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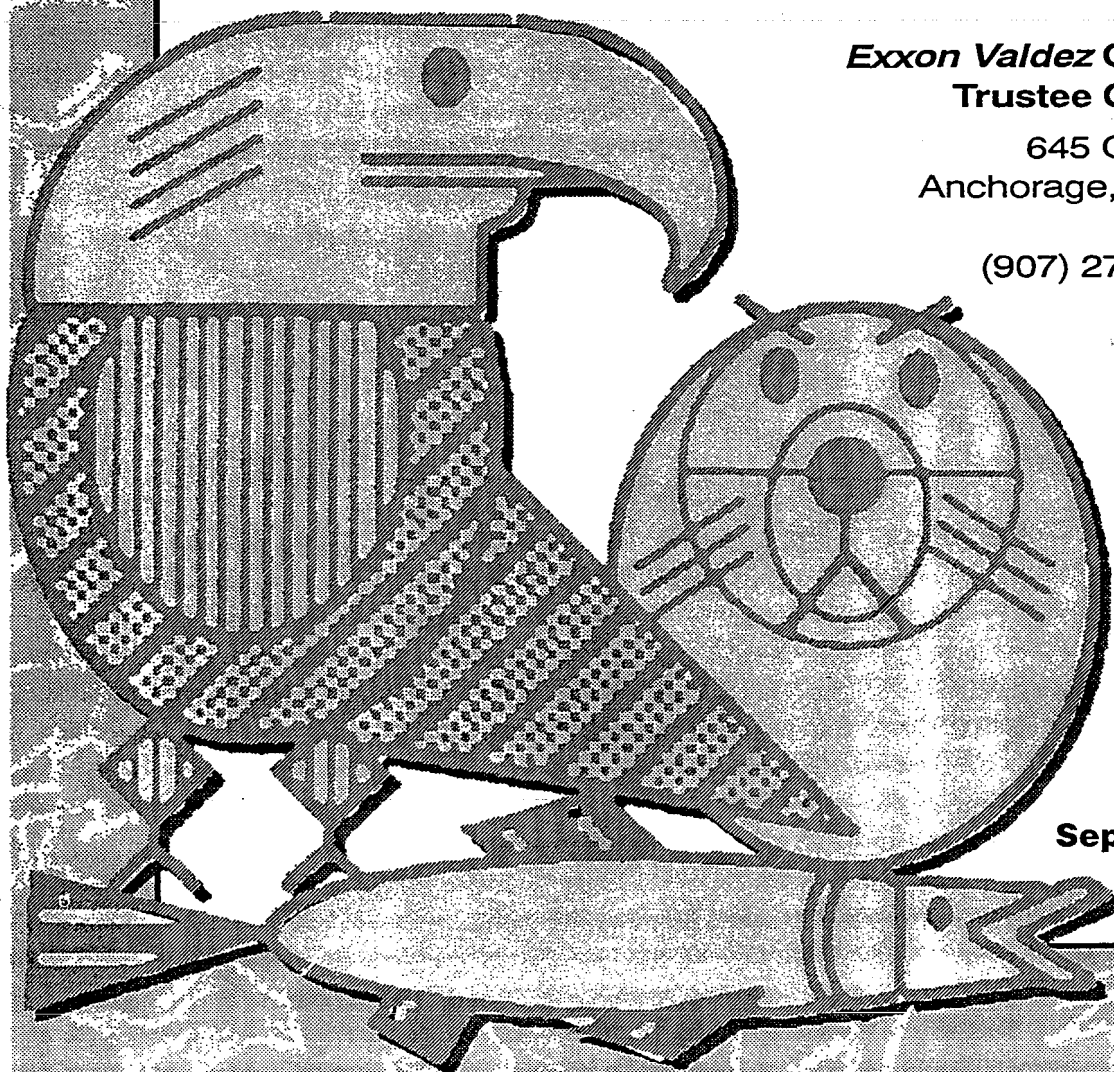
# SUMMARY OF PUBLIC COMMENT ON ALTERNATIVES

## of the Draft *Exxon Valdez* Oil Spill Restoration Plan

*Prepared by:*

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**September  
1993**

# Summary of Public Comment on Alternatives *Exxon Valdez Oil Spill Restoration Plan*

September 1993

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# Summary of Public Comment on Alternatives *Exxon Valdez* Oil Spill Restoration Plan September 1993

## EXECUTIVE SUMMARY

In April and May 1993, the Trustee Council asked the public for their views about issues and alternative ways to heal the injuries caused by the 1989 *Exxon Valdez* oil spill. To help gather public comment, the Council distributed 33,000 copies of a newspaper brochure titled "Summary of Alternatives for Public Comment." In addition, Council staff held 22 public meetings throughout the oil spill area, and in Anchorage, Fairbanks, and Juneau. The public comment period on the issues and alternatives extended from April through August 6, 1993. Approximately 2,000 people gave written or verbal comments during that time. This document summarizes what they wrote and said.

The newspaper brochure included a questionnaire, 799 of which were returned: two-thirds from within the spill area, one-quarter from elsewhere in Alaska, and one-tenth from outside Alaska. In addition, 792 letters were received: one-quarter were from Alaska. Most of the letters focused on only one issue, habitat protection and acquisition, though many also mentioned fisheries studies and management programs. Between 500 and 600 people attended the public meetings, and approximately a quarter of them also sent in brochures or letters.

A map of the *Exxon Valdez* oil spill area follows page vi.

## Issues and Policies

The newspaper brochure asked five policy questions to guide restoration decisions. We received about 700 written comments on these questions. Few people commented on these issues at public meetings. The questions are below.

Injuries Addressed by Restoration Actions: *Should restoration actions address all injured resources and services, or all except those biological resources whose populations did not measurably decline because of the spill?*

Restoration Actions for Recovered Resources: *Should restoration actions cease when a resource has recovered, or continue in order to enhance the resource?*

Location of Restoration Actions: *Should restoration activities take place in the spill area only, anywhere in Alaska provided there is a link to injured resources or services, or anywhere in the United States provided there is a link to injured resources or services?*

Effectiveness of Restoration Actions: *Should the plan include only those restoration actions that produce substantial improvement over natural recovery, or also those that produce at least some improvement?*

Opportunities for Human Use: *To what extent should restoration actions be used to create opportunities for human use of the spill area?*

Those who responded to these questions expressed strong preferences on three of the issues. About 60% favored addressing all injured resources and services, and ceasing restoration actions when a resource recovers. Two-thirds favored limiting restoration to the spill area. Views on the two other issues were mixed.

Concerning opportunities for human use, there was no strong preference among the four answers offered in the brochure. However, only 13% of the comments favored creating appropriate new uses. To understand public opinion on this issue, it is important to read the comments themselves. They contain reasons for favoring a certain view, conditions under which new uses would be acceptable, definitions of terms like "appropriate," and concern over how new facilities would be maintained.

Regarding standards of effectiveness for restoration actions, there was no strong preference overall. However, two-thirds of those who commented on this issue from the spill area favored considering restoration actions that produce substantial improvement as well as those likely to produce at least some improvement. Support for this view was strongest in Prince William Sound and Kenai. Responses from outside the spill area were divided on the issue.

## **Categories of Restoration**

The newspaper brochure asked questions about four categories of restoration.

**Habitat protection and acquisition.** This category received nearly twice as many comments as any other topic. It was discussed in almost every letter, brochure, and public meeting. More than 90% of the people who commented said that habitat protection and acquisition should be part of the plan.

Hundreds of people nominated areas for purchase or protection. About 370 people recommended purchase of inholdings in Kodiak National Wildlife Refuge. The next most popular recommendation was a group of seven purchases that letters titled the "citizen's vision." It consists of land in the Kodiak Refuge and lands at Port Gravina/Orca Bay, Port Fidalgo, Knight Island Passage, Kenai Fjords National Park, Port Chatham, and Shuyak Straits. Forty-five people, mostly Cordovans, recommended the purchase of Eyak Lake, Power Creek and Orca Narrows. However, some people, including 69 people who signed a petition, recommend against purchase of Orca Narrows.

As to what type of habitat should be emphasized for protection and acquisition, views were mixed. About a third of the people favored emphasizing habitat important to injured resources, and a third favored placing an equal emphasis on habitat for injured resources and for human use. In addition, 115 people rejected the choices presented in the newspaper brochure. They preferred protecting habitat for subsistence.

**Monitoring and research.** About 80% of those who addressed this issue said that in addition to monitoring recovery and project effectiveness, the Trustee Council should undertake other monitoring activities. The most frequent recommendation was for an ecological monitoring program.

**General restoration.** The newspaper brochure did not ask any questions about general restoration except the proportion of the remaining settlement fund that should be allocated to this category. Nonetheless, many people recommended specific general restoration topics. Some were topics supported by dozens of people (in some cases more than a hundred). The most frequently addressed topics were:

- Cleaning residual oil from beaches and mussel beds;
- Fisheries projects;
- Subsistence projects; and
- Archaeology projects.

In addition, other popular projects included:

- Facilities in individual communities (Kodiak Fisheries Industrial Technology Center, Seward Sea Life Center, Tatitlek Harbor, and Valdez Visitor Center);
- Seabird predator control on the Aleutians.

The support was rarely unanimous, even for those topics singled out for comment by only a few people. In addition, approximately 40% of the people who responded did not favor spending any money on general restoration projects, and others cautioned against unforeseen environmental damage that these projects might cause.

**Administration and public information.** Few comments addressed administration and public information. However, nearly all that did were concerned about the money presently spent on administration. The 20 individuals who addressed public education and

information recommended that information from the restoration process be made available to educate the public.

## **Endowment**

Approximately two-thirds of responses favored an endowment. With the exception of some Native communities that were opposed, the support did not vary much by location. Of those who favored endowment, two-thirds said that the earnings should be used to fund long-term monitoring and research; one-half said that some endowment earnings should be spent on general restoration; and one-half said that some earnings should be spent on habitat protection. (The total exceeds 100% because many people said the earnings should be used for more than one category.)

## **Spending**

The brochure questionnaire presented five alternative ways to use the remaining settlement fund. Each alternative allocated a different percentage of the fund to each of four restoration categories. The allocations were designed to gauge the public views about what emphasis should be placed on each restoration category. People were asked to choose an alternative if one reflected their views about which activities should be emphasized. If none reflected their views, participants could construct their own alternative.

Over half the people designed their own alternative. Thus, no one of the brochure alternatives received a majority of the response. The responses of the individually-designed alternatives varied widely.

The table below shows the average allocations that people gave to each restoration category. It includes the people who chose one of the five brochure alternatives, and those who designed their own.

## Average Allocation of the Remaining Settlement Fund

Restoration Category:	Origin of Response			
	Spill Area	Other Alaska	Outside Alaska	All <sup>1</sup> Responses
Habitat Protection and Acquisition	60%	42%	81%	66%
Monitoring and Research	9%	12%	9%	9%
General Restoration	16%	19%	8%	16%
Administration and Public Information	5%	5%	5%	5%
Endowment <sup>2</sup> (Including only those who <i>favored</i> endowment)	20%	40%	20%	20%

<sup>1</sup> The columns of the table do *not* total 100%. This is because the endowment allocations reflect the views of only those people who favored an endowment. In addition, 1,028 people provided an allocation to habitat protection and acquisition. Many of them did not specify how the rest of the fund should be allocated. Approximately 650 people responded to the other categories.

<sup>2</sup> All allocations except that for endowment are arithmetic averages. The allocation to endowment shows the median response, because people gave their answer in broad categories, which makes an arithmetic average inaccurate.

### Relation to Alternatives

The five alternatives in the newspaper brochure included answers to the five issues and policy questions explained earlier. They also contained spending allocations by restoration category in order to illustrate how different parts of the restoration program might be emphasized. The average choices made by people who responded did not correspond precisely to any one of the five alternatives in the newspaper brochure.

Of all those who submitted comments, the average allocation to habitat protection and acquisition and general restoration fell between Alternatives #3 and #4 of the newspaper brochure. The average allocation to monitoring and research was between Alternatives #4 and #5, and the average allocation to administration and public information was between Alternatives #2 and #3. In addition, the five policies most favored by the people did not correspond to the answers given by any one of the brochure alternatives. Finally, none of the alternatives in the newspaper brochure included an endowment.



## **Injury**

The newspaper brochure did not solicit comments about injury. Nonetheless, many people expressed strong views about the injuries.

**Resources.** For resources recognized by the Trustee Council as injured, there was concern that specific resources are showing more signs of injury than were acknowledged in the newspaper brochure. This sentiment was most frequently expressed about fish (especially Pacific herring and pink salmon, and sockeye salmon in southern Kodiak and the Alaska Peninsula); and about subtidal and intertidal injuries (especially the continuing damage to clams, and mussels which people cite as the foundation of the marine food chain). It was also expressed, but to a lesser extent, about the many other species listed in the newspaper brochure.

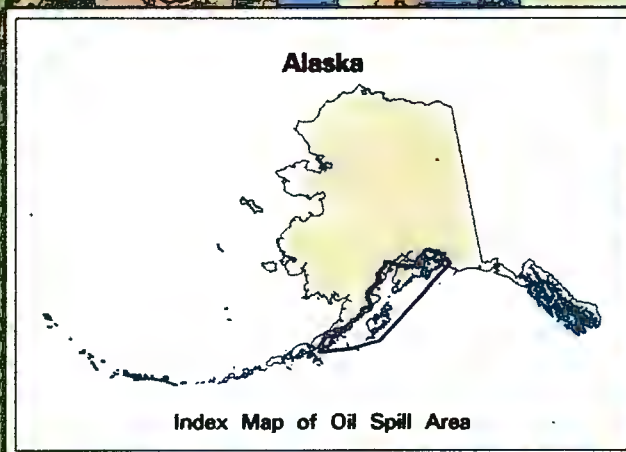
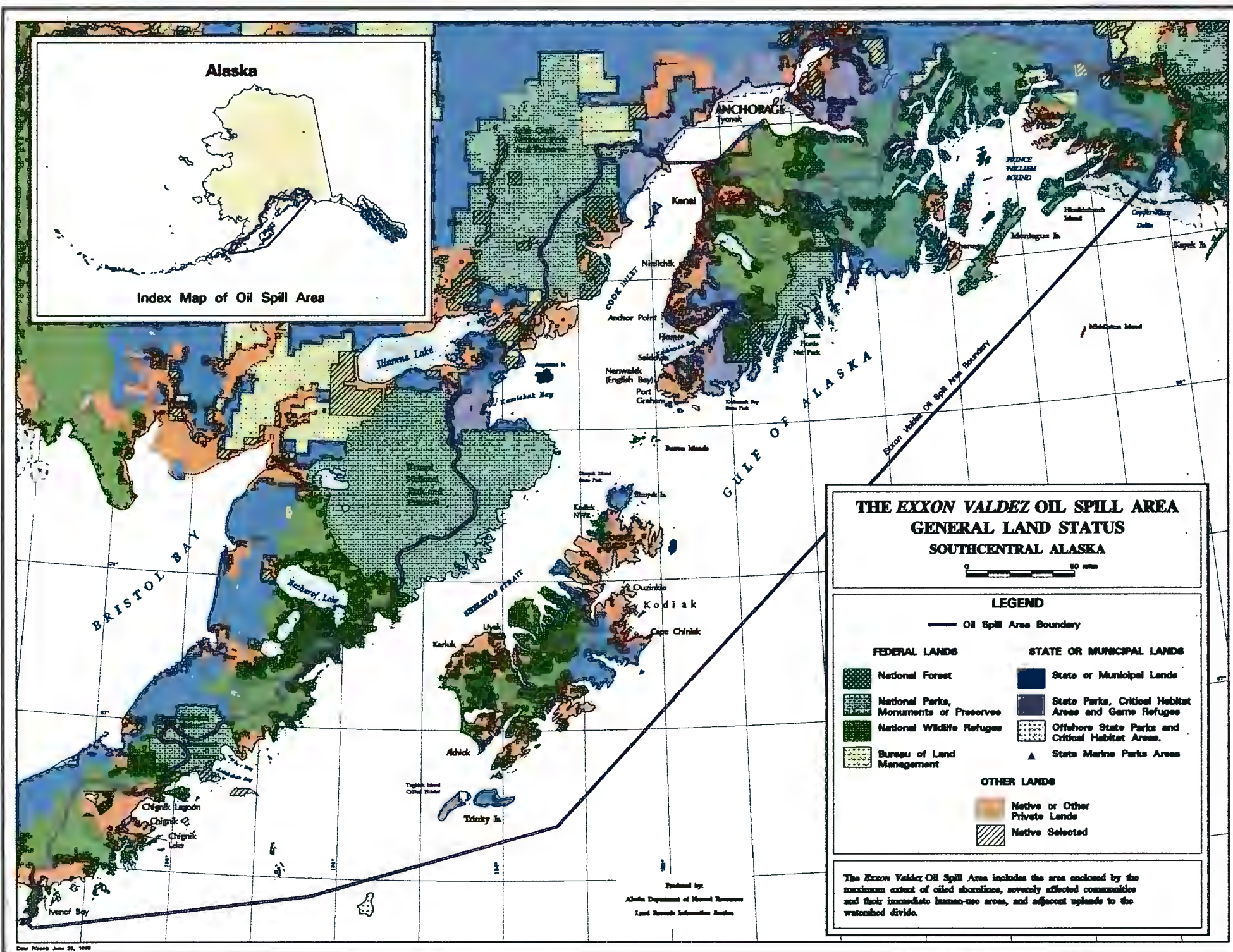
There was substantial comment on many species that were not thoroughly studied for the natural resource damage assessment, but that people said have changed since the oil spill and should be included in a restoration program. Of these resources, Steller (northern) sea lion, ducks (many species, but especially eiders), deer, shrimp, and Dungeness crabs were most commonly identified, but people named over 30 additional species.

Comments throughout the spill area stressed the need for an ecosystem approach in each of the regions within the spill area. Most of the comments focused on marine ecosystems rather than upland ecosystems.

**Services.** The theme of comments about services (human uses) was that services have not received enough attention in the restoration program. Subsistence was the most frequently cited service followed by commercial fishing. Some people spoke about social damage to people in the spill area and to communities.

## **Process**

A number of people commented on the restoration process. Many people said that they have trouble influencing the restoration process, or understanding when and how to get their ideas considered in annual work plans.



### THE EXXON VALDEZ OIL SPILL AREA GENERAL LAND STATUS SOUTHCENTRAL ALASKA

0 10 20 miles

#### LEGEND

— Oil Spill Area Boundary

FEDERAL LANDS	STATE OR MUNICIPAL LANDS
National Forest	State or Municipal Lands
National Parks, Monuments or Preserves	State Parks, Critical Habitat Areas and Game Refuges
National Wildlife Refuges	Offshore State Parks and Critical Habitat Areas
Bureau of Land Management	State Marine Parks Areas

#### OTHER LANDS

Native or Other Private Lands

Native Selected

The Exxon Valdez Oil Spill Area includes the area enclosed by the maximum extent of oiled shorelines, severely affected communities and their immediate human-use areas, and adjacent uplands to the watershed divide.

Revised by:  
Alaska Department of Natural Resources  
Land Resource Information Section

## INTRODUCTION

In April 1993, the Trustee Council presented in a newspaper brochure alternatives for restoring resources and services injured in the *Exxon Valdez* oil spill. The brochure was titled, "Summary of Alternatives for Public Comment." Approximately 33,000 brochures were distributed. The deadline for comment was August 6, 1993. This report summarizes all comments postmarked on or before that date. The newspaper brochure contained a questionnaire which is included as Appendix I.

We received responses in the form of completed brochure questionnaires, letters, telephone calls, and comments from 22 public meetings held in April and May 1993. We held meetings in these communities:

Akhiok	Juneau	Port Graham
Anchorage	Karluk	Port Lions
Chenega Bay	Kodiak	Seldovia
Chignik Lake	Larsen Bay	Seward
Chignik Lagoon	Nanwalek	Tatitlek
Cordova	Old Harbor	Valdez
Fairbanks	Ouzinkie	Whittier
Homer		

In addition, we received comments from throughout Alaska and other states. People sent in 799 brochures and 792 letters. Between 500 and 600 people attended the public meetings. About 75% of the letters came from outside Alaska and generally focused on habitat acquisition. Approximately 90% of the brochures came from within Alaska and expressed opinions on the entire range of issues and policies presented in the newspaper brochure.

In this summary of public comment, we report variations between the spill area and areas outside it. The *Exxon Valdez* oil spill area includes the area enclosed by the maximum extent of oiled shorelines, severely affected communities and their immediate human-use areas, and adjacent uplands to the watershed divide. We also report differences among regions within the spill area. These include Prince William Sound, the Kenai region, the Kodiak region, and a part of the Alaska Peninsula. Occasionally, we report the viewpoints of individual communities where they differ markedly from those of their region.

Appendix II presents, by community and region, the number of brochures and letters received and the number of people who signed the attendance sheets at public meetings. Several organizations also sent letters on behalf of their members. A list of these organizations is included as Appendix III. Appendix IV presents a brief description of the methodologies used to summarize the public's comments.

Who and what do the responses represent? We did not attempt to conduct a scientific survey of public opinion, but instead provided several opportunities for comment to the public. While we can't assume that the results are statistically representative of local, state, or national populations, the large response does suggest that the results are a good guide to the preferences of the highly interested public. Because this is not a statistically valid sample of any of the populations represented, we use statistics only to the extent that they underscore a major trend. For example, "Based on 700 responses received from within the spill area on Question X, a majority (about 60%) preferred Answer Y."

In this report, we used a few quotes from public responses to illustrate major points. The location from which the response originated is indicated in parentheses after each quote.

All comments are on file in the:

<p><i>Exxon Valdez</i> Oil Spill Public Information Center 645 "G" Street, Anchorage, Alaska 99501 (907) 278-8008 Inside Alaska (800) 478-7745 Outside Alaska (800) 283-7745</p>
--

Where do we go from here? Summarizing public comment on the alternatives is a critical step in completing the Restoration Plan. The Trustee Council will use the public comments to help choose the policy guidelines that will form the backbone of the Draft Restoration Plan. When the Draft Restoration Plan is completed, the public will have a chance to comment before it is issued in final form. The Final Restoration Plan will provide long-term guidance for restoring resources and services injured by the oil spill.

## ISSUES AND POLICIES

The newspaper brochure published in April asked five policy questions to guide restoration decisions. We received about 700 written comments, mostly in the form of returned questionnaire. Few people commented on these issues at public meetings.

Those who commented expressed strong preferences on three of the issues. About 60% favored addressing all injured resources and services, and ceasing restoration actions when a resource recovers. Two-thirds favored limiting restoration to the spill area. Views on the two other issues were mixed.

Concerning opportunities for human use, there was no strong preference among the four answers offered in the brochure. However, only 13% of the comments favored creating appropriate new uses. To understand public opinion on this issue, it is important to read the example comments themselves.

Regarding standards of effectiveness for restoration actions, there was no strong preference overall. However, two-thirds of those who commented on this issue from the spill area favored considering restoration actions that produce substantial improvement as well as those likely to produce at least some improvement. Support for this view was strongest in Prince William Sound and Kenai. Responses from outside the spill area were divided on the issue.

A recurring pattern among responses to some of these questions was, "None of the above." A frequently cited reason for this response was that, except for the issue of location of restoration actions, most of these questions seemed more pertinent to general restoration than to habitat protection or monitoring and research.

## INJURIES ADDRESSED BY RESTORATION ACTIONS

The newspaper brochure asked the following question:

*Should restoration actions address all injured resources and services, or all except those biological resources whose populations did not measurably decline because of the spill?... and offered the following choices as answers:*

- ☐ *Target restoration activities to all injured resources and services.*
- ☐ *Target all injured resources and services except those biological resources whose populations did not measurably decline because of the spill.*
- ☐ *No preference.*

About 60% of those who expressed views on this issue favored addressing all injured resources and services. Responses from the spill area as a whole were similar to the overall response. However, responses from Kodiak Island showed no strong preference.

### **All Injured Resources and Services**

About 60% of the people who commented on this issue answered, "Target restoration activities to all injured resources and services." Typical comments in support of this answer were the following:

Lack of data makes it difficult to measure population decline accurately.

"Since many injured species had no prespill data and only those who had prespill data could be confirmed as population decline..., to only restore those which could be confirmed (in) decline would be bias." (Kodiak)

"I don't feel that enough info is available to confirm that all species did not decline, such as pink salmon and Pacific herring in particular." (Cordova)

"I have a real problem with the identification of what injured resources are out there. Only the top of the food chain is identified." (Kodiak)

Ecological relationships connect all species whether or not their populations declined.

"Even though a species was not directly affected by the oil spill, the food web relationship affected all species." (Seward)

Long-term effects are uncertain.

"No one knows for certain what the long-term consequences of the oil spill might be." (Old Harbor)

"Declines may be subtle, slow to emerge." (Outside Alaska)

### **Measurable Decline in Population**

About a third of the people who commented on this issue answered, "Target all injured resources and services except those biological resources whose populations did not measurably decline because of the spill." Typical comments in support of this answer were the following:



Emphasizing the most severe injuries is cost-effective.

"Focus efforts where injuries were greatest. Let natural recovery tend to marginally affected resources. Save money for habitat protection!" (Anchorage)

If you can't measure improvement, how do you account for prudent use of funds?

"If a species' population has not declined, then there is no way to tell when restoration has been successful. Money could be misspent." (Valdez)

### **Other Comments**

Some of the comments claimed that the questionnaire oversimplified this issue. They argued that the decision may be a matter of priorities rather than a simple choice or that the choices presented in the brochure missed useful options. A recurrent comment was to address subsistence.

Restore injured subsistence resources.

"Subsistence resources must be restored to prespill quality." (77 individuals, including nearly all who responded from Port Graham, Chenega Bay, and Tatitlek)

Target ecosystems rather than individual species.

"Take the ecosystem view--loss or damage to a part of the system always has some effect on the whole though our science may be too unsophisticated to detect, measure, or understand it." (Kenai)

Address resources most likely to respond to restoration actions.

"Target efforts on those species most apt to respond--not just those most severely damaged." (Cordova)

Set priorities. Some comments suggested different approaches to setting priorities.

"Restoration actions should focus first and foremost on measurable damage to injured resources. ...(T)hen more extensive work could be done." (Seward)

"Emphasize species that are not showing natural recovery..." (Fairbanks)

"Commercially important species that were injured, measurably or not, deserve the greatest restoration effort because of their importance to the people who depend upon them." (Cordova)

None of the above: Rely on natural recovery instead of restoration.

"The more man interjects himself into nature, the more chances there are to foul it up." (Tatitlek)

## RESTORATION ACTIONS FOR RECOVERED RESOURCES

The newspaper brochure asked the following question:

*Should restoration actions cease when a resource has recovered, or continue in order to enhance the resource?...and offered the following choices as answers:*

- ☐ *Cease restoration actions once a resource recovers.*
- ☐ *Continue restoration actions even after a resource has recovered in order to enhance the resource.*
- ☐ *No preference.*

About 60% of those who addressed this issue said that a restoration action should cease when a resource has recovered. Support for this view was slightly weaker within the spill area than outside it. Responses from Prince William Sound and Kenai were comparable to the overall response; those from Kodiak Island showed no strong preference; most of the seven responses from the Alaska Peninsula favored enhancement.

### Restore Until Recovery

About 60% of the people who commented on this issue answered, "Cease restoration actions once a resource recovers." Typical comments in support of this answer were the following:

#### Enhancement may upset the natural balance of the ecosystem.

"Enhanced resources beyond current or natural levels do more damage because of environmental competition for survival, e.g., (salmon farms, hatcheries vs. wild stock)." (Old Harbor)

"The enhancement of a recovered resource could cause damage to another injured resource which has not yet recovered or to resources not damaged by the spill. It will be important to maintain the delicate balance of the ecosystem as a whole in the restoration process." (Valdez)

"Dangerous concept -- enhancing one resource is often at the cost of another. Also contributes to conflict between resource user groups." (Juneau)

#### This approach makes the most out of limited funds.

"In order to accomplish the most with limited funds, work with a resource until it shows signs of recovery, then let it go on its own." (Valdez)



"Dollars will soon dwindle! Put resource dollars where they will be most effective. Get the biggest bang per buck. Do not squander this opportunity and resource."  
(Anchorage)

### **Enhancement**

About a third of the people who commented on this issue answered, "Continue restoration actions even after a resource has recovered in order to enhance the resource." Typical comments in support of this answer were the following:

It is difficult to tell when certain resources or services have recovered.

"Due to the complex nature of a resource such as salmon, it will be difficult to tell when it has recovered." (Cordova)

"Recovery is a subjective term. Those people that depend upon a resource that has been injured may take longer to recover than the resource." (Cordova)

Increased use of the spill area calls for enhancement to restore balance.

"Because the face of the spill areas will never be the same with ever changing conditions, recovered resources is an ambiguous goal to reach. The recreational resources and services in existence at the time of the spill are not suitable for the use now occurring in the spill area. Bringing injured resources and services to appropriate levels would involve some enhancement." (Anchorage)

### **Other Comments**

Many comments supported enhancement only under certain circumstances, such as those listed below.

Enhance only if the resource was in decline before the spill.

"Only if the species was in decline before the spill, then 'enhance' to an acceptable level." (Fairbanks)

Enhance only to replace lost fishing opportunities.

"Return resource to prespill levels and in the case of salmon anadromous streams enhance to offset lost fishing access since the spill." (Cordova)

## EFFECTIVENESS OF RESTORATION ACTIONS

The newspaper brochure asked the following question:

*Should the plan include only those restoration actions that produce substantial improvement over natural recovery or also those that produce at least some improvement?... and offered the following choices as answers:*

- ☐ *Conduct only those restoration actions that provide substantial improvement over natural recovery.*
- ☐ *Conduct restoration actions that provide at least some improvement over natural recovery.*
- ☐ *No preference.*

Those who responded to this question expressed no strong preference overall. However, two-thirds of those who commented on this issue from the spill area favored considering restoration actions that produce substantial improvement as well as those likely to produce at least some improvement. Support for this view was strongest in Prince William Sound and Kenai. Responses from outside the spill area were divided on this issue.

### Substantial Improvement

Nearly half of those who commented on this issue answered, "Conduct only those restoration actions that provide substantial improvement over natural recovery." Typical comments in support of this answer were the following:

#### Funds are limited. You can't afford to do everything.

"Money would be spread too thin to be effective otherwise." (Valdez)

"Money is very limited and the best use is habitat acquisition. Allocate money only where we will get a substantial return for the investment." (Homer)

#### Experiments may cause damage.

"Just do the best projects. Experimental projects could do damage. Most resources will recover if left alone." (Cordova)

"Practice minimum intervention, lest restoration efforts cause more damage than the original insult." (Outside Alaska)

### At Least Some Improvement

About half of all who commented on this issue, including two-thirds of those within the spill area, answered, "Conduct restoration actions that provide at least some improvement over natural recovery." Typical comments in support of this were the following:

Residual effects, like buried oil, still damage uses like subsistence.

"Following the first rationale (substantial improvement) has already been demonstrated as erroneous because buried oil remains in beaches which still damages subsistence resources by leaking out." (73 individuals, including nearly all who responded from Port Graham, Chenega Bay, and Tatitlek)

Even restoration actions whose effects seem small or uncertain may be significant.

"For although initially an action may seem to be small, it may help considerably later." (Kodiak)

"Hard to predict outcome of any action, especially as it is magnified through the food chain." (Seward)

"Even modest improvements may suffice to enable natural recovery." (Outside Alaska)

### Other Comments

Some people questioned how decisions about effectiveness would be made. Others said this issue was a matter of priorities.

How do you define "substantial" or "effective"? Some comments questioned who would make these decisions. Others offered their own definition of what makes a restoration action effective.

"Who defines substantial? You have not even been able to define the parameter of impairment 2 years and 1/3 of the money later." (Cordova)

"Trustees should prefer projects which provide lasting protection for injured resources and services. A project which speeds up recovery of a damaged population by a few years is a far less effective use of settlement funds than a project which helps protect populations in perpetuity." (Anchorage)

"..(R)estoration options should be evaluated from the perspective of whether they benefit more than a single resource. The Pacific Seabird Group's preferred options generally would benefit other seabirds (and often other organisms), not just a single species." (Outside Alaska)

Set priorities. Some comments said that restoration actions that produce substantial improvement should be the top priority and less effective actions should have a lower priority.

"While restoration actions that can produce 'at least some improvement' should not be ruled out as a policy matter, as a practical matter, given limited settlement funds, restoration action with only marginal benefits should be accorded an extremely low priority." (Anchorage)

"Substantial improvement is, of course, ideal, but those that would provide some improvement should not be left out." (Valdez)

## LOCATION OF RESTORATION ACTIONS

The newspaper brochure asked the following question:

*Should restoration actions take place in the spill area only, anywhere in Alaska provided there is a link to injured resources or services, or anywhere in the United States provided there is a link to injured resources or services?..and offered the following choices as answers:*

- ☐ *Limit restoration actions to the spill area only.*
- ☐ *Undertake restoration actions anywhere in Alaska there is a link to injured resources or services.*
- ☐ *Undertake restoration actions anywhere in the United States there is a link to injured resources or services.*
- ☐ *No preference.*

Two-thirds of all who responded to this question favored limiting restoration actions to the spill area. Support for this view was even stronger within the spill area, where three-quarters of those who responded would like to see restoration actions limited to the spill area. Fewer than one-tenth of all who commented on this issue favored restoration actions outside Alaska.

### Spill Area

Two-thirds of those who responded to this question, including three-fourths of those within the spill area, answered, "Limit restoration actions to the spill area only." Typical comments in support of this answer were the following:

Link to injury is strongest in the spill area.

"We doubt that a well-founded link to injured resources or services can be justified outside the spill area." (73 individuals, including nearly all who responded from Port Graham, Chenega Bay, and Tatitlek)

"In many instances linkages to injured resources and services may be subtle at best. This will be even more the case as distances from the spill affected areas increase." (Cordova)

"I feel that these funds should be used only within PWS, outer Kenai Coast, and Kodiak Island and in proportion to the extent of damage." (Cordova)

Funds are limited and demands within the spill area are great.

"Even a large sum of money such as this can be diluted pretty quickly by trying to spread it too thin." (Kodiak)

"There is not enough money to fund other areas of state. Plenty to do in spill area." (Port Graham)

### **Alaska Outside the Spill Area**

A small proportion of those who commented on this issue answered, "Undertake restoration actions anywhere in Alaska there is a link to injured resources or services." Typical comments in support of this answer were the following:

Restoration actions outside the spill area can sometimes be more effective than those within the spill area, especially for migrating marine mammals or seabirds.

"Mitigation can occur by benefitting seabirds outside the spill area. Supporting the removal of alien species from islands would benefit seabirds overall far more than any other restoration technique." (Homer)

"Some species especially migrant sea mammals and birds continue to decline not because of one local (event), but from interaction all along their life's travels and instincts." (Old Harbor)

### **Anywhere in the United States**

Fewer than 10% of those who commented on this issue answered, "Undertake restoration actions anywhere in the United States there is a link to injured resources or services." Typical comments in support of this answer were the following:

Migrating marine mammals and seabirds were injured and may be helped outside spill area and outside Alaska.

"Example - protecting migratory bird habitat. Injured species do not recognize state boundaries!" (Outside Alaska)

### **Other Comments**

Some people recommended that the spill area be expanded to include Perryville, Ivanof Bay, and the Susitna drainage. Others recommended that the Trustee Council establish guidelines for considering projects outside the spill area.

Expand the "Spill Area" to include Perryville and Ivanof Bay. At public meetings in Chignik Lagoon and Chignik Lake and in the few letters received from Perryville, people expressed strong support for expanding the spill area to include Perryville and Ivanof Bay. Reasons given for this expansion are that the shorelines of these villages were oiled, local commercial and subsistence resources were damaged, and the sockeye salmon run on which these villages depend in Chignik and Black Lakes were also damaged in the spill. Since the public meetings in April, Perryville and Ivanof Bay have been added to the spill area.

"The boundaries you have outlined I think should include all villages (Chignik Bay, Chignik Lagoon, Chignik Lakes, Perryville and Ivanof). We all depend on this fishery not just the lagoon and lakes." (Chignik Lagoon)

Expand the "Spill Area" to include the Susitna River drainage.

"The spill has had a tremendous effect on the fish in the Susitna Drainage and it should be included." (Anchorage)

Focus on the spill area, but consider restoration actions outside the spill area under certain circumstances. Some people suggest that the Trustee Council adopt guidelines for determining whether to venture beyond the spill area.

"If there is nothing that can be done in the spill-affected area, only then should you look at proposals outside the spill-affected area." (Seldovia)

"The following hierarchy represents the most direct means of achieving this objective (offsetting adverse impacts to fish and wildlife populations and their habitats): 1) Benefit species affected where they were affected, 2) Benefit species affected as close as possible to where they were affected, 3) Benefit other species in the spill area, and 4) Benefit other species as close as possible to the spill area." (Juneau)

"The spill area should be the priority, and anything outside that area should be secondary." (Nanwalek)

"Allow actions outside the spill area for species with continuing population decline (lower priority)." (Anchorage)

## OPPORTUNITIES FOR HUMAN USE

The newspaper brochure asked the following question:

*To what extent should restoration actions be used to create opportunities for human use of the spill area?...and offered the following choices as answers:*

- ☐ *Do not conduct restoration actions that create opportunities for human use.*
- ☐ *Conduct restoration actions to protect existing human use.*
- ☐ *In addition to restoration actions that protect existing human use, also conduct actions that increase existing human use.*
- ☐ *In addition to activities that protect or increase existing human use, also conduct actions that encourage appropriate new uses.*
- ☐ *No preference.*

There was no strong preference among the four answers offered in the newspaper brochure. However, only 13% of the comments favored creating appropriate new uses. To understand public opinion on this issue, it is important to read the comments themselves. We have included typical comments in this section.

### No New Opportunities for Human Use

About one-fifth of all those who responded to this question answered, "Do not conduct restoration actions that create opportunities for human use." A typical comment in support of this answer was the following:

Actions that protect or increase existing human use are unrelated to restoration.

"Protection of existing human use is desirable but it is a separate issue from restoration of the natural habitat and wildlife. Use these funds for restoration activities."  
(Outside Alaska)

### **Protect Existing Human Use**

About one-third of all those who responded to this question, including about half of those from outside Alaska, answered, "Conduct restoration actions to protect existing human use." A typical comment in support of this answer was the following:

#### Actions that decrease the impact of human use promote restoration.

"Protecting overused areas is a good idea. Otherwise use NO funds to promote human activities in the spill affected areas as human use is potentially damaging. Let it occur naturally without promoting more." (Homer)

### **Protect and Increase Existing Human Use**

About a quarter of all those who responded to this question, answered, "In addition to restoration actions that protect existing human use, also conduct actions that increase existing human use." Typical comments in support of this answer were the following:

#### Actions that increase existing human use improve the lifestyle of those affected by the spill.

"Subsistence, sport and commercial fish runs and an enhanced recreation industry will benefit PWS residents whose lifestyle has been altered by the spill." (76 individuals including nearly all who responded from Port Graham, Chenega Bay, and Tatitlek)

#### New uses should be near existing communities.

"New uses are OK, but should exist close to towns and villages that encourage use close by and would not create disturbances in pristine areas of the sound and coast." (Valdez)

### **Appropriate New Uses**

Only 13% of all those who responded to this question answered, "In addition to restoration actions that protect or increase existing human use, also conduct actions that encourage appropriate new uses." Typical comments in support of this answer were the following:

#### Let people enjoy the spill area.

"Spend the money to let more people enjoy the Sound. Build more boat harbors! Create new fish runs! Build more cabins! Use the Sound. Don't lock it up!" (Valdez)



Projects are "appropriate" if they divert use away from sensitive areas.

"The key word is appropriate. Existing use should be protected, but use has increased as a result of EVOS publicity. Therefore, appropriate management of human use may entail increasing use in some areas to decrease impact on others. In this event, increasing use projects are appropriate. We should not actively seek to increase use of the spill area in general through projects." (Matanuska-Susitna Borough)

### **Other Comments**

Several comments express concern about how new facilities would be maintained. Others favored increasing certain uses, but not others.

How will new facilities be maintained?

"Oil spill monies should not be spent on infrastructure projects without a clear vision of the future maintenance funding of those projects." (Cordova)



# CATEGORIES OF RESTORATION

## HABITAT PROTECTION AND ACQUISITION

Habitat Protection and Acquisition received the greatest share of public comment. Its place in the restoration program was discussed in almost every letter, brochure, and public meeting. It received overwhelming support as a part of the plan. The major disagreement about habitat protection was on emphasis: what should be emphasized and how much. In addition, hundreds of people recommended various areas for acquisition and protection -- 50 areas in all.

The newspaper brochure asked four questions:

- Do you agree that habitat protection and acquisition should be a part of the plan?
- What type of habitat should be emphasized: habitat for resources, services, or both?
- Recommendations for specific purchases or protection.
- Spending: What emphasis should the Trustee Council place on habitat protection and acquisition?

### Should Habitat Protection and Acquisition be a Part of the Plan?

The newspaper brochure asked the following question:

*Do you agree that habitat protection and acquisition should be a part of the plan?* The choices were:

- ☐ No
- ☐ Yes

Almost all responses supported including habitat protection and acquisition in the restoration plan. This sentiment was expressed by almost 90% of those who returned a brochure and the overwhelming majority of those who wrote letters. The extent of support varied little depending on location. The only exception was the Alaska Peninsula, where six of the seven brochures returned from Chignik Lagoon and Perryville (the only villages from the Alaska Peninsula that returned brochures) said habitat protection should not be part of the plan.

**Comments supporting habitat protection and acquisition.** Hundreds of people expressed a strong sentiment without giving detailed reasons. However, many comments contained reasons for supporting habitat protection and acquisition. Recurring reasons are summarized below.

Active restoration is ineffective; recovery will occur without our intervention. Many people said that they came to their conclusion to support habitat protection because they believe that most human action to speed up recovery is ineffective -- that nature will achieve recovery on its own.

"...(I)t is better to just acquire habitat and basically say God knows best. We know a little bit, but we don't know enough...We have to admit that all the queen's horses and all of her men just cannot put it together again. There are some excellent ideas out there, but I believe habitat acquisition is the best way to spend money." (Seward)

"Recovery of species will occur naturally, even without intervention or spending -- (you) should allocate most funds for critical habitat acquisition." (Juneau)

"It seems that there is very little that can be done to cost-effectively restore injured resources and services other than through land and habitat acquisition." (Anchorage)

"We simply cannot fix a broken ecosystem. Therefore, I am recommending that at least 80% of the remaining funds be used for habitat protection." (Outside Alaska)

Either buy habitat or the agencies will squander the money.

"Acquisition would at least be a permanent accomplishment for the E-V Trust Funds as opposed to pumping the respective agencies with funds for a plethora of studies of dubious value." (Kodiak)

"Something good must come out of all this. Habitat acquisition is the only tangible thing that can." (Outside Alaska)

Buying land is the key to the rural way of life.

"We believe that habitat protection and acquisition should be a major component of the Restoration Plan. People want to live, work, and visit these lands because of their natural resources in a wilderness setting. If those resources are conserved, they will be the key to the continuation of the rural Alaska way of life." (Old Harbor)

Habitat is needed for a sustainable economy.

"Simply stated: intact forest lands can and do provide an essential biologic foundation for permanent jobs and strong, sustainable economies. It would be tragic, to say the least, if the ecosystems biological resources and coastal communities of the Exxon Valdez impact region were to finally recover from the spill, only to suffer further devastation as a result of unsustainable, 'boom and bust' development activities, in particular clearcut logging." (Anchorage)

"Tourism will provide more long-term employment than short-term unsustainable logging. Tourists don't want to see stumps." (Cordova)

Stop logging (and other development). Many comments urged the Trustee Council to stop clearcut logging. Others encouraged the Council to prevent habitat loss from other types of development activities as well.

"This (habitat protection) must be done soon, before logging, mining, and recreation developments interfere with the integrity of the ecosystem as a whole." (Cordova)

"I recommend that at least 80% of the remaining funds be used for habitat protection. If this action isn't taken, hundreds of thousands of acres of private forest land will be clearcut. This will only add to the devastating consequences of the Valdez oil spill. Please help!" (Outside Alaska)

Thank you for Kachemak Bay and Seal Bay. Many letters began with a thank you for the Trustee Council action to purchase Kachemak Bay and Seal Bay.

"I am writing to voice my support of the use of Exxon settlement funds for habitat acquisition in the spill affected area. I applaud the designation of funds for purchases in Kachemak Bay and Seal Bay on Afognak Island." (Homer)

**Comments opposing habitat protection and acquisition.** Between 5% and 10% of the responses opposed the use of habitat protection either in all cases or in the specific instance that was the subject of the comment. Those that did, however, often used strong language to reflect their disbelief in what was happening. The recurring comments are summarized below.

So much land is already publicly owned.

"Too much government land in Alaska. Not enough privately owned." (Homer)

"I can't figure out why we are going to buy land. What is the government doing buying more land when they own 97% of the State of Alaska?" (Anchorage)

Buying land is not restoration.

"How many trees were damaged in the spill?" (Seward)

"Owning land will not help prevent other spills or help injured resources by itself." (Seward)

Don't restore the fish by hurting the timber industry.

"The logging industry has truly blessed our family and benefited our community. Please do not buy this timber, we will be losing our jobs, and our own will be due for more hard times. This money should not be used for more hardships for the people of Cordova." (Cordova)

With all the budget cuts coming to the agencies, we're using money to buy land? This sentiment was mostly expressed at the meeting at Chignik Lagoon.

"It doesn't make any sense to me to buy habitat...It doesn't make sense to buy habitat if you're going to cut back the Department of Fish and Game so you can't monitor it...If they want habitat and stuff like that, let the tree huggers buy it." (Chignik Lagoon)

Native ownership is important to Native people. Some Native speakers in many regions expressed concern about losing their ownership.

"Our land was sold once and it took so long for us to get it back again." (Cordova)

"Thanks but no thanks. Our land is all we have left and we'll keep it, thank you." (Chenega Bay)

**Other comments about habitat protection and acquisition.** We received a few comments that discussed land management, or the way in which habitat should be protected.

Public land, or land purchased by the Trustee Council should be managed for restoration.

"Covenants should contain specific language that these areas (those acquired for habitat and viewsheds areas) must be managed for habitat and viewshed restoration....We would like to see the Restoration Plan include an administrative alternative that allowed a non-profit agency, such as The Nature Conservancy, to manage conservation areas for either private or government landholders." (Valdez)

"I heard that for land acquired under restoration, the state might consider selling it. I would like to see it locked up under some type of sanctuary status." (Homer)

"While there is plenty of talk here about acquiring land, there is nothing about funding for management of these lands once they are acquired from private sources or even who will manage them. If funding goes into acquiring land, then funding needs to go to manage them." (Anchorage)

Type of purchase: easements versus timber rights versus fee simple purchase. Only a handful of people commented about the type of purchase. However, there were not enough comments to indicate any trends.

## What Habitat Types, if Any, Should be Emphasized?

The full text of the brochure question was:

*Protection and acquisition will include all habitat types, but may emphasize one over another. Please indicate the habitat types, if any, that should be emphasized. The brochure choices were:*

- ☐ *Emphasize acquiring and protecting habitat important to injured resources.*
- ☐ *Emphasize acquiring and protecting habitat important for human use (important scenic areas and human use areas).*
- ☐ *Place equal emphasis on acquiring the most important habitats for injured species and on the most important habitat for human use (scenic and human use areas).*
- ☐ *Other.*

Responses were almost evenly split between emphasis on habitat for injured resources and equal emphasis on habitat for injured resources and human use. Very few favored emphasis on habitat important for human use alone. There were some differences among the regions within the spill area. Four-fifths of responses from Kodiak Island (and over 90% of those in Old Harbor) chose "equal emphasis." The brochure questionnaires returned from the Native villages of Prince William Sound and Kenai almost unanimously chose "other" and wrote in their preference for protecting habitat for subsistence. Very few comments were made on this subject other than through the brochure response form.

Below are some common reasons people gave for making their choice. (No reasons are given for choosing *emphasize habitat important for human use* because few people made that choice.)

**Reasons for selecting *emphasize habitat important to injured resources*.** Below are some reasons given for selecting this choice.

### Species first, humans second.

"After critical habitat needs are met, then consider human uses. When choosing between similar habitat acquisitions, factor in the human use value to help make the choice." (Anchorage)

"Concentrate on natural habitats for all forms of wildlife. The human uses are secondary and will succeed if the natural habitats are secure." (Outside Alaska)

### Resources only.

"I think it's more important to help the animals than having a scenic area for people." (Anchorage)

"Habitat for increased human use does not need to be acquired. Forest Service and state parks land offer ample opportunity for human recreation. (Some may need additional development.) Money should be for species injured." (Location unknown)

**Reasons for selecting place equal emphasis on the most important habitats for injured species and on the most important habitats for human use.**

Humans were injured too.

"Humans are an injured resource, especially in 'oil spill' communities like Cordova." (Cordova)

"Since human recreation was a highly injured service, there is no real contradiction to be resolved here." (Anchorage)

Place equal emphasis on humans and species.

"In our experience, many areas which have high value as habitat also are highly valued by the user seeking wilderness values. Thus, many parcels could meet both criteria. There should be stipulations to preserve wilderness values (i.e., timber) and allow recreation access." (Matanuska-Susitna Borough)

**Reasons for selecting "Other."** One hundred and fifteen people did not choose any of the choices the brochure offered. Instead, they chose "other" and wrote in their own choice. Eighty of these people said we should protect habitat for subsistence. The other 35 people offered various ideas but there were no strong patterns in their comments.

Subsistence.

"We agree to land purchase only from willing sellers and absolutely oppose land condemnation. We recommend protecting habitat for subsistence." (80 people from Chenega Bay, Tatitlek, Port Graham, Cordova, Anchorage, other areas of Alaska, and from outside Alaska, including nearly all who responded from the Native villages of Prince William Sound and Kenai)

### **Where Should the Trustee Council Purchase Habitat?**

The brochure asked people to describe "an area you would like the Trustee Council to acquire or protect." Many people did.

**The "Citizen's Vision."** The largest number of comments (271 letters) recommended purchase of seven areas called the "citizen's vision." Almost two-thirds originated outside of Alaska, and few came from the spill area. Below is a typical letter showing justification for each area.



"1. **Port Gravina/Orca Bay:** The old growth forests of eastern Prince William Sound near Cordova provide exceptional habitat for spill-injured species and support high value wilderness recreation and tourism. 2. **Port Fidalgo:** On-going logging activities here threaten the densely forested habitat along sheltered bays near Tatitlek and Valdez. 3. **Knight Island Passage:** Rugged mountainous islands with intimate bays provide habitat for spill-impacted species such as killer whales, harbor seals, bald eagles and salmon. 4. **Kenai Fjords National Park:** One of Alaska's crown jewels, the heart is threatened by logging and development on private lands within the park. 5. **Port Chatham:** This is the last stretch of intact forest habitat along the tip of the outer Kenai Coast. 6. **Shuyak Straits:** The Sitka spruce forest on northern Afognak is home to marbled murrelets, salmon, brown bear, elk and deer. 7. **Kodiak National Wildlife Refuge:** Although logging is not a threat here, other development activities would jeopardize prime brown bear habitat and other wildlife values."

Many of the letters supporting the "citizen's vision" went on to say:

"Purchasing these habitats would be the best way to guarantee recovery of the areas affected by the spill and would protect them from further injury. It would also preserve valuable tourist attractions and, most important, our unique and priceless Alaskan heritage. Buying wildlife habitat should in fact be the central focus of the restoration plan and should cover broad areas, including entire watersheds."

**Kodiak National Wildlife Refuge.** In addition to the 271 letters advocating the "citizen's vision" outlined above, 106 other letters advocated purchase of private inholdings from willing sellers in the Kodiak National Wildlife Refuge. This was the largest number of comments received for a single area.

Seventy letters from outside Alaska came on a form supplied by the Great Bear Foundation of Montana.

"Please register my vote for Alternative 2 among the restoration plans you are considering. As someone interested in the best form of environmental recovery from the Exxon oil spill, I wish to see the greatest amount of threatened wildlife habitat in the spill zone acquired. Alternative 2 dedicates 91% of the remaining \$600 million in the fund to habitat acquisition. In addition, my highest priority for lands to be acquired are Native inholdings and other private parcels from willing sellers in the Kodiak National Wildlife Refuge."

Other letters, from the City of Kodiak, Kodiak Villages, other areas in Alaska, and from outside Alaska advocated purchase of the refuge inholdings for a variety of reasons:

"Koniag (Corporation) has long maintained that its Karluk and Sturgeon River former wildlife refuge lands on the west side of Kodiak must be reacquired to have a bear refuge worthy of the name." (Kodiak)

An unusually large number of letters advocating purchase of the refuge inholdings came from organizations: Akhiok-Kaguyak, Inc.; Boone and Crockett Club; Game Conservation International; Great Bear Foundation; International Association for Bear Research and Management; International Wild Waterfowl Association; Kodiak Audubon Society; Koniag Inc.; National Audubon Society; National Rifle Association (co-signed by Wildlife Legislative Fund of America, and Safari Club International); National Wildlife Refuge Association; and Old Harbor Native Corporation.

The purchase of private inholdings within the Kodiak National Wildlife Refuge was also strongly supported at public meetings in Old Harbor and Akhiok.

"To whom it may concern I would like to see the lands on the south end of Kodiak Island bouth to protect the land for the bears and animals. Seems every year there is getting more and more building going up around here. We would like the lands to remain the same. If sold to the wrong hands it could be strongly developed."  
(Akhiok)

**Areas near Cordova.** In addition to comments advocating purchase of the "citizen's vision" areas, many comments focused on the potential purchase of Eyak lands at Power Creek, Eyak Lake, Orca Narrows, and nearby areas.

Supporting purchases. Forty-one letters, mostly from Cordova, supported purchases around Eyak Lake. Reasons cited include effect on wildlife, tourist industry, views, drinking water, and "atrocious logging practices."

"Support the Trustee Council buying timber rights for Power Creek, Eyak Lake, and other areas in Prince William Sound. Most important thing to protect is the highly visible areas along main PWS traffic routes so tourists won't get bad impressions. It's also important to protect salmon streams since they are important to commercial fishing." (Cordova)

"I urge the Trustee Council to support the agreement now being negotiated with the Eyak Corporation to acquire and protect Power Creek and Eyak Lake and Nelson Bay lands. I am disgruntled about the clear-cutting and the effects this has on wildlife habitat." (Cordova)

Letters advocating some purchases, but against purchase of Orca Narrows. Three letters and one petition advocated purchase of Eyak Lake and Power Creek, but not Orca Narrows.

"We the residents of Cordova, Alaska are against any purchases of timber other than Eyak River, Eyak Lake, and Power Creek areas. By including Orca Narrows in the timber buy out it would eliminate logging in the Cordova area." (petition from Cordova signed by 69 people)

"My husband...began fishing in 1975...in 1990, he had to find another career. Indirectly the 1989 oil spill ruined his job....Fortunately he got a full-time job with the local logging company...it has allowed lifelong Cordova residents, such as us, to remain in our town that we love. Spending allocated funds to buy back timber in PWS is senseless...Should the same money be used to help restore what damage was done to our community destroy my families livelihood once more....I am not against the buying of the lands near Eyak Lake and Power Creek in order to protect Cordova's fishing streams, but the Orca Narrows do not pose any threat to the fisheries." (Cordova)

**Afognak Island.** In addition to the letters recommending purchase of "citizen's vision" areas, approximately a dozen people (approximately half from the spill area and half from elsewhere in Alaska) suggested further purchases on Afognak Island. Many of these also thanked the Trustee Council for their recent purchase at Seal Bay.

"(Priorities for habitat protection): #1 Seal Bay lands, #2 Pauls and Laura Lake Chain, #3 Shuyak Straits conservation unit, #4 Long Lagoon area." (Kodiak)

"The Shuyak Straits/Northern Afognak lands are also of special interest to our members (the Kodiak Audubon Society). Not only are these lands and coastal habitat home to many species that suffered substantial injury to the spill, this wilderness also offers magnificent scenic and recreation values. Acquisition of these ecosystems would insure recovery and protect many resources and services from further degradation." (Kodiak)

**Kachemak Bay.** Like Afognak, many letters thanked the Trustee Council for their purchase of Kachemak Bay. One other recommended additional purchases adjacent to the park, and two recommended purchase of Gull Island.

**Kenai Fjords National Park.** In addition to people recommending purchase of the seven "citizen's vision" areas, almost two dozen people recommended purchase of inholdings in Kenai Fjords National Park. The comments were received primarily from Seward but also from Anchorage and around Alaska.

"I would like to see oil spill money used to purchase Native land. English Bay or Port Graham is willing to sell back to Kenai Fjords National Park. The coastal parcels in question are vital components of the park ecosystem for resource protection and visitor use." (Seward)

There was also extensive discussion of Kenai Fjords National Park inholdings at the Seward public meeting.

**Other areas.** Hundreds of people recommended areas for purchase. Table 1 shows the areas recommended, and the number of times those areas were mentioned. With the exception of Orca Narrows, virtually all comments are recommendations for purchase or protection. As described earlier, Orca Narrows had mixed response. The numbers beside each parcel *do not* include recommendations made as part of the "citizen's vision" package.

Also, the Pacific-Seabird Group recommended 51 seabird colonies for acquisition. They are not included in the table. Their recommendations include 34 seabird colonies outside the spill area and 17 colonies in the vicinity of Kodiak Island and Gull Island in Kachemak Bay.

**Table 1. Areas Recommended for Purchase or Protection**

<u># of</u> <u>cmts</u>	<u>Prince William Sound</u>	<u># of</u> <u>cmts</u>	<u>Prince William Sound</u> (cont'd)
2	Bainbridge Island	5	Sheep Bay
3	Chenega Island	5	Simpson Bay
1	Chugach National Forest	2	Two Moon Bay
113	Cordova area private lands (excluding Orca Narrows -- see Orca Bay)	1	Windy Bay
5	Dangerous Passage		<u>Kenai Area</u>
6	Eshamy/Jackpot Bay	1	Chrome Bay
2	Evans Bay	2	Gull Island
4	Fish Bay	1	Kamishak Bay
2	Hawkins Island	300	Kenai Fjords National Park (271 from "Citizens Vision", 106 other)
1	Hinchinbrook Island	2	Kenai Peninsula
1	Icy Bay	271	Port Chatham (all from "Citizens Vision")
278	Knight Island (271 from "Citizens Vision", 7 other)	1	Rocky Bay
1	Knowles Head		<u>Kodiak Area</u>
3	Latouche Island	11	Afognak Island
3	Montague Island	2	Fox/Red Fox Bay
2	Naked Island	2	Karluk River
7	Nelson Bay	8	Kodiak Island
3	Olsen Bay	378	Kodiak National Wildlife Refuge (271 from "Citizens Vision", 106 other comments)
312 <sup>1</sup>	Orca Bay/Narrows (271 from "Citizens Vision, 41 other. <i>In addition, 3 letters and a 69 person petition opposed acquiring this area</i> )	2	Long Lagoon
1	Patton Bay	2	Pauls & Laura Lake Chain
275	Port Fidalgo (271 from "Citizens Vision", 4 other)	277	Shuyak Island/Strait (271 from "Citizens Vision", 6 other)
275	Port Gravina (including Bear Trap Bay; 271 from "Citizens Vision", 4 other)	2	Sitkalidak Island
1	Red Head	1	Sturgeon River
3	Rude River		<u>General</u>
		1	Tongass National Forest

<sup>1</sup>Orca Narrows/Orca Bay was the only area that people specifically stated that they were opposed to acquiring.

NOTE: Comments in support of the Citizen's Vision (Port Gravina/Orca Bay; Port Fidalgo; Knight Island Passage, Kenai Fjords National Park, Port Chatham and Shuyak Straits) are reported by individual area. We received 271 responses in support of the Citizen's Vision.

## Questions About Spending

The question about spending asked, *What emphasis should be placed on Habitat Protection and Acquisition?* People were asked what percentage of the remaining civil settlement fund should be allocated to habitat protection acquisition. They answered by choosing one of the five alternatives that contained a percentage that fit their views, or by writing in a percentage of their own.

People's answers differed significantly by location: the average of spill-area responses differed from those of other Alaskan residents and from those outside Alaska. There was also some difference by region of the spill area. The largest average allocation to habitat protection from within the spill area were from people living in Old Harbor and Akhiok.

This question received more comment than any other. More than 1,000 people gave specific percentages that reflected their emphasis. This was much larger than the 650 responses typical of other brochure questions. Most of the additional responses were from outside of Alaska. Many others wrote in giving their support without specifying numbers.

**Table 2. Average Allocation of the Remaining Civil Settlement Fund to Habitat Protection and Acquisition**

	Origin of Response			
	Spill Area	Other Alaska	Outside Alaska	All <sup>1</sup> Responses
No. of Responses (%)	414 (40%)	164 (16%)	436 (42%)	1,028 (100%)
Average Allocation	60%	42%	81%	66%

<sup>1</sup> Total includes 14 responses from unknown origin.

**Spill area.** People from the spill area allocated an average of about 60% of the remaining settlement funds to habitat protection. Allocations varied from 0% to 92%. As many people picked between 40%-50% as picked 91% (Alternative #2).

An exception was the Kodiak Region. The average allocation for this region was approximately 80% -- the highest in the spill area. About three-fourths of the responses from Kodiak were from Old Harbor and Akhiok. Most of them picked Alternative #2 which allocates 91% of the remaining settlement to habitat protection.

The only areas where people allocated an average of less than 40% to habitat protection were the City of Kenai (15 people, averaging approximately 25%), and Valdez (17 people, approximately 35%). In addition, six of the seven brochures returned from Chignik

Lagoon and Perryville (the only villages on the Alaska Peninsula that returned brochures) said habitat protection should not be part of the restoration plan.

**Alaska, outside the spill area.** We received about 160 responses from places in Alaska outside the spill area. They allocated an average of about 40% of the remaining settlement funds to habitat protection. Allocations varied from 0% to 91%.

**Outside Alaska.** Responses from outside of Alaska were not widely dispersed. Most specified 80% or Alternative #2. A few specified less; a very few specified nothing.

Of the 436 responses received from outside Alaska, 154 individuals did not fill out the brochure but wrote letters requesting that 80% be allocated to habitat protection. Another 102 advocated Alternative #2. Many others wrote in favoring habitat protection without specifying a percentage. Considering those that answered the brochure, and the letters that specified a percentage, the average amount recommended for habitat protection was approximately 81%.

**The overall average.** The average amount that was allocated to habitat protection and acquisition, considering all responses that either answered the brochure question or wrote in specifying a percentage, was approximately 66%.

## MONITORING AND RESEARCH

The brochure asked three questions about monitoring and research.

- In addition to Recovery and Restoration monitoring, should the Trustee Council also conduct other monitoring activities?
- If "Yes," what activities?
- What emphasis should be placed on research and monitoring?

These questions received significant discussion at the public meetings, in letters, and brochure comments. The greatest interest was in Ecological Monitoring. A commonly expressed view was that something was wrong with the ecosystem, but that exactly what was wrong was not understood. They also said that this concept was not captured by the Trustee Council's list of injured species. Ecological monitoring and research was often supported as a way to determine what was wrong, and to understand the natural variation of many species.

Some of the people who supported ecological monitoring also said that monitoring and research will be required for more than ten years. Some of these people also said they supported an endowment to fund the continuing research. The comments concerning endowments are summarized in the Endowment section of this report, pages 45-50.

### Should the Trustee Council Conduct Additional Monitoring?

The full text of the newspaper brochure question concerning monitoring is below:

*To effectively conduct restoration, it is necessary to monitor recovery and to monitor the effectiveness of individual restoration activities. It is also possible to conduct other monitoring activities: Ecological monitoring and restoration research. In addition to Recovery and Restoration monitoring, should the Trustee Council also conduct other monitoring activities?* The brochure choices were:

- ☐ No
- ☐ Yes

There was strong support for additional monitoring activities; approximately 80% of all people responding favored additional monitoring. The extent of support was similar within the spill area, elsewhere in Alaska, and outside Alaska. Akhiok was the only community where people opposed additional monitoring and research (9 responses, 6 opposed). Mixed responses were received from the City of Kenai (17 responses). All other communities showed strong support.



### If Yes, What Activities?

The newspaper brochure asked:

*Please indicate which monitoring and research activities you believe are appropriate. The choices were:*

- ☐ *Ecological Monitoring*
- ☐ *Restoration Research*
- ☐ *Other*

The newspaper brochure defined Ecological Monitoring as "monitor the general ecosystem health to identify problems and prepare for future spills." Restoration Research was defined as "basic and applied research to benefit injured resources and services." It used the term to mean research into new restoration techniques. However, the comments indicate that many people understood the term "research" to mean using science to figure out what's wrong. The comments people wrote on this topic were similar regardless of whether they supported ecological monitoring or restoration research.

Because of the confusion in terminology, the answers to this question are difficult to interpret. However, of those who answered "Yes" to the question concerning additional research and monitoring, ecological monitoring received the greatest support. This was true within the spill area, elsewhere in Alaska, and outside Alaska. Exceptions were Valdez where research was more strongly favored, and Seward where opinions were mixed.

Some Native communities were also an exception to the trend. In Tatitlek, Chenega Bay, and Port Graham, the most popular choice was "Other."

**Comments favoring ecological monitoring and restoration research.** People who favored ecological monitoring and those who favored restoration research often gave similar reasons. Frequently cited reasons are summarized below.

Knowledge of ecosystems is important. Many of the people who commented said that basic ecosystem information is needed and indicated that long-term comprehensive monitoring may be a way of obtaining that information.

"The ecosystem of PWS and the Gulf of Alaska are poorly understood. Ecological monitoring at the ecosystem level would be very valuable." (Cordova)

"This would provide needed information to aid in direction of efforts to restore and maintain the resources at optimum levels." (Old Harbor)

Baseline research. People who commented expressed their support of scientific research to help understand the ecosystem and to gather baseline information to prepare for the next oil spill.

"Baseline research about the marine and coastal environments will benefit the whole state for years to come. Focus on ecosystem relationships and also wildlife population censuses." (Anchorage)

"What we all need is the research to devise the strategy for the inevitable next spill." (Juneau)

Fisheries research.

"...(C)ontinued support for scientific monitoring and research is essential, particularly fisheries research. Continued monitoring and research is especially important to ensure proper understanding of ecosystem impacts. Monitoring and research should be focused narrowly on single species or populations but include degradation of habitats, chronic and sublethal effects, including changes in physiological or biochemical changes in productivity." (Anchorage)

Monitoring and research programs should be long-term. People who supported ecosystem monitoring sometimes stated that a monitoring and research program should not be limited to the 10-year settlement period. Many of these people also recommended establishing an endowment that would guarantee long-term funding for monitoring and research.

"Only long-term research and monitoring studies will provide the kind of information needed to assess future spills. Most studies that only last a few years do not provide very useful information because of natural variability!" (Anchorage)

"Because good, reliable monitoring takes years, (fish cycles are 4-6 yrs.) the benefits from an endowment will allow those type time frames which don't fit as well in the 8 years remaining of the current funds. There's a strong lack of good baseline data on most species and it's a guess to figure impacts without good baselines. An endowment will help establish those baselines." (Valdez)

**Comments favoring "Other."** In Tatitlek, Chenega Bay, and Port Graham, the most popular choice was "Other" and the vast majority of these people wrote "Archaeological Monitoring," or they wrote "Restoration research is an invitation to overspending in this area, particularly basic research." Many wrote both. The comment concerning archaeological monitoring was received 75 times, and the comment concerning overspending was received 69 times. While most of these comments were from Chenega Bay and Port Graham, they also came from Tatitlek, Alaskans from outside the spill area, and from outside Alaska.

**Comments opposed to additional monitoring.** Most comments opposed to additional research and monitoring focused on the cost and on "wasteful and endless studies."

"Please do not allow spill funds to be frittered away on bureaucracy. Studies sound like they make sense, when they usually just spend dollars." (Anchorage)

"Do not piss money away on scientists." (Anchorage)

"Too much monitoring in the affected areas might do more harm than good." (Seward)

### Questions About Spending

The newspaper brochure also asked, *What emphasis should be placed on Research and Monitoring?* People could select one of the five brochure alternatives (which allocated from 0% to 10% of the remaining settlement fund to monitoring and research), or they could write in a percentage.

The range of responses was relatively narrow. Few people wrote 0%, and less than a fifth wrote a percentage greater than 10%. Table 3 shows that the average allocations are also within a narrow range: 9% - 12%. However, a few communities did depart from this range. The highest community averages were found in responses from the City of Kodiak (27 responses, 12%) and Seward (23 responses, 14%). The lowest was from Old Harbor (120 responses, 5%) and Akhiok (7 responses, 5%).

**Table 3. Average Allocation of the Remaining Civil Settlement Fund to Monitoring and Research**

	Origin of Response			
	Spill Area	Other Alaska	Outside Alaska	All <sup>1</sup> Responses
No. of Responses (%)	413 (62%)	162 (24%)	78 (12%)	665 (100%)
Average Allocation	9%	12%	9%	9%

<sup>1</sup> Total includes 12 responses from unknown origin.

The numbers in Table 3 *do not* include 103 responses, all but one from outside Alaska, that requested 80% for habitat acquisition and protection and "20% of the funds for

fisheries studies and management programs." Because this 20% could arguably be intended for a variety of fishery-related activities, only one of which is research and monitoring, it is not included in the averages cited above. If the individuals had intended the 20% to be used for monitoring and research, the average percentage for all responses would rise from 9% to 11%.

## GENERAL RESTORATION

General Restoration actions restore injured resources and services by directly manipulating resources and human uses. This can include management changes, manipulation of habitats, or construction projects. Examples include creating salmon spawning channels, removing predators from seabird colonies, building recreational facilities, and removing oil from mussel beds. General Restoration does not include habitat protection and acquisition, research or monitoring.

### Questions About Spending

The newspaper brochure asked only one question about general restoration. It asked what emphasis should be placed upon it, and gave people the opportunity to select an alternative that fit their views or write percentage allocations of their own. Responses are summarized by region in Table 4.

**Table 4. Average Allocation of the Remaining Civil Settlement Fund to General Restoration**

	Origin of Response			
	Spill Area	Other Alaska	Outside Alaska	All Responses
No. of Responses (%)	410 (62%)	162 (26%)	76 (12%)	648 (100%)
Average Allocation	16%	19%	8%	16%

We received 648 responses that allocated funding for General Restoration. General Restoration contains a wide variety of activities, and comments gave a variety of allocations. The average emphasis was 16% of the remaining civil settlement funds.

Alternatives #1 and #2 allocated no money to general restoration, and fully 42% of all responses allocated no money to this category, usually by choosing alternative #2 or writing in 0%. About 60% of responses from the spill area allocated some funding to general restoration as compared to about three-quarters of people from elsewhere in Alaska, and about 40% of those from outside Alaska. Few comments from any location advocated more than 50% for this category.

The numbers in Table 4 *do not* include 58 responses, primarily from Chenega Bay and

Cordova but also from Anchorage and outside of Alaska, that stated: "With respect to the...(list of General Restoration options in the newspaper brochure) specific services and resources listed would best be restored under alternative five (5)." The newspaper brochure allocated 48% for General Restoration in Alternative 5. Because the people who wrote this comment did not necessarily support the presentation of Alternative 5 for other restoration categories (i.e., Habitat Protection or Monitoring and Research) these percentages are not included in Table 4. If the individuals intended that 48% be allocated to general restoration activities, the average percentage for all responses would rise from 16% to 19%.

Kodiak Island responses allocated the lowest average figure, advocating that approximately 7% of funds be spent on General Restoration. This is largely due to 120 responses from Old Harbor indicating a strong preference for a smaller percentage. Conversely, responses from other spill area communities allocated significantly more than the average. Allocations to general restoration from the communities of Kenai, Seward, and Nanwalek averaged approximately 30%, and Valdez and the City of Kodiak averaged approximately 20%.

Reasons for opposing General Restoration. Most of the comments that favored General Restoration focused on specific projects rather than the category as a whole. However, there were many comments that opposed all General Restoration activities. Two recurring reasons are summarized below.

"We (Wilderness Society, Alaska Region) oppose virtually all enhancement and manipulation forms of restoration (i.e., "general restoration") because there is little evidence that they would be effective, and these kinds of restoration generally address only one single species.... We also oppose funding for projects, such as roads, ports, "Sealife Centers," trails, cabins, visitor centers, mariculture, or other infrastructure development as these are regular agency programs or are inappropriate under the restoration goals of the civil or criminal settlement." (Anchorage)

"In general, let Mother Nature handle re-populating the critters." (Seward)

General Restoration could cause damage. Other comments urged the Trustee Council to carefully consider whether General Restoration projects could cause additional environmental harm.

"...(R)estoration activities may actually be detrimental to a second population if there is not adequate observation and research." (Fairbanks)

"Trustees should not fund projects which harm a damaged resource or service. For example, a hatchery project which increases the numbers of a certain species but reduces genetic diversity by damaging wild stocks should not be funded. Projects which

increase human use at the expense of damaged resources must not be funded."  
(Anchorage)

### **Frequently Addressed General Restoration Topics**

Over 350 comments suggested specific General Restoration actions. Removal of residual oil, archaeological resources and restoration of subsistence and fisheries received particularly strong support. We also received comments on recreation, facilities in individual communities, predator removal on seabird colonies, and projects for birds, fish, and marine mammals.

**Clean oiled beaches and mussel beds.** Many people were concerned about continued oiling and over 100 comments urged additional cleanup. Cleaning oiled beaches and mussel beds received strong support from many areas, particularly Chenega Bay, Port Graham, and Cordova. Most of the comments indicated that oiling continued to impact both subsistence and recreation.

"While the Trustees are considering mussel bed decontamination, they should also plan to restore gravel beaches which periodically release oil in subsistence and recreation areas, by removing the contamination." (54 individuals from Chenega Bay, Tatitlek, Cordova, Fairbanks, Anchorage, Matanuska-Susitna Borough, and outside Alaska)

"Oil ought to be removed because persistence continues a major threat to the environment....We (Pacific Rim Villages Coalition, Ltd.) have recommended immediate implementation of appropriate technology to remove oil, which we assert needs no further study as the cause of 'poor or slow development.'" (Anchorage)

"Residual oil in the substrate appears to have a continuing effect on some recreation activities." (Anchorage)

However, a few comments stated that enough had been spent on cleaning beaches and additional cleanup should not be funded.

"Spend no more on "cleanup" of the spill. Nature will take care of that from here on."  
(Anchorage)

**Archaeology.** Strong support for restoring archaeological resources came from Prince William Sound and Kodiak Island villages, Anchorage, Cordova, Valdez, and outside Alaska. Over 80 comments suggested funding site stewardship programs, monitoring, and museums. Eighteen comments from Valdez supported archaeological restoration in the context of funding an archaeological museum in Valdez.

"Increase emphasis on archaeological site stewardship and monitoring using local residents." (Repeated 55 times, from Tatitlek, Anchorage, Fairbanks, Matanuska-Susitna Borough, outside Alaska, Cordova, Chenega Bay)

"...(I)f we had a museum we could save that history for the young ones coming up. If subsistence never comes back they could at least know what it used to be. They could have information about the artifacts, the history, the subsistence, and all that." (Larsen Bay)

"In order to promote the work of both salvaging damaged artifacts and to better inform the world about the Sound and its recovery, what better way than to have this cultural/archaeological/visitor center in Valdez." (Valdez)

**Subsistence.** Over 70 comments from subsistence communities throughout the spill area, other parts of Alaska and areas outside Alaska urged that attention be paid to restoring subsistence. Comments emphasized funding food sharing programs, testing the safety of subsistence foods, and restoring scarce subsistence species such as harbor seals, waterfowl and clams. Many comments emphasized that the input and concerns of subsistence communities were being ignored. Several people mentioned that they still do not believe that it is safe to eat traditional foods because of possible oil contamination.

"I hope to see our subsistence foods restored and protected from future spills. I feel the villages always get left out and the cities get all the dollars that should go to villages whose lifestyle and food were affected." (Port Graham)

"Consider reestablishing the subsistence food sharing program." (Repeated 56 times, from Chenega Bay, Tatitlek, Anchorage, outside Alaska, Fairbanks, Cordova, Matanuska-Susitna Borough)

"The testing should be done right away because people are going out harvesting thinking things are okay. I don't think it is." (Nanwalek)

"It's been proposed several times that the Trustees provide funds for villagers to hunt elsewhere until the injured species recover. Those requests have gone unheard..." (Tatitlek)

**Fisheries.** Over 60 comments urging restoration of fisheries and commercial fish species came from Alaska and throughout the spill area, largely from Cordova and other Prince William Sound communities. Pink and sockeye salmon and herring were the species most frequently mentioned. Comments from Kodiak Island and the Alaska Peninsula focused largely on restoring sockeye. In addition, over 100 responses from outside Alaska expressed support for an alternative allocating 20% of remaining funds for "fisheries research and management programs". Most comments on fisheries urged funding



management research, unspecified fisheries restoration projects, funding hatchery operations, or financing hatchery debt.

"We don't feel that fisheries projects are getting a fair shake." (Cordova)

"One of the things I'm interested in seeing is Kodiak Island being back into the top ten in the fishing industry by restoring the fish runs." (Akhiok)

"I could see a potential use for some of these funds in our regional aquaculture association. It definitely goes back to the injury. We're trying to build up the fish runs." (Chignik Lagoon)

"The oil has obviously damaged future fisheries resources of PWS, therefore making it difficult for PWSAC to fulfill its financial commitment. So I feel that part of this fund should be used to pay off PWSAC indebtedness." (Cordova)

Some comments, however, expressed concern that continued or increased hatchery production could harm wild salmon stocks. Other comments emphasized the need for further research before general restoration projects for fisheries could be initiated.

"I would steer clear of all options which involve hatcheries, spawning channels, 'creating' new salmon runs, shellfish hatcheries, and the like. These are seldom solutions, rather they bring with them additional problems." (Anchorage)

"There are gaping holes in our knowledge about spill damage and natural fluctuation in the environment. Restoration activities are questionable. Why do restoration on a species that is naturally recovering if we can't even distinguish the natural cycles from the recovery? Why even monitor the recovery if we don't also try to understand the natural processes? Why do restoration when we can't understand what's driving the process?" (Cordova)

**Facilities in individual communities.** Many comments advocated particular construction projects within a specific community. These include 17 comments favoring the Seward Sea Life Center, 18 comments for the Valdez Visitor Center, 6 comments for the Tatitlek Harbor, and 4 comments in favor of the Kodiak Fisheries Industrial Technology Center. These projects were often a focus of the community's comments and generally received the majority, if not all, their support from the community in which the project would be developed.

"...(T)he Sea Life Center will provide research and rehabilitation, but it will also provide education for the public. If we don't keep the public involved in our environment, then we won't build for the future." (Seward)

"This (Tatitlek) harbor project would be one of the most important things anyone could do for this community..."(Tatitlek)

"We want the Fisheries Technology Center ...so we can get a handle on being able to study these resources." (Kodiak)

A few comments opposed the Seward Sea Life Center as an example of inappropriate use of restoration funds. This was the only specific facility that received negative comments.

"The Trustee Council should be stricter in its acceptance of projects supposed to restore the Sound and/or the "resource." I am most familiar with the push for a Seward Sealife Center. Projects such as this which will end up more as a zoo and gift shop are not appropriate use of money supposedly to correct a major human blunder." (Seward)

**Recreational and tourist facilities.** The over 60 comments on funding restoration of recreation and commercial tourism were mixed. While the facilities mentioned above received strong local support, there was little support for construction projects in undeveloped areas. Some comments supported limited restoration for recreation and tourism, including increasing access to recreational areas.

"Purchase recreational access sites but build NO cabins; boat launches are OK." (Kodiak)

"General restoration funds could be appropriately used in urban/village communities to restore lost tourism and recreation opportunities." (Valdez)

"Spend the money to let more people enjoy the Sound. Build more boat harbors! Create new fish runs! Build more cabins! Use the Sound, don't lock it up!" (Valdez)

Several comments specifically criticized general restoration projects involving the construction of facilities for recreation or tourism.

"I do not understand what recreation facilities, outhouses, trails, and visitor centers have to do with restoration of an oil-injured area." (Cordova)

"I see a lot up there about commercial tourism and recreation. In my opinion the more people you have going into an area means they're going to damage the area. You have to limit the people and how they enjoy the area." (Old Harbor)

**Seabird predator control.** Eight of the nine comments received on seabird predator control were strongly in favor of eliminating seabird predators in the Aleutians and stated that it was the most effective means of aiding seabird populations in the Gulf of Alaska.

"The only thing we can do as a community of scientists to replace the bird species which have been lost is to exterminate the rats and foxes throughout the Aleutian Chain." (Juneau)

## ADMINISTRATION AND PUBLIC INFORMATION

The only question that the newspaper brochure asked about administration and public information is the emphasis that should be placed upon it:

*What percentage of the remaining funds should go towards administration and public information?*

The vast majority of responses allocated an average of 5% of remaining settlement funds to administration and public information. Allocations ranged from 3% to 8%. There was little significant difference by location.

Table 5 shows that the average allocation to Administration and Public Information was the same for responses from the spill area, from elsewhere in Alaska, and from outside Alaska: 5% of remaining settlement funds.

**Table 5. Average Allocation of the Remaining Civil Settlement Fund to Administration and Public Information**

	Origin of Response			
	Spill Area	Other Alaska	Outside Alaska	All <sup>1</sup> Responses
No. of Responses (%)	408 (63%)	159 (24%)	72 (11%)	651 (100%)
Average Allocation	5%	5%	5%	5%

<sup>1</sup> Total includes 12 responses from unknown origin.

**Administration.** Nearly all of the approximately one dozen people who wrote or spoke about this issue were concerned about the amount of money being spent on administration. Typical examples are below.

"My #1 concern is that bureaucratic and administrative costs will eat up the fund. Do not let this happen." (Anchorage)

"I hope a lot of money doesn't go to pay management staff." (Seldovia)

**Public Information.** Nearly twenty comments specifically expressed concern that information gathered from the restoration program be made available, that we use this information to educate everyone on all aspects of the spill environment and its restoration.

"One of the problems is that when the agencies say they're trying to involve the local people to help, they mean leasing a boat. When I say involve, I mean we want to know what the results are. They spend millions and millions of dollars on research and we don't see the results." (Ouzinkie)

"I think emphasis should be applied to general restoration; for example, by educating the people. We as a people would benefit, for we would all comprehend how our environment works and in return would be able to apply our knowledge to restore our damaged lands and resources." (Juneau)

## SPILL PREVENTION AND PREPAREDNESS

Although no specific request was made for the public to comment on spill prevention and preparedness, the subject came up in at least 17 public meetings and was addressed in written comments by 30 people. Frequently occurring viewpoints are summarized below.

Spill prevention is more effective than restoration. Many of the comments expressed this sentiment. A few said that preventing future oil spills is like habitat acquisition -- it prevents further stress on the environment -- but that it is more effective.

"...(N)atural recovery is possible and will take time, but it is happening and will continue to do so. Protection of habitat area, prevention of future spills, that is where our focus should be." (Seward)

"If there is oil development, there's going to be more oil spills in the future. Start getting ready for the next one." (Old Harbor)

In favor of more local prevention and response capabilities. In the public meetings, many people in the communities said they felt unprepared for the next spill. Some said they expected one, and wanted to increase the ability of their community to respond.

"We need a building just for the material, a cache of spill response equipment. If they can spend money on trees, they can spend money to be ready for the next spill." (Ouzinkie)

"I asked what kind of boom material we had left, and we don't have any to protect streams." (Port Graham)

"Establish a grant program for rural communities to participate in oil spill conference or attend 'oil spill' schools." (Chenega Bay)

Prevention is good, but don't use settlement funds. A half-dozen people said that spill prevention and preparedness was not the responsibility of the Trustee Council. Although they were not opposed to it, they advised the Trustee Council to use civil settlement funds for other tasks.

"I think the oil companies should be forced now to pay for prevention stuff. To say that you're going to take your own settlement and use the money to pay for an advantage to the person that just hurt you is nuts." (Kodiak)

"We strongly oppose any use of criminal or civil funds for spill contingency planning and response efforts or research, as we believe there are many other programs where such activities--albeit important-- are already mandated and these types of activities do not fall within the parameters of the settlement." (Anchorage)

## ENDOWMENT

An endowment is a savings program to fund restoration after Exxon's payments end. The topic generated significant discussion at most public meetings. In addition to the answers people gave to the brochure questions, it was the subject of approximately 50 written comments.

The newspaper brochure asked three questions:

- Are you in favor of an endowment or savings account of some kind?
- If so, what should the annual earnings be spent on?
- If you favor the idea, how much should be placed into an endowment?

In addition, a related concept was brought up by about four dozen people in letters and at a few public meetings: permanent funding for university professors at the University of Alaska. Some people considered this a form of endowment; others did not. It is discussed at the end of this section.

### **Are You in Favor of an Endowment or Savings Account of Some Kind?**

The newspaper brochure asked:

*Are You in Favor of an Endowment or Savings Account of Some Kind?* The choices were:

- ☐ No
- ☐ Yes

Approximately two-thirds of responses favored establishing an endowment or savings account of some kind. This proportion was true of people responding from the spill area, from elsewhere in Alaska, and from outside Alaska. With the exception of four Native communities, the proportion did not vary much by location.

Two-thirds or more of those who commented from Chenega Bay, Port Graham, Akhiok, and Ouzinkie opposed endowments. In addition, responses from Seward were evenly split. Those were the exceptions. The average response from all other communities and regions favored endowments.

Six hundred and ninety-nine individuals responded to the brochure question concerning endowment. These were 60% from the spill area, 20% from elsewhere in Alaska, and 10% from outside the state.

**Comments supporting an endowment.** These comments showed recurring sentiments expressed at public meetings, in brochure comments, or through letters.

Monitoring and Research will take longer than ten years.

"Because good, reliable monitoring takes years (fish cycles are 4-6 years), the benefits from an endowment will allow those type time frames which don't fit as well in the 8 years remaining of the current funds. There's a strong lack of good baseline data on most species and it's a guess to figure impacts without good baselines." (Valdez)

"There should be money for monitoring activities beyond 2001." (Cordova)

Recovery will take longer than ten years.

"Do we really know how long restoration will take? The endowment ensures we can continue efforts beyond 10 years, a very short period of time in biological terms." (Outside Alaska)

"I think an endowment is a good idea, and 20% sounds all right. You have got to plan for the future, a lot of these things will become apparent later, and at this point the scientists are undoubtedly scientifically guessing." (Port Lions)

**Comments opposing an endowment.** Frequently expressed comments are:

Habitat protection (or other needs) now! Many people said that they thought the money should be used now to address pressing problems. While the most common recommendation for immediate spending was habitat protection, other needs were also cited.

"Habitat acquisition is extremely important and should not wait for money in the bank." (Anchorage)

"We oppose endowments due to the need for maximum leeway in negotiations for habitat that must occur as soon as possible." (Anchorage)

"The settlement was done so quickly so the money could be made available immediately." (Cordova)

Administration and agencies will eat it up if we save it.

"Without fail, the majority would be eaten up by administration and lawyer yearly taps." (Seward)

"If you're talking about a return from an endowment, it could take a long time and in the meantime only support administration. Endowments aren't all like the permanent fund." (Homer)



## What Should the Annual Earnings from an Endowment or Savings Account be Spent On?

The full text of the brochure question asked only those who favored an endowment or savings account to:

*Please indicate what the annual endowment earnings should be spent on (you may mark more than one answer).* The answers were:

- ☐ *Monitoring and Research*
- ☐ *General Restoration*
- ☐ *Habitat Protection and Acquisition*
- ☐ *No Preference*

It is possible to spend the earnings for more than one purpose, and half the people marked more than one answer.

Approximately two-thirds of all people who favored an endowment thought the earnings should be used for monitoring and research. About half thought it should be spent on general restoration, and about half thought it should be spent on habitat protection.

There were some differences throughout the spill area, but in most locations in Alaska, monitoring and research was the first priority. The exceptions were Port Graham and Old Harbor where people favored all three uses approximately equally. The first priority for responses from outside Alaska was habitat protection (85% favor), with each of the other two purposes receiving 50%.

**Possible endowment purposes.** People wrote in comments below this question on the brochure and in letters. In addition, endowments were a common public meeting topic. Below is a list of purposes suggested by the comments. We have included those purposes that received more than one comment.

**Monitoring and Research.** This purpose received the most comments at the meetings, and in written comments.

"I believe at least some of the (endowment funds) must be spent on monitoring and research. Some could be spent on restoration and habitat acquisition on a case-by-case basis." (Anchorage)

"The only reason a long-term mechanism is needed to provide long-term money is long-term monitoring of the environment." (Cordova)

A related topic: Arliss Sturgulewski Endowment. Approximately one-half dozen comments specifically referred to an endowment proposed by Arliss Sturgulewski. The organizations endorsing this proposal include the University of Alaska Fairbanks School of Fisheries and Ocean Sciences, North Gulf Oceanic Society, the Area K Seiners Association, and the Arctic Research Commission.

"...I urge you to establish the Marine Research Endowment crafted by Ken Adams, Ron Dearborn, Bill Hall, Theo Matthews, Jerome Komisar, and Arliss Sturgulewski...An endowment of this magnitude could successfully fund the kind of long-term research needed to understand how the coastal ocean community...functions normally..."(UAF, School of Fisheries and Ocean Sciences.)

Marine resources or fisheries problems. Over a dozen comments recommended this use.

"Endowment should be directed to marine resources." (Cordova, 10 responses)

"Fisheries" (Cordova)

Research facility. A few comments recommended this use.

"Ongoing funding of marine studies center in the spill impact zone." (Anchorage)

"A research facility in the state is needed and these funds are an opportunity to build such a facility for Alaska's future and to assure the proliferation of the sealife affected by the spill." (Seward)

Baseline studies. A frequent theme was the need for baseline information for use in responding to future disturbances.

"There will probably be another shipwreck. There needs to be baseline data to compare from damaged areas." (Seward)

Stewardship -- of the land, of built facilities. A few comments recommended this use.

"(Endowment earnings for) Funding for maintenance of acquired lands and built facilities." (Anchorage)

"Maintenance and operation of new and existing marine facilities, stewardship of the affected areas, prevention of future spills." (Anchorage)

"A small endowment for beach cleanup of garbage." (Matanuska-Susitna Borough)

What is the money used for?

"Where are the funds invested now? Is the interest/revenues accruing to the benefit of restoration? If it is not, the monies must be invested prior to spending in a conservative, but productive manner." (36 people from Tatitlek, Chenega Bay, Anchorage, Cordova, and the outside Alaska)

**Questions About Spending:  
How Much Should be Placed into an Endowment?**

The newspaper brochure asked the following question of those who favored an endowment or savings account:

*Please indicate the amount that you believe should be placed into an endowment?*

The brochure gave readers a choice of answers:

- ☐ *Less than 20%*
- ☐ *20%*
- ☐ *40%*
- ☐ *More than 40%*
- ☐ *Other Amount. If you know the amount, please indicate \_\_\_\_\_ %.*

Answers to this question ranged from nothing to all of the remaining settlement. However, the median amount varied little by location. Also, the answers represent only the two-thirds who favored an endowment -- 465 people. Almost all responses came from returned brochure questionnaires. Very few of the letters addressed this question.

The table shows that the median of responses from the spill area, and from outside Alaska favored allocating 20% of the remaining settlement funds to an endowment or savings account of some type. The median of responses from Alaska outside the spill area favored using 40% of the funds.

**Table 6. Average Allocation of the Remaining Civil Settlement Fund to  
An Endowment or Savings Account**

	Origin of the Response			
	Spill Area	Other Alaska	Outside Alaska	All <sup>1</sup> Responses
No. of Responses (%)	258 (55%)	153 (33%)	48 (10%)	465 (100%)
Median allocation of remaining settlement funds to an endowment	20%	40% -	20%	20%

<sup>1</sup> All area total includes six responses of unknown origin. The percentage is that of the median response rather than the arithmetic average because people answered the question in categories such as less than 20%, 20%, 40%, greater than 40%, etc. These large categories make an arithmetic average inaccurate.

### **University Professors; Endowed Chairs**

Approximately four dozen people, mostly from Fairbanks or Juneau, recommended that part of the civil settlement be used to provide permanent funding for professors at the University of Alaska. Sometimes the people said that an endowment should provide permanent funding; other times they requested a sum be given to the University. They also advocated a research endowment. Ten people proposed an amount; they requested an average allocation of \$30 million dollars. Others made their request in numbers of professors which ranged from one to 20. Some linked the proposed professorships with biological research in the spill area, others did not.

"Long-term monitoring and research requires a long-lasting, nonpolitical organizational base. Use of endowment income should be to fund professional chairs within the University of Alaska with 50% for PWS research." (Fairbanks)

"I strongly urge the Trustee Council to give serious consideration to the long term benefits of endowing research and teaching chairs related to ecology, conservation and biology at the UA campuses throughout Alaska. Every dollar that is used in that will provide a return investment that is beyond measure for many years to come." (Juneau)

## INJURIES

The overwhelming majority of comments on injuries caused by the *Exxon Valdez* Oil Spill came from people within the oil spill communities, especially from those who attended the public meetings. Fewer than 10% of the comments came from people outside of Alaska. The comments show how passionately people feel about the oil spill and how the injuries are still apparent to people throughout the affected area.

Comments on resource injuries spanned a wide variety of topics but there were three areas that recurred: 1) comments about resources that are currently recognized by the Trustee Council as having been injured by the oil spill; 2) recommendations that the injured resources list should be expanded to include other resources -- resources that were not studied (or not thoroughly studied) during litigation; and 3) concern for restoring the injured ecosystems, especially the marine ecosystems. Except for the ecosystem comments, most comments were about resources with subsistence or commercial value.

For services, the primary theme of the comments was that services (human uses) have not received enough attention in the restoration program. The majority of the comments were about those services which are closely linked to an injured resource for social, economic or subsistence uses. Many people said that the restoration of those resources is extremely important and that those resources should receive the greatest emphasis. There were also many people who wanted to see the restoration program expanded to include social injuries suffered by residents within the oil spill area.

## INJURED RESOURCES

### Resources Listed as Injured in the Summary of Alternatives

**Fish.** Of all the injured resources identified by the Trustee Council, Pacific herring and pink salmon were the most often addressed in the public comments. In general, people commented that these resources were showing more signs of injury than were acknowledged in the brochure, and they expressed their anger that the Trustee Council had not adequately addressed the problems. Similarly, there was a great deal of concern from the Alaska Peninsula, and southern Kodiak Island communities about the consequences of the 1989 overescapements of sockeye salmon runs in these areas. In fact, most of the Chignik Lake and Chignik Lagoon meetings discussed injuries to the red salmon run that were not acknowledged in the newspaper brochure.

"Very little attention has been given to Pacific herring, a resource that is of utmost importance to the survival of all the other resources that prey on herring for

sustenance. More in-depth studies of this resource must be undertaken. I think the impact of oil on herring is much greater than what has been realized by the council and that the impact on herring has had a detrimental effect on the recovery of all other resources." (Tatitlek)

"It seems irresponsible to me. The Pacific herring are the bottom of the food chain. A lot of the birds and other species in the sound rely on herring for food. We were funded for three years, and everyone knew that 1993 would be the important year." (Cordova)

"You only have sockeye salmon on the population decline list. I've fished here all my life, and since 1989 my catch on pinks has gone down 80 to 90%. And you're saying there's no population decline?" (Larsen Bay)

"The thing I was most concerned about was when we were fishing that year, I kept seeing yellow fish. I've never seen red salmon that were completely yellow. I've never seen fish that way before. I was catching one or two of those a week...If those fish are diseased because of that oil, we'll be seeing all kinds of damages." (Chignik Lagoon; similar comments on discolored or spotted fish were made from Akhiok and Chignik Lake)

**Subtidal and intertidal.** Comments on injuries to subtidal and intertidal areas and organisms formed the second largest group of responses. People who wrote or spoke about these areas were concerned that the importance of these areas as the foundation of the marine food chains were not adequately recognized. They also talked about continuing signs of injury in clams and mussels and wanted a greater emphasis placed on these resources in the restoration program to protect humans as well as other resources that feed on shellfish.

"Studies of impact of oil on ocean bottom environment and resources is greatly under emphasized -- it makes no sense at all not to study the ocean bottom. The effects that it may have on people that use the resources from it could be harmful, and we'd like to know if this is a potential problem." (Tatitlek)

"This was the time of year when entire families would walk the beach digging clams, and it was a yearly, seasonal thing. Since the spill, those clam beds were contaminated. These beds have not been tested, and so we have not used them. Every time they have gone to gather seaweed, they have come up with oil." (Port Graham)

"How come you don't have anything in the brochure about shellfish, like clams? That's a pretty wide field to lump it into intertidal. That includes a lot of other organisms, too. We know the clams have declined on beaches here." (Larsen Bay)

**Mammals and birds.** Approximately 10% of all comments on injuries were on the mammals and birds listed in the Summary of Alternatives as injured. The majority of these comments focused on harbor seals and murre, but concern was expressed for marbled murrelets and harlequin ducks. Some people within the oil spill area disagreed with the statement in the Summary of Alternatives that said the harbor seal population may be stabilizing in the affected area. Others were concerned that the recent die-off of murre was also related to the oil spill.

"Seals are definitely in decline, you used to see them in the narrows all the time and you just don't see them any more." (Old Harbor)

"I don't think it's right you should say that the murre that are dying now are not dying because of the spill. These birds feed on the little fish, if you kill that feed off it could affect the birds, all the little things that grow up in the ocean..." (Chignik Lagoon)

**Archaeological resources.** There were over 70 comments received from throughout the affected area as well as outside of Alaska that discussed injuries and restoration of archaeological resources. While a few were opposed to using settlement funds for archaeological resources, the vast majority emphasized the importance of these resources and wanted to be certain that they were considered in the restoration process.

"During the oil spill, our old village site was vandalized by some oil spill workers. That hit very near and dear to a lot of people here. There must be some mechanism to restore, monitor and protect the old village site." (Chenega Bay)

"The people that are out on the beaches have uncovered artifacts. Some artifacts have been stolen. What about setting up mini museums in the villages and hiring some archaeologists to go out and do those digs and bring that stuff back?" (Larsen Bay)

#### **Additional Resources That Should Be Restored**

There was concern about many species that were not thoroughly studied during litigation. Table 7 includes a list of resources that were commented upon that are not currently included in the Trustee Council's list of injured resources. These resources were all mentioned as having changed since the oil spill and should be included in the restoration program.

**Table 7. Additional Resources (Not Listed in the Summary of Alternatives)  
Mentioned as Injured by the Oil Spill**

<u><b>MAMMALS</b></u> bear mountain goat deer mink Dall porpoise sea lion	<u><b>BIRDS</b></u> eider duck other ducks swan brant Canada geese loon cormorant grebe Bonaparte's gull Arctic tern black-legged kittiwake tufted puffin	<u><b>FISH and SHELLFISH</b></u> tom cod silver salmon northern smooth tongue dog salmon king salmon bottomfish candle fish king crab tanner crab Dungeness crab shrimp
<u><b>SUBTIDAL/INTERTIDAL</b></u> seaweed snail barnacle sea urchin		

Of the resources in Table 7, Steller (northern) sea lion, ducks (many species, but especially eiders), deer, shrimp and dungeness crabs were the most commonly identified. Below are examples of comments about the resources people identified as being injured.

"I have been watching the sea lions. Their haulout wasn't hit; they were hit when they were having pups. The oil was six inches thick when it came through the passages. There are 200 animals where there should be 700. There is a significant change since 1989." (Chenega Bay)

"About two years ago there were dead deer all along this whole area. These last two winter we have had cold snaps but not too much. In this one little island one guy counted 80 dead deer. There were dead deer everywhere, I never saw so many dead deer. It was about two years ago." (Akhiok)

"Some of the message you should get across is that some of the population decline we see isn't showing up on the brochure. There's a lot of species that aren't on there. Like the sea ducks. Last winter certain ducks didn't come back, Steller's eider and king eider for example. There are plenty of harlequin ducks in certain places but some of the other ducks are missing." (Old Harbor)

"I noticed that you don't have spot shrimp on your list. Aside from one small opener, fishing for spot shrimp has been closed since the spill. A lot of fishermen think the decline in spot shrimp is from the spill." (Valdez)



"I also would like to see research on crab impacts. When he said that crab were not mentioned it reminded me of when the spill hit Shelikof side of Shuyak in the area of Nikita Bay...Afterwards there were a thousand, maybe more, dollar sized Dungeness crabs dead on the beach in that area. I don't know for sure if they were related to the spill at the time but it was in the summer of 1989." (Kodiak)

### **Injured Ecosystems**

An important topic of conversation at many of the public meetings was injuries to the ecosystem and our limited understanding of how ecosystems function. In each of the regions, many of these comments stressed the need for an ecosystem approach to restoration. Most of the comments also focused on marine ecosystems rather than upland ecosystems. The comments pointed out that without an understanding of how the ecosystems function, we cannot restore an injured resource.

"If we don't really know what the injuries were, we can't really say much with certainty. So we really need to be looking at the overview of the whole ecosystem, not just targeting maybe a commercially important species." (Kodiak)

"The species are interlinked to the food chain, and we can't say it doesn't have any relationship to the species above and below it in the food chain. By addressing all the injured species, you leave the possibility that new data may arise." (Seldovia)

"...There is strong evidence that whole ecosystems were damaged. For example, they found deformities in the northern smooth tongue and that is the single largest feeder fish...How do we get the focus back on the ecosystem and off the politics?" (Cordova)

### **INJURED SERVICES**

For services, the primary theme of the comments was that services (human uses) have not received enough attention in the restoration program. Many of the comments in the previous section on injured resources relate to the services discussed in this section. The restoration of those resources is extremely important and people said that those resources should receive the greatest emphasis. Some people wanted to see the restoration program expanded to include social injuries suffered by residents in the spill area.

**General comments.** People often said that services, including human uses, have not received enough attention. Many concerns expressed about injured resources (that have economic, subsistence or social uses) were directly related to services.

Services do not get enough attention.

"The services or human uses I don't think get enough attention..." (Larsen Bay)

Some services can be addressed by dealing with injured resources.

"I don't think the human impacts are getting enough priority. For us, the human impact can be best addressed by dealing with the commercial fish species, it is one of the only things we can do to help the human impact." (Cordova)

**Subsistence.** People mentioned subsistence more frequently than they mentioned any other service. Most who commented, especially those from Native communities, said it was underemphasized in the restoration program. Other common comments were that people were still afraid to eat some foods, and some resources were still unavailable or contaminated.

Subsistence is underemphasized.

"Subsistence service restoration is vastly under emphasized." This same comment was made 58 times. (Fairbanks, Mat-Su Borough, Anchorage, Lower 48, Cordova, Chenega Bay, Tatitlek)

"I can remember when the head guy from Exxon was sitting in this room with the head guy from the state. The state guy said eat them, they're clean. I told them I'll make you a deal. You eat our foods for 30 days and then we'll have YOU analyzed." (Ouzinkie)

It is not safe to eat subsistence foods. In addition to saying foods are not safe, many people described the psychological damage and said that by the time the foods recover, their children will no longer be used to eating them. Frequently clams were mentioned as an example.

"You have a bowl of clams and when you look at them, all you can think about is a bowl of oily goop. How is the younger generation going to learn about the oil spill. How do I know, does it turn that color every year? (Larsen Bay)

"I would hope that when my three children are grown, there would be food for them to subsist on." (Port Graham)

Subsistence foods are still unavailable.

"Subsistence has come back a little bit but it's not like it used to be. I'm surprised they don't talk about it here, in the brochure." (Larsen Bay)

"Port Graham residents continue to have serious concerns about many local species and therefore ask you to fund subsistence studies and restoration projects...There has been a serious decline in the populations of all of these species and we must travel quite far to find equivalent resources." (Port Graham)

**Commercial fishing.** Fishermen were extremely concerned about the injuries to fish. Fishing is a way of life. People said this lifestyle has been disrupted.

"The commercial fisheries were the single most damaged user group. Too much emphasis is being placed on 'lock-up and view' rather than 'restore!'" (Cordova)

"Probably one of the most important things you could spend money on is something directly related to improve the commercial fishing and provide recreation opportunities for the village...And help out commercial fishing in each community." (Old Harbor)

**Passive use.** Comments pointed out that there was a significant monetary value associated with this injury and that it is related to aesthetics, cultural and spiritual resources, and wildlife. Although only a handful of comments specifically discussed passive uses, many of the hundreds of letters that addressed habitat protection and acquisition expressed this concern.

"I would like to see the emphasis off tourism potential and placed on the value of the land, sea and wildlife simply because they exist and are part of the planet." (Homer)

"...the Trustees would be wise to recognize that the overwhelming loss was loss of passive use of wildlife generally." (Anchorage)

**Social injuries.** A handful of people spoke to the various social damage to people in the spill area and to communities. Smaller communities seemed to be more affected by this problem than larger cities like Anchorage.

"The governmental process in our community broke down because of the spill. The whole leadership of our community fell apart. How do we get to restoring that?" (Ouzinkie)



# PROCESS

Although no specific request was made for the public to comment on the restoration process, people offered many comments on the subject. Their comments discussed the civil and criminal settlements and the work of the Trustee Council, the restoration process, local influence on the process, projects for the annual work plans, and the restoration plan. (The comments about these restoration issues came from 22 public meetings and from written response to the newspaper brochure.)

**Civil and criminal settlements.** Most of the comments on these issues came from public meetings. People said they have no influence in how the criminal settlement money is spent and want to be sure they can influence how the civil money is spent.

"...These two processes [civil settlement and criminal settlement] should be concurrent with a synchronization of ideas. The end result would be a cohesive restoration of injured recreation resources. Cooperation and information sharing would be beneficial to both parties." (Anchorage)

"Some of the damage sustained as the result of the spill is irrevocable and Exxon should not be allowed to escape their responsibility to continue payment beyond the extremely minor payment of \$900,000,000. The actual damage will run into many billions of dollars that we and future taxpayers will be burdened with, for many decades ahead. Both the State of Alaska and the Federal Government have been overgenerous in giving away our property and our rights to a proper settlement for present and ongoing damages that will extend into the distant future." (Outside Alaska)

"We had absolutely no say on the spending of the criminal fine. Look where the money from the criminal fine went. This money [civil] is going to go the same way." (Cordova)

**Trustee Council.** Most comments about the Trustee Council, their appointment and operating procedures were received at meetings.

Some people cite the difficult task of the Trustee Council and applaud their hard work.

"I would like to thank the Trustee Council for their efforts to involve the public in this process." (Cordova)

"As we have all seen, the process of defining damage (beyond the obvious losses of birds, mammals, and some fishes) was difficult enough. Attempting to decide how to restore and enhance injured resources appears to be a problem of similar or even greater magnitude. While I may not agree completely about how restoration funding has been allocated in the past, I nevertheless compliment the Council for attempting to

do something." (Fairbanks)

Many said that they can't reach the Trustees with their concerns.

"We better get to know the Trustees pretty good if they are making the decisions."  
(Homer)

"How much does the Trustee Council listen to us on these things? It seems like they still have a lot of questions but they want answers that we have already given. Should we beg them, is that what will work? What should we do to make sure they hear us? These Trustee Council members, they have other jobs, too. Where do they find time to pay attention to the important things in this process that they should? (Tatitlek)

"I have heard you say the Trustees are going to want public input. We've already had public input on behalf of fisheries. We've stressed this coding wire tagging business several times. The point still stands that the Trustees receive public input but never do anything with it." (Cordova)

**Local Influence on the Restoration Process.** Nearly all of the comments on local, or even regional, influence on the restoration process came from the public meetings. There were 78 comments overall. Notes from the meetings showed that almost all of the communities, and particularly the smaller villages, within the spill area commented on their inability to influence the process. Communities expressed concern about not being heard. The smaller villages were especially concerned that their needs will not be addressed, because there are too few people to influence the process. There were also opposing views between regions on how the funds have been allocated so far. Prince William Sound residents said they were being ignored, and Kodiak Island residents said that without the same damage assessment studies that were conducted in Prince William Sound they would not be able to prove injuries in their area. The comments from the public meetings also contained a couple of suggestions - have an occasional Trustee Council meeting in Cordova and Kodiak where they are more accessible to people directly affected by the oil spill; and emphasize local hire especially for monitoring studies.

Influencing the process should be greatest from the spill area communities - regardless of their population size.

"We appreciate you people coming down here, but we know that with the amount of folks we have here, we're not going to get any help out of this money at all. I see it time and time again." (Chignik Lagoon)

"Is there any way to make the Trustees aware we don't have the resources of the environmental groups or whatever, but we do have strong concerns about these issues and we need to be heard too." (Tatitlek)

People said that their community has not received the attention that it deserves.

"...Kodiak is Kodiak and Larsen Bay is Larsen Bay and they are two different places. When these plans are made up, they should reflect that. This village was affected differently from Karluk. And if you include us in the borough we won't see any benefit from this money." (Larsen Bay)

"Like you said, they spent \$100 million in research in Prince William Sound. How many miles of beaches were damaged in Prince William Sound, and how many miles were damaged on Kodiak? It seems to me the most of the damage was done here. Here the oil busted into little pieces and everything ate it. I don't think there was any species of bird or animal that didn't eat it. Some of them got away, but every beach on Kodiak Island has been damaged and the ocean bottom was damaged, and yet you say they didn't do any research here?" (Old Harbor)

"...Prince William Sound is not significantly represented in the work projects...Here in Prince William Sound it was the hottest and most toxic, but they didn't get that kind of contamination in the other regions. We're not getting the right amount of attention." (Cordova)

Some suggestions to the Trustee Council on how to empower the oil spill communities to influence the restoration process.

"It would also be important to use local people and knowledge (to do the work) because you won't get a good picture unless you consult with us." (Chenega Bay with similar comments from Nanwalek, Ouzinkie, Cordova, Seward, and Kodiak)

"You must include the local villages and towns and empower them to understand the research and involve them in the activities. They will feel cheated if you don't. I hope they will be involved throughout the ten years and beyond." (Anchorage)

"Can we invite the Trustees to come to the villages? They really should have a meeting either in Valdez or Cordova or somewhere where the ordinary people could attend" (Tatitlek)

**Restoration Process.** Many comments addressed the restoration process in general. People were concerned that they are not being heard, but a minority also said the design for public participation is okay. They cited the formation of the Public Advisory Group as an example of positive direction.

"Were we to be in Chenega we'd be hearing the same thing, in Kodiak we'd hear how badly they were hit. I'm concerned as we go through this process that we don't pit each other against ourselves. We need to have a healing process going on to make sure this process works successfully for all of us...If we are going to be repairing damage we have to look at what is damaged by doing research and then restoration

work. ...The Trustees need to put the money into programs where it will help all of the areas affected by the spill." (Valdez)

"Please LISTEN, LISTEN, LISTEN damn it." (Cordova)

"Despite this excellent publication, your commendable efforts toward gathering public comment and the theoretical democratic process of the Trustee Council, I fear that politics, bad science, undisclosed pressures will guide the Council's decisions. I fear that public comments won't be considered seriously or given substantial weight." (Seward)

**Restoration Plan.** General concerns focused on usefulness and flexibility of the restoration plan. People were concerned about what will be in the plan and want their concerns reflected. Several of the seven comments on this issue state the plan needs to provide process, guidelines and policies to which all restoration activities comply.

"My suggestion is to be sure to make the plan very simple, clear, and black and white." (Cordova)

"I am not inclined to sticking with rigid allocation formats...The division between habitat protection and acquisition and restoration I would not like to see prescribed rigidly." (Juneau)

"We also believe that a process based upon the long-term Restoration Plan needs to be established to allocate such funds on an annual basis." (Anchorage)

**Work Plan.** Twenty-five people from Alaska commented on the annual work plan process. People were generally unsure of the process used to fund proposals. They were also unsure of what was in the 1992, 1993, and 1994 annual work plans. The source of funding for the annual plans was an underlying concern about the annual process.

"Regarding the 1994 Work Plan, I feel awkward voting on something based on just a title. Having looked at the 1993 Work Plan, some titles sounded crazy but when you reviewed it, you got a better understanding." (Seldovia)

"Do all the projects have to go through an agency? If a committee approached the Trustee Council with a proposal, could the funds be directed through our SOS, city government or chamber of commerce?" (Seldovia)

"When the Trustee Council gives a yea or nay on the 1994 projects, will we have an opportunity to give input?" (Whittier)

"Should not squander funds on state/federal agency projects that will be funded from other sources anyway." (Juneau)



**DRAFT EXXON VALDEZ OIL SPILL RESTORATION PLAN**  
**Summary of Alternatives for Public Comment**

## Questionnaire

# Tell Us What You Think!

### QUESTIONS ABOUT ISSUE AND POLICIES

The alternatives present policy questions. The answers to those questions will help guide restoration activities. The policy questions are reprinted below. Please mark the appropriate box to let us know your views. If you think that these policies should apply to some restoration activities but not others, please write your views in the space provided beneath each question. For example, if you think that some general restoration activities are appropriate outside the spill area but that habitat protection should concentrate only on the spill area, you would write that information in the comment space.

#### Injuries Addressed by Restoration

**Actions:** *Should restoration actions address all injured resources and services, or all except those biological resources whose populations did not measurably decline because of the spill?*

- ☐ Target restoration activities to all injured resources and services.
- ☐ Target all injured resources and services except those biological resources whose populations did not measurably decline because of the spill.
- ☐ No preference.

**Comments:**

#### Restoration Actions for Recovered

**Resources:** *Should restoration actions cease when a resource has recovered, or continue in order to enhance the resource?*

- ☐ Cease restoration actions once a resource recovers.
- ☐ Continue restoration actions even after a resource has recovered in order to enhance the resource.
- ☐ No preference

**Comments:**

#### Effectiveness of Restoration Actions:

*Should the plan include only those restoration actions that produce substantial improvement over natural recovery or also those that produce at least some improvement?*

- ☐ Conduct only those restoration actions that provide substantial improvement over natural recovery.
- ☐ Conduct restoration actions that provide at least some improvement over natural recovery.
- ☐ No preference

**Comments:**

#### Location of Restoration Actions:

*Should restoration activities take place in the spill area only, anywhere in Alaska provided there is a link to injured resources or services, or anywhere in the United States provided there is a link to injured resources or services?*

- ☐ Limit restoration actions to the spill area only.
- ☐ Undertake restoration actions anywhere in Alaska there is a link to injured resources or services.
- ☐ Undertake restoration actions anywhere in the United States there is a link to injured resources or services.
- ☐ No preference

**Comments:**

#### Opportunities for Human Use:

*To what extent should restoration actions be used to create opportunities for human use of the spill area?*

- ☐ Do not conduct restoration actions that create opportunities for human use.
- ☐ Conduct restoration actions to protect existing human use. Examples are recreation facilities that protect the environment in over-used areas such as outhouses or improved trails.
- ☐ In addition to restoration actions that protect existing human use, also conduct actions that increase existing human use. Examples are increasing existing sport- or commercial fish runs, or constructing recreation facilities such as public-use cabins.
- ☐ In addition to activities that protect or increase existing human use, also conduct actions that encourage appropriate new uses. Examples are new fish runs, commercial facilities, or visitor centers.
- ☐ No preference

**Comments:**

**DRAFT EXXON VALDEZ OIL SPILL RESTORATION PLAN**  
**Summary of Alternatives for Public Comment**

## Questionnaire

### QUESTIONS ABOUT RESTORATION CATEGORIES

The questions below discuss the different categories of restoration activities. The questions ask about what categories of activities you believe the Trustee Council should use.

**Monitoring and Research** To effectively conduct restoration, it is necessary to monitor recovery and to monitor the effectiveness of individual restoration activities. It is also possible to conduct other monitoring activities: Ecological monitoring and restoration research.

*In addition to Recovery and Restoration monitoring, should the Trustee Council also conduct other monitoring activities?*

☐ NO

☐ YES. Please indicate which monitoring and research activities you believe are appropriate (you may mark more than one answer):

☐ Ecological monitoring (monitor general ecosystem health to identify problems and prepare for future spills)

☐ Restoration Research (basic and applied research to benefit injured resources and services)

☐ Other

**Comments:**

**Habitat Protection and Acquisition** Four of the alternatives identify habitat protection and acquisition as a means of restoring injured resources or services (human uses).

*Do you agree that habitat protection and acquisition should be a part of the plan?*

☐ NO

☐ YES. Protection and acquisition will include all habitat types, but may emphasize one over another. Please indicate the habitat types, if any, that should be emphasized. Suggest your own approach if it isn't covered here.

☐ Emphasize acquiring and protecting habitat important to injured resources. Important scenic areas and human use areas with little habitat important to injured resources would be less likely to be acquired.

☐ Emphasize acquiring and protecting habitat important for human use (important scenic areas and human use areas). Habitat important to injured resources, but seldom used or viewed by people, would be less likely to be acquired.

☐ Place equal emphasis on acquiring the most important habitats for injured species and on the most important habitats for human use (scenic and human use areas). Parcels that are only moderately important for injured resources or services would be less likely to be acquired.

☐ Other

**Comment:**

### QUESTIONS ABOUT SPENDING

**Funding Method: Endowment.** The Trustee Council could save some of the civil settlement to fund restoration activities after Exxon payments end. It is possible to save any portion of the settlement. For example, if approximately 20% of the remaining settlement funds were placed into an endowment and the principal inflation-proofed, the endowment could fund \$3-\$5 million worth of restoration activities indefinitely.

*Are you in favor of an endowment or savings account of some kind?*

☐ NO, I believe the funds should be spent within approximately 10 years.

☐ YES. Please indicate the amount that you believe should be placed into an endowment

☐ Less than 20%

☐ 20%

☐ 40%

**Comments:**

*If you answered "Yes" to the previous question, please indicate what the annual endowment earnings should be spent on (you may mark more than one answer):*

☐ Monitoring and Research

☐ General Restoration

☐ Habitat Protection and Acquisition

☐ No Preference

**Comments:**

The table shows potential allocations in the four alternatives. If one of the alternatives reflects your view of which activities should be emphasized, please circle the number of that alternative. If not, please put write in your percentages in the box provided under category "YOUR ALTERNATIVE." If you favor categories for restoration that are not listed below, please write your ideas in the space provided. (In the question above, you marked "ES" to indicate you favor "endowment; remainder to put in a percentage for showment." (Make sure your percentages add to 100%.)

[illegible]

## APPENDIX II. SUMMARY OF NUMBER AND ORIGIN OF PUBLIC COMMENTS

This appendix shows the number of letters and brochure questionnaires that we received, and the number of people who signed in at public meetings. Four hundred and twenty-one signed in, but many more came without signing in. We estimate that between 500 and 600 people attended the meetings. Approximately a quarter of those who attended the meetings also returned a brochure or sent a letter.

Table II-1 summarizes the number and origin of all public comments received and the number who signed in at public meetings. Table II-2 presents the same information in greater detail, but for the spill area only. The spill area is depicted on the map following the Executive Summary, and consists of four regions: Prince William Sound, the Kenai and Kodiak Regions, and the Alaska Peninsula.

**Table II-1. Summary Table: Number and Origin of All Public Comments.**

	ORIGIN OF RESPONSE				
	Spill Area	Other Alaska	Outside Alaska	Unknown	All Regions
NUMBER OF BROCHURES	496	206	85	12	799
NUMBER OF LETTERS	71	126	591	4	792
% OF TOTAL NUMBER OF BROCHURES AND LETTERS	36%	21%	42%	1%	100%
NUMBER OF PEOPLE WHO SIGNED IN AT PUBLIC MEETINGS	367	54	No meeting	--	421

**Table II-2. Number and Origin of Spill Area Comments.**

**Prince William Sound**

	ORIGIN OF RESPONSE					
	Prince William Sound	Cordova	Valdez	Tatitlek	Whittier	Chenega Bay
NUMBER OF BROCHURES	189	124	21	4	3	37
NUMBER OF LETTERS	53	28	24	0	1	0
NUMBER OF PEOPLE WHO SIGNED IN AT PUBLIC MEETINGS	157	55	42	33	10	17

**Kenai Region**

	ORIGIN OF RESPONSE							
	Kenai Region	Homer	Kenai/Soldotna	Seward	Seldovia	Port Graham	Nanwalek	Other Kenai Borough
NUMBER OF BROCHURES	133	24	17	25	4	52	0	11
NUMBER OF LETTERS	13	6	3	1	0	1	0	2
NUMBER OF PEOPLE WHO SIGNED IN AT PUBLIC MEETINGS	91	13	No Meeting	33	10	22	13	No Meeting

**Table II-2. Number and Origin of Spill Area Comments (continued).**

**Kodiak Region**

	ORIGIN OF RESPONSE							
	Kodiak Region	Akhrok	Kodiak	Larsen Bay	Ouzinkie	Port Lions	Old Harbor	Karluk
NUMBER OF BROCHURES	167	9	29	0	6	1	122	0
NUMBER OF LETTERS	4	1	1	0	0	0	2	0
NUMBER OF PEOPLE WHO SIGNED IN AT PUBLIC MEETINGS	100	11	24	7	18	8	31	1

**Alaska Peninsula**

	ORIGIN OF RESPONSE			
	Alaska Peninsula	Chignik Lagoon	Chignik Lake	Perryville
NUMBER OF BROCHURES	7	5	0	2
NUMBER OF LETTERS	1	1	0	0
NUMBER OF PEOPLE WHO SIGNED IN AT PUBLIC MEETINGS	19	14	5	No Meeting



## APPENDIX III

### LIST OF ORGANIZATIONS

Nearly 70 organizations responded with their concerns about the *Exxon Valdez* Oil Spill Restoration Plan. National, local, and Native groups are represented, each having comments on the various issues.

#### ORGANIZATION

Akhiok-Kaguyak, Inc.  
Alaska Center for the Environment  
Alaska Chapter of the Wildlife Society  
Alaska Department of Natural Resources, Division of State Parks  
Alaska Sportfishing Association  
Alaska State Council of Trout Unlimited  
Alaska State Legislature - Rep. J. Davies  
Alaska State Legislature - Rep. D. Finkelstein  
Alaska Survival  
Alaska Wilderness Recreation and Tourism Association  
Alaska Wildlife Alliance  
American Rivers  
Anchorage Audubon Society, Inc.  
Anti-Vivisection Society of America, Inc.  
Arctic Research Commission  
Bethel Native Corporation  
Boone and Crockett Club  
California Coastal Commission  
Chignik Lagoon Village Council  
Chugach Regional Resources Commission  
Chugachmiut  
City of Cordova  
Cordova Aquatic Marketing Association, Inc.  
Cruise Line Agencies of Alaska  
Crusade 2000  
Federation of Fly Fishers  
Game Conservation International  
Global Citizens United  
Great Bear Foundation  
International Association for Bear Research and Management  
International Wild Waterfowl Association  
Izaak Walton League of America



### APPENDIX III, continued

Kachemak Bay Conservation Society  
Klukwan Forest Products, Inc.  
Knik Canoers and Kayakers, Inc.  
Kodiak Audubon Society  
Koniag, Inc.  
National Audubon Society, Alaska Regional Office  
National Outdoor Leadership School  
National Rifle Association  
National Trust for Historic Preservation  
National Wildlife Refuge Association  
North Gulf Oceanic Society  
Old Harbor Native Corporation  
Pacific Rim Villages Coalition, Ltd.  
Pacific Seabird Group  
Pine St. Chinese Benevolent Association  
Prince William Sound Aquaculture Corporation  
Prince William Sound Conservation Alliance  
Prince William Sound Land Managers Recreation Planning Group  
Reclaimers of Alaska  
Sierra Club, Alaska Field Office  
Sierra Club, North Star Chapter (Minnesota)  
U.S. Department of Agriculture, Forest Service, Chugach National Forest  
U.S. Department of Interior, Bureau of Reclamation, Glen Canyon Environmental Studies  
U.S. Shooting Team  
University of Alaska-Fairbanks, Department of Chemistry  
University of Alaska-Fairbanks, Institute of Arctic Biology  
University of Alaska-Fairbanks, School of Fisheries and Ocean Science  
University of Nevada, Reno  
Valdez Convention and Visitors Bureau  
Valdez Fisheries Development Association  
Valdez Native Association  
Washington Wilderness Coalition  
Washington Wildlife Commission (Washington State)  
Western Conference of Public Service Commissioners  
Wilderness Society, Alaska Region

## APPENDIX IV. METHODOLOGY

We did not attempt to conduct a scientific survey of public opinion, but instead provided several opportunities for the public to comment. While we cannot assume that the results are statistically representative of local, regional, or state populations, the large response does suggest that the results are a good guide to the preferences of the highly interested public. This Appendix describes the methodology used to summarize the comments of the people who responded, and the methodology used to identify the major trends in the comments.

Approximately 2000 people commented: comments came from the 500 - 600 people who attended 22 public meetings, 792 people who wrote letters, and 799 people who returned the brochure questionnaires. (These add to about 2000 because there was approximately 25% overlap between meetings, and brochures or letters.)

There were two major steps that were taken to summarize the public comments: create a useable database and identify major trends. We consulted with a technical review panel before the database was created and after a first draft of this report was completed to be certain our methods of analysis were correct and our presentation of the results objective.

Creating a database. The first step in creating a database was to code each brochure, written letter, or public meetings comments. Each comment was coded to the appropriate issue and entered into a database. To avoid possible duplication, each brochure and letter was given a unique identification number that remained with the individual's comments. Because notes from public meetings did not identify each individual who spoke, every public meeting comment received a unique index number. Letters that addressed more than one issue were divided into more than one entry, each assigned a different issue code. In some cases when the letter could not be divided without robbing it of some meaning, the letter (or part of a letter) was coded to multiple issues. All codes and the database entries were quality checked.

Identifying major trends. Because this is not a statistically valid sample of any of the populations represented, we use statistics only to the extent that they underscore a major trend. For example, "Based on 700 responses received from within the spill area on Question X, a majority (about 60%) preferred Answer Y." We also tried to identify any region, or community that may have expressed a different trend from the overall response. All comments were considered on each issue; however, only those that specified actual percent allocations or unqualified support for one of the Alternatives we presented, were used to determine the average allocations recommended for the restoration categories. We used direct quotes from the comments to illustrate the main views that were expressed for each section.

There was a difference in the issues addressed between the comments received from brochures, letters or at public meetings. People who filled out the questionnaire usually

responded to all of the questions on policies or restoration category: two-thirds of the brochures came from within the spill area, one-quarter from elsewhere in Alaska, and one-tenth from outside of Alaska. People who wrote letters often focused almost exclusively on Habitat Protection, three-quarters of the letters received were from outside of Alaska. People who attended public meetings most frequently commented on aspects of the restoration plan (such as current injury to resources or services) that were not among the questions in the brochure questionnaire. We identified places throughout this document where one form of response contributed the majority of the comments.