

— teaching guide —

# Navigating the Federal Subsistence Management Program



**Sitka**  
CONSERVATION  
SOCIETY



---

## Contributors

**Heather Bauscher**, Sitka Conservation Society,  
University of Alaska Southeast

**Taylor Bowser**, Sitka Conservation Society

**Andrew Thoms**, Sitka Conservation Society

**Ashley Bolwerk**, Fish Biologist–Subsistence  
and R10, USDA FS Tongass National Forest

**Rob Cross**, Tongass Subsistence Program  
Manager, USDA FS Tongass National Forest

**USDA FS Sitka Ranger District**,  
Subsistence Program

**Adelaide (Di) Johnson**,  
Community Collaborators

**Khaaswóot, Gloria Wolfe**, Tlingit  
from Yakutat, Alaska

**Calvin Casipit**, Southeast RAC Vice Chair,  
Retired USDA FS Regional Subsistence  
Staff Biologist

## Contacts

### Sitka Conservation Society

info@sitkawild.org

907-747-7509

sitkawild.org

### Office of Subsistence Management

subsistence@ios.doi.gov

(907) 786-3888

---

Find information online at  
[doi.gov/subsistence](https://doi.gov/subsistence)

Refer to the back of this guide  
for agency contacts and details  
on where to find regulations  
and permits. See the Appendices  
for supplemental learning  
materials and online resources.

---

April 2026 | Sitka Conservation Society

Cover Photos by Lee House

# Contents

Contributors and Contacts	1	Understanding Robert's Rules of Order	36
<b>INTRODUCTION</b>	<b>4</b>	<b>Strategies of Negotiation and Importance of Civil Discourse</b>	<b>38</b>
<b>About this Guide</b>	<b>4</b>	Importance of Civil Discourse	39
How to Use this Guide	5	How to Work through an Issue	40
Methodology, Education Standards, College Credit Options	6	<b>3. PART I: FSMP 101</b>	<b>41</b>
<b>Course Structure: Four-Week Practicum</b>	<b>7</b>	<b>Program Structure, Agencies Involved, and the "Lifecycle of a Proposal"</b>	<b>41</b>
<b>1. GROUNDING IN PERSONAL RELATIONSHIP TO RESOURCES</b>	<b>9</b>	Federal Subsistence Management Program's Three Main Tiers	43
<b>Group Agreements</b>	<b>9</b>	Office of Subsistence Management	44
<b>Relationship to Food and Way of Life</b>	<b>10</b>	Federally Qualified Subsistence Users	44
"Subsistence" as a Policy Term and Statute of Federal Law	11	Alaska's Regional Advisory Councils	45
Our Responsibility to Actively Participate	12	Federal Subsistence Board	46
Assignment: Reflection on Relationship to Subsistence Resources	13	Understanding the "Lifecycle of a Proposal" Process	46
<b>Indigenous Ways of Knowing</b>	<b>14</b>	Meeting Room Layout: Regional Advisory Council and Movement of Proposals	47
Indigenous Ways of Knowing: Guiding Questions	15	Meeting Room Layout: Federal Subsistence Board and Flowchart of Agency Involvement	48
Perspectives on Speaking Up for Desired Regulations Management	16	Making Changes to Federal Regulation: Steps in the "Lifecycle of a Proposal"	49
Discussion or Assignment: Indigenous Ways of Knowing (Video Discussion)	19	Assignment: Interviews (FSMP Involvement)	50
<b>Concerns and Challenges Related to Subsistence Resources</b>	<b>20</b>	<b>Cultivating Resilience and Combating Burnout</b>	<b>51</b>
Environmental Issues Impacting Access	20	Resilient Leadership	52
Regulatory Processes Impacting Access	20	<b>4. PART II: OTHER FEDERAL SUBSISTENCE MANAGEMENT PROGRAM ELEMENTS</b>	<b>54</b>
<b>2. WHY A FEDERAL SUBSISTENCE MANAGEMENT PROGRAM IN ALASKA?</b>	<b>22</b>	<b>Program Tools</b>	<b>54</b>
<b>How the FSMP Came to Exist: ANCSA, ANILCA, and Landmark Cases</b>	<b>22</b>	<b>Using the Department of Interior Website to Find Information</b>	<b>58</b>
Policy Over Time	23	Assignment: Navigating the Office of Subsistence Management Website	59
<b>Navigating Dual Management</b>	<b>28</b>	Assignment: Summary of Community Reports	60
State Management of Subsistence and Dual Management	29	Assignment: Final Paper   Proposal or Issue Write-Up	61
Interjurisdictional Fisheries Issues	31	<b>5. RAC AND FSB MEETING PREPARATION</b>	<b>62</b>
Quick Guide: Regulatory Fish & Wildlife Management Bodies in Alaska	34	<b>Key Moments of Public Participation at the Meeting</b>	<b>62</b>
<b>How Meetings Work</b>	<b>35</b>	Prepare for Public Participation and Individual Testimony	63
Culture of Regulatory Meeting Spaces	36		

Template: How to Create Strong Testimony	64
Assignment: Networking Contact List	65
<b>Trip Essentials</b>	<b>67</b>
Travel Logistics	67
Student Expectations	67
Student Reminders	68
<b>FACILITATING STUDENTS AT THE MEETING</b>	<b>70</b>
<b>6. Create a Space of Learning</b>	<b>70</b>
Student Tasks	71
Check-ins with Students	71
<b>BRINGING IT HOME</b>	<b>72</b>
<b>7. Student Reflections from the Meeting</b>	<b>72</b>
Assignment: Reflection on the Meeting	73
Guided Questions A: Reflection on the Meeting	74
Guided Questions B: Reflection on the Meeting	75
<b>Knowledge Sharing in the Community</b>	<b>76</b>
<b>Stepping into Leadership and Beyond</b>	<b>77</b>
Become a RAC Member	77
Other Ways to Get Involved	78
Career Opportunities in this Space	78
Assignment: Emailing Contacts	79
<b>Wrapping up the Class</b>	<b>80</b>
<b>THANK YOU</b>	<b>81</b>
<b>REGULATIONS AND PERMITS IN ALASKA</b>	<b>82</b>
<b>FEDERAL AGENCY CONTACTS</b>	<b>84</b>
<b>GLOSSARY</b>	<b>87</b>
<b>REFERENCES</b>	<b>88</b>
<b>APPENDICES</b>	<b>91</b>



# Introduction

## About this Guide

This teaching guide was developed to help individuals across all communities in Alaska learn how they can directly participate in the regulatory management of traditional fish and wildlife resources through public processes.

The background information taught and activities facilitated in this course cultivate a deeper understanding of the Federal Subsistence Management Program (FSMP). Curriculum participation helps build the skills necessary to effectively navigate a variety of regulatory management scenarios. As a means of elevating community voices, teaching guide users are encouraged to share these materials with local people. Doing so encourages involvement at all levels of decision-making. In addition to educating young people, the curriculum within this guide directs all interested public members to become more fully engaged in the public process.

### Curriculum Goals

- Encourage multiple generations of Alaskans to be excited and involved at all levels of decision-making of management of subsistence resources.
- Keep the public decision-making process open and available to the public.

This learning material encourages people to exercise their right to participate, to be a voice in the regulatory process, and to ensure the process keeps Alaskans' interests at the forefront of decision-making in Alaska's Federal Subsistence Management Program.

## An Evolving Course

This curriculum has been built from years of firsthand experience actively participating and teaching the regulatory process. Over the past decade, during facilitation of high school courses and through community workshops and presentations, study materials have been refined. Comprehensive work across interjurisdictional fisheries issues with regulatory bodies informed this curriculum development including

## STUDENT COURSE OBJECTIVES

- Progress knowledge of traditional uses of resources and ways of life across Alaska including among diverse Indigenous cultures and non-Indigenous rural Alaskans.
- Identify and build comprehension of conflicting management priorities.
- Identify why the term "subsistence" is problematic.
- Recognize how resource management decisions directly influence communities, social demographics, economics, and ongoing efforts to adapt in the face of changing ecosystems, social structures, and fish and wildlife population distributions.
- Identify why active participation by Alaskans in this system is central to the process.
- Develop skills to effectively participate in the FSMP process and adjacent regulatory processes that impact Alaskan communities.
- Participate in the FSMP through place-based, experiential learning, and direct participation in the regulatory meetings, including delivery of public testimony.
- Identify ways to contribute to stewardship of resources in Alaska.
- Discover career pathways and leadership opportunities in State and Federal resource management.
- Explore leadership roles in your community, and consider serving on a committee or council in the future.

the Federal Subsistence Board (FSB), the State of Alaska Board of Fisheries (BOF), and Board of Game (BOG), and the North Pacific Fishery Management Council (NPFMC). Issues presented for regulatory subsistence management review evolve yearly and may include proposals around harvest limits, methods and means of harvest, customary and traditional use determinations, season date changes, and other emerging topics.

The curriculum has benefited from input from fish and wildlife management entities, state and federal agencies, Tribal entities, community groups, private organizations, and invested individuals seeking to make change in the management of their local resources. Whether presenting educational information at a community workshop or sitting down one-on-one to share knowledge gained from time spent navigating the management of subsistence resources, the information covered in this teaching guide has been a collective effort. The knowledge included in this guide will continue to grow as more people, with a variety of perspectives with differing levels of expertise, get involved.

This teaching guide will continue to adapt as regulatory management evolves. For example, the charter for the Regional Advisory Councils (RACs) was recently updated to include one youth, non-voting member to each RAC beginning in 2025. Further, three public members were added to the Federal Subsistence Board, bringing the number of voting members from eight to eleven. Prior to this inclusion, youth members did not serve on the RACs or have a separate voice at the table outside of their ability to participate as any other citizen.

**The evolution of this program and the future of subsistence resources require active participation from Alaskans to ensure resources are available for generations to come. As highlighted by this curriculum, structures of government are malleable and can be changed. Government systems can always be improved through the direct influence of the individuals who participate.**



## How to Use this Guide

This guide provides the tools necessary to create specific courses for any Alaska community. Community adaptation strategies include identifying relevant guest speakers, discussions to fit the audience, inclusion of additional resources and perspectives, and creative approaches to facilitate activities. There are many ways this material can be shared to reach Alaskans.

Classes are generally scheduled around the time of a regulatory meeting and follow a sample four-week, six-class practicum structure with a trip to the meeting planned within this time period (see page 7 of this guide). Typically, one to two modules are taught during each two-hour class period. Sections within each module highlight objectives, guest speaker opportunities, suggestions for facilitation, and assignments. The material following each outline overviews the information pertinent to the class that students should understand prior to moving on in the curriculum. Components of the modules may be combined in various ways to accommodate relevant topics and available speakers. Assignments and handouts can be printed and shared with students. They can also be found as standalone files in the Appendices. Other sample course structures for teaching this material, including a four-hour community workshop model and a thirty-minute public engagement presentation, are outlined and available in the Appendices.

Many of the public engagement tools shared in this guide have been and may also be used with other regulatory management entities in Alaska including the BOF and



Photo by Lee House

BOG, NPFMC, and IPHC. While the public participation in these meetings are slightly different than the FSMP, they include many of the same components, e.g. public testimony and commenting. It is encouraged to use this guide and build from it to help Alaskans directly participate in decision-making of their resources across multiple jurisdictions.

## Methodology, Education Standards, College Credit Options

**This teaching guide uses an instruction method known as experiential learning, a philosophy of education whereby students actively participate in the learning process through direct experience and reflection.**

Experiential learning is based on the theory that ideas are not fixed and can be formed and reformed through experience and interactions with the world to integrate new viewpoints, new ways of knowing, and a broader understanding of a diversity of perspectives. It is a “learning by doing” process.

Experiential learning encompasses constructivist learning theory, a continuous cycle of inquiry through firsthand experience, followed by reflection, thinking and synthesizing with active participation that demonstrates learning. Typically, students who engage in experiential learning gain a richer understanding of course material, develop self-confidence and leadership skills, and build new relationships. While deepening their connections to this community of people, students gain a stronger understanding of the importance of access to resources for the continuation of these ways of life.

This curriculum has been used in stacked classroom settings and is designed to be adaptable to a full range of learning needs. It can be applied in settings from the secondary level up to adult groups and has even been utilized with the public in the form of community workshops including attendees of all ages and range of experience. The sections outlined in this guide are not fixed. Creativity can be used to adapt the class order by selecting curriculum segments most pertinent to the interests of your group and the time you have for instruction. The skills developed in navigating the Federal Subsistence Board can later be applied to other regulatory meetings in support of public engagement in various settings including Tribal and municipal governments.

There are a variety of learning modalities inherent in learning to effectively participate in regulatory meetings. For example, while issues are tracked from the beginning to the end of the meeting, literacy skills are enhanced. This work is interdisciplinary. It combines the following subjects:

- Science and math through the reading of scientific papers
- Alaska history and social studies through understanding policy development, evolution of culture and anthropology
- Communications through preparation of testimony, a presentation to the Board during public comment, and a collection of written assignments, discussions, and student presentations during class.

Through participation in the course or curriculum, students develop skills that could count toward credit in English, science, government, or Alaska studies. Please consider the varied nature of this learning when assigning student credit for participation in dual enrollment.

---

# Course Structure: Four-Week Practicum

The course structure is based on four weeks of classroom instruction planned around the timing of a Regional Advisory Council meeting or the statewide Federal Subsistence Board meeting. Classes are held twice a week for two-hour sessions over two weeks leading up to the meeting. One final class the week following the meeting allows for meeting reflection and for students to present their work (depending on class size, two class periods for presentations may be required the week following the meeting). This layout equates to 10-12 hours of classroom instruction in addition to the 30+ hours of attending and participating in the meeting.

Classroom time builds the skills necessary to navigate relevant material, laying the groundwork for understanding the Federal Subsistence Management Program structure and process ahead of meeting attendance. It will include guest speakers to highlight agency, Council, and Board member roles, as well as invite inspiring individuals involved in different aspects of the process. Topics can be worked into class time where it makes sense depending on the students, the issues of the moment, and the guest speakers selected.

*The below class layout is an example of how the course could be structured. Facilitators are encouraged to use creativity to adapt according to time available, students' interests, topics relevant to the upcoming meeting, and speaker availability.*

## Suggested Course Layout

### CLASS 1

#### Module One: Grounding in Personal Relationship to Subsistence Resources

- Group Agreements
- Relationship to Food and Way of Life
- Indigenous Ways of Knowing
- Concerns and Challenges Related to Subsistence Resources

### CLASS 2

#### Module Two: Why a Federal Subsistence Program?

- How the FSMP Came to Exist: ANCSA, ANILCA, and Landmark Cases
- Navigating Dual Management
- How Meetings Work
- Strategies of Negotiation and Importance of Civil Discourse

### CLASS 3

#### Module Three: Part I—Federal Subsistence Program 101

- Program Structure, Agencies Involved, and the “Lifecycle of a Proposal”
- Cultivating Resilience and Combating Burnout

### CLASS 4

#### Module Four: Part II—Other Federal Subsistence Management Program Elements

- Tools of the Federal Subsistence Management Program
- Use of the DOI Subsistence Website to Find Information

#### Module Five: RAC and FSB Meeting Preparation

- Key Moments for Public Participation at the Meeting
- Trip Essentials

### ATTENDING THE MEETING

#### Module Six: Facilitating Students at the Meeting

- A Place of Learning

### CLASS 5 (& CLASS 6, AS NEEDED)

#### Module Seven: Reflection on Meeting Experience

*(Instruction may require two class periods depending on class size.)*

- Student Reflections on the Meeting + Chosen Proposal Check-in
- Knowledge Sharing with Others in the Community
- Stepping into Leadership and Considering Career Opportunities
- Wrapping Up the Class: Student Proposal Presentations



## Q&A Time with Guest Speakers

Guest speakers play a key role in providing knowledge and insight for students throughout class sessions.

It is important to allow time for questions at the end of speaker presentations. To help facilitate and initiate queries from students, consider asking each speaker:

- "How did you come to be involved in this process?"
- "What advice would you give to someone just starting out or wanting to get more involved with these processes?"

Encouraging students to ask questions allows them to practice their interviewing and general communication skills. There is an Interview Assignment located in Module Three of this course that provides an opportunity for continued skill development. Speaker feedback from these questions simultaneously motivates students to step into leadership roles and makes participation in the FSMP feel attainable.

Refer to the Quick Guide: How to Plan and Teach a Federal Subsistence Management Program Class in Your Community for helpful information on hosting guest speakers.

# 1. Grounding in Personal Relationship to Resources

## MODULE 1 MATERIAL COVERED

- Group Agreements
- Relationship to Food and Way of Life
- Indigenous Ways of Knowing
- Concerns and Challenges Related to Subsistence Resources

## MODULE 1 ASSIGNMENTS

- Reflection on Relationship to Subsistence Resources Assignment  
*(This writing activity will be used as preparation for testimony writing later.)*

---

## Group Agreements

It is important to review group agreements with students at the beginning of the first class to lay a foundation for expectations. Remind participants of why they are interested in this course: they are curious about and care about subsistence resources and wish to better understand the Federal Subsistence Management process.

Encourage students to respect all individuals' perspectives, and let them know the classroom space should allow everyone to feel safe and able to participate. Group agreements are meant to ensure group members can have these conversations, which may be difficult or contentious at times, while approaching them from a solutions lens or understanding lens. Review the below group agreements adapted from First Alaskans Institute with the class as a starting point for discussion. Ask students for suggestions on additions or changes to the group agreements. Once the group has discussed and completed their list of agreements, teachers/facilitators obtain approval from each person. Encourage students to utilize these agreements throughout the course and refer back to this list as needed.

### SUGGESTED EXAMPLES

- Step up, step back: Speak up or leave space for another.
- Encourage each other.
- Be open-minded toward different opinions.
- Consistently offer each other patience, consideration, respect, and honesty.
- Speak personally, i.e. "I feel this way..."
- Assume good intentions.
- Own your role as a leader in this workshop.
- Trust other participants, allow them to trust you.
- Advocate for one another.
- Be fully accountable: try our best to do what we say we're going to do.
- Be present.
- Others?

---

# Relationship to Food and Way of Life

## STUDENT OBJECTIVES

- Develop a foundational understanding of the term “subsistence”, how the term can be considered inadequate by individuals living a traditional way of life, and how the term is used in policy and legal matters at regulatory meetings.
- Reflect on personal relationships to resources and identify what is individually important.
- Identify why active participation by Alaskans is important in regulatory systems.

## SUGGESTED FACILITATION

- Following introductions and group agreements, spend a few minutes engaging students in discussion about cultural and traditional uses of resources.
- **Note for Inclusivity:** Students may or may not have access to traditional foods or the opportunity to harvest themselves. Through trade or family relationships, some individuals may eat traditional foods but do not have parents or relatives who bring them out to harvest. Encourage students to discuss feelings around their ability or inability to participate in harvest and processing activities.
- **Activity Idea:** Consider an activity where students bring in and share harvested foods during this discussion. Take time to eat locally harvested food together. Ask students to reflect on how it feels eating and sharing their traditional foods. This activity may help make it easier for students to speak about or write what access to traditional foods means to them.
- **Activity Idea:** Create an opportunity for the students as a group to participate in harvesting or processing subsistence foods together. Consider more ways to provide hands-on experience in harvesting and processing for students.

## DISCUSSION OPPORTUNITY

Discuss cultural and traditional practices and harvesting techniques of individuals in the room.

- What does subsistence mean to you and how would you describe that relationship?
- What types of traditional harvesting do you do? Share the method of how you harvest for those not familiar. Describe the animal or plant, methods of harvest, its seasonal availability, and how you prepare and enjoy it.
- What does eating the food you, or others, harvested feel like to you?
- Who do you harvest with and how did you learn knowledge regarding how to do it?
- How does participating in the harvest and activities around processing make you feel?
- What are your favorite subsistence harvested foods or dishes?
- What are your concerns related to the future of important subsistence resources in your region or community?
- What do you believe needs to be done to address those concerns?



Photo by Lee House

# “Subsistence” as a Policy Term and Statute of Federal Law

The general word “subsistence” is often considered inadequate in describing what it truly means to live a subsistence way of life. Consider the below distinctions in the definitions of subsistence.

## Defining “Subsistence”

### Dictionary

“The state of having just enough [resources] or food to stay alive.” (Cambridge University Press, n.d.-c)

### Policy: ANILCA Title XIII

“...‘subsistence use’ means the customary and traditional uses by rural Alaska residents of wild renewable resources for direct personal or family consumption as food, shelter, fuel, clothing, tools, or transportation; for the making and selling of handicraft articles out of nonedible byproducts of fish and wildlife resources taken for personal or family consumption; for barter, or sharing for personal or family consumption; and for customary trade (Alaska National Interest Lands Conservation Act, 1980, Title VIII).”

*Note: ANCSA and ANILCA and other federal laws are described more fully in Module Two.*

### Cultural and Traditional Ways of Life

“...If you aren’t familiar with the ways of Native people, you might not know that subsistence is more than just simple sustenance—it is a way of life. The gathering and harvesting of natural resources by the natural Native people of this nation has been going on for thousands of years. Subsistence is so much a part of the fabric of native existence, that without it, there would be no culture, no tradition, perhaps no community, and certainly no means of giving expression to the spiritual aspects of Native life (Stated by Daniel K. Inouye. In: Thornton 2002).”

Since time immemorial Indigenous peoples have been practicing traditional harvesting methods. Rural Alaska residents have also come to depend on these traditional resources and harvesting practices to sustain rural Alaska ways of life.

## What’s Missing?

The ANILCA policy definition for ‘subsistence’ does not capture how a traditional way of life serves as a cultural foundation for Alaskans, nor does it convey the richness of what it is to live a way of life with such a deep, place-based connection to land and water in alignment with the seasons and cycles of the local ecosystem. Further, the dictionary definition of ‘subsistence’ describes having little more than what is necessary to survive at a minimal level, barely making a living on available resources, and severe connotations of poverty and desperation. This description does not adequately explain the reality of living a subsistence way of life, failing to capture the richness of what it truly means to live with the land and water in such a deep way.

As described in the later Indigenous Ways of Knowing section, Alaska Native ways of life rely on continued harvesting practices, access to resources, and opportunities for the continuation of millennia-old traditions by actively passing that knowledge to the next generation.

While the use of the word ‘subsistence’ is not ideal, it is a starting point. It is important to remember that the statute of law that subsistence represents is incredibly important. Alaska is the only place in the United States where access to resources is protected in this way and where regular people have as much ability to influence how their access to their fish and wildlife resources are managed. Through the combination of the State of Alaska’s Board of Fisheries (BOF) and Board of Game (BOG) processes, the Federal Subsistence Board (FSB) process, and the North Pacific Fishery Management Council (NPFMC) process, Alaska residents have numerous opportunities to give testimony, submit proposals to make changes to regulations, and weigh in on what changes should or should not be made.

### DISCUSSION OPPORTUNITY

- Compare and contrast the dictionary and ANILCA definitions of subsistence, along with personal experiences and perspectives.
- Does the ANILCA definition of subsistence fully capture “subsistence practices and traditions” of you, your family, your tribe, or your community?
- If “subsistence” were to be redefined, what words would you use as policy or statute of law instead to describe it?



## Our Responsibility to Actively Participate

Individuals can influence resource management decisions by participating in public engagement opportunities. The public process that is the foundation of the FSMP allows for information sessions, testimony on relevant natural resource management topics, and discussions across user groups including rural and Indigenous people, Alaska residents, various stakeholder organizations, and the State, Federal, and Tribal governments.

In order to effectively participate in a regulatory system and its public processes, it is necessary to understand the system, identify the challenges or opportunities, and learn to navigate the processes in place, even if that means using the current processes to adjust or adapt the overall system in the future. There may be room for improvement in how government-related processes operate so at times it may be necessary to use existing structures to adapt these systems to meet the evolving needs and interests of Alaskans. In Alaska, having multiple public processes around fish and wildlife resource management offers opportunities for communication and participation by a broad collection of stakeholders to ensure all voices can be heard. It is your responsibility as a harvester and steward of these resources to participate by using your voice and sharing your history, experiences, observations and concerns. With continued public participation, especially by local people, the resulting decisions are more likely to reflect the needs of local communities.

### DISCUSSION OPPORTUNITY

Consider having a discussion with students about your responsibility as Alaskans and why it is important for citizens to participate in this management process or other public processes. Some questions to start the conversation could be:

- What does it mean to be Alaskan?
- What does it mean to be a rural resident?
- What does it mean to be an Indigenous Alaskan?
- What does it mean to be a steward of your resources?
- Why is access to resources important? For whom and why?
- What challenges exist in how current regulations determine who gets access to what resources?
- What are the challenges and opportunities regarding the role of the public?

## Reflection on Relationship to Subsistence Resources

Write an essay describing your relationship to subsistence resources in your area and why the regulations impacting these resources are important to you. Use the following questions to inform your essay. Your essay should be one to two pages long.

- What region do you live in, and what are subsistence activities like there? Name a few.
- What are the subsistence foods you enjoy with your family? What foods and resources are important to your community and your region?
- Why are these foods important, and why is it important to ensure these practices can continue into the future?
- What concerns do you have for the future of the resources that are important to you?
- What would not being able to harvest or have access to your subsistence resources mean to you?
- How does it or would it make you feel if your subsistence foods were no longer accessible to you?
- How might changes to availability and access to resources change the characteristics of your community?



Photo by Lee House

---

## Indigenous Ways of Knowing

### STUDENT OBJECTIVES

- Continue to develop an understanding of the history of Alaska through an Indigenous cultural lens.
- Adequately explain the importance of conserving resources for the continuation of culture.
- Identify the cultural, traditional, and spiritual connections to health, well-being, and community.

### SUGGESTED FACILITATION

- Invite a guest speaker who practices a subsistence lifestyle and is a culture bearer to co-facilitate during this portion of the class (details below). Depending on the guest speaker's background, it may be appropriate for them to additionally share historical information from an Indigenous perspective on the timeline of events that led to the current Federal Subsistence Management Program.
- Discuss with the students how it can sometimes be difficult for Indigenous people to shift to western ways of thinking. Consider sharing what it is like to be in these meetings working to maintain access to Indigenous lands and traditional resources.
- **ACTIVITY IDEA:** Encourage a class discussion to allow an opportunity for people to share or process past experiences or frustrations with the system. Make it feel constructive: do not gloss over issues but be mindful of class time. Discuss the ways it could function differently.

### GUEST SPEAKER (OPTIONAL)

- Ask a local elder or super harvester community member to speak to students about their experiences and the importance of sharing knowledge around the natural cycles and activities that take place during them—harvesting, processing, and putting up food. A guest speaker with added experience in the Federal Subsistence Management Program, Regional Advisory Council, or a community Advisory Council may wish to speak to the historical timeline of the Federal Subsistence Management Program. If those historical timeline events do come up during this conversation, they are outlined in the following module in greater detail.
- Ideally, this person is a community member who passes the traditions and history they have learned from their elders down to youth in their community. The speaker should share with the class their subsistence values, ideals, and skills as well as how they approach their own relationship with the land.
- **Guest Speaker Example:** A past guest speaker for this topic was a local elder, harvester, community member, tribal member and RAC member. He shared his experiences and traditional Tlingit knowledge of harvesting and conserving salmon resources.

## Indigenous Ways of Knowing: Guiding Questions

Consider sharing the questions below with the guest speaker prior to the class. Utilize the key concepts within these questions to help guide the speaker's conversation.

- What are the guiding practices that teach people how to harvest enough to satisfy needs while leaving enough to perpetuate the populations of the plants and wildlife traditionally harvested?
  - ▷ Please share some traditional, region-specific examples of practices that guide harvest management.
- What are some practices and ways of sharing with the community, so everyone has enough to eat? How are subsistence resources getting out into the community?
- What are some specialized practices for maintaining populations of the resources while utilizing them? Share a couple of examples surrounding different resources, e.g. moose, deer, salmon, hooligan, trees, herring, spruce tips, cedar bark, mushrooms, grouse, etc. These examples will vary based on location and the local practices, ecosystems, and resources.
- What are some words and phrases or values in the local Indigenous language that build the foundation for the way of thinking and approaching the relationship with the land? How are stewardship and utilization of important resources built upon knowledge from elders? What knowledge has been passed down?
  - ▷ Please share some region-specific examples.
- Consider having a candid discussion of how it may be difficult to translate western ways of thinking into a subsistence lifestyle.
- Why is it important to conserve resources for the continuation of culture and traditional ways of life?
  - ▷ Consider health, well-being, spirituality, and community.
- Ask the students if they can think of an overlap or connection between subsistence harvesting regulations that are followed today versus traditional, ecological-based knowledge and practices that communities follow to inform management of healthy populations. What have Indigenous people been doing to manage subsistence resources and steward the land in perpetuity for future generations, and are there reflections of this knowledge in current regulations?
- If the guest speaker has a background in or strong knowledge of regulatory subsistence meetings, they may wish to include the history of subsistence management to help students understand the current system.



## Perspectives on Speaking Up for Desired Regulations

*“Delegate Will Mayo, head of the Tanana Chiefs Conference, began his speech in a three-piece suit. He said, alluding to a comment by Governor Hickel, ‘Somebody said it’s time to put aside our beads and feathers.’ He took off his coat, vest, and tie, saying, ‘But I say it’s time to put aside the suit jackets and ties.’ He put on a beaded necklace and a beaded moosehide vest and pulled on his moosehide dancing gloves with the comment, ‘These didn’t come from J.C. Penney’s.’ To the surprise, delight, and approval of the audience, he climbed up on the head table from which he spoke, jumped off it to the stage area on the audience side, and performed a solo dance that had been passed down to him from his grandfather. The action symbolized and embodied the threefold connection among land, culture, and subsistence economy, and the Native frustration at attempting to maintain the connection among all three, along with the demands of corporate economy.”*

(Dauenhauer & Dauenhauer, 1994, as cited in Wolfe, 2025)

## Building Resiliency

The following excerpts from Gloria Wolfe (2025) provide key perspectives of Indigenous peoples and their relationship to the lands and waters that make up Alaska. These quotes outline how stewardship and speaking up for desired regulations surrounding traditional resources has evolved with the formation of the United States and relationship to State, Federal, and Tribal governments. This knowledge is foundational in understanding the components and processes of the Federal Subsistence Management Program, the intricate relationships among stakeholders involved, and more broadly, resource management in Alaska in general.

Refer to the full resource from Gloria Wolfe in the Appendices for a more in-depth look at the history of Indigenous resource stewardship in Alaska.



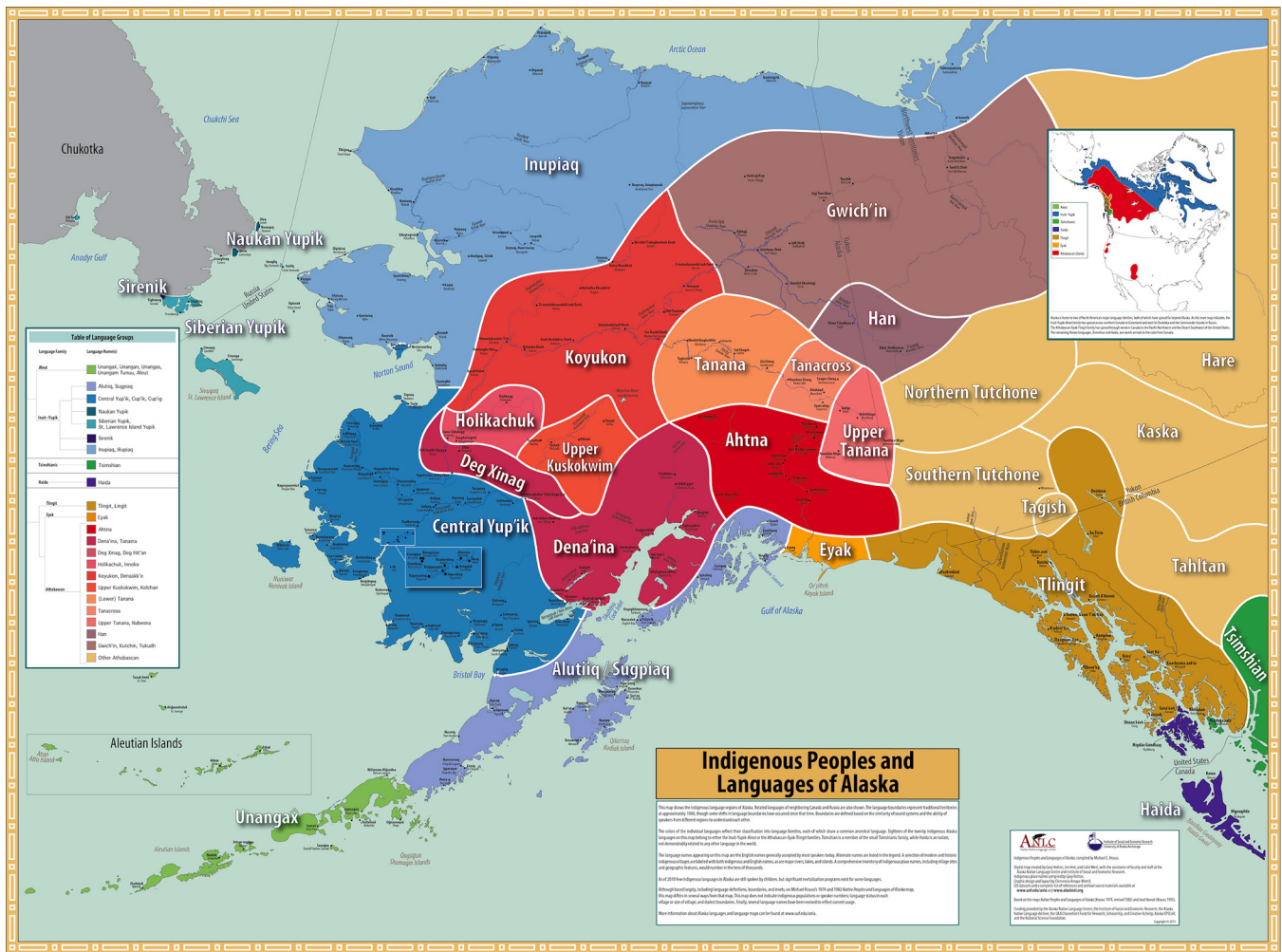
Photo by Lee House

“For thousands of years, Alaska Native peoples have lived in deep connection with their lands, stewarding its resources in a way that ensured sustainability for future generations. Their societies are built on cultural protocols, social governance structures, and environmental stewardship that align with the needs of the land.”

“Through the time of the last ice age, Indigenous people of Alaska developed social structures to navigate their political, cultural, and spiritual needs. Their unique landscape, language dialects and groups, spirituality, social structures, and diet created distinct geographic intelligence, knowledge systems, and connections to place. In acknowledgment of their long-standing inherent self-governance, Tribes hold a distinct political status with the U.S. government, as they were present long before the formation of the United States. Through treaties and legislation, the government recognizes the inherent sovereignty of Native tribes that the U.S. is built into the legal framework of the nation, in which the federal government has a responsibility to protect tribal interests. Today, there are 229 federally recognized tribes in Alaska, each maintaining a unique government-to-government relationship with the federal government.”

“Sovereignty is directly tied to community and environmental health, ensuring that Alaska’s waters remain full of salmon, its lands abundant with wildlife, and its ecosystems intact for generations to come. Today [this civic engagement] includes the participation of non-Indigenous allies, philanthropy, and conservation groups who recognize that true sustainability means upholding Indigenous sovereignty. Over the last decade, governmental agencies like the U.S. Forest Service (USFS) have begun shifting efforts to support co-stewardship of land and resource management. Acknowledging and supporting co-management with Tribes leads to more effective, sustainable conservation efforts while upholding Tribal sovereignty and cultural traditions.”

“By grounding decision-makers in the policies and acts that shape Alaska’s resource management, we reinforce the collective responsibility to protect our lands and waters—ensuring a thriving and resilient Alaska for future generations.” (Wolfe, 2025)



Indigenous Peoples and Languages of Alaska Map (Krauss, et al. 2012)

## Place-Based Cultures

The 229 federally recognized Tribes in Alaska have traditional Alaska Native cultural values including a place-based culture that identifies with, has respect for, and has a deep relationship with the natural world (Hanlon, 2023). Alaska Native culture is spiritual, is community-minded rather than individualistic, and has reverence for elders and youth. Hanlon describes how Alaska Native cultures are diverse, complex, and despite having common core values, each Tribal nation has unique historical and cultural ties to and knowledge of landscapes within their traditional territories. Further, traditional values and governance systems are still valid, and traditional governances may differ from federally-recognized government structures.

See the map below of Indigenous Peoples and Languages of Alaska. Alaska's 23 distinct, official Alaska Native languages reflect this deep connection to place and diversity across the region.

Regardless of where you live in Alaska or what defines your relationship to fish and wildlife resources, taking the time to learn about Indigenous peoples of Alaska and attempt to understand this history is a meaningful step in building upon where Alaskans are today. Everyone has a responsibility to learn from the past, and everyone has a role to play in shaping a future where vibrant communities, healthy ecosystems, Indigenous cultures, and traditional ways of life reliant on abundant fish and wildlife resources continue to thrive for generations to come.

## Indigenous Ways of Knowing (Video Discussion)

Watch the following two, short videos during class time and discuss the corresponding questions. The course facilitator may also choose to assign these videos as optional or required homework based on available class time.

### Ernestine Hayes Keynote Speaker

"Ernestine Hayes Keynote Clip HD 720p", YouTube, Uploaded by First Alaskans Institute, [youtube.com/watch?v=jzo83lnXFeU](https://www.youtube.com/watch?v=jzo83lnXFeU)

#### DISCUSSION QUESTIONS

- In what ways does Ernestine Hayes describe the relationship between Alaska Native peoples and their homelands? How does this perspective challenge mainstream narratives about land and ownership?

Consider how Indigenous worldviews differ from Western legal frameworks and what this means for policies on land and resource management.

- Hayes emphasizes the importance of Indigenous voices in shaping the future. How can young people—both Indigenous and non-Indigenous—use their voices to advocate for policies that protect Alaska's environment and cultural heritage.

Brainstorm ways that students can engage in policy discussions, and allyship to support Indigenous-led conservation and self-determination.

## Voices of the Land: Indigenous Perspectives on Alaska's Environment

"Voices of the Land: Indigenous Perspectives on Alaska's Environment", YouTube, Uploaded by First Alaskans Institute, [youtube.com/watch?v=ZSmQSpGca-8](https://www.youtube.com/watch?v=ZSmQSpGca-8)

#### DISCUSSION QUESTIONS

- How has Indigenous involvement in shaping subsistence policy influenced modern fisheries management systems in Alaska?
- What role do Indigenous communities play in sustainable fisheries management, and how does this compare to state and federal management approaches?
- Explore whether current regulations align with Indigenous knowledge and sustainability practices.
- What steps can individuals take to ensure Alaska's fisheries remain abundant and sustainable for future generations while incorporating Indigenous perspectives?

---

# Concerns and Challenges Related to Subsistence Resources

## STUDENT OBJECTIVES

- Outline the issues that impact the ability to access subsistence resources.
- Describe the regulatory processes that impact the harvester's ability to access subsistence resources.
- Identify how different concerns would be addressed through the FSMP process and what an individuals would need to do in order for a change in regulation to occur.

---

## Environmental Issues Impacting Access

Emerging challenges to subsistence resources are having impacts on Alaskan ways of life.

Some challenges have consistently come up at federal regulatory meetings over the years. For example, people share concerns over shifting environmental conditions, inconsistencies in seasonal timing of natural life cycles, and the critical impacts these changes have on fish and wildlife populations. Concerns for the future of fish and wildlife habitat will continue to emerge with increasing competition to key fisheries, wildlife populations, public lands, and other natural resources in Alaska. To continue sustainably managing resources, decision makers may need to adapt by adjusting regulations, such as shifting traditional harvest season dates and changing bag limits for harvesters.

Typically, as resources become more scarce, competition and conflicts over remaining resources increase including access to resources and how access is allocated. Sometimes it becomes necessary for all users to give up access to a resource for conservation concerns, especially when the resource reaches critical levels. Decisions may have to be made that prioritize access to some users over other users. Learning to navigate relevant regulatory management meetings along with building the skills necessary to be effective at these meetings is essential. Management meetings provide an opportunity to make

## DISCUSSION OPPORTUNITY

- Have there been any changes in the environment or character of the community that have impacted your access to fish and wildlife resources in your community?
- What changes do you think might be impacting your ability or another community's ability to harvest traditional foods and subsistence resources?
- What could be changed about local management to mitigate the impacts of these shifts?
- How are the changes that were suggested similar or different across communities?

changes to regulations while also providing a forum to publicly discuss the continuation of traditional harvesting practices by both Indigenous and non-Indigenous people. A skillset for navigating the federal regulatory process is necessary to support thriving, self-sufficient communities across Alaska that are dependent on maintaining access to resources for the continuation of their ways of life for generations to come.

## Regulatory Processes Impacting Access

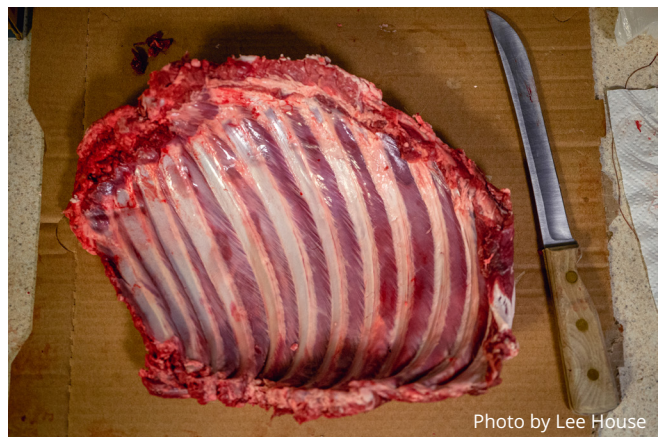
There are no perfect regulatory systems, yet all of them are designed to be open and transparent public processes with opportunities for public testimony and input. Any Alaskan may propose changes to the regulations regarding how they hunt and fish.

Remember, there is no other place in the United States where a person has the ability to have this much influence over the regulations that govern public access to fish and wildlife resources. There is nowhere

else in the country where cultural and traditional use of resources through “subsistence” rights for rural people are protected in policy as a priority use of those resources written into statute of federal law. This system of subsistence management is special and unique to Alaska.

To effectively work through regulatory issues, it is important to understand there are generally many bureaucratic layers to navigate. Navigating through the layers can feel like a barrier and can be a slow process. It takes time to work through an issue when ample opportunity is provided to allow for public comment in a way where everyone feels heard. It takes persistence to navigate the multiple stages of a process to move a proposal or an issue through the decision-making process and on to the process of implementation. Highly controversial issues with a large amount of public testimony can take multiple days of a larger meeting, sometimes requiring many days for both public testimony as well as board deliberations. Sometimes it can be years before a proposal goes to vote and becomes a regulation or before action is taken to address an issue.

The time it takes to navigate bureaucratic layers allows for more opportunities to get local perspectives on the record. This is an opportunity to be strategic. Both the state and federal regulatory systems provide opportunities for local-level input from the community Advisory Committees (ACs) to work with the Alaska Department of Fish and Game (ADF&G) as well as from the Regional Advisory Councils (RACs) to the Federal Subsistence Board (FSB). Both advisory bodies serve as platforms for elevating local concerns to the decision-



making bodies; these bodies hold management authority and public trust responsibility. Disappointment in outcomes can sometimes lead to frustration with the regulatory process and an outright reluctance or refusal to participate. However, a lack of participation such as people not serving in the advisory roles, not showing up to local advisory meetings, not giving testimony, and not utilizing public commenting opportunities may bring into question whether these existing public participatory channels are truly necessary. Since the culture of a system can also be influenced by the makeup of public presence in the room, it is important to have an audience for accountability. In the absence of one interest or user group, another will take up that space. Being present and bearing witness to these public decisions can be a powerful experience and will have its own impact.

Local voices and perspectives are critical to the conversations happening across all the regulatory systems. The next generation of leaders in resource management need the foundation of knowledge and the skills to be effective in these meetings. One day they will step into these leadership roles across Alaska, well-prepared to fill the open seats as they become available. Again, there are no perfect systems; all the regulatory processes are continuously evolving as are the challenges Alaskans face. Creativity, collaboration, and coalition building will be required to develop positive solutions to face the challenges of the future.

There are opportunities to shape the future of resource management in Alaska, especially in fish and wildlife, through public participation. Every Alaskan has the ability to have a role in how management actions adapt and respond to changes in the environment and availability of resources to support community resiliency.

# 2. Why a Federal Subsistence Management Program in Alaska?

## MODULE 2 MATERIAL COVERED

- How the FSMP Came to Exist: ANCSA, ANILCA, and Landmark Cases
- Navigating Dual Management
- How Meetings Work
- Strategies of Negotiation and Importance of Civil Discourse

## MODULE 2 ASSIGNMENTS

- Universal Testimony Template

---

## How the FSMP Came to Exist: ANCSA, ANILCA, and Landmark Cases

### STUDENT OBJECTIVES

- Describe the history of federal and state governments' relationships to Indigenous people in Alaska.
- Identify how these government-Indigenous peoples relationships have changed over time and influenced the structures that exist today.
- Define and differentiate between Alaska Native Claims Settlement Act (ANCSA) and Alaska National Interest Lands Conservation Act (ANILCA).
- Summarize how the Federal Subsistence Board came to exist.

### SUGGESTED FACILITATION

- Ask students to review their subsistence reflection assignment and share with the group. Encourage students to ask one another questions about their different harvesting practices or how they prepare traditional foods. Think about how their assignment could be converted into an introduction testimony to be given at the meeting.

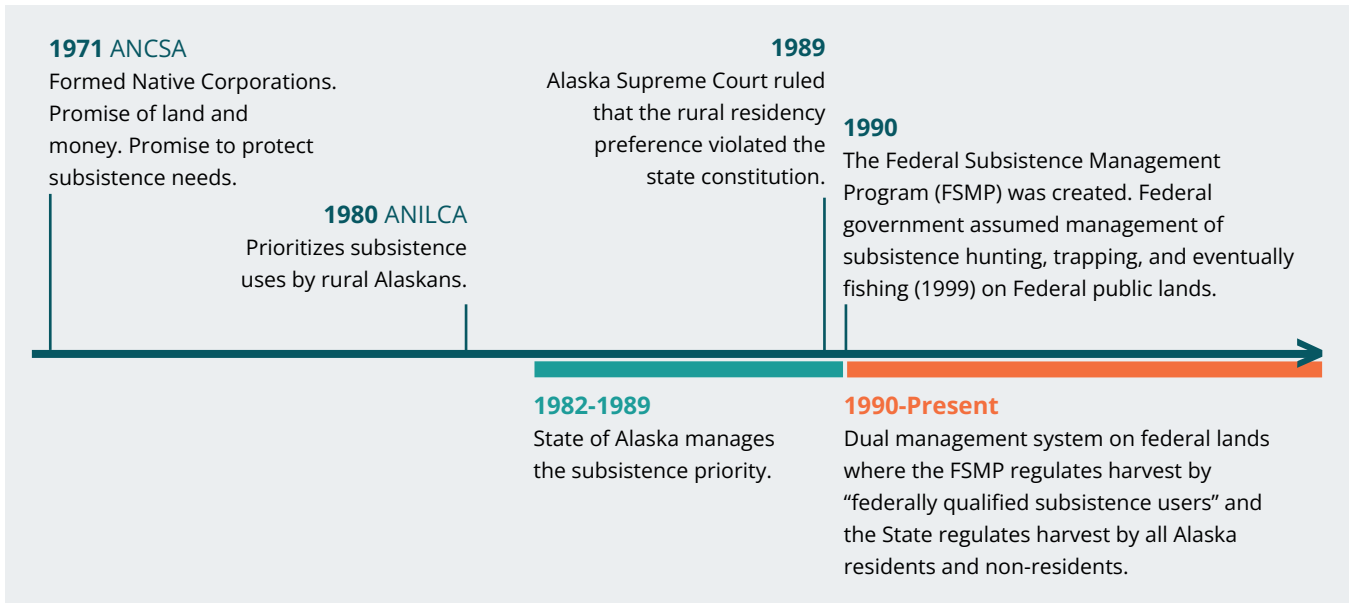
### GUEST SPEAKER (OPTIONAL)

**Suggestion:** A member from the FSB, RAC, or local AC that can speak about the regulatory management history in the state and how regulatory meetings function (Robert's Rules of Order). Members of organizations who represent groups within Alaska when providing public input at regulatory meetings would also be well-informed to speak during this class.

**Guest Speaker Example:** A retired federal land management agency employee. They shared the history of how the FSB came to be and what it was like during those years of transitioning into the beginnings of a federal subsistence management system.

### DISCUSSION OPPORTUNITY

- Why does there need to be a federal program or framework for managing subsistence access to resources separate from other management bodies?
- What moments stood out to you in the series of events that led to the creation of the Federal Subsistence Management program?
- What parts of this history do you like, and what parts do you wish had been handled differently?



## Policy Over Time

The overarching timeline below outlines how and why the Federal Subsistence Management Program came to exist in Alaska. A more in-depth list of events and dates can be found later in this module for those interested in understanding the evolution of the FSMP in greater detail. It is important to recognize this management program is dynamic and continuing to evolve.

**1971** Congress passed the Alaska Native Claims Settlement Act (ANCSA) which extinguished aboriginal title to land in exchange for money and lands granted to Native Corporations and made a promise that subsistence rights would be protected. At the time of ANCSA, it was anticipated that many of the areas Alaska Natives hunted, fished and gathered would become the Native Corporation land selections, as well as the eventual designations of new Federal Conservation System Units (CSUs) using withdrawal authority. Withdrawal authority is the ability to designate Federal public lands into conservation units, i.e. National Parks, National Monuments, Wilderness Areas, Wild and Scenic River corridors, etc.

**1980** Congress passed the Alaska National Interest Lands Conservation Act (ANILCA) which prioritizes subsistence uses by rural Alaskans (ANILCA Title VIII).

**1982 – 1989** The State of Alaska managed the subsistence priority.

**1989** The Alaska Supreme Court ruled that the rural residency preference violated the State’s constitution, saying that it was illegal to treat residents unequally (rural vs. non-rural) (McDowell).

**1990** As a result of the 1989 McDowell decision, the federal government began to manage the harvest of wildlife on federal lands and later in 1999, also fish in federal waters.

**1990 – Present** Under this dual management system of fish and wildlife resources on federal lands and waters, the Federal Subsistence Management Program regulates harvest for “Federally Qualified Subsistence Users”, while the State regulates harvest by all Alaska residents, as well as non-residents on all lands and waters.



Photo by Lee House

## Alaska Native Claims Settlement Act (ANCSA)

The aboriginal land claims in Alaska were unresolved for over 100 years from 1867 when the United States acquired Alaska from Russia up until the federal government passed the Alaska Native Claims Settlement Act (ANCSA) in 1971 to create a land entitlement system in the state. Alaska Native land use and occupancy was mentioned in some federal actions during that time, but aboriginal land claims were uncertain. “The influence of oil companies in the area and the statehood of Alaska [in 1967] were among the factors that prompted the resolution of Alaska Natives' land claims through ANCSA” (Murray, 2021).

The act extinguished aboriginal title as well as hunting and fishing rights: “All aboriginal titles, if any, and claims of aboriginal title in Alaska based on use and occupancy, including submerged land underneath all water areas, both inland and offshore, and including any aboriginal hunting or fishing rights that may exist, are hereby extinguished” (ANCSA, 1971). Under this legislation, 13 Alaska Native regional corporations and over 200 village corporations were created; they were granted a combined \$962.5 million and 45 million acres of land. Tribes retained governance authority, but ANCSA corporations held the land, “resulting in ongoing legal and political struggles over jurisdiction, resource management, and economic development” (Wolfe, 2025). In addition, “hunting for food requires more land than was received under ANCSA, and waters with fishing resources were not part of the settlement” (UAF, n.d.-b). The loss of Indigenous hunting and fishing rights “led to a growing concern about subsistence protections for Alaska Natives, whose way of life depend[s] on access to land and wildlife. Without legal protections, Native communities faced increasing competition...threatening their food security and cultural tradition” (Wolfe, 2025). “ANCSA has been amended by almost every Congress since its passage, both to refine the terms of the

settlement and also to reduce the likelihood of losing the land so important to the Alaska Native people” (UAF, n.d.-a).

## Alaska National Interest Lands Conservation Act (ANILCA)

Under ANCSA, the Secretary of the Interior was authorized to propose up to 80 million acres for conservation in Alaska (Section 17(d)(2)); Congress was given five years to approve or disapprove the recommendation (Ward, 2019). Because Congress was deadlocked in their decision and was not going to meet the five-year deadline, President Carter utilized the Antiquities Act to preserve 56 million acres of 17 new or expanded monuments within the state (Ward, 2019). Carter’s action angered many Alaskans who felt blindsided by the action and wanted more control over land decisions, sparking statewide protesting (Ward, 2019).

The controversy led Congress to pass and the President to sign into law the Alaska National Interest Lands Conservation Act (ANILCA) in 1980. It reversed Carter's enacted monuments while also protecting 104 million acres of federal land in Alaska, including 57 million acres that were designated as wilderness areas. Under this act, 10 new national park service units and nine new national wildlife refuges were established. To avoid a repeat of public backlash, Congress restricted presidential authority under the Antiquities Act within the state. (Ward, 2019).

In addition, Title VIII of ANILCA includes legislation on subsistence harvesting and fishing rights in Alaska. The language acknowledges the traditional and cultural importance of subsistence. It gives preference to “the taking on public lands of fish and wildlife for nonwasteful subsistence uses” (ANILCA, 1980) over commercial and sport harvesters; mandates that priority for subsistence uses of fish and wildlife be to “rural residents of Alaska, including both Natives and non-Natives” (ANILCA, 1980);

and ensures "rural residents engaged in subsistence uses shall have reasonable access to subsistence resources on the public lands" (ANILCA, 1980). ANILCA's passage gave the Secretary of the Department of Interior authority over management of federal lands. However, the State was given the option to manage subsistence hunting and fishing on federal lands in Alaska if they would include the same rural subsistence priority for State and private lands (UAF, n.d.-a); a state regulation in 1982 and then a statute in 1986 established a rural subsistence priority for state and private lands, giving the State management of subsistence on all lands in Alaska (UAF, n.d.-b). Court cases soon followed that caused the federal government to take on authority of federal public land management in the state (McDowell case) as well as federal jurisdiction of subsistence fishing in "navigable waters" (Katie John cases).

## McDowell v. The State of Alaska

The McDowell Decision refers to a landmark case in Alaska concerning subsistence hunting and fishing rights that led to the creation of the Federal Subsistence Board. The case originated in 1983 when Sam E. McDowell, an Anchorage businessman and sport-hunting advocate, and other plaintiffs filed a lawsuit challenging the 1978 state subsistence law which established a priority among subsistence users if there were not enough resources for all subsistence users; that priority included consideration of "customary and direct dependence, local residency, and availability of alternative resources". The plaintiffs amended their complaint several times over the years as state policy evolved, including an amendment to challenge the newly enacted 1986 subsistence law that included rural preference provisions for subsistence resources (Williss, 2003).

In 1989, the Alaska Supreme Court ruled in favor of McDowell, saying the 1986 state subsistence law discriminated against residents of non-rural areas, which violated the Alaska Constitution's guarantee of equal access to fish and wildlife resources for all Alaska residents. The 1986 law was ruled unconstitutional, and the Court suggested that a more equitable classification system based on individual characteristics would better



serve the purpose of the statute (Williss, 2003). Because this determination meant the State Constitution did not allow for rural subsistence use priority, the State fell out of compliance with ANILCA. As the State struggled to create an ANILCA complaint framework, the federal government took on a more active role in subsistence management to uphold ANILCA. Doing so led to ongoing legal battles between the State, the federal government, and Indigenous communities.

The authority for subsistence management of federal lands in Alaska was turned over to the Secretary of the Interior (DOI) and the Secretary of Agriculture (USDA) in 1990. The Secretaries created the Federal Subsistence Board (FSB) in 1992 and delegated subsistence management to this new regulatory body. In 1993, this regulatory process established a forum of discussion to elevate concerns shared by Regional Advisory Councils (RAC)s to the Secretaries' offices. The discussion allows the FSB to hear recommendations from individual members of the public as well as representative RAC members.

The significance of the McDowell decision lies in its impact on subsistence management in Alaska. It led to a reevaluation of how subsistence activities were regulated and prompted federal involvement in managing these resources. At the time it may have been believed the Federal Subsistence Board was to be a temporary solution to the misalignment between the requirements of rural subsistence priority written into federal law in ANILCA and the language of the Alaska State Constitution. Initially there were attempts to change the language in the Alaska Constitution to allow for full jurisdiction of subsistence management to go back to the State of Alaska, but those previous efforts failed and that effort has yet to come to fruition. This case sets a precedent for future legal and regulatory developments regarding subsistence rights in Alaska and sets the stage for many of the unresolved questions and conflicts that still exist today.

## Katie John v. United States

*"I learned more that day than is written in all the boxes of legal briefs in this long lasting court battle. I understand the strength, care and values that subsistence gives to Katie John's family, and to the thousands of similar families from Metlakatla to Bethel, from Norvik to Ft. Yukon to Barrow. I know - we all know - that what Katie John does is not wrong. It is right - right for her, right for the village."*

-Governor Knowles after meeting with Katie John in 2001

Like the McDowell decision, additional landmark decisions were made during the Katie John cases, which have significantly shaped subsistence management in Alaska and is a story that continues to inspire Indigenous leaders today.

In 1983, Katie John, Doris Charles, and the Mentasta Village Council requested that the Alaska Board of Fisheries reinstate subsistence fishing at Batzulnetas, a traditional harvest area, which the state had closed to fishing since 1964. The BOF denied the request but continued to permit the fishing of hundreds of thousands of salmon for sport and commercial fishing at the mouth of the Copper River. In response, Katie John, et. al. filed a suit against the State of Alaska in 1984.

This case began before the McDowell case when the State managed subsistence harvest of fish and wildlife on federal lands. Under ANILCA, the State was allowed to manage resources on federal lands if the State complied with ANILCA and maintained a rural subsistence priority. Under ANILCA, rural subsistence priority indicates all other user groups must first be restricted before reducing access for subsistence use. By allowing commercial fishing at the mouth of the Copper River, but not allowing subsistence fishing at Batzulnetas, the State was not upholding the subsistence priority set out in Section 804 of ANILCA. (Ahtna, Inc., 2022).

The State of Alaska argued for the conservation of the salmon resource; the State suggested that by closing tributaries of the Copper River to subsistence fishing and reducing that fishing pressure by reducing users, this course of action was one method of controlling the expansion of the fishery and protecting specific salmon stocks from being overfished. This approach did not take into consideration the Ahtna peoples' intimate knowledge of fish runs and traditional ways of management.



Following the McDowell case and the federal government assuming authority of subsistence management on federal lands in Alaska, Katie John, et. al. challenged the Federal Subsistence Board, maintaining that by refusing to take control over management of subsistence fisheries on navigable waters, the federal government failed to meet its obligations to manage subsistence uses on federal lands. In 1994, a federal district court ruled the federal government did indeed have the authority to manage subsistence fisheries on navigable waters. Disputes over what navigable waters fell under ANILCA and therefore FSMP jurisdiction followed. Ongoing litigation in various courts following the initial decision continued over many years.

Ultimately, the Katie John I case (Alaska v. Babbitt, 72 F.3d 698 (9th Cir. 1995)) pushed the federal government into assuming a more active role in the management of subsistence fisheries and expanded its jurisdiction to include fishing on more than half of Alaska's navigable waters. Challenges regarding management authority over navigable waters continue to this day.

(Ahtna, Inc., 2022), (Norris, 2002), (U.S. Congress, 1980)

Refer to the detailed timelines found in the Appendices outlining the years of litigation surrounding subsistence management in Alaska as state and federal agencies worked through the details of jurisdictional and mandate disputes. Note the differences in years for disputes, appeals, courts involved, and length of time for implementing changes.

## Detailed History of Subsistence Management in Alaska

**Pre-1867** For thousands of years, Alaska Natives harvest fish and wildlife resources.

**1867-1959** Following the Alaska Purchase, the Federal government manages Alaska's fish and wildlife resources.

**1960** The Federal government transfers the authority to manage fish and wildlife in Alaska to the newly established State government.

**1971** Congress passes the Alaska Native Claims Settlement Act (ANCSA) which conveys to Alaska Native Corporations title to more than 40 million acres of land and nearly \$962.5 million compensation. The Conference Committee report expressed the expectation that the Secretary of the Interior and the State of Alaska would take the action necessary to protect the subsistence needs of Alaska Natives.

**1978** State of Alaska subsistence law creates a priority for subsistence over all other fish and wildlife uses but does not define subsistence users.

**1980** Congress passes the Alaska National Interest Lands Conservation Act. Title VIII of ANILCA protects and continues subsistence for rural Alaskans. The law provides for state management of federal subsistence.

**1982** The Alaska Board of Fisheries and Game adopts regulations creating a rural subsistence preference. The State's program is in compliance with ANILCA.

**1986** The state legislature enacts a subsistence law (Chapter 52, SLA 1986) that codified the rural subsistence priority from regulation to state law.

**1989** (McDowell) The Alaska Supreme Court rules that the rural residency preference, provided by the State under ANILCA, violates the Alaska Constitution.

**1990** The Federal government begins managing subsistence hunting, trapping and fishing (limited to non-navigable waters) on Alaska's Federal public lands.

**1992** The Federal government adopts final subsistence management regulations for Federal public lands. The Federal Subsistence Board is created.

**1993** Federal Subsistence Regional Advisory Councils are established.

**1995** (Katie John) The Ninth Circuit Court of Appeals rules that the Federal Subsistence Board should expand its management of subsistence fisheries to include all navigable waters in which the United States holds reserved water rights, such as waters on or next to

wildlife refuges, national parks, and national forests. Congressional moratoriums prevent this ruling from taking effect until October 1, 1999.

**1999** (Katie John Decision) Federal subsistence management expands to include fisheries on all Federally managed public lands and waters, including navigable waters.

**2009** The Secretary of the Interior announces a review of the Federal Subsistence Management Program to ensure the program is best serving rural Alaska residents and the letter and spirit of Title VIII of ANILCA are being met.

**2011** Based on the review recommendations, the Secretaries of the Interior and Agriculture issue a memorandum directing the Federal Subsistence Board to initiate several actions, including increasing the membership of the FSB to include two public members representing rural subsistence users.

**2012** Two public members are appointed to the Federal Subsistence Board by the Secretaries.

**2012** The FSB adopts its Tribal consultation policy. The policy provides the framework for the Board's consultations with Federally recognized Tribes while maintaining the central role of the Federal Subsistence Regional Advisory Councils as advisors to the Board.

**2015** The Secretaries revise the regulations governing the rural determination process allowing the Federal Subsistence Board to define which communities or areas of Alaska are non-rural (all other communities and areas are, therefore, rural). The process enables the Board more flexibility in making decisions including accounting for regional differences. The new process allows for greater input from the Subsistence Regional Advisory Councils, Federally recognized Tribes of Alaska, Alaska Native Corporations, and the public.

**2024** The Federal Subsistence Board adds three new public members, all nominated by federally recognized Alaska Native Tribes, to strengthen Alaska Tribal representation. Members must have "personal knowledge of and direct experience with subsistence practices in rural Alaska, including Alaska Native subsistence uses, and will be appointed by the Secretary of the Interior with the concurrence of the Secretary of Agriculture. The FSB Chair will also be required to have expertise in rural subsistence" (USDA, 2024).

**2025** The Secretaries of the DOI and USDA appoint to the FSB three public members, nominated by Tribes.

This timeline is sourced from NPS (2017) and the DOI FSMP website, [doi.gov/subsistence/library/history](https://doi.gov/subsistence/library/history). A version from K. Illingworth at the University of Alaska Fairbanks can also be found in this guide's Appendices.

---

# Navigating Dual Management

## STUDENT OBJECTIVES

- Describe the State of Alaska’s role in providing for subsistence hunting and fishing opportunities and how they participate in the federal subsistence system under ANILCA.
- Identify what a dual management system means, what it looks like in Alaska, and how it works.

## SUGGESTED FACILITATION

- **Discussion:** Refer to the history that has already been reviewed and allow students to ask questions. Remind them of ANILCA and what that was about. Continue to think about the State’s role in the process and how the State contributes to management.

## GUEST SPEAKER

- **Suggestion:** A current or former member of the Board of Fisheries or Board of Game, a member of a community advisory committee to ADF&G, a State representative such as someone in the ADF&G State-Federal Subsistence Liaison Office, or a local area management biologist or state subsistence program staff.
- **Past Speaker Example:** A State of Alaska representative spoke about the State’s role in managing subsistence resources, discussed parts of the history that are still unresolved and the challenges of working within a dual management system.
- Students may watch the Heather Kendall Miller Take-Home Activity Video regarding the Katie John cases listed later in this module during class in place of a guest speaker if one is not available.



Photo by Lee House

## DISCUSSION OPPORTUNITY

- How does the state of Alaska participate in this process? How do they contribute to management decisions?
- What are some of the challenges and opportunities of using a dual management system? How might those perspectives vary?

## State Management of Subsistence and Dual Management

### Subsistence Management on State and Private Lands

The State oversees subsistence management on non-federal state and private lands in Alaska through the Subsistence Division of the Alaska Department of Fish and Game (ADF&G). Alaska’s first subsistence statute was passed in 1978 and “established subsistence as the priority use of Alaska’s fish and wildlife” (ADF&G, n.d.-b). “The law defined subsistence as ‘customary and traditional uses’ of fish and wildlife and highlighted the unique importance of wild resources, and the continuing role of subsistence activities in sustaining the long-established ways of life in Alaska” (ADF&G, n.d.-b). The state law directs the Board of Fisheries (BOF) and Board of Game (BOG) to identify the “fish stocks and game populations that are customarily and traditionally used for subsistence in Alaska” and determine the “amount reasonably necessary for subsistence uses in keeping in mind the sustained yield principle” (ADF&G, n.d.-b). The BOF or BOG then adopts “subsistence regulations that provide a reasonable opportunity for subsistence uses first before providing for other uses of any harvestable surplus of a fish stock or game population [AS 16.05.258 (b)]” (ADF&G, n.d.-b) known as the “subsistence priority.”

## Nonsubsistence Use Areas

Nonsubsistence Use Areas are areas in Alaska where the Joint Board of Fisheries and Game determined, through analysis of 12 socioeconomic characteristics, that "subsistence is not a principal characteristic of the economy, culture, and way of life." (AS 16.05.258(c)). In these areas subsistence hunting and fishing is prohibited under State law. Residents and visitors may still harvest under other nonsubsistence regulations, e.g. sport, personal use, and commercial regulations (ADF&G, n.d.-a).

Locate the list of 12 characteristics online: [adfg.alaska.gov/index.cfm?adfg=fishingSubsistencebyArea.nonSubsistenceUse](https://adfg.alaska.gov/index.cfm?adfg=fishingSubsistencebyArea.nonSubsistenceUse)

## Differences in Subsistence Harvest Users

Differences in the users who qualify to participate in subsistence harvesting exist between the mandates the State is required to follow according to the Alaska State Constitution and the mandates the federal land management agencies are required to follow according to ANILCA. The State is constitutionally obligated to manage subsistence resources of Alaska to provide an equal opportunity for **all Alaska residents**. Federal agencies, however, are bound to provisions of ANILCA which upholds a priority for **rural Alaska residents'** subsistence access to fish and wildlife on Federal public lands. Rural residents who qualify for subsistence priority under ANILCA are "federally qualified subsistence users" (see Module Three for more information). "Subsistence hunting and fishing are restricted in non-rural areas of Alaska by the federal and state programs. Federal law allows subsistence harvests only by residents of rural areas. State law permits subsistence harvests by any Alaska resident in areas outside the boundaries of 'nonsubsistence areas.'" (Fall, 2018).

It is important to understand that under the state law, the State is responsible for the management of fish and wildlife **on all lands and waters in the state with sustainable yield principles and a subsistence harvest priority**. This responsibility includes Federal public lands within Alaska. However, with the McDowell case decision in 1989 that removed the rural priority for subsistence harvesting, the federal government stepped in to assume authority of subsistence management of Federal public lands within the state under the provisions of ANILCA. While the Federal Subsistence Management Program was established, technically the State law did not change.



Photo by Allen Miller/USFWS

According to state statutes, the State is still responsible for subsistence management of all lands and waters in Alaska.

## Dual Management

Alaska is broken up into different management units that include a mix of state, federal, privately-owned, regional, and Native village corporation or Native allotment lands. Because of the overlapping State–federal responsibilities in many areas, Alaska utilizes a "dual management" system. This dual management means "fishing, hunting, and trapping regulations apply on non-federal lands in Alaska, and, in general, all Alaska residents are eligible to hunt under the state regulations. State regulations also apply on federal lands unless they are specifically closed to non-Federally qualified users. Federal subsistence regulations, on the other hand, apply only on federally managed lands and dictate where only rural Alaskans may fish or hunt using those regulations. Federal subsistence regulations give rural hunters priority on federal lands when there is a difference in the regulations." (Shantz, 2021) This is especially significant in times of scarcity of resources.

Dual management allows for collaborative management of fish and wildlife resources to ensure access of subsistence uses for continuation of culture as well as Alaskan ways of life. Through dual management, the State of Alaska oversees the subsistence management of fish and game on non-federal state and private lands, including Alaska Native Corporation-owned and tribally owned lands. The federal government oversees subsistence management of Federal public lands, navigable waters within Federal public lands, and navigable waters within Alaska.



Recognizing these differences in mandates, it becomes apparent there are inherent conflicts in identifying how best to manage fish and wildlife resources in the best interest of the people of Alaska. Consider the complicated history that was shared in previous sections of this guide.

### How do Alaskans honor all the laws and provisions while still supporting access to these critical wild and renewable resources?

Due to the overlapping management systems, the Alaska Department of Fish and Game recommends “A harvester should consult both the federal subsistence regulation booklets and the state subsistence fishing and general hunting regulations booklets to be apprised of the complete set of hunting or fishing regulations in a particular area” (Fall, 2018).

## The Complexities and Differences of Geographical Jurisdiction

### Submerged and Tide Lands

Under the Submerged Lands Act, the State of Alaska holds title to the submerged lands and the water column from the Mean High Water (MHW) mark seaward for three nautical miles (AK DNR MLW, 2024), giving the Alaska Department of Fish and Game (ADF&G) primary management authority over coastal fisheries. The Mean High Water Mark is the tide line identifying the average of all the high tides as defined by 11 AAC 53.900(15) (AK DNR, n.d.-a). Federal subsistence management is generally limited to inland fresh waters. An exception includes “pre-statehood withdrawals” where the federal government explicitly reserved the tidelands for a specific purpose before 1959, e.g. Glacier Bay National Park (AK DNR, n.d.-b). Beyond the three-mile limit, authority shifts to the federal government (NOAA Fisheries/ National Marine Fisheries Service) under the Magnuson-Stevens Act.

## DISCUSSION OPPORTUNITY

- What components of these systems of regulatory management around fish and wildlife remain unresolved?
- How do you think unresolved components could be resolved?
- If you had the power to overhaul the system, what would you change or keep the same and why? How could the systems be improved?

### Navigable versus Non-Navigable Waters

The question of whether waters are deemed to be navigable versus non-navigable in Alaska has been and continues to be highly debated between the State of Alaska and the Federal government (AK DNR, n.d.-b). The Daniel Ball Test, established over a century ago, is generally used to determine navigability; however, disagreements in the applications of terms and phrases within that test exist (AK DNR, n.d.-b). Water are navigable waters “when they are used or are susceptible of being used in their ordinary condition as highways for commerce over which trade and travel are or may be conducted in the customary modes of trade and travel on water” (The Daniel Ball, 1870).

For non-navigable waters, the owner of the surrounding uplands (the land inland from the mean high water (MHW) mark) owns the submerged bed and has primary jurisdiction over the harvest; if the uplands are privately-owned, it falls under State harvesting management. For navigable waters, submerged bed ownership was granted to the State at statehood (Equal Footing Doctrine). The State manages its sport and commercial use, but the

Federal government has jurisdiction of the navigable waters that flow through or adjacent to Conservation System Unit (CSU) federal lands where there is a federal reserved water right (AK DNR, n.d.-a). Federal subsistence management over navigable waters only applies where the Federal government has a reserved water right. Reserved water rights are often in place for lands specifically set aside by Congress for conservation, e.g. National Parks, Refuges, and National Forests. Navigable waters that flow through "general domain" Bureau of Land Management lands or Military Reservations (DoD) generally do not have reserved water rights for fish and wildlife purposes. Where there is no reserved water right, the management of harvests in those navigable rivers falls under the State of Alaska.

Refer to a table highlighting the variation in harvest management jurisdictions between the State and Federal governments in the Appendices of this guide.

## Current State of Alaska Responsibilities

- Collects data on fish and wildlife populations statewide;
- Manages fish and wildlife populations on all lands and waters within the state of Alaska consistent with sustainable yield principles and a subsistence harvest priority.
- Shares data the federal agencies utilize in reports for the consideration of proposed regulatory changes;
- Manages access equally for all Alaskans;
- Contributes to the FSB discussion and officially weighs in with State of Alaska recommendations (but does not have a voting or decision-making seat on the Federal Subsistence Board).

Debates continue over who should manage subsistence hunting and fishing, and the role of state and federal agencies alongside Indigenous co-management in efforts of regulating the harvest of wild renewable resources.

**Collaboration will be key in all future efforts of stewardship and sustainable management of fish and wildlife for generations to come.**



## Navigating Interjurisdictional Issues

**Not all concerns can be addressed or solved through the Federal Subsistence Board regulatory process alone. To be effective in addressing community access and to ensure continued subsistence access, it is necessary to participate in other regulatory policy meetings.**

Individuals must identify which regulatory body to work through on an issue depending on how one would like to address it. The appropriate board, council or regulatory process chosen will be reflective of the jurisdiction under which the resource in question is managed. Knowing which process is necessary to navigate can be identified through factors such as geographical boundary lines, regulatory mandates, or the species in question and who is responsible for the research and management. Sometimes there are multiple ways to approach a problem that may require working through various regulatory bodies simultaneously or at different times.

## Fisheries Resource Management

There are three primary layers of management mandates that guide fisheries resource management decisions in Alaska including:

### 1. Federal Subsistence Board

Management with the goal of upholding rural priority according to ANILCA

- FSB: [doi.gov/subsistence/board](https://doi.gov/subsistence/board)
- ANILCA Title VIII: [doi.gov/sites/doi.gov/files/13-anilca-title-8-508.pdf](https://doi.gov/sites/doi.gov/files/13-anilca-title-8-508.pdf)

### 2. State of Alaska

Management of non-federal state and private lands and waters, including Alaska Native Corporation-owned and tribally owned lands, through the Board of Fisheries (BOF) with the goal of upholding equal access for ALL Alaska residents according to the Alaska State Constitution

- Subsistence in Alaska: [adfg.alaska.gov/index.cfm?adfg=subsistence.main](https://adfg.alaska.gov/index.cfm?adfg=subsistence.main)
- Advisory Committees: [adfg.alaska.gov/index.cfm?adfg=process.advisory](https://adfg.alaska.gov/index.cfm?adfg=process.advisory)
- BOF and BOG Process: [adfg.alaska.gov/index.cfm?adfg=process.main](https://adfg.alaska.gov/index.cfm?adfg=process.main)



Photo by Bethany Goodrich

### 3. North Pacific Fishery Management Council (NPFMC), with support from the National Marine Fisheries Service (NMFS)

Management of fisheries in the 200-mile Exclusive Economic Zone. The NPFMC is one of eight regional councils established by the Magnuson-Stevens Fishery Conservation and Management Act in 1976 and is required to follow the guidelines of the 10 National Standards. According to National Standard #4, the council is required to make decisions for the benefit of the nation as a whole and therefore cannot prioritize the needs of one state or user group over another. NMFS is also commonly referred to as NOAA Fisheries, which has oversight under the Department of Commerce.

- NPFMC: [npfmc.org](https://npfmc.org)
- Magnuson-Stevens Act: [fisheries.noaa.gov/s3//dam-migration/msa-amended-2007.pdf](https://fisheries.noaa.gov/s3//dam-migration/msa-amended-2007.pdf)
- NOAA Laws & Policies: [fisheries.noaa.gov/topic/laws-policies/magnuson-stevens-act](https://fisheries.noaa.gov/topic/laws-policies/magnuson-stevens-act)

Refer to the quick guide later in this module to identify who manages what resources under which jurisdictions as well as the differences in how they are structured or appointed. Note the differences regarding geographical jurisdiction, species managed, as well as the differences between the various mandates under which each system is governed. Find additional tables with management jurisdiction comparisons in the Appendices.

These varying management goals create challenges for users and resource managers.

Despite the frustration of multiple mandates, there are opportunities to work across the systems to address interjurisdictional fisheries issues through collaboration between local *Advisory Committees* (to the Board of Fish and the Board of Game) and *Regional Advisory Councils* (to the Federal Subsistence Board) to elevate local concerns in all of these forums across all jurisdictions with any impact to subsistence users. Language referencing encouragement for this collaboration can be found under ANILCA "§805. Local and regional participation."

## Game Resource Management

Like that of fisheries, there is dual management of subsistence harvesting of game/wildlife in Alaska. The Federal government through the FSB oversees subsistence hunting on Federal public lands in the state. The State oversees subsistence harvesting of game through the Subsistence Division of ADF&G with the



Photo by Lee House

Board of Game (BOG) on all state lands as well as private, non-federal lands (including Alaska Native Corporation-owned and tribally owned lands).

*Note: Additional Federal statutes exist for certain resource specific harvesting including Marine Mammal Protection Act, the Endangered Species Act, the Migratory Bird Treaty Act, and the Whaling Convention Act. Some of these acts are the result of international treaties. The Pacific Salmon Commission, the International Pacific Halibut Commission, and the International Whaling Commission are examples of regulatory bodies that manage harvest regulations internationally between multiple countries. Harvests regulated under these acts and bodies fall outside of the FSMP and State harvesting regulations.*

## Build Your Knowledge

The Marine Resource Education Program (MREP) is a nationwide, fisheries policy training program developed and delivered through the Gulf of Maine Research Institute (GMRI). GMRI runs, manages, and delivers regional programming on behalf of regional fisheries leaders with support from the NPFMC and steering committee members.

Through collaborative, relevant workshops, MREP serves to educate and engage fisherpeople in fisheries science and the federal fisheries management council process. The annual, week-long, workshop is fully funded—including travel, lodging, and meals—and allows participants to interact with fisheries management professionals, i.e. scientists, council coordinators,

decision-makers, and state and federal agency leadership. The goal is to build skills to effectively participate in management processes while fostering relationships with others involved in fisheries policy regardless of their perspectives.

For more information, program materials, and to apply to participate in the North Pacific workshop next year, go to [mrep.gmri.org](http://mrep.gmri.org)

## Take-Home Activity

Share the short, Katie John article with students as take-home reading:

- Ahtna, Incorporated. (2022). Alaska Native rights champion Katie John lived what she believed: Honesty, trust, love, and forgiveness. *Alaska Park Science* 21(1): 52-57. [nps.gov/articles/000/aps-21-1-6.htm](https://nps.gov/articles/000/aps-21-1-6.htm)
















Encourage students to watch the Subsistence History video as a take-home activity (they can also watch it during class in place of a guest speaker):

- Native Peoples Action (2024, April 15). Warrior Up! Webinar: Heather Kendall Miller on Subsistence History and Law. [facebook.com/reel/310517572063542](https://facebook.com/reel/310517572063542)

# Quick Guide: Regulatory Fish & Wildlife Management Bodies in Alaska

To be effective in the public process, it is important to determine which regulatory body to work through for each issue. Identify the proper regulatory body through factors such as geographical boundary lines (area of jurisdiction),

mandates, or the species in question. Sometimes there are multiple ways to approach a problem, which may require working through more than one regulatory body or working across jurisdictions.

	Board of Fisheries (BOF) / Board of Game (BOG)	Federal Subsistence Board (FSB)	North Pacific Fishery Management Council (NPFMC)
<b>Area of Jurisdiction*</b>	BOF: Internal waters of Alaska & MHW Mark to 3 nautical miles BOG: State and private lands	Federal lands and adjacent waters	Federal waters (3 to 200 nautical miles)
<b>Agency</b>	Alaska Department of Fish & Game (ADF&G), Subsistence Division	US Department of Interior (DOI) and the US Department of Agriculture (USDA)	US Department of Commerce – National Oceanic and Atmospheric Administration (NOAA)
<b>Board Structure</b>	<p>7 Members (BOF)</p>  <p>7 Alaska Representatives (Governor-appointed, confirmed by AK State Legislature)</p> <hr/> <p>7 Members (BOG)</p>  <p>7 Alaska Representatives (Governor-appointed, confirmed by AK State Legislature)</p>	<p>11 Members</p> <p><b>6 Public Representatives</b> (Appointed by Secretaries of DOI and USDA)</p>  <p>3 Designated Rural Alaskan Subsistence Representatives</p>  <p>3 Tribal-nominated Representatives**</p> <p><b>5 Federal Land Management Agency Representatives</b></p> <ul style="list-style-type: none"> <li> US Dept. of Agriculture Forest Service (USDA FS)</li> <li> Bureau of Indian Affairs (BIA)</li> <li> National Parks Service (NPS)</li> <li> Bureau of Land Management (BLM)</li> <li> US Fish &amp; Wildlife Services Alaska Region (USFWS-AK)</li> </ul>	<p>15 Members</p> <p><b>11 Voting Members</b></p>  <p>7 Appointed Members (Nominated by AK and WA Governors, appointed by the US Secretary of Commerce)</p>  <p>4 Principle Officials from ADF&amp;G, WA Dept. Fish &amp; Wildlife, OR Dept. Fish &amp; Wildlife, and National Marine Fisheries AK Regional Office</p> <p><b>4 Non-Voting Members</b></p> <ul style="list-style-type: none"> <li> Pacific States Marine Fisheries Commission</li> <li> US Fish &amp; Wildlife Service</li> <li> US Department of State</li> <li> US Coast Guard</li> </ul>
<b>Advisory Group</b>	84+ Advisory Committees Community (AC)s	10 Regional Advisory Council members (RAC)	1 Advisory Panel (AP) with AK, WA, and OR members
<b>Mandate</b>	Provide Access for ALL Alaska residents (AK State Constitution)	Uphold Subsistence Priority for Rural Alaskans (ANILCA)	Provide for the benefit of the Nation as a whole (Magnuson-Stevens Act National Standard #4)

\*Refer to earlier sections of Module Two in this guide for a more extensive look at specific jurisdiction differences and exceptions. Check the Federal Regulations Books for jurisdictions of specific areas and harvest rules for users.

\*\*Nominations must come from federally recognized Tribal governments in Alaska. They are not required to be Alaska Native or members of a Tribe but must have personal knowledge of and direct experience with subsistence practices in rural Alaska, including Alaska Native subsistence uses.

## OTHER REGULATORY BODIES

- Alaska State Legislature
- Other State Agencies (ADF&G, DEC, DOR, etc.)
- Local Government (City Assembly, Harbor Board, etc.)
- International Treaty Commissions (Intl. Pacific Halibut Commission (IPHC), Pacific Salmon Commission (PSC), Intl. Whaling Commission (IWC), etc.)



## How Meetings Work

### STUDENT OBJECTIVES

- Describe the culture of regulatory meetings and policy making procedures.
- Develop a working knowledge of Robert's Rules of Order for parliamentary procedure and identify the stages of how an issue moves through the process into implementation.
- Identify key moments and stages in the process for public comment and participation.

### SUGGESTED FACILITATION

- Consider your own experiences at meetings and use Robert's Rules of Order to have a discussion with the students about examples of motions and things you have seen play out.
- Bring in a guest speaker with this experience to add value to this conversation.
- **Activity Idea:** Hold a mock meeting. Have students serve in the roles of board members. Have them focus on one specific issue and take turns practicing the different parts of Robert's Rules by having them make a motion, second it, discuss the issue, and vote on the issue. One individual should be the Chairman or moderator, and the rest can be group members. If there are enough students in the group, individuals can practice giving testimony on an issue, and different user group representatives may be assigned.

### GUEST SPEAKER (OPTIONAL)

- **Suggestion:** A current or former member of a Board, Advisory Council, or even the Advisory Panel to North Pacific Fisheries Management Council (NPFMC).
- **Past Speaker Example:** A former Chair of the Advisory Panel to the NPFMC and charter fisherman spoke to the class about Robert's Rules of Order as well as civil discourse (see next section).

### DISCUSSION OPPORTUNITY

Consider providing an opportunity for students to reflect on past experiences or lack of experience in these types of meetings.

- Have you participated in meetings in the past that were formal or included a specific process such as Robert's Rules of Order, e.g. Tribal Council, city assembly, student government, or a town hall? What was it like?
- What questions do you have about these meetings?
- If you have not participated in these types of meetings, what do you think they will be like?

This discussion is an important opportunity to share negative feelings and experiences in these types of meetings. Allow opportunities for conversation around the pros and cons of these systems. Discuss why it might be important to learn to participate in these systems even if they are not ideal or easy.

# Culture of Regulatory Meeting Spaces

The regulatory meetings occur in a professional environment. People representing different interest groups, organizations, government agencies, Tribes, and others will be present—each with their own agenda and opinions on issues that will be discussed. It is important to remember that people have their own interests, their own first-hand experiences. Everyone has their own idea of what actions should come out of these meetings.

When you are in these meetings, there should be an effort made to show up with curiosity and kindness to understand opposing perspectives even if you do not agree with them. Without an attempt to understand multiple viewpoints, there is no way to identify common ground and come to a possible solution to move forward. Compromise is not always possible or reasonable, but oftentimes it is necessary to move forward to make some progress in a positive direction.

## Understanding Robert's Rules of Order

Robert's Rules of Order is a reference document for parliamentary procedure first published in 1876, and it is the most widely used method in the English-speaking world. Its purpose is to "enable assemblies of any size, with due regard for every member's opinion, to arrive at the general will on the maximum number of questions of varying complexity in a minimum amount of time and under all kinds of internal climate ranging from total harmony to hardened or impassioned division of opinion."

### What is a Motion?

A motion is a statement that defines the topic to be discussed, brought forward by one of the voting board members. Motions are the building blocks with which plans are built. They should be phrased as a positive action to take; if the group decides not to take the action stated in the motion, the motion should be voted down. Negative motions are generally not permitted.

## How to Make a Motion

To begin a discussion on a topic, you must start with a main motion. The Chairman will call for a motion or a board member will volunteer a motion. For example, "I move to support Proposal 195 reducing the beaver harvest." Motions should be clear, simple, and easily understood to ensure all board members can determine which side of the issue they are on. Once a motion is made, a different individual on the board must Second the Motion, which can be as simple as saying, "I second the motion," or "I second the motion to support Proposal 195 reducing the beaver harvest." Discussion follows once a motion is made to "take action." The board cannot "take action" without a motion.

## A Few Basic Rules

- Only one topic may be before a group at a time through a motion.
- Only one person may speak at a time during discussion of a motion. The individual who made the motion speaks first to explain their reasoning for the motion. Each speaker must be recognized by the Chairman prior to speaking. Speakers should state whether they are for or against the motion before sharing their arguments.
- Each item presented for consideration is entitled to full debate. People who do not share the point of view of the majority have a right to have their ideas presented for consideration, but ultimately the majority will determine what the group will or will not do.



Photo by Parker Stone



Photo by Bethany Goodrich

## Types of Subsidiary Motions

There are different types of subsidiary motions for the many situations which can arise during discussions following a main motion. A few of the more common subsidiary motions are listed below as outlined in Mary Beth Tooley's Marine Resource Education Program (MREP) (2024a) workshop presentation, Robert's Rules of Order: A Guide to Parliamentary Procedure:

**Motion to Amend:** This motion changes the original motion in some detail or clarifies the meaning or intent of the original motion. If it passes, it requires a second round of voting to make the amendment the new language of main motion.

**Motion to Substitute:** This motion is more drastic pivot than an amendment and completely replaces the main motion rather than a simple reframe or amendment of the discussion. If it passes, it requires a second round of voting to make the amendment the new language of main motion.

**Motion to Table:** A motion to table is used to postpone the discussion until the group decides by majority vote to reintroduce the topic. It requires a second and is non-debatable. It is best when the motion to table indicates a certain time for reintroduction of the topic, as a motion that is tabled for an indefinite period may never really resurface.

---

### Resources

Digital copies of past workshop learning materials can be found at Marine Resource Education Program (MREP) – North Pacific region, hosted by the Gulf of Maine Research Institute (n.d.) [mrep.gmri.org/alumni/north-pacific](https://mrep.gmri.org/alumni/north-pacific)

**Motion to Call the Question:** This motion is a formal motion to end further debate, and it requires a two-third majority to pass. If it passes, debate ends, and the main motion goes to a vote.

**Motion to Reconsider:** This motion is an attempt to revisit a previous decision with consideration for new information. It must be made by a group member on the prevailing side of the previous vote. The prevailing side is the side that received the majority in the vote, so someone on the prevailing side is a member who voted "yes" if the original motion passed or "no" if the motion failed.

## On the Record

During public meetings, all formal comments given by public members as well as others participating in the process are "on the record", which means they are recorded and are available as online transcriptions to the public following the meetings. For this reason, it is important to be thoughtful about what you share and how you deliver your comments.

### DISCUSSION OPPORTUNITY

- Do you think it is hard to look at a situation from a different perspective? Why, why not?
- What is necessary to try to have a conversation with someone who disagrees with you or is on a different side of an issue?
- Are there moments when compromise is not acceptable or not possible?
- What do you think is the best way to resolve conflicts when neither side wants to budge?



# Strategies of Negotiation and Importance of Civil Discourse

## STUDENT OBJECTIVES

- Identify the definition of civil discourse and its importance in regulatory management.
- Describe ways to work through an issue and navigate differing opinions while treating all people in the conversation with kindness and respect.

## SUGGESTED FACILITATION

Ask the students to go through the process of working through an issue. Have students negotiate with someone with an opposing viewpoint while making an effort to solve the problem.

**Activity Idea:** Pick one well-known local issue. Ask students to write their opinion of the issue and why. Break the students up based on opposing opinions, and put them in small groups with an even number of members from both sides in each to work through the Tips for Being an Effective Negotiator listed later in this section. Give students enough time to start coming up with possible solutions or identify the key points of gridlock. Reflect as a class with sharing from each group. Allow the students to think critically about their experience by identifying how it felt in the moment while highlighting approaches or tactics that worked well or were ineffective. Was it hard to shift a perspective?

## DISCUSSION OPPORTUNITY

- What does it mean to be an effective negotiator?
- Consider moments when negotiations are more successful or less successful.
- What has your experience of negotiating (even small things) been like in the past, e.g. curfew time, chore schedule, or rules in general?
- Have you witnessed people who were effective versus not at all effective? Describe what worked about an approach or didn't and the impression that left on others.

Consider the big issues currently taking place in your region or around the state; use these real issues as examples when discussing ways to negotiate. It may be helpful to reference an upcoming agenda to identify issues.

# Importance of Civil Discourse

Civil discourse is a practice of deliberating about matters of public concern in a way that seeks to promote understanding and expand knowledge. The word 'civil' relates directly to the word 'civic' in the sense of being oriented to public life or having politeness (Cambridge University Press, n.d.-a). Discourse is defined as the use of written or spoken communications (Cambridge University Press, n.d.-b). This practice of civil discourse is an essential part of a democratic society, a foundation of civil service, deeply rooted in freedom of speech. The goal in this approach is to deliberate about issues that are of concern to society in a way that seeks to help all participants understand one another while providing an opportunity for all voices to be heard and considered in the decision-making process.

When you are in these meetings, there should be an effort made to show up with curiosity and kindness to understand multiple perspectives regarding an issue even if you do not agree with them. Without an attempt to understand multiple viewpoints, it becomes difficult or impossible to identify common ground and come to a possible solution or find ways to address a concern moving forward.

Key characteristics of civil discourse include:

- Disagreement without disrespect
- Desire to find common ground or openness to identifying overlapping interests and needs, or shared challenges and concerns
- Active listening beyond reliance on personal preconceptions
- Remaining present and attentive in dialogues despite deep disagreements

All of the above-mentioned practices can be hard for individuals to perform, especially when there is a lot of passion or emotion involved and especially when there is much at stake.

Putting forth the extra effort to be empathetic towards others, to show kindness and respect towards other people especially in moments of disagreement, and to move beyond personal preconceptions will help you gain respect and become more effective in all public spaces including these fish and wildlife regulatory processes.

## Tips for Being an Effective Negotiator

- Identify your position and interests. These are your key talking points.
- Understand the issue and consider the impacts on other groups or regions.
- Identify potential allies and adversaries.
- Listen to the opinions of those on all sides of the issue.
- Consider what common ground may exist between the opposing sides.
- Identify the best and worst options for each side.
- Think about possible decisions that fall in the middle of the opposing sides.

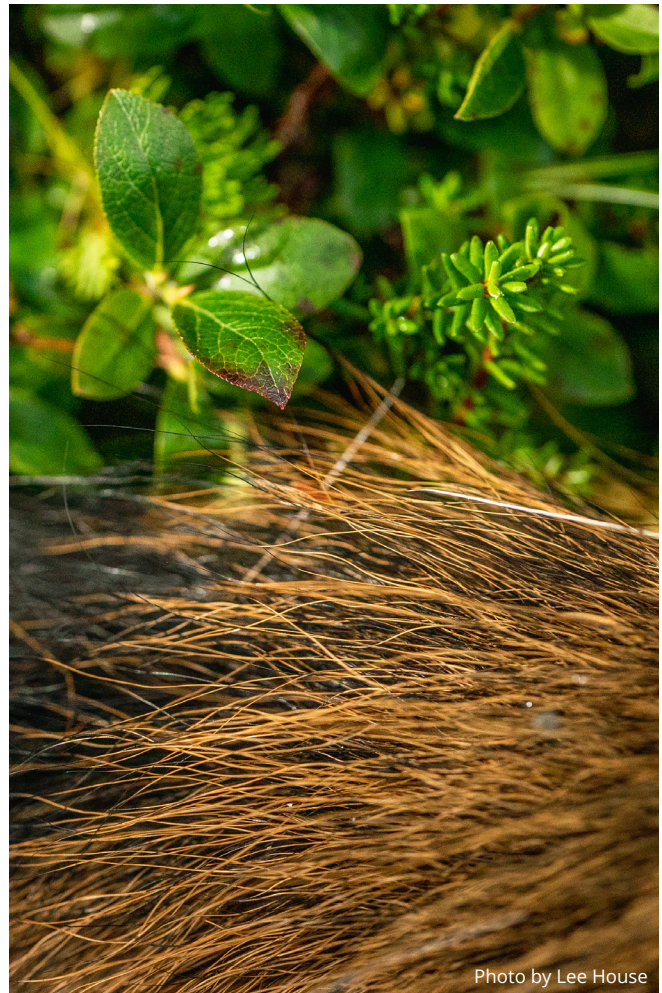


Photo by Lee House

# How to Work through an Issue

**Positions:** Your set of circumstances, or the situation you want. For example, “I am opposed to this moose closure.”

**Interests:** Reasons for your position, i.e. needs, motivations, desires, and concerns. For example, “The families in my community harvest moose each year to fill our freezers and feed ourselves.”

## Working through an Issue

- Understand the issue and consider the impact of a potential change.
- Identify your position and interests or reasons for your position (key talking points).
- Listen to the opinions of those on both sides of the issue.
- Find common ground between you and the opposing side.
- What are the best and worst options? Can you think of a decision that’s in the middle?
- Determine your bottom line or walk away.

(Tooley, 2024b)

## The Scalpel vs. the Sledgehammer

When writing a proposal to address an issue or concern, be thoughtful about how the proposed solution could impact other users, user groups, or communities. Sometimes there may be multiple proposals that address a specific concern. Some may be more extreme and sweeping while others may have a smaller impact on specific areas or populations addressed. Consider the old expression about the use of a scalpel versus the use of a sledgehammer to fix something. The “scalpel” allows the individual to be more precise in what actions they take in a way that is potentially less “painful” and has a smaller “cut” so to speak. A “sledgehammer” is going to reflect more sweeping actions that could be more destructive or have greater negative impacts to other users.

It is important to be conscientious of the ripples when deciding on the action. Considering who may be most impacted on all sides, if the proposal were to pass, is a good way to identify the potential opposition to the proposed action. Doing so also helps to identify other actions, adjustments or amendments that could make an issue more likely to be passed. Extreme actions are only



Photo by Parker Stone

necessary in extreme circumstances. Solutions that seek to solve problems with the least impact on other users are more likely to pass and receive less public scrutiny.

## Compromise

Often, the outcome is not one which all parties are happy about. Sometimes it has been said that a good outcome leaves no party fully happy. Common ground must be identified to find solutions. As resources become more scarce, there will be moments when everyone will have to give up a little for the greater good of the whole. Working toward middle ground on a problem is often the way to move forward, although there are sometimes situations where compromise is not an acceptable way to address a problem or may not be done in a way that is fair to all users. In those moments consider who gains and who loses.

### DISCUSSION OPPORTUNITY

- Why is compromise difficult?
- Are there times when compromise is not acceptable?
- Can you think of an example where there is no reasonable compromise solution?
- Can you think of an example of a great compromise solution to a problem?
- Why is it important to have conversations with people you don’t agree with?

Find additional discussion questions around this conversation in the Appendices.

# 3. Part I: Federal Subsistence Management Program 101

## MODULE 3 MATERIAL COVERED

- Structure of the Program, Agencies Involved, and the “Lifecycle of a Proposal”
- Cultivating Resilience and Combating Burnout

## MODULE 3 ASSIGNMENTS

- Interview Assignment
- Proposal Writing Template Handout

---

## Program Structure, Agencies Involved, and the “Lifecycle of a Proposal”

### STUDENT OBJECTIVES

- Summarize the major components of the Federal Subsistence Program.
- Identify the structure of a Regional Advisory Council (RAC) meeting, and be able to draw the layout of the room. Understand how the RACs contribute to the process.
- Describe the structure of the Federal Subsistence Board meeting, and be able to draw the layout of the room.
- Recognize the stages of how changes are made, and how issues move through the process.

### GUEST SPEAKER (OPTIONAL)

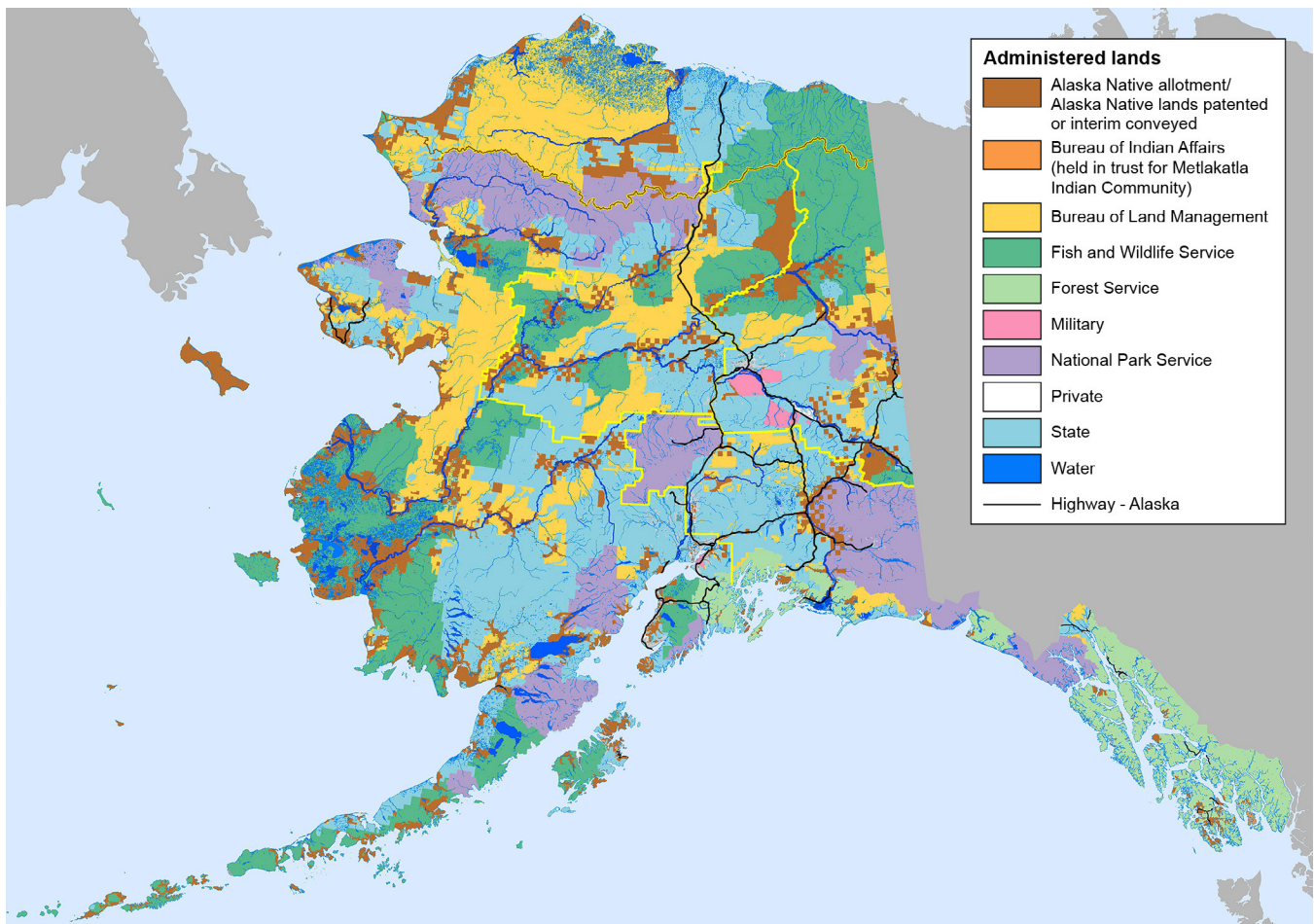
- Consider asking a federal agency member involved in the Federal Subsistence Board such as the Forest Service or Office of Subsistence Management to be a guest speaker. They may be able to provide a presentation during their conversation with the students.
- **Past Guest Speakers:** A federal employee involved in the subsistence management program spoke about the process a proposal must go through before it gets published in the federal register. They emphasized public engagement by highlighting opportunities for public comment and participation.

### SUGGESTED FACILITATION

- Ask students to identify a few concerns that could be addressed through the Federal Subsistence Management Program. Have the group work through the best mechanisms and tools that could be used to navigate the systems to address those concerns.
- Review the major regulatory bodies in Alaska with the students found in the “Quick Guide: Regulatory Bodies that Influence Alaska Fisheries Management”.

### DISCUSSION OPPORTUNITY

- Are there concerns you have with subsistence harvesting in your own community?
- How would you take that concern and use the process in place to bring it to the Federal Subsistence Board for a decision to be made?
- What does it mean for someone to be a federally qualified subsistence user?
- What is the difference between an issue and a proposal in the context of the FSMP?



Map of administered lands in Alaska (U.S. Government Accountability Office [GAO], 2023, Figure 1).

## Managing Alaska's Fish and Wildlife Resources with Multiple Land Managers

There are 320 million acres of Federal public lands in Alaska, which makes up 65% of land within the state. To understand the challenges of managing fish and wildlife resources on these Federal public lands, consider the large number of landowners in the state and the boundary lines of that ownership. In many regions with vast areas of wilderness, there are not clear boundary lines or markers on the ground for subsistence harvesters to identify.

It can be challenging for hunters to know the local regulations when they are uncertain about who owns the land they are hunting on.

Furthermore, it is important to remember that the fish and game populations are not restricted to certain land areas based on man-made boundary lines. The decisions for management made to one land management area can impact the population of a species, especially migratory populations like caribou and salmon, as they migrate to another area of jurisdiction.

# Federal Subsistence Management Program's Three Main Tiers

The Federal Subsistence Management Program (FSMP) is a complex system with many parts. Broadly, try to envision three tiers to the management system along with a multitude of support staff to help with the process.

## Federally Qualified Subsistence Users

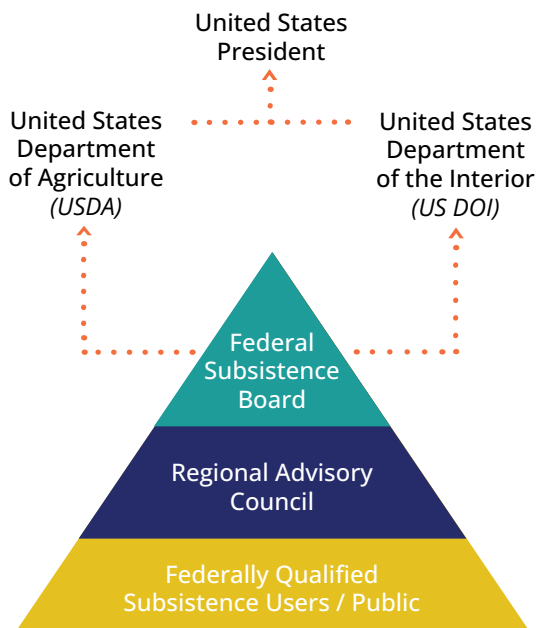
All Alaska residents in rural-designated areas whose subsistence harvesting falls under the regulations managed by this program.

## Regional Advisory Councils (RACs)

The organized advisory bodies within each region of Alaska that help elevate the comments the public brings forward regarding their concerns. The RACs make recommendations to the Federal Subsistence Board.

## Federal Subsistence Board (FSB)

The management body created to set regulations for the Federal Subsistence Management Program. This board makes management decisions, and federally qualified subsistence users must abide by them.



*Flow of influence through the Federal Subsistence Management process from the foundation (Public) up to the US President.*



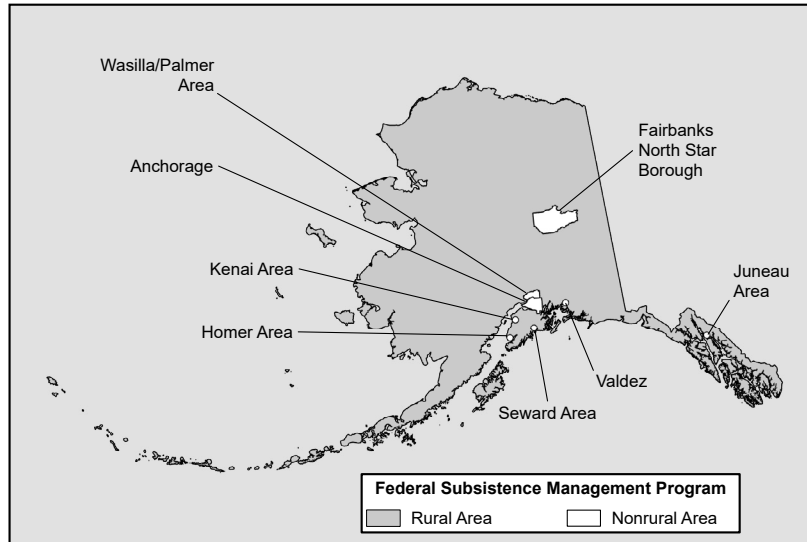
Photo by Heather Bauscher

The executive branch of the US government is located above the FSB with the US President and the Cabinet. The Cabinet is comprised of the heads of 15 federal agencies known as the Secretaries. The offices of two of these Secretaries, the US Department of Agriculture (USDA) and the US Department of the Interior (DOI), help appoint members of the Federal Subsistence Board and the Regional Advisory Councils.

The federal lands in Alaska are managed by multiple federal land management agencies. The top leadership positions for each of these federal agencies have representation on the Federal Subsistence Board. Usually, these positions include the Alaska Region leadership positions for these respective federal agencies. Agencies with voting seats include the USDA Forest Service (USDA FS), the Bureau of Land Management (BLM), the National Park Service (NPS), US Fish and Wildlife Service (USFWS) and the Bureau of Indian Affairs (BIA). These agency leadership positions serve alongside the Federal Subsistence Board's six public members. All members who serve on the FSB are meant to make decisions that benefit rural subsistence users and have a public trust responsibility to make decisions that are best for local people.

The arrows in the pyramid-style chart shown on this page depict the flow of influence in this program. While decisions at the top impact the users at the bottom, the users at the bottom are the ones who bring issues forward to move up the channels into the awareness of the leadership at the top.

## Nonrural Areas—Statewide



Federal Subsistence Management Program  
February 2025

*Rural and non-rural determinations for federal subsistence in Alaska (Department of the Interior, 2025)*

## Office of Subsistence Management

Staff members at the Office of Subsistence Management (OSM) serve in a support role for Federal Subsistence Board (FSB) and Regional Advisory Council (RAC) meetings. OSM staff help to organize both the FSB and RAC meetings to help ensure they run smoothly. OSM additionally coordinates Tribal consultation. Leading up to the meetings, OSM staff analyze proposals and amass reports. During the meetings, reports are shared when each proposal is being presented to the Council or Board. OSM staff often include biologists, anthropologists, and sometimes lawyers.

The Office of Subsistence Management is housed within the Department of the Interior, under the Office of the Assistant Secretary, specifically in the Office of Policy, Management and Budget. When changes are made, OSM is responsible for the publication of fish and wildlife regulations in the public register and in the regulation books. They are also required to provide support to the RACs.

## Federally Qualified Subsistence User

Alaska residents are determined to have either rural or non-rural status based on where they live. The Federal Subsistence Board determines which communities

or areas qualify as rural versus non-rural. Larger communities with more people are non-rural, whereas smaller communities fall within a rural status area. Initially these designations were decided based on strict population metrics but now there are a variety of factors and characteristics of communities that are given consideration in rural status determinations. Individuals with rural status are also called federally qualified subsistence users (FQSUs) per ANILCA Title VIII. This designation gives federally qualified subsistence users subsistence priority for harvesting. In order to qualify to hunt, trap, or fish under federal subsistence regulations, an individual's primary, permanent place of residence must be in a rural area.

Non-rural residents may hunt, trap, and fish; however, they need to follow a different set of regulations managed by the State of Alaska. Non-rural residents may have differences in bag limits and windows of hunting opportunity than rural residents.

While participation in the Federal Subsistence Management Program is for federally qualified subsistence users, anyone is able to participate in the federal regulatory process through submitting proposals and sharing comments during the public commenting period or giving testimony at the RAC and FSB meetings. Members of the RACs may also include individuals from non-rural designated communities.

# Regional Advisory Councils

Alaska is divided into 10 regions for the Federal Subsistence Management Program. Each region has one Regional Advisory Council composed of 10 to 13 members. As best they can, two-thirds of members should be representing the region from a Subsistence perspective. One-third of members should be representing the region from a Sport or Guide perspective. RAC members must be residents of Alaska and reside within the region in which they are representing; however, members do not need to be a federally qualified subsistence user. RAC members should be knowledgeable about harvesting practices in the region. Regional Advisory Councils meet at least twice per year (fall/spring).

Regional Advisory Council members are appointed and approved by the Secretary of the US Department of the Interior and the Secretary of the US Department of Agriculture through a comprehensive evaluation process. RAC term appointments are generally for a length of three years. Many RAC members go on to serve for multiple terms including some members who have served since the beginning of the FSMP.

To elevate an issue related to a local management concern, members of the public (they do not need to be federally qualified subsistence users) submit proposals to the Office of Subsistence Management for review by their Regional Advisory Council (RAC). The Council considers each proposal, may ask for revisions, and ultimately

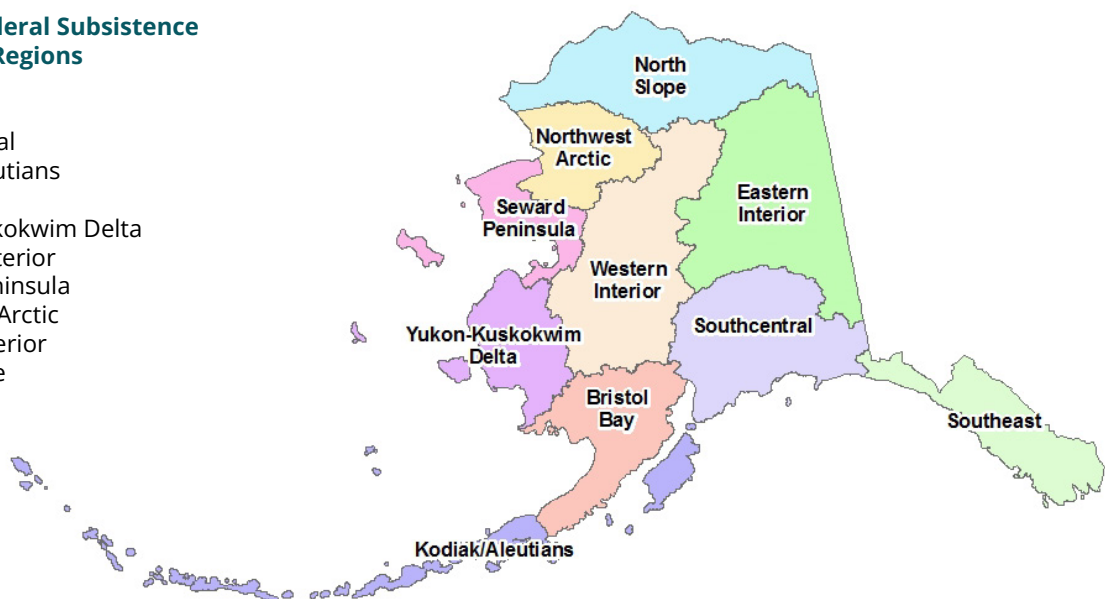
selects the proposals that will continue in the process to be put before the Federal Subsistence Board. The Council may also come up with proposals themselves. Besides elevation of proposals, RAC meetings provide opportunities for public comment and conversation on subsistence-related issues. Office of Subsistence Management (OSM) staff will be at the RAC meetings to serve in a support role for the Council.

Approximately once every five to ten years, an All-Council meeting for the 10 Regional Advisory Councils takes place in Alaska to address statewide concerns. All-Council meetings provide an opportunity for Council members from all regions to be in a place together with all agency representatives and voting members of the Federal Subsistence Board to identify overlapping issues. These meetings may provide various training opportunities for Council members, breakout rooms for issues or themes that impact more than one region and RAC, and opportunities for on the record discussion. Joint letters and collaborative actions are possible outcomes of All-Council meetings.

*Note: Although similar terminology, an All-Council meeting is different from AC Meetings. Advisory Committees (ACs) are to the State what the Regional Advisory Councils (RACs) are to the federal government. AC's decision-making bodies are the Board of Fisheries (BOF), Board of Game (BOG), and Joint Board of Fisheries and Game (for state land and water management issues), whereas the Federal Subsistence Management Program's decision-making body is the Federal Subsistence Board (FSB). The FSB must give deference to the RAC recommendations in regards to matters of take. The BOG and BOF do not have to give deference to the Advisory Committee positions.*

## Alaska's 10 Federal Subsistence Management Regions

1. Southeast
2. Southcentral
3. Kodiak/Aleutians
4. Bristol Bay
5. Yukon-Kuskokwim Delta
6. Western Interior
7. Seward Peninsula
8. Northwest Arctic
9. Eastern Interior
10. North Slope



Map of Alaska by region as identified by the Federal Subsistence Management program.



Photo by Parker Stone

## Federal Subsistence Board

The Federal Subsistence Board has eleven members, including six public members and five federal agency members. Proposals from each Regional Advisory Council are brought before the Federal Subsistence Board during the FSB annual meeting in the spring. Proposals are discussed and voted on during the meeting.

### Six Public Members

Three of the six public members are Tribally-nominated members but do not need to be Indigenous or tribal members themselves. The other three public members are rural public members from anywhere in Alaska. One of the public members serves as the Chair of the Board.



### Five Federal Agency Members

The five federal agency representatives are from agencies housed within the US Department of the Interior and the US Department of Agriculture and include all of the agencies responsible for federal land management in Alaska.

#### *US Department of the Interior*

- Bureau of Indian Affairs Regional Director
- Bureau of Land Management State Director
- National Parks Service Regional Director
- US Fish and Wildlife Regional Director

#### *US Department of Agriculture*

- Forest Service Regional Director



## Liaisons to the Board

The Chairman from each of the ten Regional Advisory Councils attends the Federal Subsistence Board meeting to provide a report on what communities in the region are experiencing and to provide input on proposals; they do not vote on issues, but their voices may contribute to the discussion and are important for informing the FSB members as representatives from their regions.

Regarding “matters of take” of fish and wildlife, i.e. harvest timing, bag limits, etc., the FSB is required to give deference to the recommendations of the RACs. In this setting, deference typically means the recommendations of the RAC representing the impacted region are upheld or somehow prioritized in the final decision making. In moments where deference to the RAC is not upheld, federal agencies involved in the FSMP are legally required to provide rationale, which is an explanation as to why they are supporting an outcome not in alignment with the RAC’s request. Statements on the record regarding rationale are important, especially in cases of resulting litigation.

The Alaska Department of Fish and Game provides a liaison to the Federal Subsistence Board. This individual generally provides input from the State’s management perspective and may include reports and population data from agency staff when available. As a representative of the State, the Commissioner also provides input and informs the FSB of whether the State is in favor of an issue being discussed and how that will impact their management decisions, research and data collection, or enforcement concerns.

## Understanding the FSMP “Lifecycle of a Proposal”

To participate effectively, it is important to understand how the Federal Subsistence Management Program process works. This section breaks down the components of the FSMP; it explains how an idea can become a proposal and how to move that proposal through the process to create a change in regulation.

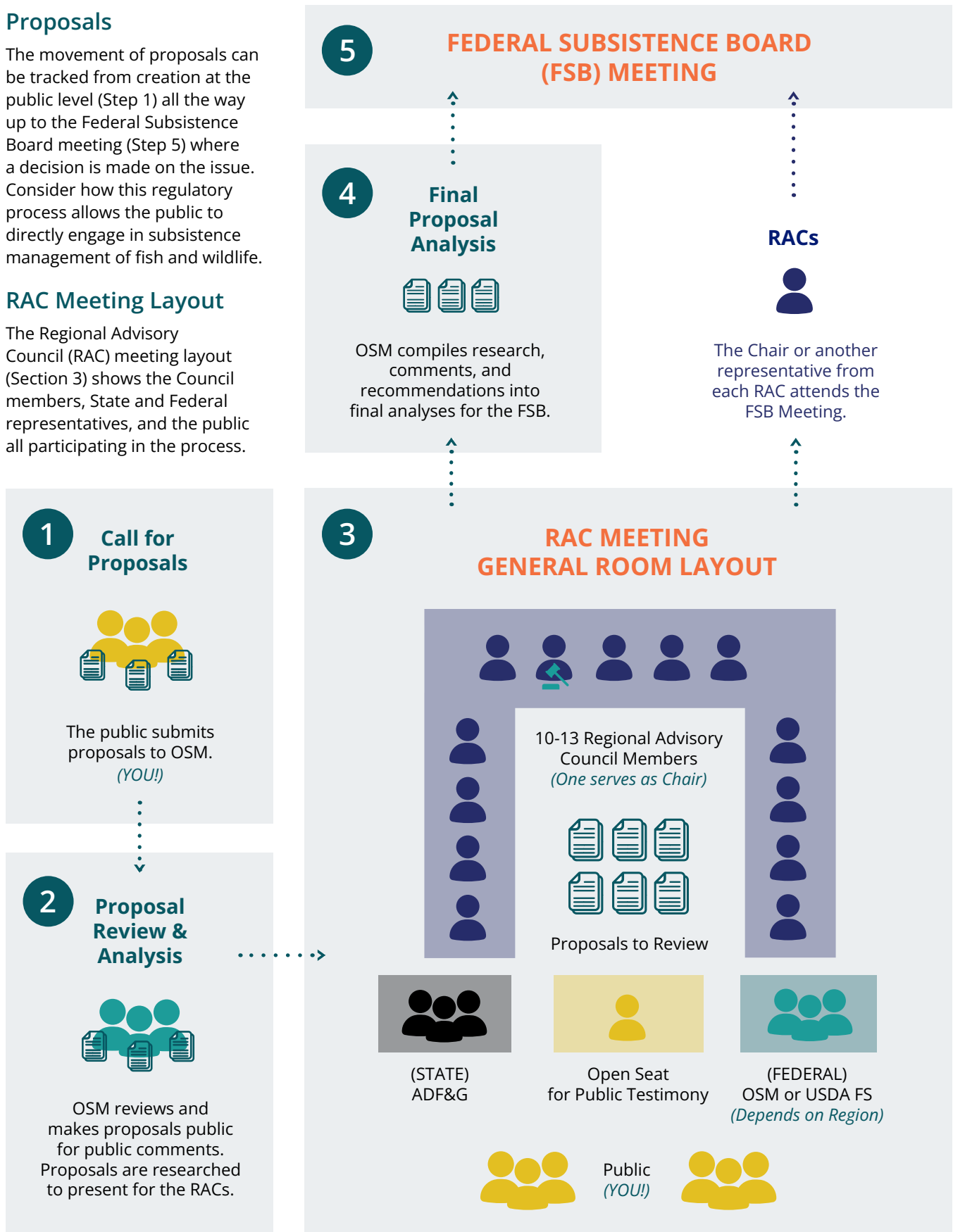
# Regional Advisory Council and Movement of Proposals

## Proposals

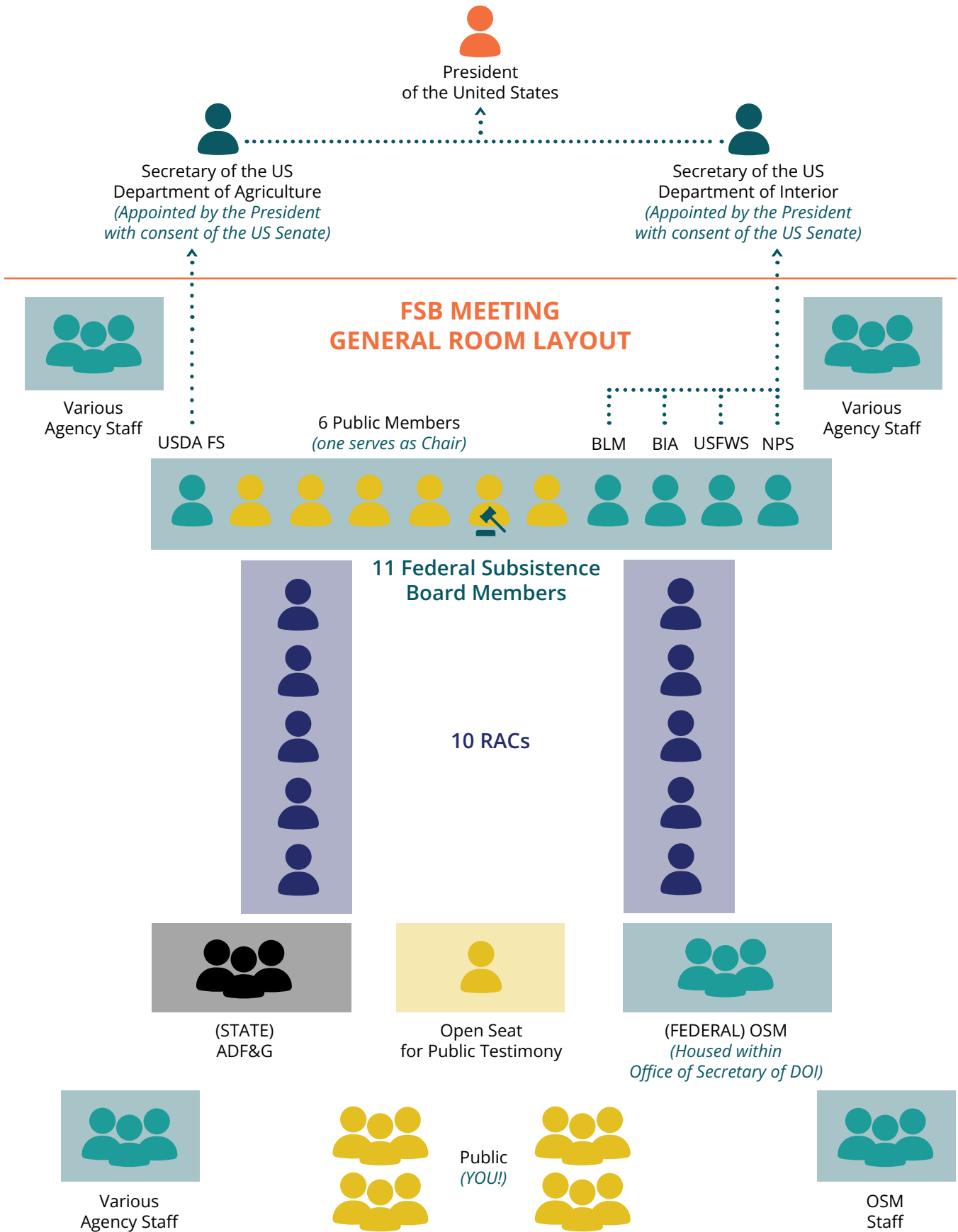
The movement of proposals can be tracked from creation at the public level (Step 1) all the way up to the Federal Subsistence Board meeting (Step 5) where a decision is made on the issue. Consider how this regulatory process allows the public to directly engage in subsistence management of fish and wildlife.

## RAC Meeting Layout

The Regional Advisory Council (RAC) meeting layout (Section 3) shows the Council members, State and Federal representatives, and the public all participating in the process.



# Federal Subsistence Board and Flowchart of Agency Involvement



FSB meeting room layout and flow of influence from the meeting to the Executive Branch of the U.S. Government

# Making Changes to Federal Regulation: Steps in the "Lifecycle of a Proposal"

The public is the foundation of the Federal Subsistence Management Program in Alaska. As members of this class, students participate in this process starting at Step Five or Step Six, depending on the semester and upcoming meeting taking place. A large portion of the class time occurring before traveling to the meeting will prepare students to be actively involved in this meeting.

## 1. Call for Proposals

(January–March) Anyone may submit a proposal to change federal harvest regulations. Wildlife regulations are taken up on odd numbered years, and fish regulations are taken up on even years.

★ *Public Engagement in this Step*

## 2. Review of Proposals

(April–May) Proposals are reviewed by OSM staff and validated to ensure that they fall within the authority of the Federal Subsistence Board.

## 3. Written Public Comment Period

(April–May) Valid proposals are compiled in a book, which is made available to the public and the tribes for information and comment. The written public comment period is usually open for 60 days. This is a great opportunity for the staff to address public concerns about the proposal.

★ *Public Engagement in this Step*

## 4. Analysis of Proposals

(April–August) Multiple rounds of proposal analysis are completed by federal staff. A draft analysis with preliminary conclusion for each proposal is written with consideration of public comments and input from Federal and state biologists and social scientists, federal Interagency Staff Committee, the State of Alaska, and Tribes & ANCSA Corporations.

*Tribal Consultation: Consultations with Tribes and ANCSA corporations are conducted on all regulatory proposals.*

## 5. Regional Advisory Councils

(August–October) Regional Advisory Councils (RAC) meet to provide recommendations on proposals affecting their region. The public may provide written and in-person comments. Recommendations are to: support, support with modification, oppose, or defer until later.

★ *Public Engagement in this Step*

## 6. Federal Subsistence Board

(January or April) The FSB meets in January of odd years for Fisheries proposals and in April of even years for Wildlife proposals to make final regulatory decisions. The public may provide written and in-person comments at these meetings.

If a proposal recommendation from the RACs is not adopted, the FSB will provide written reasoning. The FSB may choose to act on proposals in the following ways: adopt, adopt with modification, reject, or defer until later.

★ *Public Engagement in this Step*

## 7. Publication in the CFR

(April 1 and July 1) If approved by the FSB, proposals become federal regulations and are published in the Code of Federal Regulations, also known as the Federal Register. [federalregister.gov](https://www.federalregister.gov)

Regulations are effective on April 1 for fisheries harvesting and July 1 for wildlife harvesting.

The current Wildlife Regulations Book can be found under the "Regulations" dropdown at [doi.gov/subsistence/wildlife](https://doi.gov/subsistence/wildlife).

The current Fisheries Regulations Book can be found under the "Regulations" dropdown at [doi.gov/subsistence/fisheries](https://doi.gov/subsistence/fisheries).

---

More details: [doi.gov/subsistence/Regulatory\\_Process](https://doi.gov/subsistence/Regulatory_Process)

### *Proposal Submission Resources*

- Alaska Federal Subsistence Management Program. (2019). Changing Federal Subsistence Regulations. [YouTube] [youtube.com/watch?v=dtiHnuR29Go](https://youtube.com/watch?v=dtiHnuR29Go)
- Contact OSM directly for more information.
- While not part of this curriculum, locate "Template: How to Write a Proposal" in the Appendices for students interested in drafting their own proposals.

## Interviews (FSMP Involvement)

**Identify three people connected to the Federal Subsistence Management Program (FSMP) process, and interview them to learn more about their involvement, experiences, and advice. Identify one individual for each category below to interview:**

- One person who either works for a federal agency or a state agency connected to subsistence somehow through enforcement, management, cultural use or biology.
- One person who participates in either the Federal Subsistence Board process as a board member, a Regional Advisory Council member, or a local Advisory Committee to ADF&G—or is involved with the Advisory Panel to the North Pacific Fishery Management Council (NPFMC).
- One member of the public who participates in subsistence harvesting (any age and from any region).

### Format

This assignment may be in written, audio recording or video format. The format may be dependent on the comfort level of the person you are interviewing. Try to include a photo of the person if they are comfortable with it.

Extra credit opportunity: Convert the interview into something that can be shared on social media as storytelling output for the organization helping to sponsor this course, e.g. Sitka Conservation Society, etc. Speak to the teacher about this opportunity to get connected to the organization staff if you would like help in creating it.

### Suggestions for Interview Questions

This list will help you get started on your interviews:

- Who are they, and what community would they consider their home port or village?
- How did they get to be involved in this process? (What is their story?)
- What have they learned along the way? (Challenges and successes)
- What Subsistence activities are important to them?
- Why do they think it is important for people to participate in this process?

### Brainstorm Your Own Interview Questions

Build from the questions above, and create a few additional ones to ask the people you interview.

- Question: \_\_\_\_\_  
\_\_\_\_\_
- Question: \_\_\_\_\_  
\_\_\_\_\_
- Question: \_\_\_\_\_  
\_\_\_\_\_

*Ask your course instructor for help connecting with people if you are not sure where to begin.*



Photo by Lee House

# Cultivating Resilience and Combating Burnout

## STUDENT OBJECTIVES

- Recognize the heaviness of the conversations that occur in and around these meetings. Themes of issues include trying to prevent loss of culture and decline in wildlife populations.
- Prepare for the potential intensity of meetings.
- Identify how to tag-in and tag-out as needed.
- Recognize the importance of empathy and ethical treatment of others in policy work.
- Prioritize leaning into harvesting and connecting to the land as healing.

## SUGGESTED FACILITATION

- Have a conversation through a discussion allowing students to share their experiences and ideas around collective effort and community support in making regulatory changes.
- How can you show up for each other in the best ways in these meetings?
- Why is it important to step away sometimes? How can you help each other?

## SUGGESTED FACILITATION

- **Past Guest Speaker:** A tribal leader with years of experience navigating this system and others to elevate community needs spoke about the intensity of this work. She discussed the importance of cultivating resilience, supporting one another, and remembering humanity and kindness. The human element and the relationships are the most important part of this work.

## DISCUSSION OPPORTUNITY

- Have there been times when you felt burnt out with work, school, etc.?
- When you feel burned out, what are things you like to do to cope, reset, or reconnect with yourself?
- How do you help others when you see them facing challenging situations?
- How can you hold each other accountable but also be supportive?

# Resilient Leadership

Becoming involved in these processes requires a tremendous amount of time and energy. Meeting days are long, conversations can be intense, and policy language can be hard to follow. It often takes years of attending meetings to do the work it takes to make changes through the regulatory process and learn to be effective at navigating these systems. There is a lot of passion in doing this work, and over time that can become draining. This work can also be incredibly fulfilling and have lasting impact.

It is important to take care of yourself so that you do not become overwhelmed or burnt out. It is okay to step away or take breaks when you need to. Much of the time while attending these meetings is spent in very public spaces which involve interactions with large quantities of people. Not everyone is an extrovert. Be conscientious of the energy levels of the other members of your team and your collaborators. It is good to be self-aware and take time for yourself when necessary to help make it easier to show up in an intentional way while also allowing that same consideration for those around you.

It is very important to check in with students at different points throughout the course of the meeting in all the same ways. Use discretion in deciding on the best moments to give them breaks. Often there are hallways or side rooms and alternative areas that can be utilized for discussions or one-on-one check-ins so as to be less disruptive of the meeting and give students and mentors a less public area when needed. Awareness of the dynamics of the group will lead to a more positive experience for everyone involved.

We all can help show up for each other by allowing opportunities to “tag in” or “tag out” and by not passing judgment when people need to take a break or step away from the meeting or “the movement” (whatever that may be), regardless of the reasons. Doing so may mean a short break from the meeting room or a bigger break from the process. It is important to remember that all of the people involved in these processes are human and deserve respect. The people who sit in the public seats on the Federal Subsistence Board, and the people who serve on the Regional Advisory Councils, as well as the members of all the other regulatory bodies, care immensely about the communities they serve and the decisions they must make. They are all trying to do the best they can in the role they are in. Most outcomes will not make all user groups happy and leave representatives in very difficult positions weighing their decision.

Stepping into leadership means carrying greater responsibility and recognizing there will be instances where difficult choices must be made that will have community impacts. There is a heaviness in recognizing the weight of the decisions that are on the table at any given moment. Be thoughtful. Take care of yourself and those around you. Build your toolkit of self-care: if you care about access to fish and wildlife resources, make sure you are spending time out on the lands and waters. Stay connected to the resources that you care about. Find your why. Find the other people who care about the things you do and want to do the work.



Photo by Lee House



Photo by Parker Stone



Photo by Shaelené Moler

The act of engaging in harvesting practices is important to continue while also doing the policy work. Both the physical effort of engaging in traditional harvesting practices and the time spent in wild places are not only important to the continuation of these practices but are also inspiring and incredibly healing. Find others who also care about the same things. Hold each other up and build your support system. Identify your mentors, and learn to mentor others.

Your networks and relationships are at the root of your strengths.

**Build your toolkit of self-care: if you care about subsistence, make sure you are spending time out on the lands and waters. Stay connected to the resources that you care about. Find your why.**

## DISCUSSION OPPORTUNITY

- What do you think would be the best parts and the most difficult parts about serving in a role on one of these committees or boards or being deeply involved in addressing issues through these processes?
- How do you find ways to ground and take care of yourself in stressful situations?
- What does resilient leadership look like to you?
- What are ways you can help hold each other up while attending these meetings?
- Is there a person you can identify in your life that is a leader in your community and could be a mentor to you if you chose to pursue stepping into leadership?

# 4. Part II: Other Federal Subsistence Management Program Elements

## MODULE 4 MATERIAL COVERED

- Federal Subsistence Management Program Tools
- Use of DOI Subsistence Website to Find Information

## MODULE 4 ASSIGNMENTS

- Navigating Federal Subsistence Website (in-class worksheet)
- Community/Regional Report Summary
- Final Paper: Following a Proposal or Issue

## Program Tools

### STUDENT OBJECTIVES

- Identify situations that fall outside of a normal proposal cycle.
- Know the other tools in the FSMP beyond the normal proposals and their cycle.
- Understand what Tribal Consultation is and how that happens outside of the meeting.
- Be able to define Non-Rural Determination and how it is decided.
- Be able to define Customary and Traditional Use Determinations and how that designation is decided.

### SUGGESTED FACILITATION

- Review the content already covered regarding the Federal Subsistence Board and start discussing other what to do in situations that may not fit into a normal proposal cycle. Think about how lines are drawn between subsistence users and how rural designation is decided. Identify the tools used in these situations. Spend the most time on the ones that will come up at the meeting if there are related agenda items.

### GUEST SPEAKER (OPTIONAL)

- A guest speaker may be a federal agency member involved in the FSB, e.g. Forest Service biologist, OSM anthropologist, or Tribal liaison. To provide tangible examples, it is helpful for students if the facilitator works with the guest speaker to review the agenda and identify program tools that may come up at the next meeting.
- **Past Guest Speaker:** A federal land management agency employee shared a presentation about

### DISCUSSION OPPORTUNITY

- Why are consultation opportunities necessary and important?
- What happens when conflicts arise between federally qualified users within the FSMP?
- What happens when something needs to be changed out of the cycle or in a hurry?
- How can members of the public influence choice of data priorities?
- What are the benefits of collaborative approaches to monitoring and management?
- Should people from Chicken be allowed to fish for sockeye salmon under the FSMP in Southeast Alaska?
- Should someone from Nome be allowed to go hunt moose near Cordova?
- Should someone from Sitka be allowed to hunt caribou when there is no long history of people in Southeast Alaska utilizing caribou (given caribou are very far from the geographic environment those in Southeast rely on)?

the other tools and components of the FSMP. She discussed situations where certain tools become necessary to make decisions between subsistence users or in response to more time sensitive circumstances that may not fit within a typical proposal cycle. She also shared information about components of the program designed for locally-led community monitoring efforts and how to apply for community harvest and educational permits.

The Federal Subsistence Management Program consists of key processes and tools that can be used by different people in support of various management actions or outcomes related to subsistence resources.

It is important to know the different components of the program to understand how to utilize the tools that exist and identify the changes you wish to see. All program components help provide the public with opportunities to make changes out of the proposal cycle in response to unexpected conditions. They can also be used to allow the public to become part of a monitoring program to help gain the access to resources where there may not be enough data to open a harvest opportunity.

Participation includes the following responsibilities:

- Collaborate through Tribal Consultation to protect and provide opportunities for subsistence use on public lands.
- Develop and analyze Regulatory Proposals.
- Act on Emergency and Temporary Special Action Requests (performed by the FSB).
- Process Cultural and Educational Permits.
- Participate in the Customary and Traditional Use Determination process and the Rural/Non-Rural Determination process.
- Help build partnerships and capacity in rural communities through the Fisheries Resource Monitoring Program (FRMP) and Wildlife Monitoring Program.
- Conduct research and monitor fish and wildlife populations for subsistence resources through the FRMP and Wildlife Monitoring Program.
- Support the public input process through the RACs.

## Tribal and Alaska Native Claims Settlement Act (ANCSA) Consultation

The Federal Subsistence Board Tribal Consultation policy was adopted in 2012. The FSB recognizes that Indigenous Tribes of Alaska are spiritually, physically, culturally, and historically connected to the land, wildlife and waters. It provides the framework for consultation with Alaska's 212 federally recognized tribes and the ANCSA corporations, while maintaining the central role of the Regional Advisory Councils as advisors to the Board. The Board collaborates and partners with the Tribes and with ANCSA corporations to protect and provide opportunities for continued subsistence uses on public lands. Tribes are welcomed and encouraged to participate in the RAC and FSB meetings to provide recommendations and to advise on decisions. Tribal Consultation takes place during the FSB meetings.

## Regulatory Proposals

This part of the process takes roughly fifteen months to complete. The Office of Subsistence Management sets a short timeline compared to other fish and game regulatory bodies in Alaska because of the Federal Advisory Committee Act (FACA). FACA is a federal law governing the establishment and operation of advisory committees in the executive branch of the federal government to ensure advice provided by these committees is objective and accessible to the public. During this time, there are often data requests from ADF&G with a process similar to that of closure reviews. The agenda items up for discussion during a meeting can also include ongoing deferred proposals, culture and traditional use determination, non-rural determination, and requests for reconsideration of previous proposals. Requests for reconsideration can only be made after the change has been published in the federal register.

## Regional Advisory Council Support

Regional Advisory Councils provide recommendations on proposals affecting their region. The public is allowed to provide written and in-person comments at these meetings. Agency staff present findings through presentations and reports while Council members may raise concerns from their community and collaborate to craft proposals to make associated regulatory changes. Action from Councils can include proposals, letters, and items in the inclusion of their annual report to the Federal Subsistence Board and the Office of the Secretaries of Agriculture and the Interior. These discussions will result in official recommendations from the Regional Advisory Council to the Federal Subsistence Board. All proposals and issues will still go before the Federal Subsistence Board; it is an opportunity for the Advisory Councils to get public voices on the record and officially weigh in regarding their positions.



Photo by Bethany Goodrich

## Special Action Requests

Certain requests can be made out-of-cycle if a decision is needed before the normal regulatory proposal's 15-month cycle. When unanticipated situations arise, a special action may be issued to ensure the continued viability of a population or continuation of subsistence use. In addition, special action may be necessary for reasons of public safety. The power for special requests is delegated to the local head of a land management agency. Special Action Requests can be "Emergency Special Actions" which last less than 60 days, or they can be "Temporary Special Actions", which last more than 60 days.

## Cultural and Educational Permits

The Federal Subsistence Program allows the harvest of fish and wildlife on behalf of programs such as culture camps, substance abuse rehabilitation programs, and schools. Programs typically teach cultural and educational activities associated with traditional fish and wildlife harvest, as well as provide food for participants in the programs. Examples of Tribes that have successfully utilized the Cultural and Education Permit process for their culture camps include Hydaburg for deer hunting, Kasaan for fishing, and Ruby for fishing on the Yukon, despite the moratorium on Chinook salmon. These permits offer additional harvest opportunities for community events.

## Customary and Traditional Use Determinations

Regulations in 36 CFR 242.4 and 50 CFR 100.4 define "customary and traditional use" as "a long-established, consistent pattern of use, incorporating beliefs and customs which have been transmitted from generation to generation." It allows the FSB to get more specific on who qualifies for subsistence harvest in a place. The Federal Subsistence Board, with substantial input from Regional Advisory Councils, decides which communities or areas have customarily and traditionally taken fish and wildlife species. When a positive Customary and Traditional Use (C&T) determination is made for a specific community or area, only residents in that area have a Federal Subsistence Priority for that species under Title VIII of ANILCA. If no C&T determinations for a species have been made for an area, then all rural Alaska residents have a Federal subsistence priority and are eligible to take the species on the Federal public lands. Since 1992, the Board has made numerous customary and traditional use determinations at the request of subsistence users. For areas managed by the National Park Service, where

subsistence uses are allowed, the determinations may be made on an individual basis. The eight criteria used to determine C&T determinations include the following:

1. "A long-term consistent pattern of use, excluding interruptions beyond the control of the community or area;
  2. A pattern of use recurring in specific seasons for many years;
  3. A pattern of use consisting of methods and means of harvest which are characterized by efficiency and economy of effort and cost, conditioned by local characteristics;
  4. The consistent harvest and use of fish or wildlife as related to past methods and means of taking; near, or reasonably accessible from, the community or area;
  5. A means of handling, preparing, preserving, and storing fish or wildlife which has been traditionally used by past generations, including consideration of alteration of past practices due to recent technological advances, where appropriate;
  6. A pattern of use which includes the handing down of knowledge of fishing and hunting skills, values, and lore from generation to generation;
  7. A pattern of use in which the harvest is shared or distributed within a definable community of persons;
  8. A pattern of use which relates to reliance upon a wide diversity of fish and wildlife resources of the area and which provides substantial cultural, economic, social, and nutritional elements to the community or area."
- 50 CFR 100.16 (2025)

See the Federal Regulations book to see how C&T determinations are displayed for each species and qualifying communities.

## Non-Rural Determinations

Rural communities are "subsistence" communities. This determination used to be strictly determined by the community's population. Now the Federal Subsistence Board decides with input from RACs, Tribes, Alaska Native



Photo by Lee House

Corporations, and the public. The definition has become broader to include a variety of factors while recognizing shifts in population and still incorporating food security concerns.

The Secretaries of Agriculture and Interior have revised the regulations governing the rural determination process for the Federal Subsistence Management Program in Alaska several times. The Secretaries removed specific guidelines, including requirements regarding population data, the aggregation of communities, and a decennial review. These changes allow the Federal Subsistence Board to determine which communities or areas of Alaska are non-rural. The non-rural communities or areas are traditionally displayed near the beginning of Federal Subsistence Management Regulations for the Harvest of Wildlife on Federal public lands in Alaska.

The revised process enables the Federal Subsistence Board to be more flexible in making decisions and accounts for regional differences found throughout the State. The revised process also allows for greater input from the Regional Advisory Councils, federally recognized Tribes, Alaska Native Corporations, and the public.

## Monitoring Programs

The Fisheries Resource Monitoring Program, or FRMP, began when the federal government took over, from the State of Alaska, subsistence management of fisheries on navigable waters where there is a federal reserved water right. The purpose of the FRMP is to provide managers with the information they need to make decisions about management of subsistence fisheries resources. The FRMP funds research and monitoring projects, with a focus on addressing “priority information needs”, referred to as PINS, which are identified by the Regional Advisory Councils. Project categories include subsistence harvest monitoring, stock status and trends, and traditional ecological knowledge.

One of the primary goals of the program is for Tribal and rural organizations to play key roles in implementation of FRMP projects. In 2021, approximately \$2.5 million was spent statewide with the USDA Forest Service contributing ~\$800,000 toward the implementation of new FRMP projects. The Forest Service also calculated that leading up to 2021, the agency had spent over \$30,600,000 on over 90 FRMP projects on land managed by the USDA Forest Service in Alaska (USDA FS, 2021). These programs support greater co-management of resources while providing additional support for fisheries data needs. A wildlife monitoring program also existed at one time.





---

# Using the Department of Interior Website to Find Information

## STUDENT OBJECTIVES

- Navigate the DOI Subsistence website to locate information on the FSMP program including upcoming meeting information and proposals that will be deliberated.
- Identify the flow of the agenda and its components, including areas of public testimony.

## SUGGESTED FACILITATION

- Utilize the in-class worksheet to help the students navigate through the Department of Interior website on the following page. Ensure the students have a sound understanding of the itinerary and the proposals including supporting documentation.
- Review the upcoming meeting agenda by pulling it up from the website with the students.  
[doi.gov/subsistence/federal-subsistence-management-program](https://doi.gov/subsistence/federal-subsistence-management-program)

## ASSIGNMENTS

There are a few assignments requiring students to gather information during the meeting. These assignments will help students follow along during the meeting and will give them an opportunity to think critically about the concerns taking place broadly across the state in addition to specific regions.

## Community Reports

The “Summary of Community Reports” assignment asks students to summarize the updates they hear from each region presented at the beginning of the meeting. They should think about and identify shared concerns and differences in concerns throughout the state or region. Students should feel free to follow up with individuals at the meeting if they have additional questions about the concerns that arise. Doing so may contribute to a networking assignment discussed later in this module.

## Proposal Analysis

In addition to community reporting, students should pay close attention to a couple of specific proposals they find interesting. Students are encouraged to look through the proposals listed online in advance and identify a few that may be of interest. There will also be physical copies of the agenda with proposals included at the meeting. When those proposals are being discussed, students should take notes on the topics and then identify which issue they would like to write about in more detail. Refer to the “Final Paper: Proposal or Issue Write-Up” assignment to guide students through this write up that will be due at the end of the course.

# Navigating the Office of Subsistence Management Website

The purpose of this assignment is to help make sure everyone knows how to find information on the agency website. Locating information about the

meeting times, links to participate as well as meeting agenda and supplemental materials is key to your success in navigating this system.

## FINDING INFORMATION ABOUT FSB MEETINGS

Your task is to learn how to navigate the Federal Subsistence Board Website and learn how to locate information about the upcoming meeting.

1. Find the Federal Subsistence Board webpage. Who sits on the board currently?
2. Locate the section on Upcoming Meetings. Locate the agenda. What items look interesting to you?
3. Figure out how to access meeting materials and supplemental documents. Find the materials that go with the topics you found interesting on the agenda. Note these for following your topic of choice. It will be useful to review these documents. These documents will be useful for writing your final paper on your issue of choice.

## REGIONAL ADVISORY COUNCIL INFORMATION

4. Scroll down the menu on the left. Find the section on Regional Advisory Councils.
5. Locate the page that represents the RAC for your region. Do you recognize any names? If so, who? Do you notice any Vacant Seats?
6. Find the agenda for the upcoming meeting. What looks interesting?
7. Find the supplemental Documents for your topics of interest. These will be useful to review if you choose to follow that topic or issue.

**NOTES** *(USE THIS SPACE TO JOT DOWN ANY NOTES ABOUT WHAT YOU FIND):*

## Summary of Community Reports

Write a one- to three-page summary of the various reports from the different communities that were given at the beginning of the meeting. Think about and include the below questions and ideas.

1. What themes do you notice?
2. Are there similarities or differences between what is being experienced by different communities across the region?
3. What are the greatest concerns that you heard?
4. What are the greatest challenges to addressing these problems?
5. Are there ways to address these concerns or attempt to solve these problems through this Council and regulatory process? Please give specific examples.

## Final Paper | Proposal or Issue Write-Up

Write a three- to five-page report on the proposal or issue of your choice. Review the notes you took during the meeting and the supporting documents for your topic. Think about the below questions and ideas to guide your write-up.

1. What is the proposal/issue about? Why is this a challenge?
2. Who proposed this and what need is it responding to?
3. Is there a conflict? (*Describe*)
4. What positions were taken by the different people? Why?
  - Public comment?
  - Regional Advisory Council members?
  - Tribal Representatives?
  - Office of Subsistence Management?
  - State of Alaska?
  - Federal Subsistence Board members? (*If at the FSB meeting*)
5. After the board discussion and summary, the issue was voted upon. What happened?
6. Can you see all sides of the issue? Describe the different perspectives that were brought forward.
7. Do you think this action will solve the “problem”? Why or why not?
8. Do you think this was a good way to address the issue?
9. What do YOU think about what happened?
10. What would you like to see happen or have been handled differently?
11. How would you have handled the situation if you had a voting seat?

# 5. RAC and FSB Meeting Preparation

## MODULE 5 MATERIAL COVERED

- Key Moments of Public Participation at the Meeting
- Travel Logistics, Students Expectations, and Reminders

## MODULE 5 ASSIGNMENTS

- Networking List (Contact List assignment)

## Key Moments of Public Participation at the Meeting

### STUDENT OBJECTIVES

- Prepare to give public testimony by writing your introduction and practicing it in advance.
- Recognize the upcoming issues that will be discussed at the upcoming meeting.
- Identify a few interesting meeting topics to pay extra attention to during the meeting.

### SUGGESTED FACILITATION

- Have students prepare public statements, introductions or testimony.
- Review the meeting room layout and meeting structure to give students a sense of what they can expect during their testimonies to feel more prepared.
- Students will translate their Relationship to Resource Reflection assignment into public testimony or an introduction at the meeting. Create an opportunity for students to practice giving their testimonies or introductions at least once before the meeting.
- Depending on class size, encourage students to practice their public statements, introductions, or testimony in pairs. Encourage them to present in front of the class as well. At the least, have students share their statements with each other in written form and make any suggestions.

### GUEST SPEAKER (OPTIONAL)

- Invite a guest speaker to share information on what to expect at the meeting such as an individual with experience at the meetings someone who serves on the Board or Council or works as support staff,

### DISCUSSION OPPORTUNITY

Talk about experiences related to speaking in public. Share examples of effective and ineffective public testimony. Discuss best practices and what to avoid when public speaking and on the record.

- Discuss what the meeting is going to be like (see reminders for students).
- Discuss giving public testimony and guidance for success.
- Go over the agenda together and highlight important moments such as:
  - Open public comment and student comment opportunity
  - Public commenting on agenda items and key topics
  - Community/RAC reports
  - Proposals or Issues that will be discussed

e.g. Chair of RAC or FSB, Council member, Board member, Council Coordinator, or OSM staff.

- **Past Speaker Example:** The Chair for the upcoming meeting shared what to expect, gave updates on upcoming topics, and highlighted key moments for public participation. They also advised students how to be effective in the meeting to move an issue through the process including tips for effective testimony.

# Prepare for Public Participation and Individual Testimony

## Give Testimony

Giving testimony during the meeting is part of this coursework. Refer to the “Template: How to Create Strong Testimony” at the end of this section to guide the students through this process. This assignment requires only an introduction. Students should prepare for this introduction, but during the meeting, having students with public-speaking fears say just their name and community is enough to get credit. Speaking in the microphone can be a scary thing, so be patient with students as they are growing. Allow students to share as much as they feel comfortable sharing and celebrate all efforts equally. Board members and agency staff know about this educational course and are incredibly receptive and welcoming to having young people learn and participate in the regulatory process. For this reason, they may set time aside for students to go up in turn to give their prepared testimony from class which primarily consists of a personal introduction. Please ask students to consider including a short statement identifying what community they are from, what harvesting activities they are involved in, and why they are interested in participating in the meeting.

If students would like to research and identify a specific issue, they may speak about that topic during the “student testimony” portion of the meeting by referencing the topic along with the statement they will prepare for their introduction which may include their own personal observations and concerns related to subsistence resources. They also may prepare that testimony and save it for the section of the meeting related to that topic. If it is a longer statement and very much focused on a specific topic, direct them to present that part during the associated time on the agenda. You may also ask an OSM staff member for help in identifying when to give testimony.

Students may additionally give public testimony during normal meeting proceedings like any other public member. Students may only speak up on issues that they choose. Encourage them to focus on topics that they feel connected to, passionate about, or have direct impacts on their family or community. They choose the positions they decide to represent and that should never be based on anything other than their own interests and experiences.

## On the Record

Remember, these meetings are public forums that are attended by all levels of people in state and federal government including individuals involved in fisheries and wildlife management. All of the proceedings are broadcast and open to the public. All of what is said during the meetings is documented in transcripts and made part of the public record. Media outlets are also often engaged in following the proceedings for the purpose of reporting on these meetings. Sound bites might end up included in news stories or radio broadcasts. Be mindful and thoughtful about what you decide to say. Remember it will be written forever.

## Public Testimony Practice Round

As a whole class or in smaller groups, have each student practice giving their introduction. If they do not have a written statement prepared yet, allow them to try presenting on the fly and encourage them to write down what they said after. Some students will have longer statements than others. Be encouraging. Celebrate all attempts. Congratulate each individual for their bravery.

*Taking the time to practice will make it easier to do on the mic at the meeting.*

### Quick Tips for Giving Testimony

- Be clear about whom you are representing.
- Be thoughtful (everything you say is on the record).
- Consider the context and audience.
- Think about what additional information you can contribute to the conversation.
- Verify you are able to back up what you are saying through personal experience or data and research.
- Be kind, polite, and respectful to everyone in the room regardless of whether you agree on the issues. **We are all trying to do our best.**

# Template: How to Create Strong Testimony

Use this template as a guide to prepare and give testimony before a Court or Board. The prompts listed follow a commonly used format to help you share your

thoughts clearly. When giving testimony, take your time. It is your right to be in this space, and it is important for citizens like you to participate in this process.

## 1. Opening

Address the Group: \_\_\_\_\_

*(For example: "Mr. (or Madame) Chair and members of the Board (or Council),"*

## 2. Share Who You Are

Introduce yourself: \_\_\_\_\_

*(For example: "My name is...")*

Where you live or grew up: \_\_\_\_\_

*(For example: "I am from...")*

Who you represent: \_\_\_\_\_

*(For example: "I represent (organization/myself)...")*

How you identify yourself and your relationship to natural resources:

*(For example: "I am a (Subsistence user, commercial fisherman, hunter, fur sewer, etc.)...")*

---

## 3. Share What You Want to Talk About

State your concerns (or celebrations) about different resources:

*(For example: I am concerned about (or "I would like to celebrate)...")*

---

---

Share the actions and changes or continued support that you would like to see:

*(For example: "I would like to see the Board (or Council) address these concerns (or celebrations) by...")*

---

---

## 4. Closing with Gratitude

Finish your testimony with a gratitude statement:

*(For example: "Thank you for your time and consideration.")*

---

## Networking Contact List

Use this contact list to gather details about the individuals with whom you are networking during the meeting. Individuals may be other members of the public, board members, agency staff, etc. Aim to get a minimum of 10 contacts.

Name: \_\_\_\_\_  
 Phone: \_\_\_\_\_ Email: \_\_\_\_\_  
 Organization: \_\_\_\_\_ Job title: \_\_\_\_\_  
 Subsistence concerns / Other notes: \_\_\_\_\_

Name: \_\_\_\_\_  
 Phone: \_\_\_\_\_ Email: \_\_\_\_\_  
 Organization: \_\_\_\_\_ Job title: \_\_\_\_\_  
 Subsistence concerns / Other notes: \_\_\_\_\_

Name: \_\_\_\_\_  
 Phone: \_\_\_\_\_ Email: \_\_\_\_\_  
 Organization: \_\_\_\_\_ Job title: \_\_\_\_\_  
 Subsistence concerns / Other notes: \_\_\_\_\_

Name: \_\_\_\_\_  
 Phone: \_\_\_\_\_ Email: \_\_\_\_\_  
 Organization: \_\_\_\_\_ Job title: \_\_\_\_\_  
 Subsistence concerns / Other notes: \_\_\_\_\_

Name: \_\_\_\_\_  
 Phone: \_\_\_\_\_ Email: \_\_\_\_\_  
 Organization: \_\_\_\_\_ Job title: \_\_\_\_\_  
 Subsistence concerns / Other notes: \_\_\_\_\_

## Networking Contact List, *continued*

Name: \_\_\_\_\_  
Phone: \_\_\_\_\_ Email: \_\_\_\_\_  
Organization: \_\_\_\_\_ Job title: \_\_\_\_\_  
Subsistence concerns / Other notes: \_\_\_\_\_

Name: \_\_\_\_\_  
Phone: \_\_\_\_\_ Email: \_\_\_\_\_  
Organization: \_\_\_\_\_ Job title: \_\_\_\_\_  
Subsistence concerns / Other notes: \_\_\_\_\_

Name: \_\_\_\_\_  
Phone: \_\_\_\_\_ Email: \_\_\_\_\_  
Organization: \_\_\_\_\_ Job title: \_\_\_\_\_  
Subsistence concerns / Other notes: \_\_\_\_\_

Name: \_\_\_\_\_  
Phone: \_\_\_\_\_ Email: \_\_\_\_\_  
Organization: \_\_\_\_\_ Job title: \_\_\_\_\_  
Subsistence concerns / Other notes: \_\_\_\_\_

Name: \_\_\_\_\_  
Phone: \_\_\_\_\_ Email: \_\_\_\_\_  
Organization: \_\_\_\_\_ Job title: \_\_\_\_\_  
Subsistence concerns / Other notes: \_\_\_\_\_

---

# Trip Essentials

## STUDENT OBJECTIVES

- Identify the details of the upcoming trip including transportation and lodging information.
- Develop awareness of the schedule for the meeting and throughout the trip.
- Recognize trip expectations and feel prepared.

## SUGGESTED FACILITATION

Discuss logistical information with students and provide opportunities for students to ask questions to ensure they understand the plan and expectations.

- Go over logistics plans, including travel and lodging details.
- Review expectations at the meeting including behavior, dress code, networking, and being engaged during the meeting. Define these for students.
- Ensure the group is as prepared as possible to attend the meeting.
- Review the itinerary and meeting agenda so everyone knows the schedule.
- Ensure the students model good leadership and show up with integrity and authenticity.

---

## Travel Logistics

Refer to the Quick Guide: How to Plan an FSMP Class in Your Community to help organize logistical needs. The facilitator will likely need to set up lodging, airfare, a car rental, etc. to ensure students are able to attend the meeting. Work with the students to voice any issues in advance, and relay information to them to ensure they understand the plan and have an opportunity to share any adaptations they may require.

Provide and ensure each student provides a signed permission slip; a sample permission slip can be found in the Appendices of this guide.

## DISCUSSION OPPORTUNITY

- What does the term networking mean to you?
- What questions do you have about traveling to and from the meeting?
- Do you have any questions about free time and expectations?

## Student Expectations

Students should be engaged, taking notes, listening with an open mind, considering both sides of each issue, networking with others, asking questions, respecting others, and silencing phones.

### Behavior

#### Discuss representation.

- Remind students they represent themselves, their school, and their families. Responsible, respectful, and safe behavior is important.

### Dress Code

#### Reserve lodging for students and chaperones.

- There is a range of attire worn at the meetings. People may wear suits and business attire if on the Federal Subsistence Board or if serving in state and federal roles. Regional Advisory Council members or representatives may also wear business attire or simply nice, clean casual wear like jeans and a collared shirt or a kuspuk. Regalia is welcome. At least one “nice” set of clothes for the day in which a student gives testimony is recommended. Wear items of clothing that are appropriate and bring your confidence.



Photo by Lee House

## Student Safety

Have a conversation with students about being in new environments, situational awareness, reading the room, using their intuition, etc.

- Review school rules for trip outings with the students. Discuss safety and expectations of student behavior found in the school's student handbook or similar documentation.
- For safety, it is best for students to remain with the group during the meeting and throughout the trip. There may be other events that teachers and chaperones will take students, e.g. other governing body meetings or networking opportunities. Ask students to use a buddy system when it makes sense.

## Free Time while Traveling

### Group activities

- There may be free time in which the group can decide what they would like to do in the evenings, e.g. going to a mall, museum, event, or movie; walking around downtown; getting food, etc. The group may divide if a chaperone is with students during these activities in larger communities such as Anchorage.

If traveling in smaller communities, it is safest if the same chaperone-student expectations apply. However, students could go in pairs if it feels appropriate to the chaperone during the daytime. In this situation, clear plans must be laid out in advance with planned check-ins from the students.

### Meeting with family

- Students may have family they would like to see in the community the group is visiting. Identify what makes sense for the group. Outline rules and expectations with students for visiting with family during free time before the trip. One rule could be that students may only go with parents/legal guardians (not siblings or aunts/uncles).
- Curfew or returns times should be communicated with students, so they have a timeline for when they must be back at the lodging if they go with family.
- For safety, try to always meet the individual picking up the student. It is not recommended that students go with friends during this trip.
- Remember, the students' safety is ultimately the responsibility of the teacher and chaperones.

## Student Reminders

Take the time to have conversations about the reminders discussed below with the group ahead of attending the meetings. These conversations can be worked into multiple class sessions. Reminders may be brought up many times before going to the meetings. These guidelines are intended to help prepare individuals to be as comfortable and ready as possible to participate.

## Be Engaged

These meetings are long and cover large quantities of information over many issues. Encourage students to be active listeners by taking notes as needed and keeping phone use minimal. Ask students to put away any headphones or earbuds. Remind students that it is okay to take a break or two throughout the day by stepping out of the meeting area and into a hallway, coffee and tea station, or using the restroom. Try to time breaks to avoid missing the discussion of their chosen proposal or topic. Try to be quiet and respectful when entering or exiting the meeting room. Be considerate of when people are giving testimony.

## Network with Others

These types of meetings provide many opportunities for students to engage with other members of the public, board members, folks from different agencies, and students from other schools. Refer to the Networking Assignment to help ensure students are making a point to meet multiple people throughout the trip and further develop their networking skills. Consider helping students through their first interactions to build confidence. Networking outside of the meeting, such as meeting someone for lunch, will also allow a more casual opportunity for students to converse in more detail and ask questions.

## Be the Leader You Want to See

By attending the meeting, individuals represent themselves, their community and their school. Let students know that it is important to model the style of leadership you would like to see at these meetings. Be an example and inspiration to others in how you show up and in how you participate. You are the future leaders of resource management in Alaska. Your voice is important. Be authentic.



# 6. Facilitating Students at the Meeting

## MODULE 6 MATERIAL COVERED

- Student Tasks and Check-ins at the Meeting

## Create a Space of Learning

### SUGGESTED FACILITATION

- Review the tasks and assignments that students will work on while they are at the meeting.
  - ▷ Community reports summary
  - ▷ Networking assignment
  - ▷ Final paper of proposal or issue
  - ▷ Interview assignment
  - ▷ Public testimony delivery at meeting
- Review student reminders from Module Five to ensure the students are aware of the trip expectations.
- Review the meeting itinerary to ensure students understand the meeting process and are aware of when the proposal deliberation they would like to follow may occur.
- Plan a 10- to 15-minute check-in opportunity for students by circling them up before entering the meeting each morning and at the end of the day before dinner. See more information below.
- Create an itinerary for each day with details around the meeting, including the meeting agenda, as well as meals, free time, social gatherings, etc.
- **Optional Activity:** Plan community events or activities for the group in the evenings. Coordinate with local tribes, the area school district, the area Forest Service Ranger District or other agency offices and local non-profits.

*\*Review expectations with students on a recurring basis as needed.*

### DISCUSSION OPPORTUNITY

- Prompts for the students during group conversation:
- What did you think of XYZ conversation?
- Ask students to verbalize one side of an issue. Then have them verbalize another side of an issue. Are there more than two sides they can verbalize? Ensure students understand both sides even if they do not agree with it.
- What was your favorite topic that came up today? What was the most challenging thing to follow for you today?

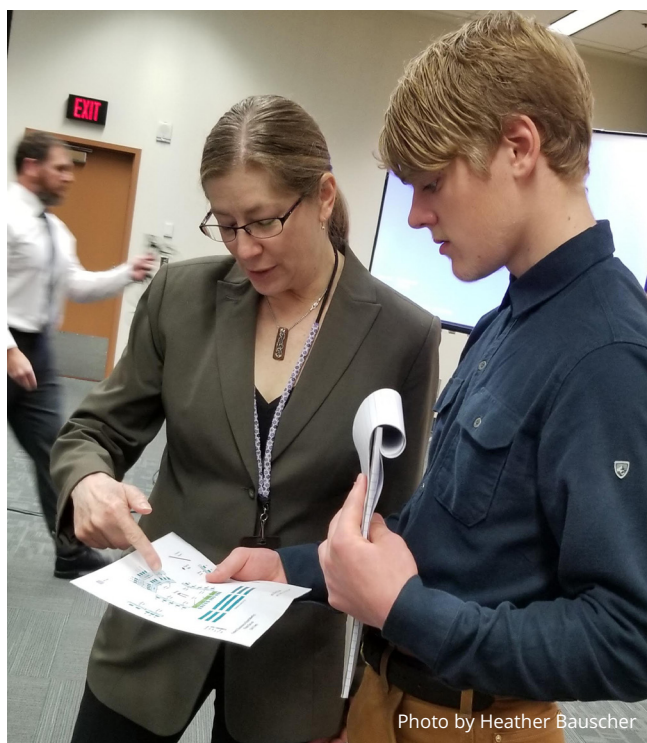


Photo by Heather Bauscher



Photo by Ryan Morse

## Student Tasks

- Follow along during the meeting to gain an overall understanding of the process.
- Follow a proposal. Listen to RAC conversation, analyst reports, and public testimony from both sides. Read through the proposal analysis and look at the data corresponding to the proposal.
- Start the interview assignment by identifying individuals and speaking with them.
- Listen closely to Community/RAC reports and write a summary.
- Take notes throughout the meeting to encourage active listening and prepare for assignments.
- Present your Student Introduction (Testimony/ Public Comment). Students are required to do an introduction to practice giving public comment on the record and into a microphone.

## Check-ins with Students

- On breaks, find a balance between having students network with others while also finding time to ask them if they understand the meeting process and what is going on at that time.

- Debriefing throughout the day and asking students what questions they have, or explaining something that happened can be an effective way to make sure they are able to follow the bigger picture.
- Find times to debrief intentionally as a group. This activity can be good at the beginning and end of the day depending on how students work best. Debriefing during lunch may also work well.

### Daily Debriefing Activity

- Identify a good time and a quiet place to circle up with the students each day. It may be in the meeting place, at a restaurant while waiting for a meal, back at the hotel, etc.
- Consider starting with a question prompt for each student to answer in turn.
- Make sure to discuss and remind students of assignments they should be doing.
- Encourage students to share their feelings and thoughts about the day for comprehension and processing.
- Some of the conversations during the meeting can be intense, so it is important to create opportunities for students to talk about and make sure they understand what is going on.
- You can also work with the students to help them identify an individual they could speak with at the meeting to get a better take on the topic at hand.

# 7. Bringing it Home

## MODULE 7 MATERIAL COVERED

- Student Reflections from the Meeting
- Knowledge Sharing with Others in the Community
- Stepping into Leadership Positions and Considering Career Opportunities
- Wrapping up the Class: Student Presentations

## MODULE 7 ASSIGNMENTS

- Reflection Assignment on overall experience at the meeting
- Student Presentations to Wrap up the Class
- Emailing Contacts from the Meeting

## Student Reflections from the Meeting

### STUDENT OBJECTIVES

- Effectively synthesize the process and your experience of attending the meeting with others.

### SUGGESTED FACILITATION

- Have a discussion on students' experiences from the meeting and what it was like to give testimony, etc.
- Assign the "Reflection on the Meeting" assignment to give students an opportunity to reflect on their experience from the meeting. Option: Choose to facilitate this assignment through the class discussion or assign a written reflection. Include opportunities for students to share about their experience during class to reflect as a group regardless of how this assignment is completed.

### DISCUSSION OPPORTUNITY

Reflection discussion on students' experiences:

- What was it like giving a testimony at the meeting? How did it make you feel?
- Would you want to serve on FSB/RAC or work as staff for an agency?
- What did you find interesting about the meeting?
- What questions do you have about the process after attending the meeting?





## Guided Questions A: Reflection on the Meeting

Now that you have attended the meeting and have both watched and participated in the process, you should have a stronger understanding of the Federal Subsistence Management Program, the organizations involved, and the way the process works. Write a personal reflection essay on the meeting. It should be one to three pages long. Think about and answer the questions and ideas below to guide your reflection.

1. How does a proposal come to life? What steps are involved from inception to final consideration?
2. What proposals or issues are from your area, and how would they affect you?
3. Can you see all points of view during deliberations? Give an example from the meeting.
4. What is best for the resource? What is best for the subsistence user? Are those always the same?
5. How are staff used by the Regional Advisory Council or Federal Subsistence Board (based on the meeting you attended)?
6. Would you want to be a Regional Advisory Council member or sit on the Federal Subsistence Board? Why or Why not?
7. Would you want to be a staff member such as a biologist, anthropologist, or department director?
8. Do you understand the State's role in the process? Why is there disagreement between the State's management and the Federal government's management at times? (What are the directives they must follow?)
9. What did you think of the level of public participation? What do you think are the barriers to public participation or what would help more people be involved in this process?
10. What was the most impactful part of this experience for you? Was the experience what you expected it to be? What parts were challenging or surprising or disappointing?

## Guided Questions B: Reflection on the FSB Meeting

Now that you have attended the meeting and have both watched and participated in the process, you should have a stronger understanding of the Federal Subsistence Management Program, the organizations involved, and the way the process works. Write a personal reflection essay on the meeting. It should be one to three pages long. Think about and answer the questions and ideas below to guide your reflection.

1. What did you think about the Federal Subsistence Board process going into this?
2. What did you think the Federal Subsistence Board meeting would be like? Was the reality similar or different than what you expected? How and why?
3. What did you learn along the way and how has this changed your thinking about how our fisheries and wildlife resources are managed? Give an example.
4. Do you feel this is an effective way to make management decisions? Why or why not, what works well or doesn't, and what would you like to see change?
5. Is this something you see yourself participating in the future? Would you like to have a career connected to this in any way? Do you see yourself involved as part of the public?
6. Why is it important to pay attention to meetings like this and why is it important to participate in this process?
7. How might the knowledge and experience you have gained through this class help you in the future?
8. What was this experience like for you? What moments stood out as the best or worst?
9. Anything else you would like to add about what this experience was like for you- or how these experiences could be made better in the future?

---

# Knowledge Sharing in the Community

## STUDENT OBJECTIVES

- Describe the Federal Subsistence Management Program process to others.
- Effectively communicate your experience of attending the regulatory meeting with others.

## SUGGESTED FACILITATION

- Consider opportunities for students to share their new knowledge with community members. For example, plan a community event for the youth to share about their experience at the meeting and the issues they followed. Doing so gives students a chance to bring the community up to speed on different issues and why they felt participation was important. It also encourages broader community involvement in the process.
- Students could also choose to write articles about their experiences in local newspapers, student newsletters or newspapers, for blogs, and on social media. If there is an organization supporting the course, they may enjoy receiving student-written material to share through their channels and further elevate student voices.

## Examples of Past Student Knowledge Sharing

- A student wrote an article for Alaska Beacon and also did a live storytelling event for Sitka Tells Tales where she shared information about her class and regulatory meeting experiences.
- A student made a video for her school news station about the RAC meeting the experience and taking the class.
- Two students participated in a youth panel at the ALL Council meeting in during a break out session.



---

# Stepping into Leadership and Beyond

## STUDENT OBJECTIVES

- Describe how to get involved as a RAC Member.
- Identify other ways to get involved in the FSMP process.
- Explore career opportunities and pathways in this area of work.

## SUGGESTED FACILITATION

- Ask the students for feedback of the meeting. Are interested in working in similar environments? Explore what these positions could be.
- Have the students utilize the “Emails Contacts from the Meeting” assignment to encourage email correspondence as a follow-up with a few new connections. Have students share a thank you or inquire about ways to get involved (relationship-building and networking exercise).

Learning to navigate these regulatory systems is critical to the continuation of subsistence ways of life. It is important to learn to be effective in these types of meetings to ensure continued access to resources for yourself, your family, your community, and the generations to come.

## GUEST SPEAKER (OPTIONAL)

- Invite a guest speaker to share ways to get involved in federal subsistence management. It will be most insightful for students if speakers have a breadth of knowledge on different fish and wildlife management councils and boards statewide as well as an understanding of state and federal agencies to better inform students of various opportunities.
- **Past Speaker Example:** A long time Council member and Chair shared how they got involved and how that led them into a leadership role. They shared the challenges, rewards, and lessons learned, and they gave advice to inspire the students to recognize the power of their individual voice and how they can step into leadership roles on behalf of their community.



## Become a RAC Member

Becoming a member of your Regional Advisory Committee is a great way to support your community and region. Many RACs struggle to find enough representatives. By contributing your time and utilizing the power of your voice, you can elevate local concerns to ensure continued access to resources for the continuation of these ways of life.

## How the Process Works

- Year-long process
- Chosen by Secretary of the USDA or Secretary of the DOI, depending on the region
- References (will be called with list of questions to answer)
- Youth RAC Member seats: one non-voting seat on each RAC is designated to an individual 18- to 25-years-old.  
*\*Many RACs do not yet have these seats filled.*

## Qualifications for RAC Members

- Knowledge of fish and wildlife resources in the region
- Knowledge of subsistence uses, customs, and traditions in the region
- Knowledge of commercial, sport, and other uses in the region
- Leadership and experience with local, regional, and statewide organizations
- Ability to communicate effectively
- Willingness to travel to and attend RAC meetings at least two times each year (usually in September or October and February or March)
- Willingness to occasionally attend FSB meetings

## Other Ways to Get Involved

- Attend a meeting or listen via phone, Zoom, etc.
- Participate on your local State Advisory Committee or Federal Subsistence Regional Advisory Council.
- Participate in a RAC meeting, FSB meeting, or get involved with the meetings through the Board of Fisheries, Board of Game, North Pacific Fishery Management Council, or the NPFMC Advisory Panel.
- Give testimony (open public comment has no time limit at the FSB but is limited in other meetings).
- Write a proposal. Refer to the “Template: How to Write a Proposal” in the Appendices to provide guidance. Connect with OSM staff for assistance in writing proposals. You may also contact local RAC members to get learn more about proposal writing.
- Push for action on an issue or larger concern by writing letters, etc.

## Career Opportunities

There are many types of professional roles in the meeting room together or serving within this regulatory area. They are all working within this system to keep it running smoothly, bring change, and make decisions based on the information they have and the local knowledge the public shares. If students were interested in the meeting, below are some of the career opportunities they could explore:

- Biologist
- Anthropologist
- Law enforcement
- Lawyers
- Liaisons
- Federal agency roles (USDA Forest Service, Fish & Wildlife, National Parks Service, Bureau of Indian Affairs, Office of Subsistence Management)
- Alaska Department of Fish and Game roles

## Seasonal Roles and Internships

State and federal agencies often offer seasonal roles, internships, and other pathways that lead to permanent hire positions. Once people are in the agencies' systems, it is easier to move around internally due to their hiring process. Encourage students to contact people they networked with from the meeting to ask about employment or internships.

## ANILCA Hiring

The ANILCA hiring pathway allows federal land management agencies to give selection preference to locals. Applicants with an understanding of the environmental challenges and cultural background of the local area can substitute this knowledge in place of job-related work experience. The USDA Forest Service is one of multiple agencies incorporating the ANILCA hiring authority into their employment opportunities to better represent and support local perspectives, work in collaboration with relevant partners and communities, and grow Forest Service leadership. When ANILCA local hires work with informed Forest Service decision makers, legal obligations can be fulfilled. As directed by the APA petition (2020, 7): “The USFS should employ cooperative agreements, tribal authorities, challenge cost share agreements, partnerships, memorandums of understanding, and hire locally, when possible, to increase workforce capacity amongst local tribal governments and the local community for fish, wildlife, timber, and infrastructure inventory, assessment, enhancement, and monitoring” (Riley and Mallot, 2025).

## Past Student Involvement

- Pursuing higher education in fisheries and jobs in fisheries management
- Serving in seats on their Regional Advisory Councils
- Working for tribal organizations on resource monitoring projects and stream restoration
- Interning with USFWS, gaining field experience with a biologist documenting amphibians including frogs, toads, and salamanders
- Getting a summer seasonal job with ADF&G after making connections at a meeting
- Interning with Sitka Conservation Society focusing on policy, including shadowing and assisting a RAC coordinator at a RAC meeting
- Working in AK State legislators' offices and as congressional delegation staff

---

### *Resources to Get Involved and Find Opportunities*

- RAC Member Information [doi.gov/subsistence/regions](https://doi.gov/subsistence/regions)
- ANILCA Hiring Information [fs.usda.gov/Internet/FSE\\_DOCUMENTS/fseprd1016547.pdf](https://fs.usda.gov/Internet/FSE_DOCUMENTS/fseprd1016547.pdf)
- Federal Government Job Opportunities [usajobs.gov](https://usajobs.gov)

## Emailing Contacts from the Meeting

Email with two or more new connections from the meeting. Share a thank you note with them for speaking with you, sharing helpful information at the meeting, etc. If you are interested, ask them about opportunities to get involved in the process. Refer to the sample email below as a place to start. Ask your teacher if you would like help with drafting your emails.

Hi *(Name of individual)*,

It was great to meet you at the *(FSB meeting or RAC meeting)* last week. I wanted to thank you for answering my questions and sharing your experiences in this space. It made me curious about ways that I can get involved. I am looking at the Youth RAC Member application, and I would also like to explore subsistence-related work this summer. If you have suggestions or leads that you'd like to share, I would certainly appreciate it.

With thanks,

*(Your first and last name)*

*(Phone number if you'd like to share)*

---

# Wrapping up the Class

## STUDENT OBJECTIVES

- Effectively communicate to the rest of the class your understanding of the proposal or issue you followed during the regulatory meeting.

## SUGGESTED FACILITATION

- Have students share their individual presentations on their selected proposal or issue of choice (this presentation can be formal or discussion-based). They may summarize their write-up and can get creative in how they choose to present this information.
- Depending on class size, an additional class may need to be scheduled to ensure all students have time to present.
- Thank the students for their time and dedication to learning about the Federal Subsistence Management Program in Alaska. Provide empowerment by reminding the students of all the knowledge they gained in the short amount of time. Emphasize their learned general meeting and testimony skills and the role they can play in actively shaping the future management of Alaska's subsistence resources.



Photo by Lee House



Photo by Lee House

---

## Thank you

**Thank you to the Indigenous peoples who have stewarded Alaska's lands and waters since time immemorial and continue to do so today. Thanks to the countless folks who strive to improve and protect resource management through the Federal Subsistence Management Program in Alaska.**

A special thanks to the following for your leadership, education, and support in the development of this educational resource:

Jan Straley, Terry Suminski, Justin Koller, Joel Markis, Lauren Wild, Jon Martin, Kitty LaBounty, Beth Pendleton, Wayne Owen, David Shmid, DeAnna Perry, Bob Larson, Rob Cross, Joe Serio, Chris Leesburg, Ashley Bolwerk, Jake Musselwhite, Dave Tresham, Don Hernandez, Albert Howard, Lewis Hiatt, Cathy Needham, Chuck Miller, Harvey Kitka, Patricia Phillips, Mike Douville, Bob Shroeder, John Yeager, Frank Wright Jr, Ian Johnson, Mike Bangs, Tim Shumway, Eric Castro, Joe Nelson, Michelle Ridgeway, Gisela Chapa, Robbin LeVine, Orville Lind, Hannah Voorhees, Jared Stone, Andrew Sanders, Greg Rhisdahl, Brent Vickers, Dave Fedorski, Marina Anderson, Julian Brave Noisecat, Jackie Boyer, Kelsi Ivanoff, Craig Chythlook, Brian Richie, Ryan Scott, Julian Navarez, Winston Davies, Steve Ramp, Tad Fujioka, Jack Raekoff, Ted Sandhofer, Max Worhatch, Chris Guggenbickler, Susan Doherty, Clay Bezenek, Ellen Hannan, Eric Jordan, Stacey Wayne, Scott Wagner, Ben Mulligan, Aaron Poetter, Rachel Baker, Doug Vincent Lang, Karla Bush, Sam Rabung, John Murray, Larry Edwards, Aaron Prussian, Kent Barkau, Linda Behnken, Lauren Mitchell Howard, Courtney Howard, Robby Bruce, Norm Pillen, Lance Preston, Sunny Rice, Margaret Galanin, Hillary

Seeland, Phil Burdick, Sarah Ferrency, Mandy Summers, Eric Matthes, Matt Groen, Dave Marvel, Chohla Moll, Howard Wayne, Keenan Sanderson, Avery Herrman-Sakamoto, Heather Dawn Thompson, Aaron Poe, Mary Catherine Martin, Lindsey Bloom, Tim Bristol, Jill Weitz, Breanna Walker, Mo Johnson, Karen Johnson, Clarice Johnson, Roby Littlefield, June Degnan, Melanie & Tahnee Curran, Francis Brann, Krystina Scheller, Erik De Jong, Carin Farley, Lauren O'Brien, Peter Vu, Heather Evoy, Rachel James, Gayla Hoseth, Louis Green Jr., Lucy Phillips, Dawn Jackson, Joel Jackson, Pat Kehoe, Gaylan Needham, Calvin Casipit, Adelaide (Di) Johnson, Khaaswóot Gloria Wolfe, Heather Bauscher, Andrew Thoms, Katie Riley, Lee House, Ryan Morse, and Tayler Bowser.

Thank you to the agencies and entities who have helped make this guide possible through guidance, contributions, review, feedback, and general support including:

- USDA Forest Service
- USDA FS Tongass Subsistence Program
- DOI Office of Subsistence Management
- USDA Office of Tribal Relations
- Alaska Department of Fish and Game
- Southeast Alaska Subsistence Regional Advisory Council
- Marine Resource Education Program
- Central Council of the Tlingit & Haida Indian Tribes of Alaska
- Native Peoples Action
- Alaska Federation of Natives
- Seward Peninsula Subsistence Regional Advisory Council

# Regulations & Permits in Alaska

The following list provides a quick reference for locating subsistence and personal use harvest regulations and permitting for Alaskans. If you have questions, reach out to the agency that manages the harvest to get more information. Additional agency contacts may be found later in this guide.

## Federal Regulations

### Federal Subsistence Management Program (FSMP) Regulations

Booklets are updated every two years. If there is an area Federal land management office or vendor in your community, you may go in-person to ask questions, obtain the regulations, or get a permit. Copies may also be requested by contacting the Office of Subsistence Management at (800) 478-1456 or (907) 786-3888, or by email: [subsistence@fws.gov](mailto:subsistence@fws.gov)

#### Federal Subsistence Wildlife Regulations Book

Locate it online under the "Regulations" dropdown at [doi.gov/subsistence/wildlife](https://doi.gov/subsistence/wildlife)

#### Federal Subsistence Fisheries Regulations Book

Locate it online under the "Regulations" dropdown at [doi.gov/subsistence/fisheries](https://doi.gov/subsistence/fisheries)

## Federal Subsistence Permits

Use the Federal Subsistence regulations books to find information on permits. Federal designated hunter and Federal registration permits are available from local Federal offices. Contact an area Federal office or the Office of Subsistence Management if you have questions about how to obtain a permit.

#### Apply for a Cultural and Education Permit

Submit an application to the Office of Subsistence Management. Contact their office for more information.

Online information: [doi.gov/sites/default/files/documents/2026-02/info-flyer-cultural-and-ed-permitsfinal508.pdf](https://doi.gov/sites/default/files/documents/2026-02/info-flyer-cultural-and-ed-permitsfinal508.pdf)

## Subsistence Harvest of Halibut, Migratory Birds, and Marine Mammals

### Halibut

Apply for a "SHARC Card" (Subsistence Halibut Registration Certificate)

In order to subsistence harvest halibut, you must hold a SHARC Card. Special permits for community harvest, ceremonial, and educational purposes also are available to qualified Alaska communities and Alaska Native Tribes.

Contact the National Marine Fisheries Service (or NOAA Fisheries) at (800) 304-4846 (press option 2) or (907) 586-7202, or by e-mail: [ram.alaska@noaa.gov](mailto:ram.alaska@noaa.gov)

Online information: [fisheries.noaa.gov/permit/alaska-subsistence-halibut-fishery-applications-and-reporting-forms](https://fisheries.noaa.gov/permit/alaska-subsistence-halibut-fishery-applications-and-reporting-forms)

### Migratory Birds

Contact the Office of the Alaska Migratory Bird Co-management Council at (907) 786-3446.

Online information: [alaskamigratorybirds.com](https://alaskamigratorybirds.com) and [fws.gov/office/alaska-migratory-birds/alaska-migratory-bird-co-management-council](https://fws.gov/office/alaska-migratory-birds/alaska-migratory-bird-co-management-council)

### Sea Otters, Polar Bears and Walrus

Contact the U.S. Fish and Wildlife Service Marine Mammal Management Office at (800) 362-5148 or (907) 786-3800.

Online information: [fws.gov/program/alaska-marine-mammals-management-office](https://fws.gov/program/alaska-marine-mammals-management-office)

### Seals, Sea Lions and Whales

Contact the Protected Resources Division of the National Marine Fisheries Service at (907) 586-7235.

Online information: [alaskafisheries.noaa.gov/protected-resources](https://alaskafisheries.noaa.gov/protected-resources). Find information for the specific species at: [fisheries.noaa.gov/species-directory/marine-mammals](https://fisheries.noaa.gov/species-directory/marine-mammals)

## Federal Register

The official publication for Federal regulations, proposed regulations, and notices of Federal agencies and organizations can be found online at [federalregister.gov](https://federalregister.gov)

# State Regulations

Regulations for State of Alaska personal use fisheries are highly variable from fishery to fishery. If there is an area ADF&G office in your community, you may go in-person to ask questions, obtain the regulations, or get a permit. The Alaska Department of Fish and Game (ADF&G) Headquarters office can be contacted at (907) 465-2376 and by email: [adfg.license@alaska.gov](mailto:adfg.license@alaska.gov)

You may also search and contact the office nearest you [adfg.alaska.gov/index.cfm?adfg=contacts.main](http://adfg.alaska.gov/index.cfm?adfg=contacts.main)

## **State Fisheries Regulations, Licenses, & Permits**

Subsistence and Personal Use Fishing Licenses and Permits: [adfg.alaska.gov/index.cfm?adfg=resident\\_fishing.main](http://adfg.alaska.gov/index.cfm?adfg=resident_fishing.main)

## **State Wildlife Regulations, Licenses, & Permits**

Subsistence and Personal Use Wildlife Licenses and Permits: [adfg.alaska.gov/index.cfm?adfg=wildliferegulations.hunting](http://adfg.alaska.gov/index.cfm?adfg=wildliferegulations.hunting)

## **Search by Area – ADF&G Regulations**

Find State of Alaska Personal Use information, regulations and permits by area: [adfg.alaska.gov/index.cfm?adfg=PersonalUsebyArea.main](http://adfg.alaska.gov/index.cfm?adfg=PersonalUsebyArea.main)



Photo by Lee House

# Federal Agency Contacts

## Office of Subsistence Management

1011 East Tudor Road, MS-121  
Anchorage, AK 99503  
(907) 786-3888

## BUREAU OF INDIAN AFFAIRS (BIA)

### Regional Office

P.O. Box 21647  
Juneau, AK 99802-1647  
(907) 586-7177

### Anchorage Office

3601 C Street, Suite 1100  
Anchorage, AK 99503-5947  
(907) 271-4085

## BUREAU OF LAND MANAGEMENT (BLM)

### Anchorage Field Office

4700 BLM Road  
Anchorage, AK 99507  
(907) 267-1246

### Arctic Interagency Visitor Center

P.O. Box 9079  
Coldfoot, AK 99701  
(907) 678-5209

### Glennallen Field Office

P.O. Box 147  
Glennallen, AK 99588  
(907) 822-3217

### Nome Field Station

P.O. Box 952  
Nome, AK 99762  
(907) 443-2177

### Northern Field Office

1150 University Avenue  
Fairbanks, AK 99709  
(907) 474-2200

### Tok Field Station

P.O. Box 309  
Tok, AK 99780  
(907) 883-5121

## NATIONAL PARK SERVICE (NPS)

### National Park Service, Alaska Regional Office

240 West 5th Avenue  
Anchorage, AK 99501  
(907) 764-5377

## Aniakchak National Monument & Preserve

P.O. Box 7  
King Salmon, AK 99613  
(907) 246-3305

## Bering Land Bridge National Preserve

P.O. Box 220  
Nome, AK 99762  
(907) 443-2522

## Denali National Park and Preserve

P.O. Box 9  
Denali Park, AK 99755  
(907) 683-2294

## Talkeetna Ranger Station

P.O. Box 588  
Talkeetna, AK 99676  
(907) 733-2231

## Gates of the Arctic National Park and Preserve

P.O. Box 9034  
Coldfoot, AK 99701  
(907) 678-5209

4175 Geist Road  
Fairbanks, AK 99709  
(907) 457-5752

## Anaktuvuk Pass Ranger Station

P.O. Box 21102  
Anaktuvuk Pass, AK 99721  
(907) 661-3520

## Bettles Ranger Station

P.O. Box 26030  
Bettles, AK 99726  
(907) 692-5494

## Glacier Bay National Park and Preserve

P.O. Box 140  
Gustavus, AK 99826  
(907) 697-2230

## Katmai National Park and Preserve

P.O. Box 7  
King Salmon, AK 99613  
(907) 246-3305

## Kenai Fjords National Park

P.O. Box 1727  
Seward, AK 99664  
(907) 224-7500

## Klondike Gold Rush National Historical Park

P.O. Box 517  
Skagway, AK 99840  
(907) 983-2921

## Lake Clark National Park and Preserve

240 West 5th Ave. Suite 236  
Anchorage, AK 99501  
(907) 781-2218

## General Delivery

Port Alsworth, AK 99653  
(907) 781-2218

## Cape Krusenstern National Monument

P.O. Box 1029  
Kotzebue, AK 99752  
(907) 442-3890

## Kobuk Valley National Park

P.O. Box 1029  
Kotzebue, AK 99752  
(907) 442-3890

## Noatak National Preserve

P.O. Box 1029  
Kotzebue, AK 99752  
(907) 442-3890

## Sitka National Historical Park

P.O. Box 738  
Sitka, AK 99835  
(907) 747-6281

## Wrangell-St. Elias National Park and Preserve

P.O. Box 439  
Copper Center, AK 99573  
(907) 822-5234

## Wrangell-St. Elias National Park and Preserve

Slana Ranger Station  
P.O. Box 885  
Slana, AK 99586  
(907) 822-7401

## Wrangell-St. Elias National Park and Preserve Yakutat Ranger Station

P.O. Box 137  
Yakutat, AK 99689  
(907) 784-3295

## Yukon-Charley Rivers National Preserve

4175 Geist Road  
Fairbanks, AK 99709  
(907) 457-5752

**Eagle Visitor Center**

P.O. Box 167  
Eagle, AK 99738  
(907) 547-2233

## US FISH AND WILDLIFE SERVICE (USFWS)

**Regional Office**

1011 East Tudor Road  
Anchorage, AK 99503  
(907) 786-3309

**Alaska Maritime National Wildlife Refuge**

Aleutian Islands Unit  
P.O. Box 5251  
Adak, AK 99546  
(907) 592-2406

**Alaska Maritime National Wildlife Refuge**

95 Sterling Highway  
Homer, AK 99603  
(907) 235-6546

**Alaska Peninsula/Becharof National Wildlife Refuge**

P.O. Box 277  
King Salmon, AK 99613  
(907) 246-3339

**Arctic National Wildlife Refuge**

101 12th Avenue, Room 236  
Fairbanks, AK 99701  
(907) 456-0250

**Izembek National Wildlife Refuge**

P.O. Box 127  
Cold Bay, AK 99571  
(907) 532-2445

**Kanuti National Wildlife Refuge**

101 12th Avenue, Room 206  
Fairbanks, AK 99701  
(907) 456-0329

**Kenai National Wildlife Refuge**

P.O. Box 2139  
Soldotna, AK 99669-2139  
(907) 262-7021

**Kodiak National Wildlife Refuge**

1390 Buskin River Road  
Kodiak, AK 99615  
(907) 308-3963

**Koyukuk/Nowitna/Innoko National Wildlife Refuge**

P.O. Box 287  
Galena, AK 99741  
(907) 656-1231

**Selawik National Wildlife Refuge**

P.O. Box 270 Kotzebue, AK 99752  
(907) 442-3799

**Tetlin National Wildlife Refuge**

P.O. Box 779  
Tok, AK 99780  
(907) 883-5312

**Togiak National Wildlife Refuge**

P.O. Box 270  
Dillingham, AK 99576  
(907) 842-1063

**Yukon Delta National Wildlife Refuge**

P.O. Box 346  
Bethel, AK 99559  
(907) 543-3151

**Yukon Flats National Wildlife Refuge**

101 12th Avenue, Room 264  
Fairbanks, AK 99701  
(907) 456-0440

**Northern Alaska Fish and Wildlife Conservation Office**

101 12th Avenue, Room 110  
Fairbanks, AK 99701  
(907) 456-0203

**Southern Alaska Fish and Wildlife Conservation Office**

4700 BLM Road  
Anchorage, AK 99507  
(907) 271-2088

## USDA FOREST SERVICE (USDA FS)

**Regional Office**

709 W. 9th Street  
P.O. Box 21628  
Juneau, AK 99802  
(907) 586-8863

**Chugach National Forest Supervisor's Office**

161 East 1st Avenue, Door 8  
Anchorage, AK 99501  
(907) 743-9500

**Cordova Ranger District**

612 2nd Street  
P.O. Box 280  
Cordova, AK 99574  
(907) 424-7661

**Glacier Ranger District Forest**

Station Road  
P.O. Box 129  
Girdwood, AK 99587  
(907) 783-3242

**Seward Ranger District**

334 4th Avenue  
P.O. Box 390  
Seward, AK 99664  
(907) 288-3178

**Tongass National Forest Supervisor's Offices**

Federal Building  
648 Mission St.  
Ketchikan, AK 99901  
(907) 225-3101

2108 Halibut Point Road  
Sitka, AK 99835  
(907) 747-6671

123 Scow Bay Loop Road  
P.O. Box 309  
Petersburg, AK 99833  
(907) 772-3841

**Admiralty Island National Monument**

8510 Mendenhall Loop Rd.  
Juneau, AK 99801  
(907) 586-8800

**Craig Ranger District**

504 9th St.  
P.O. Box 500  
Craig, AK 99921  
(907) 826-3271

**Hoonah Ranger District**

430 Airport Way  
P.O. Box 135  
Hoonah, AK 99829  
(907) 945-3631

**Juneau Ranger District**

8510 Mendenhall Loop Rd.  
Juneau, AK 99801  
(907) 586-8800

**Ketchikan Misty Fjords Ranger District**

3031 Tongass  
Ketchikan, AK 99901  
(907) 225-2148

**Petersburg Ranger District**

12 North Nordic Drive  
P.O. Box 1328  
Petersburg, AK 99833  
(907) 772-3871

**Sitka Ranger District**

2108 Halibut Point Road  
Sitka, AK 99835  
(907) 747-6671

**Thorne Bay Ranger District**

1312 Federal Way  
P.O. Box 19001  
Thorne Bay, AK 99919  
(907) 828-3304

**Wrangell Ranger District**

525 Bennett Street  
P.O. Box 51  
Wrangell, AK 99929  
(907) 874-2323

**Yakutat Ranger District**

712 Ocean Cape Road  
P.O. Box 327  
Yakutat, AK 99869  
(907) 784-3359

**FEDERAL DELEGATED OFFICIALS****Arctic/Kotzebue/Norton Sound Area****National Park Service**

Western Arctic Parklands  
Superintendent  
442-3890 / fax: 442-8316  
WEAR\_webmail@nps.gov

*Unalakleet River***Bureau of Land Management**

Anchorage Field Office Manager  
267-1246 / fax: 267-1267

*Yukon River Drainage***U.S. Fish and Wildlife Service**

Yukon Area In-Season Manager  
455-1849 / 800-267-3997  
fax: 455-1853

Emmonak Fisheries Resource Office  
949-1798  
ak\_fisheries@fws.gov

**Kuskokwim Area****U.S. Fish and Wildlife Service**

Yukon Delta National  
Wildlife Refuge Manager  
543-3151 / 800-621-5804  
fax: 543-4413  
yukondelta@fws.gov

**Bristol Bay/Alaska Peninsula/  
Aleutian Islands Area****U.S. Fish and Wildlife Service**

Fish and Wildlife Conservation Office,  
Supervisory Fish Biologist  
271-2888 / 800-272-4174  
fax: 271-2786  
ak\_fisheries@fws.gov

**Kodiak Area****U.S. Fish and Wildlife Service**

Kodiak National Wildlife  
Refuge Manager  
487-2600 / 888-408-3514  
fax: 487-2144  
kodiak@fws.gov

**Prince William Sound Area***Copper River Drainage***National Park Service**

Wrangell-St. Elias National Park  
and Preserve Superintendent  
822-5234 / fax: 822-3281  
wrst\_interpretation@nps.gov

*Prince William Sound Area, except  
Copper River Drainage***U.S. Forest Service**

Chugach National Forest Cordova  
District Ranger  
424-7661

*Cook Inlet Area***U.S. Fish and Wildlife Service**

Fish and Wildlife Conservation Office,  
Senior Fisheries Biologist  
262-7021 / fax: 262-7145

**Southeastern/Yakutat Area***Yakutat Area***U.S. Forest Service**

Tongass National Forest  
Yakutat Ranger District  
784-3359

*Northern Southeast inside waters from  
Port Houghton to Lynn Canal including  
the Chilkat Peninsula***U.S. Forest Service**

Tongass National Forest  
Juneau District Ranger  
586-8800

*Northern Chichagof and Yakobi Islands***U.S. Forest Service**

Tongass National Forest  
Hoonah District Ranger  
945-3631

*Southern Chichagof  
and Baranof Islands***U.S. Forest Service**

Tongass National Forest  
Sitka District Ranger  
747-6671

*Admiralty Island***U.S. Forest Service**

Tongass National Forest  
Admiralty Island National  
Monument Ranger  
586-8800

*Prince of Wales Island south of the  
Craig/Hollis Highway, and Suemez,  
Dall, Baker, Noyes, Sukkwan and  
Lulu Islands***U.S. Forest Service**

Tongass National Forest  
Craig District Ranger  
826-3271

*Prince of Wales Island north of the  
Craig/Hollis Highway, and Kosciusko  
and Heceta Islands***U.S. Forest Service**

Tongass National Forest  
Thorne Bay District Ranger  
828-3004

*Kuiu, Kupreanof, and Mitkof Islands,  
and central southeast mainland from  
Cape Fanshaw to Point Agassiz***U.S. Forest Service**

Tongass National Forest  
Petersburg District Ranger  
772-3871

*Wrangell Area including t  
he Stikine River***U.S. Forest Service**

Tongass National Forest  
Wrangell District Ranger  
874-2323

*Revillagigedo, Gravina, and Duck  
Islands, and southern southeast inside  
waters south of Emerald Bay including  
Misty Fjords National Monument***U.S. Forest Service**

Tongass National Forest  
Ketchikan-Misty Fjords  
District Ranger  
225-2148

Listed contacts were identified from the Federal Office Directory, 2025/2027 Federal Subsistence Fisheries Regulations.

# Glossary

## Agencies

- Alaska Department of Environmental Conservation (DEC)
- Alaska Department of Fish and Game (ADF&G)
- Alaska Department of Revenue (DOR)
- Bureau of Indian Affairs (BIA)
- Bureau of Land Management (BLM)
- Bureau of Ocean Energy Management (BOEM)
- National Parks Service (NPS)
- National Marine Fisheries Service (NMFS)
- National Oceanic and Atmospheric Administration (NOAA)
- Office of Subsistence Management (OSM)
- United States Department of Agriculture (USDA)
- United States Department of Agriculture Forest Service (USDA FS)
- United States Coast Guard (USCG)
- United States Department of Commerce (DOC)
- United States Department of the Interior (DOI)
- United States Fish & Wildlife Service (USFWS)
- United States Geological Service (USGS)

## Acronyms

- **AC** – Advisory Committee (State)
- **AMBCC** – Alaska Migratory Bird Co-Management Council
- **ANCSA** – Alaska Native Claims Settlement Act
- **ANILCA** – Alaska National Interest Lands Conservation Act
- **AP** – Advisory Panel (NPFMC)
- **BOF** – Board of Fisheries
- **BOG** – Board of Fisheries
- **EA** – Emergency Action
- **EA** – Environmental Assessment
- **EIS** – Environmental Impact Statement
- **ESA** – Endangered Species Act
- **FMC** – Fishery Management Council
- **FSB** – Federal Subsistence Board
- **IPHC** – International Pacific Halibut Commission
- **IWC** – International Whaling Commission
- **MHW** – Mean High Water Mark
- **MBTA** – Migratory Bird Treaty Act
- **MMPA** – Marine Mammal Protection Act
- **NEPA** – National Environmental Policy Act
- **NPFMC** – North Pacific Fishery Management Council
- **PSC** – Pacific Salmon Commission
- **RAC** – Regional Advisory Council (Federal)

# References

*Information from the following resources has been compiled to produce this teaching guide. Refer to these materials to help guide course development.*

Ahtna, Incorporated. (2022). Alaska Native rights champion Katie John lived what she believed: Honesty, trust, love, and forgiveness. *Alaska Park Science* 21(1): 52-57. [nps.gov/articles/000/aps-21-1-6.htm](https://nps.gov/articles/000/aps-21-1-6.htm)

Alaska Department of Fish and Game. (n.d.-a). Nonsubsistence use areas. [adfg.alaska.gov/index.cfm?adfg=fishingSubsistencebyArea.nonSubsistenceUse](https://adfg.alaska.gov/index.cfm?adfg=fishingSubsistencebyArea.nonSubsistenceUse)

Alaska Department of Fish and Game. (n.d.-b). Subsistence in Alaska: Definition, Responsibilities, and Management. Retrieved from [adfg.alaska.gov/index.cfm?adfg=subsistence.definition](https://adfg.alaska.gov/index.cfm?adfg=subsistence.definition)

Alaska Department of Natural Resources, Division of Mining, Land, and Water. (n.d.-a). Federal reserved water rights. [dnr.alaska.gov/mlw/water/rights/federal/](https://dnr.alaska.gov/mlw/water/rights/federal/)

Alaska Department of Natural Resources, Division of Mining, Land, and Water. (n.d.-b). State policy on navigability. [dnr.alaska.gov/mlw/paad/nav/policy/](https://dnr.alaska.gov/mlw/paad/nav/policy/)

Alaska Department of Natural Resources, Division of Mining, Land, and Water (2024). Tideland and submerged land ownership [Fact sheet]. [dnr.alaska.gov/mlw/cdn/pdf/factsheets/tide-and-submerged-land-ownership.pdf](https://dnr.alaska.gov/mlw/cdn/pdf/factsheets/tide-and-submerged-land-ownership.pdf)

Alaska Federation of Natives. (2024, Oct 16). AFN Workshop: Understanding the Subsistence Framework in Alaska. [nativefederation.org/afn-subsistence-workshop-2024/](https://nativefederation.org/afn-subsistence-workshop-2024/)

Alaska National Interest Lands Conservation Act, Title VIII – Subsistence Management and Use Findings, Pub. L. No. 96-487, 94 Stat. 2371 (1980).

Bauscher, H. (2024, April 19). Adapted from A. Bolwerk & R. Cross USDA FS Tongass NF Subsistence Staff. Introduction to the Federal Management Process [Presentation]. Sitka, AK.

Bolwerk, A & Bauscher, H. (2023, Spring). Community Workshop Series: Understanding the Federal Subsistence Board Process [Presentation]. Sitka, AK.

Boyer, J. (2024). Alaska Native Fisheries: History, Engagement, and Perspectives. [Presentation]. Marine Resource Education Program North Pacific Workshop. Kodiak, AK.

Cambridge University Press. (n.d.-a). Civil. In Cambridge advanced learner's dictionary & thesaurus. [dictionary.cambridge.org/us/dictionary/english/civil](https://dictionary.cambridge.org/us/dictionary/english/civil)

Cambridge University Press. (n.d.-b). Discourse. In Cambridge advanced learner's dictionary & thesaurus. [dictionary.cambridge.org/us/dictionary/english/discourse](https://dictionary.cambridge.org/us/dictionary/english/discourse)

Cambridge University Press. (n.d.-c). Subsistence. In Cambridge advanced learner's dictionary & thesaurus. [dictionary.cambridge.org/us/dictionary/english/subsistence](https://dictionary.cambridge.org/us/dictionary/english/subsistence)

Case, D. S. (2012). *Alaska Natives and American laws* (3rd ed.). University of Alaska Press.

Dauenhauer, N. M., & Dauenhauer, R. (Eds.). (1994). *Haa kusteetf: Our culture—Tlingit life stories* (p. 31). University of Washington Press; Sealaska Heritage Foundation.

DeSantis, M. K., & Ward, E. H. (2023, April 20). Subsistence uses of resources in Alaska: An overview of federal management (CRS Report No. R47511). Congressional Research Service. [congress.gov/crs-product/R47511](https://www.congress.gov/crs-product/R47511)

Fall, J. A. (2018). Subsistence in Alaska: A year 2017 update [Report]. Division of Subsistence, Alaska Department of Fish and Game. [adfg.alaska.gov/static/home/subsistence/pdfs/subsistence\\_update\\_2017.pdf](https://adfg.alaska.gov/static/home/subsistence/pdfs/subsistence_update_2017.pdf)

First Alaskans Institute. (2023). Our Agreements [PDF]. [assets.nationbuilder.com/firstalaskansinstitute/pages/317/attachments/original/1696548927/About\\_Us\\_FAI-AGREEMENTS-POSTER.pdf?1696548927](https://assets.nationbuilder.com/firstalaskansinstitute/pages/317/attachments/original/1696548927/About_Us_FAI-AGREEMENTS-POSTER.pdf?1696548927)

Gulf of Maine Research Institute: Marine Resource Education Program (2024). Acronyms & Terms. In MREP North Pacific Fisheries Science & Management Workshop. Kodiak, AK.

Hanlon, J. (2023). Tribal Engagement 101. PowerPoint Presentation, USDA FS Files. 50 pages.

Illingworth, K.M. (Comp.). (2020). ICWA: Timeline of Important Laws & Events Impacting Tribal Governments in Alaska. Alaska Courts. [public.courts.alaska.gov/web/cip/docs/icwa/timeline-laws-events.pdf](https://public.courts.alaska.gov/web/cip/docs/icwa/timeline-laws-events.pdf)

Krauss, M., Holton, G., Kerr., West, C. T. (2012). Indigenous Peoples and Languages of Alaska: New Edition Map.

Mitchell, D. C. (2001). Take my land, take my life: The story of Congress's historic settlement of Alaska Native land claims, 1960–1971. University of Alaska Press.

Murray, M. J. (2021). Alaska Native lands and the Alaska Native Claims Settlement Act (ANCSA): Overview and selected issues for Congress (CRS Report No. R46997). Congressional Research Service. [congress.gov/crs-product/R46997](https://www.congress.gov/crs-product/R46997)

National Park Service. (2017, May 9). History of subsistence management in Alaska. U.S. Department of the Interior. [nps.gov/subjects/alaskasubsistence/education.htm](https://nps.gov/subjects/alaskasubsistence/education.htm)

Norris, F.B. (2002). Alaska Subsistence: A National Park Service Management History. U.S. Department of the Interior, National Park Service.

Riley, K., & Mallot, A. (2025). The Tongass as an Indigenous place draft assessment. In USDA Forest Service, Draft Assessment for the Tongass Forest Plan Revision.

Risdahl, G. (2022, Feb). USDA Forest Service, Alaska Region 2021 Subsistence Program (Rev. ed.) [Report]. [doi.gov/sites/doi.gov/files/11b-usfs-2021-revised-subsistence-program-overview-report-no-le-508.pdf](https://doi.gov/sites/doi.gov/files/11b-usfs-2021-revised-subsistence-program-overview-report-no-le-508.pdf)

Robert, H. M., III, Honemann, D. H., Balch, T. J., & Seabold, D. E. (2011). Robert's rules of order newly revised (11th ed.). Da Capo Press.

Shantz, K. (2021). More than survival: Subsistence tradition sustains meaning for rural Alaska Natives and non-Natives. Bureau of Land Management. [blm.gov/blog/2021-08-17/more-survival-subsistence-tradition-sustains-meaning-rural-alaska-natives-and-non](https://blm.gov/blog/2021-08-17/more-survival-subsistence-tradition-sustains-meaning-rural-alaska-natives-and-non)

*The Daniel Ball*, 77 U.S. 557 (1870).

Thornton, T.F. (2001). Subsistence in northern communities: Lessons from Alaska. *Northern Review*, (23).

Tooley, M. (2024a). Robert's Rules of Order: A Guide to Parliamentary Procedure [Presentation]. Marine Resource Education Program North Pacific Workshop. Kodiak, AK.

Tooley, M. (2024b). Thoughts on Negotiations [Presentation]. Marine Resource Education Program North Pacific Workshop. Kodiak, AK.

United States Congress (1980). Alaska National Interest Lands Conservation Act: Hearing Before the Committee on Energy and Natural Resources. U.S. Government Printing Office.

University of Alaska Fairbanks (n.d.). Tribal Governance. "Alaska Native Claims Settlement Act (ANCSA) 1971." [uaf.edu/tribal/academics/112/unit-3/alaskanativeclaimssettlementactanca1971.php](http://uaf.edu/tribal/academics/112/unit-3/alaskanativeclaimssettlementactanca1971.php)

University of Alaska Fairbanks (n.d.). Tribal Governance. "Tribal Hunting and Fishing Rights: Subsistence (ANILCA) 1980." [uaf.edu/tribal/academics/112/unit-3/tribalhuntingandfishingrightssubsistenceanilca1980.php](http://uaf.edu/tribal/academics/112/unit-3/tribalhuntingandfishingrightssubsistenceanilca1980.php)

USDA Forest Service Subsistence Management Team (2022, Oct 3). The Federal Subsistence Management Program and the Forest Service [Presentation]. Sitka, AK.

U.S. Government Accountability Office. (2023). Federal land management: Views on federal and nonfederal efforts to conserve biodiversity (GAO-23-106235). Figure 1. [gao.gov/assets/gao-23-106235.pdf](https://gao.gov/assets/gao-23-106235.pdf)

U.S. Government Publishing Office. (n.d.). Department of the Interior. In U.S. Government Manual. [Flow Chart PDF]. [usgovernmentmanual.gov/ReadLibraryItem.ashx?SFN=Myz95sTyO4rJRM/nhIRwSw==&SF=VHhnJrOeEAnGaa/rtk/JOg==](https://usgovernmentmanual.gov/ReadLibraryItem.ashx?SFN=Myz95sTyO4rJRM/nhIRwSw==&SF=VHhnJrOeEAnGaa/rtk/JOg==)

U.S. Department of the Interior. (n.d.-a). ANILCA Title VIII – Subsistence Management and Use [PDF]. [doi.gov/sites/doi.gov/files/13-anilca-title-8-508.pdf](https://doi.gov/sites/doi.gov/files/13-anilca-title-8-508.pdf)

U.S. Department of the Interior. (n.d.-b). Federal Subsistence Management Program. [doi.gov/subsistence](https://doi.gov/subsistence)

U.S. Department of the Interior. (n.d.-c). Federal subsistence management program. [doi.gov/subsistence/federal-subsistence-management-program](https://doi.gov/subsistence/federal-subsistence-management-program)

U.S. Department of the Interior. (n.d.-d). History of the federal subsistence management program. [doi.gov/subsistence/library/history](https://doi.gov/subsistence/library/history)

U.S. Department of the Interior. (2017). Federal subsistence management program: Harvest of Fish and Wildlife on Federal public lands and Waters [PDF]. [doi.gov/sites/doi.gov/files/uploads/federal\\_subsistence\\_management\\_program\\_june2017\\_0.pdf](https://doi.gov/sites/doi.gov/files/uploads/federal_subsistence_management_program_june2017_0.pdf)

U.S. Department of the Interior. (2025). Federal subsistence management program [Brochure]. [doi.gov/sites/default/files/documents/2025-05/subsistence-management-program-brochure-may-2025.pdf](https://doi.gov/sites/default/files/documents/2025-05/subsistence-management-program-brochure-may-2025.pdf)

U.S. Department of the Interior. (2025). Nonrural Areas--Statewide [Map]. [doi.gov/sites/default/files/documents/2025-08/statewidenonruralareas508\\_0.pdf](https://doi.gov/sites/default/files/documents/2025-08/statewidenonruralareas508_0.pdf)

U.S. Department of the Interior, Bureau of Indian Affairs. (n.d.). ANCSA Program. [bia.gov/regional-offices/alaska/anca-program](https://bia.gov/regional-offices/alaska/anca-program)

Ward, E. (2019). The Antiquities Act: History, Current Litigation, and Considerations for the 116th Congress (CRS Report No. R45718). [congress.gov/crs-product/R45718](https://congress.gov/crs-product/R45718)

Williss, G. F. (2003). The Federal Assumption Process, 1989–1993. In Alaska subsistence: A National Park Service management history. National Park Service. [npshistory.com/publications/alaska/subsistence/chap7.htm](https://npshistory.com/publications/alaska/subsistence/chap7.htm)

Wolfe, G. (2025). Alaska Natives – A History of Advocacy. Unpublished manuscript.

# Appendices

Appendices can be found in the corresponding folder through Sitka Conservation Society's Drive: [drive.google.com/drive/folders/1gzuo6H0UpGrbvM65yQGS7Rexh9Y1eAo-?usp=sharing](https://drive.google.com/drive/folders/1gzuo6H0UpGrbvM65yQGS7Rexh9Y1eAo-?usp=sharing)

- A. How to Plan and FSMP Course in Your Community
- B. Sample Four-Hour Community Workshop Agenda
- C. Additional Discussion Questions
- D. Guiding Questions | Indigenous Ways of Knowing
- E. State v. Federal Harvest Management Jurisdictions [Table]
- F. Fisheries Management Bodies in AK [Table]
- G. Wildlife Management Bodies in AK [Table]
- H. Enlarged Maps from Teaching Guide

## FSMP Community Engagement Toolkit

- I. Sample 30-Minute Presentation Outline
- J. 30-Min Presentation of FSB Slides
- K. 15-Min Presentation of FSB Slides
- L. Template: How to Write a Proposal
- M. FSB Meeting Room Layout
- N. RAC Meeting Room Layout
- O. Quick Guide: Regulatory Bodies in Alaska for Fisheries Management
- P. Template: How to Create Strong Testimony Assignment

## Course Assignments

The following course assignments are placed throughout this teaching guide to help the facilitator understand where they can include them in the course. Stand alone files of each assignment are included here to make it easier to share them with students.

- Q. Reflection on Relationship to Subsistence Resources Assignment
- R. Indigenous Ways of Knowing (Video Discussion)
- S. Interviews: FSMP Program Involvement Assignment
- T. Navigating the Office of Subsistence Management Website Assignment
- U. Summary of Community Reports Assignment
- V. Final Paper Proposal or Issue Write-Up Assignment
- W. Template: How to Create Strong Testimony Assignment (*also in Engagement Toolkit*)

- X. Networking Contact List Assignment
- Y. Reflection on the Meeting Assignment
- Z. Guided Questions A: Reflection on the Meeting
- AA. Guided Questions B: Reflection on the Meeting
- AB. Emailing Contacts from the Meeting Assignment

## Supplemental Learning Materials

The following resources may provide additional information on topics discussed throughout this teaching guide. If you or students have questions or would like more information, consider starting with these materials.

- AC. Alaska Department of Fish and Game, Division of Subsistence. (2018). Subsistence in Alaska: A year 2017 update (Report). [adfg.alaska.gov/static/home/subsistence/pdfs/subsistence\\_update\\_2017.pdf](https://adfg.alaska.gov/static/home/subsistence/pdfs/subsistence_update_2017.pdf)
- AD. Alaska Federation of Natives. (2024). AFN Subsistence Workshop 2024 [PDF]. [nativefederation.org/wp-content/uploads/2024/10/AFN-Subsistence-Workshop-2024-1.pdf](https://nativefederation.org/wp-content/uploads/2024/10/AFN-Subsistence-Workshop-2024-1.pdf)
- AE. Alaska Native Claims Settlement Act (ANCSA), Public Law 92-203
- AF. Alaska National Interest Lands Conservation Act (ANILCA), P.L. 96-487, 94 Stat. 2371
- AG. Bauscher, H. & Bolwerk, A. (2024). Future Leaders in Subsistence Management on the Tongass National Forest. [Presentation].
- AH. Bauscher, H. & Bolwerk, A. (2023). Community Workshop Series: Understanding the Federal Subsistence Board Process. [Presentation].
- AI. Boyer, J. (2023). Alaska Native Fisheries: History, Engagement and Perspectives. [Presentation].
- AJ. Biden-Harris Administration. (2024). Three additional public members on FSB [Press release]. [doi.gov/pressreleases/biden-harris-administration-strengthens-alaska-tribal-representation-federal](https://doi.gov/pressreleases/biden-harris-administration-strengthens-alaska-tribal-representation-federal)
- AK. First Alaskans Institute. (2023). About us — FAI agreements poster. First Alaskans Institute. [assets.nationbuilder.com/firstalaskansinstitute/pages/317/attachments/original/1696548927/About\\_Us\\_FA-AGREEMENTS-POSTER.pdf?1696548927](https://assets.nationbuilder.com/firstalaskansinstitute/pages/317/attachments/original/1696548927/About_Us_FA-AGREEMENTS-POSTER.pdf?1696548927)

*(See the following page for additional Appendices.)*

- AL. Illingworth, K. M. (2020). Timeline of important laws and events impacting tribal governments in Alaska [PDF]. Alaska Court System. [public.courts.alaska.gov/web/cjp/docs/icwa/timeline-laws-events.pdf](http://public.courts.alaska.gov/web/cjp/docs/icwa/timeline-laws-events.pdf)
- AM. Institute of the North. (2008). Alaska Subsistence Management Chronology. [alaskaindigenous.files.wordpress.com/2012/09/alaska-subsistence-management-chronology-2008-ion-ak.pdf](http://alaskaindigenous.files.wordpress.com/2012/09/alaska-subsistence-management-chronology-2008-ion-ak.pdf)
- AN. Middle and Upper Kuskokwim Watershed Group. (2024). Chronology of Subsistence Management in Alaska. [static1.squarespace.com/static/64d51891cb1ee37ae54df489/t/67c08e4113c02c1917765ab2/1740672578905/Chronology+of+Subsistence+Management+in+Alaska.docx.pdf](http://static1.squarespace.com/static/64d51891cb1ee37ae54df489/t/67c08e4113c02c1917765ab2/1740672578905/Chronology+of+Subsistence+Management+in+Alaska.docx.pdf)
- AO. Tooley, M. (2024a). Robert's Rules of Order: A Guide to Parliamentary Procedure [Presentation]. Marine Resource Education Program North Pacific Workshop. Kodiak, AK.
- AP. Tooley, M. (2024b). Thoughts on Negotiations [Presentation]. Marine Resource Education Program North Pacific Workshop. Kodiak, AK.
- AQ. University of Alaska Fairbanks, College of Indigenous Studies. (n.d.). Marshall Trilogy. Tribal Governance. [uaf.edu/tribal/academics/112/unit-1/marshall-trilogy.php](http://uaf.edu/tribal/academics/112/unit-1/marshall-trilogy.php)
- AR. University of Alaska Fairbanks, College of Indigenous Studies. (n.d.). Tribal Hunting and Fishing Rights: Subsistence (ANILCA 1980). Tribal Governance. [uaf.edu/tribal/academics/112/unit-3/tribalhuntingandfishingrightssubsistenceanilca1980.php](http://uaf.edu/tribal/academics/112/unit-3/tribalhuntingandfishingrightssubsistenceanilca1980.php)
- AS. U.S. Department of the Interior. (n.d.). ANILCA Title VIII – Subsistence Management and Use [PDF]. [doi.gov/sites/doi.gov/files/13-anilca-title-8-508.pdf](http://doi.gov/sites/doi.gov/files/13-anilca-title-8-508.pdf)
- AT. U.S. Department of the Interior. (n.d.). Federal Subsistence Management Program: Regional Advisory Council regions and hub communities. [doi.gov/media/document/federal-subsistence-management-program-regional-advisory-council-regions-and-hub](http://doi.gov/media/document/federal-subsistence-management-program-regional-advisory-council-regions-and-hub)
- AU. U.S. Department of the Interior. (2017). Federal Subsistence Management Program. [doi.gov/sites/doi.gov/files/uploads/federal\\_subsistence\\_management\\_program\\_june2017\\_0.pdf](http://doi.gov/sites/doi.gov/files/uploads/federal_subsistence_management_program_june2017_0.pdf)
- AV. U.S. Government Publishing Office. (n.d.). Department of the Interior. In U.S. Government Manual. [Flow Chart PDF]. [usgovernmentmanual.gov/ReadLibraryItem.ashx?SFN=Myz95sTyO4rJRM/nhIRwSw==&SF=VHhnJrOeEAnGaa/rtk/JOG==](http://usgovernmentmanual.gov/ReadLibraryItem.ashx?SFN=Myz95sTyO4rJRM/nhIRwSw==&SF=VHhnJrOeEAnGaa/rtk/JOG==)
- AW. Wolfe, G. (2025). Alaska Natives – A History of Advocacy. Unpublished manuscript.
- AX. *Links to More Materials, Fall 2025 (One-Page Document)*





**Sitka**  
CONSERVATION  
SOCIETY