Prince William Sound
REGIONAL CITIZENS' ADVISORY COUNCIL
2009-2010 IN REVIEW
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Note: This report covers the period from July 2009 through June 2010.
Letter from the 
Executive Director

It’s been an eventful year at the citizens’ council, internally and externally.

Externally, the period covered by this report saw an ice-scout tug run aground on Bligh Reef, a tanker lose power on the way out of Prince William Sound, and great strides in our effort to preserve the dual-escort requirement for loaded tankers in the Sound.

Internally, the council hired its first new executive director in thirteen years when I started work in April 2010. I replaced John Devens, who served the council loyally and ably during a period when our organization and the Prince William Sound safety system matured and institutionalized the changes triggered by the Exxon Valdez oil spill of 1989.

But the biggest and most surprising item on the council’s agenda for the year had nothing do with internal change or with oil-industry operations in the Sound. Instead, it started more than 5,000 miles away in the Gulf of Mexico, when BP’s Deepwater Horizon offshore drilling rig exploded on April 20 and triggered the worst oil spill in U.S. history.

As this report goes to press, the well has been plugged and the spill stopped, but it’s expected to be years before its full consequences are understood.

After the Gulf spill, we were flooded with requests for help and information from elected officials, from citizens of the region, and from news reporters. Many of our staffers and volunteers lived through the Exxon Valdez spill and thus were especially touched by the horrifying stories, photos, and videos from the Gulf of Mexico.

So, we were eager to help when people caught up in the Gulf spill asked us what was coming, how to defend themselves, how to recover, and how to prevent such disasters in the future.

In response, board and staff experts like Patience Andersen Faulkner and Joe Banta traveled to the Gulf to meet with communities and answer questions in person. Board members John Velsko and John Allen and staffer Joel Kennedy left their Alaska jobs to work in the Gulf response. We created a special website with information likely to be useful to those dealing with the Gulf spill. We joined in teleconferences and other conversations on the Gulf spill with mayors, community leaders, scientific experts, spill response experts, religious leaders, academics, and social scientists. Banta even traveled to Washington at the request of a U.S. Senate committee to testify on the long-term socioeconomic impacts of catastrophic oil spills.

Our council offered advice and information to improve transparency and public trust in how the Gulf response was managed by BP and government agencies.

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So, we were eager to help when people caught up in the Gulf spill asked us what was coming, how to defend themselves, how to recover, and how to prevent such disasters in the future.

The Gulf spill triggered new interest in finding ways to prevent oil-pollution disasters and we were happy to explain how citizen oversight helps. We worked with Gulf citizens and congressional staffers on legislation to improve existing laws and to establish citizens’ councils in the Gulf and other regions where citizen involvement could improve prevention and response. We hosted several groups of visitors interested in the Alaska citizen oversight model. We also provided information to
University of Alaska Anchorage Chancellor Fran Ulmer for her use as a member of the presidential commission investigating the BP spill.

We monitored the flow of workers and spill equipment from Alaska—including some from Prince William Sound—to assist with the Gulf response. We worked with state and federal regulators to ensure that helping our fellow Americans in the Gulf didn’t leave us under-prepared to respond in the Sound.

Closer to home, the winter of 2009-2010 saw two incidents of concern to the council. One was the grounding of the tug Pathfinder on Bligh Reef—site of the 1989 Exxon Valdez spill—during an ice scouting trip in December 2009.

The other incident occurred in January 2010 when an ExxonMobil tanker, the Kodiak, lost power in the confined waters of Hinchinbrook Entrance. Fortunately, two escort tugs were on hand to assist, and the incident ended with no oil spill and no injuries to personnel.

In late April, long-unresolved concerns of fishermen in Ayleska’s fishing vessel oil spill response program led to a showdown that threatened its survival.

Fishermen demanded that Ayleska’s Ship Escort/Response Vessel System, or SERVS, either solve the problems—centered mainly on compensation—or face the prospect that most participants would drop out.

The council avoided choosing sides, opting instead to facilitate communications between SERVS and the fishermen while highlighting for the public and the news media the great value of having a large fleet of fishing vessels on hand and ready to respond promptly to a spill. Happily, the two sides reached agreement and the program seems to be healthy again, with more and more fishermen signing up as time goes by.

Over the spring and summer, we became increasingly concerned about high staff turnover at SERVS. During a June oil spill exercise in Valdez, the personnel shortfall required key response positions to be filled with experts from elsewhere, who, in a real spill, would likely take longer to arrive. Industry and state regulators appear to be addressing the problem, and the council will stay vigilant on this issue.

Also during the spring and summer, we started an ambitious effort to have the new council leadership travel around the oil-spill region and meet with each of our member entities to foster communication and build relationships.

As the year progressed, we were reminded once again of the complexities of using chemical dispersants in oil-spill response. We have long been concerned about the issue and have commissioned much research into the questions it raises. Now, the unprecedented scale of dispersant use in the Gulf of Mexico BP spill has put those questions under an international spotlight. Our archives on the subject have been used by those interested in the issue because of the Gulf spill, and we expect that new research arising from that spill will augment what we’ve done and improve decision-making about dispersant use in the future.

Eventful as the past year has been, however, we close it with the same focus as when we began it: the need for federal legislation to make sure loaded oil tankers in Prince William Sound continue to be escorted by two rescue and response tugs. As this report went to press, the U.S. House and Senate had just approved legislation to preserve the dual-escort requirement and the measure was awaiting signature by President Obama. We hope to reproduce the signature page of that bill in next year’s annual report.
Mission and Responsibilities

Citizens Promoting Environmentally Safe Operation of the Alyeska Terminal and Associated Tankers

The Prince William Sound Regional Citizens’ Advisory Council is an independent non-profit corporation guided by its mission: promoting environmentally safe operation of the Alyeska terminal in Valdez and the oil tankers that use it.

The council’s 19 member organizations are communities in the region affected by the 1989 Exxon Valdez oil spill, as well as Alaska Native, aquaculture, commercial fishing, environmental, recreation, and tourism groups.

Consistent with its mission, the council’s structure and responsibilities stem from two documents. The first is a contract with Alyeska, which operates the trans-Alaska pipeline as well as the Valdez terminal. Most of the council’s operating funds come from this contract.

The second guiding document, enacted after the council was created, is the Oil Pollution Act of 1990, which required citizen oversight councils for Prince William Sound and Cook Inlet. Their purpose is to promote partnership and cooperation among local citizens, industry and government, to build trust, and to provide citizen oversight of environmental compliance by oil terminals and tankers.

The Act allows pre-existing organizations to fulfill its requirement for citizen oversight and our
council has done so for Prince William Sound since 1990. Each year, the U.S. Coast Guard certifies that the council fosters the general goals and purposes of the Oil Pollution Act and is broadly representative of the communities and interests as envisioned in the Act.

The council’s contract with Alyeska pre-dates the Oil Pollution Act, but the similarities in the powers and duties given the council in the two documents are not coincidental. Many people involved in the establishment of the council also promoted citizen involvement requirements in the federal law.

In accordance with the provisions of the two documents, the council performs a variety of functions aimed at reducing pollution from crude oil transportation through Prince William Sound and the Gulf of Alaska:

- We monitor, review, and comment upon oil spill response and prevention plans prepared by Alyeska and by operators of oil tankers.
- We monitor, review, and comment upon the environmental protection capabilities of Alyeska and the tanker operators, as well as on the environmental, social and economic impacts of their activities.
- We review and make recommendations on government policies, permits, and regulations relating to the oil terminal and tankers.

As part of these undertakings, the council regularly retains experts in various fields to conduct independent research and technical analysis on issues related to oil transportation safety.

The Alyeska contract also calls for the council to increase public awareness of the company’s oil spill response, spill prevention and environmental protection capabilities, as well as the actual and potential environmental impacts of terminal and tanker operations.

The contract states that the council may work on other related issues not specifically identified when the contract was written.

The council was initially funded at $2 million a year. The funding is renegotiated every three years; current Alyeska funding is approximately $3.2 million a year. The council’s total annual budget is about $3.3 million.
Oil Spill Prevention

Tanker Safety

**Escort System**

The heart of the system for preventing oil spills in Prince William Sound is the fleet of rescue and response tugs that accompany loaded tankers from Valdez to the Gulf of Alaska. Thanks to years of study and analysis, and considerable investment by the shipping industry, this system is widely considered among the best in the world. This fleet, operated by Crowley Maritime Corporation under contract to Alyeska’s Ship Escort Response Vessel System, includes five state-of-the-art, 10,000-horsepower tugs that have demonstrated their capabilities in actual incidents and in various sea trials observed and reviewed by the council.

To ensure a maximum level of safety, the council reviews all aspects of the oil transportation system in Prince William Sound. These include operations of oil tankers and the Valdez Marine Terminal, oil spills and other incidents, and the adequacy and maintenance of the Coast Guard’s Vessel Traffic Service.

*Workers participate in a Prince William Sound tanker towing exercise. Photo by Mark Swanson.*
Federal law requires that loaded single-hull oil tankers be escorted by two tugs in Prince William Sound. The current practice is for double-hull tankers to have double escorts as well. However, it’s unclear what will happen with the tanker fleet’s transition to double-hull vessels. The last single hulled-tanker left the Valdez oil trade in the summer of 2009 and is not expected to return; in any case, single-hull tankers will be banned from U.S. waters after 2015.

Double-hulled tankers, which have several feet of protective space between their two hulls, can prevent or reduce some oil spills, but are not a panacea. The Coast Guard estimated a double hull on the Exxon Valdez might have cut the oil outflow from its grounding on Bligh Reef in 1989 from 11 million gallons to 4.4 million gallons, which would still have been a catastrophic spill.

Because of the wording of the federal requirement, the council is concerned that the tanker companies may propose to reduce the escort and response system now that mandatory requirements are sunsetting.

The council position on escorts, adopted in 2007, calls for preserving the two-tug requirement.

The council’s efforts to do so took important steps forward in the past year with the inclusion of a double-hull escorts requirement in the Coast Guard Authorization Act that passed the U.S. Congress in September 2010. As this report went to press, the measure was awaiting signature by President Obama.
Kodiak Incident at Hinchinbrook Entrance

The Prince William Sound escort tugs proved their capability during the early morning hours of January 17, 2010. An ExxonMobil double-hull tanker, the Kodiak, suffered a power failure at Hinchinbrook Entrance while on its way out of the Sound with a load of North Slope crude. Two high-powered tugs, the Aware and the Tan’erliq, were escorting the tanker at the time. They responded and had the tanker under tow within a few minutes. Though the tanker soon restored power, the tugs escorted it to a safe anchorage in central Prince William Sound until it could be determined that the Kodiak could safely resume its voyage south.

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Restoration of Ice Detection Radar Capability at Reef Island

Prince William Sound’s Columbia Glacier started its rapid retreat at about the same time that tankers started carrying oil through the Sound in the late 1970s. Ice from the Columbia Glacier was a factor in the Exxon Valdez oil spill. In the mid-1990s, an unloaded tanker hit an iceberg in the Sound and suffered over a million dollars in damage.

The council advocated for years to have better ice information available to facilitate navigation in northern Prince William Sound. Many stakeholders cooperated to create a real-time radar-based system for detecting and reporting the location of ice hazardous to tanker traffic. It became operational on Reef Island—which overlooks Bligh Reef—in 2002.

However, when the Coast Guard upgraded its radar equipment at Reef Island in September 2009, it was unable to re-integrate ice detection capability into the upgraded system and the ability to detect icebergs in the tanker lanes was lost. The council worked with Alyeska and the Coast Guard on the problem, and ice detection capability was restored to Alyeska in April 2010.

After several years of continuous operation, the ice detection system is becoming obsolete and needs some regular maintenance. The council is negotiating with the original designers of the system to determine how best to upgrade it to meet future needs. The council has also been facilitating the development of an agreement among itself, Alyeska, and the Coast Guard to ensure the system is maintained and is utilized to the maximum practicable extent to improve navigational safety for oil tankers and other vessels in Prince William Sound.
Grounding of Ice Scout Tug

In December 2009, the tug Pathfinder ran aground on Bligh Reef, causing extensive damage to the hull, including a 4- to 5-foot hole at the keel, and a spill of an estimated 6,410 gallons of diesel fuel to water.

The 136-foot tug had completed an ice survey for a loaded oil tanker preparing to leave the Valdez Marine Terminal and was headed back to port at the time of the grounding.

The Pathfinder tug is owned and operated by Crowley Maritime Corporation, under contract to Alyeska. Consequently, Crowley, rather than Alyeska, was responsible for the spill and the ensuing cleanup response.

The council's long-term environmental monitoring project team met several times to consider whether monitoring was necessary.

The council staff was allowed access to Crowley's emergency operations center and was provided timely information regarding the response. The council created a website where information on the incident was provided to our volunteers and constituents (see pwsrac.blogspot.com/search/label/pwsrac).

The council's long-term environmental monitoring project team met several times to consider whether monitoring was necessary. Because this was a diesel spill and not crude oil from a tanker, the project team recommendation was to request a sample of the product spilled so that it could be compared with any evidence of diesel contamination found during regular sampling as part of the long-term program.

Council staff and board members participated in a Regional Stakeholders Committee that met with the Unified Command in charge of the Pathfinder response.

As this report went to press, the Coast Guard investigation reports on this incident were not yet available to the public.

However, Crowley officials indicated that the root cause was human error. The council has requested copies of the Coast Guard reports and will be reviewing them and other information to develop recommendations on ways to prevent such incidents in the future.

Participation in Industry SAFETUG Project

The council stresses two principles with respect to the tanker escort system in Prince William Sound. One, as discussed above, is that loaded tankers should be accompanied by two escort tugs.

The other is that tugs used for escort duties at Hinchinbrook Entrance and beyond into the Gulf of Alaska should be high-powered, highly maneuverable, and capable of salvage operations in the open ocean.

In 2005, the Marine Institute of the Netherlands formed a research partnership known as the SAFETUG project to develop better tug technology. The effort included many partners from industry and other stakeholders. Among them is the citizens’ council, which joined the efforts in 2008.

SAFETUG concluded with the delivery of the final research reports in May of 2010. The vast amounts of data and information on tug performance generated by SAFETUG are now under analysis by the council. We anticipate using the information to better understand the ability of the current escort tugs to operate in harsh winter sea conditions at Hinchinbrook Entrance and in the Gulf of Alaska. As appropriate, the council will then recommend what changes, if any, are needed in escort practices, what kinds of tug boats should be used for escort, and what weather limits should be set for tanker traffic through Hinchinbrook Entrance.

Valdez Arm Weather Buoy Project

The council has sent letters to various Valdez Arm users asking them to support efforts to obtain a NOAA deep-water weather buoy for Valdez Arm at the northern end of Prince William Sound. Several support letters have been received, but we continue our efforts to garner support. At present, no oceanographic or meteorological information is available to mariners in this part of the Sound, though it is heavily used by oil tankers, fishing vessels, cruise ships, and Alaska state ferries.
The council devotes considerable resources to preventing oil spills, but the risk cannot be eliminated entirely. So we must be prepared to respond quickly and effectively if prevention measures fail. Two council programs address emergency preparedness and response: Oil Spill Prevention and Response Planning, and Oil Spill Prevention and Response Operations.

Oil Spill Prevention & Response Planning

State and federal laws require the operators of oil tankers, the Valdez Marine Terminal, and the trans-Alaska pipeline to prepare detailed plans showing how they will respond to oil spills should prevention measures fail. The council devotes much time and attention to oversight of these all-important plans.

In many cases, the council participates with government and industry in workgroups that develop and improve contingency plans. The council conducts independent reviews and submits comments and recommendations from these reviews.

These men are deploying a high-performance oil booming and skimming system called the CurrentBuster. Photo by Becky Lewis.

Contractors with Alyeska Pipeline receive training in use of an oil skimmer. The tank contains water with a layer of real oil on top. Photo by Dan Gilson.
The council promotes compliance, enforcement, and funding for state and federal regulations and oversight, and also supports the Alaska Coastal Management Program. Along with local communities, the council encourages incorporating local knowledge of sensitive areas into contingency planning.

**Tanker contingency plans**

The Prince William Sound Tanker Oil Discharge Prevention and Contingency Plan (usually called just ‘contingency plan’) was renewed in November 2007 and is in effect for five years, with the next renewal slated for November 2012. Drills are conducted regularly to verify commitments in the contingency plan.

As part of the approval process for the 2007 plan renewal, the Alaska Department of Environmental Conservation committed to partner with the council and the Sound's oil shippers in a steering committee to continue improving the plan. Work groups were formed to address such issues as the changing properties of Alaska North Slope crude oil, skimmer testing at the federal OHMSETT facility in New Jersey, and the number of fishing vessels required for effective response in Prince William Sound.

The oil shippers proposed a major amendment to the tanker contingency plan in December 2009 that would slow response time and reduce total oil recovery. This amendment would also reduce the number of personnel needed within the first 72 hours of a response, subject to verification by conducting drills. The council provided extensive comments and requests for further information on this amendment, and is fully engaged in additional review. As of the writing of this annual report, this amendment is still under review by regulators, who have also requested additional information.

**Valdez Marine Terminal contingency plan**

The contingency plan for Alyeska Pipeline’s Valdez terminal, where crude oil is stored and loaded onto tankers for transport to market, was approved in May 2008. The council has participated in the continuous improvement of this plan over the course of several years.

A work group consisting of the council, state and federal regulators, and Alyeska Pipeline has met regularly in an effort to continuously improve the contingency plan. The council considers the cooperation that has taken place between these various entities one of the most successful processes in which the council has participated.
This workgroup is re-writing the terminal contingency plan in a format similar to the tanker plan, which consists of a technical manual and a core plan. Together these documents describe plans, practices, and tactics for oil spill prevention and response. This workgroup is also tracking such issues as storage tank integrity (tank floors, roofs, foundations, etc.), terminal status and maintenance activities, and exercise design.

**Geographic Response Strategies**

These are oil spill response mini-plans specific to sensitive areas and resources, such as salmon streams and clamming beaches. These pre-established defense plans allow response teams to take immediate action during the critical first few hours of a spill response. The plans show responders where sensitive areas are and where to place spill protection resources. Work continues on identifying sites in eastern Prince William Sound. Twenty sites were under development during the summer of 2010, in addition to the 21 sites identified during the summer of 2009. Information on Geographic Response Strategies is available at www.tinyurl.com/soundgrs on the Internet.
Weather and sea current data collection

Weather conditions and sea currents affect nearly every aspect of oil transportation safety. They can play a role, sometimes the determining role, in efforts to prevent or to clean up oil spills. Consequently, the council promotes constant improvements in the system for collecting weather and sea current information for Prince William Sound.

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A key council effort in the last year has been improvements in infrastructure used to detect and predict barrier jets near the tanker lanes through work with the Prince William Sound Science Center of Cordova to purchase and install a weather station at Cape Saint Elias lighthouse.

Barrier jets are localized high winds formed when a low pressure storm system approaches a barrier such as the mountain ranges along the Gulf of Alaska coast. The mountains block the general pressure flow and concentrate it into jets of wind paralleling the coast. Much steeper ocean waves can also be created by barrier jet conditions. After installing the Cape Saint Elias station in July of 2009 and operating it successfully over the past year, the council recently completed data formatting that allows the station data to be imported into the National Weather Service, making it more easily accessible to weather forecasters.

Another key council effort involved an exercise in the summer of 2009 to validate the effectiveness of the Alaska Ocean Observing System model in predicting wind, waves, and ocean circulation in Prince William Sound. The council was one of many supporting stakeholders, and focused its efforts on collecting saline layering data. Saline layering—meaning different salt concentrations at different water depths—can affect how best to respond to an oil spill and the likelihood of oil being dispersed. A draft report on the data collected that also incorporates a great deal of historical data has been received and is under review by the council's Scientific Advisory Committee. The report should enable graphical presentation of seasonal saline layering in the region.
Oil Spill Prevention & Response Operations

It takes more than volumes of carefully written and reviewed contingency plans to respond effectively to an oil spill or to an emergency that could cause one. It also takes equipment, trained people, and a management system to implement the plan. And it takes practice, practice, practice. The council’s oil spill response operations program monitors the operational readiness of Alyeska’s Ship Escort Response Vessel System and the tanker companies, and makes sure the council itself is prepared to respond to oil spills and other emergencies.

Council staff members, volunteers, and contractors monitor and report on spill response drills, exercises, and training throughout the region to provide citizens, regulators, and responders with information about the state of readiness and to make recommendations for improvement. Most of the monitoring work is done by council staffers, who present annual reports summarizing each year’s activities, lessons learned, recommendations, and outstanding issues.

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Members of Alyeska Pipeline’s tanker terminal fire brigade train at a fire school in Texas. Photo by Kathy Zinn.
SeaRiver Oil Spill Drill

In June 2010, the council participated in a major Prince William Sound oil spill drill led by SeaRiver Maritime, the shipping subsidiary of ExxonMobil. The scenario for the exercise—a “tabletop” drill that took place entirely indoors in Valdez—was a spill of 8.4 million gallons of North Slope crude oil from a SeaRiver tanker as the result of a collision with a cargo vessel in central Prince William Sound. Under the drill scenario, half the oil was released immediately, with the remainder escaping at a slower rate as the drill proceeded.

Areas of focus for this drill included:

- Validating the logistics for establishing staging areas for spill response equipment required to be located in Prince William Sound and immediately available, as well as equipment elsewhere that would be brought into Prince William Sound in the event of a major spill.

- Reviewing the environmental tradeoffs of using chemical dispersants rather than booming and skimming to reduce or eliminate shoreline impacts.

- Utilizing tracking buoys to obtain real-time directional flow data and trajectory modeling of spilled oil.

The council exercised itself during this drill by activating its in-house Incident Response Plan.

Council staff and board members focused on internal and external communications and on mobilizing the council’s Valdez office for the effort. The council participated in the Regional Stakeholder Committee organized by SeaRiver for the drill, and in interactions with the Unified Command—consisting of the Coast Guard, SeaRiver, and the Alaska Department of Environmental Conservation—set up to manage the simulated spill response.

Other Drills and Exercises

Alyeska’s SERVS unit conducted many other exercises during the period covered by this report. They included:

- One involved personnel logistics for Crowley Marine and TCC (a consortium of three Alaska native corporations that supply skilled labor for Alyeska’s response system). This exercise was designed to test the ability of the two organizations to mobilize and transport the relief crews needed to keep a response going for the first 72 hours after an oil spill.

- Geographic Response Strategy deployments were conducted to verify that tactics designed to protect sensitive areas would work.

- Two open-water TransRec Barge exercises were conducted. They focused on deploying the barges...
and their equipment during darkness and on the ability to get the skimmers and boom into action within an hour. TransRecs are large oil recovery barges designed for use in open water near a stricken tanker.

- Tanker tether and towing exercises were conducted to test the ability of the Prince William Sound escort tugs to perform one of their main duties—rescuing disabled tankers in time to prevent a grounding that could cause an oil spill. These exercises require one escort tug to pass and attach a line, or tether, from the tug to the stern of the tanker in order to bring the tanker to a halt. The second tug then passes an emergency towing line up to the bow of the tanker and tows it to safety.

- Near-shore and open-water readiness exercises were conducted to practice using the open water and near-shore response tactics described in the contingency plans for Prince William Sound tankers and for Alyeska’s Valdez tanker terminal.

- Two exercises were conducted at the tanker terminal during the year. An April 2010 exercise dealt with on-water spill response tactics around the two oil tanker berths at the terminal. This exercise included the deployment of protection strategies for the Duck Flats—a highly sensitive area near the terminal—and the Solomon Gulch fish hatchery, also near the terminal. A November 2009 exercise simulated a 5,000 barrel spill in the terminal area, but focused on management of the response by terminal personnel.

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A fishing vessel participates in a 2008 oil spill drill. Photo by Linda Robinson.
Fishing Vessel Shortfall

In February 2010, Alyeska reported a shortfall of approximately 20 fishing vessels (though the citizens’ council thought the true shortfall was closer to 30 vessels) in the fleet required to be available for oil spill response. Alyeska reported that only 169 vessels were response ready at that time. SERVS worked to close the shortfall by restructuring the fishing vessel program compensation scheme and by recruiting new vessels into the program. A working group of the stakeholders was convened to determine the number of vessels needed to meet contingency plan requirements. In addition, Alyeska and the council are proposing to participate in a joint effort to identify the root cause of the decline in participation of the fishing vessel fleet and make recommendations to improve the program.

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Operations at the Valdez Tanker Terminal

Besides posing the risk of a major oil spill caused by earthquake or accident, Alyeska’s Valdez tanker terminal produces ongoing air and water pollution from routine operations, as allowed by its permits from regulatory agencies. The council oversees terminal operations in an effort to not only minimize the risk of spills, but to make sure that permitted pollution is within or below regulatory limits and that those limits are set at the lowest feasible levels.

The Oil Pollution Act directs our council to review, monitor, and comment on Alyeska’s environmental protection capabilities, as well as the actual and potential environmental impacts of terminal and tanker operations. The Act also calls on us to develop recommendations on environmental policies and permits. The council carries out this work through two major programs: Terminal Operations, and Environmental Monitoring. Under the leadership of the Scientific Advisory Committee and the Terminal Operations and Environmental Monitoring Committee, the council commissions scientific studies to determine actual or potential risks, to document levels of pollution and biological effects, and to better understand new technologies and the environmental costs or benefits that might be associated with their use.

Environmental Protection & Science

Tankers load oil at the Alyeska terminal in Valdez the year around. Photo by Linda Robinson.
Oil Flow in Barrels and Dollars
The council has monitored loading at Alyeska’s Valdez tanker terminal since 2003, when an average of 968,000 barrels of North Slope crude oil moved onto southbound tankers every day. Since then oil flow has decreased to an average of 583,000 barrels per day in the first half of 2010, indicating that the decline that started in the early 1990s—when throughput peaked at about two million barrels per day—is continuing.

However, the value of the oil moving through the trans-Alaska pipeline has remained high because rising prices have offset declining flow. In 2002, the oil reaching Valdez was valued at $700 million per month; in June 2010, about $1.2 billion worth of oil arrived at the Valdez terminal.

Oil Storage at the Alyeska Terminal
Alyeska’s Valdez tanker terminal has 15 active storage tanks, each with a working capacity of about 465,000 barrels, where oil arriving via the trans-Alaska pipeline is held until it can be loaded on tankers. The council monitors oil levels in these tanks because pipeline flow may have to be curtailed when levels exceed 85 percent of capacity, which can create pressure to load tankers even in weather conditions normally considered too severe to permit cleanup efforts in case of a spill. During the past year, storage levels generally ranged from 30 percent to 50 percent of working capacity, though they occasionally exceeded 80 percent when severe weather or equipment maintenance required reduced tanker loading operations. In one instance, inventories exceeded 90 percent of capacity; in four instances, inventories ranged between 85 percent and 90 percent.

Air and Water Quality
For many years, the council has been concerned about emissions of hazardous air pollutants from the facility that treats oily tanker ballast water reaching the Alyeska terminal. Oily ballast is brought in by double-hull tankers when severe weather requires carrying of ballast in their cargo tanks. (Normally, double-hull tankers can carry all of their ballast water in the space between the two hulls, and this water does not become contaminated with oil.)

In 2005, after considerable urging from the council, Alyeska started a project to eliminate hazardous vapor emissions from the ballast water treatment facility. Emissions were greatly reduced when vapor controls were installed on the first stage of water treatment at the facility in 2008. With the expected completion of the final phase of the project late in 2010, air pollution from ballast water treatment will have been reduced by at least 98 percent from levels seen in 2003.
These giant tanks at the Alyeska terminal in Valdez are used for storing arriving North Slope crude until it can be loaded onto tankers for shipment south. Photo by Tom Kuckertz.

System Integrity Issues at the Valdez Tanker Terminal

In 2008 and 2009, problems surfaced in the secondary containment systems for the terminal’s crude oil storage tanks. (These systems consist of dikes and berms surrounding the tanks to contain oil from the tanks in case of a spill. Primary containment is the tanks themselves.) Small leaks were found where manholes penetrated the secondary containments, and in the piping underneath the containments. The council staff observed the test on a repaired manhole to verify that repairs were successful, and will continue monitoring as other secondary containment problems are repaired.

Properties of North Slope Crude Oil

The physical and chemical properties of North Slope crude oil—such things as density, viscosity, dispersability, toxicity, and temperature on arrival in Valdez—are important because they affect what kinds of equipment and tactics would be needed to clean up a spill. Some of these properties have changed significantly since oil production began in the 1970s, so assumptions that rely on these properties for planning how to respond to a spill may not be valid.

The Prince William Sound tanker companies have proposed to use a new type of oil skimmer reputed to more efficient than the skimmers presently in Alyeska’s inventory of response equipment. The council staff observed tests of this skimmer at a facility in New Jersey and the results were encouraging. If the skimmer can be shown to work equally well in real-world conditions, that could lead to better response capability for Prince William Sound.

In January of 2010, Alaska Tanker Company—which transports BP’s oil out of Prince William Sound—provided samples of today’s North Slope crude to two Canadian laboratories for analysis of its properties. The council and the crude oil shippers are studying the results so that any recommendations about use of the new skimmers can be based on solid, verified information.
Environmental Monitoring & Science

The council monitors the environment of Prince William Sound and adjoining waters for impacts from oil-industry operations. Scientific research into such impacts, as well as research into the effects of some oil-spill response tactics, makes up a large part of the work done under this program.

Chemical Dispersants

Chemical dispersants are substances designed to disperse spilled oil into the water column, rather than leaving it floating on top in a slick. The council promotes research and testing to increase knowledge about chemical dispersants and the environmental consequences of their use in Alaska waters.

The council has raised concerns about the efficacy and toxicity of dispersants for years, urging regulatory agencies to be conservative in their use. Because outstanding questions have not been answered and research has not demonstrated that dispersants would work at all in the waters of Prince William Sound, these concerns remain largely unaddressed and the council continues its advocacy for research into dispersant use in cold seawater. The council has taken the position that chemical dispersants should not be used in oil-spill response in our region until they are demonstrated to be effective and shown to minimize environmental harm.

This flower-carpeted moraine was formed by Columbia Glacier, part of which is visible on the left. The glacier calves icebergs that can be a hazard to oil tankers in Prince William Sound. Photo by Bill Rome.

The council has raised concerns about the efficacy and toxicity of dispersants for years, urging regulatory agencies to be conservative in their use.
In early 2009, the council accepted two valuable literature surveys—“A Review of Literature Related to Oil Spill Dispersants 1997-2008” and “A Review of Literature Related to Oil Spill Solidifiers 1990-2008.” (Oil-spill solidifiers are products that combine with oil to convert it to a more solid, less sticky rubbery form that is easier to pick up and remove from the environment.)

These reviews were complemented by a searchable Excel database of all the recent research reports identified in the reviews. This database was updated in early 2010 to include research reports from 2009.

Council representatives continue to participate in the Alaska Regional Response Team’s Science and Technology Committee as it prepares to update the Alaska dispersant use guidelines. This committee is making use of the council’s 2009 literature review in determining the state of dispersants science.

Information on the council’s work on dispersants is available at www.tinyurl.com/pwsrcaodisp on the Internet.

**Invasive species**

Invasive species, long a major concern for the citizens’ council, refers to the problem of non-indigenous plants, animals, or microorganisms reaching Alaska and establishing themselves here. Such invasions can harm native species, including commercially valuable ones such as salmon.

For the citizens’ council, the primary concern is non-indigenous organisms arriving via oil tankers—either attached to hulls or riding in the ballast water that the tankers discharge into Prince William Sound before loading North Slope crude at the Alyeska terminal in Valdez.

The ballast water problem arises from the fact that most modern tankers employ segregated ballast tanks where “clean” seawater is used for stability. This “clean” ballast, taken in at ports of origin, teems with living organisms. While some are removed during the tanker’s trip north, many remain to be discharged into Prince William Sound with the ballast water as the tankers approach the Alyeska terminal for loading. Because of the potential for invasions by harmful species, the council has made this issue a high priority since 1996.

For the second year in a row, the council supported an effort in the state legislature to create a 14-member Alaska Council on Invasive Species to serve as a statewide clearinghouse and coordinating body. Five seats would held by commissioners of state departments. The rest would represent soil and water conservation districts, conservation organizations, farmers, landcapers, commercial fishermen, commercial shippers, the University of Alaska agricultural program, Native corporations, and the public at large. The bill did not make it out of committee during the 2010 session, so it will need to be reintroduced as a new bill for the 2011 session in order to be considered again.

The council continued to provide leadership to citizen monitoring efforts, particularly for the European green crab. This crab, a known ballast water invader, is an efficient and voracious predator that has invaded the West Coast from San Francisco to Vancouver Island. It is feared that the green crab will find its way to Alaska waters.

In 2008, the citizen monitoring network was expanded to include Seward. Other communities throughout the state are adding monitoring capabilities as well.

The council, in partnership with the U.S. Fish and Wildlife Service, completed a project to describe...
bio-fouling communities on large vessels that operate in Prince William Sound, including oil tankers, barges, ferries and cruise ships. Bio-fouling occurs when organisms such as barnacles and mussels attach themselves to vessel hulls. The study will provide important information on which vessels pose the greatest risk of introducing invasive species via fouling. The study report was accepted as final in fall 2009. In March 2010, the council co-sponsored a workshop on the invasive species problem. It took place over three days at the Alaska SeaLife Center in Seward.

**LTEMP sampling is conducted once per year at the two Port Valdez sites and at one site in eastern Prince William Sound.**

**Regional Environmental Monitoring**

In 1993, the council established a Long-Term Environmental Monitoring Program, called LTEMP. The program assesses the status of hydrocarbon levels in the Sound, as well as long-term trends and any new developments that could have an effect on those levels.

Samples are collected at 10 intertidal sites in Prince William Sound and the Gulf of Alaska. Mussel tissues and sediments from the sites are analyzed in a laboratory to determine whether hydrocarbons are accumulating and, if so, their source. The result is the largest chronological data set ever compiled for hydrocarbons in Prince William Sound.

LTEMP sampling is conducted once per year at the two Port Valdez sites and at one site in eastern Prince William Sound. Every fifth year, all 10 sites will be sampled. Before the current schedule was adopted in 2009, the sampling frequency was as high as three times annually at all ten sites.

The council’s LTEMP reports, along with additional information on the program, are available at www.tinyurl.com/ltemp on the Internet.
Member Relations

The council has a full-time staff position, called Outreach Coordinator, to maintain productive relations with its 19 member communities and organizations. The coordinator visits communities in the council region, attends member group functions, gives presentations, coordinates special events involving the council and its member groups, and generally encourages citizen involvement in the council’s work.

Over the past year, the council participated in outreach activities at local, national, and international levels. Some of those include the Alaska Forum on the Environment in Anchorage; the Alaska Wilderness, Recreation and Tourism Conference in Palmer; Alaska Invasive Species workgroup meetings in Ketchikan and Seward; Cook Inlet Regional Citizens’ Advisory Council meetings in Kenai and Anchorage; the Homer Citizen Monitoring Workshop; the Kenai Peninsula Sport, Rec and Trade Show in Soldotna; the Tatitlek Heritage Festival; the Chenega Bay Memorial for victims of the 1964 Good Friday earthquake; and the Copper River Nouveau, a fundraiser for the Prince William Sound Science Center in Cordova. A visit was made to Cordova with Alaska Geographic staff to interview people for “Sound Stories,” another collaborative project the council is working on. The council information booth was set up at Kodiak ComFish, an annual fisheries trade show. Two presentations were given in Murmansk, Russia, at a conference titled “Fisheries in the Context of Hydrocarbon Resource Development on the Continental Shelf”. The presentations were on the formation of the citizens’ council, and on the Exxon Valdez Oil Spill. Two education groups visited Valdez. Members of the Association...
of Natural Resource Extension Professionals and students from Prescott College were given presentations by the council and provided with information about its formation and about the Exxon Valdez oil spill.

A reception was held in conjunction with the council’s January 2010 board meeting to commemorate the 20th anniversary of the council’s creation and included a few of its founding members. A second reception was held in Valdez prior to the May 2010 board meeting.

National events included the North Pacific Marine Science Organization in Portland Oregon; Clean Pacific, also in Portland; and Pacific Marine Expo in Seattle. The council also participated in the Arctic Marine Oilspill Program Technical Seminar in Halifax, Nova Scotia.

Collaboration with the Alaska SeaLife Center will produce a distance delivery curriculum on marine invasive species in Alaska. This curriculum will meet state curriculum requirements for secondary students and be available free to interested schools and communities.

Council staff participated in Valdez’s first annual science fair.

Information and Education Committee

The Information and Education Committee, which supports PWSRCAC’s mission by fostering public awareness, responsibility, and participation through information and education, met six times in the past year. The committee is working on Chugach Children’s Forest, a project with Alaska Geographic and others. It involves youth visiting and learning about the Chugach National Forest and surrounding communities, then making informational films that are included on the website. Sound Stories, which will be a part of the project, involves interviewing people in the Chugach region about topics such as culture, fishing, and history.

A number of Peer Listener DVDs and Coping with Technological Disaster guidebooks have been sent to assist the communities involved in the Gulf of Mexico disaster. The council has been very involved in responding to calls from those people affected. Staff members and a number of volunteers have been sent to the area by various organizations, and we hosted a group who traveled from the Gulf region to Alaska to learn about forming a citizen oversight organization such as ours.

Publications

The council increases public awareness on a wide range of issues pertaining to crude oil transportation through printed and electronic publications.

The Observer is a free quarterly newsletter with nearly 5000 copies distributed throughout Prince William Sound, the northern Gulf of Alaska, lower Cook Inlet and the Kodiak Archipelago, as well as by request to interested citizens around the world, including regulators and industry. In addition, it is posted at www.pwsrcac.org/newsroom on the council website.

The council increases public awareness on a wide range of issues pertaining to crude oil transportation through printed and electronic publications.

The Observer covers council activities, developments in the oil transportation industry, and news about policy and operational issues related to marine oil transportation. Major oil spill drills are covered, and Alyeska is invited to submit a column for each issue. In the course of preparing articles for The Observer, the council frequently invites feedback from appropriate industry and regulatory personnel.

This year the council enhanced its online outreach efforts via social-network tools. You can find us on Facebook at www.facebook.com/PWSRCAC, or follow us on Twitter at twitter.com/PWSRCAC.

BP’s Deepwater Horizon oil spill in the Gulf of Mexico prompted a number of requests for information from the council. To help disseminate information, the council set up a new website—www.pwsrcac.info—with links to materials that we thought would be useful to reporters, citizens, agencies, organizations, companies, and communities dealing with the BP spill and its effects. In the first few months, the site received over 2000 visits from 54 countries around the world.
On December 23, 2009, when the tug Pathfinder struck Bligh Reef and spilled over 6,000 gallons of diesel fuel, the council used a blog-style website to provide information to the public and Alaska media: www.pwsr cac.blogspot.com.

The council makes available a 14-minute video about its origins, mission and activities. This video, titled “A Noble Experiment: The Story of the Prince William Sound Regional Citizens’ Advisory Council,” is shown at conferences and other events attended by the council, and is distributed free to member entities for use in informing their constituents about the council.

The council also makes available a “then and now” report and DVD on improvements to the Prince William Sound safety system since the Exxon Valdez spill. They were created for the 20th anniversary of the spill, in 2009.

Each year, the council summarizes its work in an annual report such as this one.

The council monitors state actions, legislation and regulations that relate to terminal or tanker operations, or to oil spill prevention or response.

**State Government Relations**

The council monitors state actions, legislation and regulations that relate to terminal or tanker operations, or to oil spill prevention or response. To track developments in the state capital, the council retains a monitor under contract during the legislative session. This area of council activity is coordinated by a Legislative Affairs Committee made up of members of the council board.

As discussed earlier in this report, during the 2010 legislative session, the committee focused primarily on legislation to create a statewide council to coordinate the efforts of various agencies that deal with the problem of invasive species in Alaska.
Federal Government Relations

The council also monitors federal government actions and issues through its Legislative Affairs Committee and a contract representative in Washington, D.C. The council’s efforts at the federal level during the past year focused primarily on two major issues.

One was preservation of the dual tug escort system for loaded tankers in Prince William Sound, as discussed earlier in this report.

The other issue was a host of legislative proposals growing out of BP’s Deepwater Horizon oil spill in the Gulf of Mexico. In response to requests from citizens and stakeholder organizations in the Gulf region pushing citizen oversight of energy industry activities there, we provided information on our work in Prince William Sound and how citizen oversight should be structured in order to be independent and effective. We provided similar information to Sen. Mark Begich, who introduced legislation to establish citizen oversight on Alaska’s North Slope, where offshore oil exploration is being considered.

As this report went to press, the citizen oversight legislation for the Gulf and for the North Slope was still pending in Congress.

Recertification

The Coast Guard certifies the council as the federally approved citizens’ advisory group for Prince William Sound, pursuant to the Oil Pollution Act of 1990. The council has been the certified group since 1991.

Under the annual recertification process, the Coast Guard assesses whether the council fosters the general goals and purposes of the Act and is broadly representative of the communities and interests as envisioned in the Act.

As part of its recertification process, the Coast Guard considers comments from industry, interest groups, and citizens. The council fulfills the Act’s requirement for an industry-funded citizens advisory group, but it was established before the law was enacted.
**Who We Are**

**Board of Directors**

The council is an organization of organizations. Our 19 member entities include state-chartered cities and boroughs, tiny Alaska Native villages with tribal governments, Native corporations, commercial fishing organizations, an environmental consortium, and groups representing the tourism industry.

Each member entity chooses one representative to our board. The lone exception is Valdez. It has two representatives, giving our board a total of 20 members.

The board meets three times a year. The January meeting is in Anchorage, the May meeting is in Valdez, and the September meeting rotates among other member communities in the oil spill region.

**Who serves on the board?**

The names and faces change, but current and recent board members have included commercial fishermen, a schoolteacher, the chief executive of a regional Native corporation, tour-boat operators, an oilfield engineer, and a village mayor.

**EXECUTIVE COMMITTEE**

**President**

Walter Parker  
*Oil Spill Region Environmental Coalition*

**Vice President**

Dorothy M. Moore  
*City of Valdez*

**Secretary**

Thane Miller  
*Prince William Sound Aquaculture Corp.*

**Treasurer**

Sheri Buretta  
*Chugach Alaska Corp.*

**Member at Large**

Pat Duffy  
*Alaska State Chamber of Commerce*

Cathy Hart  
*Alaska Wilderness Recreation & Tourism Association*

Blake Johnson  
*Kenai Peninsula Borough*
Port Graham Corporation joined the council in January 2010, becoming its 19th member entity and its first new one since 1992.

**Ex-Officio Board Members**
(Non-Voting)

- **Ron Doyel**
  Alaska Dept. of Environmental Conservation

- **Katie Farley**
  Alaska Dept. of Natural Resources

- **Wanice Cowles**

- **W. Scott Pegau**
  Oil Spill Recovery Institute, Cordova

- **Joe Hughes**
  U.S. Bureau of Land Management

- **CDR Darryl Verfaillie**
  U.S. Coast Guard, Marine Safety Unit, Valdez

- **Doug Mutter**
  U.S. Department of the Interior

- **Sharon Randall**
  U.S. Forest Service

- **John Whitney**
  U.S. National Oceanic and Atmospheric Administration

**Vacant:**
Alaska Department of Fish and Game, Division of Sport Fish; U.S. Environmental Protection Agency

* Port Graham Corporation joined the council in January 2010, becoming its 19th member entity and its first new one since 1992.

**Other Directors**

- **John Allen**
  Community of Tatitlek

- **Patience Andersen Faulkner**
  Cordova District Fishermen United

- **Rochelle van den Broek**
  City of Cordova

- **Al Burch**
  Kodiak Island Borough

- **Jane Eisemann**
  City of Kodiak

- **John French**
  City of Seward

- **Marilynn Heddell**
  City of Whittier

- **Stephen Lewis**
  City of Seldovia

- **Iver Malutin**
  Kodiak Village Mayors Association

- **Diane Selanoff**
  Port Graham Corporation*

- **Paul “Timmy” Selanoff**
  Community of Chenega Bay

- **Stan Stephens**
  City of Valdez

- **John Velsko**
  City of Homer
 Committees

As of June 30, 2010

Five standing committees advise the Board of Directors and the council staff on projects and activities. Committee volunteers also assist the staff on individual projects. The advisory committees are made up of interested citizens, technical experts, and members of the council board. Committee volunteers are selected through an annual application process. They are appointed to two-year terms and may serve consecutive terms.

OSPR

Oil Spill Prevention and Response Committee:
Mission: Minimize the risks and impacts associated with oil transportation through strong spill prevention and response measures, adequate contingency planning, and effective regulations

John French, Chair (council board member)    Walter Parker (council board member)
Jerry Brookman    Gordon Scott
David Goldstein    Scott Smith
Joe Jabas    John Velsko (council board member)

SAC

Scientific Advisory Committee:
Mission: Promote the environmentally safe operation of the terminal and tankers through independent scientific research, environmental monitoring, and review of scientific work

John Kennish, chair
John French (council board member)
Roger Green
Debasmita Misra
Dorothy Moore (council board member)
David Musgrave
Mark Udevitz

Ice from Surprise Glacier chokes Harriman Fjord in Prince William Sound. Photo by Bill Rome.
TOEM

Terminal Operations and Environmental Monitoring Committee:
Mission: Identify actual and potential sources of episodic and chronic pollution at the Valdez Marine Terminal

Bob Benda, chair
Jo Ann Benda
Rochelle van den Broek (council board member)
George Skladal
Janice Wiegars

IEC

Information and Education Committee:
Mission: Foster public awareness, responsibility, and participation through information and education

Patience Andersen Faulkner, chair (council board member)
Kate Alexander
Peter Armato
Jane Eisemann (council board member)
Cathy Hart (council board member)
Ruth E. Knight
Savannah Lewis

POVTS

Port Operations and Vessel Traffic Systems Committee:
Mission: Monitor port and tanker operations in Prince William Sound

Robert Jaynes, chair
Duane Beland
Cliff Chambers
Bill Conley
Pat Duffy (council board member)
Jane Eisemann (council board member)
Pete Heddell
Alan Sorum
Papers, Presentations, Reports, & Media Releases

Stakeholder Comments to the ARRT Science & Technology Committee regarding Revision of the Dispersant Guidelines, John French, citizens’ council board, and Joseph Banta and Linda Swiss, citizens’ council staff, 7/1/2009. 600.105.090716.pdf

Citizen oversight would be a boon to all parties for Arctic oil development, op-ed by Steve Lewis, citizens’ council president, 7/27/2009. 600.108.090702.SKLaretcRCAC.pdf


Prince William Sound escort tugs protect our common treasure, op-ed by Steve Lewis, citizens’ council president, 8/10/2009. 801.108.090810


SAFETUG Data Analysis Project Description and Status Report, PowerPoint presentation, Tom Kuckertz and Joel Kennedy, citizens’ council staff, 9/17/2009. 801.107.090917.SAFETUGrpt.pdf

Characterizing Risk Associated with Vessel Fouling and Non-Indigenous Species in Prince William Sound, School of Aquatic and Fishery Science, University of Washington, 10/30/09. 952.431.091030.UShullfoul.pdf


Recommendations to Upgrade of Reef Island Ice Detection Radar, Desmond Power, C-CORE, 12/1/2009. 855.431.091201.CCoreRecomnd.pdf


Citizens’ council lauds handling of Kodiak oil tanker incident, news release, 1/22/2010. 707.108.100122.pdf


Port Graham Corporation joins oil-spill watchdog group, news release, 2/9/2010. 400.108.100209.pdf

Immediate action needed to ensure Alyeska fishing vessel fleet is ready for oil-spill response, news release, 3/12/2010. 703.108.100312.pdf


In the Gulf of Mexico, history repeats itself, op-ed by Mark Swanson, executive director of the citizens’ council, 5/18/2010. 707.108.100518.pdf

Important Considerations Regarding Ocean and Ecosystem Dynamics in Assessing Environmental Risks from Various Oil Spill Counter Measures, John French, citizens’ council board, 6/7/2010. 250.431.100607.pdf


These are just a few of the many reports, papers, presentations, and media releases produced by the council in the past year. For further information, or to obtain copies, visit the council website or contact our Anchorage office (see opposite page).
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