

**KETCHIKAN NONSUBSISTENCE AREA
FINDINGS
#92-23-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 Ketchikan 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 as well as additional information presented during deliberations. 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 found that residents of the area hunt and fish throughout the proposed area as well as on the Cleveland Peninsula, Yes Bay and Northern Prince of Wales Island and other areas of Southeast Alaska. The Boards considered inclusion of Game statistical area UCU 614 which includes Meyer's Chuck and is an area where Meyer's Chuck residents hunt. This area was excluded from the proposed nonsubsistence area. The Board applied the criteria and found that Meyer's Chuck was a small, separate rural community whose residents may participate in subsistence activities, and was not typical of the socio-economic structure found in Ketchikan. There is a personal use fishery in Yes Bay used by Ketchikan residents. The Board determined it was appropriate to expand the original area to include a portion of the Cleveland Peninsula, including Yes Bay, due to its nearly exclusive use by Ketchikan residents. The final nonsubsistence area incorporates approximately 90-95% of the recreational fishing area used by Ketchikan area fishermen and 43% of the Ketchikan area deer hunters.

1. The socio-economic structure: The Joint Board finds that 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 is pertinent to the expanded area. The growth pattern of Ketchikan from 1950 to 1990 was 110% (from 6446 to 13,828 residents). Ketchikan is a large community spread out along the water with a pulp mill, large commercial fishing fleet, port for a state ferry, retail stores, and a hospital. The complexion is that of an urban area with a dense population. Saxman is an enclave within the Ketchikan

community that demonstrates some reliance upon fish and game harvested for subsistence uses. The examination of information and criteria is particularly complicated when dealing with Saxman, a community within a community. The residents have a history of subsistence over a long period and there is concern whether the intent of the 1992 subsistence law is to include such communities in a nonsubsistence area. After examining all evidence available, the Joint Board determined that the industrial-capitalism culture dominates the area's social and economic structure even though there are other uses present in the community. For these reasons, the Board concluded that subsistence uses of fish and game is not a principal component of the overall social and economic structure of Ketchikan.

2. The stability of the economy: The Board found that the information presented at No. 2 of the ADF&G staff report supports the finding that the economy is stable, while showing growth over four decades. The Board found no evidence that subsistence uses contributed 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 a wide diversity of employment including 188 jobs in the military, 1234 service jobs, 1367 trade jobs, 1657 manufacturing jobs, government jobs at 1802, and an additional 1200+ jobs in other sectors. Unemployment is among the state's lowest at 9.7%. The Joint Board concluded that the factors outlined above and those in the report, specifically Figures 4, 7 and 8, are characteristic of a capital-industrial economy in which reliance on subsistence harvest of fish and game is not a principal characteristic of the economy.

4. The amount and distribution of cash income among those domiciled in the area or community: Per capita income in Ketchikan Borough is \$18,789 which is above the state average, and only 6.6% of the population is below the federal poverty scale. Income distribution is not even among the residents, but is typical of an urban, cash-based economy in the state.

5. The cost and availability of goods and services to those domiciled in the area or community: With Ketchikan's close proximity to the lower 48 and its corresponding lower transportation costs, goods are readily available at lower costs than other areas of the state. Ketchikan is also a transportation hub which increases the availability of goods and services. The availability of goods and services and the relative low harvest of wild foods, supports a finding that Ketchikan residents are not reliant on subsistence.

6. The variety of fish and game species used by those domiciled in the area or community: Ketchikan residents use a wide variety of fish and game species including deer, goat, bear, salmon, halibut, rockfish and shellfish.

7. The seasonal cycle of economic activity: There is a high incidence of seasonal employment in Ketchikan, attributable to a large commercial fishing community, tourism and a pulp mill. There is considerable seasonal employment including commercial fishing and manufacturing. The Board determined that Ketchikan was an industrial-capital economy as opposed to a subsistence economy.

8. The percentage of those domiciled in the area or community participating in hunting and fishing activities or using wild fish and game: The Board found that residents participate in recreational hunting and fishing and commercial fishing. Those domiciled in Saxman showed a higher percentage of households harvesting fish and game than the Ketchikan Borough as a whole.

9. The harvest levels of fish and game by those domiciled in the area or community: Testimony from staff and board members and information from figure #19 show a per capita harvest of wild resources of 33 pounds for the Ketchikan area which was among the lowest in the state. Figure #20 shows Ketchikan to be similar to Juneau in terms of protein requirements satisfied by wild foods. The harvest level in Saxman is 89.3 pounds per capita.

10. The cultural, social, and economic values associated with the taking and use of fish and game: Diverse cultural values are represented in the Ketchikan area. The information presented and testimony from staff and board members shows a community that places a high value on recreational hunting and fishing and includes some subsistence uses.

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

13. In 1986 using the old rural/urban criteria the Boards designated Saxman a rural community. Customary and traditional findings were developed for deer, finfish and shellfish for those domiciled in Saxman. The Board found that Saxman residents would not lose the opportunity to harvest fish and game resources under general hunting regulations in the nonsubsistence use area. However, the subsistence preference, under which residents of

Saxman would hunt and fish at times of resource shortage while those domiciled in Ketchikan would be prohibited from harvest, would no longer be extended.

Conclusion: Based on the information before the Joint Board, deliberations and the findings above, the Board concludes that dependence upon subsistence is not a principal characteristic of the economy, culture and way of life of the Ketchikan 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 the boundaries of Ketchikan Nonsubsistence Area are as follows:

The Ketchikan Nonsubsistence Area is comprised of the following: within Unit 1(A) as defined in 5 AAC 92.450(1)(A), all drainages of the Cleveland Peninsula between Niblack Point and Bluff Point; Revillagigedo, Gravina, Pennock, Smeaton, Bold, Betton, and Hassler islands; all marine waters of Sections 1-C as defined by 5 AAC 33.200(a)(3), 1-D as defined by 5 AAC 33.200(a)(4), 1-E as defined by 5 AAC 33.200(a)(5) and that portion of Section 1-F as defined by 5 AAC 33.200(a)(6) north of the latitude of the southernmost tip of Mary Island and within one mile of the mainland and the Gravina and Revillagigedo Island shorelines and that portion of District 2 as defined by 5 AAC 32.200(b) within one mile of the Cleveland Peninsula shoreline and east of the longitude of Niblack Point.

The Joint Board agrees with and incorporates by reference the ADF&G recommendations contained in the worksheets used during this deliberation as well as additional information presented by the public, staff and board members. The Board examined the area originally proposed, and considered an enlarged area before deciding on an area larger than the original. This area added lands where Ketchikan residents hunt and fish and where there is little or no use by other residents. Based on examination of the 12 factors, the Joint Board concludes that the Ketchikan area is a nonsubsistence area.

Michael R. Martin
Michael Martin, Chair
Joint Boards of Fisheries and Game

Adopted: November 7, 1992
Anchorage, Alaska