

FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK

Management Plan



Prepared by:
Alaska Department of Natural Resources
Division of Parks and Outdoor Recreation



Cover photo: Background, Target practice on 155mm gun No. 4, Makhnati Island

Photo courtesy of the Sitka Historical Society and Museum

Cover inset photo: 155mm gun No. 1, Makhnati Island

Title photo: Makhnati Island

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Management Plan

Adopted May 8, 2012



Alaska Department of Natural Resources, Division of Parks and Outdoor Recreation

STATE OF ALASKA

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ADOPTION OF THE FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK MANAGEMENT PLAN

The Commissioner of the Department of Natural Resources finds that the Fort Rousseau Causeway State Historical Park Management Plan meets the requirements of AS 41.21.190-194 and hereby adopts this plan as policy for the Department of Natural Resources, Division of Parks and Outdoor Recreation, which prescribes management of state lands within the boundaries of the Fort Rousseau Causeway State Historical Park, including permitting and other department programs and activities.



Daniel S. Sullivan
Commissioner
Alaska Department of Natural Resources

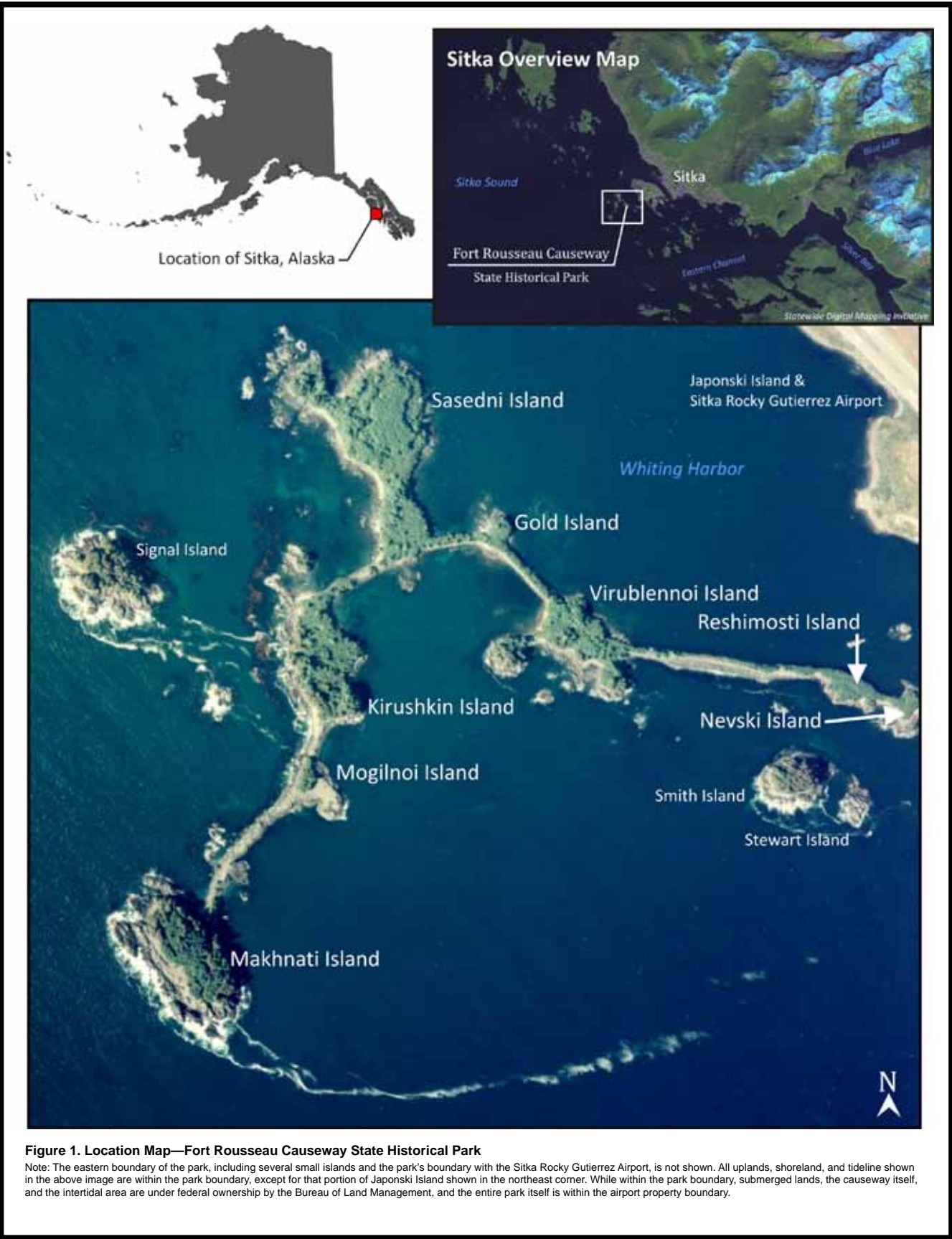


Date

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OVERVIEW MAP



INTRODUCTION

PURPOSE OF THE PLAN

The **FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK (SHP)** provides a unique opportunity to interpret the story of World War II (WWII) in Sitka and the fort's relationship to other WWII sites in Alaska. In addition, the causeway is an important recreational asset for Alaskans and visitors, where exploration and discovery are integral to the experience. It is in this spirit that recommendations in this plan were made.

The purpose of the plan is to establish planning guidelines and a long-range vision for managing the Fort Rousseau Causeway SHP, preserving its historic structures, providing recreational opportunities, and developing and maintaining its interpretive sites and materials. The plan can also be used as a source for fundraising and marketing.

THE FORT ROUSSEAU CAUSEWAY SHP MANAGEMENT PLAN:

- Provides relevant background information
- Supports the mission of the Division of Parks and Outdoor Recreation
- Outlines the goals and objectives for park management, preservation, and interpretation
- Incorporates the needs and demographics of current and potential visitors
- Provides an overview of existing conditions and issues
- Makes recommendations for addressing management issues and for developing recreational areas and interpretive sites and materials that support the goals and objectives outlined herein
- Suggests ways to preserve historic features and maintain interpretive sites and services

BACKGROUND

While Sitka and the surrounding area have a rich natural and cultural history, the information presented in the "Background" section is exclusive to the causeway islands and establishment of the Fort Rousseau Causeway SHP because of its WWII historical value. Readers can find a broader description of the park's resources in the "Overview of Cultural and Natural Resources" section.

HISTORY OF FORT ROUSSEAU

IMPORTANCE OF ALASKA TO AMERICAN DEFENSES

Military presence in Alaska was modest after the U.S. purchased the territory from Russia in 1867. Although there were military installations, including the Navy coaling station established in 1901 on Japonski Island, it was not until the threat of war with Japan strengthened in the early 1900s that the U.S. War Department realized the extent of Alaska's strategic importance.

Alaska's proximity to Russia, Japan, and the U.S. Pacific Coast made its location crucial for defending America's interests in the Pacific. Adopted by the U.S. Army in 1924, the United States' national war plan, "Plan Orange," outlined the strategy that American military leaders would follow if war commenced. The plan originally focused on a naval effort whereby the Army would seize Japanese islands in the central Pacific and then strike Japan itself, but was later changed to focus on holding a main line of defense between Alaska, Hawaii, and the Panama Canal. This line of defense was referred to as the "strategic triangle."¹



1. Dod, *United States Army in WWII*..., 3.

Japan's growing power combined with mounting international tension in Europe and the far east in the 1930s prompted the U.S. to build up its defenses in the western hemisphere, including the establishment of a U.S. Navy seaplane base in Sitka in 1937.² In 1939 Congress awarded over \$132 million to the Quartermaster General for military construction, half of which was appropriated for the triangle.³

SITKA NAVAL OPERATING BASE

Military construction in Sitka commenced at break-neck speed in September 1939 to ensure that the Alaskan coast would be defensible if and when the Japanese arrived. The Sitka Naval Air Station, located on Japonski Island in Sitka Sound, was the first of three naval air stations in Alaska to become operational. Previously used as a Navy coaling station, Japonski Island was already suited for development.⁴ Planes stationed at Sitka patrolled Southeast Alaska and large portions of the Gulf of Alaska. Naval air stations at Kodiak and Dutch Harbor joined Sitka's coastal defense efforts and on July 20, 1942, the U.S. Navy re-designated the air station the "Sitka Naval Operating Base."⁵

FORT RAY AND FORT ROUSSEAU

The U.S. Army was tasked with defending the naval operating base, but with no developable space left on Japonski Island, they chose Alice and Charcoal islands (located southeast of Japonski) to house the Army garrison. Named Fort Ray in 1941, the base was recognized as the Army's headquarters in Sitka from 1941 to 1943. The Army had also been ordered to construct a causeway linking Japonski Island to Makhnati Island via a string of seven smaller islands for the purpose of placing defense fortifications on Makhnati.⁶

The Navy's contractor, Siems Drake Puget Sound, began construction of the causeway in July 1941, but beginning in November 1942 the Navy Seabees gradually took over construction.⁷ The 8,100-foot causeway was mostly finished by the end of 1942, at a cost of approximately two million dollars.⁸ In July 1943, Makhnati Island—including the causeway—was declared the headquarters for harbor defenses and was subsequently named Fort Rousseau.⁹

Fort Rousseau included Nevski, Reshimosti, Virublennoi, Gold, Sasedni, Kirushkin, Mogilnoi, and Makhnati islands. Four of the islands included defense structures, with Makhnati Island housing the command center, known as the Harbor Defense Command Post/Harbor Entrance Control Post, and Battery 292—one of three six-inch gun batteries located in Sitka Sound.¹⁰ Additional armament included two 155mm GPF guns on "Panama



In the 1920s, the U.S. Navy built a new wharf at the coaling station on Japonski Island and erected two, 250-foot steel radio towers.

Photo courtesy of the Sitka Historical Society and Museum



U.S. Navy Seaplane, Sitka. Caption reads: "Captain Tate walks away from departing seaplane, 1941."

Photo courtesy of the Sitka Historical Society and Museum



Views of Alice Island

Photo courtesy of the Sitka Historical Society and Museum

2. Dod, 3, 7.

3. Dod, 9.

4. The main Navy wireless radio station for the North Pacific was established at the Japonski Island coaling station in 1907 and operated until 1931. Its two, 250-foot steel transmitting towers were the highest structures ever put up in Sitka. They were dismantled as obvious flight hazards when Navy seaplanes began using the base later in the 1930s.

5. Thompson, *National Register of Historic Places Inventory—Nomination Form...*, Item 8 "Significance," 1.

6. Thompson, *National Register of Historic Places Inventory—Nomination Form...*, Item 7 "Description," 3.

7. Dunning, *Alaska, our last frontier in times of peace...our first front in war*, 46.

8. The exact completion date is debated.

9. Thompson, *National Register of Historic Places Inventory—Nomination Form...*, Item 7 "Description," 4.

10. A 200-series battery included an underground, bombproof, gas-proof, magazine with a power plant, targeting equipment, and communication equipment. The Battery Commander's station and a coincidence range finder targeting system was on top of the bombproof concrete magazine. (Matt Hunter, email message sent to Kathlene Rowell (AKDNR), January 17, 2010.)

Mounts” and four 20mm anti-aircraft gun emplacements. Other islands housed barracks, officers’ quarters, storehouses, mess halls, day rooms, motor pools, a meteorological station, and additional facilities typical of military installations.¹¹

WWII IN ALASKA

The attack on Pearl Harbor, Hawaii, on December 7, 1941, put military personnel in Alaska on high alert. All civilian communication in and out of Alaska was cut off—an action that caused tremendous misinformation and panic due to rumors in Canada and the lower 48 states that Alaska had fallen.¹²

During the first week of June 1942, Japan launched an attack on Dutch Harbor, Alaska, killing 87 soldiers and sailors; the raid, however, was a cover-up for the invasion of Attu and Kiska islands on the Aleutian chain. Following the attack, the Navy evacuated all Aleut islanders living west of Dutch Harbor.¹³

Sitka remained on high alert during the Aleutian Campaign and its naval base acted as an intermediary between the U.S. mainland and Kodiak. When the U.S. recaptured Attu and Kiska in the summer of 1943, the war moved away from the U.S. west coast. The U.S. Army decided to close its Sitka establishment (including Fort Rousseau) and on August 15, 1944, the Sitka Naval Operating Base on Japonski Island was decommissioned.

The base was transferred to the Alaska Native Service in 1946.¹⁴ Almost all the structures on Japonski, Alice, and Charcoal islands were left in place and occupied—very few were demolished until the 1990s. Today, most of the buildings on Japonski Island are from the WWII era. The wooden structures on Fort Rousseau were dismantled (except for the fuse house) and shipped to other Alaska Native Service sites. Concrete structures that were abandoned, like ammunition magazines, pill boxes, and the six-inch gun emplacements, still remain.

NATIONAL HISTORIC LANDMARK DESIGNATION

The Sitka Naval Operating Base and U.S. Army Coastal Defenses—which includes Fort Rousseau—was designated a National Historic Landmark on August 11, 1986, for its significance as the Navy’s first air station in Alaska and its strategic importance during WWII. National Historic Landmarks are designated by the U.S. Secretary of the Interior and are administered by the U.S. Department of the Interior, National Park Service.

National Historic Landmarks are places that possess exceptional value or quality in illustrating or interpreting the heritage of the United States.



U.S. Navy Seabees constructing Battery 292, Makhnati Island
Photo courtesy of the Sitka Historical Society and Museum



Installing the three-inch anti-aircraft positions, Sasedni Island
Photo courtesy of the Sitka Historical Society and Museum



Ammunition magazine, Makhnati Island, 2009

11. Thompson, *National Register of Historic Places Inventory—Nomination Form...*, Item 7 “Description,” 4-5.

12. Dunning, 52.

13. Dunning, 57-58.

14. Dunning, 74-75.



Views of Sitka and Mt. Edgecumbe, 1938. Photo shows Japonski, Alice, and Charcoal islands and the Fort Rousseau Causeway islands prior to development. In the center of the photograph is the Navy coaling station on Japonski Island. To the right is the Naval Air Station before it was expanded.

Photo courtesy of the Sitka Historical Society and Museum



Views of Sitka and Mt. Edgecumbe, 1946. Notice the dramatically increased development. In the center of the photograph is the expanded Naval Air Station and its associated buildings. On the left is Fort Ray on Charcoal and Alice islands. Visible above Japonski Island are small islands linked by a causeway with buildings associated with air defense of the Naval Air Station and Fort Ray and with support facilities for the coastal defense battery at Fort Rousseau.

Photo courtesy of the Sitka Historical Society and Museum

FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK

On March 4, 2008, House Bill 176, sponsored by Representative Peggy Wilson, proposed designating the 60-acre Fort Rousseau Causeway State Historical Park (SHP). Alaska Governor Sarah Palin signed House Bill 176 into law on April 2, 2008. As defined in AS 41.21.190, the “primary purpose of establishing the land and water areas described in AS 41.21.191 as the Fort Rousseau Causeway State Historical Park are to promote, support, and preserve public use by maintaining and protecting the area’s fish and wildlife, cultural resources, and scenic values.”

On March 31, 2010, Alaska Governor Sean Parnell signed HB 276 into law, which removed Lot 86A from the park boundary. Lot 86A lies immediately adjacent to the Sitka Rocky Gutierrez Airport and is within the airport runway right-of-way. As a result, AS 41.21.191 was amended to read (amended text in bold underline):

“Sec. 41.21.191. Fort Rousseau Causeway State Historical Park established. **Except for upland, shoreland, tideland, and water overlying the land lying northeasterly of a line running parallel to and 1,100 feet offset southwesterly from the runway centerline of the Sitka Airport that is within the runway safety area, the** [THE] upland, shoreland, tideland, and water overlying the land owned or acquired by the state within the following described parcels are established as the Fort Rousseau Causeway State Historical Park...”

A state historical park, as defined by “The Alaska State Park System: Statewide Framework,” is an “area containing an assemblage of significant historical, cultural, archaeological, or anthropological resources from representative eras of Alaska’s history or prehistory. The dominant management objective of a state historical park is to preserve and interpret historic resources for Alaskans and visitors to the state.”¹⁵

Fort Rousseau’s designation as a state historical park was a testament to the causeway’s importance to the local community and their desires to preserve its historic structures and reestablish public access to the area.



Causeway leading to Makhnati Island, 2009

15. State of Alaska, Department of Natural Resources, Division of Parks, *Alaska State Park System: Statewide Framework*, 8.

PLANNING PROCESS

The Alaska Department of Natural Resources, Division of Parks and Outdoor Recreation, Interpretation and Education Unit was contracted by Sitka Trail Works, Inc. in the spring of 2009 to develop a master interpretive plan for the Fort Rousseau Causeway SHP. Funding was provided by Sitka Trail Works, Inc. through grant monies received from the Alaska State Trails Program to improve recreational opportunities on the causeway.

In October of 2009, the objective for this plan was broadened to include park management components. The division felt that since the park was relatively new to the state system, a management plan for the park was needed. It was decided that the interpretive objectives would be integrated into the management plan.

Appendix A provides a project timeline, including dates of site visits, public meetings, and draft reviews.

MISSION AND VISION STATEMENTS

ALASKA DIVISION OF PARKS AND OUTDOOR RECREATION—MISSION STATEMENT:

The Division of Parks and Outdoor Recreation provides outdoor recreation opportunities and conserves and interprets natural, cultural, and historic resources for the use, enjoyment, and welfare of the people.

FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK—VISION STATEMENT:

The Fort Rousseau Causeway State Historical Park will provide high-quality recreational opportunities for park users while principally preserving and interpreting the park's historic resources for the use and enjoyment of future generations.

GOALS AND OBJECTIVES

The goals and objectives outlined below represent the desired outcomes for park management and interpretation; the goals and objectives will assist managers in reaching and sustaining their vision for the site. They also inherently describe the intended visitor experience, which should include opportunities for visitors to have physical, intellectual, and emotional experiences.

Goals and objectives are inherently different. **Goals** are general, immeasurable statements about what the division would like to accomplish; **objectives** are more specific and measurable.

Each goal and objective supports the historical park's dominant management objective to **preserve and interpret historic resources for Alaskans and visitors to the state** as defined in the "Alaska State Park System: Statewide Framework."¹

GOAL 1: Provide recreational and interpretive opportunities

OBJECTIVES:

- Complete environmental, cultural, and historical surveys and site mapping to ensure historic features are well documented
- Improve the overall visitor experience by providing access to and highlighting select historic features
- Improve marine access to the park
- Improve recreational opportunities by establishing an accessible trail network, a day-use area, and designated camping areas
- Improve the overall visitor experience through interpretive sites, programming, and materials
- Improve maintenance, safety, and the overall visitor experience by establishing an on-site caretaker facility

GOAL 2: Instill a sense of place, a sense of discovery, and an appreciation for this historic treasure

OBJECTIVES:

- Create a site design that preserves a sense of discovery and exploration while foremost preserving the historic resources for future generations
- Reveal, through interpretive programs, that Sitka was a strategic location for the defense of the west coast during WWII and reveal the role Fort Rousseau played in that defense



Six-inch gun emplacement, Makhnati Island, 2009

1. State of Alaska, Department of Natural Resources, Division of Parks, *Alaska State Park System: Statewide Framework*, 8.

OVERVIEW OF CULTURAL AND NATURAL RESOURCES

The cultural and natural resources described herein are specific to the park; this section does not describe the resources of the entire Sitka area.

CULTURAL RESOURCES

TLINGIT

The Tlingit people have inhabited the coastal area of the Alaskan panhandle for at least 3,000 years; it is estimated that humans have occupied the Tlingit Coast for 10,000 years.¹ It is possible that the Tlingit used some of the causeway islands, particularly Sasedni Island, as burial grounds; unfortunately, it is likely that construction on the islands during WWII destroyed any physical evidence of this type of use. According to the “Sitka Tribe of Alaska Historic Preservation Plan,” human remains were uncovered during the construction of the Sitka airport and Mount Edgecumbe Hospital; both are located on Japonski Island, which was part of the Sitka Naval Operating Base.² Members of the Sitka Tribe of Alaska consider the islands a cultural and traditional use area—abalone, gumboots, and seaweed were collected for food prior to military development. Military presence affected the Native community’s traditional activities on the islands and throughout the Sitka area.

Today, Whiting Harbor is important to the Native community because of its marine resources, in particular, for its herring egg subsistence fishery;³ the fishery has also occurred in all waters surrounding Makhnati Island.⁴

RUSSIAN PERIOD INFLUENCE

In 1809, Russian navigator Ivan Vasiliev named Japonski, Nevski, Reshimosti, Virublennoi, Sasedni, Kirushkin, Mogilnoi, Makhnati, and Signal islands; Gold Island was named by U.S. naval officers in 1880.⁵ The Russian period had a strong influence on Sitka’s culture, even after the U.S. purchased Alaska from Russia in 1867. Signal Island was possibly the first fixed aid to navigation at Sitka. The island’s Russian name translates to “Signal Light Island”;⁶ the signal was reportedly a fire on a rock ledge on the south side of the small and rocky island. It was kept burning when vessels were expected.⁷

WWII

U.S. military buildup in Sitka during WWII had the most dramatic effect on the islands, including connecting them to the mainland via Japonski Island. Defense fortifications and support facilities, such as barracks and mess halls, changed the islands’ landscape forever. The islands became a place of residence, where servicemen worked and participated in leisure-time activities.

Servicemen also had an impact on the cultural qualities of Sitka. Servicemen from Fort Rousseau, Fort Ray, and the Navy base frequented Sitka for off-duty entertainment and boosted the local economy by visiting bars and restaurants. Hiking, fishing, and boating were popular recreational activities. Boxing matches were also popular—the base commander even instituted Saturday night fights to improve morale and deter fights in town. Locals were invited to watch the fights and some even participated.⁸ Local churches and the USO (United Service Organization) were also popular gathering spots for servicemen and locals wanting to socialize.

1. Theodoratus, *Sitka Tribe of Alaska Historic Preservation Plan*, 11.

2. Theodoratus, 82.

3. Participant, meeting regarding preservation planning for Fort Rousseau (meeting titled “Cultural, Customary, and Traditional”) conducted by Nicole Acevedo (AKDNR) and attended by members from the Sitka Tribe of Alaska, October 28, 2009.

4. Jeff Feldpausch (Sitka Tribe of Alaska), public comments sent to Kathlene Rowell (DNR) on second draft, May 4, 2010.

5. Orth, *Dictionary of Alaska Place Names*, n.p.

6. Orth, 873.

7. William DeArmond, public comments on final draft sent to Kathlene Rowell (AKDNR), September 2, 2010.

8. Dunning, *Alaska, our last frontier in times of peace, ...our first front in war*, 67-69.

The influx of servicemen and construction workers dramatically changed the ratio of men to women in the community. With local boys deployed to other places, Sitka servicemen swooped in to dance and fraternize with local girls. Some even left Sitka as married men!

POST-WWII

After Fort Rousseau was decommissioned, the islands remained largely abandoned. Post-WWII cultural influences have been minimal. The area has principally been used for recreation. Negative effects have included vandalism to buildings and garbage dumping.

NATURAL RESOURCES

PHYSICAL DESCRIPTION

TEMPERATURE AND CLIMATE

Sitka is located on Baranof Island in the Tongass National Forest; encompassing nearly 17 million acres, the Tongass is the largest national forest in the U.S. and covers most of Southeast Alaska, to which Baranof Island and the small surrounding islands belong. Climates typical of temperate rain forests are characterized by high levels of precipitation and narrow, relatively cool temperature ranges. During summer, the average temperature ranges from 50°F to 60°F.⁹ Mean annual precipitation in Sitka is approximately 86 inches.¹⁰ Extreme summer weather in Sitka may include thunderstorms, hail, waterspouts (small tornados over water), and high-elevation snowfall. Events such as these are not common, however, with Sitka averaging only two thunderstorms a year.¹¹ Winter weather is also relatively mild with average temperatures ranging between 31°F and 39°F.¹² The average annual snowfall is approximately 40 inches.¹³

GEOLOGY AND SOILS

Bedrock in the Sitka area is predominately composed of Sitka greywacke.¹⁴ Overlying soil is thin and comprised mostly of decaying plant matter. Soils in some areas contain tephra, an ash layer deposited by volcanic eruptions.¹⁵

DRAINAGE

Although the depth of groundwater on the islands is unknown, if present it would be shallow or found in bedrock fractures; it is also likely that it would be subject to saltwater intrusion. Streams and springs have not been identified; there is some overland flow during heavy rains, but most precipitation absorbs into the soil.¹⁶

VEGETATION

The causeway islands, having been cleared and blasted over 60 years ago, are today covered with dense vegetation; even rock, which in a drier climate would be bare, is colonized by mosses, small plants, shrubs, or trees characteristic of rocky islands and shores. Tall stands of Sitka spruce and western hemlock cover portions of the islands, with elderberry and alder interspersed beneath. Thickets of salmonberry, alder, elderberry, and cow parsnip cloak portions of the islands that have shallower soils and that have been more recently disturbed.

9. Western Regional Climate Center, "Sitka FAA Japonski AP, Alaska (508494)," *Period of Record General Climate Summary – Temperature*.

10. Western Regional Climate Center, "Sitka FAA Japonski AP, Alaska (508494)," *Period of Record General Climate Summary – Precipitation*.

11. National Oceanic and Atmospheric Association, "Summer Climate Guide to Southeast Alaska."

12. Western Regional Climate Center, "Sitka FAA Japonski AP, Alaska (508494)," *Period of Record General Climate Summary – Temperature*.

13. Western Regional Climate Center, "Sitka FAA Japonski AP, Alaska (508494)," *Period of Record General Climate Summary – Precipitation*.

14. Connor, *Roadside Geology of Alaska*, 53-56.

15. Carson Dorn, Inc., *Phase I Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 5.

16. Carson Dorn, Inc., *Phase I Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 5.

WILDLIFE

The park provides visitors opportunities to see a variety of marine life, including whales, sea lions, sea otters, sea stars, sea urchins, barnacles, clams, limpets, and crabs. Bird viewing opportunities are also plentiful; bald eagles and a variety of seabirds are commonly seen on or near the islands, and songbirds can be heard throughout the park during summer. Land mollusks such as large slugs and turbinate snails are plentiful in the park's lush vegetation. Land otters, red squirrels, and mink are common.



Sea Lion



Sea Anemone



Slug



Sea Stars



VISITOR PROFILES

People travel to and live in Sitka for many reasons; current and potential visitors' knowledge of Fort Rousseau history and their expectations for receiving information vary greatly. In an effort to provide visitors an opportunity to have meaningful experiences and in order to plan effectively, it is important to assess current and potential visitor profiles and motivations.

SITKA RESIDENTS

DEMOGRAPHICS

The most recent U.S. Census data (gathered in 2000) shows that Sitka's 8,835 residents were a median age of 35.2 years old;¹ more recent data gathered by the Alaska Department of Commerce, Community and Economic Development shows the 2009 population was slightly lower at 8,627.² In 2000, the two largest race groups in Sitka were white (68.5%) and American Indian or Alaska Native (18.6%); other races represented in the community include: Asian (3.8%), Hispanic or Latino (3.3%), "other" (0.9%), Native Hawaiian or Pacific Islander (0.4%), and Black or African American (0.3%).³ Residents employed by the government, and the trade, transportation and utilities, healthcare, seafood, and tourism industries comprise the majority of the local workforce. The economy is considered well balanced.⁴

INTERESTS IN RECREATION

The "Sitka Trail Plan 2003" states efforts to enhance the appreciation of cultural landmarks, historic places, and architecture, which elicited strong support from the community. Results from the Sitka Trail Survey and public comments gathered during the writing of the plan showed that 84% of respondents supported urban historic trails and 76% supported backcountry historic trails. In addition, 50% of those providing comments on the second draft of the plan specifically supported the Fort Rousseau Causeway cultural trail project.⁵

VISITORS

DEMOGRAPHICS AND MODES OF TRANSPORTATION

According to a 2006 Union College study, the majority of visitors to Sitka are over the age of 35 (83%) and residents of the United States (85%). Nearly half (47%) of respondents were traveling in parties of two, followed by groups of three or four (27%) and groups of seven or more (11%). Only seven percent of Sitka visitors were traveling by themselves. The amount of time visitors spent in Sitka was based on whether or not they were cruise passengers, who spent an average of five and a half hours in Sitka. Visitors traveling independently spent an average of eight hours.⁶



Holland America cruise ship, Sitka

1. U.S. Census Bureau, "Fact Sheet – Sitka city and borough, Alaska."

2. State of Alaska, Department of Commerce, Community and Economic Development, Community Database Online, Sitka.

3. U.S. Census Bureau, "Fact Sheet – Sitka city and borough, Alaska."

4. McDowell Group, Inc., "State of the Sitka Economy 2009 Update," 2.

5. Sitka Trail Works, Inc., and others, *Sitka Trail Plan 2003*, 45.

6. Union College, "Sitka Visitors' Survey 2006," 3-5.

The majority of visitors to Sitka are cruise passengers; in 2008, it was reported that, out of the 374,600 people who visited Sitka, 289,800 arrived by cruise ship, while 66,800 and 18,000 arrived by air and the Alaska Marine Highway System ferry, respectively (see Figure 2).⁷

SITKA VISITOR TRAFFIC INDICATORS, 2002-2008							
	2002	2003	2004	2005	2006	2007	2008
Cruise passengers	250,200	256,800	232,400	229,800	267,000	234,000	289,800
Air passengers	68,200	68,300	73,000	71,800	69,800	72,700	66,800
Ferry passengers	14,000	13,500	15,000	13,300	13,400	14,900	18,000
TOTAL	332,400	338,600	320,900	314,900	350,200	321,600	374,600

Figure 2. Sitka Visitor Traffic Indicators, 2002-2008

Source: McDowell Group, Inc. "State of the Sitka Economy 2009 Update," 5.

2007 SITKA VISITOR INDUSTRY PLAN, VERSION 2.0

The "2007 Sitka Visitor Industry Plan, Version 2.0," prepared under the direction of the Long Range Planning and Economic Development Commission (LRPEDC) and approved by the City and Borough of Sitka Assembly, provides insight into tourism market trends and goals for the tourism industry in Sitka. An ad hoc entity—the Sitka Visitor Industry Working Group—provided guidance during the planning process and included a diverse group of individuals and organizations from the community.⁸ Much of the information presented in the plan is useful in understanding how the park may be supported by the community and its visitors. The plan also specifically references the causeway in several locations.

SITKA'S STRENGTHS AND CHALLENGES AS A VISITOR DESTINATION

The plan identifies several snapshots of Sitka's strengths as a place to visit and live; strengths relative to potential Fort Rousseau visitation include:

- Authentic, 'real' community
- Native culture
- Russian history
- WWII history
- Beautiful setting
- Outdoor recreational opportunities
- Wildlife⁹

Identified challenges for Sitka as a place to visit or run a tourism business include:

- Difficult access
- Limited accommodations capacity during summer
- Weather
- Attractions 'gaps' (including cultural history venues and incentives for new attractions/excursions)
- Competition from other destinations in Alaska and beyond¹⁰

7. McDowell Group, Inc., "State of the Sitka Economy 2009 Update," 5.

8. Sitka Visitor Industry Working Group, "2007 Sitka Visitor Industry Plan Version 2.0," 2.

9. Sitka Visitor Industry Working Group, 13.

10. Sitka Visitor Industry Working Group, 14.

CULTURAL AND NATURAL HISTORY GOALS

The following broad goals were identified for Sitka tourism:

- **Healthy Economy**—create a visitor industry that is a key part of a diverse, healthy local economy
- **Quality of Life**—maintain and improve the quality of life for Sitkans and visitors; maintain Sitka’s authenticity and conserve the natural environment
- **Local Benefits**—ensure Sitkans benefit from the visitor industry
- **Guided Tourism**—take a proactive role in managing tourism growth¹¹

The plan identified several “means” to reach goals, including improving: (1) attractions, (2) events, (3) access, (4) tourism marketing, and (5) training and business support. The objectives relevant to potential Fort Rousseau visitation were:

- Integrate WWII history and culture into tourism attractions [the causeway is mentioned specifically]
- Improve delivery of telling the complex, real story of Sitka’s cultural history through interpretation
- Improve the causeway
- Encourage private sector development of historical and cultural excursions
- Continue implementing the “Sitka Trail Plan 2003”
- Develop an improved, downtown kayak launching site
- Improve marketing activities related to cruise visitors, with the objective of increasing the percentage of cruise visitors coming on shore and increasing opportunities for local businesses
- Increase training opportunities for those interested in the tourism business, including host and volunteer programming¹²

IMPLEMENTATION PRIORITIES

Lastly, the plan makes recommendations for prioritizing how goals are implemented. “Improving the causeway” is given an “Immediate 2” timing priority—the second highest priority. “Interpretation” in general is given a “Near Term” timing priority—the third highest priority.

The “2007 Sitka Visitor Industry Plan, Version 2.0” provides excellent support for the park.

2006 VISITOR SURVEY

The 2006 Union College survey, titled “Sitka Visitors’ Survey 2006,” included two questions aimed at what tours and/or activities visitors to Sitka planned on taking: (1) “Which guided tours did you purchase or plan to purchase?” and (2) “What other places or sites did you visit in Sitka on your own (not as part of a group tour)?”

When asked about tours purchased or intended to purchase, 55% had purchased at least one tour, while 45% indicated they had not or did not intend to purchase a guided tour. While the researchers did not ask respondents to explain “why not,” they did glean from conversations and observations that visitors’ desires to explore on their own, the cost of tours, and limited time to take a tour and still explore on their own were deterrents to booking tours. “Limited time” is particularly true for cruise passengers, who only average five and a half hours in port.¹³

11. Sitka Visitor Industry Working Group, 8.

12. Sitka Visitor Industry Working Group, 19-33.

13. Union College, “Sitka Visitors’ Survey 2006,” 9-10.

Of those who purchased guided tours, 13% went on the Sitka Tours bus ride that explores the town and visits places like the Raptor Center and the New Archangel Dancers. Sitka Tribal Tours was the next most popular tour booked (10%). Kayaking, hiking, and other tours that involved physical activity were taken by a small percentage of respondents. The survey administrators deduced that the average age of visitors, limited time in port, and inclement weather were the most likely factors in not choosing these types of tours.¹⁴



Sitka Tours bus outside Harrigan Centennial Hall

The second question regarding what activities, places, or sites visitors had gone to independent of a tour elicited a variety of responses, with cultural activities being the most popular; the three most popular attractions were the Sitka National Historical Park (36%), St. Michael's Cathedral (30%), and the Russian Bishop's House (24%). Twenty-one percent of visitors went to the Alaska Raptor Center, which surprised researchers because of its inconvenient location and poor transportation to the site. Interestingly, researchers believed that part of the reason the site was popular—besides visitors' natural attraction to Alaska wildlife—was because it was listed in a brochure given to cruise ship passengers on the Holland America line prior to disembarking.¹⁵



Totem pole at Sitka National Historical Park



Russian Bishop's House, Sitka National Historical Park



Sheet'ka Kwaan Naa Kahídi,
Tlingit Native dance hall and
community gathering place



St. Michael's Cathedral

14. Union College, "Sitka Visitors' Survey 2006," 10-11.

15. Union College, "Sitka Visitors' Survey 2006," 11-12.

CURRENT FORT ROUSSEAU VISITATION

It is difficult to assess current visitor profiles for the park since access is restricted and there are no formal means of collecting general visitor data. Some data is collected by organized groups, such as Sitka Sound Ocean Adventures, who lead guided kayak tours to the park. In the summer of 2009, 54 visitors took part in the company's "Islands Paddle and Lost Fort Trek" tour. Visitors found the information about the tour on the company's website and scheduled a tour before their vacation.¹⁶

There are several school groups that visit the park for field trips and outings. All three of Sitka's high schools take students to the park. Mount Edgecumbe High School students frequent the causeway with the school's recreation staff and as part of organized field trips. Mount Edgecumbe students also take approximately six to ten camping trips per year to the park, with six to twelve people per trip; these groups usually access the park by kayak. Sitka High School's "Alaska Naturalist Class" visits the park each spring to participate in a three-hour WWII tour; the class accesses the park via an Allen Marine boat and tours Virublennoi to Makhnati islands. Teachers from Pacific High School have also led students on trips in the park.

Sitka's elementary schools and middle school have not taken students to the park in recent years. The young age of the students and limited accessibility to and at the park are the most likely deterrents. However, a fourth and fifth grade class from Juneau traveled to Sitka to tour the park in the summer of 2009.

Students from the University of Alaska Southeast also frequent the causeway as part of organized half-day and full-day field trips.



Entrance to the temporary Artillery Command Post, Kirushkin Island



Sitka Sound Ocean Adventures



Sitka Sound Ocean Adventures

¹⁶ John Dunlap, phone conversation with Ginamaria Javurek (AKDNR), August 20, 2009.

POTENTIAL FORT ROUSSEAU VISITATION

Fort Rousseau Causeway SHP will be developed, managed, and maintained for the benefit of all Alaskans and visitors, regardless of age, origin, or ability.

Permitting for commercial operations will provide income for the division to support ongoing park maintenance, but the possibility of commercial operations providing stable funding still needs to be studied. The number of people interested in adventure tourism activities, however, should not be underestimated.

While the 2006 Union College survey showed that for cruise ship passengers (the largest and principal visitor group to Sitka) their age, limited time in port, and inclement weather influenced their decision making when choosing on-shore tours, it is premature to say that this single assessment would be representative of all potential Fort Rousseau visitors. Marketing, improvements to access and infrastructure, and expanded kayak rental/storage opportunities will help increase visitation to the park. A designated, ADA-accessible access point and trails will enable tour operators to take visitors to the park via boat, solving a current time-management issue for those with limited time in port and potential accessibility restrictions. On-site interpretation will also provide an additional attraction for visitors. These improvements could have a dramatic affect on visitation.

The strategies and goals outlined in the “2007 Sitka Visitor Industry Plan, Version 2.0” provide great support for preserving historic features and improving recreational opportunities within the park. Overarching strategies for improving the Sitka visitor industry, including emphasizing projects that are beneficial for both residents and visitors, are aligned with park management goals.

Fort Rousseau Causeway SHP provides an excellent field trip opportunity for local school children. By providing resources for teachers to incorporate a Fort Rousseau field trip into their curriculum, the division would be working toward goals outlined in their ten-year strategic plan.¹⁷ Improving access and adding visitor facilities could increase the interest for teachers who find the lack of these items prohibitive for taking groups to the park. Facilitating active learning will help to promote stewardship for the park, physical activity, and the importance of preserving historic places. To promote active learning, the division could work with local teachers to discuss how interpretation, both personal and non-personal, and the park’s historic features could enhance their students’ learning experience.



Visitor exploring Battery 292, Makhnati Island

¹⁷ The “Division of Parks and Outdoor Recreation Ten-Year Strategic Plan, 2007-2017” details statewide planning goals, objectives, and action plan strategies. Under the “Outreach, Education, and Interpretation” goals, Objective III (“Increase public awareness of the value and importance of Alaska’s natural, archaeological and historic resources and promote the health benefits of recreation”), Action Strategy 3 encourages “supporting the development of elementary, secondary and post-secondary programs about Alaska’s environmental, archaeological and historic resources. As part of this effort, encourage and continue to provide opportunities to school, educational and youth groups to use the state park system for educational purposes and provide interpretative [interpretive] programs for hotels, tour boats, etc. as appropriate.”

EXISTING CONDITIONS AND ISSUES

The following section presents an overview of the park's existing conditions and management issues. The next section, "Recommendations," provides guidance for preserving and enhancing the park's conditions and addressing issues. The two sections are organized by the same headings for easy navigation.

LAND OWNERSHIP

Ownership of the land and water within and adjacent to the Fort Rousseau Causeway SHP is complex. The Sitka Naval Operating Base, including Fort Ray and Fort Rousseau, was decommissioned in 1944 and the property was transferred to the federal government. The causeway islands were selected by the state in 1963 and later conveyed; the islands remain under state ownership by the Alaska Department of Transportation and Public Facilities (DOT&PF). The surrounding submerged lands, filled tidelands (including the causeways themselves), and intertidal areas have not been conveyed to the state and remain under federal ownership administered by the Bureau of Land Management. When the park was established in 2008, the control, maintenance, and development of the state-owned or acquired land and water within the park's legislatively designated boundary was assigned to the Department of Natural Resources. The Department of Natural Resources has applied to the Bureau of Land Management for conveyance of the filled tidelands within the park boundary and is awaiting their decision. The park currently lies within the Sitka Rocky Gutierrez Airport boundary; the airport is operated by the DOT&PF under the regulatory oversight of the Federal Aviation Administration (FAA).

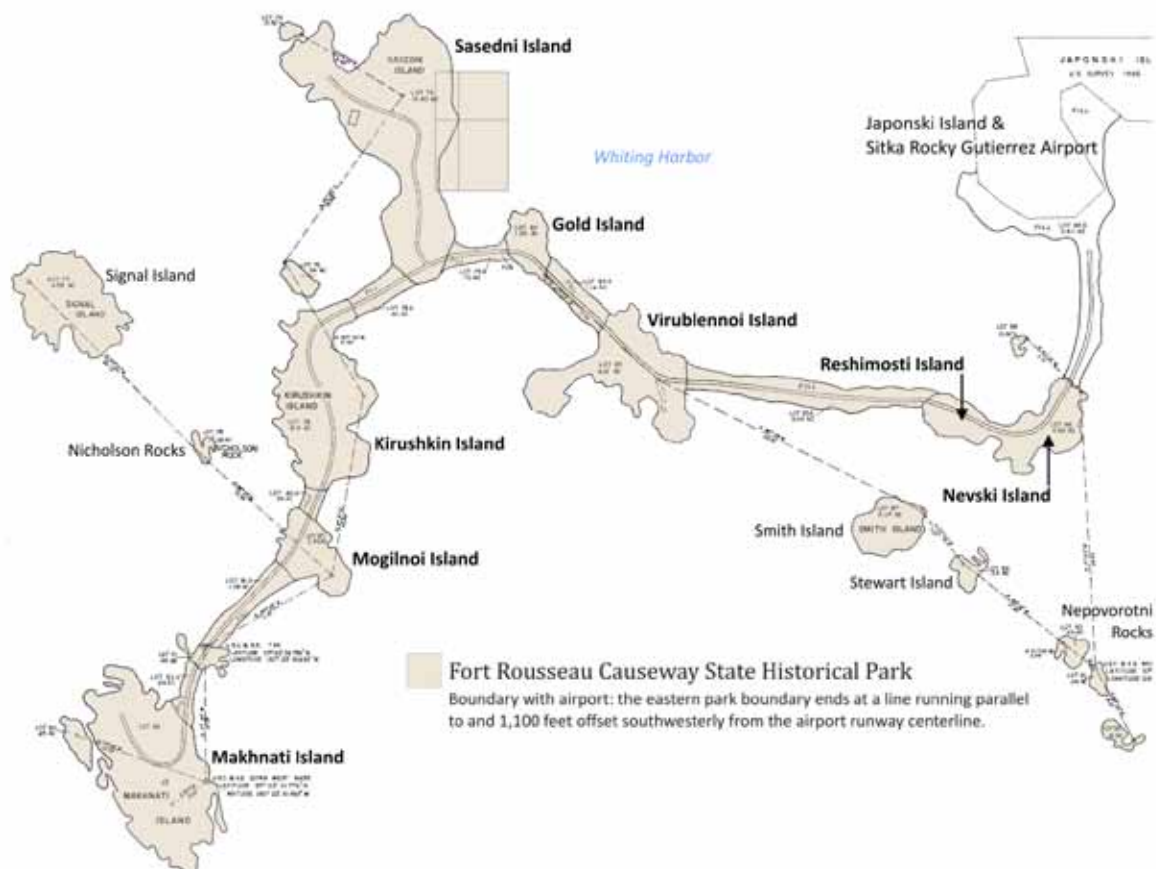


Figure 3. Park boundary map

Map adapted from Sheet 10 and 11 of U.S. Survey No. 3926, Alaska. The sheets were digitally stitched. The rectangular boundary on Sasedni was estimated from the park boundary description in AS 41.21.191 and from maps created during the park's legislative designation process. The pictured boundary is not exact.

Map background image: U.S. Survey No. 3926, United States Department of the Interior, Bureau of Land Management, Washington, D.C., October 5, 1965. Accessed from the "Alaska Land Record" website, Alaska Department of Natural Resources, <http://dnr.alaska.gov/>.

ACCESS

Visitors must use water-based transportation to reach the park. The islands were historically accessible by land via Japonski Island but today are blocked by the Sitka Rocky Guiterrez Airport and its runway. The airport security fence extends across the east side of the airport property, blocking access to the aircraft operating area from the east and across the causeway on the west.

The State of Alaska has a permitting process through the DOT&PF that may allow entry to rural airport restricted areas by contractors (17 AAC 45.060) and vehicles (17 AAC 45.085). Access for these purposes would also require approval from the FAA. This permitting process could possibly be used for overland access for park maintenance.

While most users access the park via Whiting Harbor and disembark on Sasedni Island, some access the park elsewhere depending on the weather and type of craft.



Whiting Harbor landing area at Sasedni Island



Ladder providing access to Sasedni Island from Whiting Harbor

FACILITIES AND INFRASTRUCTURE

HISTORIC STRUCTURES

The structures on Fort Rousseau were built in 1941-1943. When the fort was decommissioned in 1944, some of the structures were dismantled and sent elsewhere; others were left on the causeway and not maintained. Today, all existing structures are open to exploration, but some pose safety concerns. There are sharp objects strewn about and holes in the floors of some structures. The structures on Makhnati Island are easier to find due to less vegetation on the island and appear to be in the best shape overall. On Sasedni and Gold islands, many of the structures are covered with plants and organic matter. The dampness of the islands is also affecting the structures by causing concrete leeching and creating standing water. Organic matter and metals are staining the structures in some locations and cracking, splitting, and spalling¹ of concrete is occurring in others. Some structures have graffiti. In a few areas, measures have been taken to mitigate these concerns—such as placing plywood over holes and fencing around structures—but the measures did not take into account historic preservation techniques and were not standard or all-inclusive.

1. *Spalling* is the loss of surface material in patches. Patches vary in size. Spalling often occurs when reinforcing bars begin to corrode causing high stress in the concrete. This type of damage can occur due to water being trapped in porous concrete during the freeze-thaw cycle. Improper consolidation and sealants can also cause spalling. Scaling is a similar condition that occurs in thin layers.

GOLD AND VIRUBLENNOI ISLANDS

From the landing site at Whiting Harbor, the southeast trail leads to Gold and Virublennoi islands. A hand-painted sign identifies the buildings on Gold Island as the **wooden fuse house** and **two-story bunker**. A chain link fence surrounds the fuse house because of asbestos contamination. Ladders within the bunker allow visitors to climb to the roof where an instrument mount is located. Visitors can also walk up the hill to access the roof of the bunker and catch a glimpse of Sitka Sound through the trees.

Following the causeway east leads to Virublennoi Island. Visitors can explore **three ammunition magazines**. The closest is easily accessible, however, the entrance has been used most recently as a dump site. After a short walk down the trail, visitors can see a **metal crane**. There is also a dump site located on the shoreline filled with broken tiles and metal objects.

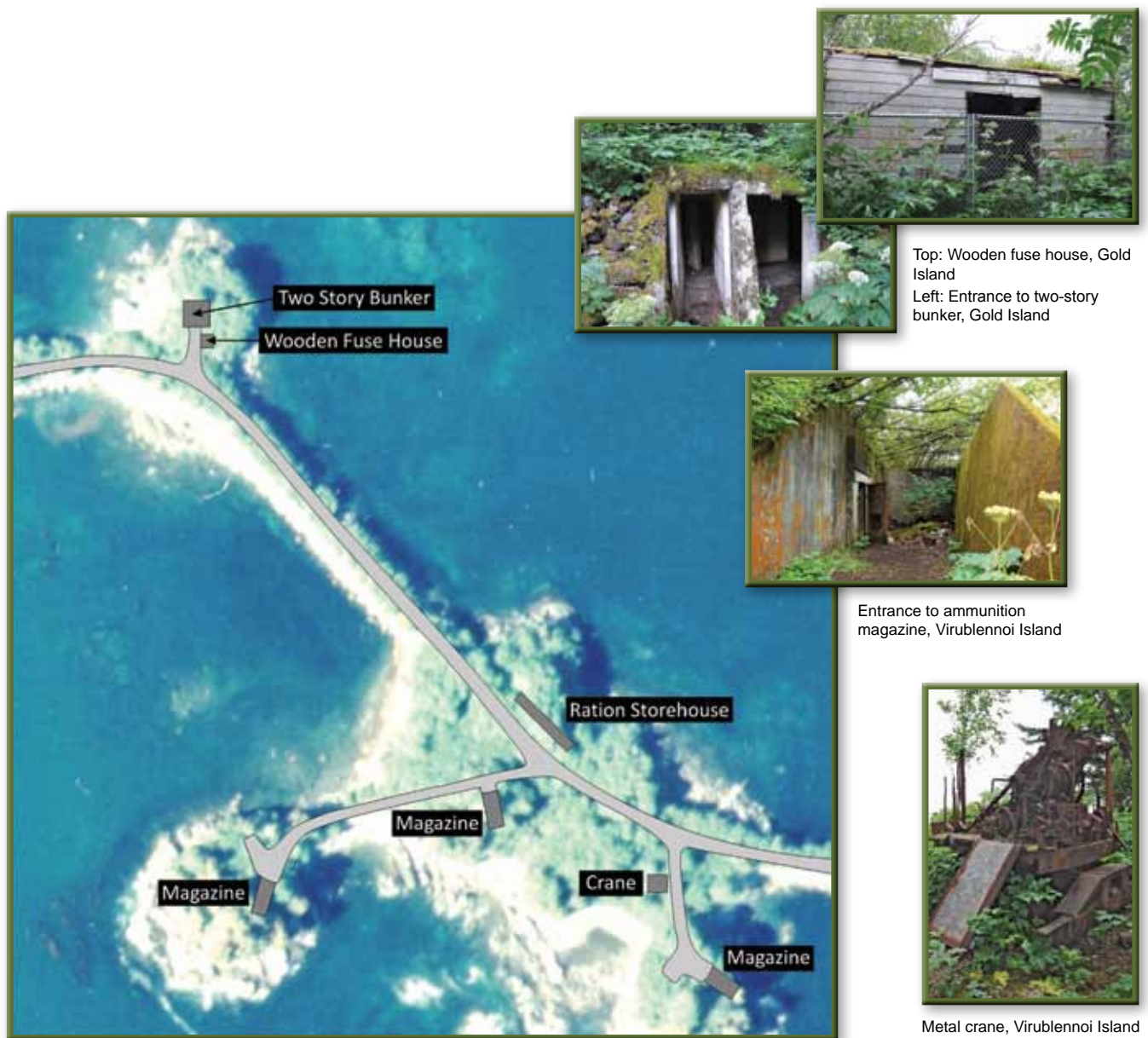


Figure 4. Virublennoi and Gold islands, footprints of historic structures

Drawing is based on drawings from 1943 and site surveys. Locations are not exact.

SASEDNI ISLAND

A trail running the length of Sasedni Island can be followed if visitors head north after disembarking from their boat at Whiting Harbor. Devil's club and wild parsnip make access to many of the historic structures difficult. **Four three-inch anti-aircraft gun positions** are the first structures accessed by this trail. A hand-painted sign identifies one of the positions to the left; visitors are able to climb inside the structure to explore. The other three positions are not easily viewed from the trail, but provide an opportunity for the adventurous to discover. The trail continues toward the foundations for the **motor pool area and site of the officers' quarters** (the boilers are still there). Other features include: **a meteorological station, a concrete slab from a 20mm anti-aircraft gun battery, a concrete foundation from the seawater pumping station, and two wooden pilings for the tidal station.**



Site of Officer's Quarters



Seawater pumping station

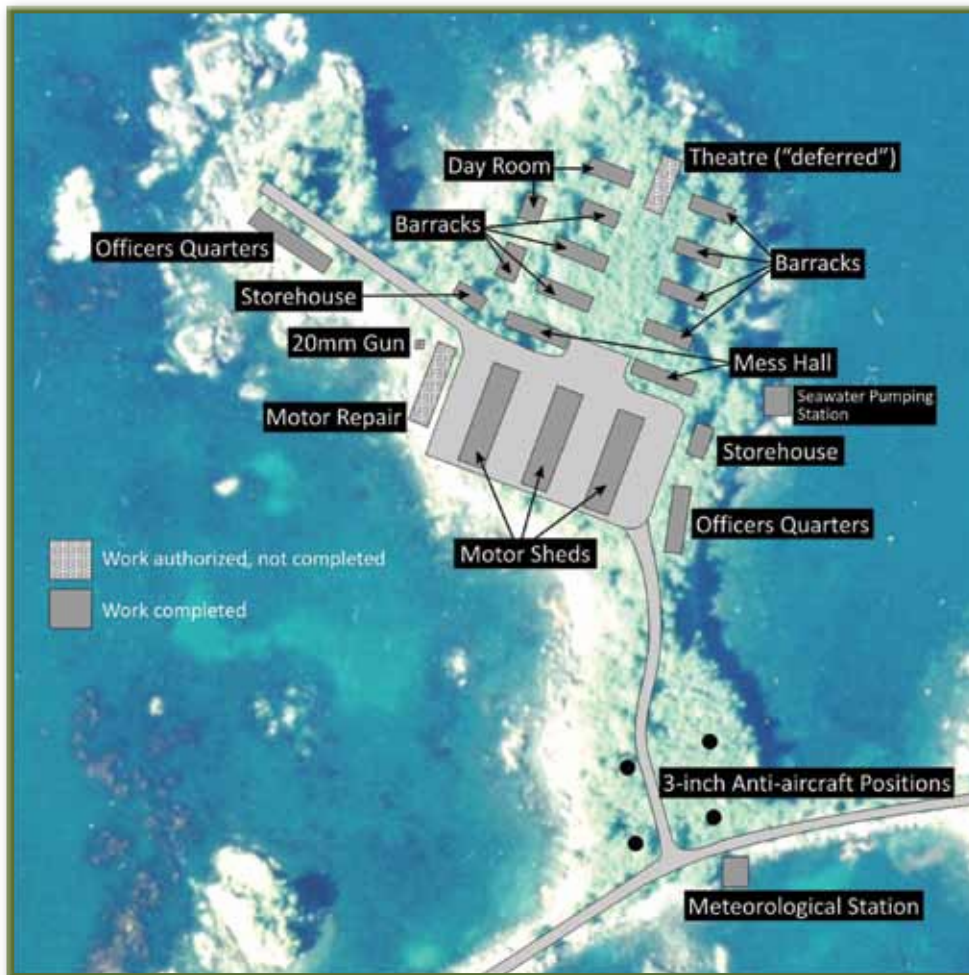


Figure 5. Sasedni Island, footprints of historic structures

Drawing is based on drawings from 1943 and site surveys. Locations are not exact. The theatre may have been completed.



Three-inch anti-aircraft gun position, 1940s

Photo courtesy of the Sitka Historical Society and Museum



Three-inch anti-aircraft gun position, 2009

KIRUSHKIN ISLAND

The causeway has been breached between Sasedni and Kirushkin islands. Kirushkin Island housed a major residential area at Fort Rousseau, but all that remains of the many barracks and mess hall are **foundations**. Fire hydrants and telephone pole remnants are scattered along the causeway road. The lone standing building was the **temporary Artillery Command Post**; the building is concrete, partially buried with rock and brush, and hidden in the trees. The date “1942” is stamped into the concrete just inside the entrance.²



Above and below: Temporary Artillery Command Post, Kirushkin Island



Figure 6. Kirushkin Island, footprints of historic structures
Drawing is based on drawings from 1943 and site surveys. Locations are not exact.



“1942” stamped in concrete, temporary Artillery Command Post, Kirushkin Island

2. Sitka's WWII Site, "Kirushkin Island," *Harbor Defenses of Sitka, Alaska*.

MOGILNOI ISLAND

Mogilnoi Island, located between Kirushkin and Makhnati islands, does not contain any historic structures. There is one **foundation**.

MAKHNATI ISLAND

The causeway is breached between Mogilnoi and Makhnati islands, but is passable at low to mid tide if carefully navigated. Visitors also arrive at Makhnati Island by boat. Makhnati Island was the headquarters of the Sitka Harbor Defense and therefore houses some of the most interesting buildings at Fort Rousseau. Due to tall, dense spruce covering the island, the undergrowth is much thinner than on the other islands, which gives an airy feel and makes it easier to explore;³ however, there are no orientation signs or signs identifying the buildings.

A trail following the original road leads visitors to **two ammunition magazines** and continues past partially concealed concrete vent shafts to the main headquarters building of **Battery 292**. Battery 292 includes a large, concrete structure with many rooms, a command station on top, and two six-inch gun emplacements. It is easy to become disoriented inside Battery 292, as there are many turns, hallways, and rooms. Many of the rooms still contain evidence of their wartime uses, including ceiling tiles made of sugar cane and holes where electrical and communication wires ran. The **two six-inch gun emplacements** are large, circular depressions located near the island's edge and are great places to explore. The battery commander's station and the **Coincidence Range Finder** are located on top of Battery 292, making this one of the most intriguing spots in the park. Visitors can climb a ladder into the observation area and peer between the trees to the ocean, just as soldiers did while searching for enemy craft.



Battery 292, Coincidence Range Finder, Makhnati Island

³. During the construction period, Makhnati Island was not leveled to the degree that the other islands were; therefore, vegetation patterns on the island today differ from the others.

After exiting Battery 292, visitors can explore the **Harbor Defense Command Post/Harbor Entrance Control Post (HDCP/HECP)**, a joint Army/Navy operation. Vegetation partially conceals the hillside entrance. The building is damp and dark, and metal and wooden debris are still present in some of the rooms.

Additional features include a **collapsed wooden observation tower** (the tower was the Harbor Defense Command Observation Post and housed SCR-582 surveillance radar), **two 155mm gun emplacements**, **two tank containment vaults** (diesel tanks for Battery 292), and **four 20mm AA gun emplacements**.



Ladder to Coincidence Range Finder, Battery 292



Central corridor, Battery 292

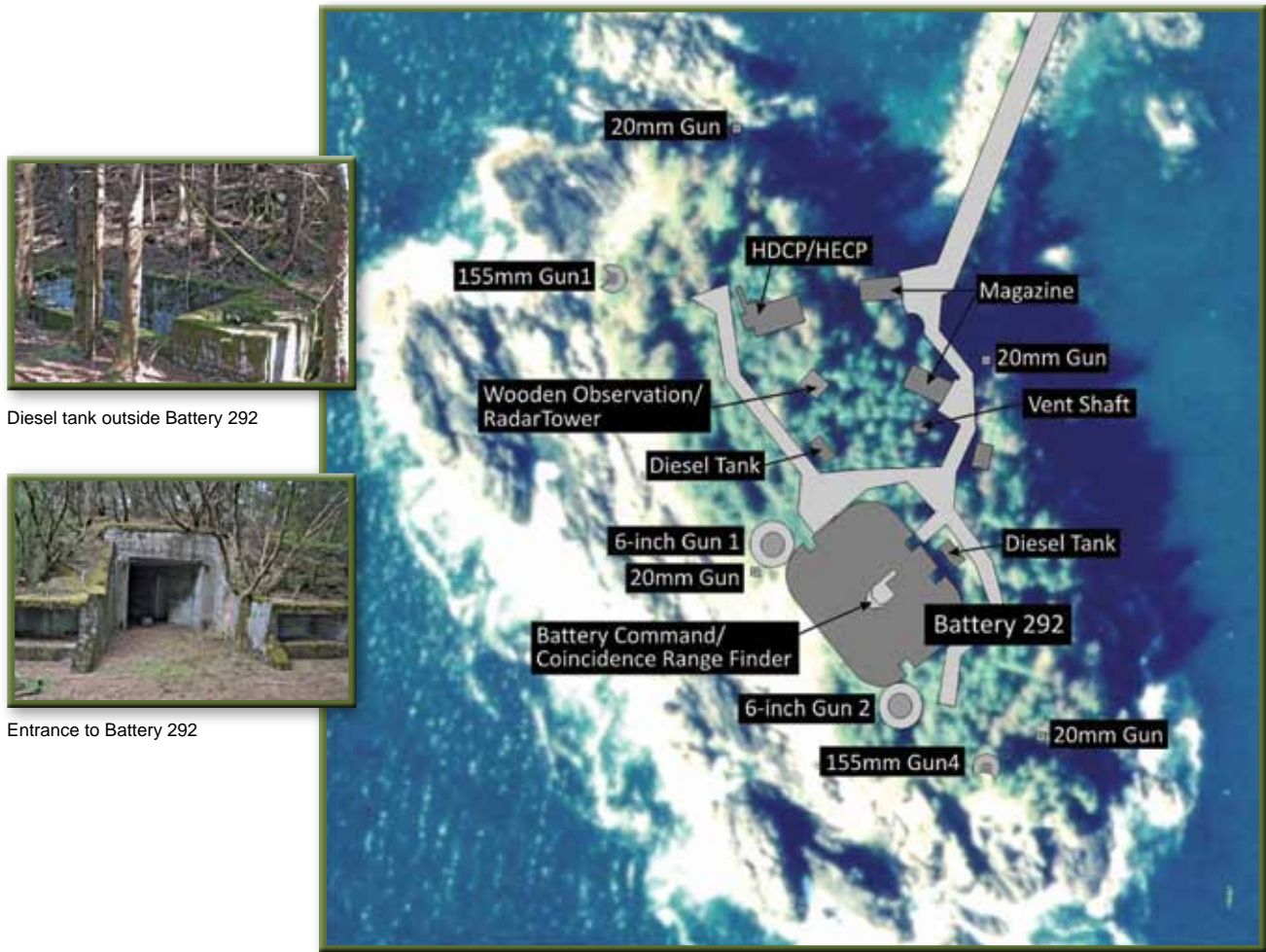


Figure 7. Makhnati Island, footprints of historic structures
Drawing is based on drawings from 1943 and site surveys. Locations are not exact.

TRAILS

Narrow walking trails that follow the original causeway road are present on Virublennoi, Gold, Sasedni, and Makhnati islands. The trails are not universally accessible. Most of the trails follow the original road alignment; however, some trails have been formed where the distance between historic sites/features is shortest.

CAMP SITES

Tent camping occurs in the park. Commonly used sites are located on the southwest end of Kirushkin Island, adjacent to the rocky beach, and on Makhnati Island near the southern 155mm gun position.

RECREATION

The park offers a variety of recreational activities in close proximity to Sitka, for both day use and overnight camping trips. The islands' rocky shoreline provides many interesting places for kayakers to paddle, explore the intertidal zone, and disembark to explore the park. While on the islands, many visitors enjoy photography and wildlife viewing. During the summer, park visitors also pick salmonberries, as well as a variety of different plants. Narrow walking trails provide guidance to historic features and it is possible for the able bodied to walk the causeway's entire length at low tide.

Only one kayak tour company, Sitka Sound Ocean Adventures, provides guided tours of the causeway islands. On the "Islands Paddle and Lost Fort Trek" tour, visitors spend one hour on a guided, exploratory walk in the park. The tour takes place on either Sasedni Island or Makhnati Island depending on the weather and tide.



Trail on Makhnati Island



Original causeway road



Campsite, Kirushkin Island



Kayaking around the causeway islands

INTERPRETATION

Interpretation related to Fort Rousseau is limited. The following paragraphs provide a summary of current personal and non-personal interpretation. **Personal interpretation** occurs when one person is interpreting to another, such as during a guided tour. **Non-personal interpretation** occurs when the person interpreting is replaced with another type of media, such as an interpretive display, audio tour, or self-guided brochure.

PERSONAL INTERPRETATION

SITKA SOUND OCEAN ADVENTURES

Sitka Sound Ocean Adventures is a Sitka-based kayak tour company that offers an “Islands Paddle and Lost Fort Trek” tour. On this 3.5-hour tour, visitors paddle to the causeway islands and explore the park on foot with their guide, who interprets the park’s historic features based on his or her own personal interests and knowledge of the resource. The tour is advertised on the company’s website (www.kayaksitka.com) and also on a display at Crescent Harbor when the cruise ships dock. Tours are scheduled from May through September.

SITKA HISTORICAL MUSEUM

Staff at the Sitka Historical Museum, located in Centennial Hall, provide visitors with information and stories about a variety of displays and artifacts, including Sitka’s Tlingit, Russian, and WWII history.

NON-PERSONAL INTERPRETATION

SITKA HISTORICAL MUSEUM

In addition to their WWII exhibit, which includes information on Fort Rousseau, the Sitka Historical Museum has an extensive collection of WWII era photos, documents, artifacts, and reports on the era and continues to receive similar donations. Serving the community year-round, the museum also distributes a walking tour map that guides visitors to Sitka’s National Historic Landmarks and other key attractions.



WWII exhibit at the Sitka Historical Museum

INFORMATION AND ORIENTATION

INFORMATION SIGNS (ON SITE)

There are a limited number of information signs in the park and no orientation or regulatory signs. The information signs are hand-painted and label a few of the historic structures (the signs were created for the park's dedication).



Hand-painted sign directing visitors to historic features on Gold Island

WEBSITES

SITKA'S WWII SITE

Sitka's WWII Site, www.sitkaww2.com, was created by local resident and teacher, Matt Hunter, who has spent years researching Sitka's WWII history and documenting Fort Rousseau's current conditions. The website provides an overview of the Sitka Naval Operating Base and the harbor defenses and is the most comprehensive website for information on the park's historic structures, and historical information and photographs.

SITKA MARITIME HERITAGE SOCIETY

The Sitka Maritime Heritage Society maintains a website that provides a brief overview of the fort's history (www.sitkamaritime.org). The society is also currently rehabilitating the Japonski Island Boathouse, located within the Sitka Naval Operating Base National Historic Landmark, to create a commemorative museum and working boathouse for the community. The boathouse would include an interpretive center and possibly a marine trailhead with a kayak rental facility. See the "Recommendations" section under "Partnerships" for more information.

TRAVEL GUIDES

There are a variety of travel publications that reference the fort as a hiking destination; however, accessibility and other planning tips are unavailable.

OPERATIONS AND STAFFING

With deference to staff schedules and weather, the park is currently patrolled semi-monthly or monthly for litter pickup and trespassing.

MAINTENANCE

Maintenance for the park is limited. During bi-monthly to monthly patrols, staff personnel will pack out garbage and survey the area for damage. There is no maintenance currently performed on the historic structures.



Hazard outside entrance to Battery 292, Makhnati Island

PARTNERSHIPS

The Sitka State Parks Citizens Advisory Board (SSPCAB) and Sitka Trail Works, Inc. are integral partners to the division in maintaining and fostering support for the park as a public recreation and cultural interpretation site. These groups were also responsible for garnering support for establishing the fort as a state historical park.

The “World War II Causeway” cultural interest trail project description in the “Sitka Trails Plan 2003” has served as a guide for Sitka Trail Works, Inc. in securing funding for projects. In 2006, the organization received a federal grant to begin development work on the causeway, including trail restoration and environmental assessments; a portion of that funding was used to develop this management plan.

Since the fort was dedicated a state historical park in 2008, the SSPCAB and Sitka Trail Works, Inc. have been heavily involved in Fort Rousseau’s preservation and project development.

Other partners include the City and Borough of Sitka, the Sitka Historical Society, and private citizens.

ENVIRONMENTAL CLEANUP

U.S. ARMY CORP OF ENGINEERS, CON/HTRW PROJECT, AND THE ALASKA DEPARTMENT OF ENVIRONMENTAL CONSERVATION

The “Project Closeout Report: Containerized Hazardous, Toxic, and Radioactive Waste (CON/HTRW)” prepared by the U.S. Army Corp of Engineers (USACE) in April 2009, describes USACE’s responsibility for cleaning former military activities sites:

“The Defense Environmental Restoration Program for Formerly Used Defense Sites (DERP-FUDS) authorizes the cleanup of contamination resulting from past military activities at sites no longer owned by the Department of Defense (DOD). A containerized hazardous and toxic waste (CON/HTRW) project (F10AK035003) was authorized at Fort Rousseau located near Sitka, Alaska on 31 March 1993.

The Fort Rousseau CON/HTRW project (F10AK035003) is being recommended for closure based on previous site investigations conducted between 1985 and 1995. The United States Army Corps of Engineers (USACE) is an agent for the Department of Defense (DOD) and has been assigned the responsibility of coordinating activities at DERP-FUDS sites. This project closeout report is issued by the USACE Alaska District, the lead agency for Fort Rousseau.”⁴

The report describes site visits taken by, or under contract by, the USACE in 1985, 1992, and 1995, and also describes the phase I and II environmental assessments contracted to Carson Dorn, Inc. by Sitka Trail Works, Inc. The report concluded the following:

1. since DERP-FUDS CON/HTRW projects are primarily concerned with clean up of aboveground and underground storage tanks and other containerized hazardous waste and since the investigations between 1985 and 1995 established that the fuel tanks associated with underground concrete vaults were either removed or never installed and no evidence of other containerized hazardous or toxic waste were observed at Fort Rousseau, the report concluded that no further action is warranted under the DERP-FUDS CON/HTRW project; and
2. the project was recommended for closure based on the investigations between 1985 and 2006.

The report recommended, however, that since the 2006 Carson Dorn, Inc. Phase I Environmental Assessment did identify potentially contaminated soils on Makhnati, Virublennoi, Kirushkin, and Sasedni islands that may be affected by damaged batteries or other hazardous waste, that USACE would revise the Fort Rousseau Inventory Project Report (INPR) to add a hazardous, toxic, and radioactive (HTRW) project under DERP-FUDS to address those concerns.⁵

4. U.S. Army Corp of Engineers, Alaska District, “Containerized Hazardous, Toxic, & Radioactive Waste (CON/HTRW) Project #F10AK035003, Fort Rousseau, Sitka, Alaska,” 3.

5. U.S. Army Corp of Engineers, Alaska District, “Containerized Hazardous, Toxic, & Radioactive Waste (CON/HTRW) Project #F10AK035003, Fort Rousseau, Sitka, Alaska,” 4-6.

The project closeout report was signed by the State Department of Environmental Conservation (DEC), Department of Defense Environmental Program Manager in September of 2009. According to the DEC Contaminated Sites Database, all environmental work conducted at the fort after this date will be conducted under a new HTRW project.⁶

A revised INPR to add a new HTRW project was drafted and signed in July 2009. The INPR proposes that the USACE “further investigate the site for soil contamination as a result of former DOD activities. If contaminated soil above the cleanup level is discovered, a remedial action may be necessary. The project also includes a removal action to address various hazardous wastes such as lead-acid or other batteries.”⁷

On June 29, 2010, the USACE conducted a site visit as part of a FUDS site inspection. The purpose of the visit was to visually inspect the site to determine and document the general types of waste present and eligibility for potential cleanup under the DERP. The site inspection report, completed in September of 2010, concluded that the “USACE recommends performing remedial investigation/feasibility study (RI/FS) to adequately characterize the site for the purpose of developing and evaluating effective remedial alternatives...The primary objective of the FS should be to ensure appropriate remedial alternatives are developed and evaluated and an appropriate remedy selected.”⁸

For those issues not considered eligible under the new HTRW project, the DEC has a Memorandum of Agreement with the Department of Natural Resources (DNR) that allows the DEC to secure funds to clean up DNR sites.⁹

SITKA TRAIL WORKS, INC. /CARSON DORN, INC. ENVIRONMENTAL ASSESSMENTS

PHASE I ENVIRONMENTAL ASSESSMENT

In June 2006, Carson Dorn, Inc., under contract with Sitka Trail Works, Inc., conducted a site inspection at Fort Rousseau as the first part of a two-phase environmental assessment; only Makhnati, Kirushkin, Sasedni, Gold, and Virublennoi islands were inspected.¹⁰

The group identified the following potential contamination issues and recommendations:

Potential Contamination Issues

1. Lead batteries and associated soil located outside Ammunition Magazine #1 on Makhnati
2. Additional lead batteries located inside the same magazine
3. Potential zinc and mercury contamination from batteries on Virublennoi
4. Other lead acid batteries on Virublennoi reported by others, but not Carson Dorn, Inc.
5. Beach dump site on Virublennoi
6. Area of potentially distressed vegetation on Sasedni¹¹
7. Possible petroleum contamination from historic vehicle and equipment maintenance activities on Sasedni

6. State of Alaska, Department of Environmental Conservation, “Cleanup Chronology Report for Fort Rousseau FUDS,” Contaminated Sites Database.

7. U.S. Army Corp of Engineers, “Project Summary Sheet: Defense Environmental Restoration Program—Formally Used Defense Sites (DERP-FUDS), Revised Inventory Project Report (INPR),” 17.

8. U.S. Army Corp of Engineers, “Site Inspection Report: Fort Rousseau, Site Inspection, Sitka, AK, FUDS Project No. F10AK0350-04,” 7-8.

9. Anne Marie Palmieri (AKDEC), phone conversation with Kathlene Rowell (AKDNR), January 6, 2010.

10. Carson Dorn, Inc., *Phase I Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 10.

11. The Phase II Environmental Assessment refers to a distressed vegetation area on Kirushkin Island, but not on Sasedni; it appears that the area of distressed vegetation is on Kirushkin Island, as described on page 11 of the phase II assessment, but is mislabeled in the phase I assessment and on page 5 of the phase II assessment.

8. Asbestos containing materials tested on Makhnati, Virublennoi, and Gold islands
9. Lead cable (both submerged and in upland areas) throughout the causeway
10. Metal and potentially other debris documented by underwater camera surveys performed by Sitka Tribe of Alaska¹²

Recommendations

1. Sample and clean up soil and batteries located on Makhnati
2. Clean up air-polarized batteries and plates identified on Virublennoi; sample soil after debris is removed
3. Sample motor pool area on Sasedni to check for contamination from vehicle and equipment maintenance; excavate soil to expose the subsurface and/or sample the surface to verify whether contamination is present at the distressed vegetation area on Sasedni¹³
4. Remove and dispose of lead cable
5. Clean up, abate, and dispose of loose asbestos containing materials; identify, with signage, structures that contain asbestos materials¹⁴

PHASE II ENVIRONMENTAL ASSESSMENT

Carson Dorn, Inc. performed a Phase II Environmental Assessment in August of 2009 to test soils and quantify potential contamination issues that were identified in the Phase I Environmental Assessment. As during the phase I assessment, phase II samples were limited to Makhnati, Kirushkin, Sasedni, Gold, and Virublennoi islands.¹⁵ All specific issues of concern identified in the phase I assessment were tested during phase II. The phase II assessment recommends creating a cleanup action plan to address the following contamination issues:

MAKHNATI ISLAND

- Ammunition Magazine #1: ADEC Method Two Soil Cleanup Levels for lead, arsenic, and chromium were exceeded at the broken lead-acid battery site outside the magazine; ADEC Method Two Soil Cleanup Level for diesel range organics (DRO) was exceeded near the ventilation duct at the front of the magazine

VIRUBLENNOI ISLAND

- Beach Dump: ADEC Method Two Soil Cleanup Levels for lead, mercury, cadmium, barium, arsenic, chromium, and polycyclic aromatic hydrocarbons (PAH) were exceeded at the broken air-polarized batteries site

SASEDNI ISLAND

- Crushed Metal Drum: ADEC Method Two Soil Cleanup Level for DRO was exceeded
- Motor Pool Area: ADEC Method Two Soil Cleanup Levels for arsenic and chromium were exceeded
- Lead Cable: ADEC Method Two Soil Cleanup Level for arsenic was exceeded

KIRUSHKIN ISLAND

- Disturbed Vegetation Area: ADEC Method Two Soil Cleanup Levels for arsenic and chromium were exceeded¹⁶

Sitka Trail Works, Inc. has signed a Letter of Agreement with Carson Dorn, Inc. for preparation of a Cleanup Action Plan (CAP). The CAP will be prepared after the USACE Site Inspection Report is published.

12. Carson Dorn, Inc., *Phase I Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 16-17.

13. See note 9.

14. Carson Dorn, Inc., *Phase I Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 17-18.

15. Carson Dorn, Inc., *Phase II Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 5-6.

16. Carson Dorn, Inc., *Phase II Environmental Assessment: Sitka World War II Causeway, Sitka, AK*, 16-18.



Installing 6-inch guns, Makhnati Island
Photo courtesy of the Sitka Historical Society and Museum



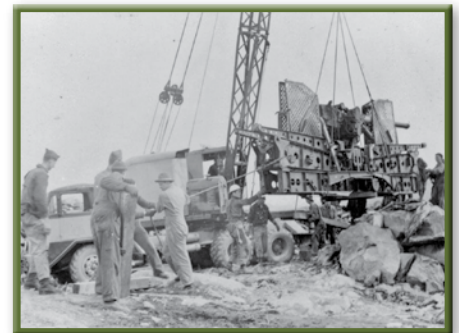
6-inch gun shield, Makhnati Island
Photo courtesy of the Sitka Historical Society and Museum



Installing 6-inch gun, Makhnati Island
Photo courtesy of the Sitka Historical Society and Museum



Troops on Sasedni Island
Photo courtesy of the Sitka Historical Society and Museum



Placing 3-inch gun, Sasedni Island
Photo courtesy of the Sitka Historical Society and Museum



Makhnati Island

RECOMMENDATIONS

The following section provides recommendations for addressing concerns and issues presented in the “Existing Conditions and Issues” section and for enhancing park conditions and the visitor experience.

LAND OWNERSHIP

The Division of Parks and Outdoor Recreation will work with the Department of Transportation and Public Facilities to transfer ownership of the causeway islands to the Department of Natural Resources. The division will also continue to work with the Bureau of Land Management and the Sitka Tribe of Alaska regarding management and use of the causeway itself and the surrounding intertidal area.

ACCESS

MARINE ACCESS

The division recommends enhancing marine access to the park by constructing one dock that will serve as the primary access point. Undeveloped landing areas in locations throughout the park could be identified for kayakers and small craft operators to supplement access provided by the dock; undeveloped landing areas would not be universally accessible. Mooring buoys are also an option, but will require funding specifically allocated for maintenance and operation.



Small boat anchored off Makhnati Island

It is recommended that the dock be built in Whiting Harbor; the exact location and design for the dock has not been determined. Choosing the location, design, and materials will be dependent on funding and further inspection of the area by engineers and park managers. Unless title to the filled submerged lands are transferred to the state prior to construction, the Bureau of Land Management would need to be consulted during this process.

LAND-USE DESIGNATIONS

“The Alaska State Park System: Statewide Framework” identifies four zones for the management of land and resources within state park units: recreational, natural, wilderness, and cultural. These zones are developed during the park management planning process and provide specific direction for development and allowed activities within the park unit.¹

1. State of Alaska, Department of Natural Resources, Division of Parks, *Alaska State Park System: Statewide Framework*, 16.

The “Cultural Zone” designation has been applied to all the lands within the Fort Rousseau Causeway SHP. Cultural zones are established to preserve, investigate, document, and interpret historic, cultural, archaeological, or anthropological resources within the park. The statewide framework for cultural zones in state historical parks does allow for development, which is generally associated with the necessities of public access, safety, and interpretation. Paved trails, interpretive centers, and toilets are examples of such allowable development. Recreational facilities, such as picnic sites, picnic shelters, camp sites, and public-use cabins will be separated from the sites of cultural resources by sufficient buffers.²

The following table provides guidelines for activities and developments within the cultural zone at Fort Rousseau.³

ACTIVITY/FACILITY	CULTURAL
RESOURCE MANAGEMENT³	
<u>Ecological Monitoring.</u> Activities or studies that address how fish and wildlife and their habitats are changing, due to either natural or human causes	Will be practiced as a part of normal park operations in cooperation with ADF&G and other appropriate agencies
<u>Fish and Wildlife Inventories.</u> Using acceptable inventory techniques to obtain information on species distribution, harvests, abundance, habitats, and population dynamics to meet park management objectives	Compatible
<u>Pest and Disease Control.</u> The use of poisons or chemicals to control or eradicate insect, pests, and/or diseases to indigenous animals, plants, or forests	Compatible only to control species not indigenous to the area—requires the director’s authorization
<u>Predator Control.</u> Relocation or removal of predators to favor other wildlife species or populations, and the protection of re-introduced species	Only if recommended by ADF&G to sustain an endangered species
<u>Research, Monitoring, and Management Studies.</u> Collection of data necessary for park management decisions or to further science. Priority will be given to studies that contribute to the use and management of native fish and wildlife populations and their habitats. Studies may be conducted by the division or by other researchers under division permit.	Will be encouraged when in accord with established principles and when consistent with the purposes of the park
<u>Tree Felling and/or Timber Sales.</u> Actions taken to eradicate pests, remove fire or falling hazards adjacent to developed areas, or to improve views from developed pullouts	Compatible as managed by DPOR
<u>Wildlife Habitat Manipulation.</u> Modification of habitat to increase target wildlife populations—includes both enhancement and restoration activities, such as prescribed burning and mechanical manipulation	Only if recommended by ADF&G to sustain an endangered species
<u>Wildlife Introduction.</u> Introduction of non-indigenous or exotic species	Only if recommended by ADF&G to sustain an endangered species
<u>Wildlife Stocking.</u> Used to re-establish native species within their original breeding range	Compatible as managed by ADF&G in consultation with DPOR

2. State of Alaska, Department of Natural Resources, Division of Parks, *Alaska State Park System: Statewide Framework*, 20.

3. These are general guidelines. In the case of conflict between these guidelines and the specific recommendations in this plan, the specific recommendations will prevail.

4. Guidelines on fish and wildlife management are advisory only, and the division recognizes the authority of the Board of Fisheries, Board of Game, and the Department of Fish and Game to regulate fish and wildlife management.

PUBLIC USES	
<u>Berry Picking.</u> For personal consumption, but not for sale or distribution	Compatible
<u>Bicycles</u>	Not compatible
<u>Campfires</u>	Compatible only in fire rings provided by DPOR (11 AAC 12.180 Fires)
<u>Camping</u>	Compatible only in designated areas developed and maintained by DPOR or approved by DPOR (11 AAC 12.230 Camping and Boating)
<u>Land-Based Motorized Vehicles – ATVs.</u> Does not include automobiles	Not compatible other than authorized use associated with park maintenance, construction, or facility enhancement projects
<u>Motorized Equipment.</u> Includes all internal combustion equipment (i.e. chainsaws and generators)	Not compatible other than authorized use associated with park maintenance, construction, or facility enhancement projects
FACILITIES	
<u>Boat Landing Sites.</u> Designated access sites where boats can access the park and be anchored. Sites may vary from simple clearings to permanent ramps and docks.	Compatible as developed and maintained by DPOR or approved by DPOR
<u>Foot Trails.</u> Designated, maintained trails that are restricted to foot traffic	Compatible as developed and maintained by DPOR or approved by DPOR
<u>Improved Campsites.</u> Permanent site clearings that may include tent platforms, hardened campsites, fire pits, and sanitary facilities	Compatible as developed and maintained by DPOR or approved by DPOR
<u>Memorials.</u> The construction or erection of any type of permanent memorial, such as a plaque or monument	Conditionally compatible if it meets the requirements outlined in the division's Management Guideline #60300- Memorials in Parks: Special Use Permit Application Guidelines
<u>Public-Use Cabins and Shelters.</u> Small, permanent structures available for overnight used by the general public on a reservation basis	Compatible as developed and maintained by DPOR or approved by DPOR
<u>Visitor Information Facilities.</u> Structures where the public can learn about and obtain information on the park, its resources, recreation opportunities, and park regulations	Compatible as developed and maintained by DPOR or approved by DPOR
COMMERCIAL USES	
<u>Guiding.</u> Licensed tour operators or other commercial operators who use the park lands and waters, and charge for their services	Compatible only by permit or concession contract issued by DPOR

PRESERVATION ZONES

Preservation zones further assist park managers, staff, design professionals, and the community by providing guidance when making decisions and recommendations related to historic preservation and interpretation within the park. Preservation zones overlay land-use designations, but do not change land-use designations. Each preservation zone has a unique objective, which is used to guide decisions in that zone. The division's Office of History and Archaeology is developing preservation zones and a preservation plan for the park.

FACILITIES AND INFRASTRUCTURE

HISTORIC STRUCTURES

The following recommendations address how the division would like to use historic structures to enhance the visitor experience. Leaving some structures in their natural state will preserve the sense of adventure and discovery cherished by many local residents. It is recommended, however, that trash and debris (non-historic) be removed from all the park's historic structures.

An architectural historian should be consulted during the planning and implementation phases to ensure appropriate historic preservation techniques are used.

VIRUBLENNOI ISLAND

Structure	Proposal	Management Objective/Justification
Ammunition magazine #1	Remove trash and debris from entrance and interior; repair the door so it can be secured in the open position during summer and locked in the off-season; remove graffiti; manage vegetation; address water penetration; secure with standard methods	To enhance the visitor experience and to preserve the historic structure for the future
Crane	Manage vegetation; secure with standard methods	To enhance the visitor experience and to preserve the historic structure for the future

GOLD ISLAND

Structure	Proposal	Management Objective/Justification
Wooden fuse house	Conduct a feasibility study to identify appropriate preservation techniques	The wooden fuse house is greatly deteriorated and contains asbestos. The building is currently fenced off. A feasibility study would enable park managers and architectural historians to recommend whether the building could be preserved, or if it should be taken down and possibly replaced with a replica.
Two-story bunker	Remove trash and debris; remove graffiti; replace ladder; manage vegetation; secure with standard methods	To enhance the visitor experience and to preserve the historic structure for the future

SASEDNI ISLAND

Structure	Proposal	Management Objective/Justification
Three-inch anti-aircraft gun position	Manage vegetation; clean for visitor use; secure with standard methods	To enhance the visitor experience and to preserve the historic structure for the future; clearing one of the three-inch anti-aircraft positions will enable visitors to explore the position, while leaving the other three for discovery
Meteorological station	Manage vegetation; clean for visitor use; secure with standard methods	To enhance the visitor experience and to preserve the historic structure for the future; easily accessible from the landing area at Whiting Harbor, the meteorological station presents an excellent opportunity for visitors to explore

MAKHNATI ISLAND

Structure	Proposal	Management Objective/Justification
Ammunition magazine	Remove trash and debris from magazine's entrance and interior; repair the door so it can be secured in the open position during summer and locked in the off-season; remove graffiti; manage vegetation; address water penetration; secure with standard methods	To enhance the visitor experience and to preserve the historic structure for the future
Battery 292, including six-inch gun emplacements	Manage vegetation; secure with standard methods	To enhance the visitor experience and to preserve the historic structure for the future
HDCP/HECP building	Manage vegetation; secure with standard methods	To enhance the visitor experience and to preserve the historic structure for the future
155mm gun emplacements	Manage vegetation	To enhance the visitor experience
Wooden observation tower	Conduct a feasibility study to identify appropriate preservation techniques, feasibility, and need	A replica of the wooden observation tower could be constructed. The feasibility study would enable park managers and architectural historians to recommend whether a replica would be appropriate for this location.



Meteorological station entrance, Sasedni Island



Right: Ladder inside the two-story bunker, Gold Island

TRAILS

It is recommended that the causeway be rehabilitated to connect Virublennoi and Gold islands to Sasedni Island, and eventually from Sasedni Island to Makhnati Island. The causeway does not necessarily need to look as it did in the 1940s, but the breaches in the causeway need to be repaired so it is passable and meets accessibility guidelines. Further study is needed to determine whether the breached portions of the causeway should be bridged or repaired using fill. It is possible that the causeway itself will need to be repaired to 10 feet in width, but those figures will remain undetermined until funding is available for further study. Unless title to the filled submerged lands is transferred to the state prior to construction, the Bureau of Land Management will need to be consulted during this process.

Trails on the islands themselves should be a maximum width of eight feet, closely resemble the original road, and lead visitors to historic structures and recreational areas. The specific trail recommendations are described below.

SASEDNI ISLAND TO GOLD AND VIRUBLENNOI ISLANDS

Trail	Proposal	Management Objective/Justification
Sasedni to Gold and Virublennoi Island Trail	This maximum eight-foot-wide, hard-packed accessible trail would lead southeast from Sasedni Island to Gold and Virublennoi islands (sections of the causeway may need to be repaired to 10 feet wide). An improved trail system would follow the causeway and historical road alignment and lead visitors to the wooden fuse house and two-story bunker on Gold Island, and then continue to ammunition magazine #1 and the crane on Virublennoi Island.	To improve accessibility in the park and access to historic features.

SASEDNI ISLAND

Trail	Proposal	Management Objective/Justification
Main Sasedni Island Trail	From the south end of Sasedni Island, a maximum eight-foot-wide, hard-packed accessible trail with small pullouts would follow the historical road alignment north to historic features, a central interpretive hub, and the day-use area. Trails and infrastructure on Sasedni Island will be accessible to the greatest extent possible.	To improve accessibility in the park and access to historic features.
Secondary Sasedni Island Trail	A secondary accessible trail—with trailside interpretation—would loop around the northern tip of the island and connect to the day-use area; it remains undetermined if this loop trail will be four feet or eight feet wide.	To improve accessibility in the park and access to historic features.

SASEDNI ISLAND TO MAKHNATI ISLAND

Trail	Proposal	Management Objective/Justification
Causeway Trail from Sasedni Island to Makhnati Island	The causeway between Sasedni and Kirushkin islands and between Kirushkin, Mogilnoi, and Makhnati islands contains major breaches and is at times impassable. When funding allows, it is recommended that the islands be connected via a trail from the recreational area on Sasedni Island to the historic features on Makhnati Island. Further consideration needs to be given toward cost, maintenance, and feasibility before deciding if this trail will be made fully accessible or whether the breached portions of the causeway should be bridged or repaired using fill.	To improve accessibility in the park and access to historic features.

MAKHNATI ISLAND

Trail	Proposal	Management Objective/Justification
Makhnati Island Trail	The historic features on Makhnati Island provide a unique interpretive and exploratory opportunity. It is recommended that the trail system on the island be improved and made, in part, universally accessible. The minimum four-foot-wide trail would follow the historical road alignment and lead visitors to key historic features and interpretive opportunities, including ammunition magazines, Battery 292, the HDCP/HECP, and two 155mm gun emplacements.	To improve accessibility in the park and access to historic features.



Breach in the causeway



Trail from Sasedni Island to Gold Island



OTHER FACILITIES/INFRASTRUCTURE

All new facilities should complement the historical characteristics of the site; new facilities should not be designed to copy historic features, as they may be mistaken as such. Exact locations and designs for projects will be decided during a separate site planning process (see the “Implementation” section for details).

DAY-USE AREA—SASEDNI ISLAND

A day-use area, complete with at least one covered shelter, picnic sites, and one toilet is recommended for Sasedni Island. The proposed location would be on the west side of the island—the exact location is to be determined. The day-use area would be accessed via the accessible trail system and would also provide access to the central interpretive hub. The site would provide opportunities for scenic views of Sitka Sound. Existing foundations from the motor pool area could be used as pads for the covered shelter(s) to limit impact on the natural environment; further research would need to be conducted in order to determine appropriate materials for construction. An architectural historian should be consulted during the design stage.

The location and type of toilet is dependent on the overall site plan and an engineer’s and architectural historian’s recommendations.

Use patterns will determine if shelters are managed on a first-come, first-served basis or by reservation. A staff or volunteer presence would be needed in the park to enforce a reservation system for shelters. Picnic sites will be managed on a first-come, first-served basis.

Structure	Proposal	Management Objective/Justification
Covered picnic shelter(s)	Construct one or two covered picnic shelters, each equipped with tables and one fire ring or barbeque grill	Provide a recreational demand opportunity that currently does not exist. The shelter(s) could be reserved for large parties or used on a first-come, first-served basis, and would provide relief from the sun and inclement weather.
Picnic sites	Establish designated picnic sites, each equipped with one table and a fire ring or barbeque grill	Provide a recreational demand opportunity that currently does not exist. Established sites will decrease the impact to other areas in the park.
Toilet	Construct one toilet near day-use area	Health and safety considerations



View south from proposed day-use area, Sasedni Island



View north from proposed day-use area, Sasedni Island

CENTRAL INTERPRETIVE SHELTER—SASEDNI ISLAND

The central interpretive shelter, located on Sasedni Island, would present—through static interpretive exhibits—the main interpretive theme for the park and explain the park’s historical significance. The recommended facility would be a covered shelter with an estimated five interpretive displays. For themes and display specifics, see the “Interpretation” recommendations in this section and Appendix B. The size, materials, and exact location are yet to be determined. Existing foundations from the motor pool area or other structures should be considered for the interpretive shelter foundation.”

Structure	Proposal	Management Objective/Justification
Interpretive shelter	Construct a covered shelter near the day-use area to house interpretive exhibits	Provide a covered, accessible space where visitors can be introduced, through sequential interpretive exhibits, to the historical context of the park.

ON-SITE CARETAKER FACILITY

The facility would provide housing for a volunteer or an employee and also storage space for maintenance equipment. The on-site caretaker would help to deter vandalism and provide visitors the opportunity for personal connections. The on-site caretaker would survey the facilities, trails, on-site interpretation, and historic features year-round to ensure maintenance, preservation, and safety measures are being met. The location and the type of facility are to be determined; it is possible that an existing historic structure could be adapted for this use. A low-cost system for heat and power would be established during the design stage. Alternative energy sources will be researched.

The on-site caretaker facility would ideally be located in a peripheral area, such as on Reshimosti Island or Nevski Island, or on Sasedni Island in a location that is not visible from the day-use area.

Structure	Proposal	Management Objective/Justification
Caretaker facility	Construct a permanent caretaker facility that can be used year-round if needed with heat and electricity. The structure should be historically appropriate to the area.	For security reasons, the location should be central with a commanding view of the area. The caretaker facility will enable a volunteer or staff member to be on-site during the peak visitor season to deter vandalism, maintain the site, and provide visitors opportunities for personal connections. Once improvements are made in the park, including but not limited to trails, environmental cleanup, historic preservation, and interpretation, an increased management presence is important. Development of a caretaker facility depends a great deal on funding and visitor use patterns.
Toilet	If the caretaker facility is not located in proximity to the day-use area, construct one toilet near the caretaker facility.	Health and safety considerations

DESIGNATED CAMPING SITES AND PUBLIC USE CABINS

Designated camping sites and public-use cabins are recommended to limit impact on the natural environment and to deter park visitors from camping in other areas. These areas should allow for privacy and be located where they cannot be viewed from the day-use area, interpretive trail, etc. It is recommended that the existing camping area on the southwest end of Kirushkin Island be improved to include hardened tent sites and fire rings. The camping area is adjacent to the rocky beach, provides excellent views of Signal Island and the causeway, and has nice tree cover. An architectural historian would need to be consulted prior to enhancing these sites to ensure the historic features are not negatively impacted.

Once a camp site is hardened, a latrine will also be added. Camp sites will be managed on a first-come, first-served basis.

The number and locations for public-use cabins are undetermined at this time. User demand, resources, and public support will determine when and if public-use cabins are added to the park unit. Public-use cabins would be managed by a reservation system.

Structure	Proposal	Management Objective/Justification
Camp site – Kirushkin Island	Establish a designated tent camping area by hardening existing tent sites and adding a fire ring or barbeque grill. Install a latrine. Manage vegetation to enhance view	Enhance recreational opportunities by establishing designated locations for tent camping. Decrease impacts throughout the park from unmanaged camp sites
Public-Use cabins	Determine appropriate locations and build public-use cabins if demand and resources allow (number undetermined)	Enhance recreational opportunities and decrease impacts throughout the park from unmanaged camp sites

Figures 8a—8d present concepts for how recommended trails, facilities, and interpretive displays may be placed in the park. The figures represent concepts, not site designs.

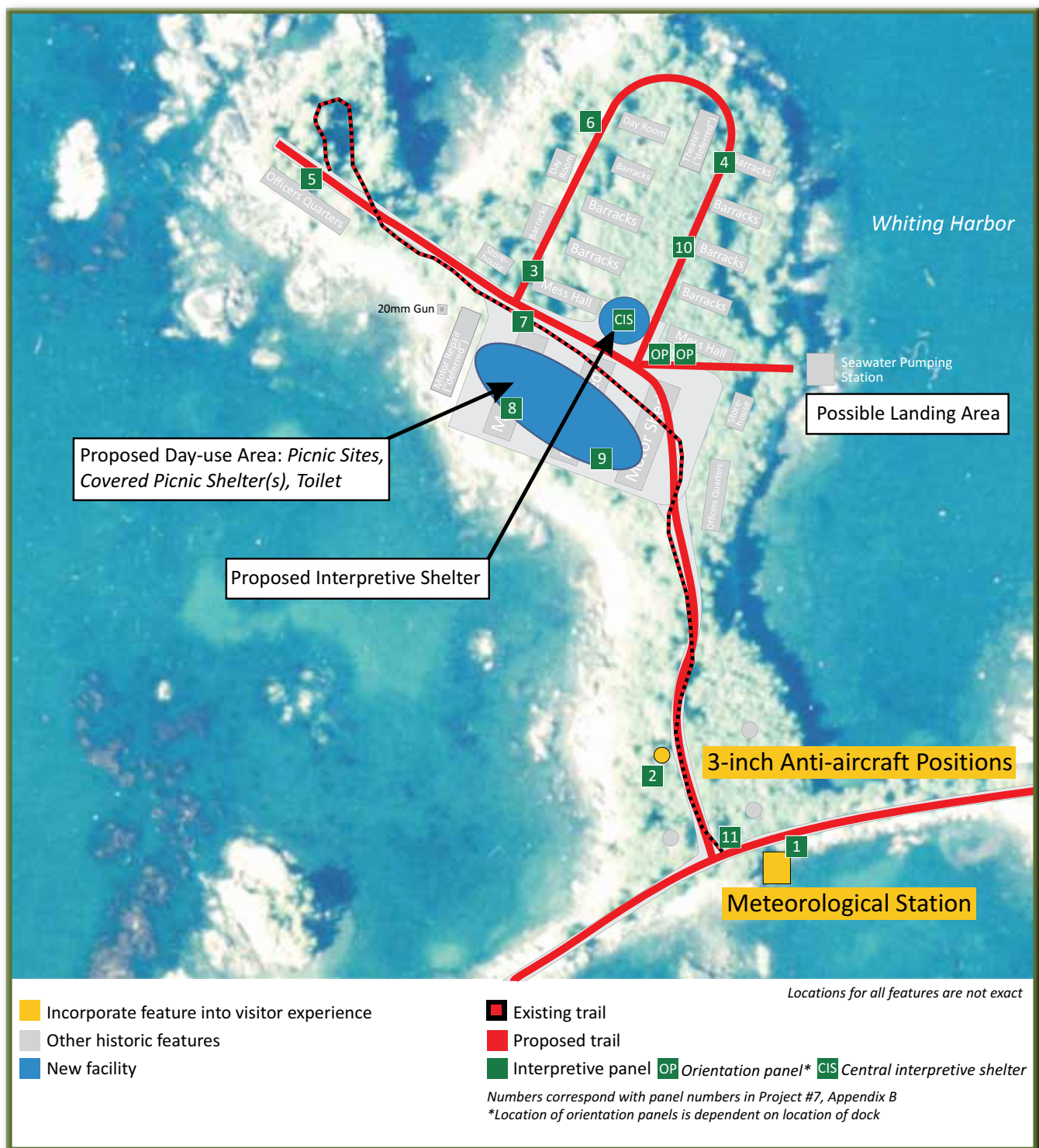


Figure 8a. Site concept—Sasedni Island

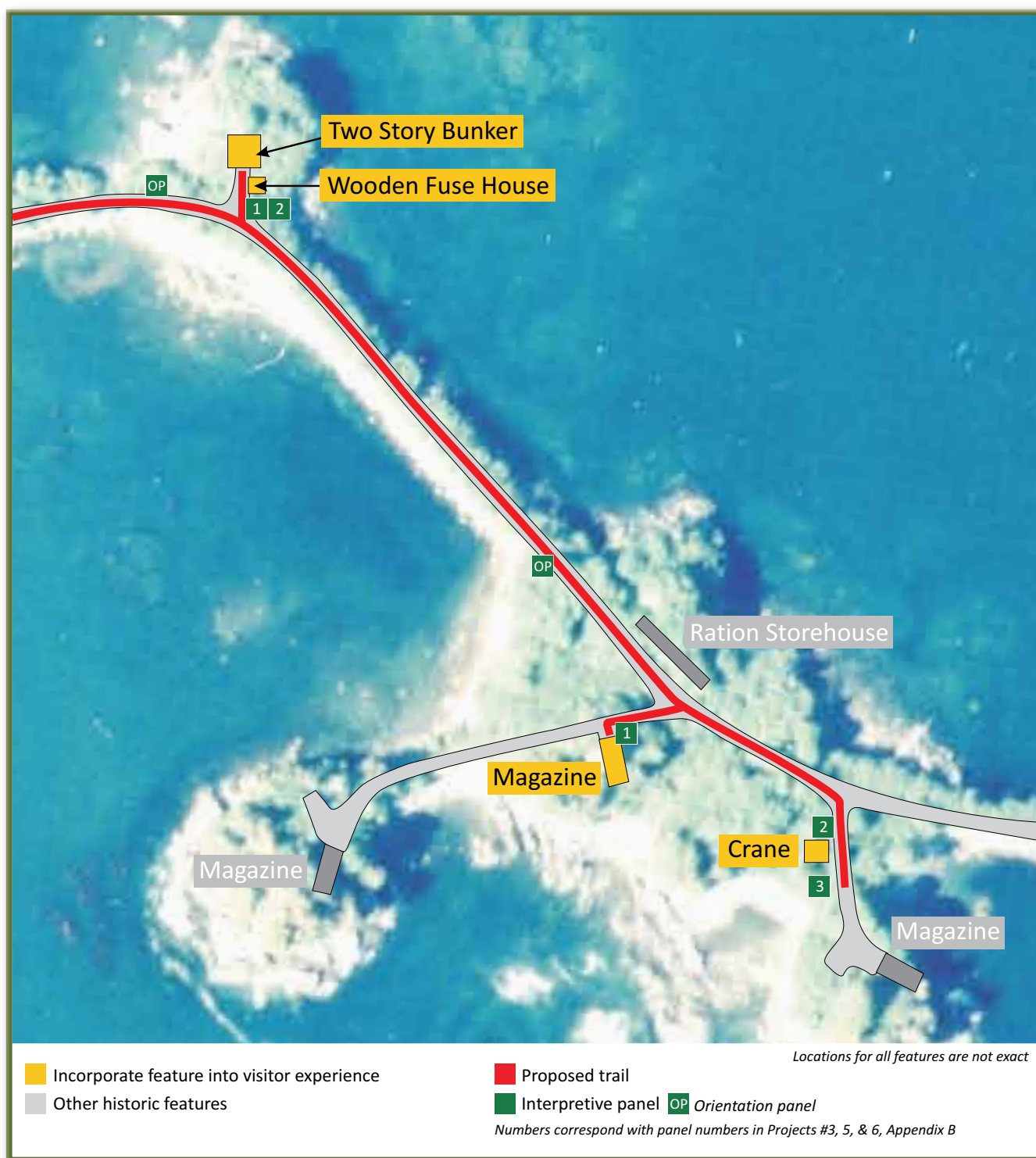


Figure 8b. Site concept—Gold Island and Virublennoi Island



Figure 8c. Site concept—Kirushkin Island

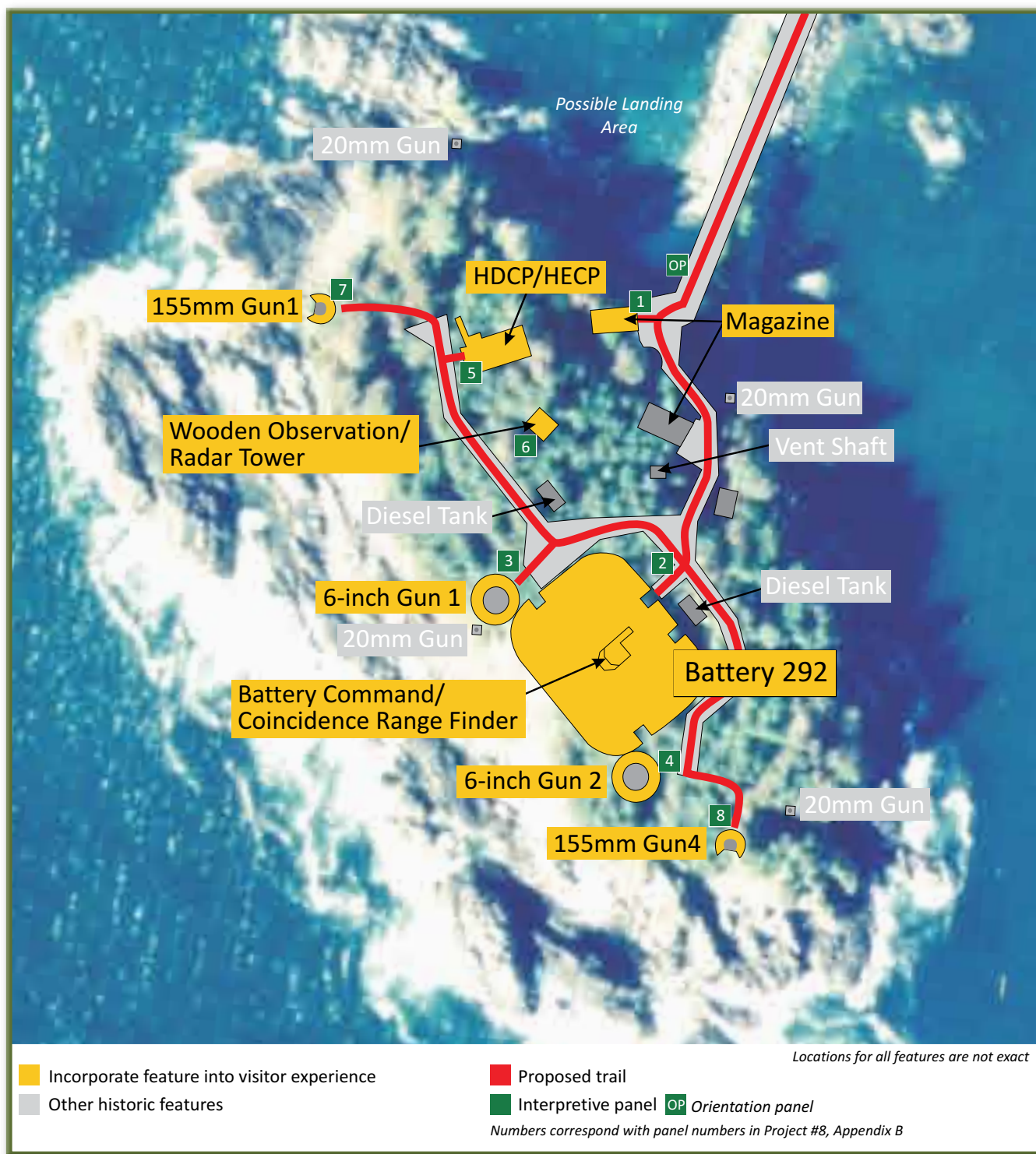


Figure 8d. Site concept—Makhnati Island

VISITOR CENTER FACILITY

If community and agency support and funding allow, a visitor center facility could be built to replace the central interpretive hub and on-site caretaker facility. The building would act as a shared indoor exhibit space and on-site caretaker residence. Before implementation of such a facility, the division would show: (1) the need for this type of facility; (2) the community support for this facility; (3) the division's support for this facility; and (4) a plan detailing how ongoing maintenance and operation of the facility would be funded. It is possible that an existing historic structure could be adapted for this use.

RECREATION

RECREATIONAL USERS

Recreation at the park will be enhanced by providing improved marine access to the site, well-signed, accessible trails, and designated day-use and camping areas. Users will be able to participate in activities they have been enjoying on and around the park, including kayaking, beachcombing, hiking, wildlife viewing, and exploring. The primary recreational area will be Sasedni Island and will be designed to complement the park's historic features. The term "recreational" here should not be confused with the "recreational" land-use designation. They are not synonymous.



Hiking on the causeway

COMMERCIAL OPERATORS

Commercial operators interested in ferrying visitors to and from the park or leading guided tours will be an important component in building and fostering visitation. Commercial operators can also play a critical role in delivering interpretive messages and helping the park meet its goals and objectives.

Commercial operators wishing to use the park will need to acquire the necessary permits; there will not be a separate commercial operating zone. Commercial operators will also be required to undergo training by division staff or volunteers prior to leading tours in the park. The type and extent of the training program will be influenced by available staffing and volunteer coordinators. Implementing the "Program Outlines" recommendation proposed in the "Interpretation" section would provide trainers with excellent material to share with operators.

INTERPRETATION

Interpretation is meant to enhance a visitor's experience by revealing what makes the site and/or resource significant and, in effect, is a valuable management tool. Fort Rousseau interpretation will not only tell visitors what is interesting about the site but also aim to convince them of its value, encourage preservation, and instill a sense of community ownership in the park.

The following section outlines interpretive themes and recommendations for personal and non-personal interpretation.

INTERPRETIVE THEMES

Themes are the primary messages visitors should understand about an interpretive site or presentation. Themes bring a sense of continuity to a site and assist planners when organizing the content for interpretive products. Each interpretive product should support the primary interpretive theme and one of the subthemes listed below.

PRIMARY INTERPRETIVE THEME:

Fort Rousseau played an important role in the WWII defense structure in Alaska; the fort and other local WWII installations changed the face of Sitka and still affect Sitkans today.

SUBTHEMES:

1. **The causeway islands are a cultural and traditional use area for the Tlingit people.**
2. **The islands' names are linked to Sitka's Russian period.**
3. **Increasing tensions between the U.S. and Japan prompted the U.S. to fortify its west coast during the late 1930s.**
 - Alaska, Hawaii, and the Panama Canal formed a triangle of U.S. defense in the Pacific.
 - Three naval air bases were constructed in Alaska starting in 1937; the Sitka Naval Air Station (renamed the Sitka Naval Operating Base) was completed in 1939.
 - The Japanese invasion of Attu and Kiska islands in 1942 marked the first time U.S. soil had been occupied by a foreign entity since the War of 1812.



Base ring of a six-inch gun emplacement, Battery 292, Makhnati Island, early 1940s. Notice the man standing in the bottom of the emplacement
Photo courtesy of the Sitka Historical Society and Museum



Six-inch gun emplacement, Battery 292, Makhnati Island, 2009

4. **The Sitka Naval Operating Base, located on Japonski Island, brought thousands of enlisted personnel to Sitka. Fort Rousseau, including the causeway islands, became the headquarters for U.S. Army harbor defense and, along with gun emplacements on Biorka Island and Shoals Point, fortified Sitka Sound.**
- The Sitka Naval Operating Base was located on Japonski Island and in December 1941, was the only established military base in Alaska.
 - The U.S. Army was tasked with defending the naval base and established headquarters at Fort Ray on Alice and Charcoal islands. When the Army outgrew their modest footprint, they expanded onto the causeway islands.
 - Linking and developing the causeway islands was a difficult and expensive feat.
 - Makhnati Island became the headquarters for harbor defense; Makhnati Island and seven other connected islands collectively became Fort Rousseau.
 - Each island and its installations served different purposes.
 - Life for soldiers stationed on the causeway was challenging and unique.
 - Gun emplacements on Biorka Island, Shoals Point, and Makhnati Island fortified Sitka Sound; although fully prepared to engage in defensive tactics, the guns were never fired in battle.
5. **When the Japanese threat to the U.S. west coast dissipated, the naval base and Army posts were decommissioned and transferred to other entities, but the installations left lasting impacts on the community.**
- The population, infrastructure, and culture surrounding the naval and Army installations changed the area dramatically, the effects of which are still seen today.
 - When the bases were decommissioned, some buildings were disassembled and removed, while others were left behind and are used actively today.
 - Fort Rousseau is a stunning example of the WWII era in Sitka and provides a myriad of opportunities for people to explore, recreate, and relate to the community's history.



Generator Room, Battery 292, Makhnati Island, 1944
Photo courtesy of the Sitka Historical Society and Museum



Generator Room, Battery 292, Makhnati Island, 2007

PERSONAL INTERPRETATION

Personal interpretation occurs when one person is interpreting to another. Authors Lisa Brochu and Tim Merriam provide an excellent summation of personal interpretation in their book, “Personal Interpretation: connecting your audience to heritage resources”:

“Personal interpretation is one of the most powerful approaches to interpretation because the interpreter can continually adapt to each audience. If you are practicing personal interpretation, the opportunities for you to make emotional and intellectual connections are numerous, because you can learn about the guest and apply what you learn to enhance her or his experience. However, personal interpretive services are usually available for a limited amount of time each day and perform variably, depending upon the skill of the interpreter and how she or he feels at any given time. And personal interpretation is usually more expensive than nonpersonal approaches, when one considers the cost per visitor contact.”⁵

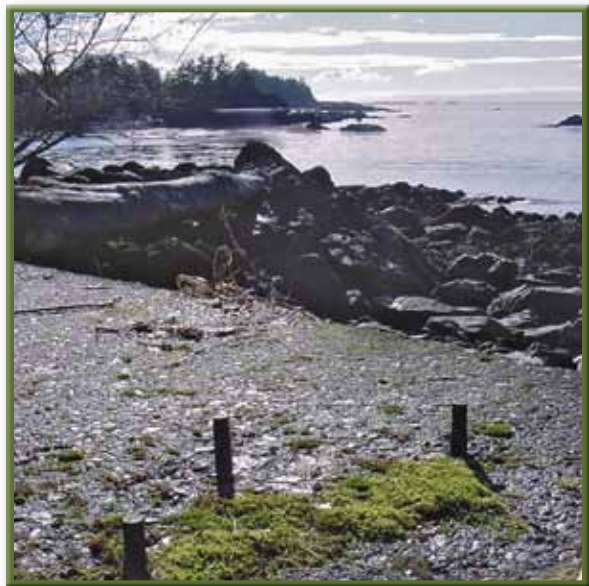
PROGRAM OUTLINES

It is recommended that a series of program outlines be developed to provide guidance for those interested in giving tours in the park. The program outlines would help ensure that park users receive a consistent message about the park’s history and resources. Each outline would include the following: goals, objectives, intended audience, main theme, tangibles and intangibles, introduction, subthemes, conclusion, and a list of resources needed.

The program outlines would be available for commercial guides, park volunteers and staff, and organizations that provide information to park users about the park’s history and recreational opportunities—such as the Sitka Historical Museum and the Sitka Maritime Heritage Society’s planned Japonski Island Boathouse.



A sailor posing with 20mm gun No.3 on Sasedni Island
Photo courtesy of the Sitka Historical Society and Museum



Site of gun No.3 on Sasedni Island today

⁵ Brochu, *Personal Interpretation: connecting your audience to heritage resources*, 23.

NON-PERSONAL INTERPRETATION

Non-personal interpretation occurs when the person interpreting is replaced with another type of media, such as an interpretive display, audio tour, or self-guided brochure. Non-personal interpretation at the park will enhance visitors' experiences when they are visiting independent of a tour or outside scheduled times for oral presentations. Non-personal interpretation presents a consistent story and message and is not susceptible to a guide's skill or feelings.

The following descriptions present recommendations for: on-site displays, brochures, guns, Sitka Historical Museum displays, Japonski Island Boathouse displays, podcasts, and cell phone interpretation.

FORT ROUSSEAU CAUSEWAY SHP INTERPRETIVE DISPLAYS

Static interpretation will be the primary media for interpretation in the park. Appendix B, "Interpretive Displays—Project Descriptions," details the project descriptions, which are both site and topic specific. Each project identifies the working title, suggested location, supporting subthemes, topic, objective, style, and graphic components.

The project numbers do not correspond with implementation priority; see Appendix C, "Implementation Priorities," for these recommendations. The nine projects detailed in Appendix B are as follows:

Project #1: Central Interpretive Hub/Shelter—Sasedni Island

Project #2: Orientation Panels—Kirushkin, Reshimosti, Nevski, Mogilnoi islands

Project #3: Orientation Panels—Virublennoi, Gold, Sasedni islands

Project #4: Orientation Panel—Makhnati Island

Project #5: Trailside/Historic Features Panels—Virublennoi Island

Project #6: Trailside/Historic Features Panels—Gold Island

Project #7: Trailside/Historic Features Panels—Sasedni Island

Project #8: Trailside/Historic Features Panels—Makhnati Island

Project #9: On-shore panel—location to be determined

Interpretive panels at Fort Rousseau should be designed to have thematic, consistent elements that link individual displays together and give the park's displays a distinctive appearance. The panels, for example, could have the same border treatment, color schemes, and fonts. Individual display themes and topics will drive the images used. Figure 9 provides an example for interpretive panels at Fort Rousseau. The example shows a possible border treatment, color scheme, background, and fonts that could be carried through each panel. Upon implementation of interpretive projects, this design concept would be refined. The panels also need to complement the park's historical and natural landscape.

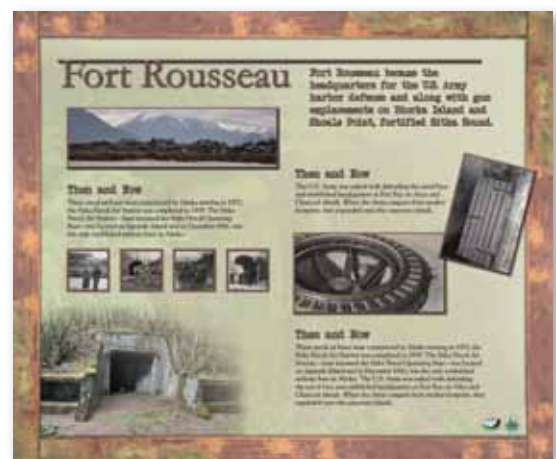


Figure 9. Sample interpretive panel design

The text and images shown are placeholders. Text and images have not been developed. Historic photos in the sample are courtesy of the Sitka Historical Society and Museum.

BROCHURES

It is recommended that a brochure be developed for the park. The brochure would be designed to match the Alaska State Parks' standard design for brochures and include historical background information and orientation information (see Figure 10). The brochure design creates a recognizable product that is easily identifiable. Standard graphic elements such as font choice, border treatment, and the order in which information is displayed tie all Alaska State Park's brochures together.

The map portion of the brochure would show the location of interpretive and historical features. The brochure could be available for viewing on the division's website and be printed and distributed at various locations in Sitka.

It is also recommended that an 8.5" w x 11" h double-sided flyer be developed that could be downloaded from the division's website and easily printed using a black and white format printer. The information would be similar to that on the standard brochure, but pared down for easy, at-home printing.

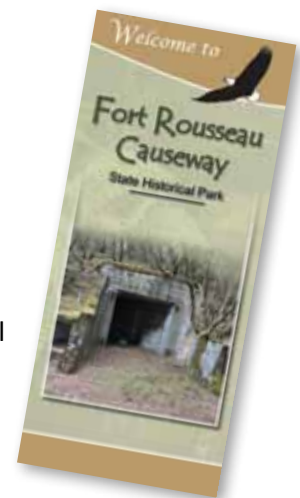


Figure 10. Sample brochure cover design

The image shown is a placeholder. Text and images have not been developed.

SIX-INCH, 155MM, AND 20MM GUNS

The division is amenable to having historical guns in the park for display. A six-inch, 155mm, and/or 20mm gun would enhance the visitor experience by providing park users the ability to see the guns in person. Placement of these guns on Makhnati Island was the reason Fort Rousseau was built and established as the headquarters for harbor defense. In addition to guns on Makhnati Island, a 20mm gun could be displayed on the west side of Sasedni Island, near or on its historical footprint. On-site interpretive displays would show historical photographs and provide information on each gun's operation and technology.



Loading the 155mm gun No. 4, Makhnati Island. Notice the six-inch gun No.2 in the background
Photo courtesy of the Sitka Historical Society and Museum

SITKA HISTORICAL MUSEUM

It is recommended that the division encourage the Sitka Historical Museum to integrate the park's interpretive themes into the museum's WWII exhibit. The exhibit is slated for a major update in 2011. The museum is willing to integrate park information into the display; they are also willing to promote park visitation to their 40,000 annual visitors.⁶ Partnering with the museum provides an excellent opportunity to not only market the park but also disseminate information about the park, events, and historic resources.

SITKA MARITIME HERITAGE SOCIETY – JAPONSKI ISLAND BOATHOUSE

It is recommended that the division work with the Sitka Maritime Heritage Society to develop the Fort Rousseau portion of the WWII exhibit in the Japonski Island Boathouse. For detailed information about this potential partnership, see the "Partnership" information listed in this section.

⁶ Robert Medinger (Executive Director, Sitka Historical Society), email message to Kathlene Rowell (AKDNR), January 26, 2010.

PODCASTS

It is recommended that a series of podcasts be developed to enhance visitors' experiences, both on-site and at home. A podcast is a digital audio recording made available on the Internet for downloading to a personal computer, iPod, MP3 player, or other personal audio device. Podcasts can be easily created in different languages. The park's interpretive themes would guide the development of individual podcast topics and the recordings could range from a couple minutes to 30 minutes or longer. Recordings of personal stories, such as those by local WWII veteran Walter Dangel, would make excellent podcasts. Once developed, on-site interpretive panels could also be read, recorded, and turned into podcasts—a quick, easy place to start.

CELL PHONE INTERPRETATION

It is recommended that a cell phone interpretation program be developed to enhance the message presented in the on-shore interpretive panel (see "Project #9 – On-shore interpretive panel" in Appendix B). The panel will provide images and an overview of the park's history and recreational opportunities, while the cell phone messages could present more detailed stories related to the park's interpretive themes. It is possible that these messages could be the same as those available as podcasts. A small sign adjacent to the panel could provide the phone number and different story options.

EVALUATION OF INTERPRETIVE SITES AND MATERIALS

Creating guidelines for evaluating the effectiveness of interpretive sites and services is an essential part of the planning process. Evaluating interpretive materials and programs helps managers measure whether goals and objectives are being met. Evaluation will let managers know what is working, what is not working, and enable them to make changes.

There are several different methods for evaluating the effectiveness of interpretive programs:

PERSONAL INTERPRETATION

- **Program Outlines.** Program outlines could be used by presenters and their peers to determine whether the presenter's stated objectives were met—the measurable component.
- **Oral Comments.** Presenters could solicit oral comments during informal conversations with audience members at the conclusion of their presentations to gauge the program's effectiveness. This method should be used in tandem with other methods.
- **Exit Questionnaires.** Audience members participating in a guided tour or presentation could be given an exit questionnaire that asks questions aimed at understanding whether the program objective was met and that solicits ideas for improvement.
- **Indirect Observation.** Indirect observation—having a volunteer or other staff person observe the audience's reaction during the guided tour or presentation—is a good method for evaluating the effectiveness of a program, including the presenter's ability to engage the audience and keep them interested.

NON-PERSONAL INTERPRETATION – INTERPRETIVE PANELS

- **Panel/Media Outline.** The objectives stated in the interpretive panel outlines in Appendix B should be used by evaluators to determine whether those stated objectives are being met. The objectives are written to be measurable.
- **Exit Questionnaires.** Park users could be given an exit questionnaire aimed at understanding whether the interpretive program's objectives were met and that solicits ideas for improvement. Administering this type of evaluation tool can be challenging when operating a remote site and also because independent travelers do not visit at scheduled times. Options could

include signage that notifies visitors about online questionnaires or asking volunteers to hand questionnaires to visitors during the peak season.

- **Indirect Observation.** Indirect observation—having a volunteer or other staff person observe how visitors react to interpretive panels—is a good method for evaluating the effectiveness of each exhibit, including the exhibit’s ability to attract and hold a visitor’s attention.
- **Suggestion Box.** A suggestion box could be placed near the marine access point that would provide visitors a place to share their thoughts, suggestions, and ideas with park managers. A system would need to be established whereby the box was emptied regularly and the data entered into a usable electronic document for park managers. Paper and pencils would also need to be supplied and restocked. It is possible that this method could be achieved digitally by directing visitors to the park’s website to submit comments. The response rate, however, may be lower.

INFORMATION AND ORIENTATION

INFORMATION SIGNS (ON SITE)

BOUNDARY SIGN

A park boundary sign should be installed at the northeast end of Lot 86 (Nevski and Reshimosti islands). The sign should notify users that they are exiting the park boundary.

ORIENTATION SIGNS

Orientation signs are needed to ensure visitors have the information they need to safely travel within the park.

- **Landing Areas.** These signs, placed where visitors are disembarking from boats, will show a map of the park that highlights the trail system, interpretive hub, day-use area, and camping areas. These signs are described in Appendix B, “Interpretive Displays—Project Descriptions.”
- **Trail Junctions.** These signs will be placed at trail junctions and point the way toward interpretive features, the day-use area, camping areas, etc. Trail junction signs should be installed when trail improvements are made.
- **Historic Features.** It is recommended that the hand-painted signs identifying historic features in the park be removed and replaced with interpretive displays naming and describing the feature. For a detailed description of the content and number of these displays, see Appendix B, “Interpretive Displays—Project Descriptions.”



Hand painted sign in front of Fuse House, Gold Island

SAFETY SIGNS

Safety of the visitor is paramount to the management of state park units. The division will look for and mitigate identified safety issues prior to developing areas of the park for use and will continue to address new safety issues that arise. Areas of the park that are not being developed for public use should not be considered entirely safe. As with other undeveloped units, the public has the option to explore; however, they need to explore at their own risk. Signage will be an important factor in letting the public know when they are outside of a developed-use zone.

WEBSITES

FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK WEB PAGE

The Fort Rousseau Causeway State Historical Park web page will be accessible from the Division of Parks and Outdoor Recreation website. In addition to historical information about the park, users could browse through historical and present-day images and jpegs of on-site interpretive panels. Users would also be able to download brochures and podcasts, and get information about accessing the park, contact information, rules and regulations, and more.

SITKA’S WWII SITE

Matt Hunter’s Sitka WWII website, www.sitkaww2.com, is a valuable resource for detailed information about the park’s history. The division should ask that their website be linked to this site and vice versa. For a more detailed description of this website, see the “Existing Conditions and Issues” section.

SITKA MARITIME HERITAGE SOCIETY

When the Sitka Maritime Heritage Society’s (SMHS) Japonski Island Boathouse renovations are complete and if a display is developed that interprets Fort Rousseau’s relationship with the Sitka Naval Operating Base National Historic Landmark, the division should recommend that each other’s websites be linked. The SMHS website, www.sitkamaritime.org, could also include information on how to access the park, available opportunities, etc.



Japonski Island Boathouse, 2009

SITKA HISTORICAL SOCIETY AND MUSEUM

The Sitka Historical Society and Museum has a nicely organized website that includes information about the museum, descriptions of current exhibits, and more (www.sitkahistory.org). Once the Fort Rousseau Causeway State Historical Park web page is established, the division should recommend to the Sitka Historical Society that their sites be linked.

OTHER

The division should encourage Sitka businesses and other travel/recreation-based businesses to add a Fort Rousseau Causeway State Historical Park link to their websites for potential visitors to get more information about accessing the park, historical information, and recreational opportunities. Possible partners include the City and Borough of Sitka and the Sitka Convention and Visitors Bureau.

TRAVEL GUIDES

Contacting travel guides who advertise recreational and cultural opportunities in Sitka and providing them with photographs and information about the park would be an excellent volunteer project. The volunteer(s) could generate a list of interested publishers and provide them updated information annually.

OPERATIONS AND STAFFING

The park will require increased staff presence as development increases. Volunteers and paid staff will provide a year-round presence for the day-use area and the on-site caretaker facility as those areas are developed. Eventually, it will be necessary to hire additional seasonal staff (Natural Resource Technician) to enable the Park Specialist to focus on managing use of the park. As use increases, so will general maintenance, the majority of which will be handled contractually with increased monitoring by staff. Funding for these staffing increases will come from general fund increases supported by fee revenue increases. The division should also continue to seek additional grant funding in conjunction with the local non-profit, Sitka Trail Works, Inc., for park improvements. A landing craft will be a critical acquisition to ensure the efficient management of this facility.

MAINTENANCE

GENERAL MAINTENANCE

The division could create a Fort Rousseau Causeway State Historical Park maintenance plan to ensure trails, historic features, and new facilities are surveyed regularly, which will enable park managers to address maintenance and safety concerns in a timely manner.

VEGETATION MANAGEMENT

The park will be managed to protect the natural processes and cycles of the ecosystem. However, vegetation has the potential to impact the visitor experience, the historical views and vistas, structural integrity of the buildings, and archaeological features. In certain cases, retention of vegetation is advocated and in others removal is justified. All decisions related to vegetation retention and removal must be based on the period of significance. Although part of the historical planned landscape, trees must be removed when they begin to threaten any standing building or archaeological resource. Threats can include age, moisture retention, and structural and visual impacts.



Dump on Virublennoi Island



Covered holes outside entrance to Battery 292, Makhnati Island

With a few exceptions, such as historical restoration, hazardous tree removal, or other safety related projects, trees and undergrowth should be retained whenever feasible to maintain the park's forested character. The cutting of vegetation to re-create the historical setting of the fort will be allowed.

Historical views are of paramount importance at the six-inch gun emplacements, 155mm gun emplacements, 20mm gun emplacements, the Coincidence Range Finder on Makhnati Island, and the two-story bunker on Gold Island. Large vegetation that impedes the historical perspective must be removed on an annual basis. In some cases, tree cover was used strategically by the military; a study of historical photos of Fort Rousseau may provide insight to the location and use of vegetation at the fort.

Vegetation located on and around structures provided camouflage during the period of significance. Therefore, non-woody native vegetation should stay in place, but all trees that begin to grow on top of the structures should be immediately removed—their roots have the potential to impact the structural integrity of the building. Access to the top of the bunkers must be managed to ensure new paths, along with erosion problems, are not created.

Prior to commencing vegetation removal on any of the historic structures, a thorough preservation plan must be completed. Improper removal of vegetation on these buildings could cause irreparable damage.

PARTNERSHIPS

SSPCAB AND SITKA TRAIL WORKS, INC.

The Sitka State Parks Citizens Advisory Board (SSPCAB) and Sitka Trail Works, Inc. are both integral partners in maintaining and fostering community support for the park. The organizations and their volunteers are dedicated to providing recreational opportunities in the Sitka area. Sitka Trail Works, Inc. is a valuable funding partner, as well as a partner for trail construction and environmental cleanup.

SITKA HISTORICAL SOCIETY AND MUSEUM

The Sitka Historical Society and Museum has expressed interest in partnering with the division to promote the park. The museum's approximately 40,000 annual summer visitors learn about Sitka's involvement in WWII through the museum's WWII exhibit and artifacts.⁷ Regular communication between the division and the historical society can ensure that the museum's staff and volunteers have up-to-date information.

The goals and objectives and interpretive themes outlined herein will provide the museum staff and volunteers with information regarding the types of experiences the division desires for park visitors. Through working together, the division and Sitka Historical Society and Museum can help ensure that community members and visitors are having a meaningful experience in town and at the park.

Enhancing interpretive and recreational opportunities at and about the park also supports the society's goal to develop self-guided Sitka tours (including marine tours). The tours would include new signage on culturally and historically important sites of national significance as well as thematic accompanying pamphlets and a downloadable podcast with first person narratives.⁸

7. Robert Medinger (Executive Director, Sitka Historical Society), email message to Kathlene Rowell (AKDNR), July 28, 2009.

8. Robert Medinger (Executive Director, Sitka Historical Society), email message to Kathlene Rowell (AKDNR), January 26, 2010.

SITKA MARITIME HERITAGE SOCIETY

As described in the “Existing Conditions and Issues” section, the Sitka Maritime Heritage Society (SMHS) is currently rehabilitating the Japonski Island Boathouse, located within the Sitka Naval Operating Base National Historic Landmark. The Japonski Island Boathouse, as described in the “Japonski Boathouse and Maritime Heritage Center Business Plan” will:

- present interesting and interactive displays of maritime history and culture
- provide learning activities for both adults and children
- provide a working facility for boat restoration and repair and small boat building
- provide expanded recreational opportunities with a kayak float and access to a kayak ‘trail’ for visiting the World War II Causeway and bunker sites⁹

The business plan also elaborates the society’s proposal for expanded recreational opportunities by stating that the kayak and small boat facility, to be located adjacent to the boathouse, would support the cultural interest trails project outlined in the “Sitka Trail Plan 2003.” The business plan states that the new center “could display the background information about the causeway, provide maps, and with its float in place, serve as the first stop for a boat tour or a jumping off place for independents who wish to explore [the causeway] by kayak.”¹⁰



Japonski Island Boathouse, 2009

The division should foster a partnership with the SMHS to (1) develop the Fort Rousseau portion of the boathouse’s interpretive center, (2) ensure the goals and objectives and interpretive themes outlined herein are shared with the SMHS staff and volunteers, and (3) work with the SMHS if and when a kayak rental facility and float are established at the boathouse.

DEPARTMENT OF THE INTERIOR, NATIONAL PARK SERVICE

A partnership with the National Park Service, Alaska Regional Office and specifically the National Historic Landmark Program, would provide opportunities for coordinating special events, community connectivity, and possible funding opportunities.

SITKA SCHOOLS

Fort Rousseau Causeway SHP provides an excellent field trip opportunity for local school children and a means for the division to partner with the Sitka community to support active learning. Refer to the “Visitor Profiles” section under “Potential Fort Rousseau Visitation” for more information.

ENVIRONMENTAL CLEANUP

An environmental cleanup plan must be implemented prior to the construction of trails and facilities. The division should work with the Alaska Department of Environmental Conservation, U.S. Army Corp of Engineers, Bureau of Land Management, and Sitka Trail Works, Inc. to complete this important task. See the “Existing Conditions and Issues” section for a detailed description of environmental assessments, studies, and recommendations to date. All trash and non-historic debris needs to be removed from the park, either in conjunction with the environmental cleanup plan or as a separate project. This would include removing trash and debris located throughout the park and inside historic structures.

9. Sitka Maritime Heritage Society. “Japonski Island Boathouse and Maritime Heritage Center,” Section 1.1 Mission.

10. Sitka Maritime Heritage Society. “Japonski Island Boathouse and Maritime Heritage Center,” Section 3.3 Recreational Program.

IMPLEMENTATION

The guidelines in this plan are intended to be flexible so as to respond to changing conditions, shifts in demand and use patterns, and availability of funds.

PHASING

Implementation of recommendations should begin immediately and proceed as opportunities allow. Environmental cleanup, facility and infrastructure, interpretation, and information and orientation recommendations are intended to be implemented in phases as staffing and funding allow. Appendix C, “Implementation Priorities,” provides a suggested implementation schedule for these recommendations.

SITE PLANNING

Site planning will occur prior to the construction of facilities and infrastructure or the addition of interpretation, information, and orientation signs proposed in this plan. During the site planning process, a detailed site analysis will be performed, which may suggest minor revisions to the numbers and locations of the facilities recommended in this plan.

PLAN REVIEW AND MODIFICATIONS

Due to changes in use patterns and demands, as well as changes in data associated with specific plan recommendations, adjustments to the plan will have to be made over time. If proposed adjustments are a major departure from the plan’s intent, the director may determine the need to initiate a public review process.

This plan reflects the best efforts of the Division of Parks and Outdoor Recreation to analyze the resources of the park and to provide recreational/interpretive opportunities that do not significantly compromise the park’s cultural and natural resources or character.

The planned outlook for the document is 20 years, with the realization that intermediate reviews and modifications may be warranted and are appropriate. The director may initiate a review at any time and it is strongly recommended that the plan be reviewed via a public process at least every 10 years.

The following procedure will be used for plan deviations and modifications:

1. **Periodic Review.** The division will coordinate periodic review of the management plan when the director considers it necessary and so directs. The decision to review the management plan may be triggered by:
 - a. written public or agency requests for review
 - b. policy changes within the Division of Parks and Outdoor Recreation
 - c. availability of new data
 - d. availability of new technology or
 - e. changing social or economic conditions that place different demands on the park or affect the division’s capabilities

The management plan review will include meetings, as appropriate, with the local advisory board, interested groups, the general public, affected agencies, the area superintendent and other Division of Parks and Outdoor Recreation personnel. The periodic review will lead to one of the following actions:

- no modification of the plan
- modification of the plan
- granting of a special exception

2. Modification of the plan. Plan modifications are of two types:

- a. Minor changes—These are changes that, if accomplished, would not cause a deviation from the original intent of the management plan. Minor changes may be necessary for clarification, consistency, or to facilitate plan implementation. Minor changes do not require public review but should be coordinated with the area superintendent and appropriate staff.
- b. Major changes—These are changes which, if accomplished, would cause a deviation from the original intent of the management plan. Major changes require public notice and review prior to adoption.

3. Granting of a Special Exception. Exceptions to the provisions of the management plan may be made without modification of the plan. Special exceptions shall occur only when compliance with the plan is excessively difficult or impractical, and an alternative procedure can be implemented which adheres to the purposes and spirit of the plan. The Division of Parks and Outdoor Recreation may make a special exception in the implementation of the plan through the following procedure:

- a. The person or agency requesting the special exception shall prepare a written finding which specifies:
 - i. the nature of the special exception requested
 - ii. the extenuating conditions which require a special exception
 - iii. the alternative course of action to be followed, and
 - iv. how the intent of the plan will be met by the alternative
- b. The director will review the findings and issue a determination. If warranted by the degree of controversy or the potential impact, the director will hold a public hearing before reaching a decision.
- c. The decision of the director may be appealed to the Commissioner of the Department of Natural Resources whose decision will be final.

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APPENDIX A: PROJECT TIMELINE

JUNE 2009

- June 9—Project “kick-off” meeting (teleconference) between project planners and the Sitka State Parks Citizens Advisory Board (SSPCAB)
- June 12—Public notice for July public meeting posted on the Department of Natural Resources (DNR) “Public Notices” page
- Project website created

JULY 2009

- July 10, 13, 15—Public meeting notice for July public meeting advertised in *Daily Sitka Sentinel*
- July 15—Site visit to park
- July 16—Visioning session with SSPCAB; public meeting hosted at Harrigan Centennial Hall, Sitka
- Public meeting notes distributed to contact list and uploaded to the project website

AUGUST—OCTOBER 2009

- Research and writing for the first draft

OCTOBER 2009

- Plan shifts from a master interpretive plan to a management plan
- Project granted an extension to incorporate management components

DECEMBER 2009

- December 14—First draft released for public review and uploaded to project website
- December 15—Public notice and media release submitted and posted through DNR

JANUARY 2010

- January 15—First draft comment due date

JANUARY 2010—MARCH 2010

- Incorporated changes and additions to second draft
- March 23—“Summary of Public Comments and Agency Responses” to first draft distributed to stakeholders and uploaded to project website

APRIL 2010

- April 6—Second draft released for public review and uploaded to project website
- April 6—Public notice and media release submitted and posted through DNR
- April 16, 19, 20—Public meeting notice for April public meeting advertised in *Daily Sitka Sentinel*
- April 21—Public meeting hosted at Harrigan Centennial Hall, Sitka
- April 30—Public meeting notes uploaded to project website

MAY 2010

- May 4—Second draft comment due date

AUGUST 2010

- August 3—Final draft released for public review and uploaded to project website
- August 3—Public notice and media release submitted and posted through DNR

DECEMBER 2010

- “Summary of Public Comments and Agency Responses” and “Plan Revision Summary” distributed to stakeholders and uploaded to the project website

MAY 2012

- May 8—DNR Commissioner signed plan

APPENDIX B: INTERPRETIVE DISPLAY—PROJECT DESCRIPTIONS

The following project descriptions are both site and topic specific. Each panel supports the overall park goals “to provide recreational and interpretive opportunities” and “to instill a sense of place, a sense of discovery, and appreciation for this local, historic treasure.” The individual panel objectives are measurable statements that will assist managers in evaluating the effectiveness of the display.

The project numbers do not correspond with implementation priority. See Appendix C, “Implementation Priorities,” for these recommendations.

Project #1: Central Interpretive Hub/Shelter—Sasedni Island	63
Project #2: Orientation Panels—Kirushkin, Reshimosti, Nevski, Mogilnoi islands	66
Project #3: Orientation Panels—Virublennoi, Gold, Sasedni islands	67
Project #4: Orientation Panel—Makhnati Island	69
Project #5: Trailside/Historic Features Panels—Virublennoi Island	70
Project #6: Trailside/Historic Features Panels—Gold Island	72
Project #7: Trailside/Historic Features Panels—Sasedni Island	73
Project #8: Trailside/Historic Features Panels—Makhnati Island	78
Project #9: On-shore panel—location to be determined	81

Project #1: Central Interpretive Hub/Shelter – Sasedni Island

The central interpretive hub, located on Sasedni Island, would present—through static interpretive exhibits—the main interpretive theme for the park and provide the park’s historical context. The recommended facility would be a covered shelter with an estimated five interpretive displays. The five panels are designed to be read sequentially; however, visitors will not be confused if they read the panels out of order. The five panels should also have identifiable, thematic graphic elements.

PANEL #1

Working Title: “W W I I R E A C H E S S I T K A”

Suggested Location: Central Interpretive Hub

Subtheme: Increasing tensions between the U.S. and Japan prompted the U.S. to fortify its west coast during the late 1930s.

Topic/Description: This panel will put the site into context with Alaska’s WWII history. Topics to be covered include Plan Orange, the Strategic Triangle, and defense infrastructure buildup in Alaska and Sitka during the 1930s and 1940s.

Objective: Readers will understand that Sitka had defense installations to protect Alaska during WWII.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Timeline of events
- Map showing Strategic Triangle
- Historical images

PANEL #2

Working Title: “D E F E N D I N G T H E S I T K A N A V A L O P E R A T I N G B A S E”

Suggested Location: Central Interpretive Hub

Subthemes:

- Three naval air bases were constructed in Alaska starting in 1937; the Sitka Naval Air Station was completed in 1939.
- The Sitka Naval Air Station—later renamed the Sitka Naval Operating Base—was located on Japonski Island and in December 1941, was the only established military base in Alaska.
- The U.S. Army was tasked with defending the naval base and established headquarters at Fort Ray on Alice and Charcoal islands. When the Army outgrew their modest footprint, they expanded onto the causeway islands.

Topic/Description: This panel will put the site into context with Sitka’s WWII history and define its relationship with the Sitka Naval Operating Base and Fort Ray. Topics to be covered include the establishment and purpose of the Sitka Naval Operating Base and Fort Ray, and a brief description of the types of buildings/equipment housed at these sites. Lastly, the panel will provide the background for the establishment of Fort Rousseau.

Objective: Readers will understand that Fort Rousseau was established to provide protection for the Sitka Naval Operating Base.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing Japonski, Alice, and Charcoal islands; map should also show the location and names of buildings
- Historical images

PANEL #3

Working Title: “FORT ROUSSEAU”

Suggested Location: Central Interpretive Hub

Subthemes:

- Fort Rousseau became the headquarters for the U.S. Army harbor defense and along with gun emplacements on Biorka Island and Shoals Point, fortified Sitka Sound.
- Linking and developing the causeway islands was a difficult and expensive feat.
- Each island and its installations served different purposes.
- Although fully prepared to engage in defensive tactics, the guns located at Fort Rousseau, Biorka Island, and Shoals Point were never fired in battle.

Topic/Description: This panel will describe the purpose of Fort Rousseau and its connection with other defense installations in Sitka Sound. The panel will also briefly describe the purpose of the installations on Makhnati and the other islands, with emphasis on their cutting-edge technology.

Objective: Readers will understand that Makhnati Island was the headquarters for harbor defense.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing the causeway islands; map should also show location and names of buildings
- Historical images

PANEL #4

Working Title: “LASTING EFFECTS”

Suggested Location: Central Interpretive Hub

Subtheme: The population, infrastructure, and culture surrounding the Navy and Army installations changed the area dramatically, the effects of which are still seen today.

Topic/Description: The influx of soldiers and sailors in Sitka during WWII had a dramatic effect on the small fishing community. This panel should describe the impacts—both positive and negative—on residents, infrastructure, the economy, etc. Use language to evoke feelings of what it may have been like in Sitka during that period (sights, sounds, smells, etc.). Personal accounts of soldiers’, sailors’, and/or residents’ experiences adjusting to the changes should be included if available. Lastly, the panel will describe why and when the Navy base and Army forts were decommissioned.

Objective: Readers will be able to list at least two impacts the Navy and Army installations had on the community.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Historical images

PANEL #5

Working Title: “FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK”

Suggested Location: Central Interpretive Hub

Subtheme: Fort Rousseau is a stunning example of the WWII era in Sitka and provides a myriad of opportunities for people to explore, recreate, and relate to the community’s history.

Topic/Description: This panel will present an overview of the recreational and interpretive experiences available in the park and describe what qualities made Fort Rousseau eligible for designation as a state historical park and national historic landmark. The panel will orient visitors to the trail system, day-use areas, camping areas, and historic features and briefly describe historic preservation techniques used in the park.

Objective: Readers will understand the opportunities available in the park and, by using the map, be able to safely and efficiently travel within the park.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map of the park showing islands, trails, day-use areas, camping areas, and footprints of historic features

Project #2: Orientation Panels – Kirushkin, Reshimosti, Nevski, Mogilnoi islands

Should the causeway be repaired between Sasedni and Makhnati islands (to include connections with Kirushkin and Mogilnoi islands) and should travel ever be encouraged to the east past Virublennoi Island (including travel to Reshimosti and Nevski islands), it is recommended that an orientation panel be installed on each island to identify what the island housed during WWII, the historical location of buildings, historical photos, etc.

PANELS #1, 2, 3, 4

Working Title: Titles will be the islands' names – “KIRUSHKIN ISLAND,” “RESHIMOSTI ISLAND,” “NEVSKI ISLAND,” AND “MOGILNOI ISLAND”

Suggested Location: Since Sasedni Island will be the primary access point for the park, it is most likely that visitors to Reshimosti and Nevski will enter from the west and visitors to Kirushkin and Mogilnoi will enter from the east. The panels should be located near these entrance points.

Subtheme: Each island and its installations served different purposes.

Topic/Description: Orientation to each island's historical purpose, historical location of buildings, and what features visitors can see today. The panels should also include necessary safety and regulatory information.

Objective: Readers will understand the role each island and its installations played in Fort Rousseau's overall operation.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5" w x 30.5" h
- Map showing the islands and footprints of historic features
- Historical images

Project #3: Orientation Panels – Virublennoi, Gold, Sasedni islands

It is recommended that an orientation panel be installed on each island to identify what the island housed during WWII and the historical location of buildings. These orientation panels should also show visitors the island's trail system, the location of interpretive panels, and the location of footprints of historic features, etc.

PANEL #1

Working Title: “VIRUBLENNOI ISLAND”

Suggested Location: On the west side of the island near causeway entrance from Gold Island

Subtheme: Each island and its installations served different purposes.

Topic/Description: Orientation to the island's historical purpose, historical location of buildings, and what features visitors can see today. Three ammunition magazines should be shown on a map as well as the location of other interpretive panels. The panel should also include necessary safety and regulatory information.

Objective: Readers will understand the role Virublennoi Island and its installations played in Fort Rousseau's overall operation.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing the location of interpretive panels and the footprints of historic features
- Historical images

PANEL #2

Working Title: “GOLD ISLAND”

Suggested Location: On the west side of the island near causeway entrance from Sasedni Island

Subtheme: Each island and its installations served different purposes.

Topic/Description: Orientation to the island's historical purpose, historical location of buildings, and what features visitors can see today. The wooden fuse house and two-story bunker should be shown on a map. The panel should also include necessary safety and regulatory information.

Objective: Readers will understand the role Gold Island and its installations played in Fort Rousseau's overall operation.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing the location of interpretive panels and the footprints of historic features

PANELS #3 AND 4

Working Title: “SASEDNI ISLAND- THEN AND NOW”

Suggested Location: Near loading/unloading zone at Whiting Harbor. These panels should be one of the first things visitors see after exiting the boat dock. The panels will be installed side by side.

Subtheme: Each island and its installations served different purposes.

Topic/Description: These two panels will present the historical and present day layout of the island. The left-hand panel will orient visitors to the island’s historical purpose and location of buildings, and be complemented by historical photos. The anti-aircraft gun positions, barracks, motor pool area, officers’ quarters and other historic features should be shown on a map. The right-hand panel will show the present-day trail system and the location of the day-use area, interpretive hub, camping areas, and trailside interpretation. This information can be overlain on the historical site map. This panel should also include necessary safety and regulatory information. Natural history attractions may also be highlighted.

Objectives:

- Readers will understand the role Sasedni Island and its installations played in Fort Rousseau’s overall operation.
- Readers will understand the opportunities available on Sasedni Island and, by using the map, be able to safely and efficiently travel within the park.

Style and Graphic Components:

- Type D mounting standards, side by side
- Size: 36.5”w x 30.5”h
- Maps showing the location of interpretive panels, the footprints of historic features, and the recreational area
- Historical images

Project #4: Orientation Panel – Makhnati Island

It is recommended that an orientation panel be installed on Makhnati Island to identify what the island housed during WWII and the historical location of buildings. The orientation panel should also show visitors the island's trail system, the location of interpretive panels, and the location of footprints of historic features, etc.

Working Title: “**MAKHNATI ISLAND- HEADQUARTERS FOR HARBOR DEFENSE**”

Suggested Location: On the north end of the island near the causeway entrance from Mogilnoi Island

Subtheme: Each island and its installations served different purposes.

Topic/Description: Orientation to the island's historical purpose, historical location of buildings, and what features visitors can see today. Battery 292 and its associated gun emplacements, the ammunition magazines, and other features should all be emphasized. The trail system and on-site interpretation should also be emphasized on the map.

Objective:

- Readers will understand the role Makhnati Island and its installations played in Fort Rousseau's overall operation.
- Readers will understand the opportunities available on Makhnati Island and, by using the map, be able to safely and efficiently travel within the park.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing the location of interpretive panels and the footprints of historic features
- Historical images

Project #5: Trailside/Historic Features Panels – Virublennoi Island

These small, low-profile panels will interpret historic features on the island.

PANEL # 1

Working Title: “AMMUNITION MAGAZINE”

Suggested Location: In front of the first ammunition magazine accessible from the causeway (from Gold Island)

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of ammunition magazines and what they were typically used for at Fort Rousseau. Specific information about this particular magazine would be ideal, but not necessary. Information about historic preservation techniques could also be included. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.) The panel should invite visitors to explore the magazine.

Objective: Readers will be able to list as least two items that were stored in ammunition magazines at Fort Rousseau.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos of magazine in use

PANEL # 2

Working Title: “CRANE”

Suggested Location: In front of crane

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of the crane and what it was used for at Fort Rousseau. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.).

Objective: Readers will be able to describe how the crane was used at Fort Rousseau.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of crane in use

PANEL #3

Working Title: “MAKHNATI ISLAND – HEADQUARTERS FOR HARBOR DEFENSE”

(This panel would be a duplicate of Project #4, the orientation panel for Makhnati Island)

Suggested Location: Near crane, with a view toward Makhnati Island

Subtheme: Each island and its installations served different purposes.

Topic/Description: Orientation to the island’s historical purpose, historical location of buildings, and what features visitors can see today. Battery 292 and its associated gun emplacements, the ammunition magazines, and other features should all be emphasized. The trail system and on-site interpretation should also be emphasized on the map.

Objective:

- Readers will understand the role Makhnati Island and its installations played in Fort Rousseau’s overall operation.
- Readers will understand the opportunities available on Makhnati Island and feel inspired to visit.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map showing the location of interpretive panels and the footprints of historic features
- Historical images

Project #6: Trailside/Historic Features Panels – Gold Island

These small, low-profile panels will interpret historic features on the island.

PANEL #1

Working Title: “WOODEN FUSE HOUSE”

Suggested Location: Trailside, in front of fuse house

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of the fuse house and what it was used for at Fort Rousseau. Should the fuse house be renovated or replicated, it is possible that additional panels could be designed and fabricated for the inside. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.). Safety and regulatory information should be included if the existing structure and fencing is left in place.

Objective: Readers will be able to describe how the fuse house supported the overall operation of Fort Rousseau.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of fuse house in use

PANEL #2

Working Title: “TWO-STORY BUNKER”

Suggested Location: Trailside, in front of fuse house

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of the two-story bunker and what it was used for at Fort Rousseau. Since the bunker is not easily seen from the trail, this panel should be located either adjacent to panel #1 or slightly to the left next to the trail leading to the bunker. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.). The panel should invite visitors to explore the bunker.

Objective: Readers will be able to describe how the bunker supported the overall operation of Fort Rousseau.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of bunker in use

Project #7: Trailside/Historic Features Panels – Sasedni Island

These small, low-profile panels will interpret historic features on the island.

PANEL #1

Working Title: “METEOROLOGICAL STATION”

Suggested Location: Trailside in front of the meteorological station

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of the meteorological station, including how the technology worked and the number of personnel who were responsible for the instruments. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.). The panel should invite visitors to explore the station.

Objective: Readers will feel inspired to explore the meteorological station.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of station in use

PANEL #2

Working Title: “3-INCH ANTI-AIRCRAFT GUN POSITION”

Suggested Location: Trailside in front of the cleared position

Subthemes:

- Each island and its installations served different purposes.
- Although fully prepared for defensive tactics, the guns at Fort Rousseau were never fired in battle.

Topic/Description: The anti-aircraft gun positions provide visitors a unique opportunity to explore the island’s historic features. This particular position—one of four—is the most accessible and is located off the main trail. The panel should describe the purpose of the anti-aircraft gun positions. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. The panel should invite visitors to explore the position and also provoke them to discover the other three. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.).

Objective: Readers will feel inspired to explore the anti-aircraft gun position and possibly look for the other three.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of position in use

PANEL #3

Working Title: “DINING AT FORT ROUSSEAU/FORT RAY”

Suggested Location: Trailside in front of where one of the mess halls was located

Subtheme: Life for soldiers stationed on the causeway was challenging and unique.

Topic/Description: There were two mess halls located on Sasedni Island. The panel should describe the types of meals soldiers were served and the comparison should be made to what is served at military bases today. The prices of foods might also be interesting and the panel could lightly touch on soldiers dining in town. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.). Personal accounts of soldiers’ experiences relevant to the feature should be included if available.

Objective: Readers will be able to describe at least two things that made dining at Fort Rousseau unique.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of soldiers dining on base and/or in town

PANEL #4

Working Title: “LIFE IN THE BARRACKS”

Suggested Location: Trailside in front of where one of the barracks was located

Subtheme: Life for soldiers stationed on the causeway was challenging and unique.

Topic/Description: There was a row of barracks on Sasedni Island located behind the mess halls. The panel should describe what leisure time was like at Fort Rousseau and may need to include information about activities soldiers could participate in at Fort Ray, the naval base, and on shore. Photographs of both the inside and outside of the barracks would be ideal. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.). Personal accounts of soldiers’ experiences relevant to the feature should be included if available.

Objective: Readers will be able to list at least two activities soldiers enjoyed during their leisure hours.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of soldiers in the barracks and enjoying leisure-time activities

PANEL #5

Working Title: “OFFICERS QUARTERS”

Suggested Location: Trailside in front of where one of the officers quarters was located

Subtheme: Life for soldiers stationed on the causeway was challenging and unique.

Topic/Description: There were two “Officers Quarters” buildings located on Sasedni Island. The first building would have been one of the first buildings along the road leading onto the island. The second building was at the far end of the island, separated from the rest of the buildings. This panel should describe what made the officers quarters different from the barracks for enlisted men, i.e. amenities, creature comforts, etc. Photographs of both the inside and outside of the quarters would be ideal. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.). Personal accounts of officers’ experiences relevant to the feature should be included if available.

Objective: Readers will be able to list at least two things that made the officers quarters different than the barracks.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of the inside the officers quarters, if available

PANEL #6

Working Title: “ON THE TOWN”

Suggested Location: Trailside, possibly in front of where the day room was located

Subthemes:

- Life for soldiers stationed on the causeway was challenging and unique.
- The population, infrastructure, and culture surrounding the Navy and Army installations changed the area dramatically, the effects of which are still seen today.

Topic/Description: This panel should describe the types of activities soldiers participated in when they received “passes” to leave the fort, either in the evenings or on weekends. The panel should also describe how they interacted with local Sitkans during these forays into town and what effect their presence had on the town and its residents. Use language to evoke feelings of what it may have been like during these outings (sights, sounds, smells, etc.). Personal accounts of soldiers gallivanting in town or socializing with locals should be included if available.

Objective: Readers will be able to recall a soldier’s story of using an evening or weekend pass.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of Sitka, with soldiers in town

PANEL #7

Working Title: “MOTOR POOL”

Suggested Location: In the day-use area adjacent to one of the motor shed foundations

Subtheme: Life for soldiers stationed on the causeway was challenging and unique.

Topic/Description: There was a large area on Sasedni Island that housed three “motor sheds” and one “motor repair” building. This panel should describe the purpose of this area and the type of work that was being done. The types of vehicles and equipment being maintained there would be interesting, complemented by photos. Use language to evoke feelings of what it may have been like to work in that area (sights, sounds, smells, etc.). Personal accounts of soldiers’ experiences relevant to the feature should be included if available.

Objective: Readers will understand the purpose of the motor pool area and the type of work done there.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical images of the motor sheds, vehicles, and equipment

PANEL #8

Working Title: “TLINGIT USES FOR THE ISLANDS”

Suggested Location: In the day-use area, near the shoreline

Subtheme: The causeway islands are a cultural and traditional use area for the Tlingit people.

Topic/Description: This panel should describe what the islands may have been used for before the war, with an emphasis on Alaska Native use and culture. Use language to evoke feelings of what it may have been like on the islands before the war (sights, sounds, smells, etc.) Personal accounts of Alaska Natives visiting the islands should be included if available. Present-day uses should also be mentioned.

Objective: Readers will be able to list at least two reasons why the islands are an important cultural and traditional use area for the Tlingit people.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h

PANEL #9

Working Title: “RUSSIAN INFLUENCE”

Suggested Location: In the day-use area, near the shoreline

Subtheme: The islands’ names date back to Sitka’s Russian period.

Topic/Description: This panel will describe the origin of the islands’ names and discuss other Russian history relevant to the use of the islands and Whiting Harbor. The panel can also briefly describe lasting Russian-period influence in Sitka.

Objective: Readers will understand the Russian-period influences on the causeway islands.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h

PANEL #10

Working Title: “PLUMBING AND POWER”

Suggested Location: Trailside near the seawater pumping station or utility pole

Subthemes:

- Linking and developing the causeway islands was a difficult and expensive feat.
- Life for soldiers stationed on the causeway was challenging and unique.

Topic/Description: This panel should describe the challenges with developing the causeway and causeway islands, to include how plumbing, electricity, and heating elements were installed and operated. Use language to evoke feelings of what constructing the causeway may have been like (sites, sounds, smells, etc.).

Objective: Readers will be able to make a connection between the stories presented on the panel and the historical features still present in the park, such as the seawater pumping station or wood utility pole.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h

PANEL #11

Working Title: “WATCH YOUR STEP!”

Suggested Location: Near loading/unloading zone at Whiting Harbor

Subtheme: Fort Rousseau is a stunning example of the WWII era in Sitka and provides a myriad of opportunities for Sitkans to explore, recreate, and relate to their community’s history.

Topic/Description: This panel should provide comic relief and natural history information about the prevalence of slugs on the islands.

Objective: After reading the display, readers will play closer attention to where they step or place their hand while exploring the islands.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h

Project #8: Trailside/Historic Features Panels – Makhnati Island

These small, low-profile panels will interpret historic features on the island.

PANEL #1

Working Title: “AMMUNITION MAGAZINE”

Suggested Location: In front of the first ammunition magazine accessible from the causeway

Subthemes: Each island and its installations served different purposes.

Topic/Description: This panel will describe the purpose of ammunition magazines and what they were typically used for at Fort Rousseau. Specific information about this particular magazine would be ideal, but not necessary. Information about historic preservation techniques could also be included. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.). The panel should invite visitors to explore the magazine.

Objective: Readers will be able to list as least two items that were stored in ammunition magazines at Fort Rousseau.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos of magazine in use

PANEL #2

Working Title: “BATTERY 292”

Suggested Location: In front or inside of the entrance to Battery 292

Subthemes:

- Each island and its installations served different purposes.
- Makhnati Island became the headquarters for harbor defense; Makhnati Island and seven other connected islands collectively became Fort Rousseau.
- Gun emplacements on Biorka Island, Shoals Point, and Makhnati Island fortified Sitka Sound; although fully prepared to engage in defensive tactics, the guns were never fired in battle.

Topic/Description: This panel will describe the function of Battery 292 and the role it played in harbor defenses. The central image of the building’s blueprint will help visitors to understand its layout and the different types of rooms that were used. The blueprint will also aid them if they decide to explore inside the building. The panel should caution visitors about exploring inside—that there are many turns, hallways, and potential obstacles; necessary safety information should be included in the panel. At the same time, it should invite them to explore and discover the other historic features related to this building on the island—principally the six-inch gun emplacements. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.).

Objective: Readers will understand Battery 292’s role in harbor defenses.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- “Blueprint” drawing of building’s layout
- Historical images showing construction, different rooms, etc.

PANEL #3 AND 4

Working Title: “SIX-INCH GUN EMPLACEMENT”

Suggested Location: Duplicate the panel at the southern and northern gun emplacements, with slight changes to text if specific information is available for each gun.

Subthemes:

- Each island and its installations served different purposes.
- Gun emplacements on Biorka Island, Shoals Point, and Mahknati Island fortified Sitka Sound; although fully prepared to engage in defensive tactics, the guns were never fired in battle.

Topic/Description: This panel will describe the specifics of the gun, including its range and how it supported harbor defenses. Historical photos will be a key component of this display in order to show visitors what the guns looked like, their size, and their operation. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.).

Objective: Readers will understand the gun’s capability and also that the guns were never fired in battle.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos and/or drawings of guns

PANEL #5

Working Title: “HARBOR DEFENSE COMMAND POST/HARBOR ENTRANCE CONTROL POST (HDCP/HECP)”

Suggested Location: In front or inside of the entrance to the HDCP/HECP

Subthemes:

- Each island and its installations served different purposes.
- Makhnati Island became the headquarters for harbor defense; Makhnati Island and seven other connected islands collectively became Fort Rousseau.

Topic/Description: This panel will describe the function of the HDCP/HECP building and the role it played in harbor defenses. The central image of the building’s blueprint will help visitors to understand its layout and the different types of rooms that were used. The blueprint will also aid them if they decide to explore inside the building. The panel should caution visitors about exploring inside; necessary safety information should be included. At the same time, it should invite them to explore and discover the other historic features related to this building on the island. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.).

Objective: Readers will understand that this building was a joint Army/Navy building.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos of HDCP/HECP

PANEL #6

Working Title: “WOODEN OBSERVATION TOWER”

Suggested Location: Trailside in front of the collapsed tower

Subtheme: Each island and its installations served different purposes.

Topic/Description: This panel will describe the function of the observation tower, which housed the Harbor Defense Command Observation Post and SCR-582 surveillance radar. Historical photos will be a key component of this display in order to show visitors what the tower looked like during the war period. If a replica of the tower is built, additional signage may be necessary. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.)

Objective: Readers will understand that the observation tower housed radar equipment and will be able to identify pieces of the collapsed tower.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos of tower

PANEL #7 AND 8

Working Title: “155MM GUN EMPLACEMENT”

Suggested Location: Duplicate the panel at the southern and northern gun emplacements, with slight changes to text if specific information is available for each gun.

Subthemes:

- Each island and its installations served different purposes.
- Gun emplacements on Biorka Island, Shoals Point, and Mahknati Island fortified Sitka Sound; although fully prepared to engage in defensive tactics, the guns were never fired in battle.

Topic/Description: This panel will describe the specifics of the gun, including its range and how it supported harbor defenses. Historical photos will be a key component of this display in order to show visitors what the guns looked like, their size, and their operation. It should also be mentioned that there were originally four 155mm guns on Mahknati Island, but two were removed when the modern six-inch guns for Battery 292 were installed. Personal accounts of soldiers’ experiences relevant to the feature should be included if available. Use language to evoke feelings of what it may have been like to be stationed there (sights, sounds, smells, etc.).

Objective: Readers will understand the gun’s capability and also that the guns were never fired in battle.

Style and Graphic Components:

- Single post, low-profile, angled
- Approximate panel size: 24”w x 18”h
- Historical photos and/or drawings of guns

Project #9: On-shore Panel

The on-shore panel will provide introductory information about the park for individuals on shore and will hopefully inspire them to visit. The panel will largely duplicate what is presented on Panel 5 in “Project #1: Central Interpretive Hub/Shelter – Sasedni Island,” but with additional text that establishes the site’s importance during WWII. This panel could be complemented by a cell phone interpretation program that elaborates the park’s themes and historical context for the on-shore audience.

Working Title: “FORT ROUSSEAU CAUSEWAY STATE HISTORICAL PARK”

Suggested Location: undetermined

Subthemes: Fort Rousseau is a stunning example of the WWII era in Sitka and provides a myriad of opportunities for people to explore, recreate, and relate to the community’s history.

Topic/Description: This panel will present an overview of the park’s historical significance—including the qualities that made Fort Rousseau eligible for designation as a state historical park and national historic landmark—and an overview of the recreational and interpretive experiences available in the park. The panel will orient visitors to the trail system, day-use areas, camping areas, and historic features and briefly describe historic preservation techniques used in the park.

Objective: Readers will understand the site’s historical significance and the recreational opportunities available in the park.

Style and Graphic Components:

- Type D mounting standard
- Size: 36.5”w x 30.5”h
- Map of the park showing islands, trails, day-use areas, camping areas, and footprints of historic features.
- Historical images

APPENDIX C: IMPLEMENTATION PRIORITIES

The following table presents the level of priority (immediate, short term, and long term) in which the division recommends the facility and infrastructure, interpretation, information and orientation, and environmental cleanup projects outlined in this plan be implemented. However, these are recommendations and can be implemented out of order if the situation and funding allows.

IMMEDIATE PRIORITIES		
ENVIRONMENTAL CLEANUP		
Page	Proposal	Location
56	<u>Environmental Cleanup Plan</u> : Implement an environmental cleanup plan	Park wide
HISTORIC STRUCTURES		
Page	Proposal	Location
34	<u>Ammunition Magazine #1</u> : remove trash and debris from entrance and interior; repair door; remove graffiti from walls; manage vegetation; address water penetration; secure with standard methods	Virublennoi Island
34	<u>Wooden Fuse House</u> : conduct a feasibility study to identify appropriate preservation techniques	Gold Island
34	<u>Two-story Bunker</u> : remove trash and debris; remove graffiti; replace ladder; manage vegetation; secure with standard methods	Gold Island
35	<u>Three-inch Anti-aircraft Position</u> : manage vegetation; clean for visitor use; secure with standard methods	Sasedni Island
35	<u>Meteorological Station</u> : manage vegetation; clean for visitor use; secure with standard methods	Sasedni Island
INTERPRETATION – PERSONAL		
Page	Proposal	Location
48	<u>Program Outlines</u> : create a series of program outlines to provide guidance for those interested in giving tours in the park	N/A
INFORMATION AND ORIENTATION		
Page	Proposal	Location
52	<u>Boundary Sign</u> : install a sign at the park's eastern boundary	Nevski Island
53	<u>Safety Signs</u> : install signs showing boundaries of developed areas	Park-wide
53	<u>Web Page - Fort Rousseau Causeway State Historical Park</u> : create park web page accessible from the division's website	N/A

53	<u>Website - Sitka's WWII Site</u> : link the park's website to the Sitka WWII site and vice versa	N/A
53	<u>Website - Sitka Maritime Heritage Society</u> : link the park's website to the SMHS site and vice versa	N/A
53	<u>Website - Sitka Historical Society and Museum</u> : link the park's website to the Sitka Historical Society and Museum site and vice versa	N/A

SHORT-TERM PRIORITIES		
ACCESS		
Page	Proposal	Location
31	<u>Boat Dock</u> : construct one dock that would serve as the primary access point to the park	Sasedni Island
HISTORIC STRUCTURES		
Page	Proposal	Location
35	<u>Ammunition Magazine</u> : remove trash and debris from entrance and interior; repair the door; remove graffiti from walls; manage vegetation; address water penetration; secure with standard methods	Makhnati Island
35	<u>Battery 292, including six-inch gun emplacements</u> : manage vegetation; secure with standard methods	Makhnati Island
35	<u>155-mm Gun Emplacement</u> : manage vegetation	Makhnati Island
TRAILS		
Page	Proposal	Location
36	<u>Improve Causeway</u> : build a minimum eight-foot-wide, hard-packed accessible trail leading from Sasedni Island to Gold and Virublennoi islands (sections of the causeway may need to be repaired to 10 feet wide)	Sasedni Island to Gold and Virublennoi islands
36	<u>Main Trail</u> : build a minimum eight-foot-wide, hard-packed accessible trail following the historical road alignment	Sasedni Island
36	<u>Secondary Interpretive Trail</u> : build a minimum eight-foot-wide, hard-packed accessible trail that loops around the northern tip of the island and connects to the day-use area	Sasedni Island
37	<u>Trail System</u> : build a minimum four-foot-wide trail that is, in part, universally accessible and that follows the historical road alignment	Makhnati Island
OTHER FACILITIES/INFRASTRUCTURE		
Page	Proposal	Location
38	<u>Covered Picnic Shelter</u> : construct one or two covered picnic shelters, each equipped with tables and fire ring or barbeque grill	Sasedni Island Day-use area

38	<u>Picnic Sites</u> : establish designated picnic sites, each equipped with one table and a fire ring or barbeque grill	Sasedni Island Day-use area
38	<u>Toilet</u> : construct one toilet	Sasedni Island Day-use area
39	<u>Interpretive Shelter</u> : construct a covered shelter near the day-use area to house interpretive exhibits	Sasedni Island Day-use area
40	<u>Improved Camp Sites</u> : establish hardened tent camping areas	Kirushkin Island
39	<u>On-site Caretaker Facility</u> : construct building to provide housing for a volunteer or seasonal staff person and construct toilet if necessary	Undetermined
INFORMATION AND ORIENTATION		
Page	Proposal	Location
52	<u>Orientation Signs – Trail Junctions</u> : install orientation signs at trail junctions	Park wide
53	<u>Websites - Other</u> : encourage Sitka businesses and other travel/tourism businesses to link the park's website to their site	N/A
54	<u>Travel Guides</u> : provide information about the park to local travel guides to increase interest in the park	N/A
INTERPRETATION – NON-PERSONAL		
Page	Proposal	Location
63	<u>On-Site Interpretive Project #1</u> : Central Interpretive Hub/Shelter	Sasedni Island
67	<u>On-Site Interpretive Project #3</u> : Orientation Panels	Virublennoi, Gold, and Sasedni islands
69	<u>On-Site Interpretive Project #4</u> : Orientation Panel	Makhnati Island
66	<u>On-Site Interpretive Project #2</u> : Orientation Panels	Kirushkin, Reshimosti, Nevski, and Mogilnoi islands
73	<u>On-Site Interpretive Project #7</u> : Trailside/Historic Features Panels	Sasedni Island
70	<u>On-Site Interpretive Project #5</u> : Trailside/Historic Features Panels	Virublennoi Island
72	<u>On-Site Interpretive Project #6</u> : Trailside/Historic Features Panels	Gold Island
78	<u>On-Site Interpretive Project #8</u> : Trailside/Historic Features Panels	Makhnati Island
50	<u>Park Brochure</u> : design a park brochure to match the Alaska State Parks standard design for brochures	N/A
50	<u>8.5"x11" double-sided flyer</u> : design a flyer that could be downloaded from the park website and easily printed from home computers	N/A
50	<u>Museum's WWII Exhibit</u> : work with museum to integrate park's interpretive themes into the museum's WWII exhibit (<i>priority when museum updates their exhibit</i>)	Sitka Historical Society and Museum

INTERPRETATION – EVALUATION		
Page	Proposal	Location
51	<u>Evaluation guidelines:</u> create guidelines for evaluating the effectiveness of interpretive sites and services (<i>priority when personal and non-personal interpretive projects are implemented</i>)	N/A

LONG-TERM PRIORITIES		
TRAILS		
Page	Proposal	Location
37	<u>Improve Causeway:</u> establish a trail linking Sasedni Island to Makhnati Island and repair breached sections of the causeway	Sasedni Island to Makhnati Island
INTERPRETATION- NON-PERSONAL		
Page	Proposal	Location
81	<u>On-Site Interpretive Project #9:</u> On-shore panel	Undetermined
50	<u>Six-inch, 155mm, and 20mm Guns:</u> pursue the acquisition of historical guns for the park	Sasedni Island and Makhnati Island
50	<u>Fort Rousseau Exhibit:</u> work with Sitka Maritime Heritage Society to develop the Fort Rousseau portion of the WWII exhibit in the Japonski Island Boathouse (<i>priority when the SMHS develops the Japonski Island Boathouse visitors area</i>)	Japonski Island Boathouse
51	<u>Podcasts:</u> develop a series of podcasts relevant to the park's interpretive themes to enhance the visitor experience	N/A
51	<u>Cell Phone Interpretation Program:</u> develop a cell phone message to complement the on-shore interpretive panel (<i>priority when interpretive project #9 is complete</i>)	Undetermined - information/phone numbers at on-shore interpretive panel
OTHER FACILITIES/INFRASTRUCTURE		
Page	Proposal	Location
40	<u>Public-Use Cabins:</u> determine appropriate locations and build cabins	Undetermined
45	<u>Visitor Center Facility:</u> construct a visitor center to house interpretive exhibits and caretaker residence if support and funding allows	Undetermined

