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Lin Aschenbach
P O Box 15375
Fritz Creek, Ak.
99603

Board of Fisheries,

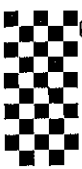
I request that the current dipnet regulations remain as written. Please don't change them making it harder on we senior citizens to get our fish. My family depends on this salmon as a large part of our diet. Thank you

Lin Aschenbach

1/17/08

Lin Aschenbach

COMMENT# 33



Michael Bavarsky
PO Box 15115
Fritz Creek AK 99603
907 235-1369
ADL #5445770

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01/15/2008

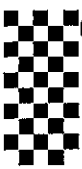
Board of Fisheries

I am requesting that the Salmon Dipnetting season and regulations be left as they are for the following reasons:

- 1: I and my family eat a lot of salmon, for both financial and health reasons. I alone eat between 20 and 25 fish a year.
- 2: Some years I get my limit and freeze and/or can the fish, some of which are used in years that I do not get my limit.
- 3: I have been a citizen of this State for over 27 years and deserve to harvest the small amount of fish that I use.
- 4: The fish taken by dipnetters is a very small amount indeed, compared to the very many taken by commercial fisherpeople.
- 5: I am a senior citizen and the long drive to and from the Kenai River from my home is no small burden. Many years I have had to do this two and three times to get enough fish to last me the year. Please don't make this more difficult for me.

Sincerely

Michael Bavarsky



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Bill Aschenbach
P O Box 15375
Fritz Creek, Ak.
99603

Board of Fisheries,

I request that the current dipnet regulations remain as written. Please don't change them making it harder on we senior citizens to get our fish. My family depends on this salmon as a large part of our diet. Thank you

Bill Aschenbach

Bill Aschenbach
1/17/08



Alaska Board of Fisheries
Upper Cook Inlet Finfish
Fax: 907-465-6094
January 17, 2008

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PUBLIC COMMENT
Proposal #243

I am writing in support of this proposal to require the use of barbless hooks in the areas of the Kenai River most heavily used by catch-and-release trout anglers. The rationale for this proposal is simple... barbless hooks will make it easier and faster to release these fish, thereby minimizing handling stress. It will also help to significantly reduce the senseless disfigurement and damage to mouthparts in these resident fish which must continue to feed within the river to maintain their health and reproductive fitness. A regulation to protect the river's trout population in this manner is LONG overdue.

Sincerely yours,

Francis V. Estalilla, M.D.
1720 SUMNER AV
ABERDEEN WA 98520

1/2

Alaska Board of Fisheries
 Upper Cook Inlet Finfish
 Fax: 907-465-6094
 January 17, 2008

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PUBLIC COMMENT

Proposal #264.... Correction of error as printed in the Proposal Book.

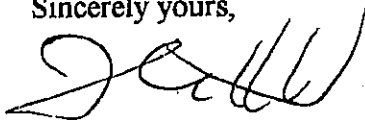
As the author of this proposal, I need to point out a confusing transcription error. In the second to the last paragraph of Proposal 264, the italicized underlined portion was printed incorrectly on page 231 in the proposal book.

"Effectively, a mere 6% (*0.45 times 14 times 14 divided by 31 = 0.06*) of the late run is excluded from harvest under this proposal. It would still enable the fishery to liberally exploit the remaining 94% of this healthy stock. Because nearly the entire late run remains in the harvestable pool of kings, concerns about harvesting equally across all age classes become irrelevant. In essence, all of staff's objections to the original 2005 proposal become non-issues. "

The rationale for the equation is the percentage of inriver return by July 14 (0.30) multiplied by the percentage of late run kings that fall within the slot range (0.45) multiplied by the portion of the month that the slot limit would be in force (14/31). It should read as follows (correction in bold):

Effectively, a mere 6% (**0.30 times 0.45 times 14 divided by 31 = 0.06**) of the late run is excluded from harvest under this proposal. It would still enable the fishery to liberally exploit the remaining 94% of this healthy stock. Because nearly the entire late run remains in the harvestable pool of kings, concerns about harvesting equally across all age classes become irrelevant. In essence, all of staff's objections to the original 2005 proposal become non-issues.

Sincerely yours,



Francis V. Estalilla, M.D.
 1720 SUMNER AV
 ABERDEEN WA 98520

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Alaska Board of Fisheries

Upper Cook Inlet Finfish

Fax: 907-465-6094

January 17, 2008

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PUBLIC COMMENT

Proposal #264 - Rebuttal to ADFG opposition to this proposal

I am encouraged that ADFG staff comments (RC2) regarding the Kenai River continue to be supportive of the 44-55" non-retention slot limit for early run king salmon. However, I remain disappointed that staff still fails to recognize that mainstem spawners in the early run (ER) are vulnerable to capture in Alaska's most intense chinook sportfishery *for their ENTIRE stream-life*. Because the bigger water and stronger flows of the mainstem naturally select for bigger spawners, this population is heavily weighted toward the ER's larger older king salmon, *the very fish the slot limit is intended to protect*. These fish remain in the mainstem throughout July where they are legally harvested in significant numbers before peak ER spawning even occurs in the mainstem.

Lifting the slot limit protections on July 1 seems terribly counterproductive to the intent of restoring the larger older fish in the ER. Fish that were fully protected just days earlier suddenly become legally harvestable. It seems ridiculous to mandate the release of these fish through June 30, and then effectively release the hounds upon them simply because the calendar kicked over a day. Finish the job!

Contrary to what staff comments may imply when they state,

"A decline in 5-ocean king salmon returning to the Kenai River in the late run is not, at present, a biological concern for the department,"

let me be clear that Proposal 264 has NOTHING to do with conserving slot-sized LR fish in July. *The proposal seeks to prudently secure additional protection for the larger older ER spawners lingering in the lower mainstem through mid-July, while still allowing the LR fishery to be prosecuted at a very high level.* By opposing this proposal, staff is effectively re-affirming that the long-held status quo of a fully liberalized LR fishery in July still trumps the conservation of the depleted larger older ER kings spawning in the mainstem. These fish deserve better!

As staff astutely points out, the ER conservation objective sought by this proposal has unavoidable costs in terms of opportunity loss, a fact I fully acknowledge and respect. However, Proposal 264 has painstakingly defined the *small* conservation cost of implementing a river-wide slot limit through mid-July in specific terms of forgone harvest of LR fish. Bottom line, we're only talking about a potential LR harvest reduction of 6% tops! Can any of you honestly deny that the LR sport fishery can

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continue to be prosecuted at an extremely generous level when the fleet still has fully liberalized access to 94% of the LR kings?

Moreover, recent LR returns have been dominated by an increasing proportion of 2-ocean males during the critical two weeks affected by this proposal. This trend virtually ensures that exceedingly few true LR slot-sized kings will be affected by this proposal. When the bulk of slot-sized LR fish make their appearance in the lower river during the third and fourth weeks of July, the extended slot limit sought by this proposal will no longer be in effect, and those large LR fish may be liberally harvested.

I strongly urge you to approve this proposal. By implementing this plan, *the Board stands only to gain in terms of conserving the larger older ER mainstem spawners.* Conversely, the Board stands to lose almost nothing in terms of forgone harvest opportunity on a healthy LR stock. It is difficult to imagine a conservation plan with a better risk: benefit ratio.

Respectfully yours,



Francis V. Estalilla, M.D.
1720 Sumner Ave
Aberdeen WA 98520 (360) 532-1930

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PRINT TIME JAN. 18. 8:15AM

COMMENT#

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Attn: BOF Comments
Alaska Department of Fish & Game
Boards Support Section

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JAN 17 2008
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My name is Betty Gilcrist and I am commenting on Proposal 145, one I submitted.

I am a setnetter at Point Possession in Upper Cook Inlet. In the early 1900's my grandfather Julius Kallander came from Denmark and married my grandmother, Chief Nikolai's daughter Cora, at Point Possession. My grandmother's people had been fishing there longer than anyone can remember.

The first recording was in Captain Cooks Journals in 1778 when he traded with the natives at Point Possession, which included but was not limited to fish. Our people also saw the coming of the Russians and later the Americans.

My grandfather along with my grandmother's family built and ran fish traps at Point Possession and Moose Point. My mother who was born at Point Possession 87 years ago helped with these traps along with my older brother. My grandfather went overboard off a cannery tender in a storm near Fire Island and drowned. My grandmother later died of TB.

When traps were outlawed my mother and uncles continued commercial fishing at Point Possession with setnets and they fished 7 days a week. My mother used to take myself, my sisters and brothers out of school early to help her fish kings. Kings bought our summer supplies and when we caught reds in July they helped through the winter.

Later the state decided to rebuild the salmon fisheries across the state so they regulated limited entry and two twelve hour periods per week.

My mother continued fishing into her late seventies. My uncles, brothers and myself fished at Point possession all our lives. My husband, son, brother, grandchildren and myself are still fishing there. We have a long history of commercial fishing at Point Possession. Fishing is in my blood.

Through the last 15 years the state has tried to make us go away by placing unjust restrictions on us. I was born here and I'm still here.

My proposal addresses our separation from the Yentna sonar counter. We fish completely across the Inlet from the Susitna River. The east side setnetters in the Central District show a stock composition of less than 2% sockeye headed for the Susitna and Yentna rivers. It would make sense to me that our stock composition would be less than that as the fish start hitting the beaches of their respective streams as they get closer.

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In my good years my husband and I would catch two thousand reds and 2% of that number is 40 reds heading for the Susitna which is absolutely nothing in a large volume of fish. There are a dozen fishermen on the east side of the Northern District.

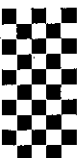
I cannot believe we impact the Susitna drainage enough to threaten the sockeye run, which has relied on the Yentna counter which only counts fish that go past the counter.

I am not so sure we have an accurate assessment of the amount of sockeye entering the Susitna drainage, or the accurate amount of escapement to ensure a sustainable fishery. The escapement may not need be that high if we looked at the Kenai harvest versus the Kenai escapement which is 2 to 1.

If we take 500 sockeye in the eastern subdistrict of the Northern district and that has such a negative impact on the Susitna sockeye where that endangers their run, then perhaps we should look at the group that has the most impact on the Susitna sockeyes first and not last, which in my opinion is the Cook Inlet drift fleet. Perhaps we should open the gate once in a while. There also is a possible Kodiak intercept. Another point I have is if we are heading in a downward spiral with this run then we should also look at Matsu activities such as bank degradation, lakeshore building, boat traffic, habitat loss or destruction and 2 cycle outboards. Many of the same things that effect the Kenai river.

It is virtually impossible for stationary gear on the beaches to capture all the fish. Too many fish run in the rips offshore. We are not asking for much, but we think we are entitled to our two twelve hour periods per week back. I know there is no data that supports emergency order closures in the eastern sub-district. I also support proposal 144 for I know others in the Northern district face the same dilemma as we do.

Thank you,
Betty Gilcrist



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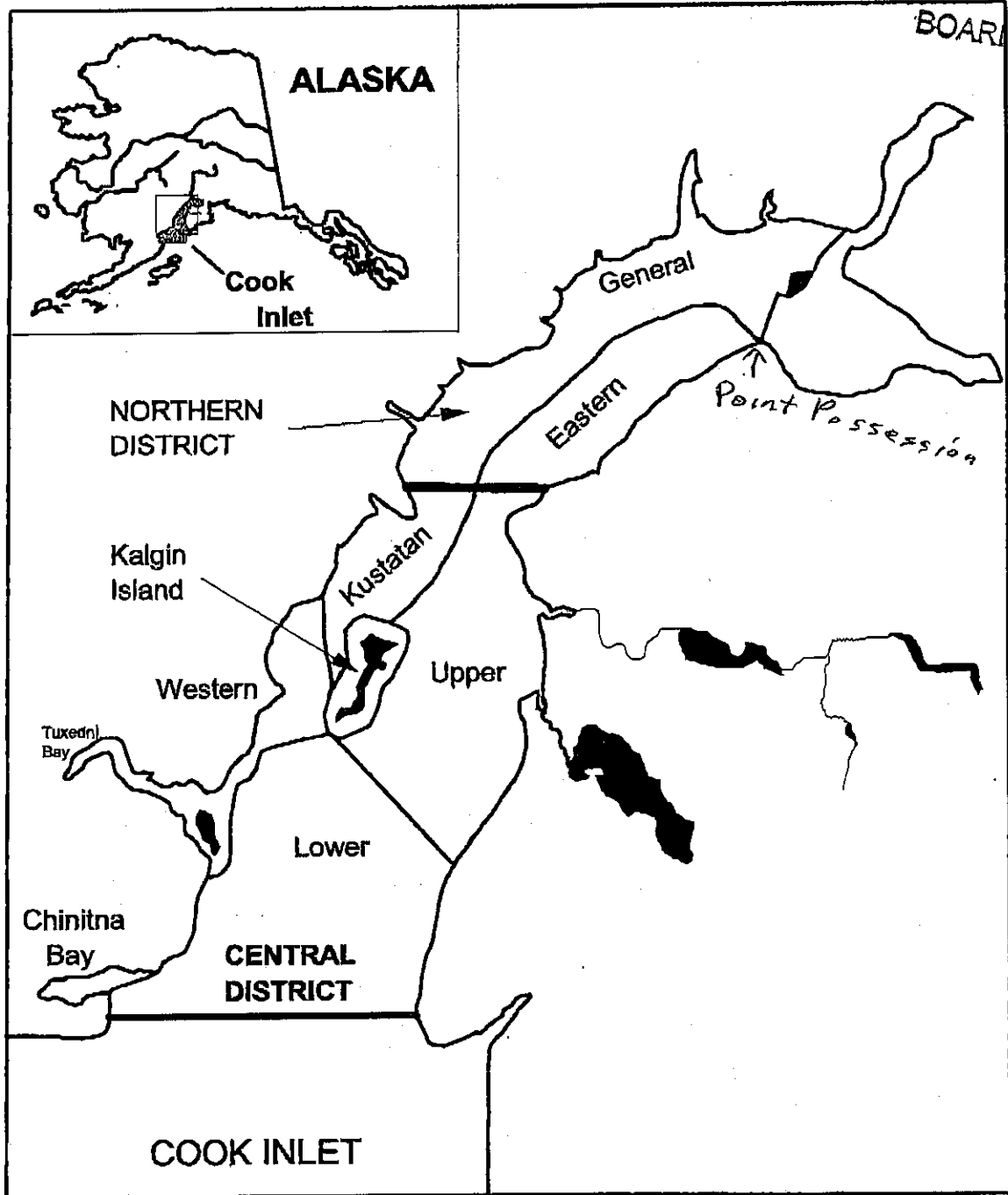


Figure 2.--Upper Cook Inlet commercial fisheries Subdistrict fishing boundaries.

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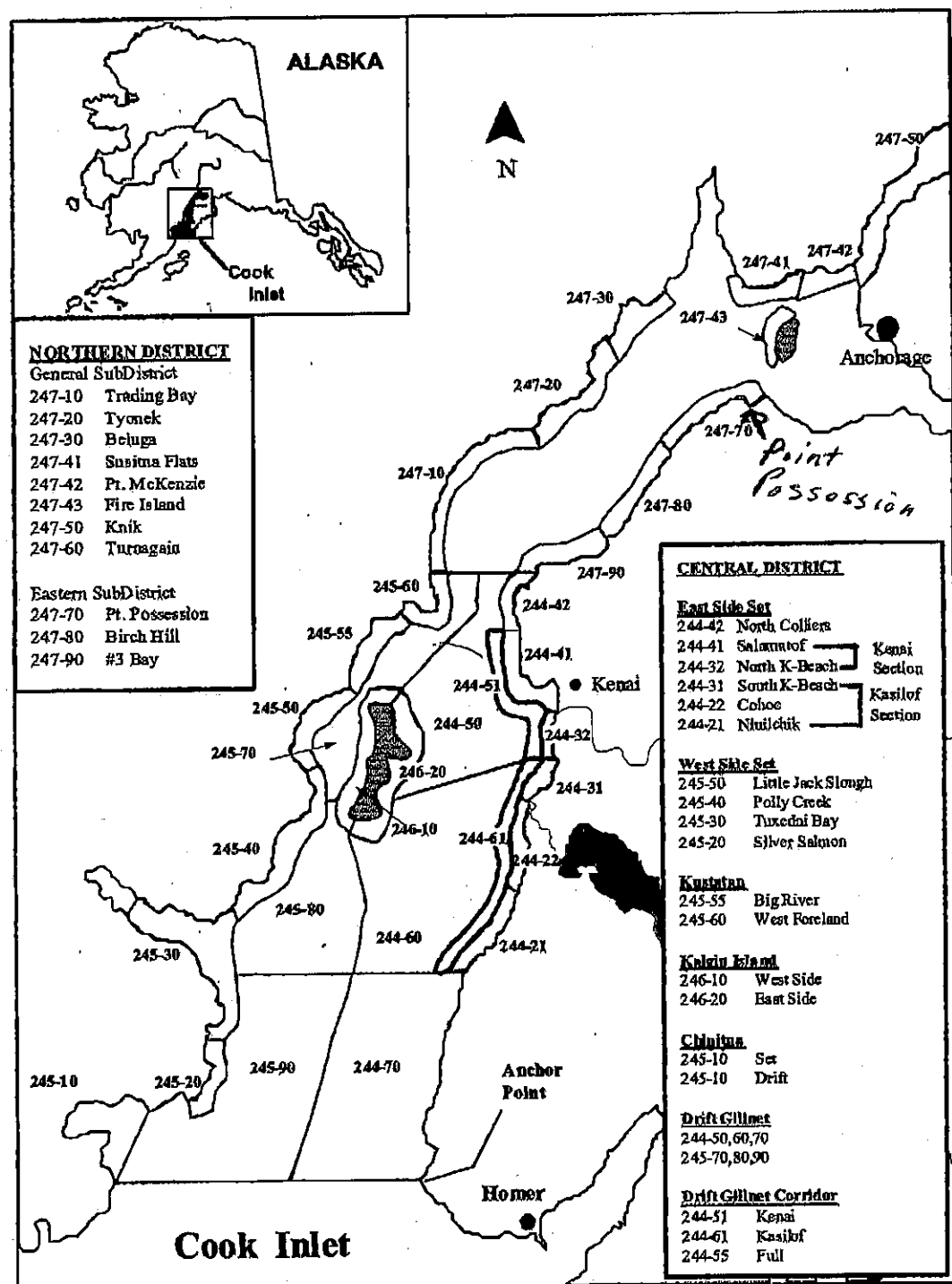


Figure 3.—Upper Cook Inlet commercial fisheries statistical areas.

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South-Central Alaska Dipnetting Association

To: THE BOARD OF FISHERIES,

January 15,2008

Please let me introduce this new organization; the south-central Alaska Dipnetters Association, SCADA for short. We are a non-profit that was started because over 60,000 South-central Alaskans benefit from dipnetting. Yet, we really didn't have a voice to be heard. This is now that voice.

Last year, when the 3-fish a day proposal was introduced, people across the state inundated the Board support section, to protest that proposal. After all, it is the average Alaskan, just trying to put fish away for the winter months, that responded. This year many people are now relying on this organization to represent their interests. Our three main goals are: Access, continuity of the resource and education.

There are many proposals now before the BOF.I will not attempt to address all proposals but there are a number of them I must.

Proposal # 187-191- these proposals seek to allocate sockeye to the PU fishery as well as make the PU fishery responsible for meeting in river goals. As of now the PU fishery is allocated fish by time, not actual numbers. We do not like any of the proposals as written. If we share in the allocation, we should be allotted time to harvest, without commercial fishing interception. That means leaving the windows intact. There should also be a provision to ratchet up the personal use Head of household limit on better than average years. If the Commercial fleet is given extra emergency openers, the PU fishery should see an increase also.

200-201- No

202-YES- we definitely support this proposal.

203- YES- We definitely support this proposal but as written, are a little too extreme.

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205- this proposal raises some serious issues. Splitting authority to sport and commercial sides of AF&G on how and when EO's are granted, spreads the overall responsibility and maybe alleviates some bias that, at times, is very aggravating.

We are dealing with the breadbasket of Alaska. Over half the population has the road system to access both the Kenai and Kasilof. *With 1600 people involved in fishing permits, for salmon in UCI, over 22% are from out of state. That leaves 1250 that live here and spend their money here. The other 352 grab the fish; grab the Money and leave, except for maybe beer, cigarettes and fuel. Yet the past boards have failed to re-evaluate the priority of the average Alaskan, trying to feed his family, compared to the commercial fishery. Or maybe the sport fishery that feeds tourism and the local Alaskans sport fishing to fill their freezers.

207- this proposal allows Alaskan residents to partake and share in the larger runs that come every few years. We totally agree.

208- Agree

209- NO TERMINAL FISHERY IN THE KENAI.

211,212,213- NO,NO,No

214- Yes

215-216-These proposals go back again to PU reaping the benefits of a large run, totally agree.

217-218-219-220 No. We don't know where the authors got their numbers but they really seemed skewed

221- we agree with this proposal.

223-No

224-We do need some gear separation. I'm just not sure if this is the way to go.

These are some of the proposals that we are either for or against. I would just like to impress upon the board that over 22,500 permits are issued to PU Households. That is @ 60,000 Alaskans that benefit from this fishery, if you take the average Alaskan household of 2.78 people and times it by the 22,500. Between 2004 and 2006, the average yearly take of the PU fishery was @ 323,000(Ak. Dept. of fish and Game). That comes out to less than six fish per person, per year.

There is no scientific reason to cut back the dipnetting limit, only Commercial fishermen raising a fuss about us. Maybe the commercials

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ATTN: BOF Comments
Alaska Department of Fish and Game
Boards Support Section
P.O. Box 115526
Juneau, AK 99811-5526
Fax: 907 465 6094

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ATTN: Members of Board of Fish and Game
My son and I, Louis & Harvey Finch, fish in the eastern Subdistrict of the Northern District. We are supporting proposal #143.

Reasons:

1. The Eastern Subdistrict of the Northern District is managed on Yentna River/ Susitna River escapement and SHOULD NOT BE.
2. The Eastern Subdistrict of the Northern District catches very few, if any, Yentna River/ Susitna sockeye. Only FIFTEEN (15) permits were fished in the Eastern Subdistrict of the Northern District in 2007. These few permits on thirty-five (35) miles of beach could have no significant impact on sockeye returns.
3. At its heart, Proposal #143 is a FAIRNESS issue. According to ADF&G, the Northern District and especially the Eastern Subdistrict of the Northern District, the fishing group where these fish are bound, is the only group NOT BEING ALLOWED to catch them! A fact supported by Fishery Manuscript No. 07-07 is that one in four sockeye caught in east side CENTRAL District set nets is a Yentna sockeye. Another fact supported by Fishery Manuscript No. 07-07 is that one in four sockeye caught by the CORRIDOR DRIFT boats is a Yentna sockeye.
4. Proposal 143 is NOT asking for any additional fishing time. This proposal asks for the Eastern Subdistrict of the Northern District to be PASSIVLY managed for two, twelve (12) hour periods per week.
5. According to the ADF&G, Proposal #143 is not a threat to the sockeye return to Turnagain Arm. The sockeye runs to Turnagain streams are stronger now than ever.
6. The passage of Proposal #143 is an opportunity for the Board of Fish and Game to help a struggling and economically depressed small group of fisherman with NO HARM to the resource or any other fishing group.
7. The passage of Proposal #143 would have a positive economic impact on the fifteen (15) fishermen left in the Eastern Subdistrict of the Northern District.
8. Fishermen in the Eastern Subdistrict of the Northern Distort can drive their fish to market. Being open on the two regularly scheduled periods per week would provide a stable and reliable fishery so fishermen and processors could count on a reliable fish source to fill fresh markets.

Louis Finch
10609 High Bluff Drive
Eagle River, AK 99577
(907) 694-2563

ATTN: BOF COMMENTS
Alaska Department of Fish and Game
Boards Support Section
P.O. Box 115526
Juneau, AK 99811-5526

November 9, 2007

Mr. Kenneth L. Bingaman
PO Box 2163
Soldotna, AK 99669

RECEIVED
 JAN 18 2008
 BOARDS

Esteemed Board of Fish Members,

Below are my written public comments. As a resident of Alaska for over 30 years and a resident of the Kenai Peninsula I do hope that you read and give my/our written public comments some weight in your decision making. These are the thoughts and ideas of all of my family of which there is over 40 of us here on the Kenai Peninsula and the majority of them, (75%) are Native People. I am not. I will be present in February at the BOF meeting in Anchorage. I have attended many past board meetings and am looking forward to it.

Thank so much of this opportunity to express myself and my families desires with concerns to the below listed proposals,

Kenneth L. Bingaman

With respect to the following Proposals that are considered "Restructuring" Proposals by the BOF;

- Proposal 33 Allow drift gillnetting in the Chignik area**
- Proposal 34 Allow hand and power trolling in the Chignik area**
- Proposal 58 Allow fishing of two set gillnet permits**
- Proposal 59 Establish Kodiak Area troll fishery**
- Proposal 110 Allow commercial use of reef net gear for harvest of live fish**
- Proposal 113 Eliminate area registration for vessel for Cook Inlet and Kodiak Salmon fishers**

Our Public Comment is-----NO OPINION.

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Page 2

Proposals #1--#4--NO OPINION.

Proposals #5--#12--OPPOSED.

Proposals #13--#15--SUPPORT.

Proposals #16--#17--OPPOSED.

Proposal #18-----SUPPORT.

Proposals #19 and #22--OPPOSED.

Proposals #20 and #21--SUPPORT.

Proposals #23---#72-----NO OPINION.

Proposals #73---#75-----SUPPORT.

Proposals #76-----OPPOSED.

Proposal #77-----Strongly SUPPORT.

Proposal #78-----NO OPINION.

Proposal #79-----Strongly OPPOSED.

Proposal #80--#86-----Strongly OPPOSED.

Proposal #87-----SUPPORT.

Proposal #88---#98-----Strongly OPPOSED.

Several of these proposals were submitted by John McCombs. Our family believes no one should be allowed to submit proposals by an individual that was sited for breaking the law by fishing commercially in closed waters in 2007,,our opinion.

Proposal #99--#101-----NO OPINION.

Proposal #102--#108-----OPPOSED.

Proposal #109-----SUPPORT.

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Page 3

- Proposal #111-----SUPPORT.
- Proposal #112-----OPPOSED.
- Proposal #114 and #115---OPPOSED.
- Proposal #116 and #117---STRONGLY SUPPORT.
- Proposal #118-----STRONGLY OPPOSED.
- Proposal #119---#123----SUPPORT.
- Proposal #124---#131----STRONGLY OPPOSED.
- Proposal #132-----SUPPORT.
- Proposal #133---#137----STRONGLY OPPOSED.
- Proposal #138---#140----STRONGLY SUPPORT.
- Proposal #141---#163----STRONGLY OPPOSED.
- Proposal #164 and #165---SUPPORT.
- Proposal #166---#168---OPPOSED.
- Proposal #169-----SUPPORT.
- Proposal #170---#174----OPPOSED.
- Proposal #175 and #176---SUPPORT.
- Proposal #177-----OPPOSED.
- Proposal #178 and #179---SUPPORT.
- Proposal #180---#187----STRONGLY OPPOSED.
- Proposal #188-----SUPPORT.

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Proposal #189---#192----- STRONGLY OPPOSED.

Page 4

Proposal #193-----SUPPORT.

Proposal #194---#201----- STRONGLY OPPOSED.

Proposal #202 and #203--- STRONGLY SUPPORT.

Proposal #204-----OPPOSED.

Proposal #205---#208-----SUPPORT.

Proposal #209---#213----- STRONGLY OPPOSED.

Proposal #214---#216-----SUPPORT.

Proposal #217---#220-----VERY STRONGLY OPPOSED.

Proposal #221-----SUPPORT.

Proposal #222---#224-----OPPOSED.

Proposal #225---#226-----OPPOSED.

Proposal #227---#232-----SUPPORT.

Proposal #233-----OPPOSED.

Proposal #234---#238-----SUPPORT.

Proposal #239-----OPPOSED.

Proposal #240---#248-----SUPPORT.

Proposal #249-----OPPOSED.

Proposal #250---#263-----SUPPORT.

Proposal #264-----OPPOSED.

Proposal #265---#267-----SUPPORT.

Proposal #341-----OPPOSED.

Proposal #342---#346---SUPPORT.

Proposal #347-----OPPOSED.

Proposal #348---#353---SUPPORT.

Proposal #354-----OPPOSED.

Proposal #355---#356---SUPPORT.

Proposal #357-----OPPOSED.

Proposal #358---#391---SUPPORT.

In retrospect, I could go into much greater detail with each Proposal, but for an effort to make it as easy as possible I am submitting these written comments as is. It is important that the BOF does understand that many of our people are over the age of 50 and that the Proposals introduced with the idea of adding another or more of "Drift Boat Only" days to the Kenai River would in fact result in those people not being able to fish on those days. They are not able to row a drift boat at their age anymore. Further, we would like to comment on the Proposals introduced to extend the current King Salmon season into August. It is our belief that this is a good idea as it has been years since these fish have been targeted. What enters the Kenai to spawn in August, the fish they produce, will of course return to the Kenai in August to spawn too. This fish have not been touched in over 10 years and the population is growing. The 2nd run has moved into August for sure, open it up.

Thank You all for the time and effort you put into this challenging work. Thank God we have people still in this state that do care what is fair and what is right.

Kenneth Bingaman
Soldotna Resident



ALASKA'S PLAYGROUND

January 18, 2008

ATTN: Jim Marcotte, Executive Director
Alaska Board of Fisheries
PO Box 25526
Juneau, AK 99802-5526

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JAN 18 2008
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(907) 465-6094 FAX

Dear Mr. Marcotte,

Kenai Peninsula Tourism Marketing Council (KPTMC) is going to provide public comment and participate on committees during the Alaska Board of Fisheries meeting for Upper Cook Inlet in Anchorage from February 1 – 12, 2008.

KPTMC promotes tourism on the Kenai Peninsula. Sport fishing and wildlife watching are very important components of the tourism industry on the peninsula. KPTMC worked with the Alaska Department of Fish and Game to publish the wildlife watching guide *Alaska's Kenai Peninsula Wildlife Viewing Trail Guide*, which is available for purchase or electronic viewing at our website, www.kenaipeninsula.org.

As part of our public testimony we will provide comment on the economic size and scope of sport fishing and wildlife viewing on the Kenai Peninsula. As such, please accept 30 copies of the recently published report from the Kenai River Sportfishing Association that has detailed information in this regard. The report is titled *Economic Values of Sport, Personal Use, and Commercial Fishing in Upper Cook Inlet*.

Thank you for the opportunity to provide information for consideration by Board members for the upcoming meeting.

Sincerely,

Shanon Hamrick, Executive Director
Kenai Peninsula Tourism Marketing Council

COMMENT# 42

January 12, 2008

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BOARDS

Att: Dept of Fish & Game
BOF Comments
PO Box Board's Support Section
Juno, AK 99811-5526

To whom it may concern on the Board of Fish:

It has come to my attention that after the last King Salmon count on Alexander Creek, Fish & Game has intentions of closing King Salmon season entirely, or leaving a partial Opener of 2 – 3 days per week.

I've been on Alexander Creek for approximately the past 15 years, own a home on Alexander Creek, and pay taxes to the State of Alaska, which is why I hope my comments and suggestions weigh heavily on this Board.

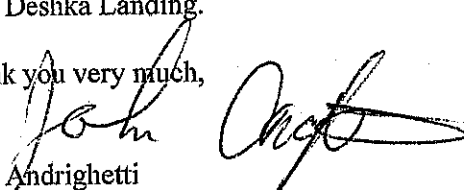
I've seen the good years and the bad years. I'm aware of the Pike, I'm aware of the European clientele, I'm aware of the commercial fishing – I'm aware of all of the problems affecting the King Salmon fishing in the Susitna Valley.

I have 3 children that come to Alaska to fish and visit regularly from King Salmon season through Silver Salmon season. I would like this Board to leave Alexander Creek open to a 3 day a week fishery, as opposed to closing it completely. I also counted the King Salmon from Sucker Creek to Granite Creek on August 21st, 2007 and came up with a total of 674 King Salmon, and counted 150 spawning pairs that same day, with a total count of 674 fish.

I know you only include a partial count in your numbers, so your count of 240 fish is an estimate of approximately 40% of what I saw. I strongly urge Fish & Game to leave this fishery a 3 day fishery for King Salmon from the confluence of the Alexander and the Susitna to ¼ mile up the Alexander, as this will be fair for all – fair for the fish, fair for the people who live on Alexander Creek that use these fish for subsistence, and fair for the people who fish for the sport & fun. 90% of the fish my family & I catch are released, as we catch & release and fish for the joy, fun, and sport. I'm sure you're aware that most of the commercial lodges that were on Alexander Creek – including Gabbert's, Alexander Creek Lodge, Black Fox, and Mount Susitna Lodge – have all gone out of business so therefore, the pressure on this river is very light at this time. With a 3 day Opening, there will be no incentive for European clientele or anyone to come down from the Susitna Valley to fish Alexander Creek, when there is much more opportunity above the Alexander.

I truly appreciate your consideration in this matter, as I would love to be able to fish where I live for 3 days a week, as opposed to leaving Alexander Creek to fish the Deshka River, the Yetna River, or any other river above the Alexander – especially with \$3 per gallon fuel prices that has to be hauled down the Susitna River from Deshka Landing.

Thank you very much,


John Andrighetti
PO Box ACR
Alexander Creek, AK 99695

COMMENT#

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Willow Chamber of Commerce

PO Box 183
Willow, AK 99688
907-495-6800

January 18, 2007

To Alaska Dept. of Fish and Game
Board of Fisheries
Board Support Section
PO Box 115526
Juneau, AK 99811-5526

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JAN 18 2008
BOARDS

Upon review of the action request from Board of Fisheries Chairman Mel Morris and through our member's own observations, the Willow Chamber of Commerce can make the following recommendations.

Because the single most important economic base for Willow based businesses is tourism and specifically recreation minded visitors, our Chamber of Commerce encourages wise protection of our recreational resources. Our fisheries are our most cherished resource. The value of a single fish to our community and our state is huge when caught by our visitors or by our own family members as our traditional food source. When an economist adds up the true value of a sport caught fish they would probably recognize a visitors air fare, car rental, gas purchases, hotel or bed and breakfast charges groceries or restaurant bills as well as fishing licenses and gear and guides fees. Because our Willow Chamber of Commerce is made up of businessmen and women who earn our living from the money spent in the pursuit of sport fish and game we urge the state to do whatever possible to ensure the quota of fish that reach our local streams and the upper Susitna Valley sustainable fisheries. Its spawning fish numbers and healthy hatch numbers must be increased or doom is inevitable for all the commercial, subsistence and recreational fisherman as well.

Please see to it that there are substantial decreases in high seas and lower Cook Inlet commercial catches so that there may be more fish for everyone in years to come.

With the future in mind and heart,
Sincerely,

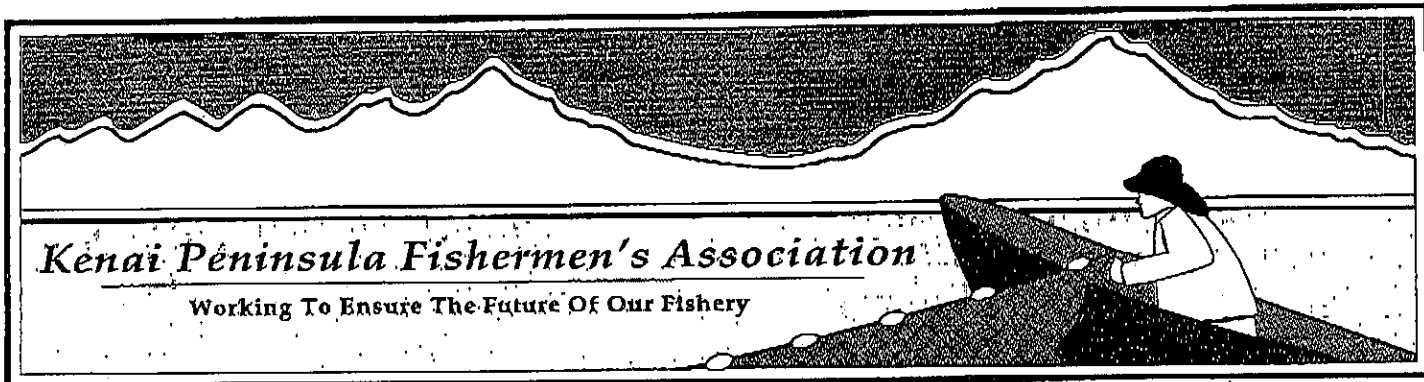
Jim Huston, President
Willow Chamber of Commerce

Cc: Senator Lyda Green
Senator Charles Huggins
Representative Mark Newman
Bruce Knowles
Representative Bill Stoltze
Representative Wes Keller
Representative Carl Gotto

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January 18, 2008

State of Alaska
 Department of Fish & Game
 Board Support Section
 Chairman Mel Morris
 Attn: BOF Comments
 P.O. Box 115526
 Juneau, AK 99811-5526

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Chairman Morris,

The Kenai Peninsula Fishermen's Association is a commercial fisheries advocacy organization that has voiced the concerns of Cook Inlet (CI) fishermen for 53 years. Comprised of generations of family style set net fishing cooperatives with a few other adventurous individuals, residents make up better then 85% of the 745 (CI) permit holders.

The Commercial Fishing Entry Commission (CFEC) executed a demographics report for (CI) fishing people in 2004. Interesting to note is that 47% of the participants were between the ages of 40-59, 30% were in the 10-39 age group and 23% landed in the 60-90 age class. Participation since limited entry (1973) indicates 51.9% have held permits for 19-31 yrs. and 42.8% have participated for 7-31 yrs. Out of 2710 different permit holders in 31 yrs approximately 1525 have changed ownership. Of the other 49 states, 19 states have permits holders. The state of Alaska has 25 cities in the CI greater area and still others villages elsewhere within the state that are considered home for CI Setnetters.

A stable community of Alaskan's that spread commercial fishing economies to much of south-central. Many family units are pioneers and are integral to the fiber that binds the infrastructure to our states smaller communities. Of these individuals the Alaska Journal of Commerce reports that 55% were also employed in other jobs in 2006. Crewmembers are reported to have had 60.7% of other employment within the 2006 year.

The November (07) edition of the Alaska Economic Trends calculates the average gross earnings from fishing was nearly \$65,000.00 for permit holders who had no other

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reported wages or salaries. Governor Palin in this issue declares that the 4 billion pounds of seafood harvested in 2006 was worth \$1.4 billion to commercial fishermen. Exports topped \$2 billion for the first time. Alaska's commercial fishing industry is one of the largest private-sector employers in the state. The industry accounts for more than 50% of basic employment... in coastal communities. The Governor states, "The importance of the commercial fishing industry to our state is undeniable."

KPFA's mission is "Ensuring the Sustainability of Our Fishery Resources". Our goal is to continue to strengthen our *fishing community* (MSA) and to promote the economic stability of the fishery.

Article VIII, Section 15 of the Alaska's Constitution power of the State to limit entry into any fishery for purposes of resource conservation, to prevent economic distress among fishermen and those dependent upon them for a livelihood...

In the fourth edition to the Alaska Legislative Affairs Agency's, *Alaska's Constitution A Citizen's Guide*, by Gordon Harrison, Article VIII, Natural Resources;

Section 1. Statement of Policy

It is the policy of the State to encourage the settlement of its land and the development of its resources by making them available for maximum use consistent with the public interest.

Section 2. General Authority

The legislature shall provide for the utilization, development, and conservation of all natural resources belonging to the State, including land and waters, for the maximum benefit of its people.

Section 4. Sustained Yield

Fish, forests, wildlife, grasslands, and all other replenishable resources belonging to the State shall be utilized, developed, and maintained on the sustained yield principle, subject to preferences among beneficial uses.

Alaska Statue 16.43.010 (a) ... promote the conservation and the sustained yield management of Alaska's fishery resource and the economic health and stability of commercial fishing in Alaska by regulating and controlling entry of participants and vessels into the commercial fisheries in the public interest and without unjust discrimination.

Alaska Statute 38.04.910 (12), "sustained yield" means the achievement and maintenance in perpetuity of a high level annual or regular periodic output of the various renewable resources of the state land consistent with multiple use;

5 AAC 39.222. Policy for the management of sustainable salmon fisheries.

(c)(2)(B) salmon escapement goals, whether sustainable escapement goals, biological escapement goals, optimal escapement goals, or inriver run goals, should be established in a manner consistent with sustained yield; unless

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III

otherwise directed, the department will manage Alaska's salmon fisheries, to the extent possible, for maximum sustained yield;

KPFA would like to assist the Board with these Constitutional guidelines while they review proposals for the 2008 Upper Cook Inlet Regulatory meeting.

We believe that the principles that would continue to promote healthy resource development are centered on acquiring the best available science with the expertise from the Alaska Department of Fish and Game.

It is in the best interest of the state and for resource stability to have open discussions with stakeholders, department personnel and BOF members. Restrictions on the open meeting process from past boards should not and cannot be tolerated. Back room bargaining, interest group coercion of department personnel, closed meetings with board members and the public, ADF&G staff that are instructed to work on proposals for individual board members with secrecy, and that are aligned with a single interest group, or individual staff that are advocating for the own interest or a division's goal is not the way to accomplish a fair promulgation of the laws of the state and of the country. Certainly not an open process that basis decisions on principles of equality and mutual respect.

The members of KPFA understand the complexities that confront BOF members when they are subject to stakeholders views on fisheries allocation. We offer a simplified view of the challenges before you. Please review; figure 1.2, figure 1.4 and figure 3.1. These diagrams are described in brief in "*Managing Small Scale Fisheries, Alternative Directions and Methods*" chapters 1.5.2 - 1.5.4.

While not being a perfect model, the inclusion of "*social values*" are intangible benefits, are messy and rather vague. The Maximization of a single objective is much easier than optimization. A healthy fishing industry, in which the primary users of the resource are able to sustain a decent standard of living and return on their investment, is obviously in the best interest of the country. The interests of the resource users and of the public do not always coincide, particularly when short-term interests predominate.

What is the best approach for a planning structure for CI management and harvest of salmon stocks bound for their natal streams? The management objective driven (MOD) process requires industry input as to the size of the participants, a political process then establishes the allocative policies. Industry again continues to press for a management strategy. Not until this political posturing is over and near the end of the decision making phase does biological input take place. It becomes secondary to the principles of maximized yield. The managers are then managing people instead of the resource. In season management with the modern concepts of adaptive management are restrained because of the "*social objectives*".

The stock assessment driven (SAD) flow diagram is more traditional to the Alaskan management principles. It requires a high degree of science to assess the targeted stocks,

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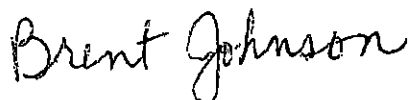
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IV

a biologically directed management approach. The department would then suggest the best strategy for maintaining high yields and a healthy environment. They would consider utilizations that would maintain the near maximum sustainable yields for each fishery. Industry would then have a chance to participate within the goals and objectives. Politics then determine the final policies that maintain the rules of procurement while not violating the long term health and utilization of the resource.

KPFA is insistent that the principles of high sustained yield with strong guidelines to maintain environmental standards should be the first rule in CI fisheries management. Managers of both sport and commercial division should formulate different strategies that complement each other not conflict. Departments should actively seek guidance from stakeholders on how best to participate in the fishery resources. They should engage the users to be realistic in their approach to maintain the goals. The public should support reasonable achievable expectations within a fully utilized resource.

Respectfully,



Brent Johnson, President
Kenai Peninsula Fishermen's Association

Enclosures; Kenai Peninsula Fishermen's Comments on Proposals 2008, SO4H Permit Holders Alaska, Alaska Journal of Commerce, Alaska Economic Trends, November 2007, *Managing Small-scale Fisheries* Figures 1.2, 1.4, 3.1, Chapters 1.5.2 – 1.5.4, Graphs Kenai River Late-run Chinook and Sockeye & Kasilof River Sockeye Salmon Sonar Cumulative Sonar Passage (1987-2007), ESSN Annual Harvest of Chinook and Sockeye Salmon, ESSN Exploitation Rates on K.R. L.R. Chinook & Sockeye Salmon, ESSN Chinook Salmon harvest expressed as % of total sockeye harvest, Kenai River Late-run Chinook Salmon Spawners, 1986-2007, ESSN Chinook Salmon Harvest & Kenai River Late-run Chinook Salmon Total Run (KRSFA harvests not included).

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V

January 18, 2008

The following information is for support of the Kenai Peninsula Fishermen's Proposal numbers; 130, 189, 83, 155, 88, 98, 80, 166, 181, 172, 93.

Members of our organization will be attending the entire Upper Cook Inlet regulatory meeting February 1 – 12, 2008. Please feel free to ask for our assistance in substantiating the information presented in this comments document. We are committed to build understanding and work towards equitable solutions.

Essential to improving the long term strength of CI fisheries it is imperative that the overriding or "umbrella plan" clarify the duties of the Commissioner to utilize their Emergency Order (EO) authority to "conserve or develop" with in the "step down" or specific management plans. Situations post or pre-season can only predict the in season abundance of salmon to an individual stream. The courts have ruled and the Alaska Department of Fish and Game agrees that there is no enforceable restriction to the EO authority as designated in AS 16.05.060. The regulatory language in, "5 AAC 21.363 (e) ...should significant new information arise that, in the commissioner's judgment, warrants departure from the provisions in the management plans." we believe is unnecessary and contradictory. The authority to manage in season is imperative to the success of this state's reputation for managing for sustained yields and an important reason that Alaskan salmon fisheries have qualified a second time for the Marine Stewardship Council (MSC) certification. The current restrictive language makes the Commissioner's authority subject to any discussion that has ever been had at any previous BOF meeting an issue of "new information". We do not believe there should be any political pressure by policy makers on emergency orders. The department should be directed towards "**achieving established escapement goals is the primary management objective; therefore,**" The nature of any emergency is just that and is to preclude lost opportunity or of a conservation necessity. **We urge the board to support proposal 130.**

Within the Kenai River Late-Run Sockeye Salmon Management Plan, abundance triggers become confusing to managers. Managers must guess which tier to manage for, before and during the season. Run timing that has dramatically changed has made this static plan inefficient and wasteful. It is a failed experiment that neither maximizes the harvest by the commercial fishing industry nor minimizes the catch of recreational targeted salmon.

Each BOF cycle additional restrictions are placed on each precarious platform of the plan. Where the plans fail most is when the escaping numbers near a change point. The unpredictable nature of the resource defies restrictions that do not allow flexibility. The MEY is never reached due to the erratic methodology commercial fishermen are forced to operate in. Mandatory closures when fish are in the area and excessive short openings that drive the operating and maintenance costs up do not make a proficient fishery. The harvest of other species in the set net area goes up as the targeted species numbers go down in this restricted pulse fishing management strategy.

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Our suggestion to the Board is to look at this plan as a single goal with a range that is supported with the post season information like the Markov Table for the Kenai River. A simplified format would clarify the goals to all stakeholders. If restrictions are to be in place then releases should also be clearly defined. Historical data supports a lower range than the current OEG to ensure proper future broodstock development. **We support a sustainable escapement goal of 500k to 800k. We also support an in river sonar goal of 600k to 900k of sockeye. We would ask the board to review and support proposal 189.**

Current information from twelve years of extensive Kenai River Coho analysis demands a thorough review of current time and area restrictions for East Side Set-Nets. ADF&G managers can now substantiate that the silver run is healthy and sustainable. Further comments by fishery biologists indicate that the reaction in two thousand to further restrict set net fishermen by 34% was premature.

Exploitation rates on Kenai bound Cohoes are very low within the east side fishery. Comparative losses of sockeye harvest opportunity have been plagued with season ending dates eight, six and now five days from the decades closing date of August fifteenth. Late run timing of sockeye returns and limited mechanisms that allow exploitation of this one resource has resulted in continual large escapements, stressing the Kenai watershed nursery. Problematic in that biometricians now believe that stable returns may not be possible. It is very probable that there will be extremely low returns where all users will be severally impacted for some years and then maybe resurgence sometime within a decade. How will this impact other species?

The state legislature has been reviewing underutilized fisheries. Pink harvests in CI have gone down from restrictions on the traditional harvester which is the set net fishery. New marketing efforts to revitalize the salmon industry have sparked new interest in the unique Kenai River humpback salmon. Local secondary processors must buy product out of the area to fulfill their orders. Historic records reveal the abundance of past harvests on even year cycles. Anecdotal evidence with those who observe within the river describes rows upon rows of pink salmon carcasses. The current pink salmon plan excludes the set net fishery that in affect creates a super exclusive fishery for one gear type with restricted access and a special season registration. We believe that this may violate current Supreme Court rulings and suggest the BOF immediately rectify this situation.

KPFA has always supported management that emphasis conservation when accepted environmental principles are applied. In 5 AAC 21.310 (b) (2) (iii) closes the season to all ESSN fishermen when less than 1% of the total season catch of sockeye over two fishing periods. In light of the recent late timing of sockeye returns, the abundance and sustainability of Coho salmon and the severe restriction on harvesting an underutilized pink salmon stock, we question the validity of this restriction. Please consider that historical harvests patterns are very different for set gill net fishery. By statute and regulation a set net site operator must be near his gear and his "fishing site" and be within "reasonable distance" while operating his net gear. By definition and by other logistic impediments, the set net fishermen must wait until the salmon arrive at his place of

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VII

operation. To be near the terminus and be closed because the back end of the resource has gone by is extremely unjust for this type of fishery.

In 2005 with the pace of the meeting we believe that the board and the department inadvertently accepted a change in the restriction to closed waters after the official closing of the ESSN fishery. Current law restricts the drift fleet from fishing in set net areas that are closed prior to the prescribed yearly June opening. The regulation failed to address what is considered closed waters after the season. Commercial set net fishermen believe it extremely inequitable to close an area to all set nets on one day and the next open the same area to drift fishing. What conservation reason or purpose is this accomplishing? The main difference between the two is that instead of thirty -five fathoms of gear from the surf out you now have one-hundred and fifty fathoms from the surf to the sea.

We would like to address your attention to; **proposals 83 / 155 / 88 / 98. Each of these proposals correct onerous restrictions. We urge you to vote in the affirmative.**

Area restrictions for set net fishermen have severely impacted the available time/opportunity in which fishermen can access their historical harvest. In 1998 the opening and closing dates for the Kenai and East Forelands sections and the Kasilof section was the first regular period on or after July 1st and then closing August 15th. Restrictions were applied in 1999 for late season due to Coho concerns. Now with the "best available science" we know that there is no conservation, yield or management concern. The same applies for harvest between the first of July and the eighth, there is no "science" that would indicate the need to restrict this section by time and area. KPFA believes this restriction to be arbitrary and asks the board to explore the difference in differential managing within a fishery. Recent CI genetics reviews support a wider mixed stock fishery that includes the harvest of Kasilof bound sockeye in the Kenai and Salamatof areas.

Continued abundance based management requirements have continually reduced the time to harvest sockeye. The migration of sockeye bound for the Kenai are at their highest concentration and are moving at a rapid pace in this close proximity to their objective. Reduction of open fishing season opportunity with increased mandatory closures with minimized emergency order hours has added to the excess escapements in the Kenai River. Late run timing patterns further hinder the orderly historic harvest within this terminus section. **Please affirmatively approve proposal 80.**

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VIII

5 AAC 21.365, Kasilof River Salmon Management Plan, (a) ...It is the intent of the Board of Fisheries that Kasilof River salmon be harvested in the fisheries that have historically harvested them, including the methods, means, times, and locations of those fisheries. Openings in the areas historically fished must be consistent with escapement objectives for upper Cook Inlet salmon...

Our objective in submitting proposals for the Kasilof bound sockeye is to clarify and simplify management. Unintended consequences have disrupted the historical harvest since introduction of plan changes in 2002. Achieving the established biological in-river escapement goal is the primary management objective.

In 2005, board generated proposals modified the Kenai River plan (after July 8th). Time restraints did not allow a thorough review of the effects on the parallel Kasilof plan. We seek to rectify this by making specific changes to the restrictions on time. We support the department in its development of a more flexible management plan.

Returns to the Kasilof have exceeded the escapement goal five out of six years since the changes in 2002. Since 1999 escapements have gone over the higher bounds eight out of nine years.

KPFA acknowledges the complexities of managing for two systems in close proximity. Restrictive tools may be necessary to accomplish other biological objectives. Only in rare and unusual situations is it required to deter from sound biological management principles.

If it is imperative for conservation we offer reduction in gear and restriction on time as discriminate tools for this process.

The Terminal Special Harvest Area as justified in 1986 was "to be rarely, if ever used". We state, "...Before opening the terminal fishing area, the Department shall first exhaust all the other means available, including a reduction in mandatory closed weekly fishing periods in the Kasilof Section set gillnet fishery and a reduction in the number of weekly emergency order restrictions in the Kasilof Section set gillnet fishery. The Kasilof Section may be reduced to within one-half mile of shore for regular and extra fishing periods in order to achieve the lower end of the Kenai River late-run sockeye escapement goal.... Changes in the current regulation would change the action point (200k sockeye escapement) to July seventeenth which is relative to the historical peak enumeration from the Kasilof sonar counter.

We are opposed to the major reallocation of the Kasilof stocks and the disruption to historical sport, personal use, subsistence and commercial fisheries. We are very concerned that the long term ramifications of this fishery on the genetic strength of the resource may be impacted in ways that will not be apparent for several years ahead.

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Utilizing the terminal fisheries only as a last resort, we offer another change that would allow a more equitable distribution of harvest. Original assumption of the users of this area is that drift fishermen and set net fishermen who did not have opportunity to harvest within the half mile open area would have harvest capabilities in the terminal area. Recent use of the area has restricted all potential ESSN and Upper Cook Inlet drift fisherman in a limited area approximately two miles linear and one and one-half mile seaward. With the extreme mud flat conditions and the Coast Guard restrictions in the channel area, set net fishermen have very little time when their nets are actually fishing during the outgoing and incoming tide. Drift fishermen have extensive areas that are out side of six hundred feet and within the approximate mile boundary. This minor change allows a more orderly fishery for set nets.

In 2005 the central district drift fishery was granted an earlier opening opportunity to harvest early run sockeye. The market timing for sockeye in the fresh market is considerably higher then the mid season price. With the change to the fifteenth and a trigger of twenty-five thousand sockeye within the river, fishermen may be able to achieve MEY for their efforts. The Kasilof River has shown in the last seven years an early run timing that would trigger an opening near the present early opening date of June twentieth if this escapement estimate is changed. **We request the board to review proposals 166, 181, 172, and 93. Please support and approve these vital proposed changes.**

We appreciate your patience in reviewing this information. The following tables (19 pages) express our positions on individual proposals. Please review this as a guide to assist your understanding of set net fishers in Cook Inlet. We are a diverse group and strive to arrive at a consensus for most of these proposed regulatory changes. KPFA policy is not to comment on allocative changes that are directed at other set net fishermen within our group. Fishermen are allowed to speak on their own behalf and I am sure you will find that they have no hesitance in doing just that. Note that KPFA refrains from commenting or even submitting negative proposals on other user groups. After this meeting process is done we must all return home and once again live with one another as Alaskan's.

Submitted by,



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Kenai Peninsula Fishermen's Association
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Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

Committee A	Support	Comments/Modifications
Central District Herring	73	Provides opportunity to plan, operation methods and means
Aerial Spotting	74	Unfair advantage
Fishing Districts, Subdistricts	76	allocation consequences
Fishing Seasons	79	Increases opportunity for coho stocks
	80	KPFA proposal
	81	Expands opportunity
	82	Increases opportunity
	83	KPFA proposal
	86	Opens fishery up to later runs, equal opportunity to harvest surplus stocks
	88	KPFA proposal
	93	KPFA proposal
	94	Opens harvest opportunity
	98	KPFA proposal
	99	Equal opportunity for gear types
Gillnet Specifications and Operations	104	Based on 102

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Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

Committee A Oppose Comments/Modifications

Fishing Districts,
Subdistricts 77 Takes away opportunity, no biological data, redefines area

Fishing Seasons 87 No Negotiation or collaborative efforts, allocative, no conservation concern

Weekly Fishing
Periods 95 Unclear intent, precludes time
96 Allocative, does not include set nets
97 Allocative, not a historical issue

Gillnet Specifications
and Operations 102 Entanglement of Marine mammals
105 Allocative, already fish 1/3 more gear
106 Based on 105
107 Allocative, restructuring proposal, increases gear, no justification
108 Does not work well with shore fishery leases
111 Because sockeye come to the beach, BEG for Chinook met

Registration 112 Fringe fishery, not enough room in some areas, don't have to wait a year
113 Same vessel allowed in both fishery

Policy for Sustainable
Salmon Fisheries 119 Managers manage to goals, takes away flexibility
120 Evaluated by Department, chum are not a stock of concern

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Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

Committee A	No Action	Comments/Modifications
Aerial Spotting	75	Based on action taken on 74
Fishing Seasons	84 85	Based on action taken on 83 Based on action taken on 83
Weekly Fishing Periods	90	Based on action taken on 89
Gear	110 78	Lack of information
Gillnet Specifications and Operations	103	Based on 102

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Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

Committee B	Support	Comments/Modifications
Northern District King Salmon Management Plan		
	146	Opportunity to reach cap
	147	Based on 146
	150	Opportunity to fish
	148	Based on 146
	149	Opportunity to fish
Northern District Salmon Management Plan		
	135	No coho concern
	137	No coho concern, flexibility
	141	Gives more opportunity
	142	Gives more opportunity
	143	Gives more opportunity
	144	Effort to get a little more time
	145	Based on 143
Upper Cook Inlet Salmon Management Plan		
	114	Supports concept of plans being in order
	124	Plan needs to be revisited
	126	Commissioner should have EO authority, proposal based on KPFA petition
	127	Based on 126
	128	Agree with language, disagree with reasoning
	129	Biologically sound
	130	KPFA Proposal
	131	Biological goals
	115	All gear types benefit, better management

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Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

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Committee B	Support	Comments/Modifications
Central District Drift GN		
Management Plan	160	Allows management flexibility
	89	Equal opportunity for all commercial fishermen
	163	Reasonable measure, more opportunity
Committee B	Oppose	Comments/Modifications
Big River Sockeye	152	Not a traditional fishery
Northern District King Salmon Management Plan	151	Not a traditional fishery
Northern District Salmon Management Plan		
	121	No biological reason to raise goal
	122	No biological reason to raise goal
	134	Allocative to Northern District, addresses too many issues
	136	Based on 135, opposed as written
	138	Reduces nets, over too many plans
	139	Should be covered in Sport Fish, doesn't define specific area
	140	Jeopardizes the Kenai River escapement goal
	123	CIAA is doing studies to collect situation within 2 yrs.
Upper Cook Inlet Salmon Management Plan		
	132	Allocative, biological issues
	116	Court found fish initiative illegal
	117	Hatchery fish already enumerated into goals
	125	Reallocative, permit stacking, out of corridor, increases gear

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**Kerai Peninsula Fishermen's Association
Comments for 2008 Proposals**

Committee B Oppose Comments/Modifications

**Central District Drift
GN**

Management Plan 164 Potential to further restrict drifters unnecessarily

165 Unjustly restricts drift fleet

91 Moves fish to Northern District

No

Committee B Action Comments/Modifications

Big River Sockeye 100 Lack of information

101

Upper Cook Inlet Salmon

Management Plan 133 Ambiguous, high quality objectional

**Central district Drift
GN**

Management Plan 161

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Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

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Committee C Support Comments/Modifications

Cook Inlet Pink
Salmon

Management Plan

- 153 Amend to include commercial set net
- 155 KPFA proposal
- 156 Opportunity to harvest pinks
- 157 Opportunity to harvest pinks
- 158 Opportunity to harvest pinks
- 159 Opens plan to all gear types

Kenai Late Run
Sockeye

Salmon Management
Plan

- 187 Manages to spawning escapement goal
- 118 Passed on 115.
- 189 KPFA proposal
- 190 Based on 189
- 195 Biological management
- 200 Removes windows
- 194 Simplifies management
- 197 Simplifies management
- 198 Manages for goals
- 199 Manages for goals, type issue 181
- 201 One escapement goal

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Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

Committee C Support Comments/Modifications

Kasilof Sockeye
Salmon
Management Plan

- 166 KPFA proposal
- 177 Escapement goals back to biological management
- 181 KPFA proposal
- 182
- 183 Opportunity to harvest
- 184 Opportunity to harvest
- 185 Opportunity to harvest
- 172 KPFA proposal
- 173 Addresses 1/2 mile issue
- 171 Does not belong in commercial fishing regs.

Committee C Oppose Comments/Modifications

Cook Inlet Pink
Salmon
Management Plan

154 Unfair to other gear types

Kenai Late Run
Sockeye Salmon
Management Plan

- 193 Inflexible, doesn't allow managers to manage biologically
- 202 Discriminates other gear types, allocative, doesn't let commercial fishermen harvest when run is available
- 196 Based on 194
- 203 Reallocative for no biological reason

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COMMENT#

Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

Committee C Oppose Comments/Modifications

Kenai Late Run
Sockeye Salmon
Management Plan

- 205 Reallocates for no biological reason
- 209 Biological, harmful, not feasible, reallocate
- 210 Gives back opportunity that was taken away
- 206 Allocative issue
- 207 Allocative as written
- 208 Unfair to other users, allocative issue

Kasilof Sockeye
Salmon Management
Plan

- 169 No justification for windows
- 180 Consistent with management
- 178 No justification to raise goals
- 179 Based on 178
- 186 Creates conflict among gear types
- 174 Restricts management
- 175 Harvest sockeye
- 176 Ties managements hands
- 170 Should include everyone

COMMENT# 45

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Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

Committee C	No	Action	Comments/Modifications
Kenai Late Run Sockeye Salmon Management Plan	188		Based on 187
	204		Support management plan from 20 years ago
	191		Based on 189
Kasilof Sockeye Salmon Management Plan	192		Manages for goals
	167		Based on 166
	168		Based on 166

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Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

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Committee D Support

Comments/Modifications

Personal Use Fishing

- 213 Reach escapement goals, help share burden of conservation
- 217 Average consumptive use determined by state
- 218 Habitat concerns, takes pressure off Kenai River
- 221 Addresses habitat/hydrocarbons
- 222 Based on 221
- 223 Based on 221

COMMENT#

Kenai River Resident
Species

- 241 Helps resource
- 246 Habitat
- 248 Harvestable surplus
- 250 Kills pike
- 252 Kills pike

Committee D Oppose

Comments/Modifications

Personal Use Fishing

- 214 Doesn't allow for adaptive management
- 215 Reallocation of resources, no biological reason
- 216 No data to support, there is a problem with lower river chinook salmon
- 220 inconvenient for users
- 224 reallocative

Kenai River Resident
Species

- 249

Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

45

Committee D	No	Action	Comments/Modifications
Personal Use Fishing	211	In lieu of 213	
	212	Based on 213	
	219	Based on 218	

Kenai River Resident Species	No	Action	Comments/Modifications
	236		
	237		
	238		
	239		
	240		
	242		
	243		
	244		
	245		
	247		
	251	Due to 250	

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Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

Committee E Support Comments/Modifications

Kasilof River Salmon Sport Fisheries	227	Catch and release relieves congestion
	228	Helps resource, eliminates fishing on spawning beds

Kenai River King Salmon Sport Fisheries	263	Protects spawners, genetic strain
	265	Biological age class issue, enforcement
	266	Protects spawners, genetic strain
	268	Protects spawners, genetic strain
	275	Parity for resident anglers
	276	Parity for resident anglers
	277	Helps residents
	279	No conservation problem, increased opportunity

Committee E Oppose Comments/Modifications

Kasilof River Salmon Sport Fisheries	229	Traditional multiple use on Kasilof
	232	Conflict with users, habitat issues
	234	Reallocation, habitat damage

Kenai River King Salmon Sport Fisheries	255	Age class with a purpose, part of Kenai King BEG
	256	Age class with a purpose, part of Kenai King BEG

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Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

45

Committee E

Oppose

Comments/Modifications

Kenai River King
Salmon Sport
Fisheries

- 257 Double bag limit, increases allocation
- 258 Increases allocation
- 259 Increases allocation
- 261 Could hurt King population
- 267 Increases harvest potential
- 270 Huge impact on Kenai Salmon Management Plan
- 271 Reallocative
- 272 Total reallocation, would shut down east side set netters
- 273 Reallocative, no problem with late run Kings
- 274 Reallocation

Kenai River Sockeye
and Coho Salmon
Sport Fisheries

- 278 Not enforceable

Committee E

No
Action

Comments/Modifications

Kasilof River Salmon
Sport Fisheries

- 225
- 226
- 230 Due to 229
- 231 Due to 229
- 233

COMMENT#

**Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals**

Committee E	No	Action	Comments/Modifications
Chickaloon River Salmon Sport Fisheries	235		
Russian River Sport Fisheries	253 254		
Kenai River King Salmon Sport Fisheries	260 262 264		Due to 259
			Due to 261
			Too complicated
Kenai River Sockeye and Coho Salmon Sport Fisheries	269		Due to 268
Kenai River Sockeye and Coho Salmon Sport Fisheries	280 281 282		Due to 279
			Due to 279
			Already out of regulation
	92		

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**Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals**

Committee F	Support	Comments/Modifications
Kenai River Vessel Restrictions		
283	Habitat	
284	Habitat, helps resident anglers	
285	Habitat	
286	Habitat, resident opportunity, reduces hydrocarbons	
287	Based on 286	
288	Based on 286	
289	Habitat concerns	
291	Habitat concerns	
292	Habitat and hydrocarbon	
294	Decreases hydrocarbons	
296	Safety, habitat	
Guides - Kenai & Kaslof Rivers		
303	Helps non guided anglers	
304	Helps non guided anglers	
305	Helps non guided anglers	
306	Safety, non guided anglers	
307	Helps non guided anglers	
309	Party with anglers	
310	Responding to lack of enforcement on river	
312		
313	Relieves crowding, quality time, addresses hydrocarbon concerns	
314	Relieves crowding, quality time, addresses hydrocarbon concerns	
315	Relieves crowding, quality time, addresses hydrocarbon concerns, packs river	
316	Relieves crowding, quality time, addresses hydrocarbon concerns	
317	Relieves crowding, quality time, addresses hydrocarbon concerns	

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Kenai Peninsula Fishermen's Association
 Comments for 2008 Proposals

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Committee F Support Comments/Modifications

Guides - Kenai & Kaslof Rivers
 318 Relieves crowding, quality time, addresses hydrocarbon concerns
 328 House cleaning
 329 House cleaning

Committee F Oppose Comments/Modifications

Kenai River Vessel Restrictions
 297 Window, ineffective doesn't work well
 298 Enforcement nightmare
 299 Fish in existing sanctuary
 300 Inconvenience
 301 Habitat friendly

Guides - Kenai & Kaslof Rivers
 308 Allocation Change
 327 Reallocation of a fishery
 321 Reallocation, more in river harvest
 322 Reallocation, more in river harvest
 323 Reallocation, more in river harvest
 324 Habitat issue
 325 Habitat issue
 326 Allocation Change

COMMENT#

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**Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals**

Committee F	No	Action	Comments/Modifications
Kenai River Vessel Restrictions	290		Habitat concerns
	293		Based on 291
	295		
Guides - Kenai & Kasilof Rivers	302		
	311		
	319		Due to 317
	320		Due to 317

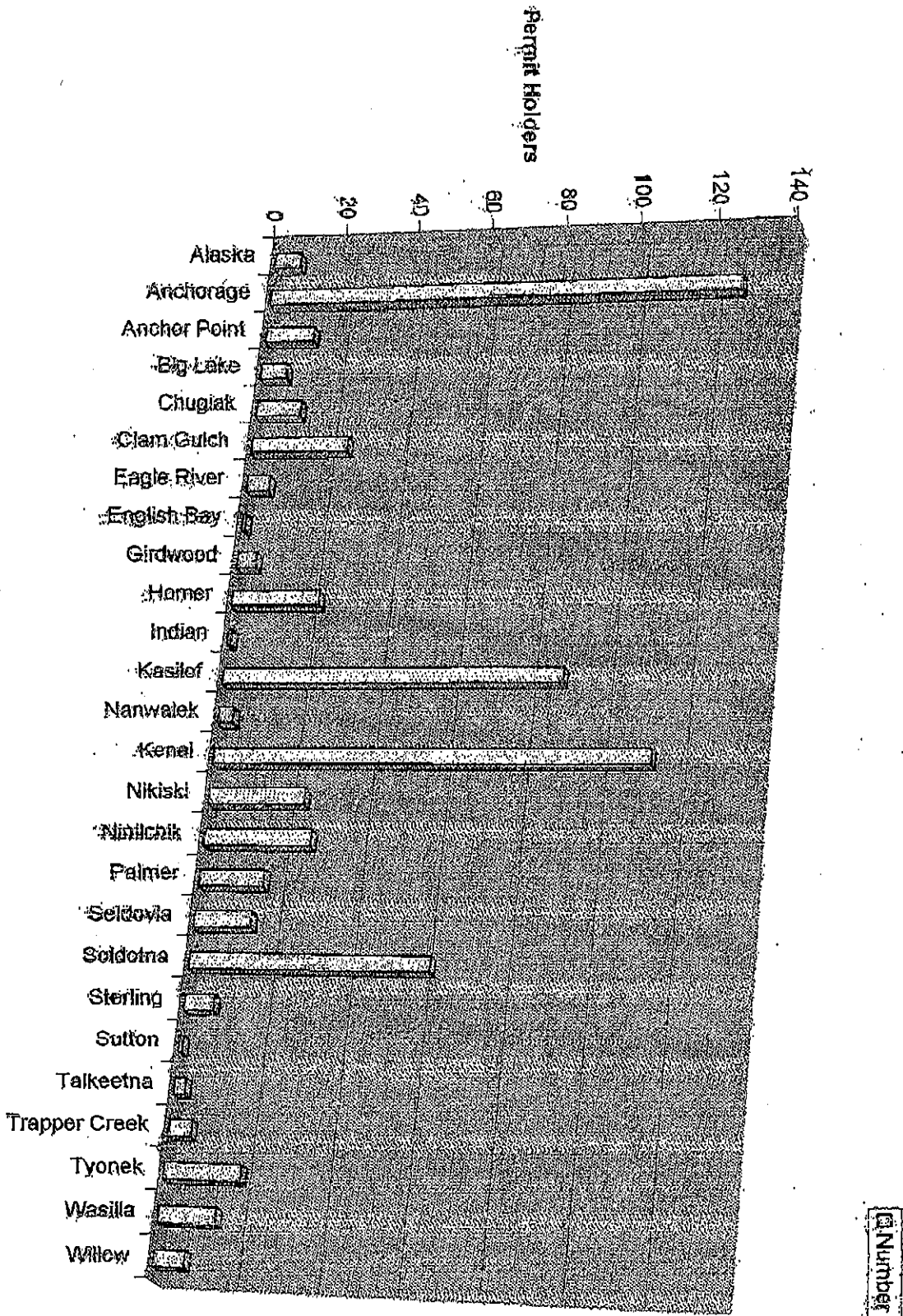
COMMENT# 45

Kenai Peninsula Fishermen's Association
Comments for 2008 Proposals

Committee G	No Action	Comments/Modifications
Susitna River Salmon	330	
	331	
	332	
	333	
	334	
	335	
	336	
	337	
	338	
	339	
	340	

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ALASKA Journal of Commerce

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Report: Most fishermen in Alaska have other salary jobs

By Margaret Bauman
Alaska Journal of Commerce



Jose Garcia sorts golden king crab in March on the Alaska Glacier Seafood dock in Auke Bay in Juneau. A new state Department of Labor report says that most Alaska fishermen have other wage and salary jobs to supplement their fishing earnings. AP Photo/Brian Wallace

For about two months every year, P.J. Hill takes leave of his job as an economics professor at the University of Alaska Anchorage for a commercial setnet fishery off Kodiak Island.

"I enjoy the diversity; it's a change of pace," Hill said. "I laugh and say it's my vacation, but it's really incredibly physical. The guy who fishes right next to me is a professor of finance at Texas A&M University."

Alaska's waters attract a cross-section of residents - both Alaskans and those from the Lower 48 - who take leave of their regular jobs to fish commercially, according to a report featured in the November edition of Alaska Economic Trends, a publication of the Alaska Department of Labor and Workforce

Development.

These part-time fishermen "vacation" from such jobs as educational and health services, natural resources, mining manufacturing and construction.

Down in Bristol Bay, where millions of wild Alaska sockeye salmon return each summer, much of the commercial fleet is made up not just of full-time commercial fishermen but business executives, school teachers, economists and others, many of them leaving desk jobs in an office environment for the wild and physical challenges of the sea.

Even those who work in the fishing industry take time off to fish, like Kodiak's Bruce Schactler, a food aid coordinator for the Alaska Seafood Marketing Institute. He takes leave of his job for about three months every year to fish commercially for salmon and herring.

Based on an analysis of active fishing permit holders and their adult crew members, more than half of all resident Alaska fishermen relied on wage and salary jobs in addition to their fish harvesting work to earn a living in 2006, said labor economists Andrew Wink and Jeff Hadland, and research analyst Brian Laurent.

"That's a higher rate of multiple job holding than for Alaska wage and salary workers in general, where only about 32 percent held multiple jobs in 2006," the economists wrote in the report.

Permit holders and crew in 2006 earned \$126.5 million from their wage and salary

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(Most Recent Available)

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(W.Coast delivery)

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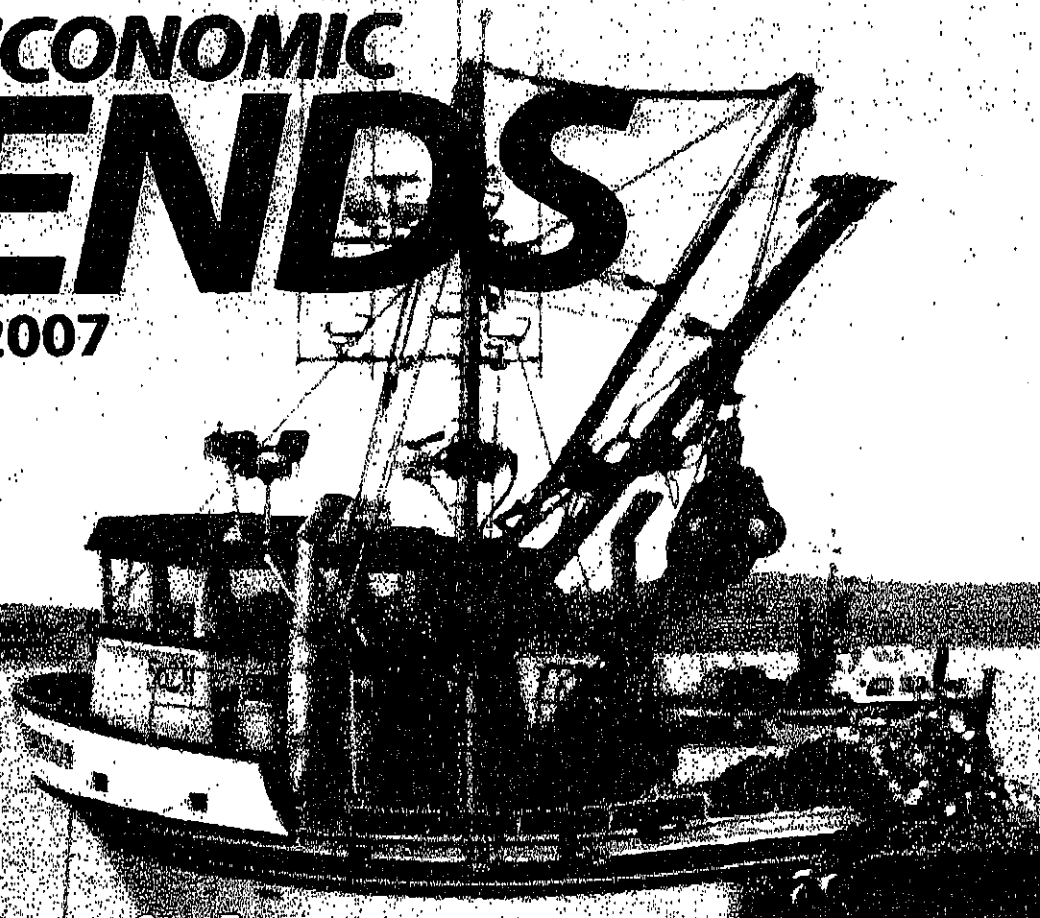
11/21/2007

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ALASKA ECONOMIC TRENDS

NOVEMBER 2007



Alaska's Fishermen They don't just fish for a living



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Remote and rich in resources and history
Employment Scene
What's up and down so far in 2007



ALASKA DEPARTMENT OF LABOR
& WORKFORCE DEVELOPMENT

Sarah Palin, Governor
Commissioner Click Bishop

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ALASKA ECONOMIC TRENDS



ALASKA DEPARTMENT OF LABOR & WORKFORCE DEVELOPMENT

Sarah Palin, Governor of Alaska
Commissioner Click Bishop

November 2007
Volume 27
Number 11
ISSN 0160-3345

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Alaska Economic Trends is a monthly publication dealing with a wide variety of economic-related issues in the state. Its purpose is to inform the public about those issues.

Alaska Economic Trends is funded by the Employment Security Division and is published by the Alaska Department of Labor and Workforce Development.

Printed and distributed by Assets, Inc., a vocational training and employment program, at a cost of \$1.04 per copy.

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Cover: A seiner and gillnetter near Nelson Lagoon, Alaska. Photo by Chris Arend Courtesy of Aleutians East Borough

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COMMENT# 45



Alaska's Fishing Industry – A Jewel in Our Crown

By Governor Sarah Palin

Alaska fisheries – sport, commercial and subsistence – in the ocean and in freshwater, are the best-managed, most sustainable in the world. Fisheries managers work hard every day, making necessary adjustments in season, to ensure that enough fish make it upstream to spawn, and manage for abundant harvests for all user groups.

The importance of Alaska's seafood industry is widely recognized. The four billion pounds of seafood harvested in 2006 were worth \$1.4 billion to commercial fishermen, the highest value since 1999. Last year Alaska's seafood exports topped \$2 billion for the first time. That's an additional \$333 million in export value in just two years. Including all seafood harvesting and processing, Alaska's commercial fishing industry is one of the largest private-sector employers in the state. The industry accounts for more than 50 percent of basic private-sector employment in many of our coastal communities. The importance of the commercial fishing industry to our state is undeniable.

Once it's caught, seafood continues to create jobs and economic opportunity. It is processed, marketed and shipped to locations worldwide. The seafood industry creates thousands of processing jobs as well as indirect employment in support industries.

Beside commercial fisheries, our fish bring tremendous value to Alaska's economy and way of life. Every year, thousands of people travel to Alaska, and many come mainly to enjoy our world-class sport fishing. These visitors support numerous local businesses, contribute to the economy and go home with not only fish, but wonderful memories of their experience.

Many Alaskans rely on our fisheries for subsistence, which has been elemental to Alaska Natives and their cultures for thousands of years. It also has become a way of life for many non-Natives in Alaska. Fish comprise 60 percent of subsistence foods taken each year and 95 percent of rural households consume subsistence-caught fish. More than just a food source, this tradition allows a love of fishing to be passed from one generation to the next.

With careful management, our fisheries are an infinitely renewable resource that can provide economic opportunities for generations to come.

Challenges face us, certainly. We need to continue to aggressively market our products against increasing global competition. However, growing consumer awareness of food safety and sustainability issues have led to increased demand for our products, with consumers willing to pay a premium for wild Alaskan seafood.

While I cannot overstate the contribution of fishing to the economy of our coastal communities, it is also an invaluable part of the culture of Alaska. We have a stellar international reputation for responsible management. And we're going to continue to put the health of the resource first so we can celebrate the contribution of fishing far into the future.

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ALASKA ECONOMIC TRENDS



ALASKA DEPARTMENT OF LABOR & WORKFORCE DEVELOPMENT

Sarah Palin, Governor of Alaska
Commissioner Click Bishop

November 2007
Volume 27
Number 11

ISSN 0160-3345

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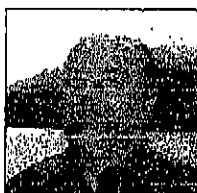
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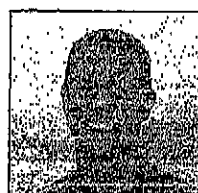
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COMMENT# 45

Alaska's Fishermen

By Andrew Wink and Jeff Hadland, Economists
and Brian Laurent, Research Analyst

They don't just fish for a living

Many people hold more than one job during the year. Given the often seasonal nature of the work and recent fluctuations in resource prices, it's not surprising that Alaska's fishermen are no different than other workers.

Based on an analysis of active fishing permit holders and their adult crew members,¹ more than half of all resident Alaska fishermen² relied on a wage and salary job³ in addition to their fish harvesting work to earn a living in 2006. (See Exhibit 1.) That's a higher rate of multiple job holding than for Alaska wage and salary workers in general, where only about 32 percent held multiple jobs in 2006.

Although social security number information used to match fishermen to administrative records, including unemployment insurance wage records, wasn't available for all fishermen, 90.8 percent of the permit holders and 65.9 percent of the crew members could be identified. Since worker identification information is incomplete, total employment and wage counts will understate the actual number of wage and salary jobs fishermen had in 2006. However, given the large percentage of matches, average earnings

and rates of wage and salary employment for fishermen should accurately reflect reality.

The wage and salary employment and earnings of fishermen were determined by matching crew license and fish ticket data (landing records taken whenever seafood is landed in or near Alaska) with Alaska Department of Labor and Workforce Development unemployment insurance wage records. Using this information, total earnings from fishing employment, and wage and salary employment, were calculated, along with the share of earnings derived from wage and salary employment by fishery, region and the demographic characteristics of the fishermen.

Permit holders and crew in 2006 earned \$126.5 million from their wage and salary employment. Since some fishing seasons are so short, many fishermen who fish those permits tend to work regular wage and salary jobs most of the year and supplement their income with a fishing operation. Other fishermen may work multiple seasons, or work in longer-running fisheries and are less likely to supplement their fishing income with a wage and salary job on the side.

Permit holders

There were about 7,000 active fishing permit holders in Alaska in 2006 and at least 2,876 of those had Alaska wage and salary employment in 2006 in addition to their fish harvesting jobs. (See Exhibit 1.) For those permit holders with social security number information, gross fisheries earnings exceeded \$285 million in that same period, while wage and salary earnings were \$71.5 million. (See Exhibit 2.)

Forty-five percent of those permit holders who could be tracked had some wage and salary

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¹ Going forward, "crew" and "crew members" are synonymous with "adult crew members," since only crew ages 18 and older were considered in this article's analysis.

² "Fishermen," unless stated otherwise, is used throughout this article to refer to active fishing permit holders and their crew. Also throughout this article, all references to permit holders, crew members and jobs — wage and salary jobs and fish harvesting jobs — are only to Alaska residents and Alaska jobs.

³ Data for wage and salary jobs in this article come from reports employers are required to file under state unemployment insurance laws. Some wage and salary workers are not covered by unemployment insurance, including work-study students, full-commissioned sales workers, private railroad workers and elected and appointed officials. Because they don't receive a wage or salary, fishermen and self-employed workers are also not included. Federal workers are covered by federal unemployment insurance and aren't included in Alaska's wage records; therefore, they aren't part of this article's analysis.

employment in 2006. (See Exhibit 3.) For permit holders who had no reported wage and salary employment, average gross earnings from fishing were nearly \$65,000. Permit holders with wage and salary jobs had average gross earnings of \$20,997 from fishing, while their wage and salary earnings contributed on average an additional \$24,872.

So, for permit holders with some non-fishing employment, their wage and salary pay exceeded their gross earnings from fishing; that pay represented more than 54 percent of their combined income. And more than 60 percent of permit holders with wage and salary employment earned more in their wage and salary job than they grossed with their fishing operations.

The comparison is telling, even though gross fishing revenue isn't directly comparable to wage and salary income, and it's calculated before accounting for crew shares, fuel costs, permit fees, insurance, and all the other costs that go into a commercial fishing operation.

Permit holders with some non-fishing employment were likely to work year-round. In 2006, 54.5 percent of those with some wage and salary earnings were employed in all four quarters. More than 60 percent of the permit holders with second jobs made more than \$10,000 in wage and salary earnings in 2006. (See Exhibit 4.)

Older permit holders were less likely to have a second job. The average age of those with wage and salary employment was 44.0, while those who fished exclusively had an average age of 48.3. (See Exhibit 5.)

When pursuing a second job, permit holders were most often found in jobs in the educational⁴ and health services, government, and trade, transportation and utilities industry sectors. (See Exhibit 6.)

⁴ Private education only

A Breakdown of Permit Holders and Crew Alaska, 2006

1

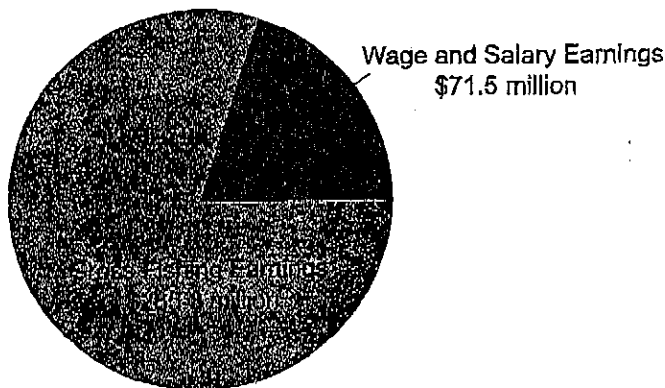
	Permit Holders	Adult Crew	Total
Total	6,881	8,385	15,366
Total with social security numbers	6,337	5,525	11,862
Percentage of total with social security numbers	90.8%	65.9%	77.2%
Total employed in wage and salary jobs	2,876	3,354	6,230
Percentage employed in wage and salary jobs ¹	45.4%	60.7%	52.5%
Total earnings from wage and salary jobs ¹	\$71,532,960	\$54,968,838	\$126,501,798
Average wage and salary earnings	\$24,872	\$16,389	\$20,305
Total gross earnings from fishing	\$285,269,363	-	-
Total gross earnings from fishing for those with wage and salary employment	\$60,328,657	-	-

Notes: All references to permit holders and crew members in this article are to Alaska residents, according to Alaska Permanent Fund Dividend records for the years 1993 to 2006. A hyphen (-) means not applicable.

¹ For fishermen with SSN identifiers

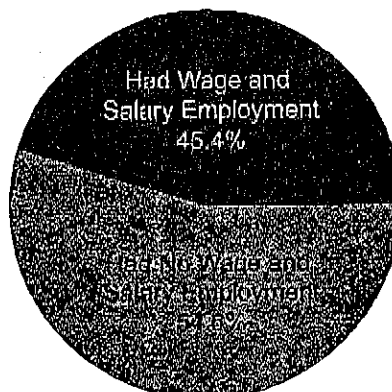
Fishing and Wage and Salary Jobs Total earnings, Alaska, 2006

2



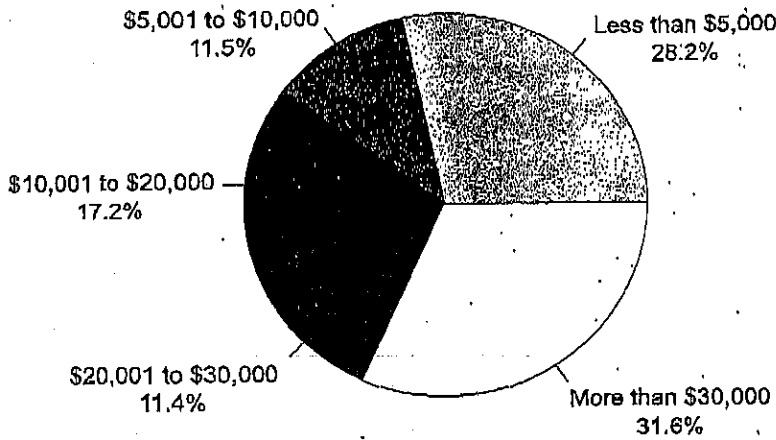
Wage and Salary Jobs Permit holders, Alaska, 2006

3



Sources for exhibits 1, 2 and 3: Alaska Department of Labor and Workforce Development, Research and Analysis Section; Alaska Department of Revenue, Permanent Fund Dividend Division; and the Alaska Department of Fish and Game, Commercial Fisheries Entry Commission

4 Wage and Salary Earnings Permit holders, Alaska, 2006



5 Ages of Permit Holders and Crew With and without wage and salary jobs, Alaska, 2006

	Ages					
	With Wage and Salary Jobs		Without Wage and Salary Jobs		Overall	
	Average	Median	Average	Median	Average	Median
Permit Holders	44.0	45.0	48.3	50.0	46.4	47.0
Adult Crew	33.6	31.0	36.5	34.0	34.7	32.0

6 Wage and Salary Jobs, by Industry Commercial fishermen, Alaska, 2006

Industry	Permit Holders with Wage and Salary Jobs		Adult Crew Members with Wage and Salary Jobs	
	Count	Percentage of Total	Count	Percentage of Total
Natural Resources and Mining	110	3.8%	129	3.8%
Construction	338	11.8%	397	11.8%
Manufacturing	94	3.3%	252	7.5%
Trade, Transportation and Utilities	533	18.5%	781	22.7%
Information	37	1.3%	25	0.7%
Financial Activities	194	6.7%	155	4.6%
Professional and Business Services	107	3.7%	199	5.9%
Educational ¹ and Health Services	641	22.3%	619	18.5%
Leisure and Hospitality	85	3.0%	289	8.6%
Other Services	112	3.9%	114	3.4%
Government ²	623	21.7%	512	15.3%
Unknown Industry	2	0.1%	2	0.1%
Total	2,876	100.0%	3,354	100.0%
Not Employed in a Wage and Salary Job	3,461	n/a	2,171	n/a

¹ Private education only

² Includes public school systems and the University of Alaska, but excludes the uniformed military

Sources for Exhibits 4, 5 and 6: Alaska Department of Labor and Workforce Development, Research and Analysis Section; Alaska Department of Revenue, Permanent Fund Dividend; and the Alaska Department of Fish and Game, Commercial Fisheries Entry Commission

Crew

Alaska had close to 8,400 crew members who fished in 2006. In general, it was more difficult to track the wage and salary earnings of the crew members than the permit holders since more than a third of the crew had missing social security numbers. Even so, matches were made for 5,525 crew members and their wage and salary employment was tracked. (See Exhibit 1.)

The crew members tended to be younger and more likely to have had wage and salary employment than permit holders. More than 3,300 crew members earned roughly \$55 million in wage and salary employment in 2006, an average of \$16,389. Forty-one percent of those workers were employed in wage and salary jobs in all four quarters. Crew members were more likely than permit holders to have a job outside fishing, as 60.7 percent had wage and salary jobs that year. (See Exhibit 7.)

A look at fishermen-combined data for permit holders and crew

In total, for fishermen with wage and salary jobs, nearly half – 47.3 percent – worked in non-fishing jobs during each quarter in 2006. (See Exhibit 8.) For those workers, their wage and salary job was often their primary job; fishing just added extra income.

In recent years, slightly fewer permit holders have had jobs outside fishing and instead have relied on fishing as their sole source of income. The percentage of crew members working in outside jobs since 2000 has varied from 59.9 percent to 62.9 percent; while the percentage of permit holders employed in outside jobs has been between 45.4 percent (the level in 2005 and 2006) and 50.0 percent. (See Exhibit 9.)

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Permit holders with multiple jobs: their gear type

Gear type and capitalization affect whether fishermen hold other jobs. Permit holders who operated boats requiring less capital were more likely to have other jobs than those permit holders who operated larger boats, but not always. (See Exhibit 10.)

The gear types with permit holders that had the highest percentages of non-fishing jobs in 2006 were set gillnet (63.7 percent), hand troll (55.0 percent), drift gillnet (41.8 percent) and longline (36.0 percent). The set gillnet and hand troll gear, for instance, are for fisheries that have short seasons and require less capital.

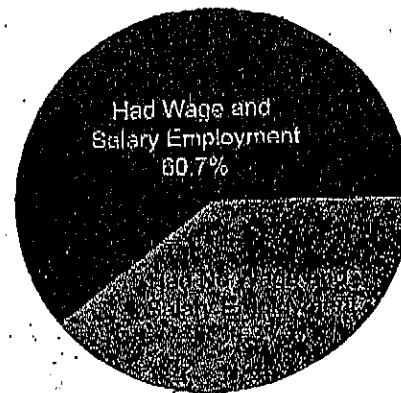
On the other hand, otter trawl (12.2 percent), power troll (18.3 percent), purse seine (20.6 percent) and pot gear (26.4 percent) permit holders possessed the lowest percentages of wage and salary participation. Pot gear, for instance, is used mostly for the crab fisheries that have short seasons and require a lot of capital.

Regional differences

The permit holders who fished in the Yukon Delta and Northern regions were the least likely to depend solely on fishing income in 2006. (See Exhibit 11.) About three-fourths of the permit holders who fished in the Yukon Delta and two-thirds of their counterparts in the Northern region worked in wage and salary jobs. Interestingly, those who didn't work another job and those who did had strikingly similar average gross earnings from fishing.

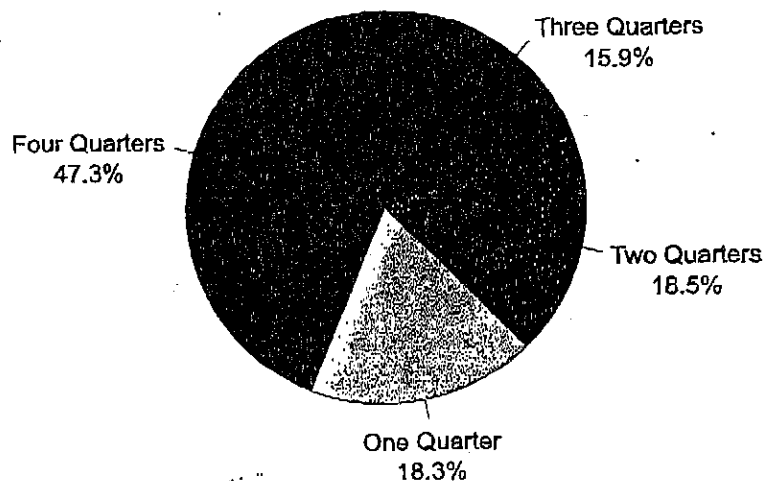
However, the wages earned in wage and salary employment for the permit holders who fished in the Yukon Delta and Northern regions in 2006 created quite an income disparity in both regions between those with second jobs and those without them. Generally, commercial fishing plays a supplementary role in the Yukon Delta and Northern regions, and seafood resources, while sometimes harvested for sale, are primarily for subsistence.

Wage and Salary Jobs Crew Employed, Alaska, 2006



Time Fishermen Spend in Other Jobs Alaska, 2006

The number of quarters that permit holders and crew worked in wage and salary employment in 2006



Sources for Exhibits 7 and 8: Alaska Department of Labor and Workforce Development, Research and Analysis Section; Alaska Department of Revenue, Permanent Fund Dividend; and the Alaska Department of Fish and Game, Commercial Fisheries Entry Commission

Similarly, permit holders who fished in the Southcentral and Bristol Bay regions and worked in wage and salary employment in 2006 earned more money with their combined fishing and non-fishing employment compared to those who only fished. The difference between permit holders in these two regions compared to those who fished in the Yukon Delta and Northern regions, however, is that those who relied only on fishing in Southcentral and Bristol Bay made two-thirds more in gross

fishing earnings on average than those who had other employment.

Gross fisheries earnings for permit holders without wage and salary jobs who fished in the remaining three regions in 2006 – Southeast, the Aleutians and Pribilof Islands, and Kodiak – were significantly higher than earnings for those with wage and salary employment. Not even the wages from non-fishing employment made up for the overall earnings difference between the two groups. It's not surprising then, that when looking at the three regions as a group, less than 30 percent of the permit holders had wage and salary jobs in 2006.

Species fished

Marked differences in average earnings and the percentage of permit holders who had wage and salary employment in 2006 are evident not only between regions, but also between the species fished. Including wage and salary earnings, herring and miscellaneous shellfish permit holders with non-fishing employment had higher total earnings than those permit holders who just fished. The wage and salary earnings for the permit holders in both fisheries more than compensated for the higher gross fishing earnings of those without wage and salary jobs. (See Exhibit 12.)

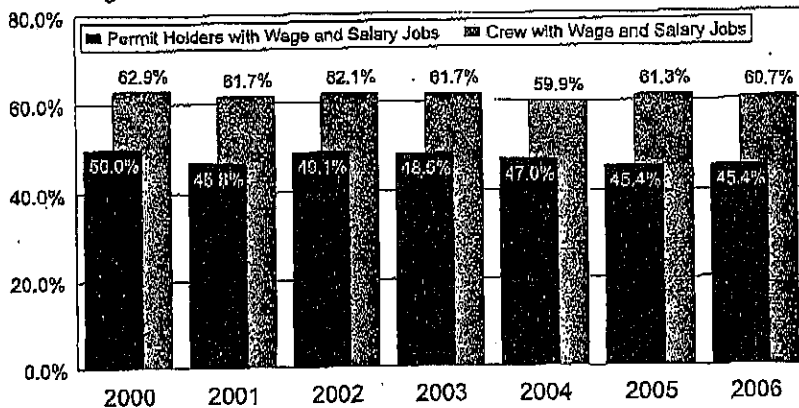
Permit holders in the remaining four species⁵ – crab, groundfish, sablefish and salmon – who didn't work in a wage and salary job in 2006 earned more overall than those who did, even when taking into account the additional wages from non-fishing employment. Wage and salary crab fishermen, in particular, made just over half of the average total earnings of those fishermen who only fished crab. It's important to keep in mind though that this article uses gross fishing earnings as a proxy for wages, so a permit holder's costs (crew shares, fuel, permit fees, etc.) are not considered.

Nearly three-fourths of all identifiable resident permit holders fished salmon. Of all the permit

⁵ Halibut permit holders weren't included in this analysis due to incomplete 2006 earnings data.

9 Fishermen in Wage and Salary Jobs Alaska, 2000 to 2006

Percentage of Fishermen with Non-Fishing Wage and Salary Jobs



10 Permit Holders in Wage and Salary Jobs, By Gear Type Alaska, 2006

Selected gear type	Permit Holders						
	Number with a SSN match	Number with wage and salary jobs	Percentage with wage and salary jobs	Average gross fishing earnings for those without wage and salary jobs	Average gross fishing earnings for those with wage and salary jobs	Average wage and salary earnings for those with wage and salary jobs	Average total earnings for those with wage and salary jobs
Drift gillnet	1,450	606	41.8%	\$51,297	\$40,803	\$29,284	\$69,887
Hand troll	311	171	55.0%	\$7,350	\$4,151	\$27,868	\$31,719
Longline vessels	917	330	36.0%	\$6,573	\$6,856	\$30,887	\$37,743
Otter trawl	41	5	12.2%	\$572,372	n/d	n/d	n/d
Pol gear	292	77	26.4%	\$198,981	\$66,101	\$24,834	\$90,935
Power troll	502	92	18.3%	\$50,896	\$35,173	\$20,777	\$55,950
Purse seine	354	73	20.6%	\$198,162	\$68,391	\$18,502	\$86,893
Set gillnet	2,193	1,397	63.7%	\$12,228	\$10,107	\$22,197	\$32,304

Note: The abbreviation n/d means not disclosable.

Sources for Exhibits 9 and 10: Alaska Department of Labor and Workforce Development, Research and Analysis Section; Alaska Department of Revenue, Permanent Fund Dividend Division; and the Alaska Department of Fish and Game, Commercial Fisheries Entry Commission

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Permit Holders in Wage and Salary Jobs, By Region Alaska, 2006

11

Region fished	Permit Holders						
	Number with a SSN match	Number with wage and salary jobs	Percentage with wage and salary jobs	Average gross fishing earnings for those without wage and salary jobs	Average gross fishing earnings for those with wage and salary jobs	Average wage and salary earnings for those with wage and salary jobs	Average total earnings for those with wage and salary jobs
Aleutians and Pribilof Islands	348	113	32.5%	\$60,625	\$60,268	\$23,832	\$84,100
Bristol Bay	1,175	664	55.7%	\$52,813	\$31,476	\$26,786	\$58,262
Kodiak	401	84	20.9%	\$15,313	\$42,223	\$24,642	\$66,865
Northern	170	115	67.6%	\$9,677	\$10,330	\$24,786	\$35,116
Southcentral	1,256	485	38.6%	\$32,367	\$24,815	\$34,852	\$59,667
Southeast	1,896	571	30.1%	\$7,914	\$22,375	\$25,859	\$48,035
Yukon Delta	968	752	77.7%	\$3,370	\$4,504	\$17,697	\$22,201
Unknown in Alaska	123	102	82.9%	n/d	n/d	\$15,084	n/d

Note: The abbreviation n/d means not disclosable.

Permit Holders in Wage and Salary Jobs, By Species Alaska, 2006

12

Species fished	Permit Holders						
	Number with a SSN match	Number with wage and salary jobs	Percentage with wage and salary jobs	Average gross fishing earnings for those without wage and salary jobs	Average gross fishing earnings for those with wage and salary jobs	Average wage and salary earnings for those with wage and salary jobs	Average total earnings for those with wage and salary jobs
Crab	192	57	29.7%	\$176,880	\$69,117	\$23,150	\$92,268
Groundfish	211	29	13.7%	\$266,723	\$177,459	\$24,610	\$202,069
Hallbut ¹	681	340	49.9%	n/a	n/a	\$29,760	n/a
Herring	120	49	40.8%	\$17,878	\$5,238	\$18,981	\$24,219
Miscellaneous shellfish	138	55	39.9%	\$31,993	\$22,188	\$25,444	\$47,632
Sablefish	272	43	15.8%	\$188,749	\$51,646	\$24,556	\$76,202
Salmon	4,721	2,301	48.7%	\$48,236	\$20,649	\$24,327	\$44,976
Other	2	2	100.0%	n/a	n/d	n/d	n/d

Note: The abbreviation n/a means not available and n/d means not disclosable.

¹ Hallbut fishing earnings data for 2006 are not yet available.

Sources for Exhibits 11 and 12: Alaska Department of Labor and Workforce Development, Research and Analysis Section; Alaska Department of Revenue, Permanent Fund Dividend Division; and the Alaska Department of Fish and Game, Commercial Fisheries Entry Commission

holders, average total earnings for salmon fishermen were the most balanced when comparing those with wage and salary employment to those without. The average gross fishing earnings in 2006 for salmon fishermen without other jobs were \$48,236, a figure 134 percent higher than the average of \$20,649 earned by those with non-fishing employment. However, the gap narrows to 7 percent when the wage and salary earnings of those with second jobs, \$24,327, are taken into consideration.

Industries and occupations beyond commercial fishing

What industries and occupations tend to be a good match for commercial fishermen seeking

wage and salary employment? Educational and health services, government, and trade, transportation and utilities employed the highest percentages of fishermen. (See Exhibit 6.) Government workers who own fishing permits are often able to save up leave time, allowing them to participate in fisheries with shorter openings. Many teachers own permits they fish during their time off in the summer.

Commercial fishing is a notoriously physical job. Not surprisingly, the most common off-season occupations for fishermen required outdoor, hands-on work. Jobs as construction trade workers, movers and repairmen were the most common non-fishing occupations,

13 Fishermen in Wage and Salary Jobs, By Occupational Group

Alaska, 2006

Occupational Group	Permit holders with a SSN match in a wage and salary job	Adult crew with a SSN match in a wage and salary job	Total fishermen with a SSN match in a wage and salary job
Construction trades workers	451	466	917
Material moving workers	254	311	565
Other installation, maintenance and repair occupations	155	134	289
Retail sales workers	63	147	210
Primary, secondary and special education school teachers	125	78	203
Water transportation workers	78	124	200
Building cleaning and pest control workers	95	97	192
Food processing workers	36	154	190
Other education, training and library occupations	101	86	187
Other office and administrative support workers	63	94	157
Food and beverage serving workers	19	122	141

14 Fishermen in Wage and Salary Jobs, By Age

Alaska, 2006

Age Group	Permit Holders			Adult Crew Members ¹		
	Total with a SSN ²	Total employed in wage and salary jobs	Percentage employed in wage and salary jobs	Total with a SSN	Total employed in wage and salary jobs	Percentage employed in wage and salary jobs
Under 20	249	68	27.3%	630	363	57.6%
Ages 20 to 29	633	349	55.1%	1,830	1,211	66.2%
Ages 30 to 39	928	503	54.2%	1,054	657	62.3%
Ages 40 to 49	1,796	962	53.6%	1,115	701	62.9%
Ages 50 to 59	1,687	760	45.1%	653	356	54.5%
Ages 60 and over	1,044	234	22.4%	243	66	27.2%
Total	6,337	2,876	45.4%	5,525	3,354	60.7%

¹ Excludes resident crew members under the age of 18

² Includes only those fishermen who made landings or bought a crew license in 2006 and who birth dates were available for

Sources for Exhibits 13 and 14: Alaska Department of Labor and Workforce Development, Research and Analysis Section; Alaska Department of Revenue, Permanent Fund Dividend Division; and the Alaska Department of Fish and Game, Commercial Fisheries Entry Commission

although teachers also showed up high on the list. (See Exhibit 13.)

Almost half of those permit holders who worked as primary, secondary or special education teachers fished in a setnet salmon fishery. About 30 percent of permit holders who worked in the construction trades fished salmon in setnets on the Yukon and Kuskokwim rivers.

Demographic differences for fishermen with multiple jobs

Commercial fishermen in their 20s in 2006 were the most likely to hold wage and salary jobs while fishing. That's not surprising, as inexperienced fishermen typically earn less than their experienced counterparts, and that might be

why they look for another job. The oldest and youngest fishermen were the least likely to hold other jobs. (See Exhibit 14.)

Generally, permit holders were older than their crew members, while those with wage and salary employment in 2006 were slightly younger than those whose sole source of income came from fishing. The median age of a permit holder in 2006 was 47, a full 15 years older than the median crew member's age of 32. The gap is striking considering that only those crew members 18 and older were included in this analysis. Including crew under the age of 18 would have only enlarged the age disparity.

Although smaller than the variance between the two types of fishermen, an age difference

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Fishermen in Wage and Salary Jobs, By Gender Alaska, 2006

15

Gender ¹	Permit Holders			Crew Members ²		
	Total with SSN ³	Total employed in wage and salary jobs	Percentage employed in wage and salary jobs	Total with SSN ³	Total employed in wage and salary jobs	Percentage employed in wage and salary jobs
Male	5,535	2,439	44.1%	4,322	2,581	59.7%
Female	801	437	54.6%	1,201	773	64.4%

¹ Gender couldn't be identified for one permit holder and two crew members.

² Excludes resident crew members under the age of 18

³ Includes only those fishermen who made landings or bought a crew license in 2006 and whose birth dates were available for

Sources: Alaska Department of Labor and Workforce Development, Research and Analysis Section; Alaska Department of Revenue, Permanent Fund Dividend Division; and the Alaska Department of Fish and Game, Commercial Fisheries Entry Commission

is still evident when comparing those with wage and salary employment in 2006 to those who relied solely on fishing. Permit holders with non-fishing employment had a median age of 45, compared to a median of 50 for those without. Similarly, crew members with wage and salary jobs had a median age of 31, three years less than the median of 34 for crew members who didn't.

Industry leaders and various communities have raised concerns over the rapidly increasing average age of permit holders, sometimes referred to as the "graying of the fleet." Despite those concerns, there appears to be a large pool of young crew members gaining valuable fishing experience. However, start-up costs are high, including the costs for a permit, quota, vessel, fuel and insurance, and those costs represent significant hurdles for anyone entering the fishing industry.

Although commercial fishing is an industry dominated by men, the percentage of women has increased in recent years. In 2006, nearly 13 percent of the permit holders and more than 21 percent of the crew members were women. About 64 percent of female crew members and 54.6 percent of female permit holders had wage and salary employment in 2006, higher figures than their male counterparts. (See Exhibit 15.)

Overview

A slight majority of permit holders (54.6 percent) and a minority of crew members (39.3 percent) relied on Alaska's seafood as their sole source of income in 2006. In all, about 5,600 permit holders and crew members that year didn't have a second job, yet 6,230 did. Presumably, the gear type, amount of required capitalization and length of the season dictated whether it was possible, or prudent, to hold down a shoreside job as well.

More seafood industry information is online

In past *Trends* issues, we've released monthly employment estimates for fish harvesting. Those figures estimate the number of jobs available in commercial fishing on a month-to-month basis. Recent data assembled from landing tickets estimate the number of yearly workers in a given region, fishery or gear type. Our seafood page also features easy access to past seafood-related articles, as well as in-depth explanations of our methodologies.

To access the data, go to Research and Analysis' Web site at almis.labor.state.ak.us. Click on "Industry Information" on the blue vertical bar on the left, and below that, click on "Seafood Industry." Finally, select "Statewide" or a particular region for a list of the various data sets available.

COMMENT#

45

The Aleutians East Borough

By Brigitta Windisch-Cole, Economist

Remote and rich in resources and history

A bundant fish, shellfish and maritime mammals have sustained life for residents on the Alaska Peninsula and Aleutian Islands for some 7,000 years. Until the arrival of Russian fur traders in the mid- and late 1700s, an estimated population of 12,000 to 15,000 "Unangan" – the Aleut word for the people – thrived off the riches of the sea. Russian colonization that turned American in 1867 held back population growth of the indigenous population. According to historians, disease and resource depletion caused the sharp decline.

By the early 1900s, the fur trade collapsed from overhunting and economic interest switched to the area's seafood resources. Whaling, fishing, salteries and canneries brought Scandinavians, Europeans and Americans, yet only a few stayed, likely due to the harsh climate and lack of amenities.

During World War II the Aleutian Islands came under Japanese attack and turned the western islands into the only battlefields on American soil. In 1942, U.S. defense forces relocated the Native residents west of Unimak Pass to internment camps in Southeast Alaska. And after the war only a few of the Aleut evacuees returned home.

The Aleut population has never matched 12,000 to 15,000 people that historians think lived in the Aleutians prior to the mid-1700s. The 2000 Census counted 10,695 people with full or partial Aleut heritage living in Alaska. Yet, in 2005,¹ fewer than 2,000 lived on the Alaska Peninsula and Aleutian Islands, an area now divided into the Aleutians West Census Area and the Aleutians East Borough. This article will focus on the latter.

¹ The year 2005 is the most recent year for which race estimates are currently available.

1 Population Changes The Aleutians East Borough and its communities, 1980 to 2006

	1980 Census	1990 Census	2000 Census	2006 Estimate ¹	Percentage Change, 2000 to 2006	Percentage Change, 1990 to 2006	Year of Incorporation
Aleutians East Borough	1,643	2,464	2,697	2,643	-2%	7%	1988
Akutan	169	589	713	741	4%	26%	1979
Ships in Port		187 ²					
Belkofski	10	0	0	0			
Cold Bay	192	148	88	87	-1%	-41%	1982
False Pass	70	68	64	54	-16%	-21%	1990
King Cove	460	451	792	807	2%	79%	1947
Nelson Lagoon	59	83	83	63	-24%	-24%	
Sand Point	625	878	952	880	-7%	1%	1978
Remainder of Aleutians East Borough	58	247	5	1			

Notes: The communities listed are cities, with the exception of Belkofski and Nelson Lagoon. Belkofski is an Alaska Native Village Statistical Area; ANVSA boundaries encompass the settled area associated with each Alaska Native Village. Nelson Lagoon is a Census Designated Place, which is a closely settled unincorporated population center.

The U.S. Census Bureau provided the Census numbers. The Alaska Department of Labor and Workforce Development provided the 2006 estimates.

¹ All references to the 2006 population in this article are to the Department of Labor's 2006 population estimates, which are the average annual resident population often referred to as the July 1 population.

² The number 187 is a subset of 589.

Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section, Demographics Unit; and the U.S. Census Bureau.

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The Aleutian East Borough emerges

At statehood fewer than 1,000 people lived in the communities of today's Aleutians East Borough. The borough had 1,573 residents when it was formed in 1988. It's grown 7 percent since 1990 – a low figure for population growth. The area's out-migration of the local year-round population has been masked by the growth of a transient seafood processing work force.

In 2006, the Aleutians East Borough population estimate stood at 2,643, and over half – 1,419 people – were transient seafood processing workers. The borough's largest communities are Sand Point, King Cove and Akutan, in that order. (See Exhibit 1.) All three are seafood processing centers.

Numbers are important when looking at the borough's demographics, because the numbers are small – smaller than many Alaska communities. The entire borough makes up 0.4 percent of the state's population. (See Exhibit 2.)

Transient workers skew demographics

Borough-specific demographic data may seem surprising: The Aleutian East Borough is very racially diverse. (See Exhibit 3.) Although the area is traditionally Alaska Native, nearly as many whites (36 percent) lived in the borough in 2005² as Natives (37 percent). Asian and Pacific Islanders made up 25 percent in 2005 and African Americans made up 2 percent.

The large presence of a foreign-born work force in the borough closely resembles the demographic composition of Alaska's entire seafood work force, many of whom are first-generation immigrants. The 2000 Census, for example, shows that 18.3 percent of the borough's population was born outside the United States.

² The year 2005 is the most recent year for which data are currently available.

The Demographics and Population Growth Aleutians East Borough, 1990 to 2006

2

	Aleutians East Borough		Alaska	
	Number of People	Percentage	Number of People	Percentage
Population in 2006:	2,643	100%	670,053	100%
Age Distribution in 2006:				
Birth to age 19	397	15%	215,486	32%
Age 20 to age 59	2,089	79%	382,884	57%
Age 60 and older	157	6%	71,683	11%
Male to Female Ratio in 2006:	198 men to 100 women		105 men to 100 women	
Birthrate, 2005 to 2006:	7.9 per 1,000 population		15.4 per 1,000 population	
Population Growth, 1990 to 2006:	179	7%	120,010	22%

Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section, Demographics Unit; and the U.S. Census Bureau

The borough's gender ratio is extreme, as there were nearly twice as many men as women in 2006 – 198 males to every 100 females. (See Exhibit 2.) The predominantly male seafood processing work force lives in company-provided bunkhouses, a dormitory type of living. Many of the seafood workers have families elsewhere. The gender dominance explains to some degree the low birth rate of 7.9 births per 1,000 population. That was about half the Alaska average in the 2005-2006 period and the third lowest in the state.

The strong presence of seafood workers in the borough explains the age factor. A clear majority of the borough's population in 2006, 79 percent, was between the ages of 20 and 59, the prime working-age population. Fifteen percent were younger than 20, and less than 6 percent were 60 and older.

Resident population trends downward

The Aleutians East Borough's young-age group (birth to age 19) declined by 38 percent – 239 people – between 1990 and 2006. Although 239 isn't a huge number, the change is significant.

School enrollment further suggests that area residents are leaving. Between October 2000 and October 2006, the borough's total school enrollment (kindergarten to 12th grade) dropped 23 percent from 301 students to 232. The schools in Akutan, Cold Bay and False Pass each had 10 or fewer students in 2006.

3 Race and Ethnicity Aleutians East Borough, 2005

Race Composition in 2005: ¹	Aleutians East Borough		Alaska	
	Number of People	Percentage	Number of People	Percentage
White	967	36%	484,873	73%
Native American	981	37%	117,743	18%
African American	51	2%	25,970	4%
Asian and Pacific Islander	660	25%	35,275	5%
Ethnicity Composition in 2005:				
Hispanic	300	11%	28,413	4%

¹ Race composition in 2005 is a bridged series. For an explanation of "bridged series," go to Research and Analysis' home page at almis.labor.state.ak.us and click on "Population & Census" in the blue box on the left. Then click on the "Alaska Population Estimates 2000-2006" link. Under "Vintage 2006 Estimates" and "Alaska State Estimates," click on the "Alaska State Race Bridged Smooth Series 1990-2006" link.

Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section, Demographics Unit; and the U.S. Census Bureau

Some of the reasons to explain out-migration include dwindling or static income and the rise in the cost of living, plus the overall trend of rural to urban migration that's occurring throughout Alaska – at least partly due to increased job opportunities and improved services in the urban areas.

Despite the ups and downs, fish reigns king

The fishermen who live in the Aleutians East Borough target salmon, various groundfish and halibut as their principal species. Local fishermen fished for crab until the crab rationalization³ in 2005; a few fishermen still pursue herring. In all, the Alaska Peninsula has a diversified and a near year-round fishery.

As elsewhere in Alaska's coastal regions, seafood harvesting evolved as a local economic activity while seafood processing became reliant mostly on a migrating work force, largely from outside the United States.

Alaska Peninsula fishermen face challenges

The borough's salmon fishermen, who are part of the Alaska Peninsula fishing district, suffered like other area fishermen when prices started to

deteriorate in the mid-1990s and plummeted in 2001. Since then prices for sockeye, the area's preferred targeted species, have stayed low, rebounding only slightly.

The borough and surrounding area is a mixed-stock fishery, where salmon are caught on the way to their spawning grounds in Bristol Bay and further north. Regulators, who closely monitor the stock and natural escapement of fish, often impose strict harvest guidelines on the area's fleet. Curtailed fishing time, for example, resulted in particularly low salmon harvests in 1996 and 1997.

Even so, the salmon fishery is still one of the area's most important. The fishery has had the highest number of participants, but the fact that the area's fishing effort is declining has become a dire fact. The Alaska Peninsula fishing district had 373 permit holders plus crew in 1996. That number dropped 29 percent to 264 in 2006. Local residents fished 197 salmon permits in 1996, compared to 140 a decade later.⁴

Other fisheries have been more positive for the area's fishermen. Groundfish, particularly cod, has made sizeable contributions to earnings. Local fishermen earned more from groundfish than from salmon from 2000 to 2003. In recent years, halibut has also been a moneymaker.

The picture hasn't been as good for the area's crab fishery – earnings from the crab fishery have declined sharply in the last 25 years. The value of the crab fishery, for instance, was 70 percent less in 2005 than it was in 1980. (Back then, even king crab was still fished; stock depletion caused its decline.)

Local harvesters have also participated in the Bering Sea tanner crab fishery. Recently, crab fishing again changed its course with the implementation of the crab rationalization program of 2005, which aimed to reduce the crab catcher fleet. It had an immediate effect on the area's

³ Crab rationalization is explained in the next section.

⁴ According to the Alaska Department of Fish and Game's Commercial Fisheries Entry Commission

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Wage and Salary Employment and Local Harvesting Earnings Aleutians East Borough, 2000 to 2006

4

	2000 ¹	2001	2002 ¹	2003 ¹	2004 ¹	2005	2006 ¹	2000 to 2006
Resident Gross Fish Harvesting Earnings ²	\$25,942,096	\$17,029,781	\$16,112,833	\$18,477,857	\$22,303,407	\$25,874,462	n/a	n/a
Payroll	\$44,434,797	\$44,907,108	\$46,273,642	\$54,044,398	\$52,112,172	\$54,822,261	\$59,026,487	\$14,593,690
Average Monthly Earnings	\$2,272	\$2,154	\$2,306	\$2,591	\$2,243	\$2,488	\$2,488	\$215
Total Wage and Salary Employment ³	1,630	1,737	1,672	1,738	1,936	1,888	1,978	348
Agriculture, Forestry, Fishing ⁴ and Hunting	4	3	2	2	0	0	1	1
Construction	0	0	0	0	0	0	1,459	379
Manufacturing	1,080	1,176	1,102	1,163	1,369	1,305	1,459	379
Seafood Processing	1,080	1,176	1,102	1,163	1,369	1,305	1,459	379
Trade, Transportation, Utilities	75	77	84	83	84	76	72	3
Wholesale	8	8	8	8	6	6	4	2
Retail	42	38	43	45	46	37	24	16
Transportation, Warehousing, Utilities	25	32	33	30	32	32	44	19
Information	6	5	3	2	3	2	3	3
Financial Activities	48	57	53	30	29	31	30	18
Professional and Business Services	17	14	15	13	12	10	12	5
Educational ⁵ and Health Services	65	67	63	68	69	70	64	1
Leisure and Hospitality	9	9	9	4	34	33	35	26
Other Services	9	13	23	29	27	19	15	6
Government	317	316	318	305	307	289	286	31
Federal Government ⁶	24	23	23	25	25	25	23	1
State Government ⁷	17	17	17	17	17	18	17	0
Local Government ⁸	276	276	278	263	265	246	247	29

Note: The abbreviation n/a means not available.

¹ Employment and earnings statistics differ from the Quarterly Census of Employment and Earnings Reports of 2000 to 2006 due to corrections in subsequent years.

² Gross harvest earnings represent annual harvest values.

³ Excludes the self-employed, fishermen and private household workers

⁴ This category excludes nearly all fishermen and their crew. For estimates of fish harvesting employment, and other fisheries data, go to labor.alaska.gov/research/seafood/seafood.htm.

⁵ Private education only

⁶ Excludes the uniformed military

⁷ Includes the University of Alaska

⁸ Includes public school systems

Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section; and the Alaska Department of Fish and Game, Commercial Fisheries Entry Commission

fishing effort. In 2005, 50 local fishermen went crabbing and in 2006 only 15 placed pots. How the program will affect longterm local earnings isn't clear yet.

Commercial fishing earnings have hardly made strides

Local fishermen and their crews earned \$25 million in 2005,⁵ which was down 3 percent from what they earned in 2000 and 13 percent from what they earned 20 years ago. This underscores the challenges local fishing families face to eke out a living.

⁵ The year 2006 is the most recent year for which data are currently available.

The cost of doing business for commercial fishermen has also increased. The borough, like other areas in Alaska, is a high-cost area because of its remote location; most supplies arrive by barge or are delivered by air to individual communities. Recent escalating energy prices have caused surges in the cost of living as well.

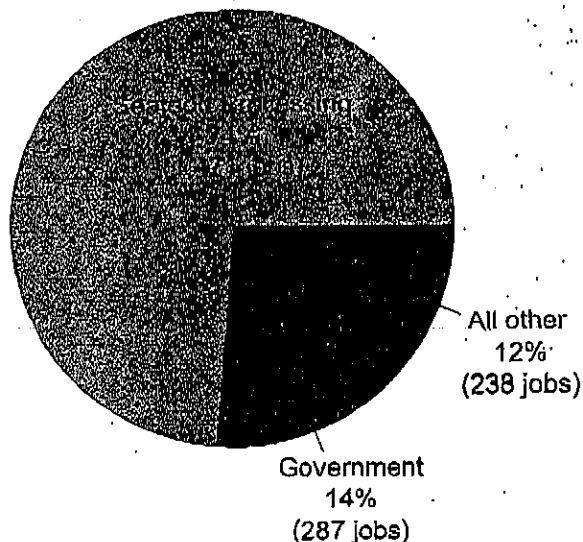
Justine Gundersen, Nelson Lagoon's tribal administrator who fishes commercially, was quoted in a borough press release in May: "During the 1980s, salmon was worth more than \$2.50 per pound and fuel was about a dollar per gallon. Now salmon sells for 55 cents a pound and gasoline is about \$5 per gallon in our region."

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5 Seafood Processing Dominates Aleutians East Borough, 2006

Wage and Salary Employment in 2006



Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section

The 2007 salmon harvest, though, turned into a good season. An abundant catch, coupled with a better first-price offering for sockeye salmon, lifted the spirits of area fishermen. The first-price offering hovered between 60 cents and 68 cents a pound, according to fishermen.

Seafood workers dominate the wage and salary work force

The seafood processing industry is a big part of the borough's employment. Seventy-four percent of the jobs in the borough in 2006 were in seafood processing. (See Exhibits 4 and 5.)

In spite of the seafood processing industry's overwhelming impact on job counts, hardly any income earned by seafood workers remains in the region. More than 92 percent of the borough's seafood workers in 2005⁶ were nonresidents and they earned \$45 million in wages that year.⁷

⁶ The year 2005 is the most recent year for which data are currently available.

⁷ According to the Department of Labor's Nonresidents Working in Alaska 2005, which was published in January 2007

Just like in the old days, the seafood processing industry surrounds itself with a self-supporting economy. Nearly all needed supplies come from Washington state, where the two major seafood processing companies – Peter Pan and Trident – are headquartered. A long established practice, the industry provides housing, food and other personal care products to its work force.

Therefore, there's little economic interaction between seafood workers and local residents. Two segregated but parallel economies have coexisted for a long time in communities such as King Cove, Sand Point and Akutan. For example, in Akutan, which has a resident population of 741, the Trident plant can house as many as 825 employees at the height of the season.

Boroughwide, the public sector, or government, is the second-largest employer. It represented 14 percent (286 jobs) of the borough's wage and salary jobs in 2006. The majority of those jobs are in local government, and most of local government's jobs are with the schools. (See Exhibit 5.)

After the public sector, the remaining 233 private-sector jobs in the borough's six communities⁸ primarily support the local commercial fishermen and their crews, and the traditional community, where residents lead subsistence lifestyles that are supplemented with cash economies, mostly stemming from fish.

Between 2000 and 2006, the number of jobs in the borough grew by 348, and nearly all of them can be attributed to the seafood processing industry. (See Exhibit 4.) In fact, the rest of the economy was losing jobs while seafood processing was adding positions.

The future

The residents of the Aleutians East Borough are striving for new economic development to improve their economy. Plans include adding to the seafood industry infrastructure, expanding seafood processing operations, improving transportation and developing an oil and gas industry.

⁸ Belkofski, the Alaska Native Village Statistical Area listed in Exhibit 1, is not included in the six.

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Local investment in seafood processing could help the fleet

The Aleutian Pribilof Island Community Development Association, a regional nonprofit development group, owns fishing quotas for pollock, cod, sablefish and numerous other species, and has harvesting rights for halibut and crab. The organization is made up of the fishermen associations representing three Aleutians East Borough communities, Akutan, False Pass and Nelson Lagoon, plus Atka, Nikolski and St. George.⁹

The organization uses the revenue from its fishing and processing operations to build and refurbish infrastructure such as docks in its member communities, and acquire seafood-related businesses, fishing vessels, and fishing and processing rights, among other things.

APICDA officials say the organization plans to expand operations and create processing facilities in False Pass and Nelson Lagoon. New processing facilities benefit fishermen by giving them more options to sell their catch.

Improved transportation establishes commuter traffic

Complicated transportation has long been an obstacle for residents. The transportation problem between King Cove and Cold Bay has received attention because, even though the communities are only 27 land miles apart, air or water travel is required to get between the two. Long and ongoing discussions center on a road link, which many feel is crucial because Cold Bay, the smaller community, has an accessible airport with a 10,420-foot paved runway that can accommodate large jets, and King Cove, the larger community, has a seafood processing center, yet inclement weather frequently grounds air traffic and isolates the community.

A proposed but controversial road would pass through the federally protected Izembek National Wildlife Refuge. A proposed land swap between the federal and state governments and

⁹ The Unalaska Native Fishermen's Association is a non-voting member of APICDA, according to APICDA's Web site.

the King Cove Corporation, a village corporation, could be a solution. Meanwhile, an alternative transportation link has been established: a 93-foot hovercraft, owned by the borough, now ferries people and vehicles – including medical evacuations to Anchorage via Cold Bay – for a 20-minute waterway commute between the two shores.

Once more, the focus shifts to oil and gas development

Long before statehood, geologists discovered the hydrocarbon potential in Bristol Bay and the northern coastal plain of the Aleutians East Borough. Early drilling in 1902, however, was disappointing and exploration interest faded for several decades. Interest picked up in the 1960s and 1970s; 26 oil wells had been drilled by 1985, when the latest one went in. Oil and gas development in the region was halted with the Exxon Valdez oil spill in 1989.

Recent resource evaluation led to renewed interest and the State of Alaska, as owner of the subsurface mineral estate, sold leases totaling \$1.1 million to two bidders in an October 2005 sale and sold another \$39,000 lease to a sole bidder in a February 2007 sale. Additional state-sponsored lease sales are planned. The federal government recently lifted its drilling ban and plans to offer offshore acreage for lease as early as 2011, pending environmental reviews.

In summary

Although the fish-dependent economy of the Aleutians East Borough has struggled in the last decade, development plans exist to bring about a turnaround. If those plans are successful and the fisheries recover, the population loss of year-round residents should end; the population might even grow. Improved transportation would resolve some of the isolation problems, establishing economic links with the outside world. Other economic incentives, such as payroll job growth and sufficient earnings from fish harvesting, might also entice Aleutians East Borough residents and the next generation to stay, maintaining their way of life and cultural traditions in the place where their ancestors lived.

COMMENT# **45**

Employment Scene

By Dan Robinson, Economist

What's up and down so far in 2007

Alaska's seasonally adjusted unemployment rate was unchanged at 6.3 percent in September and payroll employment (not seasonally adjusted) fell by 7,600 jobs, a typical seasonal decline. (See Exhibits 1-3).

Read together, the two indicators suggest a continuation of Alaska's long-running trend of modest but consistent job growth. In other words, everything appears calm on the surface. A little below the surface, though, there are changing currents that bear watching.

Strong growth for oil and gas

The oil and gas industry added 1,100 jobs from September 2006 to September 2007 and accounted for more than a fourth of all job growth over the period. When related employment in professional and business services and other industries are considered, the oil and gas industry's contribution to overall growth becomes even more dominant.

It should be remembered, however, that as recently as 2003, the industry was cutting jobs, and the big question is how much of the growth is due to increased exploration and development – growth that might prove to be longer-term – and how much is due to periodic maintenance and repair projects of finite duration. Complicating the picture is the combination of near-record oil prices, which have a tendency to stimulate activity, and declining production.

Construction job count down

After nearly a decade of strong growth, construction employment fell in 2006 and has

been down for much of 2007. The nation's housing market woes have been well publicized and Alaska has felt some of that pain, although public and commercial construction have partly offset the losses.

Health care coming back to the pack

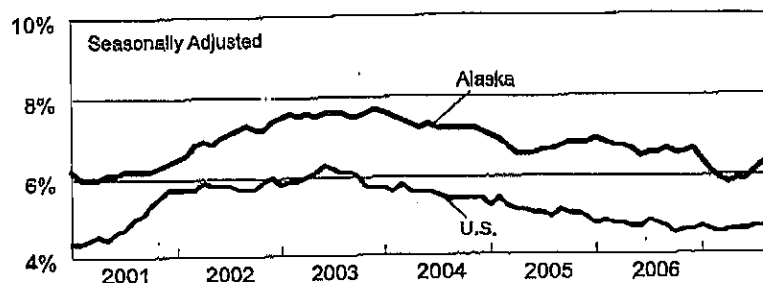
Alaska will mark its twentieth consecutive year of job growth in 2007 and for much of that time, health care has been the biggest contributor of new jobs. But growth for the industry has slowed noticeably over the last few years and has just managed to outpace overall growth through the first nine months of 2007.

Leisure and hospitality up, government down

One of the state's engines of growth that does not appear to be faltering is the leisure and hospitality sector, where much of the state's tourism-related employment is counted. Through the first nine months of the year, leisure and hospitality jobs grew at twice the rate of total wage and salary jobs.

Government's job count, which has been largely stable since 2003, has fallen slightly over the same period.

Unemployment Rates, Alaska and U.S. January 2001 to September 2007



Sources: Alaska Department of Labor and Workforce Development, Research and Analysis Section; and the U.S. Department of Labor, Bureau of Labor Statistics

COMMENT#

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2 Nonfarm Wage and Salary Employment

	Preliminary	Revised	Revised	Changes from:	
	9/07	8/07	9/06	8/07	9/06
Alaska					
Total Nonfarm Wage and Salary¹	333,900	341,500	329,900	-7,600	4,000
Goods-Producing ²	50,700	56,300	49,300	-5,600	1,400
Service-Providing ³	283,200	285,200	280,600	-2,000	2,600
Natural Resources and Mining	14,300	14,200	13,000	100	1,300
Logging	300	300	400	0	-100
Mining	14,000	14,000	12,600	0	1,400
Oil and Gas	11,700	11,600	10,600	100	1,100
Construction	21,000	21,600	21,100	-600	-100
Manufacturing	15,500	20,500	15,200	-5,000	300
Wood Product Manufacturing	300	300	400	0	-100
Seafood Processing	11,400	16,200	11,200	-4,800	200
Trade, Transportation, Utilities	87,000	69,500	66,400	-2,500	600
Wholesale Trade	6,800	7,000	6,800	-200	0
Retail Trade	36,700	37,900	36,300	-1,200	400
Food and Beverage Stores	6,400	6,700	6,400	-300	0
General Merchandise Stores	8,900	9,200	8,900	-300	0
Transportation, Warehousing, Utilities	23,500	24,600	23,300	-1,100	200
Air Transportation	6,900	7,000	6,600	-100	300
Truck Transportation	3,300	3,400	3,200	-100	100
Information	7,000	7,000	6,900	0	100
Telecommunications	4,200	4,200	4,200	0	0
Financial Activities	15,100	15,500	15,100	-400	0
Professional and Business Services	26,400	26,800	25,600	-400	900
Educational⁴ and Health Services	37,600	37,600	37,100	0	500
Health Care	27,100	27,000	26,700	100	400
Leisure and Hospitality	36,200	39,400	35,400	-3,200	800
Accommodations	9,800	11,500	9,800	-1,700	0
Food Services and Drinking Places	21,600	22,500	20,900	-900	700
Other Services	11,500	11,600	11,700	-100	-200
Government	82,500	77,900	82,500	4,600	0
Federal Government ⁵	17,000	17,300	17,100	-300	-100
State Government	25,200	23,900	25,200	1,300	0
State Government Education ⁶	7,400	5,800	7,400	1,600	0
Local Government	40,300	36,700	40,200	3,600	100
Local Government Education ⁷	22,200	18,200	22,100	4,000	100
Tribal Government	3,600	3,700	3,600	-100	0

Notes for all exhibits on this page:

¹ Excludes the self-employed, fishermen and other agricultural workers, and private household workers; for estimates of fish harvesting employment, and other fisheries data, go to labor.alaska.gov/research/seafood/seafood.htm

² Goods-producing sectors include natural resources and mining, construction and manufacturing.

³ Service-providing sectors include all others not listed as goods-producing sectors.

⁴ Private education only

⁵ Excludes uniformed military

⁶ Includes the University of Alaska

⁷ Includes public school systems

⁸ Fairbanks North Star Borough

Sources for all exhibits on this page: Alaska Department of Labor and Workforce Development, Research and Analysis Section; and the U.S. Bureau of Labor Statistics

4 Nonfarm Wage and Salary Employment By region

	Preliminary	Revised	Revised	Changes from:		Percent Change:	
	9/07	8/07	9/06	8/07	9/06	8/07	9/06
Anch/Mat-Su	173,300	172,300	171,100	1,000	2,200	0.6%	1.3%
Anchorage	153,900	153,200	152,400	700	1,500	0.5%	1.0%
Gulf Coast	31,250	34,000	30,750	-2,750	500	-8.1%	1.6%
Interior	48,700	49,800	48,600	-1,100	100	-2.2%	0.2%
Fairbanks ⁸	39,300	40,200	39,300	-900	0	-2.2%	0.0%
Northern	19,500	19,150	18,100	350	1,400	1.8%	7.7%
Southeast	40,500	43,750	40,400	-3,250	100	-7.4%	0.2%
Southwest	20,850	22,450	20,800	-1,600	50	-7.1%	0.2%

3 Unemployment Rates By borough and census area

SEASONALLY ADJUSTED	Prelim	Rev 8/07	Rev 9/06
	9/07	8/07	9/06
United States			
Alaska Statewide	5.4	5.4	5.4
NOT SEASONALLY ADJUSTED			
United States			
Alaska Statewide	5.4	5.4	5.4
Anchorage Mat-Su	5.4	5.4	5.4
Municipalities and Boroughs			
Marshall	5.4	5.4	5.4
Gulf Coast Region			
Fairbanks North Star Borough	5.4	5.4	5.4
Interior Region			
Denali Borough	5.4	5.4	5.4
Fairbanks North Star Borough	5.4	5.4	5.4
Southeast Region			
Yukon-Charley Arctic Borough	5.4	5.4	5.4
Northern Region			
Nome Census Area	5.4	5.4	5.4
North Slope Borough	5.4	5.4	5.4
Northwest Arctic Borough	5.4	5.4	5.4
Southeast Region			
Haines Borough	5.4	5.4	5.4
Juneau Borough	5.4	5.4	5.4
Ketchikan Gateway Borough	5.4	5.4	5.4
Prince of Wales - Denali Borough	5.4	5.4	5.4
Sitka Borough	5.4	5.4	5.4
Skagway-Hoonah-Angoon C.A.	5.4	5.4	5.4
Wrangell-Petersburg Census Area	5.4	5.4	5.4
Yakutat Borough	5.4	5.4	5.4
Southwest Region			
Aleutians East Borough	5.4	5.4	5.4
Aleutians West Census Area	5.4	5.4	5.4
Bethel Census Area	5.4	5.4	5.4
Barrow Borough	5.4	5.4	5.4
Dillingham Census Area	5.4	5.4	5.4
Lake and Peninsula Borough	5.4	5.4	5.4
Wade Hampton Census Area	5.4	5.4	5.4

For more current state and regional employment and unemployment data, visit our Web site.
almis.labor.state.ak.us

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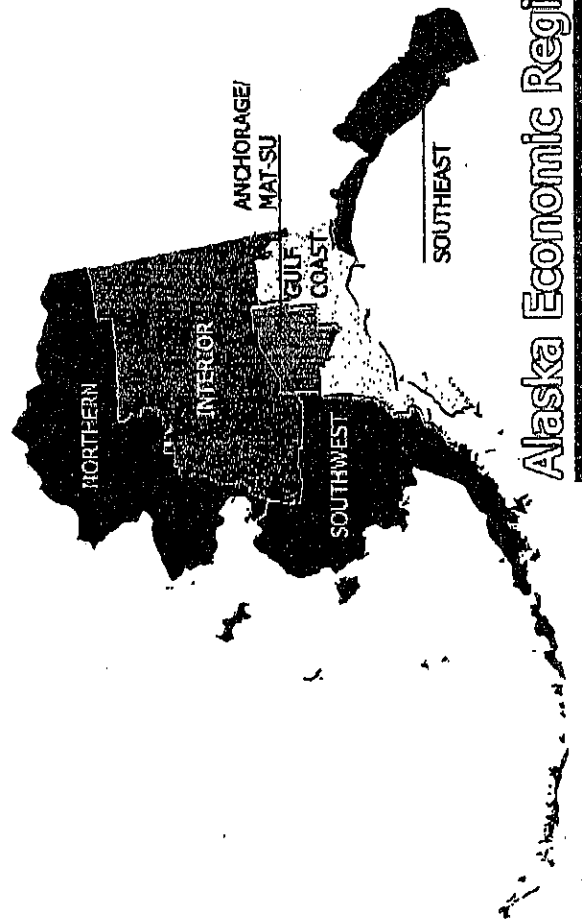
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Alaska Economic Regions

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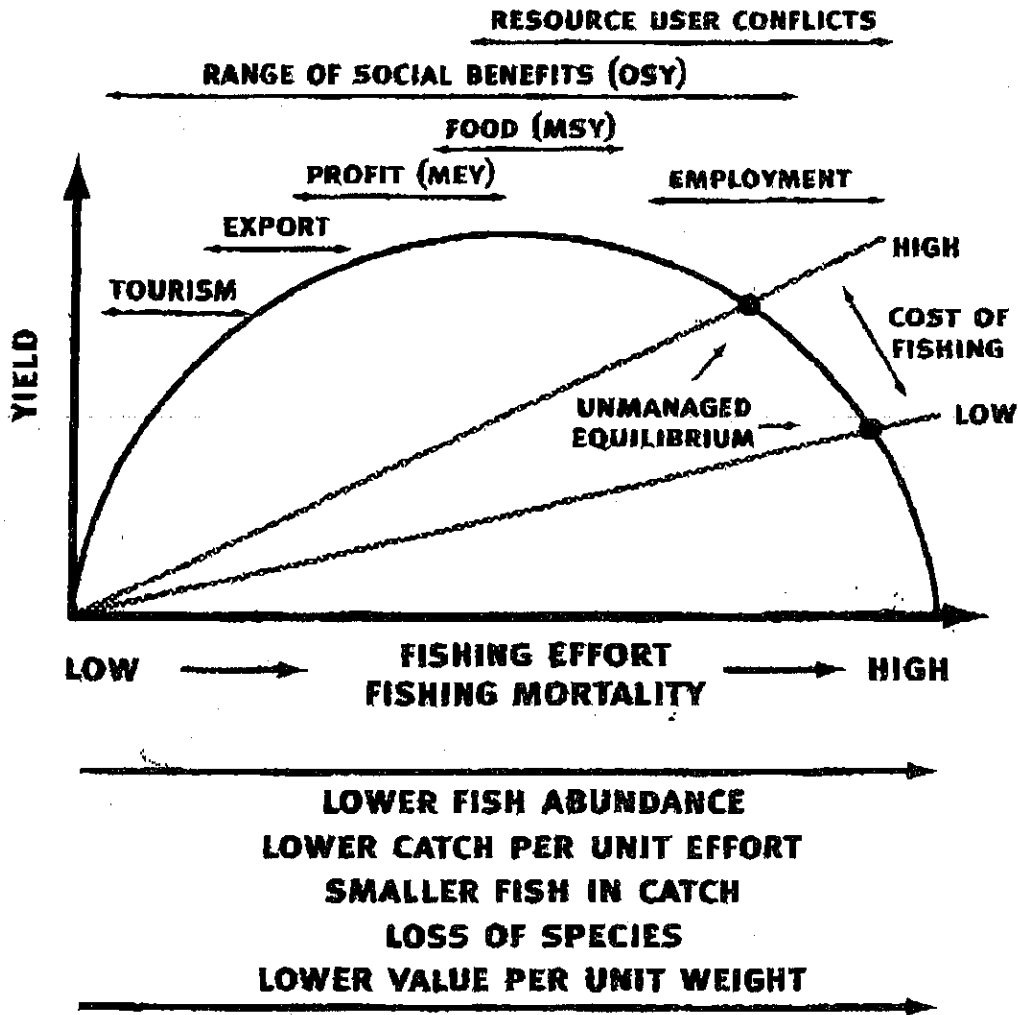


Figure 1.2 Fisheries yields and objectives.

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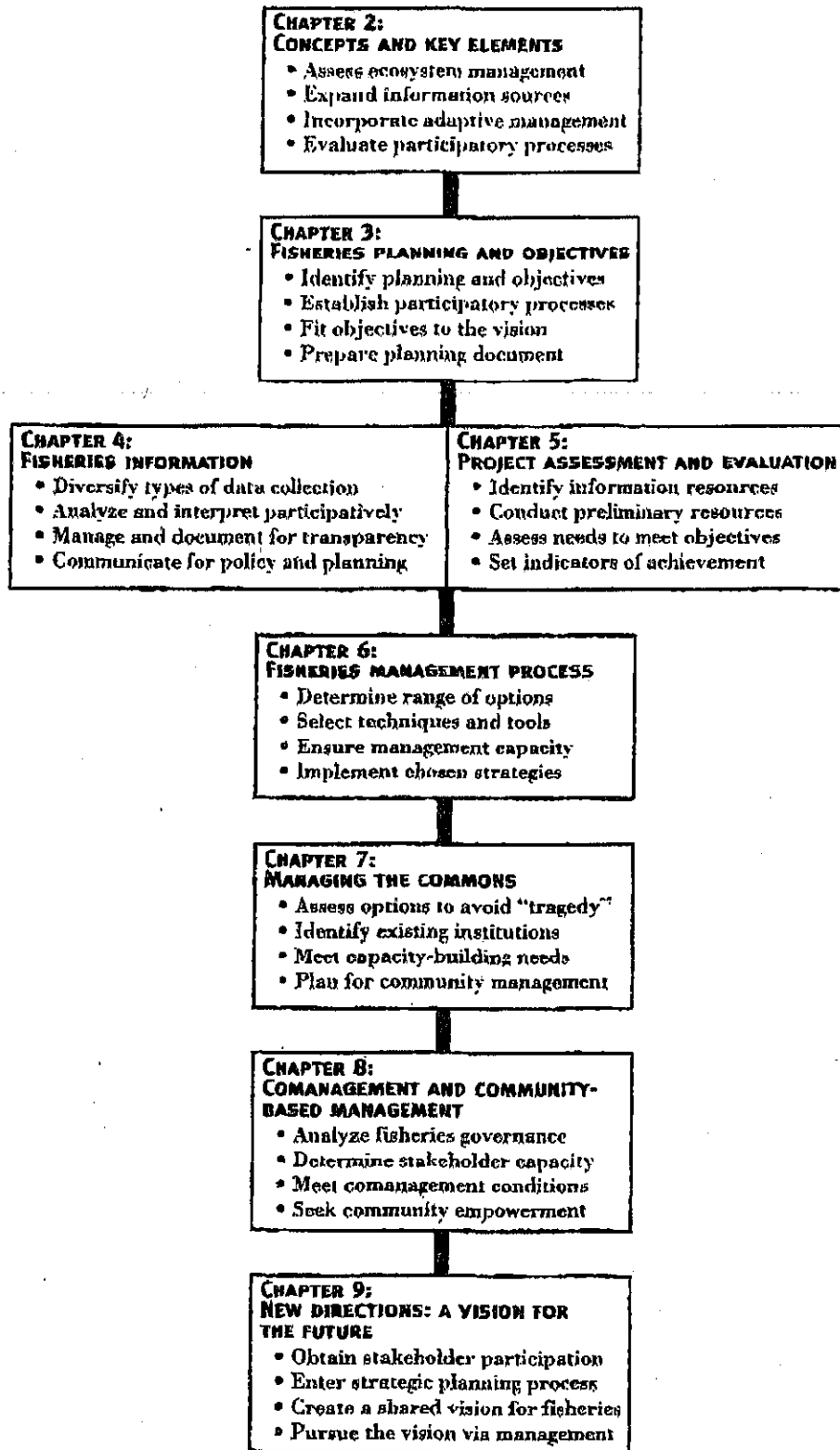


Figure 1.4 Interconnections between chapters.

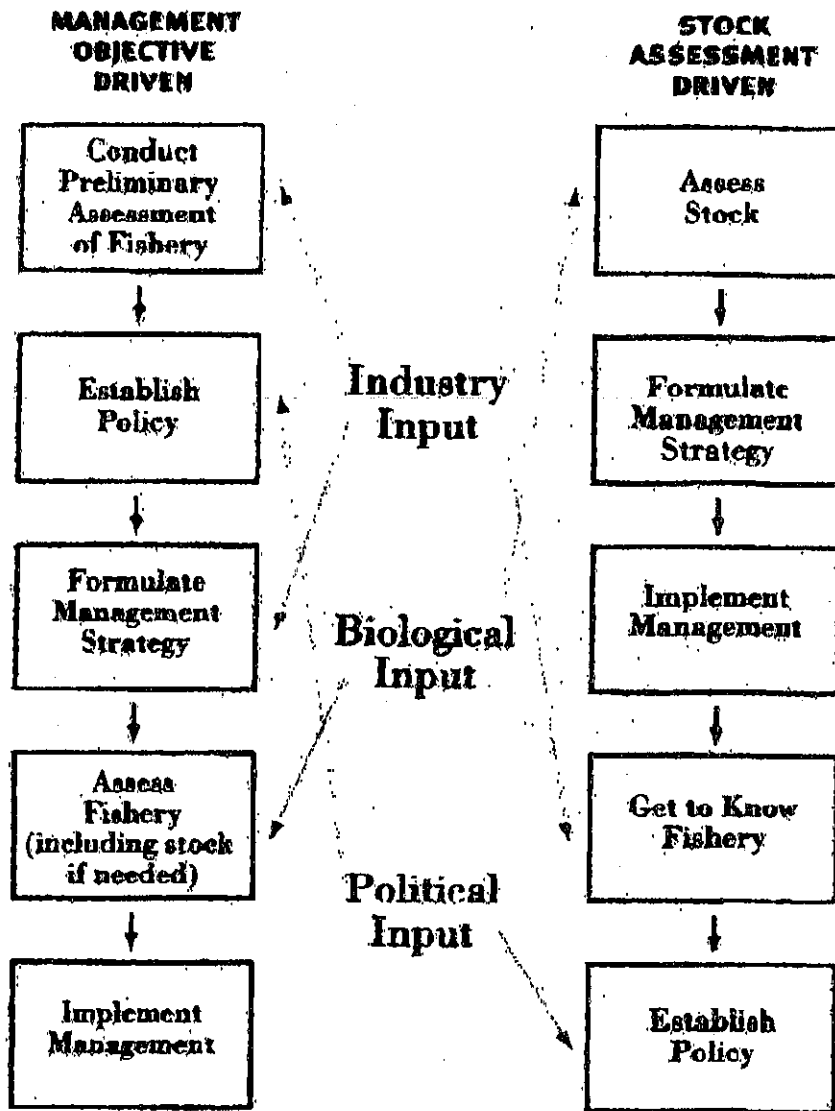


Figure 3.1 The action sequence that should take place when fishery management is management objective driven (MOD) and that tends to take place when it is stock assessment driven (SAD)
 Source: Mahon 1997.

Fishery Management Planning and Objectives

Managing Small-scale Fisheries Alternative Directions and Methods

Fikret Berkes, Robin Mahon, Patrick McConney, Richard Pollnac, and Robert Pomeroy

1.5.2 Management Approaches

The goals of management are, first, to prevent biological and commercial extinction, and second, to optimize the benefits derived from the fishery over an indefinite period; in summary – the goal is to use resources sustainably. This goal encompasses a great deal of complexity. Assessing the risk of biological extinction is the focus of ongoing debate in the international natural resources management arena (for example, The World Conservation Union [IUCN], CITES, and the Food and Agriculture Organization [FAO]). Fisheries management has focused for decades on avoiding commercial extinction and optimizing benefits.

Most of the fishery science themes and concepts that influence fisheries managers are associated with modern, conventional approaches. It is instructive to observe how these approaches' management objectives have changed over time – such objectives as maximum sustainable yield (MSY) (Larkin 1977), maximum economic yield (MEY) and optimum sustainable yield (OSY) (Roedel 1975). These changes were accompanied or instigated by changes in understanding of fisheries systems (and willingness to admit ignorance) and by scientists' and managers' attempts to model nature (Panayotou 1982). Uncertainty and complexity are now acknowledged and addressed in various ways, some of which incorporate the human dimension. It is even fashionable to say that “we should manage people, not fish,” but there is little evidence of this cliché becoming the focus of conventional fisheries approaches.

We can review these approaches from many different angles, but the one chosen here examines them from the perspective of how people (harvesters, decision-makers and society) fit in. In order to keep this review brief and on focus, the authors do not explain basic concepts and models in detail. Elaborations are available in some of the references, such as Panayotou (1982), and in the glossary at the end of this book.

1.5.3 What Does Fisheries Management Yield?

The output from a fishery is often referred to as its yield. This can be measured in several ways, such as quantity of fish harvested (biological), revenue from the fishery (economic), or a composite and more intangible “benefit to society” (social and cultural). Maximum sustainable yield (MSY) looks at the biological measure of fish harvested, shown in a variant of a typical static bio-economic illustrative diagram (Figure 1.2).

MSY is based on information from stock assessment, irrespective of the fisheries model used. Although the illustrative model is static, with computers it is possible to use complex stochastic and dynamic models to derive results that take environmental and other uncertainties into account. The latter make MSY more suitable as a Limit Reference Point (LRP) than a Target Reference Point (TRP) or management objective. This is because overshooting MSY puts the fishery in trouble, while underachieving provides a margin of safety (Caddy and Mahon 1995). These matters are dealt with later in detail, so are not expanded on here.

Fish, not people, figure most prominently in MSY-type biological approaches. A common failure of these has been to overemphasize the fish, often in single-species models, while ignoring the environment and people. Although more recent ecosystem-based models

offer more promise on the ecological front, researchers still do not adequately incorporate human predatory behaviour, including market-driven exploitation, into the ecosystem equations. MSY-dominated approaches are associated with command-and-control input regulations that the harvest sector seeks to circumvent, therefore, raising costs of administration and enforcement to obtain compliance.

Maximum economic yield (MEY), on the other hand, does incorporate assumptions about human behaviour, although not necessarily the appropriate assumptions. MEY is biologically more conservative than MSY (Figure 1.2). Economic measures used in managing fisheries include taxes and quotas. Individual transferable quotas (ITQs) are popular today in many developed countries but do not suit most developing countries due to many of the features of small-scale fisheries described earlier in this chapter. MEY seeks to maximize the rent from the fishery and therefore the total economic benefit to society while preventing the "tragedy of the commons" (Hardin 1968). The latter is explained later in this book. But the economic assumption that fishers are unfettered individual profit maximizers leads to the conclusion that all profit from the fishery will be dissipated unless managed, preferably through privatization or sole stewardship by the state. This is a gross oversimplification, even though there is considerable validity to the concern about increased fishing effort eroding both rent and biological viability. There is also agreement that property rights are important in fisheries management. Open access is undesirable but, here again, the exclusion of local-scale institutions has narrowed the fisheries management perspective. To ignore management at the communal level is a serious oversight, as is illustrated by community-based successes that outperform the economic prescriptions.

The obligation to manage fisheries using best available information relates not only to biology and economics but also to the social, cultural, and political components of the fisheries system. Optimum Sustainable Yield (OSY) incorporates the latter components to arrive at yield targets based on management objectives that are broader than the previous two. Examples of different objectives and the areas on the model that they may include are shown in Figure 1.2. The idea of optimal yield from a fishery emerged as it became evident that the benefits to be derived from fisheries could be measured in many ways other than simply the weight or the landed value of the catch (Roedel 1975). Consideration of the rather vague concept of optimal sustainable yield was further reinforced when it became clear that maximum sustainable yield as defined by the biological models was, in fact, and unachievable target (Larkin 1977).

The problem is that multiple objectives are messy and OSY rather vague. Maximization of a single objective is much easier than optimization, which, by definition, must address trade-offs and compromises, and these can be difficult. However, the process of reaching consensus on the most appropriate objectives normally brings people into the model far more explicitly than before. Previously, conventional fisheries management and fisheries science held that both the problems and solutions could be clearly specified once sufficient data were plugged into the right stock assessment model. Like a single dart aimed at a distinct target a management measure was supposed to precisely address an equally clear fisheries stock assessment-driven problem. By contrast, a management objective-driven mode uses a broad-brush perspective of science and management to find creative and innovative solutions to fisheries problems. This paradigm acknowledges that both the questions and answers are plagued with fuzziness, uncertainty, and complexity. Measures that have the breadth of flexibility and adaptability are applied to situations that may themselves cover a spectrum of possible scenarios.

It is up to the fisheries governance system, but particularly the fisheries managers, to define what is optimal for a fishery within the boundaries set by sustainability. Recognizing

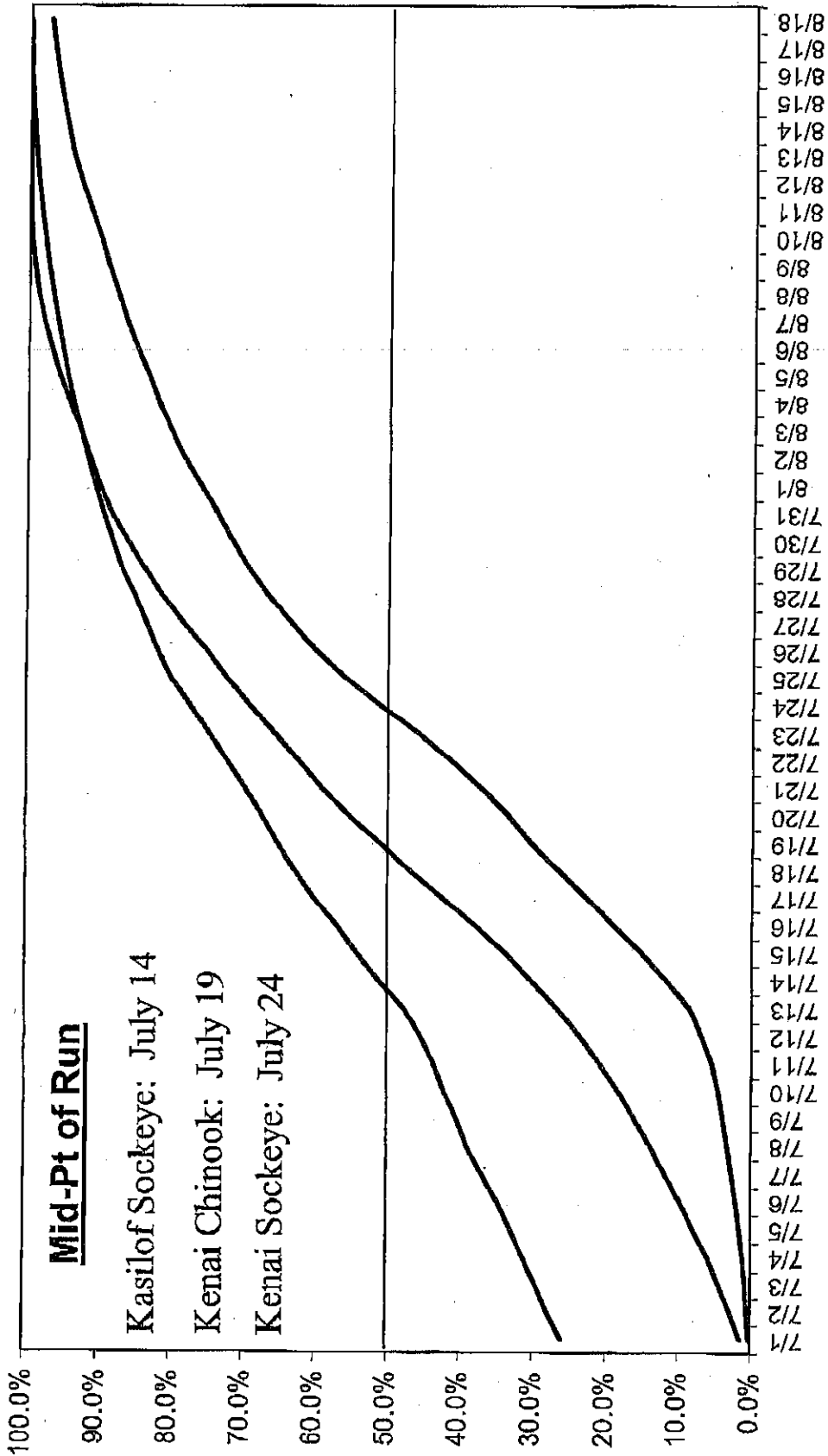
this, more attention is likely to be placed on multi-dimensional indicators for sustainable development that will incorporate information from stakeholders and science (FAO Fishery Resources Division 1999). Much of this book is about the challenge of determining what is optimal and sustainable in a particular set of circumstances. How we approach this will depend to a large extent on our perceptions of the following:

- Who are the managers?
- Who benefits from management?

1.5.4 Who Manages For Whom?

In most countries, wild fisheries resources are owned by the public, and need to be managed by the state for the benefit of the citizens. The state agency that takes the lead in managing the fishery does so on behalf of a public that may wish to have its say in management decisions. A healthy fishing industry, in which the primary users of the resource (the fisher, traders, and processors) are able to sustain a decent standard of living and return on their investment, is obviously in the best interest of a country. However, the interests of the resource users and of the public do not always coincide, particularly when short-term interests predominate. When this is the case, the government agency leading the management must be prepared to maintain the balance between the interests of users and the public while ensuring that the fishery system as a whole is sustainable. As this book shows, the state can manage a fishery through a variety of arrangements. The authors present and describe several of the alternative approaches to dealing with the problems of small-scale fisheries.

Mean Kenai River Late-run Chinook and Sockeye & Kaslof River Sockeye Salmon Sonar
 Cumulative Sonar Passage (1987-2007)

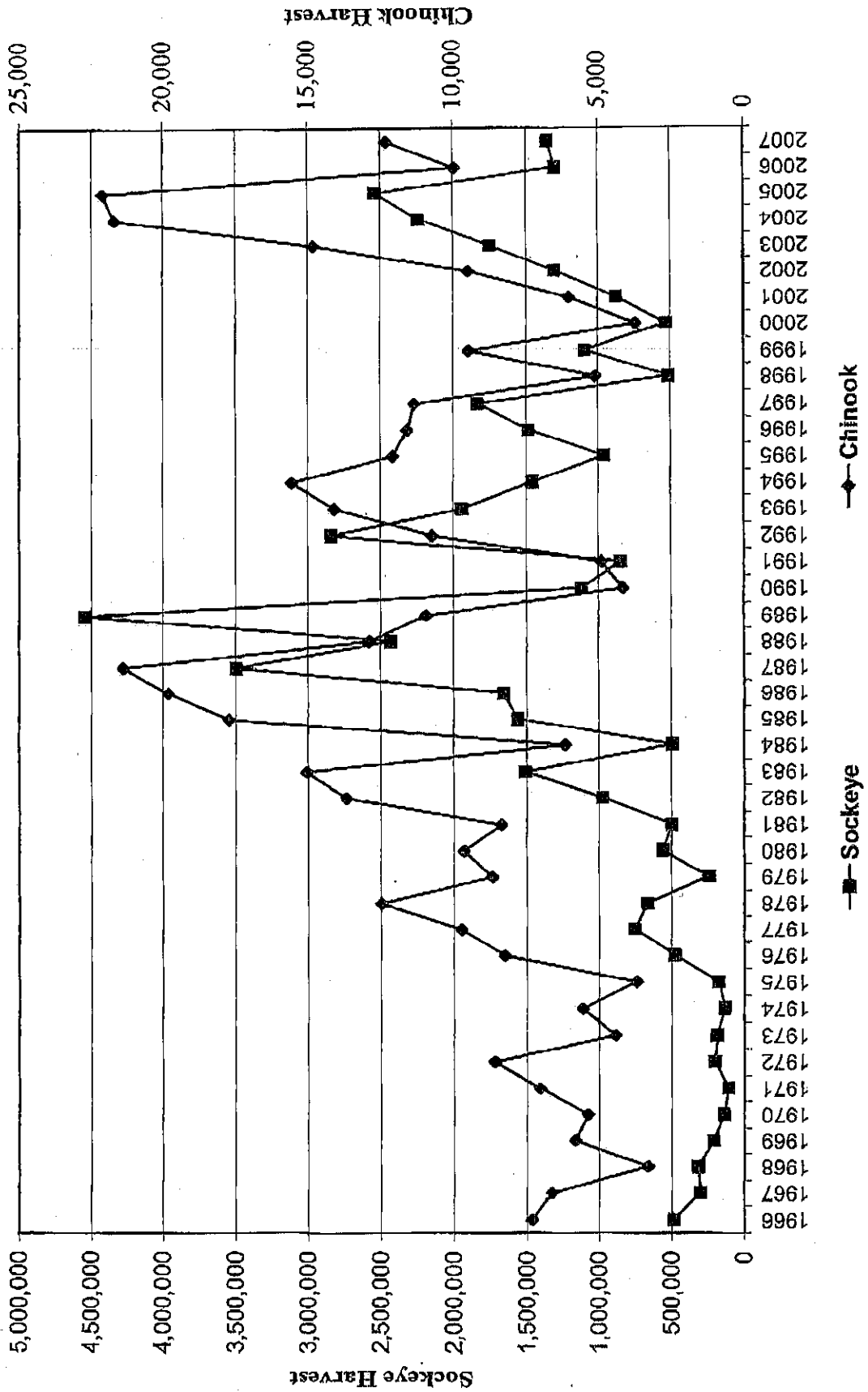


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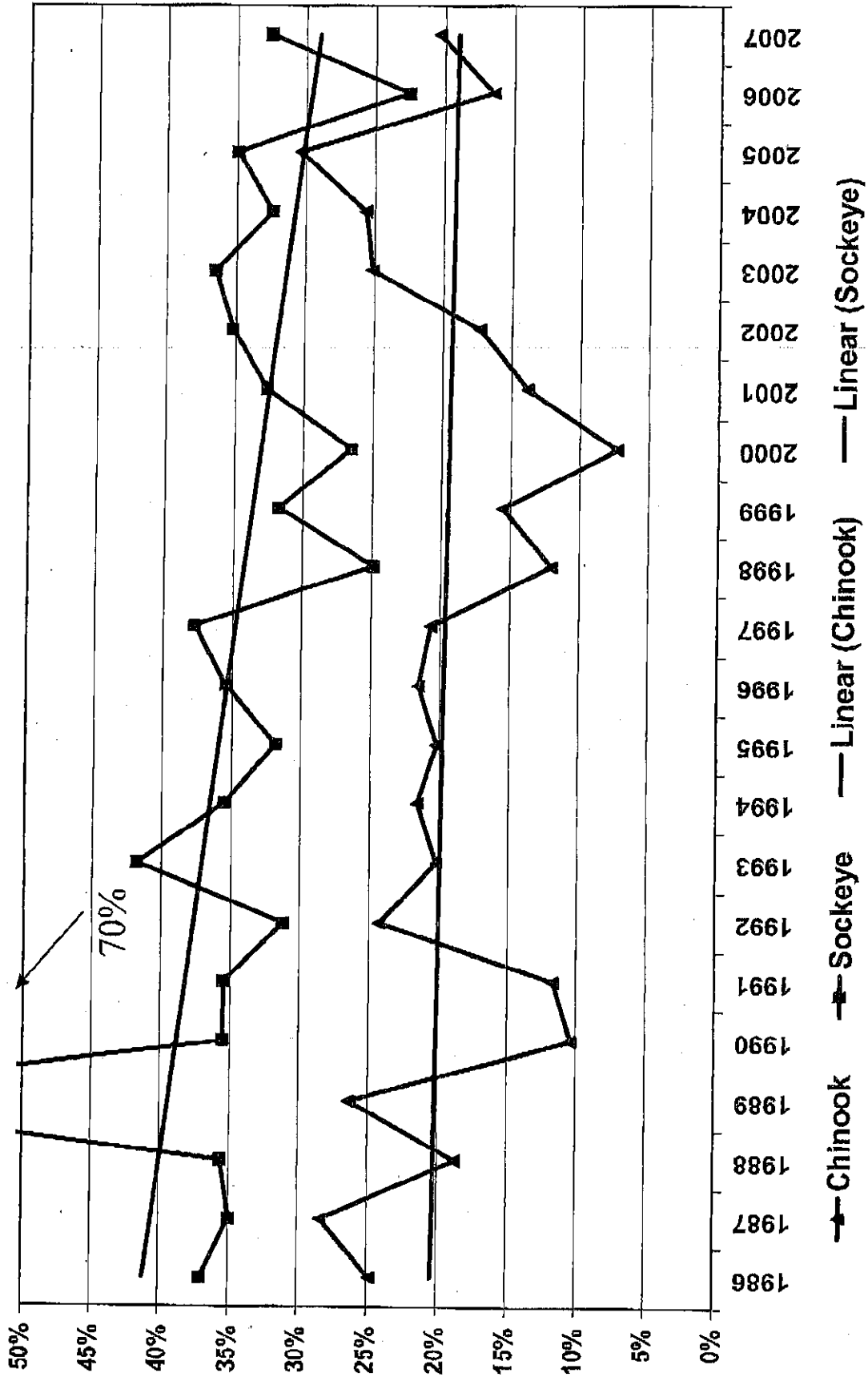
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ESSN Annual Harvest of Chinook and Sockeye Salmon



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ESSN Exploitation Rates on K.R. L.R. Chinook & Sockeye Salmon

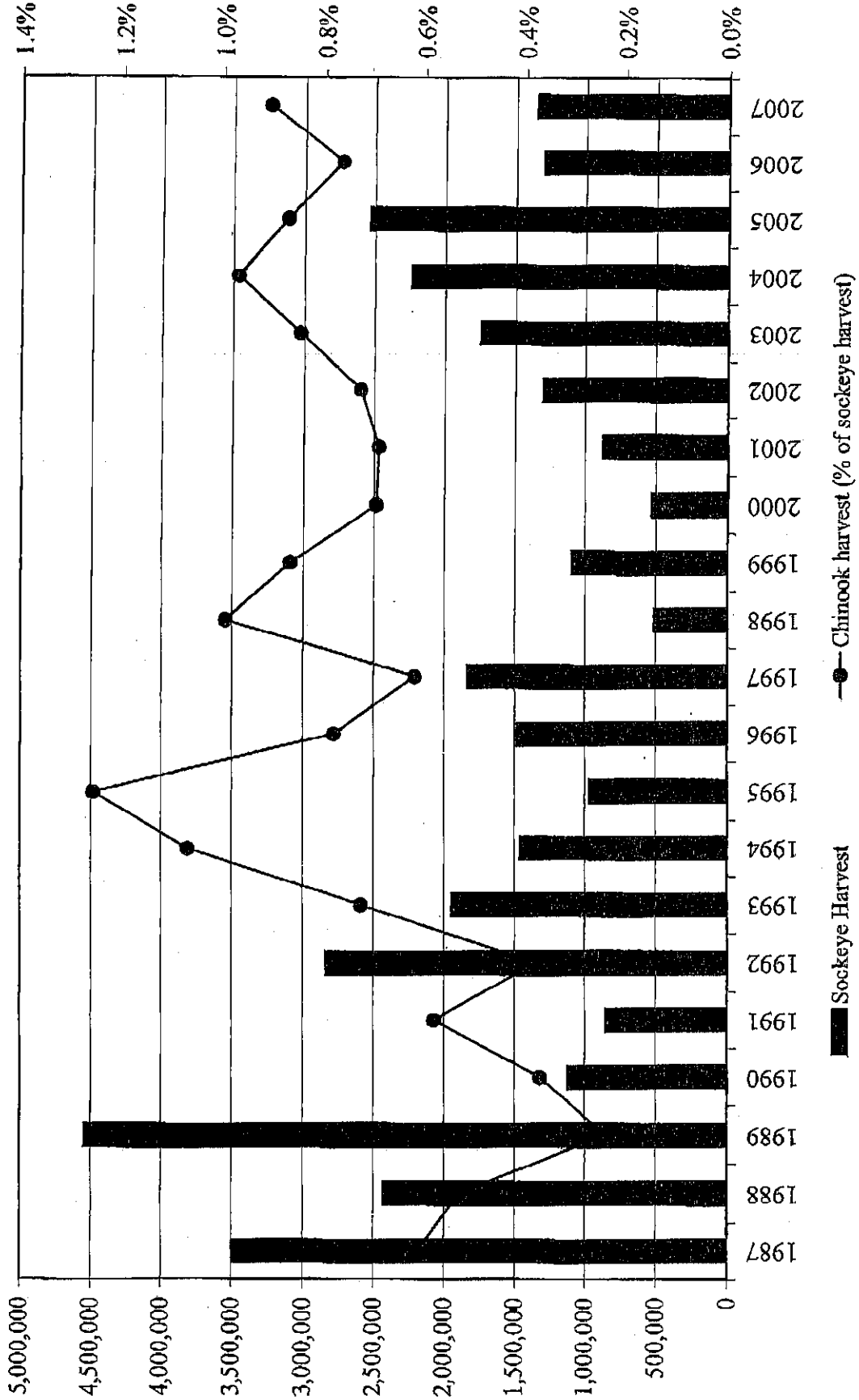


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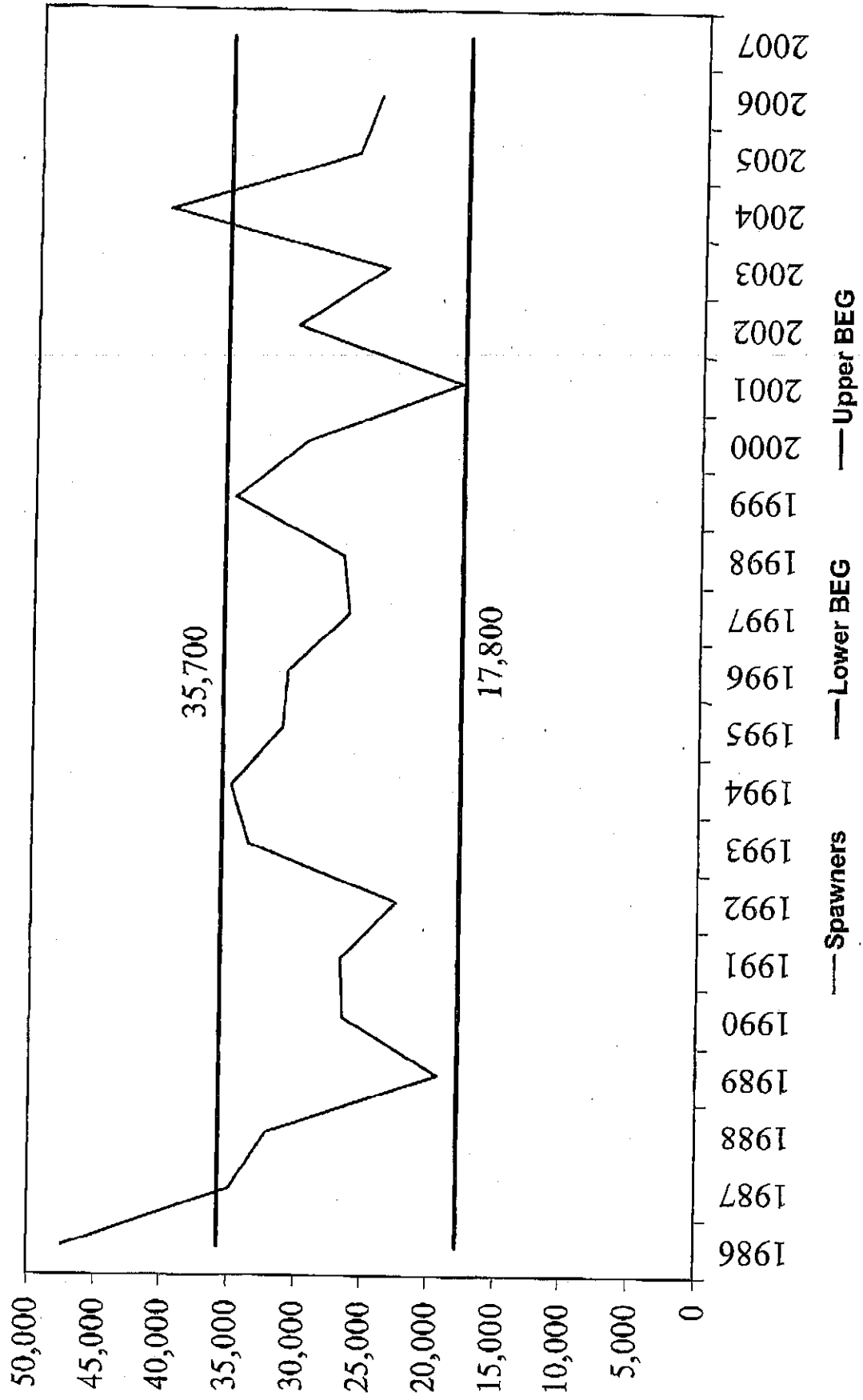
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ESSN Chinook salmon harvest expressed as a % of total sockeye harvest



Kenai River Late-run Chinook Salmon Spawners, 1986-2007



ESSN Chinook Salmon Harvest & Kenai River Late-Run Chinook Salmon Total Run (KRSHA harvests not included)

