

Docks and Harbors Department City and Borough of Juneau Alaska Master Plan and Tactical Plans July 1998

Section I. Introduction

The Docks and Harbors Department of the City and Borough of Juneau (CBJ) operates and manages several facilities for the moorage, moorage support, and servicing of vessels of all sizes under the overall direction of the Port Director who is appointed and supervised by the Docks and Harbors Board. The Board has authority, under the CBJ Municipal Code at 85.02.060 (a) to:

...exercise all powers necessary and incidental to operation of all port and harbor facilities in the public interest and in a sound business manner.

Under that authority, the Board has adopted a summary Master Plan for the Port of Juneau setting out the overall mission, goals and objectives of the organization. A set of subsidiary documents was then established for the following subjects:

1. An inventory and review of existing facilities, assets, and operations;
2. An general development plan;
3. A plan for capital improvements;
4. A plan to address operations; and,
5. A plan for property management.

This document includes the Master Plan and the five subsidiary items. It is intended to serve as a general information source about the Department and as a presentation of the Board's intentions, policies, and expectations for the Department over the next ten years and still longer with regard to some aspirations. It is expected that the Plan will be updated from time to time as new needs and opportunities appear and as various goals and objectives are fulfilled. This Plan is to be the primary reference source for Board operations and for management activities of the Department and thus serves as a handbook for the Board, Department staff and anyone interested in their activities. Copies of the authorizing ordinances, Board regulations, and other materials of a general interest are included for reference in the Appendix.

Terminology

Some care is needed in determining which entity is being discussed or referenced in the setting of goals and policies and in the giving of directions. The *Docks and Harbors Board* is usually called the “Board” in this document and consists of the nine individuals appointed by the CBJ Assembly to sit on the Board. This body has broad authority to plan and carry out improvements and to establish operating policy for the components. The *Docks and Harbors Department* (also, “Department”) consists of the Port Director and staff. The Department is also served by a variety of vendors, contractors, consultants and others. Neither the term Board or Department necessarily captures the physical assets that are also part of the port and harbor undertaking. Likewise, the local and state laws which empower and guide the human participants are not necessarily assumed to be incorporated in references to Board or Department. In fact, both terms are used in the planning sense as entities which have “will” or the sense of taking action. Therefore, when the context requires reference to all of the human, physical and legal components of the undertaking, the term *Port of Juneau* will be used. Synonyms, to avoid repetitiveness, are *Port* and *System*.

The genesis of the Master Plan was a Docks and Harbors Board directive in December 1995 to prepare a document which would provide fundamental guidance for the Port’s evolution for the next ten years.

History of the Port

The management of the Juneau public harbors system has evolved considerably over the past twenty years. From the early 1970's through the early 1980's, harbor management occurred as a Division of the Public Works Department. During that period, it became clear that this sort of organization was not capable of responding, in good fashion, to the rapidly changing nature of harbor activities and concerns.

Accordingly, the Assembly established, in 1984, an Ad Hoc Advisory Committee to review and make recommendations to the Assembly regarding the prospect for management of the Department by a semiautonomous board.

The Advisory Committee, after extensive discussion and review, did so recommend. In 1985, Title 85 was changed to reflect the establishment of a semiautonomous harbor board (which was, and remains, the only such board in Alaska.) Additionally, updated rules and regulations were promulgated to better meet the challenges of contemporary harbor conditions. The Docks and Harbors Division achieved full Department status and staff and equipment tables separated from the Public Works Department.

The Department functioned as such from 1985 until 1995. In 1993, the Legislature

passed a bill allowing the establishment of port authorities, either local or regional.¹ In response to this legislation, the Juneau Economic Development Council (JEDC) commissioned a feasibility study to review the possibility of creating such a management structure in Juneau. The JEDC study did recommend that a Port Authority be established in Juneau and outlined possible benefits.

After joint discussion between the Assembly, JEDC, and the Harbors Board, it was determined that the most sensible course of action, at that time, would be to take the interim step of further empowering the existing semiautonomous Harbors Board, rather than establishing a full-blown port authority. In this manner, the evolution of ports and harbors management could occur in a more gradual and studied fashion.

In 1995, Title 85 was modified to reflect this enhanced empowerment of the board, particularly in the areas of land acquisition and management, the ability to enter into independent agreements for the provision of services, and the setting of rates, fees, and charges. In late 1997, the board adopted a summary master plan containing the mission statement, goals, objectives, and tasks shown in II and III below.

Purpose and Nature of the Master Plan

This document is intended to be a regularly used resource of the Board, Director, and Department staff. It is also intended to convey fundamental policy directions and expectations to other interested parties, notably the CBJ Assembly which has authority to carry out some of the directives herein, and the public at large.

The plan is the primary source of guidance for subsidiary decisions made in the enactment and amendment of ordinances, regulations of the Board, Departmental policy and other actions. The list of subjects or topics that may be addressed in the plan is as long as the Board wants it to be and is only limited by the authority of the Board, and the CBJ Assembly.

Revising the Plan

The Board and Director, acting through the Planning Committee of the Board, may schedule an annual review of the Plan, probably in winter or spring, to determine what changes have occurred which result in the need for changes in the Plan. Chief among these will be the general advancement of projects up the Capital Improvements Program. The Board and CBJ budget year begins each July. Prior to that month, the Assembly adopts the budget, usually in May, with input from the Board. The budget includes a capital improvements list to which the Board has contributed during the preceding months.

¹ This legislation did not authorize fully autonomous port authorities with independent taxing powers as are commonly found elsewhere in the country. The Alaska Constitution forbids special purpose taxing districts. Rather, any port authority under the Alaska law must be allied with, and subject to, a general purpose taxing authority such as a borough government.

The annual CBJ CIP program is actually under development in the fall of the preceding year. The CBJ Manager calls upon the departments to submit lists of proposed projects which are then aggregated for adoption and construction during the upcoming fiscal year. The Docks and Harbors Department submits a list along with the other departments because there is competition for funds from common sources. One such is the general capital budget of the State of Alaska. Proposals for funds from that source must be submitted to the Legislature in December preceding the upcoming legislative session. Despite seemingly continual efforts to downsize the state operating budget, there is always a capital component of some sort, usually resulting in some millions of dollars allocated to the CBJ each year.

The CBJ has its own general-purpose capital budget, derived from sales taxes. The Docks and Harbors Department has access to these funds as do the other departments. The procedure above is used for assembling both the legislative request list and local funding request list. Of course, when the proposed funding source is the Department's own revenues, there is no competition from other agencies but the Assembly still has to approve the overall budget of the Department, including the capital component.

Ideas for capital improvements and major maintenance activities spring from the experience and observations of the Board, the Department, and the public. These ideas are founded in large part on conditions in the existing port facilities but also on suggestions for new facilities that have emerged from various studies and investigations over time. The ideas are summarized in **Section IV. Inventory and Review of Facilities, Assets, and Operations** along with ideas and problems that address operations and management matters. As ideas are implemented and projects funded and built, the perspective changes and new ideas and new problems emerge. This is why an annual review of the Plan is necessary - to document the new ideas and problems, acknowledge solution of earlier problems, and to reflect conditions as they are rather than as they had been the previous year. A low-priority problem in one year is likely to move higher on the list of concerns as time goes by because the problems ahead of it have been addressed.

Section II. Mission Statement

The Port of Juneau promotes the growth and health of the community of Juneau through the planning, development, and management of marine-related municipal properties and facilities to provide moorage and moorage support on a self-supporting basis. To this end, the facilities and services are developed and operated to promote and accommodate marine-related commerce, industry, fisheries, recreation and visitors.

Section III. Goals and Objectives

A. To provide the maximum amount of moorage and moorage support facilities and services and to do so in a businesslike manner.

Objective 1: To establish and maintain a structure of fees and charges sufficient to cover operations, maintenance, and capital improvements as listed in Section VI.

Tasks:

- a. Determine baseline normal operating budget including minor capital improvements.
- b. Research possible rate formulas and prepare probable formulas to present to the public.
- d. Hold public hearings on proposals.
- e. Adopt comprehensive rate formulas.

Objective 2: Evaluate and develop facilities to fulfill Mission Statement. Reconfigure existing facilities and develop new facilities to produce additional moorage and moorage support for all classes of vessel.

- a. Continue to pursue means of increasing the amount of moorage by providing additional floats, starting first in Douglas Harbor but continue exploring new harbor concepts and ideas for expanding existing facilities.
- b. Examine the potential for mooring more non-trailerable boats by reconfiguring existing moorages to reduce the number of smaller slips and increase the number of larger slips over time.
- c. Establish additional locations for trailerboat launching ramps and related facilities including one or more locations where a dry storage marina might be located.
- d. Construct additional trailerboat facilities as funds become available and seek a means to encourage private development of dry storage marinas.
- e. At invitation, work with Goldbelt, Inc. to explore moorage

- ideas for West Douglas Island.
- f. Monitor and evaluate cruise ship activities and needs. Watch for opportunities to expand large vessel berthing and act on same when a need for additional berthing is determined.
 - g. Pursue development of intermediate (100'-300') moorage on the Gold Creek delta.
 - h. Identify and evaluate all department revenue and cost centers for each facility and activity in FY 99 and develop business plans for each center to maximize usefulness, cost-effectiveness and value.

Objective 3: Obtain appropriate properties to fulfill Mission Statement.

Tasks:

- a. Review available public and private properties for applicability.
- b. Develop property acquisition plan.
- c. Select properties which are in the purview of the acquisition plan.
- d. Develop purchase plan.
- e. Obtain properties.

Objective 4: Develop a public relations strategy for port related issues and properties as the need arises.

Tasks:

- a. Establish a flexible public relations component within budget process.
- b. Coordinate efforts with Airport, JCVB, JEDC, Chamber, and private and semi-private organizations.
- c. Participate in applicable trade shows, business forums, etc.

Objective 5: Conduct appropriate study and prepare tactical plans in accordance with the tasks listed below.

Tasks:

- a. Prepare an inventory and review of facilities, assets, and operations.
- b. Prepare an overall development plan.
- c. Prepare a plan for capital improvements.
- d. Prepare a plan to address operations.
- e. Prepare a plan for property management.

B. To enhance interaction and understanding of the general public with Port goals, policies and operations.

Objective 1: Maintain effective and consistent communications with the public.

Tasks:

- a. Establish regular Board meetings as primary public participation opportunities.
- b. Encourage effective public participation.
- c. Increase public and media coverage of port and harbor issues.

C. To interact with other governmental agencies and other organizations regarding maritime concerns.

Objective 1: Identify and coordinate with local and regional port related groups, JEDC, Port Advisory Committee, Tourism Advisory Committee, and other organizations.

Tasks:

- a. Assign Board members and staff to participate with groups and agencies.
- b. Staff and Board members to attend meetings and conferences where benefit is clearly demonstrated.

Section IV. Inventory and Review of Facilities, Assets, and Operations

The Port serves resident and visiting maritime traffic of all sorts, including commercial fishing and fish processing vessels, other commercial vessels, cruise ships of all sizes, pleasure craft, float planes, barges, utility vessels and industrial vessels. There are three private marinas in the CBJ and several private industrial docks as well as the Alaska Marine Highway Terminal in Auke Bay that are not managed by the Board and Department but which are within the System's sphere of interest. Service includes shoreside land uses and activities of direct benefit such as harbor offices, parking, and utilities and also provides support for private service businesses which benefit from close proximity to moorage.

In addition to the existing facilities and infrastructure, there are sites and properties which have *potential* for additional moorage or services that should also be included in an inventory, especially those which are in CBJ or State ownership and are thus more easily transferred to Departmental use and management. The Port should generally position itself to be open and available to take advantage of any opportunity which might arise in the future.

This section is a listing of these facilities and assets with basic information, the problems and concerns, the *opportunities*, and the operational considerations of each. Major or minor capital improvements that have been proposed for each site should also be listed and discussed under the site heading and given a particular name which will then be used in subsequent lists. This is an initial listing of such improvements and there will be other such lists, notably in Section VI, Capital Improvement Plan, of this document and in the annual lists which are prepared and submitted to the CBJ for legislative or local funding.

Most of the operational concerns are facility-specific but there are some system-wide matters and policies to address as well which are contained in the System Operations subsection at the end of this section. A list of locations and facilities follows. These are shown on navigation chart cutouts that are interleaved with the text.

1. Port Snettisham This is one of a few mainland-side sheltered locations on the east side of Stephens Passage which has three reasonably protected arms. (There are fewer on the west side.). The north arm ends with the Snettisham hydropower station and a fish hatchery. The central arm ends at the mouth of the Whiting River. The south arm ends in an estuary where there is a well known fowl hunting area. There are no moorage facilities except for a small dock at the hatchery. There is potential for a refuge float or permanently established individual mooring buoys. The area is largely in National Forest.

2. **Limestone Inlet** This is a small west-facing inlet which has mooring buoy potential.
3. **Taku Harbor** A very well-protected harbor with both a shore-connected float and several acres of anchoring area. The state-owned float is open to the public and is occasionally maintained by volunteer efforts. There is a fresh water hose running on to the dock but the source is not publicly managed and probably not secure. A well-used weekend boating destination, there is plenty of room for additional floats or individual mooring buoys. There were no Departmental facilities or assets on the site in 1998. There are state-owned and CBJ-owned shorelands as well as private property, cabins, one or two float homes, Mental Health Trust land and Boy Scout land.
4. **Thane Sheep Creek Site** The 1983 Small Boat Harbor Development Plan suggested this site as a marina location or a ramp and parking location. The beach is mine tailings which are easily moved and shaped. The area immediately up-channel is owned by AJT Mining Properties Inc. and is zoned Industrial - one of the few locations on Juneau's waterfront that has such zoning and is available for redevelopment.
5. **Douglas Harbor** A CBJ-operated facility which has expansion potential within the protected area of the harbor.

Harbor

Constructed in 1962, contains 111 boat slips for vessels 16' to 42' in length. There is also transient space for approximately 20 boats. All floats have potable water and electricity available. There is a 52' tidal grid along side the approach trestle and a one lane launch ramp in the SW corner of the basin.

Aggressive maintenance has maintained the wood decking in good condition, though the foam-billet flotation has degraded to the point where there is inadequate freeboard on the floats. A replacement schedule needs to be established in order to replace all billets within the next ten years.

The potable water-system is adequate, though the "all weather" hose bib heat tape system, upgraded in 1989, has begun to fail in very cold weather. This is due to poor materials being used in the original construction. These materials are being replaced, as they fail, by better and more suitable materials. Main water-line head pressure is less of a problem in Douglas and the incidence of "blow out" is low.

The shore-power electrical system is badly over-taxed and in a deteriorated condition. This has occurred due to weathering of the non-marine grade equipment in a marine environment and the fact that the system was designed, years ago, for boats smaller and less electrically demanding than contemporary vessels. The electrical system needs to be addressed soon, and needed upgrades made, in order to prevent a catastrophe from occurring due to an electrical failure. The overhead float lighting consists of older mercury-vapor lamps which provide poor illumination and, like the shore-power system,

light fixtures and electrical lines are in poor to fair condition due to age and environment. An upgrade to high-pressure sodium lamps is recommended for better illumination and lower electrical consumption costs.

Piling is in generally good condition, but there are several pile hoops scheduled for replacement due to corrosion resulting from saltwater immersion caused by low float freeboard.

Launch Ramp

This ramp is a 12'x250' concrete-billet ramp located at the SE corner of the basin. The billets are in fair condition, though the connecting eye-hooks on the lowermost two billets have failed and these billets are sloughing. There is also some undercutting along the western edge of the ramp due to tidal action and erosion. There is a 200' wood boarding-float at this ramp.

Douglas Seafood Wharf

“Douglas Dock” consists of a 10,000 square foot loading wharf and approach trestle located at the entrance to Douglas Boat Harbor. The public portion of the facility is a 170' approach and 115' wide loading wharf. Abutting the public portion is a privately owned wharf which has traditionally been used for seafood processing (the old plant burned down in 1995).

The wharf decking on the public portion, owned by the CBJ and the State of Alaska, is in adequate condition, though the bearing-piling and associated stringer and cross-bracing need to be evaluated by an engineer prior to any extensive use of the wharf. The batter-piling at the facility needs to be replaced. There are presently no utilities to the facility.

Parking Lot

Douglas Harbor does not technically have a parking lot. Parking for harbor users occurs on Savikko Road, the Sandy Beach lot, and on Island Road. At present, the Docks & Harbors Department does have specific regulatory authority over these areas, but it is extremely difficult to administer given the enormous multiple use of these parking areas by the diverse users of the harbor and nearby game fields and picnic areas. All of the parking areas except Island Road and a five vehicle loading zone are paved.

Capital Improvements Program

The general plan for Douglas Harbor is to increase moorage by dredging about 96,000 cubic yards of material from the area immediately north of the existing float system and then to add three new 12' by 300' floats to the new basin thus created. The new floats would provide 1800 lineal feet of moorage which intended for vessels over 30 feet in length. This will be fore-and-aft moorage not requiring finger floats.

The remaining third of the protected area has a rock bottom and would be very expensive to deepen. The plan is to fill this area to provide much-needed parking space and other amenities. A reconnaissance study of the deepening project was undertaken by the Corps of Engineers in 1998 and an entrance improvement study will be completed in 2000. The remaining elements - floats, fill, parking, amenities, are estimated at \$5.8 million.

Another improvement planned is the Douglas Wharf Rehabilitation project estimated at \$250,000 which will entail a condition survey, design, and rehabilitation of support and batter piling as well as installation of a boarding float for passenger access.

A final project is the Mayflower Island Causeway Improvement at \$150,000. This entails repair to the armor rock base and roadbed to reverse on-going erosion of the causeway.

6. The Rock Dump and the Little Rock Dump There is potential for use of the bay between the two peninsulas and for future use of the Little Rock Dump for trailer boat facility and/or as park. The AJ Mine is no longer a likely user or redeveloper of the area. The CBJ owns tidelands and uplands which include the Juneau Douglas Wastewater Treatment Plant. The little rock dump has long been considered a potential park or port location but it will require considerable effort to be usable. The interior of the little rock dump has been used for solid waste disposal and disposal of sewage treatment sludge. This activity has stopped, generally, but the ground surface will have to be capped in order to be used for anything else.

7. The Downtown Wharves and Floats

Municipal Wharves

The Municipal Wharves consist of a 1740 ft. docking facility, the Juneau Cruise Ship Terminal, which is comprised of three connected sections referenced by their historical names: the Juneau Ferry Dock wharf, the Juneau Cold Storage Wharf, and the Alaska Steamship Wharf. This facility was refurbished and upgraded in 1991-1992 with new decking and heavy-duty mooring fenders and bollards were installed. The Facility is in good overall condition, except for the following conditions:

The deck surface immediately behind the bollards needs replacement and is estimated to cost \$2,000,000.

The bollards, while adequate for the size of ship that has been calling at Juneau, will be undersized for the larger class of vessels that are now being put into tour service. The bollards need reinforcement.

Due to some natural shoaling at the north end of the facility, only 1600 ft. of continuous docking space is practical for berthing very large ships. Dredging to resolve this issue should occur in 1999.

The Transfer Bridge, located at the Ferry Dock Wharf, and used for adjusting ships' gangways to all tide stages was replaced in 1998.

Upland support for the wharves is a continuing issue. The wharves will accommodate two large cruise ships at a time which means that upwards of 5,000 passengers and hundreds of crew members may be moving between ship and shore. Shore-based operators vie for spaces on the docks to sell their experiences and stage ground transportation, usually motor coaches, to move their customers from the harbor area out to destinations all over town.

A master plan for the Ferry Dock area was prepared in 1996 but remains unadopted by the CBJ or the Board. That plan proposes decking over the area between the existing parking area and the outer dock to create space for various public amenities.

There is also a proposal to deck over the space shoreward of the Steamship Dock, north of the library/parking garage to create additional service space and bus staging. This is a \$6.2 million undertaking which is now at the top of the Port's CIP list.

Lightering Float

Located at the north end of the Alaska Steamship Wharf section of the Juneau Cruise Ship Terminal, the Lightering Float consists of a 30'x40' pile-stayed float connected to shore by a 125' covered gangway. The Lightering Float is primarily used for the incidental loading of passengers by small vessels engaged in "day cruise" traffic and by tenders (lighters) moving passengers to and from anchored cruise ships. The Lightering Float is in overall good condition, though the float-deck and surface need replacement.

Intermediate Vessel Float

Located 300 ft. South of the Ferry Dock Wharf, the AIVF[≅] was constructed in the Spring of 1992 and consists of a 12'x400' heavy-duty concrete float which provides moorage for vessels from 50' to 200' in length. The IVF is connected to shore by a 7'x110' covered gangway to provide safe and comfortable pedestrian access. The most urgent need is to upgrade the electrical service and a project for doing so appears on the CIP list. It will cost \$110,000 and includes provision of telephone service as well as upgrade of the existing electrical service to 3 phase power. There is no sewage service to the IVF and this will become more of an issue in the future.

Taku Smokeries Juneau Wharf

The Loading Wharf is a 40'x40' wood deck facility constructed during the Spring of >92, and is located north of the approach trestle for the Intermediate Vessel Float. This facility is leased to Taku Smokeries and is used for the transfer of fish products, and can be utilized by the public at the discretion of the Port Director. Taku Smokeries has installed a private crane at the facility and also constructed an adjacent pier and ice-house (which

utilizes the CBJ owned ice-machine). This facility is in excellent condition.

Downtown Wharves Parking Lots

The Columbia Lot, which also supports the Mt. Roberts Tramway and the Ferry Terminal Lot are administered by the Docks & Harbors Department. There is limited parking available to the Ferry Dock Wharf deck for patrons and crew of vessels using the Intermediate Vessel Float. There are also ten assigned spaces within the Columbia Lot for IVF customer use. Parking is an issue generally in the downtown area and acutely so for service to the wharves. During the summer, the Ferry Terminal Lot is used almost exclusively by tour busses.

Capital Projects List for Downtown Wharves and Floats

Intermediate Vessel Float Electrical Upgrade \$110,000 to provide three-phase power and telephone service.

Steamship Wharf/Marine Park Improvements Project is scheduled for 1999-2000.

8. The Downtown Anchorage (SE of Douglas Bridge) This area has a current capacity of two large vessels at anchor plus use by smaller vessels near bridge when transient stalls not available or by choice. The Coast Guard has expressed concern over the use of the area for two large vessels and the time may come when only one will be allowed. This raises the question of whether the Port should pursue creation of a fourth cruise ship berth. Two ideas for additional berthing are discussed in the Subport/Gold Creek Delta site below.

Another issue in the downtown anchorage area is floatplane traffic and noise. The issue has abated somewhat because quieter planes are being used now for flightseeing but the number of visitors is increasing and the noise issue in particular is likely to continue. Addressing this issue is difficult because the CBJ, after some legal research, does not believe it can assert jurisdiction over floatplane activity - that this field is pre-empted by the Federal Aviation Administration. The CBJ *can*, however, regulate the floatplane bases and the Port can exercise some control over the bases if they are located on Port-managed land or tidelands. The Port may thus be involved in the noise issue.

9. The Subport/Gold Creek Delta This site begins generally at the Merchant's Wharf, a privately owned dock which supports a floatplane operation and a new float for intermediate sized tour vessels, and runs past the Seadrome Building which also has a new float for similar uses. The site continues on to include the SubPort Dock the old Standard Oil fuel transfer dock which is no longer in use, and the delta area of Gold Creek.

The Subport Dock is used by the Coast Guard, NOAA, and visiting U.S. Navy and Canadian Forces warships. The dock has been very infrequently used by private vessels

as well but is generally reserved for federal and military use. This dock is in generally poor condition and is too shallow along the pier line for larger deep draft vessels. There is a small float system on the east end which is used by smaller NOAA and USCG vessels. There is another small float system on the west end that was constructed within the last ten years for use by a pair of National Guard landing craft that had been stationed in Juneau. The landing craft have been redeployed and the west float is used by other federal vessels.

The future of the Subport is uncertain. On the land side, the Subport building is a large warehouse structure that is used by several state agencies for storage. There is also a state-owned parking lot that is used for National Guard vehicles and general, unregulated public parking. Both the building and the parking area are now in the hands of the Mental Health Land Trust which is expected to seek some form of development or management that will generate revenue. The land immediately behind the dock is still in federal ownership and supports a USCG commissary and a yard operated by NOAA to store goods and small vessels. NOAA also has a shop building on the site. Of the options for establishing a fourth cruise ship berth, the Subport dock has particular attraction. Considerable rehabilitation and dredging would be needed but the overall cost would still probably be less than construction of a whole new dock some place else. The Coast Guard has expressed a desire to relocate to new facilities but NOAA has expressed reluctance to do the same. Attitudes and opportunities may change if a large marine facility is built on West Douglas Island, as has been discussed for many years. Until such an event, there is no other option presently under discussion. The new NOAA facility now conceptually planned for Lena Point will not include any docks or floats for NOAA vessels.

The Gold Creek delta and the Standard Oil dock present another opportunity to expand moorage. A previous study examined the potential of this area to support large vessel moorage and new upland development on fill. There were some windage and ship handling problems for large vessel moorage but the site has definite possibilities for mooring the 100-300 foot class of vessel. Another option would be to develop a small vessel marina which could accommodate about 300 slips. Either option suffers from a lack of existing shoreside space to provide parking and other support. Such uses would have to be placed on tideland fill. The tidelands are owned by the CBJ except for the Standard Oil dock which sits on private tidelands. The current owner, AJT, Inc. has expressed a willingness to work with the Port to pursue a development project. A capital project, the Gold Creek Entrance Enhancement, is on the CIP list. This is a \$50,000 project to improve wildlife habitat and pedestrian access to the mouth of Gold Creek.

10. Harris Harbor, Including the Area Beneath the Mainland Abutment of the Douglas Bridge.

Harbor

Harris Harbor, constructed in 1939, contains 260 slips for boats from 16' to 42' in length.

There is also transient space for approximately 26 boats. Potable water and shore-power are available on all floats, and telephone hook-ups are available on some. There is a 250' tidal grid, a one lane launch ramp, and a seaplane float for eleven aircraft within the basin. There is also a 100'x25' loading wharf with a single hydraulic crane (2,000 lb. cap.) and a single chain-block crane (700 lb. cap.).

Harris Harbor is a candidate for re-configuration if the Port decides to focus in-water moorage facilities on vessels that are not trailerable. The CIP list includes a reconfiguration project valued at \$1,275,000 which will probably target Aurora Harbor first but which, after further study, might include changes in Harris Harbor as well.

The wood decking is in fair to good condition, but the foam flotation billets are in extremely poor shape on both the main floats and smaller finger floats. This has resulted in very little freeboard on the float system. Foam billet replacement in Harris Harbor needs to be addressed soon and in a more comprehensive fashion than the incremental replacement in Aurora Harbor. Billet replacement in Harris is complicated by the advanced stage of deterioration and the requirement for barge-placed lifting equipment.

The potable water and shore power electrical systems in Harris Harbor suffer from the same difficulties described above for Douglas Harbor.

Pilings are in good condition, though most pile hoops should be replaced due to corrosion as a result of immersion in saltwater because of low float freeboard.

Launch Ramp

This ramp is a 16'x225' concrete-billet ramp located at the NW corner of the basin. The billets are in fair condition, though the connecting eye-hooks on the lowermost three billets have failed and these billets are sloughing . There is also some undercutting along the southern edge of the ramp due to tidal action and erosion. Due to the lack of space, there is no boarding-float at this ramp.

Parking Lot

There are 95 parking spaces in Harris Harbor, all paved. These spaces are primarily “permit only” spaces to assure harbor users of adequate parking during high school hours. This lot is in excellent condition with parking stops, striping, and speed bumps. The parking permit system has “solved” the parking conflicts within the lot, though general public users are allowed to park in spaces not signed “permit only”.

Mainland Abutment of Douglas Bridge

This area includes about two acres of CBJ-owned uplands that are presently occupied by the CBJ Public Works Department which uses the land for sand storage, vehicle parking, and an office/shop building. There is no water relevancy to any of this activity except for

the dumping of snow into the water. The CBJ has considered ideas to consolidate or at least improve the facilities of the Public Works Department and the day could come when this space becomes excess to that department's needs. If so, the area could be quite useful to the Port because it has direct surface access, under the Douglas Bridge, to Harris Harbor. It already provides parking for the float plane float which is accessed via a gangway from the land on the bridge side of the harbor. The Port should declare an interest in obtaining this property and should encourage the CBJ to move forward with other development that will allow the Public Works Department to abandon the site.

Other Improvements

A multi-stall public restroom (the structure which was originally on the site of the Mt. Roberts Tramway lower terminal) has been installed at Harris Harbor. There is space to add a work float on the water side of the private businesses located along the northeast shoreline of the harbor. There may also be space to add a drive-down service float in the far northeast corner of the harbor to facilitate loading and unloading of commercial vessels.

11. UAS Marine Center/Fisheries Terminal This area is a peninsula between Harris and Aurora Harbors and supports a mixture of Port, UAS, School District and private business uses. The main feature is the UAS Marine Tech center which is a large well-equipped shop and classroom building. In years past, UAS had vocational education as a key part of its mission and the marine trades were featured. At the same time, UAS was appealing to hobbyists who wanted classes in diesel mechanics, wood and fiberglass boat building, and other skills. The development includes a large capacity travel-lift and the piers needed to use the travel-lift. More recently, UAS seems to be focusing its voc-tec efforts at other campuses and it is not clear what to expect for this facility. The general shop portion is also used by Juneau Douglas High School for Auto Shop classes. Parking on the site is now managed by the Port but non-Port users must be accommodated. This is also where the main Port Office is located but this is discussed under Aurora Harbor.

Juneau Fisheries Terminal

This facility, constructed in 1989-90, consists of a 150' sheet-pile bulkhead wharf, a 75' wood-deck pile supported wharf, a 90' mooring float, and associated uplands with a travel-lift/dock. The site is utilized for fisheries support activities, and is leased from the University of Alaska. Portions of the uplands and the travel-lift are sub-leased to private firms. There are two 2-ton hydraulic mast & boom cranes located on the sheet-pile wharf and a single 1-ton knuckle-boom crane located on the wood wharf. There is electricity and potable water available on the sheet-pile wharf.

The Fisheries Terminal could be enlarged to double its capacity by adding fill and sheet pile bulkhead on the Aurora Harbor side. A CIP item to begin design for this undertaking is on the list, called Fisheries Terminal Parcel AB Development at \$25,000.

UAS/CBJ Joint-Use Parking Lot

The Docks & Harbors Department administers this parking lot, which is located between the Harris Harbor Parking and Aurora Harbor Office Parking Lot, as a condition of the Lease Agreement between the CBJ and the UAS for the Juneau Fisheries Terminal. A condition of that lease was that the Department would upgrade the lot and administer it even though the lot is, itself, not part of Fisheries Terminal Lease. This lot is a multiple use lot in that Terminal users, UAS staff and students, JDHS shop students, and the general public may use this lot. General public users may park in those spaces not signed for “permit only”. This lot is in good condition with paving, curbing, and striping.

UAS Marine Center

This building houses shops and educational facilities for both the UAS marine trades classes and the JDHS auto shop. Its future is uncertain as UAS continues to adjust its educational orientation. The facility could eventually be sold by UAS in which event the Port should seek to acquire it. The building has excellent shop facilities and could easily be converted to commercial use for a variety of harbor services if managed by the Port. Juneau lacks several marine services, notably a propeller shop, which might be able to locate in this building if such an arrangement is made possible.

12. Aurora Harbor, including the Upchannel Mainland.

Harbor

Aurora Harbor, constructed in 1964, contains 498 boat slips for vessels from 16' up to 100' in length. There is also limited space for transient vessels available within the basin (approx. 6-10). Potable water and shore-power is available on all floats and telephone and cable TV hook-ups are available on many floats. There is also a fuel dock with a sewer pumpout located at the southern entrance to the basin. The float system is a combination of wood-deck construction and concrete float-billet construction.

Aggressive maintenance has maintained both types of decking in good working order, though the foam-billets beneath the wood floats are beginning to show their age, especially on the finger-floats in the larger boat stalls. A systematic billet replacement schedule is now in effect, and should be maintained until all billets have been replaced (8-10 years).

The potable water and shore power electrical systems in Aurora Harbor suffer from the same difficulties described above for Douglas and Harris Harbors.

Piling and pile hoops are in generally good condition, though several hoops are scheduled for replacement due to corrosion.

Aurora Harbor is the primary candidate for re-configuration to increase in-water moorage

facilities for vessels that are not trailerable. The CIP list includes a reconfiguration project Aurora Harbors of \$1,275,000 which would remove the existing finger floats for the smaller boats and move the floats to be re-used in Statter Harbor.

Most of Aurora Harbor is shown as being at moderate risk from snow avalanches on the CBJ's hazardous area maps. The harbor was indeed struck by a high speed powder avalanche in 1954 which left much debris in the water but not cause much damage in the harbor itself. This is a matter for further study. There are several dozen homes and the Breakwater Hotel and Restaurant also at risk (which actually have the effect of protecting the harbor) and the CBJ continues to be concerned. Snow management, diversion structures and warning systems all have potential to reduce the risk. Still, any substantial investment in this harbor must be considered with the avalanche risk in mind.

Harbor Office Parking Lot

This parking lot is associated with the Aurora Harbor Office, and has 37 parking spaces. This is also a "permit only" parking lot, with general public users allowed to park in spaces not signed for "permit only". This parking lot is in good condition with parking stops, paving, and striping.

Special note: the Harris, Joint-use, and Aurora Harbor Office parking lots are "permit only" in an effort to control priority parking assignment and availability for harbor patrons and UAS staff and students. General public users, primarily non-shop JDHS students and people who live in the surrounding residential neighborhoods, are restricted to those spaces not signed "permit only." As harbor patron and UAS parking needs increase, general public users will face increasingly limited parking opportunities.

Main Harbor Parking Lot

This parking lot is associated with the access to Aurora Harbor by Approach Trestles AC≅, AH≅, and AD≅. This lot consists of approximately one acre of paved parking adjacent to AC≅ Approach, and approximately one acre of gravel parking adjacent to AH≅ Approach. The Norway Point parking lot (commonly known as the Yacht Club Parking Lot), is adjacent to AN≅ Approach, and this lot is an approximately 1.2 acre gravel lot. The roadway connecting these parking areas is paved, but very narrow. The paved areas are in good condition, but the gravel portions require continual maintenance due to pot-holing and erosion. These areas are not now "permit only" parking because the availability of spaces is adequate, though some parking is a good distance from the approach trestles, during peak periods, which generates complaints from harbor users.

There is a long-standing desire to connect the main parking lot with the harbor office parking lot. As it is, a driver must exit the main parking lot on to Egan Drive where traffic speeds in excess of 40 MPH and then enter the harbor office lot. The reverse trip is worse in terms of safety and convenience. A project called Aurora Basin Interconnect

& Safety Access Improvements, at \$1.,500,000 is on the CIP list.

The UpChannel Anchorage (NW of Douglas Bridge)

This is a general anchoring area for all sorts of water craft which are small enough to pass under the Douglas Bridge. This is also a houseboat mooring area with one houseboat in 1998. There have been as many as two and there is space for more. There could be other issues with regard to barge and commercial moorage and obstruction of navigation.

Norway Point

The Norway Point parking lot is used by the CBJ for storage of impounded vehicles during snow removal activities during the winter, and the Docks & Harbors Department also uses the area for storage of surplus piling and other float and construction materials. The Juneau Yacht Club is also situated on this lot. This area has potential for expansion and to support other uses. Among the ideas are an additional intermediate vessel float, space for harbor-related commercial facilities using land leased from the Port, a drive-down commercial loading ramp, and more parking. Unlike much of the rest of Aurora Harbor, most of the Norway Point area is outside the moderate avalanche hazard zone and not threatened. A package called the Norway Point Improvements valued at \$300,000 appears on the CIP list and would construct a 200 foot mooring float and related parking and pedestrian improvements.

13. North Douglas Island Launch Ramp Area This area was under consideration by Corps as a possible new marina location and this idea still has potential. It is reasonably well protected and moorage for over a thousand vessels could be created using shore jetties and floating breakwaters. In the mean time, this is an increasingly popular launching site and should be expanded with additional launch lanes and parking. Another issue specific to this site is the use of both the ramp and the parking by commercial operators who stage watercraft experiences for tourists. This activity is regulated by the Port, as land owner but concerns over crowding and displacement of non-commercial users are likely to continue.

Launch Ramp

This ramp is a 16'x164' concrete-billet ramp located at Mile 8 on the North Douglas Highway. The billets are in poor condition, though still usable. There is considerable migration of beach sand and rock across this ramp which requires regular removal. There is currently no undercutting of the ramp, but a small creek just to the west of the ramp is causing accelerated erosion in the area. This could be a problem in the future. There is a steel pile-stayed 6'x180' wood boarding-float (summer only) at this ramp.

Launch Ramp Parking Lot

There is an approximately 1.5 acre parking lot at this site. The lot is paved and divided into a parking for boat trailers only zone and a parking for vehicles zone. This lot is adequate except for peak use periods, when overflow parking by both boat trailers and cars occurs on the roadside.

14. West Douglas Island Potential Port Locations There is potential to work with Goldbelt, Inc. for pleasure, commercial or industrial port development. This is also the logical location to re-locate the Green's Creek mainland terminal or create some general purpose terminal for transportation to the west. One user of such a terminal might be the U.S. Coast Guard which would allow relocation of USCG marine assets from downtown and possibly Auke Bay as well. Other federal maritime agencies include NOAA, NMFS, USFWS, the Park Service and the Forest Service. All operate vessels and have shore side support needs. In addition, the Alaska Departments of Fish and Game, Public Safety, and Environmental Conservation also have, or have had, maritime assets. Finally, this site has ferry terminal potential. This location would enhance the possibility of a road and ferry route to Hoonah (A four-mile West Douglas ferry to east Mansfield Peninsula - a 15 mile road link from east to west on the Mansfield Peninsula - and another ferry either to Whitestone Harbor, 12 miles, or six miles from Pt. Marsden to Pt. Augusta.) If the East Lynn Canal access road is built connecting Juneau and Skagway, then west Douglas would become an convenient location for the northern terminus of the Alaska Marine Highway System (AMHS).

15. Smugglers Cove/Spuhn Island This is an unregulated anchoring area which has public access from the road system at the foot of Fritz Cove Road and is subject to considerable pressure. This is a possible location for permanent mooring buoys. A parking area on Fritz Cove Road has been provided by the Spruce Point Subdivision but is not improved. The area is popular for launching kayaks and other small craft that can be carried by hand from the road down the beach to the water. Naturally this leads to a parking demand on the road system which could be addressed by use of the above-mentioned properties. There will be neighborhood concerns over such development and use and there has already been controversy over the use of the area by commercial kayak rentals and tours which have used the area.

16. Auke Bay As noted above, the Aurora Harbor reconfiguration project would enable expansion of the current capacity of Statter Harbor by adding finger floats taken from Aurora Harbor. Statter Harbor, especially during the summer is a very busy transient harbor. The most significant issue is a lack of parking. Such parking that does exist is shared between trailer boat and float users. The 1983 Plan discusses a launch facility at Waydelich Creek (five acres of fill and four launch lanes) which would allow relocation of the entire trailer boat activity and free up parking for harbor use.

Auke Bay also hosts the primary AMHS terminal for Juneau (the downtown ferry terminal is still available to AMHS, but such use is currently incidental and very sporadic) The time may come when this terminal is used by AMHS vessels less than it is now, which would happen if a road link to Skagway is completed. Even today, the

facility, which has two moorings and two transfer bridges, is not in constant use. AMHS will arrange for private use of its terminals but does not do so aggressively. This facility could be managed by the Port with AMHS as the primary tenant. If so, more use of the facility might result.

A waterfront industrial zone is located east of the ferry terminal. The tidelands are owned by the state and have been leased to private parties for maritime uses. There is some possibility for further development and the Port should include these tidelands in its request for transfer of state tidelands to the Port.

Auke Bay is obviously the focus of extensive maritime interest. Upland spaces for support of moorage is presently limited but there is potential for more. The Port should make uplands acquisition in Auke Bay a priority concern.

Don D. Statter Harbor Facilities at Auke Bay

“Auke Bay Harbor” constructed in 1986, consists of 4,420 lineal feet of transient/visitor moorage with a capacity of 260 boats. There is also a 980' floating breakwater available for moorage on a temporary basis. There is limited potable water and shore-power units on the floats. There is a 50' tidal grid and a two-lane boat-launch ramp (with boarding float) available. A satellite harbor office is located at Statter, with 24hr restrooms and public showers available. During the summer months, this facility is perhaps the busiest and most overcrowded in the state.

The floats are concrete-billet float sections held together by high-tension cables running longitudinally. The floating breakwater is also a sectional unit, but the sections are connected by rubber “doughnut” compression unions. The floats and breakwater are held in place by bottom anchors suitable for such a deep water location. There has been significant spalling and cracking of the concrete float surfaces, but the incidences are fairly site specific and mitigated by aggressive maintenance.

The compression-unions between the floating breakwater sections were replaced in 1994 due to excessive corrosion. This represents a life of less than ten years. Accordingly, all unions are monitored for corrosion and failure on an annual basis. The breakwater performs well in most wind conditions except westerlies, and the breakwater does not protect very well from long-period swells. The wakes produced by the Alaska Marine Highway System vessels and the Greens Creek Mine ferries are particularly noticeable and potentially damaging (to both vessels moored to the floats and to the floats themselves).

Statter Harbor is not divided into individual slips for specific vessel lengths in the way most marinas are constructed. Rather, the floats form a series of large three-sided bays, about 150 feet per side allowing boats of all different lengths to moor end-to-end and by rafting. One possible step to make the harbor more efficient is to add finger floats taken from the reconfiguration of Harris and Aurora Harbors to some of the bays. This would

enlarge the number of smaller craft that can be moored but will also make the affected bays less flexible.

Statter Harbor Launch Ramp

This ramp is a 16'x203' two lane concrete-billet ramp located in the NE corner of the facility. The billets are in good condition, and there is a 8'x220' boarding float. This ramp is also used for limited commercial loading of goods and materials and fish products. This is the most heavily used ramp in Juneau.

Statter Harbor Parking Lot

This lot is paved and striped, and is in good condition. There are 85 vehicle parking spaces and approximately 20 spaces for vehicles with boat trailers. This lot is badly overtaxed, and does not come close to meeting parking demand at the site. Overflow parking for both cars and cars with boat trailers occurs on the adjacent roadway (Mendenhall Loop Road and Glacier Highway) shoulders and at Auke Bay School. There is also a potential 3 acre upland/tideland area north of Statter which may also be used for overflow parking. Even taking the overflow areas into consideration, there is not adequate parking at Statter during most of the summer months. A project to address these needs is called the Statter Harbor Parking and Pedestrian Access Improvements and is valued at \$1,525,000 on the CIP list.

Commercial Conflicts and Commercial Fishing Needs

Auke Bay is popular with both sport and commercial boaters and their needs and activities sometimes conflict. There is also a general need for commercial fishing support facilities north of the Mendenhall River Bar which separates Auke Bay from downtown. A project called Statter Harbor Fisheries Wharf valued at \$2,500,000 would provide dedicated space and facilities for commercial fishing similar to the facilities provided at the Fisheries Terminal. This would be parking and vertical dock face and cranes to allow product and supplies to be loaded and unloaded.

Waydelich Creek Delta

The 1983 Harbor Plan shows two development ideas for this delta. One was a small boat marina and the other a multi-lane launch and several acres of parking. The land involved is state tidelands and if this site has any present or future appeal then the Port should move to obtain a lease or some form of control over the tidelands and address upland access concerns.

As noted above, development of this site for trailer boat use would have a very beneficial effect for Statter Harbor because all trailer boat use there could be relocated. The ramps in Statter Harbor could be closed and the area re-developed into more vertical dock for commercial vessel and large vessel support. This is also a potential location for a commercial loading ramp called for in the CIP and mentioned in System-Wide

Improvements and Concerns below.

17. Lena Cove Similar situation as Smuggler's Cove and potential for a launch ramp too. There is CBJ owned upland available.

18. Tee Harbor Has potential for permanent mooring buoys and trailer boat launching. 1983 Plan has a marina concept. Property will have to be acquired but an access right-of-way is already in place.

19. Amalga Harbor

Launch Ramp

This ramp is a 16'x180' two lane concrete-billet ramp located at Mile 26 of the Glacier Highway. The billets are in good condition. There has been historic undercutting of the south lane edge, but this has been remedied by cement fill of the eroded areas (which will require continual monitoring). There is an 8'x196' boarding float at this site. Due to the shallow grade of the ramp, larger boats should not use the ramp at minus tides. The boarding float is also used for limited transfer of fish products.

Launch Ramp Parking Lot

This lot consists of a 0.5 acre paved area and a 1.6 acre gravel lot. This lot is adequate except for peak periods during the Summer months, and potential new parking appears to be a need..

20. Yankee Cove There is CBJ owned land at this cove for which management control has been requested by the Port. This area may have launch ramp potential or permanent buoy potential.

21. Echo Cove and Berners Bay

Launch Ramp

This ramp is a 16'x226' single lane concrete-billet ramp located at Mile 40 of the Glacier Highway. The billets are in good condition and there does not appear to be any undercutting, erosion, or beach migration across the ramp. This ramp receives greater use every year.

Launch Ramp Parking Lot

This area has three small gravel parking lots associated with the launch ramp. There are approximately two acres of parking, which is generally adequate except for peak periods. These periods occur during holidays, when the adjacent campground overflows with

revelers and overnights. The remote location of this site makes it extremely difficult to administer on a daily basis, and significant vandalism occurs here. The Docks and Harbors Department is obligated, by lease agreement, to use all practical measures to prevent ramp and lot users from trespassing onto adjacent private property. These lots are not required to be maintained during the winter.

Special Note: All harbor parking lots are maintained by the Docks and Harbors Department, including all snow removal and repairs. With the exception of Echo Cove, all lots are plowed and sanded during the winter, as needed, by Department personnel.

Cascade Point Development

Goldbelt, Inc. is pursuing the construction of about two miles of road to link the company's land at Cascade Point with the Juneau road system. Cascade Point fronts on Berners Bay itself and is not subject to the navigation problems associated with Echo Cove. Vessels of any size could call at Cascade Point if appropriate berthing was made available. There is a modest scale development planned which includes a lodge and a bulkhead which would serve commercial vessels. Goldbelt or a subsidiary may attempt ferry service from this location to serve Haines and Skagway. Since use of this site would cut about four hours off the round trip between Haines and Auke Bay, the Alaska Marine Highway (AMHS) might be tempted to relocate the north Lynn Canal service to Berners Bay. It is anticipated that AMHS might segregate the north Lynn Canal service in any case with the schedule changes under discussion in 1998 as part of DOT/PF's effort to prepare an integrated transportation plan for Southeast Alaska. If so, a person or vehicle traveling from Bellingham would have to change vessels in Juneau before going on to Haines or Skagway. If this occurs, a yet stronger case could be made for originating the north Lynn Canal AMHS traffic from Berners Bay.

22. Outer Islands and Semi-Sheltered Anchorages The boating public, whether residents or visitors, would find great convenience, comfort, and safety if permanent or seasonal mooring buoys or floats were placed in sheltered and semi-sheltered areas around the CBJ or even at popular locations outside of the current CBJ boundaries. The state pursued construction of a series of "refuge floats" during the early 1980s when capital budgets were much larger. The refuge floats required five or six pilings and hinged floats. A more economical method would be to place permanently anchored buoys or small floats at such places as Bridget Cove, Sunshine Cove, Handtrollers Cove, Horse and Colt Islands, Barlow Cove, Doty's Cove, Portland Island, etc, which would be open to use by anyone. Such floats would have to be substantial and yet carry warnings about the maximum weight of vessel that could safely moor to the float or buoy. They could be manufactured locally, even by Department staff in the off-season.

23. System-Wide Improvements and Operational Concerns

- A. **Uplands Acquisition.** The Port has adopted an overall goal of self-support. A key feature in doing so is acquisition of uplands to support moorage and to generate revenue for the system. See Section VII, Property Management Plan.
- B. **In-water Moorage Efficiency (including “Hot Berthing”).** The Port will pursue a general conversion to serve 28 foot and larger boats in the marinas (except Statter Harbor which is largely intended for transient moorage) and relegation of smaller boats to private marinas or trailering. There is a long waiting list for boats of 28 feet in length or longer and there are no out-of-water mooring alternatives for such boats (they can be *stored* at various locations around town, but regular moorage must be in-water.) The Port has been supporting a hot berthing program for several years for vessels of all sizes and will continue to do so for the foreseeable future. In essence, the Port will arrange for use of temporarily vacated permanent berths by transient vessels. Current harbor patrons are generally aware of this practice and appear generally willing to notify Port personnel when their spaces will be available for a few days or longer.
- C. **Dry Marinas.** There are no “dry marinas” in Juneau as of 1999. There are private dry *storage* facilities for over-wintering of boats but no facility that allows daily access and use of boats in the same way an in-water marina or trailer boat ramp does. Such facilities do exist elsewhere in the world and it is anticipated that the economics of the situation will one day enable one or more private operators to establish and support dry storage/marinas boats of 26 feet and less.
- D. **Electrical Service.** Electrical service and area lighting are always challenges in the marine environment. The facilities most in need of attention in this regard are Harris and Aurora Harbors. There is an Areawide Electrical/Lighting Upgrade project of \$1,500,000 on the CIP list which will design and replace the existing floatside electrical service in these two marinas.
- E. **Launch Ramps.** Facilities for trailer boats continue to be in high demand. There have been several improvements since the 1983 Plan but the demand is far from met. Therefore an Areawide Launch Ramp Construction project of \$700,000 has been placed on the CIP list. It will create a new ramp North of Statter Harbor and expand and upgrade facilities at North Douglas. Funding for these launch ramp projects has been requested from the national Sportfish Restoration Fund.
- F. **Public Restrooms.** This is another service for which the demand seems infinite. A significant restroom improvement has just been completed for Harris Harbor. Douglas Harbor users can take advantage of CBJ Parks and Recreation rest rooms at the park across the street from the harbor. Downtown wharf users have access to public restrooms in various shops, the Mt. Roberts Tramway lower terminal, and in the Municipal Building. Statter Harbor has public restrooms as does the south end of Aurora Harbor. The primary gap is the north and central part of Aurora Harbor. The

CIP List contains a \$375,000 project for construction of a sewer line and a restroom facility to serve the main Aurora Harbor parking lot.

- G. **Upland Property Assessments.** The Port has acquired several properties in from the CBJ in recent years and is proposing to acquire still more. Knowing *which* properties to acquire, and what problems may be associated with these properties is crucial to the Port's upland support and revenue program. A project called Waterfront Properties Survey and Reconnaissance, valued at \$300,000, is on the CIP list to do surveys, environmental review, and development feasibility studies.
- H. **Sewerage.** Sewage Pumpouts and systems need improvement areawide. Regulatory pressure is expected to grow in the coming years as is the public and environmental health threat from ever increasing harbor use and livaboard use. A plan is needed to identify the most significant specific concerns and develop facilities to address them.
- I. **Water Supply.** Other water system improvements will be needed over time in addition to the specific improvements listed, by facility, above.
- J. **Commercial Maritime Services.** Commercial fishing activity is the primary element of commercial maritime activity but there is growing visitor industry and non-fishing commercial use of Port facilities. Of the needs examined the primary priority is the need for a facility, north of the Mendenhall Bar, which would allow the commercial boater to drive a truck down a ramp or float ramp to a point adjacent to the boat he or she wants to load or unload. The cost of such a facility is generally estimated at \$500,000 and the concept is now part of the Port's CIP list. Commercial tourism services, where busloads of visitors are taken to Port facilities and launch ramps are likely to be the source of growing concern, and conflict, in the coming years. This is a directly manageable activity which has some revenue consequence for the Port. It will be important to balance the needs of non-commercial users with commercial users and provide separate facilities where demand warrants.
- K. **Non-Moorage Traffic and Security Issues.** Port facilities attract visitors who are using the facilities to obtain visual access and proximity to the waterfront amenity and simply to look at boats. On the downtown wharves, the Seawalk promenade attracts hundreds of visitors and locals alike on sunny days (and in any other weather too) to stroll and sit along the waterfront. The marinas attract their share of pedestrian visitors who walk the floats to look at boats and generally enjoy the amenity. There are even organized private sector walking tours which use Port facilities. Some of these visitors drive cars to marina parking lots in order to use the facilities and some visit for altogether inappropriate reasons such as theft and vandalism. The concerns include safety for visitors and vessels alike as well as crime. This has led to suggestions for gating the marina entrances and increasing the security along the wharves. Specific actions have not yet been proposed but the Port will be facing increasing pressure to take more direct actions.

Section V. General Development Plan

A. Background

The Mission Statement identifies the Port of Juneau as an entity which promotes the growth and health of the community by addressing marine related functions of society, particularly those marine functions which *relate to the interface between land and water*. The Port does not address maritime safety, navigation aids or most of the other functions usually associated with the Coast Guard. Rather, it provides for the needs of terrestrial-based human beings to make use of the water by means of boats, ships and airplanes. As land-based creatures, humans need a means to move from land to water in order to use their water-borne conveyances. The terms “port” and “harbor” both connote places, with or without improvements, where watercraft meet the shore for three critical functions: transfer of cargo to or from the vessel; the boarding or exiting of people from the vessel; and storage of the vessel when it is not in use. The requirement which is common to all three functions where watercraft are concerned is *moorage*. The Mission Statement acknowledges that maritime activity plays an important role in Juneau’s economy and well-being but the critical component of maritime activity that the System provides is moorage. Moorage is the mission.

The word moorage includes all forms of enabling the loading, boarding, and storage of watercraft: tying to a float, tied to a fixed dock, anchored, or tied to a pre-anchored buoy. The word was coined before the invention of the trailer-launched boat; however, the root of the term is *to secure* and so moorage may be thought to include both the most modern security of removing the boat from the water altogether by a vehicle-drawn trailer or by a travel lift or marine railway in a repair facility and the oldest form which is a safe beach on which to run up a watercraft.

The simplest example of the maritime land/water interface is a beach location where a watercraft can be drawn up to the water’s edge for loading and boarding. If there is a need to work on the watercraft, or store it for a while, it can be drawn up onto the beach and stranded while the tide runs out. Not all shoreline locations are acceptable for this purpose. The location has to be sheltered to prevent damage to the watercraft and to allow a safe and stable place for the loading and unloading - embarking and debarking. As watercraft grow more complex - and as the activities of society grow more complex - so does the need to provide more sophisticated means for serving the need to load, board, and store watercraft. Certain shoreline locations are better than others for these purposes, and can be made better still by adding various physical improvements. The land sides of these same locations then become attractive, even necessary, to support shore-based activities which support the basic functions of loading, boarding and storing watercraft.

The Port of Juneau does not address all moorage needs. Bulk cargoes, such as fuel, are handled entirely by private enterprise. Most other cargo functions are as well. There are a handful of private marinas which serve pleasure craft and the smaller commercial craft.

There are several private facilities for embarking passengers and crews and a state facility in Auke Bay for vehicles. Despite this, the vast preponderance of moorage in Juneau is provided by the Port of Juneau. In fact, it could be argued that the Port is the “default” moorage provider - that it will step in to meet any need which is not clearly and effectively met by private enterprise. The job of operating the downtown waterfront docks for full-sized ocean-going cruise ships fell to the Port even though the original docks were built by private enterprise or the state. More recently, it became economically reasonable for private enterprise to once again enter the large vessel moorage business and the Franklin Street Dock was constructed entirely by private means. This was not the case for decades and the public sector had to address large vessel moorage.

The foregoing is the basis for the goals and objectives of the general development plan which consist of the moorage expansion and support activities and improvements which are listed in the other Tactical Plans and in the Inventory and Review Section. This section is intended to provide an overview of the three tactical components and Section IV.

B. In-Water Moorage Expansion and Configuration Goals and Policies

The general effort to provide moorage for small craft can be divided into addressing the needs of vessels which are small enough to be transported over public roads - generally 26 feet or less and less than eight feet in beam (other than sailboats) - and those which are larger. The system presently provides both launch ramps and in-water moorage for the smaller class and in-water moorage for the larger. It can be argued that in-water moorage is the most expensive and least efficient means of providing moorage for trailerable boats and that in-water moorage should be focused on larger vessels. There is an economic reason to support this view as well. Larger boats can be expected to pay more than smaller boats and yet the amount of dock length needed for a larger boat does not rise proportionately with length - if efficient design is used. The Port presently has a long waiting list for the larger sizes and actual potential demand is probably larger than the list indicates because many people might be sufficiently discouraged by the existing list and have likely not asked for inclusion. The availability of more large vessel spaces could spark more demand.

A program to reconfigure existing moorage to provide more large vessel slips and fewer small slips could be carried out over time to minimize disruption to existing customers. To work, an overall design is needed to guide the reconfiguration along with reliable funding from year to year to carry out the work.

B.1. To continue efforts to expand moorage by enlarging existing marinas and constructing new ones.

B.2. To monitor large vessel activities and needs so as to determine whether to provide additional berthing for ocean-going ships and to develop such berthing when it is deemed appropriate to do so.

B.3. To provide more facilities for commercial fishing use including:

- a. at least one drive-down ramp or float in Harris Harbor and somewhere north of the Mendenhall bar (probably Auke Bay) to facilitate loading of heavy gear;
- b. an expansion of the Fisheries Terminal at the UAS site by adding sheet pile bulkhead, fill and cranes on the Aurora Harbor side of the existing facility; and,
- c. creation of a commercial fishery support wharf at Auke Bay.

B.4. Reconfigure existing facilities to moor more non-trailerable boats and develop new facilities to produce additional moorage and moorage support for all classes of vessel.

B.5. Continue to pursue means of increasing the amount of moorage by providing additional floats, starting first in Douglas Harbor but continue exploring new harbor concepts and ideas for expanding existing facilities.

B.7. Pursue development of intermediate (100'-300') moorage on the Gold Creek delta.

B.6. At invitation, work with Goldbelt, Inc. to explore moorage ideas for West Douglas Island.

C. Launch Ramp Capacity Expansion

The 1983 Harbor Plan included a public opinion and demand survey as part of its background analysis. The finding then was that trailer boats were the least well served watercraft in Juneau and that they deserved the most attention. As a result, launching improvements at Echo Cove, Amalga Harbor and North Douglas have been made. There is still demand for more such facilities and this form of moorage is by far the most efficient use of scarce waterfront land. Trailer boats are moored, in a very real sense, *at the owners home*, far away from the water's edge. The conflict arises when lots of trailer boaters want to use the same launching facility at the same time. Saturday mornings at the Auke Bay launch ramp are legendary for confusion and frustration.

C.1. Provide more launch ramps and upland support. Proceed, as soon as funding is available, with expansion of the North Douglas ramp facility and with development of a new facility at Tee Harbor. Consider pursuit of uplands, tidelands, design, and funding for a new ramp facility at Waydelich Creek in Auke Bay to replace the existing ramps at Auke Bay.

C.2. Management of Ramps: Consider a policy to direct commercial uses of ramps to private facilities and/ or to provide alternative facilities such as the commercial facilities mentioned elsewhere.

C.3. Establish additional locations for trailerboat launching ramps and related facilities.

C.4. Construct additional trailerboat facilities as funds become available and seek a means to encourage private development of dry storage marinas.

D. Refuge Moorage Not Connected to the Road System

The boating public, whether residents or visitors, would find great convenience, comfort, and safety if permanent or seasonal mooring buoys or floats were placed in sheltered and semi-sheltered areas around the CBJ or even at popular locations outside of the current CBJ boundaries. The state pursued construction of a series of “refuge floats” during the early 1980s when capital budgets were much larger. The refuge floats required five or six pilings and floats. Another method would be to place permanently anchored buoys or small floats at such places as Bridget Cove, Sunshine Cove, Handtrollers Cove, Horse and Colt Islands, Barlow Cove, Doty’s Cove, Portland Island, etc, which would be open to use by anyone. Such floats would have to be substantial and yet carry warnings about the maximum weight of vessel that could safely moor to the float or buoy. They could be manufactured locally, even by Department staff in the off-season.

D.1. Initiate a public discussion about the costs and benefits of disconnected moorage and the impacts, positive and negative of such moorage and determine whether there is sufficient demand and acceptance of the concept to proceed.

D.2. Establish a priority list of locations to place disconnected moorage facilities and determine the most practical design.

D.3. Implement the list as funding allows.

E. Upland Support Services and Facilities

To carry out its Mission statement and the duties outlined in CBJ TITLE 85, WATERS & HARBORS, the Docks and Harbors Board has determined that there is a need for a comprehensive management plan for the administration, acquisition, and possible disposal of properties which are, or might be, germane to the Port’s scope of waterfront activities.

These properties are identified as probable targets for transfer to Port jurisdiction or acquisition. The Board will request specific transfer of jurisdiction of these properties after completion of a thorough and non-speculative evaluation of their potential

development.

Many of the recently received properties and those under study will require surveys to complete the transfer process and several may require environmental examinations to address concerns over wastes and materials that may be on the sites. A target list of properties for surveying and environmental inspection should be prepared and funds made available each year to provide a routine program of survey and inspection.

E.1. Obtain appropriate properties to fulfill Mission Statement.

- a. Review available public and private properties for applicability.
- b. Develop property acquisition plan.
- c. Select properties which are in the purview of the acquisition plan.
- d. Develop purchase plan.
- e. Obtain properties.

E.2. The Port will generally acquire and lease - not sell - properties to establish long term revenue and to assure that lands are used for moorage-related uses and services

E.3. Properties which have been acquired and which are targeted for acquisition should be examined for environmental concerns to assure that they are usable or can be made usable.

E.4. Many of the recently received properties and those under study will require surveys to complete the transfer process and several may require environmental examinations to address concerns over wastes and materials that may be on the sites. A target list of properties for surveying and environmental inspection should be prepared and funds made available each year to provide a routine program of survey and inspection.

F. Harbor transfers from State

Harris, Aurora, and Statter Harbors were originally built by and managed by the State of Alaska sometimes in concert with the Corps of Engineers. These facilities are now managed by the Port but they are not *owned* by the Port. As a result, there are several management constraints imposed by state ownership which would disappear if full ownership was to transfer to the Port. There has been reluctance in the past to assume full ownership because it has been hoped that the state would eventually upgrade and improve the facilities prior to transfer. This may still happen but the current situation means that opportunities for further development and revenue generation cannot be pursued because of the state's policies. A chief example is "over-slope development" which simply means that the Port could rent or lease the space above jetties, breakwaters, and harbor interiors which are usually sloped rip-rap revetments that take up space but have not other use unless decks are provided above them. If the Port owned the harbors,

it could lease out these spaces providing dozens of acres of revenue-generating space immediately adjacent to the marinas.

F.1. Consider requesting transfer of harbor ownership with or without additional facility improvements by the state in order to obtain broader management authority and broader development opportunity.

G. Financial Policy

The Port has set a goal of operating in a business-like manner and made a point of the desire to operate on a self-supporting basis in its Mission Statement. Self support has been achieved insofar as annual operations costs and minor improvements are concerned but has not been achieved with regard to major capital projects and expansions. The Port will continue to be eligible for, and will pursue grants from, such sources as the Sportfish Restoration Fund, federal sources and state sources. However, none of these individually or collectively can meet all of the capital needs that have been expressed in this plan. Therefore, the Port must look at and consider policy for its own existing and potential revenue sources. This is the primary motivation for pursuing upland properties which will generate revenue but there are a number of other policies set out below which are aimed at full assessment of revenue potential and in some cases specific direction the Port needs to take.

G.1. To establish and maintain a structure of fees and charges sufficient to cover operations, maintenance, a reserve fund, and minor capital improvements as listed in Section VI.

- a. Determine baseline normal operating budget including minor capital improvements.
- b. Research possible rate formulas and prepare probable formulas to present to the public.
- d. Hold public hearings on proposals.
- e. Adopt comprehensive rate formula in FY 99.

G.2. Evaluate and develop facilities to fulfill Mission Statement.

- a. Identify and evaluate all department revenue and cost centers for each facility and activity in FY 99.
- b. Develop business plans for each center to maximize usefulness, cost-effectiveness and value.

G.3. A detailed financial plan is needed, probably as an additional Tactical Component to the Master Plan. The financial plan should address the steps needed to position the Port to issue bonds as well as the other policies in this section.

G.4. Upland properties obtained and managed by the Port shall be used to generate commercial/industrial revenue but the highest priority among competing users will be for marine related-functions where there is a need for such functions and to not prevent or displace marine related functions.

G.5. The Port will request continuation of the Tonnage Fee at a fixed level for additional ocean-going vessel shore side improvements. An additional bond sale, and election if general obligation bonds are to be used, will likely be needed to raise capital for the major wharf improvements called for in this Plan. The Docks and Harbors Board should be given broader authority over the Fee and should establish its level for three years in advance to assure stability to the payors.

G.6. The Port will gradually increase the general moorage rate structure to assure funding for minor capital projects and major maintenance over the years.

G.7. The Port will continue to work with state and federal sources for funding to support more large capital projects.

G.8. Establish a reserve fund to provide for contingencies and emergencies.

H. Livaboards

The Board intends to review current livaboard regulations in order to address current and pending issues and to make local regulations consistent, as appropriate, with model statewide regulations now under consideration by the Alaska Association of Harbormasters. Topic areas for regulation review include:

1. Residence by owners, crew and renters
2. Creation of a crime watch program
3. Relationship to other authorities
4. Regulation of nuisances
5. Limiting number of livaboards
6. Documentation of sewage disposal
7. Regulation of on-float storage
8. Management of utility taps
9. The concept of consolidating livaboards into one place where there are better services and sewerage
10. The matter of whether livaboard vessels should be subject to CBJ property tax or some form of in-lieu taxation
11. Further management of pets
12. Rules of conduct for people in the harbors

I. Utilities

The Board will consider and establish general policies about all utilities including:

1. Water supply, commercial, residential and industrial.
2. Sewer, number and location of pumpouts, sewer for visitors, luxury boats, livaboard area.
3. Electrical, including preparation of a detailed list of area wide needs.
4. Telephone/TV cable, provide in some selected locations. To visitors? To livaboards?

J. Boat Houses

Boat houses, now limited to Aurora Harbor, are a concern because they are not sprinklered and may have other building code deficiencies, create problems with the waiting list, and use up more harbor space than regular facilities for the same number of boats. The Board will consider pursuit of a buy-back and removal program and also a rate adjustment based on space usage.

K. Miscellaneous

H.1. Relations with public and other organizations.

- a. To assure retention of and support for USCG assets, services and facilities.
- b. To support the Coast Guard Auxiliary
- c. To support the Salmon Derby and other marine-related events

H.2. To develop a public relations strategy for port related issues and properties as the need arises.

- a. Establish a flexible public relations component within budget process.
- b. Coordinate efforts with Airport, JCVB, JEDC, Chamber, and private and semi-private organizations.
- c. Participate in applicable trade shows, business forums, etc.

H.3. To conduct appropriate study and prepare tactical plans in accordance with the tasks listed below.

- a. Prepare an inventory and review of facilities, assets, and operations.
- b. Prepare an overall development plan.
- c. Prepare a plan for capital improvements.
- d. Prepare a plan to address operations.
- e. Prepare a plan for property management.

H.4. To enhance interaction and understanding of the general public with Port goals, policies and operations and to maintain effective and consistent communications with the public.

- a. Establish regular Board meetings as primary public participation opportunities.
- b. Encourage effective public participation.
- c. Increase public and media coverage of port and harbor issues.

H.5. To interact with other governmental agencies and other organizations regarding maritime concerns.

H.6. To identify and coordinate with local and regional port related groups, JEDC, Port Advisory Committee, Tourism Working Group, and other organizations.

- a. Assign Board members and staff to participate with groups and agencies.
- b. Staff and Board members to attend meetings and conferences where benefit is clearly demonstrated.

c. Section VI. Capital Improvement Plan

The financial plan and policy shown elsewhere commits to the goal of collecting enough revenue every year to be able to afford “minor” capital improvements which can be thought of as costing \$150,000 or less and which would be paid for in cash that has accumulated - not by creating debt. In years to come, Port revenue may be strong enough to support large investments but for the 1998-2008 period, it is expected that large investments will have to be made from grants or bond issues.

As a public entity, the Port is eligible for grants from any level of government and is also in a position to cooperate with government agencies which have moorage improvements as part of their missions. This used to be the case with the State of Alaska which had a fairly aggressive moorage program in prior decades. The last significant such investment was the creation of Statter Harbor in Auke Bay. There is still hope that the State will be able to make additional investments but there is no marine-dedicated program and the Port has to compete with other municipal capital projects in both the actual legislative dispensation process and in the process of participating in the general capital improvement wish list that is prepared every year by the CBJ for submittal to the Alaska Legislature.

The other entity which occasionally engages in moorage improvement is the U.S. Army Corps of Engineers which is now engaged in some improvements to Douglas Harbor. As with the State, the appropriation process is tedious and there is little reason to hope that a regular program of large investments will be forthcoming from the Corps. That agency built Harris Harbor in 1939 and has contributed to other moorage improvements in the intervening years.

The most dependable and controllable form of large project funding is to borrow the development funds by means of a bond issue. As an entity of the CBJ, the Port is eligible to use municipal bonds to make improvements. There are two main forms of such bonds. One is called a revenue bond and may be created and sold at the will of the Assembly. However, this category of bond is based on the expectation that the improvement which is to be built will generate revenue, or that the sponsoring agent - the Port - will generate enough revenue to pay back the bond. In practice, however, there has to be *a lot* of revenue expected from the improvement in order to reassure the bond buyers. Revenue bonds are better used as a component of financing rather than as the sole or primary source of capital. They are, however, much easier to issue if the revenue is healthy and reliable.

The second form of bonding is called General Obligation bonding and places the full faith and credit of the issuing entity, in this case, the whole City and Borough of Juneau, not just the Port. As might be expected, such bonds are important and can only be issued after the electorate has approved doing so in a bond election. This is how the seven million dollar improvement to the downtown docks was funded several years ago. In that instance, the voters were also told that a separate financing method, the cruise ship

tonnage fee, would be put in place to pay off the bonds. Thus assured that bond payments would not come from sales or property tax, the voters passed the issue. However, had the tonnage fee been found to be illegal or had the cruise ships stopped coming to Juneau, then local taxpayers would indeed have been liable for the debt. Happily, there was no court challenge and the ships keep coming in large numbers and the bond will be shortly paid off. This presents the opportunity to continue collection of the tonnage fee in order to support issuance of new bonds.

The Juneau tonnage fee is unique in Alaska and gives rise to one of the crucial questions facing the Port and the CBJ: should the tonnage fee be eliminated when the bond is paid off or should it be continued and used to pay off additional improvements? Several high cost capital projects are listed here and most of them will be of direct benefit to cruise ships and their passengers. Given the level of traffic now and expected in the future, it is appropriate to continue the tonnage fee at least until those projects listed for the downtown docks are also completed and paid for. This is a significant policy proposal and probably the most dramatic change called for in this plan. If the tonnage fee is continued, then substantial revenue will be expected and it will be entirely feasible to issue bonds for the multi-million dollar improvements proposed for the downtown wharves below.

The FY 98 CIP list is shown immediately below:

HARBORS:

1.	Douglas Harbor & Upland Expansion	\$5.8M
2.	Moorage Reconfiguration	\$1.275M
3.	Statter Harbor Parking and Pedestrian Access Improvement	\$1.525M
4.	Areawide Electrical/Lighting Upgrade	\$1.5M
5.	Areawide Launch Ramp Construction	\$700K
6.	Norway Point Improvements	\$300K
7.	Areawide Public Restrooms	\$350K
8.	Statter Harbor Fisheries Wharf	\$2.5M
9.	Commercial Loading Ramp	\$500K
10.	Aurora Basin Interconnect & Safety Access Improvements	\$1.5M
11.	Mayflower Island Causeway Improvements	\$150K

12. Fisheries Terminal Parcel AB Development \$25K

DOCKS:

- 1. Waterfront Deckover \$6.2M
- 2. Gold Creek Entrance Enhancement \$50K
- 3. Waterfront Properties Survey & Reconnaissance Multi-year \$300K
- 4. Type, Use, and Marketing Program, Multi-Year \$300K
- 5. Douglas Wharf Rehabilitation \$250K
- 6. Intermediate Vessel Float Electrical Upgrade \$110K
- 7. Wharf Deck Replacement \$2M

Listed below are minor projects that should be paid for through annual revenue excess over maintenance and operation costs. In many instances, these jobs can be done by Department staff over the off-season months. Doing so maintains a stable cadre of employees in the Port and builds skills and expertise in the work force. There is also something to be said for having a facility built or repaired by the people who are going to use and maintain it in the future.

Description of Minor Improvements - In Priority Order	Estimated Cost
Replace Fender-boards on wharves.	\$7,000 each
Re-deck Lightering Float.	\$5,000
Install Gates on wharves for Traffic Control.	5,000
Re-deck Wharf at top of Snow Dump.	2,000
Sign & Gate Fish Terminal for Better Regulation.	2,000
Standardize Signage.	5,000
Replace Piles at Douglas Wharf and Cold Storage site.	100,000
Utilities to Douglas Wharf.	100,000
New Cranes on Douglas Wharf.	75,000
Dredge High Spots near Aurora AN.	3,000
Dredge High Spot near Fish Terminal Float.	5,000
Repair 1984 Thanksgiving Day Storm Erosion at Aurora Harbor.	7,000
Install Pressure Reduction Valves in Harbors.	15,000
Construct Five AComfort/Recycling Stations @ \$15,000	75,000
Reconfigure Aurora Restrooms to 24hr Access.	5,000
Move Old IVF Gangway to Aurora.	24,000

Construct IVF at Norway Point.	100,000
Develop Norway Point area.	150,000
Meter high-pressure Parking areas.	40,000
Repair Aurora Grid Stairs.	5,000

Section VII. Property Management Plan

A. Background

To carry out its Mission statement and the duties outlined in CBJ TITLE 85, WATERS & HARBORS, the Docks and Harbors Board has determined that there is a need for a comprehensive management plan for the administration, acquisition, and possible disposal of properties which are, or might be, germane to the Port's scope of waterfront activities. To this end, the Board has identified two lists of properties.

The first list is a compilation of those properties which are currently administered by the Port. In addition to the list, these properties are shown on a series of maps, taken from the CBJ Street and Property Atlas.

The second list is a compilation of those properties currently owned by the CBJ, the State of Alaska, or other owners, and not currently administered by the Port, but which might be useful to the Port. These properties are identified as probable targets for transfer to Port jurisdiction or acquisition. The Board will request specific transfer of jurisdiction of these properties after completion of a thorough and non-speculative evaluation of their potential development.

Many of the recently received properties and those under study will require surveys to complete the transfer process and several may require environmental analysis to address concerns over wastes and materials that may be on the sites. A target list of properties for surveying and environmental inspection should be prepared and funds made available each year to provide a routine program of survey and inspection. A CIP project valued at \$300,000 to conduct survey and analysis is now shown on the CIP list.

A second consideration for transferred property is the question of what to do with the land in order to serve Port needs. So, a companion project, called the Type, Use, and Marketing Program, has also been conceived. This project involves a review of the same properties targeted in the survey and analysis above to determine what should be done with the land. The first question to answer is whether a given parcel, or portion of a parcel, has potential for direct harbor services such as moorage, parking, staging etc. If there is no such role, then the parcel should be investigated for its potential to support ancillary services, such as marine-related businesses, and for its potential to generate revenue to the Port. This should not be done on a parcel-by-parcel basis but as an overall strategy which targets both the types of uses that should be attracted to Port locations as well as an examination of the potential of individual parcels. A project for this undertaking has been added to the CIP list.

Another general concern that will arise as the Port assumes control of large amounts of real estate is staff or some form of support to manage, develop, market and promote the use of this real estate. The two land-related CIP projects discussed above will require considerable hands-on management. The Port must consider how to provide such

management. It can be done as part of the scope of services for one of the two projects, as a supplement to Port staff, or as a third contractor retained to oversee the two projects and the Port's properties in general.

Harris, Aurora, Douglas and Statter Harbors were originally built by and managed by the State of Alaska sometimes in concert with the Corps of Engineers. These facilities are now managed by the Port but they are not *owned* by the Port. Several management constraints imposed by state ownership which would disappear if full ownership was to transfer to the Port. There has been reluctance in the past to assume full ownership because it has been hoped that the state would eventually upgrade and improve the facilities prior to transfer. This may still happen but the current situation means that opportunities for further development and revenue generation cannot be pursued because of the state's policies. A chief example is "over-slope development" which simply means that the Port could rent or lease the space above jetties, breakwaters, and harbor interiors which are usually sloped rip-rap revetments that take up space but have not other use unless decks are provided above them. If the Port owned the harbors, it could lease out these spaces providing dozens of acres of revenue-generating space immediately adjacent to the marinas. This issue led the Board to adopt the following goal:

Request transfer of harbor ownership in order to obtain broader management authority and broader development opportunity.

B. Properties Received for Administration from CBJ:

1. Those portions of Parcel #890 encompassing Aurora and Harris basins.
2. The Juneau Fisheries Terminal.
3. Norway Point/Yacht Club lot (State land currently managed by the Docks & Harbors Department for harbor related purposes.) (Request ILMA from DNR or DOT)
4. Portion of Parcel #1123 encompassing the Intermediate Vessel Float.
5. Parcel #1235 encompassing Douglas Basin and including Dock St. Causeway.
6. That portion of Parcel #1233 encompassing the Juneau Island Causeway.
7. Portions of Parcel #1234 encompassing the public portion of the Douglas Wharf.
8. Parcel #0310 encompassing Don D. Statter Harbor Facilities at Auke Bay.
9. Parcel #0001 encompassing Amalga Harbor Launch Ramp.

10. CBJ Echo Cove lands, including the picnic/camp ground and launch ramp.
11. Remaining portions of Parcel #890 tidelands. (Essentially, the tidelands from the Juneau Douglas Bridge south to just past the Little Rock Dump.)
12. Tideland lots 1-18 between the ADFG Building on the north down to the Subport on the south.
13. Parcel #1118 (excluding Marine Park) and Parcels #1120, #1119, #1122, and #1123. (Essentially, the waterfront from the Marine Park Lightering Float on the north and Lightering Float to the south.)
14. Portion of Parcel #1124 called the Little Rock Dump.
15. Parcels #0110 & #0113 at Tee Harbor.
16. Portion of CBJ uplands at Middle Point.

C. Properties of Interest to the Port

1. Dept. of Defense dock and float on the Rock Dump
2. Subport
3. Tideland up-channel from Norway Point
4. Uplands and tidelands at Waydelich Creek in Auke Bay
5. A general transfer of all state and CBJ tidelands
6. Uplands in Tee Harbor
7. Uplands and tidelands in Yankee Cove
8. Undivided CBJ lands on West Douglas Island.

A series of maps showing several of the parcels referenced in [B] and [C] above follows.

Section VIII. Operations Plan

A. Existing Operations.

Vehicles

The department operates five small trucks which are in fair to poor condition. The Department began an annual replacement schedule applicable to all vehicles in FY96.

Snow Removal Blowers

The Department has nine snow removal machines. The Honda tractor is in excellent condition. The Gravelly is fair condition (needs constant maintenance), and the Simplicity walkers are in fair condition (but require significant maintenance). These snow blowers are adequate relative to staff levels.

Dewatering Pumps

Department has six dewatering pumps which are considered adequate.

Patrol Boats

The Department has a 1981 Monson 26' aluminum I/O and a 1991 UAS 28' aluminum outboard which are adequate for routine towing and patrol, though they are high maintenance items due to heavy use. A smaller 16' open runabout is also available for light duty work that the larger boats are not suited for and the Department also has use of a State-owned 35' oil-spill response vessel (which will be turned over to the CBJ in 2000).

Office/Accounting Equipment

Department office equipment is reasonably modern and the computers are integrated with the CBJ system and supported by that system. This equipment supports the Main Aurora Harbor Officer, the Satellite Auke Bay Office, and the Wharf Office. A complete harbor management software/hardware upgrade will be accomplished in 1999.

Used Oil Recovery/Disposal Equipment

The Department is obligated, under federal law and international protocol, to receive, and have the capacity to receive, used oil from boats using the small boat basins and from ships making calls at the downtown wharves. The Department has, accordingly, initiated an aggressive used oil collection, recovery, and disposal process to comply with those laws and protocols.

Small Boat Harbors:

Each approach trestle in all harbors has a used oil reception. There is also a reception tank at the Fisheries Terminal. Used oil is deposited into the reception tanks by users and then collected, periodically, by Department personnel. The used oil is then deposited into two large holding tanks which are located at the Aurora Harbor work shed. The used oil is then burned in a used oil heater/burner which supplies heat to the work shed. This system consumes all of the used oil which is generated within the small boat harbors, eliminating other costly disposal procedures.

Municipal Wharves:

Cruise Ships and military vessels are regular customers for used oil disposal at the wharves. In recent years, Cruise Ships have usually deposited their used oil in Vancouver, B.C., so the Port of Juneau's biggest customers have been the occasional military vessels. *Regardless of the actual amount of used oil deposited at the wharves, the Department has to have the physical capacity to receive and process the used oil as if each ship making calls in Juneau were to choose to do so.* Accordingly, an arrangement with Delta Western is in place to provide a tank-truck reception vehicle to receive used oil from ships.

The Department also owns 31,000 gallons of tankage which can be used for the storage of used oil. Used oil stored in these tanks can be re-sold to the local batch plant. Contaminated oil needs to be transported to Washington State for recycling. The most significant problem is disposal of oily bilge water. It cannot be sold and in high volume is too expensive to transport to the lower 48. Department staff are currently using a filtration system to remove all oil residue from the oily water so the oil and water can be separated and disposed of independently. An example of the problem with oily water is that large cruise ships and Navy ships can deposit from 5-15,000 gallons at a time.

Support Buildings

The following buildings and structures support Department operations:

Main Harbor Office at Aurora

This 1440 s.f. building provides primary support for all downtown harbors and wharf operations (regulatory, accounting, maintenance, and planning). The Port Director and Office manager function from this office, as well as the Downtown Operations Supervisor. This building includes a 342 s.f. meeting room/staff lounge, a 456 s.f. shop bay, and a 980 s.f. work/storage shed. There is also a 2982 s.f. enclosed storage yard, and the office building has staff and public restrooms. This building is in good condition, except for a shallow sewer-line which freezes up in the winter and can clog up during heavy rains (this is a health issue). Storage space is limited, but not a major issue yet.

Wharf Office

This 240 s.f. building provides support and Department presence at the Downtown Wharves. It is typically staffed full-time during the day-shift and part-time during the swing-shift throughout the summer, when staff provides wharf maintenance, IVF and Lightering Float regulation, and Transfer Bridge operation/monitoring. This building includes a 108 s.f. office and a 132 s.f. shop.

Statter Harbor Office at Auke Bay

This 995 s.f. building provides support and Department presence at Statter Harbor. It is typically staffed year-round by the Statter Operations Supervisor and one full-time officer, plus a seasonal clerk and two seasonal officers during the summer. This building includes a 150 s.f. office and a 323 s.f. shop bay. There is also a 400 s.f. auxiliary storage shed and 24hr restrooms and showers at this building.

Personnel

This asset is, by far, the most important. No department can achieve its mission without a staff that is trained, motivated, and customer oriented.

The current staff, which has remained the same size for the past three years, consists of ten full time people. There two seasonal Clerks and four seasonal Officers who work from April through September and can fill in during the remainder of the year.

The permanent full-time staff averages 11.2 years service with the Department. Only one permanent full-time staff member has left the Department since 1987, and that departure was to assume a Harbormaster position elsewhere. This retention rate is very unusual and is a significant factor in the Department's ability to manage the geographically widespread facilities and resources in an efficient fashion. The Department's seasonal work force also tends to very loyal and productive.

The Department's geographic scope of operations extends from the North Douglas Launch Ramp, Douglas Harbor, the Municipal Wharves, the Downtown Harbors, Statter Harbor at Auke Bay, Amalga Harbor, and Echo Cove. It is a significant challenge to manage this great physical separation of facilities efficiently. To this end, the Department has evolved into two distinct districts: the Downtown District (includes Aurora, Douglas, and Harris Harbors, Fisheries Terminal, Municipal Wharves, the North Douglas Launch Ramp, and Main Harbor Office) and the Auke Bay District (includes Statter Harbor, Amalga Harbor, and Echo Cove Launch Ramp).

The Downtown District functions under an Operations Supervisor with four permanent Full-time Officers (and seasonals) and the Auke Bay District functions under an Operations Supervisor with one Permanent Full-time Officer (and seasonals). Each district has its own office and share an integrated bookkeeping/accounting system. No

other port in Alaska operates in a similar fashion (where there are two distinct staffs) but this condition is dictated by the unusual circumstances of managing Statter Harbor at Auke Bay under certain special Corps of Engineers covenants and provisions.

As of 1996, the Port Director has taken on more of a planning and developmental role, and day-to-day operations and maintenance issues have been delegated to the respective Operations Supervisors (who continue to perform regular officer duties in addition to their new administrative responsibilities).

It is important to note that this staff organization achieves much of its level of productivity through mobility, effective communications, and energy. Staff levels, at both districts, are typically no more than two officers, and more often only one, per district, at a given time (plus office staff), during the summer season.

Law Enforcement

Port staff administer the Port's own regulations but are often placed in the position of observing violations of other laws. There is some overlap. Nuisances such as excessive noise are both harbor issues and general public issues. At present, harbor officers are not trained in general law enforcement and must call the Juneau Police Department for assistance. The Board will consider methods to insure better law enforcement on Port properties.

B. Personnel

Maintain and expand policies, activities, and approaches to continue year-round long term staff.

Consider use of UAS Marine Science Program interns, interns from other colleges, and interns from other sources (no benefit packages and no personnel entanglements)

Maintain and enhance a program of staff skill building and training.

Explore a program of law enforcement training and duties.

Evaluate staffing and support needs to address work associated with real estate development, land management, marketing, and development promotion.

C. Facilities (related to Operations)

Explore options for an indoor work space needed for the winter construction and maintenance projects.

D. Liaison with other Agencies and Community

Assure effective Board and senior staff interaction with the following:

Assembly and Assembly Committees

Port Advisory Committee

Planning Commission

Airport Board

Parks and Recreation Advisory Committee

Tourism Advisory Committee

Tradeshow attendance

USCG

Coast Guard Auxiliary

Chamber of Commerce

Downtown Business Association

Salmon Derby and similar events

E. Schedules and Maintenance Services

Establish an Operations Committee of the Board to address:

Hours of operation

Cleaning and maintenance intervals

Animal problems

Other issues as assigned