

ANCHORAGE/MATSU/KENAI
NONSUBSISTENCE AREA
#92-25-JB

A. During the publicly convened board meeting on November 1, 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 for the Anchorage-MatSu and the Kenai Peninsula nonsubsistence areas described in Section B below, subsistence is not a principle 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 factor 11) patterns of hunting and fishing by residents of the proposed nonsubsistence areas. The Board found that residents of both areas hunt and fish throughout the proposed areas as well as adjacent areas such as GMU's 13 and 16, including the additional portion of the Kenai Peninsula not contained in the area originally proposed. Within the Nonsubsistence Use Area, GMU 14 accounts for 37% of successful Anchorage moose hunters and 56% of successful MatSu moose hunters. GMU 15 accounts for 73% of Kenai moose harvests. As much as 75% of the moose hunting by residents is done within the proposed areas and more than 1 million angler days are dedicated annually to sport fishing within these areas, and in marine waters beyond the scope of the management proposal as well as in outlying freshwater systems such as the Western Susitna. The Board also reviewed the use patterns of Eklutna, Knik, and Ninilchik which are highway connected communities located within the proposed area, as well as uses by the Kenaitze and Chickaloon members. The Board determined that these persons and their characteristics of use, as well as the characteristics of the road located communities have been integrated into the surrounding areas and are no longer distinguishable from the uses of the populations of the nonsubsistence area as a whole.

The Board examined harvest levels and patterns of use of English Bay (Nanwalek), Port Graham, Seldovia, and Tyonek which lie outside the Nonsubsistence Use Area. Some use of hooligan, invertebrates and waterfowl occur within Nonsubsistence Use Area but they were found not to constitute a significant component of harvest of fish and game resources by these communities.

Boundary adjustments of proposed nonsubsistence area: The Board made minor adjustments to Nonsubsistence Use Area boundaries in the vicinity of Seldovia, Port Graham, and English Bay. A minor adjustment to the mainland boundary made the Nonsubsistence Use Area boundary consistent with existing management units used in data collection by the Game Division after it was determined this would not affect subsistence uses of game. The Board deleted the western portion of GMU 7 which conflicted with federal management of Kenai Fjords National Monument.

The Board closely examined a proposed boundary which would place a small subpopulation of the greater Nelchina caribou herd in GMU 14(B) within the Nonsubsistence Use Area. The Board determined an average harvest of 10 animals annually out of 3000 taken in the overall hunt would not significantly affect subsistence users hunting with Nelchina Caribou Tier II permits. The Joint Board discussed future management actions which could be considered for the Nelchina hunt. This determination made the Nonsubsistence Use Area boundary consistent with existing management units.

The Board expanded the original description of marine waters of the Nonsubsistence Use Area to more accurately reflect the areas in which major sport and commercial fisheries occur by the residents of the Nonsubsistence Use Area. An area in the vicinity of Tyonek was exempted from Nonsubsistence Use Area in order to provide for subsistence gillnet fisheries and other uses by Tyonek residents. Adjustments to Nonsubsistence Use Area marine boundaries occurred seaward of GMU 15(C) to allow residents of Seldovia, Port Graham and English Bay to utilize resources outside of Nonsubsistence Use Area.

Specific comments remaining factors:

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 staff at No. 1 of the Kenai Peninsula and Anchorage-MatSu Nonsubsistence Area reports. The area is highly urbanized and acquires goods and services through the commercial sector. The population of Anchorage is 260,000, half of those domiciled in the state. The Board examined characteristics of communities within the Nonsubsistence Use Area boundary, focusing specifically on those brought to their attention by public oral and written comments. Several Board members spoke to the growth of Ninilchik, a community where 11 years ago, the Subsistence Division documented higher per capita consumption and more sharing than in the overall area. The growth is attributed to housing for oil field workers and the growing sportfish industry. Opportunities to obtain and dispose of large parcels of private land as well as growth of the marine saltwater fishery have contributed to the growth of this community. Lifelong residents

have experienced the steady change from an area where most persons domiciled partook in subsistence use of fish and game to an economy in which subsistence uses are no longer a principle characteristic of economy, culture and way of life.

Characteristics of Eklutna, Knik and Kenaitze and Chickaloon groups were examined within the scope of experience of the Board, as informed by their own knowledge of the areas and people and as informed by testimony and written comment. Subsistence Division had no current test data on these groups. Without further information, the Board could only conclude that the socio-economic characteristics of Ninilchik, Knik, Eklutna and the Kenaitze and Chickaloon groups were indistinguishable from those of the region as a whole.

2. The stability of the economy: The Board found that the information presented at No. 2 of the ADF&G report supports the finding that the economy is stable and expanding. The mean annual population growth rate was 7.6% for the Anchorage-MatSu Nonsubsistence Area and 7.5% for the Kenai Peninsula Nonsubsistence Area during the 1980s. Both areas are urbanized. During the decade of the 1980s the number of wage-paying jobs increased from 80,050 to 113,100 in the Anchorage-MatSu portion of the Nonsubsistence Area and from 5,637 to 9,270 in the Kenai Peninsula portion of the Nonsubsistence Area.

The Anchorage-Kenai-MatSu area has grown by 790 percent since 1950. The Anchorage-Kenai-MatSu area demonstrates characteristics of a capital-industrial society.

3. Extent and kinds of employment for wages, including full time, part time, temporary, and seasonal employment: In the Anchorage-MatSu portion of the Nonsubsistence Area, employment for 1991 includes government jobs (22-35%), service industries (20-23%), trade (21-26%), and transportation (10%). The military bases of Elmendorf Air Force Base and Fort Richardson also contribute to employment in the area. Seasonal employment includes jobs in tourism, commercial fishing, and mining.

In the Kenai Peninsula portion of the Nonsubsistence Area, employment for 1991 includes government jobs (21-33%), service industries (13-22%), trade (17-23%), and manufacturing (primarily fish processing) (14-18%). Commercial fishing and fish processing are major industries on the Kenai Peninsula as are recreational fishing and tourism.

Wage employment dominates the proposed combined area. Services, manufacturing, tourism, recreational hunting and fishing and commercial fishing make up the majority of employment. In 1991

there were 2,857 limited entry commercial fishing permits in the combined area and ex-vessel value of the commercial fishing harvest totaled \$89.2 million.

The combined factors outlined above and the information presented in the staff reports indicate the area is characteristic of a capital-industrial economy in which reliance on the harvest of fish and game for subsistence uses is not a principle characteristic of the economy.

4. The amount and distribution of cash income among those domiciled in the area or community: Per capita income in the area approximates the state average with a wide range from \$16,000 to \$93,000. Although income distribution is not even among the residents, it is typical of an urban, cash-based economy as opposed to a subsistence economy.

5. The cost and availability of goods and services to those domiciled in the area or community: The area has a well developed system of commerce offering a variety of goods and services. Costs in the Kenai Peninsula and MatSu portions of the Nonsubsistence Area are slightly higher than in Anchorage. Households use recreational, commercial and personal use fishing regulations and general hunting regulations for their harvesting activities.

6. The variety of fish and game species used by those domiciled in the area or community: Species used by residents of the Nonsubsistence Use Area include moose, caribou, bear, mountain goat, sheep, all species of Pacific salmon, grayling, pike, burbot, whitefish, dolly varden, trout, halibut, lingcod, rockfish, clams, cockles, and crab.

7. The seasonal cycle of economic activity: The area shows seasonal fluctuations in the tourism, recreation and commercial fishing industries. The primary types of employment in the area (government, trade, services, and transportation) are not normally affected by seasonal cycles.

8. The percentage of those domiciled in the area or community participating in hunting and fishing activities or using wild fish and game: In the area during 1989 to 1991, 40-71% of the residents fished with rod and reel, and during 1991 approximately 7,000 area residents obtained permits for non-commercial net fishing. About 40,700 residents of the area obtained hunting licenses during 1991. The Board found that households within the area do not predominantly harvest wild fish or game as a community wide method of food production.

9. The harvest levels of fish and game by those domiciled in the area or community: In the area, wild food harvests are low; 19 pounds per person for the Anchorage-MatSu area and 40 pounds per person for the Kenai Peninsula portion of the area. Low food production rates by households are characteristics of an industrial-capital system, where most foods are produced and distributed through commercial businesses and are purchased by households with wage earnings.

10. The cultural, social, and economic values associated with the taking and use of fish and game: Diverse cultural values are represented in the Nonsubsistence Area. There are instances of hunting and fishing values that derive from Alaska Native cultural traditions. However, the Board found the predominant values associated with the taking and use of fish and game to be recreational. Fishing and hunting are periodic outdoor activities that are valued as breaks from the economic work routine and as high quality outdoor experiences which supplement the households diet.

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 area population, there have been no recent studies which determine the extent of such sharing. The Board found that distribution of fish and game through non-commercial networks is not a significant mechanism for supplying food in the area.

Conclusion: Based on these findings the Joint Board concludes that the Anchorage/MatSu/Kenai Peninsula area is a Nonsubsistence Area under AS 16.05.258(c).


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 the Anchorage/MatSu/Kenai Nonsubsistence Area is as follows:

The Anchorage-MatSu-Kenai Nonsubsistence Area is comprised of the following: Units 7 as defined by 5 AAC 92.450(7) (except the Kenai Fjords National Park lands), 14 as defined by 5 AAC 92.450(14), 15 as defined by 5 AAC 92.450(15) (except that portion south and west of a line beginning at the mouth of Rocky River up the Rocky and Windy Rivers across the Windy River/ Jackolof Creek divide and down Jackolof Creek to its mouth and the islands between the eastern most point of Jackolof Bay and the eastern most point of Rocky Bay, including the Chugach Islands), 16(A) as defined by 5 AAC

92.450(16)(A); all Cook Inlet Area Statewaters as defined by 5 AAC 21.100 (except those waters north of Point Bede which are west of a line from the eastern most point of Jakolof Bay north to the western most point of Hesketh Island including Jackolof Bay and south of a line west from Hesketh Island; the waters south of Point Bede which are west of the eastern most point of Rocky Bay; and those waters described in 5 AAC 01.555(b), known as the Tyonek subdistrict).

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 extensively by Anchorage, Matanuska Valley and Kenai Peninsula residents. Based on examination of the 12 factors the Joint Board concludes that the Anchorage/Matsu/Kenai area is a Nonsubsistence Area.



Michael Martin, Chair
Joint Boards of Fisheries and Game

Adopted: November 7, 1992
Anchorage, Alaska