

**CBJ DOCKS & HARBORS BOARD**  
**OPERATIONS/PLANNING COMMITTEE MEETING AGENDA**  
**For Wednesday, April 17th, 2019**

- I. Call to Order** (5:00 p.m. at the Port Field Office)
- II. Roll Call** Don Etheridge, Bob Janes, Budd Simpson, David McCasland, James Becker, Bob Wostmann, Christopher Dimond, Mark Ridgway and Weston Eiler.
- III. Approval of Agenda**
- MOTION: TO APPROVE THE AGENDA AS PRESENTED OR AMENDED**
- IV. Public Participation on Non-Agenda Items** (not to exceed five minutes per person, or twenty minutes total)
- V. Approval of Wednesday, March 20th, 2019 Operations/Planning Meetings Minutes**
- VI. Consent Agenda** - None
- VII. Unfinished Business** - None
- VIII. New Business**

- 1. Transfer \$35K to H51-110 Visitor Information Kiosk Replacement Project  
Presentation by the Port Engineer

Committee Questions

Public Comment

Committee Discussion/Action

**MOTION: TO TRANSFER \$35,000 FROM THE DOCKS FUND BALANCE TO H51-110 VISITOR INFORMATION KIOSK REPLACEMENT PROJECT.**

- IX. Items for Information/Discussion**
  - 1. Territorial Sportsmen Inc – Resolution  
Presentation by the Port Director
  - Committee Discussion/Public Comment
  - 2. Launch Ramp Regulations  
Presentation by the Port Director

**CBJ DOCKS & HARBORS BOARD**  
**OPERATIONS/PLANNING COMMITTEE MEETING AGENDA**  
**For Wednesday, April 17th, 2019**

Committee Discussion/Public Comment

3. Lumberman - Update  
Presentation by the Port Director

Committee Discussion/Public Comment

4. Waterfront Policy Working Group – Update  
Presentaton by Port Director

Committee Discussion/Public Comment

5. Harris/Aurora Harbors Historic Determination  
Presentaton by Port Engineer

Committee Discussion/Public Comment

**X. Staff & Member Reports**

**XI. Committee Administrative Matters**

1. Next Operations/Planning Committee Meeting- **Wednesday, May 22nd, 2019.**

**XII. Adjournment**



# Port of Juneau

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155 S. Seward Street • Juneau, AK 99801  
(907) 586-0292 Phone • (907) 586-0295 Fax

**From:** *Carl J. Uchytel*  
Carl Uchytel, Port Director

**To:** Docks & Harbors Board

**Thru:** Docks & Harbors Operations-Planning Committee

**Date:** April 12<sup>th</sup>, 2019

**Re:** DOCKS FUND BALANCE TRANSFER REQUEST – VISITORS  
INFORMATION KIOSK REPLACEMENT

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1. The Visitors Information Kiosk Replacement project is currently under construction. During the course of excavation for the foundation and drainage system, unknown underground utilities including phone, data, and electrical vaults and cabling were discovered. The management of these systems within the design required additional work to prepare the site for the completion of the project.

2. The Docks Fund Balance is currently \$2.1M. I request approval of an appropriation ordinance to transfer \$35,000 from the Docks Fund Balance for construction of a new visitor information kiosk.

3. The following ordinance is scheduled for introduction at the April 22<sup>nd</sup> regular Assembly meeting:

Ordinance 2018-11(AJ) An Ordinance Appropriating to the Manager the Sum of up to \$35,000 as Funding for Visitor Information Kiosk Replacement Capital Improvement Project; Funding Provided by the Dock Fund's Fund Balance.

#



Post Office Box 32712 • Juneau, Alaska 99803

Telephone: (907) 789-2399 • Fax: (907) 586-6020

PND Engineers, Inc.  
9360 Glacier Hwy., Ste 100  
Juneau, AK 99801

April 10, 2019

**RE: Amalga Harbor Project**

To Whom It May Concern:

The Juneau-based Territorial Sportsmen, Inc. (TSI) was established in 1945 and currently includes about 1,100 members. Over the past seven decades, TSI has raised money for scholarships awarded to Juneau students heading to college or trade schools. Funds have been raised through TSI's annual Golden North Salmon Derby and its annual spring banquet. To date, TSI has awarded over \$1.8 million in scholarships. TSI has also raised money for and supported youth shooting sports, including local hunter education efforts.

TSI strongly supports outdoor recreational activities and has undertaken the construction of several cabins in remote parts of northern Southeast Alaska for public use and enjoyment. TSI has also lobbied for recreational access and for laws and regulations that benefit fish and wildlife populations and a broad variety of public uses and benefits, including boating access and opportunities.

At its April 8<sup>th</sup> meeting, TSI's Board of Directors discussed the proposed Amalga Harbor dock project. Two of our board members attended CBJ and PND's April 2<sup>nd</sup> public meeting at the Mendenhall Valley library to learn more about the issues and to listen to public testimony. Over the past several weeks, members of our board have also spoken with staff at ADF&G, DEC, and Alaska Glacier Seafoods, as well as with several members of the Juneau fishing and boating community. Additionally, they have conducted online research into Best Management Practices and the disposition of fish carcasses in several harbors throughout Alaska.

Based on information gleaned through research, discussions, and the public meeting, TSI's Board of Directors prepared and passed a resolution regarding the Amalga Harbor project. A copy of the resolution (TSI-R-2019-001) is attached for your information.

Given the listed factors, the resolution asks CBJ and ADF&G to remove the existing fish cleaning station at Amalga Harbor and make it illegal to clean fish or dump fish carcasses in the harbor. The resolution further asks that CBJ and ADF&G monitor the Amalga Harbor float activity in the absence of the fish cleaning station to determine whether the issue of boater congestion remains a problem. If so, the resolution asks CBJ and ADF&G to assess what further action would be needed to eliminate any lingering congestion issues. Further, given the well-known narrow and unsafe entrance to Amalga Harbor, the resolution asks CBJ and ADF&G to use D-J Access funds to remove the submerged rock hazard at the south entrance to the harbor. And finally, the resolution asks CBJ to look into the possibility of developing a land-based fish cleaning station at Statter Harbor or elsewhere if other places are deemed better suited (where there is water, power, space, and staff) to accommodate anglers trailering boats from Amalga Harbor, Echo Cove, or elsewhere.

Thank you for considering TSI's input on this important access issue. Please let us know if you have questions about our position.

Sincerely,

A handwritten signature in black ink, appearing to read 'Ryan Beason', with a long horizontal flourish extending to the right.

Ryan Beason  
Vice president, TSI

*A copy of this letter and resolution has also been submitted electronically to  
bivanowicz@pndengineers.com*

**A RESOLUTION BY  
THE TERRITORIAL SPORTSMEN, INC. BOARD OF DIRECTORS  
(TSI – R – 2019 – 001)**

**WHEREAS** the Amalga Harbor launch ramp and dock were originally built for launching and retrieving boats, **AND**

**WHEREAS** the original Amalga dock did not include a fish cleaning station, **AND**

**WHEREAS** a fish cleaning station was installed unilaterally by ADF&G several years after the dock was installed, in response to anglers cleaning fish on the dock, **AND**

**WHEREAS** no study or assessment of impacts was done at the time the fish cleaning station was installed, **AND**

**WHEREAS** ADFG has indicated that up to 40% of the Juneau-area sport-caught ground fish come through Amalga Harbor, resulting in a large number of carcasses, **AND**

**WHEREAS** Moeser's May 21, 2015 Amalga Fish Cleaning Station Project Feasibility report indicated that, "by measurement and observation at low tide, there was not sufficient area to either extend the existing float or locate a separate float for the fish cleaning activity within the basin," **AND**

**WHEREAS** Amalga Harbor is small and isolated and does not have tidal flushing capabilities to eliminate fish carcasses, **AND**

**WHEREAS** there are multiple guidelines, management measures, and Best Management Practices regarding the management of fish waste in marinas and harbors, including those by EPA, ADEC, NOAA, the Alaska Harbor Association, and Alaska Clean Harbors, **AND**

**WHEREAS** the proposed alternative for the Amalga Harbor dock fails to follow this guidance and flies in the face of the stated objectives, **AND**

**WHEREAS** pursuant to the Coastal Zone Act Reauthorization Amendments, the EPA set forth Management Measures for point source pollution in coastal waters that must be included in the State's coastal zone management plans, **AND**

**WHEREAS** the Fish Waste Management Measures under Marina and Boat Operation and Maintenance reads, "promote sound fish waste management through a combination of fish-cleaning restrictions, public education, and proper disposal of fish waste, **AND**

**WHEREAS** several Best Management Practices were developed by coastal states in response to this directive, all of which call for the elimination or reduction of fish waste within harbors, or providing collection points where fish waste can be hauled off and disposed of in deep water, landfills, or compost facilities, **AND**

**WHEREAS** CBJ has indicated that it is unable to collect and transport fish carcasses to deep water where flushing can occur, **AND**

**WHEREAS** the existing fish cleaning station produces unflushed carcasses, as well as congestion for boaters waiting to launch and retrieve boats, **AND**

**WHEREAS** unflushed carcasses create a food source for local food-conditioned bears, **AND**

**WHEREAS** CBJ and ADF&G have worked tirelessly for years to eliminate bear attractants in and around Juneau, **AND**

**WHEREAS** Amalga Harbor may be too small to accommodate additional dock installations without exacerbating boat crowding and congestion, **AND**

**WHEREAS** seine skiffs associated with DIPAC's chum fishery are expected to tie to the existing, or any lengthened, Amalga Harbor dock for extended periods during the seine fishery, **AND**

**WHEREAS** Juneau recreational boaters and anglers are interested in resolving the issue of harbor safety and congestion,

**BE IT THEREFORE RESOLVED** that CBJ and ADF&G remove the existing fish cleaning station from the Amalga dock and disallow any fish cleaning or carcass dumping in Amalga Harbor, **AND**

**BE IT FURTHER RESOLVED** that CBJ take action to make it illegal to clean fish or dump fish carcasses in Amalga Harbor.

**FURTHERMORE, WHEREAS** the fish cleaning station is believed to be the primary cause of carcasses in the harbor and boater congestion, **AND**

**WHEREAS** the value and utility of lengthening the dock is unknown,

**BE IT FURTHER RESOLVED** that CBJ assess the effectiveness of removing the fish cleaning station for resolving the issues, and, if not remedied, assess what additional steps, including the possibility of extending the dock, should be taken.

**FURTHERMORE, WHEREAS** submerged rocks at the entrance to Amalga Harbor are a safety hazard and contribute to the congestion of boats within the harbor,

**BE IT FURTHER RESOLVED** that ADF&G and CBJ use D-J Access funds to remove the rocks and expand the usable safe boating area within the harbor.

**FURTHERMORE, WHEREAS** Amalga Harbor is not suited to fish cleaning or carcass disposition,

**BE IT FURTHER RESOLVED** that CBJ assess development of land-based fish cleaning stations in the Statter Harbor parking lot or elsewhere if other locations are deemed better suited (where there is power, water, space, and staff) for use by anglers trailering boats from Amalga, Echo Cove, or elsewhere.

85.20.030 - Boat launch ramp fee and permit required; penalty.

- (a) Any person using one or more of the Douglas Harbor Boat Launches, the Harris Harbor Boat Launch, the North Douglas Boat Launch, the Statter Harbor Boat Launch, the Tee Harbor Boat Launch, the Amalga Harbor Boat Launch, the Echo Cove Boat Launch, or the Auke Bay Landing Craft Freight Ramp, to launch and recover recreational vessels, or use of the launch ramp for access by off-highway or other vehicles, or for any type of commercial use, must pay the applicable fee as provided by regulation and must display the launch ramp permit provided by docks and harbors upon payment of the fee.
- (b) Use of a boat launch ramp in violation of this section is a violation, subject to a civil fine.

(Serial No. 2007-58, § 2, 9-24-2007; [Serial No. 2013-15\(c\), § 11, 5-13-2013, eff. 6-13-2013](#).)

05 CBJAC 20.060 - Recreational boat launch fees.

- (a) *Launch ramp permit required.* A boat trailer owner or vehicle owner (when launching vessels without a trailer) will obtain any and all necessary launch ramp permits for using one or more of the Douglas Harbor Boat Launches, the Harris Harbor Boat Launch, the North Douglas Boat Launch, the Statter Harbor Boat Launch, the Amalga Harbor Boat Launch, and the Echo Cove Boat Launch to launch and recover recreational vessels. Use of the Kayak Launch Ramp at Amalga Harbor is free and does not require a launch ramp permit.
- (b) *Assessment of launch ramp permit fees.* Launch ramp permit fees will be assessed as provided in section (h) of this regulation.
- (c) *Payment of launch ramp permit fees.* An owner may pay the annual launch ramp permit fee at any time during the calendar year. The owner must pay the daily launch ramp fees in advance of use.
- (d) *Application requirements for all launch ramp permits.* An applicant can only purchase a launch ramp permit for trailer(s) or vehicle(s) the applicant owns. Each application for an annual launch ramp permit or supplemental launch ramp permit as provided in these regulations, must affirm the owner's home address by providing a valid driver's license and showing the address on the valid driver's license matches the address indicated on the trailer registration or vehicle registration. Trailers or vehicles with jointly registered owners require the same verification of driver's license address and vehicle or trailer registration address.
- (e) *Permit decal.* Each trailer plate number or vehicle plate number shall be displayed with an indelible marker on the permit decal.
- (f) *Additional launch ramp permits for owners of multiple trailers.*
  - (1) An applicant for a single annual launch ramp permit may obtain up to two supplemental annual launch ramp permits. Administrative fees apply to any and all requested supplemental launch ramp permits.
  - (2) If an applicant seeks to register a fourth trailer, the applicant must purchase an annual launch ramp permit. In purchasing this fourth annual launch ramp permit, the applicant may obtain up to two supplemental annual launch ramp permits. Administrative fees apply to any and all of these requested supplemental launch ramp permits.
  - (3) If an applicant needs additional launch ramp permits beyond the number outlined in (f)(1) and (f)(2) of this section, the applicant must purchase an annual launch ramp permit(s) for each additional trailer.
  - (4) Trailers titled by a business, corporation, partnership, or other legally binding relationship are not entitled to multiple trailer permits under this section.
- (g) *Launch ramp permits for vehicular use of launch ramps by non-trailer vessels.*



- (1) Vessels (including, but not limited to, kayaks, skiffs, canoes, rowboats, paddleboards, sailboats, inflatables and water toys) launched at facilities as outlined in section (a) of this regulation, to include the adjacent parking lots, are required to purchase a launch ramp permit.
  - (2) The launch ramp permit shall be conspicuously adhered to the vehicle in use at the facility.
  - (3) Individual vehicle owners will be provided the opportunity to obtain multiple additional launch ramp permits as provided in section (f) of this regulation. Administrative fees apply for all additional launch ramp permits.
  - (4) There are no additional fees for vehicles using the facilities noted in section (a) of this regulation which are not engaged in launching or recovering vessels.
- (h) *Recreational launch ramp permit fees.* Recreational launch ramp permit fees, including administrative fees, will be assessed as follows:
- Annual (January 1—December 31): \$90.00
- Daily: \$15.00
- Administrative fee for additional permit(s) or lost decal(s): \$5.00 each

( [Amended 7-15-2013, eff. 7-23-2013](#) ; [Amended 11-10-2015, eff. 11-17-2015](#) )

05 CBJAC 20.070 - Fees for commercial use of boat launches.

- (a) *Definition.* The fees assessed to an owner for using a Douglas Harbor Boat Launch, the Harris Harbor Boat Launch, the North Douglas Boat Launch, a Statter Harbor Boat Launch, the Amalga Harbor Boat Launch, the Auke Bay Loading Facility, and the Echo Cove Boat Launch for any type of commercial use.
- (b) *Fee.* A commercial user of the launch ramps must pay a fee prior to using a launch ramp as follows:  
Daily fee: \$30.00  
  
Annual fee (January 1—December 31): \$250.00 per trailer
- (c) *Freight use fee.* In addition to other fees set out in 05 CBJAC 20, a person using a launch ramp for freight use must pay the fees set out in this subsection. Freight use means the use of a launch ramp for any purpose other than launching and recovering a recreational vessel. The commercial use fee will be as follows:  
  
Commercial Use Fee:  
  
    \$60.00 for the first hour; and  
  
    \$30.00 for each additional hour
- (d) *Freight staging fee.* A person staging freight shall pay a fee of \$25.00 per 24-hour period per 1,000 square feet of staging area space or portion thereof used, except when the staging operation is less than four hours in duration.
- (e) *Special fee for launch ramp tour activities.* Persons using the launch ramps for tour activities are subject to additional fees established through the permit program established in 05 CBJAC 01.

(Amended 4-11-2005, eff. 4-19-2005; Amended 1-9-2006, eff. 1-17-2006; Amended 3-5-2007, eff. 3-13-2007; Amended 12-14-2009, eff. 12-22-2009; [Amended 7-15-2013, eff. 7-23-2013](#) ; [Amended 8-10-2015, eff. 8-18-2015](#) ; [Amended 11-10-2015, eff. 11-17-2015](#) ; [Amended 7-31-2017, eff. 8-8-2017](#) )

05 CBJAC 20.080 - Passenger-for-hire fee.

- (a) *Definition.* The fee assessed to a person conducting passenger-for-hire activities at Douglas Boat Harbor, North Douglas Boat Launch, Amalga Harbor Boat Launch, Echo Cove Boat Launch, Tee Harbor Launch Ramp, Harris Harbor, Harris Harbor Launch Ramp, Aurora Boat Harbor, Statter Boat Harbor, or Statter Boat Harbor Launch Ramp.
- (b) *Relationship to other fees.* This fee applies in addition to other fees set out in 05 CBJAC 020, except as follows:
  - (1) A person paying moorage fees for reservations moorage at Statter Harbor as set out in 05 CBJAC 25.040 shall not be required to pay this fee;
  - (2) A person paying freight use fees as set out in 05 CBJAC 20.070 shall not be required to pay this fee if the passengers are loaded at a launch ramp;
  - (3) A person conducting passenger-for-hire activities at the Douglas Boat Harbor Launch Ramps, North Douglas Launch Ramp, Amalga Harbor Launch Ramp, Tee Harbor Launch Ramp, and Echo Cove Launch Ramp are assessed fees as set out 05 CBJAC 01 in lieu of this fee; and
  - (4) A person conducting passenger-for-hire activities at the Intermediate Vessel Float or the Marine Park Lightering Float are assessed moorage fees as set out in 05 CBJAC 15 in lieu of this fee.
- (c) *Requirements.* The owner of a vessel must apply to and obtain a permit from the Harbormaster in order to conduct passenger-for-hire activities at Douglas Boat Harbor, North Douglas Boat Launch, Amalga Harbor Boat Launch, Echo Cove Boat Launch, Tee Harbor Launch Ramp, Harris Harbor, Harris Harbor Launch Ramp, Aurora Boat Harbor, Statter Boat Harbor, or Statter Boat Harbor Launch Ramp. Applications are available at any of the Docks and Harbor Department Offices. The Harbormaster is authorized to issue permits with reasonable conditions concerning insurance, operations, and the payment of fees.
- (d) *Inspected vessel fees.* The Harbormaster shall assess permit fees to the owner of a vessel engaged in passenger-for-hire activities that is regulated under Subchapter T and S of 40 CFR 33 as follows:
  - (1) Calendar year 2015 permit: \$300.00 per vessel plus \$1.25 per passenger each calendar day that one or more facilities is used for passenger-for-hire activity. Calendar year 2016 permit: \$400.00 per vessel plus \$1.50 per passenger each calendar day that one or more facilities is used for passenger-for-hire activity. Calendar year 2017 permit: \$500.00 per vessel plus \$1.50 per passenger each calendar day that one or more facilities is used for passenger-for-hire activity.
  - (2) Each calendar year after 2017, a fee equal to the previous year's fee adjusted by the Anchorage Consumer Price Index (CPI) as reported by the Alaska Department of Labor for the calendar year preceding the start of the moorage year, rounded to the nearest \$1.00 for the vessel permit and nearest \$0.10 per passenger, unless the docks and harbors board takes action to keep the fee the same as the previous year.
  - (3) No charge for non-profit use when approved by the Harbormaster on a case-by-case basis.
- (e) *Uninspected vessel fees.* The Harbormaster shall assess permit fees to the owner of a vessel engaged in passenger-for-hire activities that is not regulated under Subchapter T and S of 40 CFR 33 (OUPV - operator of uninspected passenger vessels) as follows:
  - (1) Calendar year 2015 permit: \$50.00 per vessel plus \$1.00 per passenger each calendar day that one or more facilities is used for passenger-for-hire activity. Calendar year 2016 permit: \$100.00 per vessel plus \$1.25 per passenger each calendar day that one or more facilities is used for passenger-for-hire activity. Calendar year 2017 permit: \$150.00 per vessel plus \$1.50 per passenger each calendar day that one or more facilities is used for passenger-for-hire activity.

- (2) Each calendar year after 2017, a fee equal to the previous year's fee adjusted by the Anchorage Consumer Price Index (CPI) as reported by the Alaska Department of Labor for the calendar year preceding the start of the moorage year, rounded to the nearest \$1.00 for the vessel permit and nearest \$0.10 per passenger, unless the docks and harbors board takes action to keep the fee the same as the previous year.
- (3) No charge for non-profit use when approved by the Harbormaster on a case-by-case basis.

(Amended 4-11-2005, eff. 4-19-2005; Amended 12-5-2005, eff. 12-12-2005; Amended 4-24-2006, eff. 5-2-2006; [Amended 7-15-2013, eff. 7-23-2013](#) ; [Amended 4-1-2015, eff. 4-8-2015](#) )

05 CBJAC 45.035 - Freight use of launch ramp facilities.

- (a) *Definition.* Under this section, freight use means any activity other than launching or recovering a recreational vessel at the Douglas Harbor Boat Launch, the Harris Harbor Boat Launch, the North Douglas Boat Launch, the Statter Harbor Boat Launch, the Amalga Harbor Boat Launch, and the Echo Cove Boat Launch.
- (b) *Approval required.* No person may conduct commercial freight loading operations without the approval of the Harbormaster. Operators shall provide at least 24-hour advance notice of intended use, unless such notice is waived by the Harbormaster.
- (c) *Payment of fees.* Operators shall pay fees as set out in 05 CBJAC 20.070.
- (d) *Summer restriction.* From May 1 to September 30, freight use is prohibited from noon on Friday to 10:00 pm on Sunday or 10:00 pm on Monday if Monday is a holiday.
- (e) *Winter restriction.* From October 1 to April 30, freight use is prohibited that unreasonably interferes with the recreational use of the launch ramp is prohibited.
- (f) *Statter Harbor restriction.* Freight use may not occur on more than one lane of the launch ramp. No freight is allowed if the tidal stage is less than four feet.

(Added 3-5-2007, eff. 3-13-2007)



DEPARTMENT OF THE ARMY  
ALASKA DISTRICT, U.S. ARMY CORPS OF ENGINEERS  
P.O. BOX 6898  
JOINT BASE ELMENDORF-RICHARDSON, AK 99506-0898

CEPOA-PM-C-ER

APR 24 2019

Ms. Judith Bittner  
State Historic Preservation Officer  
Office of History and Archaeology  
550 West 7<sup>th</sup> Avenue, Suite 1310  
Anchorage, AK 99501-3565

Dear Ms. Bittner:

The U.S. Army Corps of Engineers, Alaska District (USACE) plans to conduct future operational maintenance dredging and repair at two small boat harbors in Juneau, Alaska. In compliance with Section 106 of the National Historic Preservation Act of 1966 [36 CFR § 800.4(c)], the USACE has evaluated the historic significance of the Harris Harbor (JUN-1291) and Aurora Harbor (JUN-1292). Please find attached the USACE's determination that these harbors are **not eligible** for the National Register of Historic Places (NRHP). Per 36 CFR § 800.4(c)(2), the USACE seeks your concurrence on that the Harris Harbor (JUN-1291) and Aurora Harbor (JUN-1292) are **not eligible** for the NRHP. If you have any questions about the project, please contact Kelly Eldridge by phone at (907) 753-2672 or email at [kelly.a.eldridge@usace.army.mil](mailto:kelly.a.eldridge@usace.army.mil).

Sincerely,

A handwritten signature in black ink that reads "Kelly A. Eldridge".

Kelly A. Eldridge  
Archaeologist  
Environmental Resources Section

**Cc:**

Don Etheridge, Chair, Docks and Harbors Board, City and Borough of Juneau  
Gary Gillette, Board of Directors, Gastineau Channel Historical Society





®

**US Army Corps  
of Engineers**

Alaska District

**Civil Works  
Operations and Maintenance**

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**Determinations of Eligibility for Harris Harbor (JUN-1291) and Aurora Harbor (JUN-1292) in Juneau, Alaska**



**April 2019**

## **Statement of Confidentiality**

To protect fragile, vulnerable, or threatened cultural sites from disturbance, access to site-specific information from the Alaska Heritage Resources Survey is restricted or confidential. Distribution of those portions of this report that identify the location of cultural resources is to be limited to those with a legitimate need to know, such as appropriate personnel from the U.S. Army Corps of Engineers, Alaska State Historic Preservation Office, tribal entities, and other authorized researchers. Restricted or confidential information is withheld from public records disclosure per Alaska state law (AS 40.25.110) and the Federal Freedom of Information Act (PL 89-554). Information about site inventory may be restricted pursuant to AS 40.25.120(a)(4), Alaska State Parks Policy and Procedure No. 50200, the National Historic Preservation Act (PL 89-665; 54 USC § 300101), and the Archaeological Resources Protection Act (PL 96-95).

## Executive Summary

The Harris and Aurora Harbors are located along the Gastineau Channel in Juneau, Alaska. This report discusses the history of the harbors and evaluates their historic significance in compliance with Section 106 of the National Historic Preservation Act [36 CFR § 800.4(c)]. After applying the National Register criteria (36 CFR § 63) to the Harris Harbor (JUN-1291), the Alaska District, U.S. Army Corps of Engineers (USACE) has determined that it does not meet the requirements of the National Register Criteria for Evaluation. The USACE has also determined that the Aurora Harbor (JUN-1292) does not meet the requirements of the National Register Criteria for Evaluation. These two harbors are **not eligible** for the National Register of Historic Places. This report has been prepared to support project planning and provide relevant cultural resources documentation for future Federal undertakings.



## Table of Contents

1.0	Introduction.....	1
2.0	Historic Context.....	1
2.1	Harbors and Breakwaters .....	2
3.0	Harris Harbor (JUN-1291).....	3
4.0	Aurora Harbor (JUN-1292).....	5
5.0	Considerations of National Register Criteria for Evaluation.....	7
5.1	Application of National Register Criteria to Harris Harbor (JUN-1291).....	8
5.2	Application of National Register Criteria to Aurora Harbor (JUN-1292) .....	9
6.0	Conclusion .....	11
7.0	References.....	11

## List of Figures

Figure 1.	Location of Aurora and Harris Harbors in Juneau, Alaska. ....	1
Figure 2.	Dredging of Harris Harbor in 1939 (Alaska State Library, ASL-P359-035).....	4
Figure 3.	Aerial view of Harris Harbor, Juneau (USACE 2017).....	4
Figure 4.	Aerial view of the proposed Aurora Harbor location (USACE 1962).....	5
Figure 5.	Composite wave barrier at Aurora Harbor, Juneau (USACE 2019). ....	6
Figure 6.	Aerial view of Aurora Harbor, Juneau (USACE 2017). ....	7

## 1.0 Introduction

Section 106 of the National Historic Preservation Act (NHPA) of 1966 (formerly 16 USC § 470, now 54 USC § 300101 et seq.) and its implementing regulations require all Federal agencies to identify historic properties within an undertaking's area of potential effect [36 CFR § 800.4(b)]. The purpose of this report is to evaluate the historic significance of the Aurora Harbor and the Harris Harbor in preparation for future U.S. Army Corps of Engineers (USACE) undertakings under the Civil Works Operations and Maintenance Program [36 CFR § 800.4(c)]. Both harbors are located in Juneau, Alaska (Section 22, T41S, R67E, USGS Quad Juneau B-2 SE, Copper River Meridian; Figure 1).

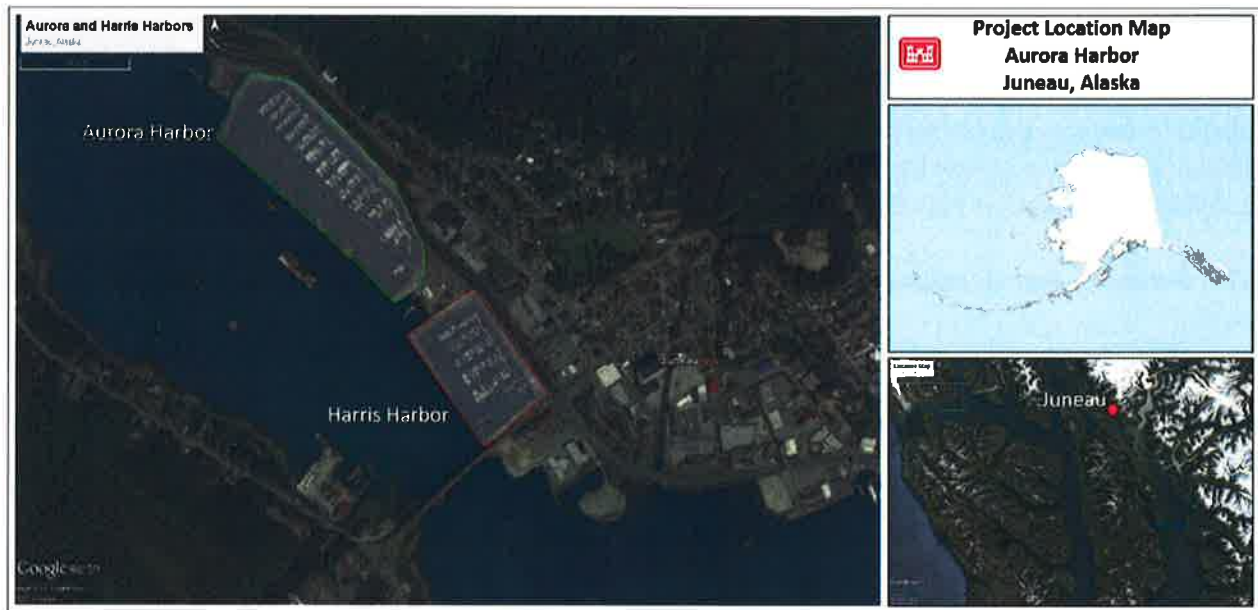


Figure 1. Location of Aurora and Harris Harbors in Juneau, Alaska.

## 2.0 Historic Context

The City of Juneau was incorporated in 1900; however, the area was already inhabited by the Áak'w Kwáan, and Euroamericans had been drawn to the region for decades. In 1880, Alaska's first major gold strike occurred when Joe Juneau and Richard Harris, with the assistance of local Tlingit, found gold in the Silver Bow Basin (Stefansson 1959; Haycox 2002). Subsequent gold mining spurred the development of the area, eventually resulting in the settlement of Juneau and Douglas. By 1890, the two communities boasted a combined five hotels, three lodging houses, two restaurants, 36 saloons, two drug stores, 13 general merchandise stores, two grocery stores, two barbers, a steam laundry, two stove and tinware stores, a shoe shop, two breweries, two jewelers, two fur and curio shops, two cigar factories, and a slaughterhouse and meat market. At the time of its incorporation, Juneau became the center of Federal activity in the Alaska Territory (Haycox 2002).

In the 1930s, Juneau supported a population of about 5,000 people, and was the primary supply and transfer point for a dozen gold mining and cannery settlements in the area (Jacobs and Woodman 1976). During World War II, Juneau served as a transshipment point for military

supplies and troop transports moving from Seattle, Washington, to Kodiak Island and the Aleutian Islands. In 1942, Juneau served a key role during the establishment of a military barge terminal in Excursion Inlet, 38 miles northwest of Juneau. Emphasis on temporary use of the harbor facilities at Juneau resulted in an expansion of the existing government dock including the purchase of the Fenner dock to secure additional space and buildings for use as warehouses. The upgrades were authorized on July 26, 1942 and were completed in early April of 1943. Juneau continued to serve as a transshipment point for materials needed for the war effort until the close of World War II in August 1945 (Mighetto and Homstad 1997).

In 1949, command of Army Corps of Engineers activity in Alaska was moved from Seattle to Fort Richardson in Anchorage. The newly-formed U.S. Army Corps of Engineers, Alaska District assumed responsibility for support of military and civil construction projects throughout the state and, in particular, the development of navigation improvements. The years following World War II can be characterized as a period of rapid growth and expansion of infrastructure related to water ways in the state (Mighetto and Homstad 1997). Between 1950 and 1960, Alaska's population grew by over 100,000 people; this decade represents the largest decade jump in Alaska's population between 1930 and 1970 (Ramirez et al 2016).

## **2.1 Harbors and Breakwaters**

Breakwaters are some of the earliest coastal structures to appear in the archaeological record. They were built to protect harbor entrances from wave energy and, in some cases, to aid in the defense of harbors. Breakwater construction has been recorded as early as 79 AD off the coast of Germany (Hill 2015). The first known "modern" breakwater was constructed at Cherbourg, France in 1784. The Cherbourg breakwater was constructed of wooden frames set in a cone shape which were then filled with stone (Tanimoto and Goda 2015).

The history of harbor and breakwater development in the United States is tied to the economic development of its coasts in association with population growth and the rise of the beach-going middle class during the late 1700s and 1800s. In the 1900s, development of mass public transportation systems and largely affordable automobiles also increased the rate of economic growth of coastal communities. Engineered breakwaters became important as valuable property built in the wake of modernization and expansion was lost to coastal erosion. However, up into the 1930s the construction of these erosion countermeasures and breakwaters was largely left to the states and local communities; as a result, many structures offered negligible protection or exacerbated the problem. In 1930, Public Law 520 was approved by the 71<sup>st</sup> Congress, authorizing investigations by the U.S. Army Corps of Engineers aimed at understanding coastal erosion and wave currents for the development of effective coastal marine infrastructure (Quinn 1977).

Breakwaters can be attached or detached from the shore and serve to protect inner waters against the effects of heavy seas and winds (DoD 1978). There are three basic configurations of breakwaters: (1) rubble-mound construction, (2) solid vertical walls, and (3) floating wave attenuators. Many breakwaters use a combination of these methods to create an effective barrier. Rubble-mound breakwaters are the most common type of breakwater used for nearshore protection, and a rubble-mound with vertical wall barriers is a common composite design (Sorum 2006).

Rubble-mound breakwaters are simple but robust engineering solutions designed to be reliable and require relatively little maintenance. They consist of a core of sand, gravel, or stone which is placed on the seabed to form the foundation of the structure. Large, irregular rocks known as rubble or riprap are then placed over the core to protect it from wave erosion. The size of the breakwater and the material used to construct it is dependent on the environment and expected wave action. Failures in the structure can include sloughing of riprap, erosion or sinking of core material, or displacement due to heavy wave action (Sorum 2006). Prior to 1950, the majority of the breakwater types in the United States were sloping face rubble-mound structures (Thorndike et al. 1966).

Solid vertical walls are breakwaters generally built of galvanized steel; they form a vertical barrier to counter wave action. Vertical barriers can be permeable or impermeable, and they offer flexibility in design and are resistant to seismic damage. An added benefit of vertical breakwaters is that they consume considerably less space than a traditional rubble-mound breakwater. Using a vertical wall maximizes the useable space in the basin over the traditional rubble-mound breakwater, which requires a 2:1 side slope (Sorum 2006).

### **3.0 Harris Harbor (JUN-1291)**

In the 1930s, the USACE began conducting investigations into the feasibility of navigation improvements in Gastineau Channel. The Seattle District Engineer recommended the construction of an 11.5-acre boat and floatplane basin protected by two rubble-mound breakwaters. In 1935, the Alaska Road Commission completed the construction of the Douglas Bridge across Gastineau Channel, allowing land access between Juneau and Douglas. In 1937, Congress authorized dredging and construction of a breakwater to serve both communities. The USACE completed the dredging of the "Small Boat Basin No. 1" and the construction of its breakwaters in December 1939 (Jacobs and Woodman 1976; Figure 2). The local Cole Brothers construction company built the docks in 1939, using a floating piledriver which they purchased from the Pacific American Fisheries at Excursion Inlet (CBJ 2019a). Today, Harris Harbor has 204 slips for small vessels (CBJ 2019b; Figure 3).



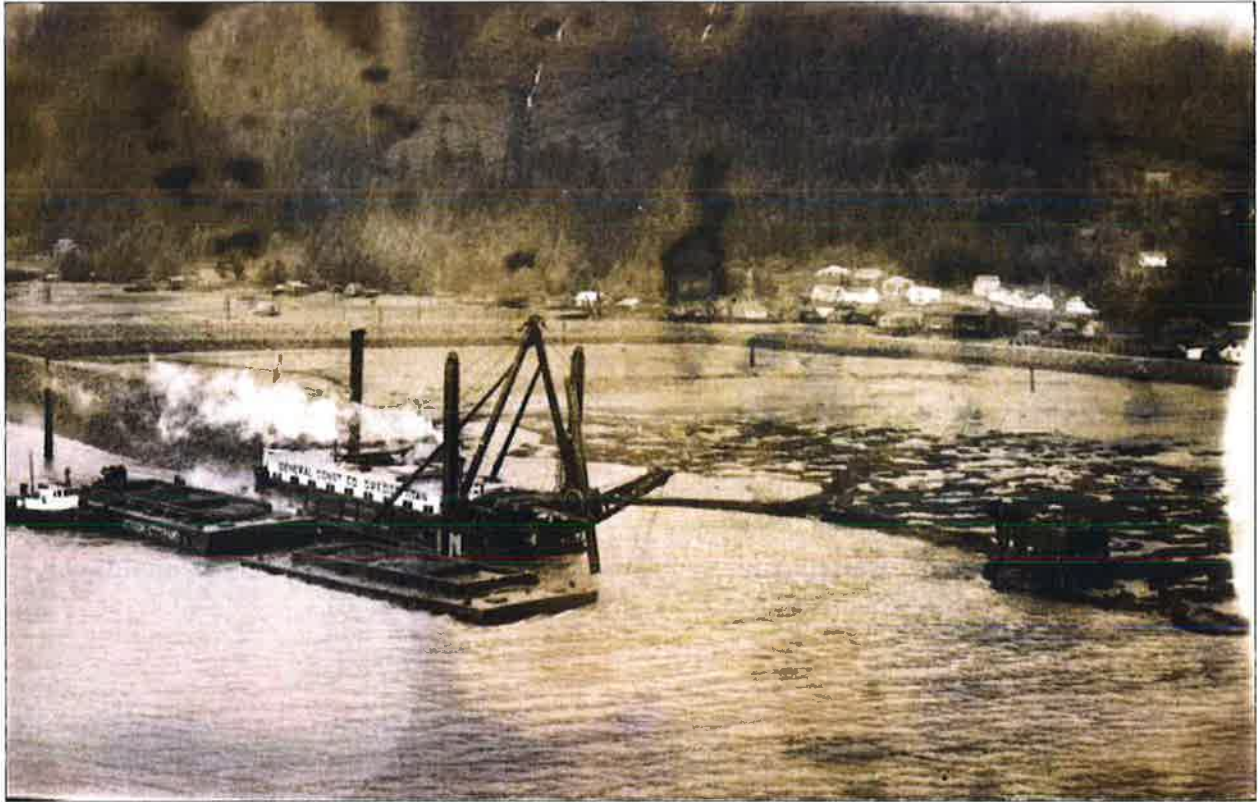


Figure 2. Dredging of Harris Harbor in 1939 (Alaska State Library, ASL-P359-035).



Figure 3. Aerial view of Harris Harbor, Juneau (USACE 2017).

#### 4.0 Aurora Harbor (JUN-1292)

In 1960, the Alaska District Engineer recommended that a second small boat basin be constructed in Juneau (Jacobs and Woodman 1976; Figure 4). The USACE finished dredging the Aurora Harbor basin in March 1963 and the main breakwater was completed in February 1964. Although the initial engineering plans called for a 670-foot (ft) long jetty on the north side of the harbor and a 1,150-ft long wave barrier, during construction the composite rubble-mound and vertical wall wave barrier was extended to 1,500 ft (USACE 1962, 1963).

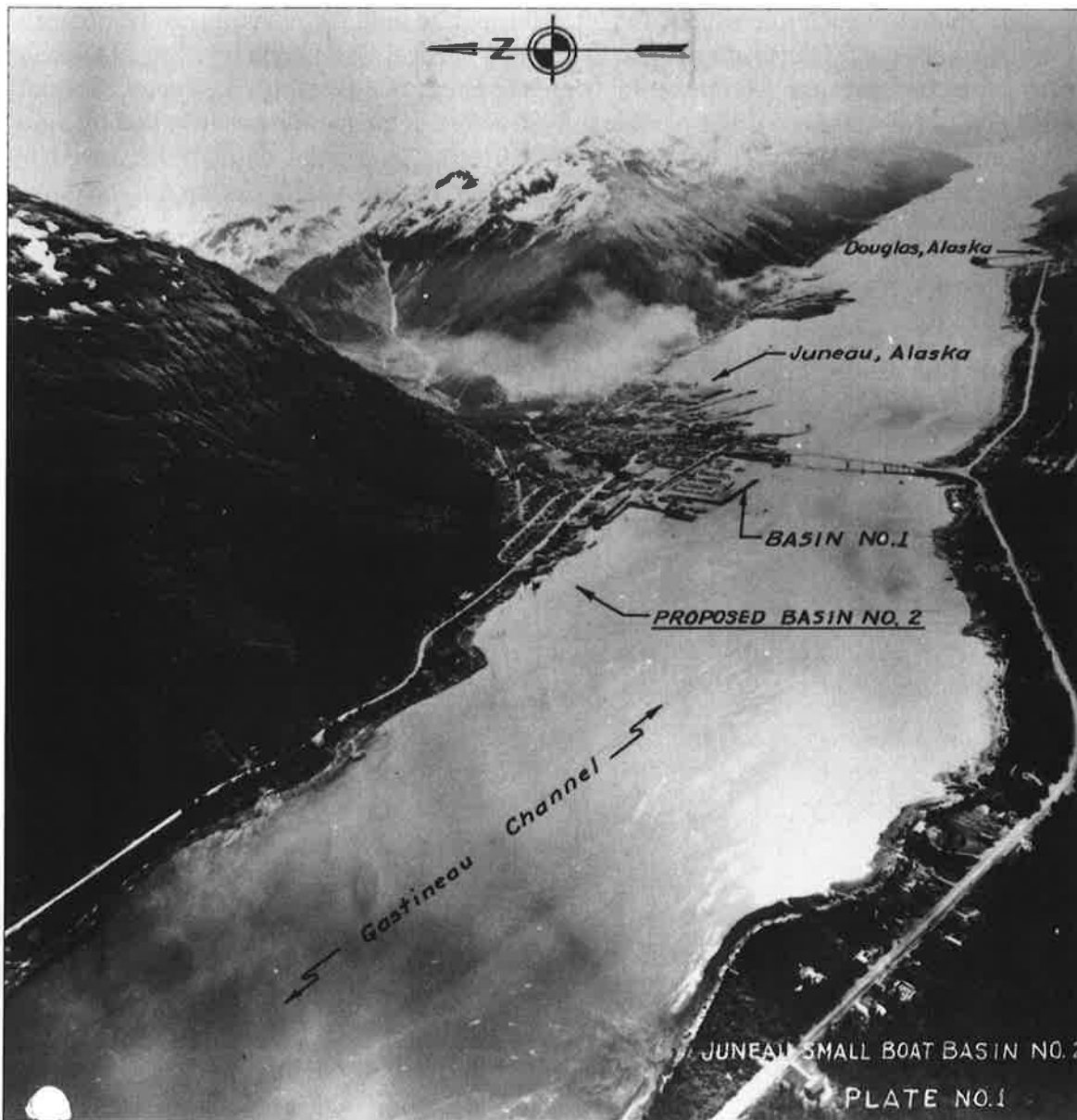


Figure 4. Aerial view of the proposed Aurora Harbor location (USACE 1962).

The vertical wall was constructed out of wooden planks and steel lagging as a cost-saving measure. This particular composite design was unique; although a timber-and-steel lagging wall



is a common type of solid vertical wall, they are not usually constructed on *top* of rubble-mound breakwaters. Jacobs and Woodman (1976:64) mention that

“the Alaska District’s design of the breakwater was novel in its extension of a wall of planking supported by steel piling placed on top of the rock mound. The plank wall, designed to resist 100 mph ‘Taku’ winds, was intended to lessen the structural weight of a breakwater that had to be built on soft soils.”

The timber and steel lagging wall is constructed of 3 inch (in) x 12 in creosote-treated wood planks with whalers at each pile which are bolted through to hold the planking on the opposite side. Thirteen horizontal planks are stacked to obtain a vertical wall height of 12 ft. The whaler side of the structure faces the Aurora Basin, while the plank side faces the Gastineau Channel (USACE 1962, 1963; Figure 5). The electric infrastructure at the harbor was installed by the local Wright and Hills Electrical Contractors (CBJ 2019a). The estimated life of the wave barrier was 15 years (USACE 1963); it is currently 55 years old. Today, Aurora Harbor has 449 slips, and is the home of the Juneau Yacht Club (CBJ 2019c; Figure 6).



Figure 5. Composite wave barrier at Aurora Harbor, Juneau (USACE 2019).



Figure 6. Aerial view of Aurora Harbor, Juneau (USACE 2017).

## 5.0 Considerations of National Register Criteria for Evaluation

Cultural properties (districts, sites, buildings, structures, or objects) may be eligible for the National Register of Historic Places (NRHP) if they meet one or more of the National Register Criteria for Evaluation. The criteria listed in 36 CFR § 60.4 are:

- A. *Events*. Association with events that have made a significant contribution to the broad patterns of history.
- B. *Persons*. Association with the lives of persons significant in the past.
- C. *Design or Construction*. Embodies the distinctive characteristic of a type, period, or method of construction, representing the work of a master, possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction.
- D. *Information potential*. Yielded or is likely to yield information important in prehistory or history.

As outlined in 36 CFR § 60.4, in order to be considered eligible for the NRHP a property must retain sufficient integrity to convey its significance in American history, architecture, archaeology, engineering, or culture. There are seven aspects of integrity – location, design, setting, materials, workmanship, feeling, and association. The property must also convey its historic identity through retention of essential physical features. Essential physical features enable the property to convey its historic identity; the features represent *why* and *when* a property was significant.

If a property is eligible for the NRHP under Criterion A, it should retain the essential physical features “that made up its character or appearance during the period of its association



with the important event” (NPS 1997:46). And while design and workmanship may not be as vital, the integrity of location, setting, materials, feeling, and association should ideally be retained (NPS 1997:48; Table 3).

If a property is eligible for the NRHP under Criterion C, the structure “must retain most of the physical features that constitute that style or technique” (NPS 1997:46). If it has lost the majority of the features that characterized its style, then the property is not eligible. Under Criterion C, the integrity of design, workmanship, and materials are usually more important than location, setting, feeling, and association (NPS 1997:48; Table 5).

If a property is eligible for the NRHP under Criterion D, the integrity of the structure “is based upon the property’s potential to yield specific data that addresses important research questions” (NPS 1997:46). For “properties eligible under Criterion D, including archeological sites and standing structures studied for their information potential, less attention is given to their overall condition, than if they were being considered under Criteria A, B, or C” (NPS 1997:46). NPS (1997:49) recommends that evaluation of integrity under Criterion D focus “primarily on the location, design, materials, and perhaps workmanship” of the site (Table 3).

## 5.1 Application of National Register Criteria to Harris Harbor (JUN-1291)

Harris Harbor was completed in 1939; the structure is 80 years old. It is not listed on the Juneau Community Development Department’s Historic Sites & Structures database (CBJ 2019d), nor is it considered to be a key feature to the Juneau Downtown Historic District (Winter & Co. 2009).

### *Criterion A: Association with Significant Events*

To be considered for listing under Criterion A, a property must be associated with an important historic event (NPS 1997:12). Although Harris Harbor was constructed in response to a burgeoning population and economy in southeast Alaska, it was not built in association with any specific, significant historic event. It was used as a harbor of convenience during World War II, but it was not the only harbor in the area to perform that role, nor did it stop serving the general populace. Harris Harbor is not significant for its association or linkage to historic events; therefore, JUN-1291 is **not eligible for the NRHP under Criterion A.**

### *Criterion B: Association with Lives of Significant Persons*

To be considered for listing under Criterion B, a property must be associated with the productive life of an individual whose specific contributions to history can be identified and documented (NPS 1997:15). An archival search, including a search of the “Gastineau Channel Memories” interviews that are archived by the Juneau-Douglas City Museum, revealed no significant persons associated with Harris Harbor (CBJ 2019a). Harris Harbor is not connected to a person of significance in the past; therefore, JUN-1291 is **not eligible for the NRHP under Criterion B.**

### *Criterion C: Distinctive Characteristics of a Type, Period, or Method of Construction*

To be considered for listing under Criterion C, a property must “embody distinctive characteristics of a type, period, or method of construction; represent the work of a master; possess high artistic value; or, represent a significant and distinguishable entity whose components may lack individual distinction” (NPS 1997:17). More specifically, properties associated with design or construction “must clearly contain enough of those characteristics to be considered a true representative of a particular type, period, or method of construction” (NPS 1997:18). And “a structure is eligible as a specimen of its type or period of construction if it is an important example (within its context) of building practices of a particular time in history” (NPS 1997:18). Harris Harbor was built with the same construction methods that are used to build harbors today. The engineering of the rubble-mound breakwater and the dredging specifications were in use prior to its construction, and continue to be used by hydrological and civil engineers today. Harris Harbor does not embody distinctive construction methods; therefore, JUN-1291 is **not eligible for the NRHP under Criterion C.**

### *Criterion D: Potential to Yield Important Information in prehistory or History*

To be considered for listing under Criterion D, a property must have the potential to answer “important research questions about human history [that] can only be answered by the actual physical material of cultural resources” (NPS 1997:21). Harris Harbor was built using standard plans, common construction methods, and common construction materials. The actual physical materials of the property, the breakwater and docks, are not likely to answer important research questions about the history of Juneau or the history of harbor construction in Alaska. Harris Harbor has no potential to yield specific data that addresses important research questions; therefore, JUN-1291 is **not eligible for the NRHP under Criterion D.**

## **5.2 Application of National Register Criteria to Aurora Harbor (JUN-1292)**

Construction of the Aurora Harbor was completed in 1964; the structure is 55 years old. It is not listed on the Juneau Community Development Department’s Historic Sites & Structures database (CBJ 2019d), nor is it considered to be a key feature to the Juneau Downtown Historic District (Winter & Co. 2009).

### *Criterion A: Association with Significant Events*

To be considered for listing under Criterion A, a property must be associated with an important historic event (NPS 1997:12). Although Aurora Harbor was constructed in response to growing populations in Juneau and Douglas which caused increased vessel traffic in the Gastineau Channel, it was not built in association with any specific, significant historic event. Aurora Harbor is not significant for its association or linkage to historic events; therefore, JUN-1292 is **not eligible for the NRHP under Criterion A.**

*Criterion B: Association with Lives of Significant Persons*

To be considered for listing under Criterion B, a property must be associated with the productive life of an individual whose specific contributions to history can be identified and documented (NPS 1997:15). An archival search, including a search of the “Gastineau Channel Memories” interviews that are archived by the Juneau-Douglas City Museum, revealed no significant persons associated with Aurora Harbor (CBJ 2019a). Aurora Harbor is not connected to a person of significance in the past; therefore, JUN-1292 is **not eligible for the NRHP under Criterion B.**

*Criterion C: Distinctive Characteristics of a Type, Period, or Method of Construction*

To be considered for listing under Criterion C, a property must “embody distinctive characteristics of a type, period, or method of construction; represent the work of a master; possess high artistic value; or, represent a significant and distinguishable entity whose components may lack individual distinction” (NPS 1997:17). More specifically, properties associated with design or construction “must clearly contain enough of those characteristics to be considered a true representative of a particular type, period, or method of construction” (NPS 1997:18). And “a structure is eligible as a specimen of its type or period of construction if it is an important example (within its context) of building practices of a particular time in history” (NPS 1997:18). Although the specific combination of the timber-and-lagging vertical wall and rubble-mound breakwater for the wave barrier is unique, it does not represent a particular type, period, or method of construction. Timber-and lagging vertical walls and rubble-mound breakwaters are common construction methods that continue to be used in harbor construction today. The engineering of the composite wave barrier, the rubble-mound breakwater, and the dredging specifications were in use prior to its construction, and continue to be used by hydrological and civil engineers. Aurora Harbor does not embody a specific historic type, period, or method of construction; therefore, JUN-1292 is **not eligible for the NRHP under Criterion C.**

*Criterion D: Potential to Yield Important Information in prehistory or History*

To be considered for listing under Criterion D, a property must have the potential to answer “important research questions about human history [that] can only be answered by the actual physical material of cultural resources” (NPS 1997:21). Aurora Harbor was built using standard plans, common construction methods, and common construction materials. The actual physical materials of the property, the breakwater, wave barrier, and docks, are not likely to answer important research questions about the history of Juneau or the history of harbor construction in Alaska. The site is not likely to yield any information that has not already been recorded by extant engineering as-builts and photographic documentation. Aurora Harbor has no potential to yield specific data that addresses important research questions; therefore, JUN-1292 is **not eligible for the NRHP under Criterion D.**

## 6.0 Conclusion

Harris Harbor and Aurora Harbor, located along the Gastineau Channel in Juneau, Alaska, were constructed in 1939 and 1964, respectively. After applying the National Register criteria (36 CFR § 63) to these cultural resources, it is clear that neither the Harris Harbor (JUN-1291) nor the Aurora Harbor (JUN-1292) meet the requirements of the National Register Criteria for Evaluation. Per 36 CFR § 800.4(c)(2), the Alaska District, USACE requests your concurrence on the determination that these two harbors are **not eligible** for the National Register of Historic Places.

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