



MEMORANDUM

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Alaska Board of Fisheries
Alaska Department of Fish and Game

Date: December 18, 2013

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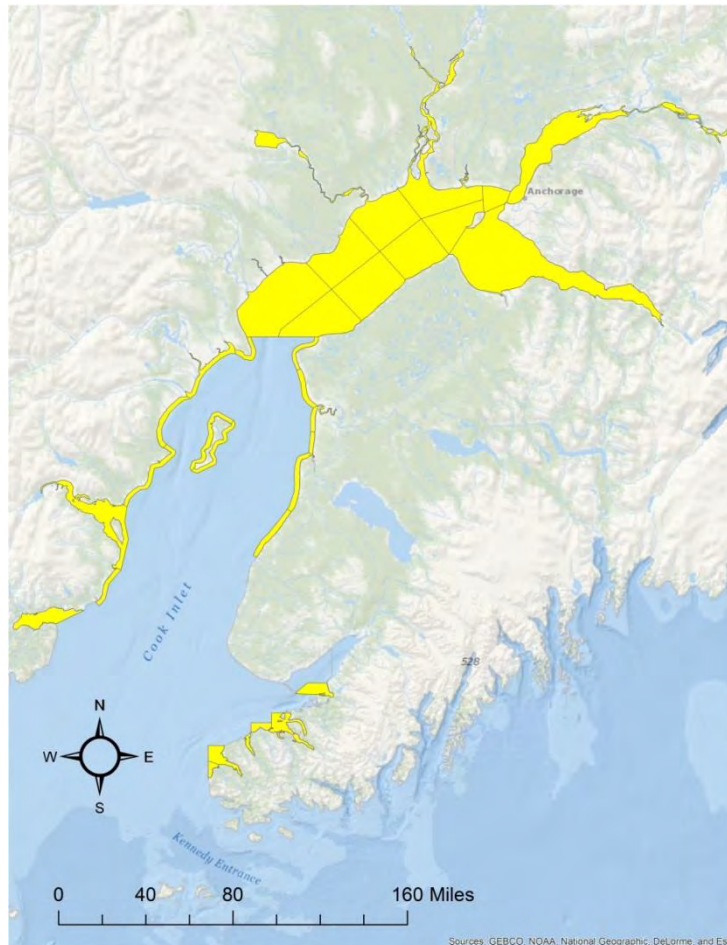
Subject: CFEC Report 13-2N

CFEC is submitting a report that we hope will help the Alaska Board of Fisheries in their deliberations. The report is:

Overview of Permit Holdings, Harvests, and Estimates of Gross Earnings in the Cook Inlet Salmon Set Gillnet Fishery, 1975-2012. A report on limited entry permit holdings, fishery harvests, and estimated gross earnings for the Cook Inlet salmon set gillnet (S04H) fishery. This report includes data on limited entry permits, transfers of permits, DNR shore fishery leases, permit latency, stacked set gillnet permit operations, permit values, and estimated gross earnings. This report also contains a description of the computer files and methods used to generate the statistics.

We are always interested to hear different perspectives on proposals, especially those that address restructuring options. We appreciate hearing about both the problems and benefits of regulations, and on how they might enhance efficiency, quality, fishery management, and resource conservation.

Overview of Permit Holdings, Harvests, and Estimates of Gross Earnings in the Cook Inlet Salmon Set Gillnet Fishery, 1975-2012



CFEC Report Number 13-2N
December, 2013

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Abstract

Limited entry permit holdings, fishery harvests, and estimated gross earnings are broken out by resident type for the Cook Inlet salmon set gillnet (S04H) fishery. This report includes data on limited entry permits, transfers of permits, DNR shore fishery leases, permit latency, stacked set gillnet permit operations, permit values, and estimated gross earnings. This report also contains a description of the computer files and methods used to generate the statistics.

The map on the cover depicts salmon statistical areas from which harvests have been documented in the Cook Inlet salmon set gillnet fishery.

Prepared by Marcus Gho

Acknowledgements

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Introduction

This report was prepared to provide an overview of limited entry permit holdings, fishery harvests, and estimated gross earnings of limited entry permit holders in the Cook Inlet salmon set gillnet fishery.

Commercial fishing in Cook Inlet has been documented as far back as 1893.¹ Several gear types have been employed to commercially catch salmon including fish traps, gillnets, and purse seines.

In 1972, Alaskan voters amended the state constitution to allow for limited entry in the state's commercial fisheries. Following the amendment, in 1973 the Alaska State Legislature enacted the Limited Entry Act (AS 16.43), giving the Commercial Fisheries Entry Commission (CFEC) the responsibility of administering the program.² Permit fisheries are defined by CFEC as a specific gear type for a targeted species within a defined geographic area.

The Cook Inlet salmon fisheries were part of the original group of 19 salmon fisheries that were limited in 1974. Under the authority of AS 16.43.230, CFEC identified both the Cook Inlet drift and set net salmon fisheries as "distressed fisheries".³ Cook Inlet salmon limited entry permits in the purse seine, drift gillnet, and set gillnet fisheries were first issued in 1975 and the fisheries continue today.

In Upper Cook Inlet the majority of the fishing is prosecuted by both the set and drift gillnet fisheries. The use of seine gear in Upper Cook Inlet is only employed sporadically in the Chinitna Bay sub district.⁴ The Lower Cook Inlet salmon fisheries are comprised mostly of the Cook Inlet seine fleet and by a few of the set gillnet permit holders.

The majority of ex-vessel value for the Cook Inlet salmon set gillnet fishery comes from sockeye salmon, illustrated below in Table 1.

Table 1. Percent of Total Value of Set Gillnet Fishery by Species, 1975-2012

Species	Percent
<i>Chinook</i>	4.0%
<i>sockeye</i>	86.3%
<i>coho</i>	6.0%
<i>pink</i>	2.2%
<i>chum</i>	1.6%

¹ See Alaska's Commercial Salmon Catches, 1878-1997. RIR No. 5J99-05.

² See *Changes in the Distribution of Alaska's Commercial Fisheries Entry Permits, 1975-2012*. CFEC Report No. 13-1.

³ See AS 16.43.230 and 20 AAC 05.300. The two Cook Inlet gillnet fisheries were among eight salmon fisheries designated as distressed under the regulation.

⁴ See *Upper Cook Inlet Commercial Fisheries Annual Management Report, 2012*, FMR No. 13-21.

Description of the Files

Three CFEC data files were used to generate the statistics in this report: the CFEC permit file, the CFEC gross earnings file, and the Census file. In addition to CFEC files, a shore fishery lease file from the Alaska Department of Natural Resources (DNR) and multiple DNR shape files were also used. The following is a description of each file, with notes that correspond to the analysis done for the report.

CFEC Permit File

The CFEC permit file contains data on persons who hold or have held CFEC permits. It originates from CFEC permit renewal and permit transfer forms. A CFEC permit may be held by more than one person in a year, but only one person at a time. Permits may be transferred between individuals on a permanent or temporary (emergency) basis.

The permit data file contains a field indicating the declared residency of permit holders. When a permit holder renews an existing permit, or receives a permit through permanent transfer, they must declare whether or not they are a resident of Alaska. Permit renewal fees are based upon Alaska resident or nonresident status. CFEC permit forms first asked for a declared residency in 1978. Residency on the permit file for the years 1975 through 1977 is based solely upon the listed mailing address of the permit holder.

In this report, resident status is broken into three classes: 1) **Alaska Locals** – permits held by persons residing locally to Cook Inlet; 2) **Alaska Nonlocals** – permits held by persons from other parts of Alaska; and 3) **Nonresidents** – permits held by nonresidents of Alaska.

Persons who receive a permit through an emergency transfer do not have to declare their residency. In these cases, the transfer recipient's residency is assigned based upon their most recent residency declaration in the CFEC system for that year. Sometimes, the person will be new to the CFEC files, and a declaration of residency is not available. In the absence of a declared residency status, residency is selected by how fees were paid – either as a resident or nonresident. For the instances when the permanent permit holder paid the fees rather than the emergency transfer recipient, the mailing address on record with CFEC is used to determine residency.

CFEC Gross Earnings File

The CFEC gross earnings file is based upon Alaska Department of Fish and Game (ADF&G) fish tickets and is enhanced with CFEC data from permit holders. Earnings data is derived primarily through CFEC analysis of fish tickets and processor reports.⁵ Average price per pound estimates are computed for each area (which corresponds with the ADF&G fishery management area), species, gear, and delivery type (e.g. gutted, in the round, etc.) on fish tickets. These average prices are then applied to fish ticket data to estimate gross earnings for each year.

⁵ The Commercial Operator's Annual Report (COAR) is a report required by the Alaska Department of Fish and Game for all operations that buy, process, and/or sell fishery resources in Alaska. One section of the report is devoted to ex-vessel purchases, where processors provide information on average prices paid to permit holders.

CFEC Census File

CFEC maintains a computer file of places within Alaska where permit holders or vessel owners reside. Each place is annotated with information on its rural or urban status, using United States Census Bureau criteria. CFEC also provides codes that indicate which fisheries are local to each of these communities.

Table 2 shows the places that are currently designated as local to the Cook Inlet salmon fisheries in the CFEC Census File. The list reflects a combination of places from the Census Bureau, or places of residence given by CFEC permit holders during the 1975 – 2012 period. It is possible more Cook Inlet communities could be added in the future, provided someone from a new local place renews or temporarily holds a Cook Inlet salmon permit.

Table 2. Communities Local to the Cook Inlet Salmon Fisheries, as Indicated in the CFEC Census File

Alexander	Eklutna	Kasilof	Port Graham
Alexander Creek	Elmendorf Air Force Base	Kasitsna Bay	Portage
Anchor Point	English Bay	Kenai	Portlock
Anchorage	Fire Island	Kern	Potter
Bear Cove	Fire Lake	Knik	Primrose
Bear Creek	Fort Richardson	Knik River	Rainbow
Beluga	Fox River	Knik-Fairview	Red Mountain
Beluga River	Fritz Creek	Kustatan	Ridgeway
Big Lake	Funny River	Lakes	Salamatof
Birchwood	Gateway	Lowell Point	Seldovia
Bird Creek	Girdwood	Miller Landing	Seldovia Village
Bodenburg Butte	Grouse Creek Group	Moose Pass	Seward
Butte	Halibut Cove	Nanwalek	Soldotna
Chenik	Happy Valley	Nikishka	Spenard
Chugiak	Homer	Nikiski	Sterling
Clam Gulch	Hope	Nikolaevsk	Sunrise
Cohoe	Indian	Ninilchik	Susitna
Cooper Landing	Jakolof Bay	Palmer	Tyonek
Crown Point	Kachemak	Peters Creek	Wasilla
Diamond Ridge	Kalifornsky	Point Mackenzie	
Eagle River	Kalifornsky	Point Possession	

Selection Criteria Used in This Report

Statistics in this report may vary from other sources. Databases change over time as corrections are made, and the methods used to select the data can impact the results. There is also a difference between point-in-time statistics and totals within a year. For example, if two different people held a permit in a given year, then a point-in-time statistic will reflect a count of one, while a year total will count both people for the single permit.

Harvest and permit counts in this report are limited to landings of ‘commercial’ harvests on valid permits. Commercial harvests generally correspond to the competitive fisheries where product is sold. Other harvests, such as test fishing or landings made on educational permits are excluded in this report. Also excluded are illegal landings, discards, personal use, and other harvests taken but not sold.

The estimates of gross earnings are presented in both nominal and real (inflation-adjusted) figures. The real earnings are adjusted for inflation using Consumer Price Index data with December 2012 as the base time period.⁶

⁶ See www.bls.gov/cpi.

On occasion, individuals will change their residency status within a year. Because of these changes, residency status is based on the last declared residency status on file for the year for the individual.

DNR Data File

The DNR Land Administration System contains records used to maintain the DNR Shore Fishery Lease program. These records were merged with CFEC permit records to create a dataset. Creation of the dataset is described in CFEC Report Number 13-3, *CFEC Salmon Set Gillnet Permits and DNR Shore Fishery Leases in Prince William Sound, Cook Inlet, Kodiak, Alaska Peninsula, and Bristol Bay 1975-2012*.

Limited Entry Permits in Cook Inlet

With the advent of limited entry, Cook Inlet salmon permits were issued in the seine, drift, and set gillnet fisheries starting in 1975. Table 3 indicates an overall picture of the number of salmon permits in the salmon set gillnet (S04H) fishery. Between 1975 and 2012, CFEC issued 746 S04H permits. Of this total, Alaska Locals received 86.7% (647) permits. Nonlocal Alaskans received 42 permits, and nonresidents received 57 permits.

Table 3. Initial Issuance and Year-end 2012 Totals of Cook Inlet Salmon Set Gillnet Permits, With Net Changes Due to Permit Transfers, Migrations, and Cancellations

Fishery	Residency	Total Initially Issued		TRANSFERS		MIGRATIONS		CANCELLED		2012 YEAR-END	
		Count	Percent	Net Changes	Percent Change from Initial	Net Changes	Percent Change from Initial	Net Changes	Percent Change from Initial	2012 Year-end Total	Percentage of Year-end Total
Set Gillnet	Local	647	86.7%	9	1.4%	-48	-7.4%	-10	-1.5%	598	81.3%
	Nonlocal	42	5.6%	-17	-40.5%	-8	-19.0%	0	0.0%	17	2.3%
	Nonresident	57	7.6%	8	14.0%	56	98.2%	0	0.0%	121	16.4%
Total		746	100.0%	0	0.0%	0	0.0%	-10	-1.3%	736	100.0%

The number of permits held by each resident type can change for three reasons: permits can be transferred to other resident types (transfer); permit holders can move from one location to another (migration); or permits can be cancelled. Table 3 indicates the extent to which these factors have contributed to net changes in permit holdings in this fishery. In the set gillnet fishery, migrations have had the largest impact on the changes of resident class permit holdings. Note that by the end of 2012, 10 permits have been cancelled due to nonpayment of permit renewal fees.

Figure 1. Initial S04H Permit Holders

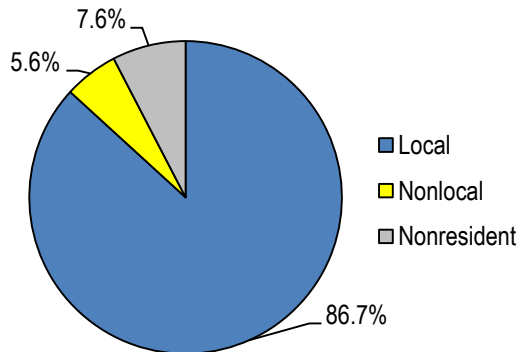
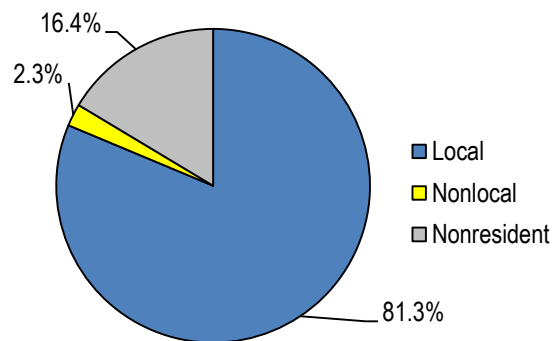


Figure 2. 2012 Year-end S04H Permit Holders



Permit Transfers

Under the Limited Entry Act's terms of free transferability, permits may be sold, traded, given away, or inherited. CFEC requires the completion of a survey with each transfer. The transfer surveys provide information such as transfer acquisition methods, the relationship between individuals in the transaction, and the permit value for instances when the permit is sold.

Table 4. Transfer Acquisition Methods, 1980-2012

Transfer Type	Cook Inlet Salmon Set Gillnet		Combined Cook Inlet Salmon Fisheries		All Fisheries Statewide	
	Count	Percentage	Count	Percentage	Count	Percentage
Gift	1,073	45.9%	1,721	40.4%	11,688	35.4%
Sale	1,146	49.0%	2,306	54.2%	19,758	59.8%
Trade	20	0.9%	53	1.2%	466	1.4%
Other	99	4.2%	175	4.1%	1,126	3.4%
Total	2,338		4,255		33,038	

Total Cook Inlet includes all three Cook Inlet salmon permit types: seine, set gillnet, and drift gillnet.

Table 4 presents transfer acquisition methods for the Cook Inlet set gillnet fishery between 1980 and 2012. During the 1980 – 2012 period, almost half (49.0%) of all transfers were sales, and the majority (45.9%) of the rest of the transfers were gifts. The acquisition methods for the limited Cook Inlet salmon permits have not changed substantially throughout the time period.⁷ When compared to the other salmon permit fisheries in Cook Inlet or all permit transfers of CFEC permits statewide, the percent of gifted transfers is higher and the number of permit sales is lower.

Table 5. Relationships of Transferor to Transfer Recipients, 1980-2012

Relationship	Cook Inlet Salmon Set Gillnet		Combined Cook Inlet Salmon Fisheries		All Fisheries Statewide	
	Count	Percentage	Count	Percentage	Count	Percentage
Business Partner/Friend	582	24.9%	885	20.8%	6,096	18.5%
Member of Immediate Family	770	32.9%	1,427	33.5%	11,073	33.5%
Other Relative	188	8.0%	291	6.8%	1,574	4.8%
Other	798	34.1%	1,652	38.8%	14,294	43.3%
Total	2,338		4,255		33,038	

Figure 3. Relationships of Transferor to Transfer Recipients, 1980-2012

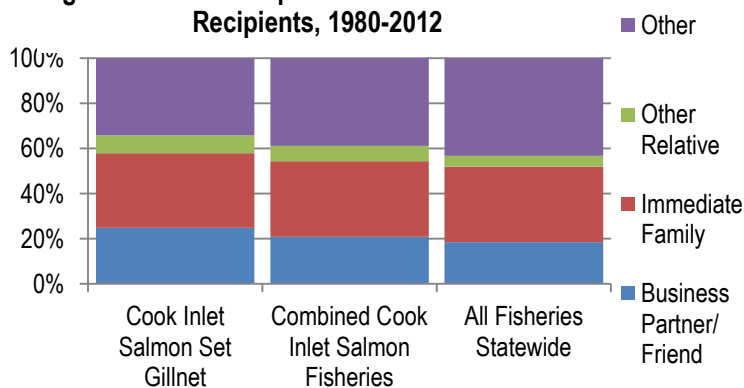


Table 5 and Figure 3 describe the relationships between the transferors and transfer recipients for the Cook Inlet set gillnet permit transactions. The figures are compared with similar data for all three Cook Inlet salmon fisheries, and for all CFEC permits statewide.

Transfers among family members, both immediate and non-immediate, vary between 38.3% and 40.9% among each of the three classes of permit holders.

⁷ See *Changes in the Distribution of Alaska's Commercial Fisheries Entry Permits, 1975-2012*, CFEC Report No. 13-1.

Emergency Transfers of Cook Inlet Salmon Set Gillnet Permits

Commercial landings can be made with either permanently held permits or with permits held temporarily through emergency transfers. Emergency transfers are granted if illness, disability, death, required military or government service, or other unavoidable hardship of a temporary, unexpected, and unforeseen nature prevents the permit holder from participating in the fishery. “Hardship” with respect to the emergency transfer does not include the results of a permit holder’s own economic decisions, nor the results of economic, biological or regulatory variables which are normally part of the risk of doing business as a fisherman. At the end of the year, permits that were emergency transferred automatically revert back to the permanent permit holder.

Table 6 shows the total number of individuals who recorded landings each year, and the number of these individuals made landings with permits held through emergency transfer. Typically very few individuals make landings with emergency transfer permits in this fishery. Some individuals who made landings with emergency transfer permits also made landings with permanent permits in the same year.

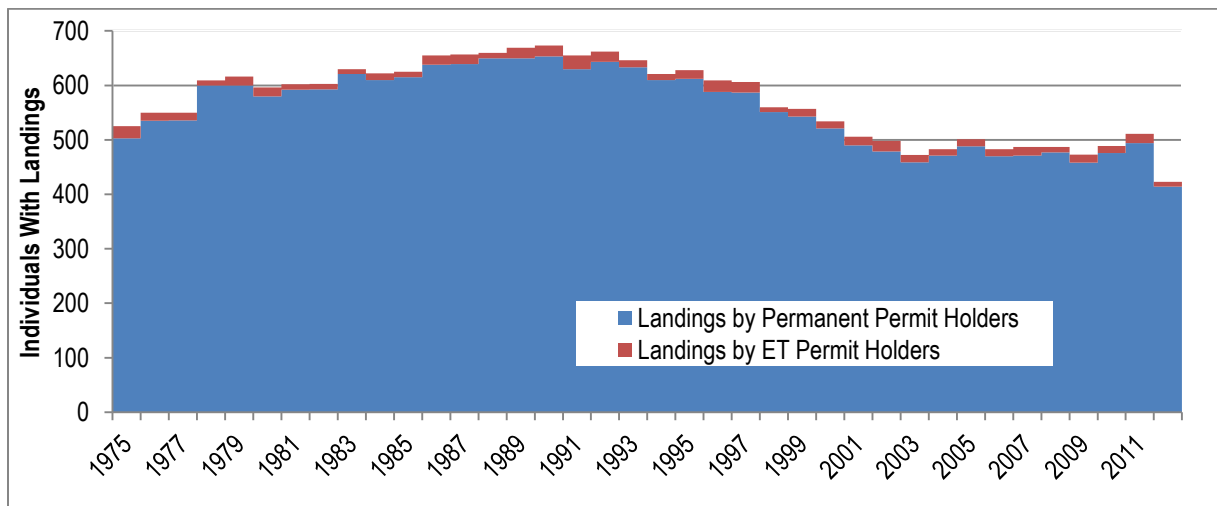
Table 6. Use of Emergency Transfer Permits in the Cook Inlet Salmon Set Gillnet Salmon Fishery

Year	Individuals With Landings	Landings by ET Permit Holders	Rate ET
1975	525	22	4.2%
1976	550	15	2.7%
1977	550	14	2.5%
1978	609	9	1.5%
1979	616	16	2.6%
1980	596	16	2.7%
1981	602	10	1.7%
1982	603	10	1.7%
1983	630	9	1.4%
1984	622	12	1.9%
1985	625	10	1.6%
1986	655	17	2.6%
1987	657	18	2.7%

Year	Individuals With Landings	Landings by ET Permit Holders	Rate ET
1988	660	9	1.6%
1989	669	14	2.5%
1990	673	13	2.4%
1991	655	16	3.2%
1992	662	19	3.8%
1993	646	13	2.8%
1994	621	12	2.5%
1995	628	13	2.6%
1996	609	13	2.7%
1997	606	16	3.3%
1998	560	10	2.1%
1999	557	15	3.2%
2000	534	13	2.7%

Year	Individuals With Landings	Landings by ET Permit Holders	Rate ET
2001	506	16	3.2%
2002	498	19	3.8%
2003	472	13	2.8%
2004	483	12	2.5%
2005	501	13	2.6%
2006	483	13	2.7%
2007	487	16	3.3%
2008	487	10	2.1%
2009	473	15	3.2%
2010	489	13	2.7%
2011	511	17	3.3%
2012	423	9	2.1%

Figure 4. Individuals with Landings



Permit Value

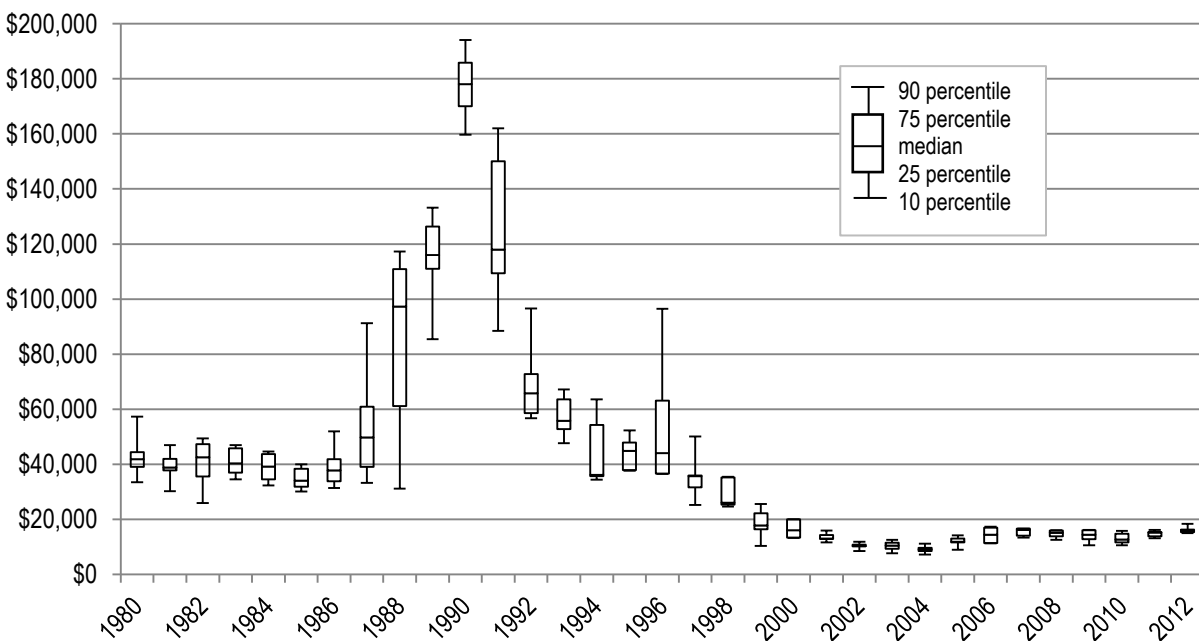
At market equilibrium, permit prices reflect the value placed on permits by those most willing to sell and those most willing to buy. Individuals who value their permit at or less than the fair market value of the permit will be more likely to sell, while those who value their permit more than fair market value will tend to retain their permits. The fair market value of permits will increase when the number of buyers willing to purchase permits exceeds the number of permits available at the current price. If the permit price is higher than what a potential purchaser is willing to pay, then the potential buyer will hold out until the price is lowered to their willing bid price or they will not buy at all.

Inherent in the permit price is the expectation of the stream of discounted future benefits derived from holding onto the permit. Future benefits may be mitigated by the presence of other market influences, such as the production of substitutes (e.g., farmed salmon) or other influences such as fishery allocations, operating expenses, etc.

Many permit transfers are non-monetary transactions (Table 4). Many reasons may explain how an individual will choose to value a permit and who they would be willing to transfer their permit to. This section deals solely with arms-length market transactions where permits are sold.

The Cook Inlet set gillnet salmon permit value peaked in 1990 before facing a precipitous decline. Permit values bottomed out in the early 2000's. Permit prices have corresponded with changes in the value of salmon during the same time period. Likewise, many other limited entry permits around the state have experienced similar trajectories.

Figure 5. Cook Inlet Salmon Set Gillnet Permit Sales Adjusted for Inflation, 1980 to 2012



Note: CPI Base December 2012

Stacked Permit Operations

Starting in 2011, stacked permit operations have been allowed in the Cook Inlet set gillnet fishery.⁸ A stacked permit operation is when a single permit holder uses two permits to fish two full complements of gear.

To protect confidential data, permit stacking participation and earnings for Lower Cook Inlet cannot be displayed. While the rate of permit stacking in Lower Cook Inlet is comparable to stacking in Upper Cook Inlet, there were fewer than four observations; therefore, Lower Cook Inlet data will not be presented in this non-confidential report.

Table 7. Permit Stacking in the Upper Cook Inlet Salmon Set Gillnet Fishery

Year	Residency	Operation Type	Individuals	Effort	Ex-Vessel Value	Average Ex-Vessel Value	% of Total Individuals	% of Total Ex-Vessel Value
2011	<i>Local</i>	Stacked	26	52	\$1,996,891	\$76,804	5.3%	10.0%
		Single	360	360	\$14,137,635	\$39,271	73.3%	71.0%
		Combined	386	412	\$16,134,526	\$41,799	78.6%	81.1%
	<i>Nonlocal</i>	Single	18	18	\$858,194	\$47,677	3.7%	4.3%
		Combined	18	18	\$858,194	\$47,677	3.7%	4.3%
	<i>Nonresident</i>	Stacked	11	22	\$641,964	\$58,360	2.2%	3.2%
		Single	76	76	\$2,266,157	\$29,818	15.5%	11.4%
		Combined	87	98	\$2,908,122	\$33,427	17.7%	14.6%
	Total	Stacked	37	74	\$2,638,855	\$71,320	7.5%	13.3%
Single		454	454	\$17,261,986	\$38,022	92.5%	86.7%	
Combined		491	528	\$19,900,841	\$40,531	100.0%	100.0%	
2012	<i>Local</i>	Stacked	44	88	\$308,105	\$7,002	10.8%	12.7%
		Single	290	290	\$1,706,111	\$5,883	71.1%	70.3%
		Combined	334	378	\$2,014,216	\$6,031	81.9%	83.0%
	<i>Nonlocal</i>	Single	18	18	\$180,662	\$10,037	4.4%	7.4%
		Combined	18	18	\$180,662	\$10,037	4.4%	7.4%
	<i>Nonresident</i>	Stacked	18	36	\$63,616	\$3,534	4.4%	2.6%
		Single	38	38	\$168,198	\$4,426	9.3%	6.9%
		Combined	56	74	\$231,813	\$4,140	13.7%	9.6%
	Total	Stacked	62	124	\$371,720	\$5,995	15.2%	15.3%
Single		346	346	\$2,054,970	\$5,939	84.8%	84.7%	
Combined		408	470	\$2,426,691	\$5,948	100.0%	100.0%	

Table 7 describes permit stacking in the Upper Cook Inlet set gillnet fishery. The column for individuals represents the total number of people who made landings during the year. “Effort” describes the number of fishable permits used to make landings. Ex-vessel values are estimated total and average gross earnings for commercial landings. Because a substantial number of individuals fished in Upper Cook Inlet, statistics can be provided without breaking confidentiality rules, unlike Lower Cook Inlet where set gillnet participation is lower.

While the count of stacked permit operations nearly doubled in 2012, it is still too early to determine if this is a trend that might continue. Although the number of individuals in stacked permit operations increased from 2011 to 2012, overall effort declined. In 2012 many areas of Alaska, including Cook Inlet, suffered from the effects of low returns of Chinook salmon. With the low returns of Chinook to the Cook Inlet management area in that year, commercial set gillnetting was closed or restricted in many parts of the S04H fishery.⁹ This also resulted in a substantial decline in ex-vessel value as total revenues decreased from \$19.9 million in 2011 to approximately \$2.4 million in 2012 in the Upper Cook Inlet set gillnet fishery.

⁸ See 5 AAC 21.331.

⁹ <http://www.adfg.alaska.gov/index.cfm?adfg=hottopics.federalchinookdisaster>.

DNR Shore Fishery Leases

The Department of Natural Resources (DNR) administers a shore fishery lease program for the use of state owned and managed tidelands by permit holders in five statewide salmon set gillnet fisheries. A shore fishery lease grants permit holders the first right of priority to fish a tract of tidelands. Many permit holders obtain shore fishery leases, although a lease is not required in order to fish.

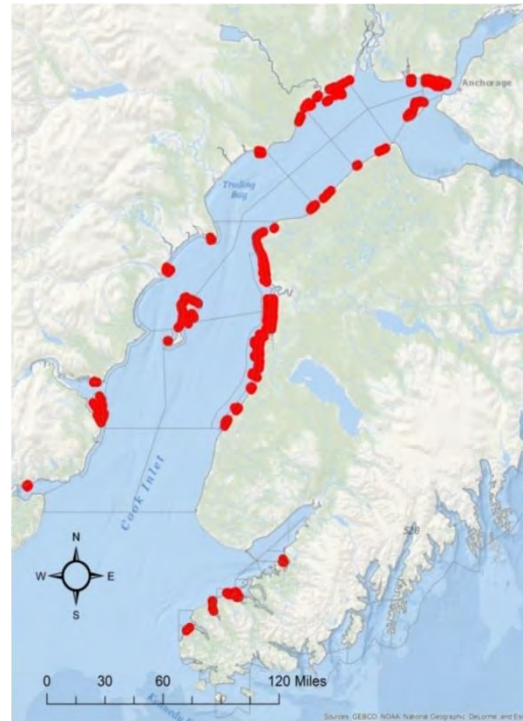
Table 8. Year-end Count of CFEC Permits with DNR Leases

Year	Total Permits	CFEC Permits with DNR Leases	
		Count	Percent
1975	1,029	130	12.6%
1976	719	133	18.5%
1977	734	133	18.1%
1978	747	134	17.9%
1979	749	149	19.9%
1980	747	168	22.5%
1981	747	187	25.0%
1982	748	203	27.1%
1983	745	234	31.4%
1984	744	247	33.2%
1985	745	248	33.3%
1986	743	263	35.4%
1987	743	318	42.8%
1988	743	343	46.2%
1989	743	350	47.1%
1990	743	351	47.2%
1991	745	343	46.0%
1992	745	388	52.1%
1993	745	437	58.7%
1994	745	444	59.6%
1995	745	440	59.1%
1996	745	424	56.9%
1997	745	418	56.1%
1998	745	397	53.3%
1999	745	386	51.8%
2000	745	377	50.6%
2001	744	372	50.0%
2002	743	367	49.4%
2003	742	349	47.0%
2004	739	347	47.0%
2005	737	339	46.0%
2006	738	328	44.4%
2007	738	326	44.2%
2008	738	325	44.0%
2009	738	318	43.1%
2010	736	316	42.9%
2011	736	320	43.5%
2012	736	325	44.2%

In Cook Inlet, the DNR shore fishery lease program allows a permit holder to maintain up to three tracts per fishable permit.¹⁰ With permit stacking in Cook Inlet, individuals with two permits can obtain up to six tracts. While some tracts are adjacent to one another, other tracts may be scattered miles apart. Additional information regarding DNR shore fishery leases can be found in CFEC publication 13-3.¹¹

Table 8 reports the year-end count of DNR lease holdings for S04H permit holders. Each CFEC permit with a DNR shore fishery lease is counted as of December 31 of each year. Figure 6 depicts the location of DNR shore fishery leases as of May 3, 2013.

Figure 6. S04H DNR Shore Fishery



¹⁰ See 11 AAC 61.080.

¹¹ See *CFEC Salmon Set Gillnet Permits and DNR Shore Fishery Leases in Prince William Sound, Cook Inlet, Kodiak, Alaska Peninsula, and Bristol Bay 1975-2012*. CFEC Report No. 13-3.

Latent Permits

Each year, the number of permits renewed is greater than the number used to record landings. CFEC regulations require persons to renew their limited entry permits annually, irrespective of whether the person actually fishes.

Table 9. Cook Inlet Salmon Set Gillnet Permit Latency

Year	Total Permits	Fished Permits	Calculated Latency Rate	Fished, DNR	Calculated Latency Rate
1975	1,029	561	45.5%	615	40.2%
1976	719	549	23.6%	567	21.1%
1977	734	547	25.5%	567	22.8%
1978	747	605	19.0%	624	16.5%
1979	749	609	18.7%	624	16.7%
1980	747	593	20.6%	616	17.5%
1981	747	600	19.7%	624	16.5%
1982	748	602	19.5%	627	16.2%
1983	745	626	16.0%	653	12.3%
1984	744	620	16.7%	647	13.0%
1985	745	625	16.1%	655	12.1%
1986	743	645	13.2%	672	9.6%
1987	743	650	12.5%	675	9.2%
1988	743	655	11.8%	689	7.3%
1989	743	658	11.4%	685	7.8%
1990	743	662	10.9%	695	6.5%
1991	745	648	13.0%	687	7.8%
1992	745	654	12.2%	691	7.2%
1993	745	641	14.0%	692	7.1%

Year	Total Permits	Fished Permits	Calculated Latency Rate	Fished, DNR	Calculated Latency Rate
1994	745	617	17.2%	672	9.8%
1995	745	625	16.1%	687	7.8%
1996	745	604	18.9%	677	9.1%
1997	745	603	19.1%	669	10.2%
1998	745	559	25.0%	641	14.0%
1999	745	556	25.4%	647	13.2%
2000	745	533	28.5%	629	15.6%
2001	744	505	32.1%	609	18.1%
2002	743	496	33.2%	589	20.7%
2003	742	472	36.4%	572	22.9%
2004	739	481	34.9%	576	22.1%
2005	737	499	32.3%	590	19.9%
2006	738	482	34.7%	578	21.7%
2007	738	483	34.6%	571	22.6%
2008	738	484	34.4%	573	22.4%
2009	738	472	36.0%	565	23.4%
2010	736	488	33.7%	571	22.4%
2011	736	548	25.5%	612	16.8%
2012	736	485	34.1%	575	21.9%

'Total Fishery Permits' is the number of S04K permits issued in the year.

'Permits with Landings' is the number of CFEC permits that were used to record commercial landings in that year, and includes both permits that were part of stacked permit operations.

'Permit Landings and/or DNR Lease' is the number of CFEC permits that were used to record a landing (including the second permit in stacked permit operations), or were associated with a DNR shore fishery lease. This assumes that all CFEC permits with DNR leases were used.

Table 9 enumerates the total number of permits in the S04H fishery, and shows the rate of permit latency. Several complications make it difficult to accurately count the number of latent permits. The figures should be viewed with caution.

In some cases, permits might be active in the fishery but might not be used to record landings. This can occur when permit holders fish in a group, especially among family or friends, and the group records their landings on only one, or some, of the group's permits. Although this practice is unlawful,¹² it allegedly occurs in the set gillnet fisheries at a rate higher than in other fisheries. The effect would be to under-count the number of permits with landings, and over-estimate the latency rate.

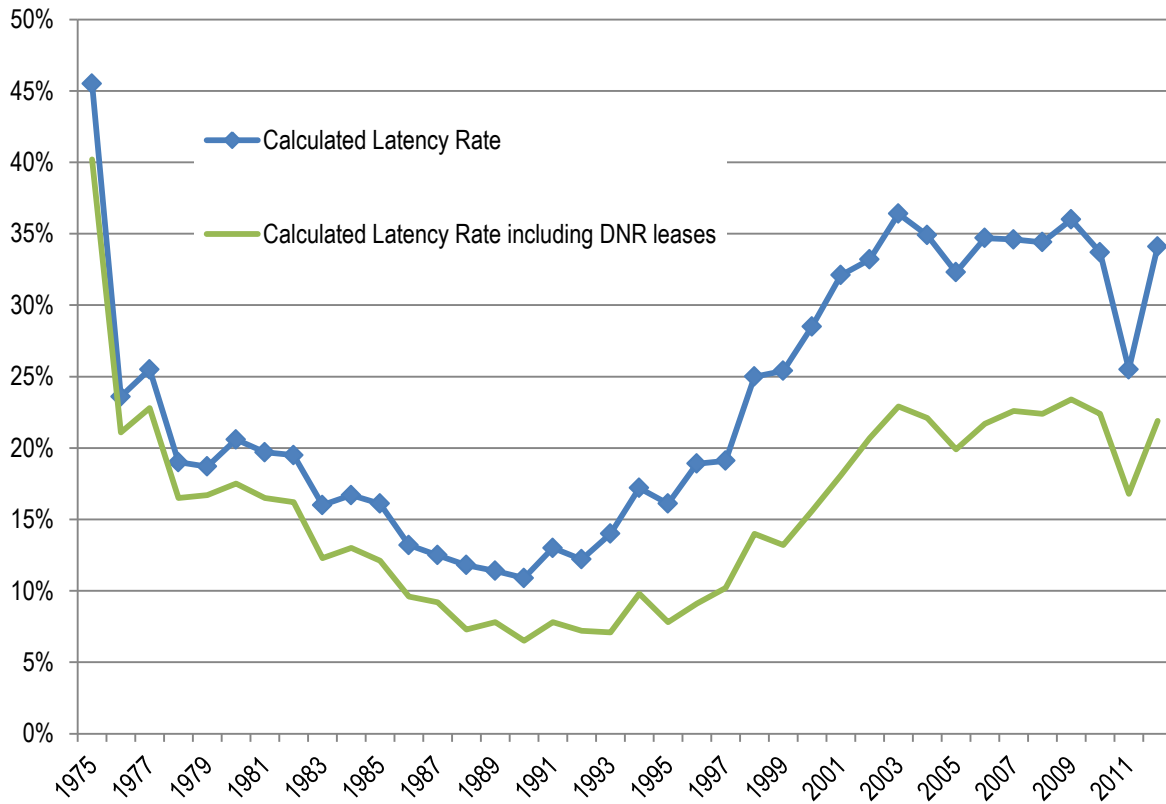
Individuals in stacked permit operations who record their landings on only one permit could have a similar effect on the figures by under-counting the actual number of permits used in the fishery. However, in Table 16 and throughout this report, the second permit in a stacked permit operation has been accounted for,

¹² See AS 16.05.680 (b) and AS 16.05.690 (b).

irrespective of whether the permit was actually used to record landings. In this fashion, permit records of stacked permit operations should not adversely affect the calculations. Recall that stacked permits were allowed in the fishery from since 2012.

There are many reasons why an individual may choose to not fish in any given year. This table does not explain any of the reasons, but rather simply estimates the rate of permit latency.

Figure 7. Rate of Permit Latency in the S04H Fishery



New Entrants

New entrants are defined herein as individuals who record a landing for the first time in the permit fishery. It is important to note that all initial permit holders are considered new entrants. By 1991, all S04H permits had been issued to initial permit holders. The lowest number of individuals who fished and the lowest number of new entrants occurred in 2012, which was a year of exceptionally low harvests and earnings. The years from 2004 through 2006 indicate a period where the rate of new entrants was high.

Table 10. New Entrants into the Cook Inlet Set Gillnet Salmon Fishery

Year	People With Landings	New Entrants	Rate of New Entrants	Difference from Mean
1991	655	50	7.6%	0.8%
1992	662	59	8.9%	2.0%
1993	646	53	8.2%	1.3%
1994	621	32	5.2%	-1.7%
1995	628	34	5.4%	-1.5%
1996	609	44	7.2%	0.4%
1997	606	34	5.6%	-1.3%
1998	560	30	5.4%	-1.5%
1999	557	32	5.7%	-1.1%
2000	534	29	5.4%	-1.4%
2001	506	38	7.5%	0.6%
2002	498	31	6.2%	-0.6%
2003	472	26	5.5%	-1.4%
2004	483	39	8.1%	1.2%
2005	501	53	10.6%	3.7%
2006	483	40	8.3%	1.4%
2007	487	28	5.7%	-1.1%
2008	487	35	7.2%	0.3%
2009	473	33	7.0%	0.1%
2010	489	45	9.2%	2.3%
2011	511	37	7.2%	0.4%
2012	423	15	3.5%	-3.3%

1991 - 2012 average 6.9%

Permit Holders, Harvests, and Estimated Gross Earnings

Tables 11, 12, and 13 report the number of individuals who recorded landings in the Cook Inlet salmon set gillnet fishery, along with total harvests and estimated gross earnings by residency. While Table 12 describes statistics by residency type for Upper Cook Inlet, Table 13, showing Lower Cook Inlet statistics, does not include the residency class level of detail due to reasons of confidentiality. The majority of Lower Cook Inlet permit holders are local to Cook Inlet. A small number of individuals had landings in both Upper Cook Inlet and Lower Cook Inlet the same year, and are therefore counted in both Tables 12 and 13.

Earnings are shown in both nominal and real (inflation-adjusted) dollars. The tables contain figures for 1975 through 2012. Note that the tables count individuals and span the entire year. This differs from tables that report on permits, or tables that are for a specific point in time.

Counts for permit holders include individuals who held interim-entry permits, emergency transfer permits, and permanent permits. Interim-entry permits are issued to individuals during the period when their applications for permanent permits are in adjudications. The last interim-entry permit issued in the set gillnet fishery was in 1985.

Table 11. Cook Inlet Salmon Set Gillnet Permit Holders, Harvests, and Estimated Gross Total Earnings (Real and Nominal) per Individual, by Resident Type

Year	Alaska Local				Alaska Nonlocal				Nonresident				All Permit Holders			
	Permit Holders	With Landings	Nominal Total Earnings	Real* Total Earnings	Permit Holders	With Landings	Nominal Total Earnings	Real* Total Earnings	Permit Holders	With Landings	Nominal Total Earnings	Real* Total Earnings	Permit Holders	With Landings	Nominal Total Earnings	Real* Total Earnings
1975	710	465	\$2,021,538	\$8,561,577	46	27	\$151,630	\$642,281	56	33	\$214,055	\$906,391	812	525	\$2,387,223	\$10,110,249
1976	708	498	\$4,590,394	\$18,442,041	41	25	\$152,694	\$613,537	58	27	\$434,125	\$1,744,620	807	550	\$5,177,213	\$20,800,197
1977	748	497	\$7,159,398	\$26,948,653	39	23	\$205,577	\$774,051	50	30	\$763,661	\$2,874,385	837	550	\$8,128,637	\$30,597,089
1978	772	541	\$9,684,237	\$33,846,113	45	30	\$380,997	\$1,332,773	59	38	\$1,379,791	\$4,821,901	876	609	\$11,445,025	\$40,000,787
1979	758	545	\$5,510,254	\$17,313,368	46	36	\$360,986	\$1,134,857	53	35	\$316,433	\$993,897	857	616	\$6,187,673	\$19,442,121
1980	756	533	\$5,547,781	\$15,385,014	37	29	\$199,719	\$553,853	62	34	\$428,324	\$1,187,757	855	596	\$6,175,824	\$17,126,624
1981	760	531	\$7,953,491	\$19,952,488	34	26	\$219,045	\$549,878	70	45	\$662,625	\$1,661,723	864	602	\$8,835,161	\$22,164,089
1982	754	537	\$10,689,966	\$25,171,488	34	25	\$272,639	\$642,025	62	41	\$1,240,614	\$2,921,095	850	603	\$12,203,219	\$28,734,608
1983	739	551	\$8,762,923	\$20,137,756	44	27	\$277,949	\$638,756	68	52	\$1,119,295	\$2,572,288	851	630	\$10,160,167	\$23,348,800
1984	724	543	\$5,986,467	\$13,197,866	37	22	\$303,138	\$668,524	85	57	\$672,975	\$1,483,661	846	622	\$6,962,581	\$15,350,050
1985	727	546	\$14,284,820	\$30,415,316	32	18	\$458,796	\$976,899	89	61	\$2,127,264	\$4,529,459	848	625	\$16,870,880	\$35,921,675
1986	735	573	\$15,916,462	\$33,364,235	30	18	\$337,403	\$707,251	95	64	\$2,004,339	\$4,201,364	860	655	\$18,258,204	\$38,272,850
1987	736	573	\$35,614,370	\$71,814,208	31	22	\$805,095	\$1,623,613	96	62	\$5,526,821	\$11,145,931	863	657	\$41,946,286	\$84,583,751
1988	711	571	\$42,870,752	\$83,040,310	26	19	\$818,824	\$1,586,057	98	70	\$6,247,317	\$12,101,650	835	660	\$49,936,893	\$96,728,017
1989	713	569	\$51,168,919	\$94,432,417	28	19	\$588,597	\$1,086,393	108	81	\$8,185,581	\$15,106,520	849	669	\$59,943,096	\$110,625,330
1990	714	579	\$13,576,596	\$23,881,497	26	18	\$471,014	\$828,509	112	76	\$2,081,911	\$3,662,765	852	673	\$16,129,521	\$28,372,771
1991	698	557	\$6,432,618	\$10,835,984	23	20	\$169,453	\$285,457	112	78	\$759,494	\$1,279,215	833	655	\$7,361,565	\$12,400,657
1992	681	549	\$27,304,559	\$44,597,046	25	23	\$661,578	\$1,080,669	127	90	\$5,134,832	\$8,387,295	833	662	\$33,100,968	\$54,065,010
1993	676	535	\$11,401,239	\$18,123,321	26	21	\$330,120	\$524,800	127	90	\$2,585,735	\$4,110,155	829	646	\$14,317,093	\$22,758,277
1994	656	505	\$12,306,475	\$19,017,854	21	16	\$221,298	\$341,944	133	100	\$2,744,905	\$4,241,836	810	621	\$15,272,678	\$23,601,634
1995	657	515	\$7,264,692	\$10,932,655	20	16	\$173,600	\$261,203	140	97	\$1,498,703	\$2,255,442	817	628	\$8,936,995	\$13,449,299
1996	647	492	\$11,216,622	\$16,403,115	23	21	\$287,450	\$420,325	147	96	\$2,066,435	\$3,021,786	817	609	\$13,570,507	\$19,845,226
1997	663	492	\$12,592,632	\$18,012,910	24	21	\$312,053	\$446,374	142	93	\$2,733,228	\$3,909,627	829	606	\$15,637,913	\$22,368,911
1998	644	449	\$3,568,273	\$5,018,746	24	20	\$113,921	\$160,218	136	91	\$669,442	\$941,467	804	560	\$4,351,636	\$6,120,431
1999	646	449	\$8,032,817	\$11,060,339	26	16	\$282,389	\$388,796	146	92	\$1,678,498	\$2,310,852	818	557	\$9,993,704	\$13,759,986
2000	648	428	\$3,389,791	\$4,504,628	23	16	\$161,949	\$215,201	138	90	\$768,061	\$1,020,594	809	534	\$4,319,800	\$5,740,423
2001	655	405	\$3,458,903	\$4,472,194	29	15	\$66,843	\$86,442	134	86	\$555,684	\$718,618	818	506	\$4,081,429	\$5,277,255
2002	629	408	\$4,587,050	\$5,847,469	25	13	\$88,324	\$112,585	140	77	\$872,222	\$1,111,830	794	498	\$5,547,596	\$7,071,883
2003	631	393	\$6,811,290	\$8,503,541	27	16	\$110,539	\$137,988	142	63	\$1,164,778	\$1,454,059	800	472	\$8,086,607	\$10,095,588
2004	644	390	\$9,221,734	\$11,176,325	30	18	\$243,649	\$295,318	139	75	\$1,654,877	\$2,005,762	813	483	\$11,120,261	\$13,477,404
2005	641	397	\$12,558,701	\$14,748,234	34	17	\$227,307	\$267,034	149	87	\$2,621,860	\$3,079,098	824	501	\$15,407,868	\$18,094,366
2006	628	391	\$7,017,405	\$7,916,491	31	16	\$193,497	\$218,280	142	76	\$1,380,355	\$1,556,816	801	483	\$8,591,257	\$9,691,588
2007	643	389	\$8,529,194	\$9,404,303	23	13	\$189,228	\$208,652	148	85	\$1,462,663	\$1,612,716	814	487	\$10,181,085	\$11,225,671
2008	646	396	\$9,427,628	\$9,851,529	24	15	\$147,072	\$153,780	149	76	\$1,793,813	\$1,873,941	819	487	\$11,368,513	\$11,879,249
2009	627	389	\$7,419,269	\$7,906,538	21	13	\$146,220	\$155,812	157	71	\$1,397,676	\$1,489,649	805	473	\$8,963,165	\$9,551,999
2010	641	394	\$11,587,836	\$12,201,859	20	18	\$566,820	\$596,846	148	77	\$2,005,378	\$2,111,679	809	489	\$14,160,033	\$14,910,384
2011	610	405	\$16,350,437	\$16,615,017	29	18	\$858,194	\$871,939	144	88	\$2,908,182	\$2,955,228	783	511	\$20,116,813	\$20,442,183
2012	587	348	\$2,115,012	\$2,116,831	24	18	\$180,662	\$180,915	118	57	\$240,672	\$240,876	729	423	\$2,536,346	\$2,538,622

* Adjusted for inflation to 2012 dollars.

Table 12. Upper Cook Inlet Salmon Set Gillnet Permit Holders, Harvests, and Estimated Gross Total Earnings (Real and Nominal) per Individual, by Resident Type

Year	Alaska Local			Alaska Nonlocal			Nonresident			All Permit Holders		
	With Landings	Nominal Total Earnings	Real* Total Earnings	With Landings	Nominal Total Earnings	Real* Total Earnings	With Landings	Nominal Total Earnings	Real* Total Earnings	With Landings	Nominal Total Earnings	Real* Total Earnings
1975	445	\$1,848,152	\$7,826,077	24	\$131,654	\$557,551	33	\$214,055	\$906,391	502	\$2,193,861	\$9,290,018
1976	480	\$4,413,162	\$17,728,637	22	\$129,454	\$520,011	27	\$434,125	\$1,744,620	529	\$4,976,742	\$19,993,267
1977	478	\$6,793,322	\$25,568,319	20	\$164,473	\$619,146	30	\$763,661	\$2,874,385	528	\$7,721,457	\$29,061,851
1978	513	\$8,854,897	\$30,942,149	27	\$275,759	\$964,326	38	\$1,379,791	\$4,821,901	578	\$10,510,447	\$36,728,377
1979	514	\$5,030,699	\$15,805,965	33	\$313,077	\$984,074	35	\$316,433	\$993,897	582	\$5,660,209	\$17,783,936
1980	502	\$5,327,509	\$14,774,741	27	\$181,861	\$504,293	34	\$428,324	\$1,187,757	563	\$5,937,694	\$16,466,790
1981	497	\$7,383,203	\$18,518,574	24	\$173,528	\$435,405	45	\$662,625	\$1,661,723	566	\$8,219,356	\$20,615,703
1982	501	\$10,323,591	\$24,306,882	22	\$249,993	\$588,570	41	\$1,240,614	\$2,921,095	564	\$11,814,198	\$27,816,547
1983	519	\$8,558,336	\$19,667,024	24	\$258,138	\$593,198	51	\$1,115,649	\$2,563,896	594	\$9,932,122	\$22,824,119
1984	513	\$5,726,347	\$12,623,303	17	\$262,089	\$577,878	57	\$672,975	\$1,483,661	587	\$6,661,411	\$14,684,842
1985	516	\$14,053,010	\$29,921,532	15	\$430,670	\$916,979	61	\$2,127,264	\$4,529,459	592	\$16,610,944	\$35,367,970
1986	543	\$15,720,938	\$32,954,388	15	\$315,196	\$660,690	63	\$2,002,119	\$4,196,710	621	\$18,038,253	\$37,811,788
1987	548	\$35,317,599	\$71,215,374	19	\$771,177	\$1,555,164	62	\$5,526,821	\$11,145,931	629	\$41,615,597	\$83,916,468
1988	551	\$42,535,455	\$82,390,767	18	\$790,237	\$1,530,678	70	\$6,247,317	\$12,101,650	639	\$49,573,010	\$96,023,096
1989	555	\$50,971,200	\$94,067,363	17	\$573,475	\$1,058,480	81	\$8,185,581	\$15,106,520	653	\$59,730,256	\$110,232,363
1990	564	\$13,378,286	\$23,532,347	18	\$471,014	\$828,509	76	\$2,081,911	\$3,662,765	658	\$15,931,211	\$28,023,621
1991	540	\$6,280,855	\$10,580,056	20	\$169,453	\$285,457	78	\$759,494	\$1,279,215	638	\$7,209,802	\$12,144,729
1992	534	\$27,130,864	\$44,313,047	23	\$661,578	\$1,080,669	89	\$5,129,289	\$8,378,237	646	\$32,921,730	\$53,771,953
1993	518	\$11,285,205	\$17,938,881	21	\$330,120	\$524,800	89	\$2,581,096	\$4,102,781	628	\$14,196,421	\$22,566,462
1994	490	\$12,165,154	\$18,799,268	16	\$221,298	\$341,944	99	\$2,737,101	\$4,229,763	605	\$15,123,553	\$23,370,974
1995	495	\$7,070,950	\$10,641,118	15	\$163,534	\$246,049	96	\$1,491,464	\$2,244,545	606	\$8,725,948	\$13,131,712
1996	471	\$10,707,719	\$15,658,528	20	\$287,270	\$420,062	94	\$2,035,864	\$2,977,056	585	\$13,030,854	\$19,055,645
1997	469	\$12,138,720	\$17,363,395	21	\$312,053	\$446,374	91	\$2,717,389	\$3,886,962	581	\$15,168,162	\$21,696,732
1998	427	\$3,371,761	\$4,742,119	20	\$113,921	\$160,218	90	\$666,388	\$937,168	537	\$4,152,070	\$5,839,505
1999	431	\$7,799,588	\$10,738,782	16	\$282,389	\$388,796	91	\$1,673,337	\$2,303,737	538	\$9,755,314	\$13,431,315
2000	405	\$3,214,878	\$4,272,001	16	\$161,949	\$215,201	89	\$759,417	\$1,009,092	510	\$4,136,243	\$5,496,293
2001	387	\$3,324,826	\$4,299,020	15	\$66,843	\$86,442	86	\$555,684	\$718,618	488	\$3,947,353	\$5,104,080
2002	384	\$4,397,221	\$5,605,325	13	\$88,324	\$112,585	77	\$872,222	\$1,111,830	474	\$5,357,768	\$6,829,739
2003	369	\$6,453,219	\$8,056,369	16	\$110,539	\$137,988	63	\$1,164,778	\$1,454,059	448	\$7,728,536	\$9,648,416
2004	370	\$9,126,884	\$11,061,431	18	\$243,649	\$295,318	75	\$1,654,877	\$2,005,762	463	\$11,025,410	\$13,362,511
2005	380	\$12,457,607	\$14,629,432	17	\$227,307	\$267,034	87	\$2,621,860	\$3,079,098	484	\$15,306,775	\$17,975,564
2006	368	\$6,899,431	\$7,783,189	16	\$193,497	\$218,280	76	\$1,380,355	\$1,556,816	460	\$8,473,283	\$9,558,285
2007	372	\$8,332,092	\$9,187,066	13	\$189,228	\$208,652	85	\$1,462,663	\$1,612,716	470	\$9,983,982	\$11,008,434
2008	379	\$9,217,263	\$9,631,581	15	\$147,072	\$153,780	76	\$1,793,813	\$1,873,941	470	\$11,158,148	\$11,659,302
2009	370	\$7,123,183	\$7,591,045	13	\$146,220	\$155,812	71	\$1,397,676	\$1,489,649	454	\$8,667,079	\$9,236,506
2010	374	\$11,435,562	\$12,041,494	18	\$566,820	\$596,846	76	\$2,005,259	\$2,111,554	468	\$14,007,642	\$14,749,895
2011	386	\$16,134,526	\$16,395,549	18	\$858,194	\$871,939	87	\$2,908,122	\$2,955,167	491	\$19,900,841	\$20,222,655
2012	334	\$2,014,216	\$2,015,899	18	\$180,662	\$180,915	56	\$231,813	\$232,004	408	\$2,426,691	\$2,428,818

* Adjusted for inflation to 2012 dollars.

Note: some individuals recorded landings in both Upper and Lower Cook Inlet and will be counted in both Tables 12 and 13.

Table 13. Lower Cook Inlet Salmon Set Gillnet Permit Holders, Harvests, and Gross Total Earnings (Real and Nominal) per Individual

Year	With Landings	Nominal Total Earnings	Real* Total Earnings	Nominal Average Earnings	Real* Average Earnings
1975	24	\$193,362	\$820,231	\$8,057	\$34,176
1976	23	\$200,472	\$806,930	\$8,716	\$35,084
1977	22	\$407,180	\$1,535,238	\$18,508	\$69,784
1978	34	\$934,578	\$3,272,411	\$27,488	\$96,247
1979	36	\$527,464	\$1,658,186	\$14,652	\$46,061
1980	37	\$238,130	\$659,833	\$6,436	\$17,833
1981	37	\$615,806	\$1,548,386	\$16,643	\$41,848
1982	39	\$389,021	\$918,061	\$9,975	\$23,540
1983	36	\$228,045	\$524,681	\$6,335	\$14,574
1984	35	\$301,170	\$665,208	\$8,605	\$19,006
1985	34	\$259,936	\$553,705	\$7,645	\$16,285
1986	36	\$219,950	\$461,062	\$6,110	\$12,807
1987	31	\$330,688	\$667,283	\$10,667	\$21,525
1988	27	\$363,884	\$704,921	\$13,477	\$26,108
1989	24	\$212,841	\$392,967	\$8,868	\$16,374
1990	20	\$198,310	\$349,150	\$9,916	\$17,458
1991	21	\$151,763	\$255,928	\$7,227	\$12,187
1992	21	\$179,238	\$293,057	\$8,535	\$13,955
1993	18	\$120,672	\$191,814	\$6,704	\$10,656
1994	16	\$149,125	\$230,659	\$9,320	\$14,416
1995	23	\$211,046	\$317,587	\$9,176	\$13,808
1996	25	\$539,653	\$789,581	\$21,586	\$31,583
1997	26	\$469,751	\$672,180	\$18,067	\$25,853
1998	24	\$199,567	\$280,925	\$8,315	\$11,705
1999	20	\$238,390	\$328,671	\$11,920	\$16,434
2000	24	\$183,557	\$244,130	\$7,648	\$10,172
2001	18	\$134,077	\$173,175	\$7,449	\$9,621
2002	24	\$189,828	\$242,144	\$7,910	\$10,089
2003	24	\$358,071	\$447,172	\$14,920	\$18,632
2004	20	\$94,851	\$114,894	\$4,743	\$5,745
2005	17	\$101,093	\$118,803	\$5,947	\$6,988
2006	23	\$117,974	\$133,303	\$5,129	\$5,796
2007	17	\$197,102	\$217,237	\$11,594	\$12,779
2008	18	\$210,365	\$219,948	\$11,687	\$12,219
2009	19	\$296,086	\$315,493	\$15,583	\$16,605
2010	21	\$152,392	\$160,490	\$7,257	\$7,642
2011	20	\$215,971	\$219,529	\$10,799	\$10,976
2012	15	\$109,656	\$109,804	\$7,310	\$7,320

* Adjusted for inflation to 2012 dollars.

Note: some individuals recorded landings in both Upper and Lower Cook Inlet and will be counted in both Tables 12 and 13.