

Alaska Fisheries Governance *with a Freshwater Focus*

By: Meagan Krupa, PhD



Alaska EPSCoR NSF award
#OIA-1208927 & State of Alaska.

Title 16

- **Allocation Criteria** (AS 16.05.251(e) and #91-129-FB)
 - history of each fishery
 - number of participants
 - importance for personal and family consumption
 - availability of alternative resources
 - importance in local, regional, and state economy
 - importance for providing recreational opportunity
- Management of Wild and Enhanced Stocks (AS 16.05.730)
- State Subsistence Law (AS 16.05.258)

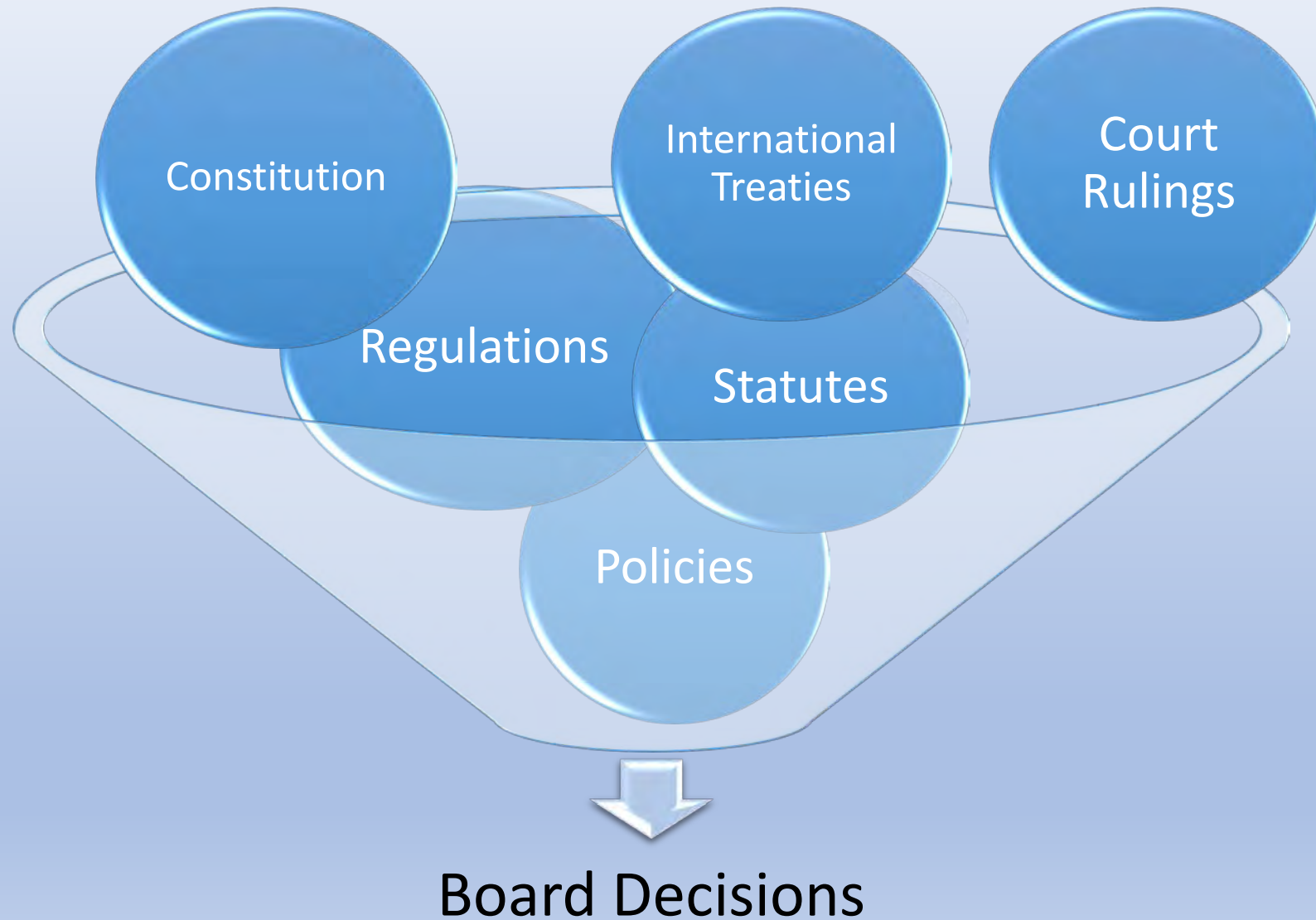


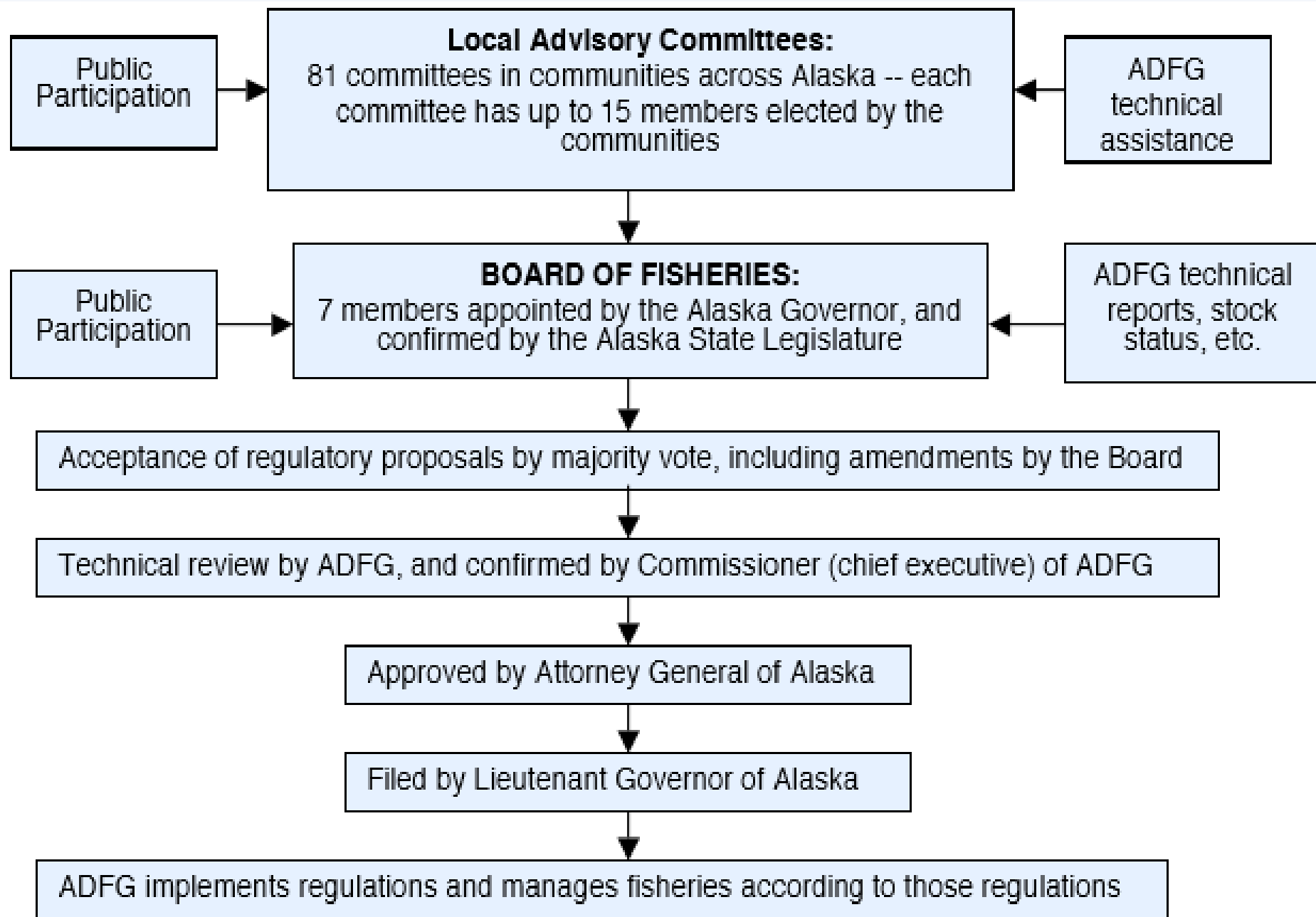
Alaska Board of Fisheries



October 2016

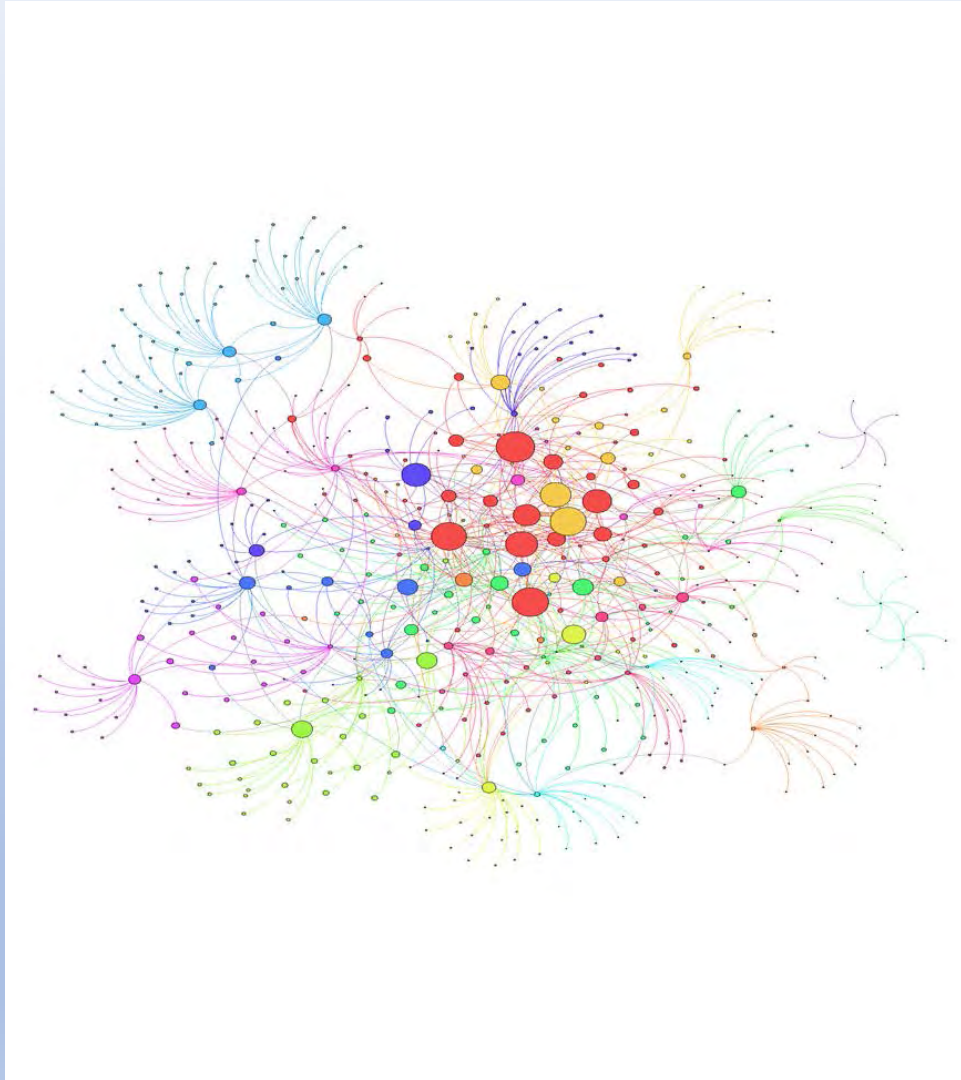
Legal Framework for Decisions





The Stakeholders

Who are the stakeholders?



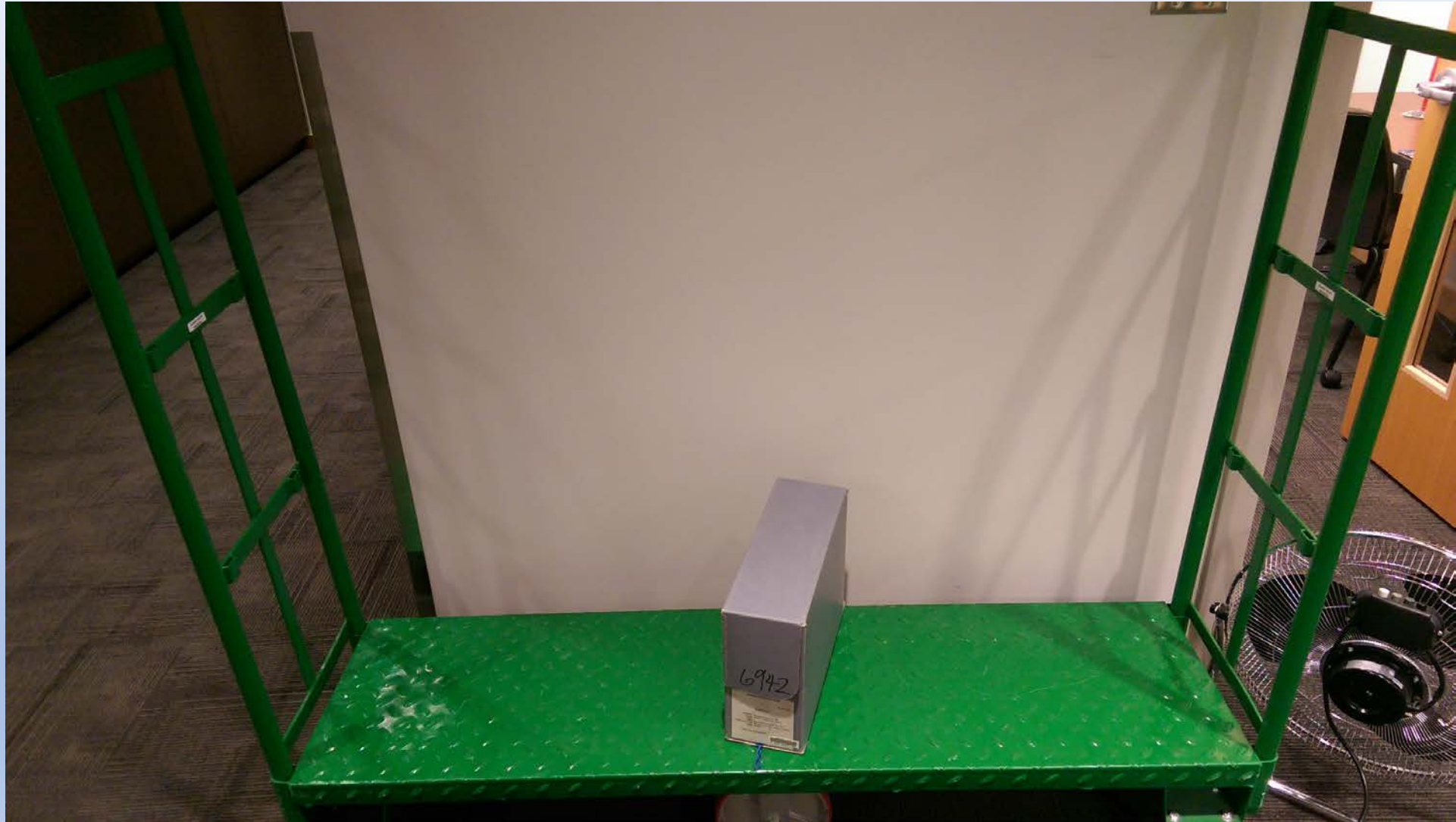
How do you measure stakeholder participation?

Social Network Analysis: Kenai River Fishery (composite)

Measuring Stakeholder Participation

- Is there a significant difference in the number of regional communications (e.g., regulatory proposals) across the Bristol Bay, Southeast, and Kenai River fisheries over the last 15 years?
- Are the number and type of regional communication differences related to different fish species?
- Is there a difference in the type of stakeholders participating in each of the regions over time?

Methods



Downloading/Digitization Methods

2003-present

Pre-2003

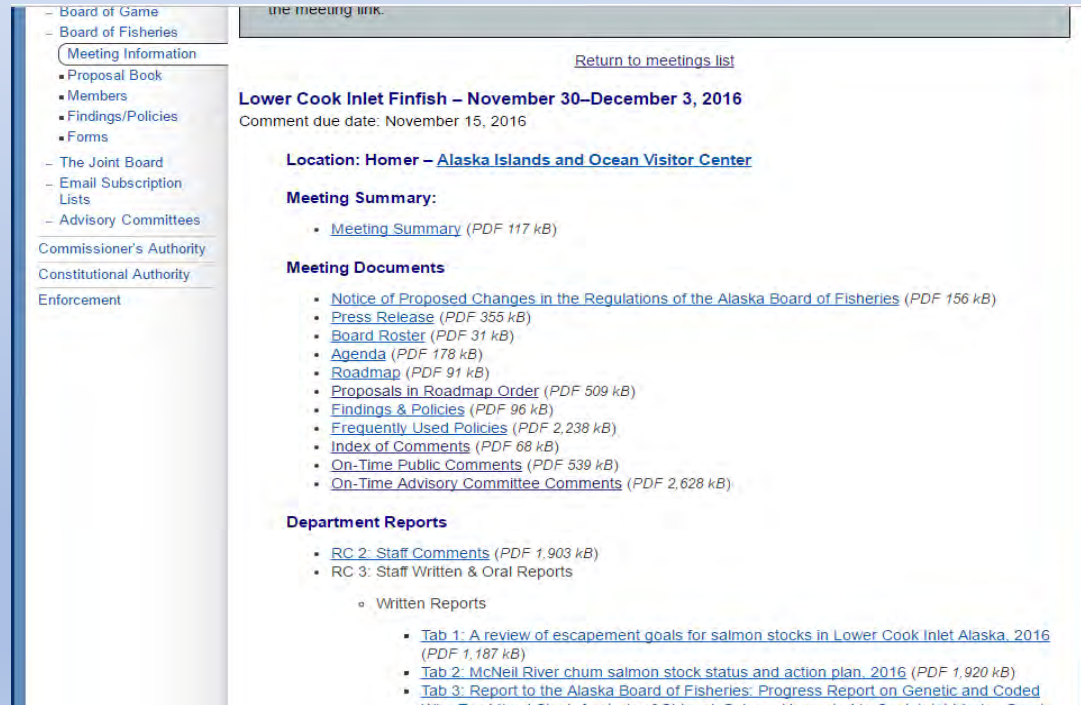


Photo: KTOO Public media

The Digitization Process



#hours digitizing = 181.5

#boxes: 185

#pages scanned = 96,781



#staples removed = 3.7 billion



#paper cuts: 43

Gallons of coffee consumed: 12-50

Coding Methods

- Downloaded all pertinent materials
- Read through each proposal and logged information in a database

Designated specific categories for coding proposals

- Date
- Area
- Meeting
- Species
- Sector
- Proposal #
- Regulatory Proposal
- Action
- Action 2
- Proposed By (M/F)
- Group
- Board Action (number for, against, abstained, or absent)
- ADF&G position

1	Date	Area	Meeting	Species	Sector	Proposal #	Regulatory Proposal	Action/Action 2	Proposed By	Group	Sex	BOF Members in F	BOF Members Agai	BOF Abser	BOF Abstain	ADFG Position
2	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Other	Subsistence	126	Allow subsistence uses of aquatic plants in Southeast Alaska. Unlimited year-round bag limit	C	Sitka Tribe of Alaska	Tribe/Village Council		7	0			
3	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Subsistence	127	Do not allow unlimited incidental take of steelhead and trout in subsistence salmon fisheries. Make	N/A	East Prince of Wales Advisory Committee	AC	M	7	0			
4	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Subsistence	128	Designate rod and reel fishing as subsistence, not "sport" for people living more than 40 miles from to	T	Robert Garrison	Individual		7	0			
5	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Groundfish	Commercial, Sport Fish, Subsi	129	Provide a plan to maintain current catch and harvest levels in local subsistence, commercial, unguided	T	Yakutat Advisory Committee	AC		7	0			
6	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Subsistence	130	Amend a regulation in Red Bay Creek and Red Lake to limit catch of sockeye salmon- stocks are declin	T	East Prince of Wales Advisory Committee	AC		7	0			
7	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Subsistence	131	Amend a regulation in Sarkar Cove and Sakar Lake to limit catch of sockeye salmon- stocks are declinin	T	East Prince of Wales Advisory Committee	AC		7	0			
8	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Subsistence	132	Allow subsistence users to fish from vessels with motors >35 hp up to 70 hp	T	Jeff Nickerson	Individual	M					
9	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Subsistence	133	Change the subsistence salmon fishing season and close the Klawock River and lake to subsistence hi	T	Thomas George	Individual	M	7	0			
10	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Subsistence	134	Stop the use of gillnets in Falls Lake Bay and allow only dipnets	T	Michael Trotter	Individual	M					
11	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Subsistence	135	Provide the use of set gillnet gear in the Karta Bay subsistence salmon fishery	T	Willard Jones	Individual	M	7	0			
12	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Subsistence	136	Change the language to clarify which waters are open and closed to subsistence taking of salmon	C	ADF&G	ADF&G		7	0			
13	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Groundfish	Subsistence	137	Eliminate redundant regulations for subsistence fishing in Section 3-B	C	ADF&G	ADF&G		7	0			
14	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Shellfish	Personal Use, Sport Fish, Subsi	138	Require escape rings in personal use, sport, and subsistence pots consistency with commercial pots fr	C	Petersburg Vessel Owners Association	Association		7	0			
15	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Shellfish	Personal Use, Sport Fish, Subsi	139	Amend a regulation as follows- It is illegal to disturb, tamper with, or remove shellfish from a shellfis	C	East Prince of Wales Advisory Committee	AC		7	0			
16	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Subsistence	140	Extend the southern boundary of subsistence fishing area in Chilkoot Inlet to approximate that of near	F	Paul Wheeler	Individual	M	0	7			
17	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Shellfish	Personal Use, Sport Fish, Subsi	141	Change language such that Dungeness crab under the minimum size limit must be released unharmed	C	ADF&G	ADF&G		7	0			
18	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Shellfish	Personal Use, Sport Fish, Subsi	142	Amend a regulation as follows- It is illegal to disturb, tamper with, or remove shellfish from a shellfis	N/A	East Prince of Wales Advisory Committee	AC						
19	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Personal Use	143	Change a regulation to limit the take of sockeye salmon in Red Bay Creek and Red Lake due to declin	T	East Prince of Wales Advisory Committee	AC		7	0			
20	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Personal Use	144	Amend a regulation to reduce the possession limit, annual limit, and fishing hours in Hatchery Creek c	T	East Prince of Wales Advisory Committee	AC		7	0			
21	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Personal Use	145	Allow personal use fishing from vessels with motors >35 hp up to 70 hp	T	Jeff Nickerson	Individual	M	7	0			
22	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Salmonids	Personal Use	146	Close the Klawock River, Klawock Lake, and Intertidal area east of the Klawock River Bridge to personal	C	Thomas George	Individual	M	7	0			
23	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Groundfish, Shellfish	Personal Use, Sport Fish	147	Consolidate existing regulatory areas for Sitka Sound into one set of boundaries, wherein existing spo	F	Sigurd Rutter	Individual	M	0	7			
24	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Shellfish	Personal Use	148	Prohibit the use of pot gear in personal use crab fisheries-only allow ring gear	N/A	Sigurd Rutter	Individual	M					
25	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Shellfish	Personal Use	149	Limit the harvest of crab in the personal use fishery to ring fishing only	C	Sigurd Rutter	Individual	M	7	0			
26	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Shellfish	Commercial, Personal Use	150	Establish a uniform pot size for all shrimp fisheries, personal use and commercial	C	Sigurd Rutter	Individual	M	7	0			
27	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Shellfish	Commercial, Personal Use, Spo	151	Establish a 32" maximum size limit for shrimp pots in the Southeast pot shrimp fishery and personal u	C	Sigurd Rutter	Individual	M	7	0			
28	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Shellfish	Personal Use	152	Increase the limit from ten scallops per boat per day to five lbs. of shucked meat per person per day in	C	Yakutat Advisory Committee	AC		7	0			
29	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Shellfish	Personal Use	153	Clarify the bag and possession limits for the personal use scallop fishery to 5 rock scallops and 10 we	C	ADF&G	ADF&G		7	0			
30	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Herring	Commercial, Personal Use, Spo	154	Amend a regulation such that macrocystis kelp shall only be harvested and used by the fisheries in the	N/A	Larry Demmert	Individual	M	2	5			
31	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Herring	Commercial, Personal Use, Spo	155	Amend a regulation such that herring stocks are monitored acoustically to assess the biomass	N/A	Larry Demmert	Individual	M					
32	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Herring	Commercial	156	Amend a regulation such that permit holders would get an equal share of catch in the southeast sac r	N/A	Alan Onness, Bill Menish	Individual	M	0	7			
33	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Herring	Commercial	157	Manage the Sitka Sound sac roe fishery so that each permit holder will receive an equal share of have	C	Larry Demmert	Individual	M					
34	1/15/2000	Southeast	Southeast and Yakutat Groundfish and Shellfish	Herring	Commercial	158	Amend a regulation such that the set gillnet sac roe herring fishery is conducted on an equal share ba	F	Arnold Enge, Andy Wright	Individual	M	0	7			

Results



All Proposals

Total # proposals: 3555

Bristol Bay: 561

Cook Inlet: 1548

Southeast: 1446

Species:

Groundfish: 236

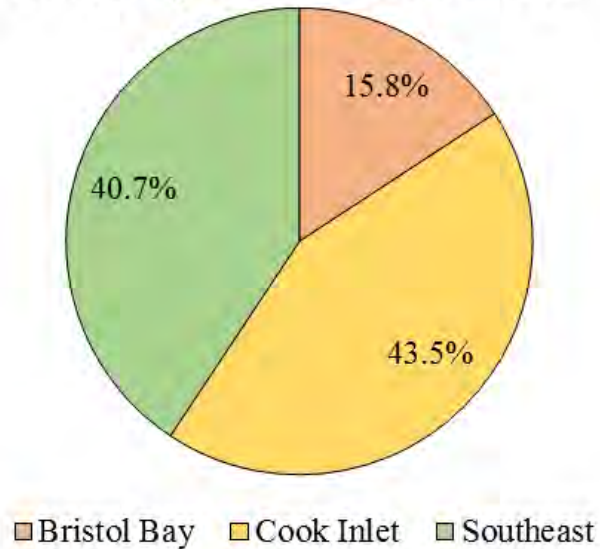
Herring: 261

Other: 110

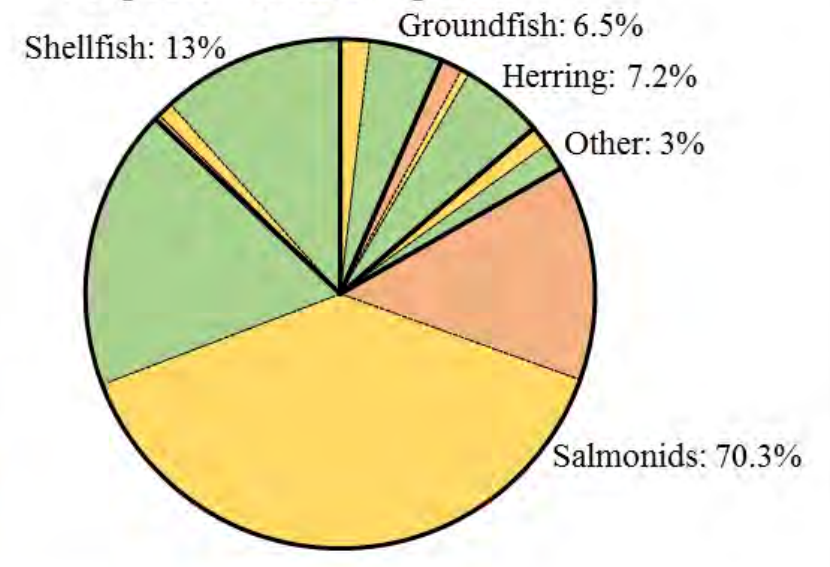
Salmonids: 2545

Shellfish: 469

All Proposals: 2000-2015

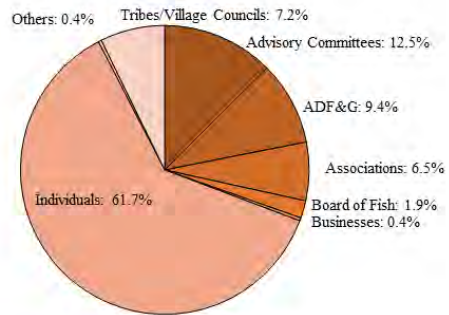


Proposal Themes: Species

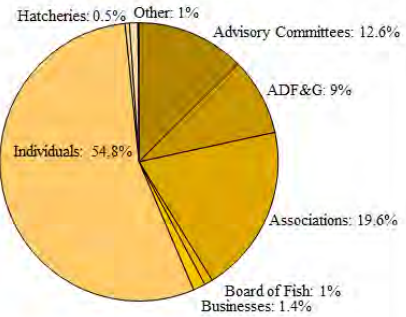


Results- Stakeholder Participation

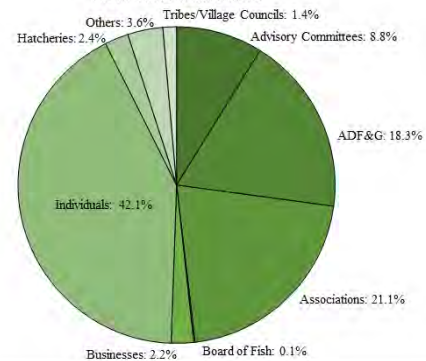
Bristol Bay Stakeholders



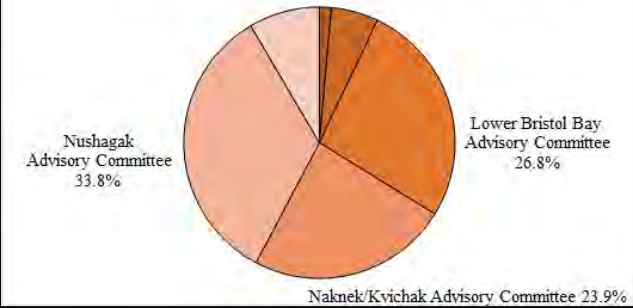
Cook Inlet Stakeholders



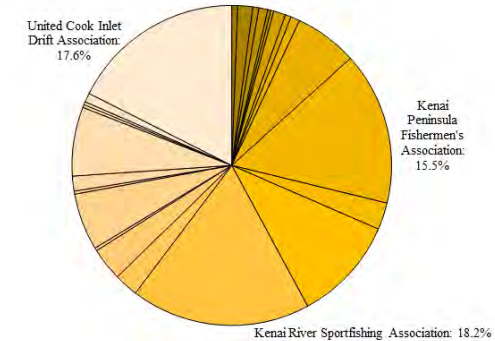
Southeast Stakeholders



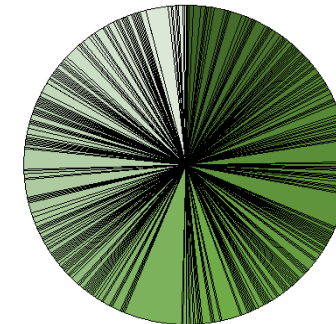
Advisory Committee Participation: 6 Total



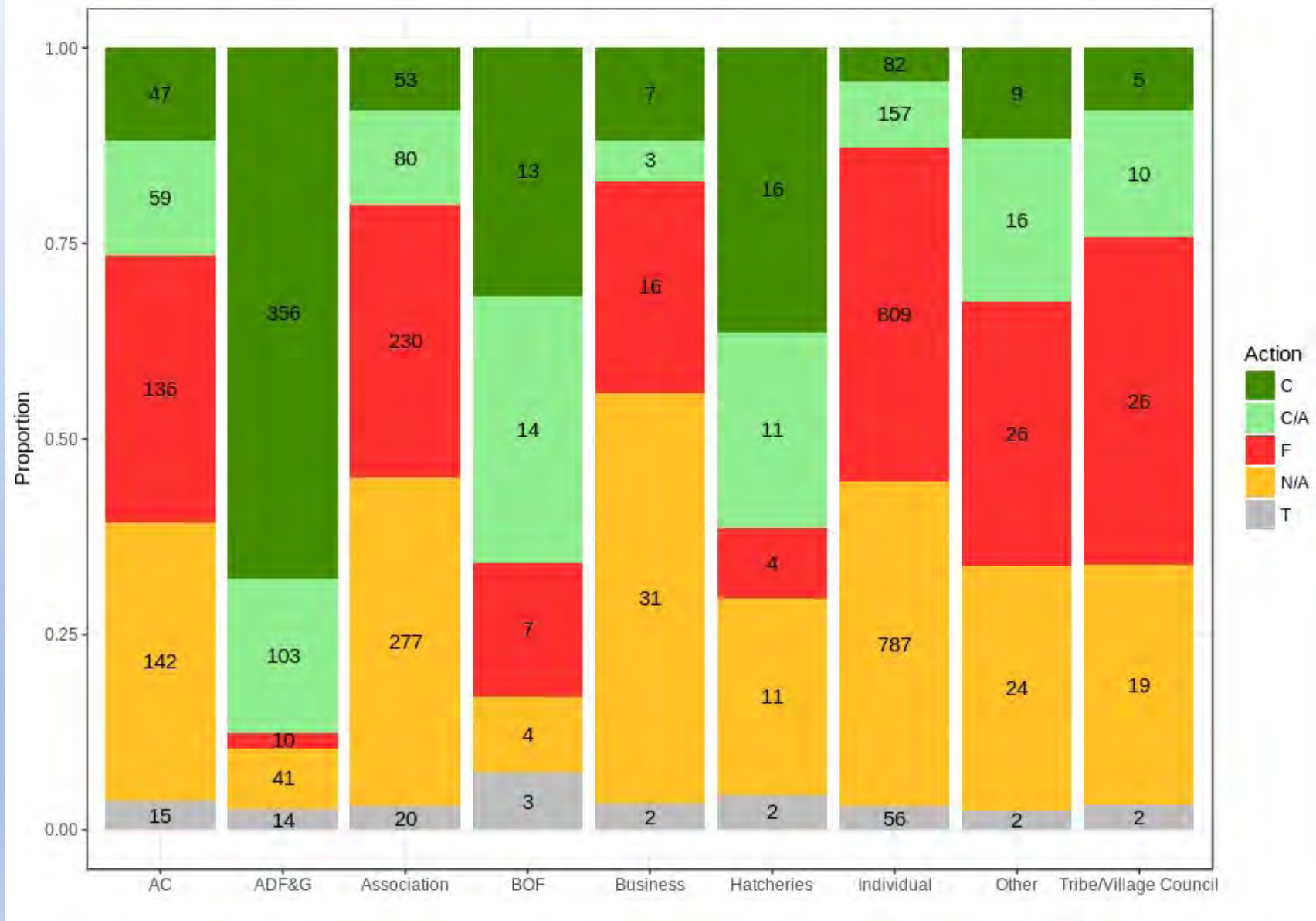
Association Participation: 25 Total



Individual Participants: 323 Total

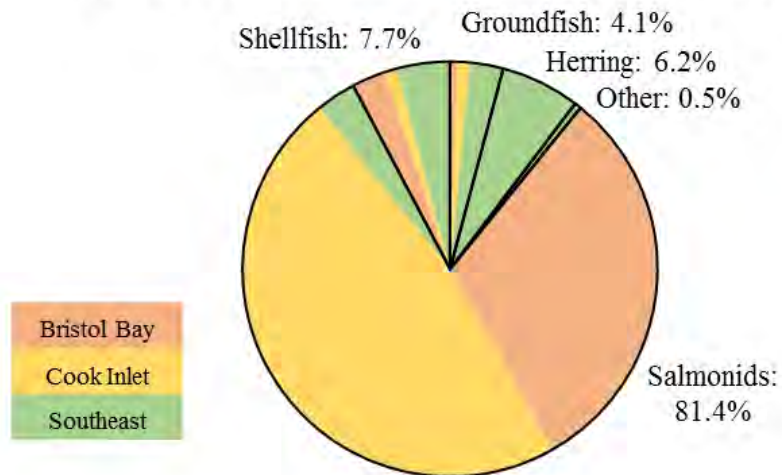


Results- Stakeholder Success Rates

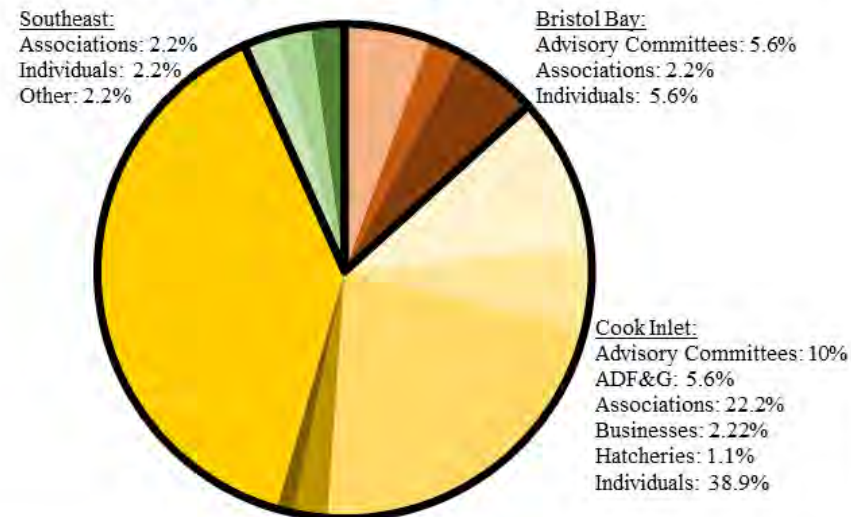


Results- Agenda Change Requests & Emergency Petitions

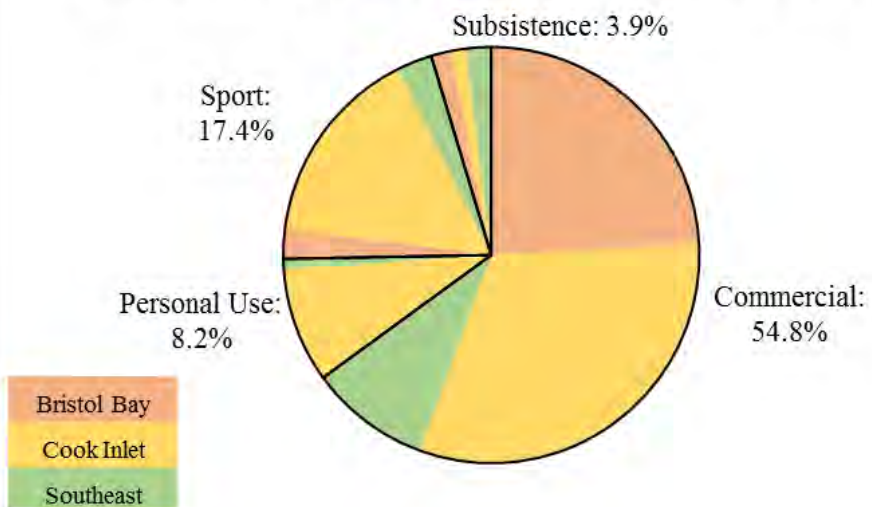
Agenda Change Requests: Species and Regions: 194 Total



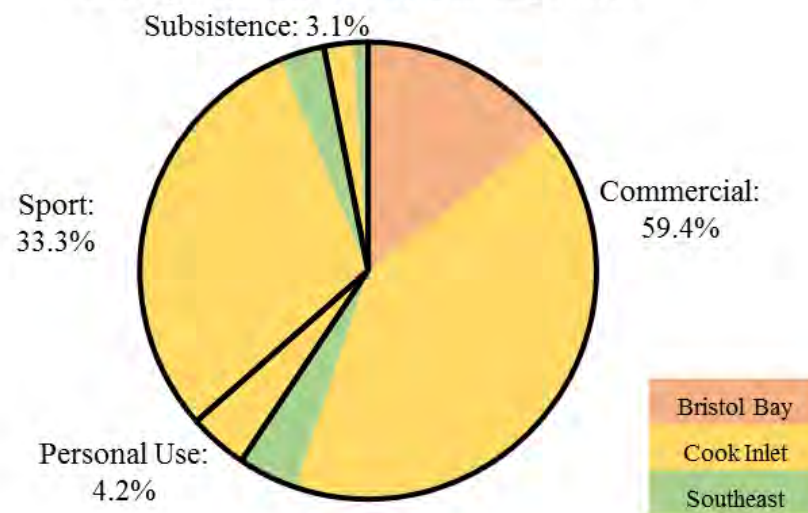
Stakeholder Participation: Emergency Petitions- 90 Total



Agenda Change Requests: Fishing Sector and Regions: 257 Total

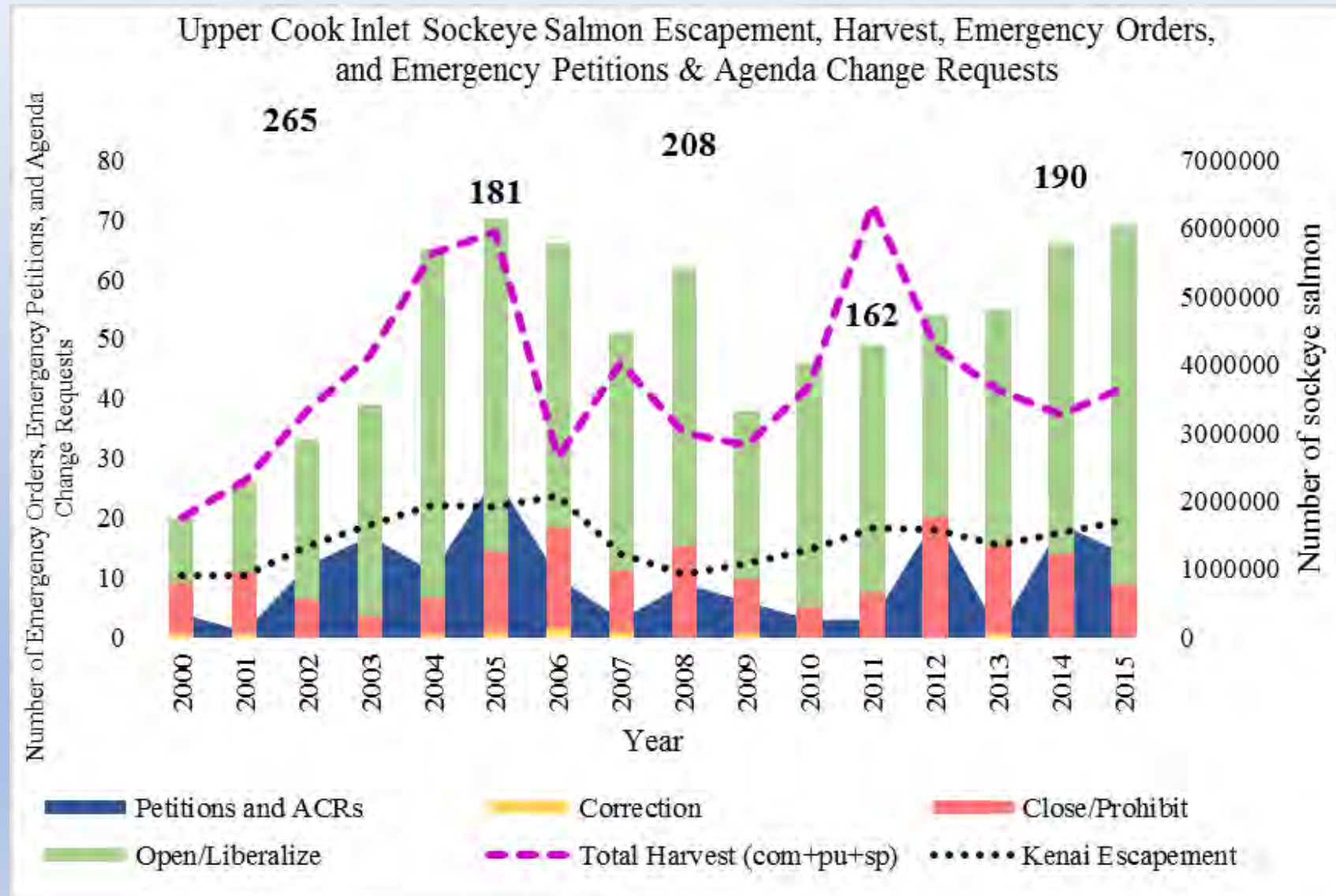


Emergency Petitions by Fishing Sector



Future Research- Pairing Emergency Orders, Harvest, and Escapement with Proposals, Petitions, and ACRs

Numbers represent number of proposals submitted to the Board of Fish during the Upper Cook Inlet Finfish cycle



NCEAS / NII Statewide Analysis of ALL Board of Fisheries Meeting Documents: 1960s-2017

- Is there a significant difference in the number of regional communications (e.g., regulatory proposals) across the Bristol Bay, Southeast, and Kenai River fisheries over the last 15 years?
- Are the number and type of regional communication differences related to different fish species?
- Is there a difference in the type of stakeholders participating in each of the regions over time?
- How do the success rates of different stakeholder groups differ across regions and over time?
- Do certain groups retain these success rates or does it change over time?
- How many unsuccessful repeat proposals are submitted to the Board?
- Do certain regions have more EOs than others?
- Has stakeholder participation changed since the Board was first created?
- How has the growth of nongovernmental organizations impacted stakeholder participation?
- What is the relationship between harvest, escapement, and stakeholder communications?
- Is participation in the Board of Fish process related to increased uncertainty in the fish runs?
- Which regions have the highest number of communications with the Board? When?
- Can the Board use this data to inform its decision making processes?
- Can the stakeholder groups use this data to inform their participation in the process?
- Can ADFG use this data to assess its Board of Fish stakeholder participation model?
- **...Could we modify the methods to analyze the Board of Game?**

**Krupa, M.B. and M.D. McCarthy. *In review*. Resurrecting the Public Record:
How to Track Stakeholder Participation in Fisheries Governance
Fish and Fisheries.**



We would like to thank:

- Glenn Haight, Executive Director of the Board of Fish
- Chris Hieb, Wayne Norlund, and Micah Sommers, SLAM
- Courtney Breest, Paula Williams, Kathleen Boeckmann, Christine Brummer, and Jamie Trammell, UAA
- Jim Powell, UAS
- Dan Rinella, USFWS
- Matt Powers, Frank Davis, Jeanette Clark, Shelby Oliver, Naomi Louchouarn, NCEAS
- Ian Dutton, NII



Questions?
Comments?

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Title 16

- Allocation Criteria (AS 16.05.251(e) and #91-129-FB)
 - history of each fishery
 - number of participants
 - importance for personal and family consumption
 - availability of alternative resources
 - importance in local, regional, and state economy
 - importance for providing recreational opportunity
- Management of Wild and Enhanced Stocks (AS 16.05.730)
- State Subsistence Law (AS 16.05.258)



House Bill 199: “Wild Salmon Legacy Act”
Fish / Wildlife Habitat Protection; Permits
Sponsor: Representative Louise Stutes

HB 199 protects interests of subsistence, commercial, sport, and personal use fishermen while creating efficiency and predictability in permitting and enforcement.

- Updates Title 16, which hasn't been updated since Statehood
- HB 199 provides regulatory certainty for resource development companies while ensuring protection of salmon habitat.
- This bill is drafted in response to a letter the Alaska Board of Fisheries sent to the Legislature in January 2017 recommending it modernize Title 16.
- HB 199 will create enforceable standards, provide for public input and expand ADF&G's authority to protect fish habitat and will safeguard Alaska's salmon fisheries into the future.

How to track HB 199...

<http://akleg.gov/>

<http://www.akleg.gov/basis/Bill/Detail/30?Root=HB%20199>

