

**CITY OF UNALASKA, ALASKA  
HISTORIC PRESERVATION COMMISSION  
REGULAR MEETING  
THURSDAY, OCTOBER 21, 2021, 6:00 P.M.  
AGENDA**

**COVID-19 Call-In Line: 1-888-808-6929 Access Code: 6692621**

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CALL TO ORDER

ROLL CALL

REVISIONS TO THE AGENDA

APPEARANCE REQUESTS

ANNOUNCEMENTS

MINUTES: Draft minutes from the meeting May 20, 2021

PUBLIC HEARING

*No Items*

OLD BUSINESS

*No Items*

NEW BUSINESS

*No Items*

WORKSESSION

1. Follow up on discussion on letter from Tom Benintendi to Mayor Tutiakoff regarding "Recognition of the WWII Aleutian Campaign" from MOTA board.
2. Update on USACOE Restoration Advisory Board (RAB)
3. Discussion on Historic Preservation plan

ADJOURNMENT

# Principles of the Unalaska Planning Commission

1. The Position: In any community, the position of Planning Commissioner is a highly respected and honored one.
2. The Job: The job of Planning Commissioner is to serve the public, as representatives of the City Council and to the best of their ability, in ensuring sound planning and growth management in Unalaska. All decisions of the Planning Commission should be based on sound planning principles and practices, and not on the personal opinion of individual Planning Commissioners. Once the Planning Commission makes a recommendation to the City Council, the job of the Planning Commissioners and Planning Commission is over, in terms of that particular action.
3. Integrity: Planning Commissioners are appointed by City Council. The actions, behavior, and comportment of each Planning Commissioner reflect not only on that Planning Commissioner's integrity – but also on the integrity of the City Council and of the entire City government.
4. Collaboration: An individual Planning Commissioner is not a “lone wolf,” but is part of a collective body. As such, each Planning Commissioner is expected to act in a collaborative manner with his and her fellow Planning Commissioners.
5. Respect Each Other: While it is understandable to sometimes disagree with your fellow Planning Commissioners on issues brought before the body, and appropriate to publically vocalize that disagreement during Planning Commission meetings, a Planning Commissioner should always respect the opinion of their fellow Commissioners and treat each other with respect.
6. Majority Rules: It is important to remember that, at the end of the day, the majority rules. So, after each action is brought before the body, discussed, and voted upon, Planning Commissioners must accept and respect the rule of the majority – even if the ruling was counter to an individual Commissioner's position.
7. Respect Staff: A Planning Commissioner should respect the opinion of City Planning Staff, whether the Planning Commissioner agrees with staff or not. Planning Staff Members are professionals who are employed to serve not only the Planning Commission and general public, but the City Council.
8. The Las Vegas Rule: What comes before the Planning Commission must stay before the Planning Commission. This means there can be no outside negotiating with petitioners or with the public regarding applications brought before the Commission. And, all discussions – pro or con – concerning a petition before the Planning Commission, must take place solely within Planning Commission meetings.
9. Respect Applicants and Public: Each Planning Commissioner must always show professionalism and respect for applicants and the general public – regardless of the position held by that Planning Commissioner or by the Planning Commission.
10. Upholding the Principles: Any member of the Planning Commission who finds that he or she cannot uphold and abide by the above principles should resign from the Commission.

## PROCEDURES FOR THE CHAIR

### Approval of Minutes

The Chair states: "The minutes were included in the packet. Are there any corrections to the minutes?" [pause to wait for commissioners to object]. "Hearing none, if there are no objections, the minutes are approved as printed."

OR

If there are objects to the minutes, then...

1. Ask for a motion to approve the minutes as printed. And a second.
2. Facilitate Commission discussion.
3. Amendments will need a motion and a second.
4. When there is no more discussion, call for a vote on any amendments.
5. Continue discussion until there is none further, then call for a vote on the minutes as amended.

### Public Hearings

1. Open the public hearing.
2. Notify the public that they may raise their hand and speak from their seats.
3. Read the title of the first item.
4. Ask if any member of the public wishes to speak to the item. They may do so by raising their hand.
5. When discussion has ended, read the title of the second item.
6. Again ask for public discussion.
7. Continue until all items on the public hearing are complete.
8. NOTE: No commissioners or staff should give any input during the public hearing.

### Resolutions under new business or old business

1. Read the title of the first resolution.
2. Ask for declaration of ex parte communications and conflicts of interest from commissioners.
3. Any question of whether a conflict of interest exists will be settled by a majority vote of the Commission. Members with a conflict will be asked to sit in the audience during this discussion/vote.
4. Ask for staff presentation.
5. Ask for questions from Commissioners of staff.
6. Ask for a presentation from the applicant.
7. Ask for questions from Commissioners of the applicant.
8. Ask for a motion to approve the resolution. And a second.
9. Facilitate commission discussion.
10. If any members of the public have signed up to speak on the topic, they will be given a chance to speak. The chair must set a time limit (such as 2 minutes) to each public comment. Time limits can be objected by commissioners and subsequently put to a vote if necessary.
11. Following public testimony, continue commission discussion until there is nothing further.
12. NOTE: Each member of the public only gets one chance to speak, but anyone who signs up with staff before the commission votes shall be given their one chance to speak before the vote occurs.
13. Call for a vote.
14. Repeat for each resolution on the agenda.

City of Unalaska  
**HISTORIC PRESERVATION COMMISSION**

P. O. Box 610 • Unalaska, Alaska 99685  
(907) 581-1251 • [www.ci.unalaska.ak.us](http://www.ci.unalaska.ak.us)

**Regular Meeting**  
**Thursday, May 20, 2021**  
**6:00 p.m.**

**Unalaska City Hall**  
**Council Chambers**  
**43 Raven Way**

**Commission Members**  
Ian Bagley  
Virginia Hatfield.

Travis Swangel, Chairman  
City Representative: Erin Reinders, City Manager  
Secretary: Bil Homka, Planning Director

**Commission Members**  
Vicki Williams  
Helen Brown

**MINUTES**

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1. Call to order. Commissioner Swangel called the Special Meeting of the Unalaska Historic Preservation Commission to order at 6:02 pm, on February 18, 2021, in the Unalaska City Hall council chambers.

2. Roll call

Present:

Vicki Williams	Virginia Hatfield
Travis Swangel	Ian Bagely
Erin Reinders	Bil Homka

Absent:

Helen Brown

3. Revisions to the Agenda – None.
4. Appearance Requests – None.
5. Announcements – None.

6. Minutes – February 18, 2021

Motion to approve minutes made by Swangel, seconded by Hatfield. No discussion, approved 4-0

7. Public Hearing – None.
8. Old Business – None.
9. New Business – None.

10. Worksession – Discussion on letter from Tom Benintendi to Mayor Tutiakoff regarding “Recognition of the WWII Aleutian Campaign”

Travis visited NOLA museum in 2016 and mentioned we need to add material.

**Adjournment**

Reinders made a motion to adjourn; Hatfield seconded.

Motion passed by consensus.

The meeting adjourned at 6:21 pm.

\_\_\_\_\_  
William Homka, AICP  
Secretary of the Commission

\_\_\_\_\_  
Travis Swangel  
Commission Chairman

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date



COPY

Mr. Tim Benintendi  
Box 241492, Anchorage, AK 99524-1492  
(907) 276-2923 / [ztimbz@gmail.com](mailto:ztimbz@gmail.com)

January 26, 2021

Mr. Vince M. Tutiakoff, Sr., Mayor  
City of Unalaska  
Box 610  
Unalaska, AK 99685-0610

RE: Recognition of the WWII Aleutian Campaign

Dear Mayor Tutiakoff:

I write to inform and encourage the City of Unalaska to engage in an effort to have the National WWII Museum in New Orleans, Louisiana, recognize the WWII Aleutian Campaign. You may have seen the attached opinion item in the Anchorage Daily News last fall.

I have visited this well financed and otherwise spectacular museum, and have nothing but praise for its achievements; except for the total lack of recognition of the Aleutian Campaign. I don't need to tell you that ignoring the impacts of a tough and bloody military operation, ignoring the bombing of Dutch Harbor, ignoring the unspeakable impacts on the Aleut people, and ignoring the construction of the Alcan Highway, leaves this museum coming up short.

As a 38-year resident of Alaska, and a twelve-year state legislative staff member to the late Carl Moses, I came to know several veterans and Aleut survivors of that campaign. I have also taken a very sobering two-week tour of Attu, Kiska, and several other historic sites in the far Aleutians.

I urge you and the city council to participate in rectifying this unacceptable oversight. It shouldn't take a significant amount of staff time or other resources, perhaps a direct letter to the board

chairman of the museum, direct communication with our Congressional delegation, and some coordination with the entities on the attached list of interested parties. You might also consider sending a resolution from the city council to the National WWII Museum. I would also encourage individual letters of support for the recognition from community members.

It's an interesting note that the late Senator Ted Stevens was a major player in the transition of what was originally the Higgins Boat Museum, to the National WWII Museum. He is prominently recognized in the lobby of the museum, along with the late Senator Daniel Inouye, also a major player in the transition. That Senator Stevens is recognized, but the WWII events in his home state are not, is ironic.

Thank you for your attention to this matter.

Sincerely,

*Tim Benintendi*

## COMMENTARY

# US World War II Museum should commemorate the Aleutian campaign

Jeane Osthes

With Veterans Day just past, it seems an appropriate time to tell you of the wonders of the National World War II Museum in New Orleans, Louisiana. The museum began as a local historical venue to memorialize Louisiana's vast contributions to the war effort, chiefly in terms of the production of various aircraft — think Higgins boats — and other war materiel. At the museum's grand opening reception, U.S. senators and representatives who served in WWII were invited to attend. Among those were our late Sen. Ted Stevens and Hawaii's late Sen. Daniel Inouye. So the story goes, deeply impressed, the members of Congress encouraged the museum board to broaden the scope and make it a national museum dedicated to memorializing the entire war. In the lobby today is a display of this transformation, and it specifically highlights Stevens and Inouye.

Today, the museum occupies the better part of three city blocks in downtown New Orleans, is that city's No. 1 visitor attraction, is well financed, and has displays on most every aspect of WWII — more than I can go into here.

*What greatly surprised my husband and me during our visit in 2018 was that there was no display or reference to the Aleutian Campaign. None. There was nothing about the forced relocation of the Aleut people, nothing about the construction of the Alcan Highway.*

of the booklets published by the National Park Service, but that she had no room for the rest. She was either to toss the materials or send it back to us. We asked that it be donated to a local New Orleans school, and that was done.

I would like to inspire Alaskans, including our governor, congressional delegation, and the Aleut Corp. to contact the National WWII Museum and petition for a permanent display on the Aleutian Campaign, the building of the Alcan Highway and the forced relocation of the Aleut people. Write the Board Chairman, Mr. Paul Hilliard. He's a WWII veteran. The mailing address is 945 Magazine St., New Orleans, LA 70130. I encourage interested readers to explore online, and visit in person, this grand testament to those who served, sacrificed and provided industrial support during WWII.

Jeane Osthes, a third-generation Alaskan from Fairbanks, is retired and living in Anchorage. Her father flew 19 missions in a B-17 over France and Germany. She is an annual Patriot Circle donor to the museum, active in the Anchorage veterans' community, and was involved with the renovation of the Anchorage Veterans' Memorial.

It also contains an eight-story hotel and conference center, a multi-level parking garage, and has a wide variety of active educational programs. In addition to the vast displays about the European Theater, the Pacific Theater and war on the home front, there is a period malt shop and a restaurant. There is also a re-created USO ballroom, in which concerts and other entertainment are staged. The museum's lobby prominently displays the many hundreds of major donors, including Steven Spielberg and Tom Hanks, and many American and foreign companies and families.

What greatly surprised my husband and me during our visit in 2018 was that there was no display or reference to the Aleutian Campaign. None. There was nothing

about the forced relocation of the Aleut people, nothing about the construction of the Alcan Highway. The only indication in the entire museum was on a large wall map of the furthest extent of Japanese control in the Pacific, showing Athu and Kiska in small letters at the top of the map, almost up in a corner. With the Aleutian Campaign being proportionally one of the bloodiest campaigns of WWII, we approached museum staff to enquire. That individual knew

nothing of the Aleutian Campaign, and we eventually found out that the librarian had no materials on the topic. Once home, my husband and I spent more than \$200 gathering and mailing a box of documents and literature to the museum. A later call from the librarian said that she would keep a couple

## **ALEUTIAN CAMPAIGN DISPLAY IN NATIONAL WWII MUSEUM**

### **Contact List:**

#### **National WWII Museum**

Mr. Paul Hilliard, Board Chairman  
945 Magazine St., New Orleans, LA 70130  
(504) 528-1944

#### **The Honorable Lisa Murkowski, U.S. Senator**

510 L Street #600, Anchorage, AK 99501-7569  
(907) 271-3735

#### **The Honorable Dan Sullivan, U.S. Senator**

510 L Street #750, Anchorage, AK 99501-7569  
(907) 271-5915

#### **The Honorable Don Young, U.S. Representative**

471 W. 36<sup>th</sup> Ave. #201, Anchorage, AK 99503  
(907) 271-5978

#### **The National Park Service (Alaska)**

Ms. Sue Masica, Regional Director  
240 W. 5<sup>th</sup> Ave., Anchorage, AK 99501  
(907) 644-3510 / 644-3472

Also the contact for:  
Aleutian WWII National  
Historic Area and  
Visitors Center

#### **The Aleut Corporation**

Mr. Thomas Mack, President & CEO  
4000 Old Seward Hwy #300, Anchorage, AK 99503  
(907) 561-4300

#### **The Alaska Veterans Museum**

ATTN: Ms. Suelllyn Novak  
333 W. 4<sup>th</sup> Ave #227, Anchorage, AK 99501  
(907) 677-8802

#### **The City of Unalaska**

Mr. Vincent M. Tutiakoff, Sr., Mayor  
Box 610, Unalaska, AK 99685-0610  
(907) 581-1251

#### **The Unalaska Visitors Bureau**

Ms. Carlin Enlow, Executive Director  
Box 545, Unalaska, AK 99685-0545  
(907) 581-2612 / [info@unalaska.org](mailto:info@unalaska.org)

**Unalaska Corporation**

Mr. Vincent M. Tutiakoff, Sr., Board Chairman  
Box 149, Unalaska, AK 99685-0149  
(907) 581-1276

**The Honorable Mike Dunlevy**

Governor, State of Alaska  
550 W. 7<sup>th</sup> Ave. #1700, Anchorage, AK 99501  
(907) 269-7450

**The Honorable Peter Micciche**

President, Alaska State Senate  
State Capitol, Juneau, AK 99801-1182  
(907) 465-2828

**The Honorable x**

Speaker, Alaska State House  
State Capitol, Juneau, AK 99801-1182  
(907) 465-

**Anchorage Daily News**

**Dutch Harbor Fisherman**

**Alaska News Source**



## COMMENTARY

# US World War II Museum should commemorate the Aleutian campaign

**Jeanne Ostnes**

With Veterans Day just past, it seems an appropriate time to tell you of the wonders of the National World War II Museum in New Orleans, Louisiana. The museum began as a local historical venue to memorialize Louisiana's vast contributions to the war effort, chiefly in terms of the production of various watercraft — think Higgins boats — and other war materiel. At the museum's grand opening reception, U.S. senators and representatives who served in WWII were invited to attend. Among those were our late Sen. Ted Stevens and Hawaii's late Sen. Daniel Inouye. So the story goes, deeply impressed, the members of Congress encouraged the museum board to broaden the scope and make it a national museum dedicated to memorializing the entire war. In the lobby today is a display of this transformation, and it specifically highlights Stevens and Inouye.

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January 20, 2021

Alaska Veterans Museum  
Attn: President and Executive Director Lt Col (Ret) Robert Sherrill  
333 W 4<sup>th</sup> Avenue  
Anchorage, AK 99501

Dear Lt Col Sherrill,

Thank you for your letter regarding coverage of the Aleutian Campaign in The National WWII Museum. Thank you also for your generous offer to produce an interpretive panel for us. While greatly appreciated, your offer is not necessary. We do cover the Aleutian Campaign in two different galleries of our Arsenal of Democracy permanent exhibit. In our Day of Infamy gallery, we have an interpretive panel that provides an overview of the battle for the Aleutians, includes a photograph of US Marines at Dutch Harbor during the attack, and a photograph of a Japanese Zero fighter that was salvaged and studied to learn its performance characteristics. The panel is provided in the wider context of the Japanese onslaught across the Pacific in the early stages of the war.

In the Manufacturing Victory gallery, we have two interpretive panels. The first speaks to the overall fight for the Aleutians and has a photograph of Private Joseph Martinez, the first Hispanic-American to receive the Medal of Honor during the war. Next to that is a panel telling the story of the construction of the ALCAN Highway. In addition to an overview text, the panel provides photos showing the primitive conditions under which the road was built and the triumphant moment when the Northern and Southern sections were joined.

I regret that the three AVM members who visited missed our content on the Aleutians and the ALCAN highway. Unfortunately, space constraints do not allow us to go into the depth we would like about the Aleutian Campaign, but I am proud of the story we tell and how it fits in the wide context of the war in the Pacific. I invite you and Colonel Novak to come visit as soon as it is safe to travel again.

Sincerely,

  
COL Peter D. Crean, USA (Ret.)  
Vice President, Education and Access





April 1, 2021

Senator Dan Sullivan  
Suite 302  
Hart Senate Office Building  
Washington, DC 20510

Dear Senator Sullivan,

Thank you for your letter highlighting the generous offer from the Alaska Veterans Museum (AVM) to provide resources and assistance toward the creation of an exhibit on the Aleutian Campaign. I greatly appreciate your attention to this important aspect of nation's military history, and your interest in The National WWII Museum.

In January 2021, the Museum's Vice President, Education & Access COL Pete Crean, USA (Ret.) responded to the offer from the Alaska Veterans Museum. His response noted that we cover the Aleutian Campaign in two galleries within *The Arsenal of Democracy* permanent exhibit on our campus. In our *Day of Infamy* gallery, we have an interpretative panel that gives an overview on the battle for the Aleutians, which includes a photograph of US Marines at Dutch Harbor during the attack and a photograph of the Japanese Zero fighter that was salvaged and studied to learn its performance characteristics.

Additionally, the *Manufacturing Victory* gallery includes two interpretative panels on this subject. The first speaks to the overall fight for the Aleutians and has a photograph of Private Joseph Martinez, the first Hispanic-American to receive the Medal of Honor during the war. The second tells the story of the construction of the ALCAN Highway. Although not mentioned in our earlier response to AVM, the gallery also includes three oral histories from veterans who helped to recapture the Island of Attu. These 90 second, fully produced films include footage of the veterans discussing their experiences as well as narration and archival footage to give our visitors a sense of the challenging conditions and brutality of the battle to retake American soil from Japanese occupation.

We regret that the AVM members who visited our Museum missed our content on the Aleutian Campaign and ALCAN Highway. As America's congressionally-designated WWII Museum, we are charged with telling the complete story of our nation's experience during the war, and space constraints do not allow us to go into more detail about the Aleutian Campaign. Nonetheless, I am proud of the story we tell and how it fits into the wider context of the war in the Pacific. I invite you and the members of AVM to come visit us in the future, and our team would be happy to give you a personal tour to look at this content.

Sincerely,



Stephen Watson  
President & CEO

CC: Lt. Col (Ret) Robert Sherrill, President and Executive Director of Alaska Veterans Museum





**US Army Corps  
of Engineers®**  
Alaska District



Amaknak Formerly Used Defense Site  
Restoration Advisory Board Meeting

5:50-6:00 PM Pre-meet and greet, and technology check/ troubleshoot

6:00-8:00 PM

Friday, August 13, 2021

City Council Chambers

Or Join by Phone:

Teleconference Call: (844) 800-2712

Access Code: 199 212 1820#

AGENDA

1. 6:00 – 6:15 Welcome and Introductions

a. Opening Remarks

b. Roll Call/ Quorum

<input type="checkbox"/>	Jay Edward King, Community Co-Chair
<input type="checkbox"/>	Denise Rankin, Community Co-Chair
<input type="checkbox"/>	James T Paulin
<input type="checkbox"/>	Elise Contreras
<input type="checkbox"/>	Alyssa K McDonald
<input type="checkbox"/>	Okalena Patricia Lekanoff Gregory
<input type="checkbox"/>	Virginia Hatfield
<input type="checkbox"/>	Kale Bruner
<input type="checkbox"/>	David M Gregory
<input type="checkbox"/>	Rena B Flint, USACE Co-Chair

c. Meeting Goals and Objectives

2. 6:15 – 6:20 Revise/ Adopt June 28, 2021 Minutes

3. 6:20 – 6:30 Local Updates/ Community Introductions/ Public Comment



**US Army Corps  
of Engineers®**  
Alaska District



4. 6:30 – 6:40 Submit questions for the upcoming Virtual 3Rs UXO/CWM Safety Training (Department of Public Safety, RAB, and Open to Community Trainings)
5. 6:40 – 7:10 Deeper Dive into Unalaska Valley (ADEC File ID: 2542.38.023)
  - a. Potential Institutional Controls
    - UST 2664 (ADEC Hazard ID: 2878)
    - USTs 2667 AB (Hazard ID: 2879)
    - UST 2674 (ADEC Hazard ID: 2880)
  - b. Potential Resample
    - UST 3260 (ADEC Hazard ID: 2890)
  - c. To Be Determined
    - UST 2667 (ADEC Hazard ID: 2876)
6. 7:10 – 7:20 Overview of Little South America (ADEC File ID: 2542.38.032)
7. 7:20 – 7:40 Review RAB Roles and Responsibilities
8. 7:40 – 7:50 Review Next Meeting Dates, Identify Next Steps
  - a. Virtual 3Rs UXO/CWM Safety Training (Department of Public Safety, RAB, and Open to Community Trainings)
  - b. Next RAB Meeting: Virtual, November or as needed
9. 7:50 – 8:00 Other Announcements/ Unplanned Items/ Open Discussion
  - a. Recap of Old Business / New Business
10. 8:00 Contact Information and Closing Remarks, Adjourn
  - a. Rena Flint, USACE Project Manager  
(907) 753-2680  
[Rena.B.Flint@usace.army.mil](mailto:Rena.B.Flint@usace.army.mil)
  - b. USACE- ALASKA DISTRICT PUBLIC AFFAIRS OFFICE  
(907) 753-2520  
[Public.affairs3@usace.army.mil](mailto:Public.affairs3@usace.army.mil)

**Amaknak RAB Meeting Minutes**  
**28 June 2021**  
**1800-1933**  
**Grand Aleutian Hotel Makushin Room/ via Phone (WebEx)**

**Attendees:**

Rena Flint	Chris Price
Theo Greenly	Jim Paulin
Virginia “Ginny” Hatfield	Jay Edward King
Kendall Campbell	Okalena Patricia Leknaoff Gregory
Tom Reed	Alyssa K. McDonald
David Gregory	Thomas Roufos
Cascade “Cas” Galasso-Irish	Ann Sedjo
Elise Contreras	Jim Touza
Elena Ramirez	Dennis Shepard
Natalie Cale	Ben Leon-Guerrero
Kale Bruner	Chris Salts
Denise Rankin	Forrest Kranda

**1800-1815****Welcome and Introductions**

- *Rena Flint* - Introductions
- Induct Denise Rankin to Amaknak RAB
- *Denise Rankin* - Brief biography
- Roll Call

## a. Roll Call/ Quorum

<input checked="" type="checkbox"/>	Denise Rankin
<input checked="" type="checkbox"/>	James T Paulin
<input checked="" type="checkbox"/>	Elise Contreras
<input checked="" type="checkbox"/>	Alyssa K McDonald
<input checked="" type="checkbox"/>	Okalena Patricia Lekanoff Gregory
<input checked="" type="checkbox"/>	Virginia Hatfield
<input checked="" type="checkbox"/>	Kale Bruner
<input checked="" type="checkbox"/>	Jay Edward King
<input checked="" type="checkbox"/>	David M Gregory, Community Co-Chair
<input checked="" type="checkbox"/>	Rena B Flint, USACE Co-Chair

- Meeting goals and objectives
  - Review Minutes
  - Community Updates
  - Introductions

- Military Munitions Response Program (MMRP) and past Explosive Ordnance Disposal (EOD) and City of Unalaska Department of Public Safety (DPS) responses
- Pre-World War II Tank Farm
- Deep dive into Unalaska Valley Remaining 7 Sites with discussion of Potential Institutional Controls and Removal Actions
- Review next meeting and trainings.
  
- Review Mission Statement- Ginny Hatfield
- Adopt May 6 Meeting Minutes- Moved- Ginny Hatfield, second by Denise Rankin
  
- Local Updates/Introductions/Public Comments
  - Dennis Shepard* - Alaska Department of Environmental Conservation (ADEC)- Present
  - Elena Ramirez* - Qawalangin Tribe of Unalaska
  - Cas Galasso-Irish* - ADEC
  - Ben Leon-Guerrero* - Aleut Corporation
  - Chris Salts* - CEO, Ounalashka Corporation (OC)
  
- **Item No. 4 Discussion on Community Co-chair**
  - *David Gregory* Stepping down as Co-Chair
  - *Denise Rankin* - What are the duties of the co-chair?
  - *Rena Flint* - Slightly more elevated role in RAB, for example asked David to advertise RAB meetings within his networks. Looking for someone to take a more active role, helping with agenda preparation, etc.
  - *Rena Flint* - will be on leave leading up to next RAB meeting in August- Co-chair will lead the effort for the meeting. Rena will be returning a week before the next RAB meeting in August. Duties include agenda setting and notifications for meeting.
  - *David Gregory* - Good to have someone in Unalaska as Co-chair, firm he will be stepping down but will still be a resource to the incoming chair.
  - *Jay Edward King* - If no one else in the RAB will step up, will volunteer.
  - *David Gregory* - Second.
  - *Denise Rankin*- Available, if Jay is not available
  - *Ginny Hatfield*- Second for Denise Rankin
  - *Rena Flint* - Community Co-Chair role in RAB- Community overwhelming voted for the RAB, it's a good opportunity and dire need and crucial to success of RAB not fizzling out.
  - *Kendall Campbell* - RAB is a community activity- community co-chair will play a key role in the RAB's success
  - Denise Rankin and Jay Edward King are both seconded
  - *Denise Rankin* - new to RAB, okay with which ever decision board makes.
  - *Elise Contreras* - Is it possible to have two community co-chairs?
  - *Rena Flint* - Good idea.
  - *Ginny Hatfield* - Second having two community co-chairs
  - *Denise Rankin* and *Jay Edward King* agree to be co-chairs with *Rena Flint*.

**Agenda item No. 5**  
**Department of Public Safety/ EOD Responses Past and Present**

*Rena Flint* - FUDS does not receive report on everything that has been found past and present.

- Data gathering on past incidents to inform on future actions
- *Denise Rankin* - Photos sent to Unalaska Police Dept.
- *David Gregory* - People find stuff and bring into OC Office. Public safety issue, some classes have been given in the past regarding detonation.
- *Denise Rankin* - Heard from ancestors about the military dumping munitions by barge out in the middle of Front Bay, some washing up on shore, need to teach community on what to do if they find something, especially not bringing it into the OC Office
- *Jay Edward King* - Have training courses scheduled for RAB, DPS, and Community, dates are set.
- *Rena Flint*- Date for community virtual UXO training is on 30 August 2021 1200-1400.
  - Department of Public Safety (DPS) August 31 0900-1100
  - RAB Board August 20 1100-1300
- *Rena Flint*- everyone welcome to join. In addition to virtual training, an in-person event will occur FY2022 in winter or spring, trainer is coming from Huntsville.
- *Rena Flint*- Follow up on David Gregory having received “quite a few 6-7” shells and mortar rounds at Bever Inlet, Captains Bay, etc.
- 10-15 Years ago-
- Can search DPS archives
- *Jay Edward King*- EOD recently came to Unalaska to dispose of some items in the museum
- *Ginny Hatfield*- Can look at items at the museum which are American and Japanese’s munitions examples such as hand grenades.
- *David Gregory*- Mustard Gas- Huntsville may have that documentation?
- *Rena Flint*- Received information from the diver who found the CAIS kits, however no information we didn’t already have
- *David Gregory*- In the area where the CAIS kits were found, USACE should look into further investigations and carcasses of cod fish were in the way.
- *Rena Flint*- Meeting with Rufina Shaishnikoff to talk about the recent EOD response to a grenade

**Agenda Item 6**  
**Pre-World War II Tank Farm**

- *Rena Flint*- 2018 produced a report and groundwater use determination memo to the state with support of OC. Currently working on wrapping up the draft periodic review on remedy to make sure it’s still protective and evaluate exposure pathways. On groundwater use determination memo- ADEC does not concur with memo until USACE puts environmental covenants on each lot where use determination was recommended.
- *Cas Galasso-Irish*- Groundwater Use Determination and the Uniform Environmental Covenants Act (UECA)- ADEC treats all groundwater as potential drinking water source. UECA- agreement with current landowners saying water cannot be used as drinking groundwater. ADEC does not agree with the Groundwater Use Determination memo because USACE does not have landowner concurrence in the form of an environmental covenant.

- *Dennis Shepard*- ADEC adopted a new statute to put covenants on land with environmental contamination everywhere in Alaska, including on Federal Facilities. DEC has developed some site forms and information that is uploaded to DEC database. Environmental convenient registry part of DEC database.
- *Rena Flint*- Within in the template, customizable list of covenants, choose only the ones that apply to that site. So, for Pre-World War II tank farm- no water use for drinking water and monitoring wells not to be disturbed.
- *Denise Rankin*- What do the covenants mean for development on the land? Does the landowner have a say on what happens?
- *Dennis Shepard*- covenant would prevent use without treatment where migration could be expected. Before use, water needs to be treated.
- *Denise Rankin*- do landowners have a say on groundwater monitoring wells on OC property?
- *Rena Flint*- if wells have to be moved to promote development- USACE can work with OC and ADEC. Ultimately the landowner will be responsible for following the covenant. ADEC is the covenant enforcement authority. The covenant is informational, but also restricts uses and runs with the property in perpetuity.
- *Dennis Shepard*- Anytime additional contamination is found it will be investigated.
- *Elena Ramirez*- Is there a lot of residual contamination and would the USACE be responsible for the cleanup?
- *Rena Flint*- USACE would get more funding to do more excavation.
- *Elena Ramirez*- Environmental Covenant would restrict use of land- but overall quality of the land would remain the same- still contaminated
- *Rena Flint*- As long as buildings, roads, and utilities are still in place- there would be no way to access the dirty dirt.
- *Elena Ramirez*- funding for work would be on FUDS schedule?
- *Rena Flint*- Funds could be requested, but could also do a work plan change, there are monthly opportunities to make adjustments to the workload if necessary.

### **Agenda Item 7** **Deep Dive into Unalaska Valley**

- *Rena Flint*- Unalaska Valley top priority- deep dive into planning next year for Unalaska Valley.
- *David Gregory*- Good time to handle contamination at UST 3065 as concrete foundation was removed. Site is close to creek which flows into Iliuliuk River. Contamination hazard potential for site.
- *Rena Flint*- Visited site today, pile of concrete at the site. It is still possible for FUDS to do a soil removal option at that site.
- *Tom Reed*- UST 3065- 2001-2002 sediment and surface water samples collected in the area came back clean. USACE could sample again and continue excavation to get hotspots. Would look first at protecting the creek then sample then do the removal. Sampling in 2001 did not identify any issues.
- *David Gregory*- Concern for contamination in the creek/river.
- *Tom Reed*- Straw waddles would protect the creek from sediment and booms would be used to collect product on the surface of the water.

- *Denise Rankin*- comment to Tom, is there anything that can be used in the future other than bails of straw? Risk of introducing invasive species.
- *Tom Reed*- There has been a lot of progress in treatment of wetlands, booms would collect surface product, and environmental protection plan would specifically address the creek. Note taken on not introducing invasive species.
- *Rena Flint*- Other Potential Removal Action- UST 2762 AB. Private Landowner.
- *Tom Reed*- USACE would need to start coordinating with private landowner, work will be complicated by current structures on the land. Would also work with the city if digging next to underground powerline. Would require de-energizing if digging near it. Will have to see how the project would transpire to limit time power is out, but also balance safety factors.
- *Rena Flint*- There were two USTs with heating fuel, one 300 gallons the other 600 gallons, to heat a barracks, removed in 1997 with 60 CY soil from A and 40 CY soil from B. Project was stopped due to presence of foundation and a buried powerline.
- *Tom Reed*- UST 2762 AB is a candidate for removal action.
- *Rena Flint*- Agenda Item 7B. Potential for institutional controls (ICs) in the form of environmental covenants on remaining 5 sites that have remaining impacts in Unalaska Valley. Working with landowners and ADEC to implement institutional controls. Open the floor to comments/questions on path forward.
- *David Gregory*- Need to clear up where the sites are (multiple locations reported) and gather info regarding ICs with excerpts from the removal action reports.
- *Tom Reed/Rena Flint*- USACE collected GPS coordinates on the sites, can give out the lat/long to so people can visit the sites.
- *David Gregory*- Gather info out of the reports, maps.
- *Denise Rankin*- Consider any other ICs?
- *Cas Galasso-Irish*- Can Rena discuss further why these sites were chosen for ICs? A lot of the results presented are old, might be good to re-sample to go along with removal actions planned for FY21.
- *Tom Reed*- Some sites had physical barriers, for example, one site is underneath Public Works Building, so didn't exceed migration to groundwater, but did exceed next level up, but the building capped the source. Other sites were in wetland areas where contamination went down a foot or so and water underneath, thinking at the time was we did not want to destroy the wetlands. Physical barriers played a role, some were foundations and others were in bedrock. Sampling in fractured bedrock found some hotspots but were above migration to groundwater but below human health cleanup levels.
- *Dennis Shepard*- Some sites may be candidates for close out.
- *Tom Reed*- Potentially if sites were sampled, now they might be cleaner than what we left them, exposing the contamination to oxygen through excavation may have sped up the bioremediation process.
- *Dennis Shepard*- On DEC database, enter hazard ID number, it will take you to the page for the site and get lat/long to help find sites.
- *Rena Flint*- Of the seven sites, they are on the road, but some are on OC property and others are on private property.
- *Dennis Shepard*- Sometimes data does not come up in the DEC database, and some of the site locations are wrong.
- *Rena Flint*- USACE collected point data and will share with everyone.
- *Rena Flint*- How does the RAB feel about the approach for Unalaska Valley?

- Started with DEC sites contaminated database
- Sites are cleanup complete, proposed cleanup complete, and remaining sites.
- Instead of focusing on paperwork focused on the remaining sites to cleanup, is this a method that could be replicated for Little South America, Summer Bay, Humpy Cove, etc.
- *Jay Edward King*- Agrees, better than just catching up with paperwork.
- *Ginny Hatfield*- What is the biggest bang for the buck?
- *Rena Flint*- Plan to try to complete priorities concurrently while project crews are mobilized.
- *Denise Rankin*- Theses are not duplicates of what the tribe is getting NALEMP funding for?
- *Rena Flint*- Sites are collocated but not the same missions, each is executing own mission. For example, UST 3065 QT removed foundation and debris and FUDS will do the removal of soil. FUDS is not trying to get in the way, just trying to piggyback where we can.
- *Denise Rankin*- That is a success for the RAB.
- *Jay Edward King*- Process would be for NALEMP to remove surface debris and FUDS cleanup the contamination.
- *Elise Contreras*- Agrees with approach, QT is focusing on Unalaska Valley this season.

#### Next Meeting Dates

- RAB Meeting Friday 13, August- Community Co-Chairs to help Rena with Agenda.
- *Rena Flint*- Next Steps- Have more to do on Unalaska Valley- more info and maps on other sites (Jay's comment) and start to tackle Little South America.
- 3Rs safety training available, three trainings one for Public, DPS, and RAB.

### **Agenda Item 9 Open Discussion and New Business**

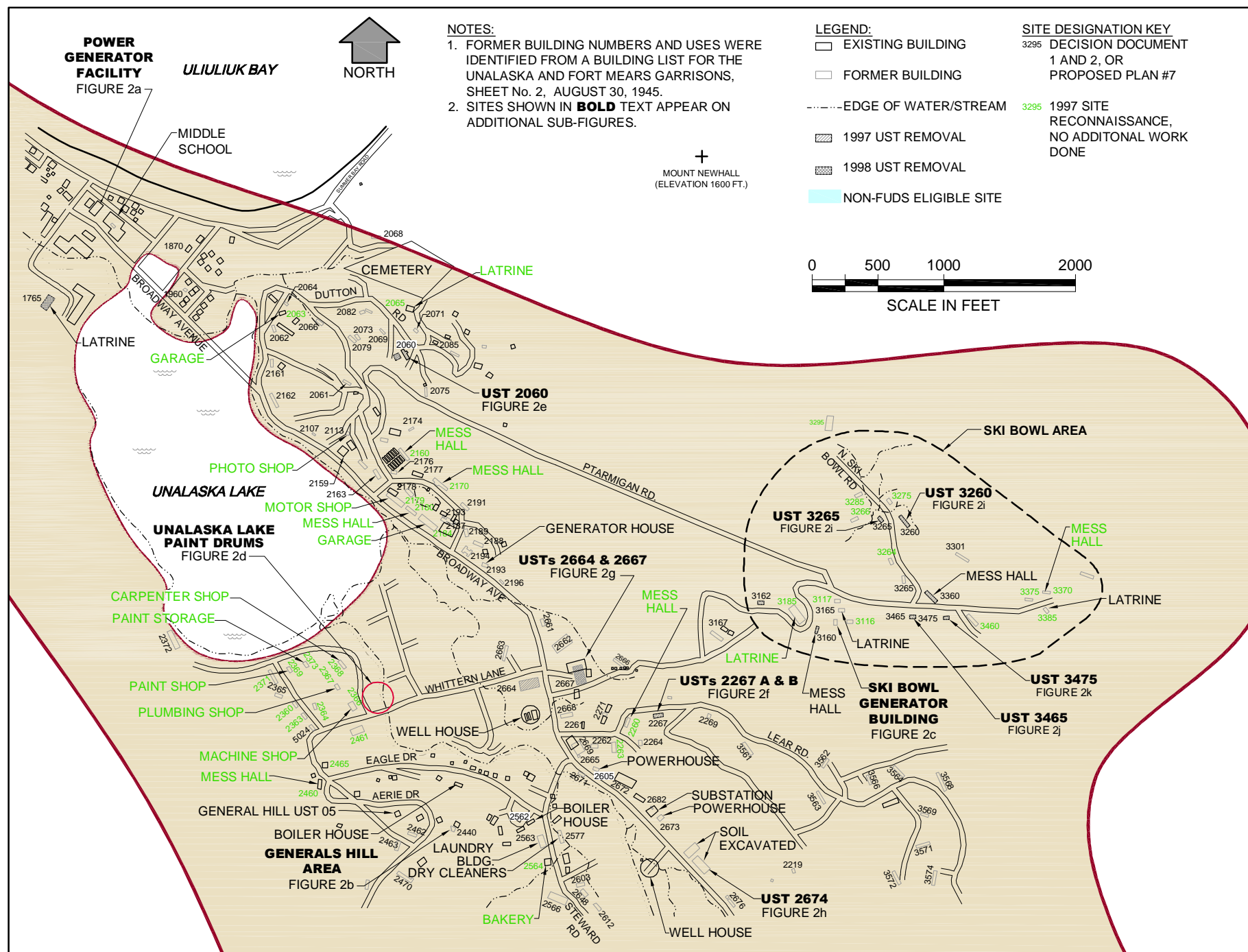
- *Cas Galasso-Irish*- Question for David Gregory- Survey that needs to be redone for CWM site?
- *David Gregory*- ROV re-do, cod carcasses
- *Rena Flint*- information on the site included in meeting packet.

### **Contact Info and Closing Remarks**

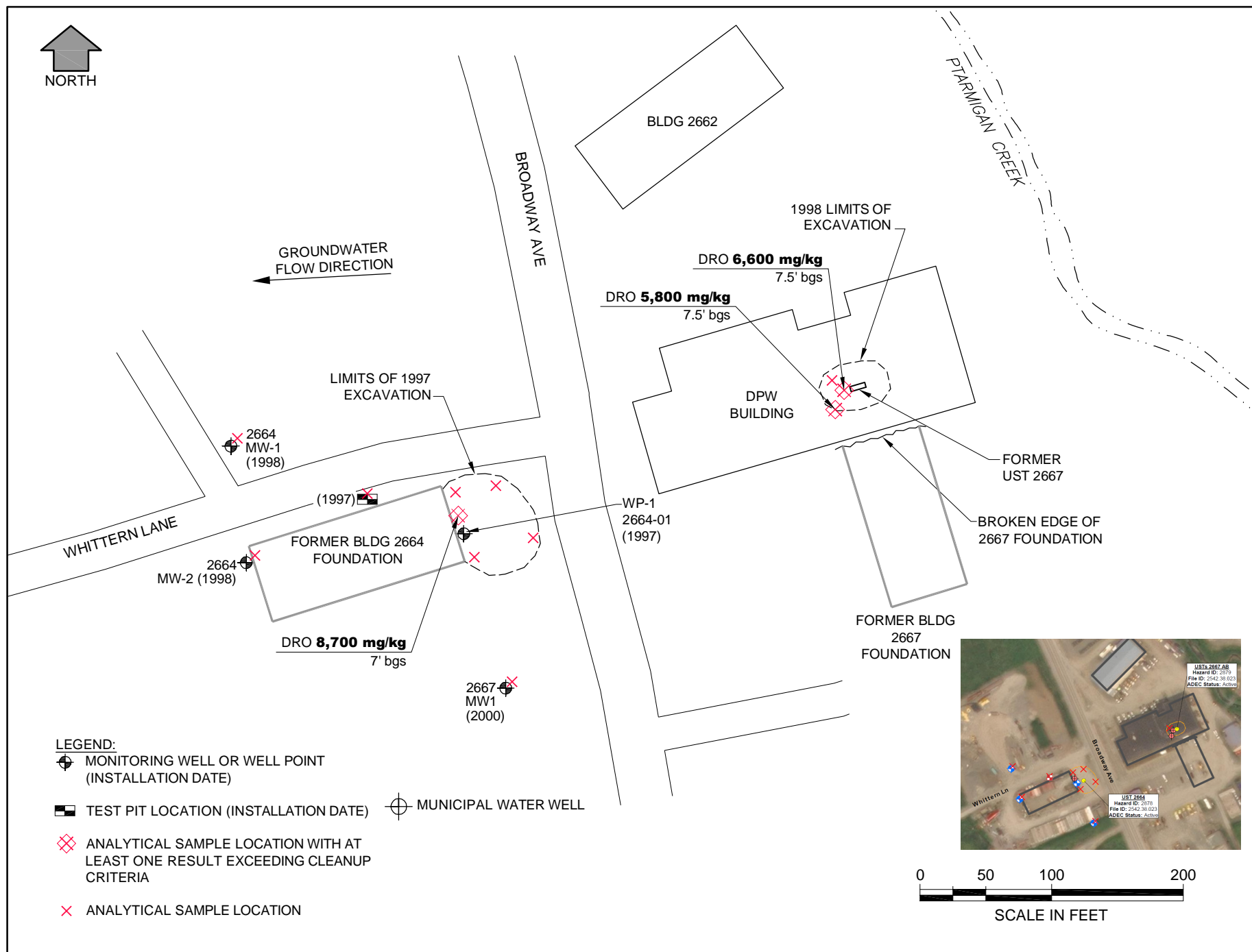
- Rena's info in the packet, email, or call.
- Can contact public affairs or any other USACE
- *Jay Edward King*- Motion to close meeting, seconded by Ginny Hatfield.

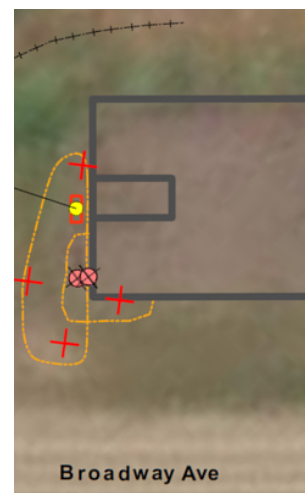
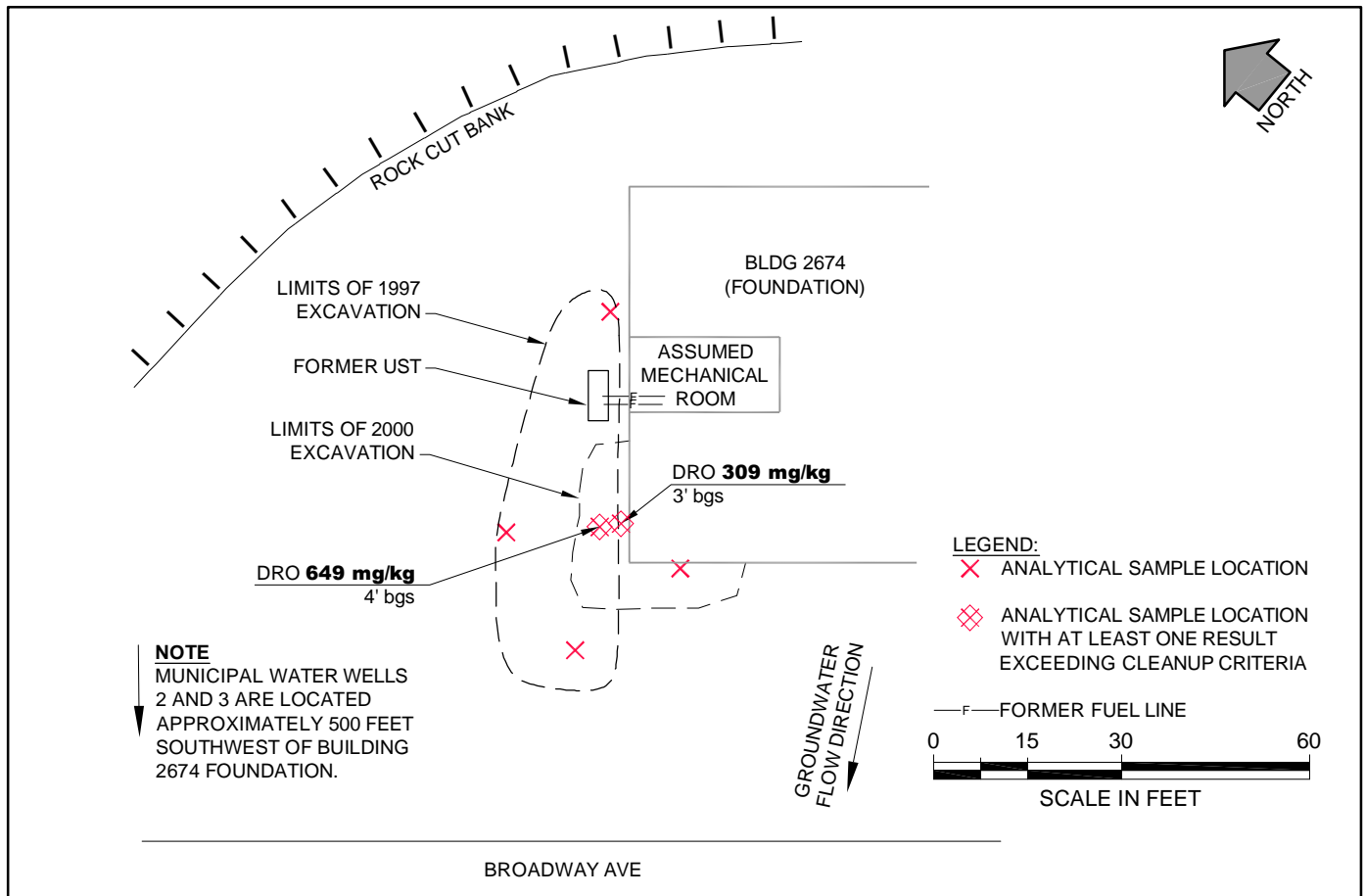
### **Meeting Ends 1933**

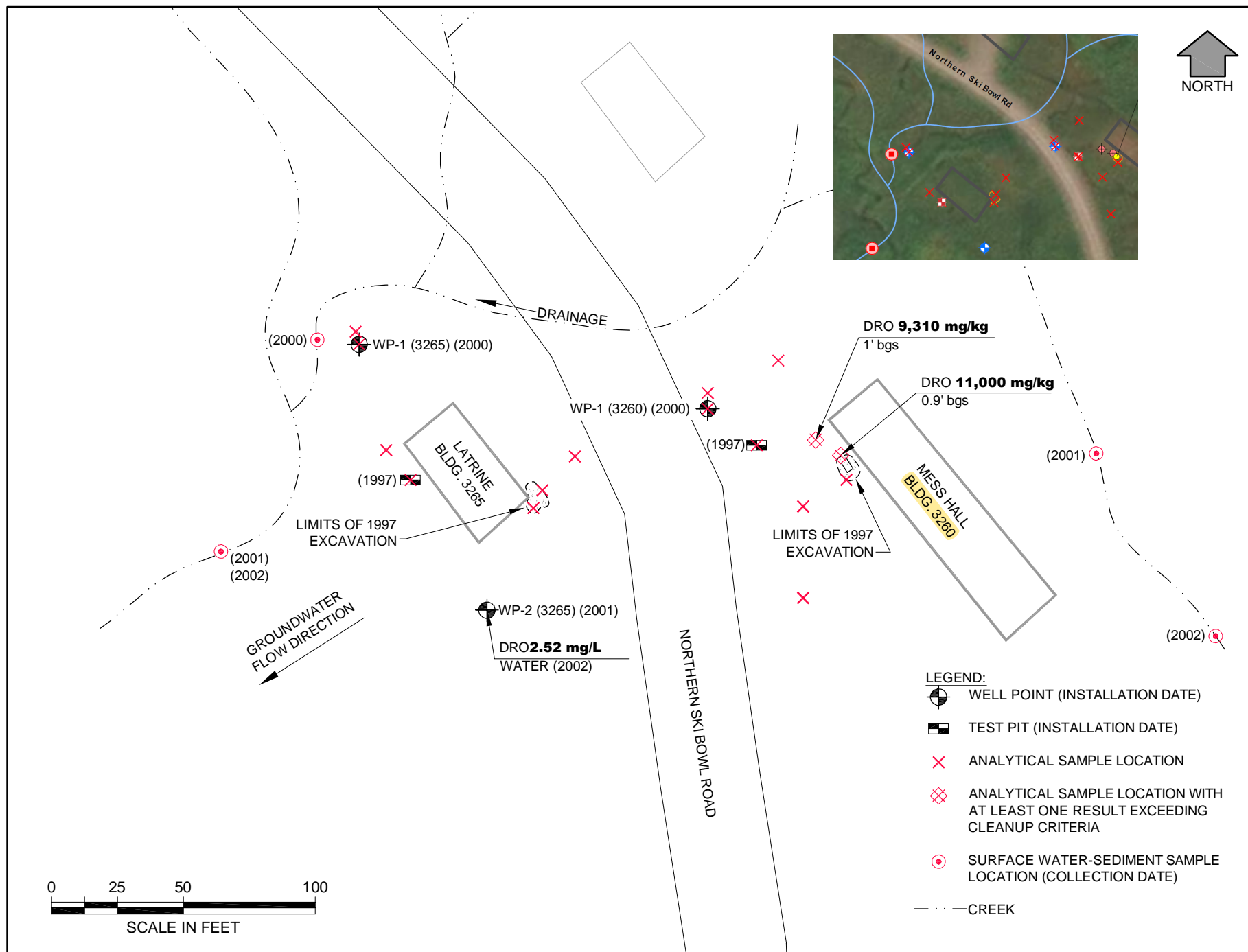
















UST 2664



UST 2667AB





UST 2674



UST 3260



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Coordinate System: NAD 1983 2011 StatePlane Alaska 10 FIPS 5010 Feet -Projection: Lambert Conformal Conic -Datum: NAD 1983 2011

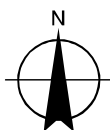
#### ADEC Contaminated Site Status

FUDS



-  FUDS Property Boundary
-  Project-13: Unalaska Valley
-  Project-14: Pyramid Valley-Port Levashef
-  Project-15: Summer Bay-Humpy Cove
-  Project-16: Margaret Bay- Airport
-  Project-17: Museum of the Aleutians
-  Project-18: Mount Ballyhoo
-  Project-19: Mount Ballyhoo Spit
-  Project-20: Little South America

**Notes:**  
- Polygons represent project areas extents are approximate, for visual representation only  
- Contamination site points downloaded from ADEC SPAR Online Services, Contaminated Sites Search online database



Basemap Service Layer Credits:  
Esri, Maxar, GeoEye, Earthstar  
Geographics, CNES/Airbus DS,  
USDA, USGS, AeroGRID, IGN,  
and the GIS User Community

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### PROGRESS AND PRIORITIZATION OF REMAINING IMPACTS: PROJECT-20: LITTLE SOUTH AMERICA

DATE:

04 MAR 2021

PROJECT MANAGER:

R. FLINT

DRAWING

L. CHOP



AMAKNAK F10AK0841  
UNALASKA ISLAND, AK  
U.S. ARMY CORPS OF ENGINEERS  
ALASKA DISTRICT

FIGURE NO:

8

**March 16, 2021**  
**Excerpts from RAB Operating Procedures**  
**Amaknak Formerly Used Defense Site**  
**Restoration Advisory Board**

- 1. Mission Statement of the Amaknak Formerly Used Defense Site (FUDS) Restoration Advisory Board (RAB).** The Mission of the Amaknak FUDS RAB is to establish and maintain a forum with all Stakeholders for the exchange of information in an open and interactive dialogue concerning the environmental restoration activities at the Amaknak FUDS. The RAB will review technical documents and provide comments and advice to the U.S. Army Corps of Engineers (USACE), Alaska District, on the proposed environmental restoration activities.
- 2. Responsibilities of the RAB.** Responsibilities of the RAB are as follows:
  - a. Provide advice on environmental restoration issues to USACE and regulatory agencies.
  - b. Hold (**monthly, then quarterly**) meetings that are open to the public and held at convenient times and locations, normally in the evening.
  - c. Prepare public notices to promote public participation in RAB meetings
  - d. Review, evaluate, and provide comments to the Alaska District, USACE, on documents related to environmental restoration activities.
  - e. Understand site-specific cleanup standards, regulations and guidance documents presented by the Alaska Department of Environmental Conservation (ADEC), and other Federal laws (e.g. RCRA, TSCA) and, where applicable, recommend cleanup levels consistent with planned reuse.
  - f. Recommend priorities among Amaknak FUDS projects.
  - g. Record minutes of RAB meetings and make them available to interested parties.
  - h. Develop RAB mission statement and operating procedures.
- 7. RAB Member Responsibilities.**
  - a. Responsibilities of the USACE Co-Chair are as follows:
    - (1) Coordinate with the Community Co-Chair to prepare and distribute an agenda prior to each RAB meeting.
    - (2) Communicate with all RAB members regarding environmental restoration activities at the Amaknak Formerly Used Defense Site Projects.
    - (3) Publicly announce RAB meetings at least 15 days prior to and will appear in the issue directly preceding the meeting dates.
    - (4) Ensure that USACE participates in an open and constructive manner.
    - (5) Ensure that RAB members are educated and trained regarding their responsibilities as a member of the RAB.

- (6) Ensure that the RAB is provided access to documents for its review and comment. Ensure that an adequate review period is allowed for the RAB members. Ensure that documents distributed to the RAB are also made available to the public.
- (7) Maintain a mailing list of interested and affected parties in the environmental restoration activities at the Amaknak Formerly Used Defense Site.
- (8) Ensure that adequate administrative and technical support is provided to the RAB.
- (9) Ensure that community issues and concerns related to environmental restoration activities are addressed when raised.
- (10) Ensure that the RAB is fully informed during all phases of the environmental restoration process and that it has opportunities to participate in advising decision makers before final decisions are made.
- (11) Provide all relevant guidance documents to the RAB to enhance the operation of the RAB.
- (12) Report back to the USACE district and refer issues not related to environmental restoration to appropriate officials for action.

b. Responsibilities of the Community Co-Chair are as follows:

- (1) Coordinate with the USACE Co-Chair and RAB members to prepare an agenda prior to each meeting.
- (2) Coordinate, as required, with the USACE Co-Chair to ensure that RAB questions and concerns are answered in an appropriate and timely manner.
- (3) Encourage open and constructive community participation at RAB meetings.
- (4) Ensure that RAB members are trained regarding their responsibilities as RAB members.
- (5) Communicate with RAB members regarding environmental restoration activities.
- (6) Ensure that community issues and concerns related to environmental restoration are adequately addressed and that relevant information is communicated back to the community.
- (7) Assist in the dissemination of information to the general public.
- (8) Serve without compensation.

c. Responsibilities of RAB community members are as follows:

- (1) Attend RAB meetings as required by the RAB operating procedures.
- (2) Provide advice on environmental restoration activities to decision makers.
- (3) Communicate community interests and concerns to the RAB.
- (4) Serve as a conduit for the flow of information among the community, the USACE district, and other involved Federal, state, and local agencies regarding the environmental restoration issues at the Amaknak Formerly Used Defense Site.

- (5) Review, evaluate, and provide comments on documents related to environmental restoration activities.
- (6) Serve without compensation.

d. Responsibilities of state regulatory agency member(s) are as follows:

- (1) Attend RAB meetings as required by RAB operating procedures.
- (2) Serve as an information, referral, and resource bank for the community, the USACE district, and other involved Federal, state, and local agencies regarding environmental restoration activities at the Amaknak Formerly Used Defense Site.
- (3) Review and provide comments on documents and other materials related to environmental restoration activities.
- (4) Ensure that state environmental standards and regulations are identified and addressed by USACE.
- (5) Facilitate flexible and innovative resolutions of environmental issues and concerns.
- (6) Assist in the training of RAB members.

## **Environment**

### **Goal**

Protect and respect Unalaska's environment, natural beauty, and natural resources.

### **Values**

- Recognize that keeping Unalaska's environment pristine is a top community priority.
- Protect, respect, and preserve Unalaska's valuable historic buildings and heritage.
- Protect and enhance Unalaska's natural resources.

## **Primary Actions**

### **1. Create a Recycling Center**

Attempts have been made in the past, including attempts by the City, to create a workable recycling program for household waste in Unalaska. However, the recycling initiative was discontinued because it was cost-prohibitive and could not pay for itself.

The intent has always been for the private sector to operate the recycling program for household waste, since it has always been assumed that a recycling program would generate sufficient revenue to ensure profitable operations in Unalaska.

# Unalaska Comprehensive Plan 2020

While other reasons may have discouraged potential operators of a recycling center from opening such a facility in Unalaska, it is most likely that:

- Unalaska does not generate enough recyclable waste to make such a business as profitable as some might expect or require;
- High shipping costs make it very expensive to remove waste from the community;
- The market for recycled waste is not strong enough at this time; and
- The high cost of labor would represent an excessive overhead expense.

In an effort to get junk vehicles out of the community and to promote recycling, the City has instituted, with the help of the State of Alaska Department of Motor Vehicles, a tax of \$100.00 that is assessed at the time of renewal for vehicle registration. The State has a biennial renewal for all passenger vehicles affected by this additional tax of which 92% is returned to the City to be used to help offset the cost for shipment off the island.

## Action

In an effort to more efficiently manage waste in the community, and initiate the testing of waste management methods more conducive to the recycling of waste, the City of Unalaska has instituted a new method of separating and segregating waste at the landfill in an effort to enhance the potential for the disposition of recyclable waste. The City of Unalaska should continue efforts to recycle waste at the landfill. In addition, the City should continue to seek efficient ways to accept waste and local industry should continue efforts to reduce and recycle their waste.

Continued efforts should also be made to induce the private sector to join in a local recycling program. Recycling programs operated in other Alaska communities should be examined to determine if successful practices can be employed in Unalaska, including the institution of rebate programs resulting from revenue generated by the consumption of recyclable items, such as plastic bottles, paper, glass, etc.

Successful private/public recycling programs in other communities should also be explored. National waste companies, such as Waste Management and BFI, could be a source of information related to successful partnerships those companies may have formed with local governments to encourage recycling

## **Secondary Actions**

### **1. Acquire Spill Response Equipment**

Due to local concern for not only the protection of the life and safety of Unalaska residents, but for the protection of the area's natural environment and fisheries, the community has continuously expressed concerns about the impact an oil spill or other natural or manmade disaster might have on the community.

The City of Unalaska and Dutch Harbor are a part of the Geographic Response Strategies (GRS), which are site-specific response plans tailored to protect sensitive areas threatened by an oil spill. GRS are map-based strategies that can save time during the critical first few hours of an oil spill response. They show responders where sensitive areas are located and where to place oil spill protection resources.

Geographic Response Strategies are designed to be a supplement to the Subarea Contingency Plans for Oil and Hazardous Substances Spills and Releases. Alaska is divided into ten Subareas, each of which has a regional oil spill response plan, known as a Subarea plan, which supplement the Alaska Federal/State Preparedness Plan for Response to Oil and Hazardous Substance Discharges/Releases (Unified Plan). GRS are the current standard for site-specific oil spill response planning in Alaska.

The strategies serve as guidelines for the Federal and State on-scene coordinators during an oil spill in the area covered by the GRS. The GRS are a great help in preplanning for a spill response and can provide excellent guidance during a spill response, but are not a mandate for specific action at the time of a spill. As part of the Subarea contingency plans, they have been approved by the U.S. Coast Guard Marine Safety Office, the Alaska Department of Environmental Conservation, and the U.S. Environmental Protection Agency.

Implementation of Geographic Response Strategies is the third phase of an oil spill response. The first and primary phase of the response is to contain and remove the oil at the scene of the spill or while it is still on the open water, thereby reducing or eliminating impact on shorelines or sensitive habitats. If some of the spilled oil escapes this tactic, the second, but no less important, phase is to intercept, contain and remove the oil in the nearshore area. The intent of phase two is the same as phase one: remove the spilled oil before it impacts sensitive environments. If phases one and two are not fully successful, phase three is to protect sensitive areas in the path of the oil. The purpose of



# Unalaska Comprehensive Plan 2020

phase three is to protect the selected sensitive areas from the impacts of a spill or to minimize that impact to the maximum extent practical.

GRS are intended to be flexible, to allow the spill responders to modify them, as necessary, to fit the prevailing conditions at the time of a spill. Seasonal constraints, such as ice or weather, may preclude implementation of some of the strategies in the winter months. It is not intended that all the sites be automatically protected at the beginning of a spill, but rather those that are in the projected path of the spill. The strategies developed for the selected sites were completed with a focus on minimizing environmental damage, utilizing as small a footprint as possible to support the response operations, and selecting sites for equipment deployment that will not cause more damage than the spilled oil.

Each site will be visited and equipment deployed according to the strategy, to ensure that the strategy is the most effective in protecting the resources at risk at the site. Revisions will be made to the strategies if changes are indicated by site visits, drills or actual use during spills.

## Action

While the City of Unalaska may desire to supplement response techniques and equipment, it appears that the GRS system should adequately protect Unalaska in the event of an oil spill and the system appears flexible enough to allow modifications in methods and deployment of equipment to meet a range of conditions during clement and inclement weather.

Businesses which could potentially instigate a situation leading to an oil spill or other potentially detrimental environmental incident should be required, as is now the case, to maintain appropriate response equipment to supplement equipment provided by others.

In addition, the following spill response equipment will be provided at the Carl E. Moses Boat Harbor:

- Two container vans of spill boom and eye bolts embedded in rock to anchor spill boom;
- The City of Unalaska will contract with an Oil Spill Response Organization prior to commencement of harbor operations to respond in case of an oil spill at the harbor; and
- The Spill Response Plan will be in place 45 days prior to commencement of harbor operations.



# Unalaska Comprehensive Plan 2020

## 2. Protect Our History

Unalaska possesses a rich and varied history that is significant on the local, state, and national levels. And, by all accounts, protecting that history is very important to the community. On the other hand, Unalaska is a fiercely independent community with strong beliefs in property rights. Therefore, to strike a balance between protecting the community's history as well as the rights of property owners, the following actions should be taken.

### Action

In cooperation and conjunction with appropriate local entities, the Unalaska Historic Preservation Commission should:

- Identify historic sites that should be nominated to the National Register of Historic Places, based on the historic inventory completed by the City and the Unalaska Historic Preservation Commission;
- Seek National Register designation for those sites;
- Continue to place interpretive markers at significant historic sites within the City limits;
- Using the historic inventory, and in cooperation with the Unalaska/Port of Dutch Harbor Convention and Visitors Bureau, create a walk/drive tour brochure (with map) that notes sites of local and national historic significance;
- Support and encourage the repair of the Holy Ascension Orthodox Cathedral, the Bishop's House, and other significant local historic properties;
- Advocate for and encourage the appropriate and cost effective preservation, rehabilitation, and adaptive reuse of Unalaska's historic buildings;
- Working with the Museum of the Aleutians, create an on-line inventory of historic photographs that show Unalaska's past; and
- Update the City's historic preservation plan, to include guidelines that can be used on a voluntary basis by historic building owners who choose to undertake the appropriate exterior rehabilitation of their properties.

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### 3. Museum of the Aleutians

The Museum of the Aleutians, which opened in 1999, is an institution highly valued by the community. As such, the museum welcomes over 4,000 visitors annually.

The Museum of the Aleutians has completed a Strategic Plan that covers the time period from 2008 to 2012. The museum's mission statement, as noted in that plan, is shown below.

*The Museum of the Aleutians shall collect, preserve, and share the human history of Unalaska and the Aleutian Islands Region by accomplishing the following:*

- *Promoting public awareness of the rich cultural legacy of the people of the Aleutian Islands;*
- *Utilizing its collections for educational purposes through exhibits, publications, and presentations; and*
- *Facilitating cooperation with other museums and institutions for research and education.*

### Action

To accomplish the above mission, the museum has embraced the following strategic directions:

- Develop a proactive strategy to increase funding for the museum;
- Develop and redesign museum exhibits to expand museum programs;
- Expand programs that will promote Aleut art, culture, and language;
- Become a leading Alaska repository by obtaining national museum accreditation;
- Increase board, staff, and organizational capacity so that the strategic plan can be realized.

In addition, an Interpretive Plan was completed for the museum in 2007 by Alice Parman, Ph.D. As the plan states:

# Unalaska Comprehensive Plan 2020

*“An important goal for the Museum of the Aleutians is to attract a broader spectrum of community members, including fishermen and other working people, greater numbers of elders and youth, business travelers, and people who are new to museums; and also guest workers, managers of fish processing plants, and others whose first language is not English.”*

As a result, the museum is undertaking an “exhibit renewal effort” to make the museum’s exhibits “more interactive, encouraging participation and involvement by community members and other visitors.”

The museum’s Board of Directors and staff should continue in their efforts to move the museum forward and strengthen its importance to the community through the continued implementation of both the Strategic Plan and Interpretive Plan.

#### 4. Clean-Up of WWII Non-Historic Waste

While most of the remaining WWII military sites and installations throughout Unalaska are considered historic, a considerable amount of general military related waste – asbestos, metal scrap, etc. – scattered throughout the community are not considered historic and should be removed.

##### Action

Create a consortium – which should include the City, OC, and the Q Tribe – to address issues related to Formerly Used Defense Sites (FUDS) and seek Federal assistance in the removal of non-historic WWII waste.

In addition, the City has compiled a list of mitigation projects. All local entities should continue to work together, whenever possible and as opportunities arise, to address those projects in a manner that benefits the environment.

#### 5. Protection of Subsistence Lifestyle

Many people in Unalaska have historically maintained a subsistence lifestyle and desire to make every effort possible to protect and enhance this practice now and into the future.

##### Action

The City should continue to take into consideration subsistence issues and strive to enhance and protect subsistence lifestyle.

And, the City should continue to strive to reduce silt run-off from roads, wherever possible, and continue with zoning that protects subsistence areas.

# Unalaska Comprehensive Plan 2020

## **Cultural and Historic Assets**

The City of Unalaska has a rich history and a sizable collection of both cultural and historic assets.

### **1. Overview of Unalaska's Historic and Cultural Development**

Two excellent sources of information concerning the history of Unalaska are found on the Web sites of the Unalaska Port of Dutch Harbor Convention & Visitors Bureau (<http://www.unalaska.info/history>) and the Ounalashka Corporation (<http://www.ounalashka.com/Unalaska%20History.htm>).

The overview of Unalaska's history and cultural development presented on the CVB Web site is as follows.

Unalaska has witnessed sweeping change in nine-thousand years of human history.

The Unangan people were the first to inhabit the island of Unalaska which they named "Ounalashka" meaning „Near the Peninsula". They developed an intricate and complex society long before the first contact with Russian fur traders who documented their existence. Artifacts, stories, and re-creations of their rich culture can be viewed and studied at the Museum of the Aleutians with many artifacts dating back roughly 9,000 years.

The Russian influence is best viewed by touring the Holy Ascension Russian Orthodox Cathedral, one of the oldest cruciform-style Russian churches in the country. The Cathedral is a National Historic Landmark and houses one of Alaska's largest and richest collections of Russian artifacts, religious icons and art pieces, some having been donated to the church directly from Catherine the Great.

Dutch Harbor is also known to War veterans and history buffs as the only land in North America, besides Pearl Harbor, that was bombed by Japanese zeros during World War II. Evidence of the Armed Forces' bunkers, Quonset huts, and barracks are still visible today, dotting the green hills of Unalaska and Amaknak Islands. Tour the many remnants and remembrances of military presence throughout the island as well as at the WWII Historical Center. The sites and the Historic Center are part of the WWII National Historic Area opened by the National Park Service in 2002.

For more information concerning Unalaska/Dutch Harbor History, please visit Museum of the Aleutians: [www.aleutians.org](http://www.aleutians.org) or (907) 581-5150 Aleutian WWII National Historic Area: [www.nps.gov/aleu/](http://www.nps.gov/aleu/) or call the Ounalashka Corporation (907) 581-1276.

The overview of Unalaska's history and cultural development presented on the Ounalashka Corporation's Web site is as follows.

Historically, the village of Unalaska has been the home of the Unangan people, and trade and travel has been orally documented for an estimated 8,000 years at least. International commerce began in 1759 when Stepan Glotov and accompanying fur

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hunters spent two years on Unalaska and nearby Umnak Island. The name "Aleut" came from Russian explorers, and its meaning is obscure, so the present-day Natives of Unalaska and most of the Aleutian Islands prefer the term of self-designation: Unangan (or Unangas in the Eastern Aleutian dialect).

Recent archaeological investigation in the Unalaska area provides evidence that the *Unangan* (the People of the passes, according to linguist Moses Dirks) have inhabited the Aleutian Islands for at least nine thousand years. The Aleutian Islands are home to the earliest-known continually inhabited coastal site in North America. In the dialect of the eastern islands, the term of self-designation for this group of Native peoples is Unangan; in the western dialect, Unangas. Collectively, *Unangax*<sup>^</sup> (with the "A" positioned directly over the "x") is the proper term for the Native people of the Aleutian region. Artifacts found in the archaeological site at Margaret Bay were ancient at the time the Egyptians were building the first step pyramids.

This group of hunters, whalers and fishers are the original inhabitants of the Chain, predating Russian settlement of the region by thousands of years. Resources from the sea provided their livelihood. The climate and topography of the islands, although rugged and, to a large extent, unforgiving, spawned an Unangam culture rich in art and oral tradition. The *Unangan* are widely known in particular for ultra-fine grass basketry, sleek and efficient wood-frame *iqyan* (skin boats) and mastery in handling the *iqyan* at sea, excellence as marine mammal hunters, superior skin sewing and embroidery techniques, and beautiful, streamlined bentwood hats and visors.

By 1745, the *Unangan* had come into contact with Russian explorers, fur traders and hunters. There were inevitable clashes between the strangers and the islanders, as the Russians' treatment of the *Unangan* was less than favorable. At this time, the explorers branded the Unangan/Unangas people with the moniker, "Aleut", a word of uncertain meaning and origin that has become a catch-all name for various Alaska Native groups.

Under Russian control, the *Unangan* were consolidated into fewer and fewer communities to expedite the efficiency in which the Russians could take advantage of their hunting skills. The decline of the Unangam population was rapid and occurred for varied reasons, from out-and-out genocide to contact diseases brought by the newcomers.

Russian Orthodox missionary Father Ioann Veniamenov (canonized in 1977 as Saint Innocent) arrived in Unalaska for pastoral appointment on July 24, 1824. He lived at Unalaska for ten years, during which time he rebuilt the Orthodox chapel, learned *Unangam Tunuu* (the language of the *Unangan*), devised an "Aleut" alphabet, opened an elementary school, and translated the Russian Short Catechism and the Gospel of St. Matthew into *Unangam Tunuu*. This is but a short list of his accomplishments. He also made pastoral visits to villages along the Chain and in the Pribilof Islands by *iqyan* in fair weather and foul.

The *Unangan* became literate in *Unangam Tunuu* beginning as early as 1830, a result of the education provided by the Orthodox Church. Many became literate in Russian and English as well, and the Church continued its efforts until 1912, well after the 1867

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purchase of Alaska by the United States. In 1912, the U.S. government closed the church-sponsored schools.

Unalaska and the International Port of Dutch Harbor are best known of late as the United States' number one fishing port in both volume and value for the past several years. Growth from a small predominately Native village in the late 1960's to the 4000-plus permanent residents of 1999 hinged on the fishing industry.

Unalaska was occupied by U.S. armed forces during [World War II](#). The build-up began in 1941 and the influx of construction crews and armed forces personnel forever changed the face of the village. On June 3, 1942, Unalaska was bombed by the Japanese. Shortly thereafter, all Native residents, the Unangan, were forced to leave the island and were interned in camps in Southeast Alaska where overcrowding and unsanitary conditions were the norm, and many lives were lost. This was not a military evacuation particular to Unalaska Island; the entire Unangan population of the Aleutian region was evacuated, as well as the Pribilof Islands to the north. When the people returned in 1945, they found that U.S. troops had ransacked and vandalized most of their homes. Four small villages were never repopulated: Attu, Makushin, Kashega and Biorka. The inhabitants of Makushin, Kashega and Biorka were absorbed into Unalaska's Native population. The tundra is reclaiming the abandoned villages.

From the mid-1970's to 1980, Unalaska was in the throes of boomtown madness. King crab fishermen were making big money, but taking most of it out of state. A crash of the king crab stocks in 1980-81 slowed things down a bit. The development of the market for surimi, fishmeal that can be flavored and formed to resemble seafoods that are more expensive, and other meat products, began in the mid-1980's. Surimi is made from pollock, a largely flavorless, white-fleshed fish. In this small town of about 4,000 permanent residents, it is not unusual for population to swell to 15,000 during busy fishing seasons. That transient population includes fishermen and seafood processors, as well as fishing company logistics agents and people who work for businesses that repair boat mechanics and electronics, and provide numerous services to the fleet as well as the community. Fishing seasons are now less concentrated than in the past and are being spread out over more of the year. Unalaska is also the home of a protected, deep-water port that hosts two large marine cranes, serving two major international shipping companies as a stopover port for domestic and international shipping.

## 2. Inventory of Unalaska's Cultural and Historic Assets

Following is a listing and brief description of Unalaska's most notable cultural and historic assets. A map showing the location of each asset is presented before the narrative.



# Unalaska Comprehensive Plan 2020



*Bridge Site and Margaret Bay Site* – The historic, cultural, anthropological, and archeological significance of the Bridge Site and the Margaret Bay Site are well documented in comprehensive research documented by Richard A. Knecht and Richard S. Davis, as presented in *Arctic Anthropology*, Volume 45, Number 1, 2008. The conclusions of their research findings are as follows.

The Amaknak Bridge (*Bridge Site*) site has provided a significant corpus of new data which will continue to stimulate discussion and research in the eastern Aleutians for some time to come. Although the site has now been substantially destroyed in the process of a new bridge construction, a significant proportion totaling perhaps 15% of the original extent was excavated in 2000 and 2003, and most of the remainder during continuing salvage archaeology in 2006 and 2007. The impressive structural remains, elaborate artifact inventory, and abundant faunal remains combine to form a dynamic picture of a thriving community living on the Bering Sea coast some 3000 years ago.

During the Margaret Bay (Margaret Bay Site) phase there is good evidence for the development of substantial semi-subterranean domestic structures which featured well constructed multiple course stone walls, sub floor features, storage facilities, elaborate hearths, and probable roof entrances. Structures of this type are found in Level 2 at the Margaret Bay site and throughout the Amaknak Bridge deposits. Prior to the Margaret Bay phase, we have evidence only for more temporary, tent like structures. Multiple room structures at Amaknak Bridge ... clearly reflect a fairly permanent settlement, and there is also clear evidence for repair and rebuilding of these buildings. The complex hearth, flue, and chimney system is without parallel before or after the Margaret Bay phase in the Aleutians or elsewhere to our knowledge. Their origins and fate are a mystery to us. By the time the Russians and other Europeans documented Aleut domestic structures in the nineteenth century, the large communal houses had simple hearths with the smoke exiting through the roof entrance. Perhaps the Margaret Bay phase complex hearth systems were more advantageous during the cold Neoglacial, but we have no empirical data on how they actually functioned.

The Amaknak Bridge faunal evidence testifies to the colder temperatures of the Neoglacial which resulted in sea ice close to Unalaska during the late spring and early summer months. The ice-obligate bearded and ringed seal were frequent targets, and toggling harpoons, which appear for the first time in the Eastern Aleutian archaeological sequence at Amaknak Bridge, may have been used for ice edge hunting. Toggling harpoons are generally associated with pack ice hunting in the Bering Sea ([Fitzhugh and Kaplan 1982:67](#)) and hence their presence at Amaknak Bridge strongly supports the expansion of sea ice into the Unalaska vicinity. Bone socket pieces also make their appearance during the Margaret Bay phase and they are well represented at Amaknak Bridge. Socket pieces are generally thought to give more weight and impact to the head of the harpoon allowing a deeper penetration of the tip. Socket pieces can be paired with either toggling or non-toggling harpoon heads.



Fishing technology is well advanced during the Margaret Bay phase. Long line techniques for catching Pacific cod and halibut using composite hooks is well documented at Amaknak Bridge.

It is difficult to reconstruct the form of social organization of the people who built the substantial semi-subterranean domiciles and who utilized such elaborate material culture. Certainly, one of the issues frequently discussed in northern archaeology and in the Aleutians in particular is the timing and emergence of complex social organization. Basically we know at the very beginning of the Aleutian archaeological sequence during the Anangula phase that all evidence points toward small, temporary occupations with essentially egalitarian social organization, and at the end of the sequence we know from the Russian commentaries as well as the archaeological remains that permanent or semi permanent villages were widespread in the eastern Aleutians and the social structure may be characterized as ranked with chiefs, common people, and slaves ([Lantis 1984](#), [Veltrie and McCartney 2001](#), [Veniaminov 1984](#)). The question is what sort of social organization is reflected from the structural and artifactual remains from Amaknak Bridge.

The Structure 7 complex of rooms (found at the Amaknak Bridge site) is based on a rectangular, not an oval plan. Many years ago in a comparative study of early settlements, Kent Flannery observed a change in domestic architecture from circular to rectangular in the Near East during the transition from the Natufian to the Pre Pottery Neolithic ([Flannery 1972](#)). He interpreted this as a reflection of a change of social organization from simple egalitarian bands to a society based more on extended kinship with intensified production. Rectangular structures, Flannery argued, are expandable; it is possible to add adjacent rooms with shared walls. Expansion occurs as families grow and incorporate more kinsmen and also as they increase the quantity of their possessions. Flannery's observation on social organization and architecture has direct relevance to the Amaknak Bridge case. We interpret the large, rectangular plan of Structure 7 as a convincing indication of an initial change in social organization from an egalitarian society to one based more on some ranking.

In addition to architecture, features at Amaknak Bridge that suggest greater organizational complexity include larger population aggregates, labrets, and other items of personal adornment. We do not have an accurate means of estimating the population size of the Amaknak Bridge settlement, and can only suggest that there may have been as many as a dozen contemporaneous structures with a population somewhere between 50 and 80 individuals. Maritime hunting, fishing, and foraging demands detailed knowledge about the environment, animal behaviors, and technical skills. Information may have been among the most important of the resources shared among larger households and settlements, particularly in a time of relatively rapid ecological change such as the Neoglacial. The large number of small projectile points (greater than 400) deserves some attention in this context. ... they share many characteristics with arrow points. Given that there was no terrestrial game, and that bows are not reliable for hunting from a kayak platform, by elimination we suggest they might have been used for inter village or inter island hostilities. Admittedly this is quite speculative, but we have not discovered alternative uses for these small points which were first introduced to the Unalaska at the Margaret Bay site.

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The Amaknak Bridge site has provided a wealth of data which will be discussed for some time to come. The site contains many of the features that became hallmarks of the ensuing Aleutian Tradition ([McCartney 1984](#)). It was one of the last remaining major sites on Amaknak Island and has now been largely destroyed by development. We are fortunate to have had the opportunity to excavate a portion of it.

**Summer Bay Site** – The following information concerning Summer Bay was presented in report titled *Final Restoration Plan and Environmental Assessment for the M/V Kuroshima Oil Spill Summer Bay, Unalaska, Alaska*.

Summer Bay is a wide, shallow and unprotected sandy bay on the Eastern Shore of Unalaska Bay. The head of the Bay has a broad sand beach backed by sand dunes. Second Priest Rock, a dominant rocky headland, demarks the western edge of the bay. Extensive wave-cut rocky platforms and reefs extend from the headlands on both sides of the Bay. The Bay is open to the Bering Sea from the north and often receives high wave energy. The eastern end of Summer Bay includes two shallow coves, Humpy Cove and Morris Cove.

Unalaska Island and Unalaska Bay are home for many species of finfish, shellfish, marine mammals, seabirds, waterfowl, land mammals and other wildlife. Sea lions, sea otters and harbor seals inhabit the Bay. A large seabird colony is found on the Island and nearby islets and the area supports a large population of bald eagles and other raptors. Lush vegetation covers the hillsides and extensive kelp beds exist along the nearshore area. Several species of Pacific salmon and Dolly Varden spawn and rear in the lakes and streams that flow into the Bay. The rocky intertidal zone is encrusted with barnacles, mussels, chitons, sea urchins and other marine invertebrates. The sandy shorelines of Summer Bay provide habitat for several species of clams. Crab, halibut, herring, cod and many other species are common in the nearshore waters of Summer Bay.

The Summer Bay area is an important recreational resource for the residents of Unalaska. Clams are harvested on the beach and limpets, urchins, chitons and other invertebrates are harvested from the rocky intertidal. Pink, coho and sockeye salmon and Dolly Varden spawn in the Lake and streams above Summer Bay. Vegetation along the beach and lakeshore is also harvested.

**Spit Site** – According to the City's Department of Planning, very little is known about the history and development of the Spit Dock. However, it is known to have a significant place in the historic evolution of Unalaska. And, a recent article by Tataboline Brant, published in The Dutch Harbor Fisherman on August 13, 2001, illustrates this fact. Portions of the article are presented below.

The Museum of the Aleutians summer archaeological dig took an exciting turn last week when a visiting archaeologist unearthed what is believed to be the first effigy of its kind ever found in the Aleutians.

Fewer than 10 effigies have been discovered in the region. This one, a palm-size statue carved from bone, appears to be part of a volute, or ancient hunting hat.

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Charles Bellow discovered the artifact last Monday while digging a few feet down at the edge of the 6- by 6-meter site near the Spit Dock. He recognized the cut bone right away and carefully swept away the dirt.

The Spit Dock site, where the effigy was found, is thought to be at least 200 to 300 years old and could be as much as 2,000 years old.

*Russian Orthodox Church of the Holy Ascension (listed on the National Register of Historic Places)* -- The Church of the Holy Ascension was built in 1826 by the Russian American Fur Company. It played a significant role in evangelizing the indigenous people in then Russian Alaska. It was declared a National Historic Landmark in 1970.

It was restored in 1998. The church is part of the Orthodox Church in America Diocese of Alaska.

*Bishop's House* – The Bishop's House was built in 1882 in San Francisco, dismantled and shipped to Unalaska where it was erected by the Alaska Commercial Company for Bishop Nestor. Unfortunately, Bishop Nestor was lost at sea and never lived in the house. Through the next 59 years, 17 priests lived in this house. The last Orthodox priest lived in the house in 1940-41 when the US Military used the buildings for officer's quarters.

*WWII National Historic Area at Ulatka Head on Mt. Ballyhoo* – In 1996, the US Congress created this 134-acre national historic area to preserve the WWII history in the Aleutian Islands. The park is unique because it is owned and managed by the Ounalashka Corporation, not the federal government. Most of the park preserves Fort Schwatka on Mt. Ballyhoo, which at nearly 1,000 feet above sea level is the highest coastal battery ever constructed in the US.

*Sitka Spruce Plantation (listed on the National Register of Historic Places)* – The significance of the Sitka Spruce Plantation site is best illustrated in the U.S. Department of Agriculture publication titled *Growth of Historical Sitka Spruce Plantations at Unalaska Bay, Alaska*. Portions of the publication are as follows.

The most striking feature of the Aleutian Islands is the treeless landscape. Absence of forests was an obstacle to colonization of the region during the 18th and 19th centuries. The nearest forests were more than 500 nautical miles (926 km) northeast of the Aleutian Islands and wood was needed for firewood, construction of houses and other buildings, and repair of ships. Driftwood was substituted for timber in building construction and other uses.

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Early 19th century Russian settlers transplanted Sitka spruce from southeast Alaska or Kodiak Island to Unalaska and neighboring islands. Success of the plantations attracted the attention of visiting botanists, and many additional attempts were made to establish trees in the Aleutian Islands during the 19th and 20th centuries.

Thousands of seedlings from Kodiak, southeast Alaska, and the contiguous 48 States were transplanted during World War II to reduce the monotony of the landscape, beautify dwellings, and control erosion of disturbed soils,

Sitka spruce was the most successful species, and many seedlings transplanted during the 19th century and World War II survived on sheltered sites in Unalaska Bay. Trees transplanted during the early 19th century produced natural regeneration on disturbed sites after World War II. A dense 19th century grove on Expedition Island and several small World War II plantations on Amaknak Island provided an opportunity to measure tree size and growth. The measurements were used to estimate the growth and yield of fully stocked plantations on productive sites in Unalaska Bay.

USS Northwestern – The USS Northwestern was originally launched in 1889 as a passenger and freight ship and retired in 1937. In 1940 she was repaired by the military to serve as a floating bunkhouse. During the attack on Dutch Harbor she was bombed and burned for five days. The Allies towed the wreck out to Captains Bay where it was sunk. The bow is still visible today. In 1992, on the 50<sup>th</sup> anniversary of the attacks, the propeller was salvaged by divers and is now part of the memorial at Memorial Park, which is located on Memorial Drive off Bayview Avenue.

### 3. Notable WWII and Non-WWII Historic Properties Survey

An inventory of Unalaska's historic sites and resources was completed in 2003 and published in a report titled *Unalaska Inventory of Historic Sites and Resources*.

The list of the more notable World-War II related properties and a list of the more notable non-World War II-related properties is presented on the following pages. The listings were presented in the above noted report and are presented in this Comprehensive Plan for reference purposes.

# Unalaska Comprehensive Plan 2020

<b>Tax Id. Lot #</b>	<b>AHRS #</b>	<b>Address</b>	<b>Property Name</b>
n/a	49-UNL-00428	Overland Rd. vicinity	P.O.W. Camp
02-05-240	49-UNL-00055	Base of Dutch Harbor Spit	Bunker & Submarine Net Anchor
03-07-615	49-UNL-00387	13/37 S. Fifth St.	U.S. Army Chapel
03-07-957	49-UNL-00389	21 Armstrong Ct.	U.S. Army Mess Hall
04-03-405	49-UNL-00426	519 Biorka Dr.	Commanding Officer's Quarters
04-09-350	49-UNL-00397	81 Captains Bay Rd	World War Warehouse & Cabana
04-09-400	49-UNL-00393	34 Captains Bay Rd.	Agnes Beach Property
06-02-420	49-UNL-00394	E. Broadway Ave. & Loop Rd.	Williamsburg Cabanas

# Unalaska Comprehensive Plan 2020

<b>Tax Id. Lot #</b>	<b>AHRS #</b>	<b>Address</b>	<b>Property Name</b>
06-04-050	49-UNL-00414	1149 E. Broadway Ave.	World War II Cold Storage Building
06-04-200	49-UNL-00406	E. Broadway Ave.	U.S. Army Mobilization Warehouse Foundation Ruins
06-04-260	49-UNL-00407	1497/1513 E. Broadway Ave.	Bush Property
06-05-100	49-UNL-00408	Whittern Ln.	U.S. Army Mobilization Warehouse
06-05-225	49-UNL-00409	E. Broadway Ave. & Whittern Ln.	U.S. Army Mobilization Warehouse Foundation Ruins
06-09-100	49-UNL-00410	1757 E. Broadway Ave.	Williwaw Services Building

*Notable World War II-Related Properties*

# Unalaska Comprehensive Plan 2020

<b>Tax Id. Lot #</b>	<b>AHRS #</b>	<b>Address</b>	<b>Property Name</b>
03-07-203	49-UNL-00335	484 Bayview Ave.	Shaishnikoff Building
03-07-217	49-UNL-00338	28 N. Second St.	Blue Fox; Elbow Room
03-07-312	49-UNL-00349	149 W. Broadway Ave.	Henry Swanson House
03-07-314	49-UNL-00350	161 W. Broadway Ave.	Messersmith House
03-07-318	49-UNL-00395	174 W. Broadway Ave.	Rod House
03-07-320	49-UNL-00353	166 W. Broadway Ave.	Tcheripanoff
03-07-326	49-UNL-00354	136 W. Broadway Ave.	Tutiakoff House
03-07-358	49-UNL-00366	159 Riverside Ave.	Mushovic House / Dentist Office
03-07-417	49-UNL-00371	115 W. Broadway Ave.	Marco Roller Rink
03-07-427	49-UNL-00372	88 W. Broadway Ave.	Aleutian Adventure Sports
03-07-502	49-UNL-00376	308/316 Bayview Ave.	Svarny / Hope House
03-07-514	49-UNL-00380	45 W. Broadway Ave.	Merculieff House
03-07-603	49-UNL-00384	232 Bayview Ave.	Fletcher House
03-07-605	49-UNL-00385	220 Bayview Ave.	Shaishnikoff House
03-07-607	49-UNL-00386	208 Bayview Ave.	Johnson House
03-07-706	49-UNL-00388	82/88 King St.	Jesse Lee Home Dormitory
04-03-444	49-UNL-00427	438 Biorka Dr.	Roraback House
04-04-250	49-UNL-00390	n/a	Manson's Saltery

*Notable Non-World War II-Related Properties*



## CITY OF UNALASKA



Unalaska 1876, après Louis Choris, par Ayse Gilbert

# UNALASKA HISTORIC PRESERVATION PLAN

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1994-95 EDITION

# UNALASKA HISTORIC PRESERVATION PLAN

## 1994-95 EDITION

Prepared  
by  
Nancy Gross

for  
The Unalaska Historic Preservation Commission

This project was made possible by a matching grant from the Alaska Office of History and Archaeology of the Division of Parks and Outdoor Recreation, Department of Natural Resources and funding by the City of Unalaska.

# **CITY OF UNALASKA**

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## **City Council**

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Kris Flanagan  
Gregg Hanson  
Bev Reid  
Sandra Moller  
Shirley Marquardt  
Chuck Firth (Term completed Oct. 1994)  
Richard Carroll (Term completed Oct. 1994)  
Dennis Robinson (Term completed March 1994)

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Cynthia Galaktionoff, Chairperson  
Jeffrey Dickrell, Vice-chairperson  
Patricia Lekanoff-Gregory, Secretary  
Patricia Spalding

Lottie Roll (Term completed Feb. 1995)  
Sharon Perillo (Term completed Nov. 1994)  
John Lucking (Term completed Oct. 1994)  
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Terry Bennett (Term completed Sept. 1994)  
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Mike Whitaker - Director Parks, Culture and Recreation  
Lorri McDuffey - Administrative Assistant II. staff support to UHPC

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AHL = Alaska Historical Library

COU = City of Unalaska

NPS = National Park Service

UAF = Archives, Alaska and Polar Regions Dept., University of Alaska, Fairbanks

US = Unalaska School

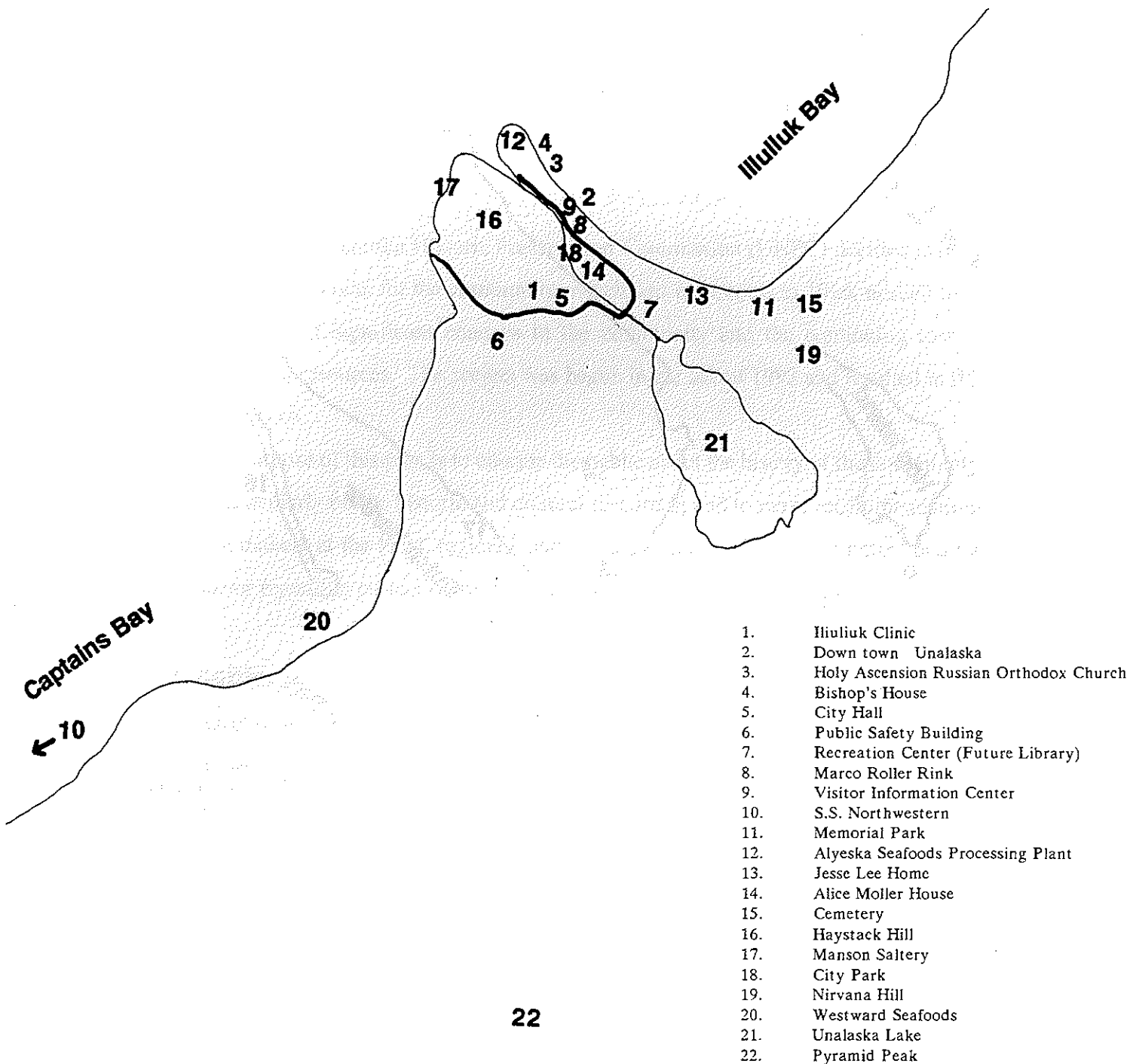
USPS = Unalaska School Photography Students

## Acknowledgements

A number of people have been extremely helpful to me in this project. First of all, Linda Cook of the National Park Service was most generous in providing me with a diskette of the text and a number of the graphics of the original plan. I hope she will approve of the use I made. Andy Davis of the National Park Service provided me with a great deal of helpful information regarding cultural resources. Marti Murray of the Unalaska Historic Preservation Commission, whose idea it was to redo the plan, "now that we understand what it can do," was most helpful with comments and suggestions all along the way. Jo Antonson, the State Historian, gave me a number of tips on where to get information on various points in the plan as well as general support and encouragement. John Bishop and Scott Diener of the Unalaska Department of Planning gave some very thoughtful comments which I appreciated. Dennis Robinson and others at the Ounalashka Corporation provided valuable insights into the corporation's perspective of historic preservation in Unalaska which I tried to keep in mind as I was writing the plan. Patricia Smith, Librarian at the Unalaska School, graciously allowed me to look through the school's extensive photo collection and select some for reproduction here. Lorri McDuffey, staff support for the Unalaska Historic Preservation Commission, and Mike Whitaker, Director of the Department of Parks, Culture and Recreation of the City of Unalaska, provided all kinds of help, including sympathetic ears.

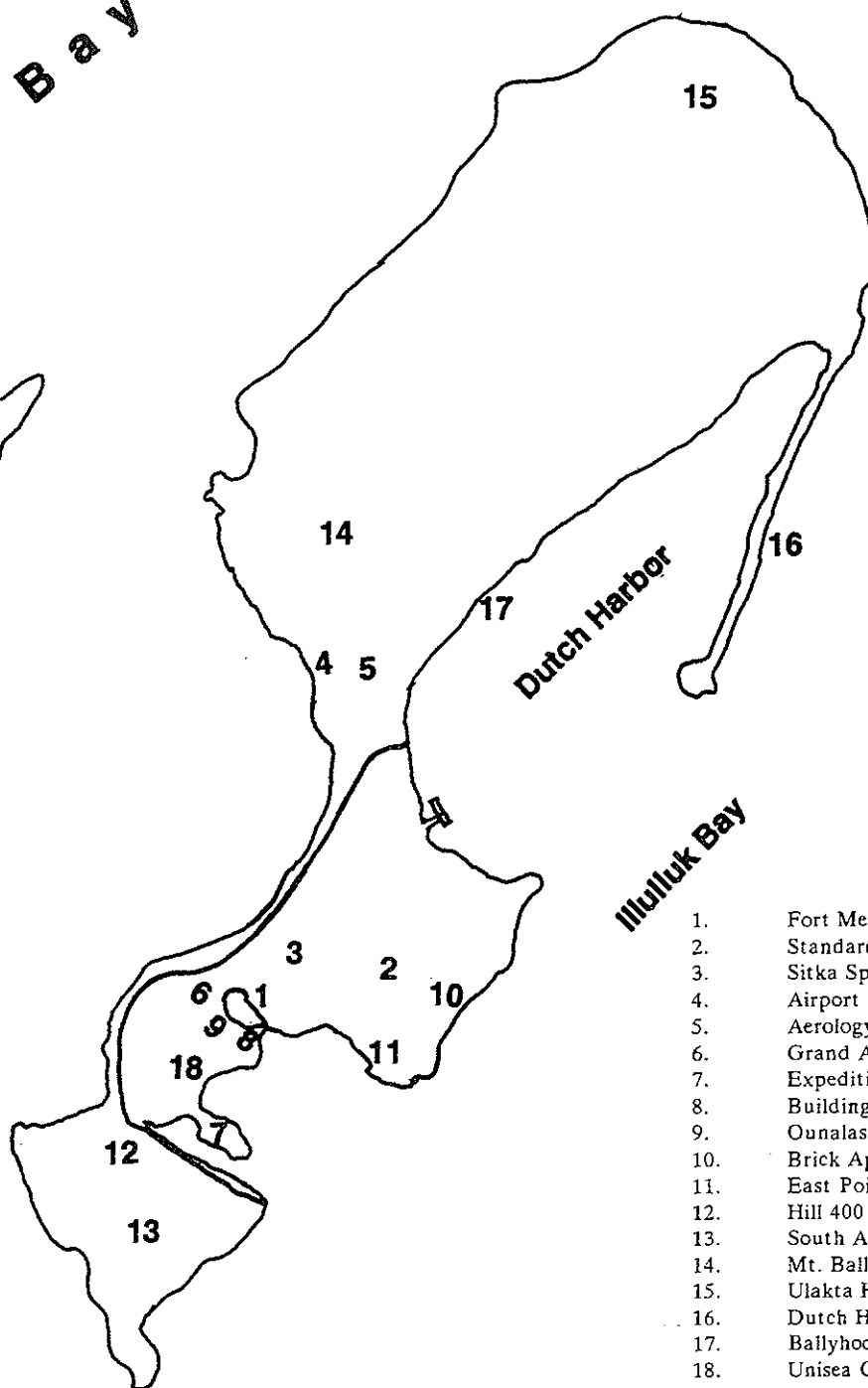
I hope that I have produced a document that the historic preservation commission can use for years to come, and that the public will use to gain new understandings of the challenge of preserving the tangible evidence of history in this dynamic community and come forward to participate.

Anchorage, Alaska  
February 28, 1994



# **KEY TO GEOGRAPHIC FEATURES AND CULTURAL RESOURCES: UNALASKA ISLAND**

U n a l a s k a B a y



1. Fort Mears
2. Standard Oil Hill
3. Sitka Spruce Plantation
4. Airport
5. Aerology Building
6. Grand Aleutian Hotel
7. Expedition Island
8. Building 820
9. Ounalashka Corporation Building
10. Brick Apartment Building
11. East Point Trees
12. Hill 400 (Bunker Hill)
13. South America
14. Mt. Ballyhoo
15. Ulakta Head
16. Dutch Harbor Spit
17. Ballyhoo Dock
18. Unisea Complex

# KEY TO GEOGRAPHIC FEATURES AND CULTURAL RESOURCES: AMAKNAK ISLAND

## **I. INTRODUCTION**

### **Purpose**

In 1992 the Unalaska Historic Preservation Commission (UHPC) decided that the historic preservation plan for the community, which was completed in 1990, needed to be updated because of significant changes in the community and the continuing loss of important historic resources. The project was begun in the fall of 1993 and resulted in this edition of the plan.

The purpose of this plan is to educate the public about the history of the community, focusing particularly on the historic and cultural resources; and to make recommendations to decision makers at the local, regional, state, and federal levels of government and the private sector regarding protection of those resources for generations yet to come.

### **Definitions**

Because it is important to make clear exactly what is intended when discussing historic preservation, definitions of some of the key phrases and concepts have been added here to assist the reader. Most of these definitions were taken from the Alaska Office of History and Archaeology's Guide to Programs and Services published in June 1993. A few are from the National Trust for Historic Preservation's Fact Sheet I-1, "The Basic Restoration and Renovation Vocabulary."

**Certified local government** - A local government which must pass a local landmark ordinance, establish a historic preservation commission, implement a historic resources inventory, and provide for public participation.

**Cultural and/or historic resources** - Deposits, structures, ruins, sites, buildings, graves, artifacts, fossils, or objects that provide information pertaining to history or prehistory.

**Historic preservation** - The protection or restoration of a property or site to save its historic character.

**History** - The study of people, places, and events that occurred since written records have been kept.

Preservation - Keeping or maintaining something to sustain its value for enjoyment and knowledge of future generations.

Rehabilitation - Adapting a historic property for contemporary use while preserving the features significant to its historic, architectural, and cultural values.

Relocation - Moving a building from its original site. This removes it from its historic setting, but sometimes that is the only way to preserve it.

Restoration - Returning a historic property to the way it looked during its period of importance.

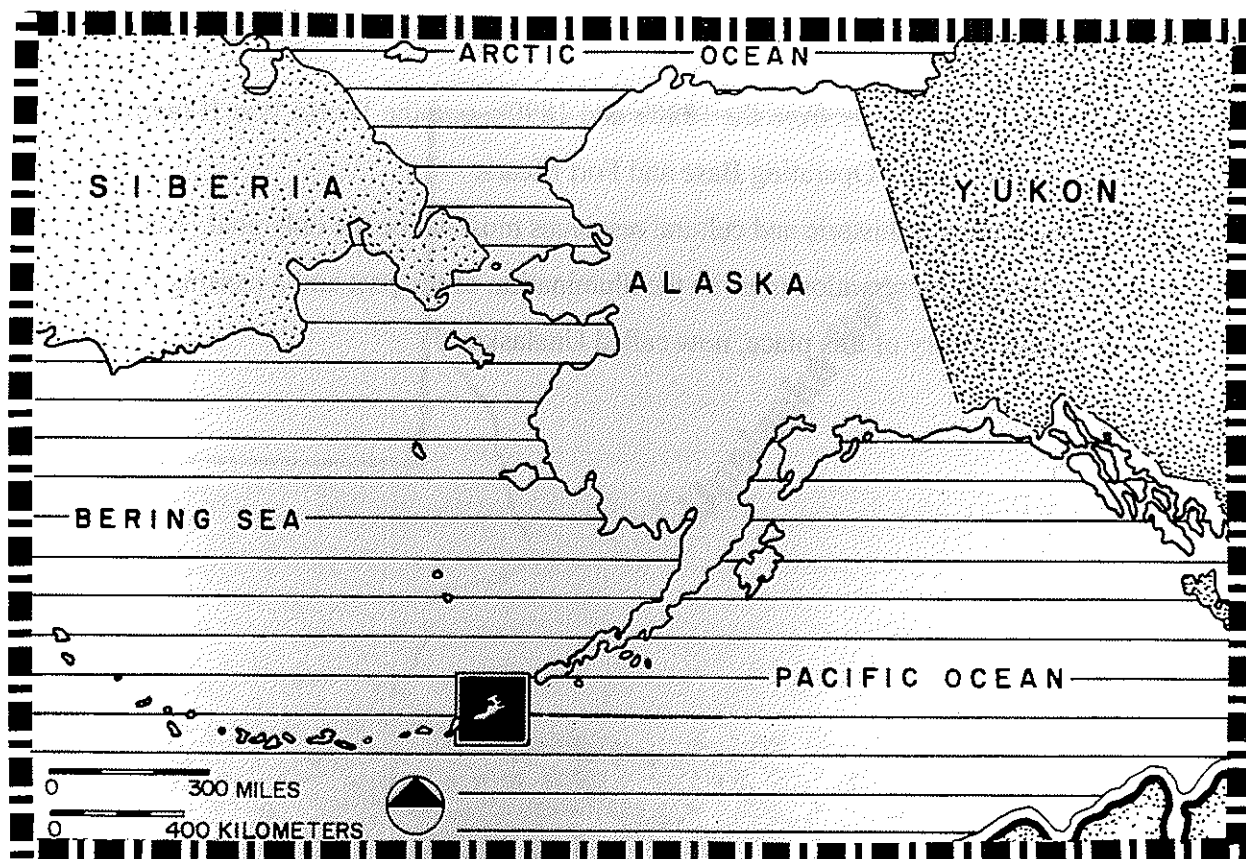
Stabilization - The process of making a historic property that is unsafe and deteriorated, stable and weather resistant.

### **Background**

Unalaska's history is one of the richest in the state, extending from the earliest days and including pre-contact times, the Russian Period, the Gold Rush, World War II and the postwar economic boom which has continued almost unabated to the present. The growth rate here is one of the highest in the entire nation, with population going from three hundred people in 1970 to 3,089 in 1990. It is urgent that the community take steps to preserve the tangible evidence of these earlier periods before they are removed or dwarfed by present day construction.

The population growth is a result of extremely intense industrial, warehousing and transportation development to support first Alaska king crab and later, tanner crab and bottom fish catching, processing and shipping. This support has taken the form of docks, offices, fueling stations, housing, warehouses, vessel repair facilities, equipment fabrication and repair shops, electronic sales and servicing shops, gear storage lots, and retail stores. Because the community is extremely hilly with the mountains plunging into the sea at many





Location Map

locations, level land suitable for development is at a premium. This second edition of Unalaska's Historic Preservation Plan will identify the truly significant vestiges of historical and cultural resources our community enjoys. Because many of the resources exist on privately owned land, the city and the public must be sensitive to that property ownership, and must be careful to enter private lands for use and/or enjoyment of historic and cultural resources located there only with the knowledge and approval of the property owner.

**PLEASE RESPECT PRIVATE PROPERTY.  
DO NOT ENTER WITHOUT THE  
PERMISSION OF THE OWNER.**

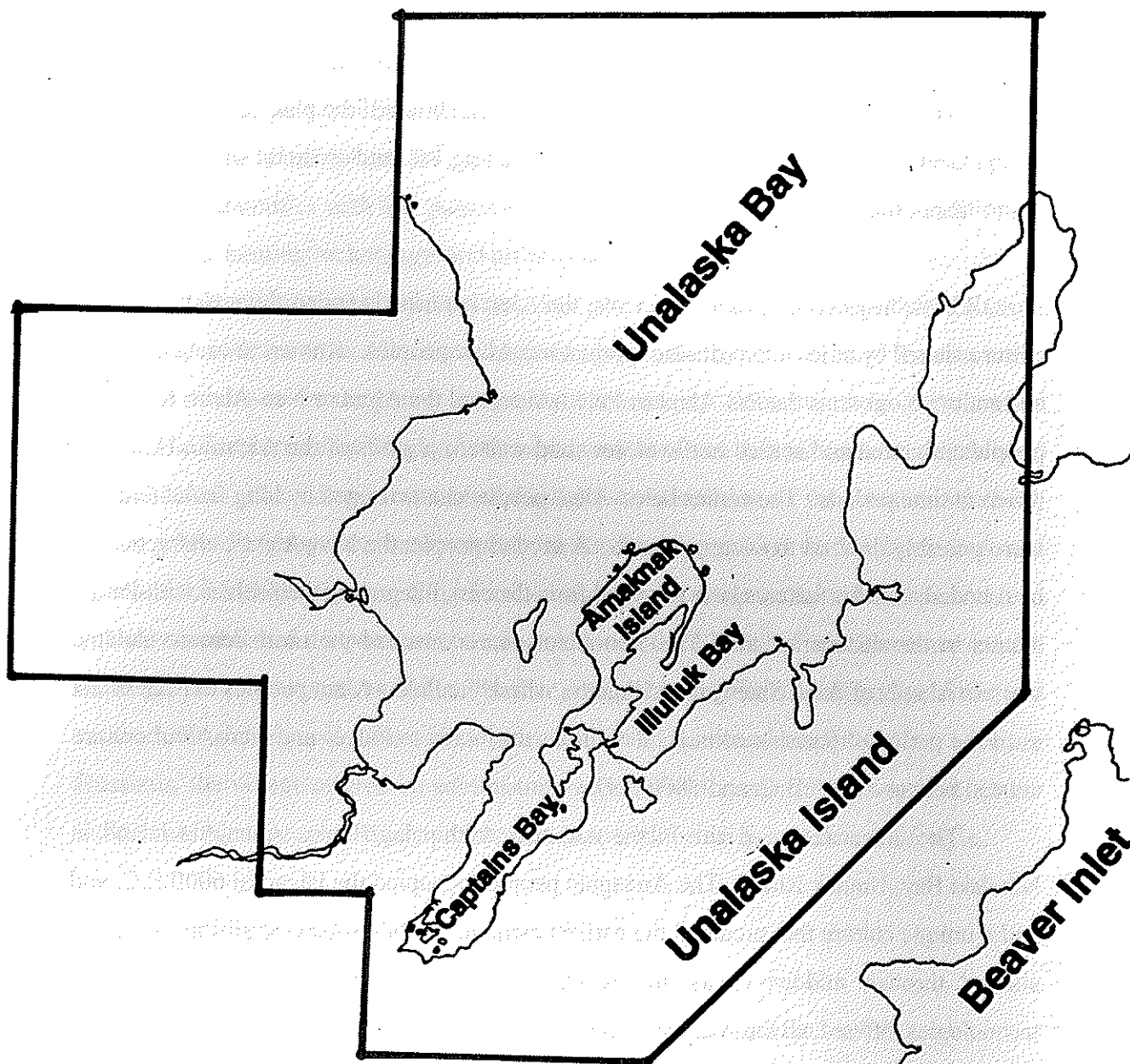
This community is fortunate to have three National Historic Landmarks (NHL). There are only about 2000 in the entire country. The NHLs are the Sitka Spruce Plantation on Amaknak Island planted in 1805-1807, the Holy Ascension Russian Orthodox Church and

Bishop's House, which date from the 1880's and 1890's, and the World War II facilities of the Dutch Harbor Naval Operating Base and Fort Mears.

Preservation of historic and cultural resources must not be the only goal. Rather, the purpose of historic preservation must be the illumination of the past and a passing on of the essence across history of this place, now called Unalaska.



**Figure 1**  
Early day Unalaska village



**APPROXIMATE PLAN BOUNDARIES**  
(includes all areas within Unalaska City limits)

## **A. HISTORIC OVERVIEW**

"This section of the plan is taken from the 1990 edition of the plan written by Linda Cook except for minor changes of spelling, etc. and some information about the recent past."

Stretching between two continents, the Aleutian Islands supported a rich maritime culture shared by at least two distinct prehistoric Aleut peoples. Known to archaeologists and anthropologists as the Pre-Aleut or Paleo-Aleut and the Aleut or Neo-Aleut, these two peoples migrated and settled in the eastern and western regions of the Aleutian Islands at different time periods. The earlier Paleo-Aleut people, characterized by long facial features were possibly the first to occupy islands. A second people, the Neo-Aleuts, characterized by rounded, broader features later migrated from the east, integrating themselves with Paleo-Aleuts in the eastern islands. The Neo-Aleuts never reached the more remote isolated western islands of Attu, Shemya, and Agattu, where the Paleo-Aleut peoples existed intact until the period of Russian contact. Traditions attributed to Paleo- and Neo-Aleut culture existed between 2500 B.C. and 1800 A.D.

The oldest recorded site in the Aleutian Archipelago is on Anangula Island in Nikolski Bay, Umnak Island. The Anangula peoples occupied the island in 6000 B.C. and had a unique culture that predated the earliest estimate of Paleo-Aleut tradition. Artifacts studied through midden excavation revealed that while Anangula and Aleut stone technologies differed, all the Aleutian peoples shared a common maritime and island culture. Each race faced the same isolation, environment, and subsistence challenges associated with the Aleutian Islands.

The Aleuts, differing primarily in physical appearance, were culturally compatible and coexisted through a network of intertribal dependence and strife. They shared hunting practices and exchanged people for political, social, and economic purposes. At present there is no widely accepted theory to explain the development and identity of the Aleut peoples. In the last century new archeological information has contributed to the puzzle but

few scholars agree on little more than generalities. In 1877, William Dall presented the first prehistoric model for the Aleutians based on his own archeological investigations. Dall proposed that the peoples of the subarctic experienced three distinct periods, the Littoral, the Fishing, and the Hunting Periods.<sup>1</sup> Within these periods the Aleuts developed from a group of small communities with few possessions to a society founded on complex traditions of burial rights, hunting technology, and artisan carving.

By the mid-eighteenth century the Aleut peoples were well established when Russian ships happened upon the Aleutian Islands. Eager to find winter harbors, Russian crews ventured ashore to set temporary camps and encountered Aleuts on many of the coastal inlets. The first permanent Russian settlement in northwestern America was later established on Unalaska. The village was named Iliuliuk,<sup>2</sup> an adaptation of the Aleut word *ilulaq* meaning "dwelling together, harmonious"; the Russian names were *Gavanskoe selenie* and *Eguchshak*.<sup>3</sup> In 1762, Stephen Glotof erected a temporary camp on the village site and Ivan Solov'ov established the permanent trading station in the 1770's.<sup>4</sup> The settlement predated the larger eastern outposts at St. Paul Harbor on Kodiak and Novo'Arkhangel on Sitka and secured the rich sea otter furs of the Aleutian Chain for Russian exploitation. For the Russians, the village offered an administrative stronghold to rule the Bering Sea; for the indigenous Aleut people, Russian expansion shattered their rich culture and lifestyle.

### **Russian Exploration**

*Russian Columbuses, having defied a sullen fate, shall open in the ice a new route to the East, and our Empire will reach to America.*<sup>5</sup>

Russian presence in the Aleutians began several decades before Solov'ov arrived in Unalaska. Eager to explore the lands to the east and sustain a lucrative fur and tea trade with China, Russia ventured into the Pacific in search of a far reaching western land bridge to North America. By conducting secret reconnaissance missions, Russia hoped to annex

northern territories and control the powerful fur market before rival European countries colonized northwestern America.

Beginning in 1728, Russian explorers charted the islands stretching across the Pacific Ocean in a series of government sponsored expeditions. Under Peter I, three expeditions explored and mapped the waters off the northeastern coast of Russia. Peter I appointed the Danish commander, Vitus Bering to lead the arduous expeditions. Bering had orders to sail north until he reached America and follow the coastline to a city under European rule.<sup>6</sup> European and Russian cartographers and geographers in the seventeenth and eighteenth centuries believed that an indeterminate land mass extended to the North American continent. Russia concluded that once it reached this fictitious land bridge explorers could access the Pacific coast line from Canada south to Mexico.

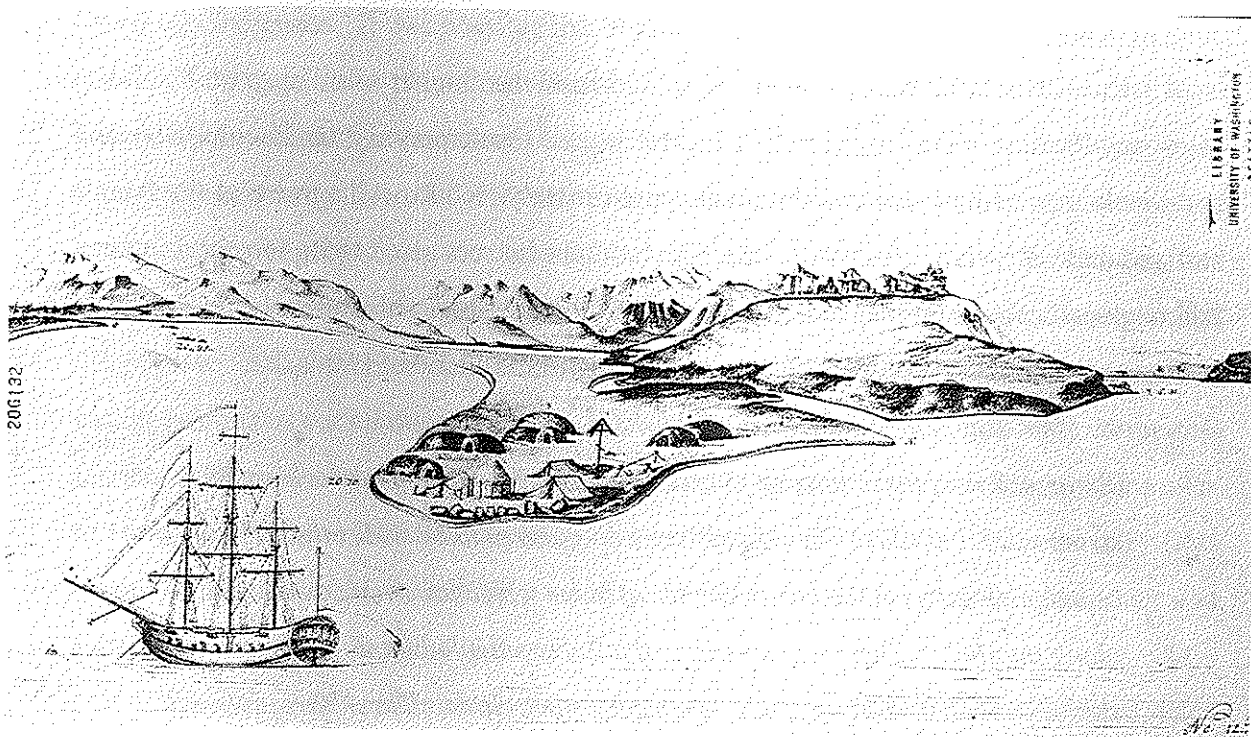
It was not known if Peter I entirely supported this theory, but as czar, he desperately needed to increase the empire's failing treasury. The development of the fur trade market off the eastern coast of the Kamchatka Peninsula was an attractive economic option. While heading east in search of furs Bering explored a maritime route to the "unexplored" regions of America.<sup>7</sup> During Bering's third and last voyage in 1741, the crew spotted the lush sea otter pelts that were to direct the course of Russian holdings in North America for the next 120 years.

In 1763, the court of Catherine the Great initiated a second series of secret voyages. These voyages continued to chart the Aleutian Islands and Alaska coastline in addition to monitoring Aleut and Russian relations and the exploitation of fur resources by private fur merchants called *promyshlenniki*. From an early date the Russian government encouraged private enterprise to invest in the fur resources; the great expense and the great risk associated with each voyage proved too much for the struggling treasury. One merchant Stephen Glotov, reached the islands of Unalaska and Unimak in 1759. His crew included director I. Solov'ov and tribute collector S. Ponomarev. After three winters on the island, Glotov set sail for Kamchatka with a cargo of sea otter pelts and over a 1000 fox pelts.<sup>8</sup> Between 1772 and 1775 during his third and final trip to the island, Solov'ov pioneered the first permanent trading station in the Aleutians on Unalaska Island.



As word reached St. Petersburg that the money hungry *promyshlenniki* exploited Native populations, the government responded with still more reconnaissance voyages. In 1768, two naval officers Capt. Petr. K. Krenitsyn and Lt. Mikhail D. Levashev departed for the Aleutians under the guise of a third secret voyage. Krenitsyn and Levashev had orders to verify all recent discoveries by the *promyshlenniki* and to check on reports of Russian abuses. Designated "an Expedition to Survey the Forests in the Ural Mountains along the Kama and Belaia Rivers," the crown commissioned the commanders to annex the newly discovered islands. They wintered in temporary camps on Unimak Island and at Port Levashef.

The *promyshlenniki* thrived on the vast fur resources in the Aleutians. With so many opportunities to market high quality fur, merchants ignored government requests to explore further east in search of the American continent. As costs rose, fewer government voyages patrolled the Aleutians and land acquisition became less of a priority. Officials in St. Petersburg soon realized, however, that timing was critical in the worldwide race to annex North American lands. Finally in 1784 when G.I. Shelikhov established the second



**Figure 2**  
The vessel Slava Rossiya at Unalaska, about 1790.

permanent Russian settlement on the island of Kodiak, the Russian court secured a strategic outpost from which to explore the Northwest Coast of America. Shelikhov counted on the harvest of sea otter pelts taken from the southeast as well as increased access to the Alaska mainland to support his operations and establish more outposts.

The success of the Russian outposts in the Aleutians depended largely on the acculturation and exploitation of the Aleut. From an early date the *promyshlenniki* realized that only the Aleut hunter possessed the skill to successfully hunt the sea otter. They depended on the Aleut for manpower, housing, food, and women. After the 1780's when sea otter populations dropped, the Russians continued to rely on the Aleut. Russian labors were loathe to work for long periods in the harsh and remote Aleutian outposts and often only the most desperate chose Russian America over Siberia.<sup>9</sup> By the early eighteenth century the Russian American Company recognized the need to sanction the Aleut people and took steps to integrate them into Russian culture. In so doing, the Russians established a stronger local infrastructure including churches and schools on outpost islands, including Unalaska.

### **The Aleut**

Russian estimates of the Aleut population and the number of villages on Unalaska prior to Russian contact, varied considerably. Contemporary archaeologists and anthropologists estimate the population at approximately 16,000. All agree that the Aleuts suffered under Russian rule and that the population never recovered to its former numbers. Although earlier accounts existed, in 1768 and 1769, under order of Catherine II, Krenitsyn and Levashef recorded census information specific to the island of Unalaska.

*Six or seven of these huts or yourts [yurts] make a village, of which there are sixteen in Unalaska. The islands seem in general to be well inhabited, as may be conjectured from the great number of boats which are seen continually plying along the shore. There are upwards of a thousand inhabitants on Unalaska and they say that it was formerly much more populous. They have suffered greatly by their disputes with the Russians, and by a famine in the year 1762;*

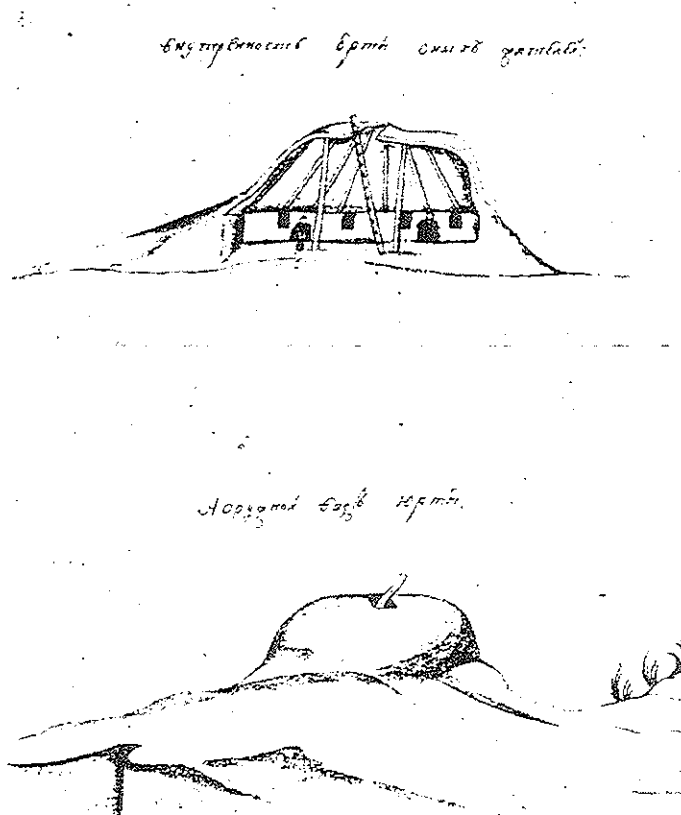
*but most of all from a change in their way of life.*<sup>10</sup>

Father Ivan Veniaminov, Saint Innocent, provided one of the best references for Aleut culture. Veniaminov arrived at Unalaska in 1824 and spent the next ten years as priest and teacher to the Aleut. He documented village life and identified each of the twenty-four original villages on the island. By 1805 the number decreased to fifteen, and twenty-five years later only ten remained. Aleut tradition maintained that long before the Russians arrived every suitable site on the Unalaska District Islands had a village with between forty and seventy men. Men were counted by the number of single-hatch *baidarkas* or boats at the village.

Officials of the Russian American Company as well as travelers commented on the village of Unalaska and its inhabitants at different times, usually providing conflicting accounts. The greatest discrepancy in the historic accounts was the number of Aleuts in comparison to the number of Aleut dwellings.

In particular, as the Aleut population decreased over time, the number of Aleut dwellings increased. It was possible that Russian officials disbanded the larger communal *yurts*, erecting in their place individual huts or *barabaras*, at the same time that local populations suffered from exposure, hunger, labor, isolation, and hardship. Therefore, even though the number of Aleuts decreased, with the change in housing styles, there were more houses for fewer people. No examples of the traditional Aleut semi-subterranean house has survived and by the period of Veniaminov all pre-Russian contact style dwellings had disappeared.<sup>11</sup> Known by their Russian names as *yurts* and later the smaller *barabaras*, these earlier structures varied considerably in size and construction to accommodate communal families. The size of the village often corresponded to the size of the dwellings and from ten to forty families coexisted in the largest *yurts* throughout the long winter period. Less restricted by the cold in summer months, families moved to smaller dwellings and subsistence camps to fish and gather food.

Dwellings differed in size but shared several structural features. The preferred shape was rectangular, positioned lengthwise from east to west.<sup>12</sup> Wind, an inescapable element



**Figure 3**

Inside and outside of Native hut, Unalaska. From book of unpublished drawings of Alaskan scenes by Levashev 1767-68, located in the Archives of the Hydrographic Section of the Ministry of Marine, Petrograd.

in the Aleutians, influenced building orientation and early builders positioned their dwellings on axis with prevailing winds. Floors were usually two to three feet below grade and the walls and roof were made of sod in an arched form. In the oldest dwellings whalebone carried the roof load and shored up the sod walls. Driftwood posts and poles later replaced the bone supports. From the beaches Aleuts gathered yew, cedar, and picea, a type of arctic evergreen driftwood, for structural supports as well as for boat frames and hunting lances.<sup>13</sup> Dried grass and matting insulated the sod roofs. Multifunctional roof hatches provided the only opening into the dwellings. The hatch served as both entrance and exit

as well as window and smoke flue. Notched log beam ladders accessed the hatches from the below grade earthen floors. For this reason, passage in and out of the dwelling was limited to one person at a time. Hollowed into the earthen walls and concealed by grass wall mats were small secret hiding caches where children hid during raids.

Families divided the interior communal space into separate compartments which ran along the perimeter of the earthen walls. Each compartment was partitioned with posts and hanging mats. The central space remained open. The *toion* or honored headman of the group lived in the back or eastern compartment.<sup>14</sup> The other families of the group occupied the remaining compartments according to rank and communal importance. One or more spiritual

totems or deities called *kadargagh* hung near the hatch to inspire the family hunter when he left and entered these early dwellings.

### **Housing Changes Under Russian Rule**

Housing changed considerably after Russian contact. The nearest forest was 500 miles away and the Russians soon realized they needed to find an alternative to their traditional log cabin. The first Russian shelters on the island were no more than makeshift tents made from animal skins and an inverted *baidara*. To survive in the Aleutian climate and to establish a more permanent camp, they adapted the Aleut sod dwelling adding minor structural features until lumber arrived from outposts at Sitka and Kodiak. On Kodiak where lumber was abundant, buildings techniques ignored Native ingenuity and Shelikhov solicited the government to send to the colonies "a trained engineer, so that forts may be built in proper locations, and according to the rules of fortification."<sup>15</sup>

The crew on board Captain James Cook's third voyage were among the first explorers to describe the Russian settlement on Unalaska. In 1778 Cook's ships anchored in English Bay and Aleuts escorted several crew members to the Russian trading factory at Iliuliuk. The Russians greeted the English seamen in a large arch-shaped barrack. The building resembled a *barabara* but the construction was of "American lumber" (perhaps American larch *listvennitsa*) with a door at the south elevation near the west end. The roof was thatched with straw and dried grass. A net secured the thatch against strong winds. Light entered from the east through a mica glazed window and from a skylight glazed with animal intestine. The Russians lived in the east end and used the rest of the space for a storehouse. Higher ranking Russians and Kamscadales slept on bunks while the others simply spread furs and mats on the floor. The English noticed a locked storage building near the barrack which the Russians excluded from the tour of the buildings. The men concluded it contained furs. Two crosses painted white marked the east and west corners of the village site.

In the Aleut village on English Bay where Cook's crew visited there were approximately twenty arch-shaped huts covered with earth and dried grass.<sup>16</sup> The huts were of two classes, small neat single-family dwellings and larger unkept dwellings. As

mentioned, under Russian rule two distinct changes happened at the same time, one was the gradual sometimes dramatic decrease in the Aleut population, the second was the transition from communal living to individual huts. The break down of the communal units into isolated families possibly facilitated Russian control over Aleut groups while rewarding certain sectors of the population and punishing others.

In 1786, eight years after Cook's visit, the Spanish landed on Unalaska and inspected the Russian settlement at Iliuliuk. They observed:

*Two warehouses which seemed to hold skins of otter, whale oil and various casks which the russians make use of in their fishery. In the whole establishment there is only one house, which has one large room which serves as barracks for all the Russians, and another small room in which Capt. Cuzmiche, lives, and near the house there are about 20 huts of Indians [sic] who are enlisted in the service of the Russians.<sup>17</sup>*

In the same year the Russian Captain Gavril A. Sarychev recorded four large Aleut *yurts* in the village of Iliuliuk.

In 1805 Chamberlain Nacelle Petrovich Rezanov toured the Russian colony outposts. At Unalaska he observed that "*iurts* [*yurts*]" take the place of houses. Each of them contains several rooms with quite large windows. Outbuildings stand apart. As a whole, the accommodation in the *iurts* [*yurts*] is quite comfortable."<sup>18</sup> Veniaminov stated, however, that Rezanov "ordered that *yurtas* be built in a manner he found more suitable."<sup>19</sup> Rezanov viewed sub-terrain *yurts* as unsanitary and ordered that new houses be built above ground. Windows for ventilation and vertical doors replaced the multi-purpose roof hatch.<sup>20</sup> In addition to the barracks and storehouses, Rezanov observed a locksmith's shop and several gardens in the village.

Locals followed Rezanov's suggestions and by the 1820's the *yurts* in Iliuliuk incorporated many Russian comforts. They had windows and fireplaces and one visitor described them as having a "cleanliness which would do honor to many houses other than



just those at Unalaska."<sup>21</sup> The French illustrator Louis Choris, less impressed when he visited the village a few years earlier in 1816 on the Kotzebue expedition, wrote:

*It contains a pitiful wooden church, four houses also of wood, and nearly thirty natives [sic] houses of sod. The population is composed of sixteen Russian and about 150 Aleuts.*<sup>22</sup>

In 1808 Fedor Burenin, the Russian-American Company manager, constructed the first church in Iliuliuk. Company workers in Sitka felled and shipped the pine logs.<sup>23</sup> In 1825-26 Veniaminov constructed a new church replacing the earlier structure. It was called Holy Ascension, the first of three churches by that name to occupy the site. In 1858 Father Innokenty Shayashnikov (Shaisnikoff) built the second church. Father Shayashnikov, an Aleut from the Pribilofs, served the church in Unalaska from 1848 to 1883.

In 1834 Veniaminov described the village in the following manner:

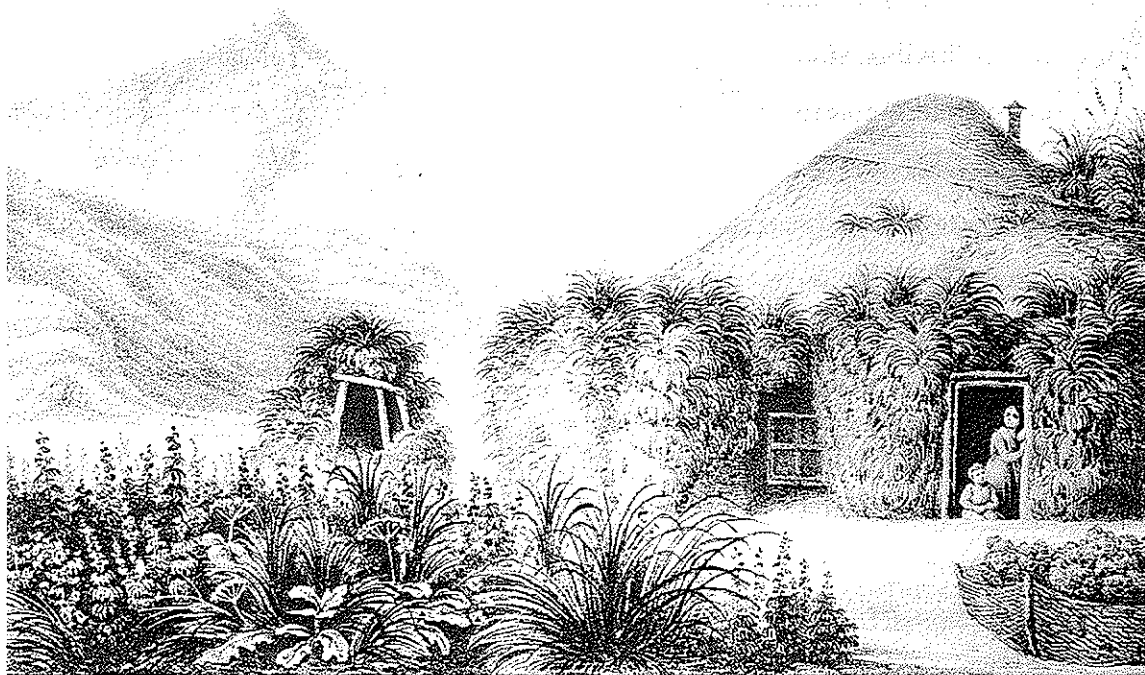
*A wooden church with a bell tower, five wooden houses, and three wooden storehouses (magaziny), five houses covered with sod, and a cattle yard, all belonging to the company, which has an office here supervised by a manager. . . There are 27 yurtas belonging to the creoles [sic] and Aleuts. Residents here in 1834 were: Aleut males-90, female-106, total 196; beyond that, Russians and creoles [sic]-about 75, a total of 275.*<sup>24</sup>

There was also a hospital, a cattle station, and an orphanage for girls which opened in 1825.

By the 1830's many of the interior earthen walls of the *barabara* were insulated with wooden boards and planks. A small entry was added to the entrance to serve as both kitchen and storeroom.<sup>25</sup> Flooring existed in a few dwellings and as did the occasional interior stove. In each village there was a community bath or steam house. Veniaminov commented that by the late 1830's many Aleuts found the post-1805 *yurt* construction inferior to the

traditional design. Low built windows and doors provided poor ventilation and they were never as efficient as the overhead roof hatch.

### The Russian America Company



**Figure 4**

From 1827 drawing by Kittlitz on Lutke's voyage around the world, 1826 - 29.

The Russian America Company, founded in 1799, consolidated the smaller regional companies such as The Unalaska Company, established in 1791, into a major financial venture that monopolized the raw materials of the Russian colonies for nearly seventy years. The company also controlled the religious, cultural, social, and financial fate of its employees which often included most of the Aleut, Creole, and Russian population. Partially subsidized with government support, the company was able to expand into new markets to fuel the

economy when the sea otter furs became scarce. Relations with the Hudson Bay Company opened up American markets for Russian ice, fish, coal, and timber. Despite these efforts, the Russian colonies were unable to support and maintain the enormous territory and by the mid-nineteenth century the company was financially doomed. As government aid was cut back the company was helpless to defend its resources from the expanding American markets. American whalers, fisherman, and sealers frequented the unguarded Russian waters and in 1849 American whalers reported harvesting \$17.4 million from the Russian territory.<sup>26</sup> Whaling ships called into port at Unalaska for water and coal which established the port from an early date as an important fueling stop for commercial maritime traffic.

When the United States purchased the Russian colony in 1867 the Russian America Company was forced to liquidate its holdings and suffered major financial losses. During its seventy year reign the company shareholders managed to show a profit from the cheap Native and Russian labor who were forever indebted to the company. The company villages, including Unalaska, grew out of the financial demands and investments of the colonial fur trade. Village life, structure, buildings, and resources were imposed on the Aleut and the Russian America Company stronghold would be only the first of several outside interests to settle on the island and rebuild the local infrastructure.

### **Transfer into American Hands**

*We could not go anywhere without their eager, anxious, speculative faces.  
Why not leave these islands as spots in which to hunt and angle, haul the  
seine, or tong the oyster and clam that wait to be lifted out of the water.*<sup>27</sup>

In 1869 Special Indian Commissioner, Vincent Colyer filed one of the first reports on the new American territory. In the report, Colyer's aide I.A. Lagrange, described Unalaska as a village "mostly of sod houses, with about 300 inhabitants, three stores or trading posts and a handsome greek church." Apparently an earthquake destroyed a portion of the village several years earlier and it was rebuilt further up the "spit." No further reference has been

found to the earthquake but the buildings were well known. The company of Hutchinson, Kohl & Co., who assumed the assets of the Russian America Company in 1867-1868, owned the first of three stores on the island. A second store operated by the schooner General Harney opened in August 1868 and the third opened in May 1869. From the onset of American ownership, observers and commissioners appointed to the new territory marvelled at Unalaska's ideal harbor. As described in the 1869 report:

*Illiouliouk [Iliuliuk], with the best harbor in Alaska territory. . . lying in the direct route from San Francisco to all the important islands, bays, and rivers, of the north is the true commercial centre of the territory. . . More custom house business was done there last summer than all the rest of the ports of the territory together. Every sea captain whom I met there wondered that Sitka, which is one hundred and ten miles out of the line of trade, and has no harbor at all, should be preferred before Illiouliouk [Iliuliuk] as the port for entry for the new collection district.*<sup>28</sup>

In 1868 the San Francisco based Alaska Commercial Company procured the assets of Hutchinson, Kohl & Co. In a government lease awarded in 1870 the Alaska Commercial Company acquired exclusive rights to harvest 100,000 fur seals a year from the Seal or Pribilof Islands over the next twenty years. Furs were stored on Unalaska in warehouses and shipped by steamship to San Francisco where they were sent by railroad to New York and then to the international fur auctions in London.<sup>29</sup> The company also opened a series of stores in Alaska and Siberia, one of which was located at Unalaska.

The next thirty years in Unalaska were ones of intense activity. There was competition between trading interests in Unalaska and company agents solicited the town as a major port of entry. Steamship lines transported seasonal tourists and travelers from San Francisco and the Pacific Northwest to explore the new U.S. territory. Mail steamers anchored at Unalaska to service both ships and companies. The Pacific whaling ships stopped at Unalaska to collect and send mail, unload whalebone, and refit. Illegal pelagic



**Figure 5**

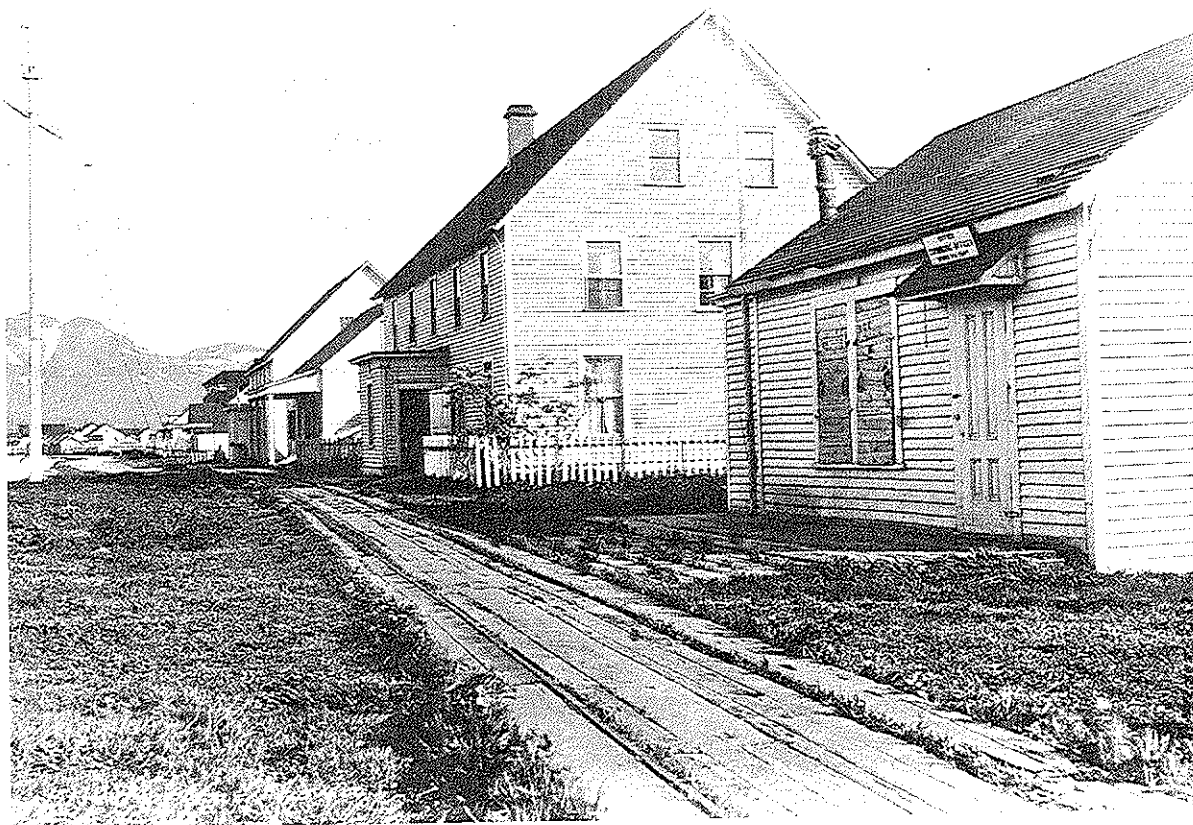
Alaska Commercial Company store with Russian cannons. Some of the cannons are now displayed at the Alaska Commercial Company's new store in Unalaska/ Dutch Harbor.

sealing was highly lucrative and international sealers operated at large until the supply ship was full of furs, ready to return to a home port. These poachers, many of them Canadian and Japanese, succeeded in driving down the price of government furs by creating a competitive black market. By 1892 the U.S. Navy sailed to Unalaska to assist the American and British fleets of the Revenue Cutter Service in the patrol of the Pribilofs. Offenders were brought to port at the patrol headquarters and "lines of captured sealers often waited at anchor."<sup>30</sup>

Like the Russian American Company, the Alaska Commercial Company established itself with a new battery of warehouses, houses, and wharfs. In Unalaska the company built new houses for its otter-hunters and their families.<sup>31</sup> To maintain a loyal crew of Aleut hunters, the Company lodged the best in company houses. One exaggerated account mentioned forty Native frame houses built along the beach front all painted red.<sup>32</sup>

New construction appeared in other company villages and changed the appearance of many Aleut and Russian settlements. At the Pribilof Islands, the Alaska Commercial Company built company houses for its employees. According to one company publication the new housing on the islands seemed without a doubt, utopian.

*In the place of the squalid, filthy habitations of the immediate past, [were] two villages, neat, warm, and contented. Each family lives in a snug frame dwelling; every house is lined with tarred paper, painted, furnished with a stove. . . a picture fully equal to the average presentation of any one of our small eastern towns.*<sup>33</sup>



**Figure 6**

Early day Alaska Commercial Company facilities showing the railway track between the warehouse on the dock and the open porched store, passing the two story hotel.



To the dismay of company officials, however, many Aleuts adhered to their Native lifestyles in the new frame houses, paying little attention to the fresh new interiors. The Aleuts found the frame houses drafty and cold in comparison to the low-lying, earth-insulated *barabara*. As frame construction increased, fuel and heating became recurrent problems.<sup>34</sup>

The six Alaska Commercial Company warehouses at the head of the wharf stocked merchandise to the rafters. They were two stories high and each warehouse housed dry



**Figure 7**

Latter day barabaras, approximately 1920.

goods, groceries, or fur. The fur house was probably the most impressive with bundles of baleen and "hundreds of hair-seal skins, some of which the hair had been shaved, the rest still retaining it."<sup>35</sup> Upstairs over a thousand fox skins hung from the rafters.<sup>36</sup> The company also stocked walrus ivory, swans' down, wolf, red fox, beaver, and muskrat. As there were few

roads in the village and only paths between houses and the beach trail along the water's edge, the company laid a small railway track from the wharf to the store on the bay front.



**Figure 8**

The Russian Orthodox Church of the Holy Ascension and Bishop's House with the Russian School attached. The school burned in the late 1960's.

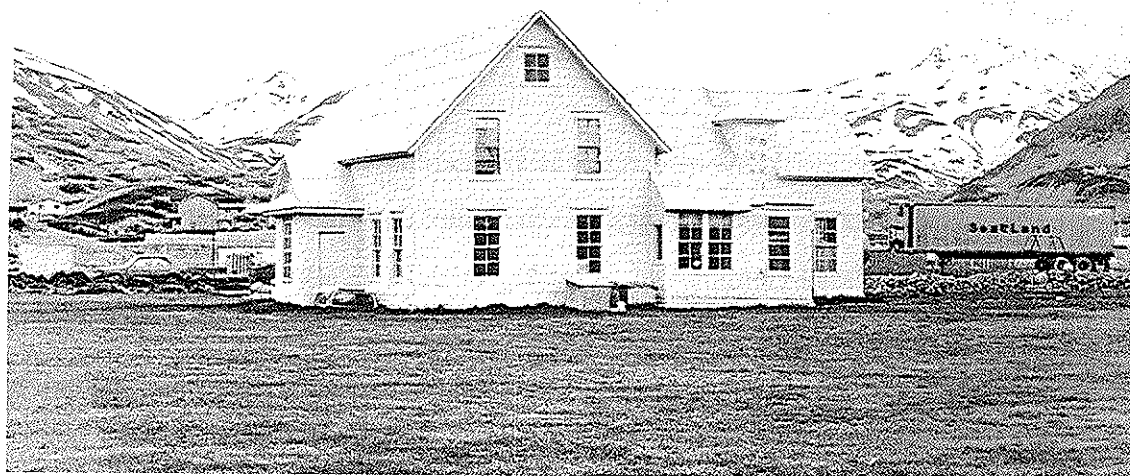
Employees shuttled merchandise back and forth from the store to the warehouses. A second railway later existed on Amaknak Island to service the North America Commercial Company dock.

In 1880 the Alaska Commercial Company built Father Shaishnikov a house. A year later, in 1881, the naturalist John Muir toured the village and commented that at the priest's house he was "ushered into a room which for fineness of taste in furniture and fixtures might well challenge the very best in San Francisco or New York."<sup>37</sup> In 1883, the Bishop's House, designed for Bishop Nestor, was completed. The Alaska Commercial Company commissioned this ornate wooden building from the San Francisco architectural firm of

Mooser and Pissis. All the materials as well as the craftsmen originated from San Francisco. In the same year an orphanage was added to the school.

General Frederick Schwatka toured Unalaska in 1883 during a military reconnaissance of Alaska. There he found "every sign of civilized improvements, and among other things the novel sight of domestic cattle."<sup>38</sup> He estimated the numbers of residents at 400 and recorded a school house, church, residence of the priest, custom house, traders' warehouses and dwellings, and many frame dwellings and *barabaras* for the Aleuts.

In 1890 J.A. Tuck established the Methodist Jesse Lee Home for children in a small house on the beach at the eastern edge of town. By 1895 the home and school expanded and a large double gabled building was erected. In 1906, the school completed a second smaller dormitory built nearby facing the beach road. This building still stands and residents call it the Jesse Lee Home.



**Figure 9**  
The Jesse Lee Home, 1990.

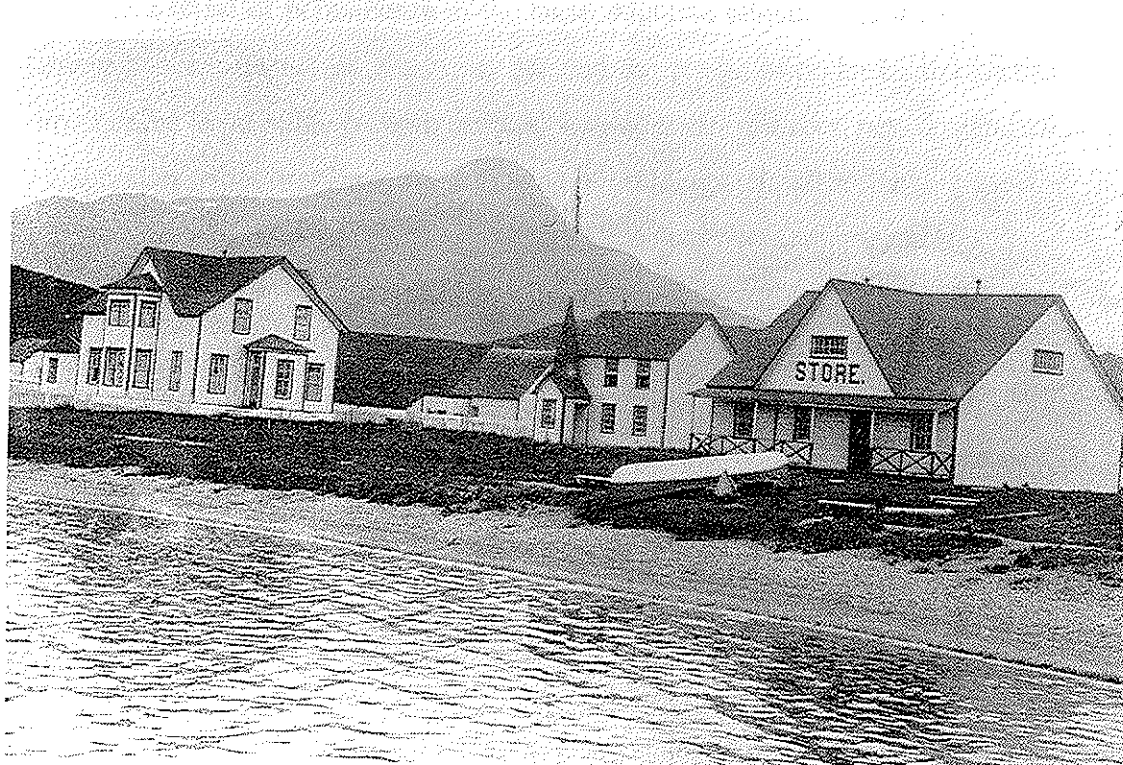
Among the noted visitors to the island during this period, Libby Beaman, wife of a U.S. fur agent and one of the first American women to travel to the Pribilofs, toured the Holy

Ascension Church in 1879 and wondered at its color and form, "its exterior is in striking contrast to the white frame houses and the sod houses of the natives [sic]. It has a bright blue, onion-shaped dome that rests on a bright green tower. The frame structure of the church is vivid yellow."<sup>39</sup> By 1890 the exterior had deteriorated and it "was somewhat dingy in outward appearance and funds have been collected to erect a new edifice in its place."<sup>40</sup> In 1894 local parishioners financed the erection of the third Holy Ascension Church.

The 1890 census description of Unalaska which coincided with the end of Alaska Commercial Company's lease of the Pribilofs was far from complementary:

*Fully two-thirds of the buildings at Unalaska are the property of the Alaska Commercial Company, as well as the wharf and the water supply, pipe line, and pump. In addition. . . is a Russian church, somewhat out of repair, with parsonage and school-house, and some private dwellings. . . A small customhouse has been allowed to fall to pieces. . . The only government building at Unalaska in a serviceable condition is a coal shed of limited capacity, in which fuel for the use of the revenue marine is stored. Among the native dwellings but 4 or 5 of the old sod houses remain.*<sup>41</sup>

The following year the North America Commercial Company acquired the fur seal lease and established its company station at Dutch Harbor on Amaknak Island approximately one mile from the Alaska Commercial Company docks and warehouses. As the harbor prospered, warehouses, hotels, bars, and a few private homes quickly followed. By one account, Molly Brown, the daughter of President Garfield, was one new resident who made the small settlement famous.<sup>42</sup> She married a North America Commercial Company agent and moved to the island with a set of blue delft china, a treasure unequalled in the village. The Browns lived in a "gingerbread house" that "became the gathering place for officers from the revenue cutters and the naval vessels that frequented the port during the Seal Island disputes."<sup>43</sup> With the news of gold on the Yukon and Nome the number of boats headed for St. Michael increased. They stopped at the Dutch Harbor dock to refuel and load supplies.



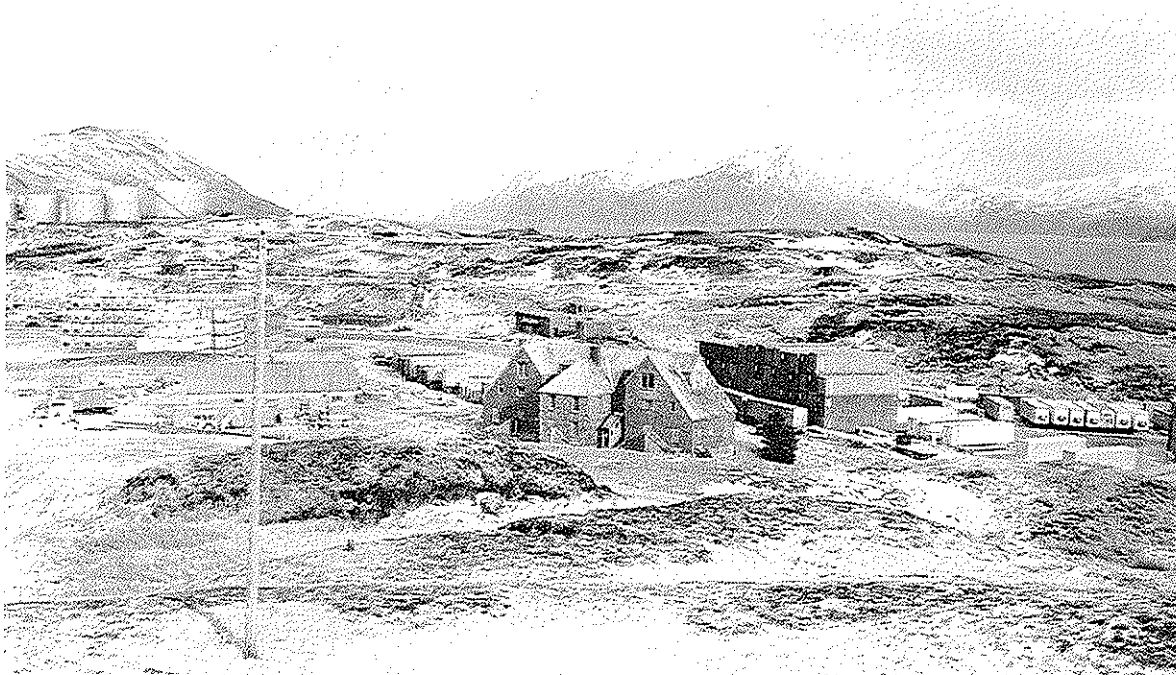
**Figure 10**

The North American Commercial Company facility at Dutch Harbor from the water. The Molly Garfield Brown house is at extreme left.

At the turn of the century hundreds of fortune seekers, by some accounts thousands, stranded by the Arctic Ice Pack on their way to the gold fields in Nome, wintered in the area.

### **Military Operations in Unalaska**

The Navy returned to Unalaska in 1911 to build a U.S. Signal Corps station. The site was one of fifty-three wireless stations in the state and in 1930 it became a Naval Radio Station. In 1932 the Navy erected the naval radio station apartment house, the only brick building in the Aleutians. Seven years later the Navy expropriated all of the Northern Commercial Company holdings on Unalaska and Amaknak Islands and jointly commissioned with the Army in 1939 the construction of a Naval Section Base and a Naval Air Station.



**Figure 11**  
Brick faced apartment building.

By 1941 Dutch Harbor Naval Operation Base was constructed and although considered marginal by national war time standards, the local effects of the buildup were overwhelming. In the span of a few years Amaknak Island became a critical coastal defense outpost with facilities to support tens of thousands of men. Unalaska townsite, slightly removed from the initial construction by virtue of its location on another island, was soon included in the military operations. After the Japanese bombed the harbor on 3 and 4 June 1942, military construction intensified. Engineers surveyed roads for military vehicles and partially filled Iliuliuk River and a part of Unalaska Lake to build a road past Holy Ascension Church to the end of the Unalaska spit.

Military structures varied from the elaborate interconnecting Navy buildings designed by the Detroit architect Albert Kahn to the individual prefabricated Loxstave units and quonset huts. Many wood and steel frame structures were set on concrete foundations which



gave them a sense of permanence in the harsh Aleutian climate. As the threat of further Japanese attacks intensified, the Army adapted the design of its bases and garrisons. In contrast to the large multi-purpose barracks housed under one roof, new designs called for the dispersion, separation, and camouflaging of buildings. Small rectangular, four to six men, wooden cabanas dotted hillsides and larger structures conformed to the hilly landscape. Semi-circular revetments, carved into the hillsides, sheltered vehicles and structures from possible air attack.

Military policy showed little sensitivity for historic Aleut sites as it reshaped the island's topography to build roads, tunnels, artillery magazines, offices, and underground hospitals. Reportedly, construction projects destroyed three archeological sites on Amaknak Island and the construction of a military road severely damaged a fourth.<sup>44</sup> At Eider Point, the location of Fort Learnard, the mounting of several large Panama gun emplacements ruined archeological material.<sup>45</sup>

Private residences and the Holy Ascension Church complex of buildings were left basically intact but just the sheer number of military personnel on the islands made it



**Figure 12**

U.S. Navy personnel at the Alaska Commercial Company.

impossible to protect the area from the curious. The downtown area was also the obvious choice to build the numerous bars, restaurants, and liquor stores that prospered from the thousands of Siems Drake construction workers.

### Aleut Evacuation

The military occupation of Amaknak and Unalaska Islands had a devastating effect on the local population, especially on the Aleut people. In July 1942 the Army and Navy initiated the evacuation of most of the Aleuts from their native islands. One month earlier the Japanese invaded the island of Attu and captured forty-five Aleuts and their American school teacher. To prevent a similar threat to the residents of Adak, Atka, St. Paul, St. George, Akutan, Nikolski, Kashega, Makushin, Biorka, and Unalaska, the Army and Navy arranged to transport them to safer locations in southeastern Alaska.

Much controversy still surrounds the events of the evacuation as well as the years of internment. Poor coordination and communication between the Office of Indian Affairs, Governor Gruening's office, and the military throughout the evacuation, imposed unnecessary hardship on the evacuees. In many cases, Natives had less than twenty-four hours notice before leaving on military ships.

The Navy first evacuated residents of Atka. A Navy ship transported them to Nikolski on Umnak Island and later to Unalaska. Before leaving the island the Navy torched the village. When the flames died out only four houses remained. The Russian Orthodox Church and the rest of the village perished in the fire. Next the Navy evacuated the residents of the Pribilofs transporting 183 Aleuts to Dutch Harbor. Military policy spared the villages of St. Paul and St. George but the caretaker at St. George primed the buildings for possible burning.

*I was. . . to prepare the village for destruction first that night by placing a pail of gasoline in each house and building and a charge of dynamite for each other installation such as storage tanks, light plants, trucks, radio transmitters, receivers, antenna masts, etc. The packing of everybody was to be very simple- absolutely nothing but one suitcase per person and a roll of blankets.<sup>46</sup>*

In September Army troops arrived in the village to garrison the island and build an airstrip. They were billeted in the village houses.

Evacuees from the Pribilofs and Atka departed for the southeast from Unalaska. Evacuees from Nikolski, Akutan, Kashega, Biorka, and Makushin departed from Chernofski on the S.S. Columbia, an Alaska Steamship Company vessel.<sup>47</sup> The return of the Aleuts was equally calamitous. The men of St. Paul and St. George returned in the fall of 1943 with most of the families arriving in the spring of 1944. For the homecoming, the government stocked homes and villages with food, stoves, and supplies. The residents of Unalaska, scheduled to return in the summer of 1944, were delayed another year.<sup>48</sup> In 1945, when they finally arrived they found their home partially destroyed. A combination of neglect, trespass, and rats destroyed most of the houses. American servicemen stole or damaged their personal property and much of the damage possibly occurred at the end of the war when military personnel hurried to restore the village.

*Perhaps the greatest loss to personal property occurred at the time the Army conducted its clean up of the village in June of 1943. Large numbers of soldiers were in the area at that time removing rubbish and outbuildings and many houses were entered unofficially and souvenirs and other articles were taken.<sup>49</sup>*

President Roosevelt appropriated approximately \$10,000 to restore Aleut villages and compensate residents for their losses. These monies were quickly spent and to offset the property losses, the Army supplied the residents with the small wooden cabanas used to house military personnel. Residents and servicemen dragged surplus cabanas from Unalaska Valley into town on skids and chained them down against the fierce winds. Today, a sizeable portion of the housing stock in Unalaska is based on the characteristic 16 by 20 foot rectangular cabana.

### **The Recent Past**

In the 1950's national interest shifted away from the Aleutians and residents resumed their island lifestyle, but not for long. In the 1960's fishing entrepreneurs pioneered the king crab industry and record catches in the late 1960's established Unalaska as the number one

fishing port in the country and set the stage for yet a third outside occupation of the community.

After a few record years the crab stock declined and the local economy collapsed but the recent surge in the bottomfish industry and the growing surimi market restored the economy and in many ways current conditions parallel the boom years of the crab industry. These wild economic swings have introduced agents of change in many ways greater than the Russian and military periods and recent catches are showing another leveling out in the bottom fish harvests. Unalaska, however, was the top port in the U.S. in both volume and value of fish landed in 1992 and again in 1993.

A profound change took place in the community in 1980 when the Unalaska/Dutch Harbor Bridge to the Other Side was finished and people could travel freely by automobile between the two islands. Before that a passenger ferry operated with limited hours. Prior to the completion of the bridge many people considered Unalaska and Dutch Harbor as two separate communities. That distinction has now been all but obliterated.

In late 1992 during the excavation of a hill near the base of Nirvana Hill by Marcenco, a local contractor, a fossil of a prehistoric creature, a *Desmostylid*, was discovered. The fossil is believed to be of the genus *Behemotops*.<sup>50</sup> It was quickly named "the Nirvana Dragon". *Desmostylids* lived in the Miocene Era from eight to fifteen million years ago, and have been described as a cross between a hippopotamus and a sea cow.

Since then other fossil bones have been found, leading researchers to believe that there were five adult animals and two juveniles, including a teething one that was probably still nursing. The bones are from various geologic periods and a tentative identifications has been made of some of the bones as being from a *Paleoparadoxia* (a later *Desmostylid*), and a genus that is yet unidentified.

The find is rare in a number of ways. First, the excavators stopped immediately when they realized that they had found a fossil. The owners of the company, Frank and Betty Arriaga, were diligent in retrieving and protecting the find until the professional paleontologists could examine them. Usually fossils, when found during excavations, are destroyed. Large fossil finds from the Miocene Era are rare and extremely rare from this

region according to Ann Pasch, head of the University of Alaska, Anchorage Geology Department.<sup>51</sup>

In recent years there has been some interest in developing the shipping route to Europe using the Northeast Passage using Unalaska/Dutch Harbor as the Pacific terminus. If that route proves to be economically feasible and desirable to shippers, the community could see increased development in a different industry in the years to come.

## **II. EXISTING CONDITIONS AND TRENDS**

### **A. The Community**

Since World War II the community of Unalaska has been the subject of several waves of development: the military buildup of Dutch Harbor and Fort Mears, followed by the king crab fishing booms in the 1960's and 1970's into the early 1980's, and the bottom fish boom of the late 1980's and early 1990's. At times development has seemed to swamp the community. The downtown area which has several buildings dating from the turn of the century has been seriously impacted by the larger scale of much of the newer construction and the loss of open space between buildings. In other parts of the community some of the buildings from World War II remain, in spite of the clean up effort that took away most of them in the 1980's.

The city has put a historical museum on its Capital Improvements Plan with planning for the facility to begin in 1994. One of the building's proposed locations is between the new



**Figure 13**  
Downtown Unalaska, from across the creek.

City Hall and the Iliuiliuk Clinic on the site of the old reservoir. Both the city and the school district have been collecting, storing, and periodically displaying artifacts and photographs for some years but these efforts, although commendable, do not take the place of a museum.



**Figure 14**  
One of the proposed sites for the city's museum/library.

In the downtown area there are a number of properties having historic structures on them which have restrictions on the deeds. This means that the Bureau of Indian Affairs must approve sale of those properties. This has relevance for historic preservation activity because of the necessity for involvement of a third party.

For many years most of the residential development in the community was within and close to the original village site on Unalaska Island, with most of the industrial activity being limited to Amaknak Island. The only strictly residential area on Amaknak Island was on Standard Oil Hill in duplexes built for the military during and immediately after World War II. In recent years, however, the housing on the hill has been expanded by the construction of several new apartment complexes and the nature of the activity all over that island has

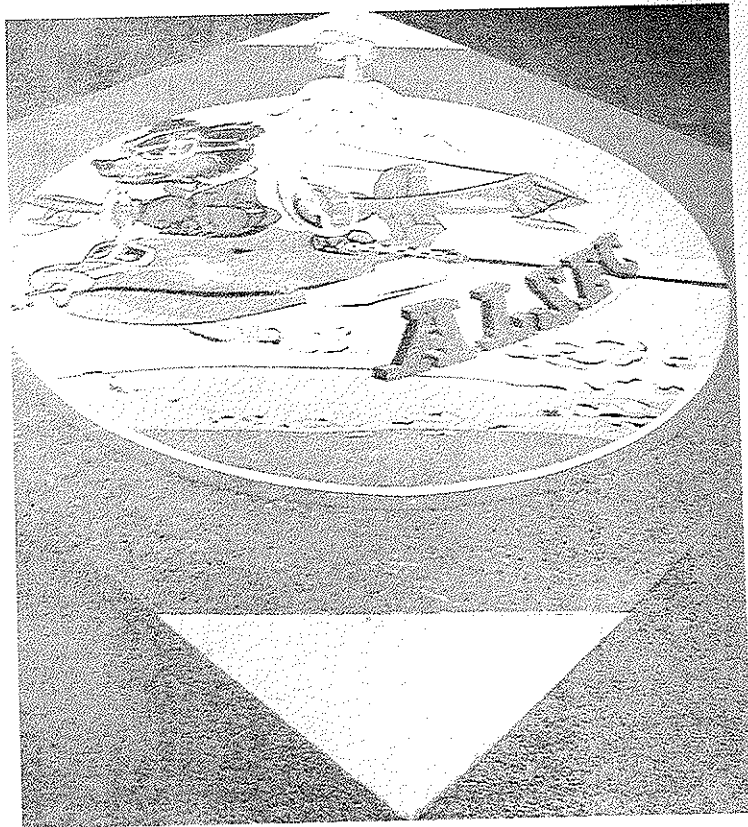


become much more of a mixture of residential, commercial and industrial uses. The earlier, intense, industrial uses still surround this residential area.

## **B. Historic Preservation Trends**

### **Public**

The City of Unalaska has been in the forefront in the community in the field of historic preservation. Several cultural resources have been preserved through the efforts of the city, and should be recognized.



**Figure 15**

Terrazzo emblem from World War II Officers Club, now at Public Safety Building.

Several years ago when the city was building a new Public Safety Building at the same time that buildings from World War II which were then owned by the Ounalashka Corporation were being demolished, the city and the Ounalashka Corporation entered into an agreement whereby the city installed in the lobby of the new building, the terrazzo emblem from the floor of the Officers Club which was being removed.

In earlier years historic preservation was a matter of necessity. People "made do" with what they had. An example of that philosophy is the city's public works shop, a substantially renovated World War II building which remains a serviceable building today.

The city has leased the Marco Roller Rink building from its owner for a number of years and has done considerable renovation work to preserve that structure and continue its

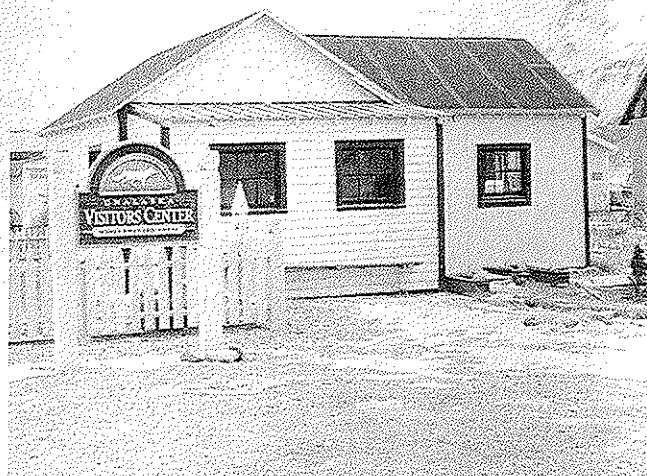
use for community recreation. It was originally built before World War II and is called "The Rendezvous" by old-timers.



**Figure 16**  
The Marco Roller Rink.

The city is also planning to renovate the existing recreation center for use as a public library when the new recreation center is occupied in 1994. The building, built as a chapel during World War II, generally retains that appearance in spite of its current use.

Henry Swanson's last home has been taken over by the City of Unalaska and turned into a visitor information center which is staffed by volunteers during limited hours. Henry's life spanned the years from 1895 to 1990.

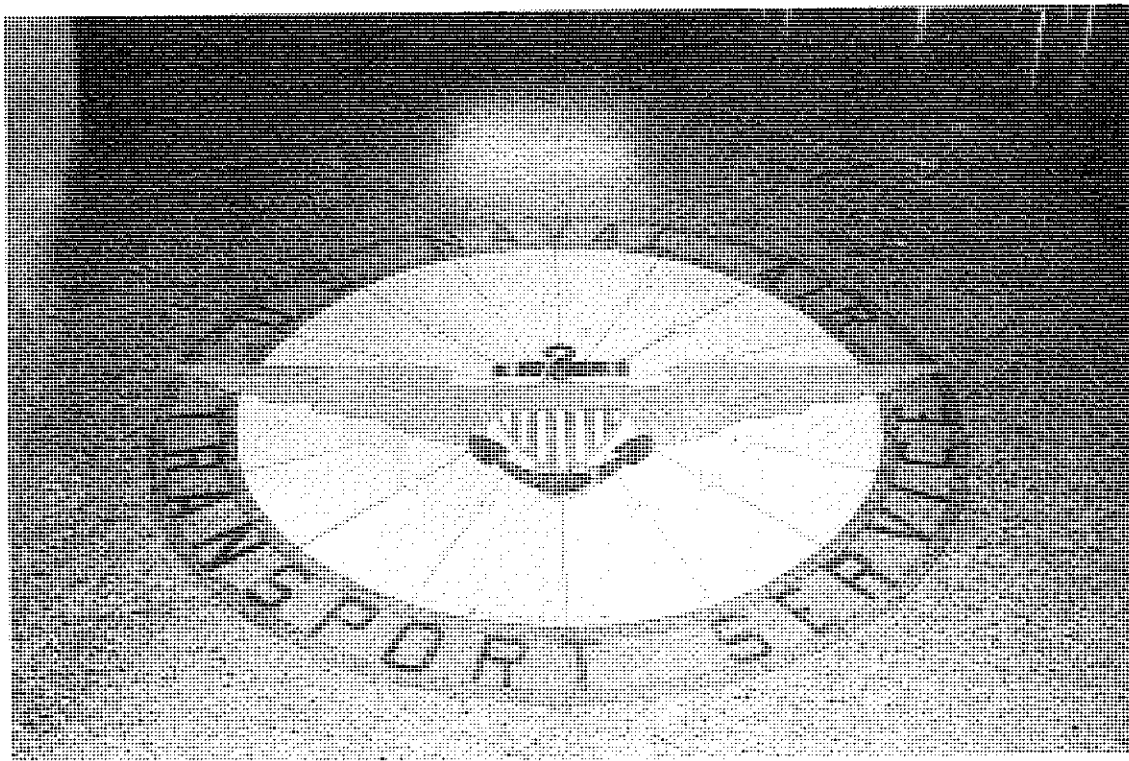


**Figure 17**  
Henry Swanson's home, now the Visitor Information Center.

He was a community resource who had a book, The Unknown Islands, written about him, by the students at the Unalaska School. He was a master story teller and is sorely missed by all who knew him.

The city also built a memorial park area adjacent to the cemetery which was "spruced up" by community efforts in recent years. This area honors several entities and individuals: the propeller from the S.S. Northwestern commemorates the history of the vessel and the workers of Siems-Drake, the contractor who built the World War II facilities; the U.S. Naval Station flag monument honors the Navy men who served at Dutch Harbor; the Arkansas National Guard has mounted a bronze plaque on one of the World War II bunkers in the park remembering their comrades who served here during World War II; the fishermen's memorial honors those who were lost at sea; and trees originally planted by Coast Guardsmen of the Bering Sea Patrol in the 1930's have been transplanted here in their honor.

For a number of years the National Park Service has been considering the placement



**Figure 18**  
The interior of the Acrology Building, Mark Air.

of a World War II Interpretive Center at Unalaska for the Aleutian Campaign. Plans have been submitted to Washington, D.C., but, to date no funds for construction have been appropriated. Such a center would add immeasurably to the understanding and appreciation of what has been characterized as the Forgotten War.

### Private

An appreciation for the buildings of the past is also developing in the community at large. Alaska Diversified Properties restored the Aerology Building at the airport for use as the Markair VIP lounge at a time when the building was falling into serious disrepair, thus saving it for the future. The renovation was done using photographs of the building and the room as they appeared during World War II. A very interesting terrazzo floor at the center of this building has been refurbished and can be seen during business hours. In late 1993 the building also housed a freight forwarding company and the local offices of the U.S. Coast Guard.

The Grand Aleutian Hotel, built on the site of Fort Mears, has incorporated several of the remaining pillboxes into its site plan for the hotel as a result of mitigation under section 106 of the National Historic Preservation Act. Over the years a number of ideas have been advanced for adaptive reuse of the brick apartment building on Amaknak Island that



**Figure 19**  
The Grand Aleutian Hotel.

was built by the U.S. Signal Corps in the 1920's, but to date no concrete plans have been announced by the building owner, the Ounalashka Corporation.

A group is presently investigating the renovation of Building 820, near the Ounalashka Corporation offices, for use as a warehouse. There are more opportunities for adaptive reuse of historic structures in Unalaska for developers with sharp eyes and sharp pencils.

In years past a number of World War II buildings have been adapted for use by later owners. Walashek Marine is located in the World War II submarine rigging shed making use of the shed and the marine ways in vessel repair. Waterfront Welding uses a torpedo arming and storage facility as its retail outlet and fabrication shop. One of Alyeska's bunkhouses is built on the foundation of the hospital that was bombed during World War II. Marcenco's headquarters is located in a World War II building on Standard Oil Hill. There are other examples scattered around the community .



**Figure 20**  
Adaptive reuse of WWII building.

### **III. ISSUES AND OPPORTUNITIES**

#### **A. Incentives for Historic Preservation**

There are a number of different tax incentives to benefit historic properties. A brief summary is given below. Any owner of a historic property is urged to look into these programs. The State Historic Preservation Office, the National Park Service, and the National Trust for Historic Preservation have information and may be able to provide technical assistance to those desiring to take advantage of any of these income tax incentive programs.

##### **Federal Programs**

1. Income producing property - Owners of income producing properties listed on, or eligible for the National Register of Historic Places may apply for special tax incentives. The Federal Investment Tax Credit Program provides for a 20% tax credit on rehabilitation expenses to encourage preservation. The law also allows for depreciation of the structures. Application is made to the State Historic Preservation Officer at the Office of History and Archaeology.

A 10% tax credit is available for rehabilitation expenditures for a qualified building which is not a certified historic structure but was first placed in service before 1936.

2. Charitable contribution for historic preservation purposes - Income and estate taxes can be reduced for charitable donations of partial interests in historic property to preserve that property for historic purposes. The property may be a structure other than a building.

3. Economic Development Loans and Grants are made to promote long term economic development and assist in the development of facilities needed to initiate and encourage the creation or retention of permanent private sector jobs in areas experiencing severe economic distress. This program is available to individuals as well as government and non-profit entities through the Economic Development Administration (EDA).



4. The U.S. Department of Housing and Urban Development (HUD) has a number of programs for low income housing that allow for the rehabilitation of existing housing.

5. Community Development Block Grants are available for various kinds of projects to benefit low and moderate income people. The eligible grantee must be a local government, but the project can be for the benefit of a non-profit organization on a "pass through" basis. The applications in Alaska are handled by the Alaska Department of Community and Regional Affairs.

6. The Small Business Administration (SBA) has a variety of programs to assist low income people and/or small businesses in improving business management skills and makes loans to businesses in areas of high unemployment. There are also programs to benefit minorities, women, veterans, and the disabled in starting and running small businesses.

7. The Intermodal Surface Transportation Act of 1991, commonly called ISTEA, requires that at least 10% of a state's funding allocation under the Surface Transportation Program be used for transportation enhancement activities which can include the acquisition of scenic easements and scenic or historic sites, preservation of abandoned transportation corridors and archaeological planning and research. In Alaska the program is administered by the Alaska Department of Transportation and Public Facilities.

### **State Programs**

1. Alaska Industrial Development and Export Authority (AIDEA) and Southwest Alaska Municipal Conference (SWAMC) provide loans to the private sector for construction or rehabilitation of facilities for commercial or industrial use.

2. The State Historic Preservation Office (SHPO) offers technical assistance and historic preservation fund grants to Certified Local Governments (CLGs). To become a CLG, local governments must meet certain requirements including passing a local historic preservation ordinance, establishing a historic preservation commission, implementing a historic resources inventory and making certain that the public has an opportunity to participate in the program.



### **Local Programs**

1. Alaska Statute allows local governments to provide, by ordinance, for an exemption or partial exemption from real property taxes for historic sites, buildings, and monuments. {AS 29.45.050 (b)(2)(B)} It is recommended that the City of Unalaska investigate the adoption of such an ordinance.

2. State law also allows a municipality to exempt or partially exempt from taxation privately owned land for which a scenic, conservation or public recreation use easement is granted to a governmental body. {AS 29.45.050 (e)} It is recommended that the City of Unalaska investigate the adoption of an ordinance enabling this tax exemption as well.



**Figure 21**

The Jesse Lee Home buildings and unfinished paddle wheeler between 1900 and 1910.

### **B. Local Landmarks Program**

Though not a requirement to be a Certified Local Government, passage of a local landmark ordinance is desirable to enhance local preservation efforts and facilitate the nomination of local properties to the National Register of Historic Places.

"Landmark" means, any site or improvement, manmade or natural, which has special character or special historical, cultural, architectural, archeological, community or aesthetic value as part of the community's heritage. Local landmarks represent the most significant cultural and historic resources in the community. Sites may be designated thematically in a group, or one at a time, whichever is appropriate.

Unalaska already has three National Historic Landmarks. These landmarks are on the National Register of Historic Places and represent significance in national history and meet national standards mandated by the U.S. Secretary of the Interior.

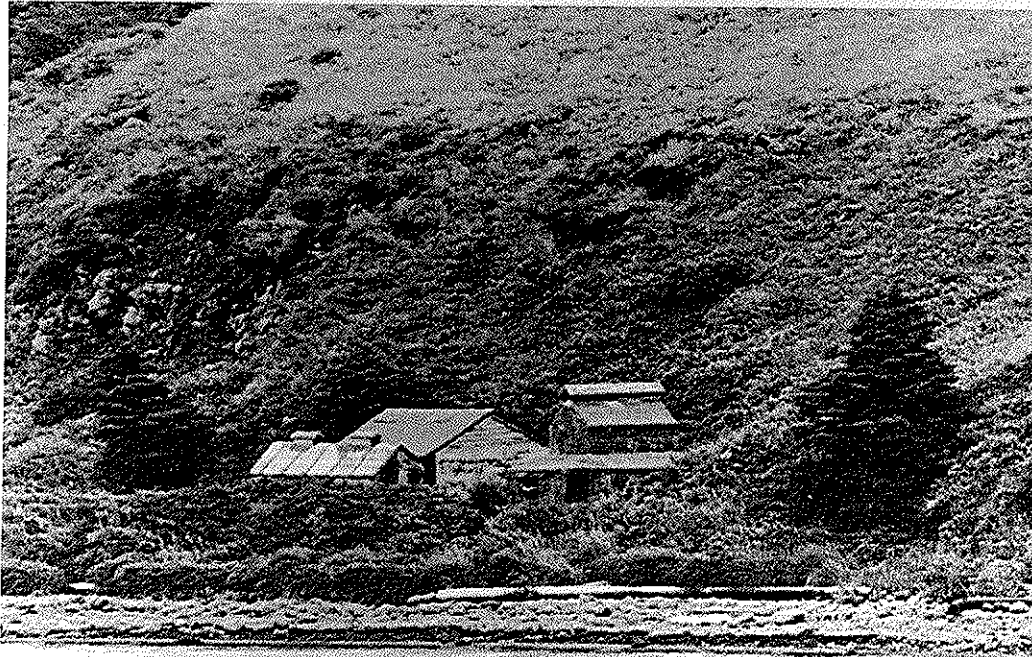
Locally designated landmarks are completely independent of the national program, although the national program allows for placement of locally significant sites on the register. Local landmarks are designated and nominated for their contribution to local history, through the local government.

In order for the Unalaska Historic Preservation Commission to begin designating



**Figure 22**  
The Bishop's House, COU, 1994.

local landmarks, there should first be a city ordinance in place which would spell out the significance of the designation as a local landmark; criteria for the designation; the process to be followed in making the designation; the roles of property owners; the Unalaska Historic Preservation Commission and any other departments of the city government or other agencies that may have an interest in the properties included in the program.



**Figure 23**

**Proposed Landmarks**

Sitka Spruce Plantation

Holy Ascension Russian Orthodox Church and Bishop's House

Dutch Harbor Naval Operating Facilities and Fort Mears

Jesse Lee Home Dormitory

Alice Moller House/Henry Swanson's Birthplace

Unalaska Cemetery

The S.S. Northwestern

Manson Saltery

Port Levashef Landing in Captain's Bay

Naval Radio Operating Station Apartment House and Adjoining Structure

Archaeological Sites such as:

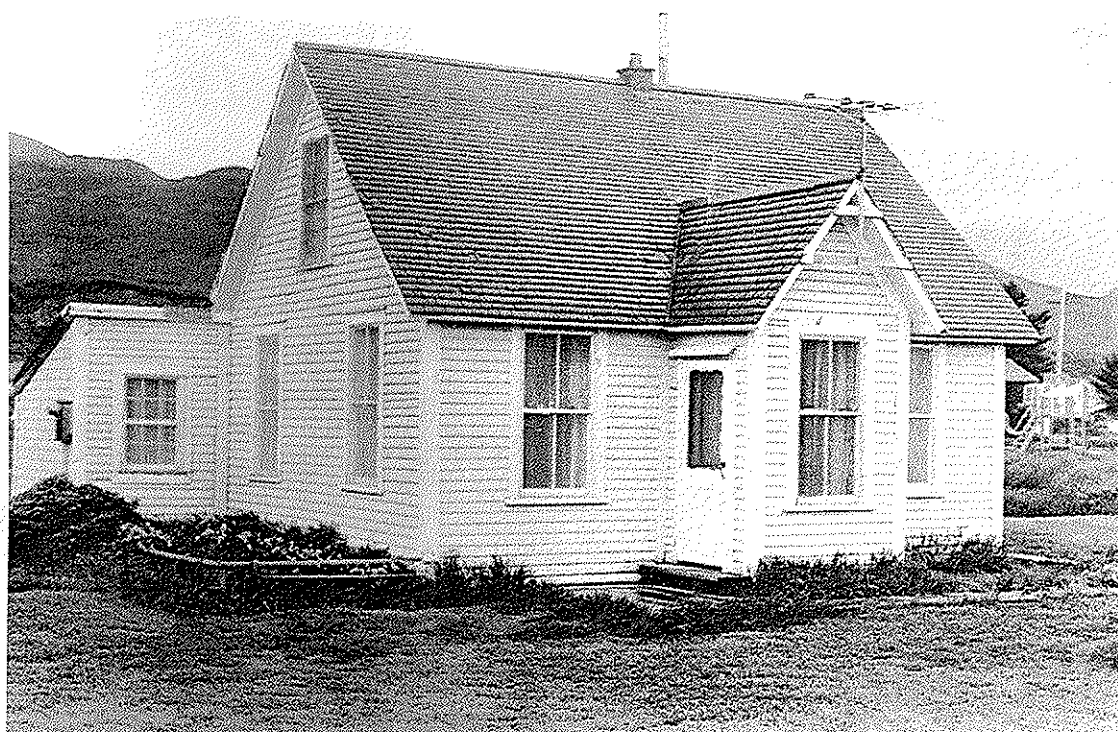
Margaret Bay, Bridge Site, Spit Site, Morris Cove, Eider Point and  
Hog Island

While investigating local landmarks, the historic preservation commission, the city council, or the independent researcher should consider the importance to state history of local sites and structures. To assist the creation of a state register, the State Office of History and Archeology prepared a draft Alaska Historic Preservation Plan which outlines major themes in the state's history. Proposed local landmarks of possible state importance include the Manson Saltery, the Jesse Lee Home Dormitory, and the cemeteries.



**Figure 24**

The Dorsey House, one of Unalaska's oldest.



**Figure 25**  
The Alice Moller House, Henry Swanson's birthplace.



**Figure 26**  
Totem Pole House across Broadway from the Alice Moller House.





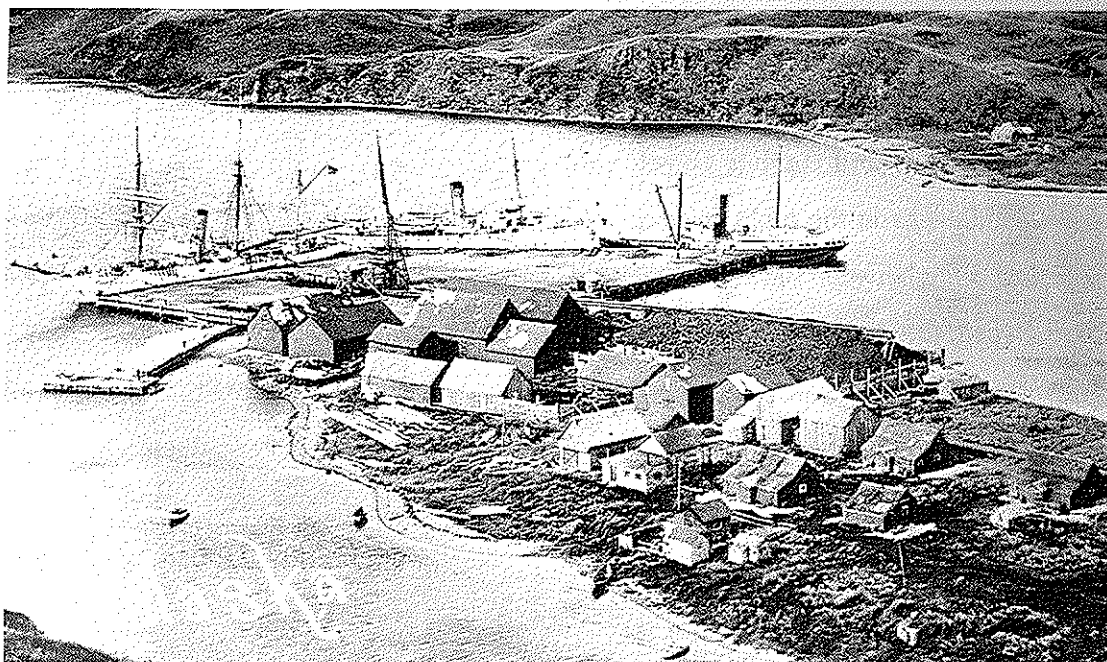
**Figure 27**

Dr. James Mushovic's office, reputed to have been moved from the AC Complex.



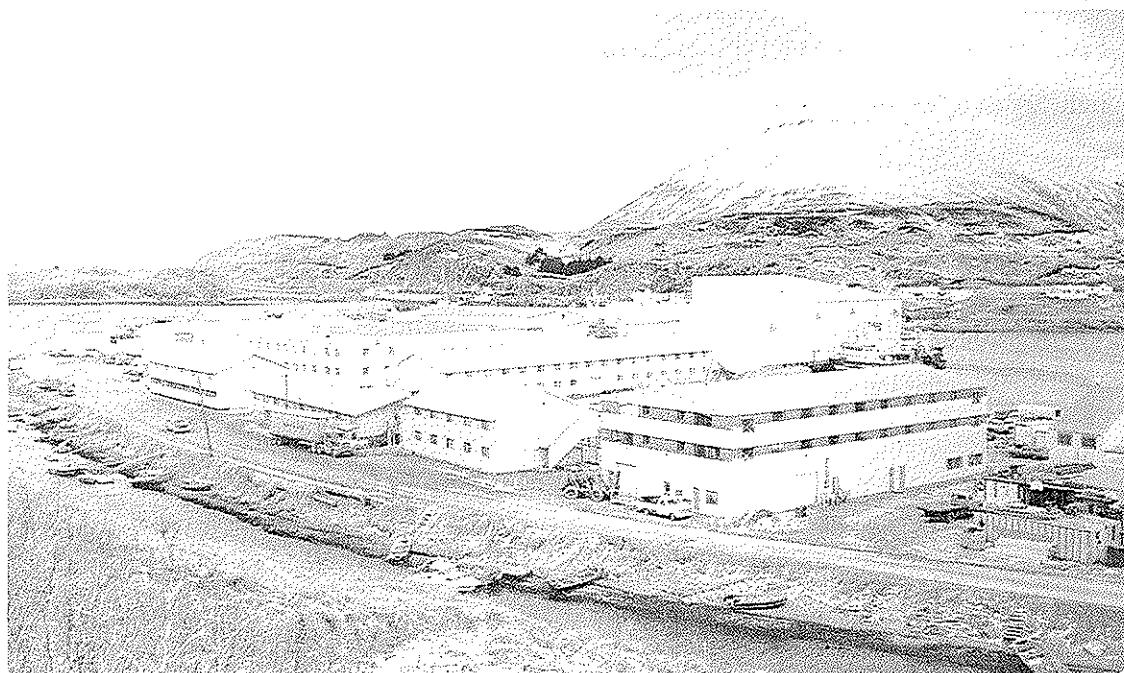
**Figure 28**

The Alascom Building dating from the turn of the century.



**Figure 29**

The A.C. Complex in the early days, located where Alyeska Seafoods is today.



**Figure 30**

The same view in 1994. None of the earlier buildings remain.



## **C. Local Issues and Concerns**

### **Industry and Harbor Development**

Unalaska is the premier deep water port west of Unimak Pass which is the main shipping route between the North Pacific Ocean and the Bering Sea. Historically, the port has shaped the economic development of the region and continues to do so today. Approximately seventy percent of Amaknak's shoreline is zoned for light or heavy industrial use. Major foreign and domestic commercial fishing and fish processing companies have onshore and offshore processing operations based at Unalaska, and the community provides support services for approximately 100,000 persons annually. As fishing activity has intensified in recent years community services have been stretched to provide attendant medical, food, energy, and dry goods, as well as to improve existing infrastructure.

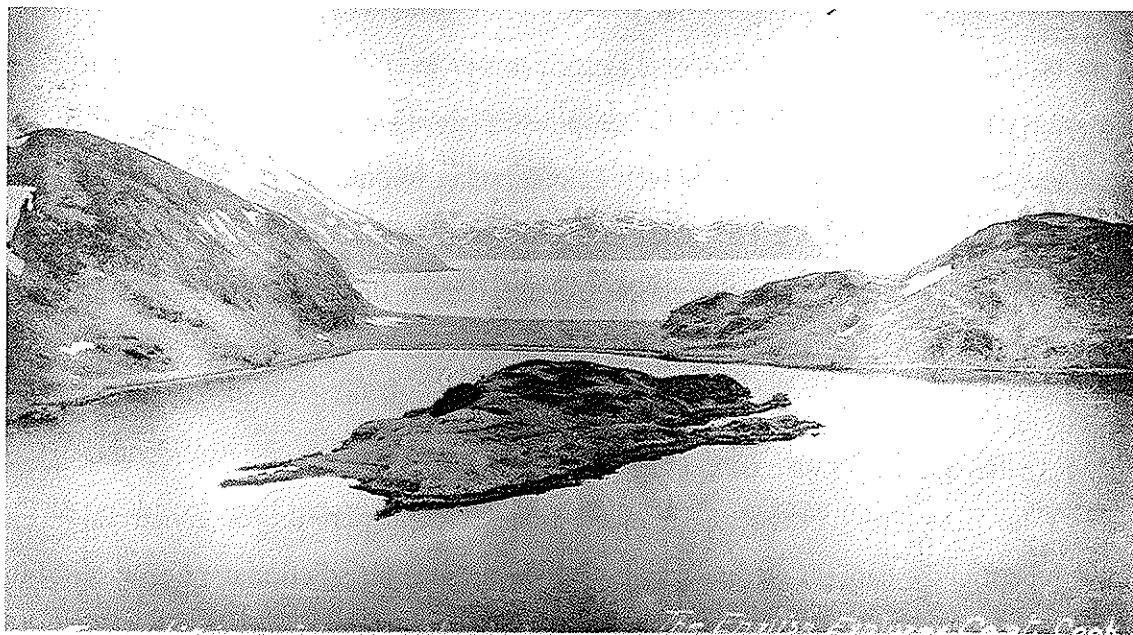
In 1980 Unalaska was the number one fishing port in the United States in terms of dollar value of all harvests and, again in 1989, number one in terms of volume of fish. In 1988 when the National Marine Fisheries Board recognized the bottomfish industry as a "developing fishery," more and more of the American fishing fleet moved to the Aleutian region. In 1993 the port was first in both value and volume, based largely on the bottom fish harvests.

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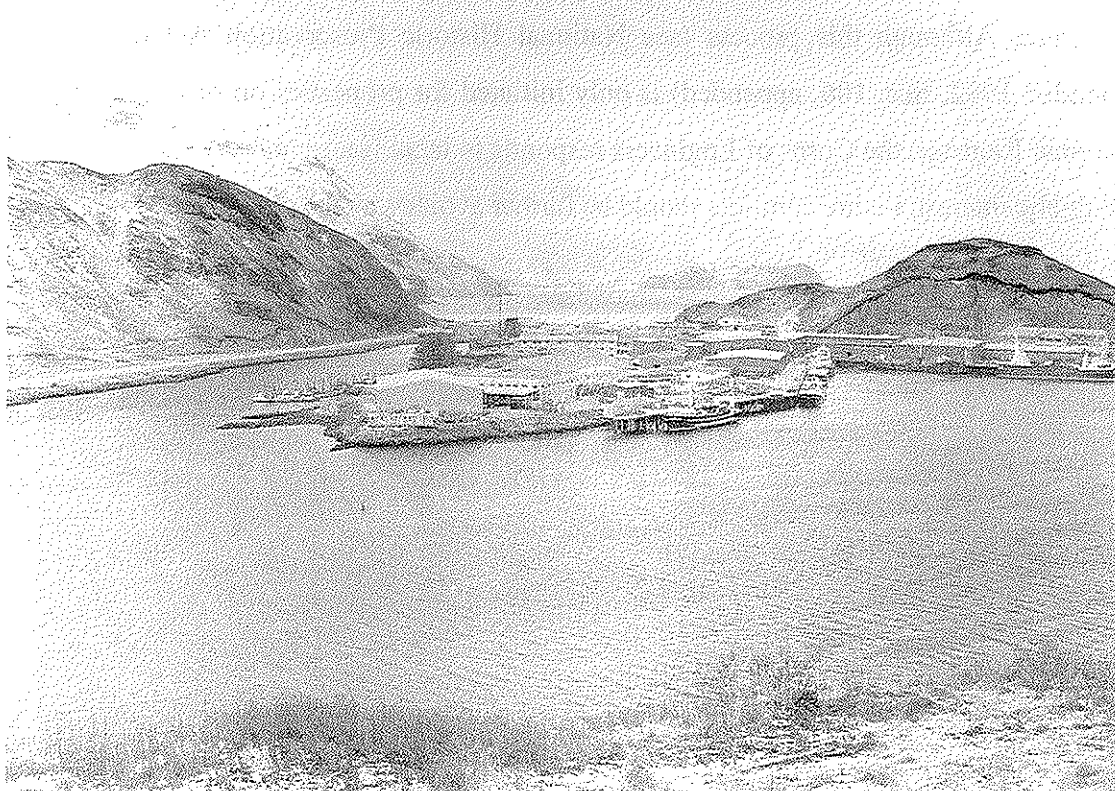
"The development is so quick it's almost like a military invasion. It's great for the economy, but a real challenge to the environment."  
U.S.F.W.S. Biologist Art Sowls,  
speaking about development to support  
the fishing industry on the Pribilof  
Islands.

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With the increase in product and local employment there has been sizeable, relatively recent investment in onshore processing facilities and services to support the fleet and the processing activities. Most of the recent investment has come from companies with few ties to the community. New construction and city infrastructure will probably continue to move into areas that may impact cultural resources. Because of the large inventory of cultural resources in and close to the community and the equally large potential for additional construction and development projects on the island, there is a need to coordinate these two



**Figure 31**  
Expedition Island, 1910.



**Figure 32**  
Expedition Island, 1994.

interests. This plan identifies some local historic resources in an effort to avoid conflicts of interest as new projects emerge. This development pattern has preserved much of the open space and tundra around the city as well as preserving important view points and island seascapes. The State of Alaska Office of History and Archaeology should be contacted before any new construction takes place to make certain that cultural resources will be avoided if at all possible.

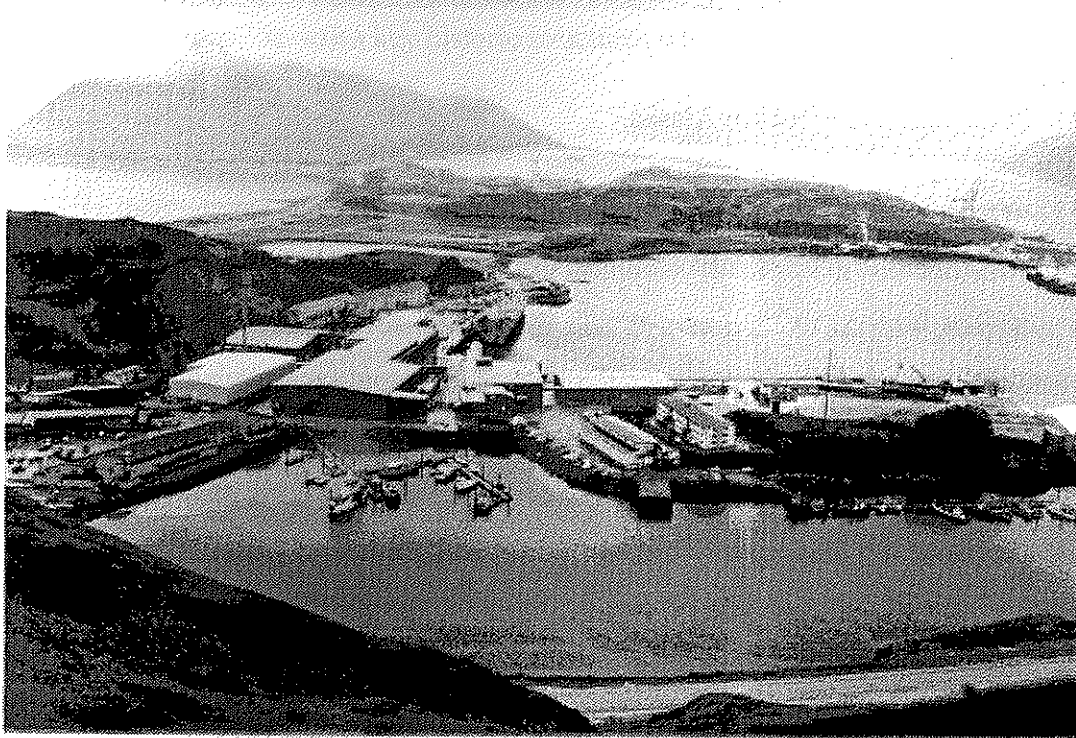
#### **Federal Permits on Waterways and Tidal Zones**

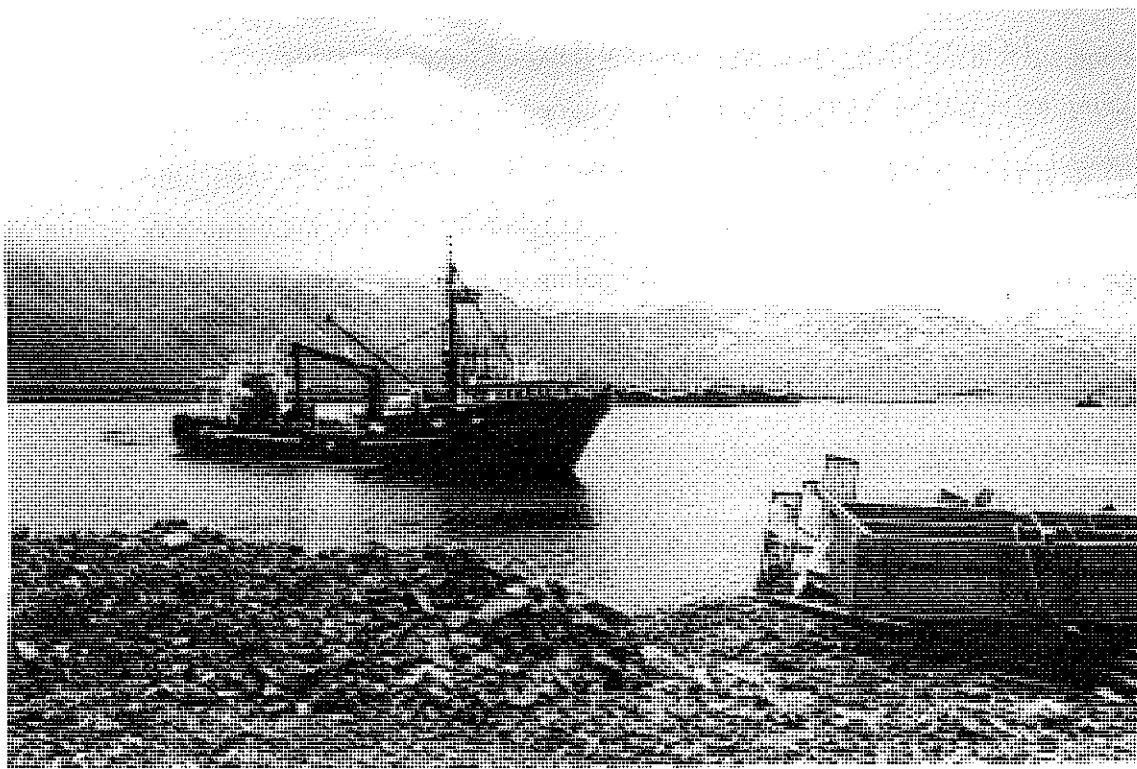
The U.S. Army Corps of Engineers issues federal permits for construction and development in the nation's wetlands and waterways. This jurisdiction applies to all of the coastal waters within Unalaska's city limits. For sites that contain properties on or eligible for the National Register of Historic Places, the Corps of Engineers must consult with the State Historic Preservation Office to minimize or mitigate any and all affects to these resources. Although this process (see National Historic Preservation Act of 1966, as amended 1992, Sec. 106, appended) is only initiated for properties on or eligible for the National Register, the Corps of Engineers responds to local issues and concerns that are in the public interest. Future conflicts should be further avoided by the city providing the Corps of Engineers as well as other interested federal and state agencies with up-to-date information regarding historic resources.

### **Harbor Management Plan**

To meet the growing international demand for port services, the City has recently compiled a Harbor Management Plan designed to help with the myriad issues with any project requiring permits. Many of Unalaska's cultural resources are located in coastal areas near the harbor. Because of Unalaska's long maritime history, the number of submerged resources is still unknown. The plan also points up the need to avoid, to the greatest extent possible, archaeological sites in future development.

This historic preservation plan recommends that the city allow for the discovery and *in situ* preservation of the resources which are eligible for the National Register.





**Figure 33**  
One of the busiest harbors in Alaska.

### Open Space

Historically, industrial development in Unalaska depended on outside interests. For the most part, with the exception of World War II, that development was concentrated and limited to the availability of relatively flat land and materials as well as the economy. The result was a landscape of open space broken by pockets of development which made the industrial activity less intrusive into the life of the community. This plan recommends that future development observe this "cluster" pattern of growth and preserve open space.

### New Construction

There are wide swings in the amount and nature of new construction in the community. Right now there seems to be a "lull", whether before or after the storm is not clear. A review of building permits issued in 1993 indicates that, of the fifty nine permits

issued, eleven were for industrial projects, 21 were for residential construction or remodeling, and mobile home placement and 27 were "commercial" including nine to the city for public buildings, and three for churches. This is in contrast to 1992 when 91 permits were issued. Thirty-two were for residential purposes, 17 industrial, and 42 commercial. In 1992 permits were issued for the construction of three warehouses, two bunk houses, the clinic, two hotels, the school remodel, an office building and the new post office.

The recent industrial construction has been mainly large metal buildings for processing plants, warehouses, housing complexes, and offices. The speed of construction of the buildings and the dense mass which they present is contrary to the existing scale and texture of the community. Even buildings that are now five to ten years old such as the Unisea bottom fish expansion project are quickly dwarfed by the projects going up today.

Historic World War II buildings are often located near the new construction sites. These wood and concrete buildings create a secondary overlay for community scale and texture. Many of them are valuable historic resources and should not be dismantled, burned, or moved. This plan identifies key historic structures which should be preserved.

### **Trails**

For many, many years there have been communities scattered around Unalaska and Amaknak Islands. Until well into the twentieth century communities existed at Chernofski, Kashega, Makushin and Biorka. In earlier days there were a number of small settlements in the vicinity of Unalaska and along the shores of Captains Bay. People traveled between these communities over well worn trails, Aleut Highways if you will. Vestiges of those highways exist to the present.

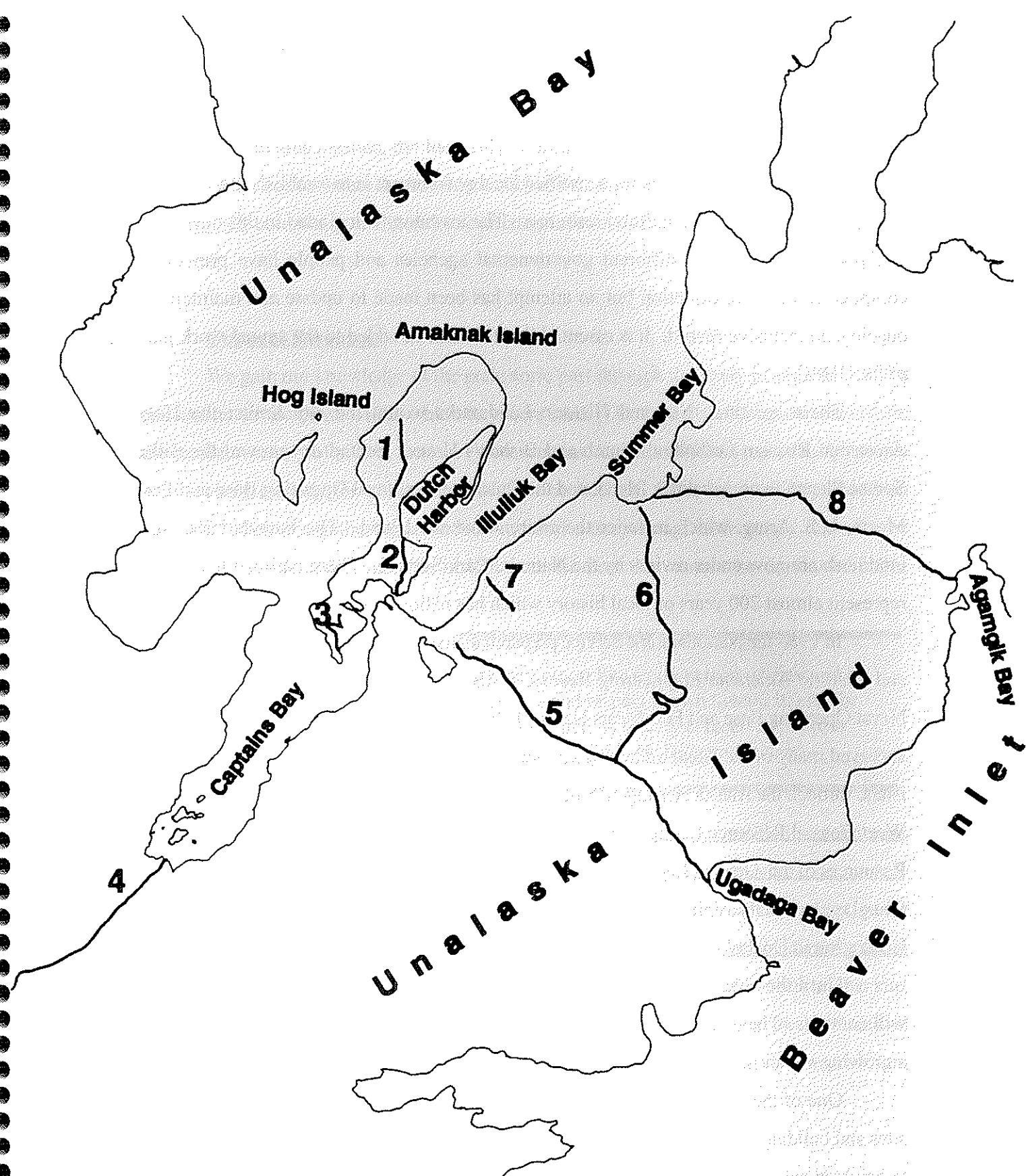
Most of these trailways are on privately owned land and should not be traversed without advance knowledge and approval of the land owners. The city should discuss use easement agreements with the property owners, if a trail program is implemented.

Trails of special significance are listed below:

1. Scenic walk up Mt. Ballyhoo, first recorded by gold seekers who stopped over on their way to the Nome.



2. Route across Amaknak Island from Dutch Harbor to the old ferry terminus (at East Point).
3. Bunker Hill Trail up Hill 400 to the coastal defense bunker at the top.
4. Route from the head of Captains Bay to Makushin Bay used by people going to Makushin, Kashega or Chernofski.
5. Route from the head of Unalaska Valley to Ugadaga Bay of Beaver Inlet which was used by people going to Biorka.
6. Route from Summer Bay to Ugadaga Bay. Part of this was used by the military during World War II as a route between the defenses at Summer Bay and the Fort Mears facilities in Unalaska Valley.
7. Climb to the top of Mt. Newhall.
8. Route from Humpy Cove to Agamgik Bay.



## TRAILS

III-17

### Resource Surveys

One of the requirements for a certified local government is to establish and maintain an inventory of historic and cultural resources. The inventory is included in this document as Appendix II. Several different governmental agencies and people have previously compiled resource information but no attempt has been made to update and maintain an ongoing, all inclusive record. It is essential that this task be added to the annual work plan of the UHPC.

There are three National Historic Landmarks within the city limits: the Holy Ascension Russian Orthodox Church and Bishop's House, located downtown; the Sitka Spruce Planation on Amaknak Island; and the Dutch Harbor Naval Operating Base and Fort Mears, U.S. Army, which includes the entire Amaknak Island. The boundaries of this landmark are now under review by the National Park Service. These national landmarks represent almost 200 years of local history which has national significance.

In 1986 the National Park Service prepared a Historic Architecture Buildings Survey and Historic American Engineering Record (HABS/HAER) survey of the Dutch Harbor Naval Operating Base and Fort Mears National Historic Landmark. The State of Alaska has surveyed many of the Aleut archeological sites within the city limits and elsewhere on the island through the Alaska Heritage Resource Survey. Other surveys include The Aleutians West Coastal Resource Service Area Resource Inventory, published in 1990 and Cultural Resources of the Aleutian Region: Historic Sites, compiled by Gary Stein in 1977. In 1982, Douglas and Mary Veltre inventoried subsistence and natural resources in Resource Utilization in Unalaska, Aleutian Islands, Alaska.

Until the inventory included in this plan receives wide distribution the community will continue to be relatively unaware of the significance of the landmarks and sites. With a growing visitor industry it is important for the historical story of Unalaska to be told.

One of the best techniques for heightening awareness of history is visiting historic sites and buildings which have adequate interpretive services. This plan addresses the need to heighten public awareness of historic sites, Aleut highways, and structures and maintain a local data base of all the cultural and historic resources in Unalaska.

For obvious reasons, the locations of archeological sites will remain undisclosed. The city will need to insure the confidentiality of location of these sites. National Register Bulletin #29 contains guidelines for restricting information about historic and prehistoric resources.

### **Cultural Resources**

We gain our knowledge of the prehistoric past through the study of objects within a context, an environment within which they were used. This type of information comes from the careful recovery of pollen, food and plant remains, and other items overlooked by people who are only looking for artifacts to put on a curio shelf. "Pot hunters" may spend an enjoyable afternoon gathering artifacts, but, besides trespassing, these people may also be destroying a potentially valuable insight into the past that cannot be duplicated. See Figure 34.

A number of cultural resources, both historic and archaeological, exist in close proximity to the settled parts of the community. Such resources are

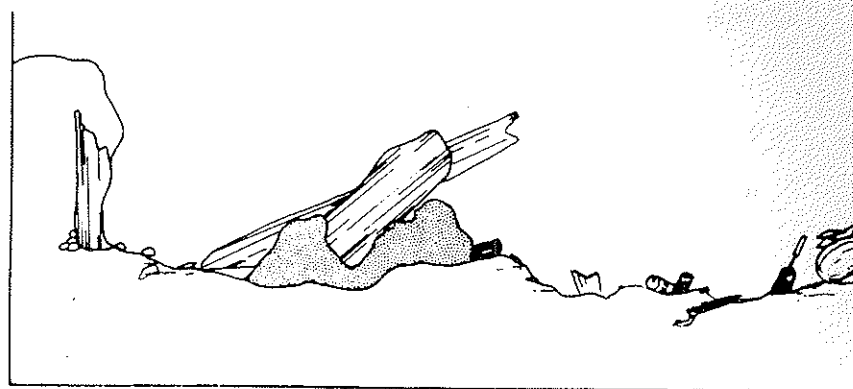
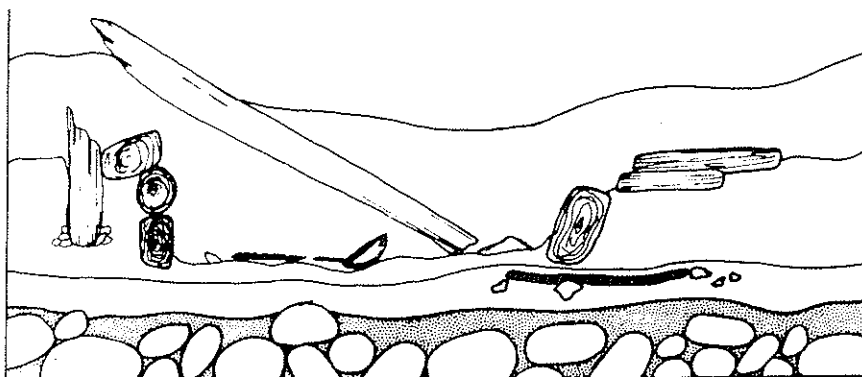
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"Every place, like every person, is elevated by the love and respect shown toward it, and the way in which its bounty is received." From The Island Within by Richard Nelson.

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mainly located on private property, and are to be removed only by qualified professionals with the knowledge and approval of the property owner, not by casual visitors.

Students of the past, especially of the time before written records were kept, make use of excavation as one of the processes by which the knowledge and understanding about earlier people is gained. Careful mapping of the entire site, locations of artifacts on that site, other materials such as wood used in fires or for building material, pollens, food remains all fill in bits of the picture of those who came before when they are scientifically removed from a site.



## WHAT CAN WE LEARN?

### Archaeological Excavation

Careful excavation provided information about the people who lived in this house 1000 years ago:

- Two to four people lived here
- Toy fragments tell us at least one was a child
- Wood and charcoal enable us to date the site using the Radiocarbon method
- Clothing scraps tell us about what people wore, and how they made their clothing.
- Cooking tools give clues about what people ate and how they prepared foods.
- Bones, shells, seeds, and even pollen in the soil tell us what these people ate.

Researchers found an even earlier camp beneath the house. They presented their results to the local people. They created an exhibit of the materials from the site. Everyone was able to share the results and participate in the exciting discoveries about the past.

### "Relic Hunting"

Careless relic hunting robs us of information about people who lived in this house:

- We cannot tell how big the house was, or how many people lived here in the past.
- No dates. Items that will not bring a profit (wood, charcoal fragments) are removed and discarded.
- Fragile items like clothing and baskets may fall apart if not chemically preserved immediately.
- Bone, shell and seed fragments are discarded. Some whale bone, ivory and broken artifacts saved.

Relic Hunters sell bone, ivory and broken tools by the pound to dealers and artists. The "best" artifacts are also sold to dealers. Dealers sell these artifacts to wealthy buyers. Many local people never see the items removed from sites inhabited by their ancestors.

Figure 34

What can we learn? National Park Service

In addition to the destruction of cultural resources and what they can teach us, a person who takes material from an archaeological site is stealing from the descendants of the people who left them there, many of whom still live in the area.

### **Visitor Use**

Several steps have been taken recently to improve the opportunities for visitors to see and understand Unalaska's historic and cultural heritage. The city has turned a small house in the downtown area into a visitor information center which is staffed by volunteers on a limited basis. Also, the Unalaska/Port of Dutch Harbor Convention and Visitors Bureau (U/PDHCVB) has been formed and an Executive Director has recently been hired. It is important for the city and the U/PDHCVB to work together in the development of programs which will inform the visitors to the community and the general public of history's impact on Unalaska.

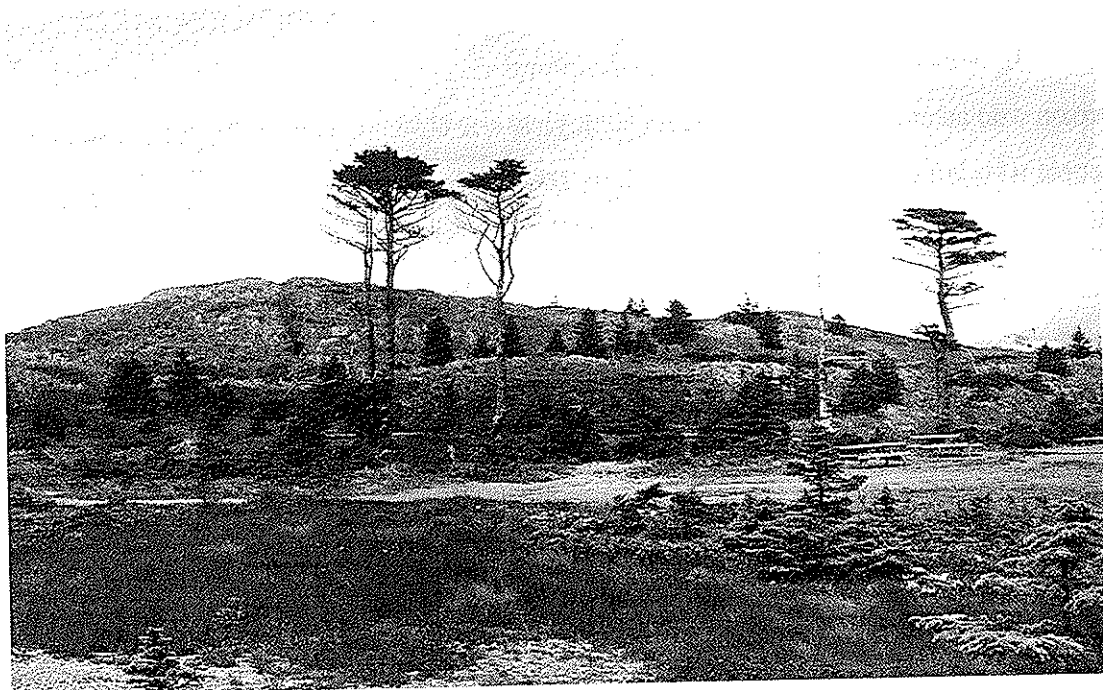
### **Trees**

Since trees do not occur naturally in southwest Alaska they are something of an oddity. Alders often reach a height of eight to ten feet, particularly in protected locations. Coniferous trees are relatively rare. The young trees of the Sitka Spruce Plantation were brought from Sitka in 1805 and planted on Amaknak Island. This is the oldest known forestation project on North America. Those trees are honored by being designated a National Historic Landmark.

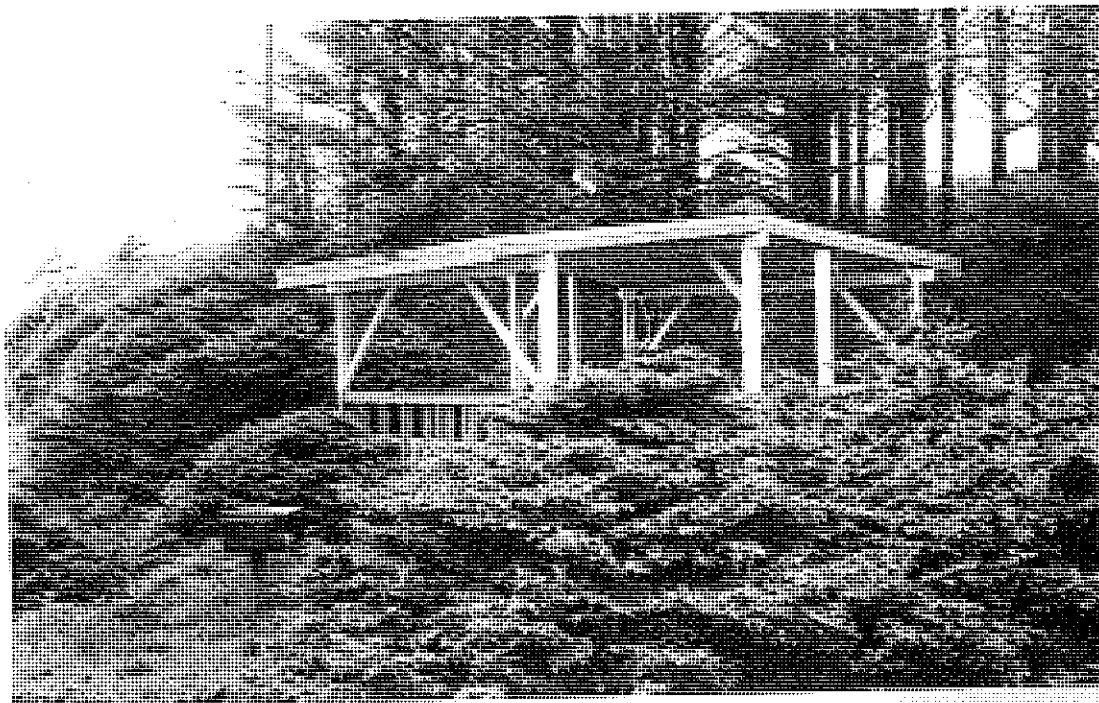
There are three other relatively large concentrations of trees that are important to many people in the community. All of them are historic in the sense that they have existed in the community for many years.

There is a grove of trees on Expedition Island that is in a city park. Most of the mature trees have been seriously compromised in recent years. They should be examined by an expert and steps should be taken to protect those that are still viable. There are a number of seedlings and young trees from this grove which is in an area of intense industrial





**Figure 35**  
Sitka Spruce Plantation, National Historic Landmark.



**Figure 36**  
Expedition Island Park.

activity. The city needs to take notice of the activity in the vicinity of these trees and make sure that the trees are protected.

There is a grove of trees at the City Park, across the street from the roller rink. These trees contribute to the ambiance along Broadway and the gazebo which is a focal point for the park. They do not seem to be reproducing. Again the city should make certain that the trees are cared for properly, and protected from harmful activity.

The third grove is on privately owned land near the East Point processing plant. It is used as a recreation area by workers at the processing plant. The city has no direct control over these trees, but they deserve the same kind of protection the city's trees do.

#### **IV. GOALS AND OBJECTIVES**

Some of the goals and objectives given here should be ongoing, in other words they will never be completely attained. Others can be accomplished in a relatively short time. The \* before the number indicates an ongoing activity.

##### **GOAL I      TO DISCOVER ADDITIONAL INFORMATION, BECOME MORE KNOWLEDGEABLE, AND PRESERVE DATA AND ARTIFACTS ABOUT UNALASKA'S HISTORIC AND CULTURAL RESOURCES.**

###### Objectives

1. Complete the process for getting a historical museum constructed in the community.
- \* 2. Establish and maintain an inventory of cultural and historic resources while maintaining confidentiality of archaeological sites.
- \* 3. Continue the support for the memorial park.
4. Participate in the Gold Rush Centennial Task Force which is planning events across the state to commemorate the centennial of the Gold Rush.
5. Gather and preserve information about the cemeteries in the community.

##### **GOAL II      TO PROVIDE AN ENVIRONMENT IN WHICH PRESERVATION OF UNALASKA'S HISTORIC RESOURCES WILL FLOURISH.**

###### Objectives

1. Continue to work with the National Park Service in getting funding for a World War II Interpretive Center to be located in the community.
2. Participate in the boundary revision review of the World War II National Historic Landmark now under way at the National Park Service.
3. Apply for National Register designation for all significant historic resources owned by the City of Unalaska.

**GOAL III      TO MAKE THE GENERAL PUBLIC MORE AWARE AND APPRECIATIVE OF THE HISTORIC RESOURCES IN THE COMMUNITY.**

Objectives

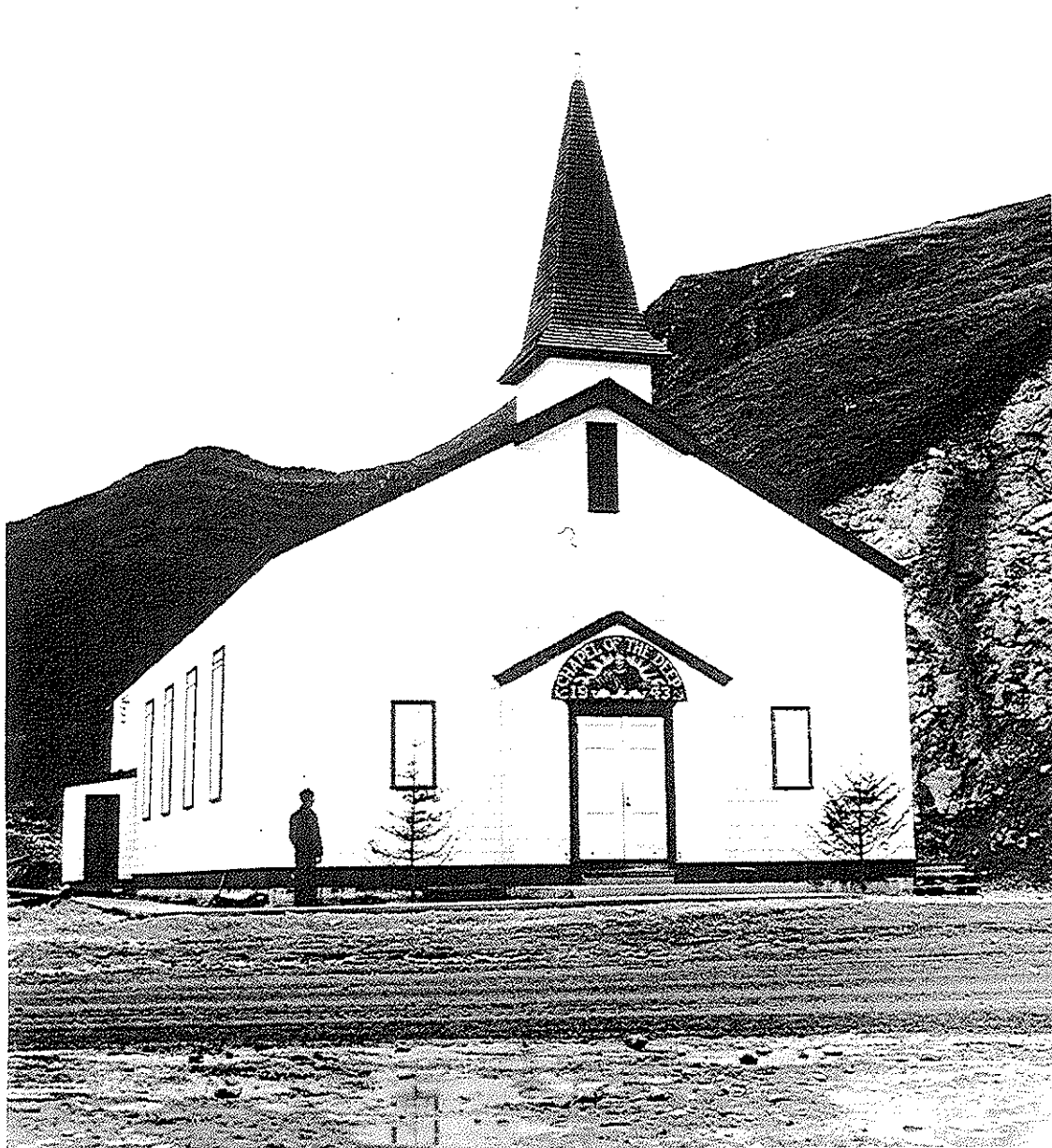
- \* 1. Institute a program for marking sites significant in Unalaska's past, including Aleut highways.
- 2. Provide for the publication of information regarding the markers.
- \* 3. Act as advocates for responsible, cost effective historic preservation and adaptive reuse of historic buildings in the private sector.
- \* 4. Cooperate with the Unalaska/Port of Dutch Harbor Convention and Visitors Bureau in projects to provide information to the public about Unalaska's past.
- \* 5. Continue support for the repair and restoration of the Holy Ascension Church and Bishop's House.
- \* 6. Provide an ongoing program of information and education about historic preservation issues in the community.

**GOAL IV      TO INCLUDE HISTORIC PRESERVATION CONCERNS IN THE CITY'S CAPITAL PROJECTS PLANNING AND ONGOING ADMINISTRATION.**

Objectives

- 1. Adopt an historic preservation ordinance to provide for the establishment of a local landmarks program.
- 2. Amend the city's property tax ordinance to allow for real property tax exemptions for historic preservation projects.
- 3. Draft an amendment to the real property tax ordinance to provide for tax exemptions for historic trail easements.
- 4. Formally recognize businesses and organizations that institute active historic preservation programs.
- \* 5. Provide for the preservation and enhancement of the groves of trees in the community.

- \* 6. Continue staff support for the UHPC. 13 JAN 74
- \* 7. Include historic preservation in the building permit review process in a formal way. 14 JAN 74



**Figure 37**  
Chapel of the Deep, located where the A.C. Company Mall  
is today.

## **V. IMPLEMENTATION OF THE HISTORIC PRESERVATION PLAN**

This plan will serve as a guide for the City of Unalaska as it pursues the preservation of the historic and cultural resources in the community. In order for historic preservation to become an integral part of community life several things must take place. The city must clearly define the goals, roles, and responsibilities of each of the participants. True implementation of the plan will require the commitment of the Mayor, the Unalaska City Council and Administration, the Historic Preservation Commission, the Planning Commission, owners of historic properties, and the general public.

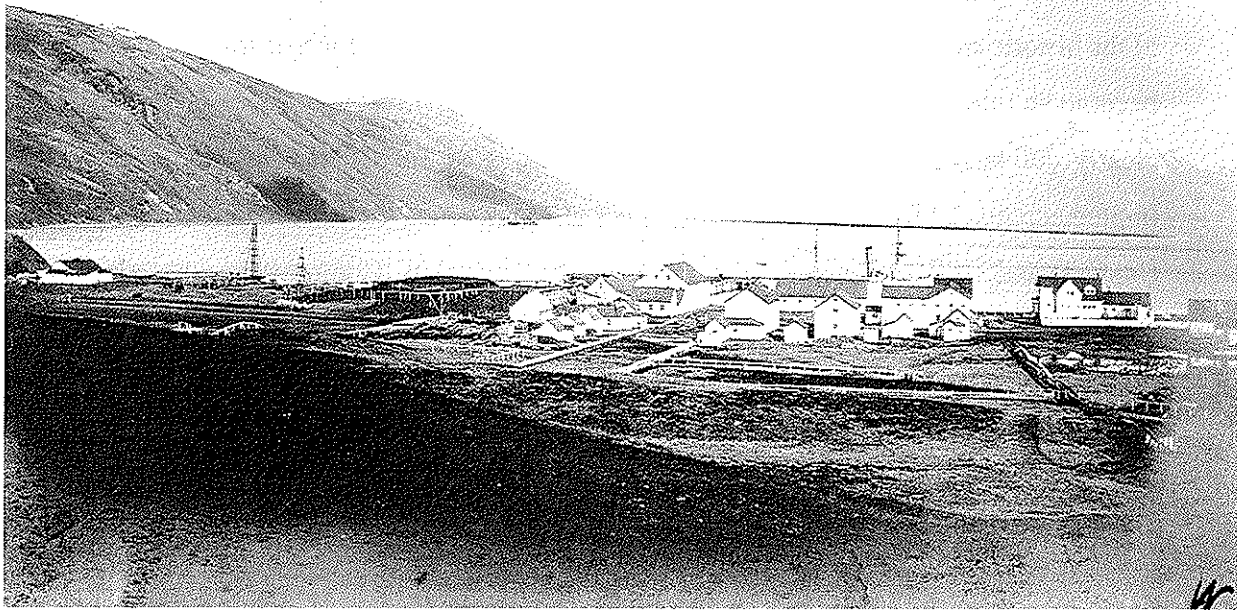
The role that the UHPC will play is as advocate, sounding board, advisor, and information source for historic preservation. In order to fill this role the members of the commission must be committed to historic preservation, understand the powers and duties of the commission, grasp the principles and issues in historic preservation, and the methods by which preservation can and should be incorporated into the community. When these things happen the commission will be able to fill its role stated above.

The plan should be seen as a series of recommendations regarding historic preservation. The inventory can be an invaluable tool in bringing the need for preservation of historic and cultural resources to the attention of city officials and land owners alike.

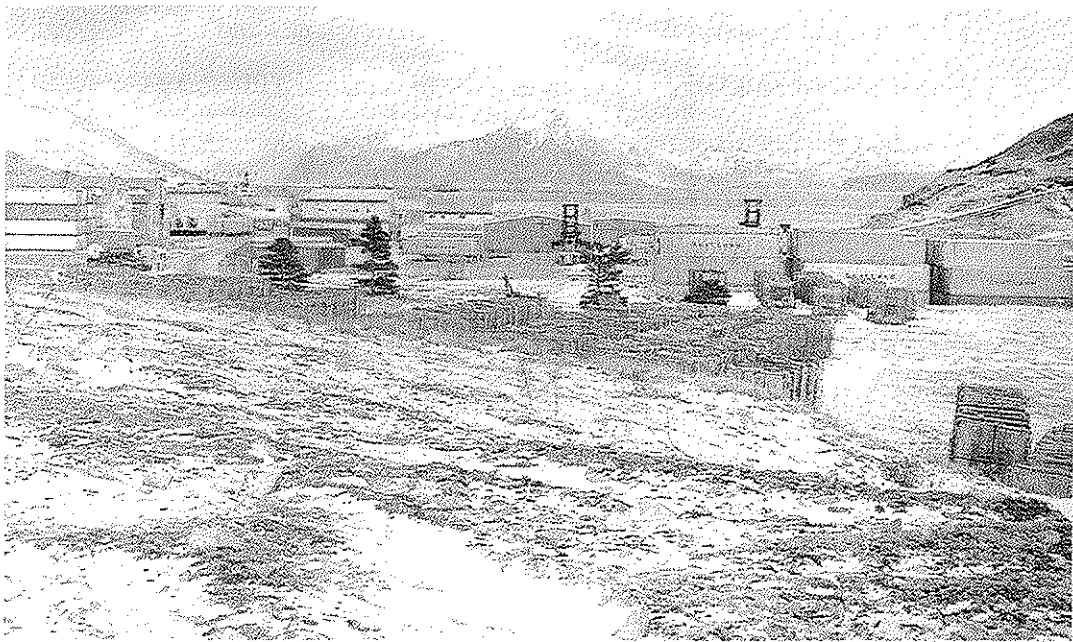
The plan should be adopted by resolution by the Unalaska Planning Commission and the Unalaska Historic Preservation Commission as a resource document.



## THEN AND NOW



**Figure 38**  
Dutch Harbor Panorama, showing North American Commercial Company buildings, about 1910.

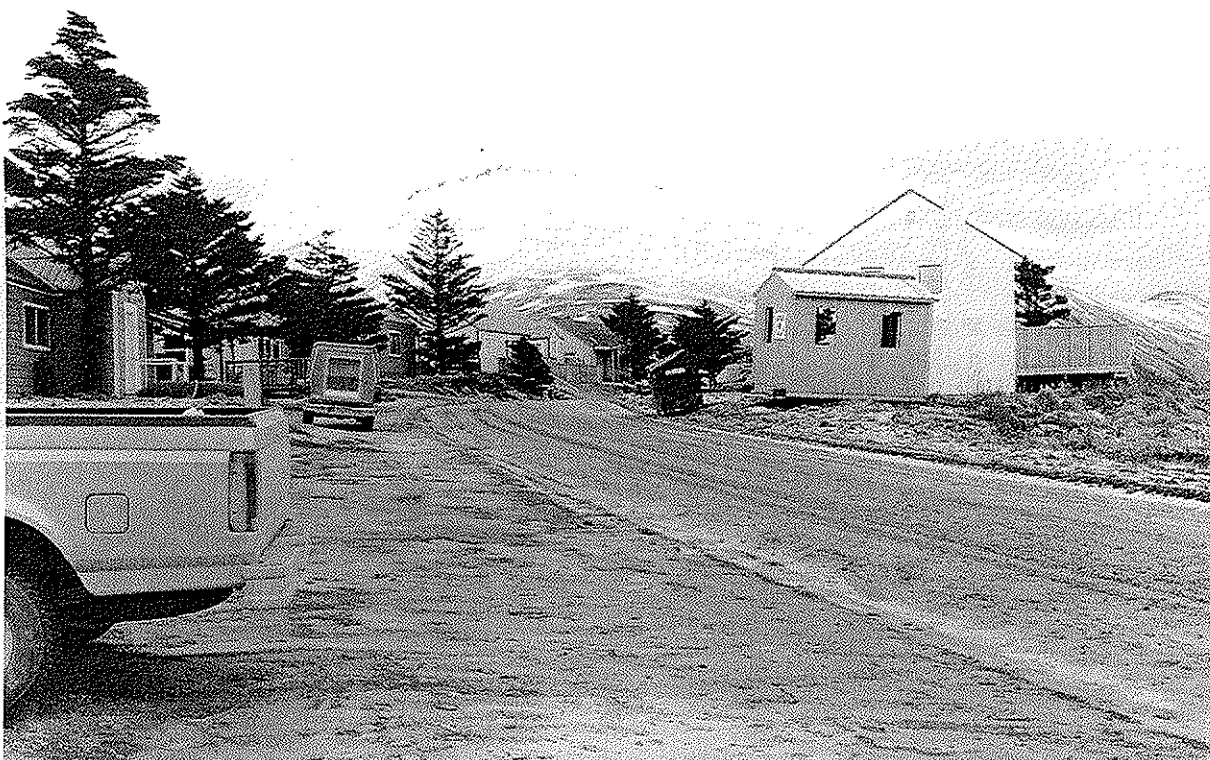


**Figure 39**  
Dutch Harbor Panorama 1994. Only the mountains and the sea remain unchanged.

V-2



**Figure 40**  
Standard Oil Hill, late 1940's.



**Figure 41**  
Standard Oil Hill, 1994.



**Figure 42**

Looking towards Standard Oil Hill, World War II. Note the Sitka Spruce Plantation surrounded by vehicles.



**Figure 43**

Approximately the same view in 1994. Note the loss of trees at the plantation and the number of buildings that are still in use.

V-4

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## **VI. APPENDICES**

1. SELECT BIBLIOGRAPHY
2. INVENTORY OF CULTURAL RESOURCES
3. NATIONAL HISTORIC PRESERVATION ACT OF 1966,  
(SECTIONS 1, 2 and 106)
4. ABANDONED SHIPWRECK ACT OF 1987

## APPENDIX 1

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APPENDIX 2

INVENTORY OF CULTURAL RESOURCES

THE INVENTORY IS NOT COMPLETE.

APPENDIX 3

**NATIONAL HISTORIC PRESERVATION ACT OF 1966,  
(SECTIONS 1, 2 AND 106)**

## National Historic Preservation Act of 1966, as amended

AN ACT to Establish a Program for the Preservation of Additional Historic Properties throughout the Nation, and for Other Purposes, Approved October 15, 1966 (Public Law 89-665; 80 STAT. 915; 16 U.S.C. 470) as amended by Public Law 91-243, Public Law 93-54, Public Law 94-422, Public Law 94-458, Public Law 96-199, Public Law 96-244, and Public Law 96-515).

### Section 1 (16 U.S.C. 470)

*Short title*

(a) This Act may be cited as the "National Historic Preservation Act."

*Purpose of the Act*

(b) The Congress finds and declares that—

(1) the spirit and direction of the Nation are founded upon and reflected in its historic heritage;

(2) the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people;

(3) historic properties significant to the Nation's heritage are being lost or substantially altered, often inadvertently, with increasing frequency;

(4) the preservation of this irreplaceable heritage is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations of Americans;

(5) in the face of ever-increasing extensions of urban centers, highways, and residential, commercial, and industrial developments, the present governmental and nongovernmental historic preservation programs and activities are inadequate to insure future generations a genuine opportunity to appreciate and enjoy the rich heritage of our Nation;

(6) the increased knowledge of our historic resources, the establishment of better means of identifying and administering them, and the encouragement of their preservation will improve the planning and execution of Federal and federally assisted projects and will assist economic growth and development; and

(7) although the major burdens of historic preservation have been borne and major efforts initiated by private agencies and individuals, and both should continue to play a vital role, it is nevertheless necessary and appropriate for the Federal Government to accelerate its historic preservation programs and activities, to give maximum encouragement to agencies and individuals undertaking preservation by private means, and to assist State and local governments and the National Trust for Historic Preservation in the United States to expand and accelerate their historic preservation programs and activities.

### Section 2 (16 U.S.C. 470-1)

*Declaration of policy*

It shall be the policy of the Federal Government, in cooperation with other nations and in partnership with the States, local governments, Indian tribes, and private organizations and individuals to—

(1) use measures, including financial and technical assistance, to foster conditions under which our modern society and our prehistoric and historic resources can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations;

(2) provide leadership in the preservation of the prehistoric and historic resources of the United States and of the international community of nations;

(3) administer federally owned, administered, or controlled prehistoric and historic resources in a spirit of stewardship for the inspiration and benefit of present and future generations;

(4) contribute to the preservation of nonfederally owned prehistoric and historic resources and give maximum encouragement to organizations and individuals undertaking preservation by private means;

(5) encourage the public and private preservation and utilization of all usable elements of the Nation's historic built environment; and

(6) assist State and local governments and the National Trust for Historic Preservation in the United States to expand and accelerate their historic preservation programs and activities.

*Advisory Council on Historic Preservation,  
comment on Federal undertakings*

**Section 106 (16 U.S.C. 470f)**

The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.

*Exemption of White House, Supreme  
Court, and Capitol*

**Section 107 (16 U.S.C. 470g)**

Nothing in this Act shall be construed to be applicable to the White House and its grounds, the Supreme Court building and its grounds, or the United States Capitol and its related buildings and grounds.

*Establishment of Historic Preservation  
Fund; authorization for appropriations*

**Section 108 (16 U.S.C. 470h)**

To carry out the provisions of this Act, there is hereby established the Historic Preservation Fund (hereafter referred to as the "fund") in the Treasury of the United States.

There shall be covered into such fund \$24,400,000 for fiscal year 1977, \$100,000,000 for fiscal year 1978, \$100,000,000 for fiscal year 1979, \$150,000,000 for fiscal year 1980, \$150,000,000 for fiscal year 1981, and \$150,000,000 for each of fiscal years 1982 through 1987, from revenues due and payable to the United States under the Outer Continental Shelf Lands Act (67 Stat. 462, 469) as amended (43 U.S.C. 338) and/or under the Act of June 4, 1920 (41 Stat. 813) as amended (30 U.S.C. 191), notwithstanding any provision of law that such proceeds shall be credited to miscellaneous receipts of the Treasury. Such moneys shall be used only to carry out the purposes of this Act and shall be available for expenditure only when appropriated by the Congress. Any moneys not appropriated shall remain available in the fund until appropriated for said purposes: Provided, that appropriations made pursuant to this paragraph may be made without fiscal year limitation.

*Donations to the Secretary*

**Section 109 (16 U.S.C. 470h-1)**

(a) In furtherance of the purposes of sections of this Act, the Secretary may accept the donation of funds which may be expended by him for projects to acquire, restore, preserve, or recover data from any district, building, structure, site, or object which is listed on the National Register of Historic Places established pursuant to section 101 of this Act, so long as the project is owned by a State, any unit of local government, or any nonprofit entity.

*Expenditure of donated funds*

(b) In expending said funds, the Secretary shall give due consideration to the following factors: the national significance of the project; its historical value to the community; the imminence of its destruction or loss; and the expressed intentions of the donor. Funds expended under this subsection shall be made available without regard to the matching requirements established by section 102 of this Act, but the recipient of such funds shall be permitted to utilize them to match any grants from the Historic Preservation Fund established by section 108 of this Act.

*Transfer of funds donated for the National  
Park Service*

(c) The Secretary is hereby authorized to transfer unobligated funds previously donated to the Secretary for purposes of the National Park Service, with the consent of the donor, and any funds so transferred shall be used or expended in accordance with the provisions of this Act.

1. The first part of the document is a list of the names of the persons who were present at the meeting. The names are listed in alphabetical order.

2. The second part of the document is a list of the topics that were discussed at the meeting. The topics are listed in alphabetical order.

3. The third part of the document is a list of the actions that were taken at the meeting. The actions are listed in alphabetical order.

4. The fourth part of the document is a list of the decisions that were made at the meeting. The decisions are listed in alphabetical order.

5. The fifth part of the document is a list of the conclusions that were reached at the meeting. The conclusions are listed in alphabetical order.

6. The sixth part of the document is a list of the recommendations that were made at the meeting. The recommendations are listed in alphabetical order.

7. The seventh part of the document is a list of the resolutions that were adopted at the meeting. The resolutions are listed in alphabetical order.

8. The eighth part of the document is a list of the minutes that were taken at the meeting. The minutes are listed in alphabetical order.



APPENDIX 4

**ARCHAEOLOGICAL RESOURCES PROTECTION ACT OF 1979  
WITH 1988 AMENDMENTS**



Public Law 96-95  
96th Congress

An Act

To protect archaeological resources on public lands and Indian lands, and for other purposes.

Oct. 31, 1979  
[H.R. 1825]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

Archaeological  
Resources  
Protection Act of  
1979.

SHORT TITLE

SECTION 1. This Act may be cited as the "Archaeological Resources Protection Act of 1979".

16 USC 470aa  
note.

FINDINGS AND PURPOSE

SEC. 2. (a) The Congress finds that—

16 USC 470aa.

(1) archaeological resources on public lands and Indian lands are an accessible and irreplaceable part of the Nation's heritage;

(2) these resources are increasingly endangered because of their commercial attractiveness;

(3) existing Federal laws do not provide adequate protection to prevent the loss and destruction of these archaeological resources and sites resulting from uncontrolled excavations and pillage; and

(4) there is a wealth of archaeological information which has been legally obtained by private individuals for noncommercial purposes and which could voluntarily be made available to professional archaeologists and institutions.

(b) The purpose of this Act is to secure, for the present and future benefit of the American people, the protection of archaeological resources and sites which are on public lands and Indian lands, and to foster increased cooperation and exchange of information between governmental authorities, the professional archaeological community, and private individuals having collections of archaeological resources and data which were obtained before the date of the enactment of this Act.

DEFINITIONS

SEC. 3. As used in this Act—

16 USC 470bb.

(1) The term "archaeological resource" means any material remains of past human life or activities which are of archaeological interest, as determined under uniform regulations promulgated pursuant to this Act. Such regulations containing such determination shall include, but not be limited to: pottery, basketry, bottles, weapons, weapon projectiles, tools, structures or portions of structures, pit houses, rock paintings, rock carvings, intaglios, graves, human skeletal materials, or any portion or piece of any of the foregoing items. Nonfossilized and fossilized paleontological specimens, or any portion or piece thereof, shall not be considered archaeological resources, under the regulations under this paragraph, unless found in an archaeological

context. No item shall be treated as an archaeological resource under regulations under this paragraph unless such item is at least 100 years of age.

(2) The term "Federal land manager" means, with respect to any public lands, the Secretary of the department, or the head of any other agency or instrumentality of the United States, having primary management authority over such lands. In the case of any public lands or Indian lands with respect to which no department, agency, or instrumentality has primary management authority, such term means the Secretary of the Interior. If the Secretary of the Interior consents, the responsibilities (in whole or in part) under this Act of the Secretary of any department (other than the Department of the Interior) or the head of any other agency or instrumentality may be delegated to the Secretary of the Interior with respect to any land managed by such other Secretary or agency head, and in any such case, the term "Federal land manager" means the Secretary of the Interior.

(3) The term "public lands" means—

(A) lands which are owned and administered by the United States as part of—

- (i) the national park system,
- (ii) the national wildlife refuge system, or
- (iii) the national forest system; and

(B) all other lands the fee title to which is held by the United States, other than lands on the Outer Continental Shelf and lands which are under the jurisdiction of the Smithsonian Institution;

(4) The term "Indian lands" means lands of Indian tribes, or Indian individuals, which are either held in trust by the United States or subject to a restriction against alienation imposed by the United States, except for any subsurface interests in lands not owned or controlled by an Indian tribe or an Indian individual.

(5) The term "Indian tribe" means any Indian tribe, band, nation, or other organized group or community, including any Alaska Native village or regional or village corporation as defined in, or established pursuant to, the Alaska Native Claims Settlement Act (85 Stat. 688).

(6) The term "person" means an individual, corporation, partnership, trust, institution, association, or any other private entity or any officer, employee, agent, department, or instrumentality of the United States, of any Indian tribe, or of any State or political subdivision thereof.

(7) The term "State" means any of the fifty States, the District of Columbia, Puerto Rico, Guam, and the Virgin Islands.

#### EXCAVATION AND REMOVAL

**Sec. 4. (a)** Any person may apply to the Federal land manager for a permit to excavate or remove any archaeological resource located on public lands or Indian lands and to carry out activities associated with such excavation or removal. The application shall be required, under uniform regulations under this Act, to contain such information as the Federal land manager deems necessary, including information concerning the time, scope, and location and specific purpose of the proposed work.

43 USC 1601  
note.

Permit  
application.  
16 USC 470cc.

(b) A permit may be issued pursuant to an application under subsection (a) if the Federal land manager determines, pursuant to uniform regulations under this Act, that—

(1) the applicant is qualified, to carry out the permitted activity,

(2) the activity is undertaken for the purpose of furthering archaeological knowledge in the public interest,

(3) the archaeological resources which are excavated or removed from public lands will remain the property of the United States, and such resources and copies of associated archaeological records and data will be preserved by a suitable university, museum, or other scientific or educational institution, and

(4) the activity pursuant to such permit is not inconsistent with any management plan applicable to the public lands concerned.

(c) If a permit issued under this section may result in harm to, or destruction of, any religious or cultural site, as determined by the Federal land manager, before issuing such permit, the Federal land manager shall notify any Indian tribe which may consider the site as having religious or cultural importance. Such notice shall not be deemed a disclosure to the public for purposes of section 9.

(d) Any permit under this section shall contain such terms and conditions, pursuant to uniform regulations promulgated under this Act, as the Federal land manager concerned deems necessary to carry out the purposes of this Act.

(e) Each permit under this section shall identify the individual who shall be responsible for carrying out the terms and conditions of the permit and for otherwise complying with this Act and other law applicable to the permitted activity.

(f) Any permit issued under this section may be suspended by the Federal land manager upon his determination that the permittee has violated any provision of subsection (a), (b), or (c) of section 6. Any such permit may be revoked by such Federal land manager upon assessment of a civil penalty under section 7 against the permittee or upon the permittee's conviction under section 6.

(g)(1) No permit shall be required under this section or under the Act of June 8, 1906 (16 U.S.C. 431), for the excavation or removal by any Indian tribe or member thereof of any archaeological resource located on Indian lands of such Indian tribe, except that in the absence of tribal law regulating the excavation or removal of archaeological resources on Indian lands, an individual tribal member shall be required to obtain a permit under this section.

(2) In the case of any permits for the excavation or removal of any archaeological resource located on Indian lands, the permit may be granted only after obtaining the consent of the Indian or Indian tribe owning or having jurisdiction over such lands. The permit shall include such terms and conditions as may be requested by such Indian or Indian tribe.

(h)(1) No permit or other permission shall be required under the Act of June 8, 1906 (16 U.S.C. 431-433), for any activity for which a permit is issued under this section.

(2) Any permit issued under the Act of June 8, 1906, shall remain in effect according to its terms and conditions following the enactment of this Act. No permit under this Act shall be required to carry out any activity under a permit issued under the Act of June 8, 1906, before the date of the enactment of this Act which remains in effect as provided in this paragraph, and nothing in this Act shall modify or affect any such permit.

(i) Issuance of a permit in accordance with this section and applicable regulations shall not require compliance with section 106 of the Act of October 15, 1966 (80 Stat. 917, 16 U.S.C. 470f).

(j) Upon the written request of the Governor of any State, the Federal land manager shall issue a permit, subject to the provisions of subsections (b)(3), (b)(4), (c), (e), (f), (g), (h), and (i) of this section for the purpose of conducting archaeological research, excavation, removal, and curation, on behalf of the State or its educational institutions, to such Governor or to such designee as the Governor deems qualified to carry out the intent of this Act.

#### CUSTODY OF RESOURCES

Regulations.  
16 USC 470dd.

SEC. 5. The Secretary of the Interior may promulgate regulations providing for—

(1) the exchange, where appropriate, between suitable universities, museums, or other scientific or educational institutions, of archaeological resources removed from public lands and Indian lands pursuant to this Act, and

(2) the ultimate disposition of such resources and other resources removed pursuant to the Act of June 27, 1960 (16 U.S.C. 469–469c) or the Act of June 8, 1906 (16 U.S.C. 431–433).

Any exchange or ultimate disposition under such regulation of archaeological resources excavated or removed from Indian lands shall be subject to the consent of the Indian or Indian tribe which owns or has jurisdiction over such lands. Following promulgation of regulations under this section, notwithstanding any other provision of law, such regulations shall govern the disposition of archaeological resources removed from public lands and Indian lands pursuant to this Act.

#### PROHIBITED ACTS AND CRIMINAL PENALTIES

16 USC 470ee.

SEC. 6. (a) No person may excavate, remove, damage, or otherwise alter or deface any archaeological resource located on public lands or Indian lands unless such activity is pursuant to a permit issued under section 4, a permit referred to in section 4(h)(2), or the exemption contained in section 4(g)(1).

(b) No person may sell, purchase, exchange, transport, receive, or offer to sell, purchase, or exchange any archaeological resource if such resource was excavated or removed from public lands or Indian lands in violation of—

(1) the prohibition contained in subsection (a), or

(2) any provision, rule, regulation, ordinance, or permit in effect under any other provision of Federal law.

(c) No person may sell, purchase, exchange, transport, receive, or offer to sell, purchase, or exchange, in interstate or foreign commerce, any archaeological resource excavated, removed, sold, purchased, exchanged, transported, or received in violation of any provision, rule, regulation, ordinance, or permit in effect under State or local law.

(d) Any person who knowingly violates, or counsels, procures, solicits, or employs any other person to violate, any prohibition contained in subsection (a), (b), or (c) of this section shall, upon conviction, be fined not more than \$10,000 or imprisoned not more than one year, or both: *Provided, however*, That if the commercial or archaeological value of the archaeological resources involved and the cost of restoration and repair of such resources exceeds the sum of \$5,000, such person shall be fined not more than \$20,000 or impris-

oned not more than two years, or both. In the case of a second or subsequent such violation upon conviction such person shall be fined not more than \$100,000, or imprisoned not more than five years, or both.

(e) The prohibitions contained in this section shall take effect on the date of the enactment of this Act.

(f) Nothing in subsection (b)(1) of this section shall be deemed applicable to any person with respect to an archaeological resource which was in the lawful possession of such person prior to the date of the enactment of this Act.

(g) Nothing in subsection (d) of this section shall be deemed applicable to any person with respect to the removal of arrowheads located on the surface of the ground.

#### CIVIL PENALTIES

SEC. 7. (a)(1) Any person who violates any prohibition contained in an applicable regulation or permit issued under this Act may be assessed a civil penalty by the Federal land manager concerned. No penalty may be assessed under this subsection unless such person is given notice and opportunity for a hearing with respect to such violation. Each violation shall be a separate offense. Any such civil penalty may be remitted or mitigated by the Federal land manager concerned. 16 USC 470ff.

(2) The amount of such penalty shall be determined under regulations promulgated pursuant to this Act, taking into account, in addition to other factors—

(A) the archaeological or commercial value of the archaeological resource involved, and

(B) the cost of restoration and repair of the resource and the archaeological site involved.

Such regulations shall provide that, in the case of a second or subsequent violation by any person, the amount of such civil penalty may be double the amount which would have been assessed if such violation were the first violation by such person. The amount of any penalty assessed under this subsection for any violation shall not exceed an amount equal to double the cost of restoration and repair of resources and archaeological sites damaged and double the fair market value of resources destroyed or not recovered.

(3) No penalty shall be assessed under this section for the removal of arrowheads located on the surface of the ground.

(b)(1) Any person aggrieved by an order assessing a civil penalty under subsection (a) may file a petition for judicial review of such order with the United States District Court for the District of Columbia or for any other district in which such a person resides or transacts business. Such a petition may only be filed within the 30-day period beginning on the date the order making such assessment was issued. The court shall hear such action on the record made before the Federal land manager and shall sustain his action if it is supported by substantial evidence on the record considered as a whole.

(2) If any person fails to pay an assessment of a civil penalty—

(A) after the order making the assessment has become a final order and such person has not filed a petition for judicial review of the order in accordance with paragraph (1), or

(B) after a court in an action brought under paragraph (1) has entered a final judgment upholding the assessment of a civil penalty,



the Federal land managers may request the Attorney General to institute a civil action in a district court of the United States for any district in which such person is found, resides, or transacts business to collect the penalty and such court shall have jurisdiction to hear and decide any such action. In such action, the validity and amount of such penalty shall not be subject to review.

Subpenas.

Witness fees.

(c) Hearings held during proceedings for the assessment of civil penalties authorized by subsection (a) shall be conducted in accordance with section 554 of title 5 of the United States Code. The Federal land manager may issue subpoenas for the attendance and testimony of witnesses and the production of relevant papers, books, and documents, and administer oaths. Witnesses summoned shall be paid the same fees and mileage that are paid to witnesses in the courts of the United States. In case of contumacy or refusal to obey a subpoena served upon any person pursuant to this paragraph, the district court of the United States for any district in which such person is found or resides or transacts business, upon application by the United States and after notice to such person, shall have jurisdiction to issue an order requiring such person to appear and give testimony before the Federal land manager or to appear and produce documents before the Federal land manager, or both, and any failure to obey such order of the court may be punished by such court as a contempt thereof.

#### REWARDS; FORFEITURE

16 USC 470gg.

Sec. 8. (a) Upon the certification of the Federal land manager concerned, the Secretary of the Treasury is directed to pay from penalties and fines collected under sections 6 and 7 an amount equal to one-half of such penalty or fine, but not to exceed \$500, to any person who furnishes information which leads to the finding of a civil violation, or the conviction of criminal violation, with respect to which such penalty or fine was paid. If several persons provided such information, such amount shall be divided among such persons. No officer or employee of the United States or of any State or local government who furnishes information or renders service in the performance of his official duties shall be eligible for payment under this subsection.

(b) All archaeological resources with respect to which a violation of subsection (a), (b), or (c) of section 6 occurred and which are in the possession of any person, and all vehicles and equipment of any person which were used in connection with such violation, may be (in the discretion of the court or administrative law judge, as the case may be) subject to forfeiture to the United States upon—

- (1) such person's conviction of such violation under section 6,
- (2) assessment of a civil penalty against such person under section 7 with respect to such violation, or
- (3) a determination by any court that such archaeological resources, vehicles, or equipment were involved in such violation.

(c) In cases in which a violation of the prohibition contained in subsection (a), (b), or (c) of section 6 involve archaeological resources excavated or removed from Indian lands, the Federal land manager or the court, as the case may be, shall provide for the payment to the Indian or Indian tribe involved of all penalties collected pursuant to section 7 and for the transfer to such Indian or Indian tribe of all items forfeited under this section.

## CONFIDENTIALITY

SEC. 9. (a) Information concerning the nature and location of any archaeological resource for which the excavation or removal requires a permit or other permission under this Act or under any other provision of Federal law may not be made available to the public under subchapter II of chapter 5 of title 5 of the United States Code or under any other provision of law unless the Federal land manager concerned determines that such disclosure would—

16 USC 470hh.

5 USC 551.

(1) further the purposes of this Act or the Act of June 27, 1960 (16 U.S.C. 469-469c), and

(2) not create a risk of harm to such resources or to the site at which such resources are located.

(b) Notwithstanding the provisions of subsection (a), upon the written request of the Governor of any State, which request shall state—

(1) the specific site or area for which information is sought,

(2) the purpose for which such information is sought,

(3) a commitment by the Governor to adequately protect the confidentiality of such information to protect the resource from commercial exploitation,

the Federal land manager concerned shall provide to the Governor information concerning the nature and location of archaeological resources within the State of the requesting Governor.

## REGULATIONS; INTERGOVERNMENTAL COORDINATION

SEC. 10. (a) The Secretaries of the Interior, Agriculture and Defense and the Chairman of the Board of the Tennessee Valley Authority, after consultation with other Federal land managers, Indian tribes, representatives of concerned State agencies, and after public notice and hearing, shall promulgate such uniform rules and regulations as may be appropriate to carry out the purposes of this Act. Such rules and regulations may be promulgated only after consideration of the provisions of the American Indian Religious Freedom Act (92 Stat. 469; 42 U.S.C. 1996). Each uniform rule or regulation promulgated under this Act shall be submitted on the same calendar day to the Committee on Energy and Natural Resources of the United States Senate and to the Committee on Interior and Insular Affairs of the United States House of Representatives, and no such uniform rule or regulation may take effect before the expiration of a period of ninety calendar days following the date of its submission to such Committees.

Rules and  
regulations.  
16 USC 470ii.

Submission to  
congressional  
committees.

(b) Each Federal land manager shall promulgate such rules and regulations, consistent with the uniform rules and regulations under subsection (a), as may be appropriate for the carrying out of his functions and authorities under this Act.

Rules and  
regulations.

## COOPERATION WITH PRIVATE INDIVIDUALS

SEC. 11. The Secretary of the Interior shall take such action as may be necessary, consistent with the purposes of this Act, to foster and improve the communication, cooperation, and exchange of information between—

16 USC 470jj.

(1) private individuals having collections of archaeological resources and data which were obtained before the date of the enactment of this Act, and

(2) Federal authorities responsible for the protection of archaeological resources on the public lands and Indian lands and

professional archaeologists and associations of professional archaeologists.

In carrying out this section, the Secretary shall, to the extent practicable and consistent with the provisions of this Act, make efforts to expand the archaeological data base for the archaeological resources of the United States through increased cooperation between private individuals referred to in paragraph (1) and professional archaeologists and archaeological organizations.

#### SAVINGS PROVISIONS

16 USC 470kk.

SEC. 12. (a) Nothing in this Act shall be construed to repeal, modify, or impose additional restrictions on the activities permitted under existing laws and authorities relating to mining, mineral leasing, reclamation, and other multiple uses of the public lands.

(b) Nothing in this Act applies to, or requires a permit for, the collection for private purposes of any rock, coin, bullet, or mineral which is not an archaeological resource, as determined under uniform regulations promulgated under section 3(1).

(c) Nothing in this Act shall be construed to affect any land other than public land or Indian land or to affect the lawful recovery, collection, or sale of archaeological resources from land other than public land or Indian land.

#### REPORT

16 USC 470ll.

SEC. 13. As part of the annual report required to be submitted to the specified committees of the Congress pursuant to section 5(c) of the Act of June 27, 1960 (74 Stat. 220; 16 U.S.C. 469-469a), the Secretary of the Interior shall comprehensively report as a separate component on the activities carried out under the provisions of this Act, and he shall make such recommendations as he deems appropriate as to changes or improvements needed in the provisions of this Act. Such report shall include a brief summary of the actions undertaken by the Secretary under section 11 of this Act, relating to cooperation with private individuals.

Approved October 31, 1979.

#### LEGISLATIVE HISTORY:

HOUSE REPORT No. 96-311 (Comm. on Interior and Insular Affairs).

SENATE REPORT No. 96-179 accompanying S. 490 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD, Vol. 125 (1979):

July 9, considered and passed House.

July 30, considered and passed Senate, amended, in lieu of S. 490.

Oct. 12, House agreed to Senate amendments with an amendment.

Oct. 17, Senate concurred in House amendment.

○

PUBLIC LAW 100-588 (H.R. 4068): November 3, 1988

# ARCHAEOLOGICAL RESOURCES PROTECTION ACT OF 1979, AMENDMENT

*An Act to amend the Archaeological Resources Protection Act of 1979 to strengthen the enforcement provisions of that Act, and for other purposes.*

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

## SECTION 1. AMENDMENTS TO ARCHAEOLOGICAL RESOURCES PROTECTION ACT OF 1979.

(a) Section 3(3) of such Act is amended by striking out the semicolon at the end thereof and substituting a period.

(b) Section 6(a) of such Act is amended by inserting after "deface" the following: "; or attempt to excavate, remove, damage, or otherwise alter or deface".

(c) Section 6(d) of such Act is amended by striking "\$5,000" and inserting in lieu thereof "\$500".

(d) Section 10 of such Act is amended by adding the following new subsection at the end thereof:

"(c) Each Federal land manager shall establish a program to increase public awareness of the significance of the archaeological resources located on public lands and Indian lands and the need to protect such resources. Each such land manager shall submit an annual report to the Committee on Interior and Insular Affairs of the United States House of Representatives and to the Committee on Energy and Natural Resources of the United States Senate regarding the actions taken under such program."

Approved November 3, 1988.



## APPENDIX 5

### UNALASKA HISTORIC PRESERVATION ORDINANCE





## CHAPTER 2.76

### HISTORIC PRESERVATION COMMISSION

#### SECTIONS:

<u>2.76.010</u>	<u>COMMISSION ESTABLISHMENT.</u>
<u>2.76.020</u>	<u>OFFICERS.</u>
<u>2.76.030</u>	<u>MEETINGS.</u>
<u>2.76.040</u>	<u>DUTIES.</u>
<u>2.76.050</u>	<u>SUPPORT STAFF.</u>

2.76.010      MEMBERSHIP. The Historic Preservation Commission is hereby established. Such Commission to consist of seven members who reside in the community and have demonstrated interest in, competence or knowledge of historic preservation, history, anthropology, or architecture. Those filling the professional positions of historian, anthropologist, and architect, as required by the National Park Service regulations, may reside outside the community and are ex officio members of the Commission. A professional may reside within the community and be a member of the Commission while serving in their professional capacity.

2.76.020      OFFICERS. The Historic Preservation Commission shall designate a member as its clerk.

2.76.030      MEETINGS. The Historic Preservation Commission shall meet at least twice each year.

2.76.040      DUTIES. The duties of the Historic Preservation Commission shall be as follows:

(1) Survey and inventory community historic resources. The Commission shall conduct or cause to be conducted a survey of the historic, architectural, and archeological resources within the community. The survey shall be compatible with the Alaska Heritage Resources Survey and able to be readily integrated into statewide comprehensive historic preservation planning and other planning processes. Survey and inventory documents shall be maintained and released on a need-to-know basis to protect the site location from possible vandalism. The survey will be updated at least every ten years.

(2) Review proposed nominations to the National Register of Historic Places. The Historic Preservation Commission shall review and comment to the State Historic Preservation Officer on all

proposed National Register nominations for properties within the boundaries of the community. When the Historic Preservation Commission considers a National Register nomination which is not represented on the Commission, the Commission will seek expertise in this area before rendering its decision.

(3) Provide advice and information. The Historic Preservation Commission shall act in an advisory role to other officials and Departments of local government regarding the identification and protection of local historic and archaeological resources. The Commission shall work toward the continuing education of the public regarding historic preservation and the community's history.

(4) Enforcement of state historic preservation laws. The Historic Preservation Commission shall support the enforcement of the Alaska Historic Preservation Act.

2.76.050 SUPPORT STAFF. The Department of Parks, Culture and Recreation shall provide assistance and staff support to the Historic Preservation Commission.

**ALASKA HISTORIC PRESERVATION ACT**

12/1/74  
Dear Mr. [illegible]  
I am writing to you in  
hopes that you are well.  
I have just received your  
letter of the 11th and am  
glad to hear from you.  
I am well and hope this  
letter finds you the same.  
I am looking forward to  
hearing from you again.

Sincerely,  
[illegible]

LAWS AND REGULATIONS RELATING TO  
ARCHAEOLOGY AND HISTORIC PRESERVATION IN ALASKA

ALASKA STATUTES

**TITLE 41, CHAPTER 35. ALASKA HISTORIC PRESERVATION ACT**

**Sec. 41.35.010. DECLARATION OF POLICY.** It is the policy of the State to preserve and protect the historic, prehistoric and archeological resources of Alaska from loss, desecration and destruction so that the scientific, historic and cultural heritage embodied in these resources may pass undiminished to future generations. To this end, the legislature finds and declares that the historic, prehistoric and archeological resources of the state are properly the subject of concerted and coordinated efforts exercised on behalf of the general welfare of the public in order that these resources may be located, preserved, studied, exhibited and evaluated.

**Sec. 41.35.020. TITLE TO HISTORIC, PREHISTORIC AND ARCHEOLOGICAL RESOURCES; LOCAL DISPLAY.** (a) The state reserves to itself title to all historic, prehistoric and archeological resources situated on land owned or controlled by the state, including tideland and submerged land, and reserves to itself the exclusive right of field archeology on state-owned or controlled land. However, nothing in AS 41.35.010 - 41.35.240 diminishes the cultural rights and responsibilities of persons of aboriginal descent or infringes upon their right of possession and use of those resources which may be considered of historic, prehistoric or archeological value.

(b) Although title to historic, prehistoric and archeological resources is in the state, local cultural groups may obtain from the state, or retain, for study or display, artifacts and other items of these resources from their respective cultures or areas if the committee created in AS 41.35.110 finds that (1) the group has a durable building with weatherproof and fireproof construction and humidity control and other factors necessary to serve as a museum which will assure safe preservation of the items, (2) the item sought to be obtained is not one for which there is an undue risk of damage during transportation, and (3) the item sought to be obtained or retained is not one requiring special treatment or care beyond the ability or means of the group requesting it. A group retaining such an item or obtaining one from the state shall house it in the museum building and shall make every reasonable effort to assure its safe preservation. If the committee finds that a local cultural group is not properly taking care of an item the group shall return it to the department.

**Sec. 41.35.030. DESIGNATION OF MONUMENTS AND HISTORIC SITES.**

Upon the recommendation of the committee, the governor may declare by public order any particular historic, prehistoric or archeological structure, deposit, site or other object of scientific or historic interest that is situated on land owned or controlled by the state to be a state monument or historic site and the governor may designate as a part of the monument or site as much land as is considered necessary for the proper access, care and management of the object or site to be protected. When an object or site is situated on land held in private ownership, it may be declared a state monument or historic site in the same manner, with the written consent of the owner.

**Sec. 41.35.040. ADMINISTRATION AND FINANCIAL SUPPORT OF MONUMENTS AND HISTORIC SITES.** State-owned monuments, sites and other historic, prehistoric or archeological properties owned or purchased by the state are under the control of the Department of Natural Resources and their maintenance shall be covered in the appropriations made to the department. Privately owned state monuments or historic sites are eligible to receive state support for their maintenance, restoration and rehabilitation if they are kept accessible to the general public and application for support is made in conformity with regulations adopted by the commissioner of natural resources.

**Sec. 41.35.050. REGULATIONS.** The commissioner shall adopt regulations to carry out the purposes of AS 41.35.010 - 41.35.240.

**Sec. 41.35.060. POWER TO ACQUIRE HISTORIC, PREHISTORIC OR ARCHEOLOGICAL PROPERTIES.** (a) The department, with the recommendation of the committee, may acquire real and personal properties that have statewide historic, prehistoric or archeological significance by gift, purchase, devise or bequest. The department shall preserve and administer property so acquired. The department may acquire property adjacent to the property having historic, prehistoric or archeological significance when it is determined to be necessary for the proper use and administration of the significant property.

(b) If an historic, prehistoric or archeological property which has been found by the department, upon the recommendation of the committee, to be important for state ownership is in danger of being sold or used so that its historic, prehistoric or archeological value will be destroyed or seriously impaired, or is otherwise in danger of destruction or serious impairment, the department may establish the use of the property in a manner necessary to preserve its historic, prehistoric or archeological character or value. If the owner of the property does not wish to follow the restrictions of the department, the department may acquire the property by eminent domain under AS 09.55.240 - 09.55.460.

Sec. 41.35.070. PRESERVATION OF HISTORIC, PREHISTORIC AND ARCHEOLOGICAL RESOURCES THREATENED BY PUBLIC CONSTRUCTION. (a) The department shall locate, identify and preserve in suitable records information regarding historic, prehistoric and archeological sites, locations and remains. The information shall be submitted to the heads of the executive departments of the state.

(b) Before public construction or public improvement of any nature is undertaken by the state, or by a governmental agency of the state or by a private person under contract with or licensed by the state or governmental agency of the state, the department may survey the affected area to determine if the area contains historic, prehistoric or archeological values.

(c) If the department determines that historic, prehistoric or archeological sites, locations or remains will be adversely affected by the public construction or improvement, the proposed public construction or improvement may not be commenced until the department has performed the necessary investigation, recording and salvage of the site, location or remains. All investigation, recording and salvage work shall be performed as expeditiously as possible so that no state construction project will be unduly impaired, impeded or delayed.

(d) If in the course of performing public construction or improvements, historic, prehistoric or archeological sites, locations, remains or objects are discovered, the department shall be notified and its concurrence shall be requested in continuing the construction or improvement. Upon receipt of this notice, the department shall survey the area to determine whether the area contains historic, prehistoric or archeological data which should be preserved in the public interest. The survey shall be conducted as expeditiously as possible. If, as a result of the survey, it is determined that (1) this data exists in the area, (2) the data has exceptional historic, prehistoric or archeological significance, and should be collected and preserved in the public interest, and (3) it is feasible to collect and preserve the data, the department shall perform the necessary work to collect and preserve the data. This work shall be performed as expeditiously as possible.

(e) If the concurrence of the department, required under (b) and (c) of this section is not obtained after 90 days from the filing of a request for its concurrence to proceed with the project, the agency or person performing the construction or improvement may apply to the governor for permission to proceed without that concurrence and the governor may take the action the governor considers best in overruling or sustaining the department.

(f) The costs of investigation, recording and salvage of the site shall be reimbursed by the agency sponsoring the construction project.



(g) Notwithstanding (a) - (f) of this section, all actions to stop any project must first be approved in writing by the commissioner.

**Sec. 41.35.080. PERMITS.** The commissioner may issue a permit for the investigation, excavation, gathering or removal from the natural state, of any historic, prehistoric or archeological resources of the state. A permit may be issued only to persons or organizations qualified to make the investigations, excavations, gatherings or removals and only if the results of these authorized activities will be made available to the general public through institutions and museums interested in disseminating knowledge on the subjects involved. If the historic, prehistoric or archeological resource involved is one which is, or is located on a site which is, sacred, holy or of religious significance to a cultural group, the consent of that cultural group must be obtained before a permit may be issued under this section.

**Sec. 41.35.090. NOTICE REQUIRED OF PRIVATE PERSONS.** Before any construction, alteration or improvement of any nature is undertaken on a privately owned, officially designated state monument or historic site by any person, the person shall give the department three months notice of intention to construct on, alter or improve it. Before the expiration of the three-month notification period, the department shall either begin eminent domain proceedings under AS 41.35.060 or undertake or permit the recording and salvaging of any historic, prehistoric or archaeological information considered necessary.

**Sec. 41.35.100. EXCAVATION AND REMOVAL OF HISTORIC, PREHISTORIC OR ARCHEOLOGICAL REMAINS ON PRIVATE LAND.** Before any historic, prehistoric or archeological remains are excavated or removed from private land by the department, the written approval of the owner shall first be secured. When the value of the private land is diminished by the excavation or removal, the owner of the land shall be compensated for the loss at a monetary sum mutually agreed on by the department and the owner or at a monetary sum set by the court.

**Sec. 41.35.110. HISTORIC SITES ADVISORY COMMITTEE.** There is created in the Department of Natural Resources the Historic Sites Advisory Committee.

**Sec. 41.35.120. COMPOSITION OF COMMITTEE.** The committee consists of the following persons:

- (1) the director of Alaska State Museum;

(2) the state liaison officer appointed under 16 U.S.C. 470-470n (Public Law 89-665, National Historic Preservation Act of 1966);

(3) three persons with professionally relevant backgrounds appointed from each of the following fields: history, architecture, and archeology; and

(4) two persons appointed to represent indigenous ethnic groups.

**Sec. 41.35.130. APPOINTMENT OF MEMBERS.** Members of the committee are appointed by the governor and confirmed by the legislature meeting in joint session. The members of the committee shall serve at the pleasure of the governor.

**Sec. 41.35.140. TERM OF MEMBERSHIP.** The term of office for a member of the committee is three years, except for those who are members by virtue of their positions with the state, who serve for as long as they remain in the position by virtue of which they are members of the committee. A member appointed to fill a vacancy serves for the unexpired term of the member he succeeds.

**Sec. 41.35.150. COMPENSATION.** The members of the committee serve without compensation but are entitled to per diem and travel expenses authorized by law for other boards and commissions.

**Sec. 41.35.160. OFFICERS.** At the first meeting of each year, the committee shall elect a chairman from among its members.

**Sec. 41.35.170. MEETINGS AND QUORUM.** The committee shall meet at least twice a year. Additional meetings may be called by the chairman or by petition of at least five members. Five members of the committee constitutes a quorum.

**Sec. 41.35.180. DUTIES OF COMMITTEE.** The committee shall

(1) develop criteria for the evaluation of state monuments and historic sites and all real and personal property which may be considered to be of historic, prehistoric or archeological significance as would justify their acquisition and ownership by the state;

(2) cooperate with the department in formulating and administering a statewide historic sites survey under 16 U.S.C. 470-470n (P.L. 89-665, National Historic Preservation Act of 1966);

(3) review those surveys and historic preservation plans that may be required, and approve properties for nomination to the National Register as provided for in 16 U.S.C. 470-470n (P.L. 89-665, National Historic Preservation Act of 1966);

(4) provide necessary assistance to the governor and the legislature for achieving balanced and coordinated state policies and programs for the preservation of the state's historic, prehistoric and archeological resources;

(5) consult with local historical district commissions regarding the establishment of historical districts under AS 29.55.010 - 29.55.020 and the approval of project alterations under AS 45.98.040; recommend, if appropriate, the formulation of additional criteria for the designation of historical districts under AS 29.55.020(b); approve plans for and evaluate the suitability of specific structures for purposes of loan eligibility and continuance under the historical district revolving loan fund (AS 45.98); and consult with the Department of Commerce and Economic Development relative to the adoption of regulations for historical district loans under AS 45.98.

Sec. 41.35.190. **POWERS OF CHAIRMAN.** Subject to available appropriations the chairman may, with the concurrence of a majority of the committee, employ necessary personnel and may contract for the services of experts and other persons who may be needed.

Sec. 41.35.200. **UNLAWFUL ACTS.** (a) A person may not appropriate, excavate, remove, injure, or destroy, without a permit from the commissioner, any historic, prehistoric or archeological resources of the state.

(b) A person may not possess, sell, buy or transport within the state, or offer to sell, buy or transport within the state, historic, prehistoric or archeological resources taken or acquired in violation of this section or 16 U.S.C. 433.

(c) A person may not unlawfully destroy, mutilate, deface, injure, remove or excavate a gravesite or a tomb, monument, gravestone or other structure or object at a gravesite, even though the gravesite appears to be abandoned, lost or neglected.

(d) An historic, prehistoric or archeological resource which is taken in violation of this section shall be seized by any person designated in AS 41.35.220 wherever found and at any time. Objects seized may be disposed of as the commissioner determines by deposit in the proper public depository.

Sec. 41.35.210. **CRIMINAL PENALTIES.** A person who is convicted of violating a provision of AS 41.35.010 - 41.35.240 is guilty of a class A misdemeanor.

Sec. 41.35.215. **CIVIL PENALTIES.** In addition to other penalties and remedies provided by law, a person who violates a provision of AS 41.35.010 - 41.35.240 is subject to a maximum civil penalty of \$100,000 for each violation.

Sec. 41.35.220. **ENFORCEMENT AUTHORITY.** The following persons are peace officers of the state and shall enforce AS 41.35.010 - 41.35.240:

- (1) an employee of the department authorized by the commissioner;
- (2) a peace officer in the state;
- (3) any other person authorized by the commissioner.

Sec. 41.35.230. **DEFINITIONS.** In AS 41.35.010 - 41.35.240, unless the context otherwise requires,

- (1) [Repealed];
- (2) "committee" means the Historic Sites Advisory Committee;
- (3) [Repealed];
- (4) "historic, prehistoric and archeological resources" include deposits, structures, ruins, sites, buildings, graves, artifacts, fossils, or other objects of antiquity which provide information pertaining to the historical or prehistorical culture of people in the state as well as to the natural history of the state.

Sec. 41.35.240. **SHORT TITLE.** AS 41.35.010 - 41.35.240 may be cited as the Alaska Historic Preservation Act.

## **ARTICLE 2. ALASKA HISTORICAL COMMISSION.**

Sec. 41.35.300. **CREATION.** There is created in the Department of Natural Resources the Alaska Historical Commission.

**Sec. 41.35.310. COMPOSITION.** The Alaska Historical Commission consists of four members appointed by the governor, ex officio the lieutenant governor, and ex officio the executive director who may not vote. The lieutenant governor shall serve as chairman.

**Sec. 41.35.320. APPOINTMENT.** The governor shall make appointments from a list of recommended nominees submitted to the governor each year by the Alaska Historical Society. The list shall contain at least four names. A person who has served on the commission may be renominated.

**Sec. 41.35.330. TERMS OF OFFICE.** The term of office for each appointed member of the commission is two year. When a member's term has expired and a replacement has not been appointed, the member shall continue to serve until a replacement is appointed.

**Sec. 41.35.340. COMPENSATION.** The members of the commission are not entitled to receive compensation for their services, but they are entitled to receive the same travel pay and per diem as state officials and employees.

**Sec. 41.35.350. DUTIES OF THE COMMISSION.** The duties of the commission are to

(1) survey, evaluate, and catalog Alaska prehistory and history materials now in print;

(2) ascertain and register what Alaska prehistory and history work is now in progress;

(3) identify the existing gaps in the coverage of Alaska's past in presently available published works and establish priorities for bridging them;

(4) prepare a thematic study of Alaska's history for historic preservation;

(5) identify the sources of Alaska's history;

(6) coordinate the production and publication of works that will adequately present all aspects of Alaska's past; and

(7) cooperate with the federal government in programs relating to history and archaeology.

**Sec. 41.35.360. REPORTS.** The commission shall make an annual report to the governor.

Sec. 41.35.370. EXECUTIVE DIRECTOR. The commission shall appoint, subject to approval by the governor, an executive director who is to be in the partially exempt service under AS 39.25.120. The executive director shall serve as the executive officer of the commission in the accomplishment of its functions. The executive director serves at the direction and at the pleasure of the governor.

Sec. 41.35.380. GIFTS AND INCOME. (a) There is established in the state general fund a special Alaska Historical Commission receipts account into which shall be paid:

(1) all monetary gifts, grants, and bequests received by the commission;

(2) all royalties and other income which the commission receives from its projects.

(b) The legislature may appropriate funds from this account for commission projects.

\* \* \* \* \*

**TITLE 44, CHAPTER 37. DEPARTMENT OF NATURAL RESOURCES**

**Sec. 44.37.040. DUTIES OF DEPARTMENT WITH RESPECT TO HISTORIC PRESERVATION AND ARCHEOLOGY.** The Department of Natural Resources shall

(1) sponsor, engage in and direct fundamental research into the archeology of the state and encourage and coordinate archeological research and investigation undertaken in the state;

(2) cooperate with the Historic Sites Advisory Committee in performing their functions under AS 41.35;

(3) ensure that historic, prehistoric and archeological resources are properly reported by persons or agencies engaged in public construction work and protect sites and objects of significance discovered at state sites or discovered during the course of public construction and encourage the protection of sites and objects discovered during the course of any other construction work;

(4) investigate reported historic, prehistoric or archeological resources and appraise them for any future excavation, preservation and interpretation;

(5) serve as a central clearinghouse for information on all historic, prehistoric and archeological resource excavation in the state.

★ ★ ★ ★ ★ ★ ★ ★



**TITLE 29, CHAPTER 40. PLANNING, PLATTING, AND LAND USE  
REGULATIONS**

**Sec. 29.40.030. COMPREHENSIVE PLAN.** (a) The comprehensive plan is a compilation of policy statements, goals, standards, and maps for guiding the physical, social, and economic development, both private and public, of the first or second class borough, and may include, but is not limited to, the following:

- (1) statements of policies, goals, and standards;
- (2) a land use plan;
- (3) a community facilities plan;
- (4) a transportation plan; and
- (5) recommendations for implementation of the comprehensive plan.

(b) With the recommendations of the planning commission, the assembly shall adopt by ordinance a comprehensive plan. The assembly shall, after receiving the recommendations of the planning commission, periodically undertake an overall review of the comprehensive plan and update the plan as necessary.

**Sec. 29.40.040. LAND USE REGULATION.** (a) In accordance with a comprehensive plan adopted under AS 29.40.030 and in order to implement the plan, the assembly by ordinance shall adopt or amend provisions governing the use and occupancy of land that may include, but are not limited to,

- (1) zoning regulations restricting the use of land and improvements by geographic districts;
- (2) land use permit requirements designed to encourage or discourage specified uses and construction of specified structures, or to minimize unfavorable effects of uses and the construction of structures;
- (3) measures to further the goals and objectives of the comprehensive plan.

(b) A variance from a land use regulation adopted under this section may not be granted if

- (1) special conditions that require the variance are caused by the person seeking the variance;

(2) the variance will permit a land use in a district in which that use is prohibited; or

(3) the variance is sought solely to relieve pecuniary hardship or inconvenience.

## **TITLE 29, CHAPTER 45. MUNICIPAL TAXATION**

**Sec. 29.45.050. OPTIONAL EXEMPTIONS AND EXCLUSIONS.** (a) A municipality may exclude or exempt or partially exempt residential property from taxation by ordinance ratified by the voters at an election. An exclusion or exemption authorized by this section may not exceed the assess value of \$10,000 for any one residence.

(b) A municipality may by ordinance

(1) classify boats and vessels for the purposes of taxation and may establish the assessed valuation of boats and vessels on the basis of their registered or certificated net tonnage;

(2) classify and exempt from taxation

(A) the property of an organization not organized for business or profit-making purposes and used exclusively for community purposes if the income derived from rental of that property does not exceed the actual cost to the owner of the use by the renter;

(B) historic sites, buildings, and monuments;

(C) land of a nonprofit organization used for agricultural purposes if rights to subdivide the land are conveyed to the state and the conveyance includes a covenant restricting use of the land to agricultural purposes only; rights conveyed to the state under this subparagraph may be conveyed by the state only in accordance with AS 38.05.069(c);

(3) exempt personal property from taxation;

(4) exempt business inventories from taxation;

(5) classify as to type and exempt or partially exempt any or all types of motor vehicles from taxation.

(c) The provisions of (a) of this section notwithstanding,

(1) a borough may, by ordinance, adjust its property tax structure in whole or in part to the property tax structure of a city in the borough, including but not limited to, excluding personal property from taxation, establishing exemptions, and extending the redemption period;

(2) a home rule or first class city has the same power to grant exemptions or exclude property from borough taxes that it has as to city taxes if

(A) the exemptions or exclusions have been adopted as to city taxes; and

(B) the city appropriates to the borough sufficient money to equal revenues lost by the borough because of the exemptions or exclusions, the amount to be determined annually by the assembly;

(3) a city in a borough may, by ordinance, adjust its property tax structure in whole or in part to the property tax structure of the borough, including but not limited to exempting or partially exempting property from taxation.

(d) Exemptions or exclusions from property tax that have been granted by a home rule municipality in addition to exemptions authorized or required by law, and that are in effect on September 10, 1972, and not later withdrawn, are not affected by this chapter.

(e) A municipality may by ordinance classify and exempt or partially exempt from taxation privately owned land, wet land and water areas for which a scenic, conservation, or public recreation use easement is granted to a governmental body. To be eligible for a tax exemption, or partial exemption, the easement must be in perpetuity. The easement is automatically terminated before an eminent domain taking of fee simple title or less than fee simple title to the property, so that the property owner is compensated at a rate that does not reflect the easement grant. The municipality may provide by ordinance that if the area subject to the easement is sold, leased, or otherwise disposed of for uses incompatible with the easement or if the easement is conveyed to the owner of the property, the owner must pay to the municipality all or a portion of the amount of the tax exempted, with interest.

(f) A municipality may by ordinance exempt from taxation all or part of the increase in assessed value of improvements to real property if an increase in assessed value is directly attributable to alteration of the natural features of the land, or new maintenance, repair, or renovation of an existing structure, and if the alteration, maintenance, repair, or renovation, when completed, enhances the exterior appearance or aesthetic quality of the land or structure. An exemption may not be allowed under this subsection for the construction of an improvement to a structure if the principal purpose of the improvement is to increase the amount of space for occupancy or nonresidential use in the structure or for the alteration of land as a consequence of construction

activity. An exemption provided in this subsection may continue for up to four years from the date the improvement is completed, or from the date of approval for the exemption by the local assessor whichever is later.

(g) A municipality may by ordinance exempt from taxation all or part of the increase in assessed value of improvements to a single-family dwelling if the principal purpose of the improvement is to increase the amount of space for occupancy. An exemption provided in this subsection may continue for up to two years from the date the improvement is completed, or from the date of approval of an application for the exemption by the local assessor, whichever is later.

(h) A municipality may by ordinance partially or wholly exempt land from a tax for fire protection service and fire protection facilities and may levy the tax only on improvements, including personal property affixed to the improvements.

(i) A municipality may by ordinance approved by the voters exempt from taxation the assessed value that exceeds \$150,000 of real property owned and occupied as a permanent place of abode by a resident who is

(1) 65 years of age or older;

(2) a disabled veteran, including a person who was disabled in the line of duty while serving in the Alaska Territorial Guard; or

(3) at least 60 years old and a widow or widower of a person who qualified for an exemption under (1) or (2) of this subsection.

(j) A municipality may by ordinance approved by the voters exempt real or personal property in a taxing unit used in processing timber after it has been delivered to the processing site from up to 75 percent of the rate of taxes levied on other property in that taxing unit. An ordinance adopted under this subsection may not provide for an exception that exceeds five years in duration. In this subsection "taxing unit" means a municipality and includes

(1) a service area in a unified municipality or borough;

(2) the entire area outside cities in a borough; and

(3) a differential tax zone in a city.

(k) A municipality may by ordinance approved by the voters exempt from taxation pollution control facilities that meet requirements of the United States Environmental Protection Agency or the Department of Environmental Conservation. An ordinance adopted under this subsection may not provide for an exemption that exceeds five years in duration.

(l) A municipality may by ordinance exempt from taxation an interest, other than record ownership, in real property of an individual residing in the property if the property has been developed, improved, or acquired with federal funds for low-income housing and is owned or managed as low-income housing by the Alaska State Housing Authority or a regional housing authority formed under AS 18.44.996. This section does not prohibit a municipality from receiving payments in lieu of taxes authorized under federal law.

(m) A municipality may by ordinance partially or totally exempt all or some types of economic development property from taxation for up to five years. The municipality may provide for renewal of the exemption under conditions established in the ordinance. However, under a renewal, a municipality that is a school district may only exempt all or a portion of the amount of taxes that exceeds the amount levied on other property for the school district. A municipality may by ordinance permit deferral of payment of taxes on all or some types of economic development property for up to five years. The municipality may provide for renewal of the deferral under conditions established in the ordinance. A municipality may adopt an ordinance under this subsection only if, before it is adopted, copies of the proposed ordinance made available at a public hearing on it contain written notice that the ordinance, if adopted, may be repealed by the voters through referendum. An ordinance adopted under this subsection must include specific eligibility requirements and require a written application for each exemption or deferral. In this subsection "economic development property" means real or personal property, including developed property conveyed under 43 U.S.C. 1601-1629e (Alaska Native Claims Settlement Act), that

(1) has not previously been taxed as real or personal property by the municipality;

(2) is used in a trade or business in a way that

(A) creates employment in the municipality;

(B) generates sales outside of the municipality of goods or services produced in the municipality; or

(C) materially reduces the importation of goods or services from outside the municipality; and

(3) has not been used in the same trade or business in another municipality for at least six months before the application for deferral or exemption is filed; this paragraph does not apply if the property was used in the same trade or business in an area that has been annexed to the municipality within six months before the application for deferral or exemption is filed; this paragraph does not apply to inventories.

(n) A municipality may by ordinance classify as to type inventories intended for export outside the state and partially or totally exempt all or some types of those inventories from taxation. A municipality that is a school district may, under this subsection, only exempt all or a portion of the amount of taxes that exceeds the amount levied on other property for the school district. A municipality may adopt an ordinance under this subsection only if, before it is adopted, copies of the proposed ordinance made available at a public hearing on it contain written notice that the ordinance, if adopted, may be repealed by the voters through referendum. The ordinance may provide for different levels of exemption for different classifications of inventories. An ordinance adopted under this subsection must include specific eligibility requirements and require a written application for each exemption.

#### **TITLE 29, CHAPTER 55. MUNICIPAL PROGRAMS**

**Sec. 29.55.010. CREATION OF LOCAL HISTORICAL DISTRICT COMMISSIONS.** The governing body of a municipality may establish a local historical district commission or designate the planning commission or itself to serve as the historical district commission.

**Sec. 29.55.020. ESTABLISHMENT OF HISTORICAL DISTRICTS.** (a) In addition to existing municipal authority providing for the preservation, protection, and maintenance of historic sites, the local historical district commission, in consultation with the Historic Sites Advisory Committee in the Department of Natural Resources, may establish historical districts within the boundaries of the municipality.

(b) A historical district shall be a reasonably compact area of historical significance in which two or more structures important in state or national history, and related by physical proximity or historical association, are located. For purposes of this section, "structures important in state or national history" means properties recommended by historical district commissions that are listed in the National Register of Historic Places or are

characteristic of the Russian-American period before October 18, 1867, the early territorial period before 1930, or early Native heritage, reflecting the indigenous characteristics of Native culture in Alaska. On recommendation of the governing body of a municipality and the Historic Sites Advisory Committee, the Department of Natural Resources may by regulation formulate additional criteria for the establishment of historical districts not inconsistent with this subsection.

(c) The establishment of a historical district under this section shall be consistent with any applicable comprehensive plan for the municipality.

\* \* \* \* \*



**TITLE 09, CHAPTER 25. EVIDENCE**

**Sec. 09.25.120. PUBLIC RECORDS, EXCEPTIONS, CERTIFIED COPIES.** Every person has a right to inspect a public record in the state, including public records in recorders' offices except

(1) records of vital statistics and adoption proceedings which shall be treated in the manner required by AS 18.50;

(2) records pertaining to juveniles;

(3) medical and related public health records;

(4) records required to be kept confidential by a federal law or regulation or by state law. Every public officer having the custody of records not included in the exceptions shall permit the inspection, and give on demand and on payment of the fees under AS 09.25.110 - 09.25.115 a certified copy of the record, and the copy shall in all cases be evidence of the original. Recordors shall permit memoranda, transcripts, and copies of the public records in their offices to be made by photography or otherwise for the purpose of examining titles to real estate described in the public records, making abstracts of title or guaranteeing or insuring the titles of the real estate, or building and maintaining title and abstract plants; and shall furnish proper and reasonable facilities to persons having lawful occasion for access to the public records for those purposes, subject to reasonable rules and regulations, in conformity to the direction of the court, as are necessary for the protection of the records and to prevent interference with the regular discharge of the duties of the recordors and their employees.

**TITLE 09, CHAPTER 55. SPECIAL ACTIONS AND PROCEEDINGS**

**Sec. 09.55.250. CLASSIFICATION OF ESTATES AND LAND SUBJECT TO BE TAKEN.** The following is a classification of the estates and rights in land subject to be taken for public use:

(1) a fee simple, when taken for public buildings or grounds, or for permanent buildings, for reservoirs and dams and permanent flooding occasioned by them, or for an outlet for a flow, or a place for the deposit of debris or tailings of a mine, or when, in the judgment of the Department of Natural Resources, or the Department of Transportation and Public Facilities, a fee simple is necessary for any of the purposes for which the department, on behalf of the state, is authorized by law to acquire real property by condemnation;

(2) an easement when taken for any other use;

(3) the right of entry upon an occupation of land, and the right to take from the land earth, gravel, stones, trees, and timber as may be necessary for a public use.

\*\*\*\*\*

## ALASKA ADMINISTRATIVE CODE

The following portions of the Alaska Administrative Code are relative to the Alaska Historic Preservation Act:

### CHAPTER 16. HISTORIC, PREHISTORIC AND ARCHEOLOGICAL RESOURCES

#### Article

1. Procedure (11 AAC 16.010 - 11 AAC 16.160)
2. National Register of Historic Places (11 AAC 16.120 - 11 AAC 16.230)
3. General Provisions (11 AAC 16.900)

#### ARTICLE 1. PROCEDURE

##### Section

10. Jurisdiction
20. Title to collected items
30. Investigation and collection permits
40. Qualified person
50. Reports
60. Restoration of area
70. Permit restrictions
80. Cancellation of permits
90. Examination of site
100. Maintenance of privately-owned sites
110. Administrative responsibility
120. Eligibility
130. Application
140. Allocation of funds
150. Definitions (Relocated to 11 AAC 16.900)
160. Project Agreement

11 AAC 16.010. JURISDICTION. The division of parks shall administer the historic, prehistoric and archeological resources of the state.

11 AAC 16.020. TITLE TO COLLECTED ITEMS. (a) Each item collected from lands owned or controlled by the state is the property of the state and shall be registered with the division.

(b) An item may be removed from the state in accordance with a permit from the director. The repository of the item is subject to his restrictions. The director may require the items to be returned to the state upon giving 60 days' notice.

APPENDIX 7

**ABANDONED SHIPWRECK ACT OF 1987**

**Public Law 100-298—APR. 28, 1988**



## ABANDONED SHIPWRECK ACT OF 1987

DECEMBER 9 (legislative day, DECEMBER 8), 1987.—Ordered to be printed

Mr. JOHNSTON from the Committee on Energy and Natural Resources, submitted the following

## REPORT

[To accompany S. 858]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 858) to establish the title of States in certain abandoned shipwrecks, and for other purposes, having considered the same, reports favorably thereon with an amendment to the text and recommends that the bill, as amended, do pass.

The amendment is as follows:

Strike out all after the enacting clause and insert in lieu thereof the following:

## SECTION 1. SHORT TITLE.

This Act may be cited as the "Abandoned Shipwreck Act of 1987".

## SEC. 2. FINDINGS.

The Congress finds that—

- (a) States have the responsibility for management of a broad range of living and nonliving resources in State waters and submerged lands; and
- (b) included in the range of resources are certain abandoned shipwrecks, which have been deserted and to which the owner has relinquished ownership rights with no retention.

## SEC. 3. DEFINITIONS.

For purposes of this Act—

- (a) the term "embedded" means firmly affixed in the submerged lands or in coralline formations such that the use of tools of excavation is required in order to move the bottom sediments to gain access to the shipwreck, its cargo, and any part thereof;
- (b) the term "National Register" means the National Register of Historic Places maintained by the Secretary of the Interior under section 101 of the National Historic Preservation Act (16 U.S.C. 470a);
- (c) the terms "public lands," "Indian lands" and "Indian tribe" have the same meaning given the terms in the Archaeological Resource Protection Act of 1979 (16 U.S.C. 470aa-47011);

19-010

Public  
information.  
Historic  
preservation.

(3) on submerged lands of a State and is included in or determined eligible for inclusion in the National Register.

(b) The public shall be given adequate notice of the location of any shipwreck to which title is asserted under this section. The Secretary of the Interior, after consultation with the appropriate State Historic Preservation Officer, shall make a written determination that an abandoned shipwreck meets the criteria for eligibility for inclusion in the National Register of Historic Places under clause (a)(3).

(c) **TRANSFER OF TITLE TO STATES.**—The title of the United States to any abandoned shipwreck asserted under subsection (a) of this section is transferred to the State in or on whose submerged lands the shipwreck is located.

(d) **EXCEPTION.**—Any abandoned shipwreck in or on the public lands of the United States is the property of the United States Government. Any abandoned shipwreck in or on any Indian lands is the property of the Indian tribe owning such lands.

(e) **RESERVATION OF RIGHTS.**—This section does not affect any right reserved by the United States or by any State (including any right reserved with respect to Indian lands) under—

(1) section 3, 5, or 6 of the Submerged Lands Act (43 U.S.C. 1311, 1313, and 1314); or

(2) section 19 or 20 of the Act of March 3, 1899 (33 U.S.C. 414 and 415).

Gifts and  
property.  
Indians.

43 USC 2106.

#### SEC. 7. RELATIONSHIP TO OTHER LAWS.

(a) **LAW OF SALVAGE AND THE LAW OF FINDS.**—The law of salvage and the law of finds shall not apply to abandoned shipwrecks to which section 6 of this Act applies.

(b) **LAWS OF THE UNITED STATES.**—This Act shall not change the laws of the United States relating to shipwrecks, other than those to which this Act applies.

(c) **EFFECTIVE DATE.**—This Act shall not affect any legal proceeding brought prior to the date of enactment of this Act.

Approved April 28, 1988.

#### LEGISLATIVE HISTORY—S. 858:

HOUSE REPORTS: No. 100-514, Pt. 1 (Comm. on Interior and Insular Affairs) and Pt. 2 (Comm. on Merchant Marine and Fisheries).

SENATE REPORTS: No. 100-241 (Comm. on Energy and Natural Resources).

#### CONGRESSIONAL RECORD:

Vol. 133 (1987): Dec. 19, considered and passed Senate.

Vol. 134 (1988): Mar. 28, 29, Apr. 13, considered and passed House.



Public Law 100-298  
100th Congress

An Act

Apr. 28, 1988

[S. 858]

To establish the title of States in certain abandoned shipwrecks, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

SECTION 1. SHORT TITLE.

This Act may be cited as the "Abandoned Shipwreck Act of 1987".

SEC. 2. FINDINGS.

The Congress finds that—

(a) States have the responsibility for management of a broad range of living and nonliving resources in State waters and submerged lands; and

(b) included in the range of resources are certain abandoned shipwrecks, which have been deserted and to which the owner has relinquished ownership rights with no retention.

SEC. 3. DEFINITIONS.

For purposes of this Act—

(a) the term "embedded" means firmly affixed in the submerged lands or in coralline formations such that the use of tools of excavation is required in order to move the bottom sediments to gain access to the shipwreck, its cargo, and any part thereof;

(b) the term "National Register" means the National Register of Historic Places maintained by the Secretary of the Interior under section 101 of the National Historic Preservation Act (16 U.S.C. 470a);

(c) the terms "public lands", "Indian lands", and "Indian tribe" have the same meaning given the terms in the Archaeological Resource Protection Act of 1979 (16 U.S.C. 470aa-470ll);

(d) the term "shipwreck" means a vessel or wreck, its cargo, and other contents;

(e) the term "State" means a State of the United States, the District of Columbia, Puerto Rico, Guam, the Virgin Islands, American Samoa, and the Northern Mariana Islands; and

(f) the term "submerged lands" means the lands—

(1) that are "lands beneath navigable waters," as defined in section 2 of the Submerged Lands Act (43 U.S.C. 1301);

(2) of Puerto Rico, as described in section 8 of the Act of March 2, 1917, as amended (48 U.S.C. 749);

(3) of Guam, the Virgin Islands and American Samoa, as described in section 1 of Public Law 93-435 (48 U.S.C. 1705); and

(4) of the Commonwealth of the Northern Mariana Islands, as described in section 801 of Public Law 94-241 (48 U.S.C. 1681).

Abandoned  
Shipwreck  
Act of 1987.  
Maritime  
affairs.  
43 USC 2101  
note.  
43 USC 2101.

43 USC 2102.

**SEC. 4. RIGHTS OF ACCESS.****(a) ACCESS RIGHTS.**—In order to—

(1) clarify that State waters and shipwrecks offer recreational and educational opportunities to sport divers and other interested groups, as well as irreplaceable State resources for tourism, biological sanctuaries, and historical research; and

(2) provide that reasonable access by the public to such abandoned shipwrecks be permitted by the State holding title to such shipwrecks pursuant to section 6 of this Act,

it is the declared policy of the Congress that States carry out their responsibilities under this Act to develop appropriate and consistent policies so as to—

(A) protect natural resources and habitat areas;

(B) guarantee recreational exploration of shipwreck sites; and

(C) allow for appropriate public and private sector recovery of shipwrecks consistent with the protection of historical values and environmental integrity of the shipwrecks and the sites.

**(b) PARKS AND PROTECTED AREAS.**—In managing the resources subject to the provisions of this Act, States are encouraged to create underwater parks or areas to provide additional protection for such resources. Funds available to States from grants from the Historic Preservation Fund shall be available, in accordance with the provisions of title I of the National Historic Preservation Act, for the study, interpretation, protection, and preservation of historic shipwrecks and properties.

**SEC. 5. PREPARATION OF GUIDELINES.**

(a) In order to encourage the development of underwater parks and the administrative cooperation necessary for the comprehensive management of underwater resources related to historic shipwrecks, the Secretary of the Interior, acting through the Director of the National Park Service, shall within nine months after the date of enactment of this Act prepare and publish guidelines in the Federal Register which shall seek to:

- (1) maximize the enhancement of cultural resources;
- (2) foster a partnership among sport divers, fishermen, archeologists, salvors, and other interests to manage shipwreck resources of the States and the United States;
- (3) facilitate access and utilization by recreational interests;
- (4) recognize the interests of individuals and groups engaged in shipwreck discovery and salvage.

(b) Such guidelines shall be developed after consultation with appropriate public and private sector interests (including the Secretary of Commerce, the Advisory Council on Historic Preservation, sport divers, State Historic Preservation Officers, professional dive operators, salvors, archeologists, historic preservationists, and fishermen).

(c) Such guidelines shall be available to assist States and the appropriate Federal agencies in developing legislation and regulations to carry out their responsibilities under this Act.

**SEC. 6. RIGHTS OF OWNERSHIP.**

**(a) UNITED STATES TITLE.**—The United States asserts title to any abandoned shipwreck that is—

- (1) embedded in submerged lands of a State;
- (2) embedded in coralline formations protected by a State on submerged lands of a State; or

Cultural  
programs.  
Historic  
preservation.  
Environmental  
protection.  
42 USC 2103.

Grants.

43 USC 2104.

National parks,  
monuments, etc.  
Federal  
Register,  
publication.

43 USC 2105.

- (d) the term "shipwreck" means a vessel or wreck, its cargo, and other contents;
- (e) the term "State" means a State of the United States, the District of Columbia, Puerto Rico, Guam, the Virgin Islands, American Samoa, and the Northern Mariana Islands; and
- (f) the term "submerged lands" means the lands—
- (1) that are "lands beneath navigable waters," as defined in section 2 of the Submerged Lands Act (43 U.S.C. 1301);
  - (2) of Puerto Rico, as described in section 8 of the Act of March 2, 1917, as amended (48 U.S.C. 749);
  - (3) of Guam, the Virgin Islands and American Samoa, as described in section 1 of Public Law 93-435 (48 U.S.C. 1705); and
  - (4) of the Commonwealth of the Northern Mariana Islands, as described in section 801 of Public Law 92-311 (48 U.S.C. 1681).

#### SEC. 4. RIGHTS OF ACCESS.

- (a) ACCESS RIGHTS.—In order to—
- (1) clarify that State waters and shipwrecks offer recreational and educational opportunities to sport divers and other interested groups, as well as irreplaceable State resources for tourism, biological sanctuaries, and historical research; and
  - (2) provide that reasonable access by the public to such abandoned shipwrecks be permitted by the State holding title to such shipwrecks pursuant to section 6 of this Act,
- it is the declared policy of the Congress that States carry out their responsibilities under this Act to develop appropriate and consistent policies so as to—
- (A) protect natural resources and habitat areas;
  - (B) guarantee recreational exploration of shipwreck sites; and
  - (C) allow for appropriate public and private sector recovery of shipwrecks consistent with the protection of historical values and environmental integrity of the shipwrecks and the sites.
- (b) PARKS AND PROTECTED AREAS.—In managing the resources subject to the provisions of this Act, States are encouraged to create underwater parks or areas to provide additional protection for such resources. Funds available to States from grants from the Historic Preservation Fund shall be available, in accordance with the provisions of title I of the National Historic Preservation Act, for the study, interpretation, protection, and preservation of historic shipwrecks and properties.

#### SEC. 5. PREPARATION OF GUIDELINES.

- (a) In order to encourage the development of underwater parks and the administrative cooperation necessary for the comprehensive management of underwater resources related to historic shipwrecks, the Secretary of the Interior, acting through the Director of the National Park Service, shall within nine months after the date of enactment of this Act prepare and publish guidelines in the Federal Register which shall seek to:
- (1) maximize the enhancement of cultural resources;
  - (2) foster a partnership among sport divers, fishermen, archaeologists, salvors, and other interests to manage shipwreck resources of the States and the United States;
  - (3) facilitate access and utilization by recreational interests;
  - (4) recognize the interests of individuals and groups engaged in shipwreck discovery and salvage;
  - (5) Such guidelines shall be developed after consultation with appropriate public and private sector interests (including the Secretary of Commerce, the Advisory Council on Historic Preservation, sport divers, State Historic Preservation Officers, professional dive operators, salvors, archaeologists, historic preservationists, and fishermen);
  - (6) Such guidelines shall be available to assist States and the appropriate Federal agencies in developing legislation and regulations to carry out their responsibilities under this Act.

#### SEC. 6. RIGHTS OF OWNERSHIP.

- (a) UNITED STATES TITLE.—The United States asserts title to any abandoned shipwreck that is—
- (1) embedded in submerged lands of a State;
  - (2) embedded in coralline formations protected by a State on submerged lands of a State; or

- (3) on submerged lands of a State and is included in or determined eligible for inclusion in the National Register.

(b) The public shall be given adequate notice of the location of any shipwreck to which title is asserted under this section. The Secretary of the Interior, after consultation with the appropriate State Historic Preservation Officer, shall make a written determination that an abandoned shipwreck meets the criteria for eligibility for inclusion in the National Register of Historic Places under clause (a)(3).

(c) TRANSFER OF TITLE TO STATES.—The title of the United States to any abandoned shipwreck asserted under subsection (a) of this section is transferred to the State in or on whose submerged lands the shipwreck is located.

(d) EXCEPTION.—Any abandoned shipwreck in or on the public lands of the United States is the property of the United States Government. Any abandoned shipwreck in or on any Indian lands is the property of the Indian tribe owning such lands.

(e) REZEMPTION OF RIGHTS.—This section does not affect any right reserved by the United States or by any State (including any right reserved with respect to Indian lands) under—

- (1) section 3, 5, or 6 of the Submerged Lands Act (43 U.S.C. 1311, 1313, and 1314); or
- (2) section 19 or 20 of the Act of March 3, 1899 (33 U.S.C. 414 and 416).

#### SEC. 7. RELATIONSHIP TO OTHER LAWS.

- (a) LAW OF SALVAGE AND THE LAW OF FINDS.—The law of salvage and the law of finds shall not apply to abandoned shipwrecks to which section 6 of this Act applies.
- (b) LAWS OF THE UNITED STATES.—This Act shall not change the laws of the United States relating to shipwrecks, other than those to which this Act applies.
- (c) EXISTING DATA.—This Act shall not affect any legal proceeding brought prior to the date of enactment of this Act.

#### PURPOSE OF THE MEASURE

The purpose of S. 858 is to vest title to certain abandoned shipwrecks that are buried in State lands to the respective States and clarify the management authority of the States for these abandoned shipwrecks.

#### BACKGROUND AND NEED

The central issue underlying this legislation is the ownership and the authority to manage abandoned shipwrecks on State lands. Currently, States claim title to and regulatory authority over abandoned historic shipwrecks. However, the Federal Admiralty Court has also claimed jurisdiction over these resources, creating confusion over ownership of the resource and in some cases resulting in inadequate protection of historical artifacts.

The Submerged Lands Act of 1953 gave the States title to the "land and natural resources" within 3 miles of their coasts. The States have contended that "lands and natural resources" include abandoned shipwrecks. Since the 1950's, the States have managed historic shipwreck archaeological sites as part of their historic preservation programs. In addition, 27 States have established specific laws regulating abandoned historic shipwrecks. The laws differ by State, but none prohibit sport diving on historic shipwrecks and about half of the laws provide for compensation for recovery activities undertaken by private parties.

Federal Admiralty Court and the admiralty system, which have their roots in English history and common law, were developed to deal with the recovery or salvage of goods lost at sea. The Admiralty Court makes a determination of a salvage award and ownership of a shipwreck depending on success in recovering the vessel or cargo, the danger present in the rescue, the value of the property recovered, and the time and labor expended by the salvor. Such a

determination for historic shipwrecks often times does not consider the archeological, historical, and other values associated with these wrecks which would preserve part of our nation's heritage.

<sup>1</sup> This legislation would clarify that situation by asserting Federal ownership over these shipwrecks and then transferring title to the States for administration, management, and regulation.

#### LEGISLATIVE HISTORY

S. 858 was introduced by Senator Bradley on March 26, 1987. A hearing was held by the Subcommittee on Public Lands, National Parks and Forests on September 29, 1987.

At a business meeting on December 2, 1987, the Senate Committee on Energy and Natural Resources ordered S. 858, as amended, favorably reported.

#### COMMITTEE RECOMMENDATIONS AND TABULATION OF VOTES

The Senate Committee on Energy and Natural Resources, in open business session on December 2, 1987, by a unanimous vote of a quorum present, recommends that the Senate pass S. 858, if amended, as described herein.

The rollcall vote on reporting the measure was 19 yeas, 0 nays as follows:

#### YEAS

Mr. Johnston  
Mr. Bumpers  
Mr. Ford  
Mr. Metzenbaum  
Mr. Melcher  
Mr. Bradley  
Mr. Bingaman  
Mr. Wirth  
Mr. Fowler  
Mr. Conrad  
Mr. McClure  
Mr. Hatfield  
Mr. Weicker  
Mr. Domenici  
Mr. Wallop  
Mr. Murkowski  
Mr. Nickles  
Mr. Hecht  
Mr. Evans

#### NAYS

\*Indicates voted by proxy.

#### COMMITTEE AMENDMENTS

During the consideration of S. 858, the Committee adopted an amendment in the nature of a substitute. The substitute includes a number of technical and conforming amendments and some substantive changes. A discussion of those substantive differences follows. Additional information on the substitute is included in the "Section-by-Section Analysis" of this report.

#### 1. Findings and definitions

The substitute clarifies that "abandoned shipwrecks", refers to those shipwrecks which have been deserted and to which all owner-ship rights have been relinquished. It also expands the definition of "embedded" to include the requirement that tools of excavation would have to be used to gain access to the shipwreck.

#### 2. Guidelines

The substitute changes the authority for promulgation of the guidelines from the Advisory Council on Historic Preservation to the Secretary of the Interior, acting through the Director of the Park Service. In preparing the guidelines, the Secretary is required to consult with a variety of interests, including the Secretary of Commerce, the Advisory Council on Historic Preservation, sport divers, State Historic Preservation Officers, professional dive operators, salvors, archaeologists, historic preservationists, and fishermen. The guidelines were expanded to include the recognition of the interests of those engaged in shipwreck discovery and salvage. The purpose of these changes was to broaden the focus of the guidelines from primarily historic preservation to include the consideration of recreational and commercial interests as well.

#### SECTION-BY-SECTION ANALYSIS

Section 1 provides a short title for S. 858, the "Abandoned Shipwreck Act of 1987".

Section 2 includes a set of Congressional findings.

Section 3 contains definitions of key terms in the Act.

Section 4 sets forth the general responsibilities of the States under this Act. The States are directed to develop policies to protect shipwrecks, guarantee recreational exploration of shipwreck sites, and allow for recovery of shipwrecks which are consistent with the protection of historical and environmental values. This section also encourages the States to create underwater parks to give further protection of these resources.

Section 5 provides for advisory guidelines to be developed by the Secretary of the Interior, acting through the Director of the National Park Service. The purpose of the guidelines is to assist the States and the appropriate Federal agencies in developing legislation and regulations to carry out the purposes of the Act. The guidelines are intended to enhance cultural resources; foster a partnership among a variety of parties including sportdivers, fishermen, archaeologists and salvors; facilitate access by recreational users; and recognize the interests of those engaged in shipwreck discovery or salvage.

Section 6 asserts that title to certain abandoned shipwrecks vests in the United States. These shipwrecks include those which are embedded in the submerged lands of a State, are located on coral-line formations protected by a State or have been determined to be eligible for inclusion in the National Register. Notice of the location of these shipwrecks are to be provided to the public.

The purpose of providing notice to the public is to ensure that sport divers and others seeking to use abandoned shipwrecks know that wrecks have been found to be historically significant. The

need to give such advance notice must be balanced, however, against the danger that notice of location will lead to damage and pilferage.

Accordingly, it is expected that the degree of specificity with which such wrecks are located in public notices will vary from circumstance to circumstance. The Committee concurs that appropriate public notice of the site location may be accomplished in many different ways, including notice in the Federal Register, the marking of charts, a site marker, notice in local newspapers or diving information centers. The specificity of such notice may vary, and may be accomplished by other means, such as the 1-mile lease-tract method used by some States for offshore oil and gas leases.

The title of those abandoned shipwrecks which meet the specified criteria outlined above are to be transferred to the appropriate State. The United States retains title only if the shipwreck is located on public lands, and any shipwrecks located on Indian lands is the property of Indian tribe owning the land.

There are some units of the National Park System where abandoned shipwrecks are found on lands which are owned by the United States, for example at Biscayne National Park in Florida. Section 6(d) would ensure that the United States retains title to these shipwrecks. In other park units, however, the submerged lands within the park boundaries are owned by the State. Section 6(c) would transfer title to these shipwrecks to the States.

The Committee is concerned that historic shipwrecks within national park boundaries be preserved, regardless of whether they lie in State or Federal waters. Accordingly, the Committee encourages the National Park Service and the States to enter into management agreements whereby any historic shipwrecks within national park boundaries will be protected by the National Park Service. The Committee expects the guidelines issued pursuant to section 5 to reflect this need to manage historic resources within park boundaries consistently.

Section 7 describes the relationship of the Abandoned Shipwrecks Act to other laws. In particular, the Law of Salvage and the Law of Finds do not apply to shipwrecks described in section 6.

The Committee recognizes that the management of long-submerged and abandoned shipwrecks now presents concerns far removed from the traditional admiralty interests in safety and in returning goods to the streams of commerce. As new technologies have allowed the recovery of wrecks that have been lost for long periods of time, a new concern has been developed for the historic and recreational interests in shipwrecks. Shipwrecks are no longer viewed as only lost commercial resources that should be salvaged so that the goods can be returned to commerce. Rather, many shipwrecks are now used as recreational resources for sport divers and fishermen and are viewed as invaluable and irreplaceable archeological resources.

The archeological and recreational interests require that certain shipwrecks be managed by entities with experience in these areas and a broad concern with historic and recreational resources as well as an awareness of the unique needs of their local resources. It is no longer appropriate for the admiralty courts to adjudicate these interests based on traditional admiralty concerns. Admiralty

courts remain best equipped to deal with issues essential to a national maritime jurisdiction, primarily the adjudication of commercial interests, as would be present in the wreck of ships that are currently engaged in commerce and their cargo.

The States and the Federal Government, both of which have extensive experience in recreational and historic site management as well as broad interests in a range of other historic and recreational resources, should manage the shipwrecks covered by this Act.

#### COST AND BUDGETARY CONSIDERATIONS

The following estimate of the cost of this measure has been provided by the Congressional Budget Office.

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
Washington, DC, December 8, 1987.

Hon. J. BENNETT JOHNSTON, Jr.,  
Chairman, Committee on Energy,  
Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed S. 858, the Abandoned Shipwreck Act of 1987, as ordered reported by the Senate Committee on Energy and Natural Resources, December 2, 1987. We estimate that this bill would have no significant impact on the budget of the federal government, or of state or local governments.

S. 858 would assert federal title to certain abandoned shipwrecks and would transfer title to the state on whose submerged lands the shipwreck is located, unless the shipwreck lies within the boundaries of lands administered by the National Park Service (NPS). This bill would also direct the NPS to develop guidelines on managing shipwrecks and providing public access. Neither the NPS nor the affected states are expected to incur significant additional costs as a result of this bill.

If you wish further details on this estimate, we will be pleased to provide them.

With best wishes,

Sincerely,

EDWARD M. GRAMLICH,  
Acting Director.

#### REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of Rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. 858. The bill is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact on personal privacy. Little, if any, additional paperwork would result from the enactment of S. 858, as reported.

## EXECUTIVE COMMUNICATIONS

On September 22, 1987, the Committee on Energy and Natural Resources requested legislative reports from the Department of the Interior, the National Oceanographic and Atmospheric Administration and the Office of Management and Budget setting forth executive views on S. 858. These reports had not been received at the time the report on S. 858 was filed. When the reports become available, the chairman will request that they be printed in the Congressional Record for the advice of the Senate.

## CHANGES IN EXISTING LAW

In compliance with paragraph 12 of Rule XXVI of the Standing Rules of the Senate, the Committee notes that no changes in existing law are made by the bill S. 858, as reported.

○

## ESTABLISHING THE TITLE OF STATES IN CERTAIN ABANDONED SHIPWRECKS

MARCH 23, 1988.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. JONES of North Carolina, from the Committee on Merchant Marine and Fisheries, submitted the following

### REPORT

together with

### ADDITIONAL AND DISSENTING VIEWS

[To accompany S. 858]

[Including cost estimate of the Congressional Budget Office]

The Committee on Merchant Marine and Fisheries, to whom was referred the bill (S. 858) to establish the title of States in certain abandoned shipwrecks, and for other purposes, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

#### PURPOSE OF LEGISLATION

The purpose of S. 858 is to vest title to certain abandoned shipwrecks that are embedded in or located on State lands to the respective States and clarify the management authority of the States for these abandoned shipwrecks.

#### SUMMARY OF BILL

S. 858 asserts U.S. title to three classes of abandoned shipwrecks in State waters: (1) those embedded in submerged lands of a State; (2) those embedded in coralline formations protected by a State on submerged lands; and (3) those on submerged lands of a State and included or determined eligible for inclusion in the National Register of Historic Places. Title to shipwrecks in these categories is transferred to the States within whose waters they lie. S. 858 de-

★53-635



clares as Congressional policy that States should manage these wrecks to protect natural resources and habitat areas, guarantee recreational exploration of shipwreck sites, and allow for appropriate public and private sector recovery. S. 858 also directs the Director of the National Park Service, after consultation with all affected interests, to develop guidelines for States and federal agencies to use in managing these shipwrecks. S. 858 specifically supersedes the law of salvage and the law of finds with respect to shipwrecks for which title is asserted.

#### BACKGROUND AND NEED

The central issue intended to be resolved by the legislation is the ownership and the authority to manage certain abandoned shipwrecks on State lands. In 1958, Congress passed the Submerged Lands Act (SLA, 43 U.S.C. 1301 et seq.) and transferred ownership to the States of all natural resources and submerged lands out to a distance of three miles (except in the case of Texas, Puerto Rico, and the west coast of Florida where it is three marine leagues or nine statute miles).

Congress did not specify in the SLA whether the states also owned non-natural objects such as shipwrecks that rested on or within submerged lands. Notwithstanding this lack of clarity, some 28 States have laws that pertain to the management of abandoned or historic shipwrecks in state waters. It is estimated that the total number of shipwrecks in State waters is more than 50,000, of which some 5-10 percent may be of historical significance.

Existing State laws assert title to shipwrecks in State waters and prescribe regulations for the protection and salvage of wrecks of historic significance. To the Committee's knowledge, none of the existing laws prohibit access by sport divers, although those wishing to recover artifacts from wrecks are frequently required to obtain state permits.

States have been constrained in applying their shipwreck management and preservation laws because of conflicts with federal admiralty principles and mixed judicial decisions. Under Article III, section 2 of the Constitution and 28 U.S.C. 1388, federal district courts have original jurisdiction over all admiralty and maritime cases. This jurisdiction includes claims for the salvage of abandoned shipwrecks. In exercising this jurisdiction, federal courts apply common law principles of admiralty, including the law of finds and the law of salvage.

Under the American law of finds, the finder of an abandoned shipwreck is allowed to keep the wreck and its cargo. Under the law of salvage, the owner of the shipwreck retains title to the wreck but the salvor may be entitled to a salvage award.

The majority of federal courts presented with a salvage claim to resolve have decided that (1) the SLA did not specifically assert U.S. title to shipwrecks and transfer that title to the states; and (2) state historic preservation laws whose provisions are inconsistent with federal common law admiralty principles are superseded by those principles under the supremacy clause of the Constitution (Cobb Coin Co., Inc. v. *The Unidentified, Wrecked and Abandoned Sailing Vessel*, 525 F. Supp. 186 (S.D. Fla. 1981); *Treasure Salvors*,

Inc. v. *The Unidentified, Wrecked and Abandoned Sailing Vessel*, 569 F.2d 330 (5th Cir. 1978)). A minority of courts have decided that the SLA did provide the states with jurisdiction over shipwrecks in state waters. (*Subaqueous Exploration and Archaeology, Ltd., v. The Unidentified, Wrecked and Abandoned Sailing Vessel*, 577 F. Supp. 597 (D. Md. 1983)).

At a minimum, these decisions have led to confusion over the ownership of, and responsibility for, historic shipwrecks in State waters. This confusion led to the introduction of historic shipwreck legislation in the 97th Congress and the passage by the House, in the 98th Congress, of H.R. 3194. The Abandoned Shipwreck Act of 1984 would have transferred title of a certain class of historic shipwrecks lying on submerged lands to the States. The Senate took no action on H.R. 3194.

#### COMMITTEE ACTION

The original House legislation on abandoned shipwrecks in the 100th Congress was H.R. 74, introduced on January 6, 1987, by Congressman Charles Bennett and four cosponsors. As introduced, H.R. 74 is similar to S. 858. On April 9, 1987, Congressman Norman Shumway introduced H.R. 2071, a bill to establish that federal district courts exercising admiralty jurisdiction have the exclusive power to control and dispose of abandoned historic shipwrecks located in State waters. H.R. 2071 provided guidelines for the court to follow to protect historically significant shipwrecks and also created a right of intervention for affected states. Both bills were jointly referred to the Committees on Interior and Insular Affairs and Merchant Marine and Fisheries and were the subject of a hearing in the Oceanography Subcommittee of the latter Committee on April 21, 1987.

The Subcommittee reported H.R. 74 with an amendment in the nature of a substitute on August 5, 1987. As reported, H.R. 74 would transfer the title of certain abandoned shipwrecks to States conditioned on the States developing plans for the protection of the shipwrecks and having those plans approved by the Secretary of the Interior within five years from enactment of the bill. If the State plan is not approved, title reverts to the United States. The bill reported by the Subcommittee also establishes a 15-member advisory committee to assist the Secretary of the Interior in the development of guidelines for the States to use in the management of historic shipwrecks.

S. 858 was introduced on March 28, 1987. On December 2, 1987, the Senate Committee on Energy and Natural Resources ordered the bill, as amended, favorably reported by a 19-0 roll call vote. On December 19, 1987, S. 858 was passed by the Senate on a voice vote. On December 20, 1987, the bill was jointly referred to the Committees on Merchant Marine and Fisheries and Interior and Insular Affairs.

Within the Committee on Interior and Insular Affairs, a hearing was held on S. 858 by the Subcommittee on National Parks and Public Lands on February 4, 1988. The bill was favorably recommended to the full Committee on February 18, 1988. The Committee on Interior and Insular Affairs ordered S. 858 favorably report-

ed to the House by voice vote on February 24, 1988, and filed its report on the legislation on March 14, 1988 (Rept. 100-514, Part 1). On March 23, 1988, the Committee on Merchant Marine and Fisheries marked up S. 858. Congressman Shumway offered an amendment to make the congressional policy statement about rights of access in section 4 of the bill binding on the States and to make any dispute about State implementation of the rights of access reviewable in a federal district court. Mr. Shumway's amendment was defeated by a 14-25 roll call vote.

Mr. Shumway offered a second amendment to conform the geographic scope of the Act to three nautical miles off the U.S. coast, consistent with international law and as recommended by the State Department. This amendment was defeated by a voice vote.

No other amendments were offered to the bill and it was ordered reported to the House, without amendment, by a 30-10 roll call vote. A majority quorum was present.

#### ROLLCALL VOTE ON S. 858—FINAL PASSAGE

Member	Yes	No	Key
Walter B. Jones, North Carolina		X	
Steno Magall, New York		X	
Quinn M. Anderson, California		X	
Curry E. Smith, Massachusetts		X	
David Johnson, D., Kentucky		X	
Don Tucker, Washington		X	
William L. Hughes, New Jersey		X	
Mike Lundy, Washington		X	
Earl Allen, Florida		X	
W. J. (Doc) Latta, Louisiana		X	
Thomas H. Feghlin, Pennsylvania		X	
Frank R. Lautenberg, New Jersey		X	
Ray Dwyer, Maryland		X	
William R. Lyschinski, Alaska		X	
Robert A. Smith, Pennsylvania		X	
Thomas R. Carper, Delaware		X	
Pauline Swann, California		X	
John Latta, South Carolina		X	
William P. Orr, Texas		X	
Charles E. Bennett, Florida		X	
Thomas J. Blanton, New York		X	
Chris B. Peltz, Virginia		X	
Joseph E. Brewster, Maine		X	
George J. Huddleston, New York		X	
Bob Cramm, Tennessee		X	
Richard W. Roth, Michigan		X	
Ben Young, Alaska		X	
Norman F. Lott, New York		X	
Norman B. Thomas, California		X	
Jack Fields, Texas		X	
Charles Stenholm, North Dakota		X	
Robert M. Stenmet, Virginia		X	
Jim Saxton, New Jersey		X	
John R. Dingell, Washington		X	
John J. Pickens, Maryland		X	
Howard Coble, North Carolina		X	
Mac Thornberry, Texas		X	
Carl Albert, Pennsylvania		X	
Patrick J. Leahy, Vermont		X	
Wally Tarter, California		X	
Jim Bunning, Kentucky		X	

#### ROLLCALL VOTE ON S. 858—FINAL PASSAGE—Continued

Member	Yes	No	Key
Ernest L. Kasten, California			
Total	30	10	

Note.—Rollcall vote by party as indicated with a Y. Rollcall vote by party as indicated by a Y.

#### SECTION-BY-SECTION ANALYSIS

Section 1 provides that this Act may be cited as the "Abandoned Shipwreck Act of 1987."

Section 2 contains the Congressional finding that states should have jurisdiction over and management responsibility for certain abandoned shipwrecks in state waters and submerged lands. The first finding in subsection (a) recognizes that, under the Submerged Lands Act (43 U.S.C. 1301 et seq.), states already have the responsibility for all living and nonliving resources in state waters and submerged lands. The second finding in subsection (b) confirms that, consistent with their existing responsibility, states also should have the responsibility for certain abandoned shipwrecks. Abandoned shipwrecks within the scope of this Act include those which have been deserted and to which the owner has relinquished all ownership rights. Except in the case of U.S. warships or other public vessels (which require an affirmative act of abandonment), the act of abandonment may be implied or inferred from the circumstances of the shipwreck as when an owner has never asserted any control over or otherwise indicated a claim of possession.

Section 3 defines the specific terms used in the Act, including "embedded," "National Register," "public lands," "shipwreck," "state," and "submerged lands." The Committee does not consider that diving equipment, normally worn by a recreational diver while exploring or viewing a shipwreck site, constitutes tools of excavation within the meaning of this term as used in the definition of "embedded." The Committee notes that, for purposes of this Act, the submerged lands of the Commonwealth of the Northern Mariana Islands include those lands three geographic miles seaward from the coastline of the Northern Mariana Islands. The term "submerged lands" set forth in section 3(f) is not intended to constitute an assertion of U.S. sovereignty under international law beyond the currently recognized U.S. territorial sea limit. Those states (Texas, Florida, and Puerto Rico) which have submerged lands extending beyond the current U.S. territorial sea limit shall exercise their jurisdiction over abandoned shipwrecks in those waters consistent with international law principles.

Section 4(a) sets forth the Congressional policy under which states are to carry out their responsibilities for abandoned shipwrecks to which title is transferred under this Act. Two of the central purposes of this Act are contained in this section: (1) to clarify that state waters and shipwrecks offer recreational and educational opportunities to sport divers and other interested groups; and (2) to provide that reasonable access by the public to certain abandoned shipwrecks be permitted. It is the intent of the Committee that

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states manage shipwrecks covered by Section 6 of this Act so as to protect natural resources and habitat areas, guarantee recreational exploration of shipwreck sites, and allow for appropriate public and private sector recovery of shipwrecks consistent with the protection of historical values and the environmental integrity of the shipwrecks and their sites.

The Committee intends that states should provide sport divers with recreational access to all non-historic shipwrecks. The states can take into account human safety or the fragility of particular shipwrecks as legitimate exceptions to this policy. A State law that does not provide a method of legal recourse to individuals denied access is inconsistent with this bill and the Committee's intent. The Committee distinguishes between providing non-destructive access to shipwrecks and the salvage or collection of artifacts from historic shipwrecks. Further, it is not the intent of the Committee that states discourage private salvage of shipwrecks that is consistent with the protection of historical values and the environmental integrity of the shipwrecks and the sites.

Section 4(b) encourages states to create underwater parks or areas to provide additional protection for shipwrecks subject to this Act. Federal funds available to states from grants under the Historic Preservation Fund established under the National Historic Preservation Act (16 U.S.C. 470 et seq.) shall be available to states for the study, interpretation, protection, and preservation of historic shipwrecks and properties covered by this Act. The Committee encourages states to work with sport divers to locate shipwrecks and establish underwater parks.

Section 5 authorizes the issuance of federal guidelines to encourage the development of underwater parks and to foster the administrative cooperation necessary for the comprehensive management of abandoned shipwrecks and underwater resources under this Act. The Secretary of the Interior, acting through the Director of the National Park Service, shall prepare and publish the guidelines in the Federal Register within nine months from the date of enactment of this Act. The guidelines should attempt to maximize the enhancement of underwater cultural resources; foster a partnership among sport divers, fishermen, archeologists, salvors and other interested parties; facilitate recreational access and utilization of shipwrecks; and recognize the interests of individuals and groups engaged in shipwreck discovery and salvage. The Committee encourages the Director to consider existing uses by both sport divers and archeologists in developing the guidelines.

Subsection 5(b) requires the guidelines to be developed only after consultation with all appropriate public and private sector interests, including the Secretary of Commerce (acting through the Under Secretary for Oceans and Atmosphere), the Advisory Council on Historic Preservation, sport divers, state Historic Preservation Officers, professional dive operators, salvors, archeologists, historic preservationists, and fishermen. The Committee encourages the Director of the National Park Service to form a committee of these interest groups for the purpose of assisting the Director in the development of the guidelines.

Subsection 5(c) provides that the guidelines shall be available to assist states and appropriate Federal agencies in developing legisla-

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tion and regulations to carry out their responsibilities under this Act. While recognizing that the guidelines are non-binding, the Committee strongly encourages the states to act consistently with the guidelines. If an affected party believes that a state is not acting generally consistent with the guidelines, that individual should bring that fact to the state's attention and legal recourse should be provided under state law. Federal agencies also should manage their historic shipwrecks consistent with the guidelines to the extent consistent with other applicable federal law.

Section 6 defines the rights of ownership to those abandoned shipwrecks covered by this Act. Section 6(a) asserts the title of the United States to any abandoned shipwreck that is: (1) embedded in submerged lands of a state; (2) embedded in coralline formations protected by a state on submerged lands of a state; or (3) on submerged lands of a state and is included in or determined eligible for inclusion in the National Register. This assertion of title by the United States is an exercise of its recognized sovereign prerogative to assert title to abandoned shipwrecks that lie within waters of the United States. (See *Treasure Salvors, Inc. v. Unidentified Wrecked and Abandoned Sailing Vessel*, 567 F.2d 339 (5th Cir. 1978).) The title asserted in subsection (a)(1) is also consistent with the recognized exception from the law of finds for shipwrecks embedded in submerged lands of a state. (See *Chance v. Certain Artifacts Found and Salvaged*, 606 F. Supp. 801 (S.D. Ga. 1984), *aff'd* 775 F.2d 302 (11th Cir. 1985).) The Committee intends, with respect to the second category, to cover any abandoned shipwreck that is embedded in a coral formation protected by a state such as in a state park or protected by state order or regulation. As to those shipwrecks in the third category, the Committee intends that the abandoned shipwrecks should meet the criteria for eligibility for inclusion in the National Register of Historic Places (36 CFR 60.4), but does not intend that the shipwreck must be listed formally on the Register.

Section 6(b) provides that the public shall be given adequate notice of the location of any shipwreck to which title is asserted under this section. The notice may be provided by a state or federal agency. The notice should advise the public that the wreck comes within one of the three categories of shipwrecks to which title has been asserted. The degree of specificity of the notice will depend on balancing the need to inform the public of the exact location of the shipwreck against the possible need to protect an historic shipwreck from possible vandalism. Therefore, the type of notice may vary from shipwreck to shipwreck and may be accomplished in different ways, including publication by the State of notice in local newspapers, publication in the *Federal Register*, the marking of nautical charts, onsite markers, or publication of notice in local diving information centers.

Except as provided under section 6(d), section 6(c) transfers title of the abandoned shipwrecks that fall within section 6(a) from the United States to the respective state in which the shipwreck is located. The transfer of title takes place immediately upon enactment of this Act and simultaneously with the U.S. assertion of title under section 6(a).

Section 6(d) contains an exception from the transfer of title to the states for any abandoned shipwreck in or on the public lands of the United States or in or on any Indian lands. The United States Government retains title, which it has asserted, to any abandoned shipwreck that is located in or on the public lands of the United States as those lands are defined in the Archaeological Resources Protection Act of 1979 (ARPA, 16 U.S.C. 470aa-470ii). The Committee encourages the National Park Service and the states to enter into management agreements for abandoned historic shipwrecks within national park boundaries. Any abandoned shipwreck located in or on any Indian lands, also as defined in the ARPA, remains the property of the Indian tribe owning such lands.

Section 6(e) preserves the rights granted to the United States and the Rivers and Harbors Act of 1899. This provision recognizes the traditional navigational servitude reserved to the United States under these two laws.

Section 7 explains the relationship between this Act and other federal law. Section 7(a) specifies that the law of salvage and the law of finds shall not apply to abandoned shipwrecks to which title has been asserted under section 6. The law of salvage and the law of finds have been applied by federal admiralty courts to claims for the salvage of abandoned shipwrecks. Under the American law of finds, the finder of an abandoned shipwreck may be declared the owner of the wreck or its cargo; under the law of salvage, the owner retains title to the shipwreck, but, depending on certain factors, the finder may be entitled to a salvage award.

The Committee finds that these admiralty principles are not well-suited to the preservation of historic and other shipwrecks to which this Act applies. Abandoned shipwrecks covered by this Act are not considered by the Committee to be in marine peril, necessitating their recovery by salvage companies. Further, the Committee intends that states should have title to historic and certain other abandoned shipwrecks in state waters, thereby eliminating the assumption that there is no owner of these wrecks. This succession of the law of finds also recognizes that wrecks embedded in submerged lands of a state belong to the state. In light of today's experience and conditions, the Committee does not believe that the law of finds and the law of salvage well serve the protection of our nation's maritime heritage. This heritage is best protected by states acting through their historic preservation programs consistent with federal guidance. The Committee also believes that it is acting fully within its authority under Article III, section 2, of the Constitution (the admiralty clause) and the necessary and proper clause of the Constitution by modifying admiralty law in this way. The Committee intends to carve out a limited exception from general admiralty principles for those classes of shipwrecks to which this Act applies. All other shipwrecks, including those in federal waters, remain subject to the uniform principles of admiralty law, except as may be provided in other federal law.

Section 7(b) affirms that this Act does not change the laws of the United States relating to shipwrecks, other than those to which this Act applies. The Committee notes, for example, that this Act does not change the authority of the Under Secretary for Oceans

and Atmosphere in the Commerce Department to designate and manage abandoned shipwrecks within national marine sanctuaries in state waters. The Committee encourages the Under Secretary and the states to work together to manage abandoned shipwrecks within national marine sanctuaries in state waters.

Section 7(c) provides that this Act does not affect any legal proceeding filed prior to the date of enactment of this Act.

#### INFLATIONARY IMPACT STATEMENT

Pursuant to the requirements of clause (2)(X)(4) of Rule XI of the Rules of the House of Representatives, the Committee estimates that the enactment of S. 858 will have no significant inflationary impact upon prices and costs in the operation of the national economy.

#### COST OF THE LEGISLATION

Clause 7(a) of Rule XIII of the Rules of the House of Representatives requires a statement of the estimated cost to the United States which would be incurred in carrying out S. 858. However, under paragraph (d) of Clause 7, the provisions of (a) do not apply when the Committee has received a timely report from the Congressional Budget Office.

#### COMPLIANCE WITH HOUSE RULE XI

1. With respect to the requirements of clause (2)(X)(3)(A) of Rule XI of the Rules of the House of Representatives, no oversight findings or recommendations on the subject of S. 858 have been made by the Committee during the 100th Congress.

2. With respect to the requirements of Clause (2)(X)(3)(B) of Rule XI of the Rules of the House of Representatives and section 308(a) of the Congressional Budget Act of 1974, S. 858 does not contain any new budget authority or tax exemptions.

3. With respect to the requirement of clause (2)(X)(3)(D) of Rule XI of the Rules of the House of Representatives, the Committee has received no report from the Committee on Government Operations on the subject of S. 858.

4. With respect to the requirements of clause (2)(X)(3)(C) of Rule XI of the Rules of the House of Representatives and section 403 of the Congressional Budget Act of 1974, the Committee has received the following estimate of the cost of S. 858 from the Director of the Congressional Budget Office.

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
Washington, DC, March 23, 1988.

Hon. WALTER B. JONES,  
Chairman, Committee on Merchant Marine and Fisheries, U.S.  
House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed S. 858, the Abandoned Shipwreck Act of 1987, as ordered reported by the Senate Committee on Merchant Marine and Fisheries on March 23, 1988. We estimate that this bill would have no

significant impact on the budget of the federal government, or of state or local governments.

S. 858 would assert federal title to certain abandoned shipwrecks and would transfer title to the state on whose submerged lands the shipwreck is located, unless the shipwreck lies within the boundaries of lands administered by the National Park Service (NPS). This bill would also direct the NPS to develop guidelines on managing shipwrecks and providing public access. Neither the NPS nor the affected states are expected to incur significant additional costs as a result of this bill.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

JAMES L. BLUM,  
Acting Director.

#### DEPARTMENTAL REPORTS

GENERAL COUNCIL OF THE  
U.S. DEPARTMENT OF COMMERCE,  
Washington, DC, February 17, 1988.

Hon. WALTER B. JONES,  
Chairman, Committee on Merchant Marine and Fisheries, House of Representatives, Washington, DC.

Dear Mr. Chairman: This is in response to your request for the views of the Department of Commerce on S. 858, the "Abandoned Shipwreck Act of 1987."

Section 6 of S. 858 asserts title for the United States to all abandoned shipwrecks that are: (1) embedded in submerged lands of a State; (2) embedded in coralline formations protected by a State on its submerged lands; or (3) on submerged lands of a State when the shipwreck is included in, or eligible for inclusion in, the National Register of Historic Places. Except for a shipwreck located in or on the public lands of the United States, the title of the United States asserted by section 6 is then transferred by section 6 to the State in or on whose submerged lands the shipwreck is located. Section 7(a) states that the laws of salvage and finds shall not apply to shipwrecks covered by section 6. Section 7(b) states that S. 858 shall not change the laws of the United States relating to shipwrecks, other than those to which S. 858 applies.

The Department of Commerce supports enactment of S. 858 but believes it should be amended as set forth below.

Although S. 858 as passed by the Senate asserts United States title for all abandoned historic shipwrecks lying in territorial waters, it does not retain United States title for those shipwrecks of "special national significance." Further, it would not allow the United States Government to reassert title to any abandoned historic shipwreck of national significance that is discovered in territorial waters in the future. As a result, it does not adequately protect the national interest in such shipwrecks.

We have carefully examined the relationship of S. 858 to title III of the Marine Protection, Research and Sanctuaries Act (MPRSA) with respect to the protection of historic shipwrecks lying in territorial waters. Title III of the MPRSA authorizes the Secretary of

Commerce to designate discrete areas of the marine environment as national marine sanctuaries if he determines, in pertinent part, that the area is of "special national significance due to its resource and human-use values" and existing State and Federal authorities are inadequate to ensure coordinated and comprehensive conservation and management of the area, including resource protection, scientific research, and public education. As most recently amended in 1984, section 303 of title III directs the Secretary to consider, among other factors, an area's historic, cultural, and archaeological significance in determining whether the area is of special national significance. Thus, the 1984 amendments provide for the designation and protection of abandoned historic shipwrecks as national marine sanctuaries if they are of "special national significance" and existing Federal and State authorities are inadequate to protect them. The National Marine Sanctuary Program has in place detailed policies and guidelines for protecting historic resources located in national marine sanctuaries.

Some abandoned historic shipwrecks located in territorial waters are within national marine sanctuaries established to protect national and cultural resources of special national significance. Because section 7(b) specifies that S. 858 shall not change the laws of the United States relating to shipwrecks, other than those to which S. 858 applies, S. 858 would not affect the existing regulatory authority of the Secretary of Commerce under title III of the MPRSA with respect to abandoned shipwrecks on State-owned submerged lands in existing or future national marine sanctuaries. However, in the absence of a proprietary interest (i.e., United States title), questions remain as to the authority of the Secretary, under current law or under S. 858, to control the disposition of recovered historic resources of national significance. We believe that the national interest in abandoned shipwrecks of special national significance can only be fully protected if the authority of the Secretary to protect such shipwrecks within national marine sanctuaries is supported by United States title.

The United States Government could fully protect the national interest in abandoned historic shipwrecks of special national significance located in state waters if section 6 is amended in accordance with the enclosed draft language to retain title in the United States for those shipwrecks and to authorize the United States Government to reassert title to any abandoned historic shipwreck discovered in territorial waters in the future that is of sufficient national significance to merit inclusion in a future national marine sanctuary.

We have been advised by the Office of Management and Budget that there is no objection to submission of this report to the Congress from the standpoint of the Administration's program.

Sincerely,

ROBERT H. BRUMLEY,  
Deputy General Counsel.

Enclosure.

DEPARTMENT OF COMMERCE PROPOSED AMENDMENT TO S. 858

(a) Section 6(d) should be amended to read as follows:



"(d) EXEMPTION.—Any abandoned shipwreck in or on the public lands of the United States, any abandoned shipwreck in or on the submerged lands of a State and managed by law or agreement by a Federal agency, and any abandoned shipwreck in or on the submerged lands of a State and within a national marine sanctuary established under title III of the Marine Protection, Research and Sanctuaries Act of 1972 (16 U.S.C. 1431 *et seq.*) is the property of the United States Government. Any abandoned shipwreck in or on any Indian lands is the property of the Indian tribe owning such lands."

(b) Section 6 should be amended further by redesignating subsection (e) as (f) and adding immediately after subsection (d) the following new subsection (e):

"(e) REASSESSMENT OF TITLE.—"(1) The United States may reassert title to any abandoned shipwreck that was transferred to a State under subsection (c) of this section if, after the date of enactment of this Act, the abandoned shipwreck is found to be of sufficient national significance to merit inclusion within a national marine sanctuary under the provisions of title III of the Marine Protection, Research and Sanctuaries Act of 1972 (16 U.S.C. 1431 *et seq.*)"

"(2) Reassertion of United States title to an abandoned shipwreck under paragraph (1) of this subsection is effective on the date designation of the national marine sanctuary becomes effective, but the reassertion is subject to any right, title or interest to such shipwreck that was granted by the State before such date by permit, contract, license, or otherwise."

U.S. DEPARTMENT OF STATE,

Washington, DC, February 12, 1988.

Hon. WALTER B. JONES,  
Chairman, Committee on Merchant Marine and Fisheries, House of Representatives.

DEAR MR. CHAIRMAN: Pursuant to your request of January 7, 1988, I am pleased to provide the Department's views on S. 858, entitled the "Abandoned Shipwreck Act of 1987." This Department has, apart from the comments below, no objections to the legislation.

As drafted, S. 858 would assert U.S. title to any abandoned shipwreck located in or on submerged lands of a State. The term "submerged lands" is defined in Section 3(0) of the draft legislation as the lands:

(1) that are "lands beneath navigable waters," as defined in section 2 of the Submerged Lands Act (43 U.S.C. 1301);

(2) of Puerto Rico, as described in section 8 of the Act of March 2, 1917, as amended (48 U.S.C. 749);

(3) of Guam, the Virgin Islands and American Samoa, as described in section 1 of Public Law 93-435 (48 U.S.C. 1705); and

(4) of the Commonwealth of the Northern Mariana Islands, as described in section 801 of Public Law 94-241 (48 U.S.C. 1631).

There is a difficulty with the definitions incorporated, at least with respect to Texas, Florida and Puerto Rico, because each of those jurisdictions has rights in submerged lands out to a distance of three marine leagues (nine nautical miles).

Notwithstanding these special rights of Texas, Florida and Puerto Rico, the United States claims only a three-nautical-mile territorial sea. The United States asserts no sovereignty seaward of that three-mile limit, even off the coasts of those jurisdictions. S. 858 would, however, assert U.S. title to abandoned shipwrecks more than three nautical miles off the Texas, Florida and Puerto Rico coasts, and title could only derive from sovereignty. This assertion cannot be supported in international law. To be sure, the areas in question fall within the U.S. exclusive economic zone (EEZ) and are part of the U.S. continental shelf. A country's sovereign rights in its EEZ and on its shelf do not, however, extend to ownership rights of objects that are not natural resources, which category does not comprise shipwrecks.

There appears to be a simple way to address this problem. That is to limit assertion of U.S. title to shipwrecks beneath "navigable waters," incorporating by reference the definition of that term in 33 U.S.C. 2316(7). Use of that definition will ensure that there is no assertion of ownership rights beyond the territorial sea.

A second matter involves vessels that, at the time of their sinking, were governmental vessels engaged in non-commercial service (generally, but not always, warships). The Department appreciates the careful manner in which S. 858 limits U.S. assertion of title to shipwrecks that are *abandoned*. As you know, the U.S. only abandons its sovereignty over, and title to, sunken U.S. warships by affirmative act; mere passage of time or lack of positive assertions of right are insufficient to establish such abandonment. This fact has two implications for the application of S. 858. First, we understand that the same presumption against abandonment will be accorded vessels within the U.S. territorial sea that, at the time of their sinking, were on the non-commercial service of another State. Second, S. 858 does not apply to U.S. warships sunk within the territorial sea, unless they have been affirmatively abandoned by the U.S. Government.

The Office of Management and Budget advises that from the standpoint of the Administration's program there is no objection to the submission of this report.

With best wishes,

Sincerely,

J. EDWARD FOX,  
Assistant Secretary, Legislative Affairs.

#### CHANGES IN EXISTING LAW

If this bill is enacted, it will make no changes in existing statutory law.

This includes the salvage of shipwrecks. Section 7 of S. 858 abrogates this 200-year old tradition by specifically removing affected shipwrecks from the admiralty laws of salvage and finds.

Sixth, *the bill is overly expansive, applying to almost all shipwrecks regardless of historical value.* The intention of the bill, as announced by its drafters, is to protect historic shipwrecks from destruction. However, the bill sweeps much too broadly, awarding title to any abandoned shipwreck which is "embedded" on lands beneath state waters, as well as any abandoned shipwreck on or eligible for inclusion on the National Register of Historic Places. As almost any diver knows, ocean currents will drive shifting sands to cover items placed on the ocean floor almost immediately. Therefore, recent shipwrecks with no historic value are also covered by S. 858.

All these problems with S. 858 were identified at the Full Committee markup, and many Members acknowledged that these are deficiencies that should be repaired. However, because of a perception that if S. 858 were altered from the version passed unanimously from the Senate, it would not again pass from that Chamber, none of these needed changes were made. This is shortsighted, unnecessarily cautious, and certainly not consistent with our responsibilities to enact the best legislation possible.

NORMAN D. SHUMWAY.  
WALLY HERGER.  
BOB DAVIS.  
NORMAN F. LENT.  
HOWARD COBLE.  
JACK FIELDS.

#### ADDITIONAL VIEWS OF MR. COBLE, MR. DAVIS OF MICHIGAN, MR. FIELDS, MR. HERGER, MR. LENT, AND MR. SHUMWAY ON S. 858

S. 858 is designed to address conflicting state and Federal court decisions which have created confusion over the ownership and control of abandoned shipwrecks located within state territorial waters. While S. 858, as passed by the Full Committee, may achieve this end by merely transferring title to states and abdicating any federal role with regard to shipwrecks covered by this Act, it will also create a variety of new and disturbing legal problems for these historic resources.

First, S. 858 does not guarantee reasonable access to shipwrecks by recreational divers and salvors. Despite numerous concerns expressed by recreational divers and salvors that they will be barred access to these vessels, the Committee voted down a provision which would guarantee that the states would allow benign access by these groups. By leaving the Sec. 4 provisions nonbinding, they are unenforceable and thus may not result in the uniformity sought by the bill. As a result, there is no way the Federal Government can ensure that a state will not capriciously restrict access of sport divers or other legitimate private sector interests.

Second, S. 858 does not comport with international law. Under the bill, title to shipwrecks is claimed by the U.S. (and transferred to states) in areas beyond three nautical miles off of Texas, Florida, and Puerto Rico. International law recognizes a state's management jurisdiction to non-natural resources, like shipwrecks, in this area of the oceans, but not title.

Third, this bill creates conflicts with the national Marine Sanctuary Program established under Title III of the Marine Protection, Research, and Sanctuaries Act (88 U.S.C. 1431-1439). Under the Federal program, the National Oceanic and Atmospheric Administration manages areas within the U.S. Exclusive Economic Zone of national significance due to their conservation, recreational, educational, ecological, historical, research, or aesthetic importance; one example of such a sanctuary is the U.S.S. Monitor, the famous Civil War vessel. Under S. 858, states would take title to any abandoned shipwreck in a National Marine Sanctuary within territorial waters. This will likely lead to conflicts between Federal sanctuary regulations and the state shipwreck program.

Fourth, abandoned shipwrecks which are retained by the United States (on public lands) need not be managed consistently with the guidelines prepared under Section 5 of the bill to balance the interests of all affected groups. In addition, these guidelines are devoid of any diving safety requirement.

Fifth, admiralty law is not respected under this bill. Under Article III, Section 2 of the U.S. Constitution, Federal district courts have original jurisdiction over all admiralty and maritime issues.

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volved in our courts over centuries. The bill does so by requiring the courts to impose upon salvors new historic protection requirements to responsibly regulate the salvage activity; H.R. 2071 then requires salvors to adequately meet these requirements as a prerequisite to receiving a salvage award from the court.

My legislation also specifically allows states or Federal agencies (or anyone for that matter) to intervene in the salvage litigation as a trustee of the public interest to ensure protection of the historical and archaeological significance of these shipwrecks. This would allow, for example, a state to place an agent or employee on board a salvage vessel to monitor a salvage operation. States could also request an award of a representative sample of the artifacts or treasures recovered during salvage which otherwise are not represented in their state museums, and which are important to the preservation of the nation's or the state's cultural, historical, or scientific heritage.

With respect to sport diving access, H.R. 2071 actually goes further than leaving intact the status quo regarding access by sport divers. Specifically, H.R. 2071 provides a clear, direct Federal statement to district courts regarding access for sport divers; whereas S. 858 contains only "Sense-of-the Congress" type language regarding sport diving access.

In summary, H.R. 2071 balances the concerns of each of the major interest groups involved in this issue, and I believe is far preferable to the approach taken in S. 858 as reported by the Committee which does not achieve this appropriate balance.

NORMAN D. SHUMWAY.

○

# DISSENTING VIEWS OF MR. SHUMWAY ON S. 858

While I appreciate the efforts of Mr. Bennett, who has guided S. 858 through the Merchant Marine and Fisheries Committee, I oppose the bill as written because it fails to protect the legitimate interests of all the groups affected by this bill. Simply stated, S. 858 as written does not contain any binding provisions to ensure that a state, after receiving title to the shipwrecks off its coast, will protect the right to access for the more than four million sport divers in the U.S. Nor does it contain any assurance that a state will allow private salvors to conduct salvage operations—even if the salvage operation can be conducted in a responsible fashion which ensures that the integrity of the wreck is preserved.

S. 858 as written accomplishes only one thing—and that is to unconditionally give states title to a certain class of "abandoned shipwrecks". By doing so, the bill only addresses the question of ownership of these wrecks—nothing more, nothing less.

Unfortunately, in the past, states, which have assumed they have had legal title to these wrecks but which several Federal court decisions have said otherwise, have seen fit to greatly restrict activities on shipwrecks in their state waters. Texas, for example, has legislated in essence that private salvors can not even explore for vessels—historic or otherwise. Now I am not suggesting that we should allow salvors unrestricted access once a wreck is found; however, if S. 858 as written were passed, we would likely see a situation where state regulation, to benefit state-sponsored archaeology, forbids private salvage operations. Such state regimes would dramatically reduce the number of private exploration activities and, correspondingly, the number of shipwrecks discovered. How, then, by passing S. 858 are we protecting shipwrecks and promoting opportunities for learning from these historic vessels if the likely result will be state laws which create major disincentives to private efforts to discover historic shipwrecks?

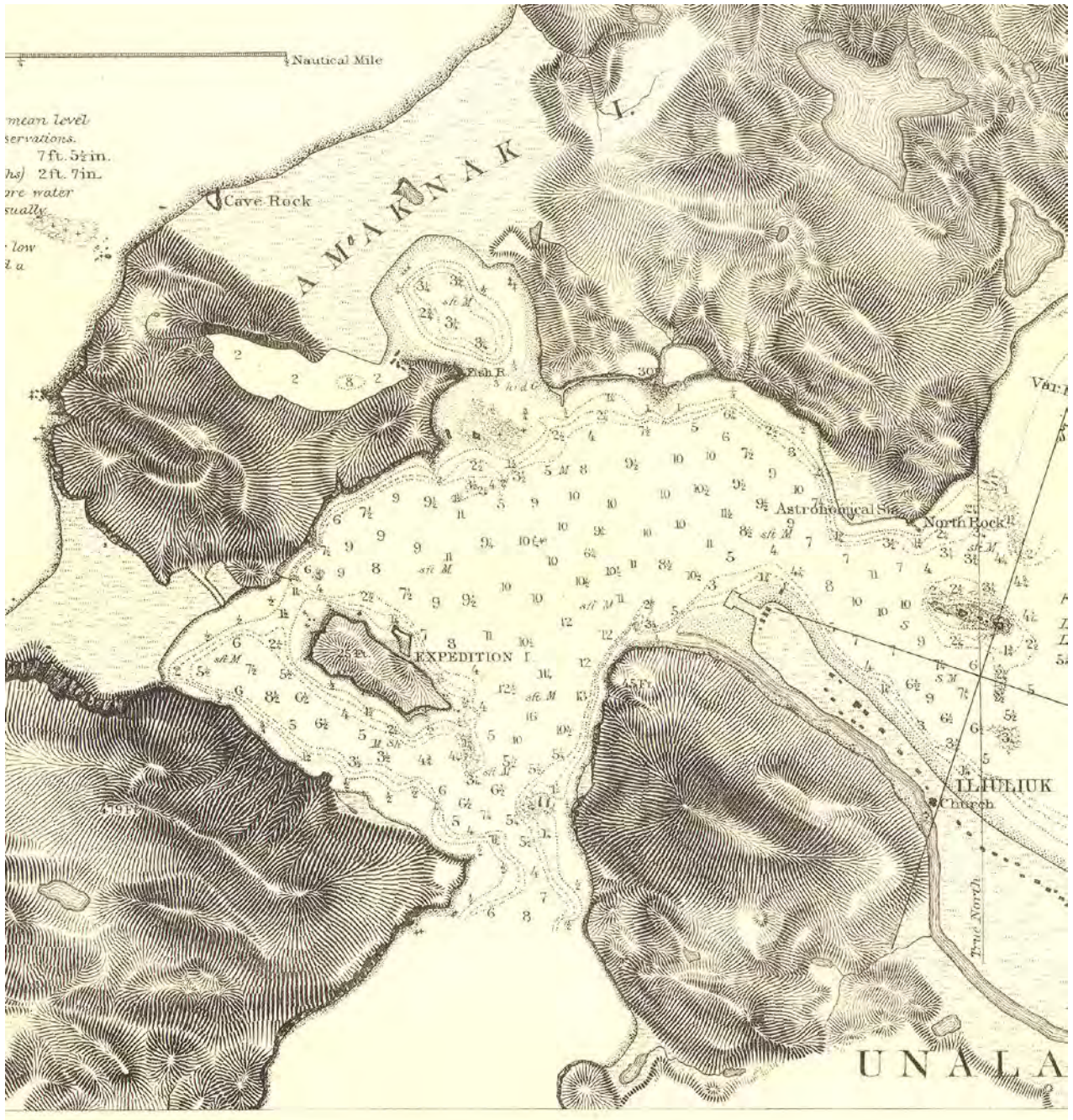
It has only been in the past three years or so that the sport diving public has become aware of this proposal, and far and away the majority of the divers oppose S. 858—and the key here is that they are the one group that is by far the most affected. I have personally received hundreds of letters and post cards from divers all around the country and 99% express strong opposition to S. 858.

I believe a better approach to handling shipwrecks is embodied in H.R. 2071, legislation I introduced last year which takes positive steps to ensure that historic protection of abandoned shipwrecks will be implemented as a matter of national policy, and which protects the private sector interest in both sport diving and salvage. Article III section 2 of the U.S. Constitution states, "The judicial power shall extend to . . . all cases of admiralty and maritime jurisdiction." H.R. 2071 builds upon, rather than abandons, a body of admiralty law which is constitutionally founded and which has en-

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# UNALASKA PRESERVATION PLAN

Edition 2007-2008



Prepared by the Unalaska Historic Preservation Commission

## **CITY OF UNALASKA**

Mayor Shirley Marquardt

### **City Council**

Rocky Caldero  
D. H. “Kris” Flanagan  
Katherine McGlashin  
Juanita Lewis  
Dick Peck  
Roger Rowland

### **Historic Preservation Commission**

Jeff Dickrell, Chairperson  
Sonia Handforth-Krome, Vice-chair  
Suzi Golodoff, Secretary  
Ben Golodoff  
Anntouza Sedjo

Ex-officio members:  
Ray Hudson, historian  
Rick Knecht, archeologist  
Terry Hyer, architect

### **Administration**

Chris Hladick, City Manager  
Jeff Hawley, Director of Parks, Culture and Recreation  
and support staff for HPC

Cover art: Chart of Iliuliuk Harbor, Unalaska. 1987, based on surveys by W. H. Dall in 1981-1982. Chart 23. Courtesy of the National Oceanic and Atmospheric Administration’s Historic Chart Collection. Drawn by H. Lindenkohl.



## PREFACE

The Unalaska Preservation Plan is a tool to be used when consulting on cultural and historic preservation issues that effect Unalaska. This document is developed for use by the following agencies and groups: the City Council of Unalaska, City of Unalaska employees, the Unalaska Historic Preservation Commission (HPC), and any other interested party public or private. It contains information, recommendations and guidelines on preservation issues including an overview of the 6,000 years of history of the area, current preservation issues and opportunities, local landmark information, HPC's goals and objectives, federal and state preservation acts, and the City of Unalaska's ordinance 2.76 creating the Unalaska Historic Preservation Commission.

In May 1990, the City of Unalaska first appointed the Unalaska Historic Preservation Commission (HPC). This was their first step in becoming a Certified Local Government (CLG). A CLG is a local government that establishes a local historic commission, enforces state and local preservation laws, and enacts historic preservation ordinances or zoning restrictions. A local historic commission is to maintain a local inventory of historic resources; educate the community on the history of the area; review nominations to the National Register of Historic Places; provide advice and information to federal, state, and local government officials regarding local historic resources; and support enforcement of the Alaska Historic Preservation Act (Cook, 1990).

## **PLEASE NOTE:**

Throughout this document the traditional word “Unangan” will be used for the indigenous people who have inhabited Unalaska Island for well over 4000 years. The only time the word “Aleut” will be used is when it occurs in a direct quote.

## **DEFINITIONS**

It is important that everyone understand the terms used when discussing historic preservation. The following are definitions taken from the 1994-1995 edition of the plan written by Nancy Gross, which she took “from the Alaska Office of History and Archeology’s Guide to Programs and Services published in June 1993. A few are from the National Trust of Historic Preservation’s Fact Sheet I-1, “The Basic Restoration and Renovation Vocabulary” (p. I-1).

Certified local government – A local government which must pass a local landmark ordinance, establish a historic preservation commission, implement a historic resources inventory, and provide for public participation.

Cultural and/or historic resources – Deposits, structures, ruins, sites, buildings, graves, artifacts, fossils, or objects that provide information pertaining to history or prehistory.

Historic preservation – The protection or restoration of a property or site to save its historic character.

History – The study of people, places, and events that occurred since written records have been kept.

Preservation – Keeping or maintaining something to sustain its value for enjoyment and knowledge of future generations.

Rehabilitation – Adapting a historic property for contemporary use while preserving the features significant to its historic, architectural, and cultural values.

Relocation – Moving a building from its original site. This moves it from its historic setting, but sometimes that is the only way to preserve it.

Restoration – Returning a historic property to the way it looked during its period of importance.

Stabilization – The process of making a historic property that is unsafe and deteriorated, stable and weather resistant.

## Acknowledgements

We would like to thank Linda Cook (1990) and Nancy Gross (1995) for their work on the first two plans. We have borrowed from these two documents as indicated. (this will be hard to indicate- how else can this be said???)

We would like to thank Dr. Rich Knecht for contributing the pre-history section and Ray Hudson for his extensive rework of the historic overview.

HPC committee members who worked on the revision were Donna Detweiler, Jeff Dickrell and Anntouza Sedjo.

Suggestions??





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??

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## **Overview**

Unalaska is first and foremost a place to live and a place to entrust to future generations. The striking island beauty of this maritime community inspired many generations to seek its windswept shores and find shelter in its ample coastal harbors. Called home by a remarkable collection of peoples, Unalaska possesses a longstanding heritage of Unangan, Russian, Scandinavian, and American cultures. Preservation of this heritage transcends the few downtown frame houses and buildings that date from the turn of the century and the treasured Unangan midden sites; it extends to the scale, texture, open spaces, landscape, and traditions that have shaped and defined the community for centuries and continue to do so today.

Unalaska, located on an island of the same name in the Aleutian Chain approximately 500 miles from the Alaska mainland, is home to approximately 4500 permanent residents who care about the visual and social impacts of rapid large scale development along the island's waterfront and inland. Both Native and non-Native families who live and work in the community want their children to grow up in a place that is committed to the heritage of its residents and their inherited ways of life. This means that the residents of Unalaska have a vested interest in keeping the city a place for families as well as a place that respects the role of history in shaping and defining the community.

History in Unalaska is not restricted to scholars nor to the past – it is a unique commodity that people live with every day. The Unangan people, the Russian family names, and the onion-shaped domes of the Holy Ascension Orthodox Cathedral preserve this history. History also exists in the flora and fauna of the island as well as the timeless traditions of beachcombing, hiking, and time spent watching the horizon for the next ship to enter the harbor. By recognizing history as an ongoing link between the past, present and future, the community gains an irreplaceable identity and offers its residents and visitors a much richer place to live and to visit.

(above 3 paragraphs from black Preservation Plan pg 1)

The number of local historic resources in Unalaska is staggering. The Cultural Resources Inventory, as identified by the community, state, and federal agencies,

constitute an impressive prehistoric and historic legacy. Many local resources have been destroyed in the past, and present economic opportunities have put others at risk. The impact of future development needs to be considered and effort made by all entities involved to recognize the long-term problems associated with the gradual loss of these resources. (black PP pg 4)

Unalaska is a dynamic community where people live and work in close proximity. Shielding sites from all change and development is not a preservation option. (black PP pg 70) The following preservation objectives encourage an appreciation for the history of the region and maintain a sense of place in connection with history:

- Recognize that historic resources are an invaluable source of community identity, sense of place, and tradition.
- Reaffirm the importance of Unangan midden sites and protect them.
- Encourage use, rehabilitation, and maintenance of historic structures from all periods of Unalaska's history.
- Encourage visitor appreciation of Unalaska's resources with visual, informative, and interpretive displays.
- Encourage new development to respect local building scale and materials.
- Encourage new construction to respect local historic sites and structures and avoid them or incorporate them into the new design, as able.
- Encourage the maintenance of traditional land use patterns based on Unangan culture, considering subsistence uses, open space, and public recreation.
- Encourage the preservation of historic paths, lookouts, vistas and access to beachfronts.
- Encourage open dialogue between federal, state, and local agencies; the private sector; and the community on projects that may effect cultural and historic resources.
- Maintain an up-to-date inventory of Unalaska's historic resources to inform developers and individuals when they build on or near these resources.

(black PP pg 11)

The City of Unalaska has chosen to address these objectives by becoming a certified local government.

### **Certified Local Government**

*The information in this section has been taken from the Alaska Certified Local Government Historic Preservation Program: State Guidelines and Application for Certification prepared by the Office of History and Archaeology, Division of Parks and Outdoor Recreation, Alaska Department of Natural Resources.*

## Introduction

Historic buildings in a neighborhood are the framework for the memories, values, and history of a community. Poorly planned construction can fragment a neighborhood, its sense of community, and its cohesiveness when its past is destroyed(p1). The National Historic Preservation Act established the Certified Local Government (CLG) Program to ensure widespread participation of local governments in the national historic preservation program while maintaining standards consistent with the National Historic Preservation Act and *The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*. The program's goals also include enriching, developing and helping to maintain local preservation programs in cooperation and coordination with SHPO; and to provide financial and technical assistance for these purposes (p2).

To participate in the CLG Program, the City of Unalaska established in 1990 a historic preservation commission and met five state and federal standards. These five standards set out in Federal Regulations (36 CFR 61) are: (p2)

1. Unalaska's local government has agreed to enforce appropriate state and local legislation for designation and protection of historic properties, enforce the Alaska Historic Preservation Act and adopt a local historic preservation ordinance. (p2)
2. The government has enacted an ordinance establishing a historic preservation review commission. This ordinance should direct the commission to meet a minimum of two times a year and define the appointment and terms of members. Commission membership, to the extent feasible, will be composed of one architect or historical architect, one archaeologist, one historian and at least four other people (for a minimum of seven total). The Commission should include Alaska Native(s). The local government's historical preservation commission will be responsible for developing a local preservation plan, compatible with the Alaska historic preservation plan, which will provide for the identification, protection, and interpretation of the areas significant cultural resources. The commission will review and make recommendations about local projects that

might affect properties identified in the preservation plan, and review nominations to the National Register of Historic Places for properties within its jurisdiction. (p2-3)

3. The local government must establish and maintain a system for the survey and inventory of historic properties and cultural resources in the local area, compatible with the Alaska Heritage Resources Survey (AHRs) and the data shall be consistent with SHPO inventory requirements and *The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*. The local government must provide an annual report to the Office of History and Archaeology on new inventory data, and establish policy and procedures for the access and use of the inventory, which addresses sensitive site location information. (p3-4)
4. The local government must provide for adequate public participation in the local historic preservation program by providing for open meetings, maintain minutes of all meetings which will be available to the public, invite public comment during the review of nominations to the National Register of Historic Places, and include the public in the development and review of the local historic preservation plan. (p4)
5. The local government will perform the responsibilities delegated to it under the National Historic Preservation Act by providing an annual report to SHPO which includes the names and qualifications of all commission members and a list of all local historic preservation activities. They are to provide SHPO with a draft of the local historic preservation plan for its review. (p4)

It is the local government that is certified and not the commission. The local government may choose to perform the required CLG activities through other qualified agencies or organizations as long as the details of the arrangement has been set down in writing and approved by SHPO. The jurisdiction of the CLG is that of the local government and must coincide with its geographic boundary. (p4)

To become a Certified Local Government an application must be submitted by the chief elected or appointed official of local government to the Alaska SHPO. In 1986, the first

community in Alaska became a CLG, and by 2006 twelve other communities, including Unalaska in 1990, were CLG's.

### **Grant Funding through the Historic Preservation Fund (HPF)**

The state of Alaska will designate at least 10% of its annual Historic Preservation Fund (HPF) appropriations under the National Historic Preservation Act to the CLG program. All CLG's are eligible for these grant funds, but SHPO is not required to award funds to all eligible CLG's. Other federal grants may not be used as matching funds for any HPF grant. (p8)

Various kinds of projects can be funded including nomination of a historic property to the National Register, survey and inventory of historic and archaeological resources, preparation of preservation plans, staff support for a local HPC, historic structure reports, archaeological testing of sites to determine their significance, and development of public education preservation programs. The SHPO office can also provide technical assistance, training in historic preservation goals and programs, and guidance on how to conduct specific projects. (p1)

In the past CLG grants have been provided to Juneau and Dillingham to do neighborhood surveys; Mat-Su Borough for archaeological testing; Fairbanks and the North Slope Borough for preservation planning; Sitka, Unalaska, Kenai, and Anchorage for the creation of inventories; Ketchikan for National Register documentation; and Seward, Cordova, and Juneau for public education programs. (p1)

### **Monitoring and Evaluation**

The SHPO will monitor CLG's to assure that each continues to meet the requirements for certification and is satisfactorily conducting its responsibilities as a CLG. The CLG's will be monitored through annual reports, correspondence, telephone conversations, and when possible local visits. (p10)

Each CLG shall submit a written annual report of its activities to the SHPO, due in the spring for the previous calendar year. The annual report shall include information relating to HPC membership and meetings, planning, survey activity, inventory updates



for the AHRS, local project reviews, and participation in the National Register of Historic Places Program. (p10)

The SHPO will conduct periodic evaluations of each CLG to determine whether or not the local government continues to meet minimum state performance requirements for CLG's. If deficiencies are identified, the written evaluation will include suggestions to the local government for correction and a time frame for correcting them. The SHPO will provide training and technical assistance, as appropriate, to the CLG staff and HPC members to assist in correcting the deficiencies. If deficiencies are not corrected within the time frame established, the SHPO may take steps towards decertifying the local government. (p10-11)

### **Decertification**

If a CLG's historic preservation program is found to have major deficiencies after a formal evaluation or during the course of routine monitoring, the SHPO will advise the CLG that failure to correct the program deficiencies within six months may result in decertification. If improvement is not made by the end of six months, the SHPO will decertify the CLG and notify the Secretary of the Interior that the CLG is decertified. (p11)

The CLG may request voluntary decertification at any time by petitioning the SHPO in writing. After consultation with a representative of the local government, the SHPO will forward the written request for decertification to the NPS. Upon receipt of the NPS's written determination of decertification, the SHPO will inform the local government of the official date of decertification. (p11-12)

If a local government wishes to become recertified it must reapply for certification.

If a decertified local government has unfinished HPF grant(s), they will not be released from obligations under the federal HPF grant guidelines. A CLG grant may be terminated if the decertified CLG is unable to meet the terms of the grant. (p12)

## **The National Register of Historic Places Process**

Before the state proposes a nomination of a property within a CLG to the Keeper of the National Register, the SHPO will notify the chief elected official and the historic preservation commission (HPC) in accordance with 36 CFR 60, 36 CFR 61 and state procedures. This notification will ask the CLG for HPC review of the documentation and to make a determination of eligibility for listing on the National Register. When a nomination comes from the CLG, the recommendation of the HPC must be included with the documentation to SHPO. (p6-7)

When a nomination is made due to the property's architecture, the architect on the HPC or consultant must agree the property is eligible for listing under that criterion; the same is true for archaeological sites, the archaeologist on the HPC or consultant must agree to the placement of the property under that criterion. (p7)

A reasonable opportunity must be given for public comment on a nomination, including solicitation of comments from all local tribal entities. After all comments are reviewed, the local HPC will determine whether or not, in its opinion, the property meets National Register criteria. When the nomination is made through the state, the CLG will have 60 days from the time of notification from the state, to transmit in writing the determination of the HPC to SHPO. If the CLG does not provide a determination within 60 days, the SHPO may proceed with the nomination process. (p7)

If either or both the HPC and the chief elected local official recommend that the property is eligible for the National Register, the SHPO can proceed with the nomination process. If both the HPC and the chief elected local official determine that the property is not eligible, the SHPO may not proceed with the nomination of the property unless an appeal is filed in accordance with Section 101(c)(2) of the National Historic Preservation Act and 36 CFR 60. Any determination made by the CLG or recommendation from chief elected local official will be included with the documentation submitted by the SHPO to the Keeper of the National Register. (p7)

SHPO may delegate to a CLG any of the responsibilities of the SHPO pertaining to the National Register of Historic Places. Any delegated responsibilities will be performed in accordance with the requirements for the state. The SHPO may authorize

the HPC of a CLG to act for the Alaska Historical Commission (AHC) for the purpose of considering National Register nominations within the CLG's jurisdiction, provided the HPC meets the professional qualifications required for the AHC. (p7)

### **National Historic Preservation Act, Section 106**

Information for this was taken from "Section 106: An Introduction" by the National Preservation Institute.

One of the main responsibilities of the Unalaska Historic Preservation Commission is participation in Section 106 consultation. Section 106 of the National Historic Preservation Act 36 CFR Part 800 states:

The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any state and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. (p3)

The purpose of the Section 106 process is to accommodate historic preservation concerns with the needs of Federal undertakings through consultation, commencing at the early stages of project planning(p17). The Federal agency(s) involved in the undertaking is responsible for making the Section 106 review happen, to identify historic properties and the effect the project will have on them, negotiate to resolve adverse effects, and to make sure what is agreed on is done(p9). The review and negotiating during the 106 process is done by consultation with all interested parties. These parties include SHPO; state agencies responsible for projects that require review; local government; tribal or other native organizations; and any concerned parties with a demonstrated interest, legal or economic relation to the undertaking, or concern with effects on historic properties ie: local HPC or members of public. The Advisory Council on Historic Preservation oversees Section 106 review by: 1) issuing and overseeing regulations, 2) occasionally participating in the review, and 3) commenting on cases not resolved through consultation (p9-12).

If a property involved in an undertaking is determined to be eligible for the National Register, a determination must be made as to the effect the project will have on the property. An adverse effect is one that may alter, directly or indirectly, characteristics...that qualify the property for...the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Examples of adverse effect include when a property is destroyed/damaged, removed from its historic location, or there is introduction of visual, atmospheric or audible elements that diminish its integrity(p41).

If it is determined that the undertaking will have an adverse effect on a property the federal agency must enter into consultation to resolve the adverse effect. This consultation includes consulting parties already identified and involved in the process and any additional parties identified during the initial process. A memorandum of agreement (MOA) will be entered into with all consulting parties. The purpose of the MOA is to put into writing how the adverse effects will be resolved through mitigation. Mitigation can include avoiding impact altogether; minimizing effect by limiting the degree or magnitude of the project; rectifying the impact by repairing, rehabilitating or restoring the property; reducing or eliminating the impact overtime with preservation and maintenance activities; or compensating for the impact by replacing or providing substitutes. The federal agency is responsible for implementing the provisions of the MOA(p49-53).

## THE COMMUNITY

### **Orientation**

Unalaska city limits include both the communities on Unalaska and Amaknak Islands. (Often the Amaknak area is referred to as “the Dutch Harbor side.”)

The oldest section of the city is the settlement on Unalaska Island from the Alyeska Seafoods docks at the end of the townsite to the hilly mounds of the cemetery. This determination does not take into account the Aleut villages on the islands prior to Russian contact.

The gravel Front Beach road, running along Iliuliuk Bay, follows one of the oldest paths in the city. On the opposite side of the town, the Iliuliuk River flows from Unalaska Lake into the bay. The head waters of the river originate in the mountains above Unalaska Valley.

Near the head of the townsite, the Front Beach road originates at the site of the former Alaska Commercial Company store, runs past the Bishop’s House, the Russian Orthodox Holy Ascension Cathedral and on past the (former) Jesse Lee Home dormitory and the cemetery. The road then follows a narrow path between shore and rocky cliffs to Second Priest Rock and Summer Bay. Here in the sand dune area between beach road and Summer Bay Lake is a large midden site, dating back to 2,000 BPE (Before Present Era).

At Summer Bay, a narrow gravel road branches off of the main road. This 9-mile road runs along the lake and up the valley to a small pass that twists around and descends into the upper reaches of Unalaska Valley. This WWII-era road is maintained by the City of Unalaska for recreational purposes.

A privately owned road continues along the shoreline to Humpy Cove and then over a small pass to Morris Cove.

A paved road now runs through the center of the townsite of Unalaska and out into Unalaska Valley. The road, Broadway Street, runs from the end of the spit past several historic buildings and sites, including the Town Park, the Henry Swanson House and the Burma Road Chapel.

In 1943, the Army installed Fort Mears garrison's numbers two and five beyond Unalaska Lake high into the valley. The rapid military buildup quickly developed the valley, cutting roads and revetments, and erecting hundreds of support buildings.

By 1990, Unalaska Valley was divided into several housing subdivisions, including Williamsburg, Nirvana Hill, General's Hill, and Ski Bowl. Some of the names and buildings in these areas date from the 1940s.

Extensive development in Unalaska Valley from 1990 to present continues to reshape the area beyond the original townsite. Several "historic" neighborhoods have disappeared or been engulfed, including Williamsburg, Nirvana, and the now non-existent Ski Bowl community.

Leaving the old townsite and following the coast to the southwest, another gravel road leads into the narrow deep inlet of Captains Bay. The road ends at Port Levashef.

A two-lane bridge links Unalaska to Amaknak Island, sometimes called the Bridge to the Other Side. Before the bridge was built in the late 1970's, residents depended on private ferry services and personal skiffs or dories to shuttle between the islands. The main road, Airport Beach Road, runs from downtown Unalaska across this bridge and along Little South America (also known as Bunker Hill), past the WWII submarine base (now part of Harbor Crown Seafoods) and follows the shoreline to the airport. This stretch of road was first paved in 1996.

A two-lane gravel road continues on past the airport toward the Dutch Harbor spit, passing the Aleutian WWII Visitor Center (housed in the old Naval Air Transport Service's Aerology building), crossing the end of the runway, then on past the City Dock, and curves around to the Dutch Harbor Spit.

A secondary network of roads, most of them dating from the war, access more remote areas. Some of these roads are maintained and can be driven, such as the road leading up to Pyramid Valley.

Near the north end of Ballyhoo Mt., a gravel road turns left off the main road and switchbacks up to the Aleutian World War II Historic Area at Ulakhta Head. In 2005?? the National Park Service improved the road up to Ulakhta Head, improving accessibility by car.

**PLEASE NOTE: A permit from the Ounalashka Corporation is needed for most of these smaller roads and visitors are advised to contact the OC office for more information.**

Several WWII roads are no longer accessible by car, but make for interesting, and at times, challenging hikes. One of these “roads” is the 7-mile stretch linking Pyramid Valley with Unalaska Valley.

There are three main fish processing plants in operation on shore in Unalaska: Westward Seafoods, UniSea Seafoods and Alyeska Seafoods. Icicle Seafoods also operates via dockside barges along the inner curve of the Dutch Harbor spit. The large plants include numerous bunkhouses, apartment complexes, houses and dining facilities to accommodate their seasonal and permanent personnel.

A subdivision worth noting is that of Standard Oil Hill on Amaknak Island. Most of the wooden houses in this area date back to WWII. At that time, there were approximately 40 homes built during the war for officers and their families. There is a commanding view of Unalaska Bay from the hill. To the west and northwest, Hog Island is visible with the shores of Nateekin, Broad and Wide Bays off in the distance.

### **Land Ownership**

Unalaska Island is part of the Alaska Maritime National Wildlife Refuge, which includes islands along the entire Aleutian archipelago. As early as 1913, President William Taft issued an executive order declaring the region a Refuge Comprehensive Conservation Plan, the U.S. Fish and Wildlife Service selected portions of Unalaska Island for wilderness designation.

The Ounalashka Corporation (OC), the largest landowner in Unalaska, owns most of the land on Amaknak Island. OC is the local Native corporation created by the passage of the 1971 Alaska Native Claims Settlement Act (ANCSA). ANCSA resolved Native land claims in the State of Alaska and compensated native groups with more than 40 million acres of land. To manage these lands, ANCSA required the establishment of village and regional corporations. Prior to ANCSA, first the Navy and then the US Government General Service Administration (GSA) owned the land on the island.



In the 1960's, GSA sold some of the parcels to private interests. Local protest prompted several residents to file a civil lawsuit against the government to stop future sales. With the passage of ANCSA the remaining land on Amaknak Island and portions of Unalaska Island reverted to Native hands.

Ray will do a little about Methodists for this section

??

In recent years, the Ounalashka Corporation has sold additional parcels on Standard Oil Hill and other sections of Amaknak. Other major landholders include the Department of Transportation and the City of Unalaska. In 1985 the US Secretary of the Interior designated the entire island the Dutch Harbor Naval Operating Base and Fort Mears National Historic Landmark. Neighboring Hog Island is privately owned and leased.

Both the Ounalashka Corporation and private individuals own land on Unalaska Island. In the downtown area, more than 20 homeowners own their property by restricted deed. The deed stipulates that prior to the sale of a house the Bureau of Indian Affairs co-approves the contract.

In the 1970s the Aleutian Housing Authority provided 15 HUD houses to the Aleut community. Most of these houses are located near Unalaska Lake. Unalaska Valley is subdivided by privately owned plots and larger tracts purchased from the Corporation. The outlying lands along Unalaska Bay contain many 160 acre privately-owned Native allotment sites.

In ???, AHA constructed an additional x? homes on the Nirvana Hill subdivision.

With growth and stability, there has been a continuing housing shortage in Unalaska. Land is rarely for sale even in areas zoned for residential use, and as a result, most of the housing projects are tightly clustered.

Land available for public recreational use is also limited. In 1971, the city purchased a large parcel of land in Unalaska Valley for construction of Kelty Field. The area has been developed as a multi-use recreational area, that includes a softball field, barbeque areas, playground, running and bike path, tennis and basketball court.

## **Zoning**

The City zoning ordinance and map determine land use in Unalaska. New zoning and changes to existing zoning involve a series of public meetings and recommendations from the Planning and Zoning Commission and the City Council.

In the 1990s, a comprehensive project was undertaken to zone all of the areas within the City limits.

[\(Zoning map and definitions here\)](#)

There are approximately 27 miles of port and harbor and 80 square miles of industrial area in Unalaska (?). Historically, the hilly topography restricted the amount of flat building land. As the demand for land has increased, builders have leveled natural land barriers. Large scale machinery has blasted rock mountain sides, flattened hillsides, and pushed the sea back as projects dig deeper into the island and landfill extends the coastline.

Most of the shoreline on Amaknak Island has been zoned at the highest use category, Marine Industrial.

**With so much of the shoreline zoned for industrial construction, there are concerns by local residents that access to the water's edge and areas used for subsistence purposes and recreation will be restricted. There is also concern that with most of the Unangan archeological sites located along the coastline, they will be adversely impacted by construction.** (this was in the old plan- do we want to keep it?)

With the increase in coastline development, there should be encouragement or incentives to set aside resource sites for public and cultural use

## **VISITOR USE AND RESOURCES**

Visitors to Unalaska are usually on business trips, rather than sightseeing tours. The cost of airfare from Anchorage to Unalaska, as well as problems with travel due to the Aleutian weather, discourages tourism.

In the past decade, however, development of infrastructure and local services that can support tourism has resulted in an increase in the number of people who visit solely for the purposes of tourism.

A significant number of visitors are also relatives or friends of residents. Thousands of non-residents or temporary residents pass through Unalaska every year for work. These people come from all corners of the United States and from countries around the world. (I will get some statistics from Tammy Peterson.)

All of these visitors benefit from the historic resources available and from appreciation of the community and its history.

Some of the significant changes in infrastructure include the building of the 145-room Grand Aleutian Hotel in 1993 and the opening of the Museum of the Aleutians in 1999.

In the 1990s, the city also purchased the Henry Swanson house in downtown Unalaska in order to preserve it? The city made minor? Improvements at the time and the building was used for several years? for tours and to house the office of the HPC??

For years, the city had used the former WWII Burma Road Chapel as a community center. After construction of the new Parks, Culture and Recreation facility in the 1990s, the building was renovated and renamed as the Burma Road Chapel. The building is currently used by the city for a number of public events and houses the Unalaska/Port of Dutch Harbor Convention and Visitors Bureau and Unalaska Community Broadcasting.

The former WWII Aerology building was also converted into the Aleutian World War II Visitor Center and a national park affiliated area was created at Ulakhta Head.

Other additions to the community of historical interest include construction of a city Memorial Park at the base of the cemetery. Over the years, numerous monuments have been added, including several WWII memorial markers, a Fishermen's Memorial, a monument to the Bering Sea Patrol monument, the propeller from the *S.S. Northwestern*.

A memorial to the Aleut Relocation has also been placed in a small park area next to the City Hall building.

Archeological signs have been placed at midden sites at Summer Bay, Margaret Bay and along the Dutch Harbor spit, and there are plans for signage to be placed at significant WWII sites in the near future???

Large black-and-white photos from WWII have also been placed in relevant locations in building throughout the community.

A driving guide, “View to the Past,” highlighting WWI buildings and sites on Amaknak and Unalaska Island provides a wealth of information for visitors and is available through??

A variety of useful information is also available from local tour operators, the Ounalashka Corporation and in the annual Visitors Guide.

In addition to improvements in infrastructure and additions of resources, every summer the Qawalangin Tribe offers the opportunity for residents and visitors to learn about traditional culture, arts and life through their Camp Qungaayux^ program.

## **A. Historic Overview**

### **Pre-history**

### Russian Exploration and Settlement, 1759 – 1867

Russian presence in the eastern Aleutians began in earnest in 1759 when Stepan Glotov and his men aboard the *Julian* anchored off Nikolski on Umnak Island. The Unangan met them with spears hurled from atlatls. In the course of a three-year stay, his men explored bays on that island and the neighboring Unalaska Island. They departed in 1762 having secured a tentative truce with local leaders. With them went the nephew of an Umnak, a 15 year old boy baptized as Ivan Glotov.

During the next few years, the truce broke apart as crews of Russian vessels ignored local customs and boundaries. Ivan Bechevin and his men were particularly notorious for the “wanton violence” that led to Unangan offensive attacks.<sup>i</sup> A coordinated alliance between villages on Unalaska and Umnak islands was formed. During the winter of 1763-74, four Russia ships were destroyed: one at the Nikolski, one in Captains Bay on Unalaska, one wrecked on the north end of Umnak after escaping from Makushin Bay, and one on Unimak. Oral traditions related to these events continue into the 21<sup>st</sup> century among local Unangan. Of over 200 men, only a dozen survived. They were rescued near Nikolski in the summer of 1764 by Stepan Glotov and Ivan Solov’iev. Solov’iev had been on Glotov’s first expedition, and he had returned to the Fox Islands with his own ship.

Whereas Glotov was hesitant to move against the Unangan, Solov’iev and Grigorii Korenev, his lieutenant, made preventive strikes across Unalaska Island, from Konets Head on the south to Beaver Inlet in the northeast. Actual battle casualties remain

undetermined (and were probably exaggerated in popular literature), but the loss of any sizeable percentage of adult males along with the systematic destruction of weapons (defensive and hunting), baidarkas and baidars, resulted in widespread famine. This “scorched-earth policy” brought the Unangan to their knees.<sup>ii</sup>

Concerned over intrusion into northern waters by Spanish and British vessels, Catherine the Great authorized an expedition led by Petr Krenitsyn in 1764. With a second vessel captained by Mikhail Levashov, the expedition left Kamchatka in July 1768. Both Glotov and Solov’iev had been persuaded to accompany the expedition. Passing Unalaska, the ships continued to the tip of the Alaska Peninsula. Krenitsyn wintered at St. Catherine Cove on Unimak while Levashov returned to Unalaska and anchored in what is now called Captains Bay in his honor. With security assured by holding 33 Unangan as hostages, he spent the winter collecting information on local inhabitants. Drawings from this expedition convey the first images of Unalaska people and their homes. Detailed charts of Unalaska Bay were made by his navigator Iakov Shabanov.<sup>iii</sup>

Another expedition that left extensive records pertaining to Unalaska was that of Captain James Cook ten years later. In June and early July, and later in early October, 1778, his two vessels were anchored in English Bay for 30 days. Engravings and drawings by John Weber and William Ellis provide glimpses into a society on the edge of change. One of Weber’s original drawings, “A Woman of Oonalaska”, now resides at the Museum of the Aleutians. **Suggested art?**

The English referred to the Russian settlement in Unalaska Bay using variations of *Egoochshac*. For a brief period at the start of the 19<sup>th</sup> century it was called *Soglasiiia*



(Harmony) — the Harbor of Good Accord.<sup>iv</sup> This name may have originated with Solov'ev at the conclusion of the 1760 hostilities, but it became established after Nikolai Rezanov's July 1805 visit. A variation of the Unangan word *Iluulax*<sup>^</sup> was used through much of that century. It was spelled in various ways, usually as Iliuliuk and may have derived from *ilulix*, to round or skirt the coastline in a half circle.<sup>v</sup> As late as 1901 the U.S. Board on Geographic Names continued to refer to the village as Iliuliuk even though “Unalaska” had come into standard usage.

Ivan Solov'iev is credited with establishing Alaska's first permanent European settlement at Iliuliuk a few years before Cook's arrival, most probably shortly before he returned to Russia for good in 1775. Aleut tradition credits him with its founding.<sup>vi</sup> The settlement was consolidated by his successor Gerasim Izmailov, who brought Solov'ev's vessel, the *St. Paul*, back to Unalaska in 1776.<sup>vii</sup> Izmailov met Cook and the two shared information. Although several of Cook's crew, including Weber, visited the Russian settlement, Cook himself did not. The most famous description was written by the American John Ledyard, a corporal in the marines. The most complete account, however, was supplied by Thomas Edgar, master on the *Discovery*, who visited on October 15 and 16. Fedorova summarized his account:

The settlement included one dwelling, three warehouse buildings, and several structures where the Aleuts lived. The dwelling was built in an arched form with “American timber” and was well thatched with straw and dry grass. It was 70-75 feet long, 20-24 feet wide, and 18 feet high in the middle; the house was oriented east and west; the entrance door was

on the south side. The roof was covered by a net, the window on the east side was covered by mica. A wooden partition divided the house into two apartments, with a store-house in the western section, about 15 feet long. The east end of the house, with the window, was occupied by Russians of a little higher rank. There were plank-beds, covered by wolf, bear and deerskins. The rest of the Russians and Kamchadals slept on the floor on skins. In the middle of the house they prepared food in large copper kettles; smoke filled the whole house, for they burned dry grass because of the lack of firewood on the island.

This dwelling seems to have been of the barracks-storehouse type, adapted to the local climate and ecological conditions. It combined the elements of Russian and Aleut construction: the building was on the ground and the entrance from the side of the façade (unlike the ordinary Aleut houses, which were half underground with the entrance through an aperture in the roof), but the roof was arched, like the Aleut dwellings.<sup>viii</sup>

The first drawing of the village of Unalaska (suggested art) was made in 1790 by Luka Voronin, a member of the Billings expedition of 1785-1791. It shows nine barabara-like structures, three tents and what may be a log sided dwelling all clustered near the western tip of the Unalaska spit. There are nine wooden barrels, probably watercasks, on the beach. In 1778 the site was said to have two crosses, each about 10 or 12 feet high and painted white. They were situated at the eastern and western ends of the settlement about a quarter of a mile apart.<sup>ix</sup> Ledyard told Samwell that each cross had

“some figures & Letters carved on it.”<sup>x</sup> These were undoubtedly the Cyrillic or Greek letters initializing the name of Jesus Christ or the words “By this sign, Son of God.” This 1790 drawing shows a tall Orthodox cross, with a typical protective covering over its top, standing among the dwellings. A cross in the distance, near the creek, was said to mark the grave of a ship’s pilot. There are no other dwellings although in 1778 Ledyard said there were about 30 Unangan barabararas near the Russian settlement.

In 1806, G.H. von Langsdorff visited Iliuliuk as part of Rezanov’s expedition. The romanticized drawing “View of the Russian Settlement at Oonalashka” was made from Amaknak Island looking across the water toward the village. (is drawing available for use?) The settlement does not seem to have changed a great deal from 1790. There are slightly more than a half dozen barabara type dwellings visible and a scaffolding for drying fish. Two crosses with protective coverings can be seen in approximately the same positions as in the 1790 drawing. According to Langsdorff, Aleut homes continued to be entered from above while Russian dwellings had low doors on the sides.<sup>xi</sup>

Two years later the first chapel at Iliuliuk was constructed by the Russian-American manager for the Unalaska district, Fedor Burenin. It was dedicated to the Ascension of Christ and this name has been retained for all subsequent churches. (The Unalaska chapel was preceded by one at Nikolski, dedicated to St. Nicholas, built in 1806 by the Unangan chief Ivan Glotov, the godson of Stepan Glotov.) The Unalaska chapel appears in two 1816 drawings by Louis Choris, one from the sea and one from Haystack looking toward the bay. In both the village appears spread along a good portion of the spit. It is important to remember, however, that the present Orthodox church occupies the

same basic location as the 1808 chapel. Consequently, the land depicted in both drawings extends only from the church property to the wharf.

The drawing from the sea provides a detailed view of the village about 40 years after its founding. The chapel, a tall octagonal structure with an octagonal cupola, is at the eastern end of the settlement. Each side appears to have a single high window. Construction details are not shown, but it probably followed the standard practice.

The buildings of Russian America were constructed using techniques perfected by the end of the sixteenth century. The basic unit of each building was a “blockwork” frame formed of logs laid horizontally in the shape of a rectangle or octagon and fit together at the corners by interlocking notches. The logs were hollowed slightly on the bottom side so that one frame would fit snugly over the one below. The frames, or *vents*, were then placed on top of one another to the desired height, with moss or oakum packed between as insulation. These simple geometric units were sturdy and weatherproof and, as in the churches, could be combined in a variety of expressive building forms.<sup>xii</sup>

At least two graves are directly behind the chapel and a tall flagpole in front. There are five wood-frame buildings, all probably with thatched roofs, spread along the peninsula to the west. Three are basically square while a fourth is rectangular and has an arctic entrance. The building nearest the end of the peninsula is the longest and may have been a bunkhouse. Interspersed among these are 15 or more barabaras of various sizes.

While most of these are depicted only as elevated mounds, five have western-style doorways. It is not possible to tell which building served as headquarters for the Russian-American Company. At the western tip of the peninsula can be seen an Orthodox cross with the characteristic protective covering.

By 1824, when John Veniaminov arrived at Unalaska, a new era in Unangan history began. Veniaminov asserted that the steady decline in Aleut population (in the eastern Aleutians) reached its lowest point in 1822 when there were 695 males, 799 females, a total of 1,474.<sup>xiii</sup> Khlebnikov gave even lower totals of 1,448 (corrected from the text) for 1825 and 1,460 for 1830<sup>xiv</sup>—by which time Veniaminov says the population had started to increase. In 1834 Veniaminov found 682 males, 812 females, a total of 1,494. The undated table in the *Notes on the Islands of the Ounalashka District* showed 681 males, 832 females, a total of 1,513 (corrected from the text).<sup>xv</sup>

In 1829 Iakov Netsvetov estimated the total population for the Central and Western Aleutians plus the Commander Islands at 800.<sup>xvi</sup> This was close to Khlebnikov's 1827 figure of 351 males, 363 females, a total of 714 (plus 30 or 40 people absent on hunting trips from Attu and Amchitka.)<sup>xvii</sup> Adding Netsvetov's 1829 estimate [800] to Veniaminov's 1834 figure [1,494] the total Aleut population c.1830 was approximately 2,300.

How did this compare with the population of 1791? Using Sarychev's material, Veniaminov had estimated the population for the Eastern Aleutians at 2,500 for 1791. This included 14 settlements in the Andreanof Islands but omitted settlements in the Rat and Near Islands. There were small villages on Amatignak and Amchitka. (These had transferred to the Andreanof Islands by 1805.) The population in the Near Islands was

also relatively small. It is unlikely that the total population in the Aleutians exceeded 3,000 in 1791.

In her estimate of "the total Aleut population at the time of the Russians' arrival" Liapunova postulates that there were "7,500 to 9,500 people, or, in round numbers, 8,000 to 10,000 people, but no more."<sup>xviii</sup> Thus the Aleut population loss from the time of initial arrival of the Russians until 1791 was between 60 and 68 percent. The population loss between 1791 (3,000) and 1830 (2,300) was 23 percent. However, the total population loss up to 1830 was a reduction from between 7,500 and 9,500 to 2,300, or between 69 and 76 percent. At worst, about three-fourths of the population base had been lost.

Fedor Litke visited Unalaska in August 1827 and left this description:

The settlement of Iloulouk is the most important part of the Unalashka section. It is inhabited by twelve Russians and ten Aleuts of both sexes. [Note, these were only Aleuts employed by the company and this number does not show the total Unangan population.] Six buildings have been constructed there for use as warehouse, home of the director, home of the priest, the school, the hospital, etc. The other buildings are yurts made of wood and covered with earth. But in these yurts, which are even furnished with windows and fireplaces, we were surprised to find a cleanliness which would do honor to many houses other than just those at Unalashka. A short while before we arrived, a pretty little church, built of pine wood [spruce] from Sitkha, had been consecrated.<sup>xix</sup>

Friedrich Kittlitz, who accompanied Litke, made a drawing of one of the “most opulent” of the yurts or barabaras. In 1834 Veniaminov provided a description of the community.

The buildings here are: a wooden church with a bell tower, five wooden houses, and three wooden storehouses [*magaziny*], five houses covered with sod, and a cattle yard, all belonging to the company, which has an office here supervised by a manager, under whom are a clerk [*kontorshchik*] and three stewards [*prikazchiks*]. There are 27 yurtas belonging to the creoles and Aleuts. Residents here in 1834 were: Aleut males – 90, female – 106, total 196; beyond that, Russians and creoles – about 75, a total of 275.

Here, besides the office of the Russian-American Company, administering the entire district (with the exception of the Pribylov islands), there are: an elementary school, opened on March 12, 1825, which in 1834 was attended by 22 creole and Aleut orphans, a hospital for 8 persons under an assistant-surgeon [*fel'dsher*]; an orphanage for girls, which at present number 12; and the main cattle keeping [*skotovodstvo*] [station] of the company. Some of the company’s employees raise hogs, chickens, and ducks. Almost every husbandman has a kitchen garden, planted to turnips and potatoes, the last named giving from five to eight-fold returns. In 1833 the crop from all the gardens amounted to 120 casks [*bochenok*]. The church here, founded on July 2, 1825, in memory of the



Ascension of the Lord, and consecrated on June 29, 1826, is decorated inside with a fine iconostasy, with columns and carved gilded frames, the handiwork of the Aleuts themselves.<sup>xx</sup>

This church, and a good portion of the village, is seen in two drawings made in 1843 by I.G. Voznesenskii. The number of dwellings between the church and the western end of the peninsula had increased, and a few were now located east of the church. Voznesenskii provided a detailed drawing of a plank dwelling with a thatched roof. One other drawing showed the mill used for grinding flour. According to Khlebnikov, the dwellings were built of logs covered with earth. “But they are always kept clean,” he wrote, “and have stoves, thus enabling the resident to enjoy good health. The shortage of lumber will always be an important reason for keeping the buildings in good repair.”<sup>xxi</sup>

In 1848 Innokentii Shaiashnikov of St. Paul was ordained as a priest to serve Unalaska and the eastern Aleutians. Under the direction of Veniaminov (then Bishop Innokentii) he rebuilt the church during the years 1857-1858. Although photographs taken after 1867 show this building, no drawings or photographs of the community between 1843 and the early American period have been located.

### Transfer into American Hands

On March 30, 1867, the Treaty of Cession was signed. Russia was leaving North America to concentrate her military and administrative powers on territories closer to her immediate borders. Under the Treaty, Unangan were considered “civilized” and therefore

they were theoretically extended the rights of U.S. citizens. As Hiram Ketchum, Jr., the Collector of Customs in Sitka, wrote on November 25, 1868:

The Aleuts. . . have learned to read and write, have become members of the Greek church and regular attendants there, support families and generally behave as a civilized though inferior people. It is insisted by many of the officers here and, I confess, with great show of reason, that these Aleuts are not to be regarded as Indians in the light of most of our Indian legislation, but are to be looked upon as American citizens, rendered so by the treaty, and to be clothed with the franchise and the jury box whenever Congress may see fit to organize a territorial government in this region.<sup>xxii</sup>

In fact, however, full citizenship for most Unangan lay decades in the future.

The first assessment of Unalaska was made in September 1867 by men aboard the U. S. Revenue Steamer *Lincoln*. The ship was under the charge of Captain W. A. Howard, a Special Agent of the Treasury Department and the oldest captain in the Revenue Cutter Service. The vessel was commanded by Captain T. W. White.

In 1867 most dwellings at Iliuliuk were still situated on the lower half of the spit. As the decades passed the residences gradually came to be built further up towards the lake leaving the tip of the peninsula primarily a site for various sea-connected businesses. Captain Howard found thirty-barabaras, four "Russian" houses, two stone houses, and an excellent church. At this time all barabaras were entered through a door at one end. No

description of the Russian houses or the stone houses is provided by Howard, but a May 7, 1868, inventory of the "Buildings belonging to Hutchinson, Kohl and Company at Ounalaska," buildings which had belonged to the Russian American Company, Prince Maksutov (by then "Late Governor of the Russian Colonies in America") described seven of the nine buildings. All but one were one storied wooden structures with grass or sod roofs.

(is there a picture of the town from this time?)

1. Building No. 3, used for firewood storage, about thirty-eight feet long by sixteen feet wide.
2. Building No. 4, also used to store firewood, approximately thirty-five feet long by seventeen feet wide.
3. Building No. 5, used to store provisions, approximately thirty-six feet long by eighteen feet wide.
4. Building No. 6, a dwelling house, approximately forty-two feet long by twenty-four feet wide.
5. Building No. 7, another storehouse, approximately forty-five feet long by twenty-two feet wide.
6. Building No. 8, the Governor's dwelling, approximately thirty-six feet long by twenty-one feet wide.
7. Building No. 9, a blacksmith shop, a "one story house built of wood and mud combined."<sup>xxiii</sup>

The property of the Orthodox church at Unalaska was described in an inventory made by the Russian commissioner Aleksei Peshchurov on June 2, 1868.

1. The timber built church of Ascension, with the remains of the old church and grounds attached, 154 feet in the direction of the beach, and 112 feet in depth.
2. A plank sided house with thatched roof for the Priest, with out buildings and parsonage grounds - 252 feet in length along the beach, and 140 feet in depth.
3. A plank sided house with thatched turf roof for the priest's assistant.
4. A plank sided house with thatched turf roof for ditto.
5. Parsonage vegetable garden, near the flagstaff - 112 feet in length along the beach, and 70 feet in depth.
6. The Cemetery situated at the S.E. corner of the Bay.<sup>xxiv</sup>

Although Howard counted thirty-five barabaras, there were fifty-three in a report filed a year later by Frank M. Brown, an assistant special agent of the Treasury Department stationed at Unalaska. In addition to buildings owned by the church and by the firms of Hutchinson, Kohl and Company, there were two other trading firms: Little & Company, and Taylor & Bendel. Brown also listed twenty-seven "Aleutian houses with turf sides and turf roofs" and twenty-six "Aleutian houses with turf sides and straw roofs."<sup>xxv</sup>

### The Era of the Alaska Commercial Company, 1867-1891

The rush to fill the vacuum left by the Russian-American Company brought numerous individuals and hastily formed companies into the Territory. Many of them had their sights set on the Pribilof Islands where the annual harvest of fur seals was the one guaranteed source of wealth in Alaska. Over the course of several months, a powerful conglomerate centered in San Francisco was formed. Hutchinson, Kohl & Company had deep pockets and quickly purchased the bulk of the Russian-American Company's holdings. On October 10, 1868, this firm officially became the Alaska Commercial Company. With well-paid and well-placed lobbyists, the A.C. Company secured a lease from the federal government in 1870 for exclusive rights to the Pribilof Islands.

(do we have a picture, 1873-74??)

With large profits now guaranteed, the company began to edge out smaller competitors who had established posts at Unalaska and at other points in the Aleutian region. They also began the physical transformation of Unalaska and the Pribilofs. In 1873, under their general agent Alfred Greenbaum, the company built the first wharf at the tip of the village spit. It was seventy feet long and forty feet wide. That same year they erected three additional warehouses, and by February 1874 the Company House was being built. In front of it would stand a tall flag pole surrounded by Russian cannons. This two and a half storied building with back wings enclosing a small courtyard dominated not only the landscape but the social life at Unalaska for decades. It housed the firm's headquarters, the rooms of the general agent, a large dining room, a long hall for dances, and even a library.<sup>xxvi</sup> When William H. Dall visited Unalaska in July 1874,

he noted the new company house, some small frame dwellings for Aleuts, new fences, and a boardwalk from the "shore to the wharf — and various other improvements....

„xxvii

In 1870 Unalaska hunters secured between 300 and 400 sea otter skins a year. They received between \$15 and \$35 per skin.<sup>xxviii</sup> In 1872 "a good hunter" secured "from five hundred to a thousand dollars worth of skins."<sup>xxix</sup> The A. C. Company attempted to control sea otter hunting through a complicated system of recruitment and rewards. Loyal hunters were extended credit at the store. They were outfitted for hunting expeditions. The company built frame cottages at Unalaska and Belkovski for their best hunters at the same time that they were introducing this type of housing to the Pribilofs. The first four cottages at Unalaska were erected in 1874.<sup>xxx</sup> In 1878 there were said to be 15 frame cottages and 50 barabaras. Ten years later, George Wardman wrote that all barabaras had been "done away with."<sup>xxxi</sup> However, in 1895 there were still six inhabited barabaras, perhaps reflective of increased poverty as sea otter hunting declined. Frame houses meant considerable time and energy had to be spent securing fuel, primarily driftwood as few could afford coal. Coal that fell into the sea while being off-loaded was "fished" for by local residents for decades.

In October 1879 George Bailey drafted a detailed description of Unalaska in which he observed results accompanying the Alaska Commercial Company's virtual monopoly.

In a few years a change came; the traders of small capital went to the wall; the prices paid for furs went down to a living figure for those that

remained; the hunter's profits became correspondingly less, and, in order to keep up his income, he had to be more constantly employed. This constant hunting has reduced the number of animals in some localities, and today a large proportion of these people are very poor.<sup>xxxii</sup>

Unalaska Island Population 1878/1880		
Village	Greenbaum Census 1878	U.S. Census 1880
Chernofski	94	98
Kashega	76	73
Makushin	56	61
Biorka	140	139
Unalaska (Iliuliuk)	433	392
Total	799	763

In 1880 Rudolph Neumann became the general agent. He oversaw A.C. Company commerce throughout the Chain and the peninsula until his death at Unga in 1898. More buildings were erected by the company, including a laundry building that mirrored the size and shape of the company house. The company warehouses at the head of the wharf stocked merchandise to the rafters. They were two stories high and each housed dry goods, groceries, or fur. The fur house was probably the most impressive with bundles of baleen and “hundreds of hair-seal skins, some of which the hair had been shaved, the rest still retaining it.”<sup>xxxiii</sup> Upstairs over a thousand fox skins hung from the rafters. Sea otter pelts, of course, were the most valuable. The company also stocked walrus ivory, swans’ down, wolf, red fox, beaver, and muskrat. As there were few roads in the village and only paths between houses and the beach trail along the water’s edge, the company laid a



small railway track from the wharf to the store on the bay front. Employees shuttled merchandise back and forth from the warehouses to the store.

Although sea otter hunting began to decline, the early 1880s saw two major construction projects. In 1883 Bishop Nestor contracted with the A.C. Co. to build a residence for himself and a school building. The school, named after Fr. John Veniaminov, was to have boarding facilities for select boys from outer villages (the St. Sergius Orphanage). The residence and the school were designed by Mooser and Pissis of San Francisco. In early January 1961 the buildings, now connected into a single structure, caught fire. The school building was a total loss, but the bishop's house was saved. It remains the oldest original structure in Unalaska. (There may be remnants of older buildings incorporated or extensively remodeled into other houses.)

(before and after photos??)

**Occasional restoration attempts had been made, but in summer 2007, extensive renovation was done by**

The company also build a home for the priest, Innokentii Shaiashnikov. John Muir, cruising with the U.S. Revenue cutter *Corwin* in 1881, left an account of a visit with Shaiashnikov:

We called at the house of the priest of the Greek Church, and were received with fine civility, ushered into a room which for fineness of taste in furniture and fixtures might well challenge the very best in San

Francisco or New York. The wallpaper, the ceiling, the floor, the pictures of Yosemite and the Czar on the walls, the flowers in the window, the books on the tables, the window-curtains white and gauzy, tied with pink ribbon, the rugs, and odds and ends, all proclaimed exquisite taste of a kind that could not possibly originate anywhere except in the man himself or his wife. This room would have made a keen impression upon me wherever found, and is, I am sure, not dependent upon the squalor of most other homes here, nor upon the wildness and remoteness of Unalaska, for the interest it excites. He spoke only Russian, so that I had but little conversation with him, as I had to speak through our interpreter. We smoked and smiled and gestured and looked at his beautiful home.<sup>xxxiv</sup>

Through joint sponsorship by the Orthodox church and the A.C. Company, schooling was made available to the community. There was no regularity, however, because the company was not obligated to sponsor a school (unlike their obligation to do so in the Pribilof islands) and the church felt schooling was now the responsibility of the U.S. government. In 1885 the first government teacher, Solomon Ripinsky, arrived for one year. He taught in a room supplied by the company. In 1889 John and Mary Tuck arrived. John was hired as the government teacher and Mary was to be the head of an unbuilt “industrial school” called the Jesse Lee Home. They began working, like Ripinsky, in a facility rented to them by the A.C. Company. The 1890 census description of Unalaska was far from complementary:

(do we have old photo?)

Fully two-thirds of the buildings at Unalaska are the property of the Alaska Commercial Company, as well as the wharf and the water supply, pipe line, and pump. In addition...[there] is a Russian church, somewhat out of repair, with parsonage and school-house, and some private dwellings.... A small customhouse has been allowed to fall to pieces.... The only government building at Unalaska in a serviceable condition is a coal shed of limited capacity, in which fuel for the use of the revenue marine is stored. Among the native dwellings but 4 or 5 of the old sod houses remain.<sup>xxxv</sup>

This description suggests that the bulk of the community lived in frame houses. A few of these homes, notably the Walter Dyakanoff house, survive today. In 1890 the contract to harvest the Pribilof fur seals was awarded to the North American Commercial Company. This firm built an impressive headquarters at Dutch Harbor, including a dock, a store, a hotel, and warehouses. They soon became effective competitors for the A.C. Company. Molly Brown, the wife of one of the N.A.C. Co.'s general agents, Joseph Stanley Brown, was a daughter of the late President Garfield. She was noted for her hospitality and became a friend of the Jesse Lee Home. The 1890s saw the Alaska Commercial Company begin to reduce its widespread empire. A dramatic decline in the sea otter population was accompanied by the closure of most of the company's village stations.

For several years the members of the Orthodox congregation had recognized the need to upgrade or replace their church. In 1884 Father Nicholas Rysev, who had become

the priest at Unalaska following the death of Father Shaiashnikov, secured permission from the Holy Synod in St. Petersburg for construction of a new building. In 1893 he was transferred to St. Paul Island and his place was taken for a year by Hieromonk Mitrofan, who had arrived to teach in the Russian school. On June 2, 1894, Mitrofan signed a contract with Rudolph Neumann for the A.C. Company to construct a new church on the same site. It fell to Father Alexander Kedrovsky, a graduate of the Vologda Theological Seminary in Russia, who arrived in 1894, to oversee the two-year project. In September 1894 the first chapel, dedicated to St. Sergius of Radonezh, was consecrated. In January 1895, the chapel on the bay side, dedicated to St. Innokentii of Irkutsk, was consecrated. The main altar was consecrated on Aug. 18, 1896. With three altars and a nearby residence for a bishop, the Church of the Holy Ascension was technically a Cathedral. It rose over the landscape with a primary nave over 37 feet wide and 63 feet long. The two auxiliary chapels gave the building its distinct cruciform shape. The entrance was beneath a bell tower that rose over 50 feet at the western end of the building. Octagonal cupolas graced the bell tower and the pyramidal roof over the main chapel.

In 1884 and again in 1887 Rudolph Neumann, acting for the A.C. Company, filed maps indicating the company's claims to land that lay between the church and the western end of the spit. It also claimed a pasture lying east of the main residential cluster of *barabaras* in the village. In 1891, however, territorial Governor Lyman Knapp claimed the eastern tip of the spit for a thousand feet for government use. This included land occupied by many of the A.C. Co. buildings. (The government would take no actions regarding this land until 1906.) In July 1891 Neumann had the A.C. Co. property claims again verified by Ivan Petroff, then a U.S. deputy surveyor. On July 18, 1891,

John Tuck sent a hand-drawn map to U.S. Commissioner of Education William Harris showing land that he requested be set aside as a reservation for the Jesse Lee Home.<sup>xxxvi</sup> The site covered fully half of all the inhabitable land on the peninsula. Its western border was the barn and cattle yard of the A.C. Co. It extended east to the base of a mountain and the shores of the large Unalaska Lake that separated the peninsula from Unalaska Valley. Tuck said that the property totaled between 15 and 20 acres, and he asked Harris to send the request to the appropriate official in the Department of the Interior. No action was taken on this request and a year later Neumann had about 3½ acres surveyed for the Home at the request of the visiting national secretary of the Woman's Home Missionary Society. Later, about 5 acres were added, and the total 8½ acres were set aside as a school reserve. From 1889 to 1892 the school was operated under a contract between the government and the missionary society and this produced confusion between the public school and the sectarian Jesse Lee Home.

In the fall of 1895 materials for a school building and for the Jesse Lee Home arrived. Poor construction, however, meant that neither building was usable until 1896. Once again, Tuck made a request for title to land for the Home and for the public school. Neumann protested when he realized how much land was being claimed. His letter shows the imbalance of land ownership between commercial/religious institutions and the general public. He estimated the land in the townsite to be 96 acres.<sup>xxxvii</sup> If the Home received title to all the land it wanted at the eastern end of the peninsula, he wrote, "an extension of the town would be an impossibility." It seemed ludicrous to him that the government would allow 25 acres to be tied up "for school and mission purposes." The A.C. Co. itself claimed only 26 acres. His computation of the 96 acres included his

company's 26 acres, eight acres for the school and 25 for the mission, three acres claimed by the Orthodox Church, six acres claimed by the government (including the custom house), and 26 acres of river, lake and mountains. This left only two acres for the entire local population.

The gradual and somewhat haphazard replacement of barabaras with frame buildings is seen in photographs (suggested art?) taken in 1884 by Hartmann and Weinland, missionaries on their way to the Bethel region, and by an illustration in Sheldon Jackson's 1886 *Report on Education*.<sup>xxxviii</sup>

#### The Revenue Cutter Service and the Bering Sea Patrol, 1891-1911

In the mid-1880s pelagic sealing began to cut into A.C. Company and government profits from the Pribilof seal harvests. In 1880 there were 16 vessels hunting seals on the high seas and this number remained fairly constant until 1886 when it increased to 34. In 1889 there were 68; in 1891, 115; and in 1892, 121 vessels were counted. Of these, nine were of unknown nationality, 46 were American, and 66 Canadian.<sup>xxxix</sup> With rare exceptions, up through 1885 only one U.S. Revenue cutter was sent into the Bering Sea each year. Beginning the next year, two cutters were in Alaskan waters. This increased to three in 1890 and to four in 1892. In 1895 the Bering Sea Patrol was formed and from then on, with few exceptions, five or more cutters were to be found north every summer. For the U.S. government, Alaskan waters in the Bering Sea extended beyond the traditional three miles off-shore and revenue cutters were sent to seize any vessel hunting for seals. The first seizures were made in 1886 by the Revenue Cutter *Corwin*. Of course, Canadian and British government officials were outraged, and the resulting protest by the

British government led to a tribunal of arbitration held in Paris in 1893. The tribunal ruled against the United States although regulations were proposed to safeguard the fur seal including a 60-mile safe zone around the Pribilofs.

Along with diminished profits from sealing, economic conditions worsened as the sea otter population plummeted. In 1897 the commanding officer of the Bering Sea Patrol Fleet published his report on sea otters. C.L. Hooper detailed a devastating decline with predictably profound results for Aleut communities. In his 1898 report Governor John G. Brady recommended that otter hunting be entirely prohibited. The prohibition came about gradually, and in 1911 sea otter hunting was banned by a treaty signed by the U.S., Britain, Russia, and Japan.

Poverty had been growing throughout the Chain. Reports from the Revenue Cutter Service for the years 1910-1913 convey a horrific picture. Pervasive sickness and general ill health, the result of prolonged poverty, were observed by the service's medical officers. At Unalaska, where conditions were better than in any other village, there had been 125 births and 171 deaths between 1900 and 1910.<sup>x1</sup> Although relief was attempted by the Bering Sea Patrol through distribution of seal meat and oil from the Pribilof Islands, conditions forced residents of smaller villages to move into Unalaska. Nevertheless, the Unangan population of Unalaska Village itself declined, reaching 289 in 1912.

The Klondike and Nome gold rushes resulted in Unalaska being used as a fueling and staging point. The first vessels bringing gold from the Klondike, the *Excelsior* and the *Portland*, stopped at Unalaska on their way to San Francisco and Seattle in 1898.

**Among other things, they picked up one of the Jesse Lee Home missionaries and**

**seven children headed to schools in the states.** When the vessels reached their destinations, they were greeted by crowds and soon the stampede north began. Although most gold seekers went over mountain passes into the Canadian Yukon Territory, a few thousand went by ship. They congregated at Unalaska in the spring in order to reach the Yukon River the moment it was navigable. Sternwheelers were assembled by different firms all around Unalaska: at Huntsville in Captains Bay, on the beach in front of the Jesse Lee Home, in front of the A.C. Company, and at Dutch Harbor. These vessels were taken to St. Michael for use on the Yukon River. As the Klondike rush was peaking, the first gold discoveries were being made on the Seward Peninsula. The Nome gold rush exploded over the next two years and brought new waves of hopeful prospectors north. Ships left Seattle and other West Coast ports in May. After unloading freight at Unalaska, they remained until the northern ice had dispersed, usually in early June. The streets of Unalaska and Dutch Harbor were clogged with hundreds of men. At Dutch Harbor, the North American Commercial Company operated a bar at “Ye Baranov Inn.” (The stone fireplace from this building was moved, stone by stone, into the officers’ club during World War II. It was subsequently destroyed.) A trail led from there across Amaknak Island to where a ferry carried people to Unalaska for 50 cents. Halfway along this trail was a convenient saloon, while at Unalaska itself there were four more, “running wide open where unlimited quantities of rum are on sale with the implements for carrying on the various gambling games in plain view to the passer by.”<sup>xli</sup> None of the establishments were properly licensed. In late June 1900 it was estimated there were more than 8,000 people on the beach at one time and that 5,000 people had watched a ball game on an improvised field.<sup>xlii</sup>



As quickly as the flood of gold-seekers appeared, it vanished. In 1909 a visitor to Dutch Harbor found the North American Commercial Company complex almost deserted. “Only here and there one sees a human being in the settlement,” wrote a visitor, “of which some stray horses, dogs, pigs, and fowls seem to have taken possession; we feel as if we were in a fairy tale; we are in a city of the dead.”<sup>xliii</sup> The company stationed a caretaker at their store and sold or gave everything away. The grand piano from the hotel went to the Jesse Lee Home where it was found to be almost worthless.

[For an excellent view of Dutch Harbor at its busiest, see pages 30-31 in *Historic Mooring and Dock Sites, Unalaska, Alaska*, Unalaska Historic Preservation Commission Survey, 1993. The photo is identified as AMHA, #B72.27.155-56.]

By 1910/1912 the village of Unalaska had a multitude of wooden buildings. (photo?) Forty-four of these were identified by Henry Swanson using a photograph taken by Noah Davenport, the public school teacher.<sup>xliv</sup> Among the important structures that had been recently built were the marshal’s house and jail (1904), the boys’ dormitory at the Jesse Lee Home (1903), the Applegate home, and the Levigne home. Of these, the Levigne house and the boys’ dormitory survive to the present. There were at least two pedestrian bridges crossing Iliuliuk River. Water was supplied through a variety of ways. The Iliuliuk River was kept as clean as possible and individuals hauled water from it during all except the weeks when salmon were migrating. The A.C. Company had a small reservoir on Haystack and pipe water to their store as early as 1878. The Jesse Lee Home originally piped water from the lake but later built a reservoir on the hills opposite their property. There was a reservoir erected on the land presently occupied by the City Hall and the Iliuliuk Clinic.

In August 1911 a Naval wireless station was opened on Amaknak Island at a location then known as Chy Town (a name that is no longer recognized), near the lake that supplied water to the North American Commercial Company complex. The project had first been presented to the secretaries of the Navy and Treasury in 1908 as “a great convenience for the Nome and Bering Sea fleet, permitting them to keep in touch with the land in this section of their route.”<sup>xliv</sup> As with many construction projects at Unalaska, this one got off to a rocky start. On October 16 a terrific storm toppled both wooden towers. Service was not interrupted for long, however, as the men at the station used a kite with a very long wire to receive and send messages. “They say it worked beautifully while the wind lasted,” wrote the school teachers.<sup>xlvi</sup> The towers were eventually replaced with steel ones. D. Colt Denfeld has explained the development and significance of this station.

Between 1912 and the 1930s, the Naval Radio Station (photo?) experienced expansion and improvements. By 1932 the facility had grown to about five structures including a cottage, a powerhouse constructed of concrete, wood frame pumphouse, paint locker, coal shed and a two-story brick apartment house. The two-story apartment house constructed in 1931-1932 for families at the Radio Station was unique as the only brick building in the Aleutians. It contained six four-room apartments that became housing for Navy Chief Petty Officers in World War II.

The acquisition of land for the Naval Radio Station had an impact beyond that of a radio station. This real estate set the foundation for the

early pre-war construction and the existence of a naval reservation with available land at Dutch Harbor was one of the factors in the selection of Amaknak Island for the World War II bases.<sup>xlvi</sup>

#### The Fox Trapping Years, 1912-1941

Fox farming in Alaska began in 1882 when the U.S. Secretary of the Treasury began leasing islands.<sup>xlvi</sup> It arrived in the Aleutians when Samuel Applegate applied to take 20 blue fox from St. Paul in 1894. In the fall of 1897 he placed 13 blue fox on Samalga Island, off the southern tip of Umnak. He later put fox on Skagul and Ogliuga.<sup>xlvi</sup> Applegate had come to Unalaska in 1881 as a sergeant in the Signal Service, but left the service when they wanted to transfer him. He became a successful sea otter hunter with his schooner *Everett Hays* and actively opposed the closure of the hunt. Although he did well with fox farming, he put his business up for sale as otter hunting declined.

Fox trapping became the dominant economic enterprise until the late 1930s. Individuals and villages could lease an island from the government for a nominal fee (usually \$25 a year), remove any indigenous fox and stock the island with blue fox. After a couple of years, trappers would go out, usually after Russian Christmas, and spend a few months collecting pelts. Villages such as Atka and Nikolski (frequently working in conjunction with outside firms) were able to lease productive islands. Unalaska as a Native village had a more difficult time and never achieved the success experienced by other communities. By 1931, arctic fox had been released on at least 86 Aleutian islands.<sup>1</sup>

During the first half of this period, there was no unified village government at Unalaska. The Unangan community was under the supervision of a chief who was assisted by subordinates. Alexei Yatchmeneff had been elected chief in 1902. A remarkable leader, he was admired by all and consulted by representatives of the Revenue Service (after 1915 the U.S. Coast Guard) and government officials. There was a territorial or federal presence represented by a deputy U.S. marshal, a deputy U.S. commissioner, and the public school teacher. The teacher frequently served as commissioner. There was, however, little continuity in these offices. A few, such as commissioner Nicholas Bolshanin, married locally and established homes. Others, like Nicholas Gray, were employees of other firms (in his case, the A.C. Company). Medical services were provided by Dr. Albert Newhall of the Jesse Lee Home and by visiting Coast Guard physicians.

In the 1920s and 1930s a wider sense of community developed. As Alexei Yatchmeneff aged, more and more newcomers began to assume what were often self-appointed leadership roles. A territorial game warden was stationed here in 1920. Jack Martin arrived, first as a businessman and later as deputy commissioner. George Gardner, district superintendent for the Southwestern School District of the Bureau of Indian Affairs, had his headquarters here. He and his wife were active in fox trapping and other commercial pursuits including the Blue Fox Theater. Charles Hope, who had worked in the Pribilof Islands, arrived and established a home as did R.B. Patterson, Adolph Matson, Kenneth Newell, Carl Moller, John Fletcher, and others. Men with interests (frequently fox trapping) in other areas of the Chain, men like Hugh McGlashan, A.C. Goss, and Howard Bowman, also had ties to Unalaska. A local Red Cross chapter had

been formed during World War One. A “Democratic Club” was active in Territorial politics. Several local men had served with the military during World War One, and under the leadership of Charles Hope a chapter of the American Legion was established.

In 1932 approval was given for the Bureau of Indian Affairs to construct a hospital on land set aside as a Coast Guard reservation. It opened the following year with Dr. W.R. Collette in charge. In September 1934 a new four-room school building was erected. The school population had recovered from the loss of the Jesse Lee Home children which had been moved to Seward in 1925.

Along with the arrival of government representatives and a seemingly permanent non-Unangan population, came the need to define property borders. Originally, according to Henry Swanson, this was done by individuals fencing what they considered to be their own yards. As mentioned earlier, a few institutions, like the A.C. Company and the Jesse Lee Home, had surveys made of their property. In 1923 The Woman’s Home Missionary Society finally received title to the Jesse Lee Home property via a deed granted by the U.S. government on October 15.<sup>li</sup> In 1935 Alexei Yatchmeneff filed incorporation papers for the Unalaska Orthodox Church, in large measure to protect their property.

The A.C. Company continued to dominate local commerce although a few smaller mercantile firms set up shop occasionally. During the late 1920s and early 1930s a herring fishery experienced a boom at Unalaska. Salting plants were established at various points on Amaknak Island. In 1929 five salteries and three floating processors were in operation. By 1934, the fishery had declined. It was briefly revived two years later.<sup>lii</sup>

Military interest in the Aleutians was put on hold under the Treaty of Washington, negotiated in 1921-1922. Beginning in 1931, however, there were four expeditions into the Chain to determine its strategic importance and accessibility. As war became more certain, a survey was made of Amaknak Island and the Chernofski area in June 1940. That September construction for the Army and Navy began on Amaknak under a Naval contract with Siems-Drake-Puget Sound Company. The pace of construction picked up gradually as issues between the Navy and Army were resolved and land became available through purchase or government transfer.

#### War and Recovery, 1940-1961

The impact of World War Two on Unalaska cannot be underestimated. There were four fundamental events. First, the landscape was altered as roads were built, a runway was blasted from the side of Ballyhoo Mountain on Amaknak, and military bases and outposts were erected throughout Unalaska Bay but especially on Amaknak Island and in Pyramid and Unalaska valleys. Military policy showed little sensitivity for historic Unangan sites as it reshaped the island's topography to build roads, tunnels, artillery magazines, offices, and underground hospitals. Reportedly, construction projects destroyed three archaeological sites on Amaknak Island and the construction of a military road severely damaged a fourth. At Eider Point, the mounting of several large Panama gun emplacements ruined archaeological material. Private residences and the Holy Ascension Church were left basically intact, but just the sheer number of military personnel on the islands made it impossible to protect the area from the curious. The

downtown area was also the obvious choice to build numerous bars, restaurants, and liquor stores that prospered from the thousands of construction workers.

Second, the village was organized into a first class city. Following Alexei Yatchmeneff's death in 1937, the Unangan community elected William Zaharoff as chief. He supported the incorporation of the village and was the first to sign a petition for incorporation that circulated in the fall of 1941. Following a vote on the issue on December 23, the order for incorporation was issued on March 3, 1942.

Three months later, the third event occurred as Japanese forces invaded the Aleutians and bombed Amaknak and Unalaska Islands on June 3 and 4. The residents of Attu were taken captive. The outbreak of hostilities resulted in an immediate increase in military activity. (For details see Jeff Dickerell's *Center of the Storm: The Bombing of Dutch Harbor and the Experience of Patrol Wing Four in the Aleutians, Summer 1942*. Museum of the Aleutians. 2002)

By the middle of July, the fourth and most traumatic event saw the removal of **Unangan/Unangam** civilians from Unalaska, St. Paul, St. George, Atka, Nikolski, Akutan, Kashega, Biorka, and Makushin. The last to be evacuated were 137 Unangan from Unalaska who left aboard the *SS Alaska* on July 22. Although the departure was not unexpected, the people from Unalaska were given only 24 hours to prepare and were allowed to take only what they could carry. This meant the bulk of family possessions were left behind. The relocation camps to which the people were brought varied from abandoned mining camps to former Civilian Conservation Corps camps. They were alike in their isolation, their lack of basic amenities, and their neglect by government officials. They differed only in the types and degrees of hardships experienced. The Unalaska

people returned in April 1945 to find their homes in ruins. Neither the few Unangan who had remained to work for the military nor the far greater number of non-Native men who had permanent residence in the community had been able to prevent the extensive looting that accompanied the ravages of weather on unprotected buildings. In 1944 Verne Robinson, deputy U.S. marshal, inspected 34 of 38 homes and found all of them damaged. After the return, a superficial claim process was initiated that did little to repair homes or replace fishing and hunting equipment. Nothing could compensate the lost family icons, photographs, musical instruments, or the elders who had died under the hardships of the evacuation. In 1980 the Commission on Wartime Relocation and Internment of Civilians Act began formal investigations that led to a reparations settlement eight years later.

The military gradually withdrew leaving a greatly reduced community among thousands of empty buildings that crowded Amaknak Island and fanned out in valleys on Unalaska Island. Much of the pre-war architecture was irrevocably damaged. Cabanas, 16 by 20 foot structures, were towed into town on skids and converted into housing. The military water system was retained. The local government was broke and there was next to no employment. A decade of economic depression set in.

In 1954, as the last contingent of military personnel was leaving Dutch Harbor, Unalaska's mayor, Walter Dyakanoff, wrote to the governor about the possibility of the community acquiring some of the surplus property, utility systems, and lumber being left behind. "Up to now," he wrote, "the majority of local residents have had no year-round employment and only low-income seasonal jobs." Among the jobs was employment in the Pribilof Islands during the fur seal harvests. Nevertheless, Dyakanoff held out hope



that “the area’s great potential for economic and populational development” would become a reality.<sup>liii</sup>

**The Bureau of Indian Affairs hospital was in use until it was hit by a stray bomb on June 4th, 1942.** A new hospital was never reestablished. Health care was dependent on occasional visits by the *Hygiene*, a vessel of the Territorial Department of Health. Mail service was supplied by Captain Nels Thomsen of the *Expansion*. The Northern Commercial Company, successor to the A.C. Company, operated its branch at Unalaska and renamed its company house the “Williwaw Hotel.” E.E. “Pop” Hortman operated a café, store, and rented a few apartments.

Communication with the “outside world” was the business of the Army’s Alaska Communications System. Originally opened at Fort Mears on Amaknak Island on April 10, 1942, it began moving to the “Unalaska side” in 1947. The complement of men was small and the move took two years. According to their monthly news bulletins, Unalaska’s population was about 150 in 1949. Ten years later it had climbed to 170.<sup>liv</sup> By 1959 Reeve Aleutian Airways was serving the community with flights twice a week, “weather permitting.” In June 1962 A.C.S. was transferred to the U.S. Air Force after 62 years under the Army.<sup>lv</sup>

In 1964 the Coast Guard changed the Bering Sea Patrol to the Alaska Patrol to reflect its larger area of service. The Aleutians in general, and Unalaska in particular, however, had lost whatever importance World War II had given them. They had, quite literally, moved off the map. The map for the chapter on Western Alaska in *McKay’s Guide to Alaska* for 1959 omits the Chain entirely. An insert (so frequently home to the Aleutians) was occupied by a map of the Alaska Highway.

## The Boom and Bust Crab Years

A few more revisions here, please???-Ann

Following World War Two,(no not until the 1960s) the **Bering Sea (also Gulf—you first start talking about Kodiak and Sand Point..)** king crab industry began in earnest. Lowell Wakefield was the son of Lee Wakefield who had been in the salmon and herring business for many years. During the war, Lowell ran his father's herring plant on Raspberry Island, near **Kodiak**. According to Jim Siberg, Wakefield had lots of time to think. "Not much to do, you know," he remarked in 1981. "So he developed the idea of having this catcher-processor which would harvest the creatures."<sup>lvi</sup> Beginning with a leased vessel, the *Bering Sea*, he soon had his own ship, the *Deep Sea*, built in Tacoma. Business was initially slow. "It was kind of touch-and-go there for a long time," said Siberg, "because nobody was buying the stuff. They didn't know what it was." Soon the major population centers, New York and Los Angeles, became primary marketing targets. Other early fishermen included Bob Resof, Harry Guffy, and Ed Shields. In 1953 Siberg opened a shore plant at **Sand Point** for Wakefield. That same year the Japanese began fishing the Bering Sea in earnest, using tangle gear.

In November 1963 Nels Thomsen brought the *Bethel #1* within the Unalaska city limits and began processing crab. In February 1964 Jenabe Caldwell approached the city about incorporating the crab cannery he had started in Captains Bay. (He and his wife Elaine had begun by canning salmon by hand in 1954 and had gradually expanded into king crab. In 1963 they had attempted to sell the cannery and eventually leased it to New England Fisheries.) Because the plant was outside the city limits, the raw fish tax he paid

went directly to the State and the town did not benefit. The city began to actively consider an expansion of its boundaries to include portions of Captains Bay, the watershed region in Pyramid Valley, and possibly Amaknak and Hog islands.

Pan Alaska Fisheries (PAF) began around 1958 or 1959, according to Siberg. In May 1965 they purchased the town dock and several warehouses from Carl Moses, who had bought this property from the Northern Commercial Company. PAF had actually occupied the property for at least a fishing season prior to the close of the sale. They built a plant and began processing crab. By 1973 there were seven king crab producers within the city. Universal Seafoods (UniSea) started operations in the early 1970s. In 1974 the American partners joined with Nippon Suisan Kaisha to convert a World War II liberty ship into a crab processing barge. The “UniSea” began processing at Unalaska in 1975. **(there were two liberty ships here- the Vita and the UniSea- the Vita sank on its way to Asia to be scrapped, the UniSea was moved to St. Paul for processing, then also sank when being moved)**

Housing, health care, education, roads, water and sewer — the challenges facing the city were endless. In 1966 the mayor, Verne Robinson, heard from Senator Earnest Gruening that the Navy was soon to release Amaknak Island, except for the airstrip and the Standard Oil holdings. Over the next several years, the city pursued acquisition of portions of this important island as the General Services Administration began to sell sections of the island. The city was critically short of funds, however. Taxes were generally \$100 for all lots and \$150 if the lot had a residence on it. Businesses were taxed according to a rough estimate of their value. The most famous (or notorious) structure in Unalaska during the king crab boom was the Elbow Room bar. This opened shortly after

Dec. 11, 1965, when the community voted (49 to 32) to allow the sale of intoxicating liquors within the city limits. In 1967 the council passed a resolution authorizing a city owned and operated retail liquor store in hopes the revenue would provide enough funds to hire a policeman and meet other civic needs. (This plan ended when its primary advocate was not re-elected as mayor and subsequently opened the liquor store as a private enterprise.) In 1968, Nels Thomsen, then mayor, forecast a period “of almost complete lack of employment in the King Crab industry” with a “financial disaster” soon to overtake the city. Nevertheless, the city struggled on, and in September 1969 the council hired a city manager on a six month trial basis. Robin Fowler was an efficient manager and over the next three years he put the city on a sound fiscal foundation. By May 1973, the total valuation of the community was \$5,275,144.00.

Beginning in April 1974, with three large processors in business (Vita Food Products, Wakefield Fisheries, and PanAlaska Fisheries) the city instituted a tax on the \$25 million per year that passed through from the sale of fishery resources, mainly king crab. Originally, however, the tax was levied on the buyer, rather than the seller, and so the tax fell short of its intended aim. This was soon revised and a sales and use tax went into effect.

The questions surrounding land, always a complicated matter, became more complex when Congress passed the Alaska Native Claims Settlement Act (ANCSA) in December 1970. In January the GSA sale of land on Amaknak Island was stopped by an injunction resulting from a suit brought by three elderly Unangan (Nicholai Peterson, Anfesia Shapsnikoff, and Henry Swanson). The resolution of land ownership on Amaknak was not resolved until the Ounalashka Corporation was incorporated in July

1973 as the local corporation under ANCSA. This corporation gradually received title to most of Amaknak Island. A new and powerful player had entered on the scene.

In 1979 Alaska Statebank opened temporary facilities in the Unisea Inn and began constructing a permanent branch in what was called “the Unisea Mall.” This was located on property Unisea had purchased from Nels Thomsen. In 1980 the *Unalaska/Dutch Harbor Bridge to the Other Side* was opened and people could travel freely by automobile between the two islands. Before that a passenger ferry operated with limited hours. Prior to the completion of the bridge, many people considered Unalaska and Dutch Harbor as two separate communities, each being *the other side*. (Shortly after the city annexed Amaknak Island, the dozen or so residents petitioned to have the island removed from the city.)

During the peak years of the king crab boom, the city attempted to control the development of the fishing industry so as to benefit the town. In 1970, Margaret G. Fritsch, a planning consultant for the State of Alaska, prepared a set of zoning ordinances. The various ordinances enacted in 1942 had gradually been rescinded or forgotten. She also wrote a “comprehensive plan” for the city. This seven-page document was followed in 1973 by a report that was slightly longer (31 pages) — the “Unalaska Preliminary Development Plan,” written by John Brown, an intern from the Western Interstate Commission for Higher Education (WICHE) in Boulder, Colorado, who served as a temporary city manager. (Another WICHE intern, Frank Mielke, prepared a city Code of Ordinances to conform with Title 29, Alaska Statutes.) Four years later, another plan, the “Recommended Community Development Plan,” was prepared by Tryck, Nyman & Hayes of Anchorage. At 165 pages it attempted to address the multitude of

changes occurring in the city. In 1973 this firm, as part of a water and sewer study, had predicted that by 1990 Unalaska would have 931 residents. The U.S. census for 1990 showed the Unalaska population had actually grown to 3,089. Given the demographic unpredictability, planning was dubious at best. (In 2000 the population was 4,283. This was an increase since 1990 of 38.7 percent compared with an overall growth for the state of 14 percent.)

#### Toward a Modern Economy (1985-2007)

After crab stocks crashed in 1981, the local economy went through a period of depression before pollock, (note- pollock is only capitalized by computers, not by the fishing industry) cod and other bottomfish species formed the basis of the local fishing industry. Prior to the 1980s, most of the bottomfish harvest on the rich grounds off Alaska's coasts was done by large foreign fleets. The establishment of the 200-mile Exclusive Economic Zone in 1976 (Fishery and Conservation Management Act) and changes throughout the 1980s led to the development of American fisheries for pollock and bottomfish, and brought about the construction of large shore plants in Unalaska. UniSea shifted course to surimi production and in 1985 purchased the former Pacific Pearl plant at Unalaska. In December of that same year, after Pan Alaska went out of business, Ayeska Seafoods purchased its shore facilities and began processing in January 1986. UniSea built a new processing plant in 1990 and the following year installed a cod line. In 1993 they opened the Grand Aleutian Hotel on Margaret Bay.

The result for Unalaska has been steady economic growth. In 2006 the Port of Dutch Harbor-Unalaska was ranked first in terms of landing fish, with 911.3 million

pounds of fish and shellfish. The port was second (to New Bedford, MA) in value of landings, with \$165.2 million. The population has continued to grow, reaching 4,283 residents in the 2000 U.S. census. A mosaic of cultural and racial diversity has developed. According to the same census, the population was roughly 44% white, 31% Asian, 13% Hispanic, 8% Unangan, and 4% African American. Jeff Dickrell has written that Unalaska “was a landscape which had history pouring out of its every crevice.”<sup>lvii</sup> Most of the crevices that survived into the last decades of the 20<sup>th</sup> century were created during World War II, but even these were filling in as robust development was added to the natural transformative nature of Aleutian weather.

Please advise on how to organize the different bibliographies that will be part of whole?

- <sup>i</sup> Black. *Russians in Alaska*. 2004:80, 89
- <sup>ii</sup> Black. *Russians in Alaska*. 2004:89
- <sup>iii</sup> Black. *Russians in Alaska*. 2004:90. Two of these are reproduced in Solovjova, Katerina G. and Aleksandra A. Vovnyanko, *The Fur Rush*. Phoenix Press, Anchorage. 2002:140-141
- <sup>iv</sup> Tikhmenev, *A History of the Russian-American Company*, 89.
- <sup>v</sup> Bergsland. *Aleut Dictionary*. 1994: 195-196
- <sup>vi</sup> Fedorova. *The Russian Population in Alaska and California. Late 18<sup>th</sup> Century – 1867*. 1973:114
- <sup>vii</sup> This vessel belonged to three merchants, Orekhov, Shilov, and Lapin. Makarova. *Russians on the Pacific*. 213
- <sup>viii</sup> Fedorova. *The Russian Population in Alaska and California. Late 18<sup>th</sup> Century – 1867*. 1973:114
- <sup>ix</sup> Beaglehole, ed. *Journals, Volume III. Part Two*: 1355
- <sup>x</sup> Beaglehole, ed. *Journals, Volume III. Part Two*: 1139
- <sup>xi</sup> Langsdorff. *Remarks and Observations on a Voyage Around the World from 1803 to 1807*. Volume Two. 1993:13.
- <sup>xii</sup> Lidfors, Kathleen and Steven M. Peterson, “The Architectural Legacy of Russian America.” *Russian America: The Forgotten Frontier*, edited by Barbara Sweetland Smith and Redmond J. Barnett. Washington State Historical Society, Tacoma, Washington. 1990:217-218
- <sup>xiii</sup> Veniaminov, *Notes*, 246.
- <sup>xiv</sup> Khlebnikov, *Notes on Russian America, Parts II-V*, 259-260. The textual errors are indicated by Liapunova and Fedorova. Litke's 1825 total for the eastern Aleutians was 1,454. (*Voyage Around the World 1826-1829*, 70)
- <sup>xv</sup> Veniaminov, *Notes*, 245, 259-260. The textual errors are in the total of males on Akun (42 instead of 37), in the total inhabitants for Tigalda (97 instead of 91), and in the total Aleut inhabitants for Sitka (28 instead of 38).
- <sup>xvi</sup> Black, *The Journals of Iakov Netsvetov: The Atkha Years, 1828,-1844*, 12.
- <sup>xvii</sup> Khlebnikov, *Notes on Russian America, Parts II-V*, 220-221. Both Netsvetov's and Khlebnikov's figures are considerably higher than Litke's 1825 figure of 569.
- <sup>xviii</sup> Liapunova, “The Aleuts before Contact with the Russians: Some Demographic and Cultural Aspects”, 8-10.
- <sup>xix</sup> Litke, Frederic. *A Voyage Around the World 1826-1829*. Translated by Renée Marshall, edited by Richard A. Pierce. The Limestone Press. Kingston, Ontario. 1987:100.
- <sup>xx</sup> Veniaminov, Ivan. *Notes on the Islands of the Unalashka District*. Translated by Lydia T. Black and R.H. Geoghegan. Edited with an introduction by Richard A. Pierce. The Elmer E. Rasmuson Library Translation Program, University of Alaska Fairbanks, and The Limestone Press, Kingston, Ontario. 1984:91
- <sup>xxi</sup> Khlebnikov, K.T. *Notes on Russian America. Parts II-V: Kad'iak, Unalashka, Atkha, the Pribylovs*. Compiled by R.G. Liapunova and S.G. Fedorova. Translated by Marina Ramsay, edited by Richard Pierce. The Limestone Press. Kingston, Ontario, and Fairbanks, Alaska. 1994:150.



- <sup>xxii</sup> Hiram Ketchum, Jr., letter to Secretary of the Treasury Hugh McCulloch, November 25, 1868. Alaska File of the Office of the Secretary of the Treasury, 1868-1903, Roll 25: 0064-0067. General O. O. Howard in June 1875 reported that citizens in Sitka included "Russians, Aleuts, Half-breeds, American and foreign traders now resident in the town." *Report of Tour of Alaska Territory*, June 1875, 44th Congress, 1st Session, Senate Executive Document Number 12: 4.
- <sup>xxiii</sup> Archives, University of Alaska Fairbanks, Fairbanks, Alaska.
- <sup>xxiv</sup> Archives, University of Alaska Fairbanks, Fairbanks, Alaska.
- <sup>xxv</sup> Frank M. Brown, letter of October 31, 1869, to Frank Wicker, Special Agent of the Treasury Department, Alaska File Customs Bureau, National Archives MF-802, reel 1, frame 0543.
- <sup>xxvi</sup> Around 1978 Dean DeCuir, a high school student, made a floor plan of the building shortly before it was razed. Although many interior renovations had taken place over a century, the basic plan of the structure remained, including the long stairway just off the entrance. For the drawing and room dimensions see Hudson, editor, *People of the Aleutians*, Unalaska City School District, 1986:93-94.
- <sup>xxvii</sup> Dall. *Diary 1873-74*. Smithsonian Archives, record unit 7073.
- <sup>xxviii</sup> Buynitsky, S.N. *Investigation of the Fur-Seal and Other Fisheries of Alaska*. 50<sup>th</sup> Congress, 2<sup>nd</sup> Session. House Report No. 3883. 1889:4
- <sup>xxix</sup> Alaska Herald. June 9, 1872: 42
- <sup>xxx</sup> Alaska Herald. February 12, 1874.
- <sup>xxxi</sup> *Fur-Seal Fisheries of Alaska*. 50<sup>th</sup> Congress, 2<sup>nd</sup> Session. House Report No. 3883. Serial 2674: 30
- <sup>xxxii</sup> Bailey. Condition of Affairs in Alaska. 1880: 16
- <sup>xxxiii</sup> Isabel Sharpe Shepard, *The Crusie of the U.S. Steamer Rush in the Behring Sea*. Bancroft. San Francisco, 1889:73
- <sup>xxxiv</sup> Muir, John, *The Cruise of the Corwin* (Boston and New York: Houghton Mifflin Company, 1917) 16.
- <sup>xxxv</sup>
- <sup>xxxvi</sup> John Tuck to William T. Harris. July 18, 1891. NARA. RG 75. Letters Received, 1883-1907.
- <sup>xxxvii</sup> Rudolph Neumann to Alaska Commercial Company, June 17, 1895. Stanford University, Special Collections JL006.
- <sup>xxxviii</sup> While showing a profusion of wooden buildings, this illustration is most notable for the complete absence of the Orthodox church. Jackson, Sheldon. *Report on Education in Alaska with Maps and Illustrations*. Washington: Government Printing Office. 1886: facing page 28.
- <sup>xxxix</sup> Table, "Bering Sea.—Table Giving Names and Nationality of Vessels Engaged in Pelagic Sealing from 1875 to 1892" Compiled by Geo. L. Scarborough. 3 August 1892. Opposite page 591. *Fur Seal Arbitration*. Vol. II. 1895.
- <sup>xl</sup> Creel, R.H. surgeon's report for work done 10 August to 30 September, 1910, in D.P. Foley, October 20, 1910. (NARA, RG 26, File 611, Box 1834) This loss accurately reflects the difference between the U.S. Census for 1900 (358) and the population figure Creel received from church records in 1910. Using the U.S. Census for 1910 [263], an even greater loss is seen.

- <sup>xli</sup> H.H. Roberts, Captain, U.S. Str. *Manning*, to Secretary of the Treasury, June 24, 1900.
- <sup>xlii</sup> Moser, J.F. "Report on the Steamer Albatross operating from Japan to Unalaska, March 4, 1900 – June 30, 1900." Page 44. NARA. RG 75. Letters Received, 1883-1907.
- <sup>xliii</sup> Niedieck, *Cruises in the Bering Sea*, 180.
- <sup>xliv</sup> *Cuttlefish Two: Four Villages*. Unalaska City School District. 1978:66-71. The panorama is from the Boaz Collection, 78-4-(1-4)
- <sup>xliv</sup> *Seattle Post Intelligencer*. Jan. 16, 1908.
- <sup>xlv</sup> Davenport, Noah and Clara. *Diary: Unalaska Days*, 52.
- <sup>xlvii</sup> Denfeld, D. Colt. *The Defense of Dutch Harbor, Alaska, from Military Construction to Base Cleanup*. Defense Environmental Restoration Program. Alaska District, U.S. Army Corps of Engineers. December 1987:19.
- <sup>xlviii</sup> Bailey, Edgar P. *Introduction of Foxes to Alaskan Islands – History, Effects on Avifauna, and Eradication*. United States Department of the Interior, Fish and Wildlife Service. Resource Publication 193. Washington, D.C. 1993:9. Bailey (1993:12) also discusses the introduction of fox into the western and central Aleutians by Russians in the 18<sup>th</sup> century.
- <sup>xlix</sup> Gross, Nancy. *Samuel Applegate: Practical Dilettante*. Paper presented at the Alaska Historical Society symposium on commerce in Alaska's past, Cordova, Alaska. October 21, 1988:7.
- <sup>l</sup> Bailey. 1993:12.
- <sup>li</sup> Patent No. 920768, signed by President Calvin Coolidge. Third Judicial District. Misc. Records, Vol. 3:322-324. On June 7, 1941, the WHMS, principal office in Cincinnati, Ohio, gave a quit claim deed to the Board of Home Missions and Church Extension of the Methodist Episcopal Church for their property at Unalaska for \$10.00. (pp. 324-326) On August 11, 1941, J. Dean King was granted power of attorney for land at Unalaska by the Board of Home Missions.
- <sup>lii</sup> See *Historic Mooring and Dock Sites, Unalaska, Alaska*, Unalaska Historic Preservation Commission Survey, 1993:47-53.
- <sup>liii</sup> "Unalaska Mayor Forsees 'Boom' Economy Ahead." *Anchorage Daily Times*. Nov. 5, 1954.
- <sup>liv</sup> *Totem Telegraph*. National Archives and Records Administration. Pacific Alaska Region. RG 342. U.S. Air Force Commands, Activities, and Organizations. Box No./Location: 14; 10/04/08(6). Communication Service. Alaska Communication System 1900-1961. File: ACS Totem Telegraph, vol. II, No. 2, Feb. 1959:4
- <sup>lv</sup> *Totem Telegraph*. National Archives and Records Administration. Pacific Alaska Region. RG 342. U.S. Air Force Commands, Activities, and Organizations. Box No./Location: 14; 10/04/08(6). Communication Service. Alaska Communication System 1900-1961. File: ACS Totem Telegraph, vol. II, No. 2, Feb. 1959:4
- <sup>lvi</sup> Interview with Jim Siberg, April 20, 1981, by Kary Wiggers, Robert Moller, and Ray

Hudson.

<sup>lvii</sup> Dickrell, Jeff. *Center of the Storm*. Museum of the Aleutians and Pictorial Histories Publishing Co. Inc. Missoula, MT. 2002:iii

## **NATURAL AND CULTURAL RESOURCES**

This overview summarizes the preliminary findings of the ongoing Cultural Resources Inventory. Site is referred to by local names and by city block. The following list is incomplete and specific site names and locations should be confirmed with the Unalaska Historical Commission. (this was from old document-what should we say?)

**This was typed in basically as is from the 1990 document—I haven’t had time yet to work on it, but welcome comments and suggestions!!!**

### **I. Natural Resources**

#### **Terrain**

Many of the abundant natural resources on Unalaska Island have had at one time cultural significance. Historically, the remote island setting influenced the importance of all the natural resources and residents used them extensively. In prehistoric, as well as historic periods, exchanges between islands were common and resources shared. Many local natural resources remain unique to Unalaska and contribute significantly to the island’s character and development.

Unalaska is one of the 14 large and 55 smaller islands that form the Aleutian Chain. The city limits include Unalaska, Amaknak, and Hog Islands; all three islands are included in the survey of natural and cultural resources. The port of “Dutch Harbor” is a term often misused for the city name of Unalaska or Amaknak Island. Seafarers and travelers applied this name to the harbor as early as the 1790’s and again in the 19<sup>th</sup> century when a Dutch ship at the Northern Commercial Company dock supposedly broke anchor during a heavy storm and drifted across the bay.<sup>1</sup> Early travelers used the name Dutch Harbor when booking passage to the area on the popular steamships of the late 1800s. This tradition continues with the “Dutch Harbor” airport. There are two post offices with separate zip codes within the City of Unalaska, the Dutch Harbor post office, 99692, and the Unalaska post office, 99685.

(Ray- would you like to alter or add to this—I know you could do a much better job than the original)

The most impressive natural resources at Unalaska are the deep water bays and natural harbors that have been home port to boats for centuries. There are 72 miles of intricate coastal shoreline within the city limits and Unalaska Bay ranks as the best ship harbor in the Aleutians.

Unalaska town site is located on a land spit that was the site of a prehistoric Aleut village.<sup>2</sup> Many of the two site's geographic features are, however, similar to sites inhabited by the Unangan soon after Russian contact. Prior to Russian contact, villages were usually on isthmuses between two large bodies of water. In the case of an attack from another island group, the inhabitants always had a back door escape route by boat. After the Russians occupied the islands and suppressed intertribal attacks, they moved the villages to protected harbors and bays to accommodate their large wooden ships.

Water constitutes slightly less than half of the total area of the city and provides the greatest income base. Historically, as well as today, the market for marine resources comprises a major portion of the economy. For the Unangan, the abundance of marine life provided not only food but material for clothing, transportation, shelter, and many other essentials of their culture. The seas cast off driftwood for firewood and shelter, and beached whales provided oil, food and bone. (?? this text definitely needs work!) Today the sea continues to provide the greatest portion of the city's economic base.

The irregular coastline varies from sheer rock to beach and calm bay with many offshore pinnacle rocks. Along this outline of rock and beach are natural resources that have historic importance. Priest Rock at the tip of Cape Kalekta stands as a historic nautical marker. In the early 20<sup>th</sup> century navigators or seamen painted the rock white and in 1920, fleck of paint remained.<sup>3</sup>

Along the rocky coastline of Amaknak island are natural caves which according to Unangan custom, served as sacred burial sites. The Unangan practiced mummification to preserve their dead for afterlife (???) and wrapped them in woven blankets or soft skins. Amaknak Island, Chernofski, and Ship Rock are three sites on or near Unalaska Island where mummy caves existed.<sup>4</sup>

Unfortunately, anthropologists and archeologists denuded, and treasure seekers pillaged, these and other sites during the late 19<sup>th</sup> and early 20<sup>th</sup> centuries to the present.

On land, the sponge-like Arctic tundra covers most of the hilly terrain. High rocky mountains surround the bay and lower outcrops of rock make even shallow covers and inlets treacherous coastal landing sites. Many of the hills provide expansive vistas and lookouts over the islands. The trail up Mt. Ballyhoo on Amaknak Island, a popular climb at the turn of the century, is still used today. Legend claims that gold seekers on route to Nome raced to the top of the hill and signed a log book, then ran all the way down.

A number of volcanoes, most of them extinct, occupy the higher peaks on the island. Makushin Volcano is the highest peak at 6,680 feet. In the valleys and lowlands, grasses, wild berries and herbaceous plants thrive in the long days of the summer months. Rye grass, a traditional weaving material, used for mats, basketry and flooring is still gathered today. Small groves of willow trees thrived on the island and provided the occasional stick of firewood. Unangan woman traditional gathered crowberry or mossberry to burn as fuel. Local residents still gather wild berries and mushroom and secret patches remain the subject of great mystery.

Early visitors shared local enthusiasm for wild flowers and berries and one wrote,

A great variety of small wild flowers, including violets and heliotrope, grow about the sheltered valleys. I found more than one hundred specimens, which I pressed out and sent to the President of the Woman's College of Baltimore. A fine scarlet berry, which the natives (sic) call the "salmon berry," as large as a cultivated blackberry, grows abundantly in sunshiny places. <sup>5</sup>

### Trees

To the unaccustomed eye, the treeless landscape of the Aleutians was unnatural. To the Unangan, trees had no context on the volcanic islands. Trees were only a critical source of fuel, building material and protection to the non-Native peoples who visited and migrated to the island. Georg Wilhelm Steller, who accompanied the expedition of Vitus

Bering in 1741, was the first of many naturalists, botanists, and travelers to visit the Aleutian Islands and comment on the absence of trees.

Many attempts to plant trees failed, but the Sitka Spruce Plantation on Amaknak Island, planted in 1805-1807, stands as a reminder to those who tried so diligently to adorn the landscape and create a new fuel source (didn't the Russians need wood for ship repair also- and I thought they brought seedlings from Kodiak to plant here?)

A second grove of trees on Expedition Island is attributed to Father Ivan Veniaminov, was possibly planted in the 1840s.<sup>6</sup>

There are also trees on Hog Island and downtown Unalaska at Town Park and around several private homes, most notably the assorted plantings at Hilda Berikoff's house. The trees at the Town Peak date from the period when the John Olgen houses occupied this site.

Over the years, various agencies tried to plant more trees, including the U.S. Coast Guard and the Department of Agriculture, but the largest campaign occurred during WWII. Thousands of seedlings arrived in the Aleutians and military personnel planted them to adorn houses and offices, control erosion caused by the massive and rapid construction, and add contour to the landscape.<sup>7</sup>

In July 1942, the military planted as many as 10,000 trees on nearby Unimak (mistake in the old text??) Island, but by the end of the war, the groves of trees planted at Dutch Harbor had taken a better hold on the otherwise treeless landscape.<sup>8</sup>  
(I will add something about Sitka Spruce and why it thrives here, while other species do not.)

### Minerals

Gold prospectors mined quartz veins on the northwest slope of Pyramid Peak in 1900.<sup>9</sup> The prospectors, on route to Nome, built a three-stamp mill at the site while waiting for the Arctic ice pack to break. More veins have been reported on Amaknak Island but none verified. Other sites in the area have been explored and panned, but produce little color. Other minerals include sulfur, which occurs near Makushin Volcano and zinc deposits on nearby Sedanka Island.

CULTURAL RESOURCES-- Jeff



**UNALASKA HISTORIC PRESERVATION COMMISSION**  
**GOALS AND STRATEGIES 4/07**

**GOAL I – RESEARCH AND PRESERVE UNALASKA’S HISTORIC  
AND CULTURAL RESOURCES**

**Strategies**

1. Maintain an inventory of cultural and historic resources (including historic trees) while sustaining confidentiality of archaeological sites.
2. Assist the community to gather and preserve information about the cemeteries in the community.
3. Encourage and assist owners of eligible local properties to apply for the Unalaska Register of Historic Places
4. Encourage and assist application for the National Register designation for all significant historic resources within the boundaries of the City of Unalaska.
5. Support and encourage repair and restoration of significant historic properties in Unalaska.
6. Apply for state preservation grants to fund preservation projects; explore other local, state, and federal funding sources.
7. Provide a revolving fund from one-time contributions from local industry and interests to generate matching funds for state, national and private grant monies.
8. Create a regular schedule of fund-raising activities.

**GOAL II – EDUCATE THE GENERAL PUBLIC OF THE HISTORIC  
RESOURCES IN UNALASKA**

**Strategies**

1. Encourage and provide information about Unalaska’s historic and cultural resources, including the displays of historic interest found throughout the community.
2. Provide, to interested parties, design guidelines for construction or renovation in historic areas.
3. Provide on ongoing program of information and education about historic preservation issues in cooperation with community organizations, such as the Museum of the Aleutians and the Unalaska/ Port of Dutch Harbor Convention and Visitors Bureau.
4. Ensure HPC meeting agendas are blast faxed throughout Unalaska, and meeting announcements are placed in the “Dutch Harbor Fisherman.”

**GOAL III – TO ENCOURAGE INCLUSION OF HISTORIC PRESERVATION  
CONCERNS IN PUBLIC AND PRIVATE PROJECT PLANNING**

**Strategies**

1. Act as advocates for responsible historic preservation.

2. Recommend adaptive uses for historic buildings which keep the buildings occupied and in good condition.
3. Recommend the City's tax ordinance allow for real property and sales tax exemptions for historic preservation projects.
4. Encourage and formally recognize community members, businesses, and organizations that institute active historic preservation programs.
5. Act as an advisory board in the project planning and review process of City, State, Federal, and Tribal entities that directly or indirectly affect historic or cultural resources.
6. Communicate with relevant commissions, boards and organizations.
7. Participate in the City's budget process as relates to preservation projects.

### **ACCOMPLISHMENTS??**

### **PROPOSED PROJECTS**

## APPENDICES

### Unalaska City Ordinance

The Unalaska Historic Preservation Commission was established as part of the certified local government process in 1990; the ordinance was revised in 2004.

City Code, Title 2. Chapter 2.6.0 Standing Committees and Commissions.

#### **Chapter 2.76: Historic Preservation Commission**

##### Section

2.76.010	Membership
2.76.020	Officers
2.76.030	Meetings
2.76.040	Duties and responsibilities
2.76.050	Support staff

##### Cross Reference:

Register of historic places, Ch. 17.32

##### **2.76.010 MEMBERSHIP.**

The Historic Preservation Commission is hereby established. The Commission shall consist of seven (7) members who reside in the community, and who have demonstrated interest in, competence in, or knowledge of historic preservation, history, anthropology, and/or architecture. Those filling the professional positions of historian, anthropologist, and architect, as required by the National Park Service regulations, may reside outside of the City and shall act as ex-officio members of the Commission with their participation subject to the provision of 2.60.060 where not otherwise restricted by law. A professional may reside within the City and be a voting member of the Commission while serving in their professional capacity.

##### **2.76.020 OFFICERS.**

The Historic Preservation Commission shall designate a member as its clerk.

##### **2.76.030 MEETINGS**

The Historic Preservation Commission shall meet at least twice each calendar year.

##### **2.76.040 DUTIES AND RESPONSIBILITIES.**

The duties and responsibilities of the Historic Preservation Commission are:

(A) SURVEY AND INVENTORY COMMUNITY HISTORIC RESOURCES. The Commission shall conduct, or cause to be conducted, a survey of historic, architectural and archeological resources within the community. The survey shall be compatible with the Alaska Heritage Resources Survey and be capable of being readily integrated into statewide comprehensive historic preservation planning, and other planning processes. Survey and inventory documents shall be maintained by the City and released on a need-to-know basis to protect the site location from possible vandalism. The survey will be updated at least every ten (10) years.

(B) REVIEW UNDER THE NATIONAL HISTORIC PRESERVATION ACT. The Commission shall serve as the historic preservation review commission for the City for the purpose of qualifying the City as a certified local government to review nominations to the National Register of Historic Places and for the purpose of consulting with federal and State authorities in the section 106 review under to the National Historic Preservation Act. The Commission shall review and comment on all proposed National Register nominations for properties within the boundaries of the City to the State Historic Preservation Office through the Mayor. When the Historic Preservation Commission consider a National Register nomination or participates in a section 106 consultation requiring expertise or knowledge of an area in which the Commission members to do possess, the Commission shall consult with experts in that area before making a recommendation. Review and consultation made under the National Historic Preservation Act shall be an independent review of the Commission.

(C) PROVIDE ADVICE AND INFORMATION. The Historic Preservation Commission shall act in an advisory role to other officials, and to City Departments regarding the identification and protection of local historic and archaeological resources and historic preservation planning. Subject to subsection (B), above, the Historic Preservation Commission shall not make any applications or endorsements to other agencies, entities, or governmental units on behalf of the City without prior approval by the City Council. The Commission shall work toward the continuing education of the public regarding historic preservation and the community's history.

(D) ENFORCEMENT OF STATE HISTORIC PRESERVATION LAWS. The Historic Preservation Commission shall support the enforcement of the Alaska Historic Preservation Act.

(E) RECOMMENDATIONS. At least twice yearly, the Commission shall review, and where it deems appropriate, recommend nominations to or deletions from the Unalaska Register of Historic Places to the Unalaska City Council. Recommendations shall be made through the Director of Parks, Culture and Recreation to City Manager and the City Council.

2.76.050 SUPPORT STAFF.

The Department of Parks, Culture and Recreation shall provide technical assistance and staff support to the Historic Preservation Commission.

## **DESIGN GUIDELINES**

For the most part, the buildings in Unalaska shun architectural standards. Given the location, climate, and availability of building materials, many house and building are the product of local ingenuity, alteration, and adaptation. Only a handful of houses date from the turn of the century and these are considered “very old by local accounts. Of these houses, it is uncertain how many dates specifically from the early days of the Alaska Commercial Company or before. Most of the early building perished in fires or simply fell apart, a problem associated with cheap frame construction left unattended for decades. To recognize the historical integrity of the remaining building, design guidelines illustrate key features and recommend standards for new or modified construction.

The Cultural Resources Inventory revealed a number of architectural features in Unalaska that set guidelines for new construction. These include roof pitch, orientation, size, scale, lot size, materials, outbuildings, fences and façade details.

In a city as eclectic as Unalaska it would be almost counter-productive to the streetscape and community to suggest overlay conforming building design limits or codes. One of the most characteristic features of the historic buildings is their visible evolution. Small houses have numerous additions complete with a collection of outbuildings. There is little regard for a standard style but rather pockets where specific features prevail. One of the most important features is the building scale and mass in proportion to the lot size and integrity of the lot and block grid system. Although the grid system began after the village was established, it reflects the early configuration and orientation of many sites and buildings. This feature keeps the building to a traditional scale, leaves streetscapes open and protects views.

The following design guidelines are just recommendations and offer suggestions for new building as well as changes to existing buildings. Whether these recommendations are followed is totally at the discretion of the property owner.

## **STRUCTURAL TYPES**

Existing structural types include cabana construction, small one-story frame houses, one and one-half story frame houses with dormers, larger prewar frame buildings, single story trailer, pre-fabricated HUD housing, and wood frame outbuilding and sheds.

## **ROOFLINE**

**Consider** – Rooflines should follow existing shapes. These include gabled or pitched, often with a lower shed roof at the back or side. There are also a few hipped gable roofs. Many roofs have exposed end rafters. Wooden roof shingles have been replaced with metal sheeting, tar and asphalt shingles.

**Avoid** – Proposing roof shapes; and pitches not found in the community; for example flat, domed and vaulted roofs.

## WINDOWS

**Consider** – Traditional windows were double hung wooden sash with varying number of lights. New windows should follow as closely as possible traditional shapes. Gabled dormers exist on many houses to open the space under the roof.

**Avoid** – Window designs that have no precedent in the community, such as arched, banded or casement windows. These designs detract from traditional window patterns.

## MASSING

**Consider** – Small units of construction that break down single, large shapes. Most of the older buildings have varying rooflines, entry ways, additions, and back rooms. A variety of levels and shapes are less likely to obstruct view lines and block neighboring buildings.

**Avoid** – Unexpressive, boxlike shapes that disrupt streetscapes and scale.

## ENTRYWAYS

**Consider** – Separate entry way spaces such as arched entries at the front or side of the building. These can be opened or enclosed but the entry should read as a separate unit.

**Avoid** – Entries that are not separate units. Entries that are flush to the building.

## SIDING

**Consider** – Horizontal or vertical wood siding. Metal siding to resemble wood shiplap, clapboard, or vertical board and batten siding.

**Avoid** – Corrugated metal, glass panels, concrete block, log and brick structures.

## SCALE

**Consider** – New structures should reflect the height, width, and massing of neighboring buildings. Most buildings downtown are 1 to 2-1/2 stories high. Higher buildings block the view and light in surrounding buildings.

**Avoid** - Building that obviously disrupts the height, width and massing of surrounding buildings. Buildings that may be to scale in other areas may not be to scale in the small building lost at Unalaska.

### LOTS

**Consider** – One main house or structure per lot; position the structure on the historic footprint of a previous structure; orienting the building to the street and respect alleys, walkways, and paths.

**Avoid** – Combining lots to build multi-block units; disregarding lot and property lines.

### SITE PLAN

**Consider** – various outbuilding, sheds, caches, and garages on the lot. Erect wooden fences and repair existing fences. Respect the street scape. For example, on a street such as Broadway, maintain the pattern of no setback between the structure and road.

**Avoid** – Discourage the loss of fences and outbuilding and abrupt changes in the streetscape, such as protruding or overhanging buildings or building with a setback.

NATIONAL REGISTER PROCESS OF NOMINATION AND DETERMINATION OF  
ELIGIBILITY???

ALASKA STATE STATUTE??

NATIONAL HISTORIC PRESERVATION ACT OF 1966

NATIONAL ABANDONED SHIPWRECKS ACT—have this as a pdf file



**CITY OF UNALASKA, ALASKA  
PLANNING COMMISSION & PLATTING BOARD  
REGULAR MEETING  
THURSDAY, OCTOBER 21, 2021, IMMEDIATELY FOLLOWING HISTORIC PRESERVATION MEETING  
AGENDA**

**COVID-19 Call-In Line: 1-888-808-6929 Access Code: 6692621**

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CALL TO ORDER

ROLL CALL

REVISIONS TO THE AGENDA

APPEARANCE REQUESTS

ANNOUNCEMENTS

MINUTES: Draft minutes June 17, 2021

PUBLIC HEARING

1. **RESOLUTION 2021-13** A RESOLUTION IN APPRECIATION OF AND ACCEPTING THE RESIGNATION OF HELEN BROWN, WHO AS A MEMBER OF THE CITY OF UNALASKA PLANNING COMMISSION PROVIDED VALUABLE SERVICE TO THE CITY OF UNALASKA, AND DECLARING THE SEAT VACANT EFFECTIVE JUNE 17, 2021.

OLD BUSINESS

1. *No Items*

NEW BUSINESS

2. **RESOLUTION 2021-13** A RESOLUTION IN APPRECIATION OF AND ACCEPTING THE RESIGNATION OF HELEN BROWN, WHO AS A MEMBER OF THE CITY OF UNALASKA PLANNING COMMISSION PROVIDED VALUABLE SERVICE TO THE CITY OF UNALASKA, AND DECLARING THE SEAT VACANT EFFECTIVE JUNE 17, 2021.

WORKSESSION

1. Introduction of the Capital and Major Maintenance Plan for the fiscal years 2023 through 2032

ADJOURNMENT

City of Unalaska  
**UNALASKA PLANNING COMMISSION**

P. O. Box 610 • Unalaska, Alaska 99685  
(907) 581-1251 • [www.ci.unalaska.ak.us](http://www.ci.unalaska.ak.us)

**Regular Meeting**  
**Thursday, June 17, 2021**  
**6:00 p.m.**

**Unalaska City Hall**  
**Council Chambers**  
**43 Raven Way**

**Commission Members**  
Ian Bagley  
Virginia Hatfield

Travis Swangel, Chairman

**Commission Members**  
Vicki Williams  
Helen Brown

**MINUTES**

1. Call to order. Commissioner Swangel called the Meeting of the Unalaska Planning Commission to order at 6:05 pm, on June 17, 2021, in the Unalaska City Hall council chambers.

2. Roll call

Present:

Vicki Williams      Helen Brown  
Travis Swangel      Virginia Hatfield

Absent:

Ian Bagley

3. Revisions to the Agenda – None.

4. Appearance Requests – None.

5. Announcements – None.

6. Minutes – Williams made a motion to approve minutes from March 18, 2021. Hatfield seconded. March 18<sup>th</sup> minutes approved 4/0.

Hatfield made a motion to approve Minutes from May 20, 2021. Brown seconded. Minutes from May 20<sup>th</sup>, 2021 approve 4/0.

7. Public Hearing – None.

8. Old Business – **RESOLUTION 2021-10: A RESOLUTION APPROVING A 5 FOOT VARIANCE TO THE 10 FOOT SIDEYARD SETBACK, AND A 5 FOOT VARIANCE TO THE 15 FOOT REAR YARD SETBACK AT 232 BAYVIEW AVE, LOT 2, BLOCK 5, USS 992.**

Planning Commission denied application, waiving the requirement to wait a year only for re-application after moving the structure into a position requiring a smaller variance.

9. New Business – None.

10. Work session – None.

Adjournment – Meeting adjourned at 7:02 pm.

\_\_\_\_\_  
William Homka  
Planning Director

\_\_\_\_\_  
Date

\_\_\_\_\_  
Travis Swangel  
Acting, Planning Commission Chairman

\_\_\_\_\_  
Date

**City of Unalaska, Alaska  
Planning Commission/Platting Board  
Resolution 2021-13**

**A RESOLUTION IN APPRECIATION OF AND ACCEPTING THE RESIGNATION OF HELEN BROWN, WHO AS A MEMBER OF THE CITY OF UNALASKA PLANNING COMMISSION PROVIDED VALUABLE SERVICE TO THE CITY OF UNALASKA, AND DECLARING THE SEAT VACANT EFFECTIVE JUNE 17, 2021.**

**WHEREAS**, Section 8.04.070(B) states that it shall be the duty of the Secretary of the Commission/Board to notify the Mayor promptly of any vacancies occurring in membership; and

**WHEREAS**, Planning Commission/Platting Board Member Helen Brown was appointed to the City of Unalaska City Council; and

**WHEREAS**, Helen Brown served on the City of Unalaska Planning Commission/Platting Board from 2018 to 2021; and

**WHEREAS**, Mrs. Brown has been involved with numerous projects and development issues including reviewing conditional uses, variances, and zone amendments; and

**WHEREAS**, Mrs. Brown has answered public questions, helped to solve disagreements and develop alternative proposals; and

**WHEREAS**, Mrs. Brown's contributions through the Commission served the public's interest well, efficiently, and was an ambassador of good land use planning.

**NOW THEREFORE BE IT RESOLVED** that the Planning Commission accepts the resignation of Planning Commission Member Helen Brown and declares the seat vacant effective June 17, 2021. The Planning Commission in conjunction with the Department of Planning staff express their appreciation for Helen Brown's dedicated service and valuable contribution and says 'Thank you' for a job well done. Mrs. Brown has served the City in high regard and she will be missed and is wished well in her newest and future accomplishments.

**APPROVED AND ADOPTED THIS 21<sup>st</sup> DAY OF OCTOBER, 2021, BY THE PLANNING COMMISSION OF THE CITY OF UNALASKA, ALASKA.**

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Travis Swangel  
Acting Commission Chair

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Bil Homka, AICP, Planning Director  
Secretary of the Commission

Project Timelines

Pre-Design/Feasibility

Design/Engineering

Purchase/Construction

Dept.	Name	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total Request
Electric	34.5 kV Submarine Cable Replacement											\$2,340,000
	Electric Energy Storage System											\$3,000,000
	Electrical Breakers Maintenance and Service											\$234,000
	Electrical Distribution Equipment Replacement											\$1,015,000
	Electrical Intermediate Level Protection Installation											\$650,000
	Generator Sets Rebuild											\$2,750,000
	Installation of New 4 Way Switch at Town Substation											\$650,000
	Large Transformer Maintenance and Service											\$195,000
	Makushin Geothermal Project											\$5,720,000
	Powerhouse Cooling Water Inlet Cleaning and Extension											\$412,662
	Town Substation SCADA Upgrade											\$130,000
	Wartsila Modicon PLC Replacement											\$455,000
Fire	Fire Station Remodel											\$10,383,896
	Fire Training Center											\$1,501,500
Housing	Lear Road Duplexes Kitchen/Bathroom Renovations											\$156,200
Other	Communications Infrastructure (Citywide)											\$1,894,026
PCR	Aquatics Center Mezzanine and Office Space Expansion											\$930,000
	Burma Road Chapel Kitchen Improvement											\$150,000
	Community Center Playground Replacement											\$300,000
	Community Center Technology Upgrades											\$80,000
	Community Park Replacement Playground											\$500,000
	Cybex Room Replacement											\$75,000
	Dog Park											\$200,000
	Gymnasium Floor											\$272,000
	Kelty Field Improvement Project											\$100,000
	Kelty Field SW Access											\$500,000
	Kiddie Pool/Splash Pad											\$500,000
	Multipurpose Facility											\$5,629,000
	Park Above the Westward Plant											\$3,200,000
	Parks and Recreation Study											\$100,000
	Pool Expansion											\$2,000,000
	Pump Track											\$100,000
	Rebar Restoration and Re-plastering											\$250,000
	Spa											\$200,000
Planning	Unalaska Public Transportation Study											\$200,000
Ports	Entrance Channel Dredging											\$35,956,000
	LCD & UMC Dredging											\$2,544,495
	Restroom Unalaska Marine Center											\$530,160
	Robert Storrs Small Boat Harbor Improvements (A & B Floats)											\$9,295,000
	UMC Cruise Ship Terminal											\$18,200,000
Public Safety	Police Station PS19C											\$22,090,000
Public Works	Burma Road Chapel Upgrades											\$479,000
	Captains Bay Road & Utility Improvements											\$52,000,000
	DPW Inventory Room - High Capacity Shelving											\$150,000
	DPW Paint Booth / Body Shop											\$1,020,500
	Equipment Storage Building											\$1,545,830
	Facilities Maintenance Plan											\$2,279,933
	HVAC Controls Upgrades - 11 City Buildings											\$433,827
	Pavement Preservation - Sealcoating											\$1,000,000
	Public Trails System											\$100,000
	Rolling Stock Replacement Plan											\$1,024,933
	Underground Fuel Tank Removal / Replacement											\$60,000
Solid Waste	Oil Separator and Lift Station Replacement											\$971,100
	Solid Waste Gasifier											\$8,220,000
Waste-water	Scum Decant Tank Wet Well Improvements											\$195,500
	Wastewater Clarifier Baffling Improvements											\$325,000
	Wastewater Sludge Pump Check Valve Replacement											\$91,000
Water	Biorka Drive Cast Iron Waterline Replacement											\$396,500
	CT Tank Interior Maintenance and Painting											\$953,000
	East Point Crossing Water Line Inspection											\$162,500
	Generals Hill Water Booster Pump											\$175,000
	Icy Lake Capacity Increase & Snow Basin Diversion											\$2,860,000
	Icy Lake Hydrographic Survey											\$72,800
	Icy Lake Road Reconstruction											\$1,300,000
	Installation of Meter and Booster Pump at Agnes Beach PRV Station											\$390,000
	Mainline and Service Valve Maintenance Program											\$1,000,000
	Pyramid Water Storage Tank											\$8,509,943
	Pyramid Water Treatment Plant Chlorine Upgrade											\$581,500
	Sediment Traps Between Icy Lake and Icy Creek Reservoir											\$650,000

# FY22-31 CMMP

**Project Description:** The Electric Utility relies on the 34.5 kV sub-transmission system to deliver power to major Industrial loads and to the Town Substation. It uses two existing feeders: one crosses Iliuliuk Bay between East Point Road and Bay View Avenue and is near the end of its lifespan. Replacement is required.

**Project Need:** The submarine cable crossing is approximately 30 years old and was originally installed by the City line-crew. At the East Point Road entrance point, the cable is no longer buried completely and is easily approachable at low tide. Furthermore, large rocks have been moved by waves over the years are now sitting directly on the cable. While undersea cable has a durable outer jacketing and is more protected by its construction than a typical 15 kV cable, the current condition does represent a safety problem.

**Development Plan & Status :** Once a preliminary design is completed, the Section 10 permit package can be developed and submitted to the Army Corps of Engineers. The project assumes the Corps will determine that the cable project will qualify for a Nationwide permit, a streamlined version of an individual permit. The Corps will coordinate reviews with federal and state resource agencies. The agencies will consider project impacts to endangered species, impaired waterbodies, and fish habitats. The Corps typically issues a Nationwide Section 10 permit within three months of receiving a completed application. It is assumed that the new submarine cable will be installed in the same location and with the same connection points as the existing line. However, the capacity of this line should be upgraded during the engineering planning phase to better serve the current and future loads. Engineering coordination with the express feeder project will be required. Additionally, a cable condition assessment and inspection should occur very soon. The results of this inspection may affect the replacement schedule of the submarine cable. This project will be funded by the Electrical Proprietary Fund.

## 34.5 kV Submarine Cable Replacement

Electric

### Estimated Project & Purchase Timeline

Pre Design: FY22

Engineering/Design: FY23

Purchase/Construction: FY24



### Cost Assumptions

Engineering, Design, Const Admin	180,000
Other Professional Services	40,000
Construction Services	1,000,000
Machinery & Equipment	580,000
<b>Subtotal</b>	<b>1,800,000</b>
Contingency (set at 30%)	540,000
<b>TOTAL</b>	<b>2,340,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	0	60,000	120,000	2,160,000	0	0	0	0	0	0	0	2,340,000
<b>Total</b>	0	60,000	120,000	2,160,000	0	0	0	0	0	0	0	2,340,000

**Project Description:** This project includes the final design, procurement, construction, integration and commissioning of one 1 MW energy storage system.

**Project Need:** Large equipment, such as ship to shore cranes, demand electrical supply loads that exceed the power supply system's intended loading profile. To smoothly provide a continuous, undiminished power supply under loads that can suddenly spike to 10 to 15% of the total load in seconds, the engines must constantly react to both the rapid increases and decreases of the system load. The engines' reactions decreases efficiency and create undue mechanical and electrical wear on the equipment and distribution system. Additionally, generation dispatch is often significantly affected due to the inability of the facilities to operate in the most efficient configuration possible. The proposed energy storage system will arrest the rapid changes in the electrical load.

**Development Plan & Status :** Design will be accomplished in FY22. Installation of the energy storage system will be in FY23. Permitting is not anticipated for this project. This project will be funded by the Electrical Proprietary Fund.

# FY22-31 CMMP

## Electric Energy Storage System

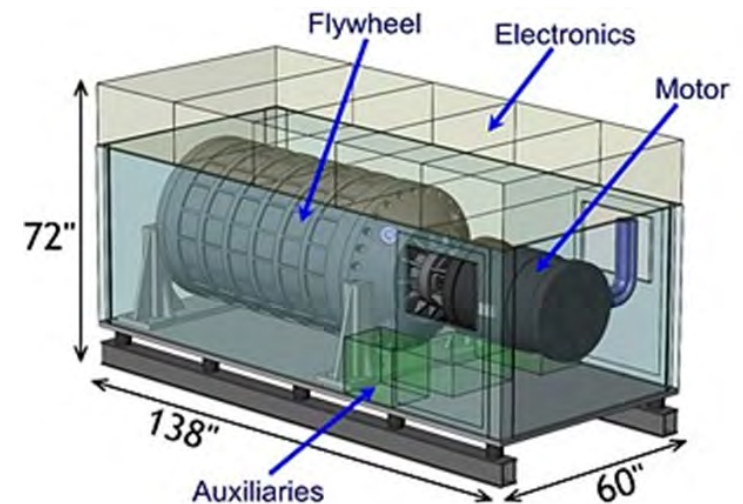
Electric

### Estimated Project & Purchase Timeline

Pre Design: FY19

Engineering/Design: FY22

Purchase/Construction: FY23



Cost Assumptions		
Other Professional Services	\$	100,000.00
Engineering, Design, Construction Admin	\$	271,312.00
Construction Services	\$	1,300,000.00
Machinery & Equipment	\$	1,370,406.33
<b>Subtotal</b>	\$	3,041,718.33
Contingency (20%)	\$	608,343.67
<b>Total Funding Request</b>	\$	3,650,062.00

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	650,062	0	3,000,000	0	0	0	0	0	0	0	0	3,650,062
<b>Total</b>	650,062	0	3,000,000	0	0	0	0	0	0	0	0	3,650,062

**Project Description:** All Generation and distribution/feeder breakers at the New and Old Powerhouse and Town Substation will be serviced by a qualified industry service company. Breakers will be assessed and serviced. A detailed report indicating condition of the specific breakers will be provided along with recommended service maintenance intervals per the relevant industry codes.

**Project Need:** The City operates two powerhouses and one substation. Each of these facilities has at least one primary electrical switchgear line-up. Electrical switchgear require maintenance and cleaning to ensure proper operation. Safe operation of switchgear reduces risks of arc-flash issues and improves operator safety. In the last five years, there has been very little major maintenance and testing performed at any of the powerhouses' or Town Substation's switchgear line-ups. Only general visual maintenance has been performed, except during the installation of the Unit 12 (CAT C280) project, when a modification at the Town Substation was made as part of that project. During the modification, the Contractor found that one of the substation breakers would not open/close properly. EPC onsite technicians working with EPC electrical maintenance leads in Anchorage were able to repair the breaker so that it will function properly. However, no other maintenance has been performed on this breaker or others. This project is part of the Electrical master Plan.

**Development Plan & Status :** This project will be funded by the Electric Proprietary Fund.

# FY22-31 CMMP

## Electrical Breakers Maintenance and Service

Electric

### Estimated Project & Purchase Timeline

Pre Design: FY27

Engineering/Design: FY27

Purchase/Construction: FY27

Cost Assumptions	
Engineering, Design, Construction Admin	\$150,000
Other Professional Services	
Construction Services	
Machinery & Equipment	\$30,000
<b>Subtotal</b>	<b>\$180,000</b>
Contingency (30%)	\$54,000
<b>Total Funding Request</b>	<b>\$234,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	0	0	0	0	0	0	234,000	0	0	0	0	234,000
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>234,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>234,000</b>

**Project Description:** This project funds the purchase of ongoing replacement equipment for the electrical distribution system. It includes electrical switches, section cans, transformers, and cables. Electrical equipment will also be purchased for new customers and for existing customers who need to upgrade electrical service.

**Project Need:** Ongoing replacement of the distribution system equipment is necessary to maintain its reliability and protect the assets of the City and ensure the safe distribution of electricity. This project will correctly capture and capitalize the expenditures made to keep the system operational as well as in expand the system where necessary.

**Development Plan & Status :** Funding for this project will come from the Electrical Proprietary Fund retained earnings.

# FY22-31 CMMP

## Electrical Distribution Equipment Replacement

Electric

### Estimated Project & Purchase Timeline

Pre Design: NA

Engineering/Design: NA

Purchase/Construction: NA

FY22 Cost Assumptions	
Engineering, Design, Construction Admin	
Other Professional Services	
Construction Services	
Machinery & Equipment	\$100,000
<b>Subtotal</b>	<b>\$100,000</b>
Contingency (15%)	\$15,000
<b>Total Funding Request</b>	<b>\$115,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	0	115,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	1,015,000
<b>Total</b>	<b>0</b>	<b>115,000</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>	<b>1,015,000</b>



# FY22-31 CMMP

## Electrical Intermediate Level Protection Installation

Electric

### Estimated Project & Purchase Timeline

Pre Design: FY26

Engineering/Design: FY27

Purchase/Construction: FY28

**Project Description:** This project adds protective devices at the major industrial services, including APL and Horizon and at radial taps in the 35 kV system. Vacuum circuit re-closers will be installed to properly coordinate clearing times in the event of a system disturbance. This enables the rest of the system to stay on line and only remove the faulted service or radial feeder. Each location will require one recloser with dedicated relay control. The recloser will also require provisions for communications back to the NPH via radio link or fiber optic cable when available. An updated short circuit study and new protective relay settings will be required in order to properly complete the system coordination work. Engineering and installation of reclosers at five locations are assumed for this project.

**Project Need:** The 35 kV system does not have any intermediate level protective devices that would minimize power disruptions to customers. The system is only protected from faults via two main 35 kV re-closers at the powerhouse, two main 35 kV town substation breakers, Alyeska Seafoods recloser, Westward Seafoods recloser, Captains Bay Road tap recloser, and four main 12 kV town substation breakers. Other than primary fusing on customer transformers, the system lacks any coordinated protection scheme. Some under frequency and under voltage load shed schemes are currently employed in the system but still are limited in their ability to isolate the system in smaller manageable pieces that would minimize disturbances to as few customers as possible. The lack of adequate coordinated protection schemes and apparatus has caused system wide outages during to a fault or disturbance event most often induced by a single large industrial customer.

**Development Plan & Status :** Areas where intermediate level protection apparatus should be incorporated are as follows: 1. Ballyhoo Tap 2. APL 3. Horizon 4. Submarine Crossing 5. Bridge Crossing

Cost Assumptions	
Engineering, Design, Construction Admin	\$50,000
Other Professional Services	\$75,000
Construction Services	\$100,000
Machinery & Equipment	\$275,000
<b>Subtotal</b>	<b>\$500,000</b>
Contingency (30%)	\$150,000
<b>Total Funding Request</b>	<b>\$650,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	0	0	0	0	0	0	650,000	0	0	0	0	650,000
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>650,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>650,000</b>

# FY22-31 CMMP

## Generator Sets Rebuild

Electric

### Estimated Project & Purchase Timeline

Pre Design: NA

Engineering/Design: NA

Purchase/Construction: NA



**Project Description:** This project consists of inspection, major maintenance, and rebuilds of the primary generator sets in the Unalaska Powerhouse. The maintenance schedule for the generator sets at the Unalaska Powerhouse is determined by engine hours. Engine inspections are also conducted by the manufacturer's mechanics to determine if engine rebuilds are needed or if they can be prolonged according to the hourly schedule.

**Project Need:** These generator set rebuilds are needed to maintain our equipment and the reliability of our electrical production. Our Certificate of Fitness from the Alaska Energy Authority states that we must keep all electrical generating equipment in good running condition.

**Development Plan & Status :** Due to the high cost of the engine rebuilds, it has been determined that the cost will be capitalized. Costs for the Generator Sets rebuilds can fluctuate greatly according to what is determined by the maintenance inspections. Costs for these rebuilds has been determined by the worst case scenario according to the history of the engines. Money that is not used for rebuilds by the end of the fiscal year, will be returned to the proprietary fund.

### Cost Assumptions

Repair & Maintenance	\$2,115,385
Other Professional Services	
Construction Services	
Machinery & Equipment	
<b>Subtotal</b>	\$2,115,385
Contingency (30%)	\$634,615
<b>Total Funding Request</b>	<b>\$2,750,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	0	500,000	750,000	1,000,000	500,000	0	0	0	0	0	0	2,750,000
<b>Total</b>	0	500,000	750,000	1,000,000	500,000	0	0	0	0	0	0	2,750,000

# FY22-31 CMMP

## Installation of New 4 Way Switch at Town Substation

Electric

### Estimated Project & Purchase Timeline

Pre Design: FY24

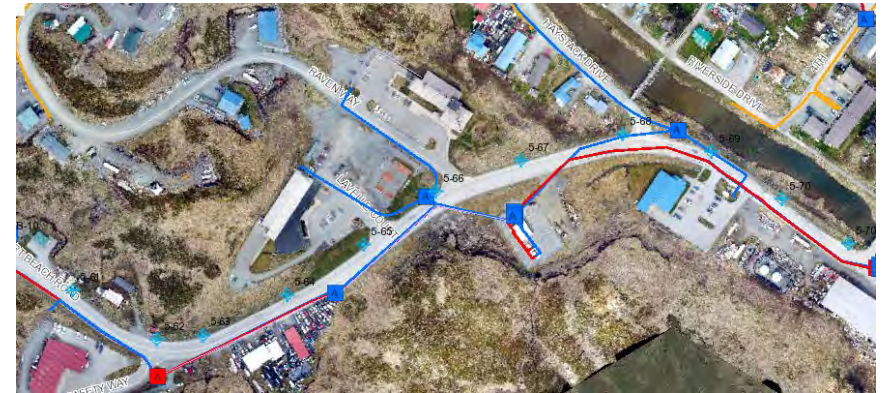
Engineering/Design: FY25

Purchase/Construction: FY26

**Project Description:** This project adds a redundant switch for T12 at the substation. It will provide switching to allow transformer T-1 or T-2 to be taken out of service more readily and without causing an outage. The project also includes reworking of the 34.5 kV cable/conduit system within the substation to incorporate a new switch in this location. Switches with remote visibility and operation capabilities should be considered during the planning and engineering stages.

**Project Need:** The Electric Utility relies on the 34.5 kV sub-transmission system to deliver power to major industrial loads and to the Town Substation. Both feeders that end at Town Substation pass through a single 4 way switch, T12. All of Unalaska's 12 kV loads are fed from Town Substation. Switch T12 is the point where both 34.5 kV feeders can be joined to the substation and is a single point of failure for the sub-transmission system. The loss of this switch results in an outage for all facilities served by the Town Substation, including the school, clinic, and police station, and all residential loads on Unalaska Island.

**Development Plan & Status :** The Budget for this project was derived from the Electric Master Plan. A more accurate budget will be realized during the design phase of this project. Funding for this project will come from the Electric Proprietary Fund.



### Cost Assumptions

Engineering, Design, Construction Admin	\$50,000
Other Professional Services	\$50,000
Construction Services	\$150,000
Machinery & Equipment	\$250,000
<b>Subtotal</b>	<b>\$500,000</b>
Contingency (30%)	\$150,000
<b>Total Funding Request</b>	<b>\$650,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	0	0	0	0	650,000	0	0	0	0	0	0	650,000
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>650,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>650,000</b>

# FY22-31 CMMP

## Large Transformer Maintenance and Service

Electric

### Estimated Project & Purchase Timeline

Pre Design: FY24

Engineering/Design: FY24

Purchase/Construction: FY24

**Project Description:** A qualified industry service company who specializes in the maintenance of utility electrical equipment will service all power transformers at the New Power House and Town Substation. Transformers will be assessed and serviced, as required. Transformer assessment includes insulation testing, dissolved gas analysis, sweep frequency response analysis and other tests. After testing is completed, a detailed report indicating condition and test results would be provided along with recommended service maintenance intervals per the relevant industry codes. It is also understood that components on the transformers are failing due to long term exposure to the corrosive environment due to the marine atmosphere. This will necessitate a more thorough repair in order to ensure long term reliability of the power transformers.

**Project Need:** The City owns four power transformers at the NPH and two at the Town Substation. Three of the NPH transformers are approximately 12 years old, with the fourth only 3 years old. The transformers at the Town Substation are original from the substation construction approximately 20 years ago. While these transformers should have many more years of service, proper and timely maintenance will help prolong their lives. Testing transformers over a period of many years also allows a utility to develop a baseline for each unit, which in turn can identify a developing problem that may not otherwise be discovered until the transformer fails. Replacement of failing monitoring devices is also critical as these are often the utility's first indication of a problem. The devices can also operate to quickly deenergize a transformer should a more serious condition become present. Without operating protective devices, the utility experiences a higher risk of significant damage if a transformer fails.

**Development Plan & Status :** Funding for this project will come from the Electric Proprietary Fund.

Cost Assumptions	
Engineering, Design, Construction Admin	
Other Professional Services	\$150,000
Construction Services	
Machinery & Equipment	
<b>Subtotal</b>	\$150,000
Contingency (30%)	\$45,000
<b>Total Funding Request</b>	<b>\$195,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	0	0	0	195,000	0	0	0	0	0	0	0	195,000
<b>Total</b>	0	0	0	195,000	0	0	0	0	0	0	0	195,000

**Project Description:** This project consists of cleaning the Powerhouse seawater cooling line from the intake to the Powerhouse, and extends the intake into deeper water.

**Project Need:** The powerhouse seawater cooling line needs to be cleaned out every five years due to marine growth inside the line. Increasing seawater temperatures and congestion from local construction require the cooling water intake to be extended to deeper, colder water. The Electrical Master Plan recommends a depth of 20 feet.

**Development Plan & Status :** The existing line runs inside a square concrete utilidoor that terminates with a concrete gate support structure. The gate was actually a strainer grate that could be raised and lowered from the support structure for maintenance and cleaning. Only the concrete guides for the gate remain of this system. It is suggested that the gate be moved to the end of a new 200 linear foot pipe extension out into Unalaska Bay. The pipe would be 30 inch diameter and terminate at a -20 foot MLLW. The gate would be constructed of 316 stainless steel and the pipe extension would be constructed of SDR 32.5 (.923 inch wall) HDPE pipe to eliminate the need for corrosion maintenance. The extension would be attached to the gate with a 45° elbow to swing the direction of the pipeline to the north, away from the fuel dock and in the shortest direction to deeper water.

# FY22-31 CMMP

## Powerhouse Cooling Water Inlet Cleaning and Extension

Electric

### Estimated Project & Purchase Timeline

Pre Design: FY20

Engineering/Design: FY22

Purchase/Construction: FY23



Cost Assumptions	
Engineering, Design, Construction Admin	40,000
Other Professional Services	10,000
Construction Services	200,000
Machinery & Equipment	67,432
<b>Subtotal</b>	<b>317,432</b>
Contingency (30%)	95,230
<b>Total Funding Request</b>	<b>412,662</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	0	40,000	372,662	0	0	0	0	0	0	0	0	412,662
<b>Total</b>	<b>0</b>	<b>40,000</b>	<b>372,662</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>412,662</b>



**Project Description:** This project updates the SCADA at Town Substation with the following:

- Addition of a station PLC to replace the Real Time Automation Controller (RTAC) and collect SCADA data from all meters and relays. The PLC will calculate metering data.
- Addition of a small server which includes VM Ware for development and interfacing with existing substation equipment controls such that substation operation would not rely on the existing wireless communication system. The server will also run the power plant SCADA system Wonderware Intouch application so the HMI will display data from the power plant.
- Addition of a thin client (HMI) for local connection and system overview. • Adding port servers and network switches for engineering access to relays and meters to reliably collect event reports and settings.

**Project Need:** This project will improve the Town Substation efficiency and reliability. In the past, the Utility has known there have been many issues with the substation communications and moving data, data resolution, lost commands to breakers, and lag in reported data between the powerhouse and the Town Substation. The existing SEL Embedded PC and RTAC at the Town substation are first generation and the PC is running a standalone HMI application displaying the substation breakers and transformer data along with control of the breakers. These components will soon be at the end of their useful life. The upgrade will maintain safe operations, to monitor the condition and status of the entire utility system for accurate reporting.

**Development Plan & Status :** Funding for this project will come from the electric proprietary fund.

# FY22-31 CMMP

## Town Substation SCADA Upgrade

Electric

### Estimated Project & Purchase Timeline

Pre Design: FY22

Engineering/Design: FY22

Purchase/Construction: FY23



### Cost Assumptions

Engineering, Design, Construction Admin	
Other Professional Services	\$90,000
Construction Services	
Machinery & Equipment	\$10,000
<b>Subtotal</b>	<b>\$100,000</b>
Contingency (30%)	\$30,000
<b>Total Funding Request</b>	<b>\$130,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	0	0	130,000	0	0	0	0	0	0	0	0	130,000
<b>Total</b>	0	0	130,000	0	0	0	0	0	0	0	0	130,000

# FY22-31 CMMP

## Wartsila Modicon PLC Replacement

Electric

### Estimated Project & Purchase Timeline

Pre Design: FY

Engineering/Design: FY

Purchase/Construction: FY31

**Project Description:** The Wartsila Modicon PLC will be upgraded to the GE PACS RX3i controllers, which are the majority of the PLCs on the Utility's electrical SCADA system. Having all new PLCs will on the same platform will eliminate the need for new PLC software licenses and additional spare PLC hardware will no longer be necessary. When the PLCs are reprogrammed, all of the logic shall be unlocked and become the property of the Utility so that Utility personnel can make modifications. The SCADA system human machine interface (HMI) screens will be updated with the new screens and points for the generators. All of the drawings provided by Wartsila for the original controllers shall be updated with the new controllers and I/O modules. Wartsila did not provide AutoCAD files of the as-built drawings after the construction of the new power plant. All Wartsila drawings affecting the PLC's will be converted to AutoCAD.

**Project Need:** Schneider Electric's Modicon Quantum PLCs control the Wartsila generators (Units 10 and 11) at the NPH. The PLC models installed are no longer produced and difficult to find the same replacement parts. The Concept PLC software, used to program the Quantum PLCs, is not supported on newer operating systems and the logic in the PLC programs are proprietary and locked, which makes it very difficult to troubleshoot and modify.

**Development Plan & Status :** Funding for this project will come from the Electric Proprietary Fund.

Cost Assumptions	
Engineering, Design, Construction Admin	\$50,000
Other Professional Services	\$100,000
Construction Services	
Machinery & Equipment	\$200,000
<b>Subtotal</b>	<b>\$350,000</b>
Contingency (30%)	\$105,000
<b>Total Funding Request</b>	<b>\$455,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	0	0	0	0	0	0	0	0	0	0	455,000	455,000
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>455,000</b>	<b>455,000</b>

# FY22-31 CMMP

## Makushin Geothermal Project Electric

### Estimated Project & Purchase Timeline

Pre Design: FY22

Engineering/Design: FY22

Purchase/Construction: FY23



**Project Description:** This project is the City of Unalaska's estimated portion of reliability upgrades for the City electrical distribution system required to accept energy from the Makushin Geothermal Plant. It requires connecting multiple self-generating industrial customers to the current distribution system, installs more robust intermediate level protections, replaces the aging submarine cable at Illiuliuk Bay, upgrades numerous feeder connections and substations, and improvements to the current SCADA system and automated controls. Other funds will be set aside for legal and consulting fees associated with implementing the project.

**Project Need:** On August 31, 2020, the City entered into a Power Purchase Agreement (PPA) with OCCP. Section 11, Paragraph (c) of the PPA stipulates the City will be responsible for half of the next ten million dollars (\$5,000,000) after the first two million dollar cost of reliability upgrades and distribution additions needed to supply energy from the geothermal plant to Unalaska residents and businesses, and the entirety of the interconnection costs beyond 12 million dollars, if required. This project represents a community partnership to bring renewable energy to Unalaska.

**Development Plan & Status :** The budget for this project was estimated from required funding commitments outlined in the Power Purchase Agreement. A more accurate budget will be determined upon completion of the Intertie Study currently in progress, and based on Study findings there may be a Phase II project to accomplish the required upgrades. Funding for this project will come from the General Fund.

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
1% Sales Tax	0	2,860,000	0	0	0	0	0	0	0	0	0	2,860,000
General Fund	0	0	2,860,000	0	0	0	0	0	0	0	0	2,860,000
<b>Total</b>	0	2,860,000	2,860,000	0	0	0	0	0	0	0	0	5,720,000



**Project Description:** Remodel the existing DPS building after a new DPS building is constructed and the Police Department moves to the new facility.

**Project Need:** Constructed in 1987, the present structure is in need of HVAC, electrical and architectural upgrades. Due to lack of space, the garage for the fire apparatus also houses EMS supplies, turnout gear, the air compressor and gym. The cramped arrangement is unsafe and risks contamination from fumes.

**Development Plan & Status :** The existing structure will be extensively renovated for use by Fire / EMS. The department will relocate to another facility during the work. Architectural firm JYL produced an initial cost estimate of \$8,970,000 dated February 28, 2020. Funding will come from the General Fund and/or the 1% Capital Projects Fund.

# FY22-31 CMMP

## Fire Station Remodel Fire

### Estimated Project & Purchase Timeline

Pre Design: FY22

Engineering/Design: FY22

Purchase/Construction: FY24



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	10,383,896	0	0	0	0	0	0	0	10,383,896
<b>Total</b>	0	0	0	10,383,896	0	0	0	0	0	0	0	10,383,896

# FY22-31 CMMP

## Fire Training Center Fire

### Estimated Project & Purchase Timeline

Pre Design: FY19

Engineering/Design: FY23

Purchase/Construction: FY24



**Project Description:** Establish a live fire training facility in Unalaska. The structure will provide residential type response with a burn room, interior stairs leading to multiple stories, an interior fixed ladder, roof-mounted chop-out curbs, and a parapet roof guard with chain opening. The facility offers multiple training exercises including hose advancement, fire attack, search & rescue, rappelling, laddering, confined space maneuvers, and high-angle rescue operations. Currently there are no such facilities for training public or private sector organizations in Unalaska. This facility will also include a “dirty” classroom and a “clean” classroom that will allow personnel to stay out of the elements while they are instructed on the didactic portion of the lesson.

**Project Need:** Firefighter certification in Alaska requires a live fire training element to ensure experience fighting fires with significant heat and smoke in limited or zero visibility environments. Uncertified volunteers or paid firefighters can respond to fires, but live fire training and certification ensures that they are prepared and don’t panic in real situations. No live fire facility exists in Unalaska, so firefighters travel off-island for training and certification at a cost of approximately \$30,000 per person. The training takes 10-12 weeks and volunteers must take time off from their jobs and live away from their families in order to attend. The proposed training facility can be modified for use by the police department to practice active shooter or other use-of-force situations, and also be used as a confined space rescue training facility by other City departments or private industry, and as as a regional training center for other Aleutian Communities.

**Development Plan & Status :** Only a concept plan exists at the present time.. The proposed site is in the valley near the old chlorine building, or near the current public safety building pending action on the new proposed police station. The general fund will pay for the project. \$12,000 was previously appropriated for a temporary training structure made from shipping containers. Cost quote for facility in 2018 dollars is \$350,000 plus \$85,000 shipping. Other costs include running electrical and water lines to the site and building construction costs for a total of \$1,513,500.

Cost Assumptions	
Other Professional Services	325,000
Engineering, Design, Construction Admin	0
Construction Services	439,231
Machinery & Equipment	400,000
<b>Subtotal</b>	<b>1,164,231</b>
Contingency (30%)	349,269
<b>Total Funding Request</b>	<b>1,513,500</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
<b>General Fund</b>	12,000	0	0	1,501,500	0	0	0	0	0	0	0	1,513,500
<b>Total</b>	12,000	0	0	1,501,500	0	0	0	0	0	0	0	1,513,500

# FY22-31 CMMP

## Lear Road Duplexes Kitchen/Bathroom

### Renovations

Housing

#### Estimated Project & Purchase Timeline

Pre Design: NA

Engineering/Design: NA

Purchase/Construction: FY24

**Project Description:** Full renovation of both kitchens in units 69 & 73 and 81 & 85 (4 kitchens and 6 bathrooms total), replacing all cabinets, countertops, and flooring in both units of both duplexes. This will include some electrical, plumbing, fixtures, and parts as necessary.

**Project Need:** Labor and maintenance costs of the Lear Road Duplexes are increasing due to their age and condition. Over time, some cabinet doors have been replaced with plywood, and some hinges don't hold well because the screw holes have been stripped. In addition, many drawers in all units do not function properly due to worn out or missing drawer guide parts and finding replacement parts has become quite difficult. The countertops have loose laminate as well as chips and burns, which are difficult to repair and nearly impossible to match. The flooring was replaced in all of the units in 2000; however, these floor coverings now have tears, holes, and stains as a result of twenty years of use since that installation was completed.

If left in their current condition, employee tenants will have countertops, cabinets, and flooring which will be difficult to operate, keep clean and are potentially hazardous. Drawers and doors that will not open or slide properly could cause injury, cracked countertops can harbor dangerous bacteria, and irregular flooring surfaces are a trip hazard. These current issues will remain and new issues will arise as the units age, requiring maintenance costs to increase.

The City will gain serviceable components while reducing maintenance costs. These kitchen renovations will retain the property's value for years to come and increase desirability, which can be important for employee recruiting and retention.

**Development Plan & Status :** ECI Architecture prepared final plans in July 2018. Regan Engineering assembled the bid package in October 2018 with bids being let on March 8, 2019 due on April 9, 2019. Industrial Resources, Inc (IRI) was the selected contractor. Project scope was reduced from 4 units to 2 units because IRI's bid exceeded available funding.

#### Cost Assumptions

Engineering, Design, Const Admin	60,000
Other Professional Services	10,000
Construction Services	357,846
Machinery & Equipment	0
Subtotal	427,846
Contingency (set at 30%)	128,354
<b>TOTAL</b>	<b>556,200</b>

Lear Road Duplexes



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	400,000	0	0	156,200	0	0	0	0	0	0	0	556,200
<b>Total</b>	<b>400,000</b>	<b>0</b>	<b>0</b>	<b>156,200</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>556,200</b>

# FY22-31 CMMP

## Communications Infrastructure (Citywide)

Other

### Estimated Project & Purchase Timeline

Pre Design: FY21

Engineering/Design: FY22

Purchase/Construction: FY22

**Project Description:** Build a citywide communications infrastructure to connect all City departments, facilities and systems. Currently the Information Systems department networks all facilities using outdoor wireless point to point equipment. The technology is subject to bandwidth limitations, interference, weather, and significant annual maintenance. The GCI fiber optic project presents a rare opportunity to install subsurface conduit alongside the company's trenching project throughout the island. Every facility could be interconnected over the next two years installing the City's own underground cable network while the ground is open. This will result in a significant increase of network quality (bandwidth, decreased latency, etc.), reliability, and reduced security risks. This infrastructure would also alleviate hours of internal labor costs associated with maintaining over 100 existing wireless devices throughout Unalaska. The underground network would serve all City departments, as well as SCADA, VoIP (phone system), Security Camera Systems, Disaster Recovery, Email, GIS, and Network Applications (e.g. Munis, Sleuth, Rec-Trac, Cartograph, Meter Reading Systems, RMS, WatchGuard, etc.).

**Project Need:** All cities are increasingly reliant on network services that require larger amounts of bandwidth. Unalaska needs a viable path forward that will serve its growing demands (e.g. GIS, Security Cameras, Disaster Recovery, etc.), greater reliability (e.g. SCADA monitoring/control systems), and future scalability (services growth). Most local governments have had high-speed underground cable networks for decades, but Unalaska has repeatedly missed opportunities to install its own underground, high-speed network. The GCI proposal will trench miles of underground cabling and could be the last feasible opportunity to install our own network. This project will upgrade city infrastructure and provide significant cost savings for installation and future operations.

**Development Plan & Status :** This project will be funded by the General Fund. An additional \$105,974 budgeted to the FY17 Fiber Optic Infrastructure Development Project from the Water and Wastewater proprietary funds will be moved to this project.



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	947,013	947,013	0	0	0	0	0	0	0	0	1,894,026
Wastewater Proprietary Fund	52,987	0	0	0	0	0	0	0	0	0	0	52,987
Water Proprietary Fund	52,987	0	0	0	0	0	0	0	0	0	0	52,987
Total	105,974	947,013	947,013	0	0	0	0	0	0	0	0	2,000,000



# FY22-31 CMMP

## Aquatics Center Mezzanine and Office Space Expansion

PCR

### Estimated Project & Purchase Timeline

Pre Design: FY

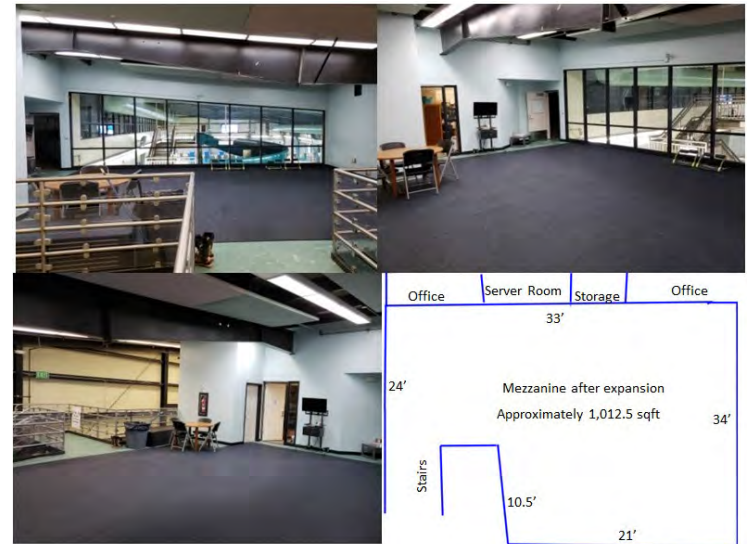
Engineering/Design: FY23

Purchase/Construction: FY24

**Project Description:** Expand the Aquatics Center Mezzanine and Office space to reach the walls over the loft area in the lobby. The Mezzanine consists of a multi-use open area, one office, a computer server room and janitors closet. The expansion will create about 500 sqft more usable space for use as offices. A bank of windows will improve natural light and air circulation in an otherwise very stuffy and hot room.

**Project Need:** PCR has added a new Coordinator and Head Lifeguard positions in 2020. The Aquatics Center lacks additional office space and the coordinator currently uses an office across the street at PCR. The head lifeguard uses the main admissions office downstairs during nonoperational hours. Programming has also increased with the new coordinator. The size of our upstairs facility constricts large events such as the Pumpkin Plunge and Youth Swim League's Award Ceremony. They become standing room only with people filtering down the stairs. Also, many requests for more free weights will take up even more space in the Mezzanine.

**Development Plan & Status :** In October 2018 the City Engineer, Information Systems and Maintenance did a walk through of the Mezzanine and Offices with the Aquatics Manager. A plan was discussed to achieve expansion. There are no physical obstacles to this expansion project.



### Cost Assumptions

Engineering, Design, Construction Admin	80,000
Other Professional Services	
Construction Services	635,385
Machinery & Equipment	
<b>Subtotal</b>	<b>715,385</b>
Contingency (30%)	214,616
<b>Total Funding Request</b>	<b>930,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	80,000	850,000	0	0	0	0	0	930,000
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>80,000</b>	<b>850,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>930,000</b>

**Project Description:** Renovate Burma Road Chapel's kitchen into a commercial kitchen.

**Project Need:** PCR hosts numerous events in Burma Road Chapel. A commercial kitchen would greatly improve the quality and quantity of PCR's programming. The space is frequently rented for patrons to host parties, and a commercial kitchen would also improve their experience in that space.

**Development Plan & Status :** Funding for this project will come from the General Fund.

# FY22-31 CMMP

## Burma Road Chapel Kitchen Improvement

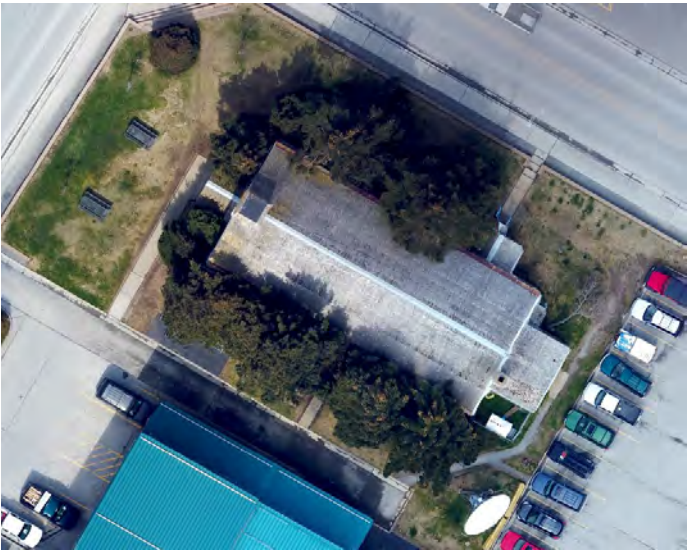
PCR

### Estimated Project & Purchase Timeline

Pre Design: FY24

Engineering/Design: FY24

Purchase/Construction: FY24



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	150,000	0	0	0	0	0	0	0	0	150,000
Total	0	0	150,000	0	0	0	0	0	0	0	0	150,000

**Project Description:** New playground equipment is necessary to replace the outdated playground equipment in front of the Community Center.

**Project Need:** The current play structures are too close to the railing that encloses the playground from the parking lot and sidewalk.

**Development Plan & Status :** Planning for the play structure's replacement will be done while the Operations Manager is at the National Parks and Recreation Association Conference in the fall of 2021. The project will be funded in FY23.

# FY22-31 CMMP

## Community Center Playground Replacement

PCR

### Estimated Project & Purchase Timeline

Pre Design: FY22

Engineering/Design: FY22

Purchase/Construction: FY23



Cost Assumptions	
Other Professional Services	
Engineering, Design, Construction Admin	50,000
Construction Services	180,769
Machinery & Equipment	
<b>Subtotal</b>	230,769
Contingency (30%)	69,231
<b>Total Funding Request</b>	300,000

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	300,000	0	0	0	0	0	0	300,000
<b>Total</b>	0	0	0	0	300,000	0	0	0	0	0	0	300,000

**Project Description:** Upgrading technology in the Community Center.

**Project Need:** Advances in technology offer more ways for Unalaska to be better connected via internet access. The Community Center will become a place where residents and visitors will seek to connect to these services. The meeting and exercise spaces need upgrades to meet current technology to accommodate the increasing demand. Examples include: Projectors and display monitors in the conference room and Multipurpose Room along with substantial audio/visual improvements, building-wide WIFI access and technological improvements in the Teen Room.

**Development Plan & Status :** This project will be funded by the General Fund.

# FY22-31 CMMP

**Community Center Technology Upgrades**  
PCR

**Estimated Project & Purchase Timeline**  
Pre Design: FY25  
Engineering/Design: FY25  
Purchase/Construction: FY26

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	0	80,000	0	0	0	0	0	80,000
Total	0	0	0	0	0	80,000	0	0	0	0	0	80,000



**Project Description:** Replacing the playground at Community Park.

**Project Need:** Playgrounds are designed to last between 20 and 30 years. The Community Park playground was built in 1999 and reaches the end of its lifespan in FY28. Several structures have started to show age and the black rubber safety tiles now are easily moved out of place.

**Development Plan & Status :** This project will be funded by the General Fund.

# FY22-31 CMMP

## Community Park Replacement Playground

PCR

### Estimated Project & Purchase Timeline

Pre Design: FY27

Engineering/Design: FY27

Purchase/Construction: FY28



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	0	0	0	500,000	0	0	0	500,000
<b>Total</b>	0	0	0	0	0	0	0	500,000	0	0	0	500,000

**Project Description:** Replacing all the cable machines in the Cybex Room at the Community Center.

**Project Need:** The equipment in the Cybex Room at the Community Center is as old as the building and is starting to show its age. In many cases, Lifefitness no longer carries replacement parts. When something breaks now the maintenance department frequently has to create something from scratch to make the machine usable.

**Development Plan & Status :** This project will be funded by the General Fund.

# FY22-31 CMMP

## Cybex Room Replacement PCR

### Estimated Project & Purchase Timeline

Pre Design: FY24

Engineering/Design: FY24

Purchase/Construction: FY24

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	75,000	0	0	0	0	0	0	0	75,000
Total	0	0	0	75,000	0	0	0	0	0	0	0	75,000

**Project Description:** With the new park at UCSD, Tutiakoff Park could be an ideal place for a dog park. Many community members already bring their dogs to the park for recreation so including some obstacles for dogs to play and jump on would greatly benefit dog owners.

**Project Need:** There is no dog park on the island and it's a request PCR receives frequently.

**Development Plan & Status :** The park will be designed in FY25, with construction in FY26.

# FY22-31 CMMP

**Dog Park**  
PCR

## Estimated Project & Purchase Timeline

Pre Design: FY25

Engineering/Design: FY25

Purchase/Construction: FY26



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	0	200,000	0	0	0	0	0	200,000
<b>Total</b>	0	0	0	0	0	200,000	0	0	0	0	0	200,000

**Project Description:** The gymnasium floor was installed when the building was built in 1996 and is lined for a full size basketball court, volleyball court and badminton court. A replacement floor would include lines for the same sports. The new floor would be made of a synthetic material so it would no longer need to be protected during special events.

**Project Need:** The current wooden floor recoated once a year to improve it's appearance and remove scratches. Over the past 20 years scratches have become more significant and the floor is beginning to show its age. A replacement floor will provide a better experience for patrons and greatly improve staff's ability to deliver quality programming. Special events held in the gym require PCR staff to roll out tarps to protect the wood floor. Afterward, they need to be cleaned and mopped which takes a lot of time. The planned replacement floor can be mopped and cared for much like the Multipurpose Room floor.

**Development Plan & Status :** During FY24 PCR staff will identify the flooring material that best meets the needs for the community. The estimated coast is \$221,000 which means that \$51,000 or 10% is planned to be spent in FY24 for design and scoping. These numbers are estimates and may change as FY24 approaches.

# FY22-31 CMMP

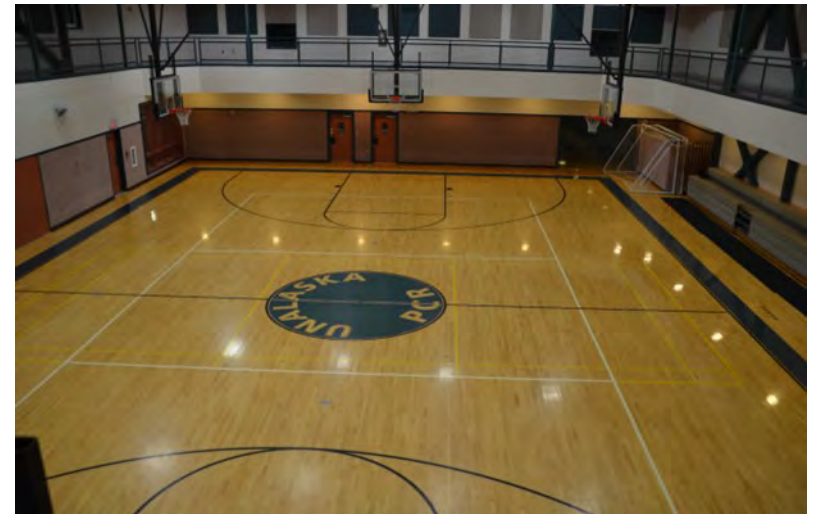
## Gymnasium Floor PCR

### Estimated Project & Purchase Timeline

Pre Design: FY

Engineering/Design: FY24

Purchase/Construction: FY25



Cost Assumptions		
Engineering, Design, Const Admin		51,000
Other Professional Services		
Construction Services		158,231
Machinery & Equipment		
	<b>Subtotal</b>	<b>209,231</b>
Contingency (set at 30%)		62,769
	<b>TOTAL</b>	<b>272,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	51,000	221,000	0	0	0	0	0	0	272,000
<b>Total</b>	0	0	0	51,000	221,000	0	0	0	0	0	0	272,000

**Project Description:** Improve the drainage and infield of the softball field. This project will assess and address the field's drainage system with appropriate repairs.

**Project Need:** The outfield no longer drains after a decent amount of rain. It is unfit and unsafe for use by the public. We frequently cancel softball events because the field needs the first summer months to dry as much as possible. Even as late as August and September the field is very damp and unplayable.

**Development Plan & Status :** This project will be funded by the General Fund.

# FY22-31 CMMP

## Kelty Field Improvement Project PCR

### Estimated Project & Purchase Timeline

Pre Design: FY22

Engineering/Design: FY22

Purchase/Construction: FY22



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	100,000	0	0	0	0	0	0	0	0	0	100,000
<b>Total</b>	0	100,000	0	0	0	0	0	0	0	0	0	100,000



**Project Description:** Providing access to Community Park from the southwest side.

**Project Need:** Many children in the neighborhood adjacent to the south side of Kelty Field cross the stream to access the park. This project would create walking access to the park in the southwest side to allow these children to safely cross the stream and gain access to the park.

**Development Plan & Status :** This project will be funded by the General Fund.

# FY22-31 CMMP

## Kelty Field SW Access

PCR

### Estimated Project & Purchase Timeline

Pre Design: FY28

Engineering/Design: FY29

Purchase/Construction: FY28



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	0	0	0	0	500,000	0	0	500,000
<b>Total</b>	0	0	0	0	0	0	0	0	500,000	0	0	500,000

**Project Description:** Turing the area in the Aquatic Center where the slide is into a Kiddie Pool/Splash Pad.

**Project Need:** The waterslide is the Aquatic Center's only attraction. It is not used often because it requires extra staffing and three swimming lanes are closed when running. Patrons are limited to one at a time and lifejackets are not allowed. If a child cannot reach the bottom of the pool where the slide comes out or they cannot swim to the side they are not able to use the slide. A kiddie pool with fountains and smaller slides will run continuously during open hours and with no additional staffing. Children who are not able to swim will be able to use this facility as a safe introduction to water. This also will be able to be utilized on its own, multiple kids can use it simultaneously and the new improvements can fit in the same space where the slide will be removed.

**Development Plan & Status :** This project will be funded by the General Fund.

# FY22-31 CMMP

**Kiddie Pool/Splash Pad**  
PCR

**Estimated Project & Purchase Timeline**

Pre Design: FY29  
Engineering/Design: FY29  
Purchase/Construction: FY30

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	0	0	0	0	0	500,000	0	500,000
Total	0	0	0	0	0	0	0	0	0	500,000	0	500,000

**Project Description:** Ounalashka Park was built in 1999 and is located in Unalaska valley. It is the department's largest park and includes a softball field, outdoor basketball/tennis court, and a paved trail with some permanent exercise stations. In addition to the athletic equipment, it also has a playground, pavilion, and a snack shack which is occasionally used during PCR events. This project would build a covered multipurpose facility where the current tennis court is or somewhere close to it.

**Project Need:** In 2012, the court was resurfaced with plastic tiles in the hopes that they would be an improvement over the worn out court. However, they do not offer a realistic tennis surface and the court measures two feet too short. This project will:

- Improve the quality of the park's amenities.
- Evaluate the current and future facility in an effort to best accommodate Unalaska residents for the next 20 to 30 years.
- Raise Council awareness of the need to bring a facility that can offer more recreational activities such as hockey, tennis, indoor soccer, or an indoor playground.
- Provide a multipurpose covered facility.
- Serve as an emergency shelter for the island, which is very much needed.

**Development Plan & Status :** PCR staff and the Advisory Board will gauge public interest in bringing a covered facility with two regulation tennis courts. The estimated cost is \$5,629,000. \$562,000 or 10% will be spent in FY26 for design and scoping. These numbers came from Lose Design. There is grant funding available for emergency related service and the City will also seek a partnership with other island organizations to pursue available resources.

#### Cost Assumptions

Engineering, Design, Const Admin	950,000
Other Professional Services	130,000
Construction Services	3,250,000
Machinery & Equipment	
<b>Subtotal</b>	<b>4,330,000</b>
Contingency (set at 30%)	1,299,000
<b>TOTAL</b>	<b>5,629,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	0	562,900	5,066,100	0	0	0	0	5,629,000
<b>Total</b>	0	0	0	0	0	562,900	5,066,100	0	0	0	0	5,629,000

# FY22-31 CMMP

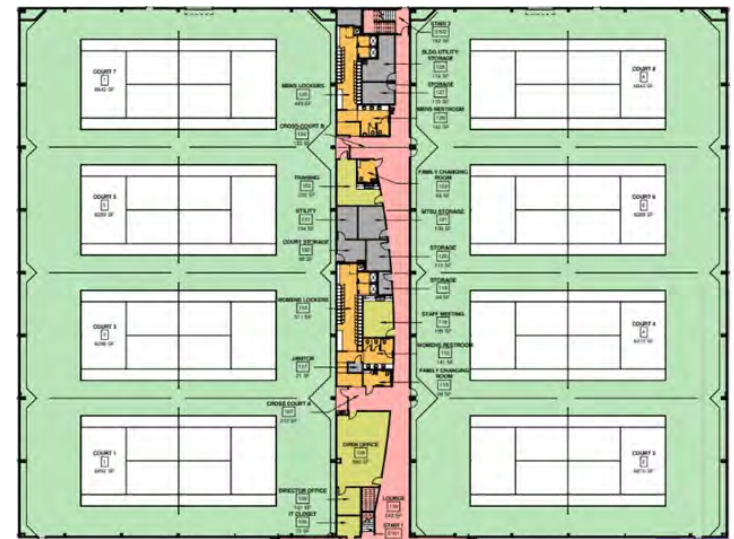
## Multipurpose Facility PCR

### Estimated Project & Purchase Timeline

Pre Design: FY25

Engineering/Design: FY26

Purchase/Construction: FY27





**Project Description:** Creating a city park in the area above Westward Plant. This area of the community lacks any recreational amenities.

**Project Need:** Park development on west/southwest area of the city above Westward, build a park on city property. The road system and utilities are already in place reducing the costs of construction. It is a natural place of a park serving an under developed area of the city.

**Development Plan & Status :** Funding for this project would come from the General Fund.

# FY22-31 CMMP

## Park Above the Westward Plant

PCR

### Estimated Project & Purchase Timeline

Pre Design: FY29

Engineering/Design: FY29

Purchase/Construction: FY30



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	0	0	0	0	0	3,200,000	0	3,200,000
<b>Total</b>	0	0	0	0	0	0	0	0	0	3,200,000	0	3,200,000

**Project Description:** Develop a comprehensive parks and recreation plan. We will hire an outside consulting firm to help us better assess the needs of our department for the next ten years and beyond.

**Project Need:** PCR's management team spent a significant amount of time during the past year developing a plan for future CMMP projects. Bringing in a consultant could help not only with prioritizing those projects, but also with programming, daily operations, and park maintenance.

**Development Plan & Status :** Funding will come from the General Fund. Studies do not require a contingency.

# FY22-31 CMMP

## Parks and Recreation Study

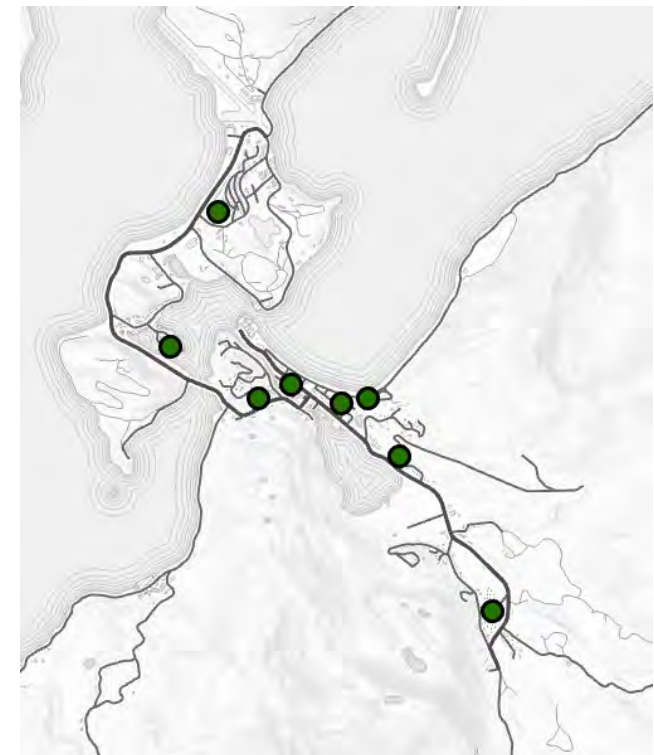
PCR

### Estimated Project & Purchase Timeline

Pre Design: FY23

Engineering/Design: FY23

Purchase/Construction: FY23



### Cost Assumptions

Other Professional Services	\$100,000
Engineering, Design, Construction Admin	
Construction Services	
Machinery & Equipment	
<b>Subtotal</b>	\$100,000
Contingency (0%)	\$0
<b>Total Funding Request</b>	\$100,000

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	100,000	0	0	0	0	0	0	0	0	100,000
<b>Total</b>	0	0	100,000	0	0	0	0	0	0	0	0	100,000

**Project Description:** Expanding the pool towards the road in order to provide space for bleachers.

**Project Need:** Four years ago we purchased a Colorado Timing System so our Aquatic Center can accommodate larger swim meets. However, the size of our Natatorium is barely able to hold two swim teams as well as spectators comfortably. This project will expand the Aquatic Center on the south side to allow for bleachers for both spectators and teams and expand on the east side to install a small warm-up cool-down, 2 lane, 15 yard, 3 foot deep pool. This will make our pool competition ready and even open up the possibilities to having Regionals.

**Development Plan & Status :** This project will be funded by the General Fund.

# FY22-31 CMMP

## Pool Expansion PCR

### Estimated Project & Purchase Timeline

Pre Design: FY29

Engineering/Design: FY29

Purchase/Construction: FY30



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	0	0	0	0	0	2,000,000	0	2,000,000
<b>Total</b>	0	0	0	0	0	0	0	0	0	2,000,000	0	2,000,000

**Project Description:** Installing a pump track next to Kelty Field.

**Project Need:** The current Skate Park is old and needs to be replaced. It's had many different paint jobs and rust has made certain areas dangerous. The current location of the Skate Park sits on real estate that can better serve the community, and discussions about various new facilities mention this property. If the site is designated for a new purpose, then the City needs to find a new location for wheeled recreation. Adding a pump track to Community Park would greatly increase what that park can offer and its use. The timing of this project depends on plans for the existing site's redevelopment.

**Development Plan & Status :** This project will be funded by the General Fund.

# FY22-31 CMMP

## Pump Track PCR

### Estimated Project & Purchase Timeline

Pre Design: FY24

Engineering/Design: FY24

Purchase/Construction: FY25



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	100,000	0	0	0	0	0	0	100,000
<b>Total</b>	0	0	0	0	100,000	0	0	0	0	0	0	100,000

**Project Description:** Repairing and replacing the rebar that has rusted through the bottom of the pool. Then replacing the plaster in order to complete the project.

**Project Need:** A pool should be re-plastered every 10 years and even sooner with a salt water pool. Our pool has had the same plaster on it for over 20 years. Due to the life of our current plaster and Gunite corrosion the rebar underneath has become corroded and needs restoration.

**Development Plan & Status :** This project will be funded by the General Fund.

# FY22-31 CMMP

## Rebar Restoration and Re-plastering PCR

### Estimated Project & Purchase Timeline

Pre Design: FY25

Engineering/Design: FY25

Purchase/Construction: FY26

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	0	250,000	0	0	0	0	0	250,000
Total	0	0	0	0	0	250,000	0	0	0	0	0	250,000

**Project Description:** Repurpose the existing warming pool into a spa.

**Project Need:** The warming pool at the Aquatic Center currently has a jet system and filters that go through our filtration system. We could easily build a wall between the jets and the entrance of the pool to create an overflow spa. The only additions that would be required is a wall and a separate heating unit. The pool needs rebar restoration and replastering, building a wall in the warming pool during that project would be easily done. This would provide heated hydrotherapy to our community members who need it.

**Development Plan & Status :** This project will be funded by the General Fund.

# FY22-31 CMMP

Spa  
PCR

Estimated Project & Purchase Timeline

Pre Design: FY29

Engineering/Design: FY29

Purchase/Construction: FY30

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	0	0	0	0	0	200,000	0	200,000
Total	0	0	0	0	0	0	0	0	0	200,000	0	200,000

# FY22-31 CMMP

## Unalaska Public Transportation Study

Planning

### Estimated Project & Purchase Timeline

Pre Design: FY25

Engineering/Design: NA

Purchase/Construction: NA



**Project Description:** In 2018 the Planning Department completed a study of the city's transportation and determined there is a need for public transit. The island population of about 4,000 residents increases to 11,000 during processing seasons. The study conducted two bus operation periods to simulate a transit system, surveys were available in multiple languages and the results indicated a high probability of ridership. This project seeks funding for a second study by professional transportation planners and engineers to conduct a more thorough analysis of how a public transportation system in Unalaska, funding sources, service areas and routes and capital equipment needed for the system.

**Project Need:** A large percentage of island residents and workers lack reliable and affordable transportation. Unalaska's harsh weather further hampers specific populations that would use the system including the elderly, youth, and processors, and the high cost of vehicle ownership and maintenance on the island is another consideration. The 2018 Transportation Study identified several transportation grants that could fund up to 80% of the cost annually. The project should also explore partnerships with the Q-Tribe, OC, and private island corporations to leverage investment and grant opportunities. Furthermore, the project will evaluate whether the system should be operated by a Transit Authority, a one of the major investors, city, tribal department, or otherwise.

**Development Plan & Status :** The FY25 expenditure is \$200,000 from the General Fund. Studies do not require a contingency budget. Based on the study, the expectation is to identify grants available to further lower the cost, potentially up to 80% with the correct partners taking the wheel.

### Cost Assumptions

Other Professional Services	\$200,000
Engineering, Design, Construction Admin	
Construction Services	
Machinery & Equipment	
<b>Subtotal</b>	<b>\$200,000</b>
Contingency (30%)	\$0
<b>Total Funding Request</b>	<b>\$200,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	200,000	0	0	0	0	0	0	200,000
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>200,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>200,000</b>



# FY22-31 CMMP

## Entrance Channel Dredging Ports

### Estimated Project & Purchase Timeline

Pre Design: FY19

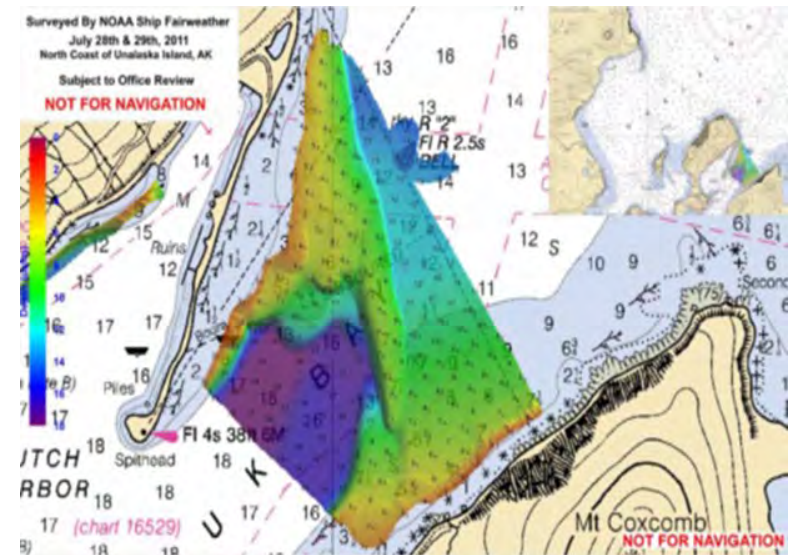
Engineering/Design: FY20

Purchase/Construction: FY22

**Project Description:** This project will remove material from the channel bar that crosses the entrance of Iliuliuk Bay before vessels can enter Dutch Harbor. The dredging will increase the depth of water to accommodate the draft of large vessels transiting the channel and utilizing the Unalaska Marine Center and facilities inside of Dutch Harbor. The City will work with the US Army Corps of Engineers to help fund, design, construct, and maintain this project. This project already completed the biological assessments to gauge the impact of dredging to beachfronts inside of the harbor. The USACE has secured a congressional authorization to fund the dredging. This will allow deeper draft vessels to enter into Dutch Harbor including tankers, container ships and break-bulk vessels. The project will reduce delays of current vessels entering and departing the harbor due to storm surge and swell in the channel. The project estimates removal of 23,400 CY of material.

**Project Need:** The bar that crosses the entrance channel limits vessels entering the port by their draft rather than need for services in the community. Many vessels passing the community cannot enter our port due to water depth. Depending upon sea conditions the keel depth for vessels currently utilizing the port can be as little as one meter to the bottom according to the Alaska Marine Pilots. Storm conditions, especially northerly wind, undulates the sea height and makes the situation worse by causing vessels to pitch resulting in contact with the sea floor where the bar is located. Dredging the entrance channel to a sufficient depth and width will alleviate the safety concerns and allow more vessel/cargo traffic into the port, increasing Unalaska's economic utility.

**Development Plan & Status :** The City conducted a Cost Benefit Analysis of the project to prove its benefit to the nation and that it is worthy of the USACE's and expenses. This project moved steadily forward to assimilate other key pieces, such as the biological assessment, impacts of dredging, and any impacts dredging may have on the inner harbor. In 2020 the US Congress authorized funding to the project with USACE and made available \$27M. The City needs a match of just \$9M, bringing the total cost to \$38.456M. It will be completed in phases over FY22 and FY23.



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
1% Sales Tax	0	1,000,000	0	0	0	0	0	0	0	0	0	1,000,000
General Fund	2,500,000	3,494,500	4,494,500	0	0	0	0	0	0	0	0	10,489,000
Grant	0	13,483,500	13,483,500	0	0	0	0	0	0	0	0	26,967,000
<b>Total</b>	<b>2,500,000</b>	<b>17,978,000</b>	<b>17,978,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>38,456,000</b>



**Project Description:** Construct a new, state of the art Public Safety facility on the Skate Park site between the Clinic and City Hall.

**Project Need:** Presently, the Department of Public Safety (DPS) structure is outdated and presents safety and operational issues. It does not support all the needs of the department. Issues include:

- Inadequate staff support, office, interview and observation space; and no locker rooms for uniform changes, post-exposure decontamination, etc.
- Building access restrictions required for Police operations constrain volunteer firefighter use.
- Detainee entrance is a narrow passage to parking area that conflicts with emergency response. The undersized booking area is potentially hazardous for staff with unruly prisoners. The remote evidence drop-off/storage raises chain of custody and security issues.
- Crowded dispatch area provides little security from the public lobby, creating a safety and confidentiality issue.
- The fire apparatus garage houses EMS supplies, turnout gear, air compressor and gym. This creates potential contamination hazards from fumes.

**Development Plan & Status :** Architectural firm, Jensen Yorba Lott (JYL), was retained to conduct a functional assessment of the existing DPS facility with the following goals and objectives:

- Analyze comprehensive space needs for current/future program reqs
- Identify short-comings of the existing facility to meet those requirements
- Analyze building for building codes, conditions, and expansion opportunities
- Provide schematics for bldg expansion or new const that meets DPS program reqs and will serve the City of Unalaska for the next 50 years
- Identify potential sites suitable for consideration for a new DPS complex

Based on Council input and budget amendment, pre-design scope increased to bring new proposed Police Station and renovation of the existing building to a high level pre-design including geotech, schematic drawings, and cost estimates. Results of pre-design will support full design and construction.

Discovery Drilling finished last boring 9-3-19 bringing total drilled length to 500'. Preliminary findings show fill on top of geotextile fabric underlain with soft lakebed material. Bedrock was found between 11.5' deep near Airport Beach Road and 49.5' deep on the opposite (north) side of the Skate Park. The Final Geotech Report for the Skate Park site was received on 12-23-19. Corey Wall with JYW (formerly JYL) presented findings to Council via teleconference during the July 14, 2020 Council meeting wherein Council requested additional sites be evaluated.

DPS Director King and DPW Director Cohenour evaluated 4 additional sites. Corey Wall reviewed findings at November 10, 2020 Council meeting and DPW Director lead discussion on 4 additional sites with input from Director King. No further direction from Council has been given.

# FY22-31 CMMP

## Police Station PS19C

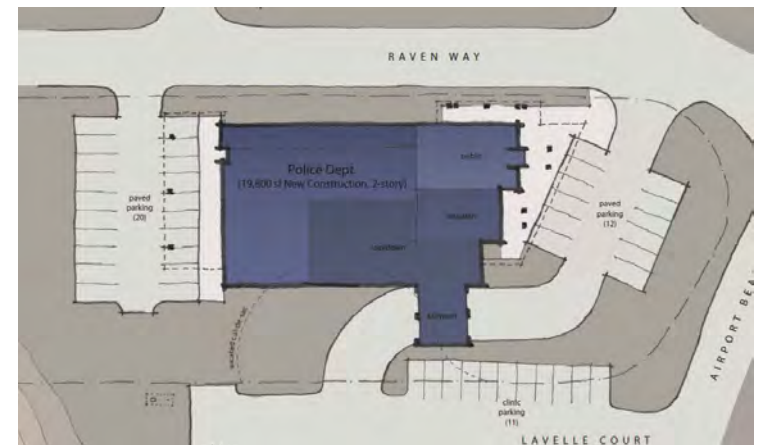
Public Safety

### Estimated Project & Purchase Timeline

Pre Design: FY20

Engineering/Design: FY21

Purchase/Construction: FY23



### Cost Assumptions

Engineering, Design, Const Admin	2,548,250
Other Professional Services	278,250
Construction Services	17,761,000
Machinery & Equipment	1,502,500
Subtotal	22,090,000
Contingency (Incl in Architect's Estimate)	0
<b>TOTAL</b>	<b>22,090,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	22,090,000	0	0	0	0	0	0	0	0	22,090,000
<b>Total</b>	0	0	22,090,000	0	0	0	0	0	0	0	0	22,090,000

# FY22-31 CMMP

## Burma Road Chapel Upgrades

Public Works

### Estimated Project & Purchase Timeline

Pre Design: FY20

Engineering/Design: FY21

Purchase/Construction: FY24



**Project Description:** In 2019 the PCR side of the Burma Road Chapel showed signs of rotten siding along the lower portions of the exterior wall. Architect Corey Wall, JYL Architects, crawled under the structure and took photos of the rim joists. Evidence of rot was observed below the building. The original scope of this project included removing shingles, roof boards, and damaged insulation, and installing framing for eave soffit ventilation/increased depth for insulation, insulation to R-30, new roof boards, re-roofing the building, and painting the new eaves and trim. Additional roof repairs will be required in the future. An imminent need is the repair of the rotten sill plate, rim joists, and exterior siding on the PCR side of the Burma Rd Chapel.

**Project Need:** Exterior siding, structural sill plates and rim joists all show signs of rot and need replacement. Also, the facility lacks proper insulation and ventilation, which causes snow melt on the roof that runs down to the eave, freezes and causes ice dams to separate the walls and roof. As ice dams grow larger, the water from the melting snows backs up and leaks between wood shingles into the building causing water damage. In FY08, metal flashing was installed on the eaves over the electric cable system to heat the flashing. A new roof will protect the facility for at least another 30 years.

**Development Plan & Status :** DPW's Facilities Maintenance budget will replace the metal flashing and heat trace on the eave as an interim solution when the present system fails. The rotten siding along the lower portions of the exterior wall and sill plate repair work began in November 2020 and will be completed by the end of FY21. The major roof repairs will be conducted in the future, possibly as soon as FY24.

### Cost Assumptions

Engineering, Design, Const Admin	70,000
Other Professional Services	10,000
Construction Services	373,077
Machinery & Equipment	-
<b>Subtotal</b>	<b>453,077</b>
Contingency (set at 30%)	135,923
<b>TOTAL</b>	<b>589,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	110,000	0	0	479,000	0	0	0	0	0	0	0	589,000
<b>Total</b>	110,000	0	0	479,000	0	0	0	0	0	0	0	589,000

# FY22-31 CMMP

**Project Description:** This major infrastructure improvement project constructs drainage, utilities, and pavement out Captains Bay Road to the entrance of Offshore Systems, Inc. (OSI). The work spans approximately 2.5 miles of drainage improvements from Airport Beach Road to OSI, 2.5 miles of road realignment/paving/walkways/lighting from Airport Beach Road to OSI, and 1.3 miles of water/sewer/electric utility extensions from Westward to OSI.

**Project Need:** Captains Bay Road is a primary transportation route for Westward Seafoods, North Pacific Fuel, Northland Services, Offshore Systems Inc., and several small businesses as well as residential areas. The road facilitates high traffic for heavy vehicles used by the fishing and support industries vital to the community's economy. In 2011 the City held public meetings regarding the Road Improvement Master Plan. Residents and industry representatives discussed Captains Bay Road and hazards its high road crown creates. The crown is needed for adequate drainage. There was strong support for improvements to Captains Bay Road. Captains Bay Road also presents future growth opportunities for the community as identified in the City's Comprehensive Plan.

**Development Plan & Status :** This project is grant dependent. Drainage and paving estimates are based on the Ballyhoo Road Drainage & Electrical Upgrades Project. The utility expansion estimate is based on the Henry Swanson Drive Road & Utilities Project's utility construction costs, and other recent materials and equipment costs. These are rough estimates that will be refined as the project commencement approaches. As of April 10, 2020, the State did not award grant funds via the STIP / CTP. Additional grant opportunities will be sought out. A \$4,000,000 Legislative request was submitted via CAPSIS in February 2021. Preliminary Estimate by HDL Engineering for total project costs = \$53,700,000

## Cost Assumptions

Engineering, Design, Construction Admin	\$5,370,000
Other Professional Services	\$300,000
Construction Services	\$35,637,692
Machinery & Equipment	
<b>Subtotal</b>	<b>\$41,307,692</b>
Contingency (30%)	\$12,392,308
<b>Total Funding Request</b>	<b>\$53,700,000</b>

## Captains Bay Road & Utility Improvements

Public Works

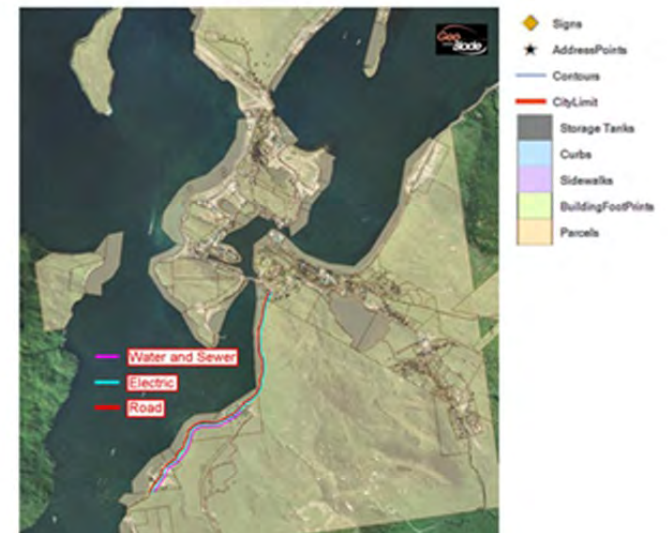
### Estimated Project & Purchase Timeline

Pre Design: FY20

Engineering/Design: FY21

Purchase/Construction: FY23

## Captains Bay Road and Utilities



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Electric Proprietary Fund	0	0	0	9,600,000	0	0	0	0	0	0	0	9,600,000
General Fund	2,000,000	0	0	0	0	9,600,000	9,600,000	0	0	0	0	21,200,000
Grant	0	4,000,000	0	0	0	0	0	0	0	0	0	4,000,000
Wastewater Proprietary Fund	0	0	0	0	9,600,000	0	0	0	0	0	0	9,600,000
Water Proprietary Fund	0	0	9,600,000	0	0	0	0	0	0	0	0	9,600,000
<b>Total</b>	<b>2,000,000</b>	<b>4,000,000</b>	<b>9,600,000</b>	<b>9,600,000</b>	<b>9,600,000</b>	<b>9,600,000</b>	<b>9,600,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>54,000,000</b>

**Project Description:** Rolling high capacity shelving in the DPW Supply Division will increase warehouse capacity by 50%. The carriage and rails system will enable shelves to move side to side and eliminate idle aisles.

**Project Need:** The DPW Supply Inventory Room is crowded and access to products, inventory, parts, and PPE is inefficient. Overflow is stored in the Warehouse or offsite which is subject to temperature variations and vermin contamination. The rolling bulk shelving will enable us to store double the existing capacity by eliminating static access isles.

**Development Plan & Status :** Price proposal includes materials and installation. Supplier will come here to install the units with some assistance from City staff.

# FY22-31 CMMP

## DPW Inventory Room - High Capacity Shelving

Public Works

### Estimated Project & Purchase Timeline

Pre Design: FY22

Engineering/Design: FY22

Purchase/Construction: FY22



### Cost Assumptions

Engineering, Design, Const Admin	1,385
Other Professional Services	4,000
Construction Services	0
Machinery & Equipment	110,000
Subtotal	115,385
Contingency (set at 30%)	34,615
<b>TOTAL</b>	<b>150,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	150,000	0	0	0	0	0	0	0	0	0	150,000
<b>Total</b>	0	150,000	0	0	0	0	0	0	0	0	0	150,000



**Project Description:** Construct paint booth / body shop at DPW to facilitate appropriate repairs on City vehicles.

**Project Need:** Presently body work is accomplished inside the mechanic shop. Employees are exposed to toxic dust particles and hazardous paint spray. A stand alone bay or building is very much needed to protect the health and well-being of employees in the shop as well as in the rest of the building. Air gets circulated throughout the building exposing all employees and visitors to toxic paint fumes.

**Development Plan & Status :** General fund. Construct an add-on bay to the existing Wash Bay or construct the equipment storage building and include a body shop.

# FY22-31 CMMP

## DPW Paint Booth / Body Shop

Public Works

### Estimated Project & Purchase Timeline

Pre Design: FY23

Engineering/Design: FY24

Purchase/Construction: FY25



### Cost Assumptions

Engineering, Design, Const Admin	25,000
Other Professional Services	10,000
Construction Services	750,000
Machinery & Equipment	0
Subtotal	785,000
Contingency (set at 30%)	235,500
<b>TOTAL</b>	<b>1,020,500</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	25,000	995,500	0	0	0	0	0	0	1,020,500
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>25,000</b>	<b>995,500</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,020,500</b>

# FY22-31 CMMP

## Equipment Storage Building

Public Works

### Estimated Project & Purchase Timeline

Pre Design: FY22

Engineering/Design: FY23

Purchase/Construction: FY24

**Project Description:** Continuous exposure to the elements shortens the useable life of the City's rolling stock (dozers, dump trucks, graders, snow plows) and increases maintenance costs. Winter rain & slush build-up freeze on the equipment and creates excessive morning prep time clearing hubs, hydraulics, windshields, lights, and back-up horns prior to equipment use. This building will maintain an interior temperature at approximately 45F using a heated slab and keep equipment from freezing overnight and ready.

**Project Need:** A heated building will improve winter emergency response time and increase the capabilities of Public Works. The new storage building will extend the life of trucks, trailers, graders, snow plows, and snow blowers. The building will also decrease maintenance expense.

**Development Plan & Status :** Land is available on the Public Works site. A building permit and State Fire Marshall approval will need to be obtained. The project will require a new 1.5 inch water service and a new 6 inch sewer drain along with a new electrical service. Funding will come from the General Fund. The project is estimated at \$200 per square feet. Building costs are then expected to be \$1,545,830.



DPW Equipment Storage

### Cost Assumptions

Engineering, Design, Const Admin	195,000
Other Professional Services	34,000
Construction Services	960,000
Machinery & Equipment	100
<b>Subtotal</b>	<b>1,189,100</b>
Contingency (set at 30%)	356,730
<b>TOTAL</b>	<b>1,545,830</b>
Less Other Funding Sources (Grants, etc.)	-
<b>Total Funding Request \$</b>	<b>1,545,830</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	195,000	1,350,830	0	0	0	0	0	0	0	1,545,830
<b>Total</b>	0	0	195,000	1,350,830	0	0	0	0	0	0	0	1,545,830

**Project Description:** Controls system upgrades to new N4 platform for 11 City owned buildings.

**Project Need:** New N4 upgrades necessary to stay current with technology.

**Development Plan & Status :** In FY20, our HVAC controls contractor, Long Building Technologies, gave us an informal no cost quote. In FY22 we will work with Long to refine the scope and get a solid cost estimate. In FY22, Project implementation will occur.

# FY22-31 CMMP

## HVAC Controls Upgrades - 11 City Buildings

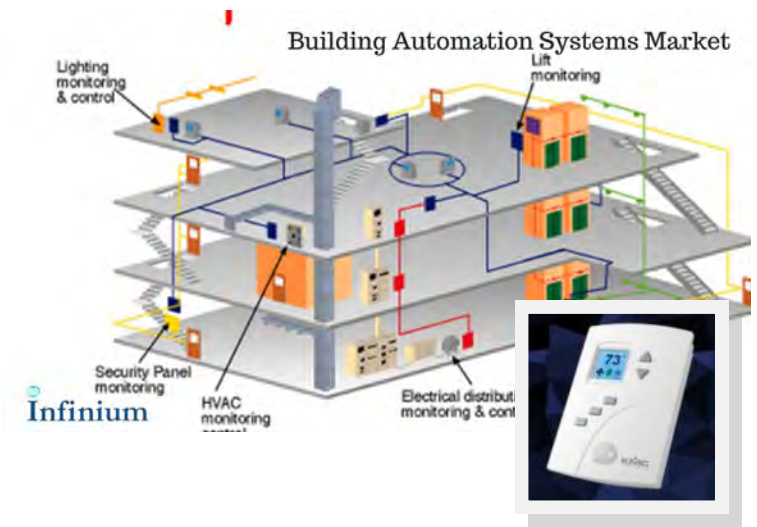
Public Works

### Estimated Project & Purchase Timeline

Pre Design: FY23

Engineering/Design: FY23

Purchase/Construction: FY23



### Cost Assumptions

Engineering, Design, Const Admin	2,000
Other Professional Services	500
Construction Services	331,213
Machinery & Equipment	0
Subtotal	333,713
Contingency (set at 30%)	100,114
<b>TOTAL</b>	<b>433,827</b>
Less Other Funding Sources (Grants, etc)	
<b>Total Funding Request</b>	<b>433,827</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	433,827	0	0	0	0	0	0	0	0	433,827
<b>Total</b>	0	0	433,827	0	0	0	0	0	0	0	0	433,827

**Project Description:** Preserve asphalt roads with the application of slurry coat, also known as sealcoat. This project would hire a contractor to resurface all of Unalaska's paved roads.

**Project Need:** City roads were paved in 2016 and have not been coated or protected since. The State DOT and AASHTO highly recommend seal coat applications such as slurry seal, chip seal, or some other means to preserve asphalt roads. This maintenance will extend pavement life and protect a major financial investment.

**Development Plan & Status :** There has not been a paving contractor in Unalaska / Dutch Harbor since 2016. Funding will come from the General Fund.

# FY22-31 CMMP

## Pavement Preservation - Sealcoating

Public Works

### Estimated Project & Purchase Timeline

Pre Design: FY22

Engineering/Design: FY22

Purchase/Construction: FY22



Cost Assumptions		
	Other Professional Services	
	Engineering, Design, Construction Admin	15,000
	General Supplies	554,231
	Machinery & Equipment	200,000
	<b>Subtotal</b>	769,231
	Contingency (30%)	230,769
	<b>Total Funding Request</b>	1,000,000

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
1% Sales Tax	0	1,000,000	0	0	0	0	0	0	0	0	0	1,000,000
<b>Total</b>	0	1,000,000	0	0	0	0	0	0	0	0	0	1,000,000



# FY22-31 CMMP

## Public Trails System

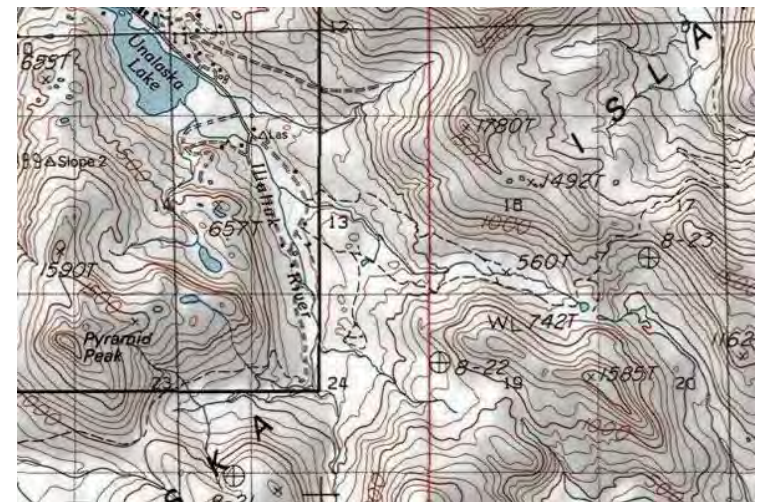
Public Works

### Estimated Project & Purchase Timeline

Pre Design: FY21

Engineering/Design: FY25

Purchase/Construction: FY



**Project Description:** Phase 1 Master Plan: This project formally establishes an Unalaska Public Trails System Master Plan by identifying and mapping existing network of side-walks, trails, paths, former Jeep trails, 17B Easements, and gravel walkways. Consistent signage with community brand can also be designed with project wide plans & specifications. Phase 2 Construction: Provides consistent signage design, wayfinding, improves existing trails network, and establishes trail system maintenance protocols.

**Project Need:** Unalaska's existing array of walking and biking pathways are haphazard, unmarked, lack maintenance, have no amenities, and could be used better for community activity and attracting tourists.

**Development Plan & Status :** The Planning Commission held a public meeting on September 19, 2019 in which they reviewed the City of Unalaska's existing Capital and Major Maintenance Plan projects, heard public testimony, and found that a Public Trails System is reasonable and in the public's interest. In conformance with the goals and objectives of the Comprehensive Plan, the Planning Commission recognized the need for a coordinated, well-defined trails system in Unalaska to support health, wellness, quality of life, and recreation and passed Resolution 2019-10. On November 12, 2019, the City Council was presented with the Planning Commission's Resolution 2019-10 and consented to including the Public Trails System Project on the FY21-25 CMMP for their consideration. Collaborative partnership with Ounalashka Corporation (OC), the Qawalangin Tribe (Q-Tribe), and the Bureau of Land Management (BLM) will be key to a successful Public Trails System. Grant opportunities exist through the Alaska Safe Routes to School program; preliminary discussions with the Q-Tribe indicates potential cost sharing opportunities. Additional monies will come from the General Fund.

### Cost Assumptions

Engineering, Design, Const Admin	100,000
Other Professional Services	0
Construction Services	0
Machinery & Equipment	0
Subtotal	100,000
Contingency (set at 30%)	0
<b>TOTAL</b>	<b>100,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	100,000	0	0	0	0	0	0	100,000
<b>Total</b>	0	0	0	0	100,000	0	0	0	0	0	0	100,000

**Project Description:** Remove the UST (underground storage tank) at City Hall and replace with an approved above ground fuel oil tank.

**Project Need:** UST's are known to rust and begin leaking. UST's are no longer approved and this tank needs to be replaced with an above ground tank with proper leak detection.

**Development Plan & Status :** This project will be funded by the General Fund.

# FY22-31 CMMP

## Underground Fuel Tank Removal / Replacement

Public Works

### Estimated Project & Purchase Timeline

Pre Design: FY28

Engineering/Design: FY28

Purchase/Construction: FY28



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
General Fund	0	0	0	0	0	0	0	60,000	0	0	0	60,000
<b>Total</b>	0	0	0	0	0	0	0	60,000	0	0	0	60,000

# FY22-31 CMMP

## LCD & UMC Dredging Ports

### Estimated Project & Purchase Timeline

Pre Design: FY19

Engineering/Design: FY23

Purchase/Construction: FY23

**Project Description:** This project includes the engineering, permitting, and dredging at the faces of the Light Cargo Dock and the Unalaska Marine Center positions 17. It will complement other capital projects in the Port, namely the dredging of the entrance channel. Larger vessels will be able to enter into Dutch Harbor, and now we need to ensure the depth of the dock face coincides with the new traffic. The depths at the Unalaska Marine Center vary from -32 and -45 at MLLW. Dredging at the face of the Unalaska Marine Center would create a constant -45 from Positions 1-7. This will accommodate deeper draft vessels throughout the facility. The existing sheet pile is driven to approximately -58 . and dredging to -45 will not undermine the existing sheet pile. This project is primarily to accommodate large class vessels. Many of the vessels currently calling the Port must adjust ballast to cross the entrance channel and dock inside the harbor. This project timeline coincides with other dredging projects, including the Light Cargo Dock (LCD). Dredging in front of the Light Cargo Dock will also make this dock more accessible for current customers. Vessels using the Light Cargo Dock that draws more than 22'. must place another vessel between the dock face and their vessel in order to get enough water under the keel.

**Project Need:** The completion of this dredging will enhance current and future operations by creating usable industrial dock face that is designed for vessels in varying lengths and tonnage

**Development Plan & Status :** This dredging project supports the recently completed UMC position 3 and 4 Replacement project and the dredging of the entrance channel. The estimates for dredging of the Light Cargo Dock include 6000 CY of dredging and 3100 CY of shot rock slope protection. The dredging material will not be removed; however, it will be relocated on the sea floor. Dredging at UMC estimated to relocate 6000 CY of dredging material and will require approximately 1200 CY of shot rock slope protection.



**LIGHT CARGO DOCK, BARGE, TRAMPER**  
BARGE IS BEING USED AS A "SPACER" TO PROVIDE DEPTH FOR TRAMPER

Cost Assumptions	
Other Professional Services	
Engineering, Design, Construction Admin	109,650
Construction Services	1,932,000
Machinery & Equipment	
<b>Subtotal</b>	2,041,650
Contingency (30%)	612,495
<b>Total Funding Request</b>	2,654,145

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Ports Proprietary Fund	109,650	0	2,544,495	0	0	0	0	0	0	0	0	2,654,145
<b>Total</b>	109,650	0	2,544,495	0	0	0	0	0	0	0	0	2,654,145

# FY22-31 CMMP

## Restroom Unalaska Marine Center

Ports

### Estimated Project & Purchase Timeline

Pre Design: FY23

Engineering/Design: FY24

Purchase/Construction: FY25



**Project Description:** This project is the purchase and installation of a new restroom for the Unalaska Marine Center. Water and Sewer service has been stubbed in at UMC for the purpose of installation of public restrooms for dock workers and passengers. City of Unalaska Code requires connecting to City services where available. These services are available at UMC

**Project Need:** For many years dock workers have used portable toilets. These outhouses require service from the Wastewater Treatment Staff. This project will provide a minimum of four toilets bring the City into compliance with City Code and EPA regulations. The facilities will improve working conditions for employees and visitors.

**Development Plan & Status :** This project involves a preexisting design and the restroom will tie into a pre-poured foundation that connects into existing utility services. The current cost assumption is from Public Works, for approximately \$700 per square foot. This would be a from-scratch creation, a worst case scenario for funding. Ports is sourcing pre-designed and built options to lower the cost.

### Cost Assumptions

Engineering, Design, Construction Admin	50,000.00
Other Professional Services	25,000.00
Construction Services	332,815.00
Machinery & Equipment	
<b>Subtotal</b>	<b>407,815.00</b>
Contingency (30%)	122,345.00
<b>Total Funding Request</b>	<b>530,160.00</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
<b>Ports Proprietary Fund</b>	0	0	0	50,000	480,160	0	0	0	0	0	0	530,160
<b>Total</b>	0	0	0	50,000	480,160	0	0	0	0	0	0	530,160



# FY22-31 CMMP

**Project Description:** This project will remove the existing A and B Floats at the Harbor and reconfigure the Harbor to accommodate a new float system, ADA gangway and create uplands for parking and a public restroom. It will also include a fire suppression system, electricity and year-round water supply to users and new piling.

**Project Need:** This project would include replacing the deteriorated floats and reconfiguring the floats and fingers of A and B Floats to include updated electrical systems, lighting, fire suppression, year-round utilities, and an ADA-required gangway. Based on current engineer concepts, the reconfiguration of A and B Floats will create at least 30 additional slips plus linear tie options. This should alleviate some of the 30 vessel waiting list. The reconfiguration will also allow for development of the uplands for required parking and a public restroom. The existing dock arrangement was carried over from a previous location. In order to accommodate the vessel demand at the Robert Storrs Harbor, a new configuration of the floats would allow for better use of the basin based on bathymetry and navigational approaches and also allow for additional vessel slips, with minimal fill and no dredging. It will add a significant number of slips for vessels 60' and under. This is an extension of the Robert Storrs Float Replacement Project. C Float is was completed in FY16. As the Float Replacement Project for Robert Storrs is being constructed in phases it was logical to separate the phases into separate project tracking purposes.

**Development Plan & Status :** The current estimates place this project at approximately 9.5 million dollars, based on engineers estimates for in kind replacement. We are eligible to apply for a 50% grant through the Alaska Department of Transportation and Public Facilities. 50% of the funding for this is estimated to come out of the Port Net Assets.

## Robert Storrs Small Boat Harbor Improvements (A & B Floats)

Ports

### Estimated Project & Purchase Timeline

Pre Design: FY19

Engineering/Design: FY20

Purchase/Construction: FY22



Existing Condition (left)  
Side Tie: 643 feet  
Slips: 6 - 42 foot & 6 - 60 foot



Proposed Concept (right)  
Side Tie: 218 feet  
Slips: 22—26 foot, 13 - 32 foot, & 20 - 42 foot

Cost Assumptions	
Other Professional Services	
Engineering, Design, Construction Admin	650,000
Construction Services	7,000,000
Machinery & Equipment	
<b>Subtotal</b>	<b>7,650,000</b>
Contingency (30%)	2,295,000
<b>Total Funding Request</b>	<b>9,945,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Grant	0	3,250,000	0	0	0	0	0	0	0	0	0	3,250,000
Ports Proprietary Fund	650,000	6,045,000	0	0	0	0	0	0	0	0	0	6,695,000
<b>Total</b>	<b>650,000</b>	<b>9,295,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>9,945,000</b>

**Project Description:** This project will design the Unalaska Marine Center Cruise ship terminal. This Terminal will provide an open sheet pile design dock with mooring dolphins to the South of Unalaska Marine Center Position 7.

**Project Need:** Cruise ship activity is on the rise in Unalaska and is proving to be a benefit to local commerce. The cruise ships do not have a place to reserve with certainty as the Unalaska Marine Center is designated for industrial cargo and fishing operations. We have been fortunate to be able to accommodate most of the cruise ship activity, but the passenger count and number of vessel calls is on the rise. With this in mind, a cruise ship terminal would allow for dedicated cruise ship berthing. It would eliminate passengers walking through and around cargo operations. During the off season for cruise ships this facility could be used for fishing vessel offloads. This would allow additional revenue opportunity and still bolster commerce through committed berthing for the cruise ship industry.

**Development Plan & Status :** ROM for geotechnical is about \$300,000 and ROM for design is \$600,000.

# FY22-31 CMMP

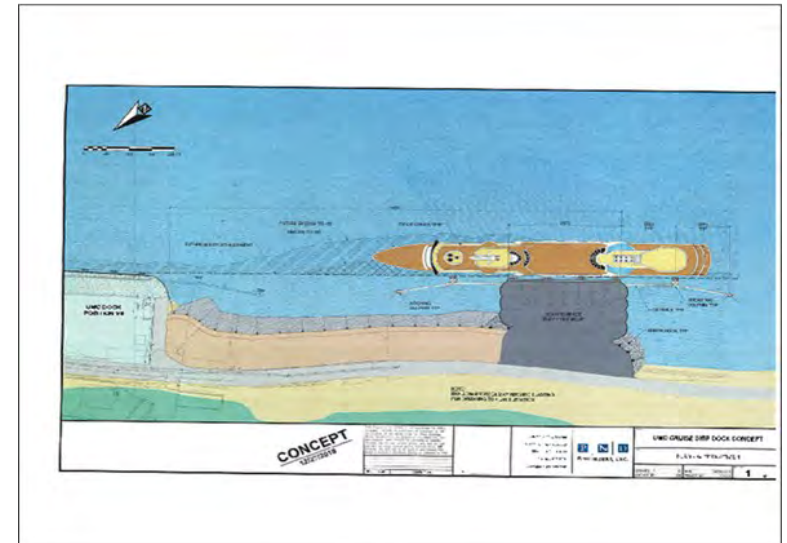
## UMC Cruise Ship Terminal Ports

### Estimated Project & Purchase Timeline

Pre Design: FY20

Engineering/Design: FY24

Purchase/Construction: FY26



Cost Assumptions	
Other Professional Services	
Engineering, Design, Construction Admin	1,300,000
Construction Services	13,000,000
Machinery & Equipment	
<b>Subtotal</b>	<b>14,300,000</b>
Contingency (30%)	4,290,000
<b>Total Funding Request</b>	<b>18,590,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Ports Proprietary Fund	390,000	0	0	910,000	0	17,290,000	0	0	0	0	0	18,590,000
<b>Total</b>	<b>390,000</b>	<b>0</b>	<b>0</b>	<b>910,000</b>	<b>0</b>	<b>17,290,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>18,590,000</b>

**Project Description:** This project replaces and relocates the oil separator in the underground vault in the Baler Building, upgrades lift station 10.5, replaces associated piping, and upgrades electrical wiring.

**Project Need:** The Baler Building was constructed in 1997 and included an underground concrete vault to collect water and other liquids. The vault serves as a sump and houses an oil separator. The oil separator has worn and failed. Its underground location makes it exceptionally difficult and unsafe to service and maintain. Drain lines to the sump and oil separator require daily cleaning. The discharge line has failed requiring a temporary sump pump with bypass hose to empty the sump. The oil separator stopped functioning altogether and allows oil (petroleum) to enter the wastewater stream going to the Waste Water Treatment Plant. Petroleum at the WWTP disrupts the chemical and biological processes necessary to properly handle sewage. All catch basins and drainage piping in the Baler building, including the underground sump with oil separator, drain into Lift Station 10.5 located outside of the Baler Building near the Leachate Tank (big white tank at Landfill). Lift Station 10.5 pushes all sewage and leachate from the Landfill to the Waste Water Treatment Plant via a 4" HDPE force main. The lift station pumps are aging and worn requiring replacement. Controls and wiring for lift Station 10.5 are exposed to the weather and need an enclosure placed over them. The existing check valve in the 8" HDPE pipe connecting the Baler floor drain to the lift station has failed and needs to be replaced. High rain events overwhelm the lift station and water backs up past the check valve causing flooding in the Baler. Scope of work includes relocating the backflow preventer vault out of the roadway, replacement of the check valve, installation of a clean-out, concrete pad, and bollards for protection from snow plows.

**Development Plan & Status :** These needs were identified several months ago and Landfill staff utilized time consuming work-arounds to keep the plant operational while repairs were sought out. In reviewing all the related issues of pumps, drains, wiring, and oil separator, it was deemed serious enough to seek a broader solution instead of individual temporary fixes. The money for this project will come from the Solid Waste Proprietary Fund.

#### Cost Assumptions

Engineering, Design, Const Admin	100,000
Other Professional Services	-
Construction Services	647,000
Machinery & Equipment	-
<b>Subtotal</b>	<b>747,000</b>
Contingency (set at 30%)	224,100
<b>TOTAL</b>	<b>971,100</b>
Less Other Funding Sources (Grants, etc.)	-
<b>Total Funding Request \$</b>	<b>971,100</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
<b>Solid Waste Proprietary Fund</b>	0	971,100	0	0	0	0	0	0	0	0	0	971,100
<b>Total</b>	0	971,100	0	0	0	0	0	0	0	0	0	971,100

# FY22-31 CMMP

## Oil Separator and Lift Station Replacement

Solid Waste

### Estimated Project & Purchase Timeline

Pre Design: FY20

Engineering/Design: FY20

Purchase/Construction: FY22



**Project Description:** The pre-design, design, and construction of a Gasifier to incinerate garbage.

**Project Need:** The Landfill cells are reaching capacity. Unalaska has about five years to come up with alternatives for the City's garbage or must find a new place to build new cells. Thermal processing of solid waste is the future of Landfills. Gasification is a process that uses a feedstock, often municipal or industrial waste, for a thermo chemical conversion of waste in high heat. This is done in a low oxygen environment and causes material breakdown at the molecular level. Once the molecular breakdown occurs, the gasification process recombines them to form a syngas, a gas similar to natural gas.

**Development Plan & Status :** Combination of grant funds and Landfill proprietary funds. Future funding is to be determined at a later date.

# FY22-31 CMMP

## Solid Waste Gasifier Solid Waste

### Estimated Project & Purchase Timeline

Pre Design: FY21

Engineering/Design: FY22

Purchase/Construction: FY25



### Cost Assumptions

Engineering, Design, Const	
Admin	800,000
Other Professional Services	100,000
Construction Services	3,000,000
Machinery & Equipment	2,500,000
Subtotal	6,400,000
Contingency (set at 30%)	1,920,000
<b>TOTAL</b>	<b>8,320,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
<b>Solid Waste Proprietary Fund</b>	100,000	200,000	400,000	0	7,620,000	0	0	0	0	0	0	8,320,000
<b>Total</b>	100,000	200,000	400,000	0	7,620,000	0	0	0	0	0	0	8,320,000



**Project Description:** This project will evaluate solutions to prevent the grease from entering the scum decant tank. This CMMP item includes the costs for an engineering evaluation and implementation of the improvements.

**Project Need:** At times, there can be large mats of accumulated grease in the clarifier. While skimming, the water/grease mixture is directed down the clarifier drainpipe to the scum decant tank. The water/grease mixture enters the scum decant tank, and the grease re-suspends in the water, allowing the grease to flow under the baffle with the water into the tank drain to the lift station. The grease then congeals and becomes a maintenance challenge for the lift station.

**Development Plan & Status :** The budget for this project was estimated from the Water Master Plan. A more accurate budget will be determined during the design phase of the project. Funding for this project will come from the Wastewater Proprietary Fund.

# FY22-31 CMMP

## Scum Decant Tank Wet Well Improvements

Wastewater

### Estimated Project & Purchase Timeline

Pre Design: FY26

Engineering/Design: FY27

Purchase/Construction: FY28



Cost Assumptions		
	Other Professional Services	
	Engineering, Design, Construction Admin	50,000
	Construction Services	60,000
	Machinery & Equipment	60,000
	Subtotal	170,000
	Contingency (15%)	25,500
	Total Funding Request	195,500

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Wastewater Proprietary Fund	0	0	0	0	0	0	50,000	145,500	0	0	0	195,500
<b>Total</b>	0	0	0	0	0	0	50,000	145,500	0	0	0	195,500

**Project Description:** This project involves the engineering to evaluate and installing potential improvements to the two WWTP clarifiers. The evaluation should include a review of the record drawings, a site tour of the plant, and an evaluation of alternatives to optimize the configuration of the clarifiers.

**Project Need:** After screening, the wastewater is rapidly mixed with a coagulant and polymer to improve the settling process in the clarifier. The wastewater in the first clarifier portion is clear and settles well. As the wastewater effluent passes under the clarifier baffle wall at the discharge end, the water quality degrades by becoming turbid. It is presumed that the settled sludge is carried downstream to the chlorine contact tanks, where it settles. This is very inefficient and requires the operators to clean the tank at least twice a month to prevent excessive sludge buildup. The stirred sludge also requires more chlorine for disinfection and, as a result, more sodium bisulfate for dechlorinating. Significant benefit will be realized in both labor and chemical costs if the clarifier's performance is improved.

**Development Plan & Status :** The budget for this project was estimated from the Wastewater Master Plan and is an estimate at this point in the process. A more accurate budget will be determined during the design phase of the project. Funding for this project will come from the Wastewater Proprietary Fund.

Cost Assumptions	
Engineering, Design, Construction Admin	\$50,000
Other Professional Services	
Construction Services	\$100,000
Machinery & Equipment	\$100,000
<b>Subtotal</b>	<b>\$250,000</b>
Contingency (30%)	\$75,000
<b>Total Funding Request</b>	<b>\$325,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Wastewater Proprietary Fund	0	0	0	0	0	0	0	0	50,000	275,000	0	325,000
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>50,000</b>	<b>275,000</b>	<b>0</b>	<b>325,000</b>

# FY22-31 CMMP

## Wastewater Clarifier Baffling Improvements

Wastewater

### Estimated Project & Purchase Timeline

Pre Design: FY28

Engineering/Design: FY29

Purchase/Construction: FY30



**Project Description:** This project would include purchase and installation of back-pressure valves to replace the existing check valves in the system.

**Project Need:** When the sludge flocculator starts, the discharge valve positions are opened and closed several times, and plant staff verifies that the valve position is closed upon operation. If the valves are left open, the contents of the solids storage tank can drain to the influent pump station. The WWTP staff are careful to set the valves to the appropriate position. Several options were evaluated by the City's WWTP design consultant and it was determined that replacing the sludge pump check valves with backpressure valves was the best option. This would prevent the sludge from getting past the Penn Valley sludge pumps and exiting the plant if the valve is accidentally left open. Proposed for FY25 – FY26

**Development Plan & Status :** The budget for this project was estimated from the Wastewater Master Plan and is an estimate at this point in the process. A more accurate budget will be determined during the design phase of the project. Funding for this project will come from the Wastewater Proprietary Fund.

# FY22-31 CMMP

## Wastewater Sludge Pump Check Valve Replacement

Wastewater

### Estimated Project & Purchase Timeline

Pre Design: FY24

Engineering/Design: FY25

Purchase/Construction: FY26



Cost Assumptions		
Engineering, Design, Construction Admin		\$20,000
Other Professional Services		
Construction Services		\$30,000
Machinery & Equipment		\$20,000
<b>Subtotal</b>		<b>\$70,000</b>
Contingency (30%)		\$21,000
<b>Total Funding Request</b>		<b>\$91,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Wastewater Proprietary Fund	0	0	0	0	20,000	71,000	0	0	0	0	0	91,000
<b>Total</b>	0	0	0	0	20,000	71,000	0	0	0	0	0	91,000



# FY22-31 CMMP

**Project Description:** This project will replace approximately 600 linear feet of cast iron pipe segment under Biorka Drive with ductile iron. The replacement of this pipe was designed already by Regan Engineering, but the project was dropped when paving of Biorka Drive, which was the driving factor, was shelved.

**Project Need:** This section of water pipe was installed in the 1940's with cast iron pipe, the last section of cast iron pipe in Unalaska's water system. This line has been repaired in the past and has been in service longer than its life expectancy. Cast iron is a brittle material that is also susceptible to corrosion. Cast iron pipe often fails catastrophically when subjected to excessive pressure surge or ground movement. Pipe failure becomes more frequent with a cast iron pipe as it ages and loses wall thickness to corrosion. Emergency repairs after an unexpected catastrophic pipe failure are usually many times more expensive than proactive pipe replacement due to incidental damage, overtime, lack of in-stock repair materials, and general disruption of utility operations. Preventative replacement of pipes with high failure risks is a good practice in order to avoid the more costly emergency repair situation brought by a pipe failure.

**Development Plan & Status :** The budget for this project was estimated from the Water Master Plan. A more accurate budget will be determined during the design phase of the project. Funding for this project will come from the Water Proprietary Fund. Total cost for this project is estimated at \$396,500.

## Biorka Drive Cast Iron Waterline Replacement

Water

### Estimated Project & Purchase Timeline

Pre Design: FY28

Engineering/Design: FY28

Purchase/Construction: FY29



Cost Assumptions		
Engineering, Design, Construction Admin		\$30,000
Other Professional Services		
Construction Services		
Machinery & Equipment		\$275,000
<b>Subtotal</b>		<b>\$305,000</b>
Contingency (30%)		\$91,000
<b>Total Funding Request</b>		<b>\$396,500</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Water Proprietary Fund	0	0	0	0	0	0	0	396,500	0	0	0	396,500
<b>Total</b>	0	0	0	0	0	0	0	396,500	0	0	0	396,500

# FY22-31 CMMP

## CT Tank Interior Maintenance and Painting

Water

### Estimated Project & Purchase Timeline

Pre Design: FY20

Engineering/Design: FY20

Purchase/Construction: FY22

**Project Description:** This project will paint and perform other maintenance to the inside of the Pyramid CT Tank. Work will be performed in two phases. The coatings on the ceiling are deteriorating at a rate to meet its predicted life span of 20-25 years. Small sections of coatings are beginning to drop into the water in the tank. The floor has problems with pitting that needs to be dealt with immediately. In some locations the pitting is believed to exceed ½ of the thickness of the steel plate. If left in its current condition, the tank floor will likely be leaking in 2-3 years. In 5-7 years, large sections of the ceiling coatings will be dropping into the water and could plug the tank discharge holes or break up and travel through the distribution system and into customers' services. Shortly after, structural damage will begin to occur. This tank can be kept in good reasonable service for many years to come, with the proper maintenance including painting, for a fraction of the cost of a new tank. Adding a new CT Tank may however, be the best option to provide for the ability to maintain this existing CT Tank

**Project Need:** The Pyramid CT Tank was originally constructed in 1993. The tank has been drained every 3-5 years for cleaning and/or inspection over the past 10 years. It takes from 200-300 man hours over a 7-10 day period to drain, clean and inspect the tank. The tank has never been completely de-watered, because it is a lengthy process, tank configuration and the equipment available. Historically, water tanks in this area have exteriors re-coated every 15-25 years. In 2008 the CT Tank roof was painted with a finish coat after a failed attempt to replace the wind damaged foam insulation in 2000. In 2004 anodes were added to help slow the rate of corrosion to the inside of the tank. Total cost for maintenance has averaged about \$25,000.00-\$30,000.00 per year.

**Development Plan & Status :** Building a second CT Tank was the designed and intended path to take when the original CT Tank was built. It provides the redundancy required in the treatment process to maintain Filtration Avoidance status. It also directly addresses the operational function issues associated with maintaining each tank



Cost Assumptions	
Engineering, Design, Const Admin	75,000
Other Professional Services	-
Construction Services	735,000
Machinery & Equipment	-
<b>Subtotal</b>	<b>810,000</b>
Contingency (set at 30%)	243,000
<b>TOTAL</b>	<b>1,053,000</b>
Less Other Funding Sources (Grants, etc.)	-
<b>Total Funding Request \$</b>	<b>1,053,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
<b>Water Proprietary Fund</b>	100,000	953,000	0	0	0	0	0	0	0	0	0	1,053,000
<b>Total</b>	100,000	953,000	0	0	0	0	0	0	0	0	0	1,053,000

# FY22-31 CMMP

## East Point Crossing Water Line Inspection

Water

### Estimated Project & Purchase Timeline

Pre Design: FY23

Engineering/Design: FY23

Purchase/Construction: FY23

**Project Description:** This project consists of the inspection of the water line crossing from East Point Road to West Broadway Avenue. This underwater pipe crossing to Amaknak Island at East Point is a 12-inch ductile iron pipe installed in 1977. HDR recommends conducting a “See Snake” system inspection for this water line due to its invasive approach to pipe inspections. PICA Corporation’s See Snake system is the only insertion type tool that HDR was able to identify that offers pipe wall condition assessment capability in a 12-inch pipe application. See Snake is a device that uses an electromagnetic Remote Field Technology to measure wall thickness and detect internal and external flaws as it moves through a pipe. See Snake can also detect and locate external stress on a pipe due to soil movement, bridging, inadequate support, rippling, or denting.

**Project Need:** The East Point Crossing pipe is one of only two water system connections to Amaknak Island. Should this pipe ever fail, the consequences could be a shutdown of all water service to Amaknak Island until the break can be located and isolated. This would be especially devastating during processing season. Flow of water to Amaknak Island could be restricted for a period of at least several weeks while waiting for the pipe to be repaired by divers or a new pipe installed. If the break occurs under the Alyeska Seafoods facility the washout from the flow could cause structural damage to buildings. Given the criticality, age, and seawater exposure of this pipe, action is recommended to perform condition assessment and/or replace the pipe.

**Development Plan & Status :** The budget for this project was estimated from the Water Master Plan. A more accurate budget will be determined during the design phase of the project. Funding will come from the Water proprietary Fund.



### Cost Assumptions

Engineering, Design, Construction Admin	
Other Professional Services	\$50,000
Construction Services	\$75,000
Machinery & Equipment	
<b>Subtotal</b>	<b>\$125,000</b>
Contingency (30%)	\$37,500
<b>Total Funding Request</b>	<b>\$162,500</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
<b>Water Proprietary Fund</b>	0	0	162,500	0	0	0	0	0	0	0	0	162,500
<b>Total</b>	0	0	162,500	0	0	0	0	0	0	0	0	162,500

**Project Description:** Install a water booster station on Generals Hill, including underground plumbing, a small building, two pumps with controls, and plumbing to connect a fire engine.

**Project Need:** This project will increase water service pressure in the upper elevations of the hill. It will greatly reduce the risk of contamination of the water system due to backflow for all utility customers, and decrease the potential for customers to lose water service due to low pressure. Water pressure at the top of Generals Hill does not currently meet the minimum industry standard and in the event of a fire is insufficient to supply a fire engine.

**Development Plan & Status :** The City has already acquired the land. A contractor will be needed for construction.

# FY22-31 CMMP

## Generals Hill Water Booster Pump Water

### Estimated Project & Purchase Timeline

Pre Design: FY18

Engineering/Design: FY19

Purchase/Construction: FY22



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Water Proprietary Fund	1,066,000	175,000	0	0	0	0	0	0	0	0	0	1,241,000
<b>Total</b>	1,066,000	175,000	0	0	0	0	0	0	0	0	0	1,241,000



# FY22-31 CMMP

**Project Description:** This project will increase the height of the existing dam on the north side of Icy Lake and construct a new dam on the south end of Icy Lake. The 2006 Golder-letter describes the project as follows:

- The existing sheet pile dam at the north end of the lake would be raised 5 feet and the dam length increased from 67 to 98 feet.
- A new sheet pile dam, approximately 6 feet tall by 193 feet long would be built at the south end of the lake.
- Additional grading and riprap would be required for a larger spillway apron at the north dam.
- Riprap would be required for wave erosion protection of the south dam.
- Grouting at the north and south dams would be required to seal fractured bedrock.

**Project Need:** Additional capacity for raw water storage at Icy Lake would be beneficial to help span processing seasons that occur during the more prolonged and frequent dry weather periods. Water system operators use the lake to “bank” surplus water between processing seasons when demand is low, so that by the beginning of a processing season the utility is starting out with a full lake. During heavy processing the lake level gradually drops as demands exceed the combined capacity of Icy Creek and the wells, and operators release lake water into Icy Creek. This operational strategy has been stressed in recent years when dry weather coincides with processing seasons and the lake is drawn nearly empty. If the lake is run empty and the water system is not able to meet demands, water rationing and reducing fish processing throughput or diverting fish to processors in other communities would be required.

**Development Plan & Status :** The budget for this project was estimated from the Water Master Plan. A more accurate budget will be determined during the design phase of the project. Funding for this project will come from the Proprietary Fund and State Grants.

Cost Assumptions	
Engineering, Design, Construction Admin	\$150,000
Other Professional Services	\$30,000
Construction Services	\$2,020,000
Machinery & Equipment	
<b>Subtotal</b>	<b>2,200,000</b>
Contingency (30%)	\$660,000
<b>Total Funding Request</b>	<b>2,860,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
<b>Water Proprietary Fund</b>	0	0	0	0	0	0	0	0	0	0	2,860,000	2,860,000
<b>Total</b>	0	0	0	0	0	0	0	0	0	0	2,860,000	2,860,000

## Icy Lake Capacity Increase & Snow Basin Diversion

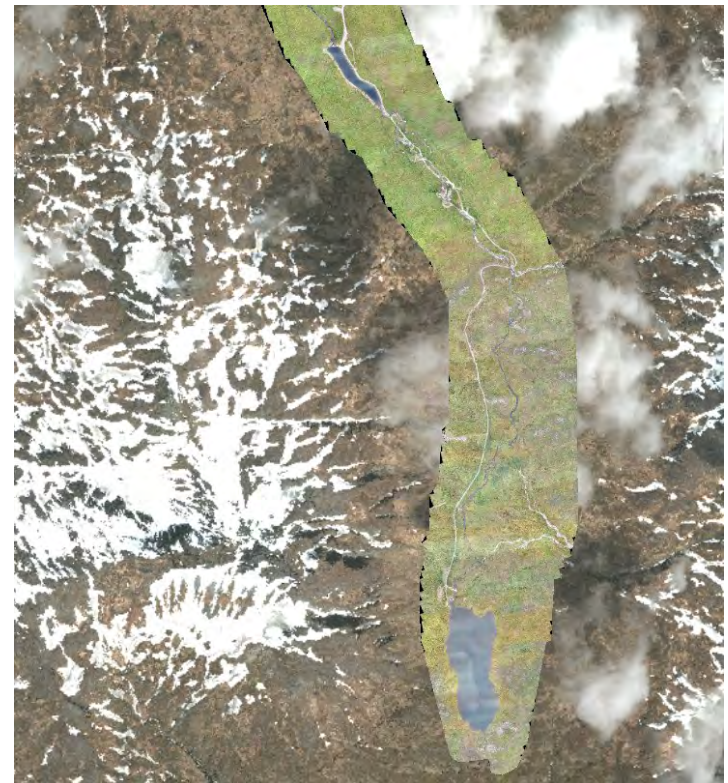
Water

### Estimated Project & Purchase Timeline

Pre Design: FY31

Engineering/Design:

Purchase/Construction:





# FY22-31 CMMP

## Icy Lake Hydrographic Survey Water

### Estimated Project & Purchase Timeline

Pre Design: FY24

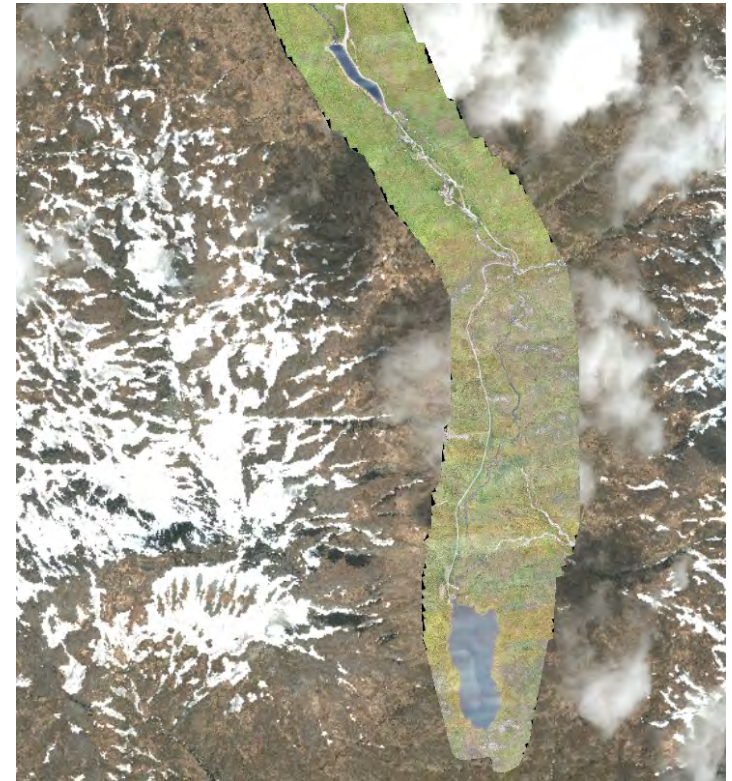
Engineering/Design: FY24

Purchase/Construction: FY24

**Project Description:** This project will survey Icy Lake reservoir consisting of a topographic survey of the shoreline and shallow areas around the lake. A water resources engineer will determine the precise stage-storage (Depth and Volume) relationship and curve would analyze the hydrographic and topographic survey results. The stage-storage curve should allow operators to quickly determine the exact volume of available water at various water surface elevations. The stage-storage relationship could also be added to the utility SCADA system so the SCADA system automatically calculates and displays the lake's volume of available water in real-time.

**Project Need:** Icy Lake provides impounded raw water storage for Unalaska and is used during periods of low water and/or significant demand. The Lake is impounded behind a sheet pile dam at its outlet. Water from the lake is released using a remote controlled valve at the sheet pile dam to fill the Icy Creek Reservoir. The exact volume of the lake is unknown but estimates range from between 52 MG and 61 MG, with a volume of 57 MG at the spillway elevation. Without accurate bathymetry of the lake bottom, the Utility must estimate stage-storage of the lake in order to know how much available water remains in the lake at any given water surface elevation. If the Utility's estimate of remaining water is overly conservative, the result could be premature water rationing, impacting utility customers, especially the fish processors. If the Utility overestimates the remaining water, then it could run out of water faster than expected. An accurate hydrographic survey of the lake would enable precise determinations of the available water and more effectively manage water supplies.

**Development Plan & Status :** The budget for this project was estimated from the Water Master Plan. A more accurate budget will be determined during the design phase of the project. The funding for this project will come from the Proprietary Fund.



Cost Assumptions		
Engineering, Design, Construction Admin		\$5,000
Other Professional Services		\$41,000
Construction Services		
Machinery & Equipment		\$10,000
<b>Subtotal</b>		<b>\$56,000</b>
Contingency (30%)		\$16,800
<b>Total Funding Request</b>		<b>\$72,800</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Water Proprietary Fund	0	0	0	72,800	0	0	0	0	0	0	0	72,800
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>72,800</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>72,800</b>

# FY22-31 CMMP

## Icy Lake Road Reconstruction

Water

### Estimated Project & Purchase Timeline

Pre Design: FY22

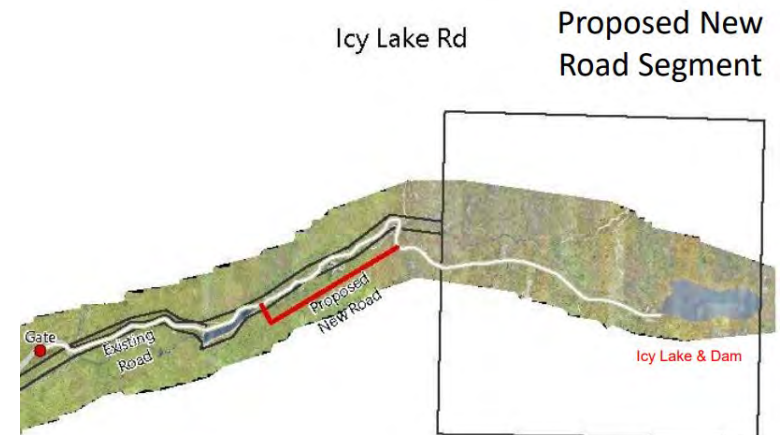
Engineering/Design: FY22

Purchase/Construction: FY23

**Project Description:** Phase 1 Site Survey: This project will hire a land surveyor to conduct a site survey of the Icy Creek Valley from the existing Icy Creek Reservoir to Icy Lake & Dam. A civil engineer will be hired to put together plans and specifications to design a service road crossing over Icy Creek near Icy Creek Reservoir and going along the west side of Icy Creek. Permitting and land acquisition initiation are also part of this phase. Phase 2 Construction: This project will construct a new service road over Icy Creek going along the west side of Icy Creek joining the existing road. The existing road will also be improved.

**Project Need:** The existing road from the reservoir follows the Icy Creek and requires driving in the creek to cross it in 5 locations. The road frequently requires repairs due to wash outs and storm event damage. Driving in the creek to Icy Lake & Dam and back again causes siltation which creates water quality issues at the Pyramid Water Treatment Plant.

**Development Plan & Status :** This project has been discussed for several years. A site survey and engineered plans will determine the best course of a new road segment. Monies will come from the Water Proprietary Fund. Grant opportunities will be sought out once plans and specs are in place.



### Cost Assumptions

Engineering, Design, Const	
Admin	100,000
Other Professional Services	0
Construction Services	900,000
Machinery & Equipment	0
Subtotal	1,000,000
Contingency (set at 30%)	300,000
<b>TOTAL</b>	<b>1,300,000</b>
<b>Total Funding Request</b>	<b>1,300,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
<b>Water Proprietary Fund</b>	0	100,000	1,200,000	0	0	0	0	0	0	0	0	1,300,000
<b>Total</b>	0	100,000	1,200,000	0	0	0	0	0	0	0	0	1,300,000

# FY22-31 CMMP

## Installation of Meter and Booster Pump at Agnes Beach PRV Station

Water

### Estimated Project & Purchase Timeline

Pre Design: FY28

Engineering/Design: FY29

Purchase/Construction: FY30

**Project Description:** This recommended project would add water metering and a booster pump system at the Agnes Beach PRV station. The water metering will aid in leak detection, and utility management and understanding of where water is being used and when. The booster pump will provide water supply redundancy to Westward Seafoods, one of the largest customers in the water system, as well as redundancy to any further development along Captain's Bay Road.

**Project Need:** The Agnes Beach PRV station drops the pressure of water from Pressure Zone 2 (Captains Bay Road) to Pressure Zone 3 (Town) hydraulic grade. The station also allows for water to flow to the higher elevation areas of Haystack Hill with an option to allow external boosting in the event of a fire demand on Haystack Hill. The current PRV set up does not allow any method of measuring water flow through the station and severely limits the ability to reverse flow from the wells in the lower pressure Zone 3 to higher pressure Zone 2 (Westward Seafoods). A booster pump will allow for the pumping of water from the lower pressure zone to the higher pressure zone in the event of a shut-down of the Pyramid Water Treatment Plant due to, for example, high turbidity.

**Development Plan & Status :** The budget for this project was estimated from the Water Master Plan. A more accurate budget will be determined during the design phase of the project. Funding for the project will come from the Water proprietary Fund.

Cost Assumptions		
Engineering, Design, Construction Admin		\$50,000
Other Professional Services		\$20,000
Construction Services		\$160,000
Machinery & Equipment		\$70,000
<b>Subtotal</b>		<b>\$300,000</b>
Contingency (30%)		\$90,000
<b>Total Funding Request</b>		<b>\$390,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Water Proprietary Fund	0	0	0	0	0	0	0	0	70,000	320,000	0	390,000
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>70,000</b>	<b>320,000</b>	<b>0</b>	<b>390,000</b>

**Project Description:** This project will include the location, repair and as-needed replacement of water Service Valves (SV's) and Mainline Valves (MLV'S) which are used to control water throughout the City's Water Distribution (WD) system.

**Project Need:** There are about 600 SV's and at least 240 MLV's in the City of Unalaska. These valves range in size from ¾" through 24". The valves are used to isolate structures, services and mainlines from the rest of the Water Distribution system due to leaks, to facilitate repairs, service installations, customer requests, mainline flushing and for non-payment. Although specifics vary, the general recommendation among SV and MLV manufacturers is that valves should be maintained once a year by turning (exercising) them. Since valves are usually buried out of sight underground and they require a certain amount of manpower to maintain, it is common for them to be done so with a frequency which is much less than recommended or none at all. Unfortunately this results in a percentage of valves that become inaccessible or inoperable as the years pass. Currently, we operate valves on an as-needed basis. This means that while some valves have been operated several times since they were installed, others have been exercised infrequently or not at all since they were installed over 30 years ago. We want to ensure that our valves remain both accessible and operable so that routine operations are feasible and so that emergency situations such as house flooding and road washouts due to broken lines can be addressed as quickly as possible. Based off our experience and those of other water operators from around Alaska, the consensus is that valves should at a minimum be operated once every few years to ensure they remain accessible and operational. We want to maintain one-fifth of the valves on an annually rotating basis so that the valves are accessed and exercised in an ongoing five year cycle. To accomplish this we are planning to work with a contractor. The contractor will coordinate the necessary utility locates, provide traffic control, ensure that the valves are accessible as well as perform excavating, repairs and replacements as needed. The Water Division would provide the water portion of the utility locates, assist with locating the valves, operate the valves, assist with some of the repairs as well as obtain data from each valve and valve location for our records. Any necessary materials would be sourced from either the City or the contractor depending on what is needed and the availability.

**Development Plan & Status :** The contractor will be required to submit an Excavation Permit with the associated Traffic Control Plan and utility locates per City of Unalaska policy. Cost & Financing Data: An annual ROM for this project would be \$100,000 with a 10% contingency. We intend to re-submit this CMMP on an annually recurring basis so that we have adequate, ongoing funds with which to maintain the City's water valves.

# FY22-31 CMMP

## Mainline and Service Valve Maintenance Program

Water

### Estimated Project & Purchase Timeline

Pre Design: FY22

Engineering/Design: FY22

Purchase/Construction: FY22



Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Water Proprietary Fund	0	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	1,000,000
<b>Total</b>	0	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	1,000,000



# FY22-31 CMMP

## Pyramid Water Storage Tank Water

### Estimated Project & Purchase Timeline

Pre Design: FY14

Engineering/Design: FY23

Purchase/Construction: FY24

**Project Description:** This project will construct a second 2.6 million gallon Chlorine Contact Tank (CT Tank) next to the existing CT Tank. It will provide much needed clear water storage and enable maintenance to be done on the interior of either tank regardless of process seasons or weather. The project will require the installation of approximately 200 ft. of 16" DI water main, 200 ft. of 8" DI drain line, and 100 ft. each of 1" sample line and control wiring

**Project Need:** Additional storage provided by this tank will help to meet many of the issues mentioned in the 2004 Water Master Plan. Even in the Water Distribution System's current configuration, this new tank will provide an additional 960,000 gallons of the additional 4 MG of finished water storage recommended in the Master Plan. When planned future development is completed on Captain's Bay Road, over 2.2 MG of water storage will be available at the maximum Pyramid Water Treatment Plant capacity of 9 MGD. The additional storage will provide a much needed buffer, allowing time to troubleshoot and repair problems in the event of an equipment failure or system malfunction. It will reduce the likelihood of water shortages and/or outages during the Pollock Processing seasons. Additional benefits include:

- Reduce service interruption, boil water notices, and risk of system contamination during maintenance.
- Allow routine maintenance to be done on the interior or exterior of either tank during any season, prolonging the life of these tanks.
- Expand and upgrade both the water treatment and distribution systems, using the full 9 MGD design capacity of the new water treatment plant will be possible.
- Improve the flow characteristics of the new Pyramid Water Treatment Plant. Plant operators will be able to allow the tanks to absorb the high and low flows, maintaining a more stabilized treatment process and allowing the new Ultra Violet treatment process to operate more efficiently.

**Development Plan & Status :** A "Certificate to Construct" and a "Certificate to Operate" are required from ADEC, obtained through application by the designing engineer.



Engineering, Design, Const Admin	647,000
Other Professional Services	-
Construction Services	6,379,879
Machinery & Equipment	-
<b>Subtotal</b>	<b>7,026,879</b>
Contingency (set at 30%)	2,108,064
<b>TOTAL</b>	<b>9,134,943</b>
Less Other Funding Sources (Grants, etc.)	-

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
<b>Water Proprietary Fund</b>	625,000	0	603,750	7,906,193	0	0	0	0	0	0	0	9,134,943
<b>Total</b>	625,000	0	603,750	7,906,193	0	0	0	0	0	0	0	9,134,943

**Project Description:** This project in the Pyramid Water Treatment Plant (PWTP) will include the removal of the existing Chlorine Gas system and the installation of an on-site system which generates liquid Chlorine (Sodium Hypochlorite) using salt and electricity.

**Project Need:** Using stringent regulations, the EPA is doing away with Chlorine Gas as the primary method of disinfecting potable water. Vendors for Chlorine Gas are becoming scarce as most Water Treatment Plants and other users have already changed over to an alternative. There are only two remaining Chlorine Gas vendors located on or near the west coast which will ship to Alaska. We are currently using the vendor who is located on the coast. We have experienced issues with their product. If we continue to have issues with Chlorine Gas from them or they quit carrying Chlorine Gas altogether, the remaining vendor is twice the price due to the extra cost involved in shipping the Chlorine Gas to the coast. In addition, potable water treated with Chlorine Gas is more acidic than Sodium Hypochlorite. Combined with the rise in EPA's standards, there is a very high possibility that we will be required to perform a corrosion control study and begin adding a corrosion control inhibitor to our potable water. Switching to Sodium Hypochlorite will help lower the acid index of our drinking water. This will lessen the possibility of having to perform the study or add an inhibitor. In addition, the multiple safety items associated with Chlorine Gas that we are required to own are very expensive, highly regulated and take a significant amount of time to maintain.

**Development Plan & Status :** This project will require a consultant for design and engineering to obtain Alaska Department of Environmental Conservation (ADEC) approval. A contractor will be needed for construction. A ROM for this project would be \$500,000 – \$750,000. This number could be reduced if the existing crane, Chlorine Gas Bay, etc. in the PWTP can be utilized with the new system. The existing PWTP Chlorine Gas Bay is believed to be of sufficient size to house the new Sodium Hypochlorite equipment. However, a heated area for salt storage will be required. It would be most efficient to have the salt storage area as part of the existing PWTP structure. Doing so would require an addition to the current building.

# FY22-31 CMMP

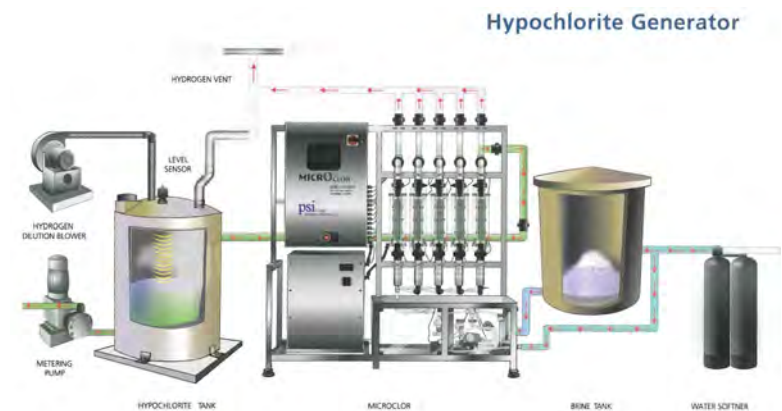
## Pyramid Water Treatment Plant Chlorine Upgrade Water

### Estimated Project & Purchase Timeline

Pre Design: FY21

Engineering/Design: FY21

Purchase/Construction: FY22



Cost Assumptions		
	Other Professional Services	\$ 25,000
	Engineering, Design, Construction Admin	\$ 80,000
	Construction Services	\$ 250,000
	Machinery & Equipment	\$ 169,231
	<b>Subtotal</b>	\$ 524,231
	Contingency (30%)	\$ 157,269
	<b>Total Funding Request</b>	\$ 681,500

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
Water Proprietary Fund	100,000	581,500	0	0	0	0	0	0	0	0	0	681,500
<b>Total</b>	100,000	581,500	0	0	0	0	0	0	0	0	0	681,500

# FY22-31 CMMP

**Project Description:** This project consists of constructing one or more sediment traps in Icy Creek upstream of the reservoir. The sediment trap system should essentially be a series of deep, wide step pools with rock check dams along the creek that decrease the flow velocity and allow rocks and sediment to settle out. The sediment traps should also create a location for rocks and sediment to accumulate that would be easier for heavy equipment to access, easier to clean out, and potentially allow the reservoir and Pyramid WTP to remain in service while the upstream sediment traps are being cleaned. Although the sediment traps will not eliminate shutdown of the Pyramid WTP due to turbidity spikes during high flow events, it could reduce the occurrence and duration of shutdowns.

**Project Need:** Large amounts of rock and sediment move downstream along Icy Creek during high flow events. The rocks accumulate at the inlet end of the Icy Creek Reservoir as seen in Figure 30 and heavier sediment accumulates behind the dam. The rocks and sediment reduce the capacity of the reservoir. Draining of the reservoir and removal of rocks and sediment is a challenging exercise that is required periodically and also requires a lengthy shutdown of the Pyramid WTP. Turbidity issues due to suspended fine-grained sediments during high flow events also regularly cause shutdown of the Pyramid Water Treatment Plant.

**Development Plan & Status :** The budget for this project was estimated from the Water Master Plan. A more accurate budget will be determined during the design phase of the project. Funding for this Project will come from the Water Proprietary Fund.

## Sediment Traps Between Icy Lake and Icy Creek

### Reservoir

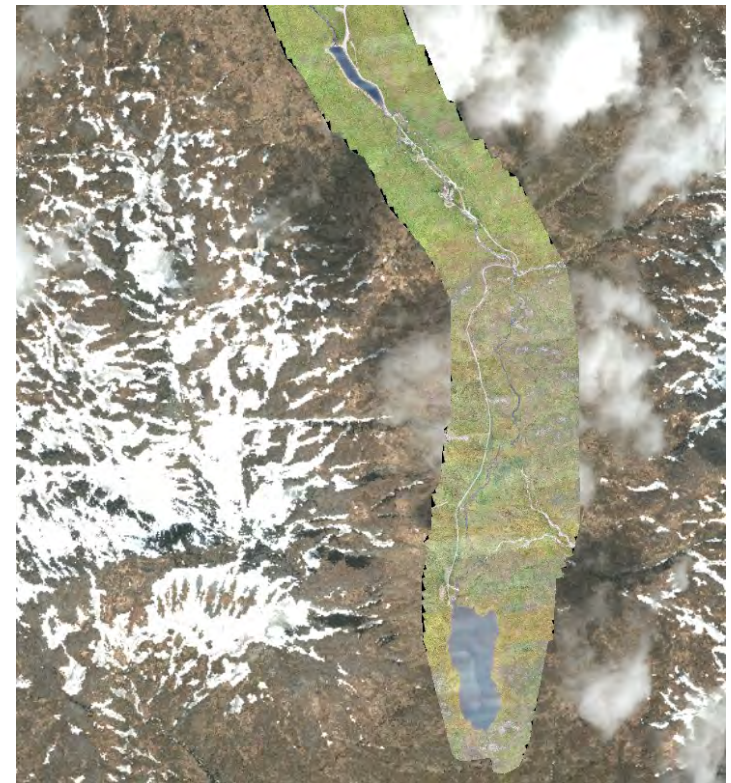
Water

#### Estimated Project & Purchase Timeline

Pre Design: FY26

Engineering/Design: FY26

Purchase/Construction: FY27



Cost Assumptions	
Engineering, Design, Construction Admin	\$50,000
Other Professional Services	\$50,000
Construction Services	\$400,000
Machinery & Equipment	
<b>Subtotal</b>	<b>\$500,000</b>
Contingency (30%)	\$150,000
<b>Total Funding Request</b>	<b>\$650,000</b>

Source	Appropriated	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total
<b>Water Proprietary Fund</b>	0	0	0	0	0	650,000	0	0	0	0	0	650,000
<b>Total</b>	0	0	0	0	0	650,000	0	0	0	0	0	650,000