

**JUNEAU NONSUBSISTENCE AREA  
FINDINGS  
#92-22-JB**

A. Introduction to Written Findings: During the publicly convened board meeting on November 1 - 7, 1992, the Joint Boards of Fisheries and Game (Joint Board) heard and considered public testimony, ADF&G staff reports and advisory committee reports, and deliberated on the information in relation to the totality of the twelve socio-economic characteristics in the 1992 subsistence law at AS 16.05.258(c). Based on the information and deliberations the Joint Board found that in the Juneau area described in Section B below, subsistence is not a principal characteristic of the economy, culture and way of life. The Joint Board incorporates by reference the information provided by the ADF&G in the worksheets included in the Joint Board Workbook. Additionally the board found the following:

Geographic locations where those domiciled in the area or community hunt and fish: The Joint Board first examined (under criteria 11) patterns of hunting and fishing by residents of the proposed nonsubsistence area. The Board finds that residents of the area hunt and fish throughout the proposed area. Additionally, hunting takes place on the Mansfield Peninsula, Young Bay, Oliver Inlet, the drainages of Seymour Canal and the Glass Peninsula as well as various other areas in Southeast Alaska. Fishing occurs primarily in Lynn Canal south of Eldred Rock, Berners Bay, northern Chatham Strait, Stephens Passage north of Tracy Arm, contiguous bays within this boundary, and other waters of Southeast Alaska. The Board reviewed statistics reflecting where the residents of nearby communities of Tenakee, Kake, Haines, Klukwan, Angoon and Hoonah hunted and fished. These communities hunt and fish predominantly on lands and in waters adjacent to their own communities, but do exhibit a pattern of dispersed effort which is typical of the region as a whole. Some of their hunting and fishing does take place in the nonsubsistence area, but it is not a significant portion of their harvest. The board determined it was appropriate to expand the proposed nonsubsistence area to include those areas used often and almost exclusively by Juneau area residents. The final nonsubsistence area incorporates approximately 90-95% of the recreational fishing area and 47% of the deer harvest for those domiciled in the area.

1. The socio-economic structure: The socio-economic structure of this area is consistent with the information provided by the ADF&G at no. 1 of the nonsubsistence area report. The information presented at no. 1 does include the expanded boundaries. The importance of fishing for recreation and as an industry was recognized as were other industries such as commercial fishing, tourism and government. Additionally Juneau is a transportation hub for northern Southeast and is the state's

capital. Evidence supplied by board members from the area support the department's information indicating that Juneau typifies the type of economy envisioned by the legislature as a nonsubsistence area. Based on the information presented and the Board's discussion the Board found that subsistence was not a principal characteristic of the socio-economic structure.

2. The stability of the economy: The Board found that the information presented at Section No. 2 of the ADF&G staff report supports the finding that this economy is stable and expanding. The Juneau area economy is heavily dependent on government and the service sector needed to support it. Approximately 11,000 of the 14,000 jobs in Juneau can be traced to government, trade and the service sector. Unemployment is low compared to statewide averages. For example, unemployment in Juneau is 7.5% while unemployment in Koyukuk is 30.9% and in Fairbanks 10.7%. The board concludes that the harvest of fish and game for subsistence uses does not contribute significantly to the stability of the economy.

3. Extent and kinds of employment for wages, including full time, part time, temporary, and seasonal employment: Department of Labor statistics indicate that of the 14,000 jobs in Juneau, 2416 are in trade, 2279 in services and over 7000 in the government sector accounting for 11,000 of the 14,000 jobs. This indicates the heavy dependence in the Juneau area on the government and tourism sectors of the economy. The number of jobs compared to the population and the fact that incomes in Juneau are higher than statewide averages are indicative of a strong employment for wages. The combined factors outlined above and the information presented are characteristic of a capital-industrial economy in which reliance on the harvest of fish and game for subsistence uses is not a principal characteristic of the economy.

4. The Joint Board relies on the information presented at no. 4 of the ADF&G staff report and finds that while income is not distributed evenly over the various racial and ethnic groups in Juneau, that unemployment is low and that Juneau is a wage economy as opposed to a subsistence economy.

5. The cost and availability of goods and services to those domiciled in the area or community: Chart #11 indicates that Juneau enjoys a wide availability of goods and services with some of the lowest costs in the state. The information presented and board discussion, as well as chart #18 (showing a relatively low harvest of wild foods) supports a finding that Juneau area residents rely on commercial markets rather than relying on harvest of fish and game for subsistence uses.

6. The variety of fish and game species used by those domiciled in the area or community: Information was provided that Juneau area residents use a variety of the resources available locally and that they travel some distances in the state to harvest other resources. Important resources include salmon, halibut, shellfish, deer, bear (brown and black), goat and moose.

7. The seasonal cycle of economic activity: Information at no. 7 of the ADF&G staff report and Board discussion confirm that the area's seasonal employment is principally tied to tourism and the legislative session rather than to gathering natural resources. This is indicative of a community that does not rely on wildlife resources, but rather on wage employment associated with other factors.

8. The percentage of those domiciled in the area or community participating in hunting and fishing activities or using wild fish and game: The popularity of sport fishing was noted, with 44-50% of the population having sport fishing licenses. Only 12% have hunting licenses. This supports the concept that hunting and fishing is more recreational in nature rather than a community-wide method of food production.

9. The harvest levels of fish and game by those domiciled in the area or community: According to chart #18, and other information provided by ADF&G, per capita use of fish and wildlife resources by the area residents was one of the lowest in the state.

10. The cultural, social, and economic values associated with the taking and use of fish and game: Although predominantly Euro-American, Juneau is a socially and culturally diverse community with an active and strong Alaska Native culture and a South Pacific culture both of which are widely reflected by cultural activities and native art. It is not possible to distinguish separate use patterns among any certain groups in the community. The information indicated an integrated community with a pattern of uses in which recreational hunting and fishing predominate, although some subsistence uses take place.

12. The extent of sharing and exchange of fish and game by those domiciled in the area or community: Although there was testimony reflecting sharing among the local population, there have been no specific studies to determine the extent of such sharing.

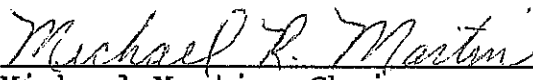
Conclusion: Based on all the information before the Joint Board, deliberations and the finding above, the Board concludes that dependence upon subsistence is not a principal characteristic of the economy, culture and way of life of the Juneau area as defined below.

B. Area Boundaries

Based on the information provided to the Joint Board and the Board's deliberations, the Joint Board concludes that the boundaries of Juneau Nonsubsistence area are as follows:

The Juneau Nonsubsistence Area is comprised of the following: within Unit 1(C) as defined by 5 AAC 92.450(1)(C), all drainages on the mainland east of Lynn Canal and Stephens Passage from the latitude of Eldred Rock to Point Coke, including Lincoln, Shelter, and Douglas islands; within Unit 4 as defined by 5 AAC 92.450(4), that portion of Admiralty Island including the Glass Peninsula, all drainages into Seymour Canal north of and including Pleasant Bay, all drainages into Stephens Passage west of Point Arden, the Mansfield Peninsula, all drainages into Chatham Strait north of Point Marsden; all marine waters of Sections 11-A and 11-B as defined in 5 AAC 33.200(k)(1) and (k)(2), Section 12-B as defined in 5 AAC 33.200(1)(2), and that portion of Section 12-A as defined in 5 AAC 33.200(1)(1) north of the latitude of Point Marsden.

The Joint Board agrees with and incorporates by reference the ADF&G recommendations contained in the worksheets used during this deliberation. It became evident to the Board as the discussion progressed that the area original area proposed needed to be expanded to incorporate an area used almost exclusively by Juneau residents. This expansion added lands where Juneau residents hunt and fish and where there is little and relatively insignificant use by other residents. Based on examination of the 12 factors the Joint Board concludes that the expanded Juneau area was indeed a nonsubsistence area.

  
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Michael Martin, Chair  
Joint Boards of Fisheries and Game

Adopted: November 7, 1992  
Anchorage, Alaska

## Footnote to Juneau Nonsubsistence Area Findings #92-22-JB

NOTE: The Juneau Nonsubsistence Area description was adopted by the Joint Board at the November 1992 meeting in Anchorage. During that meeting there was some board discussion about including the waters of Berners Bay and the marine waters of Lynn canal south of Berners Bay to the area. However, there was no formal board action to add those waters to the area description. After the meeting two board members approached staff for clarification and to insure Berners Bay was included in the area. Since it was not, the board directed the department to draft Proposal B for board action at the March 1993 Joint Board meeting. At that meeting the board voted to add the following language to end of the Juneau Nonsubsistence Area description:

, and that portion of District 15 as defined in 5 AAC 33.200(o) south of the latitude of the northern entrance to Berners Bay, and including Berners Bay.

(4) The commissioner will at the time of issue or rejection of each exception notify the respective board members.

Michael R. Martin  
Michael Martin, Chair  
Alaska Board of Fisheries

Dick Burley  
Dick Burley, Chair  
Alaska Board of Game

Adopted 10/28/92  
Anchorage, Alaska

Vote: For 12 (2 absent - Maher and Johns)  
Against 0