2. FNSB CEDS: Background Information

Land of the Midnight Sun

Located in the heart of Interior Alaska and covering over 7,000 square miles of the Tanana Valley, the Fairbanks North Star Borough (FNSB) is the second largest borough in Alaska with 97,159 residents spread across two cities. The City of Fairbanks has 31,535 residents, and North Pole has 2,117; the remainder of the population reside in unincorporated communities.

FNSB is the economic hub of the Interior with healthcare, jobs, education, and retail services drawing in residents from over 40 communities.

FNSB's strategic arctic location includes two military installations, presenting opportunities for the FNSB to continue to grow as a hub for arctic economic activity and military operations. The FNSB is the northern terminus of the Alaska Railroad, with talks of a potential Yukon connection. The Richardson, Parks, Steese, and Elliot Highways connect the FNSB to Valdez, Prudhoe Bay, Anchorage, Canada, and the contiguous United States. The FNSB's location along transpolar air routes creates an opportunity for the FNSB to be a hub for



Figure 1. Alaska's Arctic Position

Source: NASA's Jet Propulsion Laboratory, California Institute of Technology

international air transportation, military operations, and emerging arctic infrastructure and opening arctic trade routes. (*Figure 1*).

Indigenous peoples have lived in Interior Alaska for thousands of years. Fairbanks is located on the ancestral lands of the Tanana, part of the broader traditional territories of Alaska's Athabascan Indians.¹ In many Interior Alaska communities, traditional subsistence hunting and fishing practices continue today, including the harvesting and sharing of fish, game, and other resources. These wild resource harvests are essential for social, cultural, and economic wellbeing.² Today Tribes, Village Corporations, and Alaska Native Corporations play an important role in the regional economy. Regional and Village Corporations serve their shareholders through dividends, workforce training, charitable contributions, and cultural activities; they also create regional development, employment, and investment for the broader community. Federally recognized Tribes are also critical economic development partners, with unique access to resources and the capability to lead and support regional economic development initiatives.

¹ Krauss, Michael, Gary Holton, Jim Kerr, and Colin T. West. 2011. Indigenous Peoples and Languages of Alaska. Fairbanks and Anchorage: Alaska Native Language Center and UAA Institute of Social and Economic Research. Online: https://www.uaf.edu/anla/map

² Tanana Chiefs Conference: Comprehensive Economic Development Strategy, 2016.

Figure 2. Weather Extremes in the FNSB, 2020



Source: Alaska Public Land Information Center & NOAA National Centers for Environmental Information. NOTE: "Day" is the time between sunrise and sunset, though for 70 days in the summer, Fairbanks experiences constant "civil twilight" or "useable daylight." Average temperatures are based on 2010-2020 timeframe.

Much like the rest of Interior Alaska, the FNSB climate is marked by hot summers and cold winters, with large swings in daylight and temperature due to the FNSB's northern location. Summer months average 55 degrees, with highs up to the mid-90s and lows down to the lower 30s. Winter months average around 1.5 degrees, with highs up to 45 degrees and lows as cold as 65 below zero.³ (*Figure 2*)

Even with these chilling temperatures the Interior has a healthy winter visitor market, with most coming to see the aurora borealis (northern lights). Other local draws include the Chena River, which drains into the Tanana River south of the City of Fairbanks. The Chatanika, Chena, and Salcha River drainages define the area to the north, east and west of the urban centers. Overall, most of the land within Interior Alaska is undeveloped, with expansive networks of mountains, rivers, and lakes.

The COVID-19 Pandemic

The COVID-19 pandemic reached Alaska in March 2020. In addition to its negative health impacts, COVID-19 brought economic uncertainty and disruption. To support residents the FNSB disseminated Coronavirus Aid, Relief, and Economic Security (CARES) Act funding to small businesses and large healthcare institutions. \$54,510 was given out for personal protection equipment grants for businesses, \$5,591,401 was given out to small businesses, and \$15,140,623 was given out to key health care businesses and organizations. Other relief programs bringing funds into the FNSB include the Paycheck Protection Program (PPP), Economic Injury Disaster Loans (EIDL), the American Rescue Plan Act (ARPA), and relief funds managed by the Cities of Fairbanks and North Pole.

Even with this federal assistance the FNSB economy was negatively impacted by the pandemic. The unemployment rate (not seasonally adjusted) hit a high in April 2020 of 12.4%. The pandemic closed and permanently impacted many local businesses. However, FNSB fared better than the state overall, with job losses of 6.5 percent between 2019 and 2020 compared with 8 percent for Alaska overall. Southeast Alaska was most heavily impacted by the pandemic, largely due to the loss of cruise visitors. Growth in military activity and mining both helped offset job losses in FNSB and lessen the impacts of the pandemic on the local economy.

In response to the pandemic, FNSB prepared a COVID-19 Economic Impact and Recovery Plan. The plan features an <u>interactive dashboard</u> for the public to stay up to date on information and resources for the economy. This CEDS continues to build from these past planning efforts to create a more resilient economy that is better able to recover from and withstand major disruptions and threats.

Source for CARES Act Funds: 2020 FNSB Cares Dashboard. Alaska Department of Labor and Workforce Development, Research and Analysis Section. Source for COVID-19 impacts on employment: Alaska Economic Trends, August 2021, Alaska Department of Labor & Workforce Development.

³ Fairbanks Climate. Alaska Climate Research Center, Geophysical Institute of the University of Alaska. Available at http://climate.gi.alaska.edu/history/fairbanks

Demographic and Economic Profile

This section identifies compelling data and trends that help broadly define the FNSB's people and economy. It also includes comparative data highlighting similarities and differences with Alaska's three other most populous regions. The Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis, Situational Assessment, and sector-specific chapters will include industry-specific trends and other information.

Population

Key Takeaways: FNSB experienced rapid growth between 1950 and 2000 (300% increase) and was ranked as one of the fastest growing cities in the nation in 2009. Population change is flat between 2010 and 2020, compared to 3% growth statewide over the same time.

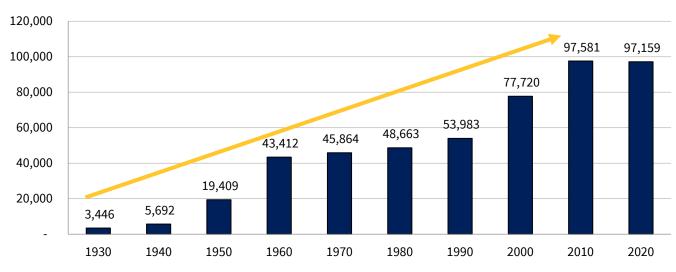
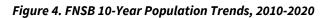
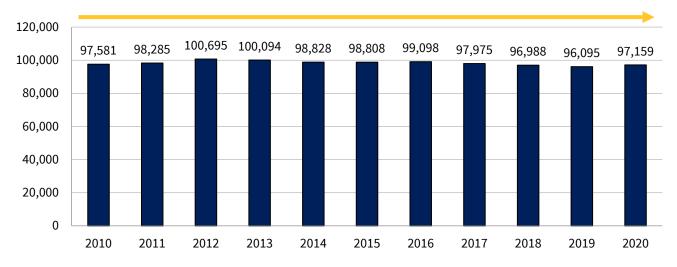


Figure 3. FNSB Population Trends, 1930-2020





Source: 1930-2020 Alaska Department of Labor and Workforce Development, Research and Analysis section

Key Takeaway: Estimated projections for FNSB indicate a small increase, 10%, in population and median change, 2019 to 2045.

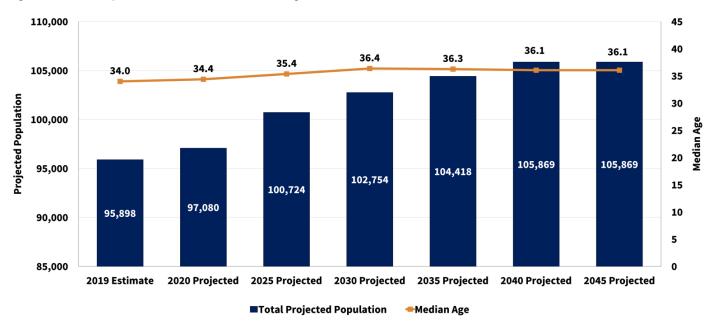


Figure 5. FNSB Projected Population and Median Age, 2019-2045

Source: 2019-2045 Alaska Department of Labor and Workforce Development, Research and Analysis section

Key Takeaways: Flat population growth obscures the dynamic changes in FNSB's population. High levels of gross migration (the total number of people moving in and out) from communities within and outside the state are due to high volume of military households and transient nature of key industries such as hospitality and mining.

Over the last year, FNSB has seen a net gain of residents coming from neighboring census areas and out of state, and a small net loss to both the Municipality of Anchorage and the Matanuska Borough.

	2020 Population	In Migration	Out Migration	Net Migration	Net Migration as % of Population	Gross Migration (in and out combined)	Gross Migration as % of population
FNSB	97,159	6,962	8,361	-1,399	-1%	15,323	16%
Municipality of Anchorage	288,970	20,874	25,267	-4,393	-2%	46,141	16%
Kenai Peninsula Borough	58,934	4,365	4,356	9	0%	8,721	15%
Matanuska- Susitna Borough	107,305	9,096	8,455	641	1%	17,551	16%
Alaska	728,903	37,873	45,525	-7,652	-1%	83,398	11%

Table 1: Average Annual Migration Data by Region, 2015 to 2020

Source: 2015 to 2020 Alaska Department of Labor and Workforce Development, Research and Analysis section. Note: These data are in average annual amounts foreach 5-year period and are adjusted for births and deaths.

Table 2: PFD-Based Migration between FNSB and Other Areas, 2019 to 2020

	2020 Origin Population	To Fairbanks (in)	From Fairbanks (out)	Net Migration	Gross Migration (in and out combined)	Net Migration as % of origin population	Gross Migration as % of origin population
Neighboring Census Areas (Yukon-Koyukuk, SE Fairbanks)	11,981	395	262	133	657	1%	5%
Municipality of Anchorage	288,970	425	531	-106	956	0%	0%
Kenai Peninsula Borough	58,934	105	113	-8	218	0%	0%
Matanuska- Susitna Borough	107,305	175	240	-65	415	0%	0%
Out of State		6,799	6,549	250	13,348	n/a	n/a

Source: 2019 to 2020 Alaska Department of Labor and Workforce Development, Research and Analysis section. Note: Outside of state data did not apply for PFD in Alaska (including births and deaths).

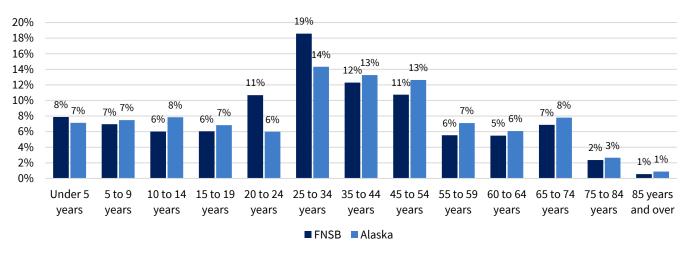
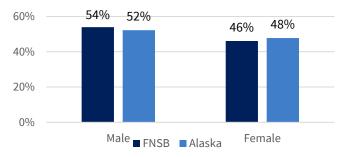


Figure 6. Population Distribution by Age for FNSB and Alaska

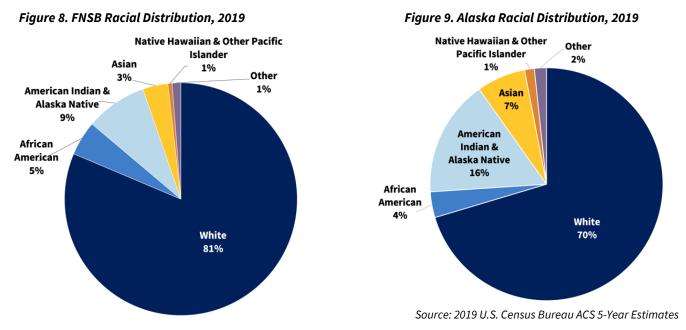




Key Takeaways: FNSB has a similar gender breakdown to the state overall, with 54% male and 46% female. FNSB's population is slightly younger than the state, with 15% of the population 60 years and older compared with 17% for Alaska. FNSB also has more residents in the 20 to 24 and 25 to 34 age brackets.

Source: American Community Survey Five-Year Estimates 2014-2019 as reported by Alaska Department of Labor and Workforce Development, Research and Analysis section

Key Takeaways: FNSB is predominantly white, with 81% of the population identifying as white alone. This is higher than the state percent of 70%. The second highest racial group in FNSB is American Indian and Alaska Native with 9% of the population, smaller than the statewide percent of 16%



FNSB Comprehensive Economic Development Strategy, 2022-2026: Background Chapter, October 2021

Key Takeaways: Cost of living is ranked through a Cost of Living Index, where the same expenses are compared from one geographic area to another. The national average is benchmarked at 100 which looks at the average costs for all participating places in the six categories that comprise in the index: housing, utilities, grocery items, transportation, healthcare, and miscellaneous goods and services. With a Cost of Living Index score of 127.6, FNSB is approximately 28% higher than the national average. Utility costs are a major driver of cost of living in the FNSB.

Table 3: Cost of Living Comparisons, 2019 to 2021

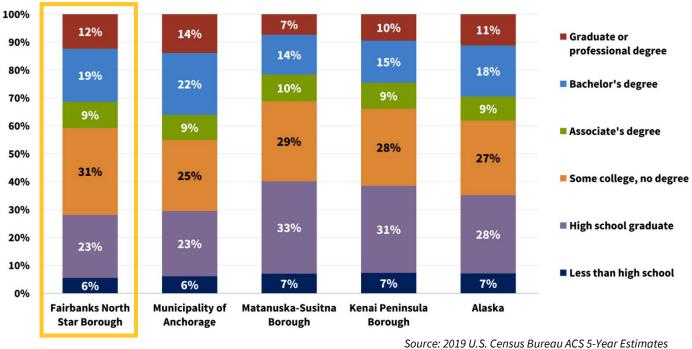
Measure	Fairbanks North Star Borough	Municipality of Anchorage	Matanuska- Susitna Borough	Kenai Peninsula Borough
Cost of Living Index (2020)	127.6	124.4	n/a	n/a
% of Cost-Burdened Renter Homes (2019)	43%	44%	48%	39%
Average House Price (early 2020)	\$264,638	\$402,717	\$311,686	\$298,797
Cost of Gasoline (\$/gallon) (June 2021)	\$3.44	\$3.29	\$3.19	\$3.33
Cost of Natural Gas (\$/CCF) (<i>July 2020</i>)	\$0.93	\$0.83	\$0.83	\$0.83
Paychecks Needed to Afford a House (July 2020)	1.07	1.34	1.34	1.12

Sources:

Cost of Living Index: The Council for Community and Economic Research; Cost-Burdened Homes: U.S. Census Bureau ACS 5-Year Estimates House Prices: Alaska Department of Labor and Workforce Development, Research and Analysis Section and the Alaska Housing Finance Corporation as reported in July 2020 Economic Trends Magazine; Energy Prices: AAA Gas Prices, Interior Gas Utility, ENSTAR; Paycheck Data: Alaska Department of Labor and Workforce Development, Research and Analysis Section and the Alaska Housing Finance Corporation, Quarterly Survey of Mortgage Lending Activity as reported in the July 2020 Economic Trends Magazine

Workforce

Key Takeaways: A combined 40% of FNSB residents age 25 or older have an Associate's degree or higher, higher than the Matanuska-Susitna Borough (31%) and Kenai Peninsula Borough (34%) but lower than Anchorage (45%).The statewide labor force participation rate is 72%, while FNSB is higher at 74%, closely matching Anchorage labor force participation trends over the past decade.





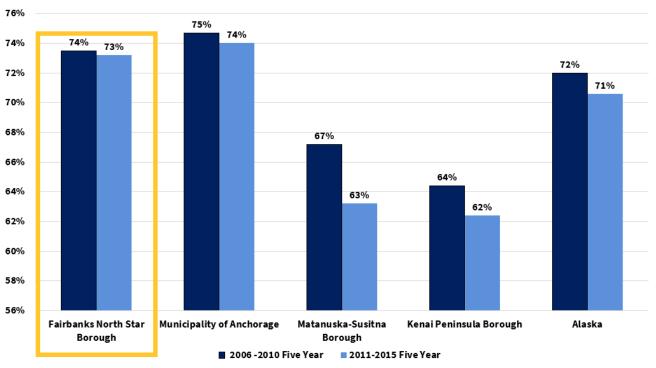


Figure 11. Labor Force Participation Rate for Population 16 Years and Older, 2006-2015

Source: 2006-2015 U.S. Census Bureau ACS 5-Year Estimates

Key Takeaways: Compared to other parts of Alaska, FNSB has relatively low unemployment rates. Unemployment for all regions increased in 2020, driven by pandemic-related job losses.

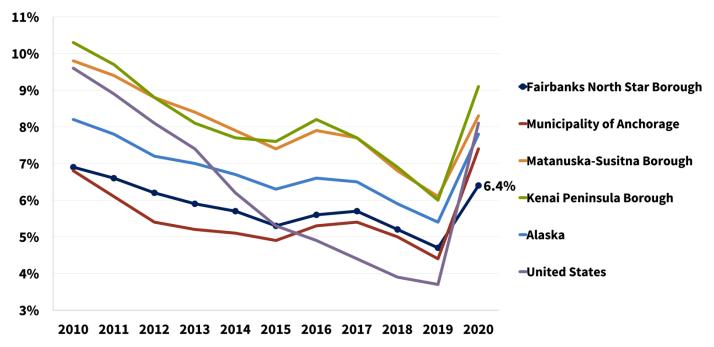


Figure 12. Annual Unemployment Rates (not seasonally adjusted), 2010-2020

Source: 2010-2020 Alaska Department of Labor and Workforce Development, Research and Analysis section

Income and Poverty

Key Takeaways: Fewer residents in FNSB live below the poverty line compared with other comparative regions in Alaska. Based on a five-year average from 2015 to 2019, 8% of FNSB residents had an income below the poverty line, compared with 10% for Alaska. In the FNSB, this percentage remained unchanged from the previous five-year average.

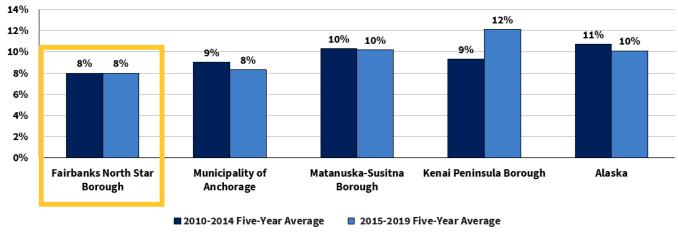


Figure 13. Percent Living Below the Poverty Level, 2010-2019

Source: 2010 & 2015 U.S. Census Bureau, ACS 5-Year: Comparative Economic Characteristics

Key Takeaways: Income in the FNSB is higher than the median, mean, and per capita income in Matanuska-Susitna and Kenai Peninsula Boroughs and lower than the Municipality of Anchorage and statewide.

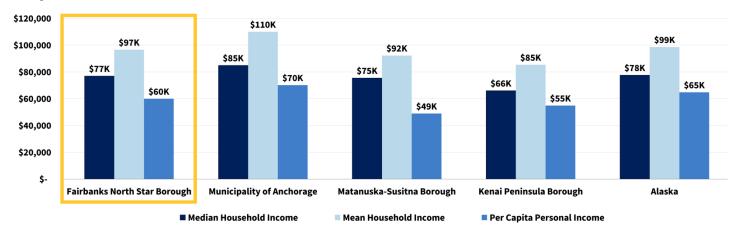
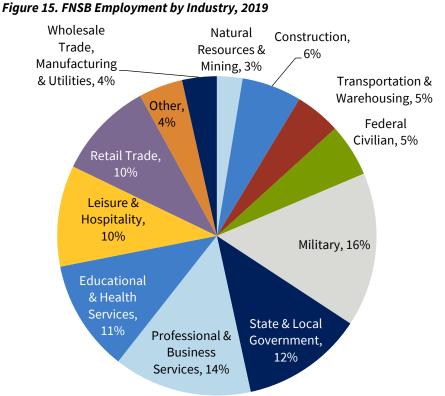


Figure 14. Household Mean, Median, and Per Capital Income by Area, 2019

Source: 2019 U.S. Census Bureau ACS 5-Year Estimates and Bureau of Economic Analysis

Industry Overview



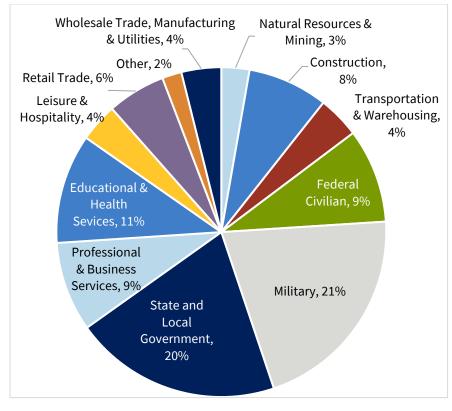
Key Takeaways: Overall the FNSB economy is diversified, with a relatively broad distribution of employment by industry. The military is the FNSB's largest employer, employing 16 percent of the workforce in 2019. While Alaska and the FNSB have a history of natural resource and extraction industries, there is a growing and diverse sector of small businesses.

Many military households remain in the FNSB after leaving active duty, and some open businesses. 12.2%* of all small businesses in the FNSB are veteran-owned.

Source: 2019 Bureau of Economic Analysis

Figure 16. FNSB Wages by Industry, 2019

*Source: 2012 U.S. Census Bureau

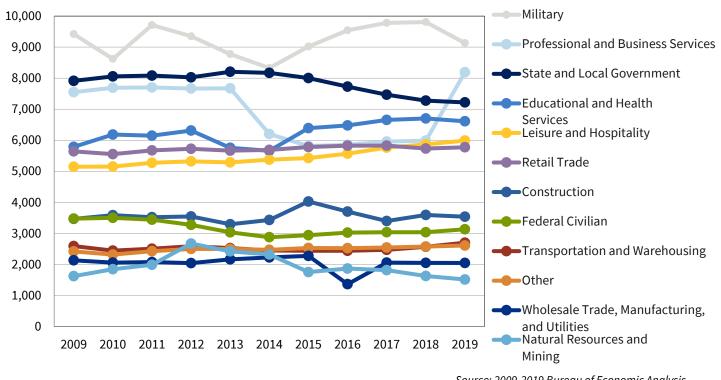


Source: 2019 Bureau of Economic Analysis



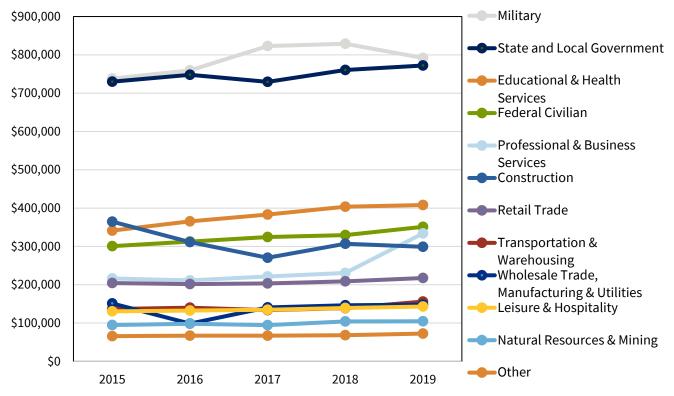
Key Takeaways: The distribution of wages by industry closely matches the distribution of employees above. However, there are some industries that have a higher relative share of wages compared with employment, indicating these sectors pays out higher wages. Industries that have higher relative shares of wages include government jobs (state and local, military, federal civilian) and the construction sector.

Industries that have a lower share of wages relative to the number of people employed include leisure and hospitality, professional and business services, and retail trade.



Source: 2009-2019 Bureau of Economic Analysis

Figure 18. FNSB Wages by Industry, 2015 to 2019



Source: 2009-2019 Bureau of Economic Analysis

Table 4: FNSB Self-Employment Establishments and Receipts, 2018

	Number of	Nonemployer
Industry	Nonemployer Establishments	Receipts (\$1,000)
Professional, scientific, and technical services	773	21,748
Other services (except public administration)	601	21,135
Retail trade	588	17,126
Real estate and rental and leasing	576	56,142
Construction	510	25,634
Arts, entertainment, and recreation	493	12,173
Transportation and warehousing	457	22,223
Administrative support and waste management and remediation services	450	10,369
Health care and social assistance	406	14,575
Educational services	239	3,195
Accommodation and food services	234	6,782
Agriculture, forestry, fishing and hunting	179	6,723
Manufacturing	146	3,445
Finance and insurance	137	5,710
Wholesale trade	81	4,052
Mining, quarrying, and oil and gas extraction	64	4,005
Information	54	1,136
Utilities	4	46
Total	5,992	236,219

Key Takeaways: The largest industry for self-employment in the FNSB by number of establishments is professional, scientific, and technical services with 773 establishments. The largest industry by total sales receipts is real estate and rental and leasing with \$56 million in total receipts.

There are 5,992 nonemployer establishments in the FNSB, compared to 57,391 establishments total in the state. Nonemployer data captures information for businesses with no employees; typically, these represent self-employed individuals.

Table 5: Self-Employment Establishments, 2018

Region	Total Nonemployer Establishments
Alaska	57,391
Municipality of Anchorage	20,976
Matanuska-Susitna Borough	7,656
Kenai Peninsula Borough	6,770
Fairbanks North Star Borough	5,992

Source: 2018 U.S. Census Bureau

Source: 2018 U.S. Census Bureau

Industry Spotlight: Highlights from key industries that may not stand out in the traditional categories above



Sources: "The Economic Benefits of Alaska's Mining Industry, Feb. 2021" & "Native Impact: The economic impact of Alaska Native organizations" Produced by Doyon, Limited, Tanana Chiefs Conference, Fairbanks Native Association, Interior Regional Housing Authority, and Denakkanaaga, Inc 2018

Regional Comparisons

To determine how the FNSB is changing compared to similar Alaska and outside regions on key demographic and economic indicators, the project team selected three Alaska regions and three out-of-state regions to use as economic comparisons. When data is available, Whitehorse (Yukon Territories, Canada) and Reykjavik (Iceland) will also be used for select comparisons. Outside of the state, the counties of Cascade County, Montana, El Paso County, Colorado, and Yakima County, Washington were chosen for comparisons. Cascade County mirrors the FNSB in population, has similar large industries, a similar size military presence, and a rural designation. El Paso County was chosen for its high military presence; however, the overall county is much larger than the FNSB with a high population growth rate.

The following table introduces the comparison boroughs/counties; additional information comparing the industry composition and performance of the different regions will be included in latter chapters.

	Fairbanks North Star Borough, AK	Municipality of Anchorage, AK	Matanuska- Susitna Borough, AK	Kenai Peninsula Borough, AK	Cascade County, MT	El Paso County, CO	Yakima County, WA
Population (2019)	96,095	292,487	106,782	58,499	81,625	464,871	249,697
% Population Growth (2010 to 2020)	-0.4%	-1.0%	20.6%	6.4%	1.3%	15.1%	5.6%
% Below Poverty Level (2019)	7.3%	7.6%	10.7%	11.3%	14.3%	9.9%	15.5%
Median Household Income (2019)	\$76,992	\$84,928	\$75,493	\$66,064	\$49,913	\$68,779	\$51,637
% in Armed Forces (2019)	8.7%	3.7%	0.8%	0.3%	3.6%	5.2%	0.1%
16+ % Employed (2019)	58.9%	64.6%	54.7%	54.2%	56.8%	59.0%	58.0%
% with College Degree (2019)	40.8%	45.1%	31.2%	33.9%	35.2%	49.8%	24.9%

Table 6. Comparison Regions At-A-Glance

Sources: Population: U.S. Census Data accessed via Alaska Department of Labor and Workforce Development, Research and Analysis Section and U.S. Census Bureau ACS 5-Year Estimates. Poverty, Median Household Income and Percent Employed: U.S. Census Bureau ACS 5-Year Estimates, 2015-2019

FNSB's Status as an Alaska Regional Development Organization (ARDOR)

The State of Alaska Department of Commerce, Community and Economic Development, Division of Community and Regional Affairs (DCRA) has an Alaska Regional Development Organization (ARDOR) program that encourages the formation of regional development organizations to prepare and implement regional development strategies.⁴ As stated on DCRA's website, *"Although ARDORs have much in common and implement similar scopes of work, the form and function of each ARDOR is customized to the region. Decisions are made by elected or appointed boards of directors that reflect the economic diversity and character of the region."* In many cases, an independent nonprofit serves as the regional ARDOR. The Fairbanks North Star Borough is the designated ARDOR for the Fairbanks North Star Borough (FNSB). FNSB's Economic Development Commission serves as the CEDS Committee to develop, maintain, and implement the FNSB CEDS.

The following table summarizes the general structure of other Alaska ARDORS, most of which are nonprofit organizations or nonprofit corporations. The Northwest Arctic Borough region takes a similar approach to FNSB, with the Northwest Arctic Borough CEDS overseen by the Northwest Arctic Borough Community and Economic Development Department and the Economic Development Council playing an advisory role.

Governance Structure	Alaska ARDORs
Nonprofit organization or nonprofit corporation	Anchorage Economic Development Corporation Copper Valley Development Association Kenai Peninsula Economic Development District Prince William Sound Economic Development District Southeast Conference Southwest Alaska Municipal Conference
Supported by regional non-profit corporation	Kawerak, Inc.
Facilitated by borough government	Fairbanks North Star Borough Northwest Arctic Borough

Table 7: Structure of	Alaska Reaional	Development ()raanizations
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⁴ In June 2021, the Alaska Legislature reauthorized the ARDOR statute through 2031.

The following map depicts designated ARDORs. Areas in grey do not currently have an ARDOR. Note, other portions of Interior Alaska surrounding FNSB are not currently part of a state-designated ARDOR; however, Tanana Chiefs Conference (TCC) maintains a CEDS for the TCC region, which includes communities surrounding the FNSB.





Anchorage Economic Development Corporation
Bering Strait Development Council
Copper Valley Development Association
Fairbanks North Star Borough Economic Development Commission
Kenai Peninsula Economic Development District
Northwest Arctic Borough Economic Development Council
Prince William Sound Economic Development District
Southeast Conference
Southwest Alaska Municipal Conference

Emerging Takeaways from the Literature Review and Background Data Collection

This section includes initial contributions to the Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis based on initial data collection and the literature review.

Strengths

- The FNSB's overall population is holding steady with small, anticipated increases over time. Outside of personnel increases on military bases there is no clear need to dramatically scale up or down on services/infrastructure.
- The military is a key driver of employment in FNSB, representing 16% of FNSB's workforce.
- FNSB has a higher labor force participation rate (72%) than the statewide percentage.
- Many military households remain in the FNSB after leaving active duty, and some open businesses. Over 12% of all small businesses in the FNSB are veteran-owned in 2012.
- The mining sector is a major employer in the region. Three of the state's largest mining operations (Usibelli, Fort Knox and Pogo) lie within 150 miles of Fairbanks.
- FNSB is strategically located along key transportation routes. The FNSB is the northern terminus of the Alaska Railroad with southern access to the ports of Seward, Anchorage, and Nenana. The Richardson, Parks, Steese, and Elliot Highways connect the FNSB to Valdez, Prudhoe Bay, Anchorage, Canada, and the rest of the country.
- Interior Alaska offers year-round recreation and business opportunities for visitors, including the "midnight sun" in summer and aurora viewing in winter.
- A thriving healthcare sector serves FNSB residents and the surrounding region.
- Expansion of natural gas will bring reduced energy costs and a cleaner, more reliable source of energy for residents and businesses.

Weaknesses

- Though median/mean income is below Anchorage, the cost of living is higher. Of note are high costs for utilities, healthcare, childcare, and grocery items.
- FNSB experiences high levels of gross migration, indicating high annual turnover in population. This requires additional effort to train and hire new workers and to connect incoming FNSB residents with economic and social services.
- The population with internet subscriptions is growing, though lower than in Anchorage. Eleven percent of the population is served by no internet providers, 64% are served by only one internet provider, and 25% are served by two internet providers. This raises concerns that FNSB is approaching a cap on internet subscriptions driven by a lack of access/providers.
- The cost and limited availability of childcare continues to negatively impact working families.
- There is growing concern about a shortage in health care services, including gaps in mental health and senior care services and facilities.

- FNSB has limited local food production and heavily relies on food brought in from other areas in and outside of Alaska.
- There is inadequate cell service in some areas, notably the Salcha-Badger area.

Opportunities

- Alaska's overall strategic location in the Arctic creates opportunity for the Interior through increased military operations, cold weather testing, and other emerging arctic industries.
- COVID-19 related funds continue to be available for business revitalization and workforce development training.
- Continue to develop Interior Alaska as destination for both out-of-state and business travelers.
- Expand FNSB as the economic center of Interior Alaska.
- Expand investments in public (recreation/hospitality) infrastructure.
- Invest in facilities for conferences and circumpolar/Arctic events.
- Increase collaboration between neighboring communities within Interior Alaska to better promote economic development opportunities in the region in key industries such as visitation and mining.

Threats

- FNSB continues to be designated a nonattainment area by the Environmental Protection Agency (EPA) due to continued poor performance on air quality measures, with the potential for more restrictions on generation sources.
- The FNSB's reliance on low-cost coal for electricity generation is threatened by changes in carbon pricing, regulatory changes, and declining support for coal as an energy source.