

Federal Subsistence Management Program Budget Overview Report to the Federal Subsistence Board

February 2022

Prepared by: Interagency Staff Committee and Office of Subsistence Management

Introduction

The Federal Subsistence Board (Board) has asked staff to prepare a report providing an overview of the Federal Subsistence Program (FSMP) budget. The primary purpose of the report is to provide the Board with information from each of the federal agencies represented on the Board describing their respective subsistence-related budgets and how those budgets are allocated within their agencies for implementing provisions of Title VIII of the Alaska National Interest Lands Conservation Act (ANILCA). The Board may wish to use information in the report to further address other budget-related issues that have been noted by Board members in previous Board meetings, such as whether the current budget is adequate to meet current FSMP needs; whether expenditures are appropriately aligned with FSMP priorities; and whether current FSMP priorities should be evaluated and modified as necessary and if so, what are the budgetary needs for addressing those priorities.

Order of Information in this document: *(parentheses = who provides info for this document)*

- U.S. Fish and Wildlife Service budget
- Office of Subsistence Management budget
- National Park Service budget
- Bureau of Land Management budget
- Bureau of Indian Affairs budget
- Forest Service budget
- Budget-related concerns from Regional Advisory Councils

Summary Table FY2021 FWS Fisheries and Wildlife Subsistence Appropriation		
U.S. Fish and Wildlife Service	Funding Amount	Notes
Total Subsistence Funds Appropriated to U.S. FWS	\$12,389,000	
Alaska <u>Fisheries</u> Subsistence Line Item	\$9,554,000	Line item in U.S.FWS allocated budget - Fisheries and Aquatic Conservation/Population Assessment and Cooperative Management.
<i>Less HQ Service Wide Enterprise Assessments</i>	\$313,445	Service wide national assessments including IT, network security, ethics, emergency management (this assessment can vary from year to year).
<i>Fisheries Sub-total</i>	\$9,240,555	Regionally Distributed to OSM (83%), Fisheries and Ecological Services (FES) (10%), Refuges (7%).
Alaska <u>Wildlife</u> Subsistence Line Item	\$2,835,000	Line item in U.S. FWS allocated budget - Refuges Wildlife and Habitat Management.
<i>Less HQ Service Wide Enterprise Assessments</i>	\$159,000	Service wide national assessments including IT, network security, ethics, emergency management (this assessment can vary from year to year).
<i>Wildlife Sub-total</i>	\$2,676,000	Regionally distributed to OSM (100%).
Total Subsistence Fisheries and Wildlife allocated to Region	\$11,916,555	
Total fisheries and wildlife subsistence distribution to Office of Subsistence Management (OSM)	\$10,345,661	\$7,669,661 for subsistence fisheries program administration and resource monitoring; \$2,676,000 for subsistence wildlife.
Total fisheries subsistence distribution to Refuges and FES	\$1,570,894	To fulfill delegated subsistence fishery management activities, e.g. Yukon River, Kuskokwim River, Chigniks/Bristol Bay/Alaska Peninsula/Aleutian Islands, Cook Inlet, and Kodiak Archipelago.

U.S. Fish and Wildlife Service budget

Detail Table FY2021 Alaska Fisheries Subsistence Allocation to the Region		Regional allocation has been flat for two decades. The % fisheries subsistence distribution between OSM, FES and Refuges has been consistently in place for same period of time. Follows fisheries subsistence program strategy adopted in principle by the Federal Subsistence Board in 1999.
Office of Subsistence Management Fisheries and Wildlife Distribution		
Alaska Fisheries Subsistence Funds	\$7,669,661	83% of the AK Fisheries Subsistence line item allocated to the Region.
Alaska Wildlife Subsistence Funds	\$2,676,000	100% of the AK Wildlife Subsistence line item allocated to the Region.
Sub-total OSM	\$10,345,661	Board support, Regulatory cycle, special action analysis, RAC coordination, FRMP and Partners Program, ISC, program administration, liaison with Alaska BOF/BOG, Tribal communications and Consultation.
FWS: Fisheries and Ecological Services Subsistence Fisheries Distribution		10% AK Fisheries Subsistence line item allocated to the Region.
Anchorage and Kenai Field Offices	\$352,830	Supports in-season fisheries management, including staff with delegated responsibilities for fisheries in Cook Inlet, Bristol Bay, Chignik, Alaska Peninsula, Aleutian Islands. Outreach and consultation with effected communities and subsistence users; resource monitoring; regulatory analysis, RAC participation.
Conservation Genetics Lab	\$24,762	Biometric and in-season management technical support, including Yukon chum salmon genetic mixed stock analysis.
Fairbanks Office	\$399,031	Supports in-season fisheries management delegated responsibilities for Yukon River; outreach and Tribal consultation with effected communities and subsistence users; resource monitoring; regulatory analysis, RAC participation and coordination.
Regional Office	\$147,432	Participation in Federal Subsistence Board processes, staff support to FWS Board member, FWS ISC representative, special action and regulatory analysis, tracking Alaska BOF, Alaska BOG actions.
Sub-total FES	\$924,055	Total subsistence fisheries funding for Fisheries and Ecological Services FY21.

U.S. Fish and Wildlife Service budget

FWS: National Wildlife Refuge System Subsistence Fisheries Distribution		7% Allocation from the AK Fisheries Subsistence Line Item. The annual subsistence fisheries budget allocated to Refuges provides support for personnel working in multiple offices within the program. Includes refuge information technicians, interpreters, subsistence coordinators, fisheries biologists, and resource monitoring activities to provide data to inform scientific basis for fisheries management. Includes support for in-season fisheries management delegated responsibilities, including Kuskokwim River and Kodiak Archipelago.
Arctic NWR	\$30,000	
Kanuti NWR	\$25,000	
Kodiak NWR	\$78,000	
Koyukuk/Nowitna/Innoko NWR	\$78,000	
Selawik NWR	\$28,285	
Tetlin NWR	\$25,000	
Togiak NWR	\$78,000	
Yukon Delta NWR	\$202,554	
Yukon Flats NWR	\$102,000	
Sub-total NWRS	\$646,839	

Office of Subsistence Management Funding • FY 2021		
Sub-total Office of Subsistence Management (OSM)	<i>Federal Subsistence Board and Regional Advisory Council support; regulatory process; regulatory proposal analysis; Fisheries Resource Monitoring Program and Partners Program; Interagency Staff Committee; liaison with Alaska Department of Fish and Game; liaison with Alaska Native Tribes, Corporations, and organizations; general program administration.</i>	10,345,661
EXPENDITURES		
OSM filled FTEs = 28		
ARD office	Oversight and management of OSM; coordination and support for Board and Interagency Staff Committee; policy analysis; liaison to ADFG; liaison to Alaska Native Tribes, Alaska Native Corporations, and Alaska Native Organizations, and tribal consultations with the Board.	731,009
Fisheries	Technical analysis of fisheries regulatory cycle proposals, closure reviews, and special action requests; administration of FRMP and Partners programs; technical support to regional advisory councils.	630,472
Wildlife	Technical analysis of wildlife regulatory cycle proposals, closure reviews, and special action requests; technical support to regional advisory councils.	271,956
Anthropology	Technical analysis of fisheries and wildlife proposals, special actions, customary and traditional use determinations, rural/non-rural determinations; cultural and educational permits; administration of FRMP; technical support to regional advisory councils.	589,384
Council Coordination	Coordinate regional advisory council framework, including Council meeting arrangements and logistics, Council member travel, staff and subject matter expert attendance at Council meetings, outreach, administrative record, FACA reporting, Council membership nominations; year-round coordination with council members on subsistence issues.	739,538
Regulatory	Federal subsistence rulemaking (drafting and processing Federal Register notices, coordination with FWS-HQ, DOI and USDA); administrative record and litigation directed against the program; federal subsistence permitting; outreach (proposal books, public regulation books, art contest for regulatory books, informational fliers, newspaper, radio, and TV ads).	524,617
Statewide Support	Administrative support such as correspondence, purchasing, property, phones & other routine office administrative tasks.	271,247

Office of Subsistence Management budget

Fisheries Resource Monitoring Program	FY 21 FRMP 25 active project agreements. Project purposes are to conduct research needed to manage subsistence fisheries. Regional advisory councils set regional priorities for projects in their regions. Administered by Fisheries and Anthropology Divisions.	2,612,648
Partners Program	FY 21 Partners 7 active partner agreements. Agreements provide capacity building for partner organizations, and often include administration of FRMP proposals. Administered by Fisheries Division.	1,014,822
Law enforcement	Supports law enforcement activities related to subsistence issues that are of conservation significance. Priorities for use of this funding are determined via consultation among staff from FWS Office of Law Enforcement, National Wildlife Refuges, and Office of Subsistence Management. Work is carried out by special agents, often in remote areas, and involves use of small planes.	150,000
Court Reporting	Mandatory for Regional Advisory Council and Federal Subsistence Board meetings	225,000
Travel (normal year)	No travel this year but this is annual average	400,000
Space costs	OSM office space at FWS – Alaska Regional Office, 1011 E. Tudor Rd., Anchorage, Alaska.	580,000
Printing	For RAC Books, FSB books, regulations, etc.	85,000
Supplies/Operations		84,500
<i>Expenditures Sub-Total</i>		8,910,193
USDA funding to OSM	Amount varies by year and budget availability. Forest Service provides funding to OSM for anthropologist and biologist support for regulatory processes, Fisheries Resource Monitoring Program, database management, and Regional Advisory Council support in Southcentral and Southeast Alaska.	378,474

National Park Service budget

TOTAL Annual Cost Estimate	\$2,420,626
Regional Office Subsistence Program	\$791,126
FTE	\$460,000
Travel	\$17,000
Other (e.g. Awards, Training, Utilities, Printing)	\$14,126
Subsistence Advisory Council Projects	\$300,000
NPS Regional Directorate	\$58,500
Regional Director	\$40,000
Deputy Regional Director	\$6,500
Associate Regional Director	\$12,000
Park Operations	\$1,571,000
Denali	\$191,500
FTE	\$152,500
Logistics and Support	\$23,000
Subsistence Resource Commission	\$16,000
Gates of the Arctic / Yukon Charlie	\$175,180
FTE	\$147,680
Logistics and Support	\$2,500
Subsistence Resource Commission	\$25,000
Wrangell-Saint Elias	\$494,841
FTE	\$464,120
Logistics and Support	\$4,422
Subsistence Resource Commission	\$26,299
Katmai / Aniakchak	\$132,600
FTE	\$103,000
Logistics and Support	\$20,000
Subsistence Resource Commission	\$9,600
Lake Clark	\$212,429
FTE	\$141,262
Logistics and Support	\$65,567
Subsistence Resource Commission	\$5,600

National Park Service budget

Western Arctic Parklands	\$321,422
FTE	243,361.66
Logistics and Support	\$38,060
Subsistence Resource Commissions	40,000
Bering Land Bridge	\$191,550
FTE	\$174,100
Logistics and Support	\$17,450
Glacier Bay	\$26,658
FTE	\$25,958
Logistics and Support	\$700
Sitka	\$0
FTE	\$0
Logistics and Support	\$0

BLM AND FUNDING FOR THE FEDERAL SUBSISTENCE MANAGEMENT PROGRAM

Funding for subsistence-related work is expended as part of normal work activities across many program areas in BLM-Alaska, but there is no subsistence program or funding stream that can be tracked. This makes it impossible to provide an accurate and specific outlay of monies the agency uses to fund and support subsistence activities throughout the state.

However, in an effort to describe why it would be problematic to describe specific budget outlays for subsistence in BLM-Alaska, it's important to describe the structure and function of the various BLM programs, and how subsistence is often integrated into most if not all of them. This should help to clarify why specific budget components for subsistence would be difficult to tease out.

There are currently 14 different program areas of funding within BLM-Alaska. Among them are the following:

1. Rangeland Resources Management
2. Cultural Resources Management
3. Aquatic Habitat Management
4. Wildlife Habitat Management/Threatened & Endangered Species/Plant Conservation & Restoration
5. Recreation Resources Management
6. Oil and Gas Management
7. Resource Management Planning, Assessment, and Monitoring

Under any one of these programs, there could be a subsistence component. For instance, Wildlife and Aquatic Habitat Management includes funding for resource stewardship and monitoring, as well as for the inventory and assessment of wildlife and aquatic resources and research. Both are potential funding sources for any number of projects involving subsistence-related resources. Rangeland, Oil and Gas, and Cultural Resources Management, as well as Resource Management Planning, have funding for Resource Management Plans and Environmental Impact Statements, and all of these involve work that has a critical impact on subsistence management on BLM lands in Alaska. Oil and Gas Management has funding components involving planning, permitting, and enforcement activities, all of which involve subsistence at some level. The Recreation Resources Management Program is also involved in resource stewardship and monitoring, as well as permitting, which BLM is heavily involved in when it comes to subsistence management.

In all program areas mentioned, there is no specific subsistence funding stream that is

tracked and yet, subsistence is deeply ingrained in most aspects of each of these programs. This is one of the major reasons why it would be difficult, if not impossible to describe specific funding outlays for subsistence in BLM. The BLM Subsistence Coordinator is the only position in Alaska specifically designated to work on duties exclusively dedicated to subsistence for the agency. However, even this position doesn't work on tasks solely related to the Federal Subsistence Management Program. While this position does involve a large amount of workload related to the Federal Subsistence Board and the Interagency Staff Committee, the position is also involved in helping to review and edit NEPA related documents (EIS's, EA's), and Resource Management Plans, as well as writing and reviewing ANILCA Section 810 Evaluations and Policy.

BLM is heavily involved in subsistence management in Alaska. For instance, in FY21, BLM issued more than 4500 subsistence hunting permits to Federally qualified subsistence users, comprising the vast majority of subsistence permits given out among all the land management agencies involved in the Program. BLM staff are involved in many subsistence resource inventory and research projects, as well as writing resource management and NEPA documents that have a direct impact on any number of subsistence resources and subsistence users across almost the entire state.

Bureau of Indian Affairs Subsistence Branch (Alaska Regional Office)

(*NOTE: Figures are based on the average from recent FY's)

Line	Unit	Function	Funding
1	Amount available to BIA Subsistence Branch	Tribal Management & Development Program (main funding source for the Branch, received from BIA Central Office) = \$550,000 ANILCA funds (from AK Region Realty Program) = \$160,000	710,000
2	Staff Salaries	2 FTE's plus 0.25 FTE shared with Natural Resources	416,000
3	RAC Meeting Travel* (*pre-COVID)	10 RAC meetings each fall and winter cycles (20 total/FY)	20,000
4	Equipment, Supplies	IT equipment, office supplies, field equipment	2,500
5	Tribal Subsistence Grants	Provided to individual AK Tribes (~3 Tribes/FY)	271,500
6	Total Expenses		710,000 (sum of lines 2-5)

Alaska Subsistence Special Congressional Appropriation

(*NOTE: Appropriation is dependent upon annual Congressional action/approval, and these pass-through funds are routed through the BIA Central Office; transfers requiring PL 638 grants are processed in the BIA Alaska Region)

Line	Unit	Function	Funding
1	Amount appropriated by Congress FY21* (*Prior FY amounts ~\$2,000,000)	Support Alaska Inter-Tribal collaborative management efforts in the Federal Subsistence Management Program <ul style="list-style-type: none"> • Awarded to Inter-Tribal organizations representing 2 or more Federally-recognized AK Tribes • Competitive proposal process • Proposed projects must be linked to ANILCA Title VIII 	2,700,000

Subsistence Branch

- The Subsistence Branch is part of the Division of Trust Services within the BIA Alaska Region (Regional Office)
- Available budget amounts in the table are an average from recent FY's
- Staff salaries are actual FY21 amounts
- Other expenditures are typical for each FY

Alaska Subsistence Special Congressional Appropriation


- These are funds appropriated by Congress to support Alaska Inter-Tribal organization collaborative management efforts associated with ANILCA Title VIII
- Competitive-based awards for proposals received by organizations representing at least two Federally-recognized Alaska Tribes
- Available funding is for a single FY only and are reliant on annual Congressional appropriations
- \$2M per FY has been available FY17-FY20, with \$2.7M available in FY21
- Funds are passed through the BIA Central Office; some awards require PL 638 grants that are processed through the Alaska Region
- Recipients have included the Yukon River Inter-Tribal Fisheries Commission (YRITFC), the Kuskokwim Inter-Tribal Fisheries Commission (KRITFC), the Ahtna Inter-Tribal Resources Commission (AITRC), the Bristol Bay Native Association (BBNA), and the Chugach Regional Resources Commission (CRRC)
 - These organizations represent a total of 103 Tribes in Alaska

Forest Service FY 2021 Subsistence Program Budget

Regional Office/Interagency Agreements/Forest Operations/Projects/FRMP	Funding
Regional Office Overhead	\$6,500
OSM Interagency Agreement Administration Support (23% overhead)	\$87,049
OSM FRMP Project Contribution (5% overhead)	\$378,474
Region-wide Law Enforcement Support	\$50,000
RO Sub Total	\$522,023
Chugach National Forest Subsistence Operations/Projects	\$95,000
Chugach Sub Total	\$95,000
Tongass National Forest Subsistence Operations/Projects	\$88,159
Tongass National Forest 2018 FRMP projects	\$592,430
Tongass National Forest 2020 FRMP projects (all funds went to OSM for support)	\$0
Tongass Sub Total	\$680,589
RO/IA/FRMP/Forest Operations and Projects Total	\$1,297,612
Regional Office Subsistence Salaries and Travel	
Regional Office FTE Salaries*	\$301,137
Regional Office Staff Travel	\$43,500
Regional Office Sub Total	\$344,633
Law Enforcement Subsistence Salaries and Travel (Region-wide)	
Regional LE FTE Salaries*	\$33,133
Regional LE Staff Travel	\$7,800
Law Enforcement Sub Total	\$40,933
Chugach National Forest Subsistence Salaries and Travel	
Chugach FTE Salaries*	\$168,122
Chugach Staff Travel	\$34,500
Chugach National Forest Sub Total	\$202,622
Tongass National Forest Subsistence Salaries and Travel	
Tongass FTE Salaries*	\$714,569
Tongass Staff Travel	\$49,000
Tongass National Forest Sub Total	\$763,569
Salaries Sub Total	\$1,216,961
Travel Sub Total	\$134,800
Salaries and Travel Total	\$1,351,761
* Annual FTE costs are estimated at the Step 5 level.	
USDA Forest Service FY2021 Subsistence Budget Summary	
RO/IA/FRMP/Forest Operations/Projects Total	\$1,297,612
Staff Salaries and Travel Total	\$1,351,761
Grand Total	\$2,649,373

DEPARTMENT OF THE INTERIOR BUREAU OF INDIAN AFFAIRS
Alaska Region Subsistence Branch 3601 C Street Suite 1200
Anchorage, AK 99503-5947

Memorandum

To: Federal Subsistence Board
From: Patricia Petrivelli, BIA Subsistence Anthropologist 
Date: January 14 2022
Subject: Council Budget Related Concerns 2000-2020

From a review of the Council issues submitted from 2000-2020, searching for concerns that were related to funding it was determined that 50 of the 908 issues raised by the Councils dealt with funding related concerns. Of these 50 issues, the majority, 30, related to research concerns. Specifically for the 30 research issues:

- Fourteen involved increased funding Fishery Research Monitoring Program or funding for other fishery related concerns,
- Twelve involved wildlife, either the need for a wildlife research monitoring program or specie- specific concerns and
- Four involved the need for increased fish and wildlife monitoring in general.

These research concerns were submitted throughout the 21 year period. Many of the remaining 20 concerns were submitted 2010-2015, in response to a period of Subsistence budget reductions.

The next largest category of issues raised by the Councils involved eight Agency-specific concerns, six related to increased funding to secure adequate staffing to implement subsistence management activities and the other two related to specie-specific recommended activities. The categories, Council-specific and OSM related concerns, both had five issues, mainly related to funding for travel to smaller communities or for more Council training. The last two categories, Partner and Tribal Consultation each had one concern. The Partners concern was for more funding for the program and the Tribal Consultation issue raised by a Council that recommended more travel funds to go to smaller communities where tribes could directly participate in Council meetings.