

PROPOSAL FOR A DOCUMENTARY FILM COMPARING AND CONTRASTING EXXON VALDEZ OIL SPILL IMPACTS ON THE SUBSISTENCE USE OF INTERTIDAL RESOURCES, INCLUDING MUSSELS, CLAMS, CHITONS, AND OCTOPUS, IN THE COMMUNITIES OF CHENEGA BAY IN PRINCE WILLIAM SOUND, AND OUZINKIE ON KODIAK ISLAND

Project Number: 01481
Restoration Category: Subsistence Restoration
Proposers: Ouzinkie Tribal Council and Chenega Bay Village IRA Council
Lead Trustee Agency: Alaska Department of Fish and Game
Alaska SeaLife Center:
Duration: second year of 2 year project
Cost FY 00: \$8.6
Cost FY 01: \$111.8
Cost FY 02: 00
Geographic Area: Prince William Sound, Kodiak Island, Spruce Island
Injured Resource/Service: Clams, intertidal communities, and subsistence

ABSTRACT

The purpose of this project is to produce a roughly 28 minute long documentary film on *Exxon Valdez* oil spill impacts on the subsistence use of intertidal resources, including mussels, clams, chitons, and octopus, by residents of two predominantly Alaska Native communities; Chenega Bay in Prince William Sound, and Ouzinkie in the Kodiak area. The proposed documentary would build on two previous subsistence documentaries funded by the Trustee Council (Restoration Projects 96214, and 98274) and will focus on the use of the resources in the intertidal, the area hardest hit by oil, and broaden the discussion by bring in the perspective of the residents of Chenega Bay, the first community directly in the path of the spilled oil, and Ouzinkie, the first Kodiak area community to see the oil arrive. The documentary will compare and contrast the impact the *Exxon Valdez* oil spill has had on the use of intertidal resources in each community, as well as on the on-going EVOS restoration efforts to help residents mitigate these impacts. Funding in FY 00 supported development of an RFP and awarding of a contract to produce the video. Funding for the second year supports actual video production.

INTRODUCTION

Subsistence uses of natural resources are essential to the economies and cultures of the communities in the *Exxon Valdez* oil spill region, especially in the smaller predominantly Alaska Native communities. Many of the resource species on which these communities rely, were injured by the spilled oil.

Residents of the affected communities found that it was sometimes difficult for them to communicate the importance of these resources to their way of life to decision makers involved in the EVOS restoration process. Part of the problem was that the decision makers, including the Trustees, resource managers, and government attorneys are predominantly non-Native urban-dwellers. While decision makers did make the effort to visit communities in the spill area, these visits were necessarily infrequent and brief. Community residents saw the need for a more effective means of educating decision makers about their way of life and the spill impacts to their communities.

In answer to this need, the Tatitlek Village Council proposed the production of a series of films that would cover each species effected by the *Exxon Valdez* oil spill. Since 1996, two Tatitlek documentaries have been produced, in cooperation with the Department of Fish and Game, Division of Subsistence, and funding from the EVOS Trustee Council. The first documentary was on harbor seals (restoration project 96214), the second on herring and nearshore resources (restoration project 98274). These documentaries have proven popular in the spill area communities, and have also served as an effective tool for educating outsiders about the way of life and values of the residents of Tatitlek. This has created a better understanding among decision makers of the *Exxon Valdez* oil spill impacts to Tatitlek.

While the small predominantly Alaska Native communities in the spill region do have a lot of things in common, each community is unique. By the same token, the spill impacts to each community, and the local response to those impacts varied from community to community. The Tatitlek documentaries show a community that was significantly challenged by the *Exxon Valdez* oil spill, which has substantially triumphed over those challenges and is well on its way to recovery. The communities of Ouzinkie and Chenega Bay provide a contrast to the Tatitlek story. The beaches around Chenega Bay were much more heavily oiled than those around Tatitlek, and the oiling persists in many places. Chenega Bay residents remain concerned about using resources from the intertidal in their harvest areas. Even if they chose to harvest these resources, despite their concern, the intertidal species around Chenega Bay have declined to the point where they are not available to harvest. For Chenega Bay, recovery is not yet in sight.

For the communities of the Kodiak Island area, including Ouzinkie, the aftermath of the *Exxon Valdez* oil spill has coincided with an increase in paralytic shellfish poison (PSP), a toxin found in shellfish, which can be fatal to humans when consumed. There is, at present, no easy way for subsistence users to detect the presence of PSP in their shellfish harvesting areas. Until there is, Ouzinkie residents cannot use their intertidal resources with any confidence in their safety.

The Tatitlek documentaries are valuable educational tools. However, they only show part of the picture. The proposed Chenega Bay/Ouzinkie documentary, in combination

with the Tatitlek documentaries, will provide a more balanced view of the range of *Exxon Valdez* oil spill impacts to the small predominantly Alaska Native communities in the spill impact area, as well as the range of local responses to these impacts. The stories of Ouzinkie and Chenega Bay must also be told.

The current proposal has been submitted by the villages of Ouzinkie and Chenega Bay to obtain funding to produce a film on the subsistence uses of intertidal resources in the Kodiak area and Prince William Sound.

NEED FOR THE PROJECT

A. Statement of Problem

The injured service this project addresses is subsistence. The injured resources are intertidal communities, including mussels, clams, chitons, and octopus. Prior to the *Exxon Valdez* oil spill, the intertidal in Prince William Sound, and Kodiak and Spruce Islands provided fresh, easily accessible sea food all year round. A favorite saying among residents of Chenega was, "When the tide is out, the table is set."

The intertidal zone was the hardest hit by the oil, especially in the shellfish harvesting areas around Chenega Bay. In the southwestern part of Prince William Sound the oil penetrated sandy beaches, to depths of as much as four feet in some areas. On rocky beaches, the oil formed pools and oozed into pockets and crevices. Intertidal resources on some of the beaches with heaviest oiling were smothered. The more aggressive attempts to remove the oil, such as high-pressure, hot water washing, also killed animals in the intertidal. The effects of the use of chemicals, such as Inipol, in the intertidal raised questions for subsistence users that have never been answered to their satisfaction.

These impacts to the intertidal zone disrupted harvest activities and created concerns about the safety of the resources. These concerns led people to look at the resources much more carefully. The residents of the Prince William Sound and Kodiak Island area villages were the first to note changes in the composition of the intertidal communities in the wake of the spill, and the first to note the slowed growth of intertidal bivalves. The observation of small white lesions on chitons in 1991 by residents of Chenega Bay increased their concerns about using intertidal resources.

Ouzinkie was the first Kodiak area community to see the oil arrive, mostly in the form of mousse and tar balls, and saw it in denser, fresher concentration than other communities in the region. A large proportion of Ouzinkie residents (61% of all adults) were employed on the *Exxon Valdez* oil spill clean up, and saw first hand the devastating effects of the spill on bird and marine life. It is for these reasons understandable that of the Kodiak area communities, Ouzinkie was the community in which subsistence harvests were curtailed the most severely. The harvesting of butterclams, a favorite wild food resource, came almost to a standstill. The aftermath of the *Exxon Valdez* oil spill coincided with an increase of red tides and paralytic shellfish poison (PSP) on Kodiak area beaches. This has compounded resident's concern about the safety of consuming shellfish from beaches where tar balls still wash up a decade after the *Exxon Valdez* oil

spill, and has been an inhibiting factor in the recovery of subsistence uses of intertidal resources by residents of Ouzinkie.

This project will provide the residents of Chenega Bay and Ouzinkie an opportunity to be a part of the effort to help in the recovery of intertidal resources, and in so doing, put them in contact with researchers and information about these critical resources. It is the hope of the communities that their knowledge of these resources, and their views about the importance of subsistence, will be communicated through the film to the Trustee Council, to scientists, and to the general public.

B. Rationale/Link to Restoration

The EVOS Restoration Plan: Update on Injured Resources and Services, March 1999, lists intertidal communities and clams as injured and recovering, but not recovered.

The restoration objective for subsistence states that recovery will have occurred when “the cultural values provided by gathering, preparing, and sharing foods are integrated into community life” (p.82). One strategy to meet this objective is to “facilitate the participation of and communication with subsistence users in the restoration process” (p.86). Continuing concern about the safety of intertidal resources from beaches near Chenega Bay, where oil contamination has persisted, has greatly affected subsistence harvesting, resulting in lost opportunities to teach subsistence skills and traditional knowledge associated with these resources. One means of preserving these skills and knowledge, and ensuring they are transmitted to the next generation is to document them on film. This is also a good strategy for integrating local and traditional knowledge into on-going restoration efforts.

The intent of this project is to contribute to the restoration of intertidal resources and subsistence uses by providing a medium for harvesters to transmit their knowledge and observations, gained from years of experience, to the scientific community. Currently no other medium exists that presents harvesters’ knowledge within its own contextual framework. Producing this video will help fill this void and enhance the restoration of clams and other intertidal species by providing a harvester’s perspective on intertidal communities and *Exxon Valdez* oil spill impacts. As such, this project will contribute to various restoration strategies including: Sound Ecosystem Assessment; the Enhancement of Subsistence Resources; and Increase Involvement of Subsistence Users in the Restoration Process.

C. Location

Filming will take place in Chenega Bay and Ouzinkie, as well as other locations in Prince William Sound, on Kodiak Island and Spruce Island.

COMMUNITY INVOLVEMENT AND TRADITIONAL ECOLOGICAL KNOWLEDGE

This project is being jointly proposed by the Ouzinkie Tribal Council and the Chenega Bay Village IRA Council. Subcontracts will ensure each community's involvement in the production of the film. The councils and Council Presidents, Gail Evanoff and Paul Panamarioff, will be involved in selecting a contractor for the film, as well as in decisions concerning the content of the film.

PROJECT DESIGN

A. Objectives

The overall objective of this project is to promote the recovery of injured intertidal communities and their subsistence use through the production of a documentary on the subsistence uses of these resources in the Kodiak area and in Prince William Sound. This includes harvesting techniques, methods of processing, the distribution of resources and the traditional knowledge employed in the harvest of intertidal resources. The documentary will also highlight the difficulties each community has faced in returning to the harvest and use of these resources, as well as the on-going efforts to mitigate these difficulties being undertaken as part of the EVOS restoration program, including beach treatment, the clam restoration project, and the PSP testing program.

B. Methods

A twenty-eight (28) minute documentary film will be produced through a professional services contract. The film will document the subsistence harvest of intertidal resources in Prince William Sound (focusing primarily on Chenega Bay), and the Kodiak area (focusing primarily on Ouzinkie). A film crew will visit each community for two weeks in April and May of 2001 to document the harvest and distribution intertidal resources. Interviews will be conducted with residents of each community to gather traditional knowledge and views about the importance of these resources and subsistence to the community. A subcontract within the contract will support community involvement.

In February 2002, the documentary will be presented in public screenings in Chenega Bay, Ouzinkie, and Anchorage, and distributed to *Exxon Valdez* oil spill affected communities, libraries, Alaska Native organizations, and state and federal agencies.

The proposers cannot guarantee that the documentary will be broadcast on television. However, programming staff at KAKM (the Public Broadcasting Television Station in Anchorage) have been contacted to learn what criteria they use in deciding what programs to air. KAKM is most interested in airing programs that are produced not-for-profit, that are educational and aimed at adults, and which convey a positive message about Alaska. KAKM sets their broadcast schedule 6 to 8 weeks ahead, and would require at least that amount of notice prior to the desired air-date. For broadcast on KAKM, the actual length of a "half hour" program should be 26 minutes and 46 seconds, to allow for station identification and promotions. the proposers will work with the contractor to design and produce a documentary that will fit these criteria, will be attractive to broadcast programmers, and therefore more likely to be aired.

Story Outline

Each community's story will be told in interviews with residents and visits to local harvest areas. The stories of the two communities will be compared and contrasted.

Chenega Bay

Interviews will be done with active harvesters, some of whom are also elders, including: John M. Totemoff, Don Kompkoff, Sr., Pete Kompkoff, Jr., Larry Evanoff, Diane Selanoff, and Peter Selanoff.

Topics to be discussed include: experiences at the time of the *Exxon Valdez* oil spill, the persistence of oiling, continuing impacts on resource species, and subsistence harvests, and restoration efforts, including beach treatment efforts and the clam restoration project.

Three harvest areas will be visited during filming:

- 1) Bishop Rocks, Evans Island—This beach was previously used by Chenega Bay residents for seining salmon, harvesting chitons and octopus, as well as for recreation. The beach here was heavily oiled, and was subjected to mechanical clean-up techniques and application of Inipol. Subsurface oil remains here, and the beach is naked of life.
- 2) Sleepy Bay, LaTouche Island—Prior to the *Exxon Valdez* oil spill Chenega residents harvested sea weed for food here, and the area was also important to marine mammal hunters, because it was a pinniped haulout area. This was one of the most heavily oiled beaches in Prince William Sound, with a thick layer of crude oil covering the beach, and subsurface oiling in excess of 4 feet in depth in the sandy areas of the beach. The beach was treated with both hot and cold mechanical washing, and bulldozing. Today the beach is barren of life.
- 3) Fox Farm, Elrington Island—Hunters from Chenega Bay used to be able to count on there being seals on this beach, and sea lions nearby. This was also an important place to hunt deer. This beach was not as heavily hit as some others in Prince William Sound. However, it was impacted by tar balls, and there are still tar mats on the beach. Deer were found dead on this beach following the spill. The abundance of life has been reduced on this beach.

Ouzinkie

A round table group interview will be done with Kenneth Anderson, the Natural Resource Specialist for Ouzinkie, and four or five elders from the community including Zach Chichenoff, Floyd Anderson and Fred Squartsoff.

The group will discuss the status of intertidal resources and harvests before the spill and since the spill. The elders will draw on their lifetime experience, and traditional knowledge, to talk about the changes in the intertidal resources through time. They will also talk about PSP, and about the efforts, in coordination with the EVOS Trustee Council, to develop a fast and simple PSP test for use by harvesters.

The following harvest areas will be visited during filming:

- 1) Camels Rock
- 2) Spruce Island clamming beach

—these are both important clam harvest areas in close proximity to the community of Ouzinkie. These beaches were impacted by tar balls following the *Exxon Valdez* oil spill. PSP has been a problem on these beaches in the years since the spill.

C. Cooperating Agencies, Contracts, and Other Agency Assistance

The production and post production work on the film will be contracted out, through a request-for-proposals (RFP) process, to an experienced film maker who has the expertise to make a quality film. In contracting out for this production, the proposers will seek a contractor who will create and produce the product, rather than sub-contracting for creative talent. By hiring a video production company, the proposers will maintain control over all aspects of the process.

Each bidder will be required to submit two samples of their work, consisting of a 20 to 30 minute long film, along with their proposal. Bids will be evaluated by a panel, including the Village Council Presidents of Ouzinkie and Chenega Bay, the Spill Area Wide Community Involvement Coordinator, and staff of the Division of Subsistence , Alaska Department of Fish and Game. Evaluation criteria will include understanding of the project (as demonstrated in the proposal), quality of work, appropriateness of the methodology suggested in the proposal, and price. A preference will be given for Alaska businesses.

In consultation with the communities and ADF&G staff, the video production company will create a more detailed story line before shooting the film. All footage will be shot on location and include interviews with members of the community and footage of harvesters. Once the film is completed, the production company will edit the footage using digital state of the art editing equipment.

SCHEDULE

A. Measurable Project Tasks (February 1 2000-December 15 2001)

This project will be completed over two fiscal years and the budget will be divided accordingly. In the first year (2000) ADF&G personnel will develop an RFP and award a contract. Because of previous commitments, ADF&G personnel will not be able to develop the RFP until July of 2000. During the second year (2001) all phases of video production will be completed and the contractor will provide a completed film by December 15, 2001.

Pertinent Dates:

February 1, 2000:	Project Approval
July 1- September 30, 2000:	Develop contract guidelines, evaluate bids, and award contract.
October 1 - March 30, 2001:	Pre-Production Phase, develop story-line for film.
April-June 2001:	Production Phase, contractor to travel to Chenega Bay and Ouzinkie, as well as locations in Prince William Sound and

July 1-November 30, 2001:	on Kodiak and Spruce Islands, to film interviews and harvesting footage.
December 15, 2001:	Post Production Work.
February 2002	Contractor will provide completed film and deliver 100 copies.
	Public screenings of documentary in Ouzinkie, Chenega Bay, and Anchorage.

PUBLICATION AND REPORTS

The film will be widely distributed to federal and state agencies, non-governmental agencies, and interested parties. Showings will take place in Chenega Bay, Ouzinkie, and Anchorage.

PROFESSIONAL CONFERENCES

The film may be shown at professional conferences.

NORMAL AGENCY MANAGEMENT

This project does not fall under existing statute or regulation governing the activities of the Alaska Department of Fish and Game, Division of Subsistence.

COORDINATION AND INTEGRATION OF RESTORATION EFFORT

This project will contribute to various restoration strategies including: Sound Ecosystem Assessment; the Enhancement of Subsistence Resources; and Increase Involvement of Subsistence Users in the Restoration Process.

PROPOSED PRINCIPAL INVESTIGATORS

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PROJECT PERSONNEL

Kenneth Anderson

Mr. Anderson, a life-long resident of Ouzinkie, is the Natural Resource Specialist for Ouzinkie. In that capacity, he has been digging clams at designated beaches, and sending samples to the ADEC laboratory in Palmer for PSP testing for two years.

Gail Evanoff

Mrs. Evanoff was involved in the effort to get the community of Chenega reestablished and Chenega Bay has been her primary home since 1983. She was the primary spokesperson for the community during the initial response to the *Exxon Valdez* oil spill, she coordinated the local beach treatment efforts, represented her community on the Oil Spill Health Task Force, and has served as the EVOS community facilitator for Chenega Bay. She is currently president of the Chenega Bay Village IRA Council.

Paul Panamarioff

Mr. Panamarioff was born in Ouzinkie, and is a life-long harvester of subsistence foods. He is currently president of the Ouzinkie Tribal Council.

William E. Simeone

Dr. Simeone has worked in oil spill and subsistence related projects in Prince William Sound for the last ten years. Five of those years have been with the Alaska Department of Fish and Game, Division of Subsistence. During that time Dr. Simeone administered, coordinated, and consulted on two documentary films funded by the Exxon Valdez Trustee Council, restoration projects 96214, and 98274.

2001 EXXON VALDEZ TRUSTEE COUNCIL PROJECT BUDGET

October 1, 2000 - September 30, 2001

Budget Category:	Authorized FY 2000	Proposed FY 2001				
Personnel		\$10.0				
Travel		\$3.8				
Contractual		\$90.2				
Commodities		\$0.0				
Equipment		\$0.0	LONG RANGE FUNDING REQUIREMENTS			
Subtotal	\$0.0	\$104.0				Estimated FY 2002
General Administration		\$7.8				
Project Total	\$0.0	\$111.8				\$0.0
Full-time Equivalentents (FTE)		0.2				
Dollar amounts are shown in thousands of dollars.						
Other Resources						
Comments:						

FY01

Prepared: 4/14/00

Project Number: 01481
 Project Title: Intertidal Documentary
 Agency: Alaska Department of Fish and Game

2001 EXXON VALDEZ TRUSTEE COUNCIL PROJECT BUDGET

October 1, 2000 - September 30, 2001

Personnel Costs:		GS/Range/ Step	Months Budgeted	Monthly Costs	Overtime	
Name	Position Description					
William E Simeone	SRS II	16C	2.0	5.0		
Subtotal			2.0	5.0	0.0	
Personnel Total						
Travel Costs:		Ticket Price	Round Trips	Total Days	Daily Per Diem	
Description						
Two round trips to Chenega Bay and Prince William Sound		0.4	2	10	0.1	
Two round trips to Ouzinkie and Spruce Island		0.5	2	10	0.1	
Travel Total						

FY01

Prepared: 4/14/00

Project Number: 01481
 Project Title: Intertidal Documentary
 Agency: Alaska Department of Fish and Game

2001 EXXON VALDEZ TRUSTEE COUNCIL PROJECT BUDGET

October 1, 2000 - September 30, 2001

Contractual Costs:	
Description	
Ouzinkie Village Council (for logistical support, boats, fuel)) Chenega Bay Village IRA Council (for logistical support, boats, fuel) The Alaska Department of Fish and Game will develop a request for proposals for a documentary film maker. (described under Methods on page 4 of detailed project description) Postage to distribute copies of video	
When a non-trustee organization is used, the form 4A is required.	Contractual Total
Commodities Costs:	
Description	
	Commodities Total

FY01

Prepared: 4/14/00

Project Number: 01481
Project Title: Intertidal Documentary
Agency: Alaska Department of Fish and Game

2001 EXXON VALDEZ TRUSTEE COUNCIL PROJECT BUDGET

October 1, 2000 - September 30, 2001

New Equipment Purchases:		Number of Units	Unit Price	
Description				
Those purchases associated with replacement equipment should be indicated by placement of an R.			New Equipment Total	
Existing Equipment Usage:		Number of Units		
Description				

FY01

Prepared: 4/14/00

Project Number: 01481
 Project Title: Intertidal Documentary
 Agency: Alaska Department of Fish and Game