

# ALASKA STATE LEGISLATURE

## LEGISLATIVE BUDGET AND AUDIT COMMITTEE Division of Legislative Finance



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### MEMORANDUM

DATE: November 12, 2015

TO: Legislative Budget and Audit Committee

FROM: David Teal, Director

SUBJECT: Preparation for the November 17, 2015 LB&A Meeting

OMB submitted the following FY16 RPLs for consideration at the November 17, 2015 Legislative Budget and Audit Committee meeting. These RPLs, along with Legislative Finance comments, are posted on our web site at <http://www.legfin.akleg.gov>.

RPL#	Agency	Subject	Amount	Fund Source
05-6-0111 Operating	Education and Early Development	Child Nutrition Programs	\$8,700,000	Federal Receipts (1002)
05-6-0114 Operating	Education and Early Development	Alaska State Council on the Arts	\$800,000	Statutory Designated Program Receipts (1108)
18-6-0360 Capital	Environmental Conservation	Tsunami Marine Debris Cleanup	\$950,000	Federal Receipts (1002)

If you have any questions that you want an agency to address at the meeting, please call us so we can help ensure the agency has a response prepared.

**Department of Education & Early Development  
Teaching and Learning Support  
Child Nutrition**

<b>Subject of RPL:</b> Child Nutrition Programs (CNP)	<b>ADN/RPL #:</b> 05-6-0111
<b>Amount requested:</b> \$ 8,700,000	<b>Appropriation Authority:</b> Sec 1, Ch 16, SLA 2014, Pg 12 Ln, 16
<b>Funding source:</b> \$ 8,700,000 Federal Receipts (1002) Operating	<b>Statutory Authority:</b> AS 14.50.010-.080

**PURPOSE**

The Division of Teaching and Learning Support, Child Nutrition Programs (CNP) anticipates receiving federal funds totaling \$61,025.2 in FY2016 from the United States Department of Agriculture (USDA). This funding will provide support for significant growth experienced within the USDA Federal Nutrition Services Block Grant. The current FY2016 CNP federal receipt authorization is \$52,325.2. The Department of Education and Early Development, Division of Teaching and Learning Support, CNP is requesting an increase of \$8,700.0 in federal receipt authority to receive additional USDA grant funds for a FY2016 CNS total federal receipt authority of \$61,025.2.

The specific USDA Federal Nutrition Services Block Grant programs impacted are: the administrative and operational funding for program operators of the National School Lunch Program, Child and Adult Care Food Program (CACFP), and Summer Food Service Program; CACFP Sponsor Administrative funding, which provides oversight funds to sponsors of Family Day Care Home Providers; CACFP Cash-in-Lieu, which is funding provided to Child and Adult Care programs electing additional funds instead of USDA commodity foods; State Administrative Expense, which is the general operating funds for the state agency and makes up approximately 1.5% of the overall CNP budget; the Emergency Food Assistance Program, which provides funds to food banks for the administration, operation, and distribution of USDA foods for food pantries and emergency feeding operators; and, the Fresh Fruit and Vegetable Program, which provides competitive grant funding for fresh produce for snacks at low-income school districts.

**PREVIOUS LEGISLATIVE CONSIDERATION**

In FY2012, the Division of Teaching & Learning Support, Child Nutrition Services component received an additional \$15,000.0 in federal receipt authority to record federal grant awards and to post expenditures to current and carry-forward allocations. The level of reimbursements for the Food and Nutrition programs have increased significantly with the largest impact related to the National School Lunch Program, and the Fresh Fruits and Vegetables program which was added in FY2009.

**TIMING ISSUES**

Due to unexpected growth in the CNP this was not included in the original FY2016 budget request. This growth is largely within the Anchorage School District and is expected to continue beyond 2016. The funds are from a block grant, which is the claim reimbursement money to schools, child care facilities, and other CNP servicing providers. These funds are not issued by

grant award. Instead, the department receives incremental receipts throughout the year based on USDA estimates on the department's CNP actuals. The federal receipts are received by weekly draws based on these actuals.

### **BUDGETARY ISSUES**

These receipts are 100% USDA funds and do not require an increase in state general funds. This request takes into consideration the CNP long term planning and anticipated continued increase in participation in food programs across the state. Additionally, the programs have been further impacted by an overall shift in economic status of children served; with an increase of children meeting the Alaska adjusted poverty guidelines, and, as a result, the federal reimbursement rate has increased substantially. This budget will be allocated as claim reimbursements and allows the department to reimburse local agencies for food program expenditures. The department has existing, 100% federally-funded positions, which provide oversight and management for the various food programs, and no additional staff will be required.

Without this additional authority, the department will not be able to accept the grant or provide reimbursements to Alaska school districts and other agencies for food and nutrition programs.

Affected services and recipients include statewide food service programs that provide meals to economically disadvantaged Alaskans.

***Legislative Fiscal Analyst Comment:*** This RPL is intended to give FY16 federal receipt authorization (to the Child Nutrition program) that is sufficient to support growth of the USDA Federal Nutrition Services Block Grant. Approval would increase the FY16 Enacted federal receipts budget within this allocation from \$52,325.2 to \$61,025.2.

No general funds are required and no additional staff are needed. There are no technical issues with this RPL.

		<b>Appropriation</b>	<b>General</b>	<b>Other</b>
		<b>Allocations</b>	<b>Items</b>	<b>Funds</b>
1				
2				
3	It is the intent of the legislature that the Department of Education and Early Development, in			
4	cooperation with the University of Alaska Southeast, develop a plan to make the Alaska			
5	Learning Network self-sustainable and report their progress to the finance committees by the			
6	first day of the Twenty-ninth Alaska State Legislature. In addition, the Department shall			
7	monitor the coursework delivered by the University of Alaska Southeast through the Alaska			
8	Learning Network to ensure the coursework will reduce the need for remediation for			
9	incoming freshmen who have participated in this program.			
10	State System of Support	1,962,500		
11	Statewide Mentoring Program	2,300,000		
12	Teacher Certification	920,600		
13	The amount allocated for Teacher Certification includes the unexpended and unobligated			
14	balance on June 30, 2014, of the Department of Education and Early Development receipts			
15	from teacher certification fees under AS 14.20.020(c).			
16	Child Nutrition	52,701,800		
17	Early Learning Coordination	9,461,100		
18	Pre-Kindergarten Grants	2,000,000		
19	<b>Commissions and Boards</b>	<b>2,370,900</b>	<b>1,113,800</b>	<b>1,257,100</b>
20	Professional Teaching	299,800		
21	Practices Commission			
22	It is the intent of the legislature that no later than FY2016, the Professional Teaching Practices			
23	Commission be entirely funded by receipts collected from teacher certification fees under AS			
24	14.20.020(c).			
25	Alaska State Council on the	2,071,100		
26	Arts			
27	<b>Mt. Edgecumbe Boarding School</b>	<b>10,775,600</b>	<b>4,680,100</b>	<b>6,095,500</b>
28	Mt. Edgecumbe Boarding	10,775,600		
29	School			
30	<b>State Facilities Maintenance</b>	<b>3,309,500</b>	<b>2,098,200</b>	<b>1,211,300</b>
31	State Facilities	1,185,300		
32	Maintenance			
33	EED State Facilities Rent	2,124,200		

**Department of Education and Early Development  
Commissions and Boards  
Alaska State Council on the Arts**

<b>Subject of RPL:</b> Margaret A. Cargill Foundation's Arts & Cultures/Education, Alaska Subprogram	<b>ADN/RPL #:</b> 05-6-0114
<b>Amount requested:</b> \$800,000	<b>Appropriation Authority:</b> Sec 1, Ch 16, SLA 2014, Pg 12, Ln 25
<b>Funding source:</b> \$800,000 Statutory Designated Program Receipts (1108), Operating	<b>Statutory Authority:</b> AS 44.27.050-.052

**PURPOSE**

The Alaska State Council on the Arts (ASCA) anticipates receiving funds totaling \$1.2 million dollars over a period of two years, beginning in December 2015, through the Margaret A. Cargill Foundation's (MACF) Arts & Cultures, Education, Alaska Subprogram. This funding will be distributed as a result of a planning process undertaken by ASCA and its partners with support from the MACF in FY2015. While ASCA has not yet received final, written confirmation that funds will be awarded, the application for funding has gone through multiple levels of review by the MACF staff and executive committee, and it is fully anticipated that the board of the MACF will meet in November to provide the final approval of funding. The project period is scheduled to begin as soon as funding is awarded in December, including the award of re-granted funds to the project partners and other operational expenditures.

As a state agency that depends upon networks and cross-sector partnerships to advance ASCA's work, ASCA recognizes the challenges for pre-service and early career teachers in Alaska as challenges of connection to networks, to training opportunities and resources, to communities, and to a cohort. Teachers before and after induction to practice in Alaska will be more likely to teach in and through the arts if they feel connected to their students, to their local communities/cultures, and to a learning community in support of arts pedagogy. This project will help ASCA work on these issues with the project partners on Kodiak Island, as well as with other partners across the state.

The purpose of this project—titled *Munartet Project: Teaching in and Through Arts and Culture in Kodiak*—is to increase the number and tenure of confident, competent K-12 generalist and specialist teachers of the arts in Alaska through partnership with the Kodiak Island Borough School District, Kodiak College, Kodiak Arts Council and Alutiiq Museum. Specific strategies support pre-service and early career professional development in arts discipline-based, arts integration and culturally responsive arts teaching methodologies for pre-service and new teachers. Munartet is an Alutiiq word which means “artists,” and this project aspires to bring out the artist within each teacher to teach in and through the arts and culture in Kodiak.

The underlying foundation of this plan is a long-term, sustainable partnership between the four Kodiak partners. Kodiak Island Borough School District, Kodiak College, the Kodiak Arts Council and the Alutiiq Museum already have long-term relationships with a variety of project-based collaborations to various ends. This partnership is the first long-term, mutually reinforcing effort undertaken by these agencies. ASCA will serve as intermediary and project support by providing a Project Manager and re-granting Margaret A. Cargill Foundation funds to the partners, as well as other operational activities of partnership support. As a statewide agency, ASCA is interested in how the learning gained through the

Munartet Project may intersect with ASCA's work to represent, support and advance the creative endeavors of citizens and agencies throughout Alaska. The intent is to provide opportunities to engage the Munartet partners with the arts and culture sector in Alaska for greater impact, as well as opportunities to engage with other Alaska MACF partnership teams for learning.

### **PREVIOUS LEGISLATIVE CONSIDERATION**

There has been no prior legislative consideration for this project.

### **TIMING ISSUES**

In August 2015, after a period of planning that was supported by a \$120,000 grant from the MACF, ASCA submitted the proposal for implementation of the Munartet Project. The application is currently being reviewed by MACF, and it is expected that final approval for the grant will be completed in November 2015.

Though ASCA has not yet received final confirmation of the grant award, the grant activities are set to begin December 2015, and will be ongoing over a period of two years. Following that two-year period, ASCA will have the opportunity to apply for additional funding in support of the Munartet Project with a total potential for support over nine years. As such, ASCA is currently seeking a permanent increase to SDRP authority, starting in FY2017.

ASCA is requesting \$800,000 in additional SDRP authorization for FY2016. According to the MACF, the payment structure for this two-year grant program will be broken into two payments: the first payment of 60% of total funds at the time of the award (December 2015) and the second payment of the award balance at the mid-point of the project. Due to ASCA cultivating partnerships through private entities, there are continuous opportunities to apply for private funding grants. Given the variable nature of the unanticipated timing and funding level of grant receipts, it is difficult to precisely align authorization.

### **BUDGETARY ISSUES**

The Department of Education and Early Development respectfully requests additional SDRP authorization for the grant awarded by the Margaret A. Cargill Foundation for the Alaska Arts Education Planning Partnership Project. Anticipated funds to be received in FY2016 will be allocated to: personal services \$15,000, non-grant \$160,000 (Travel: \$20,000; Contractual: \$97,000; Services and Indirect Costs: \$43,000); and grants \$625,000. There is no general fund match requirement, and no new positions are needed for this request.

<b>SDPR BUDGET</b>	<b>Authorization Total</b>
<b>FY2016 Budgeted SDPR</b>	<b>421,200</b>
<b>FY2016 Grants:</b>	
Rasmuson Foundation Grants Under Contract	380,000
Other Grants in Process (Conoco Phillips and Rasmuson)	41,200
Margaret A Cargill Foundation Grants Under Contract	800,000
<b>TOTAL GRANTS</b>	<b>1,221,200</b>
<b>SDPR RPL Request</b>	<b>800,000</b>

Approval of this request will enable ASCA to receive and expend grant funds that will be disbursed to eligible organizations and professional service providers in Alaska for the purpose of facilitating an arts education partnership in support of teacher preparation and professional development, and arts education in Alaska. This funding opportunity aligns with the ASCA's long-term plans and mission to foster the development of the arts for all Alaskans through education, partnerships, grants, and services.

**Legislative Finance Analyst Comment:** The enacted FY16 SDPR budget is actually \$421.6, bringing the overall total to \$1,221.6 with the approval of this RPL. Although the Margaret A. Cargill Foundation (MACF) Arts & Cultures, Education, Alaska Subprogram has not given final, written confirmation that the \$800.0 has been awarded, multiple levels of review have occurred and it is fully anticipated that the November meeting of that body will provide the final funding award. At that point, the project period will immediately begin. The FY17 Governor's budget request from the department is expected to reflect the continuation of this award.

No general funds are required and no additional staff are needed. Note, however, that \$15.0 is allocated to personal services, which could offset existing general funds. Legislative Finance will look for a reduction in the FY17 budget request.

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32	Maintenance			
33	EED State Facilities Rent	2,124,200		



**Department of Environmental Conservation  
Environmental Health  
Environmental Health Director**

<b>Subject of RPL:</b> Tsunami Marine Debris Cleanup	<b>ADN/RPL #:</b> 18-6-0360
<b>Amount requested:</b> \$ 950,000	<b>Appropriation Authority:</b> Sec 4, Ch 16, SLA 2013, pg 105, ln 28
<b>Funding source:</b> \$ 950,000 Federal Receipts (1002) <b>Capital</b>	<b>Statutory Authority:</b> AS 46.03.020

**PURPOSE**

The Department of Environmental Conservation (DEC) anticipates receiving up to \$950,000 from the National Ocean & Atmospheric Administration (NOAA) for marine debris cleanup activities related to the tsunami that struck Japan in March 2011. The Department expects to receive this funding allotment by January 1, 2016.

**PREVIOUS LEGISLATIVE CONSIDERATION**

The Division of Environmental Health received \$1,000,000 federal receipt authority in FY2013 and an additional \$1,500,000 in FY2015. A total of \$2,500,000 in federal funds has been received and obligated to date, fully utilizing the receipt authority available for tsunami-generated marine debris cleanup efforts.

**Legislative Fiscal Analyst Comment:** In addition to the federal funding referenced above (\$1 million in the FY13 supplemental/capital budget plus \$1.5 million associated with Department of Environmental Conservation RPL 18-5-0360), funding for this effort was appropriated through the Department of Commerce, Community & Economic Development as grants to named recipients.

- In FY14, \$1 million in general funds was awarded to contractor *Gulf of Alaska Keeper* for Japan tsunami marine debris removal.
- In FY15, \$106.0 in general funds was granted to the *Alaska Marine Stewardship Foundation* for removing marine debris from the 2011 Tohoku Tsunami.

These grants did not involve the Department of Environmental Conservation.

**TIMING ISSUES**

On February 7, 2013 the Department of Environmental Conservation signed a Memorandum of Agreement with NOAA outlining the process by which NOAA may provide funding to the State of Alaska to conduct marine debris activities on state, tribal, or federal lands or waters, in response to the Great East Japan Earthquake of March 2011. That agreement provides a mechanism by which NOAA may transfer funds from the Government of Japan to the State of Alaska to fund marine debris cleanup activities.

The Division of Environmental Health submitted a request for \$950,000 in federal funds from the NOAA in September 2015. Funds are expected to be awarded and received in January 2016. Immediately after the Notice of Award is received from NOAA, division staff will begin the formal procurement process in order to obligate these funds to contractors experienced in

marine debris cleanup activities. Contracts will be finalized in April 2016 and cleanup activities will occur between May and September 2016.

The Division of Environmental Health lacks sufficient federal authority in FY2016 to receive the anticipated award. Federal authority in the amount of \$950,000 is requested as a capital project starting in FY2016 and lapsing under AS 37.25.020.

### **BUDGETARY ISSUES**

Increased federal receipt authority will allow the department to continue performing in accordance with Administrative Order No. 263, requiring the Department of Environmental Conservation to coordinate and publically distribute information about the Japanese tsunami marine debris and the subsequent cleanup efforts.

No general funds are required for this work and no new positions are required at this time. The majority of these anticipated funds will be expended on contractual services to conduct marine debris cleanup activities during the summer 2016 season.

***Legislative Fiscal Analyst Comment:*** There are no technical issues with this RPL. The LB&A Committee has occasionally expressed a desire to defer RPLs until the regular legislative session/supplemental process when 1) funding has not been received and/or 2) funding will not be spent immediately. Given

1. The noncontroversial nature of the RPL—federal funds added to an existing capital project with no general funds or positions required,
2. The January 1, 2016 anticipated date of receipt of funding,
3. The desirability of having contracts in place before May 2016, and
4. The potential delay of supplemental appropriations due to extension of the session,

the committee may wish to consider this RPL at its November 17 meeting.

\* **Sec. 4.** The following appropriation items are for supplemental capital projects and grants from the general fund or other funds as set out in section 5 of this Act by funding source to the agencies named for the purposes expressed and lapse under AS 37.25.020, unless otherwise noted.

	Appropriation	General	Other
	Allocations	Funds	Funds
	* * * * *	* * * * *	
	* * * * * <b>Department of Administration</b> * * * * *		
	* * * * *	* * * * *	
Alaska Geologic Materials	17,500,000	15,000,000	2,500,000
Center Replacement			
Facility Phase 2 of 4 (HD			
1-40)			
	* * * * *	* * * * *	
* * * * * <b>Department of Commerce, Community and Economic Development</b> * * * * *			
	* * * * *	* * * * *	
Petersburg Borough	600,000	600,000	
Organizational Grant (HD			
31-32)			
<b>Alaska Energy Authority -</b>			
<b>Energy Generation Projects</b>			
Susitna-Watana	95,200,000	95,200,000	
Hydroelectric Project (HD			
7-30)			
	* * * * *	* * * * *	
* * * * * <b>Department of Environmental Conservation</b> * * * * *			
	* * * * *	* * * * *	
Tsunami Marine Debris	1,000,000		1,000,000
Cleanup (HD 1-40)			

Statement of Work- Annex 005  
STATE OF ALASKA  
Department of Environmental Conservation  
NOS Agreement Code: MOA-2013-005/8626  
Marine Debris Division Office of Response and Restoration  
National Ocean Service  
National Oceanic and Atmospheric Administration  
U.S. DEPARTMENT OF COMMERCE

**A. PROJECT DESCRIPTION**

**1. Activity Category**

Funds in this Annex will support the collection, removal, and disposal of inert marine debris (plastic, line and net, foam, building materials, containers, derelict vessels, etc.) from priority shorelines impacted by Japanese Tsunami Marine Debris (JTMD). Invasive species encountered during operations will be reported and removed as necessary.

**2. Objective**

Our objective for this proposal is to fund the collection, removal, and disposal of all tsunami marine debris in priority shorelines in the Prince William Sound and Eastern Gulf of Alaska regions.

**3. Summary of Past Annex Activities**

**a. Annex 002 (2014 – 2015)**

Annex 002 funding supported nine debris projects and an extensive aerial survey of the Gulf of Alaska. Although procurement and permitting complications delayed the starting dates for several projects, by the close of the 2014 debris season more than 20 tons of debris had been removed and recycled, repurposed, or disposed of in landfills. Additionally, 252 tons of debris (in 1,900 super sacks and dozens of consolidated bundles) were safely cached on shorelines or in storage yards for removal in 2015 (see Annex 003 below). By the end of 2014, the aerial survey contractor had flown two-thirds of the impacted Alaska shorelines and had processed, analyzed, and downloaded over 5,000 images. The remaining shoreline flights in Southeast Alaska were completed in May 2015 and the resulting final images were processed, analyzed, and posted on the State of Alaska's interactive GIS map in June 2015. See <http://dec.alaska.gov/das/GIS/apps.htm>.

**b. Annex 003 (2015)**

Annex 003 funds were used for an unprecedented, large-scale debris removal effort involving state and federal agencies, private industry, and local and international non-profit organizations. This project was required to address the accumulation of tsunami marine debris in Alaska and British Columbia, and the lack of adequate disposal facilities available in these areas.

Super sacks and consolidated marine debris bundles were airlifted by helicopter from shorelines in Kodiak, the Gulf of Alaska, Prince William Sound, and British Columbia. The operation, which lasted approximately three weeks, required 1,176 helicopter trips to sling 3,397 super sacks and 717 consolidated bundles of marine debris from eleven locations onto a 300-foot barge. The debris included items collected and cached in 2014 in Government of Japan funded projects (see Annex 002), debris collected in 2015 projects (see Annex 004), and debris from projects funded by the State of Alaska, the Exxon Valdez Oil Spill Trustee Council, the National Park Service, and the Government of British Columbia, and non-profit organizations.

The barge *Dioskouroi*, assisted by the tug *M/V Billie H*, arrived in Seattle in early August with over 411 tons of marine debris. The debris was offloaded and it is currently staged for a sorting and recycling event in early October. This sorting will be done by hundreds of volunteers with the assistance of several experienced marine debris crew members from Alaska. The remaining non-recyclable debris will then be transported to Oregon by train for final disposal in a landfill.

The table below provides details about the locations and quantities of debris removed as part of this Annex. **NOTE:** Not all of the debris was originally collected using Government of Japan funds, but all of it was transported for final disposal on the barge/airlift operation funded by Annex 003.

Location	Site	Date	# Super Sacks	# Yd <sup>3</sup> Debris Bundles	# Helicopter Trips
Kodiak, AK - Sampson Dock	1	15-Jul	1,050	8	0
Afognak / Shuyak - Hogg Isl.	2	16-Jul	0	0	0
Afognak / Shuyak - Hogg Isl.	2	17-Jul	90	0	24
Barren Isl.	3	18-Jul	119	25	73
Elizabeth Isl.	4	19-Jul	24	2	10
Gore Point	5	19-Jul	70	18	33
Nuka Isl.	6	19-Jul	8	4	5
Kenai Fjords National Park	7	20-Jul	54	1	17
Montague Isl.	8	21-Jul	212	60	142
Montague Isl.	8	22-Jul	246	102	149
Montague Isl.	8	23-Jul	274	89	179
Montague Isl.	8	24-Jul	85	40	62
Kayak Isl. / Okalee Spit	9	25-Jul	270	64	101
Kayak Isl. / Okalee Spit	9	26-Jul	176	72	80
Kayak Isl. / Okalee Spit	9	27-Jul	370	115	170
Kayak Isl. / Okalee Spit	9	28-Jul	221	89	95
Wrangell-St Elias National Park	10	29-Jul	65	2	14
Vancouver Is., BC-Barkley Sound	11	4-Aug	63	26	22
<b>TOTAL</b>			<b>3,397</b>	<b>717</b>	<b>1,176</b>

### **c. Annex 004 (2015)**

Annex 004 funding supported tsunami marine debris removal projects in seven Alaska locations from Kodiak to Southeast. The debris from the Kodiak, Gulf of Alaska, and Prince William Sound projects was removed in the airlift/barge removal operation (see Annex 003). Shoreline activities began early in the 2015 field season. Projects which participated in the barge/airlift removal operation were completed by mid-July.

Projects in Southeast Alaska did not participate in the barge/airlift operation due to the availability of local disposal options. Several Southeast projects are still in progress as of the date of this document. All collected debris will be removed from the shorelines and transported to final disposal sites. No cached marine debris from these projects will remain on Alaska shorelines past October 1, 2015.

### **4. Current Request – Annex 005**

This Annex requests \$950,000 in Government of Japan funds for tsunami marine debris collection, removal, and disposal in 2016. Despite the huge quantities of debris that have been removed from Alaska shorelines since tsunami debris first started appearing in 2012, industrial quantities of debris are still accumulating. Foam clearly identifiable as tsunami debris continues to be a substantial percentage of the debris, and it is critical to remove it as quickly as possible because it becomes impossible to collect once it breaks down into small pieces and falls between cracks in nearly impenetrable log piles.

After several years of contracting cleanup operations in several Alaska regions, it is obvious where the main tsunami debris collector beaches are located. During the 2015 debris removal season, an experienced crew working the Kayak Island and Montague Island segments saw surges of debris rolling in even as they were actively cleaning the shorelines. Due to these unanticipated large surges of debris on these shorelines the State of Alaska allocated an additional \$45,000 to the projects. It is clear that additional collection efforts were necessary to address debris that accumulated between late 2014 and summer 2015, at rates much higher than in other areas.

These two areas alone contributed 1,854 super sacks and 631 consolidated debris bundles to the barge/airlift operation — nearly 2/3 of the total amount collected — although this includes some debris that was collected and cached in 2014.

To address this continuing influx of debris, Annex 005 fund will be used to fund a single project in 2016 to focus on Kayak and Montague Islands only. The RFP will require respondents to document their ability and experience in managing a project of this magnitude at these identified locations and will require detailed plans for how the collected debris will be transported to a final disposal site.

We expect that due to the quantity of debris anticipated in these areas and the difficulty of access due to terrain and surf conditions (see Project Methods below), a barge and airlift operation will be the preferred method of accomplishing this project.

## B. ORGANIZATION AND PRIMARY CONTACT INFORMATION FOR THIS ANNEX

### 1. Organization:

Name: Alaska Department of Environmental Conservation (ADEC)  
Type: State Government  
Web Address: <http://dec.alaska.gov/>  
Phone: 907-465-5289  
Street Address: 410 Willoughby Ave. Suite 303  
City, State, Zip: Juneau, Alaska 99801  
Congressional District: Statewide

### 2. Primary Contact:

Name: Elaine Busse Floyd  
Position/Title: Director, Division of Environmental Health  
Street: 555 Cordova St.  
City, State, Zip: Anchorage, Alaska 99501  
Phone: 907-269-7645 or 907-351-6266  
Email: [elaine.busse.floyd@alaska.gov](mailto:elaine.busse.floyd@alaska.gov)

## C. PROJECT LOCATIONS

Project locations for this Annex have been selected based the State's history of work with contractors in Alaska and the identification of the collector beaches that have the highest density of marine debris, are difficult to access by traditional means, and lack local disposal options. The project will be coordinated with landowners, resource managers, and tribal authorities, just as in 2014 and 2015. Permits and special use authorizations will again be obtained, and areas requiring species or habitat protection will be avoided.

Segment	Steller Sea Lion Protection Areas	State or Federal Management	Tribal Lands
(1) Kayak Island (West, East side)	X	USDA-FS	X
(2) Outer Montague	X	USDA-FS	X

## D. PROJECT TIMING

### 1. Start and End Dates

To maximize opportunities for good weather, shoreline debris removal operations will begin in early May. The barge/airlift portion of the project will likely occur in late June or July, depending on weather and in consideration of habitat and wildlife impacts, with disposal in Pacific Northwest landfill completed by the end of August. All aspects of debris collection, removal, disposal, and reporting will be completed by October 1, 2016.

## **2. Duration**

Beach crew work schedules (hours per day, days per month) are dependent on tides and weather in each location. Activity periods may be short in duration (1-4 hours) or long (10-18 hours). Some small pocket beaches can be cleaned in a few hours; other shorelines require days or weeks.

After the notice to proceed has been issued by the state, the entire project, is expected to take 2-4 months. This includes environmental review and permitting, mobilizing crew, securing sub-contracts, moving the helicopter, crew, and barge from beach to beach, collecting the debris, airlifting each load, and towing the loaded barge to the landfill in the Pacific Northwest.

## **3. Other Timing Considerations**

Permitting and consultation with NOAA and other resource and land managers must be satisfactorily completed before field activities commence. Weather, crew availability, the amount and type of debris on each beach, and the availability of protected anchorages and safe beach access will impact all project field activities.

## **E. PROJECT METHODS: MARINE DEBRIS REMOVAL AND DISPOSAL**

Cleaning marine debris on beaches occurs in three basic stages: collecting (extricating) and consolidating debris, hauling the collected debris to landing craft or barges (which are most often stationed offshore because of environmental conditions), and transporting debris for disposal at a landfill.

### **1. Beach Access, Debris Collection, and Consolidation**

Marine debris collection and consolidation in all project locations is done by crews walking along the shoreline and storm surge zones and picking up debris by hand. Marine debris is commonly collected in heavy duty bags called super sacks. These bags have handles for lifting and hauling the full bags. Although super sacks can hold up to 3,000 pounds, for marine debris projects they cannot exceed 600 pounds, which is the maximum that can be safely lifted by a small helicopter. However, because tsunami-generated marine debris with its high concentrations of foam has more volume than weight, full sacks average 200-400 pounds.

Some debris is too large to fit into super sacks, or it is more efficiently handled by being consolidated into large bundles of lines, nets, buoys, drums, piping, etc. that are roped together. Depending on the project location, as much as half of the marine debris is consolidated and roped into bundles rather than being collected in super sacks.

### **2. Removing and Transporting Marine Debris by Helicopter and Barge**

Accessing beaches to remove marine debris is risky and dangerous in much of the Gulf of Alaska. Most beaches that trap and hold debris are storm-wracked, surf-pounded, log-strewn, boulder-covered, kelp-draped, and treacherous. Even on dry, calm days, footing is perilous. When surfaces are wet and weather is stormy, conditions can be life-threatening. Heavy inflatables and skiffs with outboards can flip or swamp, causing serious injuries. Boats are damaged by being continuously pounded against the



rocks. Props and outboards are ruined. In some locations, such as the smaller efforts in 2014, surf is frequently calm, and debris can be safely and effectively transported off the beach by small landing craft. However, in many of the areas where large volumes of debris are found, such as on Montague Island and Kayak Island, removal by landing craft is problematic.

Before the tsunami marine debris inundated Alaska's shorelines, the cleanup methodology using landing craft and frequent transport was costly and sometimes dangerous, but the small scale of most efforts made it marginally effective. However, since the tsunami more than doubled the amount of debris on most of the Gulf of Alaska coast, it no longer makes sense to rely solely on this technique to remove marine debris.

By utilizing a super sack consolidation and airlift/barge removal process, efficiency, total production, and crew safety increase dramatically. For example, in 2013, in a 40-day period, experienced debris crews cleaned three miles of shoreline on northeast Montague Island. The first mile took 25 days because the debris was removed and shipped to Anchorage in four landing-craft loads. The last two miles were cleaned in just 15 days because the debris was placed in super sacks and stored for later removal. Because two crew members were no longer occupied driving a landing craft to and from port, they were available for cleanup, and the rest of the crew no longer had to spend every other day loading a landing craft. All the effort went directly to extricating and consolidating debris for later shipment. Cleanup efficiency immediately increased at least two-fold.

If the primary goal of marine debris cleanup is environmental remediation and protection, the airlift/barge method is the most effective. It immediately removes the debris from surf and storms that grind it into environmentally destructive pieces, allows for much larger quantities to be removed in short field times, and is safer for everyone involved.

The Budget Narrative in this request provides more information about the efficiencies and cost effectiveness of this method.

### **3. Disposal**

As described in past Annexes, disposal of marine debris in Alaska is problematic, if not impossible in many cases. Especially for the beaches that accumulate the highest densities of debris, "local" landfills are several hundred miles away by boat and road. Most of those landfills cannot handle the high volume of debris particularly when it consists of so much foam (which has increased substantially since the tsunami).

For years, the Anchorage landfill was the principal disposal site for marine debris from the Prince William Sound and Gulf of Alaska areas, even though debris from the nearest major shoreline collection site - the northeast end of Montague Island - had to be transported 100 miles by water and then an additional 70 miles by road to reach the landfill. In 2014, the Anchorage landfill unexpectedly announced that lines and nets will be accepted only if chopped into lengths of four feet or less, because longer lengths become entangled in the axels, hydraulics, and gears of landfill equipment. Due to

shoreline working conditions, safety concerns, time constraints, and costs, it is not realistic for marine debris removal crews to separate debris or cut the nets and lines into acceptable lengths in the field. This effectively closes the Anchorage landfill to marine debris collected in Alaska.

Many other landfills are also unavailable for tsunami marine debris disposal. The Kodiak landfill refuses to accept marine debris. The Kenai Peninsula borough will accept marine debris only from the Kenai Peninsula. Other small coastal communities have also closed their landfills to marine debris. Therefore, the only practicable way to dispose of much of Alaska's marine debris is to ship it to facilities outside Alaska for recycling and disposal.

In 2015, a state contractor successfully utilized the barge/airlift method to deliver over 411 tons of marine debris to Seattle. Following a massive recycling effort, the remaining debris will be shipped by train to an Oregon landfill. This proof of concept at such a large scale further demonstrates the feasibility of utilizing landfills in the contiguous United States for disposal of Alaska marine debris.

#### **4. Mitigation**

The overall goal of marine debris removal and cleanup activities is to minimize environmental impact, in consultation with all applicable resource and land management agencies. Mitigation measures for protected species and habitats are determined for each project. The primary mitigation measure will be avoidance, which is feasible given the large amount of shoreline requiring removal in each targeted priority area. Approval for access by land and resource managers will be reconfirmed based on planned operations in 2016.

Other mitigation measures may include operating at higher elevations when the helicopter moves between land and the barge, maintaining minimum distances from wildlife, avoiding areas during critical times, and reporting and avoiding potentially historical sites.

#### **5. Permits and NEPA Compliance**

State contractors will first inform NOAA prior to undertaking any activity in areas where there are protected species, where disturbance of protected habitat is possible, or where there are other environmental effects. The state will not authorize contractors to undertake field activities until NOAA indicates that all required federal analyses or consultations occurred in compliance with the National Environmental Policy Act, the Endangered Species Act, or other relevant federal rules. Contractors will also be required to comply with other standards and permits required by land ownership entities.

#### **F. PROJECT MEASURES**

Documentation of the progress of cleanups on the targeted beaches will include length of shorelines and number of pocket beaches cleaned, and weight, volume, and composition of marine debris collected, removed, and disposed.

## G. BUDGET PROJECTION

### 1. Total Amount Requested

The State of Alaska is requesting \$950,000 for a 2016 tsunami marine debris collection, removal, and disposal project.

### 2. Budget Table

Budget Category	NOAA Funds	Matching Contributions	Total Expense	Nature of (cash or in-kind) and Source of Match
Personnel	\$27,300		\$27,300	
Travel	\$900		\$900	
Equipment	\$0		\$0	
Supplies	\$0		\$0	
Contractual	\$913,000		\$913,000	
Other (Indirect Cost)	\$8,800		\$8,800	
<b>TOTAL</b>	<b>\$950,000</b>		<b>\$950,000</b>	

### 3. Budget Narrative

#### a. Contractual Costs

The majority of the requested funds would support a state issued contract to clean shorelines on Kayak and Montague Islands and dispose of the collected debris in an approved landfill facility. As detailed below under Cost Justifications, the method will involve helicopter support to transfer loaded super sacks from the beaches to a barge anchored off shore, which will then travel to a landfill in the Pacific Northwest where this quantity of debris can be accommodated.

The initial estimate is that \$500,000 of this request will be allocated for direct shoreline debris cleanup efforts on Kayak Island and Montague Island. This amount would fund two crews working 20 days, or 40 crew-days. Each crew, with the required wages, insurance, boats, fuel, supplies, and helicopter support (to transport the crew to shore in areas where it is unsafe to do so by landing craft), will cost an average of \$12,500 per crew, per day.

The state estimates that \$300,000 of this request will be allocated to the tug and barge, which will include securing the barge for the estimated 20 days of transport time from Alaska to the Pacific Northwest disposal area, and 4-5 days for standby time as it is being loaded, and for traveling between the project locations. In Annex 004, the state's contractor secured a much larger barge for \$17,000 per day. That was required due to the volume of debris that was collected from 11 locations throughout the Gulf of Alaska, as well as for the 252 tons of debris that had been cached in 2014. In 2016, a much smaller, locally sourced barge will be used, resulting in a lower estimate of barge costs.

Helicopters for loading the collected debris onto the barge will cost an estimated \$68,000. Two Robinson 44 helicopters with fuel cost approximately \$12,000 per day. Larger helicopters (A-Star or Long Ranger) with fuel cost \$16,000 per day and may be used selectively to sling heavier loads. Helicopter ground support crew will cost approximately \$2,000 per day. Costs are therefore estimated at \$17,000 per day total for the 4 day barge loading period.

Once the barge arrives at the Pacific Northwest, the state estimates \$45,000 in transportation and tipping/disposal fees based on 120 tons of collected debris.

#### **b. Personnel, Travel, and Indirect Costs**

All the previously allocated Government of Japan funding that Alaska has received (\$2.5 million) has been fully committed to contracts for tsunami marine debris removal and disposal. Since 2013, the Alaska Department of Environmental Conservation (ADEC) has used state general funds, not Government of Japan funding, for a professional level 1.0 FTE to develop and manage the tsunami debris program.

At this stage of the program, the work to develop protocols, assess priority shorelines, map and analyze aerial photos, and lay the groundwork for the Japanese Tsunami Marine Debris program has been completed. In 2016, a 0.25 FTE position will continue this program with the additional funds received through this Annex. As in prior years, this position will also be assisted by the dedication of smaller percentages of time for supporting positions within ADEC (e.g., the Director of the Division of Environmental Health and support personnel in procurements, accounting, and hazardous waste management).

ADEC's intent is to continue to use state funds for the 0.25 FTE position, travel, and indirect costs. However, if state funds become unavailable or insufficient for these support costs, ADEC is seeking authorization to use funds from this Annex for the personnel and support costs.

#### **c. Cost Justifications**

At first impression, removing debris by airlift and barge seems more costly than traditional methods. However, in small landing-craft-based operations in the Gulf of Alaska, nearly half the crew time is spent hauling debris across treacherous beaches, loading it into skiffs, moving it to offshore vessels, and transporting it long distances to port. Actual beach cleanup time is limited.

Although barge/airlift debris removal *is* expensive, it is safer and significantly more efficient than multiple small vessel-based manual efforts. For example, landing-craft removal of 30 super sacks and large, loose debris items from Gore Point would take 15 days, while the same debris could be removed in a one-day, 10 hour airlift. Similarly, removing 30 landing craft loads of debris from Montague Island will take 90 days, or it can be moved in three days in an airlift. Furthermore, because no major landfill in Alaska will accept large quantities of marine debris, even if landing craft were used to remove the debris from the shorelines, it must still be bagged for transport by barge to a landfill outside Alaska.

Barge/airlift removal is not only safer, it allows cleanup crews to spend more time cleaning beaches rather than hauling debris and handling it several times before it is recycled or landfilled.

The safe and successful completion of the 2015 barge/airlift operation funded by Annex 003 documented not only the efficiencies of scale of this method, but also the significant cost effectiveness.

The barge carried 822,400<sup>1</sup> pounds of debris out of Alaska. Additional debris was collected in British Columbia, but accurate tonnage calculations were not available after it was loaded. The collection, transportation, and disposal of debris from Alaska was paid for by:

- 2015 GoJ funded contract for the barge/airlift operation (\$900,000)
- 2015 contribution to barge/airlift operation by Gulf of Alaska Keeper, et al (\$100,000)
- 2015 GoJ funded contracts for projects in Kodiak, Central Gulf, Eastern Gulf, and Prince William Sound areas (\$390,000)
- 2014 GoJ funded contracts for projects in Kodiak, Central Gulf, Eastern Gulf, and Prince William Sound areas (\$570,905<sup>2</sup>)
- Other non-GoJ funded cleanup projects by Gulf of Alaska Keeper, Island Trails Network, the National Park Service, etc. (\$500,000<sup>3</sup>)

<sup>1</sup> The weight of debris is measured using the beginning average draft of the barge before loading and the ending average draft after the last load, or in this case, after the last Alaska site was loaded. The different measurements are then applied to the *Dioskouroi* Tonnage Table, which was developed by marine architects specifically for the *Dioskouroi*, the barge that was used in this project. The contractor has stated that he believes the weight was underestimated in this case. However, having no other reliable means for measuring the weight of the debris on the barge, we are using this number. By using a lesser weight than what might be the actual weight, we are erring on the conservative side – adding all the costs, but possibly not all of the weight.

<sup>2</sup> In 2014, the \$570,905 in contracts resulted in *some* landfill disposal of the debris – that is, not all of it was cached for removal in 2015. By including the full amount of the cost of these cleanups, we stay on the conservative side of this estimate. Again, we add all the costs, but not all the weight that was collected by those funds.

<sup>3</sup> We do not know the exact total amount spent by all the other entities in non-GoJ funded projects which contributed debris to the airlift/barge operation. The amount provided above is based on the number of projects and amount of debris collected by Gulf of Alaska Keeper, Island Trails Network, and the National Park Service. It should be noted that this number would have to be nonsensical to even begin to get into the range of per pound costs experienced in Southeast Alaska. For example, if the non-GoJ funded projects cost *ten times more* than the estimated half million dollars, the cost per pound would still only be \$8.46 per pound. This compares to \$14.78-\$17.36 per pound for Southeast Alaska projects.

Barge/ Airlift Contract	\$900,000	\$900,000	\$900,000	\$900,000	\$900,000	\$900,000	\$900,000	\$900,000	\$900,000
GoAK Contribution to Barge/Airlift	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000
2015 Clean Up Contracts	\$390,000	\$390,000	\$390,000	\$390,000	\$390,000	\$390,000	\$390,000	\$390,000	\$390,000
2014 Clean Up Contracts	\$570,905	\$570,905	\$570,905	\$570,905	\$570,905	\$570,905	\$570,905	\$570,905	\$570,905
Non-GoJ Project Costs	\$250,000	\$500,000	\$1,000,000	\$1,500,000	\$2,000,000	\$2,500,000	\$3,000,000	\$4,000,000	\$5,000,000
<b>TOTAL PROJECT COST</b>	<b>\$2,210,905</b>	<b>\$2,460,905</b>	<b>\$2,960,905</b>	<b>\$3,460,905</b>	<b>\$3,960,905</b>	<b>\$4,460,905</b>	<b>\$4,960,905</b>	<b>\$5,960,905</b>	<b>\$6,960,905</b>
<b>TOTAL POUNDS</b>	822400	822400	822400	822400	822400	822400	822400	822400	822400
	\$2.69	\$2.99	\$3.60	\$4.21	\$4.82	\$5.42	\$6.03	\$7.25	\$8.46

In summary, over 822,400 pounds of debris was collected, transported, and disposed of for \$2,460,905, or \$2.99 per pound. If the British Columbia weights were known and added into the total weight, the cost per pound would drop.

In comparison, in 2014, projects in Southeast Alaska which had access to local landfills, were less efficient and much less cost effective. NOTE: 2015 debris totals are unavailable, as the projects are in currently in progress.

- Cape Muzon: \$99,850, 5,750 pounds collected/disposed, \$17.36 per pound
- Baker/Noyes: \$25,000, 1,500 pounds collected/disposed, \$16.67 per pound
- Kruzof: \$170,000, 11,500 pounds collected/disposed, \$14.78 per pound

In these examples, it should be noted that the same contractor worked on the barge/airlift operation and two of the three Southeast projects, so it is not just a matter of different contractors that results in the large difference in cost per pound.

#### **d. Leveraged Funds**

There may be additional funds available to support debris collection and removal activities in 2016, as funds may be forthcoming from the Exxon Valdez Oils Spill Trustee Council, NGO supporters, and NOAA Community-based Marine Debris Removal grants.

Additionally, the National Park Service and British Columbia may again contribute to the barge and helicopter costs if they add debris from their locations. In 2015, these entities contributed 179 super sacks and 29 consolidated bundles of debris to the barge/airlift operation funded by Annex 003.

#### **e. Funding in Other States**

The State of Alaska understands that this request, as well as the cumulative funds approved in previous Annexes, further consumes the limited pool of money gifted by the Government of Japan with the intention to support all states affected by the 2011 tsunami. However, we understand that the other states have not fully utilized their initial allotment of \$250,000 each and there are no pending statements of work or other requests for this funding.

Through our work in previous Annexes, Alaska has clearly demonstrated that industrial quantities of tsunami debris continue to impact thousands of miles of Alaskan shoreline and we have consistently used these funds as intended for assessment of debris impacts and direct cleanup and disposal operations. This request builds on those years of knowledge and successful outcomes, and makes the most efficient and cost effective use of the financial resources generously donated by Japan.

## Approval Signatures

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David Westerholm  
Director, Office of Response and Restoration, NOAA

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Date

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Elaine Busse Floyd  
Director, Division of Environmental Health, ADEC

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Date