

1-99  
Minutes  
of Meeting

MINUTES OF THE NINTH MEETING OF ALASKA FIELD COMMITTEE

OCTOBER 17--19, 1950

SITKA, ALASKA

RG 126, Office of Territories  
Entry 1-B, Classified File, 1907-51  
Box 508

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The ninth meeting of the Alaska Field Committee was held in the Fire Hall and was called to order at 9:00 am on October 17. The following were present:

Clarence Rhode, Fish & Wildlife Service (Oct. 17 am only;  
absent am on 18th)  
Milton Furness, Fish & Wildlife Service  
Joseph Morgan, Bureau of Reclamation  
Angelo Ghiglione, Alaska Road Commission  
Elroy Hinman, Alaska Railroad  
Lowell Puckett, Bureau of Land Management  
S. H. Lorain, Bureau of Mines  
George Rogers, Alaska Public Works Agency  
Hugh Wade, Alaska Native Service  
Reinholt Brust (Oct. 19 absent am), Alaska Native Service  
Marvin Ripke (Oct. 19 absent am), Alaska Native Service  
William Twenhofel, Geological Survey  
Edgar Hales, Geological Survey  
George Sundborg, Governor's Office  
Kenneth J. Kadow, Alaska Field Staff

Mr. Wade, newly appointed Area Superintendent for the Alaska Native Service, was introduced to the group.

The Chairman read an invitation from the Mayor of Haines, Alaska, inviting the Field Committee to hold its next regular meeting at Haines. It was decided, due to the uncertainty of transportation to that area in January and the fact that the Territorial Legislature will be in session at that time, to hold the January meeting in Juneau. It was also decided that if agreeable with the officials of Haines the April meeting will be held in Haines.

Six Year Report. - Mr. Kadow expressed dissatisfaction with the status of the Six Year Report at this time. Too many agencies had not submitted their material on time and three agencies had not submitted it even at the Sitka meeting. After discussion of this subject it was agreed to hold a special meeting of the Field Committee in about six weeks to give final approval to the Six Year Program and to give ample opportunity to reflect program changes due to last minute budget cuts. The Chairman outlined principal instructions for programming contained in President Truman's letter to Cabinet members and in Secretary Chapman's instructions to bureau heads and the Field Committee Chairman. Mr. Kadow further explained that Lyle Craine, Acting Director of the Program Staff, had offered a last minute interpretation to programming but indicated that actual program needs plus defense should be the principal criteria for program planning.

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At this time a brief discussion of budget cuts took place. Rhode indicated a cut of \$80,000 out of a total \$1,500,000; Ghiglione indicated \$1,100,000 out of \$23,000,000; Hinman indicated an appropriation of \$30,000,000 out of a request for \$31,000,000; Puckett said that \$50,000 had been cut from his construction program and that additional cuts had taken place which would reduce his survey operations this year from 8 to 6 survey crews. Due to the pending increase in work load and the large backlog of survey cases, the Field Committee asked Puckett for more details so that a resolution could be sent to Washington concerning it. Rhode pointed out that several bills put through the 2nd Session of the 81st Congress by Bob Bartlett had had a direct effect on his program. He had a new appropriation, which could amount to \$75,000 a year, effective July 1 from taxes on fishing tackle. This is called the Dingell Bill. These funds will be used for stocking streams with game fish and perhaps to run a small hatchery. Rhode also had an increase from \$25,000 to \$75,000 in the Federal Aid to Wildlife Program. This will permit research and planting of wildlife, both of which are much needed in Alaska. At this point Rhode explained that the F&WL Service had decided to completely change its approach to their research program on fisheries. They were going to concentrate their work on salmon in one location in order to prevent the spreading thin process which had been taking place recently.

Morgan raised the question as to what was being done to educate the children throughout the Territory against the very destructive practices that they saw in catching and killing salmon in streams. Morgan estimated that many thousands of spawning fish are lost in this manner. Rhode explained that he had budgeted funds for an educational program in the public schools in 1952 but he had received word that it would not be allowed. He was putting the item in for 1953 and thereafter. Morgan felt that special attention should be called to the Department on this matter and a special effort to obtain funds for it obtained. Rhode suggested that one of the most logical approaches to this in order to guarantee its continuity as a vital conservation effort was to have Delegate Bartlett introduce legislation that would set aside the other 50 per cent of the funds now being collected from game licenses for this purpose. At the present time, one-half goes to the Territorial Education Fund and one-half goes to the Treasury. The Field Committee concurred in the wisdom of this suggestion and adopted the following resolution:

"That the Field Committee notes there is not at present, nor has there ever been, an organized educational program to carry the need for conservation to the people of Alaska, particularly in the public schools. It is recommended that the Fish and Wildlife Service adopt such a program immediately as an important means of safeguarding and enlisting support of conservation of Alaska's basic natural resources and that it furnish material and assistance toward starting such a program in the various school systems and native villages. The Committee agrees unanimously to support a

request for funds for such a project as are being carried in the Fish and Wildlife Service budget requests and that the Committee further believes the proper way to finance such a program would be by securing legislation to authorize expenditures for this purpose from the sale of hunting and fishing licenses."

It then instructed its Chairman to take whatever action was necessary to get Departmental approval of the proposition and Delegate Bartlett's backing to introduce the bill.

Morgan commented that survey crews in the Susitna River Basin had spotted herds of caribou and wondered if this was an important grazing area for them. Rhode indicated that this whole area was an excellent grazing ground for both caribou and moose. This raised the question of the large number of requests that were being made both by the Bureau of Reclamation and the Corps of Engineers for river basin information from the Fish and Wildlife Service. After considerable discussion of this problem and the difficult financial aspects created by it, Morgan agreed to help Rhode with funds for investigations requested by his bureau. Rhode explained that this would help a great deal but that his comments were directed primarily to the Corps of Engineers. Sundborg introduced the following recommendation:

"The Alaska Field Committee recognizing the vital importance of safeguarding Alaska's fishery and wildlife resources to the greatest extent possible, consistent with the development of other resources of the Territory, recommends that whenever an individual, company, or agency of government, investigates the feasibility of a proposed hydroelectric power development or other project entailing the construction of dams or the diversion of water, such individual, company, or government agency should be required to include in the investigation a study of the effect such construction or proposed work would have on fishery and wildlife resources. This study should be undertaken by the Fish and Wildlife Service and financed by the individual, company, or agency requesting the service."

The recommendation was passed unanimously and the Field Committee instructed its Chairman to transmit this request for action to Assistant Secretary Doty with a full explanation.

Rhode then explained various other aspects of his Six Year Program and pointed out that many more streamguards were needed to satisfactorily carry out enforcement and to gather information concerning runs. This led to a discussion of the lack of legislation concerning gear and the inability of the F&WL Service to control the catching of fish unless gear could be limited. Kadow explained that legislation had been introduced into Congress which would limit gear but that no action had been

taken on it and when first introduced it was objected to by fishermen and fishing interests in Alaska. Rhode said that this situation was rapidly changing in that fishermen and canners were beginning to realize that control of gear was a must. Wade suggested that this bill should be pursued actively by the Field Committee and the Department. Sundborg pointed out that Statehood was quite likely and that the problem to which Rhode referred could undoubtedly be handled easier through a state than through the Federal government. General discussion of this matter ensued, after which Kadow suggested that because of the importance of the problem involved and no definite assurances that Statehood was forthcoming that action along those suggested by Wade should be taken. Wade therefore introduced the following motion which was passed unanimously by the Field Committee:

"Recognizing the fishing industry as being of primary importance to the economy of a large part of the Territory and recognizing that this economy is being seriously disrupted by the mass movement of fishing gear from one area to another due to short seasons and intense competition for fish; and since it has been pointed out present statutory authority does not permit regulation of gear but permits only further shortening of seasons thus aggravating the situation, the Committee recommends the Department take immediate steps to obtain legislation authorizing control of fishing gear and that it not be delayed pending passage of the fish trap elimination bill."

Sundborg expressed agreement with the motion but did not like its wording too well because in his opinion it tends to set the limitation of other gear up as somehow more urgent than the abolishment of fish traps which he regards as a No. 1 objective. Since there is special legislation already in Congress dealing with the fish trap issue the Committee felt the motion should remain as worded with the Department and Congress deciding on relative priorities of the two bills.

The Field Committee instructed its Chairman to communicate this action to Assistant Secretary Doty and other appropriate officials. Kadow pointed out that in his opinion the F&WL Service Six Year Report material was too lengthy although it was much better than last year. He agreed to work with Rhode and Baltzo immediately to get the material in the most concise form feasible. Rhode indicated that he did not expect any material increase in funds next year or in the immediate future since too many people did not realize the connection between fish and wildlife and defense and that he felt they would not consider the fisheries appropriate for this reason. The funds for this activity, although slightly increased over last years, are still woefully short to permit the F&WL Service to carry out its responsibilities under law. Rhode further indicated that his Six Year budget requests were based on what he thought he had a reasonable expectation of being favorably considered.

Bureau of Reclamation. - Morgan explained his Six Year program. He indicated that the Talya Reconnaissance Report is expected to be completed early in 1951. The Eklutna Project has been authorized and is now going forward rapidly. Bids will be let for the tunnel work on March 15. It is expected that the Swan Lake Project will be the next report ready. Morgan is hopeful that the full report will be ready for the special Field Committee meeting scheduled for November 28 and 29. Kadow expressed concern over the lack of coordination between the Corps of Engineers, the Bureau of Reclamation, and the Department of Agriculture and wondered if attention

should not be called officially to this problem. Morgan suggested that the Olds Committee, set up by the President's Water Resources group, would know how to solve this problem. Puckett raised the question of an intradepartmental meeting, pointing out that there were many problems in the area of land withdrawals coming up and that it might be possible to get a better understanding of this complicated problem through a meeting similar to the one held last December. Kadow explained that one had been scheduled for earlier in the year but that it had been sidetracked because of the change in the leadership of the Alaskan Command and in the top personnel of the Department of the Interior. He explained that he personally did not feel capable of meeting on an intradepartmental level at the time it was scheduled because he did not know of the important policy changes which might be made by Secretary Chapman. He commented that this situation was rapidly being clarified and that if there were sufficient justification he was willing to call another informal intradepartmental meeting. He said he would canvass the situation and find out how many items of interest could be scheduled on the advice of such a meeting. All members present agreed to give the matter thought and report at the special meeting on it. Morgan did not have copies of his Six Year Report material available for distribution, therefore detailed comments on it were deferred until the special meeting. At this point Kadow stressed that all agencies should have their final material into his office no later than November 1. Those present agreed to meet this deadline.

Alaska Road Commission. - Ghiglione explained the Road Commission's Six Year Program with special emphasis on the timing of the roads to be built and the estimated funds required. He pointed out that the narrative for their write-up will be almost the same as the year before. In a discussion of the Road Commission's budget, Ghiglione pointed out that ARC survey funds had been transferred to the Bureau of Land Management to assist in some of their many road survey problems created by road construction. The problem of easements versus withdrawals came up but was deferred for discussion under the BLM program. Puckett requested information as to whether the Road Commission had provided streets for the townsite of Tok, indicating that Colonel Noyes had earlier agreed to handle this matter for the Department. Ghiglione did not think anything special had been set aside for this but felt that since Colonel Noyes had commented himself on it that it would probably be taken from the small industrial road fund. A very small amount of road is involved. Kadow asked what the plans of the Road Commission were concerning the keeping open of the Valdez road and the Haines road. Ghiglione indicated that Valdez will be kept open this winter and that consultations were proceeding at the present time towards completing arrangements for bringing the Haines road up to Alaska Highway standards and keeping it open on a year-round basis. The parts of the Haines road in Alaska are already of the above standard and are now being paved from Haines to the border. No funds or explanations are included in the Six Year Program on this item since the part to which we are referring is in Canada and can only be worked out on an international level. Ghiglione felt that there was a fair chance of having

the road reconstructed and opened in 1951 but certainly not this winter. Kadow pointed out that the Road Commission narrative had not yet been submitted and requested that it be handed in as soon as possible. This was agreeable with Ghiglione.

Geological Survey. - Twenhofel explained the Geological Survey's Six Year Report, after which general discussion ensued. It was the feeling of the group that the GS report was too general and non-committal and that not enough attention had been given to tying into some of the most practicable aspects of immediate development. It was felt that the program could be submitted in much more detail for the full six years. As it now stands, it is only worked out for the first year. Twenhofel explained the long range objectives of the fact finding work and pointed out that these smaller details to which the group referred were probably in some of the general appropriations not clearly identified. Further discussion ensued with the Field Committee instructing its Chairman to transmit to the Program Director and the Geological Survey in Washington and other appropriate officials the following feeling of the Field Committee:

"The Field Committee fully appreciates the character of the Geological Survey's program in the field of basic data collection but it also feels that since this basic data collection is a primary step in many other development programs that more specific planning with a view of immediate development should take place. Accordingly, the Field Committee has requested that the Geological Survey resubmit its Six Year Program outlining in more definite terms its Alaskan goals for each of the six years. The Field Committee further recommends that the Geological Survey plan its Six Year Program in such a manner as to be more fully integrated with other agencies of government that need or will need the basic data provided by the Geological Survey in order to carry out their programs. In the latter category, the Bureau of Mines is outstandingly affected."

Kadow requested Twenhofel to do all in his power to get the revised material in his hands without delay. He realized that this assignment would take more work than in most cases but felt it was not as difficult a job as it sounded. Twenhofel agreed to urge all possible haste in submitting the material.

In closing the discussion on the GS program, Lorain suggested that there should be more funds earmarked for spot investigations of minerals. Lorain would like the GS to come up with a detailed program for spot investigations based on their long experience in the Territory. As a starter, he suggested cooperative exploratory work on the Orange Hill copper deposits, the Kuskokwim mercury deposits, and the Wrangell Mountain area in general. Others expressed the view that it was very important to concentrate investigations along the lines of Lorain's suggestions, particularly if other important development features were



involved in the area also, such as power or existing transportation facilities.

Alaska Railroad. - Hinman indicated the Alaska Railroad has not as yet submitted its Six Year Report but would do so by November 1. He explained that the Railroad was still trying to get a civilian operation of the port of Whittier and was hopeful that they might succeed. Kadow asked what progress was being made by the Railroad to reduce rates. Hinman stated that the Railroad still hoped to be able to reduce rates once the rehabilitation was complete but nothing new in this connection was pending to his knowledge. Hinman indicated that the Military had indicated an interest in extending the rail line from Eielson to Big Delta. The cost of this extension had not been quite worked out yet and was the reason why the Railroad program had not been submitted.

Alaska Public Works Agency. - Rogers explained that the recent \$3,000,000 cut in the \$5,000,000 appropriation, which was approximately one-fourth of the amount originally requested, had thrown their program into a tailspin. They were unable under the circumstances to present anything like a one year program let alone a six year program. However, the general outline of the activities of this group for the next six years was presented subject to modification. A general discussion concerning the seriousness of the \$3,000,000 budget cut was reviewed in relation to other vital activities of the Federal government in Alaska. The seriousness of this cut as related to housing and other developments throughout the Railbelt and in other defense areas was pointed out. This is considered one of the most serious blows to the Alaskan program of the Interior Department of all cuts. The sentiments of the Field Committee crystallized in the following resolution intended to be sent directly to the Secretary by the Field Committee Chairman in the form of a telegram:

"Because of the importance of the Alaska Public Works program in providing basic facilities to serve urgently needed Alaska housing vital to our defense, long-range development and permanent settlement, and the proven urgent need for the immediate construction of adequate community facilities in most cities of Alaska which the program would provide and the demonstrated engineering and economic feasibility and soundness of specific projects proposed by Alaskan communities, which for the most part are required because of federal activities, the Alaska Field Committee unanimously recommends that prompt and forceful action be taken by the Department to make immediately available for the construction of high priority public works during the present fiscal year the funds removed and reserved by the joint action of the Bureau of the Budget and the Department of the Interior--urgently needed projects far exceed the original drastically reduced appropriation."

The resolution was passed unanimously. Kadow was instructed to discuss the matter with Governor Gruening and Delegate Bartlett. If it became apparent that at least \$2,000,000 of this could not be restored, the Chairman was instructed to ascertain the possibilities of having Delegate Bartlett introduce a special request for the needed funds when Congress reconvenes.

Kadow stated that in his travels throughout the Territory he was picking up very considerable loss of faith and confidence in the Alaska Public Works Agency by the various cities with whom they had worked. In some instances the opposition was very vociferous and quite bitter--the most outstanding being Fairbanks. He indicated that opposition had been expressed by Anchorage, Juneau, and Sitka. Wade pointed out that he had heard opposition in other cities as well as the ones mentioned by Kadow. A general discussion followed which brought out the fact that the opposition mentioned by Kadow and Wade had been heard by others and was of such a nature as to indicate that the matter should be looked into by the Secretary's Office. The sentiments of the Field Committee were expressed in the following motion:

"No agency enjoyed greater public support than the Alaska Public Works for the first few months after its inception. In its public relations and in its efforts to carry out its projects expeditiously Alaska Public Works is greatly handicapped by its present organization and operating procedures and instructions. The exchange of materials and instructions between the field and the Washington office is so time consuming as to substantially increase the time for the starting of projects. Applicants object strongly to excessive paper work involved and in many instances are contributing to an unfavorable public reaction.

"The Alaska Field Committee therefore recommends that the Secretary's Office undertake a study of the organization of the administration of the Alaska Public Works program with a view toward recommending reorganization and decentralization which will substantially reduce the time involved in making allotments of funds, approving of plans, awarding of contracts and commencing of construction of qualified projects. In the opinion of the Alaska Field Committee this can best be accomplished by locating the Director of this function in Alaska along with the bulk of the staff and in transferring necessary authority under the Act to the Alaskan office.

"This recommendation is respectfully made in the spirit of constructive criticism to improve the operation of the agency and the Department's over-all public relations."

All present voted favorably on the motion except Rogers who abstained from voting. The Field Committee Chairman was instructed to communicate the sense of the motion directly to Secretary Chapman.

Bureau of Land Management. - Puckett explained the general outline of his Six Year Program stressing the backlog of surveys and the complete inadequacy of the funds for the carrying out the full responsibilities of his office. He said that he had hoped to maintain the 8 survey crews in the field that he had this year but budget cuts had rendered this impossible. Six is the most that can be gotten from the existing budget. The new work which is imposed on the Bureau of Land Management by road withdrawals and the return of parts of the national forests to the public domain would most certainly make the BLM lose all the ground it has gained in the last season's work. A general discussion of this situation ensued.

and it was apparent that the full seriousness of this situation was understood by all. The sentiment of the Field Committee crystallized into the following motion:

"The Alaska Field Committee since its inception has been genuinely concerned with all activities of the Department that affect adversely our public relations and in any way impede the orderly and rapid development of the Territory. Accordingly, it has repeatedly recommended that the Bureau of Land Management should be allowed funds to permit reasonable progress in eliminating the backlog of surveys. With a full appreciation for the difficult budget problems involved it is the unanimous recommendation of the Alaska Field Committee that surveying facilities and staffs of the Bureau of Land Management be maintained at no less than 8 full crews, as was provided the last fiscal year, until the backlog of work is abreast with current demands.

"It has been estimated that a minimum allotment of \$225,000 for fiscal year 1951 would be required to carry out the above recommendation. The amount of money involved in this request is so small as to be all out of proportion in importance to our Department's over-all Alaskan program and the public reception of it. Funds under the present allotment are sufficient to keep 6 survey parties in the field. The above requested amount would keep the required 8 parties for the balance of the fiscal year."

The motion was passed unanimously. The Chairman was instructed to communicate the sense of this motion to Assistant Secretaries Northrup and Doty, the Bureau of Land Management, and any other appropriate officials.

Bureau of Mines. - Lorain stressed, particularly, that the entire Bureau of Mines program with regard to mineral development has been reoriented toward the objective of relatively short range development of specific strategic mineral deposits and away from the more leisurely long range appraisal and development of mineralized areas that was emphasized in the program last year. This change is a direct result of provisions of the National Defense Act of 1950. Incidentally, and in further deference to defense requirements, all construction items were removed from the Bureau of Mines program. Special efforts will be made in the general field of coal development, especially in the Matanuska bituminous coal fields. These studies are considered of vital importance. The investigations to locate satisfactory raw materials for the building industry will continue. The Bureau is interested in materials for bricks, haydite, mineral wool, cement, and anything else that would be useful in Alaska. In this connection Lorain reported that a new limestone deposit had been found which appears to be much superior to the one that was drilled last summer. It is contemplated that this new deposit will be drilled out in the hope of confirming preliminary findings. Spot investigation of minerals, particularly those which may be important in the national defense picture, will be stressed by the Bureau. Those which seem to merit

immediate attention are the Orange Hill copper deposits, the Kuskokwim mercury deposits, and the Wrangell Mountain area in general. Work will continue on the Klukwan iron deposits.

The health and accident features of the Bureau's program were discussed. Lorain pointed out that these items were not in very good shape and that he hoped to improve them materially. Ghiglione asked if the beidellite, a material used for reclaiming oil, was being studied. Kadow said that a deposit in the Fairbanks area had come to his attention but neither Lorain nor Twenhöfel had heard of it. No use for this material is known except in the reclaiming of oil. Morgan wanted to know if there was any likelihood that the tin deposits of the Seward Peninsula would be developed in the near future. Lorain indicated great interest in these deposits and said that he was hopeful of having them developed soon. He felt that if this development takes place it promises to be of sufficient size to justify a thorough power investigation in the area. Kadow suggested that the Geological Survey, the Bureau of Mines, and the Bureau of Reclamation should formulate their plans to this end. Lorain pointed out that his Six Year Program was being stepped up gradually but that rapid increases in funds could not in all probability be intelligently utilized. He stressed again the importance of the Geological Survey and the Bureau of Mines spending more time in working out their cooperative plans.

Alaska Native Service. - Wade and Brust stated that the Six Year Program of the ANS was intended to produce a situation that would permit the Government to meet its responsibility in the fields of health, sanitation, and economic opportunity to the natives of Alaska within the next six years. Once basic improvements in facilities and staff were made that would permit the carrying out of this program their appropriations would level off at a lower level. General comments on the ANS program followed with no outstanding instructions forthcoming.

Governor's Office. - Sundborg reported that he did not know the status of the Six Year Report for the Governor's Office, but agreed to look into it.

National Park Service. - Kadow read a letter from Al Kuehl explaining that he could not be present because of a conflicting NPS conference. He agreed to have his Six Year Report material available soon after the conference mentioned.

Field Staff. - Kadow indicated that he would try to rejuvenate the Field Staff budget to the operating level of last year which would represent an addition of an Administrative Assistant and increases in operating funds.

In closing the discussion on the Six Year Report, the Chairman again stressed the importance of having the material in without delay.

Report of Subcommittee on Administrative Matters.

Brust, Chairman of the Subcommittee investigating possible administrative recommendations and revisions, and Marvin Ripke who assisted in this work, went over point by point the recommendations contained in the Subcommittee's report. Several corrections were adopted and the Subcommittee was instructed to prepare the report in final form. The Chairman of the Field Committee was instructed to distribute it to all members and to send a liberal supply to Vernon Northrup, Assistant Secretary in charge of administration, and to Mrs. Maulding, Chief Personnel Officer for the Department. In connection with the general discussion of the recommendations concerning wage boards the following motion was made by Wade:

"The Alaska Field Committee recommends that the Department of the Interior form a wage board for Alaska."

All voted in favor of the motion except Hinman. Twenhofel made the following motion:

"In the absence of a permanent wage board for the Department of the Interior in Alaska it is recommended that a Subcommittee be formed, consisting of members from the Alaska Road Commission, Alaska Native Service, Bureau of Reclamation, and a consultant from the Alaska Railroad, to provide each of the operating agencies in the field with a uniform schedule of wages and other improvements for submission to Washington through established channels."

The motion was passed unanimously. The following members were appointed to this Subcommittee: Don Miller, ARC, as Chairman; Marvin Ripke, ANS; Edward Dietz, Bureau of Reclamation, and Mr. Shelmerdine of the ARR as Consultant. The Chairman was instructed to notify this Subcommittee that it was to submit tentative recommendations to all bureaus for comment prior to formalizing a recommendation for Washington consideration.

Water Code.

The Chairman introduced Mr. Clarence L. Anderson, Director of Alaska's Territorial Fisheries and Chairman of the Advisory Committee to the Water Pollution Board, and Mr. J. Frank Field, Assistant Director of the Division of Sanitation and Engineering. These gentlemen had been invited to be present when the Water Code was being discussed. Kadow explained for the benefit of the above men and new members of the Field Committee how the Water Code came into existence. He explained that there was a definite need for clarifying title to water and for defining the basis on which water use would be considered. He explained that the Field Committee had no authority whatsoever but was attempting to render a service to the Territory. It is intended that the completed draft will be turned over to the Governor's Office for whatever action it deems advisable once the Field Committee has finished its work.

A very helpful discussion concerning the Water Code took place with extensive revisions contemplated. Anderson and Rhode had comments that practically paralleled each other which were, for the most part, adopted. Attention was called by Field to the duplication of functions, between certain authorities in the Water Code and his office, set forth when the Pollution Board was created. Twenhofel stressed that the present draft seemed inadequate since it did not cover underground water. After considerable discussion of this point it was agreed that only surface water would be treated in this draft but that an underground code should be prepared when time permitted and which could be submitted as an amendment. During the discussion it became evident that the Water Pollution Board might be better qualified to administer this Code than the Highway Engineer which was originally suggested. After discussion of this point, the Field Committee decided to make no recommendations at all but to leave this decision to the Territorial Legislature. The suggested changes in the Water Code were so many and all of such importance that the Field Committee suggested the entire thing be reworked by a Subcommittee and submitted at the special meeting of the Field Committee for further consideration. The Chairman appointed R. C. Johnson of Reclamation as Chairman of the Subcommittee, George Sundborg, William Twenhofel, S. H. Lorain, and Clarence Rhode, with the instructions to rework the entire draft within the next two weeks. It was agreed that the reworked draft would be remimeographed and made ready for distribution by the Bureau of Reclamation.

Discussion of draft law creating Territorial land, zoning, and recreational resources office.

Sundborg of the Governor's Office reported on a rough draft of legislation intended to point the way to the creation of a Territorial Land Office. He explained that there were many parcels of land already under the jurisdiction of the Territory and that under Statehood some 20,000,000 acres more would be forthcoming. Likewise, the Field Committee has clearly recognized the problem of zoning and has also felt that there should be some Territorial agency capable of receiving land for long range recreational purposes such as parks, road side camps, lake resorts, etc. Rogers pointed out that the interdepartmental committee originally appointed by Kadow to consider planning purposes established with community growth, had aspects of this problem under consideration at the present time. This committee was now working under the jurisdiction of the Governor and he felt that Sundborg should get together with this committee before either group finalized the draft covering this line of activity. All agreed that this was an excellent idea. General discussion of the draft, read by Sundborg, took place with the feeling expressed that the material was being prepared in too much detail. In general, however, the draft seemed to be the type of thing needed. Sundborg agreed to coordinate his efforts with the interdepartmental committee above mentioned and to try and have a new draft ready so that he could report on it at the forthcoming special meeting of the Field Committee.

Problems associated with road rights of ways.

The Chairman reviewed all of the problems that were arising in connection with road rights of ways. He explained the actions that the Field Committee had taken in its October 1948 meeting and again in September 1949. He also read the Department's rulings associated with (a) width of rights of ways, and (b) right of way withdrawals versus easements. He suggested that for the sake of treating the subject at this meeting a third breakdown of this subject should be (c) recommendations concerning the administration of rights of ways.

(a) Width of road right of way. Original Field Committee action taken at the meeting in October 1948 resulted in the majority of the Field Committee recommending 200 ft. for all through and feeder roads in Alaska and 100 ft. for local roads. However, the Subcommittee which studied this problem for the Field Committee had previously recommended 300 ft. for through roads, 200 ft. for feeder roads, and 100 ft. for local roads. The Subcommittee's position was fortified by the fact that the views expressed by Mr. Stoddart of the Public Roads Administration were in line with the Subcommittee's report. Since Colonel Noyes of the Alaska Road Commission was on the Subcommittee, Washington interpreted our entire recommendation to indicate that we had not followed the recommendations of those more qualified to know. The official action taken by Washington was set forth in Executive Order 601 dated October 10, 1949. This action established the Alaska Highway at 600 ft. from the Canadian boundary to Big Delta; 300 ft. on all through roads; 200 ft. for feeder roads; and 100 ft. for local roads. In a letter to Secretary Krug from Delegate Bartlett dated February 22, 1949, Bob made a vigorous protest on behalf of the people of Alaska and himself against the above Departmental ruling which was, at the time of Bartlett's objection, a proposal. The Delegate's recommendations were the same as those of the Alaska Field Committee. Frank Metcalf, Chief Engineer of the Territorial Road Commission, a few days ago confirmed his earlier stand that no highway in Alaska under any circumstances should be wider than 200 ft. The position of the Public Roads Administration, originally taken by Mr. Stoddart, has been reaffirmed under date of October 11, 1950, at 300 ft., 200 ft., and 100 ft., respectively. Governor Gruening was sufficiently interested in this problem to write a special letter to the Committee concerning it under date of October 13, 1950. In this letter the Governor expresses himself emphatically against the existing rights of ways. It is his position that there is very little justification for road right of ways in excess of 100 ft. This is the same stand that the Governor took in October 1948 but at that time he saw fit to vote along with the majority of the Committee for 200 ft., 200 ft., and 100 ft. A few days ago, he indicated to Kadow that the Field Committee recommendation was at least defensible which was certainly not his idea of the stand taken by the Department. In this connection it seems important to indicate that nearly every paper in the Territory has attacked the Department's right of way ruling as it pertains to widths as being completely unrealistic and visionary. This, the Chairman believes, expresses the views of a very large percentage of Alaskans who are familiar with the problem.

During the course of the general discussion that followed the arguments developed were the same as those that had been presented at earlier times. They are summarized herewith as follows:

Arguments for narrow rights of ways are primarily as follows:

(1) Here in Alaska our winters are extremely cold and the snow, while not excessively deep, is a great problem because of extensive blowing. Wide rights of ways, which in effect keep homes and business establishments away from the road, create a first-class problem of keeping the driveways open.

(2) Most of Alaska is covered with either scrub trees or first-class forests. When road rights of ways are much wider than needed and buildings are kept back from the rights of ways it has the effect of producing a strip of forested land between the buildings and the road. This strip must be cleared off in order that satisfactory views on the approaches to the establishments can be had. This also creates an unwarranted expense.

(3) The construction and upkeep of the driveway itself is an expense clear out of proportion to the benefit derived.

(4) Most members of the Field Committee feel that in the event Alaska's population eventually reaches proportions to justify wider road rights of ways that the present roads would be completely relocated and would no longer be regarded as through roads. It has been pointed out that if the major through roads in Alaska today were under real growth pressures they would be straightened out and would undoubtedly be in different locations, either totally or in part, from that which they now occupy.

(5) In order to overcome objections 1, 2, and 3, it would be necessary to issue special use permits for businesses and settlers along highways with wide widths rights of ways. The mechanism of special use permits along our highway system is regarded by the Field Committee as completely unsound for normal development and gives additional grounds for public resentment to bureaucratic controls. It defeats the very purpose desired in all development planning. Namely, it discourages high quality and permanent investment.

Arguments for wide rights of ways are primarily as follows:

(1) It is in keeping with practices being followed by most states and the Federal government in the United States.

(2) It greatly reduces the costs of widening and improving roads once the area becomes populated. The cost of rights of ways is a very large percentage of road building costs in many parts of the states today.

(3) It affords an opportunity for beautifying and protecting the natural beauty along the highway and gives an excellent opportunity to control unsightly signs and other types of road abuses.



Ghiglione moved that all through roads in Alaska should be 200 ft wide; feeder roads 200 ft; and local roads 100 ft. Those who voted for this motion were as follows:

Angelo Ghiglione, Alaska Road Commission  
William Twenhofel, Geological Survey  
George Sundborg, Governor's Office  
George Rogers, Alaska Public Works Agency  
Lowell Puckett, Bureau of Land Management  
S. H. Lorain, Bureau of Mines  
Hugh Wade, Alaska Native Service  
Kenneth J. Kadow, Alaska Field Staff

Morgan suggested an amendment to the motion that would establish the Alaska Highway from the Canadian border to Fairbanks and from Big Delta to Anchorage at 300 ft. All other roads would be as indicated above. Kadow expressed the view that there was some justification for this recommendation since the Alaska Highway through Canada is 300 ft. wide but he did not quite understand on what basis Morgan had selected the roads that he did. Morgan explained that these were the principal highways that would carry Military traffic and he was justifying his position on that basis. Ghiglione indicated that Morgan's analysis was not clear in that Valdez carried a very heavy load of Military traffic and that the road from Seward to Anchorage was primarily for Military purposes and that certainly the Haines road from Haines to the Alaska Highway was primarily for Military uses. He did not feel that any of these roads including the ones mentioned by Morgan required, under any conceivable circumstances, right of ways wider than 200 ft. Ghiglione stated further that Colonel Noyes was of the same opinion and had only voted for the 300 ft. width of the Subcommittee in October 1948 as a compromise between the 600 ft. being argued by Al Kuehl of the National Park Service for through roads and the 400 ft. being argued by Puckett of the Bureau of Land Management, both members of the Subcommittee.

After further general discussion the amendment was called for a vote. Only Morgan and Hinman voted for the amendment which was therefore defeated. The Chairman expressed the view that the National Park Service representative should be called upon to record his views in this matter since they had no representative present and he was almost sure they would wish to argue the case. The Field Committee agreed on this procedure and instructed the Chairman to transmit the sense of its actions to Assistant Secretary Doty and other interested parties.

(b) Right of Way Withdrawals Versus Easements. The Chairman reviewed for the Subcommittee previous actions of the Field Committee which dated back to the October 1948 meeting and the September meeting in 1949. At this time the arguments for easements versus rights of ways were presented by Puckett and discussed in general by the Field Committee. After the September 1949 meeting the whole matter was forwarded to Washington where it was settled in favor of withdrawals for all roads. However, the Alaska Field Committee is now of the opinion that the establishment of

withdrawals along Alaska's highways is creating considerable confusion and is actually retarding development in many instances. Likewise, withdrawals are causing unnecessary expense and unnecessary delays in processing. It is our opinion that the entire subject should be reconsidered by the Department at this time. The arguments for easements versus withdrawals for all types of rights of ways are as follows:

(1) Upon change of location of any right of way, land control is automatically vested in the original owner or claimant. The Alaska Railroad is, as you probably know, an easement and has caused no unusual problems in its administration. In instances where rights of ways are established after rectangular surveys are made they need not be resurveyed or noted on Land Office plats until a plat is filed by the agency for whom the right of way was established.

(2) The requirement to restrict an entryman to one side of the road may be completely defeated by the possibility of an entryman extending his holding along one side by adding up lots until a total of 160 acres is reached. Compactness on surveyed lands is not required.

(3) Veterans who have qualified to obtain patent in seven months must wait an additional year or two to obtain a necessary survey, preparation of plats, transmittal of plats to Washington for approval, return of plats to the Field for official filing, and publication of proof, before he can get final certificate. Because of the intensive road building program in the Territory and the decision to make road right of ways by withdrawals, a backlog of entries is piling up in the land office as is also public resentment against the Interior Department.

(4) Homesteaders on the Kenai Peninsula have been allowed entries in areas where exact location of highways was not known to the Land Office. In many instances this has resulted in the entryman having his land under cultivation on one side of the road and his house on the other. Present requirements provide that entrymen must choose one side of the road. This has created the situation where several will have to lose the cultivated land or move their house. In no case can final settlement be made until surveys are completed. Here again backlogs are building up, as is public resentment to the Interior Department.

(5) Settlers who had valid claims prior to August 10, 1949, may themselves alter the widths of rights of way withdrawals by relinquishing all or a portion of their claims or entries. In whatever portions they relinquish the road right of way withdrawal becomes effective but not in the portions they retain. Therefore, surveyors must indicate two right of way widths on plats to provide for possibility of relinquishment. An easement would avoid the necessity of this extra work.

(6) The Alaska Road Commission now makes a location survey which does not carefully define the exact center line of the finished road and then starts its construction. If an easement were used for a right of way, BLM would not have to follow with a careful survey of the "as-built" center line and go through the tedious costly operation of computing acreages and platting lots all along the highways. This requirement has created a tremendous amount of increased work and in order to lick it will require additional appropriations for survey crews over and above those so urgently needed to catch up our normal backlog of work. In recognition of this extra load the Road Commission has agreed to bear part of the expense but even so delays will be inevitable and many problems will be created by following present requirements.

(7) The Alaska Road Commission is constantly straightening out kinks in the road or entirely relocating parts of the highway system. Each time a road is moved a strip of "no-man's land", the width of the right of way, is left. When this situation exists along withdrawn rights of ways, a Public Land Order is required to open up strips for entry. Then veterans get first crack at the strips, not the adjoining land owner. In the meantime a new withdrawal is created along the new road location.

(8) The Department has ruled that road entries may straddle local road withdrawals but even in these cases surveys must be made to locate the withdrawal and the acreage eliminated from the patents.

Arguments in favor of withdrawals are as follows:

(1) In justifying the creation of withdrawals as set forth in the Department's withdrawal order for rights of ways, it has been argued that protection from squatters was definitely needed along most rights of ways and since a survey is needed to locate easements the withdrawal is the only method that would give protection in the absence of a survey. In a case where a road is changed before it is surveyed you simply take the survey and file a plat of relocation and this plat stands as the withdrawal.

(2) A withdrawal for any particular right of way can be made and the survey supporting it can be done later, whereas with easements there must be a survey at the time the easement is made. However, the accuracy of this point has not been clearly settled as yet. This gives people an opportunity to anticipate the location of roads by watching survey crews in action and locating their properties in the path of them.

(3) The view has been expressed that easements might be useful in some instances for the location of minor roads but in all major roads and all existing roads withdrawals should be used.

After reconsidering all of the facts Sundborg moved and Puckett seconded the motion that easements instead of withdrawals be used to establish the rights of ways for all roads in Alaska, including those already established as withdrawals. Insofar as feasible, rights of ways for other purposes should also be established by easements. The motion was passed unanimously.

(c) Administration of road rights of ways.

The Chairman explained the previous recommendations of the Field Committee concerning this subject. In the October meeting of the Field Committee in 1948 it was the unanimous recommendation that no special use permits be granted on road rights of ways 300 ft. in width or less and that all rights of ways of 300 ft. and less be administered by the Alaska Road Commission. In the case of any highways with rights of ways exceeding 300 ft. special use permits for the area beyond 150 ft from the center line on each side of the road be administered by the Bureau of Land Management through the mechanism of special use permits.

The Department in a letter dated March 24, 1949, subject, "Alaska Road Right of Way Problems" signed by Assistant Secretary Warne adopted the recommendations of the Field Committee, but some of the recommendations adopted as Departmental policy have not yet been implemented. If the Field Committee recommendation for a reduction in width of highway right of ways to 200, 200, and 100 for through, feeder, and local roads, respectively, is not implemented the above recommendation should prevail as Departmental policy and be implemented without delay. Mr. Warne's letter of March 24, 1949 also stipulated that the Bureau of Land Management should draw up immediately and make available in printed form the detailed regulations concerning special use permits along the Alaska Highway. Likewise, the Alaska Road Commission was instructed to cooperate with the Bureau of Land Management, Park Service, and Territorial Highway officials to draw up immediately and make available in printed form rules and regulations concerning billboards and other road right of way use considerations.

The two above recommendations should also be implemented without delay if the bureau heads involved have not already done so.

Puckett pointed out that if the recommendations of the Field Committee concerning the three items discussed are established by the Department it would be necessary to reword as soon as possible Public Land Order 601 in order to keep present problems and confusion at a minimum. Puckett therefore urged that the sense of the Field Committee's views in all of these matters be transmitted without delay to Washington with the request that they be given urgent consideration.

Report on housing development.

Kadow reported that excellent progress was being made on the Valdez project for the Alaska Road Commission. He had reason to believe that this project would get underway early in the Spring although some delays had been encountered. He indicated approximately 700 new units were contemplated for Fairbanks next summer and that at least a portion of these would be available for government agencies if they wanted them.

He doubted however that they would have any need for them in view of the present construction in which priorities for government workers had been arranged in at least 285 units. Military housing is still not being constructed and probably will not be. Until Military gets direct appropriations or its equivalent, they are not willing to accept the same standards of housing that are now being built for civilians. They wanted at least 1,040 sq. ft. per unit and wanted it available at around \$80 to \$90 a unit. This cannot be done under present FHA requirements.

Kadow indicated that FHA and AHA were now turning their attention to individual houses and it was hoped a very considerable number would be produced in the near future throughout the Territory. Puckett asked each Field Committee member present whether they had any objection to the use of Government Land Lot 12 at Fairbanks for housing. He explained that the AHA had made application for this land. Kadow explained that the land was near Weeksfield adjacent to the Chena Slough and was the land that had been discussed at the last Field Committee meeting. Returning to Puckett's question, no one had any objection. Morgan asked whether the Alaska Railroad was going to relocate its station through the medium of a housing project. Hinman indicated that it was still only in the planning stage. He did not know what would happen. Kadow mentioned a new 50-unit apartment and building with business space that is being planned for Palmer. However, the Health Department and the FHA are doing everything in their power to get this town incorporated. Morgan reported that he and Kadow were assisting in this effort. Kadow asked if there were any agencies of the Interior Department that still had peculiar housing needs. None were mentioned, which suggests that this problem is practically under control.

Use of public domain by Interior Department employees.

Puckett explained that the combined efforts of the Field Committee, the Governor's Office, Delegate Bartlett, and his own organization had finally produced a revision of the recent regulations affecting the use of land and resources by Department employees and which were pretty much in line with the Field Committee's recommendation. Kadow, Puckett, Governor Gruening, and Bartlett had received telegraphic information that changes were made. The official order issued under date of October 4 is as follows:

"Code of Federal Regulations, Title 43, Public Lands: Interior Subtitle A, Office of the Secretary of the Interior, Part 7, Officers and Employees: Lands and Resources. Subparagraph (1) of paragraph (a) of section 7.4 is amended to read as follows:

"Sec. 7.4 Exceptions. (a)(1) The Act of June 1, 1938 (52 Stat. 609) as amended by the act of July 14, 1945 (59 Stat. 467, 43 U.S.C. 682a) authorizes any officer or employee of the Department of the Interior stationed in Alaska to purchase or lease under that act one tract in Alaska for any purpose authorized by the act, except as a business site;

section 1 of the act of March 3, 1879 (20 Stat. 394, 43 U.S.C. 31) provides that the Director and members of the Geological Survey shall have no personal or private interests in the lands or mineral wealth of the region under survey; and Revised Statute section 452 (43 U.S.C. 11) provides that all officers, clerks and employees of the Bureau of Land Management (formerly General Land Office) are prohibited from directly or indirectly purchasing or becoming interested in the purchase of any of the public land. Apart from such restrictions, and if otherwise qualified, (1) any officer or employee of the Department of the Interior stationed in Alaska (except an officer or employee of the Bureau of Land Management or the spouse of such person) shall not by reason of being such an officer or employee be precluded from retaining or acquiring any interest in the lands or resources in Alaska administered by the Bureau of Land Management, other than in a mineral lease or mining claim, and (ii) any temporary, limited, part-time, WAE (when actually employed) or WOC (without compensation) employee of the Department of the Interior (except an officer or employee of the Bureau of Land Management or the spouse of such person) shall not by reason of being such an employee be precluded from retaining or acquiring any interest in lands or resources administered by the Bureau of Land Management. sgd Oscar L. Chapman, Secretary of the Interior."

Members of the Field Committee still were not satisfied with the order as revised. Puckett could not see why the restrictions on mineral claims or mining leases were in the provisions. Rhode expressed the fact that all employees of the Interior Department should be allowed to stake a claim or to utilize a mining lease excepting those from the Geological Survey. After considerable discussion Rhode made the following motion: "The Chairman of the Field Committee should voice our appreciation for the modification made to the Department of the earlier orders prohibiting Interior Department employees from utilizing lands or resources administered by the Department, but should register further objection to the remaining stipulation with regard to mineral or mining claims which has the effect of discrimination against Department employees and the secondary effect of retarding progress. It is the feeling of the Field Committee that only the Geological Survey should be eliminated from filing mining claims or utilizing mining leases." This motion was passed unanimously.

#### Preliminary discussion of Swan Lake Project.

Morgan explained that the Swan Lake Project was nearing completion and that from present indications it would be able to produce firm power for about 3/4 of a cent per kw and secondary power for 1/2 a cent a kw. Morgan expects the full report on this project to be ready for Field Committee review and action at the time of the special meeting of the Field Committee. Due to a shortage in time further discussion of this project was left until then.

### Tourist trade for Alaska

Kadow mentioned that there was a renewed interest in the development of hotel facilities for tourist trade and that the Development Board had been doing a wonderful job in organizing this whole program. Sundborg indicated that a new tourist association was being formed for the Territory of Alaska and that it had great promise for producing the desired results. Ghiglione felt that any consideration of the tourist business should not overlook the development of a satisfactory car ferry for southeastern Alaska, but that at the present time, probably only the run from Haines to Juneau would be feasible. Wade indicated that the service from Haines to Juneau was so unreliable at the present time that it could not be expected to contribute much to tourist development. Something should be done about it. This point of view was concurred in by Ghiglione and Kadow, and after further discussion by the Committee as a whole, it was agreed that the matter would be taken up with the Territorial Road Commission and the Alaska Road Commission, as well as the Bureau of Public Roads, to determine whether or not there was any logical plan that could be developed without injuring the efforts of Steve Homer and his associates.

### Open meeting with officials of Sitka and leading citizens.

The meeting was held in the evening on October 18 and was presided over by Mayor Doyle. The first item was brought up by the Chairman of the Hospital Board. The group was anxious to obtain a 25 to 50-bed allotment at the Mt. Edgumbe hospital for general patients from the city of Sitka. Wade explained that under existing law this was not possible in that the Alaska Native Service was already doing everything it could possibly do under the terms of the existing law. Kadow explained the fact that a determined effort by the people of Sitka to obtain beds in this hospital might actually end up by having the existing lenient policy of handling emergency cases curtailed. He suggested that the entire problem should be re-examined from some other approach. Rogers explained that a hospital could be obtained under the Alaska Public Works Act but the curtailment of funds made this possibility very unlikely at the present time. Wade pointed out that funds were already available under the terms of the Hospital Construction Act on a matching basis and that part of the matching funds could come from the town of Sitka and the other part from the Territorial government. He felt that they might do as good as 3 to 1 if they pursued this problem properly. The people of Sitka showed real interest in this and agreed to follow through on this with Wade and Kadow.

The next matter brought up was the discussion of the electric power situation for Sitka. It was pointed out by a member of the Utility Board that power rates in Sitka were being maintained at 10 cents a kilowatt in order to keep down the use of power. They were very much interested in finding out how to begin development of a new \$2,000,000 hydroelectric project at Blue Lake. This electric project is contemplated to produce 4,000 kw. The present use of power in Sitka is approximately 500 kw with a peak of 800 kw. It was brought out that the production of electric power

by diesel is costing around 17 to 18 mills and that the distribution costs of electricity are very high because of the small amount sold. It was felt that if an abundance of power could be made available by selling it cheaply they could increase the output greatly. A local citizen wanted to know what the Bureau of Reclamation was doing about power for Sitka. Morgan explained that the Bureau had been originally asked to come in by the City officials and that a few months later when they were actually preparing to go in the same officials, through urgings by the Forestry Service and the Alaska Industrial Corporation, had asked the Bureau of Reclamation to stay out. This was the present status as far as the Reclamation Bureau was concerned. After considerable discussion of this point, Mayor Doyle indicated that the Bureau would soon be receiving an official request to continue its studies in the Blue Lake area. Kadow interjected the thought that studies by the Bureau would be most worthwhile and that in his opinion the demands for power until some major project was forthcoming were so small as not to justify an installation of the cost and size indicated by the Utility Board. Instead, he suggested that the City consider installing 200 to 400 kw of additional diesel capacity to supplement the present capacity at Mt. Edgecumbe. This, he felt, would be a very sensible interim step in the building up of their power load and since no additional distribution facilities or management would be required, it should permit a very material reduction in power rates to the consumer. Morgan and others agreed that this solution to Sitka's power problem was most sensible at the present time than attempting to install a large hydroelectric development.

The Superintendent of Schools pointed out that students from Mt. Edgecumbe had increased the load on Sitka schools by over 100 students and that they desperately needed some relief from this load. Wade pointed out that a new law had just passed in Congress that would make immediate relief available to this problem possible on the basis of tuition for the students involved and a proportionate share of construction costs for any new buildings required. He agreed to look into this law thoroughly with the Superintendent of Schools and do all that he could to assist in getting it applied to Sitka as rapidly as possible.

The general discussion of development possibilities of Sitka took place but nothing new came of it. The evening meeting then adjourned.

The Field Committee meeting officially adjourned at 11:30 am on October 19 with a luncheon at Mt. Edgecumbe and a visit of the Mt. Edgecumbe facilities scheduled for the afternoon.





UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF TERRITORIES

Washington 25, D. C.

Dec. 13, 1950

Memorandum

To: The Director  
From: Chief, Alaska Division  
Subject: Comments on Ninth Meeting of Alaska Field Committee

1-99  
Funds  
Q. meetings

In reviewing the minutes of the Ninth meeting of the Alaska Field Committee, held October 16-19, we noted several items which we believe should be brought to the attention of the Secretary. Our comments follow, listed by the agency carrying out the program.

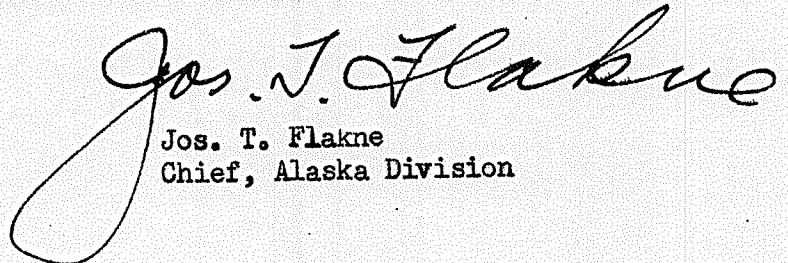
Bureau of Land Management. We note that the committee recommended "that the Bureau of Land Management should be allowed funds to permit reasonable progress in eliminating the backlog of surveys." The Regional Administrator reported that he had hoped to maintain eight survey teams but budget cuts reduced the number to six, considered inadequate by the Field Committee. We agree with the Field Committee and urge that consideration be given to restoring these funds, or otherwise making funds available, in order to put a minimum of eight parties in the field. Since land surveys are basic to Alaskan development we urge that every effort be made to clear up the existing backlog and to increase the number of survey parties. We do not feel that 10 to 12 teams would be excessive for the next few years. If necessary, funds could be diverted from other activities.

Geological Survey. The recommendations of the Field Committee with respect to the program of the Geological Survey do not appear to follow from the past history of Geological Survey activities in Alaska. Experience has shown that the Survey has been one of the most cooperative agencies operating in the Territory and, for the past 30 years, has led other agencies in carrying out its investigations. While every effort should be made to accelerate the Survey's program, increasing emphasis should be placed on bringing up to date the programs of other agencies. The Bureau of Mines, for example, should be urged to carry out mineral economic studies to provide the basis for a sound industrial development.

The Alaska Railroad. In presenting the program of The Alaska Railroad, its representative apparently failed to point out that substantial rate reductions already have taken place. The completion of the rehabilitation program may permit further substantial reductions.

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Entry 1-B, Classified File, 1907-51  
Box 508

Public Works. The Public Works program is fundamental in solving the social problems of inadequate community facilities and high labor turnover with their resultant economic effect of increasing the already high cost of living in Alaska. We believe that the full \$5,000,000 appropriation for fiscal 1951 should be made available and an attempt be made this session to obtain at least \$10,000,000 in additional funds. Delay in carrying out the Public Works program as soon as possible can easily cost the Government that sum in labor unrest and a high labor turnover rate. At the same time authority should be delegated to the field providing the utmost decentralization possible. The Juneau staff should be increased until all requests can be serviced without delay and the program explained throughout the Territory. We should also attempt to obtain for fiscal 1952 the maximum amount of funds which effectively can be handled under the Public Works program. In this connection the program must be sold to the Congress and Bureau of the Budget as a means of obtaining urgently needed basic community facilities.

  
Jos. T. Flakne  
Chief, Alaska Division



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY

Initial	Date
Davis JPD	6/5

June 1, 1951

INTERIOR DEPT.  
RECEIVED  
JUN 4 - 1951  
TERRITORIES

MEMORANDUM to Members of Alaska Field Committee.

Subject: Minutes of Eleventh Field Committee Meeting.

Enclosed are copies of the Minutes of the eleventh meeting of the Alaska Field Committee held at Juneau, Alaska on May 8 and 9, 1951. Sixty copies have been furnished the Program Staff in Washington for distribution.

*Clarence J. Rhode*  
Clarence J. Rhode  
Acting Chairman

Distribution:

Argotsinger	2
Rhode-Slides	2
Fuskett	2
Lorain	2
Reed	15
Collins	2
Hirman	2
Noyes	2
Morgan	2
Wade	2
Trenhofel	1
Goding	2
Davis, James	1
Flakus	1

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
WASHINGTON 25, D. C.

INTERIOR DEPT.  
RECEIVED  
JUN 18 1951  
TERRITORIES

June 15, 1951

To	Initial	Date
Robert H.		6/19
Milner	mm	6/19
James	JED	6/19
Wheeler	Wheeler	6/20
Mark	EM	6/20
FILES		

To: Heads of Bureaus and Offices

From: Acting Director  
Program Staff

1-99  
Adm.  
Minutes  
of Meeting

Attached for your information is a copy of the minutes of the Eleventh meeting of the Alaska Field Committee, held May 8-9, 1951, at Juneau, Alaska.

*Lyle E. Graine*  
Lyle E. Graine  
Acting Director

Copies to:

- The Secretary
- The Under Secretary
- Assistant Secretary Doty
- Assistant Secretary Warne
- Administrative Assistant Secretary Northrop (cc: Mr. Beasley)
- Commissioner, Bureau of Reclamation
- Commissioner, Bureau of Indian Affairs
- Director, Bureau of Mines
- Director, National Park Service
- Director, Fish and Wildlife Service
- Director, Bureau of Land Management
- Director, Division of Information
- Director, Oil and Gas Division
- The Solicitor
- Director, Office of Territories
- Director, Geological Survey
- Administrator, Bonneville Power Administration
- Director, Division of Geography
- Administrator, Southwestern Power Administration
- Administrator, Southeastern Power Administration (Elberton, Georgia)
- Program Staff
- Director, Division of Land Utilization
- Director, Division of Water and Power
- Acting Director, Division of Minerals and Fuels
- Director, Division of International Activities

94405

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Box 508

MINUTES OF ELEVENTH MEETING -- ALASKA FIELD COMMITTEE  
Juneau, Alaska - May 8 and 9, 1951

RG 126, Office of Territories  
Entry 1-B, Classified File, 1907-51  
Box 508

The Eleventh meeting of the Alaska Field Committee convened at 9:00 AM on May 8 in Mr. Hugh Wade's office, Goldstein Building, Juneau, Alaska. Mr. Rhode, Acting Chairman, opened the meeting with the following in attendance:

Lawrence Stevens, Program Staff, Office of the Secretary,  
Washington, D. C.

John Reed, Geological Survey, Washington, D. C.

(Absent afternoon session May 9)

John Argetsinger, Alaska Public Works Agency, Juneau

Lowell Puckett, Bureau of Land Management, Anchorage

George Collins, National Park Service, San Francisco

William Twenhofel, Geological Survey, Juneau

Hugh Wade, Alaska Native Service, Juneau

Elroy Hinman, Alaska Railroad, Anchorage

A. F. Ghiglione, Alaska Road Commission, Juneau

S. H. Lorain, Bureau of Mines, Juneau

Joseph Morgan, Bureau of Reclamation, Juneau

#### Field Committee Budgets

Stevens, in giving a brief resume of what the future of the Field Committee would be, brought out the point dealing with the estimates for the 1953 budget that they should be the same as those submitted by the Field Committee. No one but Hinman had received instructions to that effect. Rhode explained how his budget had been sent in and emphasized that his bureau was required to make two budgets - one for Washington and one for the Committee. General discussion followed by members on their budgets.

Rhode brought out that the Six-Year Report has been revised and had been distributed and the revised sheets should be inserted where applicable.

The matter of supplying a copy of the report to the libraries was brought up by Rhode. After discussion, in which most members seemed to feel alarm over giving out the report, Wade recommended that a summary be made of the report and made available. Stevens suggested that the matter be postponed and taken up with Assistant Secretary Doty at the next meeting. This was agreeable.

#### Land Withdrawals

Rhode brought out the matter of forming a Subcommittee within the Field Committee for reviewing land withdrawals. Puckett explained that the Director of Bureau of Land Management in Washington felt that other committees had subcommittees and wanted to know how the Field Committee felt about forming such a subcommittee. After general discussion, in which it was brought out that Puckett had notified each member of withdrawals and that the method which he was using was quite satisfactory, it was the feeling that Puckett should continue as in the past and that no subcommittee be formed.

Reed expressed considerable concern with the military withdrawals and asked for ideas on how the military could be restricted from withdrawing

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so much land. Rhode felt that special use permits should be used by the military and also that the military should relinquish land withdrawn and not being used. Reed proposed that the Secretary of Interior take the matter up with the Secretary of Defense; the motion was seconded by Morgan. Reed believed that the trend of the military regarding matters of reservations is such that the Secretary of Interior should approach the Secretary of Defense and ask that such requests be held to a minimum and be in areas where they would do the least damage, and that the trend of such withdrawals is threatening the economy of Alaska. All voted unanimously on this approach. Rhode expressed concern, however, that all angles had not been investigated and felt that the matter should be brought to Kepner's attention in order not to destroy the friendly relations and cooperation that we have received thus far. Stevens pointed out that the Secretary of Defense could come right back at the Secretary of Interior if the matter were not drawn to Kepner's attention, but instead were handled directly through Washington. He felt all possible means should be tried first then, if not successful, the matter should be placed before the Secretary of Interior.

Several members mentioned the duplication of notices of withdrawal. Puckett explained that in past Field Committee action it was agreed that he would notify all members of withdrawals. The Bureau of Land Management in Washington and also the Director of the Office of Territories have also been sending out notices. Stevens agreed to take this matter up upon his return to Washington.

Regarding withdrawals, Morgan felt the Government agencies should retain the right to go in and carry on project works. Rhode commented that he, too, felt the various bureaus should be given the opportunity to carry on normal functions.

Regarding Gulkana, Wade believed that the Field Committee should send in an objection to the withdrawal; Hirman believed that the request should be sent to Kepner asking for re-examination of the amount of land involved prior to sending the recommendation to the Secretary of Defense. General discussion followed with Morgan bringing out his bureau's opposition to the withdrawal; Wade discussed natives who were claiming aboriginal rights in that area. The discussion on withdrawals closed with the Acting Chairman agreeing to write a letter to Lowell Puckett for incorporation in the hearing minutes, setting forth the views of the Field Committee regarding the Gulkana withdrawal. This letter is quoted below:

"At the last official meeting of the Alaska Field Committee held on May 8 and 9 at Juneau, the members unanimously voiced opposition to the proposal by the Army to withdraw 771,920 acres of land near Gulkana.

"As Acting Chairman, I have been instructed to make this official record of their views to be incorporated in proceedings at Anchorage which you are designated to conduct on behalf of Secretary Chapman.

"For the record, the Alaska Field Committee is composed of the chief representatives in Alaska of each Agency in the Department of Interior. This includes the Alaska Native Service, Bureau of Reclamation, Bureau of Land Management, Fish and Wildlife Service, National Park Service, Alaska Railroad, Alaska Public Works, Geological Survey, Bureau of Mines and Alaska Road Commission.

"The Committee is opposed to this proposed withdrawal for several reasons:

"1. It appears the military requirements are excessive and that a continuation of present demands will soon tie up a large portion of the Territory in military withdrawals, thus effectively preventing use or development by any other persons.

"In support of this opinion is the known fact that large tracts of land such as that south of the Tanana River near Fairbanks, in the Big Delta area, and western shore of Cook Inlet, are already set aside for military testing purposes. The Committee feels there is a tendency to set aside areas for each branch of the military rather than an attempt to make joint use of suitable areas. The Committee believes the military should study further the advisability of allowing Air Forces, Army, and possibly Navy, to make use of the same areas.

"2. The Committee members are apprehensive that the work of many Departmental Agencies will be restricted and obstructed by such a withdrawal. Plans of the Bureau of Reclamation, Alaska Road Commission, Fish and Wildlife Service, and Alaska Native Service would be curtailed by such an order. All of the activities of these Agencies are designed to promote the orderly growth of Alaska and to contribute to its economy. The members request that in future military withdrawal orders provision be made to allow ingress and egress of the Government Agencies conducting official work in such areas.

"3. The Committee believes there is requested in this order an area greatly in excess of that needed. This is based on unofficial declarations of the intended use to be made of the area and for security reasons is not discussed further.

"4. It appears to the Committee that military authorities are prone to consider areas such as this as being of no particular value. The members wish to point out that this area supplies a substantial part of the livelihood of many native Alaskans because of game and fur production. In addition, it is an important hunting area for residents of the Anchorage and Glenn Highway districts. Any further development of the land would, of course, be prohibited until such time as the land was returned. The apparent history of such withdrawals is that land is seldom returned.

"For the above reasons, the Committee is opposed to withdrawal by the Department of the Army of above mentioned public lands. The Committee further requests that if this withdrawal, or any part of it, is made that provisions be incorporated to remedy situations herein described."

#### Field Committee Responsibility

Subject of the future of the Committee: Stevens pointed out that promotional aspects involved would in the future be handled by the Governor's office and the Development Board; the Field Committee should not be involved in these matters. The Secretary's office recognizes the importance of the Committee's recommending policy from the field level and feels that this should be continued. Stevens conveyed the sentiments of the Secretary's office that the Field Committee had, and would continue to have, the full backing of the Washington office. At this point, the subject of the recommendations for a new Chairman came up.



Reed brought out that Secretarial Order 2577, which establishes the Office of Territories, outlines functions which are practically identical with those of the Field Committee. Stevens explained the new Amendment No. 1 to Order 2465, and also Order 2465. He explained the Field Committee would function through the Program Staff in Washington and not through the Office of Territories. The way the Order is written required a little clarification and he would take this matter up on returning to Washington. Several suggestions for the new Chairman were received and it was the feeling of the members that the new man should be familiar with Alaska, its people, and its problems, in order to eliminate the indoctrination that would be necessary otherwise and which would consume much valuable time.

#### Wage and Compensation Problems

The subject of the Interior agencies meeting increasing competition from Defense agencies was brought up. Reed felt that the Secretary's office should be asked for authoritative help for all the Interior agencies here. Wade felt that legislation should be sought to increase the differential. Following discussion by various members on how the Defense agencies were affecting them, Stevens was requested to bring the matter to the Secretary's attention and to send somebody familiar with the personnel field to make an analysis within the next sixty days, plus a recommended solution. Hinman brought out that the Alaska Railroad was presently employing Fitch of the Office of Territories to make a survey, and thought perhaps his services could be obtained to make the analysis. Accordingly, the following telegram was sent by the Acting Chairman to Mr. Craine recommending immediate action on the personnel problem which was becoming more acute every day.

"At today's meeting Alaska Field Committee it was agreed most pressing problem facing Interior operations is inadequacy of compensation coupled with rapidly rising cost living. Committee has requested I wire you asking assistance from Secretary to make an immediate survey and provide some remedy for acute Alaska situation. Wholesale resignations are common most agencies both wage rate and classified recruitment becoming very difficult and in many cases impossible due to higher rates by other government departments and by government contractors. Wage rates approved for Interior are substantially lower than prevailing rates further complicated by fact contractors are offering ten hour day seven day week time and a half for normal overtime double time for Sunday. Wage rates are much higher than classified positions which means some positive action must also be taken on them such as increase in cost living allowance upgrading to level other departments or authorized overtime. Many Interior agencies by nature of work must require six or seven day week particularly during summer season but common practice to pay on forty hour week basis. Committee is advised Fitch from Office of Territories presently making wage study for Railroad. Suggest he be continued on detail to furnish report on remainder Interior positions with view to recommending corrective action at earliest possible. Additional information obtainable from Colonel Noyes, Director Day, possible other Interior agencies there."

#### Cement Study

May 9, the second day of the meeting, the first subject discussed was the matter of cement. Mr. George Sundborg, Alaska Development Board, was invited to attend the discussion at which was present Mr. Ivan Bloch, Industrial Consultant, Office of the Secretary, who is presently engaged in making

a cement requirements survey in Alaska.

Bloch brought out that in the Salisbury report for the Alaska Railroad and the Hutton Report for the Bureau of Reclamation, no investigation of availability and suitability of cement was made. One phase in both reports which was left rather open was what are the possible potential consumptions of cement in the railbelt and tributary areas wherever they might be. At present there are two storage facilities - by Permanente in Anchorage and Superior at Seward.

Bloch pointed out that his purpose in making this survey was to find out what the markets would be and said that Mr. Hamlin of Portland was assisting in the work on the phases affecting markets, that is, consumption. Hamlin is reanalyzing the raw material picture and has started an analysis for actual plant location. Hamlin will come up with a cost sheet. So far, manufacturer of cement has approached the Department on the possible plant in the Railbelt. Bloch hopes to have a memo on the whole matter by the end of the year, and stated his whole purpose in being here at this time was to discuss markets. He will try and find out how much will be used in the light aggregate form and will tabulate for as many years in the future as can be reliably estimated the number of barrels of cement that could be used in the Railbelt.

Reed asked if the study would include haydite, pumice, etc. Bloch replied it would include just as much as time permits. Lorain commented several light aggregate tests are already being made; any increase in cement consumption would be brought about through its use as a substitution for construction. He commented that large deposits of materials are suitable for haydite; however, the Geological Survey must complete the preliminary phase of the geologic work before the Bureau of Mines can go any further. Reed said that Katmai, Augustine Island are the best deposits and he brought a message from Joseph Flakne asking that Alaskan products should be used in building materials here in the Territory wherever possible.

Morgan objected strongly to paying out money or being assessed for the cement survey. Stevens had no definite comment on who would pay for the survey except that it was being carried on by the Secretary's office and that he would check on that point on returning to Washington, although he thought the Secretary's office would pay for it. Bloch asked that each Field Committee member submit within the next two weeks a statement of what the individual agency would require in the future. Members agreed to do this, sending the material directly to Bloch in Portland, with copies to the Field Committee office in Juneau. Material should be listed as far as possible ahead without getting too far away from the actual requirements.

#### Miscellaneous Discussions

The subject of the next Field Committee meeting came up. In line with the coming appointment of a new Chairman, it was felt since Haines was not entirely suitable and Reed suggested the Railroad offices in Anchorage. The motion was seconded by Morgan, who at the same time announced that the dedication of the Eklutna project would be August 16 and that the meeting in Anchorage on August 14 and 15 would enable the members to attend the ceremony the following day.

In line with a request made by the Field Committee members at the last meeting, Puckett advised that the East addition to the townsite of Anchorage is being advertised for sale under the Public Sale Law.

Morgan brought out that in the near future he will ask for a piece of land for recreational features at Eklutna Lake. Request for land will be made after Reclamation is advised re their appropriations.

On future editions of the Six-Year Report, Morgan commented he would like to see each bureau represented on the cover and suggested that each member send in a picture for incorporation on the cover of the next report - all agreed.

Stevens read excerpts from a letter of January 22, 1951 from the Secretary to the Paley Commission on the long range outlook (to 1957) covering principally minerals and lumber. Stevens also commented on the Department's future role in projects assigned, such as existing policies relating to materials report on specific points re application of federal income tax laws to mining operations, and study and report on mineral reserves. At this point, he also referred to the April 3 memo from the Secretary to all bureaus and offices re long range resources problems which should be seriously considered along with the conservation problems. Stevens asked that any member having any suggestions on this to send them into the Program Staff.

Puckett brought up the matter of meeting with other Government agencies. The Acting Chairman pointed out that too many times certain subjects are discussed which another Government agency has a direct bearing on and interest in, and thought that much distrust of the Field Committee would be eliminated if a representative could sit in on the discussions. In that way we would get their viewpoint, as well as make our position clear to them.

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