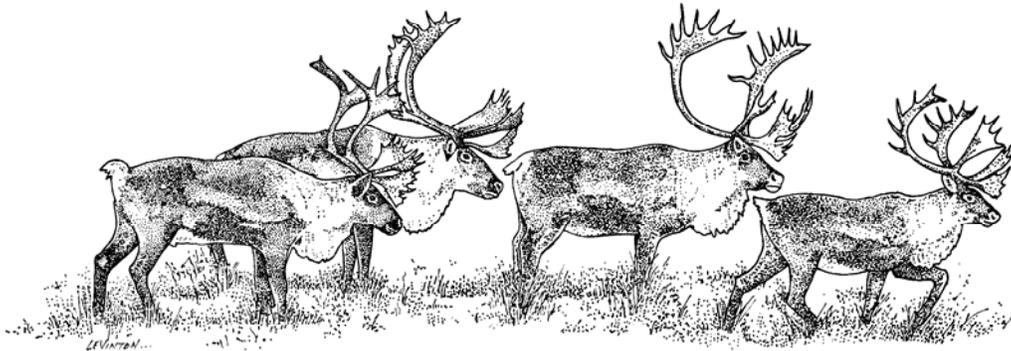


**DECENNIAL REVIEW OF RURAL DETERMINATIONS:
A REPORT TO THE FEDERAL SUBSISTENCE BOARD
ON INITIAL COMMENTS RECEIVED AND
CONSIDERATIONS FOR FURTHER ANALYSIS**



OFFICE OF SUBSISTENCE MANAGEMENT
3601 C Street, Suite 1030
Anchorage, AK 99503

July 15, 2005

PREFACE

This report was prepared by the Office of Subsistence Management in support of the decennial review of rural determinations being conducted by the Federal Subsistence Board. Such a review is required by Federal regulation. The conclusions in this report regarding communities recommended for further analysis should not be taken out of context. This report presents initial staff work for use by the Federal Interagency Staff Committee and the Federal Subsistence Board. The Board is expected to decide upon a proposed list of communities for further analysis in July 2005. That proposed list will then be submitted for review and comment by Federal Subsistence Regional Advisory Councils and the public in the Fall of 2005, after which the Board is scheduled to finalize a list in December 2005. The staff work reported here is only an initial assessment of communities that may warrant further analysis. It is the Board-approved final list of communities for further analysis in December 2005 that will define the scope of work for the further review.

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INTRODUCTION

Regulations require that the Federal Subsistence Board (Board) periodically review rural determinations. Rural determinations are to be reviewed on a 10-year cycle, beginning with the publication of the year 2000 U.S. Census.

In February 2005, the Office of Subsistence Management, in support of the Board, began the first step of what will be a two-step process to review current rural/nonrural determinations. This report presents methods used and conclusions from staff work on the first step in the review, for consideration by the Board as it develops a list of communities proposed for further analysis. Concurrent with this initial review, Federal Subsistence Regional Advisory Council (Council) and public comment was sought for input on this process. Comments received were considered in this initial review, and are summarized for the Board in this report. It should be noted that Council comments or recommendations on rural determinations are not subject to the deference afforded to Council recommendations on the taking of fish and wildlife, as required by Section 805c of the Alaska National Interest Lands Conservation Act (ANILCA).

Upon review and consideration of this report, the Board is expected to propose a list of communities for further analysis based on the staff review and comments received. The Board-proposed list of communities for further analysis will then be submitted for Council and public comment in the Fall of 2005.

Following the Fall comment period, the Board is scheduled to meet in December 2005 to approve the final list of communities for further analysis, drawing upon any further comment received.

During the second step of this process, in 2006, staff from the Office of Subsistence Management will conduct detailed analyses of the communities on the Board-approved final list. Additional Council and public comment opportunities will occur, and the Board is expected to make final decisions in this review of rural determinations by December 2006.

Current Rural Determinations

The current status of rural determinations is that all communities and areas in Alaska are considered rural for the purposes of the Federal Subsistence Management Program, except for the following:

- Adak
- Fairbanks North Star Borough
- Homer Area – including Homer, Anchor Point, Kachemak City, and Fritz Creek
- Juneau Area – including Juneau, West Juneau, and Douglas

- Kenai Area – including Kenai, Soldotna, Sterling, Nikiski, Salamatof, Kalifornsky, Kasilof, and Clam Gulch
- Ketchikan Area – including Ketchikan City, Clover Pass, North Tongass Highway, Ketchikan East, Mountain Point, Herring Cove, Saxman East, Pennock Island, and parts of Gravina Island
- Municipality of Anchorage
- Seward Area – including Seward and Moose Pass
- Valdez
- Wasilla Area – including Palmer, Wasilla, Sutton, Big Lake, Houston, and Bodenbergs Butte

Regulations

The implementing Federal regulations (50 CFR 100.15 and 36 CFR 242.15) provide guidelines for the Board to use in determining which Alaska communities are rural, as follows:

§ _____.15 *Rural determination process.*

(a) The Board shall determine if an area or community in Alaska is rural. In determining whether a specific area of Alaska is rural, the Board shall use the following guidelines:

(1) A community or area with a population of 2,500 or less shall be deemed to be rural unless such a community or area possesses significant characteristics of a nonrural nature, or is considered to be socially and economically a part of an urbanized area.

(2) Communities or areas with populations above 2,500 but not more than 7,000 will be determined to be rural or nonrural.

(3) A community with a population of more than 7,000 shall be presumed nonrural, unless such a community or area possesses significant characteristics of a rural nature.

(4) Population data from the most recent census conducted by the United States Bureau of Census as updated by the Alaska Department of Labor shall be utilized in this process.

(5) Community or area characteristics shall be considered in evaluating a community's rural or nonrural status. The characteristics may include, but are not limited to:

(i) Use of fish and wildlife;

(ii) Development and diversity of the economy;

(iii) Community infrastructure;

(iv) Transportation; and

(v) Educational institutions.

(6) Communities or areas which are economically, socially, and communally integrated shall be considered in the aggregate.

(b) The Board shall periodically review rural determinations. Rural determinations shall be reviewed on a ten year cycle, commencing with the publication of the year 2000 U.S. census. Rural determinations may be reviewed out-of-cycle in special circumstances. Once the Board makes a determination that a community has changed from rural to nonrural, a waiting period of five years shall be required before the nonrural determination becomes effective.

(c) Current determinations are listed at §____.23.

Background

During the Congressional deliberations leading to ANILCA, Alaska Natives emphasized the need for more specific statutory protection of their subsistence hunting and fishing way of life. As a result, Congress included Title VIII on Subsistence Management and Use and established the rural subsistence priority. The commitment to examine public lands in Alaska for inclusion in the Federal conservation units was established in the Alaska Native Claims Settlement Act (ANCSA), sections 17(d)(1) and (2) (43 U.S.C. 1616[d][1] and [2]). This provided an avenue for Congressional action on subsistence, although ANILCA was primarily focused on provisions to expand and establish new national parks, forests, wildlife refuges, wild and scenic rivers and designated wilderness areas in Alaska.

The specific approach to subsistence management in ANILCA, Title VIII, proceeds from two important aspects of ANCSA. First, Section 4(b) extinguished “any aboriginal hunting or fishing rights that may exist” (43 U.S.C. 1603[b]). Secondly, the Conference Committee reconciling divergent House and Senate versions acknowledged the continuing responsibility of the Secretary of the Interior to protect Native interests in subsistence resource lands. The Conference Committee expressed the expectation that the Secretary and the State would take “any action necessary to protect the subsistence needs of the Natives” (Senate Report 92-581, 92nd Congress, First Session, December 14, 1971, p. 37).

Title VIII of ANILCA can be seen as a more specific means of protecting subsistence interests. Under the terms of Section 805, the State is authorized to implement the subsistence management program on Federal as well as State and private lands, provided that it complies with ANILCA provisions concerning the subsistence definition, priority, and participation. If the State does not do so, the Secretaries of the Interior and Agriculture are required to implement the priority on the Federal public lands. Linked to this approach, the definition of subsistence focuses on rural residency, rather than Alaska Native ethnicity or Tribal membership. It was recognized that the State could not legally implement a unified subsistence management program in which Alaska Native Tribal members were the sole beneficiaries.

In Section 801 of ANILCA, Congress declared, among other things, that continuation of the opportunity for subsistence uses by rural residents of Alaska is essential, that the

situation in Alaska is unique, and that continuation of the opportunity for subsistence uses is threatened. In addition, Congress cited the need to fulfill the policies and purposes of ANCSA. Congress invoked its Constitutional authority over Native affairs, and the Property and Commerce clauses, to protect and provide the opportunity for subsistence uses by all rural Alaskans. Finally, Congress found that the national interest in regulation, protection, and conservation of fish and wildlife on public lands and the continuation of the opportunity for a subsistence way of life by residents of rural Alaska required an administrative structure to enable knowledgeable rural residents to have a meaningful role in subsistence management. Section 801(1) suggests that subsistence uses are essential to the “cultural existence” of Alaska Natives and to the “social existence” of non-Natives. However, elsewhere in this section, and throughout the substantive provisions of Title VIII, Congress specified that the Federal subsistence priority applies to rural residents of Alaska, both Native and non-Native.

Section 803 defines “subsistence uses” as:

. . .the customary and traditional uses by rural Alaska residents of wild, renewable resources for direct personal or family consumption as food, shelter, fuel, clothing, tools, or transportation; for the making and selling of handicraft articles out of non-edible byproducts of fish and wildlife resources taken for personal or family consumption; for barter, or sharing for personal family consumption; and for customary trade.

Section 804 establishes ANILCA subsistence preference in the following terms:

Except as otherwise provided in this Act and other Federal laws, the taking on public lands of fish and wildlife for non-wasteful subsistence uses shall be accorded priority over the taking on such lands of fish and wildlife for other purposes. Whenever it is necessary to restrict the taking of populations of fish and wildlife on such lands for subsistence uses in order to protect the continued viability of such populations, or to continue such uses, such priority shall be implemented through appropriate limitations based on the application of the following criteria:

- (1) Customary and direct dependence upon the populations as the mainstay of livelihood;*
- (2) Local residency; and*
- (3) The availability of alternative resources.*

These provisions constitute the “rural subsistence priority” of ANILCA, Title VIII. While rural residency is the critical feature determining who benefits from the subsistence priority, the statute itself provides no definition of the term “rural.” Instead this has been left to the implementing regulations and agency determinations.

Comparatively little discussion of the term “rural” is to be found in the committee reports

accompanying the ANILCA bills through Congress. However, the Senate Committee on Energy and Natural Resources identified the four largest population centers in Alaska in 1980, namely Anchorage, Fairbanks, Juneau, and Ketchikan as examples of nonrural places. As examples of rural places, the Committee named Dillingham, Bethel, Nome, Kotzebue, Barrow, and other Native and non-Native villages scattered throughout the State, though unnamed by the Committee. The Committee emphasized that the rural status of communities is not static, and could change over time, as a community gains or loses population (Senate Report 96-413:233).

There has been only one judicial action examining the legislative history for the legal sufficiency of agency rural determinations and using the term “rural.” In the *Kenaitze* case (*Kenaitze Indian Tribe v. Alaska*, 860 F.2d 312 [9th Cir. 1988], *cert. denied*, 109 S. Ct. 3187 (1989), filed and decided during the time of State management of subsistence, the 9th Circuit Court of Appeals reviewed determinations by the Alaska Joint Board of Fisheries and Game, and found error in the State’s regulatory framework. The Court held that the term “rural” is a common term, with a common meaning found in a dictionary, and therefore it was not necessary to determine Congressional intent. The Court also found that it was not bound to defer to a State agency determination, as it would to a Federal agency determination, even when the State was implementing a program deemed in compliance by the Secretary of the Interior.

The Court remanded the specific determinations back for re-examination. However, the State was not able to take further action before its ANILCA Title VIII subsistence program was ended and the Federal program began in 1990.

From 1980 through late 1989, the State had managed a unified program in compliance with Federal requirements. However, in December 1989 the Alaska Supreme Court ruled in *McDowell v. State*, 785 P.2d 1 (Alaska 1989) that the rural priority violated Alaska Constitutional provisions for the common use of natural resources. The Alaska Supreme Court stayed the decision until July 1, 1990. On June 29, 1990, the Secretaries enacted temporary regulations to implement Title VIII of ANILCA on Federal public lands (55 FR 27114). Federal subsistence managers have managed subsistence hunting, trapping and some fishing on Federal public lands since that date.

With a Federal Register notice on October 5, 1990, the newly established Federal Subsistence Board initiated the preparation of an Environmental Impact Statement as a vehicle for widespread public review and participation in the development of the final temporary regulations (55 FR 40897). The rural determination process was included, and subsequently on November 23, 1990 (55 FR 48877), the Board published another notice in the Federal Register explaining the proposed Federal process for making rural determinations, the criteria to be used and the application of those criteria in preliminary determinations. Public meetings were held in approximately 56 Alaskan communities, specifically to solicit comments on the proposed Federal Subsistence Management Program. The period for submitting comments on rural determinations closed on December 10, 1990. There were many oral and written comments received from

governmental entities, other organizations, and individuals. On December 17, 1990, the Board adopted final rural and nonrural determinations, which were published on January 3, 1991 (56 FR 236). Final programmatic regulations were published on May 29, 1992, with only slight variations in the rural determination process (57 FR 22940).

The U.S. Ninth Circuit Court ruled in the *Katie John* case (*State of Alaska v. Babbitt*, 54 F.3d 549 (9th Cir. 1995)) that Federal subsistence jurisdiction and management should include subsistence fisheries on Alaskan rivers and lakes within and adjacent to Federal public lands. Accordingly, in order to meet Title VIII of ANILCA, Federal subsistence management expanded on October 1, 1999 to include the management of fisheries on Federal public lands in Alaska (navigable and non-navigable waterways).

METHODS

Staff review to identify communities that may warrant further analysis was conducted by considering Council and public comments received during the open comment period associated with this initial review, and by reviewing current groupings and rural/nonrural determinations with a focus on what has changed since the current determinations were made. This initial review is not intended to be determinative as to the grouping or rural status of these communities, but only to identify those communities for which further analysis appears warranted. It is the Board that will decide upon a list of communities proposed for further analysis, which will be subject to Council and public comment, and it is the Board that will decide upon the final list of communities for further analysis. The outcome of the further analysis may, or may not, indicate the need for a change in grouping or rural/nonrural status for communities. Any proposed changes would be a Board decision, which would be subject to Council and public comment.

Consideration of Comments Received

Council and public comments received during the January 31, 2005 through April 1, 2005 comment period were reviewed and considered. At this initial stage of the overall review of rural determinations, the key area for input was on process or method considerations. Comments on the status of particular communities will be noted and addressed more fully in the next stage, when comment is sought on the communities proposed by the Board for further analysis.

Comments received during the open comment period are summarized in the results section of this report. A copy of the public comments as received is provided in the related report entitled *Decennial Review of Rural Determinations: Public Comments Received During the January 31-April 1, 2005 Comment Period*, by the Office of Subsistence Management. While helpful in gaining further understanding of the diverse views on rural determinations, these initial comments did not lead to development of specific changes in method for the review.

Review of the Grouping of Communities

The initial question addressed for communities that are currently grouped, or aggregated, based upon having been found to be economically, socially, and communally integrated, was: Are there reasons to further evaluate adding communities or areas to, or removing them from, the current grouping? If so, such a grouping was recommended for further analysis. Communities or areas not currently part of a grouping were recommended for further analysis if there were reasons to evaluate whether they should now be included in a grouping.

Subsistence management regulations addressing rural determinations do not provide specific guidelines on how the grouping of communities is to be evaluated. Guidelines were developed operationally at the time of the initial determinations. Some revisions to these guidelines are advisable.

The criteria previously used to determine if communities were socially, economically, and communally integrated included: 1) Do 15% or more of the working people commute from one community to another? 2) Do they share a common school district? 3) Are daily or semi-daily shopping trips made?

In revising the former grouping criteria, recommendations developed by a committee commissioned by the Office of Management and Budget (OMB 2000) for use of such data were followed. That committee recommended that data used to measure connections among communities should describe the connections in a straightforward and intuitive manner, be collected using consistent procedures, and be readily available to the public.

The criteria intended to now be used include: 1) Do 30% or more of the working people commute from one community to another? 2) Do they share a common high school attendance area? 3) Are the communities in proximity and road-accessible to one another? These are not to be considered separately, but assessed collectively, with the recommendation to group communities being dependent upon the collective assessment. As experience is gained in their use, the criteria may be further developed.

The first criterion, regarding whether working people commute from one community to another, was the only one of the former criteria identified by Kruse and Hanna (1998) as providing meaningful information relating to the grouping of communities. Also, the U.S. Census uses this criterion because commuting to work is an easily understood measure that reflects social and economic integration. The criterion standard was modified from 15% to 30% due to the nature of the criterion and data developed by the USDA Economic Research Service (ERS 2005). Rural-Urban Commuting Area Codes (RUCAs) are to be

developed at the zip code level using the 30% commuting standard. Use of these codes will allow the use of a readily available measure.

The second criterion, regarding sharing a common school attendance area, was modified to identify a common high school attendance area rather than school district. It was pointed out in past public testimony to the Southcentral Council (OSM 1995) and to the Federal Subsistence Board (OSM 2000), as well as by Kruse and Hanna (1998), that attendance in a common school district often reflects political or administrative boundaries rather than social integration. In contrast, attendance at a common high school may better indicate social integration of communities. Although comments by members of the Southcentral Council associated with this review, and summarized in the results section of this report, question the value of even this narrowed criterion, it is no doubt an improvement over the former district-level approach.

The third criterion of daily or semi-daily shopping trips was replaced in its entirety due to the lack of available data. The new criterion of proximity and road accessibility, applied in relation to the other two criteria, can be considered a reasonable indicator of economic, social, and communal integration.

Unfortunately, information on commuting by working people among communities was not available from the research group which develops this information, at the level of detail needed, at the time of this initial review. Therefore, if questions could not be resolved on whether to include or exclude communities from a grouping at this stage, the grouping was recommended for further analysis. Full application of the new criteria will be taken up later for such groupings approved by the Board for further review. Also, while the focus is on the groupings recommended for further analysis, an attempt was made to note neighboring communities or areas that might be affected by such a reevaluation. However, some neighboring communities or areas may not have been so noted. This is not meant to limit the scope of analysis in the next stage of the review process.

Review of Other Changes in Communities

In addition to the review of the grouping of communities or areas, as described above, other changes were reviewed for communities or areas, whether grouped or not grouped. The questions that follow were asked. For a community or grouping currently considered rural, did the population increase above, or further above, 7,000, between 1990 and 2000? If so, such a community was recommended for further analysis. For a community or grouping currently considered nonrural, did the population decrease below 2,500, between 1990 and 2000? If so, such a community was recommended for further analysis. Source for population data was the U.S. Census Bureau (2005a). It should be noted that when the Board made rural and nonrural determinations in 1990, provisional 1988 population estimates from the Alaska Department of Labor were used, as U.S. Census

data for 1990 were not yet available. In conducting the current review, U.S. Census population data for 1990 and 2000 were used, as population data from both censuses are now available, they are the best available data, and they provide a standardized basis for evaluation.

For a community or grouping with a population between 2,500 and 7,000, based on either the 1990 or 2000 census, were changes in community characteristics known that may warrant a change in status? If so, such a community was recommended for further analysis. The characteristics included, but by regulation are not limited to, diversity and development of the local economy, use of fish and wildlife, community infrastructure, transportation, and educational institutions. The later analysis on the communities approved by the Board for further analysis may include population density (Wolfe and Fischer 2003) as an additional community characteristic, if necessary.

RESULTS

Results reflect the fact that growth of Alaska's economy and population experienced a substantial slowdown in the 1990s compared to prior recent decades (ISER 2001). The timber and fishing sectors, along with State spending, declined during this decade, though these were offset by growth in Federal spending and the visitor industry. In the 1990s, the average annual population growth rate for the state as a whole was less than half the rate seen in the previous two decades (ISER 2001).

Alaska's population remains highly concentrated in a relatively small number of places, and widely dispersed in a large number of very small communities. Nearly three in four residents of Alaska lived in and around Anchorage, Fairbanks, and Juneau in 2000 (ISER 2001). Only nine places or groupings in 2000, of the 300 named for that census year in **Appendix 1**, had populations larger than the 7,000 resident threshold. Eight places or groupings had populations between 2,500 and 7,000. The vast majority of the places in Alaska have small populations, most well below 2,500 residents, and none of these small places grew sufficiently during the 1990s to pass the 2,500 resident threshold.

While the overall population of Alaska grew by 14% between 1990 and 2000 (**Appendix 1**), much of that growth was concentrated in a few regions, such as the Matanuska-Susitna Borough, Kenai Peninsula, and Anchorage in Southcentral Alaska, which had growth rates of 42%, 22%, and 15%, respectively (ISER 2001). Population declines were typically more moderate, although the Western Aleutians region had a rate of -42%, due to a sharp population decline at Adak (ISER 2001).

A few points relative to the geography of the census data are worth noting before proceeding further in presenting the results of this initial review. The U.S. Census identifies and defines census designated places (CDPs), to which population data have been assigned, for the purposes of the census and based upon population demographics at the time of that census. The geographic boundaries of the CDPs are not necessarily fixed

from one decadal census to another, but are subject to change. The U.S. Census Bureau (2005b) provides technical documentation on this and other geographic entities it uses. The boundaries of the nonrural areas as identified for the purposes of the Federal Subsistence Management Program may or may not correspond well to census boundaries, and that relationship may change from one census to the next. Often times a nonrural boundary bisects CDPs. Also, from one decade to another, population growth may cause the U.S. Census to create new CDPs. A new CDP may incorporate an area previously not part of any other CDP, or it may include in part an area that had formerly been part of a CDP, in which case the geographic boundaries of the former CDP would be altered.

Population data from the 1990 and 2000 U.S. Census for communities or CDPs in Alaska, hereinafter collectively referred to as places, or for groupings as defined for the purposes of the Federal Subsistence Management Program, are provided in **Appendix 1**. Places and groupings recommended for further analysis are coded accordingly. **Appendix 2** describes the components of the groupings, and **Appendices 3-9** provide detailed population data for those groupings, as warranted. Detailed population data for the 1990 and 2000 population remainders is provided in **Appendices 10 and 11**, respectively, these being the populations residing outside of the named places or groupings listed in **Appendix 1**.

Summary of Comments Received from Subsistence Regional Advisory Councils

These comments were taken from the transcripts of the February-March 2005 Council meetings. They are comments by individual Council members, rather than Council recommendations.

Southeast Alaska Council

- Concern about how residence is determined for seasonal residents of rural communities.
- The Council is on record as supporting a rural determination for Ketchikan because it met the eight criteria.
- Communities above the 2,500 population benchmark should be on the list for further analysis. For example, Sitka is over the population threshold, but has rural characteristics.

Southcentral Council

- Do not use high school attendance area as a factor when considering community characteristics. Students are bused to particular schools for the convenience and economy of the school district rather than by community description or needs. Students may be brought from all over the district regardless of how the separate communities may or may not otherwise interact.

- It is more important to look at households in the community to see what their lifestyles are, whether they are subsistence oriented or nonrural. Household surveys have provided a lot of that information for a lot of the places.
- Aggregation of communities must be done objectively.
- Aggregation subverts the characteristics of individual communities. Once a group of communities has been aggregated they are viewed as a whole and the characteristics of the individual communities are no longer seen.

Kodiak/Aleutians Council

- Residents of military installations statewide should not be included in rural/nonrural determinations, nor afforded a subsistence priority for any fish and wildlife resources. They generally do not meet the length of residency requirements and are assigned temporarily. Their numbers affect the availability of resources. The Coast Guard base on Kodiak is the largest in the U.S. and the large number of Coast Guard personnel has a definite impact on subsistence fish and wildlife resources in the area. It will become a conflict in the future.
- A public testifier noted that many people in Kodiak City used to live in outlying villages but moved in for jobs.
- Recommend considering Adak for further analysis.

Yukon-Kuskokwim Delta Council

- Many people move to Bethel from outlying areas so its population is growing. Subsistence is still vital to Bethel residents.
- When considering community characteristics, adjustments should be made for those people who are from rural areas but move to places like Bethel, Nome, Kotzebue, and Barrow. For example, many people are getting higher education. They cannot get jobs in the villages so they move to the larger regional hubs. They are still subsistence people.

Eastern Interior Council

- The Fairbanks North Star Borough is trying to extend its boundaries. The new boundaries would include a number of what the Federal program now considers rural communities, such as Fort Yukon, Eagle, and Tok. These communities should not be considered for aggregation into the nonrural North Star Borough.

North Slope Council

- Prudhoe Bay is an industrial complex/enclave. Ninety-nine percent of the people are transient (they just go there to work), and there is no community infrastructure. Prudhoe Bay should be listed for further analysis for a nonrural determination.

Summary of Comments Received from the Public

A total of 13 public comments were received during this initial comment period. These

comments were received from the following organizations or individuals:

1. Ketchikan Indian Community
2. Angoon Community Association
3. Sitka Tribe of Alaska
4. City and Borough of Sitka
5. Sitka Fish and Game Advisory Committee
6. David H. Tjomsland of Sitka
7. Sigurd D. Rutter of Sitka
8. Alaska Longline Fishermen's Association
9. Halibut Cove Community Organization
10. Residents of Moose Pass
11. Joe Dinnocenzo of Kodiak
12. Mary Bishop of Fairbanks
13. Native Village of Unalakleet Watershed Committee

The Tribal Council of the Ketchikan Indian Community is a Federally recognized Tribal government and represents the tribe. The Tribal Council submitted a resolution which concludes that Ketchikan possesses significant rural characteristics and requests that Ketchikan be officially recognized as a rural community for subsistence purposes. The Tribal Council also requests the Federal Subsistence Board to conduct a formal hearing in Ketchikan so that the public may comment on this matter.

The Council of the Angoon Community Association focused its comments on the customary and traditional subsistence uses of their community. The traditional use of resources is territorial and belongs to each community household. The right to traditional use is given only to those residing within a community. Although there have been changes since contact with Western society, the use of fish and wildlife resources is still a major part of the culture of a subsistence community.

The Sitka Tribe of Alaska is the Federally recognized tribal government for more than 3,700 enrolled tribal citizens. The Tribe submitted a resolution affirming and describing their strong belief that Sitka is a rural community in character and history and by continued reliance on and cultural uses of traditional foods. The resolution also requests that the Federal Subsistence Board travel to Sitka and hold public hearings there regarding the community's rural status.

The City and Borough of Sitka submitted a resolution which states that, while Sitka is above the 7,000 population benchmark, the community possesses significant characteristics of a rural nature. The City and Borough request that Sitka be recognized as a rural community for subsistence purposes and that the Federal Subsistence Board hold a hearing in Sitka to hear local residents' testimony.

The Sitka Fish and Game Advisory Committee requests that the Board hold a hearing in Sitka to hear public testimony regarding possible changes in rural status.

Mr. David Tjomsland of Sitka stated that Sitka is remote and off the beaten path, and should retain the rural designation. He noted that the cost of living is significantly higher than in communities that are road connected and that Sitka's permanent residents rely on subsistence foods year round.

Mr. Sigurd Rutter of Sitka states that Sitka is an urban area with an urban economy and he objects to Sitka's designation as a rural community. The rural status allows thousands of residents to participate in subsistence fisheries even if they are not actual subsistence users and do not need the resources.

The Alaska Longline Fishermen's Association is a commercial fishing organization of about 60 members and is based in Sitka. The members are particularly concerned by the questionable subsistence harvest of halibut practiced by non-Natives since implementation of the halibut subsistence program, and by the pressure placed on near-town resources by the subsistence demands of Sitka's growing population. They would like the Board, within its authority, to aggressively address this growing problem.

The Halibut Cove Community Organization writes that they were left out of the original rural places determinations and, therefore, community residents are not able to obtain subsistence halibut registration certificates. Halibut Cove has a year-round population of 25, is accessible only by boat, and does not have community water or sewer. They ask for a rural designation so that they can get subsistence halibut certificates.

Forty residents of Moose Pass on the Kenai Peninsula signed a petition requesting the Federal Subsistence Board to reconsider the original designation of nonrural. The petition states that there is a history of subsistence activities by residents in Moose Pass that goes back decades.

Mr. Joe Dinnocenzo of Kodiak wrote that, because the criteria are very subjective, the determination process is just another allocation of publicly owned resources and creates a division of "haves and have nots." He believes that all residents have equal rights to harvest fish and wildlife resources and stated that any conservation issues may be addressed by restricting seasons and methods of harvest.

Ms. Mary Bishop of Fairbanks proposes that the priority for customary and traditional use be limited, as Congress suggested in ANILCA, to residents of those communities where no practical alternative means are available to replace the food supplies and other items gathered from the fish and wildlife which supply rural residents dependent on subsistence uses.

The Native Village of Unalakleet's Watershed Committee supports their community's current rural designation. Unalakleet is a traditional community with a minimal cash economy. The residents number fewer than 1,000 and many rely on a daily subsistence way of life.

Response to Comments Received

As noted in the methods section, Council and public comments received did not lead to a change in method for this initial review. There was some concern expressed about how to approach the grouping of communities in general, and the use of high school attendance area as one of the three grouping criteria in specific. The criteria now being used for grouping of communities represents an improvement from the criteria previously used. As to the use of high school attendance area, this narrowed criterion is no doubt an improvement over the former district-level approach.

Several other comments on method raised questions about how this review should address the movement of people from outlying areas to hub communities, seasonal residents, transient patterns related to employment, and those residing at military installations. Eligibility to hunt, trap, or fish under Federal subsistence regulations is dependent upon rural Alaska residency. A person's primary, permanent place of residence, and the rural Alaska status of that place, is the basis for eligibility. Many of the concerns raised along these lines may be further addressed as specific communities are analyzed in the later step in this process, should communities with such associated issues be approved by the Board for further analysis.

Although comment was being sought on method or process at this time, some Council and public comments focused on the status of specific communities. In the portion of the results section which follows, the staff review addresses many of these communities, among others. However, Prudhoe Bay is not specifically addressed, but was raised in Council comment. Eligibility of persons stationed at Prudhoe Bay, but who claim residency elsewhere, is dependent upon the status of their place of residence. In the 2000 census, only 5 persons were counted as residents of Prudhoe Bay, down from 47 in 1990. The rural status of Prudhoe Bay, with a resident population of that size, was not thought to warrant further analysis.

A number of comments addressed management of subsistence halibut fisheries, and one spoke to the reported nonrural status of the community of Halibut Cove in Cook Inlet relative to halibut subsistence fishing. The North Pacific Fishery Management Council is the lead authority on the management of halibut subsistence fisheries in Alaska. For purposes of the Federal Subsistence Management Program under ANILCA, the community of Halibut Cove is considered rural. However, each program may be unique as to its rural determinations.

Several comments included a request that the Board hold public hearings in specific communities to receive direct testimony from residents. Whether, and when, the Board would hold public hearings in some communities has not been determined. At this point, the Board has yet to identify for Council and public comment the communities that may be subject to further review.

Review of the Grouping of Communities

None of the eight current nonrural groupings, all of which grew in population between 1990 and 2000, are recommended for further analysis of their nonrural status. However, for six of these groupings, further analysis is recommended to evaluate excluding or including places at the boundaries of the groupings, as described in more detail in this section. Those six groupings are the Fairbanks North Star Borough, Wasilla Area, Kenai Area, Homer Area, Seward Area, and Ketchikan Area.

Because of the potential for change in CDP boundaries, and the potential for new CDPs within a grouping to account for additional population that would otherwise be accounted for in a remainder, comparison of population data between decadal censuses for groupings of CDPs may require a finer level of analysis. In the course of conducting this initial review, it was noted that, for all groupings, accurate mapping should be verified and made available for the administrative record, whether or not the grouping is recommended for further analysis, and whether the grouping is nonrural or rural. Also, the names assigned in regulation to groupings should be reviewed to ensure clear communication. For example, the Wasilla Area might be better described as the Palmer-Wasilla Area, and the Kenai Area might be better described as the Kenai-Soldotna Area. For consistency, however, existing regulatory names will continue to be used in this report.

Fairbanks North Star Borough

Fairbanks was one of the communities named in the legislative history of ANILCA as an example of a nonrural place in Alaska. Fairbanks, as Alaska's second largest city, continues to be a nonrural place, however, there is reason to further analyze how to best define the Fairbanks area. Currently, the entire Fairbanks North Star Borough is used as the boundary for the Fairbanks nonrural area (**Figure 1**), which had a population of 82,840 in 2000, up from 77,720 in 1990. The boundary for the Fairbanks North Star Borough is defined independently from the Federal Subsistence Management Program and is unambiguous, but using the entire borough to define the Fairbanks nonrural area may be overly inclusive. Some of the places far removed from the population centers in the borough may warrant exclusion from the nonrural grouping. Within the borough, there are multiple CDPs. Further analysis is recommended, applying the new grouping criteria to the CDP data within the Fairbanks North Star Borough. Any place excluded from the grouping would be analyzed independently as to its rural/nonrural status.

Wasilla Area

The Wasilla Area (**Figure 2**) is a nonrural grouping in the Matanuska-Susitna Borough, a

region experiencing the fastest rate of growth and development in Alaska (UW 2005). Differing portions of the Matanuska-Susitna Borough population were included within CDPs between the 1990 and 2000 censuses, which contributes in part to the resulting differing population remainders. This complicates direct comparison of population in the “Wasilla Area” as defined for the purposes of the Federal Subsistence Management Program. Notwithstanding this qualification, population in the Wasilla Area did increase substantially from 1990 to 2000. For the 2000 census, additional CDPs were delineated to account for the population influx. Due to growth and development within and near the Wasilla Area, further analysis is recommended to evaluate whether Willow, Point MacKenzie, and other similarly situated places should now be included in this nonrural grouping.

Kenai Peninsula

In 1998, the three Kenai Peninsula nonrural areas – the Kenai Area (**Figure 3**), Homer Area (**Figure 4**), and Seward Area (**Figure 5**) – underwent an out-of-cycle review. During that process, the staff analysis suggested review of the boundaries for these areas. Questions were raised on whether to exclude Clam Gulch from the Kenai Area, whether to exclude Moose Pass from the Seward Area, and on the boundaries of the Homer Area, which currently include portions of Fritz Creek CDP to the east and Anchor Point CDP to the north. The analysis concluded that the determinations should remain unchanged at least until a different methodology and 2000 census data were available.

The revised criteria for aggregation or grouping of communities have been developed which address the concerns raised about the 1991 aggregation process. Also, the Kenai Peninsula Borough has continued to experience population growth, and the boundaries of constituent CDPs included in the nonrural areas were adjusted to reflect this growth. For these reasons, further analysis is recommended to evaluate whether to exclude Clam Gulch and other similarly situated places from the Kenai Area nonrural grouping, and to evaluate their rural/nonrural status independently; to exclude Moose Pass and other similarly situated places from the Seward Area nonrural grouping, and to evaluate their rural/nonrural status independently; and to evaluate whether Fox River, to the east of Fritz Creek, and Happy Valley, to the north of Anchor Point, and other similarly situated places, should now be included in the Homer Area nonrural grouping.

Ketchikan Area

Ketchikan (**Figure 6**) was one of the communities named in the legislative history of ANILCA as an example of a nonrural place in Alaska. The population of the Ketchikan Area was 13,639 in 2000, an increase of 180 people from 1990. For these reasons, Ketchikan’s status as nonrural is not recommended for further analysis. However, it is recommended that the neighboring community of Saxman be analyzed as to whether it should continue to be considered a separate rural community (with a population of 431 in

2000, up from 369 in 1990) or instead be grouped with the nonrural Ketchikan Area. Saxman is in immediate proximity to Ketchikan, connected by road and sharing a high school attendance area. Further analysis is recommended to determine if Saxman is economically, socially, and communally integrated with Ketchikan to an extent now warranting inclusion in the Ketchikan Area and a change to nonrural status. It is also recommended that extension of the Ketchikan nonrural area be evaluated to take into account further development outside of the current boundary.

Delta Junction Area

One potential new grouping, of Delta Junction, Big Delta, Deltana, and Fort Greely, is recommended for further analysis. These four places are located in the vicinity of the junction of the Richardson and Alaska Highways, approximately 100 miles southeast of Fairbanks. They are currently not grouped, and each is considered rural. All four are part of the Delta-Greely School District, which has one high school located in Delta Junction. All but Fort Greely grew in population between 1990 and 2000, and their combined population in 2000 was 3,620. Population declined at Fort Greely due to closure of the military facility scheduled in 1997 and phased in through 2001; however, there has since been development of a new missile facility at the site (ADCA 2005). If a recommendation to group some or all of these places was an outcome of further analysis, it does not necessarily follow that the grouping would be recommended for a change in rural status. There may be justification for grouping some or all of these places, but that grouping might be found to be rural.

Review of Other Changes in Communities

Kodiak (**Figure 7**) and Sitka (**Figure 8**), currently considered rural, are recommended for further analysis as to their rural/nonrural status because their populations increased further over 7,000. Kodiak increased from 12,230 to 12,855, and Sitka increased from 8,588 to 8,835. It is also recommended that the geographic boundaries of these areas be further evaluated and better defined.

Adak, currently considered nonrural, is recommended for further analysis as to its rural/nonrural status because its population of 4,633 in 1990 dropped to 316 in 2000. A naval installation at Adak was closed during the 1990s.

Six communities in the 2,500 to 7,000 population size range and currently considered rural, namely Bethel, Barrow, Unalaska, Nome, Petersburg, and Kotzebue, and one community in this size range and currently considered nonrural, Valdez, are not recommended for further analysis.

Each of the six rural communities in this size range had a population of more than 3,000, but less than 5,500, in 2000. Although the rate of population growth between 1990 and

2000 for these communities varied from 0% (Nome) to 39% (Unalaska), the rural character of these communities has not appreciably changed, and further analysis of their rural status is not recommended. Four of the six, Bethel, Barrow, Nome, and Kotzebue, were named in the legislative history of ANILCA as examples of rural places in Alaska. They remain isolated from nonrural communities, and continue to lack the infrastructure commonly found in nonrural places. The population of Petersburg, an island community in Southeast Alaska, increased by only 17 people since 1990, to 3,224 in 2000, and further review does not appear warranted.

Worksheets from the 1990 rural determination process indicate that a provisional 1988 population estimate of 1,131 was used for Unalaska. Assuming that the 1990 census estimate of 3,089 is accurate, it appears that there was either a significant population increase between 1988 and 1990, or the provisional 1988 data was a low estimate, or both. As a result, Unalaska was thought to be below the 2,500-7,000 population size range, and was presumed to be rural. Further discussion is therefore provided here on community characteristics of Unalaska.

Unalaska (also often referred to as Dutch Harbor, which is within the city boundaries) has long been a regional hub in the remote Aleutian Islands, with growth since the 1970s being attributed to the commercial seafood industry (Veltre and Veltre 1982). Unalaska increased in population from 178 people in 1970 to 1,322 in 1980, and then to 3,089 in 1990 (ADCA 2005), growth rates of 643% and 134%, respectively. Growth since 1990, to a population of 4,283 people in 2000, does not represent a fundamental change in character for Unalaska. Transportation to and from Unalaska is by air, barge, and a seasonal bi-monthly ferry schedule (ADCA 2005). The Aleutian/Pribilof Center in Unalaska, a branch of the Interior/Aleutians Campus of the University of Alaska Fairbanks, offers a limited range of higher education courses, primarily through distance education technology. Unemployment rate in 2000 was 13.4%, per capita income was \$24,676, and 12.5% of residents were living below the poverty level (ADCA 2005). For comparison, the statistics for Petersburg were a 10.3% unemployment rate, per capita income of \$25,827, and 5% below the poverty level, and for Valdez they were a 6.2% unemployment rate, \$27,341 per capita income, and 6.2% below the poverty level (ADCA 2005). Use of fish and wildlife was characterized by Wolfe and Fischer (2003) as country food production, expressed as per capita pounds per year. For their analyses, they used a value of 195 for Unalaska, which was greater than the values for Petersburg (162) or Valdez (102), for example, but less than the values for Kotzebue (589) or Barrow (288). In summary, Unalaska continues to be a regional hub community that is rural in character, and further analysis does not appear necessary.

Valdez, with a population of 4,036 in 2000, has not changed substantially since 1990. As the terminal of the Trans-Alaska Oil Pipeline, and port of call for tanker traffic shipping oil from the terminal, Valdez continues to have an industrial and commercial character in keeping with its nonrural designation.

CONCLUSIONS

Comments received during the initial open comment period, while helpful in gaining further understanding of the diverse views on rural determinations, did not lead to development of specific changes in method for the review.

Recommendations for further analysis, described in more detail in the results section of this report, are summarized here.

- **Kodiak** and **Sitka**, currently considered rural, are recommended for further analysis as to their rural/nonrural status because their populations increased further over 7,000 between the 1990 and 2000 census.
- **Adak**, currently considered nonrural, is recommended for further analysis as to its rural/nonrural status because its population decreased below 2,500 between the 1990 and 2000 census.

None of the eight current nonrural groupings, all of which grew in population between 1990 and 2000, are recommended for further analysis of their nonrural status. However, for six of these groupings, further analysis is recommended to evaluate excluding or including places at the boundaries of the grouping, as follows:

- **Fairbanks North Star Borough**: Evaluate whether to continue using the entire borough as the nonrural area, or exclude some outer places and evaluate their rural/nonrural status independently.
- **Kenai Area**: Evaluate whether to exclude Clam Gulch, and other similarly situated places, from this nonrural grouping, and evaluate their rural/nonrural status independently.
- **Seward Area**: Evaluate whether to exclude Moose Pass, and other similarly situated places, from this nonrural grouping, and evaluate their rural/nonrural status independently.
- **Wasilla Area/Willow/Point MacKenzie**: Evaluate whether to include Willow, Point MacKenzie, and other similarly situated places in this nonrural grouping.
- **Homer Area/Fox River/Happy Valley**: Evaluate whether to include Fox River, Happy Valley, and other similarly situated places in this nonrural grouping.
- **Ketchikan Area/Saxman**: Evaluate whether to include Saxman, and areas of further development outside of the current boundary, in this nonrural grouping.

One potential new grouping is recommended for further analysis, as follows:

- **Delta Junction/Big Delta/Deltana/Fort Greely**: Evaluate whether some or all of these places should be grouped, and their rural/nonrural status evaluated collectively.

For all groupings, accurate mapping should be verified and made available for the administrative record, whether or not the grouping is nonrural or rural. Also, the names assigned in regulation to groupings should be reviewed to ensure clear communication.

This assessment is intended to contribute to the first step of a two-step process, and should not be taken out of context. This report presents initial staff work for use by the Federal Interagency Staff Committee and the Federal Subsistence Board. The Board is expected to decide upon a proposed list of communities for further analysis in July 2005. That proposed list will then be submitted for review and comment by Councils and the public in the Fall of 2005, after which the Board is scheduled to finalize a list in December 2005. The staff work reported here is only an initial assessment of communities that may warrant further analysis. It is the Board-approved final list of communities for further analysis in December 2005 that will define the scope of work for the further review, in the second step, scheduled to take place in 2006.

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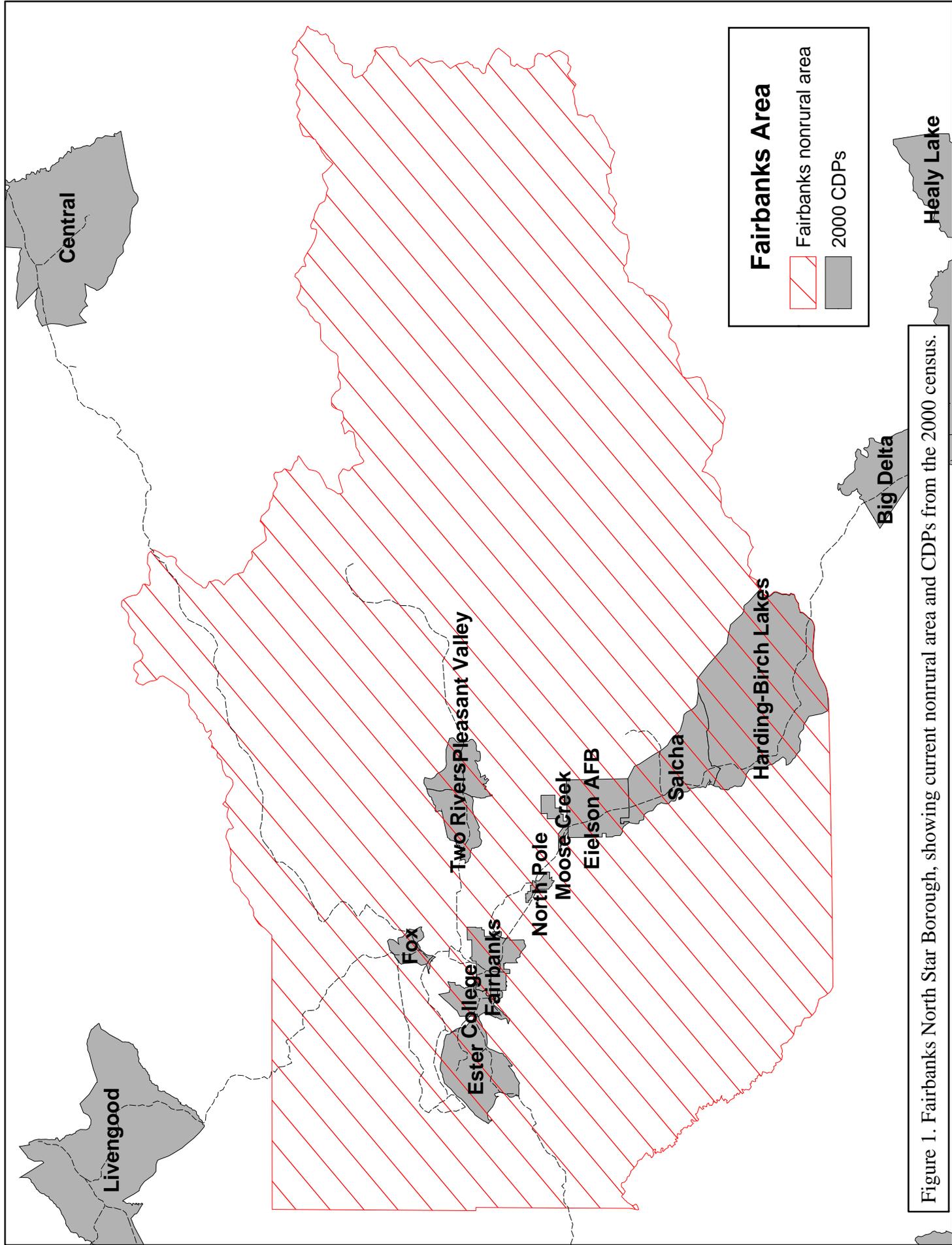


Figure 1. Fairbanks North Star Borough, showing current nonrural area and CDPs from the 2000 census.

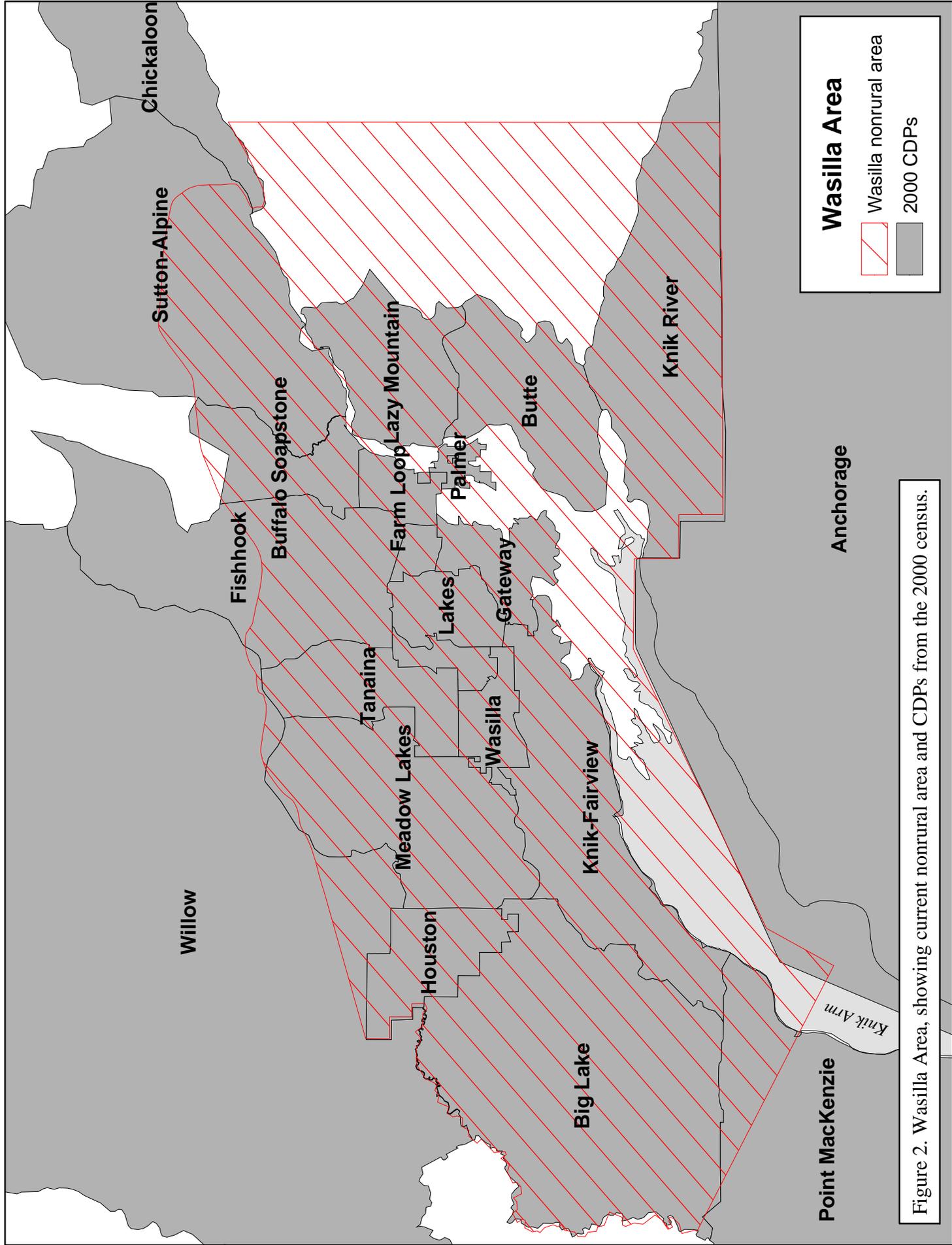


Figure 2. Wasilla Area, showing current nonrural area and CDPs from the 2000 census.

Figure 3. Kenai Area, showing current nonrural area and CDPs from the 2000 census.

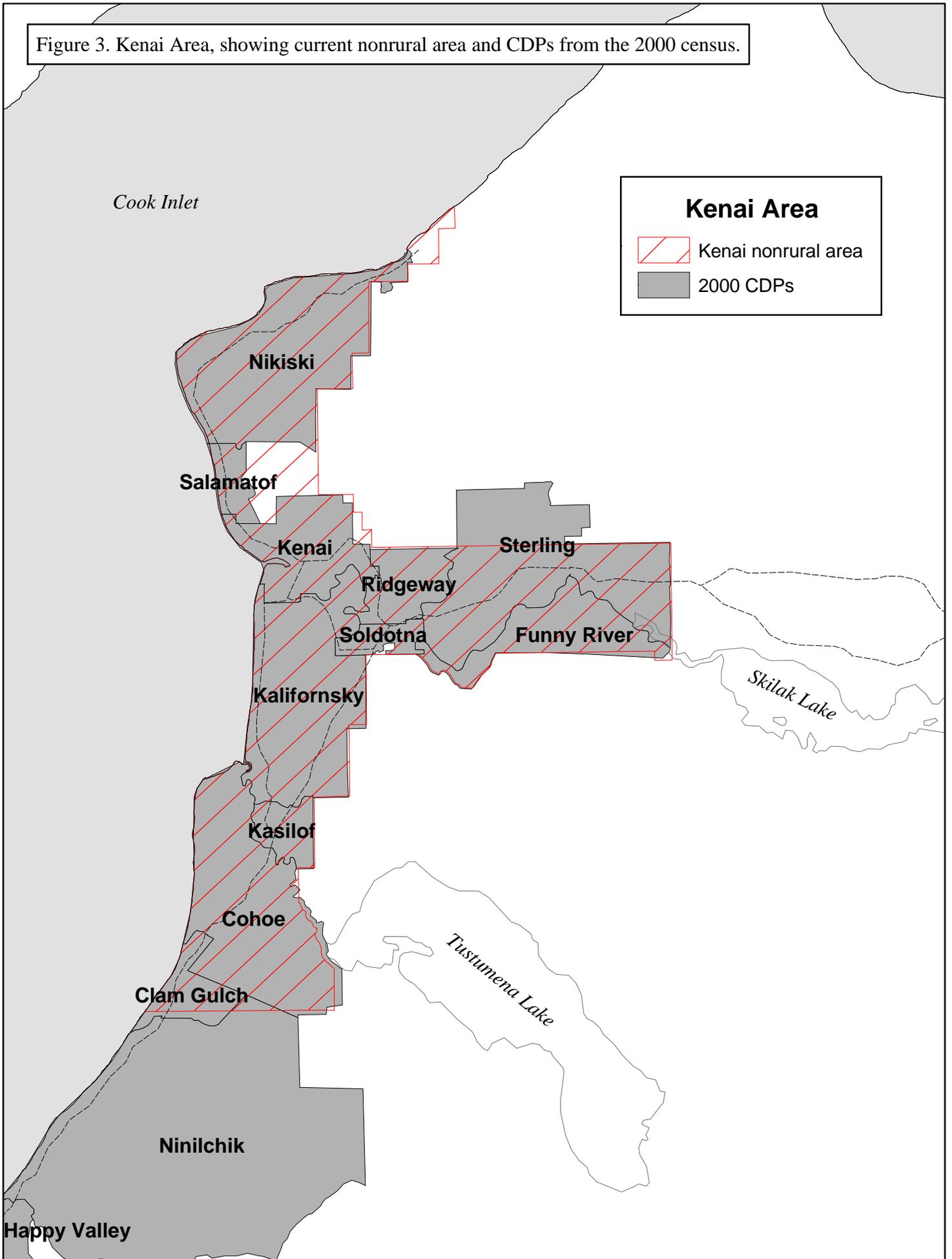
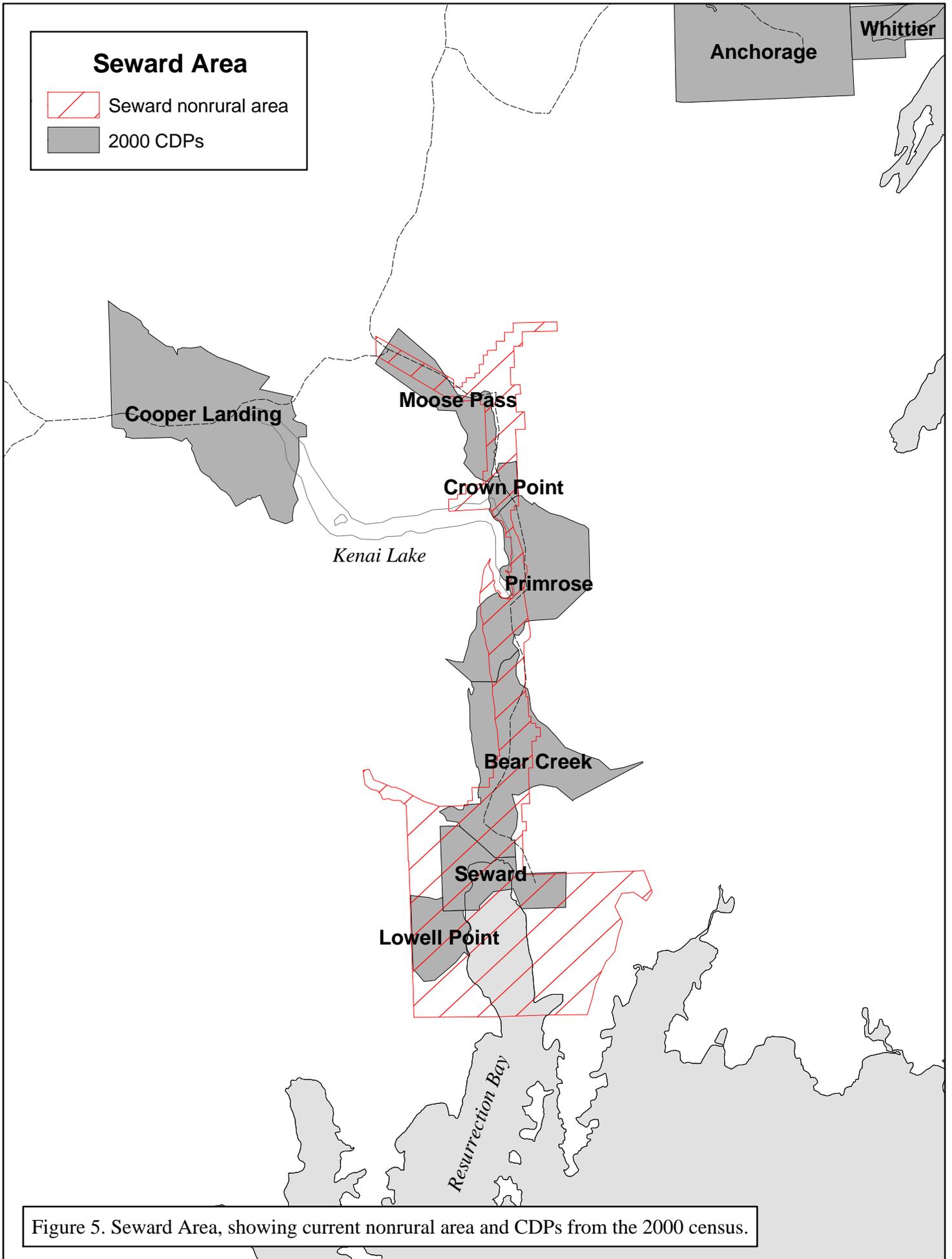




Figure 4. Homer Area, showing current nonrural area and CDPs from the 2000 census.



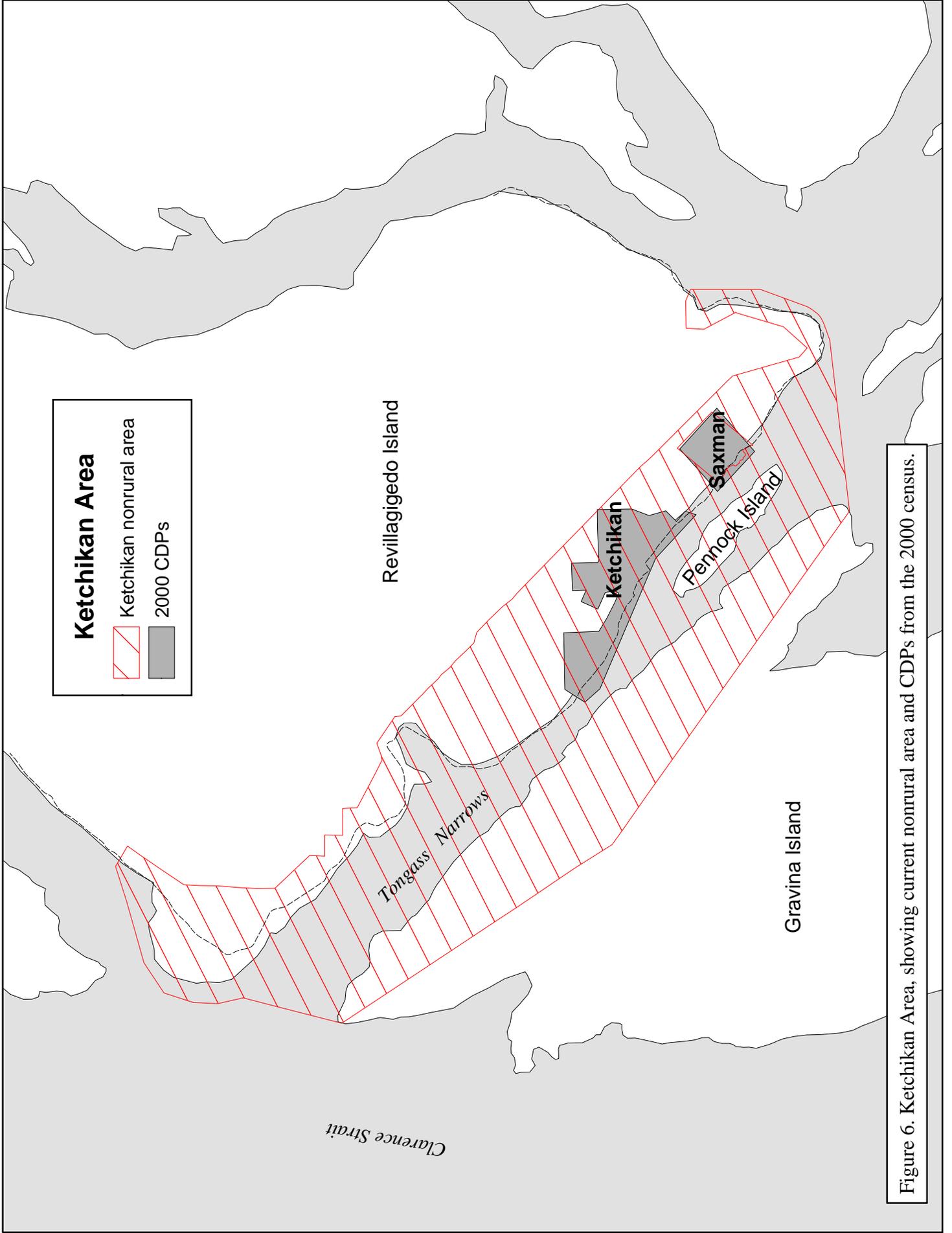


Figure 6. Ketchikan Area, showing current nonrural area and CDPs from the 2000 census.

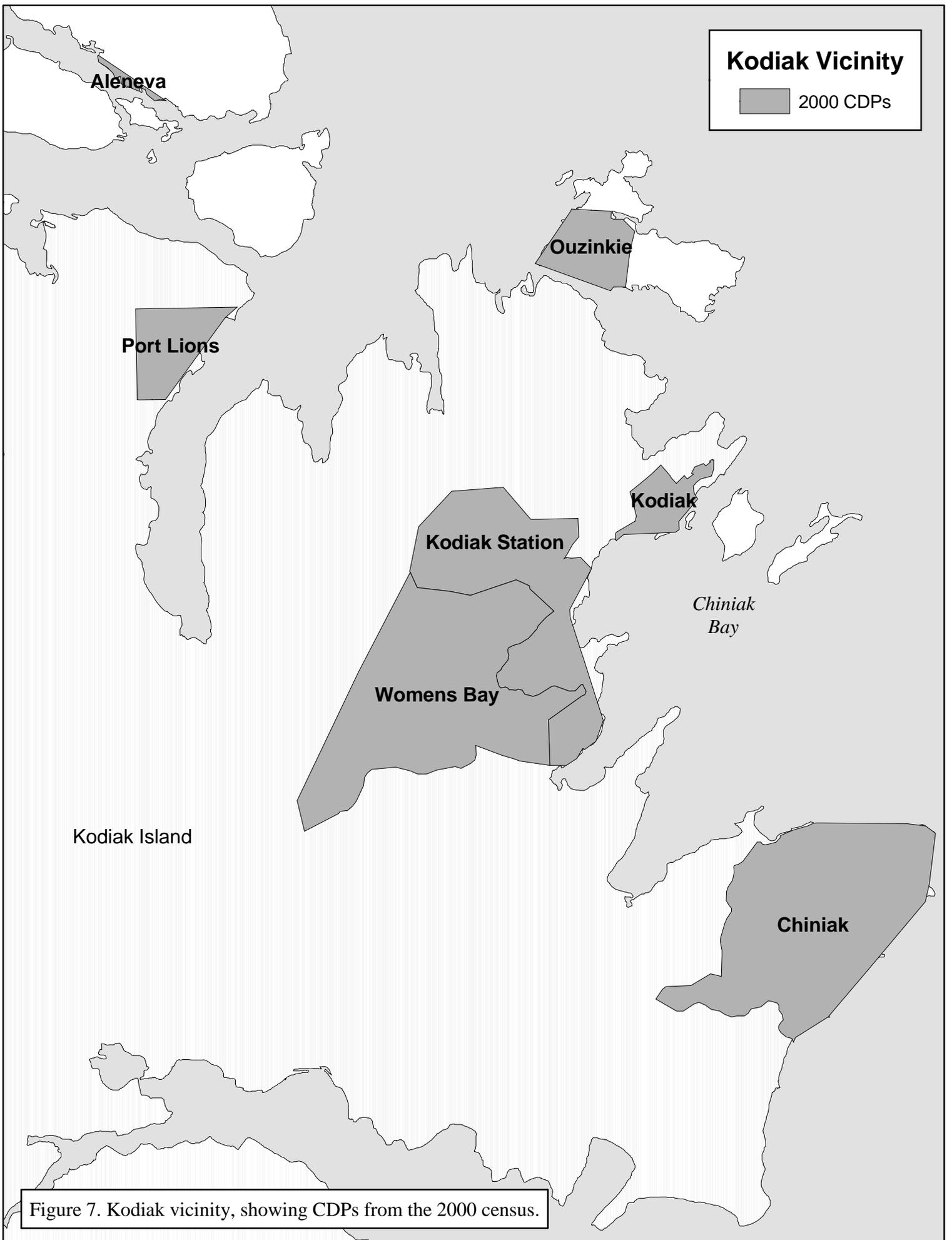


Figure 7. Kodiak vicinity, showing CDPs from the 2000 census.

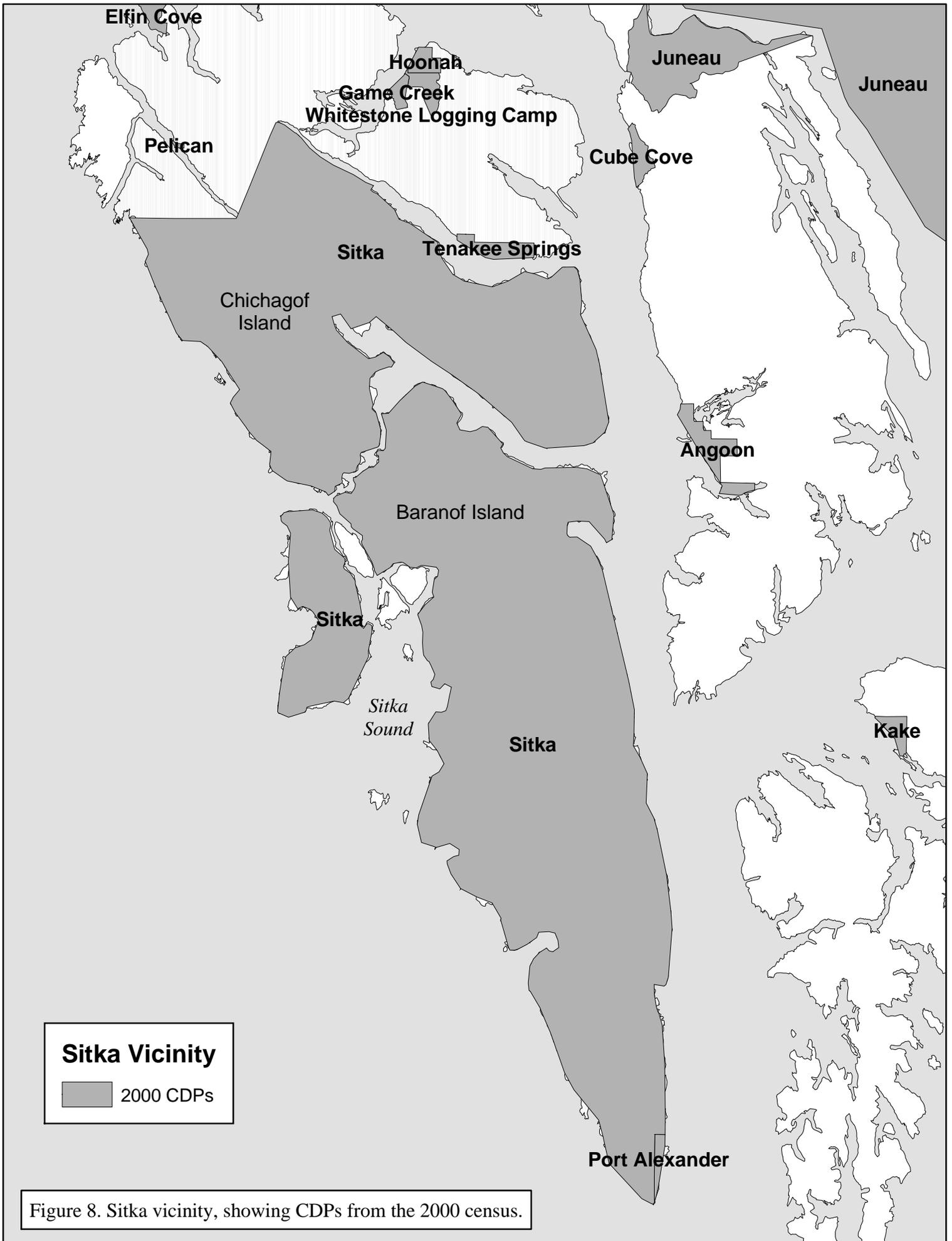


Figure 8. Sitka vicinity, showing CDPs from the 2000 census.

Appendix 1. Population data from the 1990 and 2000 U.S. Census for places in Alaska, or for groupings as defined for the purposes of the Federal Subsistence Management Program. Locations are coded (G) for a current grouping, and (NG) for not a current grouping. Current status is coded (R) for rural, and (NR) for nonrural. Recommendations for further analysis are coded (L) for list, and (NL) for not list. Additional information is provided in the text of the report.

Seq Num	Location	Current		Population		Pop Change ^a		Analysis	
		Group	Status	1990	2000	Number	Percent	List?	Reason ^b
1	Anchorage, Municipality ^c	G	NR	226,338	260,283	33,945	15%	NL	
2	Fairbanks NSB ^c	G	NR	77,720	82,840	5,120	7%	L	1
3	Wasilla Area ^c	G	NR	14,899	49,535	34,636	232%	L	1
4	Kenai Area ^c	G	NR	20,626	30,913	10,287	50%	L	1
5	Juneau Area ^c	G	NR	26,751	30,711	3,960	15%	NL	
6	Ketchikan Area ^c	G	NR	13,459	13,639	180	1%	L	1
7	Kodiak ^c	G	R	12,230	12,855	625	5%	L	3
8	Homer Area ^c	G	NR	6,317	9,701	3,384	54%	L	1
9	Sitka ^c	G	R	8,588	8,835	247	3%	L	3
10	Bethel	NG	R	4,674	5,471	797	17%	NL	
11	Seward Area ^c	G	NR	2,905	5,044	2,139	74%	L	1
12	Barrow	NG	R	3,469	4,581	1,112	32%	NL	
13	Unalaska	NG	R	3,089	4,283	1,194	39%	NL	
14	Valdez	NG	NR	4,068	4,036	-32	-1%	NL	
15	Nome	NG	R	3,500	3,505	5	0%	NL	
16	Petersburg	NG	R	3,207	3,224	17	1%	NL	
17	Kotzebue	NG	R	2,751	3,082	331	12%	NL	
18	Dillingham	NG	R	2,017	2,466	449	22%	NL	
19	Cordova (Incl Eyak in 2000)	NG	R	2,110	2,454	344	16%	NL	
20	Wrangell	NG	R	2,479	2,308	-171	-7%	NL	
21	Haines	NG	R	1,238	1,811	573	46%	NL	
22	Willow	NG	R	285	1,658	1,373	482%	L	2
23	Deltana	NG	R		1,570			L	2
24	Craig	NG	R	1,260	1,397	137	11%	NL	
25	Tok	NG	R	935	1,393	458	49%	NL	
26	Metlakatla	NG	R	1,407	1,375	-32	-2%	NL	
27	Hooper Bay	NG	R	845	1,014	169	20%	NL	
28	Healy	NG	R	487	1,000	513	105%	NL	
29	Y CDP	NG	R		956			NL	
30	Sandpoint	NG	R	878	952	74	8%	NL	

^a Discussion in the text of this report regarding the potential for changes in CDP boundaries should be considered when examining population change, in numbers or percentages, between decadal censuses.

^b Reason for further analysis is coded as follows:

- 1: Currently a grouping, and there are reasons to further evaluate including or excluding places.
- 2: Not currently part of a grouping, but there are reasons to further evaluate inclusion in a grouping.
- 3: Rural status currently, and the population increased above, or further above, 7,000 from 1990 to 2000.
- 4: Nonrural status currently, and the population decreased below 2,500 from 1990 to 2000.

^c Components of grouping are described in Appendix 2; detailed population data provided in Appendices 3-9 as warranted.

Appendix 1. Continued.

Seq Num	Location	Current		Population		Pop Change ^a		Analysis	
		Group	Status	1990	2000	Number	Percent	List?	Reason ^b
31	Skagway	NG	R	692	862	170	25%	NL	
32	Hoonah	NG	R	795	860	65	8%	NL	
33	Klawock	NG	R	722	854	132	18%	NL	
34	Delta Junction	NG	R	652	840	188	29%	L	2
35	Togiak	NG	R	613	809	196	32%	NL	
36	King Cove	NG	R	451	792	341	76%	NL	
37	Selawik	NG	R	596	772	176	30%	NL	
38	Ninilchik	NG	R	456	772	316	69%	NL	
39	Talkeetna	NG	R	250	772	522	209%	NL	
40	Emmonak	NG	R	642	767	125	19%	NL	
41	Chevak	NG	R	598	765	167	28%	NL	
42	Point Hope	NG	R	639	757	118	18%	NL	
43	Mountain Village	NG	R	674	755	81	12%	NL	
44	Big Delta	NG	R	400	749	349	87%	L	2
45	Unalakleet	NG	R	714	747	33	5%	NL	
46	Akutan	NG	R	589	713	124	21%	NL	
47	Kwethluk	NG	R	558	713	155	28%	NL	
48	Kake	NG	R	700	710	10	1%	NL	
49	Yakutat	NG	R	534	680	146	27%	NL	
50	Naknek	NG	R	575	678	103	18%	NL	
51	Galena	NG	R	833	675	-158	-19%	NL	
52	Alakanuk	NG	R	544	652	108	20%	NL	
53	Gambell	NG	R	525	649	124	24%	NL	
54	Kipnuk	NG	R	470	644	174	37%	NL	
55	Savoonga	NG	R	519	643	124	24%	NL	
56	Noorvik	NG	R	531	634	103	19%	NL	
57	Fox River	NG	R	382	616	234	61%	L	2
58	Fort Yukon	NG	R	580	595	15	3%	NL	
59	Kotlik	NG	R	461	591	130	28%	NL	
60	Akiachak	NG	R	481	585	104	22%	NL	
61	Angoon	NG	R	638	572	-66	-10%	NL	
62	Aniak	NG	R	540	572	32	6%	NL	
63	Shishmaref	NG	R	456	562	106	23%	NL	
64	Thorne Bay	NG	R	569	557	-12	-2%	NL	
65	Quinhagak	NG	R	501	555	54	11%	NL	
66	Glennallen	NG	R	451	554	103	23%	NL	
67	Pilot Station	NG	R	463	550	87	19%	NL	
68	Stebbins	NG	R	400	547	147	37%	NL	
69	Wainwright	NG	R	492	546	54	11%	NL	
70	Kasigluk	NG	R	425	543	118	28%	NL	

Appendix 1. Continued.

Seq Num	Location	Current		Population		Pop Change ^a		Analysis	
		Group	Status	1990	2000	Number	Percent	List?	Reason ^b
71	St. Paul	NG	R	763	532	-231	-30%	NL	
72	Toksook Bay	NG	R	420	532	112	27%	NL	
73	St. Marys	NG	R	441	500	59	13%	NL	
74	Happy Valley	NG	R	309	489	180	58%	L	2
75	New Stuyahok	NG	R	391	471	80	20%	NL	
76	Nunapitchuk	NG	R	378	466	88	23%	NL	
77	Scammon Bay	NG	R	343	465	122	36%	NL	
78	Fort Greely	NG	R	1,147	461	-686	-60%	L	2
79	King Salmon	NG	R	696	442	-254	-36%	NL	
80	Nuiqsut	NG	R	354	433	79	22%	NL	
81	Saxman	NG	R	369	431	62	17%	L	2
82	Gustavus	NG	R	258	429	171	66%	NL	
83	Tuluksak	NG	R	358	428	70	20%	NL	
84	Noatak	NG	R	333	428	95	29%	NL	
85	Trapper Creek	NG	R	296	423	127	43%	NL	
86	Kenny Lake	NG	R	423	410	-13	-3%	NL	
87	Buckland	NG	R	318	406	88	28%	NL	
88	Nenana	NG	R	393	402	9	2%	NL	
89	McGrath	NG	R	528	401	-127	-24%	NL	
90	Manokotak	NG	R	385	399	14	4%	NL	
91	Chefornak	NG	R	320	394	74	23%	NL	
92	Napaskiak	NG	R	328	390	62	19%	NL	
93	Kiana	NG	R	385	388	3	1%	NL	
94	Hydaburg	NG	R	384	382	-2	-1%	NL	
95	Kivalina	NG	R	317	377	60	19%	NL	
96	Tuntutuliak	NG	R	300	370	70	23%	NL	
97	Cooper Landing	NG	R	243	369	126	52%	NL	
98	St. Michael	NG	R	295	368	73	25%	NL	
99	Anderson	NG	R	628	367	-261	-42%	NL	
100	Copper Center	NG	R	449	362	-87	-19%	NL	
101	Kongiganak	NG	R	294	359	65	22%	NL	
102	Napakiak	NG	R	318	353	35	11%	NL	
103	Marshall	NG	R	273	349	76	28%	NL	
104	Nikolaevsk	NG	R	371	345	-26	-7%	NL	
105	Kwigillingok	NG	R	278	338	60	22%	NL	
106	Nulato	NG	R	359	336	-23	-6%	NL	
107	Tununak	NG	R	316	325	9	3%	NL	
108	Newtok	NG	R	207	321	114	55%	NL	
109	Adak	NG	NR	4,633	316	-4,317	-93%	L	4
110	Elim	NG	R	264	313	49	19%	NL	

Appendix 1. Continued.

Seq Num	Location	Current		Population		Pop Change ^a		Analysis	
		Group	Status	1990	2000	Number	Percent	List?	Reason ^b
111	Ambler	NG	R	311	309	-2	-1%	NL	
112	Akiak	NG	R	285	309	24	8%	NL	
113	Tanana	NG	R	345	308	-37	-11%	NL	
114	Koyuk	NG	R	231	297	66	29%	NL	
115	Russian Mission	NG	R	246	296	50	20%	NL	
116	Atmautluak	NG	R	258	294	36	14%	NL	
117	Kaktovik	NG	R	224	293	69	31%	NL	
118	Huslia	NG	R	207	293	86	42%	NL	
119	Seldovia	NG	R	316	286	-30	-9%	NL	
120	Anaktuvuk Pass	NG	R	259	282	23	9%	NL	
121	Eek	NG	R	254	280	26	10%	NL	
122	Brevig Mission	NG	R	198	276	78	39%	NL	
123	Teller	NG	R	151	268	117	77%	NL	
124	Lower Kalskag	NG	R	291	267	-24	-8%	NL	
125	Minto	NG	R	218	258	40	18%	NL	
126	Shungnak	NG	R	223	256	33	15%	NL	
127	Port Lions	NG	R	222	256	34	15%	NL	
128	Glacier View	NG	R		249			NL	
129	Point Lay	NG	R	139	247	108	78%	NL	
130	Old Harbor	NG	R	284	237	-47	-17%	NL	
131	Goodnews Bay	NG	R	241	230	-11	-5%	NL	
132	Kaltag	NG	R	240	230	-10	-4%	NL	
133	Shaktolik	NG	R	178	230	52	29%	NL	
134	Upper Kalskag	NG	R	172	230	58	34%	NL	
135	Atkasuk	NG	R	216	228	12	6%	NL	
136	Holy Cross	NG	R	277	227	-50	-18%	NL	
137	Ouzinkie	NG	R	209	225	16	8%	NL	
138	Cantwell	NG	R	147	222	75	51%	NL	
139	Aleknagik	NG	R	185	221	36	19%	NL	
140	Nondalton	NG	R	178	221	43	24%	NL	
141	Mosquito Lake	NG	R	80	221	141	176%	NL	
142	Gakona	NG	R	25	215	190	760%	NL	
143	Chickaloon	NG	R	145	213	68	47%	NL	
144	Mekoryuk	NG	R	177	210	33	19%	NL	
145	Nightmute	NG	R	153	208	55	36%	NL	
146	White Mountain	NG	R	180	203	23	13%	NL	
147	Venetie	NG	R	182	202	20	11%	NL	
148	Willow Creek	NG	R		201			NL	
149	Coffman Cove	NG	R	186	199	13	7%	NL	
150	Grayling	NG	R	208	194	-14	-7%	NL	

Appendix 1. Continued.

Seq Num	Location	Current		Population		Pop Change ^a		Analysis	
		Group	Status	1990	2000	Number	Percent	List?	Reason ^b
151	Tyonek	NG	R	154	193	39	25%	NL	
152	Ruby	NG	R	170	188	18	11%	NL	
153	Whittier	NG	R	243	182	-61	-25%	NL	
154	Koliganek	NG	R	181	182	1	1%	NL	
155	Copperville	NG	R	163	179	16	10%	NL	
156	Nanwalek	NG	R	158	177	19	12%	NL	
157	Kokhanok	NG	R	152	174	22	14%	NL	
158	Port Graham	NG	R	166	171	5	3%	NL	
159	Nunam Iqua	NG	R	109	164	55	50%	NL	
160	Pelican	NG	R	222	163	-59	-27%	NL	
161	Newhalen	NG	R	160	160	0	0%	NL	
162	Wales	NG	R	161	152	-9	-6%	NL	
163	St. George	NG	R	138	152	14	10%	NL	
164	Arctic Village	NG	R	96	152	56	58%	NL	
165	Tazlina	NG	R		149			NL	
166	Diomede	NG	R	178	146	-32	-18%	NL	
167	Chignik Lake	NG	R	133	145	12	9%	NL	
168	Golovin	NG	R	127	144	17	13%	NL	
169	Seldovia Village	NG	R		144			NL	
170	McKinley Park	NG	R	171	142	-29	-17%	NL	
171	Mentasta Lake	NG	R	96	142	46	48%	NL	
172	Tanacross	NG	R	106	140	34	32%	NL	
173	Klukwan	NG	R	129	139	10	8%	NL	
174	Hollis	NG	R	111	139	28	25%	NL	
175	Hope	NG	R	161	137	-24	-15%	NL	
176	South Naknek	NG	R	136	137	1	1%	NL	
177	Crooked Creek	NG	R	106	137	31	29%	NL	
178	Mud Bay	NG	R		137			NL	
179	Deering	NG	R	157	136	-21	-13%	NL	
180	Naukati Bay	NG	R	93	135	42	45%	NL	
181	Central	NG	R	52	134	82	158%	NL	
182	Ekwok	NG	R	77	130	53	69%	NL	
183	Silver Springs	NG	R		130			NL	
184	Eagle	NG	R	168	129	-39	-23%	NL	
185	Shageluk	NG	R	139	129	-10	-7%	NL	
186	Dry Creek	NG	R	106	128	22	21%	NL	
187	Pitkas Point	NG	R	135	125	-10	-7%	NL	
188	Slana	NG	R	63	124	61	97%	NL	
189	Chitina	NG	R	49	123	74	151%	NL	
190	Levelock	NG	R	105	122	17	16%	NL	

Appendix 1. Continued.

Seq Num	Location	Current		Population		Pop Change ^a		Analysis	
		Group	Status	1990	2000	Number	Percent	List?	Reason ^b
191	Port Heiden	NG	R	119	119	0	0%	NL	
192	Chuathbaluk	NG	R	97	119	22	23%	NL	
193	Tetlin	NG	R	87	117	30	34%	NL	
194	Whitestone Logging Camp	NG	R	164	116	-48	-29%	NL	
195	Egegik	NG	R	122	116	-6	-5%	NL	
196	Larsen Bay	NG	R	147	115	-32	-22%	NL	
197	Skwentna	NG	R	85	111	26	31%	NL	
198	Point MacKenzie	NG	R		111			L	2
199	Kobuk	NG	R	69	109	40	58%	NL	
200	Tatitlek	NG	R	119	107	-12	-10%	NL	
201	Northway Village	NG	R	113	107	-6	-5%	NL	
202	Perryville	NG	R	108	107	-1	-1%	NL	
203	Tenakee Springs	NG	R	94	104	10	11%	NL	
204	Anvik	NG	R	82	104	22	27%	NL	
205	Port Alsworth	NG	R	55	104	49	89%	NL	
206	Chignik Lagoon	NG	R	53	103	50	94%	NL	
207	Iliamna	NG	R	94	102	8	9%	NL	
208	Covenant Life	NG	R	47	102	55	117%	NL	
209	Koyukuk	NG	R	126	101	-25	-20%	NL	
210	Nikolai	NG	R	109	100	-9	-8%	NL	
211	Sleetmute	NG	R	106	100	-6	-6%	NL	
212	Circle	NG	R	73	100	27	37%	NL	
213	Pilot Point	NG	R	53	100	47	89%	NL	
214	Allakaket	NG	R	170	97	-73	-43%	NL	
215	Hyder	NG	R	99	97	-2	-2%	NL	
216	Northway	NG	R	123	95	-28	-23%	NL	
217	Chistochina	NG	R	60	93	33	55%	NL	
218	Atka	NG	R	73	92	19	26%	NL	
219	Tonsina	NG	R	38	92	54	142%	NL	
220	Cold Bay	NG	R	148	88	-60	-41%	NL	
221	Gulkana	NG	R	103	88	-15	-15%	NL	
222	Lake Louise	NG	R		88			NL	
223	Stevens Village	NG	R	102	87	-15	-15%	NL	
224	Chenega	NG	R	94	86	-8	-9%	NL	
225	Beaver	NG	R	103	84	-19	-18%	NL	
226	Chalkyitsik	NG	R	90	83	-7	-8%	NL	
227	Nelson Lagoon	NG	R	83	83	0	0%	NL	
228	Port Alexander	NG	R	119	81	-38	-32%	NL	
229	Akhiok	NG	R	77	80	3	4%	NL	
230	Chignik	NG	R	188	79	-109	-58%	NL	

Appendix 1. Continued.

Seq Num	Location	Current		Population		Pop Change ^a		Analysis	
		Group	Status	1990	2000	Number	Percent	List?	Reason ^b
231	Hughes	NG	R	54	78	24	44%	NL	
232	Clarks Point	NG	R	60	75	15	25%	NL	
233	Cube Cove	NG	R	156	72	-84	-54%	NL	
234	Manley Hot Springs	NG	R	96	72	-24	-25%	NL	
235	Northway Junction	NG	R	88	72	-16	-18%	NL	
236	Nelchina	NG	R		71			NL	
237	Twin Hills	NG	R	66	69	3	5%	NL	
238	Eagle Village	NG	R	35	68	33	94%	NL	
239	Aleneva	NG	R		68			NL	
240	False Pass	NG	R	68	64	-4	-6%	NL	
241	Port Protection	NG	R	62	63	1	2%	NL	
242	Mendeltna	NG	R	37	63	26	70%	NL	
243	Oscarville	NG	R	57	61	4	7%	NL	
244	Stony River	NG	R	51	61	10	20%	NL	
245	Whale Pass	NG	R	75	58	-17	-23%	NL	
246	Igiugig	NG	R	33	53	20	61%	NL	
247	Chiniak	NG	R	69	50	-19	-28%	NL	
248	Pedro Bay	NG	R	42	50	8	19%	NL	
249	Takotna	NG	R	38	50	12	32%	NL	
250	Edna Bay	NG	R	86	49	-37	-43%	NL	
251	Red Devil	NG	R	53	48	-5	-9%	NL	
252	Rampart	NG	R	68	45	-23	-34%	NL	
253	Bettles	NG	R	36	43	7	19%	NL	
254	Paxson	NG	R	30	43	13	43%	NL	
255	McCarthy	NG	R	25	42	17	68%	NL	
256	Platinum	NG	R	64	41	-23	-36%	NL	
257	Chase	NG	R	38	41	3	8%	NL	
258	Kasaan	NG	R	54	39	-15	-28%	NL	
259	Lutak	NG	R	45	39	-6	-13%	NL	
260	Nikolski	NG	R	35	39	4	11%	NL	
261	Four Mile Road	NG	R		38			NL	
262	Dot Lake Village	NG	R		38			NL	
263	Susitna	NG	R		37			NL	
264	Healy Lake	NG	R	47	37	-10	-21%	NL	
265	New Allakaket	NG	R		36			NL	
266	Portage Creek	NG	R		36			NL	
267	Halibut Cove	NG	R	78	35	-43	-55%	NL	
268	Game Creek	NG	R	61	35	-26	-43%	NL	
269	Alatna	NG	R		35			NL	
270	Point Baker	NG	R	39	35	-4	-10%	NL	

Appendix 1. Continued.

Seq Num	Location	Current		Population		Pop Change ^a		Analysis	
		Group	Status	1990	2000	Number	Percent	List?	Reason ^b
271	Elfin Cove	NG	R	57	32	-25	-44%	NL	
272	Red Dog Mine	NG	R		32			NL	
273	Beluga	NG	R		32			NL	
274	Lake Minchumina	NG	R	32	32	0	0%	NL	
275	Ferry	NG	R	56	29	-27	-48%	NL	
276	Livengood	NG	R		29			NL	
277	Birch Creek	NG	R	42	28	-14	-33%	NL	
278	Evansville	NG	R	33	28	-5	-15%	NL	
279	Karluk	NG	R	71	27	-44	-62%	NL	
280	Petersville	NG	R		27			NL	
281	Tolsona	NG	R		27			NL	
282	Kupreanof	NG	R	23	23	0	0%	NL	
283	Thoms Place	NG	R		22			NL	
284	Ivanof Bay	NG	R	35	22	-13	-37%	NL	
285	Wiseman	NG	R		21			NL	
286	Meyers Chuck	NG	R	37	21	-16	-43%	NL	
287	Alcan Border	NG	R	27	21	-6	-22%	NL	
288	Port Clarence	NG	R	26	21	-5	-19%	NL	
289	Attu Station	NG	R		20			NL	
290	Dot Lake	NG	R	70	19	-51	-73%	NL	
291	Sunrise	NG	R		18			NL	
292	Chicken	NG	R		17			NL	
293	Coldfoot	NG	R		13			NL	
294	Ugashik	NG	R		11			NL	
295	Excursion Inlet	NG	R		10			NL	
296	Pope-Vannoy Landing	NG	R		8			NL	
297	Lime Village	NG	R	42	6	-36	-86%	NL	
298	Prudhoe Bay	NG	R	47	5	-42	-89%	NL	
299	Flat	NG	R		4			NL	
300	Hobart Bay	NG	R	187	3	-184	-98%	NL	
301	Long Island	NG	R	198				NL	
302	Eyak (Incl w/Cordova in 2000)	NG	R	172				NL	
303	Labouchere Bay	NG	R	149				NL	
304	Polk Inlet	NG	R	135				NL	
305	Rowan Bay	NG	R	133				NL	
306	Lignite	NG	R	99				NL	
307	St. John Harbor	NG	R	69				NL	
308	Freshwater Bay	NG	R	68				NL	
309	Dora Bay	NG	R	57				NL	
310	Annette	NG	R	43				NL	

Appendix 1. Continued.

Seq Num	Location	Current		Population		Pop Change ^a		Analysis	
		Group	Status	1990	2000	Number	Percent	List?	Reason ^b
311	Port Alice	NG	R	30				NL	
312	Circle Hot Springs	NG	R	29				NL	
313	Jakolof Bay	NG	R	28				NL	
314	Deadhorse	NG	R	26				NL	
315	Amchitka	NG	R	25				NL	
Population Subtotal				511,104	618,598				
Population Remainder ^d				38,939	8,334				
Total Alaska Population				550,043	626,932	76,889	14%		

^d Geographic distribution of the population remainder not included in the places and groupings listed in this table for 1990 and 2000 is provided in Appendices 10 and 11, respectively.

Appendix 2. Description of the components of the groupings identified in Appendix 1.

Anchorage Municipality and **Fairbanks North Star Borough**: The entire population of the municipality or borough.

Wasilla Area: Federal subsistence regulations define this area as “including Palmer, Wasilla, Sutton, Big Lake, Houston, and Bodenbergs Butte.” The 1990 census data used here also includes Meadow Lakes CDP, Lazy Mountain CDP, and Knik CDP. The 2000 census data used here includes all but the last of those places, using instead Knik-Fairview CDP, plus Knik River CDP, Lakes CDP, Tanaina CDP, Gateway CDP, Fishhook CDP, Farm Loop CDP, and Buffalo-Soapstone CDP.

Kenai Area: Federal subsistence regulations define this area as “including Kenai, Soldotna, Sterling, Nikiski, Salamatof, Kalifornsky, Kasilof, and Clam Gulch.” The 1990 census data used here also includes Coho CDP and Ridgeway CDP. The 2000 census data used here includes those ten places plus Funny River CDP.

Juneau Area: Federal subsistence regulations define this area as “including Juneau, West Juneau and Douglas.” Census data used here for comparing 1990 and 2000 is Juneau City and Borough.

Ketchikan Area: Federal subsistence regulations define this area as “including Ketchikan City, Clover Pass, North Tongass Highway, Ketchikan East, Mountain Point, Herring Cove, Saxman East, Pennock Island, and parts of Gravina Island.” Census data used here for comparing 1990 and 2000 is the sum of Ketchikan City and the population in the remainder of the Ketchikan Census Sub-Area not attributed to Ketchikan City or some other named place in Appendix 1. Most of this remainder population lives in the vicinity of Ketchikan City.

Kodiak: Not defined in Federal subsistence regulations. Census data used here for comparing 1990 and 2000 is the sum of Kodiak City, Kodiak Station CDP, Womens Bay CDP, and the population in the remainder of the Kodiak Island Census Sub-Area not attributed to these or some other named place in Appendix 1. Most of this remainder population lives in the vicinity of the three above-named places. (Aleneva, included as a named place in Appendix 1 with a population of 68 in 2000, was not a named place in the 1990 census.)

Homer Area: Federal subsistence regulations define this area as “including Homer, Anchor Point, Kachemak City, and Fritz Creek.” Census data used here for 2000 also includes Diamond Ridge CDP and Miller Landing CDP.

Sitka: Not defined in Federal subsistence regulations. Census data used here for comparing 1990 and 2000 is the population of Sitka City and Borough.

Seward Area: Federal subsistence regulations define this area as “including Seward and Moose Pass.” Census data used here for 1990 also includes Primrose CDP and Crown Point CDP. Census data used here for 2000 includes those four places plus Bear Creek CDP and Lowell Point CDP.

Appendix 3. Detailed population data for the Fairbanks North Star Borough, 1990 and 2000, from U.S. Census data.

	1990 Population	2000 Population
Fairbanks City	30,843	30,224
College CDP	11,249	11,402
Eielson AFB CDP	5,251	5,400
North Pole City	1,456	1,570
Moose Creek CDP	610	542
Two Rivers CDP	453	482
Pleasant Valley CDP	401	623
Salch CDP	354	854
Fox CDP	275	300
Ester CDP	147	1,680
Harding Lake CDP	27	
Harding-Birch Lakes CDP		216
Eielson Reservation Census Subarea Remainder ^a	15	
Fairbanks North Star Census Subarea Remainder ^a	26,639	29,547
Total	77,720	82,840

^aPopulation remainder within the designated census subarea not attributed to an above-named place.

Appendix 4. Detailed population data for the Wasilla Area, 1990 and 2000, from U.S. Census data.

	1990 Population	2000 Population
Palmer	2,866	4,533
Wasilla	4,028	5,469
Sutton CDP	308	
Sutton-Alpine CDP		1,080
Big Lake CDP	1,477	2,635
Houston City	697	1,202
Butte CDP	2,039	2,561
Meadow Lakes CDP	2,374	4,819
Lazy Mountain CDP	838	1,158
Knik CDP	272	
Knik-Fairview CDP		7,049
Knik River CDP		582
Lakes CDP		6,706
Tanaina CDP		4,993
Gateway CDP		2,952
Fishhook CDP		2,030
Farm Loop CDP		1,067
Buffalo Soapstone CDP		699
Total	14,899	49,535

Appendix 5. Detailed population data for the Kenai Area, 1990 and 2000, from U.S. Census data.

	1990 Population	2000 Population
Kenai City	6,327	6,942
Soldotna City	3,482	3,759
Sterling CDP	3,802	4,705
Nikiski CDP	2,743	4,327
Salamatof CDP	999	954
Kalifornsky CDP	285	5,846
Kasilof CDP	383	471
Clam Gulch CDP	79	173
Cohoe CDP	508	1,168
Ridgeway CDP	2,018	1,932
Funny River CDP		636
Total	20,626	30,913

Appendix 6. Detailed population data for the Ketchikan Area, 1990 and 2000, from U.S. Census data.

	1990 Population	2000 Population
Ketchikan City	8,263	7,922
Ketchikan Census Subarea Remainder ^a	5,196	5,717
Total	13,459	13,639

^aPopulation remainder within the census subarea not attributed to Ketchikan City or some other named place in Appendix 1.

Appendix 7. Detailed population data for the Kodiak vicinity, 1990 and 2000, from U.S. Census data.

	1990 Population	2000 Population
Kodiak City	6,365	6,334
Kodiak Station CDP	2,025	1,840
Womens Bay CDP	620	690
Kodiak Island Census Subarea Remainder ^a	3,220	3,991
Total	12,230	12,855

^aPopulation remainder within the census subarea not attributed to the above-named places, or some other named place in Appendix 1.

Appendix 8. Detailed population data for the Homer Area, 1990 and 2000, from U.S. Census data.

	1990 Population	2000 Population
Homer City	3,660	3,946
Anchor Point CDP	866	1,845
Kachemak City	365	431
Fritz Creek CDP	1,426	1,603
Diamond Ridge CDP		1,802
Miller Landing CDP		74
Total	6,317	9,701

Appendix 9. Detailed population data for the Seward Area, 1990 and 2000, from U.S. Census data.

	1990 Population	2000 Population
Seward City	2,699	2,830
Moose Pass CDP	81	206
Primrose CDP	63	93
Crown Point CDP	62	75
Bear Creek CDP		1,748
Lowell Point CDP		92
Total	2,905	5,044

Appendix 10. Population remainders in 1990 not included in the specific places and groupings listed in Appendix 1, by Census Subarea, from U.S. Census data.

Census Subarea	1990 Population Remainder
Aleutians East	247
Aleutians West	722
Angoon	19
Aniak	71
Barrow-Point Hope	13
Bristol Bay	3
Copper River	751
Cordova	297
Dillingham	37
Haines	707
Hoonah-Yakutat	311
Kenai-Cook Inlet	6,894
Koyukuk-Middle Yukon	622
Lake and Peninsula	38
Lower Kuskokwim	12
Matanuska-Susitna	23,685
McGrath-Holy Cross	67
Metlakatla Indian Community	19
Nome	185
Northwest Arctic	122
Outer Ketchikan	21
Petersburg	225
Prince of Wales	442
Prince William Sound	86
Prudhoe Bay-Kaktovik	101
Seward	1,238
Southeast Fairbanks	1,809
Wade Hampton	17
Wrangell	87
Yukon Flats	91
Total 1990 Population Remainder	38,939

Appendix 11. Population remainders in 2000 not included in the specific places and groupings listed in Appendix 1, by Census Subarea, from U.S. Census data.

Census Subarea	2000 Population Remainder
Aleutians East	5
Aleutians West	31
Aniak	42
Bristol Bay	1
Chugach	99
Copper River	123
Denali	133
Dillingham	64
Haines	72
Hoonah-Angoon	49
Kenai-Cook Inlet	227
Koyukuk-Middle Yukon	426
Lake and Peninsula	27
Lower Kuskokwim	4
Matanuska-Susitna	5,101
McGrath-Holy Cross	35
Metlakatla Indian Community	72
Nome	125
North Slope	13
Northwest Arctic	279
Outer Ketchikan	11
Prince of Wales	663
Seward-Hope	22
Southeast Fairbanks	173
Wade Hampton	35
Wrangell-Petersburg	316
Yakutat	128
Yukon Flats	58
Total 2000 Population Remainder	8,334