

Pilot Station



People and Place

*Location*¹

Pilot Station is located on the northwest bank of the Yukon River, 11 miles east of St. Mary's and 26 miles west of Marshall in the Yukon-Kuskokwim Delta. Pilot Station is located in the Bethel Recording District and Wade Hampton Census Area. The City encompasses 1.7 square miles of land and 0.6 square miles of water.

*Demographic Profile*²

In 2010, there were 568 residents in Pilot Station, making it the 105th largest of 352 communities in Alaska with populations recorded that year. Overall between 1990 and 2010, the population of Pilot Station increased by 22.7%. A majority of this growth appears to have taken place between 1990 and 2000. According to Alaska Department of Labor estimates, the population of permanent residents increased by an additional 4.9% between 2000 and 2009, with an average annual growth rate of 0.35%, reflecting slow continued growth with small population decreases in some years. In a survey conducted by NOAA's Alaska Fisheries Science Center (AFSC) in 2011, community leaders reported that there is no seasonal or transient population in Pilot Station. They indicated that the population does fluctuate somewhat throughout the year, in part due to subsistence fishing activities.

In 2010, most Pilot Station residents identified themselves as American Indian and Alaska Native (98.1%), while 1.8% of residents identified themselves as White, and 0.2% identified with two or more races. No Pilot Station residents identified themselves as Hispanic in 2010. The percentage of the population that identifies as White decreased between 1990 and 2010, from 4.6% in 1990 to 2.4% in 2000, and 1.8% by 2010. At the same time, the percentage of the population that identifies as American Indian and Alaska Natives increased from 95% in 1990 to 96.9% in 2000, and 98.1% by 2010. The change in population from 1990 to 2010 is provided in Table 1 below, and changes in racial and ethnic composition from 2000 to 2010 are shown in Figure 1.

The average household size in Pilot Station increased from 4.6 in 1990 to 5.05 in 2000, and then decreased to 4.69 by 2010. The number of households in Pilot Station increased steadily over the 1990-2010 period, from 100 occupied households in 1990 to 109 in 2000, and 121 in 2010. Of the 137 total housing units surveyed for the 2010 Decennial Census, 69.3% were owner-occupied, 19% were rented, and 11.7% were vacant or used only seasonally. Between 1990 and 2010, no Pilot Station residents lived in group quarters.

¹ Alaska Dept. of Comm. and Rural Affairs. (n.d.). *Community Database Online*. Retrieved October 17, 2011 from http://www.commerce.state.ak.us/dca/commdb/CF_BLOCK.htm.

² U.S. Census Bureau (n.d.). *Profile of selected social, economic and housing characteristics of all places within Alaska*. Datasets utilized include the 2000 (SF1 100% and SF3 sample data) and 2010 (Demographic Profile SF) Decennial Census and the 2010 American Community Survey 5-year estimates. Retrieved November 1, 2011 from <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>.

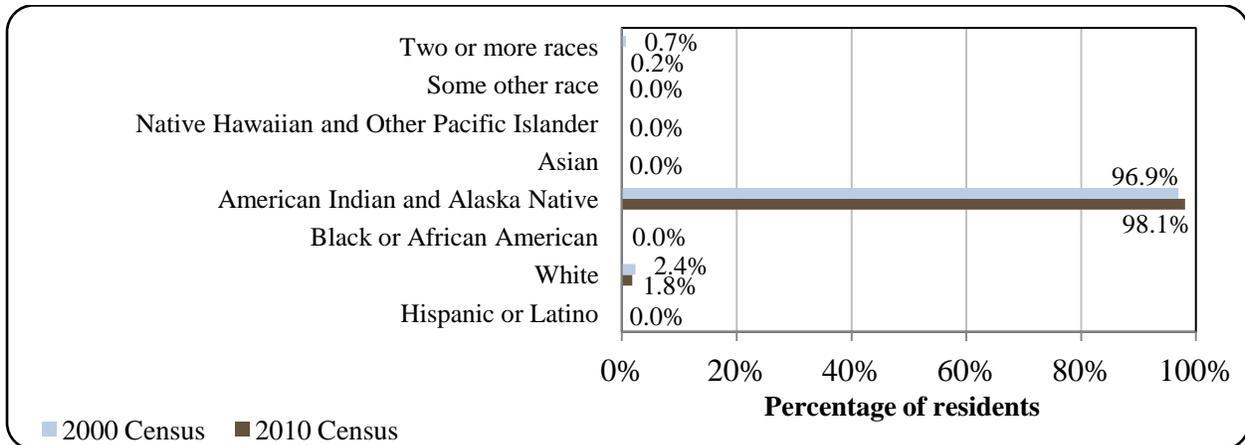
Table 1. Population in Pilot Station from 1990 to 2010 by Source.

Year	U.S. Decennial Census ¹	Alaska Dept. of Labor Estimate of Permanent Residents ²
1990	463	-
2000	550	-
2001	-	554
2002	-	546
2003	-	561
2004	-	561
2005	-	565
2006	-	573
2007	-	579
2008	-	586
2009	-	577
2010	568	-

¹ (1) U.S. Census Bureau (1990). *CP-1: General Population Characteristics of all places within Alaska*. Retrieved November 1, 2011 from <http://www.census.gov/prod/www/abs/decennial/1990.html>. (2) U.S. Census Bureau (n.d.). *Profile of selected social, economic and housing characteristics of all places within Alaska*. Datasets utilized include the 2000 (SF1 100% and SF3 sample data) and 2010 (Demographic Profile SF) Decennial Census and the 2010 American Community Survey 5-year estimates. Retrieved November 1, 2011 from <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>.

² Alaska Department of Labor. (2011). *Current population estimates for Alaskan Communities*. Retrieved April 15, 2011, from <http://labor.alaska.gov/research/pop/popest.htm>.

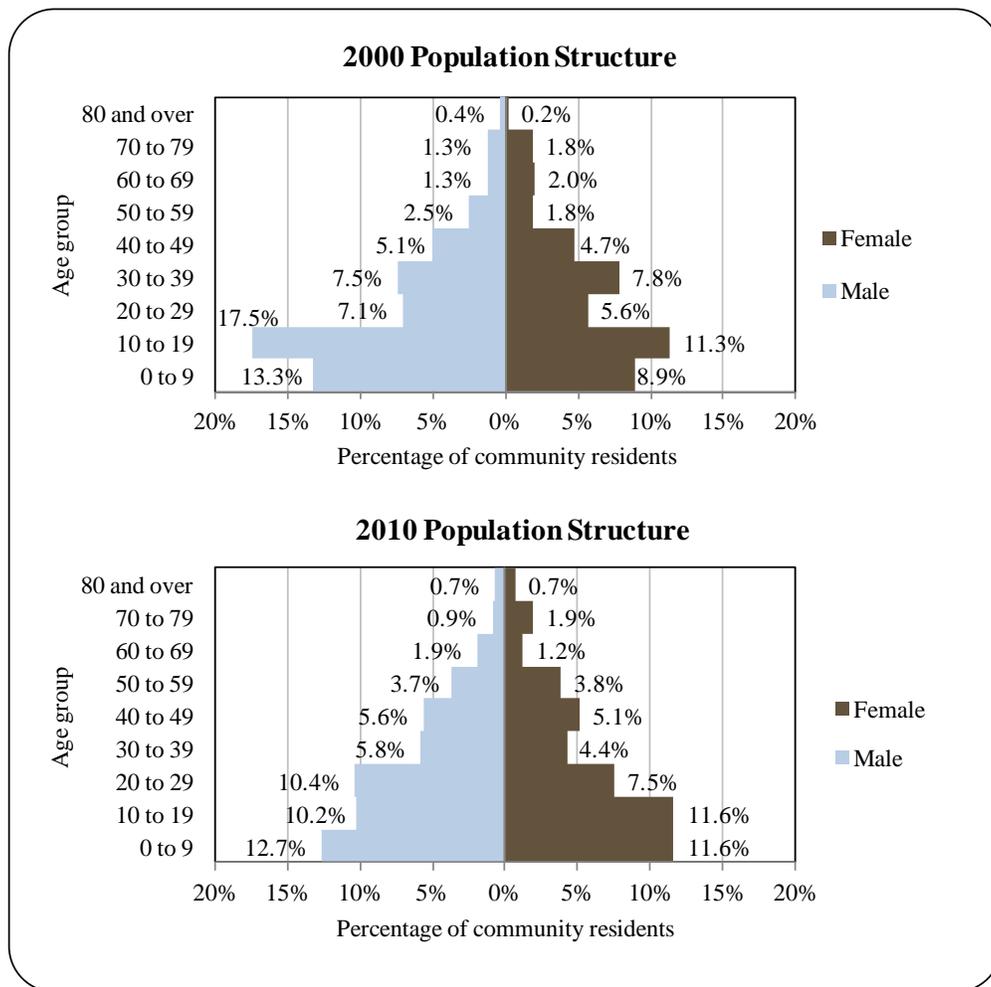
Figure 1. Racial and Ethnic Composition, Pilot Station: 2000-2010 (U.S. Census).



In 2010, the gender makeup of Pilot Station’s population (51.9% male and 48.1% female) was very close to the balance of the state population as a whole, which was 52% male and 48% female. The median age of Pilot Station residents was 21.3 years, much younger than the national average of 36.8 years and the median age for Alaska, 33.8 years. Only 7.4% of Pilot Station’s population was 60 or older in 2010. The overall population structure of Pilot Station in 2000 and 2010 is shown in Figure 2.

In terms of educational attainment, according to the 2006-2010 American Community Survey (ACS),³ 74.2% of Pilot Station residents aged 25 and over were estimated to hold a high school diploma or higher degree in 2010, compared to 90.7% of Alaskan residents overall. Also in 2010, 13.5% of the population was estimated to have less than a 9th grade education, compared to 3.5% of Alaskan residents overall; 12.2% were estimated to have a 9th to 12th grade education but no diploma, compared to 5.8% of Alaskan residents overall; 19.2% were estimated to have some college but no degree, compared to 28.3% of Alaskan residents overall; 5.7% were estimated to have an Associate’s degree, compared to 8% of Alaskan residents overall; 3.5% were estimated to have a Bachelor’s degree, compared to 17.4% of Alaskan residents overall; and 0% were estimated to have a graduate or professional degree, compared to 9.6% of Alaskan residents overall.

Figure 2. Population Age Structure in Pilot Station Based on the 2000 and 2010 U.S. Decennial Census.



³ While American Community Survey (ACS) estimates can provide a good snapshot estimate for larger populations, smaller populations can be misrepresented by ACS estimates if demographic information is not collected from a representative sample of the population. This is especially problematic for Alaskan communities with small populations that have a low probability of being adequately sampled.

History, Traditional Knowledge, and Culture

Yup'ik Eskimo people were historically very mobile, following the migration and seasonal availability of subsistence resources.⁴ The present village site was a traditional place for seasonal salmon harvest.⁵

The site is a designated historic place. It was occupied during the bow and arrow war period that took place between the Yukon and Coastal Eskimos in the centuries prior to the arrival of Europeans. The timing of the start of the bow and arrow war period is unknown, but one hypothesis asserts that violence between these groups may have started a thousand or more years ago. According to oral history interviews conducted between the late 1970 and early 1990s as part of the Alaska Native Claims Settlement Act (ANCSA), periodic violence between coastal and riverine Yup'ik people in the Yukon-Kuskokwim delta was instigated by murders as well as an eye-poking incident. By the time Russian traders and explorers reached the region in the 1840s, the bow and arrow wars were no longer ongoing.⁶

The historical village at the present site of Pilot Station was called Ankachak, and was later moved one third of a mi upriver to a site called Potiliuk.⁷ Several other old village sites are located near the current site of Pilot Station. Kurgpallermuit (also known as Kurgpaller or Ganny) is one half mi upriver, and Chakaktolik is 40 miles southwest of Pilot Station. At one time, Kurgpallermuit had a school, a store, and a Catholic church. Today, the site is used as a seasonal fish camp by some Pilot Station residents. In the 1950s, the Bureau of Indian Affairs (BIA) planned to build a school in Chakaktolik (name meaning “red as...”), but low water levels forced them to build the school at Pilot Station instead. The new school drew families from the surrounding region. Prior to construction of the school, Pilot Station did not have a consistent year-round population.⁸

A Russian Orthodox church was built in Pilot Station in the early 1900s and is one of the oldest structures in the region. R.H. Sargent of the U.S. Geological Survey first noted the village name of Pilot Station in 1916. Local riverboat pilots who used the village as a checkpoint were responsible for changing the village's name from Ankachak to Pilot Station. The community incorporated as a 2nd Class City in 1969. Today, Pilot Station remains a Yup'ik Eskimo village dependent upon a fishing and subsistence lifestyle. The sale and importation of alcohol is banned in the village.⁹

Natural Resources and Environment

The climate in Pilot Station is maritime, averaging 60 inches of snowfall with 16 inches of precipitation per year. Temperatures can range from -44 to 83 °F. The Lower Yukon is ice-

⁴ Alaska Native Heritage Center. (n.d.) *Yup'ik & Cup'ik - Who We Are website*. Retrieved December 8, 2011 from http://www.alaskanative.net/en/main_nav/education/culture_alaska/yupik/.

⁵ Pilot Station Traditional Council. (2009). *Pilot Station Community Development Plan*. Retrieved April 6, 2012 from <http://www.commerce.state.ak.us/dca/plans/PilotStation-GCP-2006.pdf>.

⁶ Funk, Caroline. (2010). “The Bow and Arrow War Days on the Yukon-Kuskokwim Delta of Alaska.” *Ethnohistory* 57:4.

⁷ Alaska Dept. of Comm. and Rural Affairs. (n.d.). *Community Database Online*. Retrieved October 17, 2011 from http://www.commerce.state.ak.us/dca/commdb/CF_BLOCK.htm.

⁸ See footnote 5.

⁹ See footnote 7.

free from mid-June through October.¹⁰ Pilot Station is located in the delta of the Yukon River. The topography on the north side of the River is characterized by gentle rolling hills of up to 150 feet above sea level. Flat lowlands are present on the south side of the River, ranging from 10 to 30 feet above sea level. Vegetation includes deciduous/conifer forest and tundra, including alpine and dry/moist tundra at higher elevations and wet tundra in lower elevations. Pilot Station is located at the boundary between continuous and discontinuous permafrost soil.¹¹

Pilot Station is located within the boundaries of the 22 million acre Yukon Delta National Wildlife Refuge (NWR). The NWR was established “to conserve fish and wildlife populations and habitats in their natural diversity, including, but not limited to shorebirds, seabirds, tundra swans, emperor, white-fronted and Cackling Geese, black brant and other migratory birds, salmon, muskoxen, and marine mammals; to fulfill treaty obligations; to provide the opportunity for continued subsistence uses; and to ensure water quality and necessary water quantity.” Refuge lands are open to sport and subsistence hunting and fishing, as well as trapping. Nunavaknuk Lake and the Kusilvak Mountains to its south are located approximately 60 miles west of Pilot Station.¹² The southern border of the Andreafsky Wilderness Area, which covers just over 5% of the Yukon Delta NWR, is located about 25 miles north of Pilot Station.¹³

Natural hazards identified in the Wade Hampton Census Area include flooding, wildfire, earthquake, severe weather, erosion, and volcanic activity.¹⁴ Areas of the community close to the River are particularly susceptible to annual spring flooding. As of spring 2012, no homes or buildings in Pilot Station were under immediate threat from riverbank erosion. Sediment depositions are currently forming a sandbar along the waterfront of the community. However, one area of low income housing development is located in an area of erosion concern. A cluster of cinder cone volcanoes, known as “Ingakslugwat Hills” is located approximately 50 miles southwest of Pilot Station in the Yukon-Kuskokwim Delta. The 32 small cinder cones and eight larger craters covers an area of more than 300 square miles, and is thought to have been active during the Holocene Period.¹⁵

In Pilot Station’s Community Development Plan (2009), residents also identified low water levels and drifting wood and debris on the Yukon as environmental hazards that can disrupt barge service between Pilot Station and communities upriver where fuel and supplies originate. In addition, the community is concerned about air quality related to garbage burning at the dump, and the spread of litter due to lack of fences or barriers there. Concern was also expressed regarding unpleasant odors and potential health hazards from the sewage lagoon.¹⁶

The Yukon-Kuskokwim delta is rich in mineral deposits. Historically, significant mining activity took place in the Marshall mining district, located upriver from Pilot Station. No mining development is currently taking place there, although active development is underway at the Donlin Creek mine in the Kuskokwim Delta. Although the Kuskokwim River does not does not

¹⁰ Ibid.

¹¹ See footnote 5.

¹² U.S. Fish and Wildlife Service. (2011). *Yukon Delta National Wildlife Refuge*. Retrieved December 8, 2011 from <http://yukondelta.fws.gov/>.

¹³ Wilderness.net (n.d). *Andreafsky Wilderness*. Retrieved December 8, 2011 from <http://www.wilderness.net>.

¹⁴ State of Alaska. 2002. *Hazard Mitigation Plan*. Retrieved February 8, 2012 from <http://biotech.law.lsu.edu/blaw/DOD/manual/.%5CFull%20text%20documents%5CState%20Authorities%5CAla.%20SHMP.pdf>.

¹⁵ Global Volcanism Program. (n.d.). *Ingakslugwat Hills*. Retrieved February 8, 2012 from <http://www.volcano.si.edu/world/volcano.cfm?vnum=1104-03->.

¹⁶ See footnote 5.

directly influence the waters of the Yukon River, Pilot Station residents expressed concern about the potential for wind-blown sediments from Donlin Creek to enter the Yukon River and surrounding natural areas.¹⁷

According to the Alaska Department of Environmental Conservation, there are no notable active environmental cleanup sites located in Pilot Station as of July 2012.¹⁸

Current Economy¹⁹

According to a survey conducted by the AFSC in 2011, community leaders indicated that subsistence fishing is the primary activity of local fishermen, while commercial fishing provides a majority of local wage income. In addition to fisheries resources, local residents harvest moose, bear, porcupine, and waterfowl for subsistence purposes.²⁰ In 2010, the top local employers in Pilot Station included the Lower Yukon School District, local government offices, health, housing, and other community service providers, the Native village corporation, and local retailers.²¹ Trapping and Bureau of Land Management (BLM) firefighting also provide some employment.²²

Based on household surveys conducted for the 2006-2010 ACS,²³ in 2010, the per capita income in Pilot Station was estimated to be \$12,754 and the median household income was estimated to be \$37,917. This represents an increase from the per capita and median household incomes reported in the year 2000 (\$7,311 and \$31,071, respectively). If inflation is taken into account by converting the 2000 values to 2010 dollars,²⁴ real per capita income in 2000 (\$9,614) remains well under 2010 levels, while real median household income in 2000 (\$40,858) was actually slightly higher than the median household income estimated in 2010. In 2010, Pilot Station ranked 227th of 305 Alaskan communities with per capita income data that year, and 202nd in median household income, out of 299 Alaskan communities with household income data.

Although Pilot Station's small population size may have prevented the ACS from accurately portraying economic conditions,²⁵ additional evidence for a decrease in per capita income is provided by economic data compiled by the Alaska Local and Regional Information

¹⁷ Ibid.

¹⁸ Alaska Dept. of Environmental Conservation (n.d.). *List of Contaminated Sites by Region*. Retrieved April 17, 2012 from <http://dec.alaska.gov/spar/csp/list.htm>.

¹⁹ Unless otherwise noted, all monetary data are reported in nominal values.

²⁰ Alaska Dept. of Comm. and Rural Affairs. (n.d.). *Community Database Online*. Retrieved October 17, 2011 from http://www.commerce.state.ak.us/dca/commdb/CF_BLOCK.htm.

²¹ Alaska Department of Labor and Workforce Development (n.d.). *Alaska Local and Regional Information Database*. Retrieved April 23, 2012 from <http://live.laborstats.alaska.gov/alari/>.

²² See footnote 20.

²³ U.S. Census Bureau (n.d.). *Profile of selected social, economic and housing characteristics of all places within Alaska*. Datasets utilized include the 2000 (SF1 100% and SF3 sample data) and 2010 (Demographic Profile SF) Decennial Census and the 2010 American Community Survey 5-year estimates. Retrieved November 1, 2011 from <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>.

²⁴ Inflation was calculated using the Anchorage Consumer Price Index for 2010 (retrieved January 5, 2012 from the Alaska Department of Labor, <http://labor.alaska.gov/research/cpi/inflationcalc.htm>).

²⁵ While American Community Survey (ACS) estimates can provide a good snapshot estimate for larger populations, smaller populations can be misrepresented by ACS estimates if demographic information is not collected from a representative sample of the population. This is especially problematic for Alaskan communities with small populations that have a low probability of being adequately sampled.

(ALARI) database maintained by the Alaska Department of Labor and Workforce Development (DOLWD). If total wages reported in the ALARI database for 2010 are divided by the 2010 population reported by the U.S. Census, the resulting per capita income estimate for Pilot Station in 2010 is \$5,467.²⁶ The decline in per capita income between 2000 and 2010 is reflected in the fact that the community was recognized as “distressed” by the Denali Commission,²⁷ indicating that over 70% of residents aged 16 and older earned less than \$16,120 in 2010. It should be noted that both ACS and DOLWD data are based on wage earnings, and these income statistics do not take into account the value of subsistence within the local economy.

Based on the 2006-2010 ACS, in 2010, a slightly smaller percentage of Pilot Station residents was estimated to be in the civilian labor force (62.4%) compared to the civilian labor force statewide (68.8%). Also that year, 26.5% of local residents were estimated to be living below the poverty line, compared to 9.5% of Alaskan residents overall, and the unemployment rate was estimated to be 14.7%, compared to a statewide unemployment rate of 5.9%. An additional estimate of unemployment is based on the ALARI database, which indicates that the unemployment rate in 2010 was 26.6%, compared to a statewide unemployment rate estimate of 11.5%.²⁸

Also based on the 2006-2010 ACS, a majority of workers was estimated to be employed in the public sector (58.3%), along with 39.1% in the private sector, and 2.6% estimated to be self-employed. Of the 156 people aged 16 and over that were estimated to be employed in the civilian labor force, the greatest number of workers was estimated to be working in educational services, health care, and social assistance (37.2%), public administration (23.1%), and construction (11.5%). In addition, 5.1% of the civilian labor force was estimated to be working in agriculture, forestry, fishing, hunting and mining in 2010. The number of individuals employed in farming, fishing, and forestry industries is probably underestimated in census statistics; fishermen may hold another job and characterize their employment accordingly. This information about employment by industry is presented in Figure 3, and employment is broken down by occupation in Figure 4.

An alternative estimate of employment is provided by economic data compiled in the ALARI database, which indicate that there were 233 employed residents in 2010, of which 60.1% were employed in local government, 8.2% in trade, transportation, and utilities, 6.9% in financial activities, 4.3% in educational and health services, 2.1% in professional and business services, 2.1% in state government, 1.3% in manufacturing, 0.9% in construction, 0.9% in information, 0.4% in natural resources and mining, 0.4% in leisure and hospitality, and 12.4% in other industries.²⁹ As with income statistics, it should also be noted that ACS and DOLWD employment statistics do not reflect residents’ activity in the subsistence economy.

²⁶ See footnotes 21 and 23.

²⁷ Denali Commission. (2011). *Distressed Community Criteria 2011 Update*. Retrieved April 16, 2012 from www.denali.gov.

²⁸ See footnote 21.

²⁹ Ibid.

Figure 3. Local Employment by Industry in 2000-2010, Pilot Station (U.S. Census).

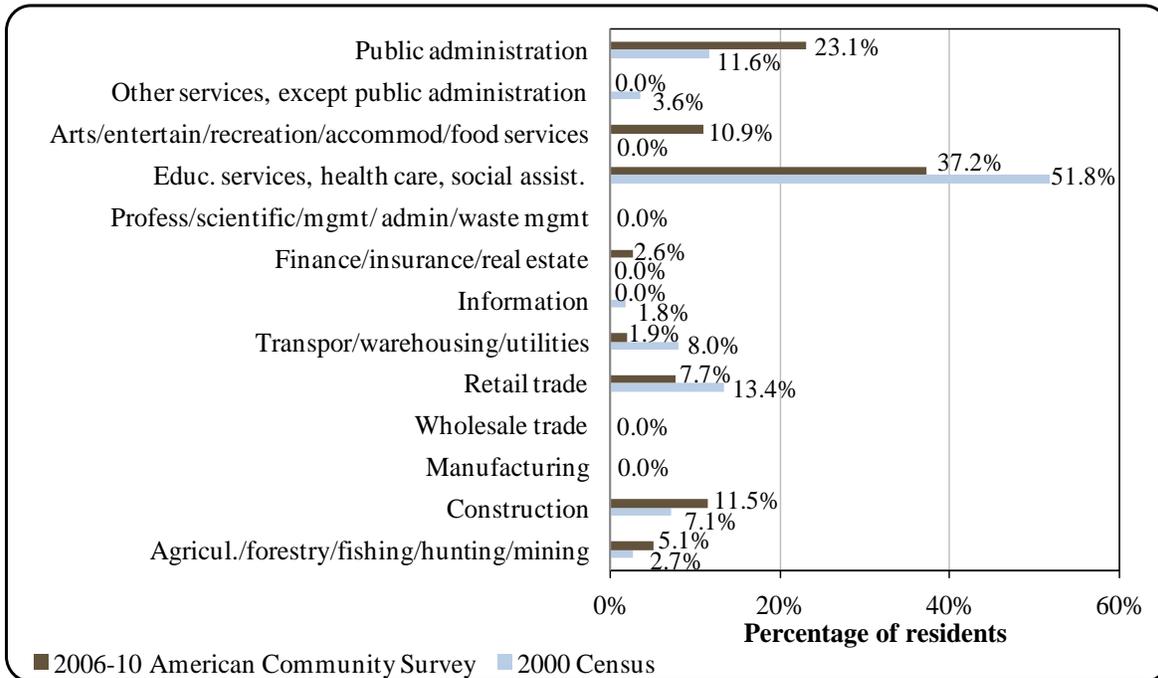
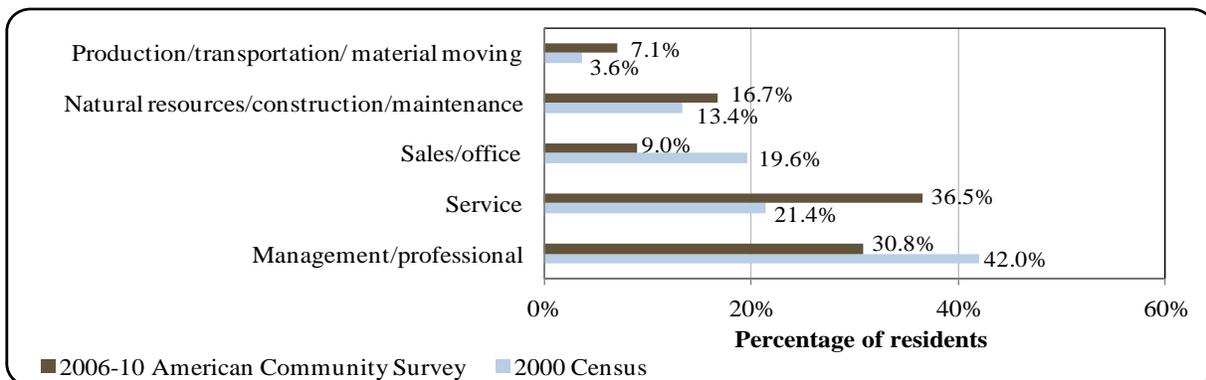


Figure 4. Local Employment by Occupation in 2000-2010, Pilot Station (U.S. Census).



Governance

Pilot Station was incorporated as a 2nd Class City in 1969. The City has a Strong Mayor form of government, which includes a seven-person city council including the Mayor, a five-person advisory school board, and several municipal employees. The City administers a 4% sales tax, but no other taxes. Pilot Station is not part of an organized borough.^{30,31} In addition to sales tax revenue, other locally-generated revenue sources in Pilot Station include leases and rentals, fuel and gravel sales, bingo and raffle receipts, an airport maintenance contract from the State of

³⁰ Alaska Dept. of Comm. and Rural Affairs. (n.d.). *Community Database Online*. Retrieved October 17, 2011 from http://www.commerce.state.ak.us/dca/commdb/CF_BLOCK.htm.

³¹ Information received from a personal communication with the Pilot Station Tribal Administrator, July 27, 2012.

Alaska, utility service fees, and police department fines and violations. Outside revenues sources included shared funds from state and federal programs and small grants in some years. The increase in total municipal revenue over the decade can be explained in part by increases in sales tax revenue and large Community Revenue Sharing contributions in later years of the period. No fisheries-related grants were reported to contribute to community revenue between 2000 and 2010. Information about selected aspects of Pilot Station’s municipal revenue is presented in Table 2.

Table 2. Selected Municipal, State, or Federal Revenue Streams for the Community of Pilot Station from 2000 to 2010.

Year	Total Municipal Revenue ¹	Sales Tax Revenue ²	State/Community Revenue Sharing ^{3,4}	Fisheries-Related Grants (State and Federal) ⁵
2000	\$295,752	\$47,848	\$26,943	n/a
2001	\$293,672	\$50,953	\$26,452	n/a
2002	\$274,293	\$58,166	\$26,510	n/a
2003	\$360,713	\$54,556	\$26,668	n/a
2004	\$380,006	\$53,406	n/a	n/a
2005	\$332,600	\$60,420	n/a	n/a
2006	\$455,406	\$68,734	n/a	n/a
2007	\$310,114	\$67,701	n/a	n/a
2008	\$559,045	\$80,921	n/a	n/a
2009	\$497,893	\$78,011	\$125,945	n/a
2010	\$680,714	\$85,838	\$124,937	n/a

¹ Alaska Dept. of Comm. and Rural Affairs. (n.d.). *Financial Documents Delivery System*. Retrieved April 15, 2011 from http://www.commerce.state.ak.us/dca/commfin/CF_FinRec.cfm.

² Alaska Dept. of Comm. and Econ. Dev. (n.d.). *Alaska Taxable (2000-2010)*. Retrieved April 15, 2011 from http://www.commerce.state.ak.us/dca/osa/osa_summary.cfm.

³ Alaska Dept. of Rev. (n.d.). *(2000-2009) Taxes and Fees Annual Report*. Retrieved April 15, 2011 from <https://www.tax.state.ak.us>.

⁴ The State Revenue Sharing program ceased in 2003 and was replaced by the Community Revenue Sharing program starting in 2009.

⁵ Alaska Dept. of Comm. and Rural Affairs. (n.d.). *Community Funding Database*. Retrieved April 15, 2011 from http://www.commerce.state.ak.us/dca/commdb/CF_Grants.htm.

Pilot Station was included under the Alaska Native Claims Settlement Act (ANCSA), and is federally recognized as a Native village. The authorized traditional entity, recognized by the Bureau of Indian Affairs (BIA), is the Pilot Station Traditional Village. The Native village corporation is Pilot Station, Incorporated, which manages 115,200 acres of land. The regional Native corporation to which Pilot Station belongs is the Calista Corporation.³²

Pilot Station is also a member of the Association of Village Council Presidents (AVCP), a Tribal 501(c)(3) non-profit organization headquartered in Bethel that serves communities in the Yukon-Kuskokwim Delta. At the request of villages, AVCP provides social services, human development and culturally relevant programming to “promote tribal self-determination and self-governance and to work to protect tribal culture and traditions.”³³ The AVCP is one of the 12

³² See footnote 30.

³³ Association of Village Council Presidents. (n.d.). *Homepage*. Retrieved December 6, 2011 from www.avcp.org.

regional Alaska Native 501(c)(3) nonprofit organizations that were identified under ANCSA and charged with naming incorporators to create regional for-profit corporations. Today, these regional Native Associations receive federal funding to administer a broad range of services to villages in their regions.³⁴ AVCP is made up of 56 villages and 45 village corporations.³⁵

The nearest Alaska Department of Fish and Game (ADF&G) office is located in the city of Emmonak, but is a seasonal office. An ADF&G office is available year round in the community of Nome, although the Anchorage office may be more accessible to people in this region. The closest office of the Alaska Department of Commerce, Community, and Economic Development is in Bethel. A National Marine Fisheries Service (NMFS) field office is also located in Bethel, and a larger office is in Anchorage. The nearest Alaska Department of Natural Resources and U.S. Bureau of Citizenship and Immigration Services offices are in Anchorage.

Infrastructure

Connectivity and Transportation

A state-owned 2,541 feet long by 55 feet wide gravel airstrip is available. Air transportation is the primary means for freight and mail service, as well as passenger travel. The nearby village of St. Mary's is a hub for freight and mail, and Bethel is a hub for passenger travel.³⁶ Heavy winds of up to 50 mph are common during fall and winter.³⁷ As of early June, 2012, the price of a roundtrip ticket between Pilot Station and Anchorage was \$692.³⁸

Pilot Station is also easily accessible by river-going vessels. Barges deliver fuel and other bulk supplies during the summer. Skiffs and snowmobiles provide inter-village transportation. There are no roads to surrounding communities.³⁹ However, winter trails are used by residents to travel to surrounding communities and subsistence sites.⁴⁰

Facilities

Water in Pilot Station is derived from a community well and is chlorinated. More than half of the homes in the community have full plumbing and are connected to a City-operated piped water and sewer system. The 27 homes that are not plumbed currently haul treated water from a central hauling point and use honeybuckets. The City operates a sewage lagoon for sewage treatment. The City also operates a landfill and provides refuse collection services. A diesel powerhouse provides electricity to the village, operated by the Alaska Village Electric Cooperative (AVEC). Police services are provided by three Village Police Officers stationed in

³⁴ U.S. Government Accountability Office. 2005. *Alaska Native Villages: Report to Congressional Addressees and the Alaska Federation of Natives*. Retrieved February 7, 2012 from <http://www.gao.gov/new.items/d05719.pdf>.

³⁵ Calista Corporation. (2011). *Our Communities: The Villages of the Calista Region*. Retrieved February 6, 2012 from <http://www.calistacorp.com/shareholders/communities>.

³⁶ Pilot Station Traditional Council. (2009). *Pilot Station Community Development Plan*. Retrieved April 6, 2012 from <http://www.commerce.state.ak.us/dca/plans/PilotStation-GCP-2006.pdf>.

³⁷ Alaska Dept. of Comm. and Rural Affairs. (n.d.). *Community Database Online*. Retrieved October 17, 2011 from http://www.commerce.state.ak.us/dca/commdb/CF_BLOCK.htm.

³⁸ Airfare estimate calculated on November 21, 2011 using kayak.com.

³⁹ See footnote 37.

⁴⁰ See footnote 36.

Pilot Station, as well as a Village Public Safety Officer stationed in nearby St. Mary's.⁴¹ For serious criminal incidents and investigations, state troopers are called in from posts in St. Mary's, Aniak, or Bethel.⁴² Fire and rescue services are provided by the City, a Volunteer Fire and Public Safety facility, and Project Code Red Equipment. The City also has a public safety holding cell.⁴³

According to a survey conducted by the AFSC in 2011, community leaders indicated that the current water and sewer pipelines and water treatment system were installed in 1997. They also noted several infrastructure improvements expected to be completed in the next 10 years, including a new landfill/solid waste site, a new public safety/police department, and a new fire department facility. Additional community facilities and services include a City office building, Bingo Hall, and school library.⁴⁴ In the 2011 AFSC survey, community leaders noted that telephone service has been present in Pilot Station since 1976 and broadband internet access has been available since 1999. They also noted the presence of a post office in Pilot Station. The City of Pilot Station provides cable service.⁴⁵ The 2009 Community Development Plan also noted the presence of two local stores, one of which is the only local seller of gasoline and diesel.⁴⁶

With regard to fishing-related infrastructure, community leaders reported in the 2011 AFSC survey that 30 feet of dock space is available in Pilot Station for transient vessel moorage, and no dock space is available for permanent moorage. They reported that a barge landing area is available and is maintained annually. No other fisheries-related businesses or services were noted in Pilot Station. Community leaders indicated that local residents travel to Anchorage or Seattle to access fisheries-related businesses and services not available locally in Pilot Station.

Medical Services

Health care is available at the Pilot Station Clinic, which is operated by the Pilot Station Traditional Council.⁴⁷ The Pilot Station Clinic is a Community Health Aide Program site. Emergency Services have river and air access. Local emergency service is provided by a health aide.⁴⁸ The nearest hospital is located in Bethel.

Educational Opportunities

There is one school in the community, which offers preschool through 12th grade. As of 2011, the Pilot Station School had a total of 172 students and 13 teachers.⁴⁹ In addition, the Rural Alaska Community Action Program (RurAL CAP) runs Head Start (ages 3 to 5 years) and Early Head Start (birth to 3 years) programs in Pilot Station.⁵⁰

⁴¹ See footnote 37.

⁴² See footnote 36.

⁴³ See footnote 37.

⁴⁴ Ibid.

⁴⁵ Ibid.

⁴⁶ See footnote 36.

⁴⁷ Information received from a personal communication with the Pilot Station Tribal Administrator, July 27, 2012.

⁴⁸ See footnote 37.

⁴⁹ Alaska Department of Education and Early Development. (2012). *Statistics and Reports*. Retrieved April 24, 2012 from <http://eed.alaska.gov/stats/>.

⁵⁰ Rural Alaska Community Action Program, Inc. *2010 Head Start Report*. Retrieved on December 20, 2011 from <http://www.ruralcap.com/>.

Involvement in North Pacific Fisheries

History and Evolution of Fisheries

Yup'ik Eskimo people were historically very mobile, following the migration and seasonal availability of subsistence resources.⁵¹ Indigenous people living along the Yukon River have long harvested salmon for subsistence purposes. Salmon were historically used for personal subsistence as well as food for sled dogs. The first recorded commercial harvest of salmon took place in 1918, and early harvests were relatively large. Concerns about providing sufficient salmon resources for subsistence harvest led to limitations on commercial salmon fishing during several periods, including a complete commercial fishing closure between 1925 and 1931. In the 1980s, concerns about possible overharvest of Chinook runs led to reduced commercial fisheries in the late 1980s and 1990s along the Yukon River. Poor returns in the late 1990s and early 2000s resulted in restrictive management of the commercial fishery and complete closure in 2001 to ensure subsistence resources. Currently, commercial salmon fishing is allowed along the entire 1,200 miles of the main stem of the Yukon River, as well as 225 miles of the Tanana River. There are 7 fishing districts, 10 sub-districts, and 28 statistical areas used by the State to manage fisheries. Fishing on the lower Yukon River takes place with set and drift gillnets. Subsistence fishermen also most often utilize these gear types. Many subsistence fishermen are also commercial fishermen.⁵²

Pilot Station is located more than 100 miles up the Yukon River from the Bering Sea. This area is included in District 2 of the Lower Yukon River salmon fishery. It is also important to note that the ocean area into which the Yukon River flows is encompassed by Federal Statistical and Reporting Area 514, Pacific Halibut Fishery Regulatory Area 4E, and the Bering Sea Sablefish Regulatory Area. Because Pilot Station is more than 50 miles inland, it is not eligible to participate in the Community Development Quota program. Pilot Station is also not eligible to participate in the Community Quota Entity program.

According to a survey conducted by the AFSC in 2011, community leaders expressed strong feelings that State fisheries management processes have not taken local tribal knowledge and concerns into account regarding salmon conservation and regulation of subsistence fisheries on the Yukon River. Pilot Station community leaders stated concern that State fisheries managers are not adequately considering their opinions and concerns to be relevant. As a result, they indicated in the AFSC survey that Pilot Station is not effectively participating in fisheries management processes in Alaska. For more information about the fisheries-management concerns and opinions expressed by Pilot Station community leaders, see the *Additional Information* section at the end of this profile.

Processing Plants

ADF&G's 2010 Intent to Operate list does not list a registered processing plant in Pilot Station. The list did note a seafood processing facility in the nearby community of St. Mary's

⁵¹ Alaska Native Heritage Center. (n.d) *Yup'ik & Cup'ik - Who We Are website*. Retrieved December 8, 2011 from http://www.alaskanative.net/en/main_nav/education/culture_alaska/yupik/.

⁵² Clark, McGregor, Mecum, Krasnowski and Carroll. 2006. "The Commercial Salmon Fishery in Alaska." *Alaska Fisheries Research Bulletin* 12(1):1-146. Alaska Dept. of Fish and Game. Retrieved January 4, 2012 from <http://www.adfg.alaska.gov/static/home/library/PDFs/afrb/clarv12n1.pdf>.

(approximately 20 miles downriver from Pilot Station) called Boreal Fisheries, Inc. It is a husband-and-wife operation that began operations in 1974. Boreal Fisheries processes salmon: Chinook and chum from June 16-July 10, chum from August 1-September 5, and coho from August 15-September 5. Boreal Fisheries purchases its Chinook salmon from local fishermen.

In addition, although not registered on ADF&G's Intent to Operate list in 2010, a processing plant was active as recently as 2008 in Marshall (approximately 40 miles upriver from Pilot Station). Maserculiq Fish Processors, Inc. utilizes fish harvested by local Yup'ik Eskimo fishermen and produces value-added salmon products, which are distributed by Yukon King Seafoods of Alaska.⁵³

Fisheries-Related Revenue

According to information provided in Pilot Station's annual municipal budgets between 2000 and 2010, the primary sources of fisheries-related revenue in Pilot Station were a raw fish tax and the Shared Fisheries Business Tax. In 2010, the City of Pilot Station received \$100 in revenue from raw fish tax and \$93 from the Shared Fisheries Business Tax. Information about fisheries-related revenue is presented in Table 3.⁵⁴

Commercial Fishing

Pilot Station is a river fishing community, located more than 100 miles inland from the ocean on the Yukon River. The community relies primarily on the Lower Yukon River salmon gillnet fishery, although between 2000 and 2010, several residents also participated in the Norton Sound herring gillnet fishery and the statewide 'freshwater fish' gillnet fishery ('other finfish'). Commercial freshwater fish fisheries may target species such as Arctic char, pike, rainbow trout, Dolly Varden, and sheefish.⁵⁵

Between 2000 and 2010, Pilot Station residents were involved in commercial fisheries as crew, permit holders, and vessel owners. In 2010, 54 Pilot Station residents purchased commercial crew licenses, 22 were the primary owner of a fishing vessel, and 21 vessels were homeported in Pilot Station. This information about the commercial fishing sector in Pilot Station is presented in Table 5. In a survey conducted by the AFSC in 2011, community leaders indicated that a majority of the fishing vessels based out of Pilot Station were 35 feet in length or under, and primarily use gillnet fishing gear. They also indicated that the number of fishing vessels present in Pilot Station has remained stable over the past five years.

In 2010, 58 individuals held a total of 57 Commercial Fisheries Entry Commission (CFEC) permits, of which 46 (81%) were actively fished that year. Of the total 57 permits, 54 were for the Lower Yukon River salmon fishery, and 3 were held in the Norton Sound herring roe and food/bait fishery. The number of herring permits held in Pilot Station stayed constant between 2000 and 2010 (three), but the percentage fished declined from 67% in 2000 to 0% by 2010. The last year during the 2000-2010 period that a herring permit was actively fished was

⁵³ Yukon King Seafoods. (2008). *About us*. Retrieved December 8, 2011 from <http://www.yukonking.com>.

⁵⁴ A direct comparison between fisheries-related revenue and total municipal revenue cannot reliably be made as not all fisheries-related revenue sources are included in the municipal budget.

⁵⁵ Alaska Dept. of Fish and Game. 2006. *Our Wealth Maintained: A Strategy for Conserving Alaska's Diverse Wildlife and Fish Resources*. Retrieved June 21, 2012 from www.adfg.alaska.gov/index.cfm?ADFG=species.wapview.

2006. In addition to salmon and herring permits, one statewide freshwater fish set gillnet permit was also held in Pilot Station in 2000 and from 2004-2008. This ‘other finfish’ permit was not actively fished in any of these years. Between 2000 and 2010, no residents of Pilot Station held License Limitation Program permits (LLP) or Federal Fisheries Permits (FFP) in federal fisheries for groundfish or crab. In addition, no residents held quota share accounts in federal halibut, sablefish, or crab catch share fisheries between 2000 and 2010. Information about permits held in Pilot Station is presented in Table 4, and information about federal catch share participation is presented in Tables 6 through 8.

No fish buyers or shore-side processors were reported to be present in Pilot Station between 2000 and 2010 (Table 5), and no landings or ex-vessel revenue were generated in the community (Table 9). However, some information was available about salmon landings and ex-vessel revenue generated by vessel owners from Pilot Station. Between 2005 and 2009, Pilot Station vessel owners landed an average of 12,316 net pounds of salmon per year (including all delivery locations). On average, these landings were valued at \$16,398 in ex-vessel revenue. Information about salmon landings in other years between 2000 and 2010 is considered confidential due to the small number of participants. Landings and revenue information for other fisheries is also considered confidential during this period due to limited participation. Information about landings and ex-vessel revenue earned by vessel owners residing in Pilot Station is presented in Table 10.

Table 3. Known Fisheries-Related Revenue (in U.S. Dollars) Received by the Community of Pilot Station: 2000-2010.

Revenue source	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Raw fish tax ¹	n/a	\$87	\$100								
Shared Fisheries Business Tax ¹	n/a	\$62	n/a	\$102	n/a	n/a	n/a	\$70	\$73	\$87	\$93
Fisheries Resource Landing Tax ¹	n/a										
Fuel transfer tax ²	n/a										
Extraterritorial fish tax ²	n/a										
Bulk fuel transfers ¹	n/a										
Boat hauls ²	n/a										
Harbor usage ²	n/a										
Port/dock usage ²	n/a										
Fishing gear storage on public land ³	n/a										
Marine fuel sales tax ³	n/a										
Total fisheries-related revenue⁴	\$0	\$62	\$0	\$102	\$0	\$0	\$0	\$70	\$73	\$174	\$193
Total municipal revenue⁵	\$295,752	\$293,672	\$274,293	\$360,713	\$380,006	\$332,600	\$455,406	\$310,114	\$559,045	\$497,893	\$680,714

Note: n/a indicates that no data were reported for that year.

¹ Alaska Dept. of Comm. and Econ. Dev. (n.d.) *Alaska Taxable (2000-2010)*. Retrieved April 15, 2011 from http://www.commerce.state.ak.us/dca/osa/osa_summary.cfm.

² Alaska Dept. of Comm. and Rural Affairs. (n.d.) *Financial Documents Delivery System*. Retrieved April 15, 2011 at http://www.commerce.state.ak.us/dcra/commfin/CF_FinRec.cfm.

³ Reported by community leaders in a survey conducted by the AFSC in 2011.

⁴ Total fisheries related revenue represents a sum of all known revenue sources in the previous rows.

⁵ Total municipal revenue represents the total revenue that the city reports each year in its municipal budget. Alaska Dept. of Comm. and Rural Affairs. (n.d.) *Financial Documents Delivery System*. Retrieved April 15, 2011 at http://www.commerce.state.ak.us/dcra/commfin/CF_FinRec.cfm.

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Table 4. Permits and Permit Holders by Species, Pilot Station: 2000-2010.

Species		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Groundfish (LLP) ¹	Total permits	0	0	0	0	0	0	0	0	0	0	0
	Active permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	-	-	-	-	-	-	-	-	-	-	-
	Total permit holders	0	0	0	0	0	0	0	0	0	0	0
Crab (LLP) ¹	Total permits	0	0	0	0	0	0	0	0	0	0	0
	Active permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	-	-	-	-	-	-	-	-	-	-	-
	Total permit holders	0	0	0	0	0	0	0	0	0	0	0
Federal Fisheries Permits ¹	Total permits	0	0	0	0	0	0	0	0	0	0	0
	Fished permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	-	-	-	-	-	-	-	-	-	-	-
	Total permit holders	0	0	0	0	0	0	0	0	0	0	0
Crab (CFEC) ²	Total permits	0	0	0	0	0	0	0	0	0	0	0
	Fished permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	-	-	-	-	-	-	-	-	-	-	-
	Total permit holders	0	0	0	0	0	0	0	0	0	0	0
Other shellfish (CFEC) ²	Total permits	0	0	0	0	0	0	0	0	0	0	0
	Fished permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	-	-	-	-	-	-	-	-	-	-	-
	Total permit holders	0	0	0	0	0	0	0	0	0	0	0
Halibut (CFEC) ²	Total permits	0	0	0	0	0	0	0	0	0	0	0
	Fished permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	-	-	-	-	-	-	-	-	-	-	-
	Total permit holders	0	0	0	0	0	0	0	0	0	0	0
Herring (CFEC) ²	Total permits	3	3	3	3	3	3	3	3	3	3	3
	Fished permits	2	2	0	2	0	0	1	0	0	0	0
	% of permits fished	67%	67%	0%	67%	0%	0%	33%	0%	0%	0%	0%
	Total permit holders	3	3	3	3	3	3	3	3	3	3	3

Table 4 cont'd. Permits and Permit Holders by Species, Pilot Station: 2000-2010.

Species		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Sablefish (CFEC) ²	Total permits	0	0	0	0	0	0	0	0	0	0	0
	Fished permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	-	-	-	-	-	-	-	-	-	-	-
	Total permit holders	0	0	0	0	0	0	0	0	0	0	0
Groundfish (CFEC) ²	Total permits	0	0	0	0	0	0	0	0	0	0	0
	Fished permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	-	-	-	-	-	-	-	-	-	-	-
	Total permit holders	0	0	0	0	0	0	0	0	0	0	0
Other Finfish (CFEC) ²	Total permits	1	0	0	0	1	1	1	1	1	0	0
	Fished permits	0	0	0	0	0	0	0	0	0	0	0
	% of permits fished	0%	-	-	-	0%	0%	0%	0%	0%	-	-
	Total permit holders	1	0	0	0	1	1	1	1	1	0	0
Salmon (CFEC) ²	Total permits	55	56	54	54	55	54	56	55	54	54	54
	Fished permits	54	0	53	52	52	53	53	53	48	41	46
	% of permits fished	98%	0%	98%	96%	95%	98%	95%	96%	89%	76%	85%
	Total permit holders	59	59	56	62	56	61	61	62	58	56	58
<i>Total CFEC Permits²</i>	<i>Permits</i>	<i>59</i>	<i>59</i>	<i>57</i>	<i>57</i>	<i>59</i>	<i>58</i>	<i>60</i>	<i>59</i>	<i>58</i>	<i>57</i>	<i>57</i>
	<i>Fished permits</i>	<i>56</i>	<i>2</i>	<i>53</i>	<i>54</i>	<i>52</i>	<i>53</i>	<i>54</i>	<i>53</i>	<i>48</i>	<i>41</i>	<i>46</i>
	<i>% of permits fished</i>	<i>95%</i>	<i>3%</i>	<i>93%</i>	<i>95%</i>	<i>88%</i>	<i>91%</i>	<i>90%</i>	<i>90%</i>	<i>83%</i>	<i>72%</i>	<i>81%</i>
	<i>Permit holders</i>	<i>60</i>	<i>59</i>	<i>56</i>	<i>62</i>	<i>56</i>	<i>61</i>	<i>61</i>	<i>62</i>	<i>58</i>	<i>56</i>	<i>58</i>

¹ National Marine Fisheries Service. (2011). Data on License Limitation Program, Alaska Federal Processor Permits (FPP), Federal Fisheries Permits (FFP), and Permit holders. NMFS Alaska Regional Office. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

² Alaska Commercial Fisheries Entry Commission. (2011). Alaska commercial fishing permits, permit holders, and vessel licenses, 2000 – 2010. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

Table 5. Characteristics of the Commercial Fishing Sector in Pilot Station: 2000-2010.

Year	Crew License Holders ¹	Count Of All Fish Buyers ²	Count Of Shore-Side Processing Facilities ³	Vessels Primarily Owned By Residents ⁴	Vessels Homeported ⁴	Vessels Landing Catch In Pilot Station ²	Total Net Pounds Landed In Pilot Station ^{2,5}	Total Ex-Vessel Value Of Landings In Pilot Station ^{2,5}
2000	68	0	0	24	19	0	0	\$0
2001	4	0	0	19	15	0	0	\$0
2002	82	0	0	21	16	0	0	\$0
2003	82	0	0	23	18	0	0	\$0
2004	89	0	0	24	18	0	0	\$0
2005	90	0	0	29	23	0	0	\$0
2006	74	0	0	25	22	0	0	\$0
2007	74	0	0	26	25	0	0	\$0
2008	11	0	0	27	26	0	0	\$0
2009	59	0	0	23	21	0	0	\$0
2010	54	0	0	22	21	0	0	\$0

¹ Alaska Department of Fish and Game. (2011). Alaska sport fish and crew license holders, 2000 – 2010. ADF&G Division of Administrative Services. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

² Alaska Department of Fish and Game, and Alaska Commercial Fisheries Entry Commission. (2011). Alaska fish ticket data. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

³ Alaska Department of Fish and Game. (2011). Data on Alaska fish processors. ADF&G Division of Commercial Fisheries. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

⁴ Alaska Commercial Fisheries Entry Commission. (2011). Alaska commercial fishing permits, permit holders, and vessel licenses, 2000 – 2010. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

⁵ Totals only represent non-confidential data.

Table 6. Halibut Catch Share Program Participation in Pilot Station: 2000-2010.

Year	Number of Halibut Quota Share Account Holders	Halibut Quota Shares Held	Halibut IFQ Allotment (pounds)
2000	0	0	0
2001	0	0	0
2002	0	0	0
2003	0	0	0
2004	0	0	0
2005	0	0	0
2006	0	0	0
2007	0	0	0
2008	0	0	0
2009	0	0	0
2010	0	0	0

Source: National Marine Fisheries Service. (2011). Alaska Individual Fishing Quota (IFQ) permit data. NMFS Alaska Regional Office. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

Table 7. Sablefish Catch Share Program Participation by Residents of Pilot Station: 2000-2010.

Year	Number of Sablefish Quota Share Account Holders	Sablefish Quota Shares Held	Sablefish IFQ Allotment (pounds)
2000	0	0	0
2001	0	0	0
2002	0	0	0
2003	0	0	0
2004	0	0	0
2005	0	0	0
2006	0	0	0
2007	0	0	0
2008	0	0	0
2009	0	0	0
2010	0	0	0

Source: National Marine Fisheries Service. (2011). Alaska Individual Fishing Quota (IFQ) permit data. NMFS Alaska Regional Office. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

Table 8. Bering Sea and Aleutian Island Crab Catch Share Program Participation by Residents of Pilot Station: 2000-2010.

Year	Number of Crab Quota Share Account Holders	Crab Quota Shares Held	Crab IFQ Allotment (pounds)
2005	0	0	0
2006	0	0	0
2007	0	0	0
2008	0	0	0
2009	0	0	0
2010	0	0	0

Source: National Marine Fisheries Service. (2011). Alaska Individual Fishing Quota (IFQ) permit data. NMFS Alaska Regional Office. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

Table 9. Landed Pounds and Ex-vessel Revenue, by Species, in Pilot Station: 2000-2010.

	<i>Total Net Pounds¹</i>										
	<i>2000</i>	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Crab	0	0	0	0	0	0	0	0	0	0	0
Finfish	0	0	0	0	0	0	0	0	0	0	0
Halibut	0	0	0	0	0	0	0	0	0	0	0
Herring	0	0	0	0	0	0	0	0	0	0	0
Other Groundfish	0	0	0	0	0	0	0	0	0	0	0
Other Shellfish	0	0	0	0	0	0	0	0	0	0	0
Pacific Cod	0	0	0	0	0	0	0	0	0	0	0
Pollock	0	0	0	0	0	0	0	0	0	0	0
Sablefish	0	0	0	0	0	0	0	0	0	0	0
Salmon	0	0	0	0	0	0	0	0	0	0	0
<i>Total²</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>
	<i>Ex-vessel Value (nominal U.S. dollars)</i>										
	<i>2000</i>	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Crab	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Finfish	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Halibut	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Herring	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other Groundfish	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other Shellfish	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Pacific Cod	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Pollock	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Sablefish	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Salmon	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<i>Total²</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>

Source: Alaska Department of Fish and Game, and Alaska Commercial Fisheries Entry Commission. (2011). Alaska fish ticket data. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

¹ Net pounds refers to the landed weight recorded in fish tickets.

² Totals only represent non-confidential data.

Table 10. Landed Pounds and Ex-vessel Revenue, by Species, by Pilot Station Residents:
 2000-2010.

	<i>Total Net Pounds¹</i>										
	<i>2000</i>	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Crab	-	-	-	-	-	-	-	-	-	-	-
Finfish	-	-	-	-	-	-	-	-	-	-	-
Halibut	-	-	-	-	-	-	-	-	-	-	-
Herring	-	-	-	-	-	-	-	-	-	-	-
Other Groundfish	-	-	-	-	-	-	-	-	-	-	-
Other Shellfish	-	-	-	-	-	-	-	-	-	-	-
Pacific Cod	-	-	-	-	-	-	-	-	-	-	-
Pollock	-	-	-	-	-	-	-	-	-	-	-
Sablefish	-	-	-	-	-	-	-	-	-	-	-
Salmon	-	-	-	-	-	5,812	7,954	8,193	17,942	21,678	-
<i>Total²</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>5,812</i>	<i>7,954</i>	<i>8,193</i>	<i>17,942</i>	<i>21,678</i>	<i>-</i>
	<i>Ex-vessel Value (nominal U.S. dollars)</i>										
	<i>2000</i>	<i>2001</i>	<i>2002</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Crab	-	-	-	-	-	-	-	-	-	-	-
Finfish	-	-	-	-	-	-	-	-	-	-	-
Halibut	-	-	-	-	-	-	-	-	-	-	-
Herring	-	-	-	-	-	-	-	-	-	-	-
Other Groundfish	-	-	-	-	-	-	-	-	-	-	-
Other Shellfish	-	-	-	-	-	-	-	-	-	-	-
Pacific Cod	-	-	-	-	-	-	-	-	-	-	-
Pollock	-	-	-	-	-	-	-	-	-	-	-
Sablefish	-	-	-	-	-	-	-	-	-	-	-
Salmon	-	-	-	-	-	\$15,922	\$19,025	\$19,896	\$14,827	\$12,322	-
<i>Total²</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$15,922</i>	<i>\$19,025</i>	<i>\$19,896</i>	<i>\$14,827</i>	<i>\$12,322</i>	<i>-</i>

Note: Cells showing – indicate that the data are considered confidential.

Source: Alaska Department of Fish and Game, and Alaska Commercial Fisheries Entry Commission. (2011). Alaska fish ticket data. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

¹ Net pounds refers to the landed weight recorded in fish tickets.

² Totals only represent non-confidential data.

Recreational Fishing

According to a survey conducted by the AFSC in 2011, community leaders reported that chum, Chinook, and coho salmon, and whitefish are primary targets of recreational fishing in Pilot Station. However, they indicated that subsistence fishing is much more important than recreational fishing activity locally.

Between 2000 and 2010, no active sport fish guide businesses were present in Pilot Station, and no licensed sport fish guides resided there. The number of sport fishing licenses purchased by Pilot Station residents (irrespective of point of sale) varied from 19 to 131 per year over the decade, and the number of licenses sold in the community of Pilot Station varied from 0 to 120 per year. In some years, a greater number of licenses were sold in Pilot Station than were purchased by local residents, indicating that a small number of visitors may come to Pilot Station to fish recreationally.

The Alaska Statewide Harvest Survey,⁵⁶ conducted by ADF&G between 2000 and 2010, noted freshwater sport harvest of sockeye salmon by recreational fishermen from Pilot Station. The Statewide Harvest Survey provided more detailed information about sport fishing activity in nearby St. Mary's, 20 miles downriver from Pilot Station: private anglers in St. Mary's were reported to target coho and chum salmon, Dolly Varden, Arctic grayling, northern pike, Pacific halibut, and rockfish. The survey also noted sport harvest of razor and hardshell clams by St. Mary's residents. No kept/released log book data were reported for fishing charters out of Pilot Station between 2000 and 2010.⁵⁷

Pilot Station is located within Alaska Sport Fishing Survey Area Y – Yukon River Drainage. Information is available about both saltwater and freshwater sport fishing activity at this regional scale. Between 2000 and 2010, saltwater sport fishing activity was minimal, with between zero and 81 non-Alaska resident angler days fished per year, and between zero and 89 Alaska resident angler days fished per year. The low numbers reported for saltwater sport fishing make sense given that a majority of residents in Yukon drainage communities live at a great distance from the ocean, and fishing activities take place primarily in fresh water. Between 2000 and 2010, Alaska resident anglers in the Yukon River drainage consistently fished more days in freshwater (4,783 – 10,400 angler days per year) than non-Alaska resident anglers (2,573 – 5,761 angler days per year). This information about the sport fishing sector in and near Pilot Station is displayed in Table 11.

⁵⁶ Alaska Department of Fish and Game. (2011). *Alaska Sport Fishing Survey results, 2000 – 2010*. ADF&G Division of Sport Fish, Alaska Statewide Harvest Survey project. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. <http://www.adfg.alaska.gov/sf/sportfishingsurvey/> (Accessed September 2011).

⁵⁷ Alaska Department of Fish and Game. (2011). *Alaska sport fish charter logbook database, 2000 – 2010*. ADF&G Division of Administrative Services. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

Table 11. Sport Fishing Trends, Pilot Station: 2000-2010.

Year	Active Sport Fish Guide Businesses ¹	Sport Fish Guide Licenses ¹	Sport Fishing Licenses Sold to Residents ²	Sport Fishing Licenses Sold in Pilot Station ²
2000	0	0	70	70
2001	0	0	30	71
2002	0	0	88	104
2003	0	0	98	105
2004	0	0	131	120
2005	0	0	65	57
2006	0	0	19	0
2007	0	0	82	50
2008	0	0	45	0
2009	0	0	97	50
2010	0	0	82	55

Year	Saltwater		Freshwater	
	Angler Days Fished – Non-residents ³	Angler Days Fished – Alaska Residents ³	Angler Days Fished – Non-residents ³	Angler Days Fished – Alaska Residents ³
2000	81	45	3,345	7,878
2001	29	14	4,063	6,454
2002	0	89	5,761	9,194
2003	0	17	3,344	5,756
2004	17	0	5,479	7,613
2005	0	0	4,182	4,783
2006	0	0	3,607	7,816
2007	0	0	3,168	8,226
2008	0	0	2,573	10,400
2009	0	0	2,969	7,639
2010	0	0	3,983	5,151

¹ Alaska Department of Fish and Game. (2011). Alaska sport fish guide licenses and businesses, 2000 – 2010. ADF&G Division of Administrative Services. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

² Alaska Department of Fish and Game. (2011). Alaska sport fish and crew license holders, 2000 – 2010. ADF&G Division of Administrative Services. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. [URL not publicly available as some information is confidential.]

³ Alaska Department of Fish and Game. (2011). Alaska Sport Fishing Survey results, 2000 – 2010. ADF&G Division of Sport Fish, Alaska Statewide Harvest Survey project. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. http://www.adfg.alaska.gov/sf/sport_fishingsurvey/ (Accessed September 2011).

Subsistence Fishing

Residents of Pilot Station depend on subsistence hunting and fishing to supplement work in commercial fishing, government and educational services, trapping, and firefighting.⁵⁸ According to a survey conducted by the AFSC in 2011, community leaders indicated that subsistence fishing is the most important economic activity in Pilot Station, and all local commercial fishermen are first and foremost subsistence fishermen. Community leaders reported that chum and Chinook salmon and whitefish are three of the most important aquatic resources utilized for subsistence purposes in Pilot Station.

No information is available from ADF&G between 2000 and 2010 regarding per capita subsistence harvest or the percentage of households utilizing various marine resources for subsistence purposes (Table 12). However, some data are available during the 2000-2010 period regarding total annual subsistence harvest of salmon. From 2000 to 2008, subsistence salmon permits were issued to between 94 and 111 Pilot Station households per year. Based on those permits that were returned, chum and Chinook were the two most heavily harvested salmon species in all years. On average between 2000 and 2008, 6,157 chum salmon were harvested by Pilot Station residents each year, along with 2,228 Chinook salmon. Smaller harvests of coho salmon harvests were reported each year, pink salmon harvest was reported in some years, and no sockeye salmon were reported harvested for subsistence purposes during the 2000-2008 period. Information about subsistence salmon harvests is presented in Table 13.

No information was reported regarding subsistence harvest of marine invertebrates or non-salmon fish (not including halibut) between 2000 and 2010 (Table 13). Likewise, no information was available from management agencies about subsistence harvest of Pacific halibut or marine mammals by Pilot Station residents during the period (Tables 14 and 15).

Table 12. Subsistence Participation by Household and Species, Pilot Station: 2000-2010.

Year	% Households Participating in Salmon Subsistence	% Households Participating in Halibut Subsistence	% Households Participating in Marine Mammal Subsistence	% Households Participating in Marine Invertebrate Subsistence	% Households Participating in Non-Salmon Fish Subsistence	Per Capita Subsistence Harvest (pounds)
2000	n/a	n/a	n/a	n/a	n/a	n/a
2001	n/a	n/a	n/a	n/a	n/a	n/a
2002	n/a	n/a	n/a	n/a	n/a	n/a
2003	n/a	n/a	n/a	n/a	n/a	n/a
2004	n/a	n/a	n/a	n/a	n/a	n/a
2005	n/a	n/a	n/a	n/a	n/a	n/a
2006	n/a	n/a	n/a	n/a	n/a	n/a
2007	n/a	n/a	n/a	n/a	n/a	n/a
2008	n/a	n/a	n/a	n/a	n/a	n/a
2009	n/a	n/a	n/a	n/a	n/a	n/a
2010	n/a	n/a	n/a	n/a	n/a	n/a

Note: n/a indicates that no data were reported for that year.

Source: Alaska Department of Fish and Game. 2011. Community Subsistence Information System (CSIS). ADF&G Division of Subsistence. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. <http://www.adfg.alaska.gov/sb/CSIS/> (Accessed February 2011).

⁵⁸ See footnote 1.

Table 13. Subsistence Fishing Participation for Salmon, Marine Invertebrates, and Non-Salmon Fish, Pilot Station: 2000-2010.

Year	Subsistence Salmon Permits Issued ¹	Salmon Permits Returned ¹	Chinook Salmon Harvested ¹	Chum Salmon Harvested ¹	Coho Salmon Harvested ¹	Pink Salmon Harvested ¹	Sockeye Salmon Harvested ¹	Lbs of Marine Inverts ²	Lbs of Non-Salmon Fish ²
2000	111	55	2,334	5,997	1,708	6	n/a	n/a	n/a
2001	103	44	2,614	6,850	222	n/a	n/a	n/a	n/a
2002	102	37	2,530	7,170	230	22	n/a	n/a	n/a
2003	97	44	2,913	5,102	371	n/a	n/a	n/a	n/a
2004	95	46	2,406	6,887	296	5	n/a	n/a	n/a
2005	94	52	1,658	5,171	241	n/a	n/a	n/a	n/a
2006	108	51	1,976	6,855	225	1	n/a	n/a	n/a
2007	102	45	2,028	4,452	263	n/a	n/a	n/a	n/a
2008	107	53	1,597	6,929	268	34	n/a	n/a	n/a
2009	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2010	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Note: n/a indicates that no data were reported for that year.

¹ Fall, J.A., C. Brown, N. Braem, J.J. Simon, W.E. Simeone, D.L. Holen, L. Naves, L. Hutchinson-Scarborough, T. Lemons, and T.M. Krieg. 2011, revised. Alaska subsistence salmon fisheries 2008 annual report. Alaska Department of Fish and Game Division of Subsistence, Technical Paper No. 359, Anchorage. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle.

² Alaska Department of Fish and Game. (2011). Community Subsistence Information System (CSIS). ADF&G Division of Subsistence. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle. <http://www.adfg.alaska.gov/sb/CSIS/> (Accessed February 2011).

Table 14. Subsistence Halibut Fishing Participation, Pilot Station: 2003-2010.

Year	SHARC Issued	SHARC Cards Fished	SHARC Halibut Lbs Harvested
2003	n/a	n/a	n/a
2004	n/a	n/a	n/a
2005	n/a	n/a	n/a
2006	n/a	n/a	n/a
2007	n/a	n/a	n/a
2008	n/a	n/a	n/a
2009	n/a	n/a	n/a
2010	n/a	n/a	n/a

Note: n/a indicates that no data were reported for that year.

Source: Fall, J.A. and D. Koster. (2011). Subsistence harvests of Pacific halibut in Alaska, 2009. Alaska Department of Fish and Game Division of Subsistence, Technical Paper No. 357, Anchorage. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle.

Table 15. Subsistence Harvests of Marine Mammal Resources, Pilot Station: 2000-2010.

Year	# of Beluga Whales ¹	# of Sea Otters ²	# of Walrus ²	# of Polar Bears ²	# of Steller Sea Lions ³	# of Harbor Seals ³	# of Spotted Seals ³
2000	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2001	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2002	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2003	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2004	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2005	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2006	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2007	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2008	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2009	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2010	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Note: n/a indicates that no data were reported for that year.

¹ Frost, K.J., and R.S. Suydam. 2010. Subsistence harvest of beluga or white whales (*Delphinapterus leucas*) in northern and western Alaska, 1987–2006. *J. Cetacean Res. Manage.* 11(3): 293–299. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle.

² U.S. Fish and Wildlife Service. 2011. Marking, Tagging and Reporting Program data bases for northern sea otter, Pacific walrus and polar bear. Office of Marine Mammals Management. Anchorage, Alaska. Data compiled by Alaska Fisheries Information Network for Alaska Fisheries Science Center, Seattle.

³ Wolfe, R.J., Fall, J.A. and M. Riedel. 2009. The subsistence harvest of harbor seals and sea lions by Alaska Natives in 2008. Alaska Native Harbor Seal Commission and Alaska Department of Fish and Game Division of Subsistence, Technical Paper No. 347, Anchorage.

Additional Information

In response to a survey conducted by the AFSC in 2011, Pilot Station community leaders shared information about efforts by the Pilot Station Traditional Council to advocate for the interests of local subsistence fishermen. Community leaders have written two letters to Governor Sean Parnell in 2010 and 2011, one letter written to the Federal Subsistence Board in 2011, and a pamphlet outlining local views and experiences related to subsistence salmon fishing. These materials were included with the survey returned to the AFSC in 2011 to elaborate on the concerns of the Traditional Council related to current management of the Yukon River salmon fishery by the ADF&G Board of Fisheries (BOF) and the Federal Subsistence Board.

The Traditional Council objects to a recent state regulation requiring reduced mesh size in Yukon River set and drift gillnet fisheries. In recent years, concern has been raised about perceived reductions in size and earlier age at maturation of Chinook salmon, which could affect population productivity and lead to continued decreasing size over time.⁵⁹ Increasing attention has also been placed on the status of Yukon River Chinook salmon after the stocks were designated a yield concern⁶⁰ in 2000 following several years of poor Chinook returns to the

⁵⁹ U.S. Fish and Wildlife Service. Bromaghin, Jeffrey, Ryan Nielson, and Jeffery Hard. (2008). “An Investigation of the Potential Effects of Selective Exploitation on the Demography and Productivity of Yukon River Chinook Salmon.” *Alaska Fisheries Technical Report Number 100*. Retrieved April 9, 2012 from http://alaska.fws.gov/fisheries/fish/Technical_Reports/t_2008_100.pdf.

⁶⁰ A ‘yield concern’ is the least severe of three levels of concern used by the Alaska Board of Fisheries to identify stocks of concern. A stock is designated as a yield concern if expected harvest levels are not maintained over a 4 to 5 year period. See Clark, McGregor, Mecum, Krasnowski and Carroll (2006). *The Commercial Salmon Fishery in*

Yukon River⁶¹ and closure of commercial fisheries in the region in 2001.⁶² Commercial fisheries were also closed in the Yukon in 2008 and 2009, and subsistence harvest was cut in half by 2009.⁶³

Several studies have been conducted along the Yukon River to compare selectivity of different mesh sizes to help inform decisions regarding mesh size in Yukon gillnet fisheries. A 2010 study by ADF&G compared catch compositions in Lower Yukon River gillnets with mesh sizes 7, 7.5, and 8 inches. The study found that, “as mesh size increases, the catch contains more Chinook salmon relative to chum salmon, a greater proportion of older fish, a greater proportion of females, and more larger fish in respect to length, weight and girth.”⁶⁴ When considering a balance between potential selectivity benefits of reduced mesh size and the negative trade-off of increased catch of non-targeted species (such as chum salmon), the study found that while use of 7-inch mesh effectively targeted smaller and younger fish, it also resulted in significantly lower Chinook-to-chum-salmon ratio than larger mesh sizes. A move to 7.5-inch mesh, however, appeared to retain a higher Chinook-to-chum-salmon ratio while targeting smaller and younger Chinook.⁶⁵

In 2011, based on this and other studies, ADF&G reduced legal mesh size from 8.5 to 7.5 inches. In a letter to Governor Parnell in December 15, 2010, the Pilot Station Traditional Council stated its opposition to this regulation and requested that it be rescinded. Tribal leaders stated in the letter that, although they understand the conservation intent of the regulation, they oppose it for several reasons. First, they question the uncertain results of the scientific studies used to set the mesh sizes. The Traditional Council is not convinced that reducing mesh size will improve the long-term size and viability of Chinook populations, while increased waste (from increased catch of non-targeted species) will be a certain result of the regulation. In a letter sent to Governor Sean Parnell on February 3, 2011, the Traditional Council explained that, based on the experience of local subsistence fishermen, “large fish are more likely to get caught in smaller net size than small fish that can easily swim through the next larger net size. In any net size, the largest salmon is guaranteed to get caught. Restricting everyone to require the use of a smaller net size is guaranteed to catch more fish, including all larger salmon, and guaranteed to catch more non-targeted salmon than the next larger net size.”

Second, the Traditional Council believes the manner in which the mesh size reduction regulation was implemented ignored the opinions and needs of the Tribe, and is an example of ‘absentee management.’ In a letter from the Traditional Council to the Federal Subsistence Board dated January 17, 2011, the Traditional Council stated that opposition to the mesh size reduction was unanimous among federally-recognized Lower Yukon River Tribes, and the fact that this

Alaska. *Alaska Fisheries Research Bulletin* 12(1):1-146. Alaska Dept. of Fish and Game. Retrieved January 4, 2012 from <http://www.adfg.alaska.gov/static/home/library/PDFs/afrb/clarv12n1.pdf>.

⁶¹ Alaska Dept. of Fish and Game. Katherine Howard, Steve Hayes and Danielle Evenson. (2009). *Yukon River Chinook Salmon Stock Status and Action Plan 2010; a Report to the Alaska Board of Fisheries*. Special Publication No. 09-26. Retrieved April 10, 2012 from <http://www.sf.adfg.state.ak.us/FedAidpdfs/Sp09-26.pdf>.

⁶² Clark, McGregor, Mecum, Krasnowski and Carroll (2006). The Commercial Salmon Fishery in Alaska. *Alaska Fisheries Research Bulletin* 12(1):1-146. Alaska Dept. of Fish and Game. Retrieved January 4, 2012 from <http://www.adfg.alaska.gov/static/home/library/PDFs/afrb/clarv12n1.pdf>.

⁶³ Juneau Empire. February 2, 2010. “Fisheries Board limits Yukon salmon gillnet mesh.” Retrieved April 9, 2012 from http://juneauempire.com/stories/020210/sta_557878935.shtml.

⁶⁴ Alaska Dept. of Fish and Game. Katherine Howard and Danielle Evenson. (2010). *Yukon River Chinook Salmon Comparative Mesh Size Study*. Fishery Data Series No. 10-92. Retrieved April 9, 2012 from <http://www.sf.adfg.state.ak.us/FedAidPDFs/FDS10-92.pdf>.

⁶⁵ Ibid.

opinion was ignored by the BOF and the Federal Subsistence Board shows the lack of consideration of managers for tribal opinions and knowledge. The letter also expresses the opinion that Lower Yukon River communities are not effectively included in management processes. The letter stated that the last Regional Advisory Committee (RAC) meeting that physically took place in the Lower Yukon region was in 2007, leading the Council to ask whether the Arctic Yukon Kuskokwim RAC area is too large to be an effective management region. In addition, the Traditional Council feels the recommendations of the RAC are categorically ignored by the Federal Subsistence Board, leading the Traditional Council to wonder whether or not the RAC is a useful entity through which the tribe should attempt to make its voice heard.

More generally, these letters from the Pilot Station Traditional Council expressed frustration about communication difficulties stemming from cultural differences between local subsistence users and state and federal managers. In the 2010 letter to Governor Parnell, the Council wrote that the concerns of tribal members “are usually not understood, but customarily ignored by federal and state management agencies because the concerns that they address are often incomprehensible to non-tribal members and westernized concept of resource management.” The letter explained that these communication differences stem in part from different motivations for harvest. For example, it is easy for sport fishermen and hunters to relate to each others’ motivations to catch larger salmon for trophies, while the primary motivation of traditional harvesters is simply to have enough. They acknowledged the difficulties for managers to effectively balance the needs and desires of different user groups, but they believe managers are more readily able to understand the underlying motivations of commercial and sport fishing groups, building in an inherent bias against subsistence fishery users.

Conservation of the Yukon River Chinook is a complicated task. There are many factors with the potential to affect the population characteristics of the stock, including climatic or ocean conditions, density-dependent effects, and selective fisheries.⁶⁶ The listing of Yukon Chinook as a species of yield concern, as well as obligations to an international treaty with Canada, requires managers to take action that will improve yields and survival of the stocks. A proposal for mesh-size reduction to 6 inches was amended by the Board of Fisheries to 7.5 inches. Although the decision causes short-term hardship to Yukon River communities by forcing them to purchase new fishing gear, one BOF member voted for the mesh-size reduction in 2010 because “it’s going to be a lot harder on these people if the fish disappear.”⁶⁷ One BOF member voted against the reduction in 2010, citing unfair focus on gillnet fishermen, when other fishermen – such as those using fish wheels – are not being asked to change their gear.⁶⁸

The Pilot Station Traditional Council continues to oppose the regulation, and has instructed tribal members to continue to use “any net size to meet their traditional Yukon River salmon harvest needs for the season, and we do not see this as a reason to criminalize harvest methods to meet their needs for basic survival.”⁶⁹

⁶⁶ U.S. Fish and Wildlife Service. Bromaghin, Jeffrey, Ryan Nielson, and Jeffery Hard. (2008). “An Investigation of the Potential Effects of Selective Exploitation on the Demography and Productivity of Yukon River Chinook Salmon.” *Alaska Fisheries Technical Report Number 100*. Retrieved April 9, 2012 from http://alaska.fws.gov/fisheries/fish/Technical_Reports/t_2008_100.pdf.

⁶⁷ Juneau Empire. February 2, 2010. “Fisheries Board limits Yukon salmon gillnet mesh.” Retrieved April 9, 2012 from http://juneauempire.com/stories/020210/sta_557878935.shtml.

⁶⁸ Ibid.

⁶⁹ Pilot Station Traditional Council. December 15, 2010. Letter to Governor Sean Parnell.