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

October 25, 2022

CEPOA-PM-C-ER

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

Dear Ms. Bittner:

The U.S. Army Corps of Engineers, Alaska District (USACE) plans to conduct future operational maintenance dredging and repair at two small boat harbors in Juneau, Alaska. In compliance with Section 106 of the National Historic Preservation Act of 1966 [36 CFR § 800.4(c)], the USACE has evaluated the historic significance of the Harris Harbor (JUN-01291) and Aurora Harbor (JUN-01292). Please find attached the USACE's determination that these harbors are **not eligible** for the National Register of Historic Places (NRHP). Per 36 CFR § 800.4(c)(2), the USACE seeks your concurrence on that the Harris Harbor (JUN-01291) and Aurora Harbor (JUN-01292) are **not eligible** for the NRHP. If you have any questions, please contact Ranna Wells by phone at (907) 753-5799 or email at joanna.wells@usace.army.mil.

Sincerely,

Ranna Wells

Ranna Wells
Archaeologist
Environmental Resources Section

Cc:
Carl J. Uchytil, Port Director, City and Borough of Juneau
Don Etheridge, Chair, Docks and Harbors Board, City and Borough of Juneau
Gary Gillette, Board of Directors, Gastineau Channel Historical Society

US Army Corps of Engineers
Alaska District

Operations and Maintenance Program
Site Investigation Results

Updated Determinations of Eligibility for Harris Harbor (JUN-01291) and Aurora Harbor (JUN-01292) in Juneau, Alaska

October 2022

Statement of Confidentiality

To protect fragile, vulnerable, or threatened cultural sites from disturbance, access to site-specific information from the Alaska Heritage Resources Survey is restricted or confidential. Distribution of those portions of this report that identify the location of cultural resources is to be limited to those with a legitimate need to know, such as appropriate personnel from the U.S. Army Corps of Engineers, Alaska State Historic Preservation Office, Tribal entities, and other authorized researchers. Restricted or confidential information is withheld from public records disclosure per Alaska state law (AS 40.25.110) and the Federal Freedom of Information Act (PL 89-554). Information about site inventory may be restricted pursuant to AS 40.25.120(a)(4), Alaska State Parks Policy and Procedure No. 50200, Section 304 of the National Historic Preservation Act (PL 89-665; 54 USC § 307103).

Executive Summary

The Harris and Aurora Harbors are located along the Gastineau Channel in Juneau, Alaska. This report discusses the history of the harbors and evaluates their historic significance in compliance with Section 106 of the National Historic Preservation Act and its implementing regulations [36 CFR § 800.4(c)]. After applying the National Register criteria (36 CFR § 63) to the Harris Harbor (JUN-01291) and the Aurora Harbor (JUN-01292), in 2019 the Alaska District, U.S. Army Corps of Engineers (USACE) determined that the two harbors did not meet the requirements of the National Register Criteria for Evaluation (USACE 2019a). In response, the Alaska State Historic Preservation Officer (SHPO) requested additional information to facilitate their review of the determination (SHPO 2019). Per the SHPO's request, this report has incorporated additional archival research and interviews conducted by USACE in support of a reevaluation of the eligibility of these two harbors for listing in the National Register of Historic Places.

USACE has determined that Harris Harbor (JUN-01291) does not meet the requirements of the National Register Criteria for Evaluation. The USACE has also determined that Aurora Harbor (JUN-01292) does not meet the requirements of the National Register Criteria for Evaluation. These two harbors are **not eligible** for listing in the National Register of Historic Places. This report has been prepared to support project planning and provide relevant cultural resources documentation for future Federal undertakings.

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1.0 Introduction

Section 106 of the National Historic Preservation Act (NHPA) of 1966 (formerly 16 USC § 470, now 54 USC § 306108) and its implementing regulations require all Federal agencies to identify historic properties within an undertaking's area of potential effect [36 CFR § 800.4(b)]. The purpose of this report is to evaluate the historic significance of the Aurora Harbor and the Harris Harbor in preparation for future U.S. Army Corps of Engineers (USACE) undertakings under the Operations and Maintenance Program [36 CFR § 800.4(c)]. Both harbors are in Juneau, Alaska (Section 22, T41S, R67E, USGS Quad Juneau B-2 SE, Copper River Meridian; Figure 1).

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

In October 2021, USACE archaeologist Ranna Wells, MA, traveled to Juneau, Alaska, to interview Juneau residents, conduct archival research at the Alaska State Archives, Alaska State Library, and Juneau City Museum, and visit the harbors to gather more information on the role of Aurora and Harris Harbors in the development of the City of Juneau and its importance within the community. This research was conducted at the request of the Alaska State Historic Preservation Officer (SHPO), who was unable to concur with USACE's 2019 evaluation of the eligibility of Aurora and Harris Harbors for listing in the National Register of Historic Places (USACE 2019a). The SHPO requested that USACE provide additional information that "expand[ed] the themes of commerce and community development" and descriptions "of the surrounding area of each harbor" to include nearby buildings and structures in order to facilitate their review (SHPO 2019).

2.0 Historical Background

The City of Juneau was incorporated in 1900; however, the area was already inhabited by the Áak'w Kwáan clan of the Tlingit people, and Euroamerican colonists

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

In the 1930s, Juneau supported a population of about 5,000 people and was the primary supply and transfer point for a dozen gold mining and cannery settlements in the region (Jacobs and Woodman 1976). During World War II, Juneau served as a transshipment point for military supplies and troop transports moving from Seattle, Washington to Kodiak Island and the Aleutian Islands. In 1942, Juneau served a key role during the establishment of a military barge terminal in Excursion Inlet, 38 miles northwest of Juneau. During the initial construction effort in Excursion Inlet, the existing harbor facilities at Juneau were temporarily used by the military. This resulted in an expansion of the government dock, including the purchase of the Fenner dock to secure additional space and the purchase of nearby buildings for use as temporary military warehouses. The upgrades were authorized on July 26, 1942 and were completed in early April 1943. Juneau continued to serve as a military transshipment point for materials needed for the war effort until the close of World War II in August 1945 (Mighetto and Homstad 1997).

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

2.1 Commerce and Industry in Juneau

The mining, timber, fishing, dairy, and tourism industries are essential to commerce in Southeast Alaska. Historically, all these industries have impacted the economic and population growth of Juneau. Timber, fishing, and tourism are still active parts of the Juneau economy today.

Mining

Mining was a staple of the early Alaskan economy., In Southeast Alaska, the mining industry began in 1867 with the "copper boom" which lasted until approximately 1918 (Sisk n.d. a). In 1870, placer gold was discovered in Sumdum Bay and Windham Bay, which are a part of what is known as the "Juneau Gold Belt." Juneau and Douglas Island are the main locations of the gold belt (Stone and Stone 1980). In 1880, Joe Juneau and Richard Harris discovered placer gold near what would become Juneau (Sisk n.d. a). This discovery began the gold rush in Southeast Alaska and would last for the next 64 years (Stone and Stone 1980).

There have been a number of important gold mines in the Juneau area (Figure 2). They included the Treadwell Mine that was established in 1885 and the Perseverance Mine that was established in 1911, among others (Figure 3). Treadwell Mine on Douglas Island was closed in 1917 due to a cave-in. The Alaska Gastineau Mining Company grew Perseverance Mine to three times the capacity of Treadwell Mine and constructed a dam on Salmon Creek in 1913. The dam still provides hydroelectric power to Juneau today (Resneck 2021). By 1921, the Alaska Gastineau Mining Company operations had begun to decline, but the hydroelectric facilities still operated and sold power to the Alaska Juneau Gold Mining Company and Alaska Electric Light and Power (Stone and Stone 1980).

The Alaska Juneau Gold Mining Company established the Alaska Juneau Mine in 1897; however, the mine did not flourish until the 1930s (Stone and Stone 1980). It was during this decade that the company purchased other mines in the Juneau Gold Belt, including the failed Treadwell Mine, Thane Mine, and facilities at Sheep Creek, Nugget Creek, Salmon Creek, Gold Creek, and Annex Creek. However, the Alaska Juneau Gold Mining Company's last profitable year was 1941. The Alaska Juneau Mine closed operations in 1944. By 1964 most of the equipment had been salvaged and anything that remained was destroyed by fire and vandalism (Stone and Stone 1980). The local importance of the Juneau Gold Belt diminished during World War II and never recovered its former level of significance.

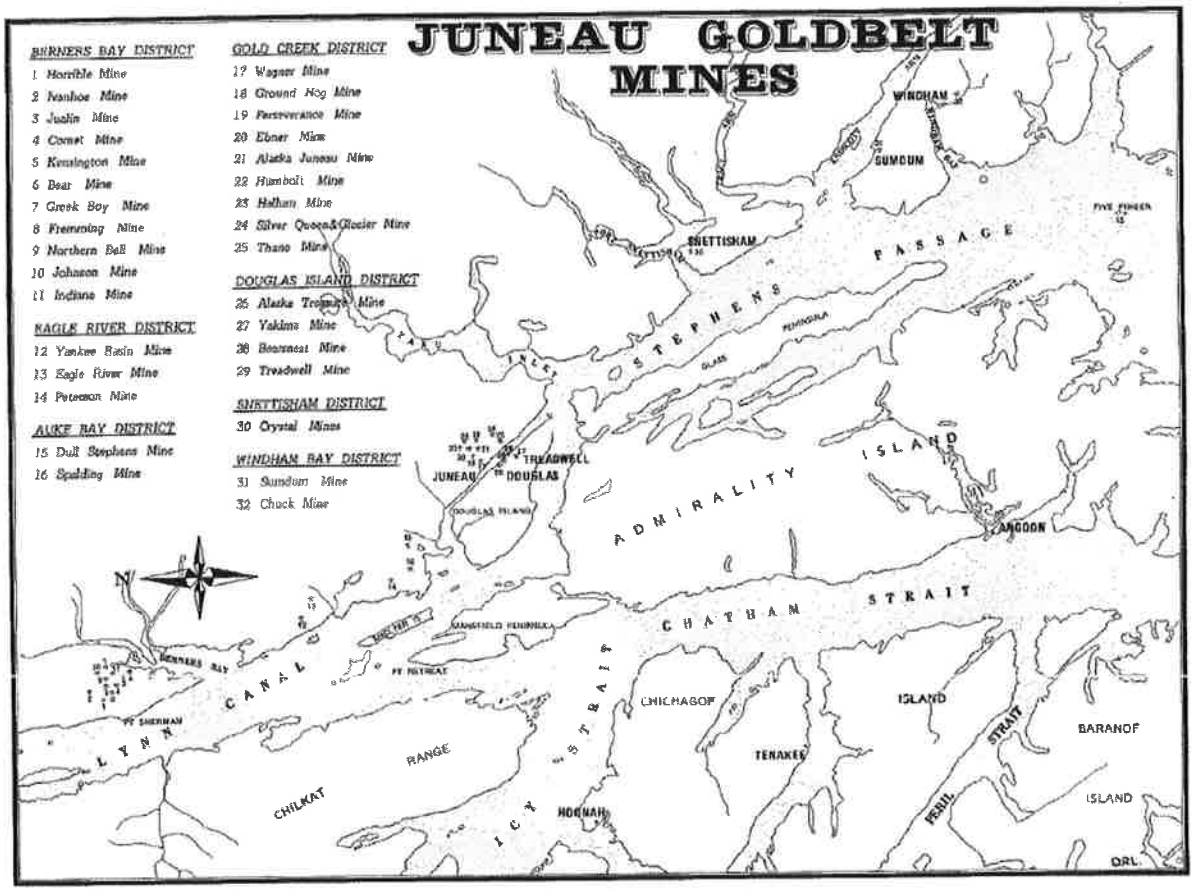

Figure 2. Juneau Gold Belt mine locations (*from* Stone and Stone 1980:85).

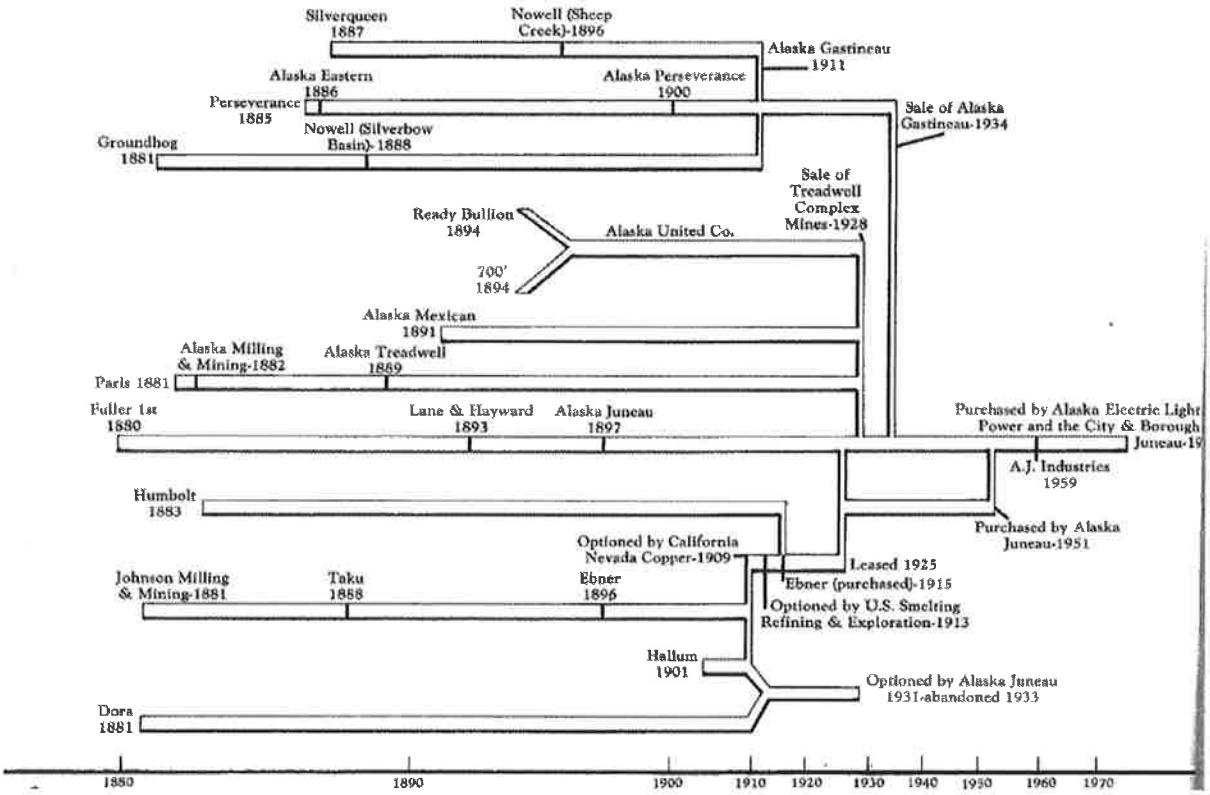

Figure 3. Juneau gold mine chronology (*from* Stone and Stone 1980:8).

Dairy

A demand for fresh produce, including dairy, poultry, and eggs increased as the population of Juneau rapidly increased in the late 1800s and early 1900s. From the late 1880s to 1965 more than a dozen dairies have operated in Juneau. Some of the earliest dairies included the Gold Creek Dairy, which was established around 1889, the Chicken Ridge Dairy established in 1900, and the Juneau Dairy established in 1911. Farmers delivered milk into town by horse and sleigh in the winter and by trucks when weather permitted. Farmers had cow feed, cows, and bottles shipped into Juneau. These animals and materials first arrived by barge before air travel and cargo became more consistent in the 1940s. However, easier access to materials used by the dairies coincided with cheaper access to Outside dairy products; dairy farming lost profitability. The last dairy farm in Juneau closed in 1965 (CBJ 1991).

Timber

Established in 1907, the Tongass National Forest in Southeast Alaska initially offered 25-year timber sale contracts that included the obligatory construction of pulp mills. No contracts were met, however, until the U.S. Forest Service increased the term

to 50 years, which better supported the creation of a thriving timber industry (Alaska Forest Association [AFA] n.d.). Before the obligatory pulp mills were constructed, however, logging was still an essential point of commerce panhandling Southeast Alaska. The timber industry was essential for supplying wood to other industries in the region, including mining and fishing (Bluemink 2006; AFA n.d.).

Sawmills developed in the Juneau-Douglas area included the Sheep Creek Sawmill constructed by E.H. Bodds and D.H. Murphy in 1883, the Treadwell Gold Mining Company's sawmill on the Douglas waterfront constructed in 1884, the Juneau Sawmill built in 1905, a Civilian Conservation Corps (CCC) sawmill constructed along Montana Creek in Auke Bay in 1937, a sawmill on Lemon Creek constructed by Joe Smith in 1946 or 1947, and a saw mill associated with the Gastineau Mining Company's carpenter shop run by the Alaska Yellow Cedar Company in 1947 (Mackovjak 2010). Although struggling, the timber industry continues to contribute to the region's economy today (United States Department of Agriculture [USDA] 2022; Resneck 2021)).

Built in 1952 by Thomas Morgan's Alaska Plywood Corporation, Juneau had the only plywood mill in Alaska history (Mackovjak 2010). However, mismanagement soon led to bankruptcy and a raid by the U.S. Treasury (Bluemink 2006; Mackovjak 2010). Foreclosure began in January 1959 and the mill burned down later that year (The Daily Chronicle 1959; Mackovjak 2010).

Fishing

Fishing has been a significant and necessary part of life in Southeast Alaska since time immemorial (Sisk n.d. b). However, during the Russian Period (1741–1867), the colonial concentration on natural resources was more focused on acquiring furs, specifically sea otter, and ignored the fisheries (Sisk n.d. b). After the Treaty of Cession in 1867, salmon fisheries in Alaska became an economic focus under the United States (Sisk n.d. b).

The first two canneries in Southeast Alaska were built at Klawock in 1878 and Sitka in 1899; the first cannery was not built in the Juneau area until 1918 (Table 1; Moser 1899; Alaska Historical Society [AHS] 2013; Sisk n.d. b). Two canneries have been built in Juneau, although neither were long-lived: the Northern Packing Company operated from 1918 to 1920, while the American Packing Company operated from 1928 to 1930. In contrast, four canneries have been built on Douglas Island. The longest-lasting of them, the Douglas Island Packing Company, operated from 1919 to 1931. The T.E.P. Keegan company operated from 1928 to 1929, Ellson Packing operated from 1931 to 1933, and Douglas Fisheries operated from 1933 to 1946 (AHS 2013).

By the early twentieth century, many different methods of fishing were employed in the region including gill and seine nets, spearing, trapping, and barricading streams; all of these types of collecting fish resulted in overharvesting, and the salmon runs were decimated (Sisk n.d. b). With the increase in the number of canneries and the decrease of the fish population, the U.S. Congress passed the White Act in 1924 which created

fishery reserves and exclusive fishing areas slated for certain companies. While this had the façade of fishery conservation, it was actually a move made by the cannery business to block competitors (Sisk n.d. b).

Upon acquiring statehood in 1959, the Alaska Constitution was written to stipulate that natural resources had to be managed for the benefit of the people; the following year commercial fish traps were banned (Harrison 1986, Sisk n.d. b). In 1972, new laws limited commercial entries into the fishing industry and changed who could hold fishing permits to prevent Outside corporations from expanding exponentially. It was not until 1974 that the salmon population in Southeast Alaska began to rebound after years of decimation (Sisk n.d. b).

Juneau was identified as the 44th largest commercial fishing port in the U.S and the 13th largest fishing port in Alaska. There are approximately 5,900 registered boats and vessels in Juneau with 1 boat for every 6.6 residents. As of June 2016, Juneau has a large seasonal fishing fleet that brings the harbors to capacity during the summer months (Rain Coast Data 2016). A large amount of these fishing boats are moored in Aurora and Harris Harbors Rain Coast Data 2016).

Tourism

Tourism did not become a fixture of the Juneau economy until the mid- to late-twentieth century, but its inception can be seen as early as 1879 when John Muir visited Southeast Alaska. His publications helped the region gain attention. Shortly thereafter, scientists began to study Glacier Bay and, by 1883, the first "tourists" arrived on the steamship *Idaho.* Until the 1960s, tourism in Southeast Alaska was merely an "economic footnote." Tourism began to thrive during the "post-war affluence" and cruise ships started traveling to Southeast Alaska in the 1960s. In the 1970s, "ecotourism" started to become popular. When cruise ships docked in places like Juneau, tourists would contract local guides for backcountry and recreational fishing. The influx of seasonal tourists led to a boom in local retail businesses. Tourism in Southeast Alaska allows communities to collect tourism taxes and creates jobs. Since 1993 the number of visitors to Southeast Alaska has doubled (Sisk n.d. c).

3.0 Harris Harbor (JUN-01291)

In the 1930s, the USACE began conducting investigations into the feasibility of navigation improvements in Gastineau Channel. The Seattle District Engineer recommended the construction of an 11.5-acre boat and floatplane basin protected by two rubble-mound breakwaters. In 1935, the Alaska Road Commission completed the construction of the Douglas Bridge across Gastineau Channel, allowing land access between Juneau and Douglas. In 1937, Congress authorized dredging and construction of a breakwater to serve both communities. The USACE completed the dredging of the "Small Boat Basin No. 1" and the construction of its breakwaters in December 1939 (Jacobs and Woodman 1976; Figure 4). Harris Harbor is approximately 1,000 feet long (NW/SE), 550 feet wide (SW/NE), and 12 feet deep. The north breakwater is 1,540 feet

long, the south break water is 430 feet long and the entire project took $153,716 to complete (USACE 2019; USACE 1953). The local Cole Brothers construction company built the docks in 1939, using a floating piledriver which they purchased from the Pacific American Fisheries at Excursion Inlet (CBJ 2019a). Today, Harris Harbor has 204 slips for small vessels (CBJ 2019b; Figure 5).

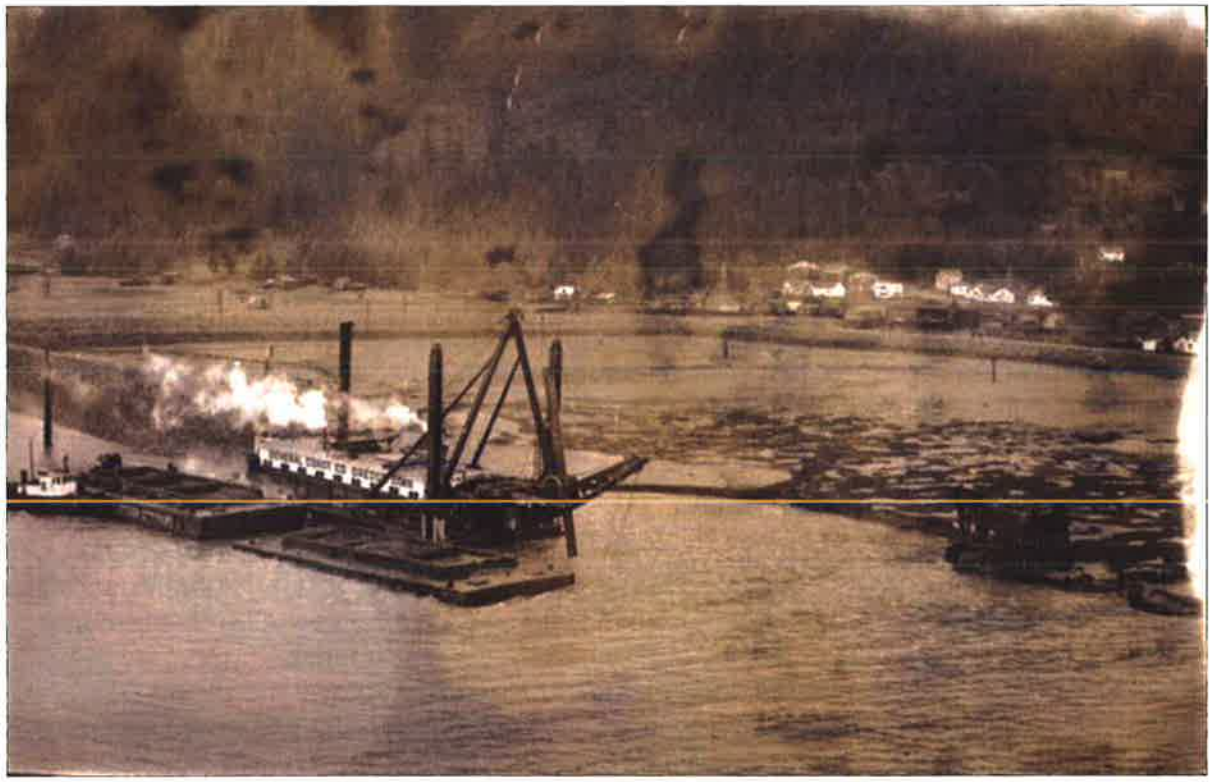

Figure 4. Dredging of Harris Harbor in 1939 (Alaska State Library, ASL-P359-035).

Figure 5. Aerial view of Harris Harbor, Juneau (USACE 2017). Photo taken facing south.

Harris Harbor is isolated from inland structures by Egan Drive to the northeast (Figure 5). Visible from the harbor is Harbor View Elementary School, the Senior Information Office, and other private businesses (Figures 6 to 7). On the south side of Egan Drive, in between Aurora and Harris Harbors, is a University of Alaska Southeast (UAS) Technical Education Center (Figure 8). The Douglas Bridge (JUN-00174), completed in 1935 prior to construction of the harbor, is adjacent to Harris Harbor (Figure 9). Except for Douglas Bridge, these structures have not been evaluated for inclusion on the NRHP and they have not been entered into the AHRS (OHA 2022). None of these structures, including Douglas Bridge, have direct historical connections to Harris Harbor

Figure 6. Photo taken while standing on the dock with an overview over the parking lot and Egan Drive to the Harbor View Elementary School.

Figure 7. Photo taken at Harris Harbor parking lot/dock junction. Harbor View Elementary School and Senior Information Office for home healthcare in view. Looking northeast.

Figure 8. View over Harris Harbor facing northwest. UAS in the background.

Figure 9. View over Harris Harbor facing southeast. Douglas Bridge in the background.

4.0 Aurora Harbor (JUN-01292)

In 1960, the Alaska District Engineer recommended that a second small boat basin be constructed in Juneau (Jacobs and Woodman 1976; Figure 10). USACE finished dredging the Aurora Harbor basin in March 1963 and the main breakwater was completed in February 1964. Although the initial engineering plans called for a 670-foot (ft) long jetty on the north side of the harbor and a 1,150-ft long wave barrier, during construction the composite rubble-mound and vertical wall wave barrier was extended to 1,500 ft (USACE 1962, 1963). The final harbor construction is approximately 2,150 feet long (NW/SE), 480 feet wide (SW/NE), and 14 feet deep.

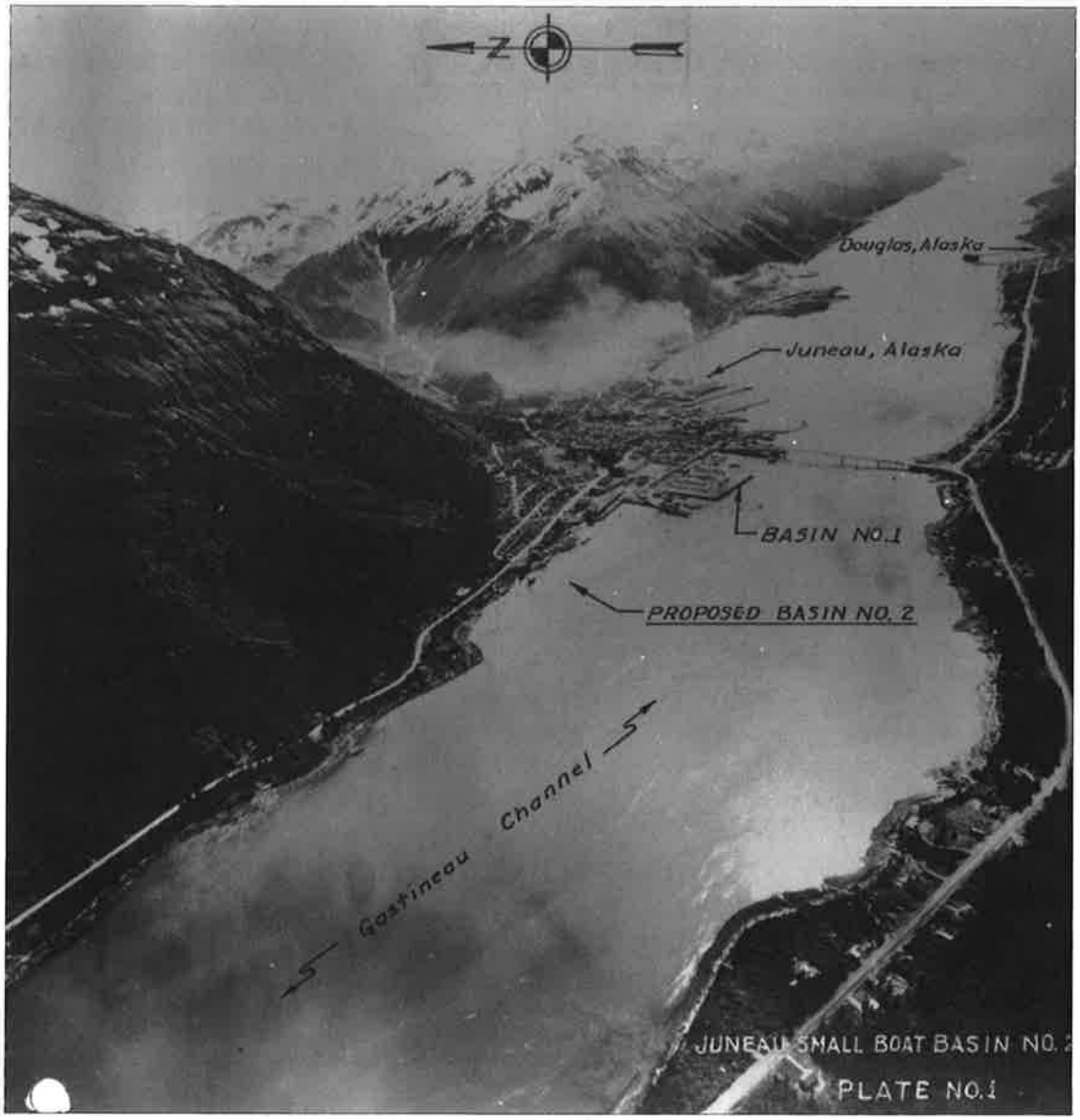

Figure 10. Aerial view of the proposed Aurora Harbor location (USACE 1962).

The vertical wall was constructed out of wooden planks and steel lagging as a cost-saving measure. This particular composite design was unique; although a timber-and-steel lagging wall is a common type of solid vertical wall, they are not usually constructed on *top* of rubble-mound breakwaters. Jacobs and Woodman (1976:64) mention that the breakwater is a "wall of planking supported by steel piling placed on top of the rock mound" and is "designed to resist 100 mph 'Taku' winds" as well as "lessen the structural weight of a breakwater that had to be built on soft soils."

The timber and steel lagging wall was constructed with 3 inch (in) x 12 in creosote-treated wood planks with whalers at each pile which are bolted through to hold the planking on the opposite side. Thirteen horizontal planks are stacked to obtain a vertical wall height of 12 ft. The whaler side of the structure faces the Aurora Basin, while the plank side faces the Gastineau Channel (USACE 1962, 1963; Figure 11). The electric infrastructure at the harbor was installed by the local Wright and Hills Electrical Contractors (CBJ 2019a). The estimated life of the wave barrier was 15 years (USACE 1963); it is currently 55 years old. Today, Aurora Harbor has 449 slips, and is the home of the Juneau Yacht Club (CBJ 2019c; Figure 12).

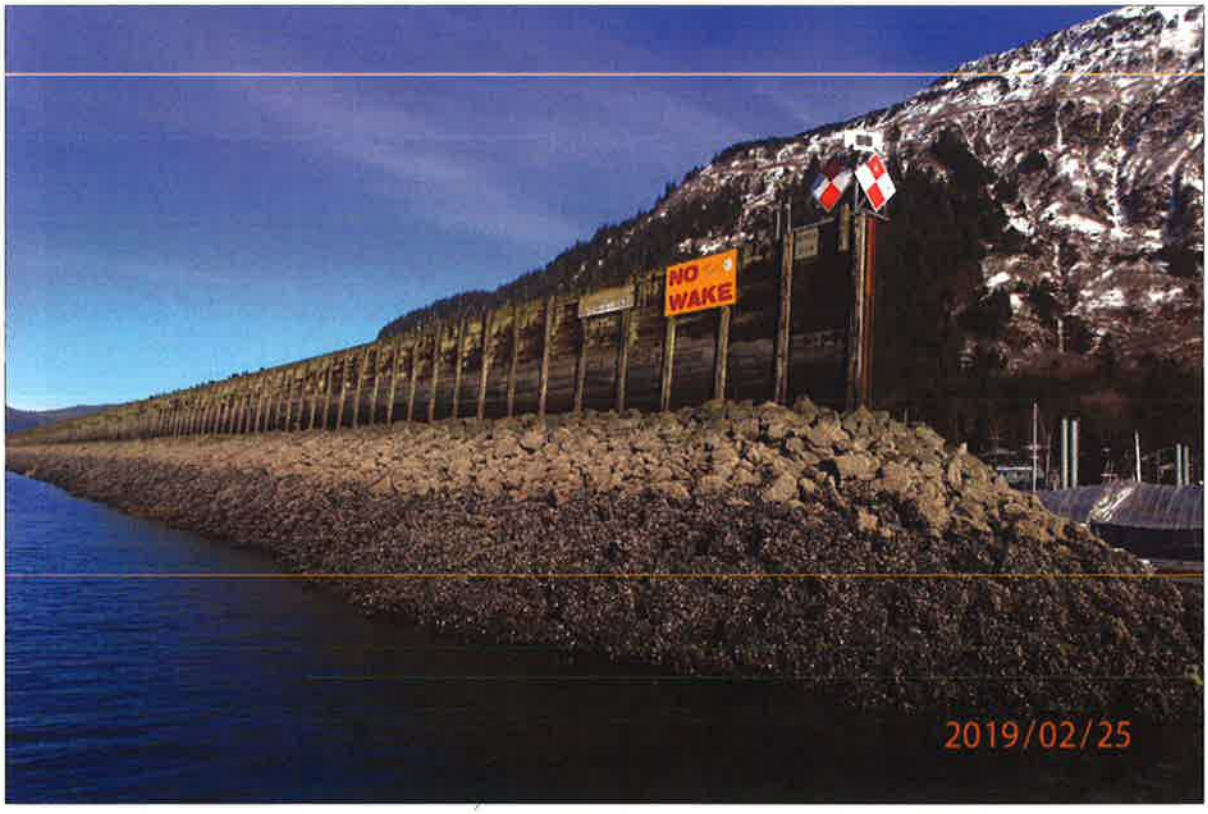

Figure 11. Composite wave barrier at Aurora Harbor, Juneau (USACE 2019).

Figure 12. Aerial view of Aurora Harbor, Juneau (USACE 2017).

Aurora Harbor is isolated from inland structures by Egan Drive to the northeast (Figure 12). Visible from the harbor are private residences and the Juneau-Douglas High School (Figures 13 to 15). On the south side of Egan Drive, in between Aurora and Harris Harbors, is the UAS Technical Education Center (Figure 16). None of these structures have been evaluated for inclusion on the National Register of Historic Places, they have not been entered into the AHRS, nor do they have any direct historical connection to Aurora Harbor (OHA 2022).

Figure 13. Photo taken from Aurora Harbor parking lot/dock junction of private residences. Facing Northeast.

Figure 15. Photo taken standing in the Juneau Port Parking Lot between Harris and Aurora Harbors. This lot is directly adjacent to the eastern side of Aurora Harbor. Northeastern view of Juneau-Douglas High School.

Figure 14. View looking southeast. Juneau-Douglas High School on the left and UAS in the background.

Figure 16. Overview of Aurora Harbor looking south/southwest. UAS visible in the background.

5.0 Results of Interviews and Research in Juneau

Interviews

USACE archeologist Ranna Wells conducted research in Juneau, Alaska between 18 and 22 October 2021. Wells interviewed Don Etheridge (Docks & Harbors Board) and Jim Becker (Docks & Harbors Board) on the history and importance of Aurora and Harris Harbors. Matthew Sill, P.E. (Deputy Port Engineer) and Carl Uchytil (Port Director) were also present for the interview. The following comments were provided:

Interviewee	Comments
Jim Becker	• assumed that the need for Aurora Harbor was that Harris Harbor wasn't sufficient at the time.
Don Etheridge	• said fishing fleets would come to Juneau and they would tie up 15 to 20 boats deep off the dock because there wasn't room for them in the harbors. Aurora would be full of fishing boats. • fishing fleet would use Aurora Harbor to tie-up to in summer, but as Aurora started filling up they started tying up at the City Dock again. • you don't want to be at the City Dock in the wintertime because of the winds. Only big boats could be there. They've clocked up to 99 knots there and that still happens occasionally. Cold storage ran year round. There were so many boats tied up to the dock at times that it blocked off the float where gill net boats would unload their fish into cold storage. This includes crab and halibut. • When they first built Aurora they thought that it was the greatest and they were never going to fill it up and that it would be empty forever. Now it's too small. • : "The biggest commerce that the harbors provided were the fisheries. Major fishery was at one time long line gill sein. The harbors were definitely a major support for the fishing industry for years." o Lost a large portion of commercial fishing fleet in the late 60s early 70s when the city decided they were going to start charging tax on fishing boats o "The fleets left and it impacted Juneau harshly. Cold storage shut down because there weren't enough fish. Fleets moved to Sitka, Hoonah, and Petersberg." o This tax was because the city lost the ability to tax small airplanes and they were trying to make up the revenue by taxing boats. o At the board meeting at the time they filled the room and said that if the city was going to charge tax on fishing boats then they need to charge tax on every single boat in Juneau and they knew that that wasn't going to happen. o This tax killed the fisheries and they never really came back.

Archival Research

While in Juneau, Wells searched all relevant files at the Alaska State Archives. There was no documentation present that specifically called out Aurora or Harris Harbors by name. Inside a folder titled, "Division of Marine Transportation Record Series on Harbor Designs and Construction Reports 1960 to 1963," there was a document that described a small boat harbor that was being built by USACE. The paper itself doesn't have a date, but states that, "upon the completion of the harbor that State has scheduled the 1st phase of harbor installations for 1963-1964." Given the context, this passage likely refers to Aurora Harbor. This passage also references an existing harbor "of 11.5 acres with protective rock breakwaters" which is likely referring to Harris Harbor. Although not called out by name, this is the only reference a description of the Aurora or Harris Harbors.

The Alaska State Archives did hold the Congressional authorization documents for the "Juneau Harbor." House Document No. 249 (adopted in the Rivers and Harbors Act [RHA] of 1937) approved the harbor project that eventually became known as Harris Harbor. However, the authorization simply called it "Juneau Harbor." House Document No. 286 (adopted by the RHA of 1958) authorized a modification to the previous Juneau-Douglas Chief of Engineers Report. The changes were referred to as "Plan A" which modified "Juneau Harbor" by adding an additional 19-acre basin. After construction, this basin became known as Aurora Harbor. This House Document also provided for the construction of Douglas Harbor. The RHA of 1958 considers Aurora Harbor to be a part of the "Juneau Harbor" that was initially authorized in House Document No. 249.

The documentation in the archives did not reveal any useful information about the Aurora and Harris Harbors. Aurora Harbor, along with other harbors in Alaska, was briefly mentioned in political correspondence which discussed planned projects and funding. While the archives revealed minimal useful information specifically about Aurora and Harris Harbors, they did hold information that discussed the importance of harbors in general for the growth of industry in Southeast Alaska.

The Territorial Governor of Alaska, Frank B. Heintzleman (1953–1957) was focused on the economic development of the state (Heintzleman n.d.). In a paper titled "Alaska Rivers and Harbor Projects," Heintzleman (1956) wrote about maritime development and the need for harbors. He stated that

> "The number of motor driven commercial vessels in use in Alaska has more than doubled in the last ten years, and the need for more harbor and costal waterway improvement has increased to the same extent...It is now imperative that more harbor and waterway facilities be provided for the commercial fishing, mining and timber-use industries if these industries are to continue their expansion...The point has not been reached where Alaska is suffering severely from the great lag which has developed in river and harbor improvement since before the start of World War II" (Heintzleman 1956).

This essay was written before the construction of Aurora Harbor and specifically calls out the Juneau Harbor development among other planned harbors in the state to be included in the upcoming Rivers and Harbor Act (Heintzleman 1956).

Another document in the archives was a letter written by two employees of the Division of Water & Harbors. The Port Director Cort Howard and the Operation's Engineer Don Statter addressed this letter to F.A. Murphy of the Research Department of the Sea & Pacific Motor Boat Company. They stated that that "...many of the harbors are overcrowded and congested and in transit vessels may often times have to tie abreast to other vessels." Historical documents demonstrate evidence of a clear need for harbors to be built during this time period. The Aurora Harbor was constructed as a result of this need being demonstrated to the Federal government.

In addition to the Alaska State Archives, Wells visited the Juneau City Museum and inquired with Niko Sanguinetti, the Curator of Collections and Exhibits, about any documents the Museum may have in reference to Aurora and Harris Harbors. Sanguinetti said that the Museum did not have information on the harbors. Wells also searched the Alaska State Library and found no documents relevant to these harbors.

6.0 Considerations of National Register Criteria for Evaluation

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

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

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

If a property is eligible for the NRHP under Criterion A, it should retain the essential physical features "that made up its character or appearance during the period of its association with the important event" (NPS 1997:46). And while design and workmanship may not be as vital, the integrity of location, setting, materials, feeling, and association should ideally be retained (NPS 1997:48; Table 3).

If a property is significant under Criterion B, the property should retain features "that made up its character or appearance during the period of its association with the important person(s)" (NPS 1997:46). Eligible sites under Criteria B must be in overall good condition with excellent preservation of features, artifacts, and spatial relationships that the extent that these remain are able to convey important associations with person (NPS 1997:46).

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

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

6.1 Application of National Register Criteria to Harris Harbor (JUN-01291)

Harris Harbor was completed in 1939; the structure is 83 years old. It is not listed on the Juneau Community Development Department's Historic Sites & Structures database (CBJ 2019d), nor is it considered to be a key feature to the Juneau Downtown Historic District (Winter & Co. 2009).

Criterion A: Association with Significant Events

To be considered eligible for listing under Criterion A, a property must be associated with an important historic event (NPS 1997:12). Although JUN-01291 was constructed in response to a burgeoning population and economy in Southeast Alaska, there is no evidence, including no archival or oral history evidence, that it was built in association with any specific, significant historic event. Important economic events in Juneau's history include the growth of the fishing, timber, tourism, dairy, and mining industries, but Harris Harbor was not directly involved in any of those industries. Although dairy farming was an important part of the economy in Juneau, the products were not shipped out of Juneau and did not specifically involve JUN-01291. The major mining operations in Juneau ceased their operations in 1941, shortly after the construction of JUN-01291. Neither timber nor tourism industries are known to have operated out of the harbor. And while small fishing boats have and continue to operate out of JUN-01291, there are no notable fishing boats or fishing related events that have

occurred there. JUN-01291 was used as a harbor of convenience during World War II, but it was not the only harbor in the area to perform that role, nor did it stop serving the general populace. Harris Harbor is not significant for its association or linkage to historic events; therefore, JUN-01291 is **not eligible for the NRHP under Criterion A**.

Criterion B: Association with Lives of Significant Persons

To be considered for listing under Criterion B, a property must be associated with the productive life of an individual whose specific contributions to history can be identified and documented (NPS 1997:15). The design of Harris Harbor is not attributed to a specific person or persons, only the USACE. An archival search, including a search of the "Gastineau Channel Memories" interviews that are archived by the Juneau-Douglas City Museum, revealed no significant persons associated with Harris Harbor (CBJ 2019a). Harris Harbor is not connected to a person of significance in the past; therefore, JUN-01291 is **not eligible for the NRHP under Criterion B**.

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

To be considered for listing under Criterion C, a property must "embody distinctive characteristics of a type, period, or method of construction; represent the work of a master; possess high artistic value; or, represent a significant and distinguishable entity whose components may lack individual distinction" (NPS 1997:17). More specifically, properties associated with design or construction "must clearly contain enough of those characteristics to be considered a true representative of a particular type, period, or method of construction" (NPS 1997:18). And "a structure is eligible as a specimen of its type or period of construction if it is an important example (within its context) of building practices of a particular time in history" (NPS 1997:18). Harris Harbor was built with the same construction methods that are used to build harbors today. The engineering of the rubble-mound breakwater and the dredging specifications were common during the period of its construction, and the design continues to be used by hydrological and civil engineers today. Harris Harbor does not embody distinctive construction methods; therefore, JUN-01291 is **not eligible for the NRHP under Criterion C**.

Criterion D: Potential to Yield Important Information in Prehistory or History

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

6.2 Application of National Register Criteria to Aurora Harbor (JUN-01292)

Construction of the Aurora Harbor was completed in 1964; the structure is 58 years old. It is not listed on the Juneau Community Development Department's Historic Sites & Structures database (CBJ 2019d), nor is it considered to be a key feature to the Juneau Downtown Historic District (Winter & Co. 2009).

Criterion A: Association with Significant Events

To be considered for listing under Criterion A, a property must be associated with an important historic event (NPS 1997:12). Although JUN-01292 was constructed in response to growing populations in Juneau and Douglas which caused increased vessel traffic in the Gastineau Channel, it was not built in association with any specific historic event. There is no evidence that Aurora Harbor contributed to the major historical economic forces in Juneau such as timber, fishing, tourism, dairy, or mining industries. However, the major mining operations in Juneau had ended before the construction of JUN-01292. Regarding the tourism industry, the harbor is not large enough to accommodate cruise ships and wildlife tours do not operate out of it. Timber industry activities also have not operated out of the harbor. Small fishing boats that contributed to the fishing industry did and still do operate out of JUN-01292, but there are no notable fishing boats or fishing related events that have occurred in JUN-01292. JUN-01292 is generally associated with the fishing industry, but not in a specific or particularly significant way. While JUN-01292 is associated with the fishing industry and the general growth of Juneau, "mere association with historic events or trends is not enough, in and of itself, to qualify under Criterion A: the property's specific association must be considered important as well" (NPS 1997:12). There is no evidence that the harbor had a "specific association" that contributed significantly to these trends. JUN-01292 is not significant for its association or linkage to historic events; therefore, JUN-01292 is **not eligible for the NRHP under Criterion A**.

Criterion B: Association with Lives of Significant Persons

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

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

To be considered for listing under Criterion C, a property must "embody distinctive characteristics of a type, period, or method of construction; represent the work of a master; possess high artistic value; or, represent a significant and distinguishable entity whose components may lack individual distinction" (NPS 1997:17). More specifically, properties associated with design or construction "must clearly contain enough of those characteristics to be considered a true representative of a particular type, period, or method of construction" (NPS 1997:18).

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

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

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

7.0 Conclusion

Harris Harbor and Aurora Harbor, located along the Gastineau Channel in Juneau, Alaska, were constructed in 1939 and 1964, respectively. After applying the National Register Criteria to these cultural resources in accordance with 36 CFR § 63, it is clear

that neither the Harris Harbor (JUN-01291) nor the Aurora Harbor (JUN-01292) meet the requirements of the National Register Criteria for Evaluation. Per 36 CFR § 800.4(c)(2), USACE requests the SHPO's concurrence on the determination that these two harbors are **not eligible** for the National Register of Historic Places.

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