

Elfin Cove



People and Place

*Location*¹

Elfin Cove lies on the northern shore of Chichagof Island, approximately 33 mi west of Hoonah and 70 mi by air and 85 mi by boat west of Juneau. The community is only accessible by small seaplane or boat. The community occupies 0.13 sq mi of land. Elfin Cove is located in the Hoonah-Angoon Census Area and is not incorporated into a municipality or under the jurisdiction of a borough.

*Demographic Profile*²

In 2010, there were 20 residents, ranking Elfin Cove 327th of 352 Alaskan communities in terms of population size. Between 1990 and 2010, the population declined by 64.9%. Between 2000 and 2009, the population dropped by 21.9% with an average annual growth rate of -3.11%; much lower than the statewide average of 0.75% and indicative of steady decline. In a survey conducted by the Alaska Fisheries Science Center (AFSC) in 2011, community leaders estimated that there were 25 permanent and 290 seasonal residents living in Elfin Cove in 2010. On average, seasonal workers live in Elfin Cove from May through September. The population peaks during June through August and is entirely driven by employment in fishing sectors. Population fluctuations are tied to the commercial and recreational fishing industries. Information regarding population trends can be found in Table 1.

The racial composition of Elfin Cove was predominately White in 2010, although more diverse than it was in 2000. In that year, 70.0% of residents identified themselves as White, compared to 93.8% in 2000; 5% identified themselves as American Indian or Alaska Native, compared to 0% in 2000; and 25% identified themselves as two or more races, compared to 3.1% in 2000. Between 2000 and 2010, no residents identified themselves as Hispanic or Latino. Information regarding Elfin Cove's racial and ethnic composition can be found in Figure 1.

In 2010, the average household size was 1.54, a decrease from 2.4 in 1990 and 2.13 in 2000. In that year, there were a total of 28 housing units, compared to 44 in 1990 and 35 in 2000. Of the households surveyed in 2010, 39% were owner-occupied, compared to 37% in 2000; 7% were renter-occupied, compared to 6% in 2000; 7% were vacant, compared to 29% in 2000; and 46% were occupied seasonally, compared to 29% in 2000. Since 1990 there have been no reports of residents living in group quarters.

¹ Alaska Department of Community and Rural Affairs. (n.d.). *Community Database Online*. Retrieved October 17, 2011 from http://www.commerce.state.ak.us/dca/commdb/CF_BLOCK.htm.

² U.S. Census Bureau (n.d.). *Profile of selected social, economic and housing characteristics of all places within Alaska*. Datasets utilized include the 2000 (SF1 100% and SF3 sample data) and 2010 (Demographic Profile SF) Decennial Census and the 2010 American Community Survey 5-year estimates. Retrieved November 1, 2011 from <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>.

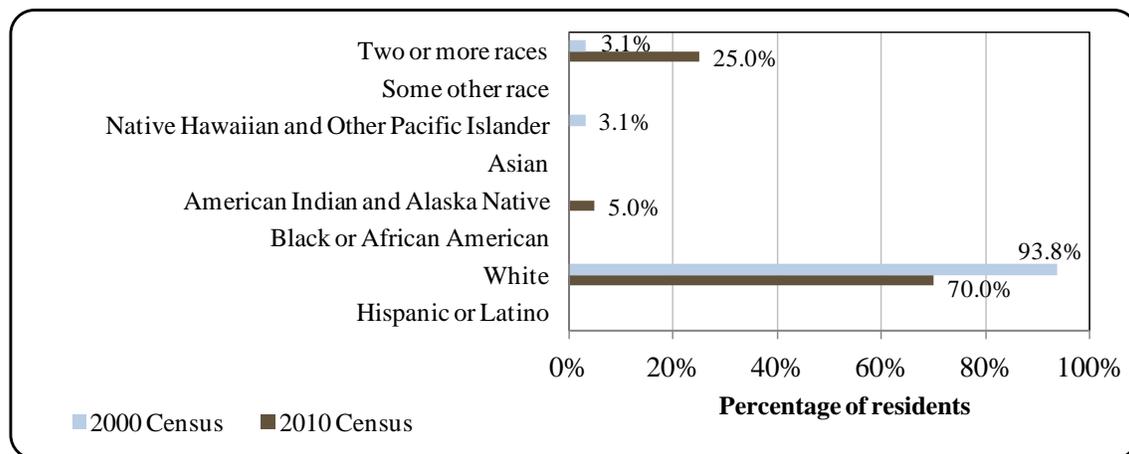
Table 1. Population in Elfin Cove from 1990 to 2010 by Source.

Year	U.S. Decennial Census ¹	Alaska Department of Labor Estimate of Permanent Residents ²
1990	57	-
2000	32	-
2001	-	28
2002	-	32
2003	-	32
2004	-	26
2005	-	29
2006	-	25
2007	-	21
2008	-	22
2009	-	25
2010	20	-

¹ (1) U.S. Census Bureau (1990). *CP-1: General Population Characteristics of all places within Alaska*. Retrieved November 1, 2011 from <http://www.census.gov/prod/www/abs/decennial/1990.html>. (2) U.S. Census Bureau (n.d.). *Profile of selected social, economic and housing characteristics of all places within Alaska*. Datasets utilized include the 2000 (SF1 100% and SF3 sample data) and 2010 (Demographic Profile SF) Decennial Census and the 2010 American Community Survey 5-year estimates. Retrieved November 1, 2011 from <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>.

² Alaska Department of Labor. (2011). *Current population estimates for Alaskan Communities*. Retrieved April 15, 2011, from <http://labor.alaska.gov/research/pop/popest.htm>.

Figure 1. Racial and Ethnic Composition, Elfin Cove: 2000-2010 (U.S. Census).



The gender distribution was significantly skewed in 2010 at 70.0% male and 30.0% female, and much more uneven than both the distribution statewide (52% male, 48% female) and distribution in 2000 (59.4% male, 40.6% female). The median age was 55 years, which was much older than the statewide median of 33.8 years and somewhat older than the 2000 median of 47.5 years.

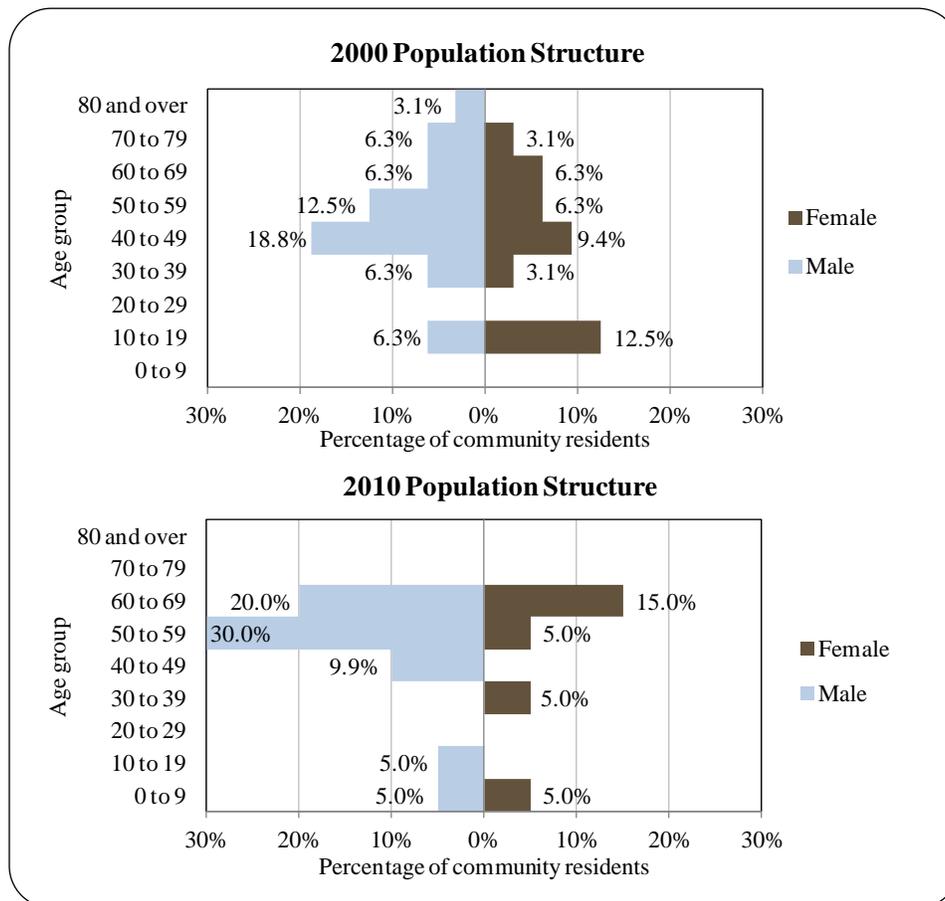
Population structures in both 2000 and 2010 were heavily influenced by the community’s small population size. In 2010, 15% of residents were under the age of 20, compared to 18.8% in

2000; 35% were over the age of 59, compared to 25.1% in 2000; and 49.9% were between the ages of 30 and 59, compared to 56.4% in 2000. No residents were between the ages of 20 and 29 during either the 2000 or 2010 Decennial Census.

Gender distribution by age cohort was more uneven in 2010 than in 2000. In that year, the greatest absolute gender difference occurred in the 50 to 59 range (30% male, 5% female), followed by the 40 to 49 (9.9% male, 0% female) and 30 to 39 (5% female, 0% male) ranges. Of those three, the greatest relative gender differences occurred in both the 40 to 49 and 30 to 39 ranges. It should be noted that because of Elfin Cove’s small and variable population, discerning trends in population structure is difficult. Information regarding Elfin Cove’s population structure can be found in Figure 2.

In terms of educational attainment, the U.S. Census’ 2006-2010 American Community Survey (ACS)³ estimated that 100% of residents aged 25 and older held a high school diploma or higher degree, compared to an estimated 90.7% of Alaska residents overall. No residents were estimated to hold a post-secondary degree.

Figure 2. Population Age Structure in Elfin Cove Based on the 2000 and 2010 U.S. Decennial Census.



³ While American Community Survey (ACS) estimates can provide a good snapshot estimate for larger populations, smaller populations can be misrepresented by ACS estimates if demographic information is not collected from a representative sample of the population. This is especially problematic for Alaskan communities with small populations that have a low probability of being adequately sampled.

*History, Traditional Knowledge, and Culture*⁴

Elfin Cove's location made it a natural choice for fishermen seeking shelter from storms. By 1909, the area had been given the name "Gunk Hole" after an East Coast term describing a good harbor with a narrow, rocky entrance.

In 1927, a fish buyer set up in the cove with two boats. Soon after, E.O. "Ernie" Swanson retired his fox farm at nearby Three-Hill Island to set up a fish buying station at the Gunk Hole. His business consisted of log floats and a small shore side warehouse. Eventually, more docks were built in the inner harbor, and in 1933 the first cabin was constructed followed by a bath house. Ernie expanded the business by starting a general store, dock, and a restaurant.

There are several accounts as to the origin of Elfin Cove's name. One story recounts that the first postmaster, Ruth Swanson, didn't want the job unless the community name was changed from "The Gunk Hole"; so in 1935 the community changed its name to Elfin Cove after Ernie's boat. Another story recounts that Ruth Swanson chose the name Elfin Cove because the misty, forested place would be an appropriate habitat for elves.

The community continued to grow, and in 1947, the official population was 75. John Lowell, another fish buyer, arrived in the 1940s and built a second dock, warehouse, store and restaurant. By 1960, the population remained around 60. At this time, the community obtained power from a diesel electric generator supplemented by hydroelectric power from a Pelton wheel. Wood and coal burners were mostly replaced by oil stoves for heat.

In the 1980s, the electric system was upgraded, a water system was installed, and a community building and school were built. However, the school was forced to close in 1998 due to low enrollment. Today, Elfin Cove is a town centered on commercial fishing, tourism, and sportfishing.

Natural Resources and Environment⁵

Elfin Cove has a maritime climate characterized by cool summers, mild winters and a high amount of precipitation. The average summer temperature generally ranges from 46 to 60 °F (8 to 16 °C). Average winter temperatures range from 29 to 40 °F (-2 to 4 °C). Annual precipitation is about 103 inches and average snowfall is about 99 inches.

The local topography consists of relatively gentle slopes and an irregular coastline. Elfin Cove provides easy access to the Fairweather, Cross Sound and Icy Strait fishing grounds. Located near Cross Sound at the north end of the "Inside Passage," Elfin Cove is an important area to seek shelter from storms and a refueling stop for commercial fishermen, recreational fishermen, and private boaters. The community's strategic location provides the last stop for vessels traveling north across the Gulf of Alaska and the first stop for those traveling south from the Gulf. It is also first landfall for many sailing vessels traveling from the South Pacific.

Soils in the area are typically thin. Exposed bedrock is composed of granite and greywacke. Shorelines consist of boulder and cobble beaches and unconsolidated alluvial sediments. Local vegetation is consistent with southeast Alaska temperate rain forest. Dominant conifers include Sitka spruce and western hemlock. Mountain hemlock and Alaska cedar may

⁴ Community of Elfin Cove Non-profit Corporation; Southeast Strategies; and Glenn Gray and Associates. (2007). *Elfin Cove Community Plan*. Retrieved March 27, 2012 from: <http://www.commerce.state.ak.us/dca/plans/ElfinCove-CP-2007.pdf>.

⁵ Ibid.

also be found in area. Sitka alders typically grow along the coast and disturbed areas. Undergrowth consists of blueberries, huckleberries, devil's club, and moss. Muskegs support sedges, mosses, Labrador tea, and stunted lodgepole pines and mountain hemlock. Terrestrial mammals include brown bears, Sitka black-tailed deer, martin, mink, and otter. Marine mammals include seals, sea lions, sea otters, Dall's porpoise, and humpback whales. Fish include all five species of Pacific salmon, halibut, sablefish, rockfish, herring, flatfish, and shellfish. There is also an abundance of bird species present in the area.

The west coast of Chichagof Island supports a mineralized area known as the "Chichagof Gold Belt." Former mines in the area include the Western Chichagof Mine near Klag Bay and the Hurst-Chichigof Mine at Kimshan Cove. No oil resources have been identified in the Elfin Cove area. In addition, no timber resources are harvested on a commercial level in the area.

Elfin Cove is relatively protected from many types of environmental hazards. Localized flooding can occur; however, damage is not common. The community has been classified as a Zone 3 seismic probability, and a 6 to 8.8 magnitude earthquake is possible. Records indicate that the last large earthquake struck the area in 1958 when a magnitude 7.9 earthquake occurred in Lituya Bay, approximately 50 mi northwest of Elfin Cove. Tsunami hazards near Elfin Cove are high due to its proximity to fault lines and the Pacific Ocean. Finally, landslides can pose a threat, as proven by a 1996 slide which damaged local infrastructure.

According to the Alaska Department of Environmental Conservation, no significant environmental remediation projects were active locally in 2010.⁶

Current Economy⁷

Elfin Cove's mixed economy is largely based on commercial and recreational fishing. Most employed residents work private sector wage positions or are self-employed. While fishing is a mainstay in Elfin Cove, employment can also be found in fisheries support services as well as transportation, service, professional, and hospitality sectors. Tourism is another important industry in Elfin Cove. In 2007, there were a total of 28 stops by small cruise ships, and private pleasure craft frequent the area. In addition, there are many sportfishing lodges and charter businesses in the area which provide a seasonal boost the local economy. However, permanent residents have noted that many of the tourism related businesses are operated by seasonal residents. Because of this, the community does not benefit to the extent it would if more tourism businesses and services were owned and operated locally.⁸ Top employers⁹ in 2010 included the Community of Elfin Cove and Elfin Cove Utility.

In 2010,¹⁰ the estimated per capita income was \$19,178 and estimated median household income was \$9,375, compared to \$15,089 and \$33,750 in 2000, respectively. However, after

⁶ Alaska Department of Environmental Conservation. (n.d.). *Contaminated Sites Program*. Retrieved August 20, 2013 from: <http://www.dec.state.ak.us/spar/csp/list.htm>.

⁷ Unless otherwise noted, all monetary data are reported in nominal values.

⁸ See footnote 4.

⁹ Alaska Department of Labor (n.d.). *Alaska Local and Regional Information Network*. Retrieved January 20, 2012 from: <http://live.laborstats.alaska.gov/alari/>.

¹⁰ U.S. Census Bureau (n.d.). Profile of selected social, economic and housing characteristics of all places within Alaska. Datasets utilized include the 2010 American Community Survey 5-year estimates. Retrieved November 1, 2011 from <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>.

accounting for inflation by converting 2000 values to 2010 dollars,¹¹ the real per capita income (\$19,842) and real median household income (\$44,381) indicate that while individual earnings remained unchanged, household earnings dropped significantly. In 2010, Elfin Cove ranked 161st of 305 communities from which per capita income was estimated, and last of 299 communities from which median household income was estimated.

Elfin Cove's small population size may have prevented the ACS from accurately portraying economic conditions.¹² A potentially more accurate understanding of per capita income is obtained through economic data compiled by the Alaska Local and Regional Information (ALARI) database maintained by the Alaska Department of Labor and Workforce Development (DOLWD). According to the ALARI database, residents earned \$112,934 in total wages in 2010.¹³ When matched with the population in 2010, the per capita income equals \$5,647, which is significantly less than the 2010 ACS estimate and suggests that caution should be used when comparing 2010 ACS and 2000 Census figures.¹⁴ In addition, community was recognized as "distressed" by the Denali Commission indicating that over 70% of residents aged 16 and older earned less than \$16,120 in 2010.¹⁵ However, it should be noted that ACS and DOLWD data are based on wage earnings and does not take into account the value of subsistence within the local economy.

According to 2006-2010 ACS estimates,¹⁶ 44.4% of residents aged 16 and older were part of the civilian labor force in 2010. In that year, unemployment was estimated at 16.7%, compared to an estimated 5.9% statewide; and an estimated 55.6% of residents lived below the poverty line, compared to an estimated 9.5% of Alaska residents overall. Of those employed, an estimated 100% worked in the private sector. It is likely that these figures overestimate the proportion of residents working in the private sector, as many self-employed according to a 2007 Community Comprehensive Plan.¹⁷

By industry, 100% of residents were estimated to work in retail trade sectors, compared to 0% in 2000. By occupation type, 100% of residents were estimated to hold sales or office positions, compared to 20% in 2000. There was significant homogenization of both sector employment and occupations held between 2000 and 2010. However, those estimates conflict with both the 2010 labor analyses conducted by the DOLWD¹⁸ and with economic conditions detailed in the 2007 Community Comprehensive Plan already mentioned.¹⁹ Because of this, it is likely that 2010 ACS estimates do not accurately reflect local employment conditions. According to DOLWD, 36.4% of employed residents worked in trade, transportation or utilities sectors; 18.2% worked in professional or business sectors; 18.2% worked in state government sectors;

¹¹ Inflation was calculated using the Anchorage Consumer Price Index for 2010 (retrieved January 5, 2012 from the Alaska Department of Labor, <http://labor.alaska.gov/research/cpi/inflationcalc.htm>).

¹² While American Community Survey (ACS) estimates can provide a good snapshot estimate for larger populations, smaller populations can be misrepresented by ACS estimates if demographic information is not collected from a representative sample of the population. This is especially problematic for Alaskan communities with small populations that have a low probability of being adequately sampled.

¹³ ALARI estimates based on wages reported for unemployment insurance purposes. Estimates do not include self-employed or federally employed residents.

¹⁴ See footnote 9.

¹⁵ Denali Commission. (2011). Distressed Community Criteria 2011 Update. Retrieved April 16, 2012 from: www.denali.gov.

¹⁶ See footnote 12.

¹⁷ See footnote 4.

¹⁸ See footnote 9.

¹⁹ See footnote 4.

and 27.3% worked in local government sectors. Again, it should be noted that DOLWD analyses did not account for self-employed residents or those employed by the federal government. Overall, there is not adequate information available to discern a trend in local employment. The 2007 Elfin Cove Comprehensive Plan²⁰ emphasized the fact that most full-time residents are self-employed, which was not reflected in either ALARI or ACS estimates. Information regarding local employment can be found in Figures 3 and 4.

Figure 3. Local Employment by Industry in 2000-2010, Elfin Cove (U.S. Census).

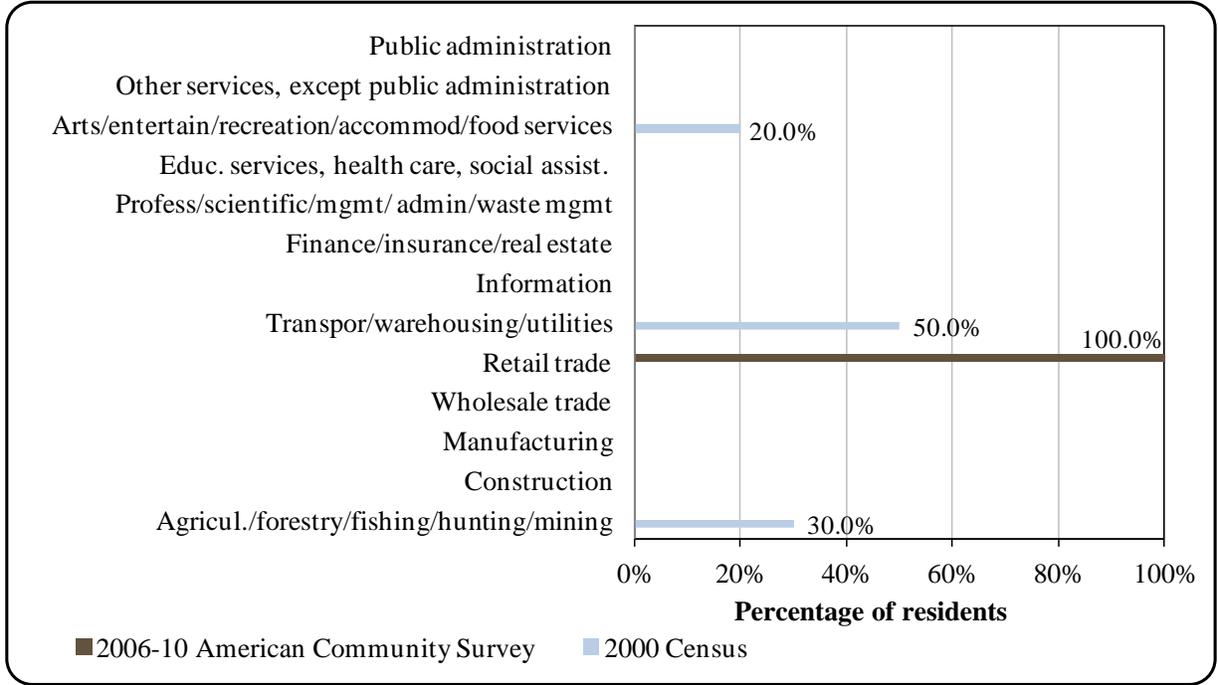
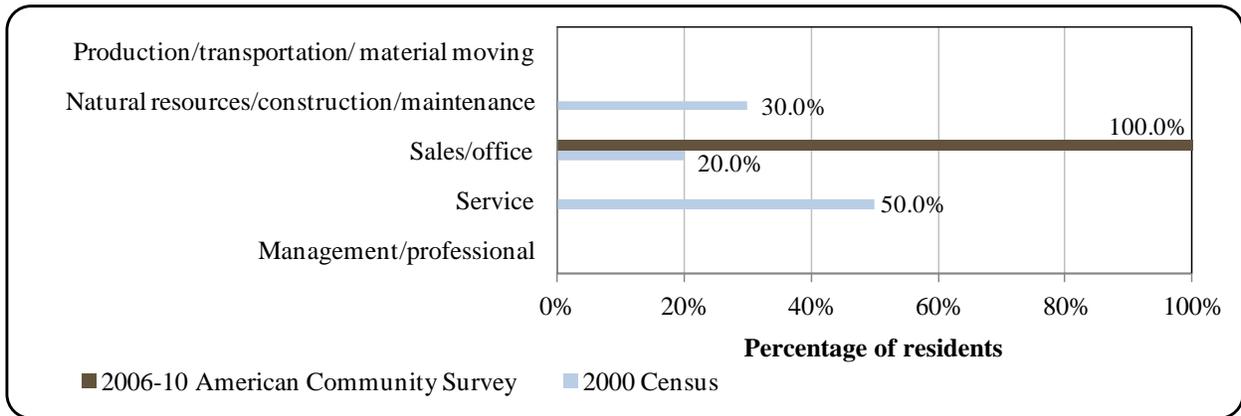


Figure 4. Local Employment by Occupation in 2000-2010, Elfin Cove (U.S. Census).



²⁰ Ibid.

Governance

Elfin Cove is an unincorporated community which is not under the jurisdiction of an organized borough. For official purposes, Elfin Cove is located in the Sitka Recording District and Hoonah-Angoon Census Area. Because of Elfin Cove’s status there are no city or borough officials in the city nor are there municipal or borough finances dispersed to the community. The local governing body is the Community of Elfin Cove. Elfin Cove received State Revenue Sharing funds until 2003 when the program ceased (Table 2).

Elfin Cove was not included in the Alaska Native Claims Settlement Act (ANCSA). As such, there is not a federally recognized Native village council, nor is there an ANCSA chartered Native village corporation. The closest National Marine Fisheries Service (NMFS) and Alaska Department of Fish and Game (ADF&G) offices are located in Juneau, 70 mi east. The closest U.S. Bureau of Citizenship and Immigration Services office is located in Ketchikan, 267 mi southeast. Information regarding municipal finances can be found in Table 2.

Table 2. Selected Municipal, State, or Federal Revenue Streams for the Community of Elfin Cove from 2000 to 2010.

Year	Total Municipal Revenue ¹	Sales Tax Revenue ²	State/Community Revenue Sharing ^{3,4}	Fisheries-Related Grants (State and Federal) ⁵
2000	n/a	n/a	\$4,170	n/a
2001	n/a	n/a	\$3,707	n/a
2002	n/a	n/a	\$3,681	n/a
2003	n/a	n/a	\$3,631	n/a
2004	n/a	n/a	-	n/a
2005	n/a	n/a	-	n/a
2006	n/a	n/a	-	n/a
2007	n/a	n/a	-	n/a
2008	n/a	n/a	-	n/a
2009	n/a	n/a	n/a	n/a
2010	n/a	n/a	n/a	n/a

¹ Alaska Department of Community and Rural Affairs. (n.d.). *Financial Documents Delivery System*. Retrieved April 15, 2011 from http://www.commerce.state.ak.us/dcra/commfin/CF_FinRec.cfm.

² Alaska Department of Community and Economic Development (n.d.). *Alaska Taxable (2000-2010)*. Retrieved April 15, 2011 from http://www.commerce.state.ak.us/dca/osa/osa_summary.cfm.

³ Alaska Department of Revenue (n.d.). *(2000-2009) Taxes and Fees Annual Report*. Retrieved April 15, 2011 from <https://www.tax.state.ak.us>.

⁴ The State Revenue Sharing program ceased in 2003 and was replaced by the Community Revenue Sharing program starting in 2009.

⁵ Alaska Department of Community and Rural Affairs. (n.d.). *Community Funding Database*. Retrieved April 15, 2011 from http://www.commerce.state.ak.us/dca/commdb/CF_Grants.htm.

Infrastructure

Connectivity and Transportation

A state-owned seaplane base is available, and is scheduled for state-funded improvements. Roundtrip airfare between Juneau and Elfin Cove in June 2012 was \$340.²¹ Moorage for 25 marine vessels is available. Skiffs are the primary means of local transportation. The state ferry lands at nearby Pelican. Freight arrives by plane or boat.²²

Facilities

Most of the homes are fully plumbed using individual surface water collection systems and septic tanks with leachfields or beach outfall. A tank holds captured spring water. Due to the geography of the area, a landfill does not exist and is not feasible. Residents currently use an unregulated refuse burn area on tidelands. Public safety is provided by state troopers based in Juneau. Fire and rescue services are provided by Elfin Cove Fire Department. Communications services include local and long distance telephone, and local television and radio. Additional facilities include the Elfin Cove museum.²³ There are six lodges operating within Elfin Cove which offer visitor accommodations, as well as Coho's Bar and Grill and the Hobbit Hole Guest House in the Inian Islands.

In a survey conducted by the AFSC in 2011, community leaders reported that there is 1,000 ft of public dock space available for permanent and transient vessel moorage. Vessels up to 150 ft long can use moorage, including rescue vessels, cruise ships, fuel barges, and vessels containing hazardous materials. Commercial fishing vessels which use Elfin Cove as a base of operation during fishing seasons are typically 60 ft long or under. Infrastructure projects completed as of 2010 included dockside electrical services, diesel power improvements, emergency response improvements, and fire department improvements. Infrastructure projects planned as of 2010 included dock improvements, new pilings, harbor dredging, broadband internet access, water and sewer pipelines, alternative energy projects, and public safety improvements. Local fisheries-related businesses and services include: fishing gear sales, boat repair, haulout facilities, small vessel (< 60 tn) tidal grid, commercial and recreational fishing vessel moorage, tackle sales, fishing lodges, boat fuel sales, fishing gear storage, seaplane service, smoked fish processor, and shipwright. In addition, there is a local carpenter, fuel dock manager, bookkeeper, storekeeper, electrical utility manager, electrical engineer, and postmaster. Residents typically go to Sitka, Hoonah, or Juneau for services unavailable locally. The number of commercial fishing vessels that stop in Elfin Cove remained unchanged between 2005 and 2010; however, there has been a decline in the amount of supplies purchased locally. There was a slight increase in the number of charter vessels; however, it is not expected to continue due to the economy and halibut restrictions. There has been an increase in visits by large pleasure craft.

²¹ Airfare was calculated using lowest fare from www.travelocity.com. (Retrieved November 22, 2011).

²² Alaska Department of Community and Rural Affairs. (n.d.). *Community Database Online*. Retrieved October 17, 2011 from http://www.commerce.state.ak.us/dca/commdb/CF_BLOCK.htm.

²³ Ibid.

Medical Services

There is no clinic located in Elfin Cove. Medical services are provided by Elfin Cove Emergency Medical Services. The closest hospital is located in Juneau.

Educational Opportunities

There are no schools located in Elfin Cove.²⁴

Involvement in North Pacific Fisheries

History and Evolution of Fisheries

Historically, commercial fishing was tied to Icy Strait, Glacier Bay, and the outer coast (including Lituya Bay). The Bartlett Cove cannery built in 1890, and Dundas Bay Cannery built in 1900 predated seafood processing in Excursion Inlet. In the 1940s, two fish traps were located in Icy Strait waters off Point Dundas and Point Gustavus. Crab and halibut fisheries were developed around the same time. The earliest report of shrimp fishing in Glacier Bay was in 1952. Salmon, halibut, crab, and shrimp fishing remained small-scale into the 1970s; however, by the 1980s fishing was intensified. In 1975 the International Pacific Halibut Commission (IPHC) reduced the halibut season from 128 days to 5 days. On opening day of halibut season in 1983, over 100 longliners were estimated to be in Glacier Bay.

During this time, the U.S. National Park Service (NPS) was reassessing its management of commercial fishing in National Parks. Friction between fishermen and the NPS intensified over an opinion in 1982 by the Interior Department Solicitor concluding that commercial fishing should not be allowed in Glacier Bay under the Alaska National Interest Lands Conservation Act (ANILCA). This was interpreted based on the prohibition of non-recreational commercial uses of wilderness areas contained under the Wilderness Act of 1964. This also created contention between the NPS and Alaska Attorney General's Office over jurisdiction of submerged lands and authority to regulate commercial fishing in park waters. Alaska's Attorney General argued that submerged lands had been transferred to the state under the Alaska Statehood Act; a claim which was rejected by the Interior Department.

Proposed rules outlining the closure of Glacier Bay to commercial fishing was submitted to the Federal Register by the NPS in 1983. Commercial fishermen argued that the proposed rules were arbitrarily targeting commercial vessels, as sportfishing was not included and the regulations initially proposed by the NPS were ultimately abandoned under political pressure. Negotiations began between the NPS, commercial fishing industry, environmental interests, and other interested parties over new regulations. It was the goal of the NPS to come to an agreement with stakeholders over which areas to exclude from the proposed wilderness area. While consensus was never reached, the negotiations did produce a foundation for the NPS's wilderness recommendation. However, regulations established that same year by the Redwood National Park Act of 1978 prohibiting commercial fishing in National Parks went unnoticed and un-contested by most NPS and Alaska officials. Although then Interior Department Solicitor Roy Spadley Jr. claimed that regulations did not apply to Glacier Bay, NPS officials were skeptical.

²⁴ Alaska Department of Education and Early Development. (2012). *Statistics and Reports*. Retrieved April 24, 2012 from <http://eed.alaska.gov/stats/>.

By the late 1980s, the NPS was facing intense scrutiny by both Alaska's congressional delegation and the Reagan administration over ANILCA and humpback whale protection measures limiting vessel entrance into Glacier Bay. At that time, commercial fishing had grown to the point that the NPS felt conditions were threatening their mandate to preserve the park as an ecological reserve. In addition, defunding by congress made it difficult for the agency to fulfill its mandates while addressing the interests of stakeholders. In 1988, the NPS completed the wilderness recommendation Environmental Impact Statement (EIS) and presented it for public comment. The chosen recommendation favored a phased termination of commercial fishing for NPS waters. This was influenced by the NPS's waning political capital and the endless political difficulties and litigation that would likely result from the complex management approach born from negotiations in 1983. By 1989, residents of Hoonah were pursuing subsistence fishing rights in Glacier Bay; a tactic which non-Native fishermen from Gustavus, Hoonah, Elfin Cove, and Pelican would attempt as well. In 1990, it was decided that commercial fishing would be phased out in Glacier Bay and ending on December 31, 1997. The phase-out was implemented to lessen the economic impact on communities dependent on fisheries within the park. However, traditional and accustomed subsistence practices were still allowed within the park under ANILCA, as on all federal lands and navigable waters.²⁵

The waters of Cross Sound and Icy Strait contain substantial fishery resources. Commercial fisheries in the Elfin Cove area are mostly salmon hand and power troll fisheries, with peak season running late June through September. Other fisheries include longline halibut, sablefish and other groundfish. Elfin Cove is located near a heavily traveled passage to and from the Gulf of Alaska (GOA), making it a popular location for passing vessels to stop.²⁶

In a survey conducted by the AFSC in 2011, community leaders reported that Elfin Cove participates in the fisheries management process in Alaska through a representative who sits on regional fisheries advisory and/or working groups run by ADF&G. In addition, the community participates through its support of Southeast Conference as well as relies on regional organizations for advocacy. Finally, Elfin Cove is eligible for participation in the Community Quota Entity (CQE) program and is represented by the Elfin Cove Community Quota Entity. However, as of Fall 2013, the CQE non-profit had not yet acquired commercial halibut Individual Fishing Quota (IFQ), halibut charter permits, or non-trawl groundfish License Limitation Program permits for lease to eligible community members.²⁷

The impetus for the CQE program followed the implementation of the halibut and sablefish Individual Fishing Quota (IFQ) program in 1995. The IFQ program restructured fixed gear halibut and sablefish fisheries into a catch share program which issued transferable quota shares that allocated and apportionment of the annual Total Allowable Catch to eligible vessels and processors. Although the IFQ program resulted in many benefits to fishermen, processors, and support businesses, and unintended consequence was that many quota holders in smaller Alaskan communities either transferred quota outside the community or moved out themselves. In addition, as quota became increasingly valuable, entry into halibut or sablefish fisheries became difficult. In many cases, it was more profitable for small-scale operators to sell or lease

²⁵ Catton, T. (1993). *Glacier Bay Administrative History*. Retrieved May 25, 2012 from: <http://www.gustavushistory.org/articles/booksnarticles.aspx>.

²⁶ Community of Elfin Cove Non-profit Corporation; Southeast Strategies; and Glenn Gray and Associates. (2007). *Elfin Cove Community Plan*. Retrieved March 27, 2012 from: <http://www.commerce.state.ak.us/dca/plans/ElfinCove-CP-2007.pdf>.

²⁷ NOAA Fisheries. (2013). Community Quota and License Programs and Community Quota Entities. Retrieved October 30, 2013 from <http://alaskafisheries.noaa.gov/ram/cqp.htm>.

their quota rather than fish it due to low profit margins and high quota value. These factors lead decreased participation in communities traditionally dependent on the halibut or sablefish fisheries. To address this issue, the North Pacific Fishery Management Council implemented the CQE program in 2005. Under the program, eligible communities could form a non-profit corporation to purchase and manage quota share on their behalf.²⁸

Elfin Cove is located in Federal Reporting Area 659, International Pacific Halibut Commission (IPHC) Regulatory Area 2C, and the Eastern GOA Sablefish Regulatory District.

Processing Plants

According to ADF&G's 2010 Intent to Operate list, there was one shore-based processor in Elfin Cove in 2010. Patti's FP Smokers is a small processing facility that began operating in 1996. The owner buys between 30 and 35 fish a week and only from fisherman that are close friends.²⁹ In addition to the one shore side fish processor, there were nine fish buyers based in Elfin Cove in 2010.

Fisheries-Related Revenue

Between 2000 and 2010, Elfin Cove did not collect or receive any fisheries-related revenue (Table 3).

Commercial Fishing

In a survey conducted by the AFSC in 2011, community leaders reported that salmon seasons typically run from January through December, halibut and sablefish run typically from March through November, and lingcod run typically in May. Gear types generally used by residents include pots, longline, purse seines, troll, and dinglebar.

In 2010, 28 residents, held 28 permits issued by the Commercial Fisheries Entry Commission (CFEC), compared to 31 and 58 in 2000, respectively. Again, it should be noted that Elfin Cove's population is highly seasonal, which likely accounts for discrepancies between the number of resident CFEC permit holders and 2000 Decennial Census calculated population. Fisheries prosecuted in 2010 by residents of Elfin Cove included: statewide longline halibut and sablefish, statewide dinglebar troll lingcod, statewide hand troll salmon, and statewide power troll salmon.³⁰ Of the CFEC permits issued in 2010, 63% were for salmon, compared to 60% in 2000; 2% were for groundfish, compared to 9% in 2000; 4% were for sablefish, compared to 5% in 2000; 27% were for halibut, compared to 21% in 2000; 2% were for crab, compared to 5% in 2000; and 2% were for shellfish, compared to 0% in 2000. In addition, eight residents held nine License Limitation Program (LLP) groundfish permits and four residents held four Federal

²⁸ North Pacific Fishery Management Council (2010). *Review of the Community Quota Entity (CQE) Program under the Halibut/Sablefish IFQ Program*. Retrieved October 23, 2012 from: <http://www.fakr.noaa.gov/npfmc/PDFdocuments/halibut/CQEREport210.pdf>

²⁹ This information is based on the results of a processing plant survey conducted by the Alaska Fisheries Science Center in 2011.

³⁰ Alaska Commercial Fisheries Entry Commission. (2011). *Alaska commercial fishing permits, permit holders, and vessel licenses, 2000 – 2010*. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

Fisheries Permits (FFP). In 2010, 12 account holders, or 60% of the 2010 Decennial Census calculated population, held 826,634 shares of halibut quota and 2 account holders held 533,480 shares of sablefish quota. No residents held crab quota share between 2010 and when the program began. The amount of locally held halibut and sablefish quota increased steadily between 2000 and 2010, with shares of both peaking in 2009.

There were 11 residents, or 55% of the 2010 Census calculated population, who held commercial crew licenses in 2010, compared to 18 in 2000. In addition, residents held majority ownership of 25 vessels, compared to 53 in 2000. In that year, 67% of permits held were fished, compared to 60% in 2000. This varied by fishery from 100% of groundfish, halibut, and sablefish permits fished, to 43% of salmon and 0% of crab and other shellfish.

In 2010, a total of 5,543 lb of fish were landed in Elfin Cove, valued at \$6,236 ex-vessel. This represented a significant decrease from 2005 when landings peaked at 23,402 lb valued at \$58,943 ex-vessel. Of the 67 Alaskan communities reporting landings, Elfin Cove ranked 62nd in terms of pounds landed and 66th in terms of total ex-vessel value of landings.

By fishery, all landings in Elfin Cove were considered confidential in 2010 with the exception of salmon. In that year, 4,543 lb were landed valued at \$4,356 ex-vessel, compared to 17,411 lb valued at \$35,853 in 2004; a decrease of \$1.76 per pound landed after accounting for inflation³¹ and without considering the species composition of fish landed. Salmon prices in Elfin Cove were at their lowest in 2009 at \$0.53 per pound landed ex-vessel after accounting for inflation³² and without considering the species composition landed. In addition, when ex-vessel revenues from landings in Elfin Cove peaked in 2005, only a small fraction was from salmon. Non-confidential landings by residents of Elfin Cove in 2010 included halibut, salmon, and “other” groundfish. In that year, residents landed 325,965 lb of salmon valued at \$558.830 ex-vessel, compared to 777,557 lb valued at \$515,766 in 2000; an increase of \$0.80 per pound overall after accounting for inflation³³ and without considering the species composition of landings. Also in that year, 58,835 lb of halibut were landed valued at \$282,367, compared to 82,891 lb valued at \$217,781 in 2000; an increase of \$1.19 per pound overall after accounting for inflation.³⁴ Finally, 17,933 lb of other groundfish were landed valued at \$30,271 total, compared to 18,827 lb valued at \$16,349 in 2000. Further information regarding commercial fishing trends can be found in Tables 4 through 10.

³¹ Inflation calculated using the 2010 Producer Price Index for unprocessed and packaged fish, Bureau of Labor Statistics, <http://www.bls.gov/ppi/#data>.

³² Ibid.

³³ Ibid.

³⁴ Ibid.

Table 3. Known Fisheries-Related Revenue (in U.S. Dollars) Received by the Community of Elfin Cove: 2000-2010.

Revenue source	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Raw fish tax ¹	n/a										
Shared Fisheries Business Tax ¹	n/a										
Fisheries Resource Landing Tax ¹	n/a										
Fuel transfer tax ²	n/a										
Extraterritorial fish tax ²	n/a										
Bulk fuel transfers ¹	n/a										
Boat hauls ²	n/a										
Harbor usage ²	n/a										
Port/dock usage ²	n/a										
Fishing gear storage on public land ³	n/a										
Marine fuel sales tax ³	n/a										
<i>Total fisheries-related revenue⁴</i>	<i>n/a</i>										
<i>Total municipal revenue⁵</i>	<i>n/a</i>										

Note: n/a indicates that no data were reported for that year.

¹ Alaska Department of Community and Economic Development (n.d.) *Alaska Taxable (2000-2010)*. Retrieved April 15, 2011 from http://www.commerce.state.ak.us/dca/osa/osa_summary.cfm.

² Alaska Department of Community and Rural Affairs. (n.d.) *Financial Documents Delivery System*. Retrieved April 15, 2011 at http://www.commerce.state.ak.us/dcra/commfin/CF_FinRec.cfm.

³ Reported by community leaders in a survey conducted by the AFSC in 2011.

⁴ Total fisheries related revenue represents a sum of all known revenue sources in the previous rows.

⁵ Total municipal revenue represents the total revenue that the city reports each year in its municipal budget. Alaska Department of Community and Rural Affairs. (n.d.) *Financial Documents Delivery System*. Retrieved April 15, 2011 at http://www.commerce.state.ak.us/dcra/commfin/CF_FinRec.cfm.

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Table 4. Permits and Permit Holders by Species, Elfin Cove: 2000-2010.

Species		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Groundfish (LLP) ¹	Total permits	9	9	9	9	9	8	9	9	9	9	9
	Active permits	1	1	0	1	1	2	0	1	0	0	0
	% of permits fished	11%	11%	0%	11%	11%	25%	0%	11%	0%	0%	0%
	Total permit holders	8	8	8	8	8	7	8	8	8	8	8
Crab (LLP) ¹	Total permits	0	0	0	0	0	0	0	0	0	0	0
	Active permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	n/a										
	Total permit holders	0	0	0	0	0	0	0	0	0	0	0
Federal Fisheries Permits ¹	Total permits	4	4	4	3	3	3	3	4	4	4	4
	Fished permits	0	0	0	2	1	2	2	2	2	2	2
	% of permits fished	0%	0%	0%	67%	33%	67%	67%	50%	50%	50%	50%
	Total permit holders	4	4	4	3	3	3	3	4	4	4	4
Crab (CFEC) ²	Total permits	3	2	2	2	2	2	2	2	2	2	1
	Fished permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
	Total permit holders	1	1	1	1	1	1	1	1	1	1	1
Other shellfish (CFEC) ²	Total permits	0	0	0	0	0	0	0	0	0	0	1
	Fished permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	n/a	0%									
	Total permit holders	0	0	0	0	0	0	0	0	0	0	1
Halibut (CFEC) ²	Total permits	12	10	9	8	13	14	14	13	13	12	13
	Fished permits	9	7	5	6	11	12	12	11	12	11	13
	% of permits fished	75%	70%	56%	75%	85%	86%	86%	85%	92%	92%	100%
	Total permit holders	12	10	9	8	13	14	14	13	13	12	13
Herring (CFEC) ²	Total permits	0	0	0	0	0	0	0	0	0	0	0
	Fished permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	n/a										
	Total permit holders	0	0	0	0	0	0	0	0	0	0	0

Table 4 cont'd. Permits and Permit Holders by Species, Elfin Cove: 2000-2010.

Species		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Sablefish (CFEC) ²	Total permits	3	3	3	3	3	3	2	2	2	2	2
	Fished permits	3	3	3	3	3	2	2	2	2	2	2
	% of permits fished	100%	100%	100%	100%	100%	67%	100%	100%	100%	100%	100%
	Total permit holders	3	3	3	3	3	3	2	2	2	2	2
Groundfish (CFEC) ²	Total permits	5	5	2	2	3	2	2	2	4	2	1
	Fished permits	2	2	0	0	0	0	0	0	2	1	1
	% of permits fished	40%	40%	0%	0%	0%	0%	0%	0%	50%	50%	100%
	Total permit holders	3	3	1	1	2	1	1	1	1	2	1
Other Finfish (CFEC) ²	Total permits	0	0	0	0	0	0	0	0	0	0	0
	Fished permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	n/a										
	Total permit holders	0	0	0	0	0	0	0	0	0	0	0
Salmon (CFEC) ²	Total permits	35	31	30	29	28	28	29	28	27	27	30
	Fished permits	21	20	18	15	17	16	16	13	13	15	16
	% of permits fished	60%	65%	60%	52%	61%	57%	55%	46%	48%	56%	53%
	Total permit holders	29	26	25	24	23	23	23	22	21	21	23
<i>Total CFEC Permits²</i>	<i>Permits</i>	<i>58</i>	<i>51</i>	<i>46</i>	<i>44</i>	<i>49</i>	<i>49</i>	<i>49</i>	<i>47</i>	<i>48</i>	<i>45</i>	<i>48</i>
	<i>Fished permits</i>	<i>35</i>	<i>32</i>	<i>26</i>	<i>24</i>	<i>31</i>	<i>30</i>	<i>30</i>	<i>26</i>	<i>29</i>	<i>29</i>	<i>32</i>
	<i>% of permits fished</i>	<i>60%</i>	<i>63%</i>	<i>57%</i>	<i>55%</i>	<i>63%</i>	<i>61%</i>	<i>61%</i>	<i>55%</i>	<i>60%</i>	<i>64%</i>	<i>67%</i>
	<i>Permit holders</i>	<i>31</i>	<i>28</i>	<i>27</i>	<i>26</i>	<i>29</i>	<i>29</i>	<i>29</i>	<i>27</i>	<i>28</i>	<i>26</i>	<i>28</i>

¹ National Marine Fisheries Service. 2011. Data on License Limitation Program, Alaska Federal Processor Permits (FPP), Federal Fisheries Permits (FFP), and Permit holders. NMFS Alaska Regional Office. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

² Alaska Commercial Fisheries Entry Commission. 2011. Alaska commercial fishing permits, permit holders, and vessel licenses, 2000 – 2010. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

Table 5. Characteristics of the Commercial Fishing Sector in Elfin Cove: 2000-2010.

Year	Crew License Holders ¹	Count Of All Fish Buyers ²	Count Of Shore-Side Processing Facilities ³	Vessels Primarily Owned By Residents ⁴	Vessels Homeported ⁴	Vessels Landing Catch In Elfin Cove ²	Total Net Lb Landed In Elfin Cove ^{2,5}	Total Ex-Vessel Value Of Landings In Elfin Cove ^{2,5}
2000	18	0	1	53	47	0	0	\$0
2001	16	0	1	53	49	0	0	\$0
2002	11	1	2	52	51	1	--	--
2003	10	0	1	52	52	0	0	\$0
2004	19	6	1	50	54	24	17,411	\$35,853
2005	12	5	1	26	26	10	23,402	\$58,953
2006	13	5	1	26	27	7	13,605	\$13,286
2007	8	4	1	27	29	5	15,833	\$7,838
2008	8	11	1	25	31	13	15,836	\$27,537
2009	11	7	1	22	29	9	11,436	\$5,766
2010	11	9	1	25	27	9	5,543	\$6,236

Note: Cells showing "--" indicate that the data are considered confidential.

¹ Alaska Department of Fish and Game. 2011. Alaska sport fish and crew license holders, 2000 – 2010. ADF&G Division of Administrative Services. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

² Alaska Department of Fish and Game, and Alaska Commercial Fisheries Entry Commission. 2011. Alaska fish ticket data. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

³ Alaska Department of Fish and Game. (2011). *Data on Alaska fish processors*. ADF&G Division of Commercial Fisheries. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

⁴ Alaska Commercial Fisheries Entry Commission. 2011. Alaska commercial fishing permits, permit holders, and vessel licenses, 2000 – 2010. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

⁵ Totals only represent non-confidential data.

Table 6. Halibut Catch Share Program Participation by Residents of Elfin Cove: 2000-2010.

Year	Number of Halibut Quota Share Account Holders	Halibut Quota Shares Held	Halibut IFQ Allotment (lb)
2000	12	602,016	71,588
2001	11	551,823	73,550
2002	11	611,451	82,054
2003	11	611,451	82,044
2004	12	718,804	116,392
2005	12	718,804	120,319
2006	13	768,096	126,408
2007	13	768,096	109,454
2008	11	452,058	49,800
2009	12	826,624	78,037
2010	12	826,624	69,725

Source: National Marine Fisheries Service. 2011. Alaska Individual Fishing Quota (IFQ) permit data. NMFS Alaska Regional Office. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

Table 7. Sablefish Catch Share Program Participation by Residents of Elfin Cove: 2000-2010.

Year	Number of Sablefish Quota Share Account Holders	Sablefish Quota Shares Held	Sablefish IFQ Allotment (lb)
2000	6	351,964	41,011
2001	6	351,964	38,763
2002	5	351,876	37,002
2003	5	351,876	41,108
2004	5	351,876	43,602
2005	4	351,857	41,409
2006	3	377,601	44,314
2007	2	484,766	54,469
2008	1	87,939	9,441
2009	2	533,480	48,844
2010	2	533,480	45,891

Source: National Marine Fisheries Service. 2011. Alaska Individual Fishing Quota (IFQ) permit data. NMFS Alaska Regional Office. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

Table 8. Bering Sea and Aleutian Island Crab Catch Share Program Participation by Residents of Elfin Cove: 2000-2010.

Year	Number of Crab Quota Share Account Holders	Crab Quota Shares Held	Crab IFQ Allotment (lb)
2005	0	0	0
2006	0	0	0
2007	0	0	0
2008	0	0	0
2009	0	0	0
2010	0	0	0

Source: National Marine Fisheries Service. 2011. Alaska Individual Fishing Quota (IFQ) permit data. NMFS Alaska Regional Office. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

Table 9. Landed Pounds and Ex-vessel Revenue, by Species, in Elfin Cove: 2000-2010.

	<i>Total Net Pounds¹</i>										
	<i>2000</i>	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Crab	0	0	0	0	0	0	0	0	0	0	0
Finfish	0	0	--	0	--	--	--	--	--	--	--
Halibut	0	0	--	0	--	--	--	--	--	--	--
Herring	0	0	--	0	--	--	--	--	--	--	--
Other Groundfish	0	0	--	0	--	--	--	--	--	--	--
Other Shellfish	0	0	--	0	--	--	--	--	--	--	--
Pacific Cod	0	0	--	0	--	--	--	--	--	--	--
Pollock	0	0	--	0	--	--	--	--	--	--	--
Sablefish	0	0	--	0	--	--	--	--	--	--	--
Salmon	0	0	--	0	17,411	5,040	13,605	15,833	11,299	11,150	4,543
<i>Total²</i>	<i>0</i>	<i>0</i>	<i>--</i>	<i>0</i>	<i>17,411</i>	<i>5,040</i>	<i>13,605</i>	<i>15,833</i>	<i>11,299</i>	<i>11,150</i>	<i>4,543</i>
	<i>Ex-vessel Value (nominal U.S. dollars)</i>										
	<i>2000</i>	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Crab	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Finfish	\$0	\$0	--	\$0	--	--	--	--	--	--	--
Halibut	\$0	\$0	--	\$0	--	--	--	--	--	--	--
Herring	\$0	\$0	--	\$0	--	--	--	--	--	--	--
Other Groundfish	\$0	\$0	--	\$0	--	--	--	--	--	--	--
Other Shellfish	\$0	\$0	--	\$0	--	--	--	--	--	--	--
Pacific Cod	\$0	\$0	--	\$0	--	--	--	--	--	--	--
Pollock	\$0	\$0	--	\$0	--	--	--	--	--	--	--
Sablefish	\$0	\$0	--	\$0	--	--	--	--	--	--	--
Salmon	\$0	\$0	--	\$0	\$35,853	\$3,591	\$13,286	\$7,838	\$15,512	\$5,480	\$4,356
<i>Total²</i>	<i>\$0</i>	<i>\$0</i>	<i>--</i>	<i>\$0</i>	<i>\$35,853</i>	<i>\$3,591</i>	<i>\$13,286</i>	<i>\$7,838</i>	<i>\$15,512</i>	<i>\$5,480</i>	<i>\$4,356</i>

Note: Cells showing "--" indicate that the data are considered confidential.

Source: Alaska Department of Fish and Game, and Alaska Commercial Fisheries Entry Commission. 2011. Alaska fish ticket data. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

¹ Net lb refers to the landed weight recorded in fish tickets.

² Totals only represent non-confidential data.

Table 10. Landed Pounds and Ex-vessel Revenue, by Species, by Elfin Cove Residents: 2000-2010.

	<i>Total Net Pounds¹</i>										
	<i>2000</i>	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Crab	--	--	--	--	--	--	--	--	--	--	--
Finfish	--	--	--	--	--	--	--	--	--	--	--
Halibut	82,891	77,766	88,257	58,667	101,798	111,773	100,121	84,763	64,760	55,487	58,835
Herring	--	--	--	--	--	--	--	--	--	--	--
Other Groundfish	18,827	26,274	11,458	1,376	2,604	3,208	3,777	5,071	23,776	14,672	17,933
Other Shellfish	--	--	--	--	--	--	--	--	--	--	--
Pacific Cod	--	--	--	--	--	--	--	--	--	--	--
Pollock	--	--	--	--	--	--	--	--	--	--	--
Sablefish	31,110	--	--	--	--	--	--	--	--	--	--
Salmon	777,557	998,165	632,797	758,168	509,135	420,710	357,576	345,669	195,716	255,703	325,964
<i>Total²</i>	<i>910,385</i>	<i>1,102,205</i>	<i>732,512</i>	<i>818,211</i>	<i>613,537</i>	<i>535,691</i>	<i>461,474</i>	<i>435,503</i>	<i>284,252</i>	<i>325,862</i>	<i>402,732</i>
	<i>Ex-vessel Value (nominal U.S. dollars)</i>										
	<i>2000</i>	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Crab	--	--	--	--	--	--	--	--	--	--	--
Finfish	--	--	--	--	--	--	--	--	--	--	--
Halibut	\$217,781	\$151,753	\$189,680	\$172,259	\$304,293	\$338,173	\$377,799	\$370,151	\$281,346	\$166,485	\$282,367
Herring	--	--	--	--	--	--	--	--	--	--	--
Other Groundfish	\$16,349	\$27,422	\$4,656	\$766	\$1,141	\$1,868	\$1,752	\$2,793	\$34,591	\$13,364	\$30,271
Other Shellfish	--	--	--	--	--	--	--	--	--	--	--
Pacific Cod	--	--	--	--	--	--	--	--	--	--	--
Pollock	--	--	--	--	--	--	--	--	--	--	--
Sablefish	\$120,404	--	--	--	--	--	--	--	--	--	--
Salmon	\$515,766	\$652,880	\$440,256	\$412,339	\$661,222	\$534,494	\$732,185	\$525,240	\$491,566	\$366,277	\$558,830
<i>Total²</i>	<i>\$870,300</i>	<i>\$832,056</i>	<i>\$634,592</i>	<i>\$585,363</i>	<i>\$966,656</i>	<i>\$874,536</i>	<i>\$1,111,736</i>	<i>\$898,185</i>	<i>\$807,503</i>	<i>\$546,126</i>	<i>\$871,468</i>

Note: Cells showing "--" indicate that the data are considered confidential.

Source: Alaska Department of Fish and Game, and Alaska Commercial Fisheries Entry Commission. 2011. Alaska fish ticket data. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

¹ Net lb refers to the landed weight recorded in fish tickets.

² Totals only represent non-confidential data.

Recreational Fishing

Sportfishing makes up a large portion of Elfin Cove's seasonal economy. Many lodges in the area offer accommodations, meals, tours, and charter fishing. A 2005 study by the University of Alaska's Institute of Social and Economic Research reports that Elfin Cove area lodges served about 1,500 clients and earned between \$4.5 to \$5.2 million in that year.³⁵ In addition, there are several bed and breakfasts and guest houses located in the area, which help support the local sportfishing economy. In 2010, there were seven registered sport fish guide businesses active, compared to seven in 2000. Twelve sport fish guide licenses were issued that year, compared to nine in 2000. In addition, there were a total of 18 licensed charter operators in Elfin Cove. The number of active sport fish guide business registered in Elfin Cove peaked in 2001 at 10. In 2010, charter vessels harvested 864 Chinook salmon, 3,739 coho salmon, 2,349 halibut, 182 lingcod, 5,961 rockfish, 5 sockeye salmon, and 971 "other" salmon.

In 2010, 25 sportfishing licenses were sold to residents, compared to 53 in 2000. In addition, 1,100 sportfishing licenses were sold in the community, compared to 899 in 2000. Local sales of sportfishing licenses peaked in 2008 at 1,433 (Table 11).

Elfin Cove is located in the Glacier Bay ADF&G Harvest Survey Area which includes all waters of Alaska, including drainages, south of Cape Fairweather to and including Chichagof drainages into Icy Strait and Cross Sound, west of Point Couverden and the Haines Borough boundary. In 2010, there were at total of 29,025 saltwater angler days fished and 2,990 freshwater angler days fished, compared to 38,126 and 3,249 in 2000, respectively. In that year, non-Alaska residents accounted for 80.4% of saltwater angler days fished, compared to 57.8% in 2000. In addition, non-Alaska residents accounted for 78.5% of freshwater angler days fished, compared to 37.9% in 2000. According to ADF&G Harvest Survey data,³⁶ local private anglers target king, coho, pink, and chum salmon, Dolly Varden char, cutthroat trout, Pacific halibut, rockfish, lingcod, Dungeness crab, Tanner crab, and shrimp.

In a survey conducted by the AFSC in 2011, community leaders reported that recreational fishermen on private vessels target all five species of Pacific salmon, halibut, rockfish, crab, sablefish, shrimp, clams, salmon shark, lingcod, and Pacific cod. Sportfishing is typically done by charter boats, resident and non-resident owned private boat, and by shore. Information regarding sportfishing trends can be found in Table 11.

³⁵ Dugan, D., G. Fay, and S. Colt (2006). *Nature-Based Tourism in Southeast Alaska: Results from 2005 and 2006 Field Study*. Anchorage: University of Alaska Anchorage, Institute of Social and Economic Research and Eco-Systems. Retrieved December 5, 2012 from <http://www.docstoc.com/docs/53871219/Nature-Based-Tourism-in-Southeast-Alaska-Results-from-2>.

³⁶ Alaska Department of Fish and Game. (2011). Alaska Sportfishing Survey results, 2000 – 2010. ADF&G Division of Sport Fish, Alaska Statewide Harvest Survey project. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. <http://www.adfg.alaska.gov/sf/sportfishingsurvey/> (Accessed September 2011).

Table 11. Sport Fishing Trends, Elfin Cove: 2000-2010.

Year	Active Sport Fish Guide Businesses ¹	Sport Fish Guide Licenses ¹	Sport Fishing Licenses Sold to Residents ²	Sport Fishing Licenses Sold in Elfin Cove ²
2000	7	9	53	899
2001	10	9	31	923
2002	6	13	49	1,069
2003	7	11	41	905
2004	7	14	40	1,268
2005	9	16	44	1,043
2006	8	12	36	1,403
2007	9	14	25	1,433
2008	8	12	22	1,293
2009	8	13	19	970
2010	7	12	25	1,100

Year	Saltwater		Freshwater	
	Angler Days Fished – Non-residents ³	Angler Days Fished – Alaska Residents ³	Angler Days Fished – Non-residents ³	Angler Days Fished – Alaska Residents ³
2000	22,025	16,101	1,231	2,018
2001	20,935	18,028	1,991	1,512
2002	19,213	9,293	1,868	1,305
2003	17,403	14,706	651	1,464
2004	28,202	9,304	1,434	810
2005	30,641	16,832	1,264	1,076
2006	29,274	10,514	988	1,658
2007	33,057	14,365	1,860	3,323
2008	30,119	7,061	1,550	1,421
2009	29,042	9,744	1,253	1,118
2010	23,338	5,687	2,347	643

¹ Alaska Department of Fish and Game. 2011. Alaska sport fish guide licenses and businesses, 2000 – 2010. ADF&G Division of Administrative Services. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

² Alaska Department of Fish and Game. 2011. Alaska sport fish and crew license holders, 2000 – 2010. ADF&G Division of Administrative Services. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

³ Alaska Department of Fish and Game. 2011. Alaska Sport Fishing Survey results, 2000 – 2010. ADF&G Division of Sport Fish, Alaska Statewide Harvest Survey project. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. <http://www.adfg.alaska.gov/sf/sportfishingsurvey/> (Accessed September 2011).

Subsistence Fishing

Subsistence resources are important to permanent residents of Elfin Cove although the community does have opportunities for wage employment and access to general provisions. While not as dependent as some rural subsistence-based communities, residents of Elfin Cove participate in subsistence activities to help supplement both diet and income. Subsistence is part of the local culture as year-round residents take pride in the fact that they remain in the community following the commercial fishing and tourism seasons.³⁷ In a survey conducted by the AFSC in 2011, community leaders reported that the three most important subsistence resources harvested by residents include halibut, deer, and shrimp.

Data regarding subsistence participation is limited. No information is available regarding subsistence participation by household or per capita subsistence harvest. Historically, few salmon harvests are reported by residents according to ADF&G records (Table 13). Between 2000 and 2010, residents reported harvesting 137 sockeye salmon, 14 pink salmon, 44 chum salmon, and 4 Chinook salmon. In 2008, six residents, or 30.0% of the population, held subsistence salmon permits. In 2000, eight residents, or 25.0% of the population, reported harvesting 54 salmon. That was also the year that reported salmon harvests peaked.

On the other hand, a significant portion of the population (14 residents) held Subsistence Halibut Registration Certificates (SHARC) in 2010. In that year, 5 SHARC holders reported harvests of 680 lb of halibut, compared to 858 harvested with 6 SHARC in 2003. Subsistence halibut harvests peaked in 2004 at 2,308 lb. No information is available regarding marine invertebrates, other fish or marine mammal harvests. Information regarding subsistence trends can be found in Tables 12 through 15.

Additional Information

In a survey conducted by the AFSC in 2011, community leaders expressed several concerns regarding their local fisheries-based economy. When questioned on challenges facing the portion of Elfin Cove's economy based on fishing, leaders stated that the current regulatory and economic environment is hostile to local businesses. In addition, a lack of key infrastructure including an ice machine, local fish buyer, and freight handler all increase local operating costs. There is also a lack of fisheries-related tax revenue coming into the community.

When questioned on the impacts that fisheries policies or management actions have had on Elfin Cove, leaders expressed that most actions have made it more difficult for businesses to be competitive. Specifically halibut restrictions, enforcement, and environmental regulations have created burdens which have not been offset by revenue increases.

When questioned on past or current fisheries policies or management actions that have affected Elfin Cove the most, leaders said that the implementation of quota systems resulted in increased competition for local resources from outside the community. In addition, limitations on charter halibut landings are putting strain on local charter businesses.

Overall, community leaders expressed that fisheries policy and management needs to take into account impacts on local economies, in addition to businesses. The community's economy is distressed and there is not enough support to meet management and policy requirements.

³⁷ Community of Elfin Cove Non-profit Corporation; Southeast Strategies; and Glenn Gray and Associates. (2007). *Elfin Cove Community Plan*. Retrieved March 27, 2012 from: <http://www.commerce.state.ak.us/dca/plans/ElfinCove-CP-2007.pdf>.

Table 12. Subsistence Participation by Household and Species, Elfin Cove: 2000-2010.

Year	% Households Participating in Salmon Subsistence	% Households Participating in Halibut Subsistence	% Households Participating in Marine Mammal Subsistence	% Households Participating in Marine Invertebrate Subsistence	% Households Participating in Non-Salmon Fish Subsistence	Per Capita Subsistence Harvest (pounds)
2000	n/a	n/a	n/a	n/a	n/a	n/a
2001	n/a	n/a	n/a	n/a	n/a	n/a
2002	n/a	n/a	n/a	n/a	n/a	n/a
2003	n/a	n/a	n/a	n/a	n/a	n/a
2004	n/a	n/a	n/a	n/a	n/a	n/a
2005	n/a	n/a	n/a	n/a	n/a	n/a
2006	n/a	n/a	n/a	n/a	n/a	n/a
2007	n/a	n/a	n/a	n/a	n/a	n/a
2008	n/a	n/a	n/a	n/a	n/a	n/a
2009	n/a	n/a	n/a	n/a	n/a	n/a
2010	n/a	n/a	n/a	n/a	n/a	n/a

Note: n/a indicates that no data were reported for that year.

Source: Alaska Department of Fish and Game. 2011. Community Subsistence Information System (CSIS). ADF&G Division of Subsistence. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. <http://www.adfg.alaska.gov/sb/CSIS/> (Accessed February 2011).

Table 13. Subsistence Fishing Participation for Salmon, Marine Invertebrates, and Non-Salmon Fish, Elfin Cove: 2000-2010.

Year	Subsistence Salmon Permits Issued ¹	Salmon Permits Returned ¹	Chinook Salmon Harvested ¹	Chum Salmon Harvested ¹	Coho Salmon Harvested ¹	Pink Salmon Harvested ¹	Sockeye Salmon Harvested ¹	Lb of Marine Inverts ²	Lb of Non-Salmon Fish ²
2000	8	8	n/a	8	4	n/a	42	n/a	n/a
2001	10	10	4	2	n/a	4	32	n/a	n/a
2002	10	10	n/a	n/a	10	n/a	30	n/a	n/a
2003	4	4	n/a	n/a	4	n/a	20	n/a	n/a
2004	3	3	n/a	n/a	n/a	n/a	2	n/a	n/a
2005	2	2	n/a	n/a	n/a	10	1	n/a	n/a
2006	2	2	n/a	n/a	n/a	n/a	10	n/a	n/a
2007	1	1	n/a	34	n/a	n/a	n/a	n/a	n/a
2008	6	5	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2009	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2010	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Note: n/a indicates that no data were reported for that year.

¹ Fall, J.A., C. Brown, N. Braem, J.J. Simon, W.E. Simeone, D.L. Holen, L. Naves, L. Hutchinson-Scarborough, T. Lemons, and T.M. Krieg. 2011, revised. Alaska subsistence salmon fisheries 2008 annual report. Alaska Department of Fish and Game Division of Subsistence, Technical Paper No. 359, Anchorage. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle.

² Alaska Department of Fish and Game. 2011. Community Subsistence Information System (CSIS). ADF&G Division of Subsistence. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. <http://www.adfg.alaska.gov/sb/CSIS/> (Accessed February 2011).

Table 14. Subsistence Halibut Fishing Participation, Elfin Cove: 2003-2010.

Year	SHARC Issued	SHARC Cards Fished	SHARC Halibut Lb Harvested
2003	16	6	858
2004	21	9	2,308
2005	20	5	635
2006	18	7	910
2007	21	7	989
2008	17	3	293
2009	17	5	1,431
2010	14	5	680

Note: n/a indicates that no data were reported for that year.

Source: Fall, J.A. and D. Koster. 2011. Subsistence harvests of Pacific halibut in Alaska, 2009. Alaska Department of Fish and Game Division of Subsistence, Technical Paper No. 357, Anchorage. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle.

Table 15. Subsistence Harvests of Marine Mammal Resources, Elfin Cove: 2000-2010.

Year	# of Beluga Whales ¹	# of Sea Otters ²	# of Walrus ²	# of Polar Bears ²	# of Steller Sea Lions ³	# of Harbor Seals ³	# of Spotted Seals ³
2000	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2001	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2002	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2003	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2004	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2005	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2006	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2007	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2008	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2009	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2010	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Note: n/a indicates that no data were reported for that year.

¹ Frost, K.J., and R.S. Suydam. 2010. Subsistence harvest of beluga or white whales (*Delphinapterus leucas*) in northern and western Alaska, 1987–2006. *J. Cetacean Res. Manage.* 11(3): 293–299. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle.

² U.S. Fish and Wildlife Service. 2011. Marking, Tagging and Reporting Program data bases for northern sea otter, Pacific walrus and polar bear. Office of Marine Mammals Management. Anchorage, Alaska. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle.

³ Wolfe, R.J., Fall, J.A. and M. Riedel. 2009. The subsistence harvest of harbor seals and sea lions by Alaska Natives in 2008. Alaska Native Harbor Seal Commission and Alaska Department of Fish and Game Division of Subsistence, Technical Paper No. 347, Anchorage.