

# Proposal 19

Report to the Joint Board of  
Fisheries & Game

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ADF&G, Subsistence



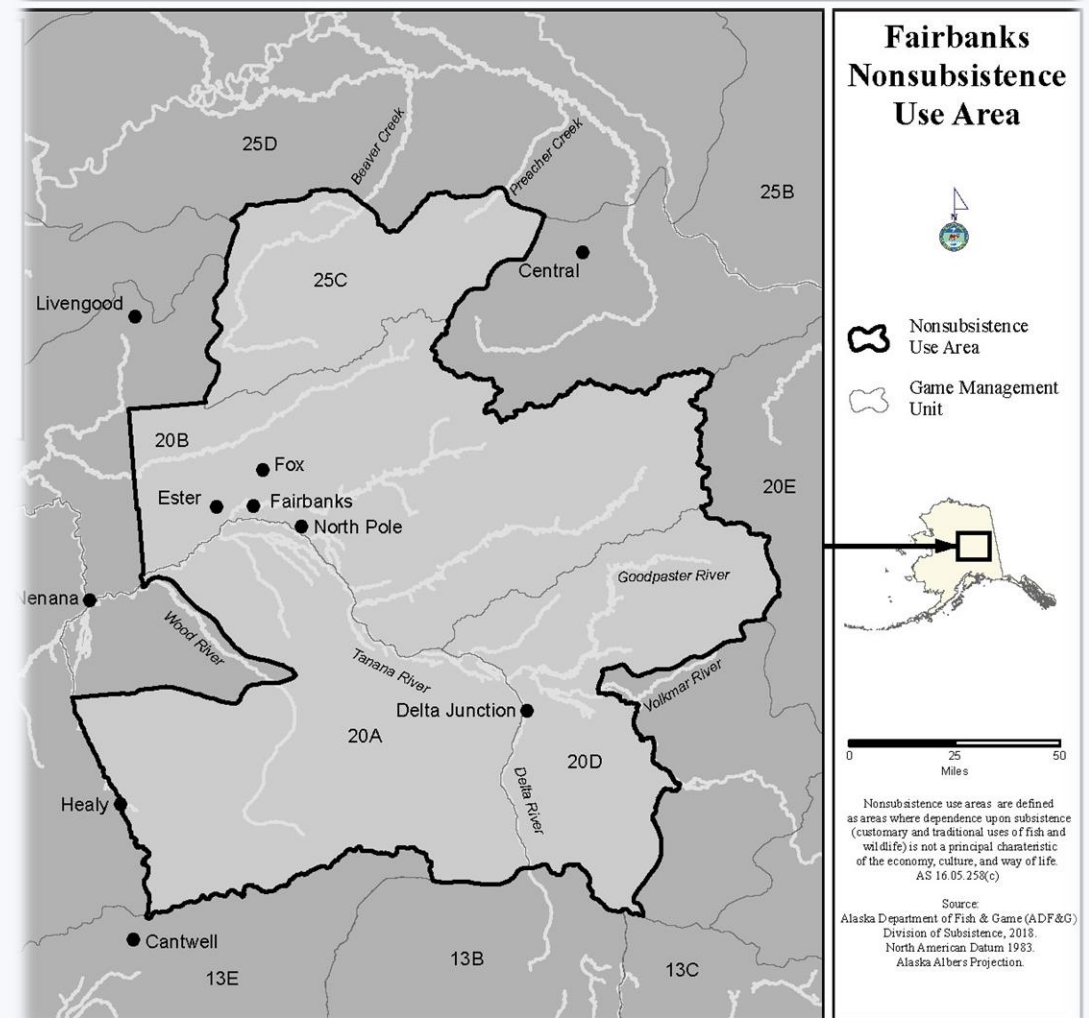
# Proposal 19



## Proposal 19: Redefine the boundaries for the Fairbanks Nonsubsistence Area.

- Under AS 16.05.258(c), “The boards may not permit subsistence hunting or fishing in a nonsubsistence area.”
- Proposal 19 would significantly reduce the size of the current FNSA
- If adopted, individual boards could then consider proposals for subsistence hunting and fishing in these areas, including making customary and traditional use (C&T) determinations and findings of amounts reasonably necessary for subsistence (ANS).

Department recommendation: **NEUTRAL**



# State Statute



## AS 16.05.258(c):

- “The boards [of Fisheries and Game], acting jointly, shall identify by regulation the boundaries of nonsubsistence areas.”
- “A nonsubsistence area is an area or community where dependence upon subsistence is not a principal characteristic of the economy, culture, and way of life of the area or community.”
- “In determining whether dependence upon subsistence is a principal characteristic of the economy, culture, and way of life of an area or community under this subsection, the boards shall jointly consider the relative importance of subsistence in the context of the totality of the following [12] socio-economic characteristics of the area or community.”

### **5 AAC 99.015(a)(4)**

The **Fairbanks Nonsubsistence Area** is comprised of the following: within Unit 20(A), as defined by 5 AAC 92.450(20)(A), east of the Wood River drainage and south of the Rex Trail but including the upper Wood River drainage south of its confluence with Chicken Creek; within Unit 20(B), as defined by 5 AAC 92.450(20)(B), the North Star Borough and that portion of the Washington Creek drainage east of the Elliot Highway; within Unit 20(D) as defined by 5 AAC 92.450(20)(D), west of the Tanana River between its confluence with the Johnson and Delta Rivers, west of the east bank of the Johnson River, and north and west of the Volkmar drainage, including the Goodpaster River drainage; and within Unit 25(C), as defined by 5 AAC 92.450(25)(C), the Preacher and Beaver Creek drainages.

# 12 Socio-economic characteristics



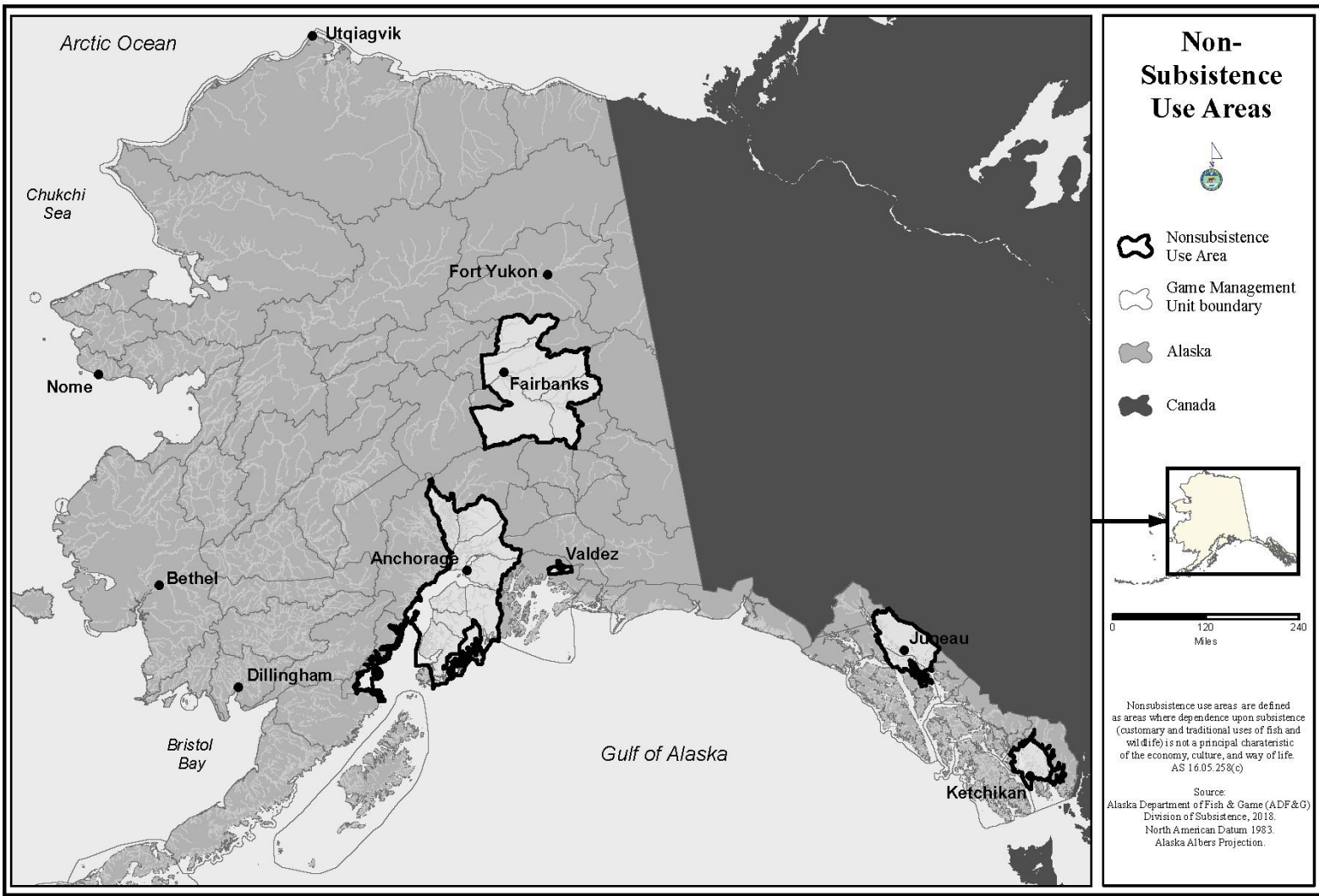
1. The social and economic structure;
2. The stability of the economy;
3. The extent and the kinds of employment for wages, including full-time, part-time, temporary, and seasonal employment;
4. The amount and distribution of cash income among those domiciled in the area or community;
5. The cost and availability of goods and services to those domiciled in the area or community;
6. The variety of fish and game species used by those domiciled in the area or community;

# 12 Socio-economic characteristics, cont.



7. The seasonal cycle of economic activity;
8. The percentage of those domiciled in the area or community participating in hunting and fishing activities or using wild fish and game;
9. The harvest levels of fish and game by those domiciled in the area or community;
10. The cultural, social, and economic values associated with the taking and use of fish and game;
11. The geographic locations where those domiciled in the area or community hunt and fish;
12. The extent of sharing and exchange of fish and game by those domiciled in the area or community.”

# Nonsubsistence Areas



In 1992 and 1993, the Joint Board established five nonsubsistence areas (5 AAC 99.015)

- Juneau Nonsubsistence Area (#92-22-JB).
- Ketchikan Nonsubsistence Area (#92-23-JB).
- Fairbanks Nonsubsistence Area (#92-24-JB).
- Anchorage-Matsu-Kenai Nonsubsistence Area (#92-25-JB).
- Valdez Nonsubsistence Area (#93-27-JB).

Appendix X in RC X

# Considerations



1. Activities permitted in a nonsubsistence area (5 AAC 99.016)
  - (a) A nonsubsistence area is an area or community where dependence upon subsistence is not a principal characteristic of the economy, culture, and way of life of the area [or] community.
  - (b) Subsistence hunting and fishing regulations will not be adopted for these areas and the subsistence priority does not apply.”
2. Creation of nonsubsistence areas does not affect individual eligibility to participate in subsistence hunting and fishing.
3. Residents of nonsubsistence areas may participate in any subsistence fishery or hunt authorized by the Board of Game or Board of Fisheries.

# Joint Board process



Have relevant changes relative to 12 factors occurred in area addressed in proposal?

Yes

Have these changes altered the determination of whether subsistence is a principal characteristic of the economy, culture, and way of life of area addressed in proposal?

Yes

Change the status of the area.

No

Take no action or fail proposal.

No

Take no action or fail proposal





# Approach: sources of information

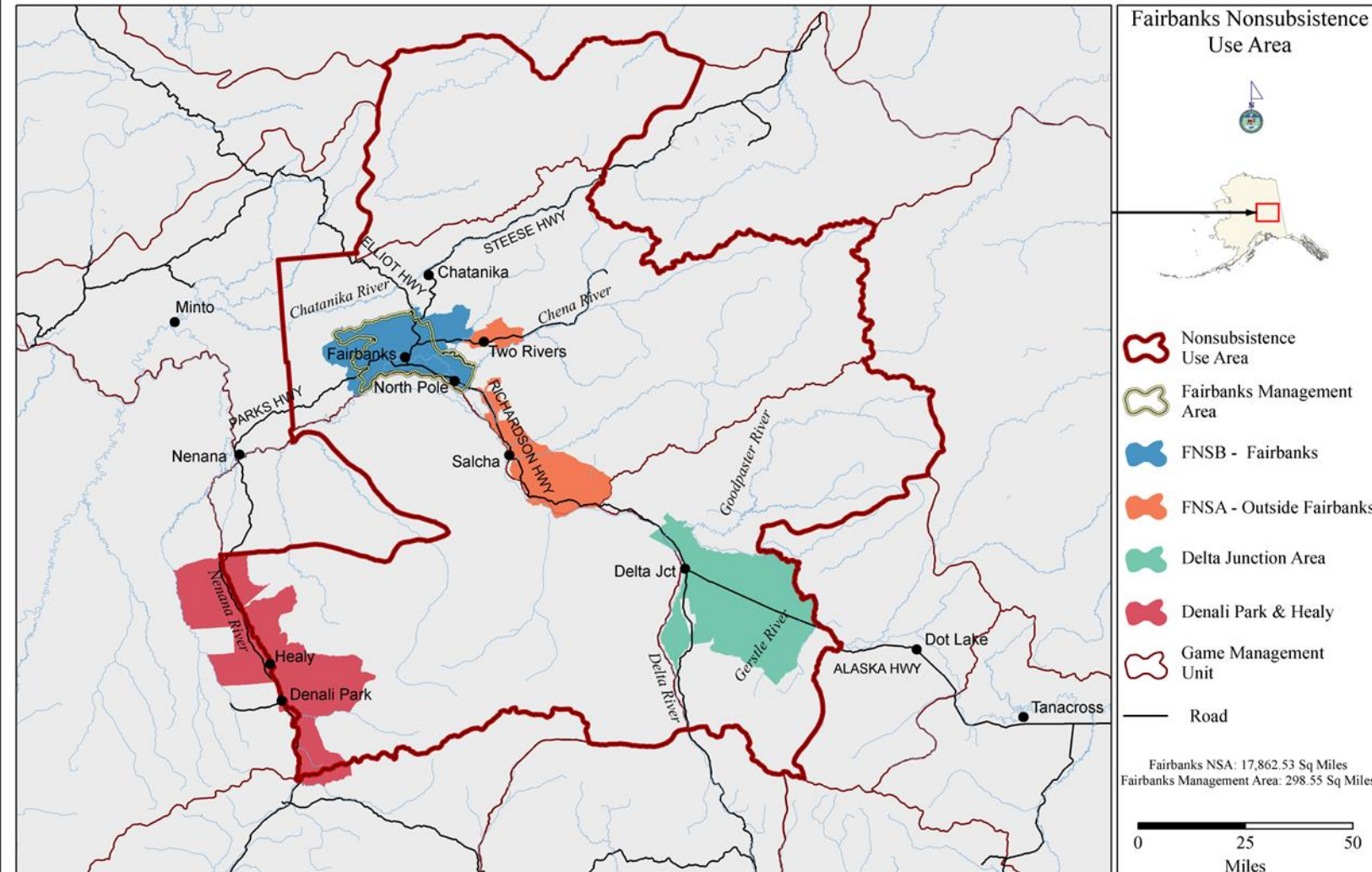
- US Bureau of the Census:
  - Decennial census
  - *American Community Survey (ACS)*
- Alaska Department of Labor.
- *Geographic Differential Study*; market basket surveys.
- Alaska Department of Fish and Game:
  - Divisions of Commercial Fisheries, Sport Fish, and Wildlife Conservation and Subsistence Section.

# Approach: components of the FNSA

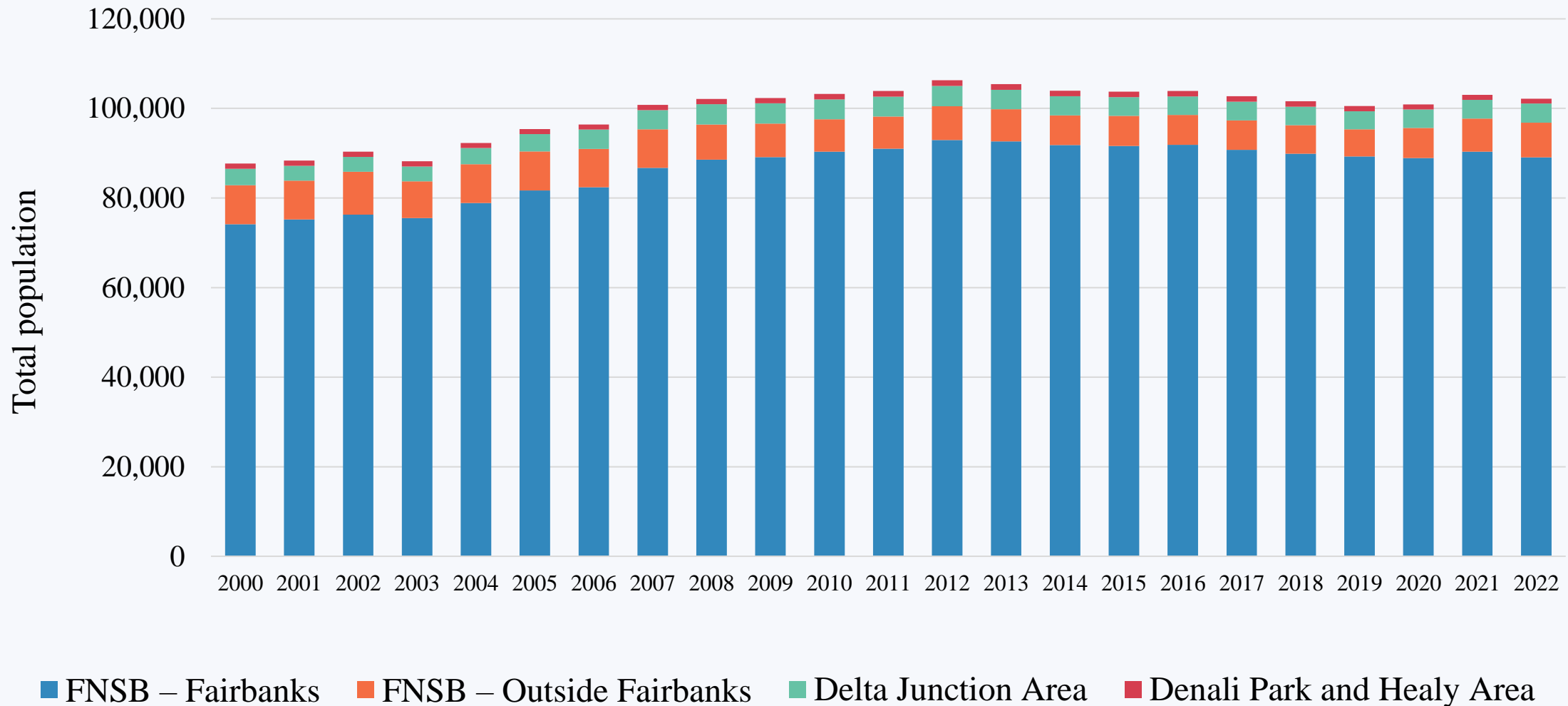


## Components:

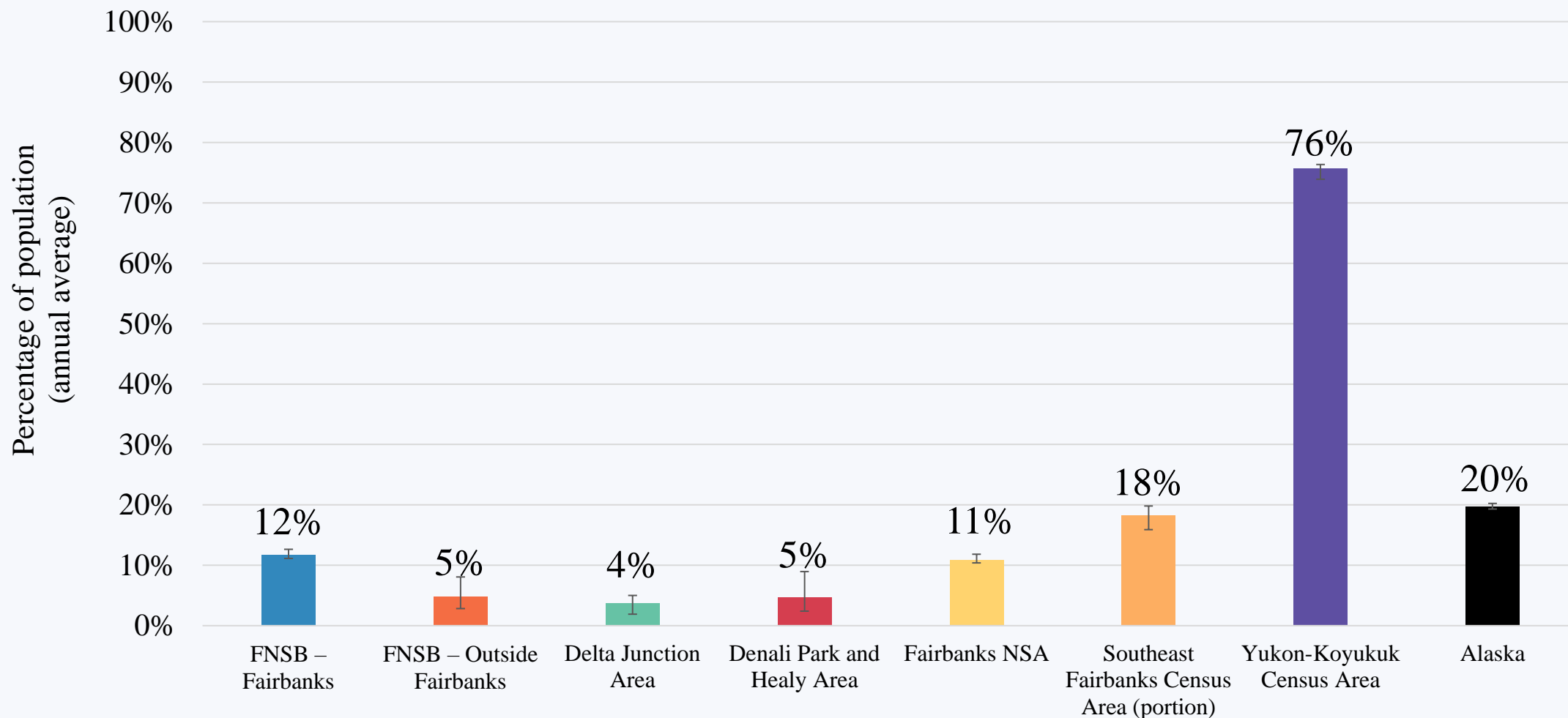
1. FNSB – Fairbanks
2. FNSB – Outside Fairbanks
3. Delta Junction Area
4. Denali Park and Healy Area



# Demography: human population



# Demography: Alaska Native population



# Factor 1: The social and economic structure



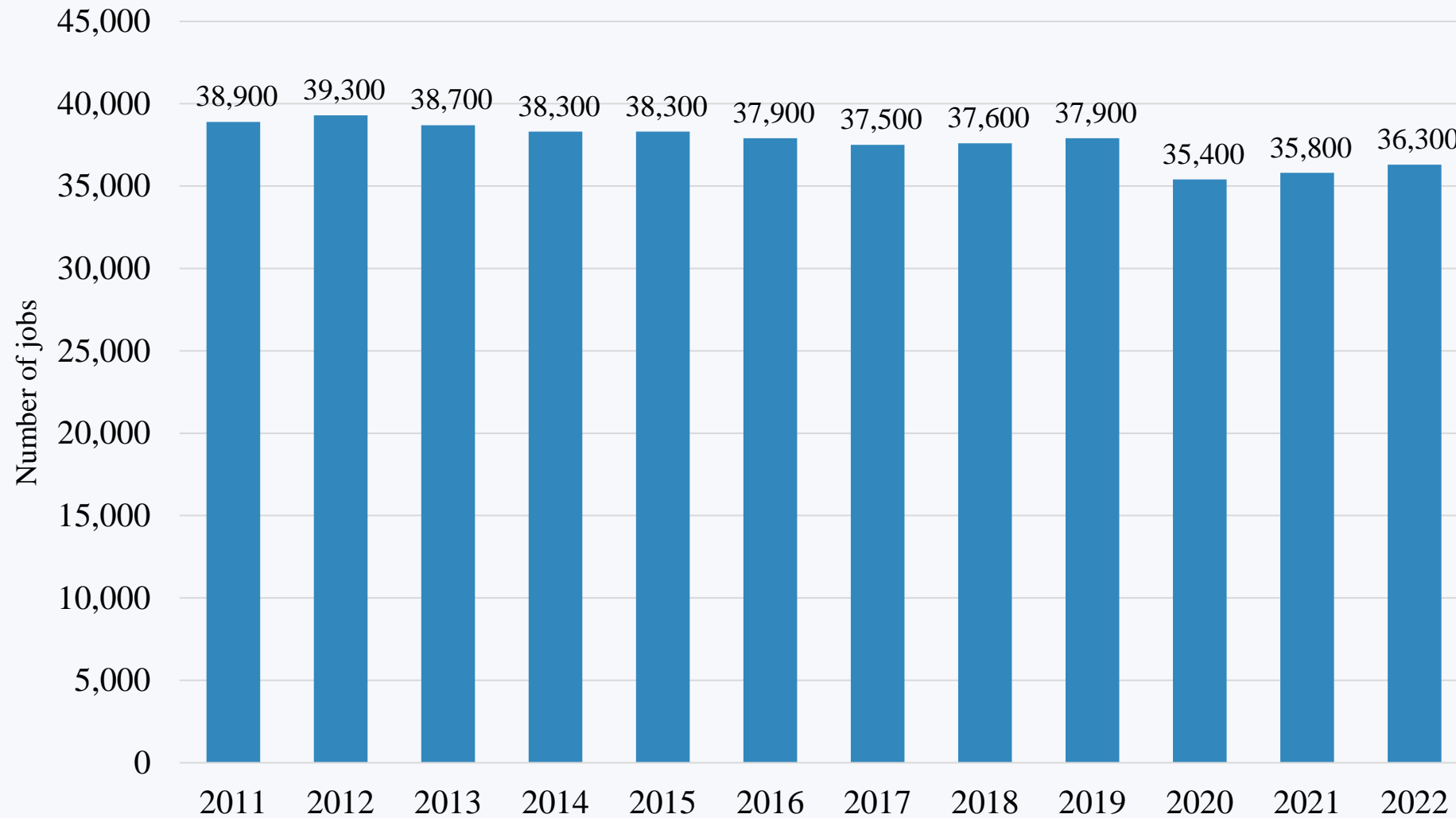
## Industrial-capitalism

- Large wage sectors
- Food production may be economically significant to some households but generally households are not major producers or distributors of an area's food supply
- Fishing and hunting by residents are primarily conducted as part of recreational or commercial industries.

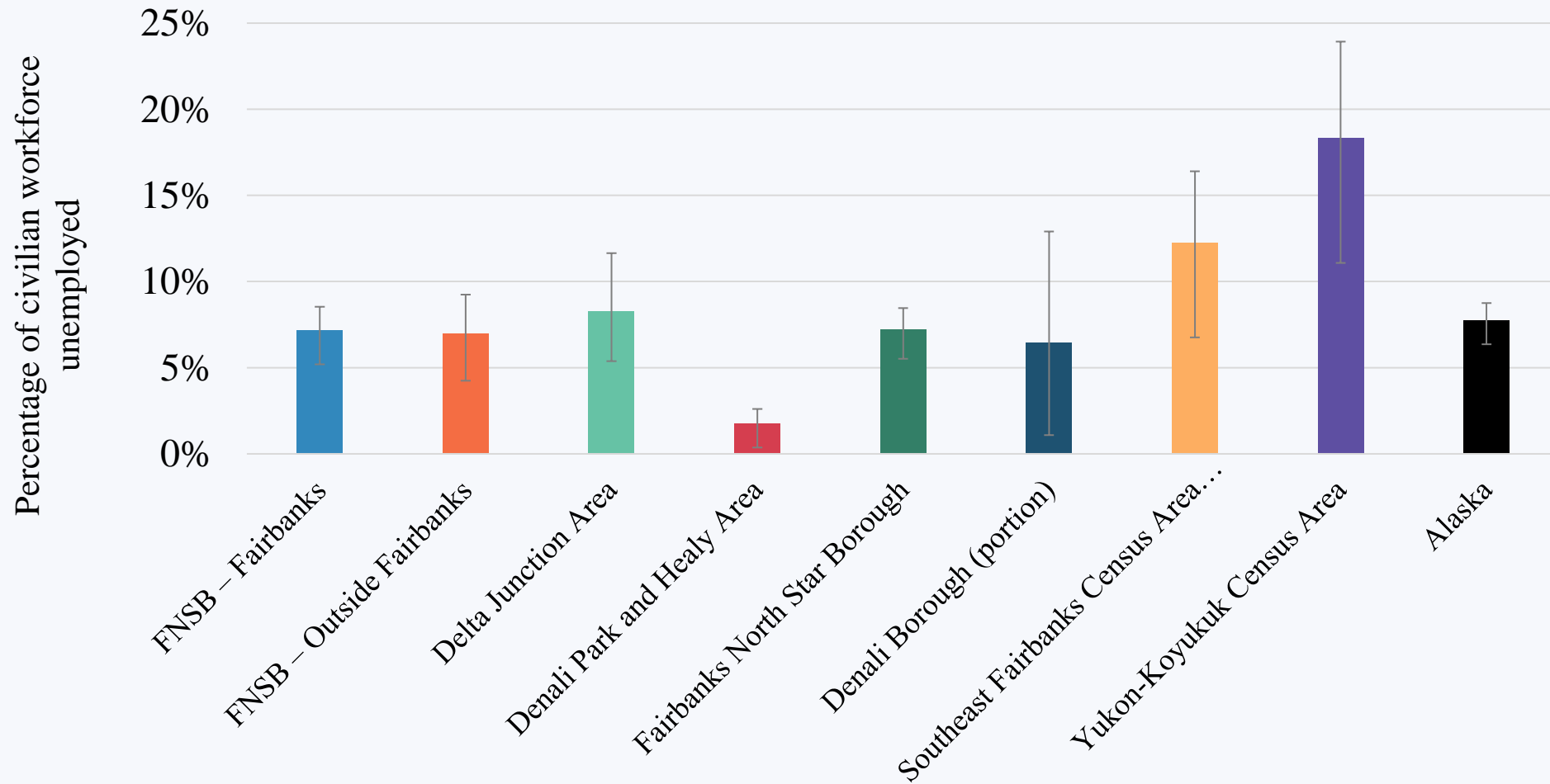
## Mixed, subsistence-cash economy

- domestic household sector is a major producer and distributor of food

# Factor 2: The stability of the economy

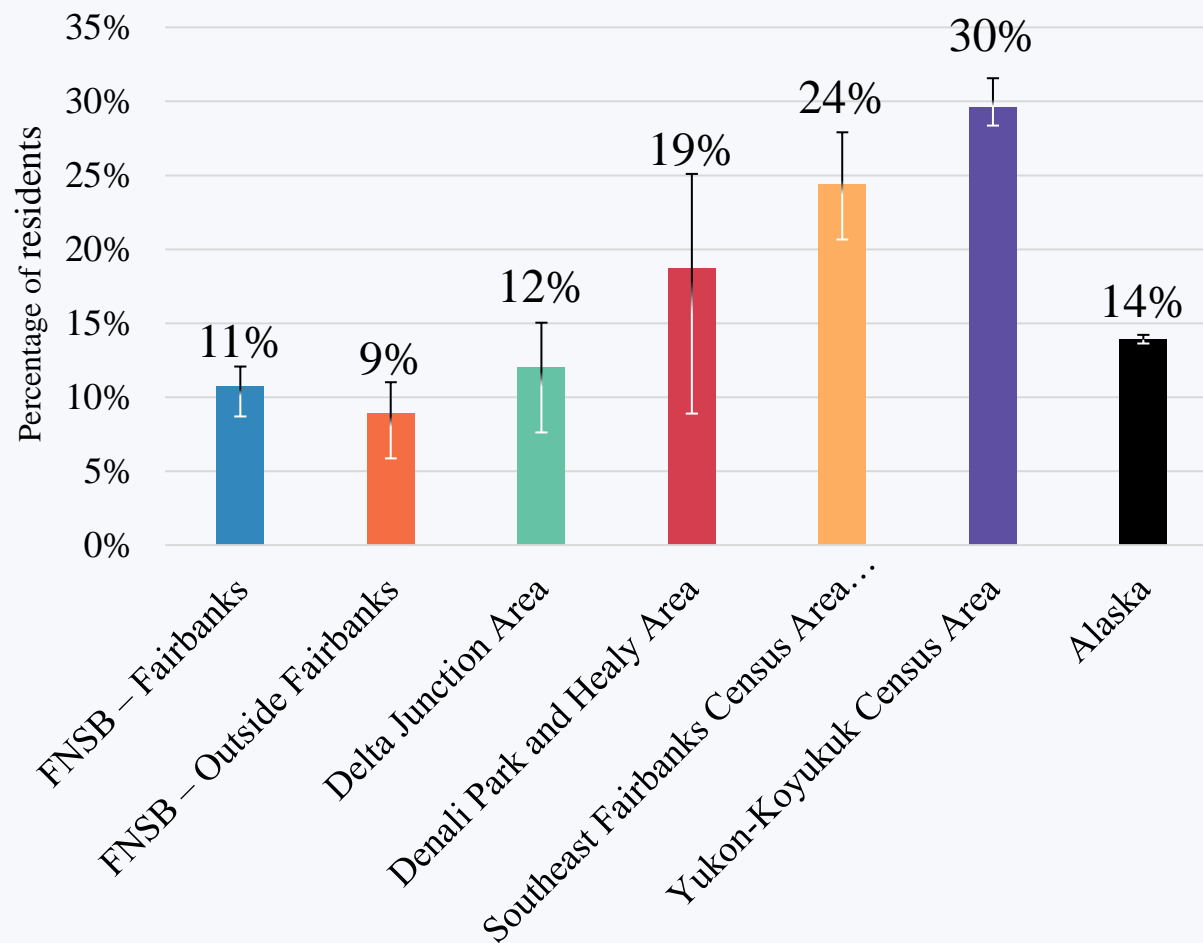
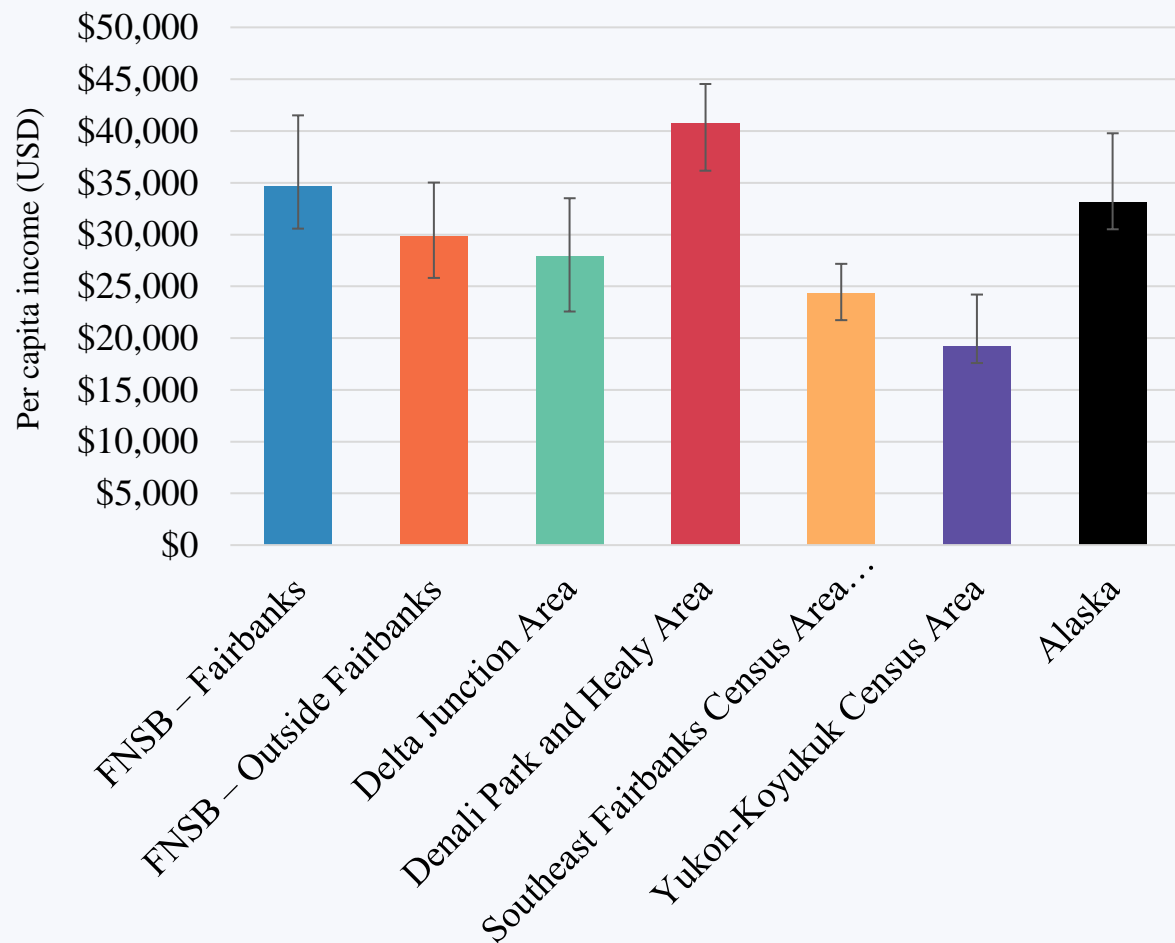


# Factor 3: Employment



*Note* The error bars represent the minimum and maximum estimates produced by ACS between 2011 and 2022.

# Factor 4: Cash income





# Factors 5, 6 and 7



**5. The cost and availability of goods and services to those domiciled in the area or community.**

- *No new information*

**6. The variety of fish and game species used by those domiciled in the area or community.**

- *Updated survey data for Denali Park, Ferry, and Healy confirm continued use of a variety of fish and game resources*

**7. The seasonal cycle of economic activity.**

- *No new information*

# Factor 8: Participation in harvesting activities



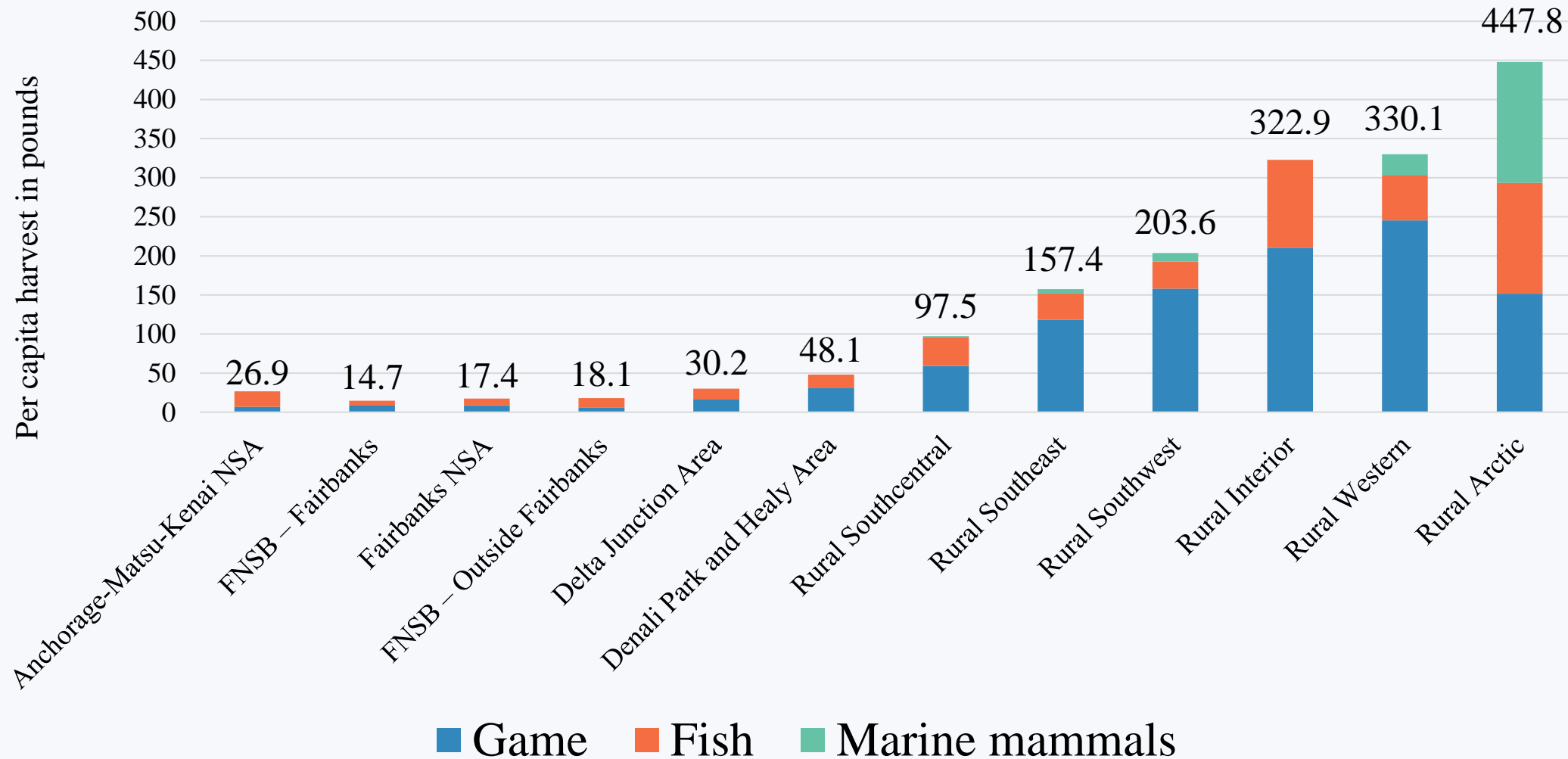
Average (2011–2022)

License type	FNSB – Fairbanks		FNSB – Outside Fairbanks		Delta Junction Area		Denali Park and Healy Area		Fairbanks NSA combined	
	Licenses Issued	Percent of population	Issued	Percent of population	Issued	Percent of population	Issued	Percent of population	Issued	Percent of population
Hunting <sup>a</sup>	9,959	11.0%	596	8.7%	1,120	26.5%	313	26.1%	11,989	11.6%
Fishing <sup>b</sup>	16,270	17.9%	995	14.5%	1,449	34.3%	433	36.0%	19,147	18.6%
Trapping <sup>c</sup>	2,985	3.3%	189	2.8%	406	9.6%	108	9.0%	3,688	3.6%
Any license type	18,655	20.5%	1,137	16.5%	1,637	38.7%	497	41.3%	21,926	21.3%

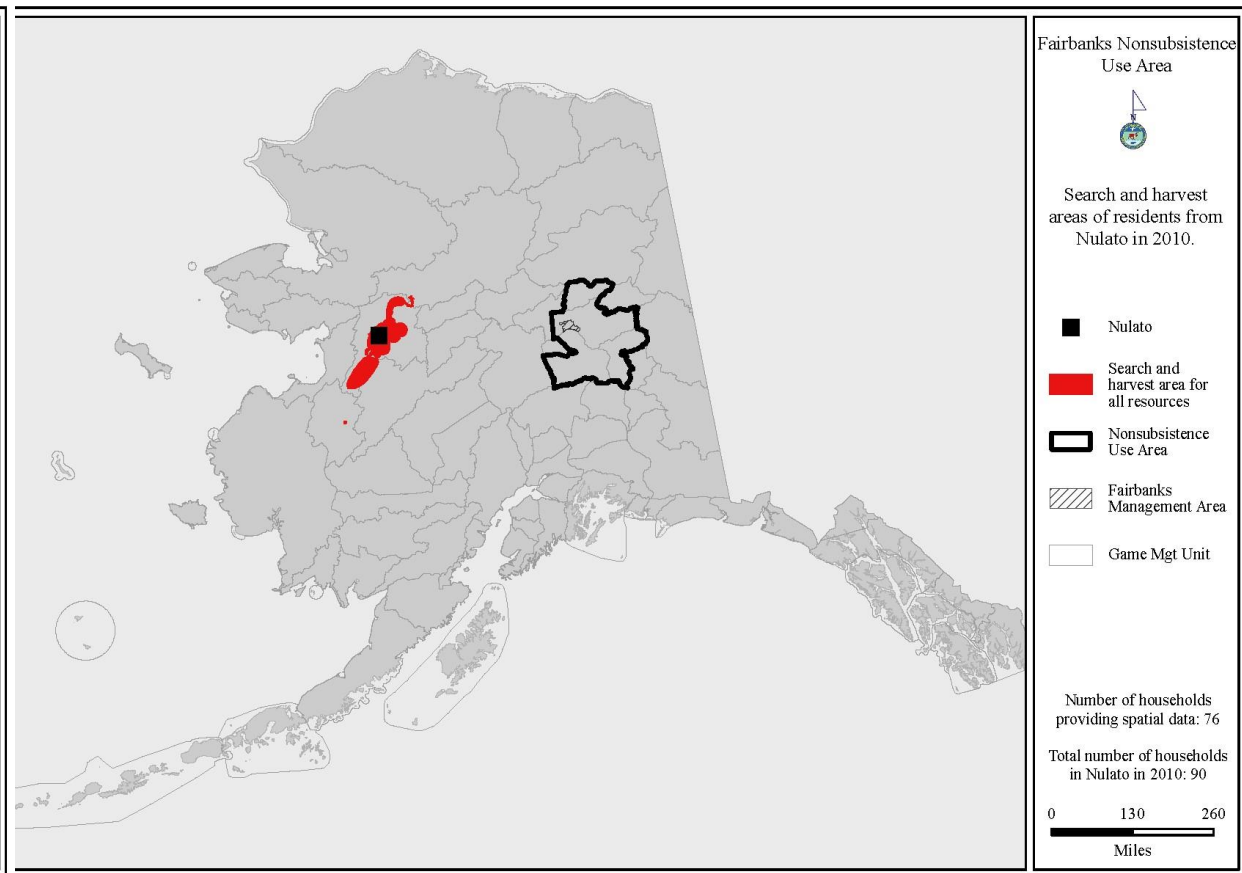
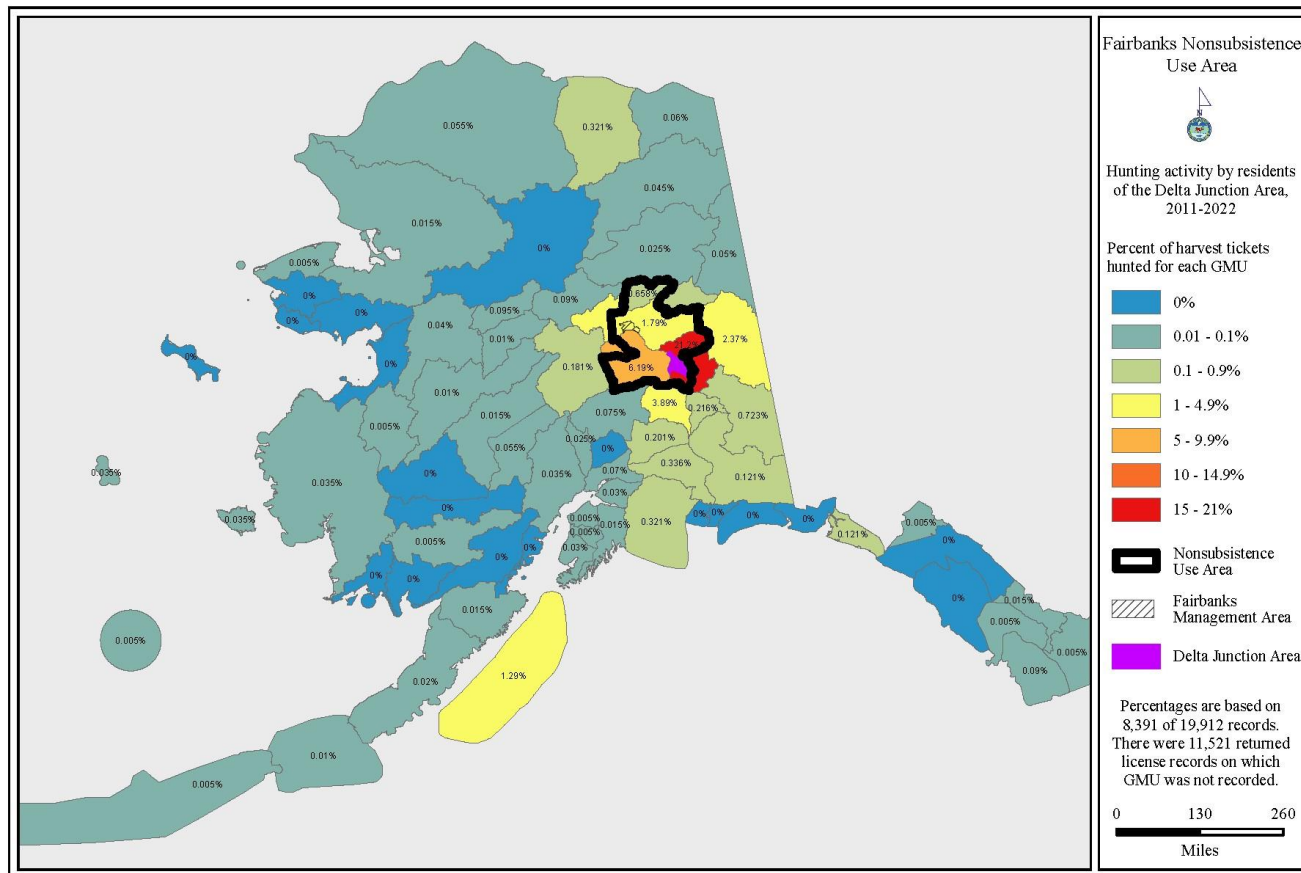
Source ADF&G licensing records, 2011–2022.

- a. Hunting alone, or in combination with fishing and trapping.
- b. Sport fishing alone, or in combination with hunting and trapping.
- c. Trapping alone, or in combination with hunting and fishing.

# Factor 9: Harvest levels



# Factor 11: Geographic areas of harvesting



# Factor 12: Sharing

## Network Analysis

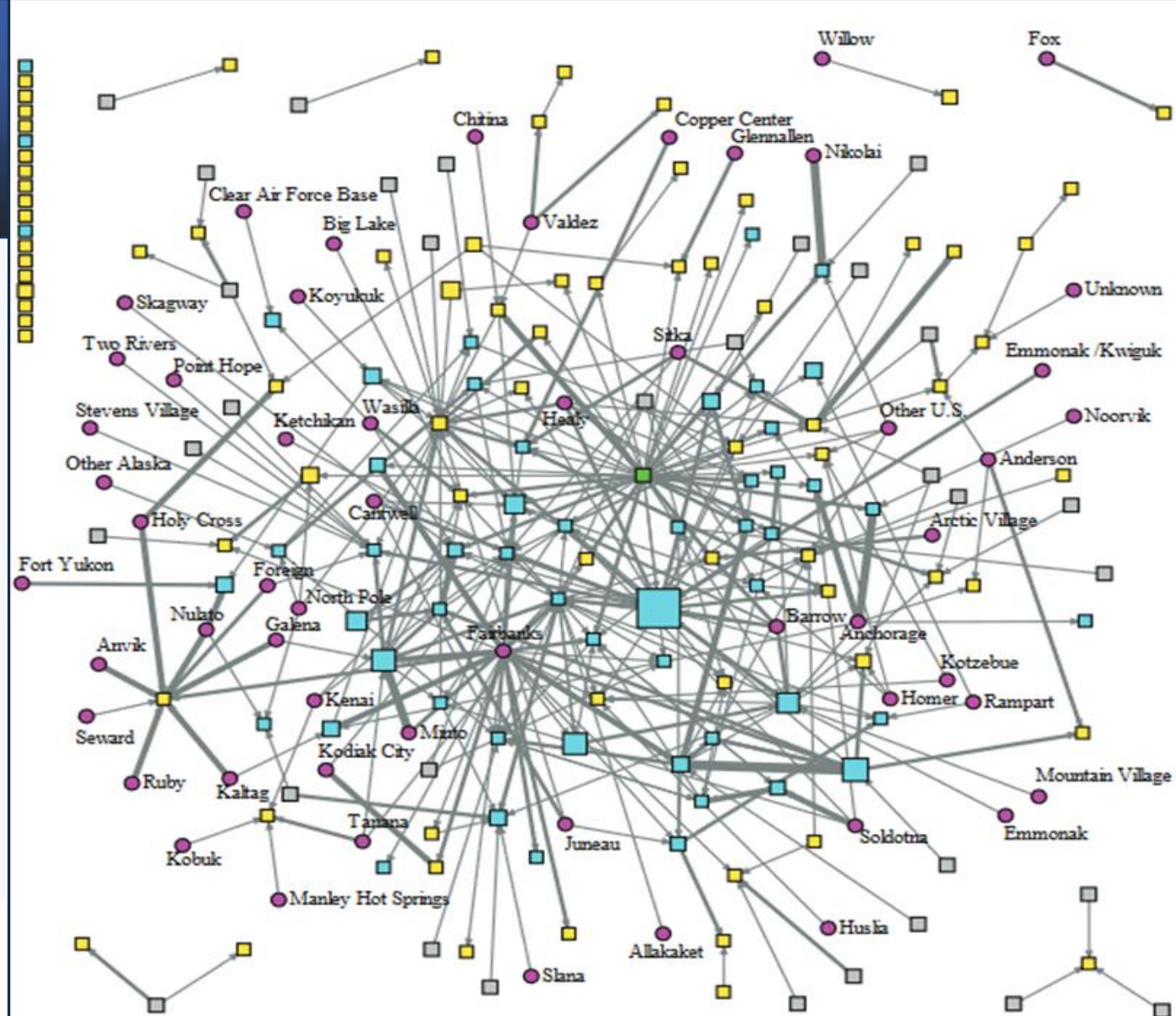
- Extensive sharing, especially among Native households
- Extensive sharing with other communities, including Fairbanks

### LEGEND

- Native household
- Non-Native household
- Unsurveyed household
- Community event
- Household in another community

→ Flows of resources and services from surveyed households to others

SYMBOLS for surveyed households are scaled by the household's total harvest in edible pounds.  
ARROWS are scaled by the number of ties between each pair of nodes.



# Summary

**Proposal 19:** Redefine the boundaries for the Fairbanks Nonsubsistence Area.

Department Position: **NEUTRAL**

RC Tab

