

# **Dillingham Waterfront Strategic Plan**

PREPARED FOR:

**City of Dillingham**

IN PARTNERSHIP WITH:

**PND Engineers**

June 2020

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As the largest community in the Bristol Bay region, Dillingham serves as a critical transportation and service hub. Bristol Bay supports the world’s largest sockeye salmon run; commercial and subsistence fishing activities are central to the economy and lifestyle.

After serving as a seasonal hunting and gathering area for thousands of years, Dillingham became a permanent settlement following Russian fur trading activity in the early 1800s and development of numerous salmon canneries in the late 1800s and early 1900s. The establishment of a mission, hospital, and school in the late 1800s further established Dillingham as a regional hub.

The current Dillingham population is estimated at nearly 2,400 residents, with approximately 5,000 people living in the Dillingham Census Area. The table below shows annual fluctuations over the past decade.

**City of Dillingham and Dillingham Census Area Population, 2009-2018**

Year	City of Dillingham	Annual Change	Census Area	Annual change
2009	2,245	+64	4,716	-23
2010	2,329	-84	4,847	+131
2011	2,375	-46	4,930	+83
2012	2,411	-36	4,978	+48
2013	2,402	+9	5,025	+47
2014	2,444	-42	5,063	+38
2015	2,384	+60	5,008	-55
2016	2,318	+66	4,958	-50
2017	2,335	-17	4,925	-33
2018	2,382	-47	5,021	+96

Source: ADOLWD, Population Estimates Program.

Prior community planning efforts reflected a strong vision of a thriving harbor and port positioning Dillingham as a leader for high-quality seafood and value-added processing. Goals articulated in the 2010 Comprehensive Plan included development of infrastructure that created more local benefits from commercial fishing; improved access between waterfront and local services and businesses; enhanced understanding and response to waterfront changes including erosion; and enhanced marine-related training and job creation. The vision and goals remain valid today.

## Purpose and Methodology

The purpose of this Strategic Plan is to identify waterfront-related opportunities and constraints that impact community and economic development in Dillingham and the region. The plan is focused on waterfront in the downtown core, including the City-owned boat harbor and port and adjacent lands.

The project team conducted a site visit and kick off meeting in mid-July 2019 to meet with City staff, tour the waterfront, and interview key stakeholders. Additional tasks included review of the *2010 Comprehensive Plan*

and recent planning documents, analysis of data concerning waterfront usage, and review of additional information concerning commercial fishing and the regional economy.

The Strategic Plan identifies priority actions and rough timeline, estimated capital costs, and lead entities. The initial draft was submitted September 2019. The draft plan was reviewed with City staff, Curyung Tribal Council, Port Advisory Committee, other stakeholders, and in public meetings. A summary of public comments is included in the Appendix.

The McDowell Group project team was supported by PND Engineers. We appreciate the insights provided by stakeholders and support from the City of Dillingham staff throughout the project.

# Port and Waterfront Overview

## Overview

The Port of Dillingham serves residents in Dillingham and many Southwest Alaska villages. Commercial fishing, cargo, and recreational vessels utilize the docks, marine services, and wide array of other community services and facilities.

## Boat Harbor and Uplands

The Dillingham boat harbor is the only protected harbor in the area, providing moorage for approximately 400 vessels up to 32 feet in length (gillnetters and set netters) and space for transient vessels up to 80 feet in length.

Services include bathrooms/showers, fuel, potable water, repairs, ice, gear storage, and waste disposal. A small community park is located on the south end, on the waterfront.

Recent upgrades include a bulkhead on the north end of the harbor and lengthening of pilings anchoring floats to the shoreline.

Most commercial fishing vessels use the south boat launch, while the north ramp is used by recreational, subsistence, and charter fishing vessels.

Upland property includes parking, access roads, and property leased to companies providing marine supplies, service and repair, and retail. Additional leases are contemplated, however parking, safe routing of vehicular and pedestrian traffic, and improved access to utilities are important considerations. Use could be optimized if parcels were square, rather than pie-shaped.

The City began clean-up of recently acquired property adjacent to the harbor in 2019. Additional funding will be needed to complete the project. Given its high visibility and accessibility for residents and harbor users, the site has significant potential for future leases and small business development.



## City Docks



The City owns two adjacent docks that facilitate cargo and freight movement. The All-Tide Dock is an open cell dock approximately 300 ft. by 300 ft. The City Dock is a pile supported platform dock approximately 80 ft. by 200 ft. with a 50 ft. wide approach trestle.

Services include forklifts, cranes, potable water, garbage disposal, and access to waterfront bathhouse and restrooms.

The City has capacity for 33 containers to be connected directly to electricity. During peak season as many as 150 containers can be onsite; many are plugged into generators.

## Additional Waterfront Infrastructure

The Icicle Seafood plant is located at the end of Wood River Road. Several additional boat launches are located outside of the downtown core area including Squaw Creek, Kanakanak Beach, and Wood River.

## Dock and Harbor Activity

The following table provides a summary of the dock activity in recent years.

**Dillingham Dock Activity (2017-2018)**

Description	2017	2018
Frozen seafood containers	392	574
Containers of freight <sup>1</sup>	1,686	1,601
Heavy equipment/freight rolled or craned	95	110
Gensets <sup>2</sup>	8	12
Empty freezer containers <sup>3</sup>	460	515
Empty containers (other than freezer units) <sup>4</sup>	627	1,014
Gallons of fuel pumped over the dock <sup>5</sup>	2,269,363	2,930,587
Total billed weight moved over the dock (lbs.)	65,498,914	78,035,804

Source: City of Dillingham.

Notes:

1. Includes 20', 24', and 40' containers and flats and large bundles/lifts not on or in equipment.
2. Brought in specifically for running fish freezer containers on the dock and/or on the barges that haul freezers.
3. Mostly inbound but includes units that were not used and then shipped out.
4. Included in the total weight.
5. Most fuel was pumped through the Nushagak Cooperative Pipeline, although some was pumped from fuel trucks.

The table below provides recent data for permits sold and vessels serviced for each of the past three years and totals for the period.

**Permits Sold and Services (2017-2019)**

Description	2017	2018	2019	Total
Vessel permits sold	289	319	325	962
Skiff permits sold	186	178	184	548
Vessels serviced: 28'-32'	323	363	343	1,029
Skiffs serviced: 18'-26'	186	178	184	548

Source: City of Dillingham.

## Adjacent Property Owners

Fairly significant private sector investment has occurred on or near the waterfront in recent years, including from the following entities.

**Bristol Alliance Fuels (BBNC subsidiary):** In April 2019, BAF began leasing and operating Delta Western's facilities in Dillingham and Naknek. The Delta Western dock and tanks are now used for bulk sales and storage (including for clients Peter Pan and Crowley). Vessels can obtain fuel from BAF's facilities on the west side of the harbor. Additional services include barge haul-out services.

**Bristol Bay Native Corporation:** The regional Native Corporation owns considerable lands on the west side of the harbor, surrounding the BAF operation. Near-term plans include a large vessel haul out and storage. Longer-term development is contemplated and could include additional marine services, moorage, containers, or agricultural development. BBNC has approached the City to resolve ownership of a City-owned strip of land adjacent to BBNC lands. Need to assess how much land exists (given erosion), explore options to enhance site utilization, and consider state and municipal restrictions for land transfer/disposal.

**Choggiung Limited:** The village Native Corporation owns lands directly across from the boat harbor. They are interested in development and possible partnerships, but no immediate plans. They are also interested in having dredge spoils pumped onto their lands.

**Ekuk Village Council:** The Council is working to develop land leased from the City adjacent to Napa (lot 3a) for marine support sector businesses. Plans were delayed by loss of the contractor. Council leadership noted that water and sewer upgrades are needed to fully develop the site and adjacent lands.

**PAF Marine Services:** The boat yard was redesigned in recent years, reorienting vessel storage, upgrading utilities, and attracting marine industry vendors. Current capacity is about 250 boats. Future development could include expansion of the boat yard footprint towards the water, expanding shower and toilet facilities, and increasing the area for vendors along the main road. Direct access between the boat yard and launch ramp would reduce traffic on City property (access point to be determined). A wider boat ramp would be useful for pulling larger, heavier vessels in the fleet.

**Peter Pan Seafoods:** Recent upgrades including improved container staging and new processing infrastructure to support a shift to frozen H&G production (instead of canning). More than 500 people work onsite at peak times. Direct access to the port (potentially across Delta Western/BAF property) would reduce traffic on City property and Main Street. Public access on Peter Pan property (mentioned in prior plans) is discouraged.



# Development Landscape

The seafood industry dominates regional economic development and has direct implications for Dillingham's port and waterfront usage. The waterfront is also used to access subsistence fishing sites, launch sportfishing vessels, and to supply area lodges. State tideland ownership and leases also need to be considered in future development and planning.

## Seafood Industry

Data available from the Commercial Fisheries Entry Commission (CFEC) reveals an increase in the volume and value of seafood landed in the last decade for regional setnet and driftnet fisheries.

Dillingham resident participation in commercial fisheries has grown from 157 residents to 193 in the past decade; annual changes in participation, earnings, and vessels can be seen in the table below.

**Participation in Bristol Bay Setnet and Driftnet Fisheries**

Year	Setnet			Driftnet		
	Pounds Landed (millions)	Ex-Vessel Value (\$millions)	Fishermen who fished	Pounds Landed (millions)	Ex-Vessel Value (\$millions)	Fishermen who fished
2009	35.6	\$26.2	982	157	\$122.0	1,863
2010	34.0	\$31.0	982	147	\$134.1	1,863
2011	25.6	\$27.4	981	114	\$131.6	1,862
2012	23.5	\$24.7	979	104	\$117.9	1,862
2013	16.5	\$23.9	978	84	\$127.5	1,862
2014	31.4	\$39.3	977	140	\$182.2	1,863
2015	35.8	\$20.2	975	165	\$104.7	1,864
2016	42.2	\$34.4	971	170	\$158.0	1,863
2017	44.0	\$49.0	972	177	\$226.5	1,863
2018	43.3	\$52.3	970	187	\$224.7	1,863

Source: CFEC Fishery Permit Database.

**Participation by Dillingham Residents in Bristol Bay Fisheries**

Year	DLG Resident Fishermen Active in BB Fisheries	DLG resident earnings (\$millions)	BB fishing vessels owned by DLG Residents
2009	157	\$7.5	110
2010	164	\$8.8	111
2011	173	\$7.4	110
2012	167	\$5.9	114
2013	175	\$7.8	102
2014	177	\$10.5	106
2015	169	\$5.8	109
2016	178	\$10.1	100
2017	187	\$16.4	103
2018	193	\$19.0	110

Source: CFEC Permit Database, CFEC Vessel Database.

The tables below reveal the significant investment by the regional driftnet fleet in chilling. In turn, this investment yields greater harvest value for fishermen and processors.

#### Number of Driftnet Vessels Chilling their Catch (RSW or slush ice)

Year	Chilled	Unchilled
2009	743	565
2010	733	611
2011	758	599
2012	651	425
2013	808	445
2014	828	423
2015	990	408
2016	1,024	236
2017	1,109	217
2018	1,202	125

Source: BBSRDA Processor's Survey

#### Total Chilled Product Purchased, as a Percent of Round Weight

Year	Chilled	Unchilled
2009	38%	62%
2010	40%	60%
2011	48%	52%
2012	55%	45%
2013	55%	45%
2014	52%	49%
2015	55%	45%
2016	70%	30%
2017	72%	28%
2018	79%	21%

Source: BBSRDA Processor's Survey

## Visitor Industry

The *Alaska Visitor Statistics Program* (AVSP) indicated that 84,000 (4 percent of Alaska non-resident visitors) visited Southwest Alaska in 2016. The Southwest region includes Bristol Bay, Aleutian and Pribilof Islands, and Kodiak. Sportfishing and hunting are the primary motivation for non-resident travelers visiting Dillingham and surrounding areas.

A study conducted in 2017 by McDowell Group for Bristol Bay Native Association analyzed the number and type of visitor accommodations in the area. Among the 55 properties identified in the study, Dillingham had 11, 5 were in the City of Aleknagik and nearby areas, and another 20 were located along the Nushagak River. Many of the smaller, remote properties operate between June and August.

# Competitive Analysis

The competitive analysis below is summarized from project interviews, research conducted for the Strategic Plan, and project team observations.

## Strengths and Opportunities

Competitive advantages for waterfront-related development include:

- Strong runs in the Nushagak and nearby areas have generated continued strong demand for port and harbor infrastructure.
- Processor investment bodes well for the industry outlook and community tax base.
- Fleet upgrades, including chilling, are increasing harvest value and generating demand for marine support services.
- The City of Dillingham is home to a major airport, providing passenger and cargo linkages with Anchorage and to communities within western Bristol Bay.
- The City Dock supports freight and cargo services for Dillingham and western Bristol Bay communities. The dock generates sufficient income to support operations and partially supports services at the harbor.
- Port operations are working well, with City staff noted as a key factor.
- Growing interest in direct marketing is incrementally extending the season and resource value.
- Bristol Bay Economic Development Corporation programs help to facilitate local ownership of vessels, permits, and quota.
- Bristol Bay Native Corporation is positioned for future development on the west side of boat harbor.
- Strong connections with commercial fishing and a subsistence lifestyle maintain residents' focus on waterfront activity and infrastructure.
- The region has an iconic reputation among sportfishing enthusiasts.
- Growing interest in strategies that maximize utilization of the fishery resource, including innovations in food, energy, and waste disposal.
- Dillingham remains the regional hub for medical, transportation, in-region shopping, and other services.
- Waterfront development projects may be eligible for Community Development Block Grant funding, a competitive federal grant funded through the U.S. Department of Housing and Urban Development (HUD) administered by the Alaska Department of Commerce, Community and Economic Development. (The local government specialist based in Dillingham is familiar with the program and the process.)

## Weaknesses and Challenges

Competitive challenges concerning the port and waterfront include:

- Harbor-related issues and needs were frequently cited throughout the study including pre-season congestion, limited parking, erosion, dredge channel narrowing/changing, insufficient areas for skiffs, need for a wider launch ramp, and fire suppression.
- Harbor operations are dependent on the U.S. Army Corps of Engineers for dredging. The City has had little ability to influence the annual dredging plan.

- The City is not able to generate sufficient income for the harbor from operations. General funds support operations and capital improvements.
- Harbor floats and other critical infrastructure are near end of usable life; funding source(s) for replacement is not yet identified.
- Limited opportunity to expand boat harbor in the immediate area.
- Face of bulkhead near the Boat Harbor is bent.
- Erosion concerns are widespread in the community including the harbor, city dock, sewage lagoon, and hospital areas.
- Limited water and sewer currently available in the boat harbor and uplands.
- Larger array of marine services presently available in Naknek.
- Warming weather trends could create uncertainty for public and private investment.
- State budget challenges have direct implications on the City's ability to invest in port and waterfront development.

## **Strategic Implications**

- The regional economy and lifestyle are anchored by fishing and the seafood industry.
- Port and waterfront improvements can help strengthen the critical ties between Dillingham and neighboring communities and the economic, social, and cultural value of the fishery resource.
- Dillingham's waterfront infrastructure and service base must remain competitive with other communities in the Bristol Bay region.

# Waterfront Development Plan

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The following development strategies will be further vetted and prioritized in consultation with the public and key stakeholders in the coming months.

## Goals and Strategies

### *Goal 1: Maximize safe and efficient usage of the Boat Harbor and uplands*

#### **SHORT TERM STRATEGIES**

- Upgrade and organize floats for better utilization
- Improve vehicle and trailer parking at and near the harbor
- Improve pedestrian access, walkways, and ramps for increased safety and more efficient movement of boats and supplies
- Upgrade existing bathhouse
- Improve ice machine access and usage
- Improve lighting and security

#### **MID TERM STRATEGIES**

- Extend water, sewer, power, telecommunications throughout site
- Construct east side revetment
- Extend north bulkhead with boat grid
- Construct west side revetment
- Facilitate leasing of lands closest to the harbor for year-round marine support and other community services
- Resume disposal of dredging spoils on land

#### **LONG TERM STRATEGIES**

- Expand upland area for parking, boardwalk, second bathhouse, and other services through additional pile and fill
- Explore property resolution to allow access to the west side of the harbor and west side expansion with additional moorage floats
- Explore demand and options for boat harbor expansion at alternative sites

### *Goal 2: Enhance community access to the waterfront*

#### **SHORT TERM STRATEGIES**

- Improve pedestrian access and short-term parking for park users
- Upgrade picnic seating and grill

#### **MID TERM STRATEGIES**

- Develop interpretive signage to showcase waterfront use and history
- Continue clean-up and development of City-owned lands along Kananak Road

#### **LONG TERM STRATEGIES**

- Establish a covered pavilion for community events
- Install additional bathhouse and restrooms

### ***Goal 3: Improve functionality of City-owned docks and downtown interface***

#### **SHORT TERM STRATEGIES**

- Increase staffing during peak demand periods

#### **MID TERM STRATEGIES**

- Improve truck and vehicular access to the City Dock
- Upgrade power to reduce generator use during peak season

#### **LONG TERM STRATEGIES**

- Extend dock face when demand warrants for two vessels
- Evaluate long-term growth needs and alternative sites for possible relocation

### ***Goal 4: Facilitate waterfront collaboration and communication***

#### **SHORT TERM STRATEGIES**

- Involve Port Advisory Committee in planning
- Formalize communications with private landowners located on and adjacent to the waterfront

#### **MID TERM STRATEGIES**

- Identify shared needs (such as access, erosion control, advocacy) and implementation strategy

#### **LONG TERM STRATEGIES**

- Collaborate on long-term development projects

## Implementation Plan

The table below summarizes goals, approximate development timeline, and lead entities. Community prioritization and access to funding will influence the development sequence.

### Waterfront Strategic Plan Implementation

Strategies	Estimated Timeframe			Primary Responsibility
	1-5 Years	6-10 Years	11-20 Years	
<b>Goal 1: Maximize safe and efficient usage of the boat harbor and uplands</b>				
Upgrade harbor floats for better utilization	✓			City
Improve vehicle and trailer parking at and near the harbor	✓			City
Improve pedestrian access, walkways, and ramps	✓			City
Upgrade existing bathhouse	✓			City
Improve ice machine access and usage	✓			City
Improve lighting and security	✓			City
Extend utilities throughout site		✓		City, Utilities
Construct east side revetment		✓		City
Extend north bulkhead with boat grid		✓		City
Construct west side revetment		✓		City, Private Sector
Lease uplands for marine support and community services		✓		City, Private Sector
Restore on-land disposal of dredge spoils		✓		City, ACE
Expand and develop uplands through pile and fill			✓	City, Private Sector
Resolve property ownership and expand moorage			✓	City, Private Sector
Explore boat harbor expansion at other sites			✓	City, Private Sector
<b>Goal 2: Enhance community access to the waterfront</b>				
Improve pedestrian access and parking for park users	✓			City
Upgrade picnic seating and grill	✓			City
Develop waterfront interpretive signage		✓		City, Private Sector
Continue clean-up and development of City-owned lands		✓		City
Install pavilion, additional bathhouse, and restrooms			✓	City
<b>Goal 3: Improve functionality of City-owned docks and downtown interface</b>				
Increase staffing during peak periods	✓			City
Improve truck and vehicular access		✓		City, Private Sector
Upgrade power		✓		City, Utilities
Extend dock face when demand warrants			✓	City
Evaluate long-term needs and alternative sites			✓	City
<b>Goal 4: Facilitate waterfront collaboration and communication</b>				
Involve Port Advisory Committee in planning	✓			City
Formalize communications with private landowners	✓			City, Private Sector
Address shared needs and implementation strategy		✓		City, Private Sector
Collaborate on long-term development projects			✓	City, Private Sector

## Major Capital Project Budget Estimates

Estimated costs for major capital projects are identified below. Detailed cost estimates and diagrams developed by PND Engineers are included in the Appendix. (For consistency, projects are listed below in the same order as in the Appendix.)

As noted above, community prioritization and funding will influence the development sequence.

### Major Capital Project Budget Estimates

Description	Estimated Cost
<b>Phase 1</b>	
Water and Sewer Upgrades	\$1,217,850
North Bulkhead Extension	\$3,111,210
West Side Revetment	\$14,391,675
City Dock Side Revetment	\$7,449,240
Boat Harbor Float Replacement	\$4,958,360
Lease Parcel Development (City Harbor Side)	\$1,989,270
Bingman Property Development	\$1,604,250
Park Improvements	\$2,001,000
<b>Phase 2</b>	
Pavilion	\$324,300
Boat Harbor Development (Uplands)	\$15,238,650

Source: PND Engineers



## Project Contacts

The project team appreciates information and insights provided by the many Dillingham residents and organizations who assisted with the site visit, interviews, and outreach to fishermen and other community members. Additional input was solicited via two public meetings, meetings with Curyung Tribal Council and Port Advisory, and by public service announcements and notices.

### City of Dillingham Staff

- Jean Barrett, City Port Director/Public Works
- Tod Larson, City Manager
- Dagen Nelson, Special Projects Coordinator
- Cynthia Rogers, City Planning Director

### Project Contacts

- Andy Anderson, Council Member
- Mary Barnes, Choggiung Limited
- James Bond, Bristol Alliance Fuels
- Courtenay Carty, Curyung Tribal Council
- Dab Cheyette, Bristol Bay Native Corporation
- Elizabeth Clark, Planning Commission
- Dan Dunaway, Port Advisory Committee
- Robert Heyano, Ekuk Village Council, Port Advisory Committee
- Warner Lew, Icicle Seafoods
- Joe LoSciuto, Bristol Alliance Fuels
- Gregg Marxmiller, Planning Commission
- Chris Napoli, Bristol Bay Economic Development Corporation, City Council
- Melody Nibeck, Division of Community and Regional Affairs
- Isaac Pearson, Bristol Engineering
- Rebecca Roenfan, PAF
- Travis Roenfan, Peter Pan
- Alice Ruby, Mayor
- Tim Sands, Alaska Department of Fish and Game
- Helen Smeaton, Bristol Bay Economic Development Corporation
- First Chief Thomas Tilden, Curyung Tribal Council and fellow Chiefs in attendance at the Feb meeting
- Michael Tencza, U.S. Army Corps of Engineers, AK District
- Noman Van Vactor, Bristol Bay Economic Development Corporation

## Project Resources

*Alaska Department of Labor & Workforce Development, Population Estimates*

*Alaska Visitor Statistics Program, 2016, prepared by McDowell Group*

*BBRSDA Processor Survey, 2018, prepared by Northern Economics*

*CFEC Fishery Permit Database*

*CFEC Vessel Database*

*City of Dillingham Capital Improvement Plan, 2015-2020, prepared by the City of Dillingham*

*City of Dillingham Comprehensive Plan Update & Waterfront Plan, October 2010, prepared by the City of Dillingham with assistance from Agnew::Beck Consulting, Land Design North, PND Engineers*

## Potential Sources of Project Funding

The following section provides information about potential funding sources, including grants and financing.

### Alaska Community Development Block Grant Program

Administrator: Alaska Department of Commerce

Eligibility: Alaskan communities.

Use of Funds: The CDBG program provides financial resources for public facilities and planning activities which reduce the cost of essential community services and address health and safety issues. Funded by the U.S. Department of Housing and Urban Development (HUD), a maximum of \$850,000 can be awarded for a single project. Funding categories include community development, planning, and special economic development projects.

URL: <https://www.commerce.alaska.gov/web/dcra/GrantsSection/CommunityDevelopmentBlockGrants.aspx>

### Alaska Department of Transportation CIP Program

Administrator: Alaska Department of Transportation and Public Facilities

Eligibility: Alaskan communities.

Use of Funds: ADOT&PF CIP program works with three main streams of funding for transportation projects in the State of Alaska: federal highway funds, other federal funds, and state capital budget funds.

URL: <http://www.dot.state.ak.us/stwdplng/cip/index.shtml>

### Alaska Industrial Development and Export Authority

Administrator: Alaska Industrial Development and Export Authority

Eligibility: Alaska businesses and communities.

Use of Funds: AIDEA supports economic activity in Alaska by providing loan guarantees, conduit revenue bonds, and participation in infrastructure projects (wholly or partially owned by AIDEA). Current port-related projects owned by AIDEA and leased to the private operators include the Skagway Ore Terminal, Ketchikan Shipyard, and the Delong Mountain Transportation System (connecting the Red Dog Mine to export markets).

URL: <http://www.aidea.org/Programs.aspx>

## **Alaska Municipal Bond Bank Authority**

Administrator: Alaska Municipal Bond Bank Authority

Eligibility: Alaska municipalities, joint action agencies, and regional health organizations.

Use of Funds: AMBBA can assist eligible Alaska borrowers with bond financing for capital improvements such as schools, water and sewer systems, public buildings, harbors, and docks. General obligation bonds are backed by a city's taxing authority, such as a local property tax, while revenue bonds are backed by specified revenues from an income-producing project. Project completed with support from AMBBA include harbor improvements for the cities of Seward and Homer.

URL: <http://treasury.dor.alaska.gov/ambba/>

## **Alaska Municipal Harbors Matching Grant**

Administrator: Alaska Department of Transportation and Public Facilities

Eligibility: Alaska municipalities and regional housing authorities

Use of Funds: This program requires a 50/50 match and can only be used for the construction phase of small boat harbor facilities. Legislative grants to municipalities may not be used for the local match requirement. Maximum state contribution is \$5 million per year.

URL: <http://dot.alaska.gov/stwdplng/ports/>

## **Better Utilizing Investments to Leverage Development (BUILD) Grants**

Administrator: U.S. Department of Transportation

Eligibility: State, local, and tribal governments.

Use of Funds: Formerly known as TIGER grants, BUILD grants help fund surface transportation projects such as roads, bridges, transit, rail, port, or intermodal transportation. Half of available funds (\$450 of \$900 million) are designated for rural areas of the United States. There is no matching requirement for projects in rural areas. The minimum project award for rural areas is \$1 million, and the maximum is \$25 million. Selection criteria focus on "safety, economic competitiveness, quality of life, state of good repair, innovation and partnerships with a broad range of stakeholders." Federal share of project costs under the BUILD Transportation grant program may not exceed 80 percent for a project located in an urban area. The Secretary may increase the Federal share of costs above 80 percent for a project located in a rural area.

URL: <https://www.transportation.gov/BUILDgrants>

## **Bristol Bay Economic Development Corporation Community Programs**

Administrator: BBEDC

Eligibility: Local government organizations (tribal or city entities).

Use of Funds: The **Infrastructure Grant Fund** provides funding for infrastructure that promotes and supports long-term economic growth and opportunity in CDQ communities. The **Community Block Grant Program** funds projects that promote sustainable community and regional economic development. The budgeted amount for 2018 was \$500,000 per community.

URL: <http://www.bbedc.com/>

## **Dingell-Johnson Sport Fish Restoration Act**

Administrator: U.S. Fish and Wildlife Service.

Eligibility: State fish and wildlife agencies.

Use of Funds: Conservation and outdoor recreation projects, including recreational boating access and facilities. Funds are derived from excise taxes paid on firearms, ammunition, sport fishing tackle, small boat engines, small engine fuels, and other equipment. For approved grants up to 75% of the project costs.

URL: <https://wsfrprograms.fws.gov/Subpages/GrantPrograms/SFR/SFR.htm>

## **Economic Development Administration Public Works and Economic Adjustment Assistance Program**

Administrator: U.S. Economic Development Administration

Eligibility: State, local, and tribal governments and institutions of higher education.

Use of Funds: Grants of \$600,000 to \$3 million are provided under this grant program to “leverage regional assets to support the implementation of regional economic development strategies designed to create jobs, leverage private capital, encourage economic development, and strengthen America’s ability to compete in the global marketplace.” Grant applications are accepted on a rolling basis. Generally, the amount of an EDA award may not exceed 50 percent of the total cost of the project. Projects may receive an additional amount that may not exceed up to 30 percent of the total project cost, based on the relative needs of the Region in which the project will be located, as determined by EDA.

URL: <https://www.grants.gov/web/grants/view-opportunity.html?oppId=306735>

## **Federal Lands Access Program (FLAP)**

Administrator: U.S. Department of Transportation

Eligibility: Unrestricted.

Use of Funds: FLAP funds support projects that improve access to federal lands. Funding is provided to states via a specified formula. FLAP projects in Alaska typically involve trailhead, boat launch, road, and/or trail improvements.

URL: <https://flh.fhwa.dot.gov/programs/flap/>

## **Rasmuson Foundation**

Administrator: Rasmuson Foundation

Eligibility: Non-profit organizations, as well as local and tribal governments.

Use of Funds: This grant program is designed to support capital projects of “demonstrable strategic importance or innovative nature that address issues of broad community or statewide significance.” The Foundation specifies that they are rarely the largest or only contributor and generally expect the project have multiple other funding sources that demonstrate widespread community support. Two different grant programs (Tier 1 and Tier 2) are available, one for grants up to \$25,000 and the other for grants of more than \$25,000.

URL: <https://www.rasmuson.org/grants/>

## **State of Alaska Boating and Angler Access Grant Program**

Administrator: Alaska Department of Fish and Game, Sport Fish Division

Eligibility: Typically involve state, federal, and local agencies that manage boating access sites.

Use of Funds: Funds for this program derive from federal excise taxes and import duties placed on recreational fishing and boating equipment and supplies – as set up by the Dingell-Johnson Act. This program will cover up to 75 percent of the cost of an eligible project and requires a 25 percent non-federal match. Funded projects must primarily benefit the recreational boating and sport fishing public (not primarily benefiting subsistence or commercial fishing users).

URL: <https://www.adfg.alaska.gov/index.cfm?adfg=fishingSportBoatingAnglerAccess.main>

## **USACE Civil Works Program**

Administrator: U.S. Army Corps of Engineers

Eligibility: These projects typically involve a local municipality

Use of Funds: USACE’s civil works program supports selected projects from the planning and feasibility stages all the way through to construction. The new harbor in Valdez is an example of a recent project that received funding from the USACE.

URL: <https://www.poa.usace.army.mil/Missions/Civil-Works-and-Planning/>

## **USDA Rural Community Facilities Direct Loan & Grant Program**

Administrator: U.S. Department of Agriculture

Eligibility: Public agencies, non-profit organizations, and tribal entities located in rural areas.

Use of Funds: Funds may be used to purchase or construct various types of community facilities, including health care clinics, street improvements, community centers, fire trucks, museums, community gardens, and many other types of facilities. Priority is given to communities with fewer than 5,500 residents and/or median household incomes below 80% of the state nonmetropolitan median household income. Loans, grants, and loan guarantees are available through this program. Applicants must be unable to finance the project from their own resources and/or through commercial credit at reasonable terms. Maximum grant award is 75% of proposed project.

URL: <https://www.rd.usda.gov/files/fact-sheet/RD-Factsheet-RHS-CFDirect.pdf>

## **US DOT Port Infrastructure Development Grants**

Administrator: U.S. Department of Transportation, Maritime Administration

Eligibility: State, local, or tribal governments or their subdivisions.

Use of Funds: Projects funded will “improve the safety, efficiency, or reliability” or coastal seaports (deep draft ports capable of handling drafts of at least 20 feet). A total \$200 million is made available to all U.S. coastal seaports, while another \$93 million is set aside for the nation’s largest 15 ports by TEUs handled. The minimum grant award is \$10 million and there is no maximum award amount specified. Minimum 20% non-Federal funding match.

URL: <https://www.maritime.dot.gov/PIDPgrants>

## **Summary of Public and Tribal Meeting Comments**

### **Public Meeting: December 2, 2019**

- Need to engage fishermen in project.
- Reconvene Port Advisory Committee and fill vacant seats.
- Link with hazard mitigation plan? Potential funding/partners: HUD, FEMA, Housing Authority.
- Bingman property is now a much better welcome to town. Used for net storage? Trailer parking could be compatible with 100-foot ROW. Educational purposes? Connect commercial fishing with K-12?
- Interest in BBNC, PAF, other private investment.
- State-owned road. They plow. Need to clarify ROW.
- Enhance green space, beautification, median.
- Addressing erosion is critical.
- Need more information about timeline for development.
- Revetment is a priority.
- Shoreline studies show urgency for coastline and lagoon.
- UAF is monitoring storm surge. DNR and DGGS have some information on erosion. Creating stepped ledges underwater.
- Why did ACE change? Likely cost. Rigid interpretation of responsibility now.
- Pumping in the mouth of the river changes the landscape. We are fighting soils from erosion and washing back in.
- Census count is important. We need an accurate count for funding for waterfront and other community needs.
- How does revetment affect channel?

- Fishermen can experience damage from larger vessels.
- Need to raise revenues for city—need to prioritize needs.
- Short-term parking is 32 spaces.
- Need places to work on boats outside of PAF.
- In the spring and fall, City could rent space for vessel work.
- Need input from Port Advisory Committee.
- Also non-residents have waterfront needs.
- What is maximum harbor capacity?
- What is cost in Phase I for harbor to be walled in? (Note: \$15 million.)
- Need to engage other users.
  - What about a survey with questions and some open-ended comments?
  - CFEC has contact information for vessel owners. Could send a post-card with QR code.
  - Email permit holders.
  - Email BBEDC contacts.
  - BBRSDA has lists.
  - Create webpage.
- How are we addressing people coming from villages? They have skiffs, need to access community stores/services, load purchases.
- Ramp is dangerous and lacks parking.
- People could park across the road.
- Need to straighten up lease parcels; NAPA has higher/lower land.
- Peter Pan is eroding harbor; culvert near memorial.
- People are working on boats on City property; oil spills. Need better area to work.
- Choggiung land is pie-shaped. Not usable. Can we align property thought agreements?
- Need water down to the end of the harbor for fire and potable water. When the tide is out, there is no way out of the harbor. Potential for huge loss to individuals and community revenues.
- East side has more/better parking.
- Longer-term plan should include lease on Choggiung lands.
- Trucks not used much, maybe weekly.
- Need plan for super-long term parking –some as much as six weeks.
- Subsistence users have no place to park. Can be ¾ mile to ramp.
- Setnet only one functional access. Other launches not usable.
- Ramp by harbor office needs to be more usable, better flow of trucks/boats.
- Bingham property has a couple more years of clean-up. In the short term can be used for parking.
- Aleknagik is an example for us of orderly, attractive parking?
- What are the revenue-generating services we should be focusing on?
- Bristol Alliance dock is filling in, storm carve out. Peter Pan had to extend because of it.
- Bulkheads creating an eddy, not a shelf.
- The trees are mostly on City land. Used by campers and homeless.
- Original float design was not designed for 400+ boats. Can be 20 boats rafted together at peak times.
- Need close coordination with landowners.
- Urgent need for fire hydrant with proper water supply.
- Need to look t other areas including Wood River and Kanakanak.
- Food production businesses could use the area if proper water and sewer.
- Additional bathhouse is needed.
- Health and safety are priorities.

## **Public Meeting: February 11, 2020**

- Will ACE allow dredge spoils on land? Cost share is key concern.
- Ensure additional bathhouse, not losing one.
- Peter Pan reconfiguration allows road access without highway.
- How many boat stalls after reconfiguration? Don't want to lose spaces.
- Where is best place for approaching floats?
- Longer floats = more capacity, more rafting.
- Boats add revenue, not parting.

- Lease space also revenue generation for City and private sector.
- Bringing walls up with sheet pile increases parking, reduces erosion issues.
- Bristol Alliance dock is building land due to movement of water/soils.
- Was not intended to be an all-tide harbor. ACE has rocks at entrance to hold water.
- Entrance to harbor is very skinny at certain times. Would ACE dredge that? Need to confirm plans, as prior plans had ACE planning entrance channel dredging.
- In recent years, ACE's intended to build north bulkhead Feel robbed. Any prospect of resuming?
- Bingman parcel clean-up is great. Although 100 ft. ROW, can expand parking and some uses. Also entrance to town is improved; shows community pride. Can we do the same with Stan Smalls?
- Can we change the size/location ACE dredging? They are confined to original footprint now.
- BBNC is in development mode. Need to understand and align interests.
- Would love to see welders and others working on boats, as in Naknek. Economic opportunity here.
- Would need to take some other area, as heavy industry needs more space than right at harbor.
- Ramps are blocked – need to ensure usability from uplands and in water.
- Bluff revetment is needed, or sloughing will continue.
- City has sliver of land adjacent to BBNC. Need to understand status and options.
- Choggiung and BBNC are natural partners.
- Port Advisory Committee to meet soon. Need to finalize plan and meet with AK Delegation in DC.
- Add details in plan for design, permitting, construction. Need to arm Tod with info to see vision, secure funding. Consider maintenance.
- ACE planning horizon can be long due to funding cycles and robust design. Some cities take on project themselves and find costs come out close to ACE cost-share percentage.
- Float next to bulkhead—access could be on south side.
- Change gangways to be parallel to at end of floats.
- Water and sewer infrastructure needed for fire, sanitation, and lease potential.
- Vehicle parking seems optimistic. How is trailing parking addressed near launch? Better location is center area, pull through, with loop at the end, no backing.
- Ice-house only moved slightly. Harbor staff can access it. Needs an auger, move totes around. Scows prevent access to it. Can they be moved?
- Be sure to consider Division of Sportfish funding.
- Lost a small fish processing business due to lack of harbor access. Needed walk-ins, waste disposal, DEC approved water. Could have been successful. Support vision for lots, water, sewer.
- See written notes provided by Alice.

## **Curyung Tribal Council Meeting: February 11, 2020**

- Traffic patterns and congestion need to be addressed.
- Move to other uplands.
- Move trailer parking to center, pull-through.
- Is paving planned? Road is bad, potholes. How indicate parking plan?
- Subsistence users use steep access on south side. Will that be blocked by ACE or City development? (Does not look like it.)
- Could floats be repurposed for set net skiffs at north end? Boats prevent access on existing floats. (Note floats are near end of useful life.)
- Rate comparison with Lake & Penn and Bristol Bay is planned. Want to be competitive and reinvest in facilities.
- Barge is anchored late in the year; presents safety concerns.
- Dredging is key issue. Can see channel changes, sandbars, also affecting Kakanak access.
- Village corporation has lands across the road. Could be part of overall plan/coordination.
- Tribe had govt-to-govt meeting with ACE on Jan 29. They plan to continue dredging at some site/cost. Need to change their position.
- Leave north end ramp in place.
- Repair the unusable "cliff" ramp.
- Playground should be upgraded. Our grandkids are using the equipment we grew up with.
- Covered area with tables and grills would be nice. Popular spot.
- With bulkhead, erosion and sloughing would be less challenging.



- Appreciate the lighting improvements. Much safer.
- Tribal members use the waterfront for commercial fishing, subsistence, recreation. Definitely an important issue.
- Other tribes in the region also benefit from the harbor and dock. Should be involved in the planning, funding, and advocacy.
- Like Port of Alaska in ANC, Dillingham infrastructure serves the region.
- Make this a priority for SWAMC.
- Please define how the City wants us to work with you.
- Joint meeting between the City and Tribe is needed.
- Federal government support is critical.
- Why was this focused only on downtown? Wood River and Kanakanak beach are part of Dillingham's waterfront. Disappointed. Can't access site due to trucks and trailers. (Note: Wanted to address priorities in harbor and lagoon to get started.)

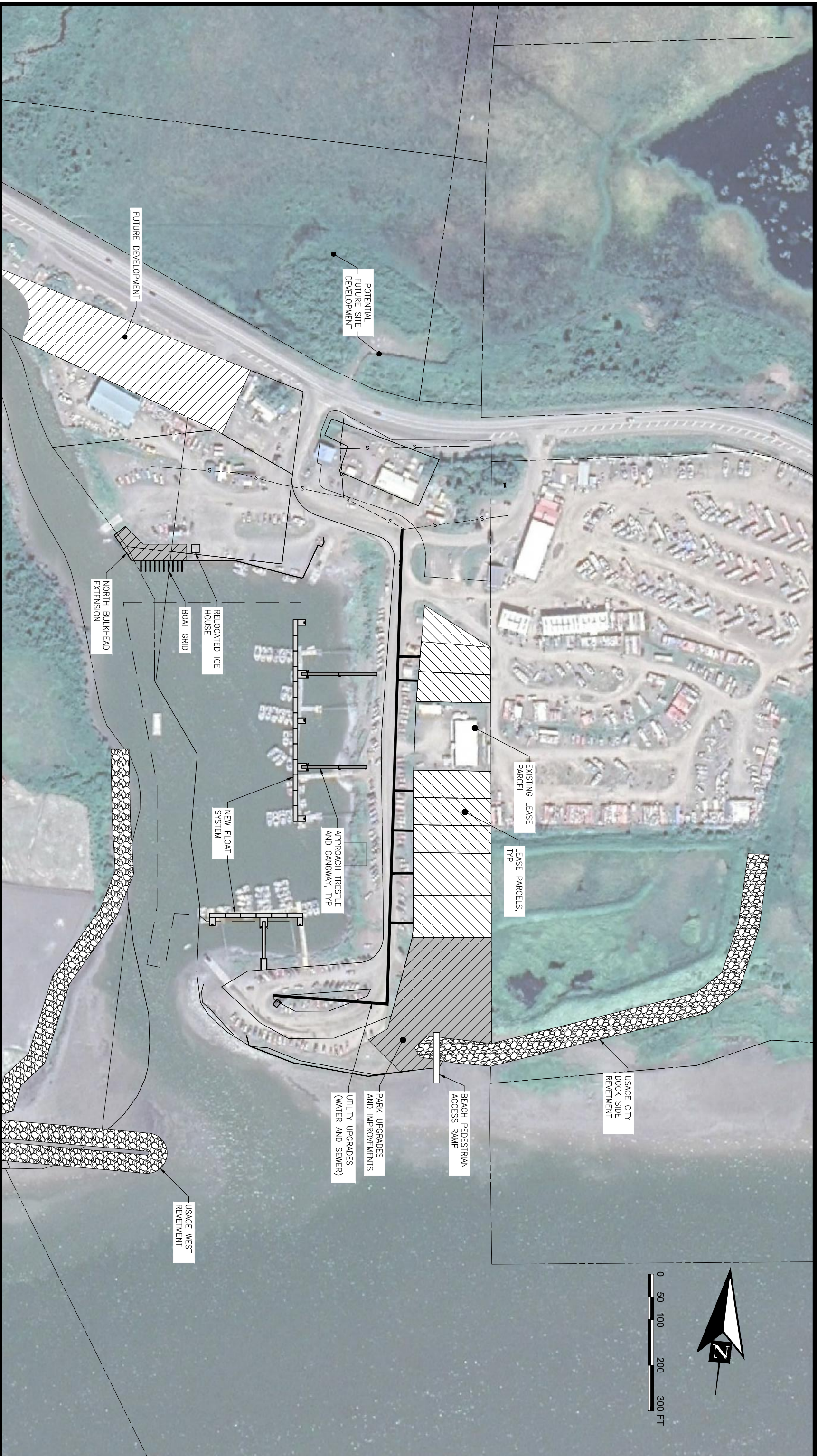
### **Port Advisory Committee: May 11, 2020**

- Does plan increase moorage or revenues to the City?
  - Yes, City revenues increase when leasing potential is realized.
  - Plan helps to protect and enhance private-sector assets, which strengthens tax base.
- Boat harbor capacity has potential to be expanded on the west side. Need to resolve property line and access issues first.
- Federal funding is available for improvements related to sport fishing.
- Has outer harbor been considered?
  - Given tide and currents, would likely exacerbate silt/accretion issues.
- Need to increase haul out and storage space at the harbor and on adjacent lands.
- A gravel pad with space for up to 20 boats would allow boats to be hauled out for short-term work. Could charge for access to pad, electricity, and water.
- What is cost to increase dredging outside of existing footprint?
  - The average cost for ongoing maintenance dredging is approximately \$8/cubic yard.
- Uplands expansion versus potential harbor expansion.
- Location of an upland bulkhead would be optimized during future design efforts to provide balance between potential inner harbor footprint expansion and created uplands.

### **PND Engineers Diagrams and Detailed Cost Estimates**

Diagrams developed by PND Engineers and cost estimates for major capital projects are attached. Phase 1 incorporates short-term and mid-term projects. Phase 2 reflects more extensive redevelopment of the boat harbor including sheet pile bulkhead, fill, and upland improvements.

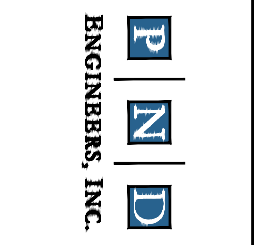




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**DRAFT**  
6/14/20

1506 West 36th Avenue  
Anchorage, Alaska 99503  
Phone: 907.561.1011  
www.pndengineers.com  
AK Lic# AEC2250



**DILLINGHAM WATERFRONT STRATEGIC PLAN**  
SITE PLAN - PHASE 1

DESIGNED BY: CC DATE: 6/4/20  
CHECKED BY: DST PROJECT NO: 191142

SHEET NO: **1** OF 2

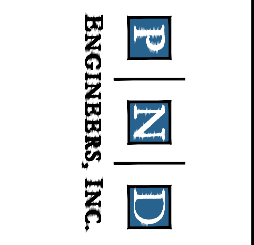




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6/14/20

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Anchorage, Alaska 99503  
Phone: 907.561.1011  
www.pndengineers.com  
AK, LLC# AFCC250



PROJECT:		<b>DILLINGHAM WATERFRONT STRATEGIC PLAN</b>	
TITLE:		<b>SITE PLAN - PHASE 2</b>	
DESIGNED BY:	CC:	DATE:	SHEET NO.:
CHECKED BY:	DST	191142	<b>2</b>
	PROJECT NO.:	191142	OF <b>2</b>



Description	Pay Unit	Quantity	Unit Cost	Amount
<b>PHASE 1</b>				
<b>WATER AND SEWER UPGRADES</b>				<b>\$1,217,850</b>
Provide and Install Waterline	Lineal Foot	1,150	\$350	\$402,500
Provide and Install Sewer Force Main	Lineal Foot	1,200	\$400	\$480,000
		Contingency (Assumed 20%)		\$176,500
		Design, Engineering and Permitting (Assumed 10%)		\$88,250
		Construction Management (Assumed 8%)		\$70,600
<b>NORTH BULKHEAD EXTENSION</b>				<b>\$3,111,210</b>
Mob/Demob	Lump Sum	1	\$500,000	\$500,000
Sheet Pile Bulkhead	Lineal Foot	230	\$3,000	\$690,000
Face Beam and Fenders	Lineal Foot	230	\$1,200	\$276,000
Gravel Fill	Cubic Yard	4,500	\$30	\$135,000
Surfacing Course	Cubic Yard	300	\$95	\$28,500
Relocate Ice House	Lump Sum	1	\$75,000	\$75,000
Boat Grid	Lump Sum	1	\$550,000	\$550,000
		Contingency (Assumed 20%)		\$450,900
		Design, Engineering and Permitting (Assumed 10%)		\$225,450
		Construction Management (Assumed 8%)		\$180,360
<b>WEST REVETMENT (W2)</b>				<b>\$14,391,675</b>
Mob/Demob	Lump Sum	1	\$600,000	\$600,000
Clearing and Grubbing	Lump Sum	1	\$60,000	\$60,000
Excavation and Disposal	Cubic Yard	30,720	\$25	\$768,000
Geotextile	Square Yard	15,000	\$10	\$150,000
Porous Fill	Cubic Yard	3,600	\$95	\$342,000
Core Rock	Cubic Yard	8,100	\$200	\$1,620,000
'B' Rock	Cubic Yard	10,450	\$225	\$2,351,250
'A' Rock	Cubic Yard	16,500	\$275	\$4,537,500
		Contingency (Assumed 20%)		\$2,085,750
		Design, Engineering and Permitting (Assumed 10%)		\$1,042,875
		Construction Management (Assumed 8%)		\$834,300
<b>CITY DOCK SIDE REVETMENT (C1)</b>				<b>\$7,449,240</b>
Mob/Demob	Lump Sum	1	\$600,000	\$600,000
Clearing and Grubbing	Lump Sum	1	\$60,000	\$60,000
Excavation and Disposal	Cubic Yard	7,700	\$25	\$192,500
Geotextile	Square Yard	3,200	\$10	\$32,000
Crushed Rock Road Surfacing	Cubic Yard	700	\$95	\$66,500
Porous Fill	Cubic Yard	9,300	\$95	\$883,500
Core Rock	Cubic Yard	1,100	\$200	\$220,000
'B' Rock	Cubic Yard	3,100	\$225	\$697,500
'A' Rock	Cubic Yard	5,600	\$275	\$1,540,000
Beach Access Ramp	Lump Sum	1	\$250,000	\$250,000
Rip Rap	Ton	3,800	\$200	\$760,000
Secondary Rip Rap	Ton	480	\$200	\$96,000
		Contingency (Assumed 20%)		\$1,079,600
		Design, Engineering and Permitting (Assumed 10%)		\$539,800
		Construction Management (Assumed 8%)		\$431,840

Description	Pay Unit	Quantity	Unit Cost	Amount
<b>PHASE 1 - Continued</b>				
<b>SMALL BOAT HARBOR FLOAT REPLACEMENT</b>				<b>\$4,958,360</b>
Mob/Demob	Lump Sum	1	\$550,000	\$550,000
Demolition	Lump Sum	1	\$25,000	\$25,000
Float Approach Trestles and Gangways	Lump Sum	1	\$523,000	\$523,000
Float System and Piles	Lump Sum	1	\$2,989,000	\$2,989,000
Utilities	Lump Sum	1	\$115,000	\$115,000
			Contingency (Assumed 10%)	\$420,200
			Construction Management (Assumed 8%)	\$336,160
<b>LEASE PARCEL DEVELOPMENT - HARBOR SIDE</b>				<b>\$1,989,270</b>
Mob/Demob	Lump Sum	1	\$250,000	\$250,000
Site Fill and Grading	Square Foot	85,000	\$7.50	\$637,500
Surfacing Course	Cubic Yard	3,200	\$95	\$304,000
Utilities	Lump Sum	1	\$250,000	\$250,000
			Contingency (Assumed 20%)	\$288,300
			Design, Engineering and Permitting (Assumed 10%)	\$144,150
			Construction Management (Assumed 8%)	\$115,320
<b>PARCEL DEVELOPMENT - BINGMAN PROPERTY</b>				<b>\$1,604,250</b>
Mob/Demob	Lump Sum	1	\$250,000	\$250,000
Site Fill and Grading	Square Foot	70,000	\$7.50	\$525,000
Surfacing Course	Cubic Yard	2,500	\$95	\$237,500
Utilities	Lump Sum	1	\$150,000	\$150,000
			Contingency (Assumed 20%)	\$232,500
			Design, Engineering and Permitting (Assumed 10%)	\$116,250
			Construction Management (Assumed 8%)	\$93,000
<b>PARK IMPROVEMENTS</b>				<b>\$2,001,000</b>
Mob/Demob	Lump Sum	1	\$250,000	\$250,000
Site Fill	Cubic Yard	10,000	\$25	\$250,000
Greenscape with Site Furnishing	Lump Sum	1	\$500,000	\$500,000
Playground w/ Safety Surfacing	Lump Sum	1	\$450,000	\$450,000
			Contingency (Assumed 20%)	\$290,000
			Design, Engineering and Permitting (Assumed 10%)	\$145,000
			Construction Management (Assumed 8%)	\$116,000



**Dillingham Waterfront Strategic Plan Update  
ROM Estimate**

June 4, 2020  
PND 191142

Description	Pay Unit	Quantity	Unit Cost	Amount
<b>PHASE 2</b>				
<b>PARK IMPROVEMENTS</b>				<b>\$324,300</b>
Mob/Demob	Lump Sum	1	\$35,000	\$35,000
Pavillion	Each	1	\$200,000	\$200,000
			Contingency (Assumed 20%)	\$47,000
			Design, Engineering and Permitting (Assumed 10%)	\$23,500
			Construction Management (Assumed 8%)	\$18,800
<b>SMALL BOAT HARBOR DEVELOPMENT</b>				<b>\$15,238,650</b>
Mob/Demob	Lump Sum	1	\$600,000	\$600,000
Sheet Pile Bulkhead	Lineal Foot	1,200	\$4,000	\$4,800,000
Gravel Fill	Cubic Yard	120,000	\$25	\$3,000,000
Surfacing Course	Cubic Yard	4,500	\$95	\$427,500
Utilities	Lump Sum	1	\$350,000	\$350,000
Boardwalk	Square Foot	8,000	\$100	\$800,000
Sidewalks	Lineal Foot	600	\$50	\$30,000
Signage and wayfinding	Lump Sum	1	\$35,000	\$35,000
Restroom / Showers	Square Foot	2,000	\$500	\$1,000,000
			Contingency (Assumed 20%)	\$2,208,500
			Design, Engineering and Permitting (Assumed 10%)	\$1,104,250
			Construction Management (Assumed 8%)	\$883,400