

UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF TERRITORIES

RECORDS SECTION

(Part 1)

ALASKA

COMMITTEES

ALASKA FIELD COMMITTEE

MINUTES OF MEETING

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ANTHONY T. LAUSI  
Director

May. 9, 1951  
to  
Dec. 17, 1952

INT.-DUP. SEC., WASH, D. C.

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

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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; Hinman 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

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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.

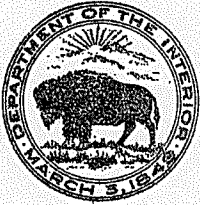
On future editions of the Six-Year Report, Morgan commented he would like to see each bureau represented on the cover and suggested that each member send in a picture for incorporation on the cover of the next report - all agreed.

Stevens read excerpts from a letter of January 22, 1951 from the Secretary to the Paley Commission on the long range outlook (to 0957) 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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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
WASHINGTON 25, D. C.

December 13, 1951

Memorandum

To: Heads of Bureaus and Offices  
From: Acting Director, Program Staff

To	Initial	Date
Wheeler	Wheeler	12/13/51
		File

Attached for your information is a copy of the minutes of the Twelfth meeting of the Alaska Field Committee, held at Anchorage, Alaska, October 18 and 19, 1951. FILED

*Lytle E. Graine*  
Lytle E. Graine  
Acting Director

Copies to:

The Secretary  
The Under Secretary  
Assistant Secretary Doty  
Assistant Secretary ~~W...~~  
Assistant Secretary Rose  
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  
Library  
Director, Division of Land Utilization  
Director, Division of Water and Power  
Acting Director, Division of Minerals and Fuels  
Director, Division of International Activities

*Al - Committee - Alaska F. Committee - Minutes of Meetings*

Interior—Duplicating Section, Washington, D. C.

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MINUTES OF TWELFTH MEETING - ALASKA FIELD COMMITTEE  
Anchorage, Alaska - October 18 and 19, 1951

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The twelfth meeting of the Alaska Field Committee convened at 9:00 am on October 18 in Col. Johnson's office at Anchorage. The following were in attendance:

Dale E. Doty, Assistant Secretary, Dept. of Interior, Wash., D. C.  
Clarence J. Rhode, Fish and Wildlife Service, Juneau  
Lowell M. Puckett, Bureau of Land Management, Anchorage  
R. R. Robinson, Bureau of Land Management, Anchorage (present on 19th)  
Elroy Hinman, The Alaska Railroad, Anchorage (alternate)  
William Twenhofel, Geological Survey, Juneau (alternate)  
Donald Wilson, Alaska Public Works Agency, Juneau  
Hugh Wade, Alaska Native Service, Juneau  
George C. Collins, National Park Service, San Francisco, California  
Ben Miller, National Park Service, Sitka, Alaska  
J. A. Herdlick, Bureau of Mines, Juneau (alternate)  
L. G. Anderson, Bureau of Mines, Anchorage  
William Niemi, Alaska Road Commission, Juneau (alternate)  
Joseph M. Morgan, Bureau of Reclamation, Juneau  
George W. Rogers, Alaska Field Committee, Juneau

The meeting was called to order by Clarence Rhode, Acting Chairman, who at this time introduced Assistant Secretary Doty. Doty conveyed the best wishes of the Department to the Committee and then proceeded to introduce Mr. Rogers as the newly appointed Chairman. Doty pointed out that the Department stands ready to support the Committee in every way possible. He further explained that the Committee has an important job in the Territory and that a coordination of programming and budgeting was an essential part. Speaking of the duties and responsibilities of the Chairman, Doty pointed out that the Chairman will be directly responsible to the Secretary of the Interior through channels of the Program Staff. The functions of the Committee will be for the most part programming and budgeting. He emphasized the need for the various agencies cooperating with each other to bring about proper coordination. In conclusion, he pointed out also that recently President Truman has shown an increased interest in Alaska.

#### Redefinition of Role of the Alaska Field Committee.

At this time Doty turned the meeting over to the new Chairman. Copies of a letter dated September 21, 1951 from Secretary Chapman to Mr. Rogers were distributed in which the future functions of the Committee were defined. Referring to this letter the Chairman pointed out that program integration should be on a long range as well as a short range basis. Continuing his comments on the Secretary's letter, the Chairman outlined how the Committee would serve as a means of attempting to settle differences between various bureaus within the Department prior to referral to Washington. If agreement was not possible at the field level, the matter would then be referred to the appropriate Washington offices and the Program Staff together with a full report by the parties involved and recommendations of the Chairman.

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Referring to Amendment No. 1 to Sec. Order 2465, the Chairman commented that the Governor had been removed from the Committee in order to have the Alaska Field Committee on exactly the same basis as other field committees in the States. The Governor is the representative of the Territorial government and should represent the Territorial as distinguished from the Federal view on Alaskan matters. At this point Doty mentioned the possibility that the Governor may be put back on the Committee at some future date. He said Governor Gruening had asked for a review of the whole situation but that no further action has been taken as of the time of this meeting.

The Chairman stressed that the functions of the Committee were not primarily concerned with promotion but with coordination and integration of programming, budgeting and inter-bureau relations. Recalling a question that had come up at the last Field Committee meeting, regarding the relationship between the Field Committee and the Office of Territories, the Chairman pointed out that the Office of Territories will be more responsible for the promotion and development part of the Alaskan program. An attempt was being made in Washington to clarify the complimentary roles of the Alaska Field Committee and the Office of Territories.

The Chairman said the chief functions of the Committee are:

1. to strive for program and budget coordination and balance within Alaska;
2. to serve as a means for getting together and becoming acquainted with each others problems and operations;
3. to be a device for coordination of specific bureau programs and the study of inter-bureau problems and means for their resolution; and
4. to better working relationships between Interior Department and other Federal and Territorial agencies.

Puckett raised a question and cited an example concerning the third function listed by the Chairman. For example; if one of the agencies made application for withdrawal of a piece of land and the Bureau of Land Management feels that it is not in good policy, should this question come within the scope of Field Committee jurisdiction, or should the question be left for settlement by the Bureau of Land Management office. Doty felt the matter should not be a question for the Field Committee to make a decision on. The comment of Assistant Secretary Doty was qualified however in the discussion following. Other problems of such a nature which lead to disagreement between two or more agencies would be in line for treatment by the Field Committee but this in no way would be the final action as indicated in the Secretary's letter of September 21, 1951. The Field Committee would serve as a means for helping to bring the disagreeing agencies together and striving for a solution. The Chairman emphasized that although this was a function of the Field Committee it would not necessarily be performed through the Field Committee meeting. In other words, the Field Committee would not attempt to resolve ~~such a problem~~ by merely "taking a vote".

Rhode brought up the great need for working for coordination of budgeting and programming in the field and asked that the Committee discuss ways and means of balancing programs. Doty remarked that the Program Staff along with Assistant Secretary Northrup's office is working closely on a solution to the problem.

The Chairman commented on the Committee's Six Year Report. It was felt that so much time has elapsed in reactivating the Committee that it would not be possible to prepare a report which could be used most effectively since the 1953 estimates have already gone in. He agreed to take this matter up while in Washington during the week of October 29 and would make an official report to the members upon his return to Juneau as to whether or not material would be needed to compile a report at this time.

#### Alaska Coal Resource Development.

Mr. Herdlick gave a brief resume on Alaska's coal resources development and cited some examples on how the fuel problem is becoming very important both economically and strategically. He said plans now underway will call for a million tons of coal for next year. It was quite apparent to the group that a definite program for uniform procurement of coal is urgently needed. Mr. Anderson showed the lack of interagency coordination in getting a procurement program underway.

At this time, the subject of sampling and testing came up. It was stated that the Bureau of Mines has the required space, equipment, and a few months ago, actually had the skilled personnel to do the work in the sampling laboratory but that an allocation of \$15,000 (needed to pay the workers) was not approved in the Washington office. Herdlick and Anderson wanted to know if the Committee could help in getting the money required. After discussion, however, it was felt that getting the allocation approved was a matter which fell within the Bureau of Mines.

Anderson reported on the status of the Naval Coal Reserve in the Matanuska Valley and how its continued withdrawal hampered coal production. The release of this Reserve was stressed as being of vital importance in alleviating the civilian and military coal situation. Puckett believed that an amendment to existing regulations or to the withdrawal should be made so that coal could be mined in the Matanuska Valley. Herdlick agreed that this was advisable.

In summarizing the discussion, it was the feeling of the Committee members that the Chairman should bring the status of coal resources development in the Territory to the attention of the Secretary's Office. Points stressed were the urgent need for liberalization of the coal procurement program and the release of Naval Coal Reserves in the Matanuska Valley. On the subject of a coal testing laboratory it was agreed that the matter should be considered as an internal matter of the Bureau of Mines. The Chairman was instructed to report on the matter to the Secretary and to recommend that the Secretary take prompt action in urging the release of the Naval Coal Reserves. This would further development of coal in the area as well as helping to alleviate the critical coal supply situation. A summary of Mr. Herdlick's report to the Committee is attached.

Same Pay and Person Problems.

The Chairman introduced Mr. Ted Fitch. Mr. Fitch explained that he was from the Office of Territories in Washington and was loaned to the Alaska Road Commission to work and help on wage board problems. He felt the Field Committee should sponsor some group or subcommittee to work with him to form a program that would constitute the opinion of the various agencies on wage board and classified employee problems. After working out a program with the subcommittee he would take the assembled information back to Washington and present it to the proper officials. It was agreed that a subcommittee made up of Don Miller, Marvin Ripke, <sup>Milton Furness</sup> and Edward Dietz, should work from November 8 to December 1 with Mr. Fitch in Juneau and would report on progress at the next Field Committee meeting in January. Wade made the motion that the subcommittee be reactivated to work on wage board and classified problems. Puckett seconded the motion. General discussion followed in which it was pointed out that the matter on classified employees had been brought to the attention of the Secretary's Office. Fitch commented that he had been specifically assigned to wage board problems only at this time but would be glad to discuss the classified problems with the subcommittee. He pointed out, however, that he was not authorized to report officially on classified employees. The Chairman said that during his trip to Washington he would discuss the matter and find out what progress has been made in the Personnel Office on the report that was submitted last year.

Wade brought up the problem on costs of transportation of Natives and other employees hired in Alaska. In a general discussion which followed it was shown that several agencies were using different methods. It was felt a uniform procedure would be desirable. Wade raised the question as to whether or not it is legal for various agencies to pay employees' transportation costs to the job. It was his thinking that a decision from the Comptroller would be necessary on this point. Wade recommended that an immediate decision be secured from the proper authority on the legality of an agency paying the transportation costs of individuals recruited in Alaska for employment in Alaska. Administrative officers of three different agencies have determined that such payments are permitted and legal. Other agencies have determined it was illegal. It is desirable, very important, and equitable that a decision permitting the payment of such transportation costs be secured. In addition, the Committee urges that efforts be made to have uniform per diem rates.

The Alaska Native and the Alaska Labor Market.

Hinman reported on using Natives on Alaska Railroad work. He pointed out how the problems of adjustment, supervision, housing and health, were being handled. He stated most of the Native people hired had proved very satisfactory and the program was considered a success.

Wade reported on the ANS employment and vocational training programs. The Alaska Native Service has been placing Eskimoes in various jobs with other employers than the Alaska Railroad and were demonstrating that the Natives could

be used most successfully in modern industry. He hoped to get enough Natives sufficiently interested and trained so that the Alaska Railroad would be assured enough labor each year without conflicting with seasonal fisheries and canning employment. He expressed the hope that all Interior Department agencies in the Territory would use Natives wherever and whenever possible and thus further one of ANS's basic aims -- the orderly assimilation of the Native peoples into our culture and economy.

#### Water Resource and River Basin Development.

Morgan gave an outline and progress report on the Eklutna Project. It was pointed out that all power from this project has already been contracted for and emphasized the critical power shortage existing in the Territory, especially in the Fairbanks and Anchorage areas.

Morgan then commented that a study on the Susitna River Basin is in the process of being made, and that each member of the Field Committee was requested to forward comments to him on how the project would affect the individual bureau programs in the area. He pointed out the report, while initially being conducted by the Bureau of Reclamation, was not only a Reclamation report but was to be carried on as a Departmental program. Copies of a report on the Central Valley Basin Study in California were distributed to be used as a guide in the preparation of the report on the Susitna River Basin. As suggested by Collins, Morgan agreed to forward to each member a map and information on the Susitna River Basin relating to the study. Morgan stated the report was due in his Washington office by June 30, 1952 and asked that everyone strive to get their portion of the report in to him as early as possible.

Rhode explained that he would not be in a position to do so as basic field investigations would be necessary in order to determine whether construction of a dam in the area would be detrimental to the important Cook Inlet fisheries. He pointed out the need of appropriations for carrying on river basin investigations in the Territory and that as of the present date his Bureau in Washington had approved but a very tiny sum (about \$800) for such purposes. Rhode stated that he could not endorse a report in which he knew F&WL investigations had not been made due to lack of funds to carry them out. Morgan stated that the Bureau of Reclamation would make available personnel and additional help to assist Rhode as much as possible. Rhode pointed out, however, that highly skilled personnel in fishery work would be needed but expressed appreciation of Morgan's offer of help. Wade thought it desirable that the problem should be brought to the attention of the Secretary's Office that Bureau chiefs are not following through on funds for investigations and believed that some provisions should be made in future budgets for such investigations. Rhode asked Morgan if the Bureau of Reclamation was making investigations anywhere else in the Territory. Morgan replied there was a little around Beaver, but not much more. He stated the Copper River studies are not going ahead at this time as there is no immediate need in the area.



## Status of Alaska Fishery Resources.

Rhode discussed the problem of fishing in the Cook Inlet area. He stressed how competition and lack of escapement were seriously affecting his program. He stated the commercial fisheries of Alaska have long been the backbone of the Territory's greatest industry. As of this date, this industry completely overshadows all others in value and impact on the Alaska economy. Although administered by the Department, through the Fish and Wildlife Service, the fisheries are taxed by the Territory and provide the greatest single source of revenue. Many of Alaska's towns are almost entirely dependent on fisheries production and any change in this industry is immediately felt in all other lines of endeavor.

Rhode continued his discussion by pointing out how higher prices for salmon, shellfish, and other fishery products has caused many new fishermen and processors to enter the field. Since the resource, especially salmon, was already being exploited to its maximum extent, this has brought about some radical changes. The greatly increased fishing pressure has been met with even shorter fishing seasons and some gear curtailment in an effort to obtain escapements of spawning fish. This has brought about an almost frenzied attempt by fishermen and processors to put up a larger pack in a shorter time. It has become increasingly more difficult to enforce regulations and prevent violations. Technical improvements have been made in the fishing fleet and each unit of gear is much more efficient than in previous years.

Rhode said that in some areas completely new methods of fishing have been developed and have already resulted in the taking of too many fish. Almost everyone resists curtailment, since it means a reduced income no matter what the individual's business consists of. It is obvious that present stocks must be maintained and depleted areas rebuilt by allowing less pack and more escapement. Progress has been made in Fish and Wildlife Service organizational structure and delegations of additional authority to the field have been helpful. The principal difficulty is that management of this all-important resource was always handicapped by a shortage of men and equipment and, with new developments, this situation is rapidly becoming more critical. He estimated funds now provided are about 40 per cent of the minimum needed to do an effective job and that he may face further difficulties if this cannot be remedied.

Rhode further commented that proposed pulp development may have a very detrimental effect on the pink salmon fishery and proposed power development is apt to curtail production of the prized red salmon. He expressed the hope that methods can be devised to sustain the commercial fishery resource in the face of new industries.

## Land Withdrawals and Land Use.

Puckett reported briefly on the status of withdrawals in Alaska. He read a telegram which had been received from his Washington office stating the report on all withdrawals was nearly completed and that it was hoped to have the material ready by the first of the coming year. Regarding withdrawals along the Alaska Highway, Puckett stated that Public Land Order No. 601 had been changed and that many withdrawals will be easements.

As suggested by Mr. Doty, Puckett explained the plan for withdrawal of about 200,000 acres by the Army across the Knik River for use as an anti-aircraft firing range. It was stated there were very few people living in the area and that, if approved, this area would be used in lieu of a previous request for withdrawal in the Gulkana area. There were no stated objections by the members to the proposed withdrawal.

Rhode brought up the subject of special use permits issued by the Bureau of Land Management to the Military and wanted to know if anyone else had the power of issuing the permits. He suggested that they should be substituted for withdrawals in some cases. Puckett commented that his office and the Secretary's Office also issue such special use permits but that there was a need for more administrative authority in the issuance of the permits. Mr. Doty suggested that the Bureau of Land Management and the Secretary's staff should try to work out a bill that would be applicable to Alaska on the special use permits on the public domain that would give protection to the permittee. Puckett agreed that this would be advisable.

#### Recreational Resources Development.

Mr. Doty stressed the need for facilities to take care of tourists. He felt that the Interior agencies by coordinating their individual recreational activities through the Field Committee could piece together a more adequate over-all program. Morgan commented that he understood there was not to be any recreational development during the present war emergency. Mr. Doty said he was not aware of any such rule. The Chairman suggested that this restriction referred to use of strategic materials in the construction of facilities. Morgan thought perhaps clarification on this item should be obtained from Washington and agreed to discuss the matter with Mr. Collins to find out what restrictions existed in the matter.

Mr. Collins was called upon for a statement regarding the recreation planning and development problem in Alaska. He said that the recent visit of John Shanklin in the Territory, and his subsequent observations regarding the recreation problem were most helpful. The willingness of the Bureau of Land Management to be made responsible for a considerable share of public land use along the roads, and in some of the remote places of the Territory, if money can be obtained, is one of the most encouraging steps that has been taken; but that responsibility without any funds will simply make a whipping boy of the Bureau of Land Management without any gains to anyone.

Collins credited Mr. Robinson (Chief of Forestry Division of the Bureau of Land Management) and who was present, with having outlined a progressive recreation movement for the Bureau of Land Management in Alaska if money can be obtained. Robinson reported on the Bureau's program to date. He said that while Land Management's primary concern is to organize public use activities so that fire hazard due to camping and other recreation activities can be concentrated, and an education program more adequately brought home to the people, they also have a strong sense of the importance of recreation for its own sake. The need for additional technical planning assistance as one of the first steps in organizing the desired recreation program was stressed.

The work already accomplished by BLM's one townsite camper is an outstanding contribution but according to Collins is only a drop in the bucket in the Alaska field.

The Committee was reminded by Collins of the strong effort made during the past couple of years toward Alaska legislative action which would enable the Territory to accept lands from the Federal government for recreation and other purposes, and would become a foundation stone in the beginning of the Territory's own recreation system. The Legislature did not act on the measure placed before it last winter. The impression is that the Territory prefers to wait until Statehood has been achieved before making any organized effort of its own to conserve recreation resources. The Bureau of Land Management's interest, therefore, in taking on a part of the recreation job if sufficient money can be obtained for the purpose is particularly gratifying. All other Department of Interior agencies have a stake in this effort and are finding a place in it.

The Committee's understanding of recreation in Alaska must be in the broadest possible terms. Collins mentioned that the practical need for clearings, picnic tables, fireplaces, trailer camps, and other roadside facilities, which had been stressed by Assistant Secretary Doty at the outset, is very important of course, but that we need to improve our knowledge and understanding of the fundamental concept of conservation of landscape, history and biology resources. It is a big job to keep Alaska's cultural resources before the people in true perspective as being among the world's outstanding natural scenic and scientific benefits for all mankind when we know relatively little about them, and emphasis is placed so preponderantly upon industrial advancement.

#### Future Meeting.

The Chairman will write to members setting up the next meeting and suggesting dates (sometime between January 15 and February 15). The main topics on the agenda would deal with the coordination of recreational activities in Alaska, as suggested by Mr. Doty and discussed by Collins.

#### Adjournment.

The meeting adjourned at 11:00 a.m. with members proceeding to Girdwood to attend the official opening of the Anchorage to Seward Highway.

- - - -

Attachment.

UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF MINES  
REGION I

REPORT TO ALASKA FIELD COMMITTEE  
ON THE COAL SITUATION IN ALASKA  
By J. A. Herdlick, Chief, Mining Division

Introduction

The rapid increase in coal consumption caused by greatly expanded military and civilian installations within the Alaska Rail Belt has resulted in critical problems in the procurement, production and development of adequate and dependable supplies of solid fuel for use by the armed forces. Potential coal reserves are large, but accelerated, orderly development of these reserves by private enterprise and expansion of existing production facilities to meet the emergency will largely depend upon a realistic procurement program, the opening of certain reservations and a more liberal leasing policy. Plans for continued exploration and mapping of the coal-bearing areas by the Geological Survey and additional investigations by the Bureau of Mines should be expanded to meet immediate military requirements. A long range program of exploration, development and research is necessary to assure future supplies of suitable fuel.

PROCUREMENT PROGRAM

Discussion

The development of a realistic procurement program by the armed forces is of immediate strategic and economic importance. The practice of awarding contract to low bidders in mid-summer, limiting contracts to one-year terms and the lack of definite purchase specifications has resulted in loss to both the operators and the military. Military procurement has recently been consolidated under the Supply Corps, U. S. Navy. Regular stateside Supply Corps purchase practices have been established and bid openings have been promised in January rather than July. Civilian coal samplers employed by the military have been given training by a Bureau of Mines sampling expert. The Bureau of Mines also will participate in the sampling and will establish a coal analysis laboratory at Anchorage when funds are made available for that purpose. Uniformity of procurement has thus been assured.

The military establishments and various Government agencies operating in Alaska are the principal users of coal. The opening of new mines, as well as additional development and increased production facilities at operating properties are chiefly dependent on this market. During the current fiscal year (1952), 84 percent of the military coal purchases are being furnished by two mines. The other producers are operating on a reduced or standby basis. Because of the short term contracts and uncertainty of awards none of the major coal producers have extensive ready-to-mine reserves or long-range development programs. This is a dangerous condition directly

affecting the efficiency of the military establishments. A serious accident at the Evan Jones mine, the principal producer in the Matanuska field, would immediately result in critical coal shortage in the Anchorage area. A less serious but similar situation exists in the Healy River field which is the main source of supply for the Fairbanks area.

#### Recommendations

The following modifications of present procurement policies are suggested as incentives to private enterprise in meeting the emergency:

##### 1. Longer Term Production Contracts

The Navy Supply Corps and the various Government establishments should cooperate in determining the minimum coal requirements of all present and planned heat installations for a period of from 2 to 5 years. Firm contracts for the supply of the minimum requirements should be granted to producers on not less than a two-year and preferably on a five-year basis. Supplemental or over-minimum requirements could be contracted for yearly by proportionate allotment or on a competitive price basis.

##### 2. Wider Distribution of Contracts.

Present contracts are granted on the basis of competitive bids. The longer-term contracts should consider the development of additional sources of supply (at increased cost if necessary) to insure a steady flow of coal in the event of accident or emergency. This consideration is especially important in the Matanuska field where one mine now is the principal source of supply for the Anchorage area.

Military installations in the Fairbanks area are currently being supplied from the Healy River field by one strip mine (Usibelli Coal Mine, Inc.). One other strip mine (Cripple Creek Coal Co.) and the only large underground mine in the district (Healy River Coal Corp.) are operating on a reduced scale. The underground mine cannot compete with the strip mines in bidding for Government contracts. However, the reserves of strip coal are limited and all operations cannot undertake the long range program required to develop underground reserves unless a steady market is assured. This factor should be considered in the award and distribution of production contracts.

#### COAL RESERVES AND LEASING POLICY

##### Discussion

Some of the highest rank bituminous coal in the Rail Belt is found in the Chickaloon district on the eastern extension of the Matanuska field. A considerable portion of the Chickaloon district (leasing blocks 8, 9, 14 and 15) is held as a Navy Reserve by presidential proclamation dated March 3, 1916 and June 18, 1917. Prospecting on the reserve is prohibited. In at least one instance, a lease has been denied on coal lands outside the reserve because access to the leasing block was through a small section of the reserve.

In 1922, a lot of 600 tons from the Bering River field and a lot of 5,000 tons from the Chickaloon district were tested by the Navy ships JASON, NEW YORK and TEXAS. It was found from these tests that while Alaskan coals may, under certain circumstances, be used by naval vessels, it is not generally satisfactory for this purpose.

Work in the Chickaloon district by the Navy and the Geological Survey has proven the coal to be of high rank due to metamorphism induced by extensive folding and faulting and by numerous igneous intrusives. These forces have disturbed the coal beds to the extent that large scale mining is difficult, if not impossible. However, because of its high rank and low ash content, the coal is particularly desirable for domestic use and for specialized uses such as blacksmithing. A substantial market for this type of fuel exists and several operators have expressed a desire to enter the field if leases are made available.

#### Recommendations

The following recommendations are suggested to promote prospecting, development and production in Chickaloon district of the Matanuska field and to serve as a general policy throughout the Alaska Rail Belt:

1. Suspend leasing restriction on the Chickaloon Navy reserve, unspecified areas held in reserve by the Bureau of Land Management and all other Governmental reserves except those held by the Alaska Railroad.
2. Require closer cooperation between the various agencies concerned with leasing policy and private industry to promote rather than restrict leasing activities during the current emergency.

#### LONG RANGE DEVELOPMENT PROGRAM

#### Discussion

Developed or measured coal reserves in both the Matanuska and Healy River fields are small and dangerously inadequate to insure long continued production at the present rate. Wide distribution of coal-bearing formations as mapped by the Geological Survey, indicates that potential coal reserves may be large. Extensive additional exploration, development and research will be needed to prove these potential reserves and to indicate the best methods of mining and utilization of the various types of coal.

Exhaustion of the strip mines in the Healy River field may be expected within the near future; this will force expansion of underground operations with resultant problems peculiar to that district. The Healy River coals are highly volatile and subject to spontaneous combustion both underground and in

<sup>1</sup>/ Report of the Secretary of the Navy for 1923, p. 326, 1924.

stock piles. Once opened, the coal must be mined rapidly with special safety precautions to prevent fires. Stock piles must be limited in size and treated to prevent combustion.

Recent research by the Fuels and Explosives Division, Bureau of Mines, indicates that the Healy River coals and other sub-bituminous coals can be upgraded and their storage properties improved by the newly developed low temperature carbonization process. Although complete details and costs are not yet available, the new process has excited much interest among producers of low rank coals. Estimated plant and treatment costs are reasonable. Pilot plant tests are being planned to determine costs and procedures.

Application of the carbonizing process may greatly increase potential reserves by making available coals which have been considered of too low rank for use in present installations. Preliminary investigations by the Bureau of Mines indicates that such a deposit at Broad Pass may contain as much as 11,000,000 tons, much of which can be mined by low-cost stripping methods. The area is adjacent to the Alaska Railroad.

#### Recommendations

The Geological Survey has long been engaged in mapping the coal-bearing formations in Alaska. More recently the Bureau of Mines has been engaged in core drilling to delineate coal reserves in specific areas, particularly in the Matanuska field. The programs of both Bureaus are currently geared to normal requirements and increases; they should be accelerated to keep pace with the abnormal conditions induced by military requirements. A long range program of investigation is recommended and is outlined as follows:

##### 1. Exploration and development

Detailed mapping by the Geological Survey followed by Bureau of Mines investigations consisting of core drilling, trenching or underground work, as indicated, to delineate coal reserves and determine economical methods of recovery. Areas to be investigated in their present order of importance are designated as follows:

- (a) Western part of the Matanuska field, Wishbone Hill (Jonesville-Moose Creek) area. Currently under investigation.
- (b) Eastern part of the Matanuska field. Investigation and development of the high rank coals in the Chickaloon-Anthracite Ridge area.
- (c) Healy River-Lignite Creek area.
- (d) Broad Pass area - low rank coal.
- (e) Miscellaneous coal-bearing areas on which there is little information.
- (f) Homer area.

## 2. Treatment and beneficiation

Development and application of methods to increase the recovery and quality of the various ranks of coal. The investigation would include:

- (a) Washing methods - to improve the quality and recovery of mine run coal.
- (b) Carbonization and briquetting - to improve the heating value and storage properties of low rank coals. Bulk sampling of various deposits for pilot plant testing.

## 3. Mining methods research

Alaskan coal mines have all of the usual problems of the coal industry as well as some which are peculiar to the region. The attitude and thickness of the coal measures have wide variations which are complicated by abrupt changes. The coal bearing formations are comparatively soft; consequently, roof support is a major problem. In the interest of safety and conservation, the best possible methods of fire prevention and control must be developed and constantly employed - particularly in mining the high volatile coals. Labor is scarce and expensive; a high degree of mechanization is desirable. The research required to improve mining conditions may be summarized as follows:

- (a) Mining methods - readily adaptable to weak roof conditions and to beds with wide variation in attitude and thickness.
- (b) Roof support.
- (c) Methods of fire prevention and control.
- (d) Safety practices.
- (e) Mechanization.





UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF TERRITORIES  
Washington 25, D. C.  
Air Mail

FILE COPY  
Surname:

<i>Lightwood</i>

Mr. Lowell M. Puckett  
Regional Administrator - Region VII  
Bureau of Land Management  
Box 480  
Anchorage, Alaska

DEC 7 1951

FILED

My dear Mr. Puckett:

This Office has received and read with interest the minutes of the Twelfth Meeting of the Alaska Field Committee which met October 18 and 19, 1951.

Under the heading Recreational Resources Development, page 7 of the minutes, it was noted that Mr. Robinson, Chief of the Forestry Division, was given credit for having outlined a progressive recreational movement for the Bureau of Land Management in Alaska if money can be obtained. We are interested in obtaining more information concerning the recreational movement and would appreciate your making available to us any further information on it.

Thank you for your assistance in this matter and best holiday wishes to you and your Alaska staff.

Sincerely yours,

(Sgd.) Jos. T. Flakne

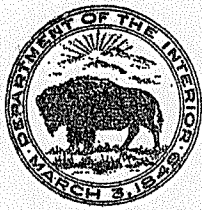
Jos. T. Flakne  
Chief, Alaska Division

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12/7/51

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*Al - Committees - Alaska Field Committee Minutes of Meeting*

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

To	Initial	Date
Wheeler	H. L. Graine	7/15/52

February 15, 1952  
FILES

Memorandum

To: Heads of Bureaus and Offices

From: Acting Director, Program Staff

FILED

Attached for your information is a copy of the minutes of the Thirteenth meeting of the Alaska Field Committee, held at Juneau, Alaska, January 8-10, 1952.

*Lyle E. Graine*

Lyle E. Graine  
Acting Director

Copies to:

- The Secretary
- The Under Secretary
- Assistant Secretary Doty
- Assistant Secretary ~~Warr~~
- Assistant Secretary Rose
- 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
- Library
- Director, Division of Land Utilization
- Director, Division of Water and Power
- Acting Director, Division of Minerals and Fuels
- Director, Division of International Activities

*Al Committee - Alaska Field Com. - Minutes of Meeting*

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MINUTES OF THIRTEENTH MEETING - ALASKA FIELD COMMITTEE  
January 8-10, 1952 - Juneau, Alaska

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On January 8, the thirteenth meeting of the Alaska Field Committee convened at 9:00 o'clock in the Senate Chamber, Federal Building, Juneau. The following were in attendance:

	Jan. 8		Jan. 9		Jan. 10	
	a.m.	p.m.	a.m.	p.m.	a.m.	p.m.
Marvin Ripke, ANS .....			x	x		
S.H.Lorain, Bu. of Mines .....	x	x	x	x	x	x
Paul Shelmerdine, A.R.R. ....	x	x		x	x	x
George Collins, N.P.S. ....	x	x	x	x	x	
Hugh Wade, A.N.S. ....	x	x			x	x
A.F.Ghiglione, A.R.C. ....	x	x	x	x	x	x
Don Wilson, A.P.W. ....	x	x	x	x	x	
George Gates, Geo.Survey .....	x	x	x	x	x	x
Wm. Twenhofel, Geo.Survey .....	x	x	x	x	x	x
Joseph Morgan, Bu.of Recl. ....	x	x		x	x	x
R.C.Johnson, Bu. of Recl. ....	part of sess.		x			
Lowell Puckett, B.L.M. ....	x	x	x	x	x	x
George Rogers, A.F.C. ....	x	x	x	x	x	x
Don Miller, A.R.C. ....	x	x				
Linn Forrest, A.P.W. ....				x	x	x
Clarence Rhode, F.W.L. ....	x	x	x	part of these sess.		
W.A.Elkins, F.W.L. ....				part of sess.		
Wm. Adams, A.R.C. ....						part of sess.
Robert G.Snyder, The Conservation (as requested by the Secretary's Office) Foundation, New York .....	x	x	x	x	x	x

The members of the Subcommittee also were present for the discussion on Pay, Personnel and Management problems. Those in attendance were as follows:

Don Miller, Alaska Road Commission  
Milton Furness, Alaska Native Service  
Edward Dietz, Bureau of Reclamation  
Ray Nevin, Fish and Wildlife Service

Pay, Personnel and Management Problems.

The Chairman called the meeting to order and proceeded to discuss the matters taken up in the meetings held by the Subcommittee with Mr. Fitch. As Chairman of the Subcommittee, Miller commented in the light of their experience last year in attempting to cover the entire range of pay, personnel, and other problems, they had produced a report but no progress. The exploratory nature of their assignment restricted them to just the preparation of the report which is bogged down in Washington because no one was made responsible for following through. Although the solutions to some problems rested with the Washington offices, the solutions of other problems rest with the bureaus here. It was the recommendation of the Subcommittee that one full-time person, a labor relations man, responsible for making studies in the field

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and making reports to the Field Committee, be hired on a cooperative basis. The members of the Committee and their administrative people would coordinate with him in making reports. One subject would be concentrated on at a time rather than attempting a general coverage. At this point, Miller made reference to and read a letter as a result of discussion on the subject between Rogers, Fitch and himself. See Appendix A.

Ghiglione questioned whether or not these matters should be handled by the Field Committee at all as he thought it was the responsibility of the Secretary's Personnel Office in Washington. Collins thought it was the responsibility of the Field Committee to point out such problems and trouble areas and forward their findings directly to the Assistant Secretary in charge for the necessary remedial action. He proposed a resolution requesting a follow up. The Chairman suggested the recommendation of the Subcommittee be forwarded to the Secretary's Office at the same time. The members requested further discussion first. Puckett asked Miller as to what specific items would be stressed in the first report. Miller thought a great deal would be on ungraded employees. He also commented that Fitch thought all employees in Alaska should be on a wage board basis and suggested that between now and the next Field Committee meeting that the costs of high turnover of graded employees be explored and have each agency describe what it has cost them in hard cash to bring employees here from the States in terms of dollars per man, months, and efforts.

There followed considerable discussion of the practices and experiences of the member agencies. Rogers asked the question if the Field Committee as a whole were in accordance with once more re-emphasizing the problems pointed out before and transmit the recommendations of the Subcommittee to the Program Staff and the Office of the Assistant Secretary for Administration. Collins believed a resolution should be made and pointed out imbalances in various agencies in Alaska to illustrate. Puckett made the motion that the Chairman appoint a committee to draft such a resolution. This was agreeable and Collins, Rhode, Furness, Miller, Dietz, Nevin, and Rogers were appointed and came up with the following:

RESOLVED, That the continuing concern of the Alaska Field Committee members with regard to administration problems revealed by the Subcommittee on pay and personnel practices during the summer of 1950, be made known to the Secretary and that the attached recommendation of the Subcommittee be reviewed by the Administrative Assistant Secretary;

RESOLVED FURTHER, That (1) a Wage Board be created for Alaska;

- (2) per diem rates in Alaska (including per diem rates on airplanes in Alaska) be made uniform;
- (3) the Chairman of the Alaska Field Committee call attention of the Administrative Assistant Secretary to the following:

- (a) the wide divergencies in methods and results of unclassified wage rate procedures;
  - (b) the disparity in pay between classified and ungraded employees;
  - (c) the urgent need of equalization of compensation (involving fringe benefits) which would eliminate high turnover, competitive bidding for personnel, and reduce manipulation of fringe benefits.
- (4) That the Administrative Assistant Secretary be directed to review the report on recommendations submitted by the Subcommittee of the Alaska Field Committee on November 17, 1950, and prepare a plan of action for presentation at the next Committee meeting.

Twenhofel and Rhode were opposed to the hiring and paying for an expert. Twenhofel felt the job description should be clearly spelled out before a recommendation went in and believed if such a recommendation were made for a man to be sent to Alaska that his duties and responsibilities be definitely outlined before the position is created. Twenhofel made the motion that the Field Committee not attempt to obtain a full time labor relations man at this time as recommended by the Subcommittee. There was no second. Wade then made the motion that it be pointed out to the Washington office that the Field Committee is reluctant to employ a full time man at this time but that the Field Committee hopes the objectives of the report submitted can be worked out. This motion was seconded by Ghiglione. The proposed resolution drafted by the small committee will be accompanied by the recommendation of the Subcommittee to the Washington office. The Chairman will draft a letter of transmittal to the Secretary's office sending the proposal to Washington. Collins felt the Subcommittee report should be reflected in the resolution. In reading Mr. Miller's letter in which members of the Subcommittee resigned, it was the feeling of the Committee members that there may be need for them again and the conclusion was reached that the Subcommittee not be dissolved.

#### The Susitna River Basin Study.

Morgan stated that since the last Field Committee meeting he had transmitted copies of a map and general outline of what they would like to have included in the report. To date, he had only received one response -- a letter from the Fish and Wildlife Service. A general discussion followed of the various problems the members were encountering in meeting this request and what was necessary to expedite continuing the report. Rhode and Collins stated that their bureaus had each been assessed \$1,000 for printing the publication "Alaska" and asked if anyone else had been similarly "tagged". There was no comment.

Collins pointed out that Morgan's map just showed the basin itself, but he believed the total area to be served by the proposed development should be described from an economic standpoint. There was virtually nothing within the Basin at present and he believed the entire Rail Belt would benefit more from the development of the Basin's hydroelectric potential than the Basin itself. Morgan said the map points out specifically the geographic areas involved and he wanted to know at this time whether or not the agencies represented on the Committee would have interests which would conflict with anything that might be developed within the Basin itself. Returning to Collins' original comments, Rogers suggested that perhaps the customary "river basin approach" was not appropriate to the present subject and a special approach should have been formulated.

Rhode wanted to know why the Bureau of Reclamation couldn't limit planning to the next ten years instead of an indefinite future period. Rogers also wanted to know why the present report had to enclose the whole area and why the study couldn't be broken down into particular project areas. Morgan explained that the study would have to be made of the basin as a whole and for an indefinite future period in order to estimate the total potentials of the area, but that each project would be considered on its own merits when construction was contemplated at which time all the agencies would be asked to present in more detail the relationship of the particular project with their activities.

Because this type of study was new in Alaska, Collins outlined his experiences in Stateside studies. River basin study money is appropriated by Congress. River basin studies in connection with Bureau of Reclamation and Corps of Engineers proposals normally would resolve in a quick reconnaissance of the basin by qualified personnel of the National Park Service who would come up with a general forecast of new benefits or losses of recreational values. From the outset there was an understanding that if the Bureau of Reclamation got some project money, it would supply funds to make detailed master plans. These master plans would be oriented to each specific project.

Ghiglione commented that any points of conflict by the Alaska Road Commission would be made to the Bureau of Reclamation for the next six years and felt they would be able to work out any problems that might arise. On the other hand, Collins wondered to what extent agencies such as his own and the Fish and Wildlife Service could go along with the Bureau of Reclamation. Morgan commented that dam construction would not be at the mouth of a river where it would seriously affect Fish and Wildlife aspects. He stressed once more that the present study was a general consideration of the entire Basin and at such time as a dam would be considered at points in the Basin, then members would have the opportunity and project funds to concentrate on the problems they were interested in as related to a specific dam and construction. Rhode expressed concern, however, that once prepared, the present study would become the adopted "blue print" and that the second chance Morgan was offering would be of little importance.



Rogers asked if the material secured now from various agencies would be used in the cost-benefits calculations and if it should be presented in form for such use. Morgan agreed that was correct. Lorain asked how much the power was going to cost to which Johnson replied the Bureau could not say as yet. Johnson pointed out that the report will be on (1) the Basin itself and everything that is in it, and (2) only those resources that can be transmitted into terms of hydroelectric energy. Puckett pointed out that no detailed study has been made as to the agricultural potentialities in the area. Collins believed and suggested that the Field Committee make a complete report on the Susitna River Basin as well as the individual bureau comments to Morgan and that such complete report be a Field Committee report, minus views of Reclamation and such would be transmitted to the Program Staff. The members were in agreement on this.

In summary, Morgan pointed out that whatever is done in the Basin will be by project and that for each project, Reclamation will have to go to Congress for appropriations and authority for each such project. Before a project is started, each Field Committee member will be given the opportunity and where necessary supplied project funds for investigations, prior to the construction.

Rogers, in summarizing the discussion, asked that when individual agencies send in their report to Morgan that a duplicate copy be sent to the Field Committee office where a general report analyzing and relating the various points of view will be made up and then transmitted to the Program Staff. This Field Committee report would be included with the report of the individual Committee members in the final Susitna River Basin Study. Morgan agreed this was satisfactory.

#### Alaska Program Appraisal Project.

The Chairman referred to the progress report on the Alaska Program Appraisal Project and to the November 9 letter from Assistant Secretary Doty to Mr. Samuel B. Ordway. He stressed that the report will serve as a document to be used by the President, the Bureau of Budget, members of Congress, etc., and should not be shrugged off as merely "another Alaskan study." Mr. Snider gave briefly an outline of his study and the terms of the employment of The Conservation Foundation by the Department. He pointed out that the contract was signed October 31, 1951 and that the report was due February 1, 1952. He asked members to supply him in pencilled notes their reactions to the tentative conclusions which were brought out in the preliminary report. Questions to be considered would include such matters as -- should land be classified and zoned for use on a broad basis or on a narrow basis to serve most pressing needs; should there be rapid development or economically balanced development over a longer period; should the emphasis be upon fostering new industries or should emphasis be on existing industries.

Collins asked what is the actual need for the survey? Snider commented that the Secretary felt it desirable to get an over-all objective appraisal of Interior's activities in Alaska and that a non governmental agency could make

the most objective study. Their assignment was to see what was being laid out and planned by Interior agencies and determine how this would promote the over-all wise resource use and development in Alaska.

All members joined in a discussion of specific points concerning the progress report. Wade felt that the great size of the assignment was leading to careless and inaccurate work. He cited as an example the statement that the use of the Barrow herd as an illustration that Eskimos can be good herders couldn't be more in error. Actually this experience is cited as evidence by some persons that the Eskimos are unfit to be herders.

Gates pointed out that although the minerals were mentioned as resources of Alaska, mineral resources did not receive the attention merited in a report of the type contemplated. In this connection, he said that transportation is one of the greatest problems to be overcome and that the relationship of transportation to mineral development was not discussed.

Lorain said that agencies of the Department of Interior were mentioned but the Bureau of Mines was not mentioned in the report and should be. Mineral development required getting cheaper venture capital and in his view this problem should receive top priority in an adequate Alaskan program.

Ghiaglione felt that the report was too negative in tone and did not reflect positive aspects of development. In discussing highways, for example, service to centers of population was not mentioned in the report. Rogers was disturbed by their raising the questions as to whether transportation should be picked up by Interior Department or by the Military. This indicated that the investigators were missing the role "Military Necessity" could be made to play in developing Alaska if the civilian viewpoint could be interjected. For example, the Army might want a road from A to B and would merely build the road with no further thought. A civilian agency, such as the Alaska Road Commission, in meeting the Army's request for a road from A to B might locate it so as to pass through an important mineral area and thus create opportunities for new developments.

Gates pointed out how topographic mapping of Alaska is going forward. The Topographic Division of the Survey is compiling 1:250,000 scale maps and mile to the inch maps. Selection of areas for mile to the inch maps is based primarily on interests of the Military. The vertical aerial photography is being done by Air Force and Navy photo squadrons. As funds of the Topographic Division are not adequate to accomplish the mile to the inch mapping as rapidly as needed, for parts of Alaska the compilation is being done by the Army Map Service and the U. S. Coast and Geodetic Survey. Puckett questioned two points: possible elimination of grazing on Kodiak Island and lack of stress of multiple use of forests in interior Alaska. He and Snider arranged to discuss these matters outside the meeting.

During the morning session on January 10 at which Mr. Snider was not present, Wade was very much concerned about the appraisal report and felt a letter should be sent to the Secretary on the validity of the report in the

first place. He believed the report can be very harmful on the Territory as a whole if conducted in a hasty manner. Rogers read part of his letter of reply to the Program Staff dated December 29, urging that if the report is to be carried through that a time extension be made for the preparation of the report, and that it not be based on an out-dated Six Year Report. Wade stressed that if further time is not given to the Conservation people, the report should not be given consideration as being valid and believed the report would have serious adverse effect on the appropriations for the agencies in Alaska. Further, if the time is not extended, the report should be scrutinized very thoroughly before the report is given out to anyone. Wade made the motion that Clarence Rhode, Chiglione, Rogers and himself draft a letter to the Secretary setting out reasons for extension of time. See Appendix B. Morgan and others also wanted the Washington office to know that the agencies in Alaska are not in a position to absorb any more assessment costs in Alaska. Other members agreed in this thinking.

#### Six Year Report.

In opening the discussion of the Six Year Report, the Chairman gave a brief report on the programming activities within the Department as revealed at the recent meeting of Field Committee Chairmen in Washington. The necessity for intelligent programming of Interior's activities was being pressed upon us by the present and future world situation and the role of leadership of the Free World which our Nation has assumed. The manner in which this necessity is being met at the Washington level was illustrated by references to the Secretary's letter of April 3, 1951, on "The Department's Role in Long Range Resource Conservation" and the various memoranda used in guiding the Bureaus in the preparation of material for use in the President's State of the Union Message and his Economic Report. The role of economic projections in establishing program goals was indicated.

The purposes of the Alaska program was discussed in relation to national policy decisions, the main functions of the Alaska Field Committee and budgeting. Rhode stated the relation of the Six Year Report to annual budget practice was still difficult for him to see. Allotments were made which had no resemblance to the program schedules worked out in the field and no explanations were given by Washington for this disregard of the field's thinking. The Chairman agreed that the relationships had not yet been firmly established, but that some progress was being made in that direction. Programming involves not only identification of needs expressed in dollar amounts but also decisions as to priorities and balance as between activities. Although the funds made available each year might fall below the field's estimate of its needs, the priorities and balance imparted by programming might still be reflected in allotments. There followed a general discussion of the factors which obscure or lessen a more effective program-budget relationship.

Collins brought up the conflicts and lack of uniformity which his office had encountered in dealing with the three field committees to which they report. He closed his remarks by asking does anybody look at these reports in Washington anyway? The Chairman said that steps were being taken toward uniformity of

reporting and cited the newly issued "Instructions on the Preparation of Regional Program Reports" as evidence of good progress. The fact that the "Alaska Program Appraisal Project" used the Six Year Report as the basis for their investigation was also cited as evidence that "somebody in Washington" had been looking at the reports. The Chairman re-emphasized that the members were looking at the short-range budgeting aspects too much and therefore felt the matter was hopeless. He said the Six Year Reports also have a bearing upon administrative and legislative decisions as well.

Returning to the general discussion of the need for programming and how it should be done, Gates suggested that perhaps it could be done better by some central planning group within the Department. This plan would then be the basis for directing the activities of the individual bureaus. He felt that this would be more efficient and less troublesome than the present attempts at planning through Field Committee programs. The Chairman agreed in part but pointed out the shortcomings and dangers of such an "Ivory Tower" approach. It could be successful only so long as the planners were supermen with ability not only to know all things but to determine what was best in all cases. The "Grass Roots" approach on the other hand, was too provincial and narrow and suffered in the opposite extreme. The Chairman concluded that the present approach represented an attempted compromise between the two, and in view of the inevitability of programming at some level, deserved the fullest support of the Committee.

The Committee then proceeded to discuss the "Instructions on the Preparation of Regional Program Reports" in detail. The Chairman said that he would have the primary responsibility for the preparation of Part A, but would require the members' cooperation in informing him as to basic data they had and in review and editing the final draft. He reported that the Program Staff hoped to make temporary staff assistance available in the compilation of a basic economic study. The "Instructions" were designed to increase the ease of using the Six Year Report and should therefore result in more direct reflection of the field point of view in future Washington actions.

All the contributions of the members to the current Six Year Report were not submitted so the inter-relationships of individual programs could not be discussed.

#### Coordination of Recreational Activities.

The Chairman brought out that at the last meeting he had referred to a letter from the Secretary dated October 15, in which the Secretary felt that over-all planning of recreational activities in Alaska was a major responsibility of the Department but that it fell between individual bureau programs and was not receiving enough attention. The Field Committee had been asked to make a study and recommendations.

Collins distributed copies of a letter dated January 2, 1952 to the Chairman in which he outlined a discussion of the topic. See Appendix C. He read page 6 through 8 as he felt a discussion of a concrete problem, such as recreational development of the Eklutna area, would be more valuable than general discussion. Puckett asked Collins what was his general thinking on how much development there should be at Eklutna. Collins cited examples that on the few occasions he had visited the area, there were quite a few people from Palmer and nearby Anchorage using the area for picnics but pointed out that the water was too cold for swimming and that there wasn't any fishing. Collins asked Rhode whether it would be possible to plant some fish to which Rhode replied it would depend on the fluctuation of the water level after the project was finished and in operation.

After a presentation by Morgan of certain of the general recreational values of the area and a showing of a large photograph of the lake, the Chairman directed attention to who should be the administering agency. Ghiglione believed we should request the Territory to take action on the matter of recreational development. Collins pointed out that legislation submitted by the Committee, which set up a Land and Park Office, would have allowed the Territory to take land from the Federal government for such recreation but pointed out that the Territorial Legislature did not take any action whatsoever but rather seemed inclined to wait until Statehood was obtained before starting anything on recreation. The Chairman suggested that failure of the Legislature to act was not necessarily due to lack of interest or Statehood, but was due to its confusion with other proposed legislation (planning and zoning) and the manner in which the matter was handled. He suggested the need for creating interest long before the Legislature met and at the local community level. Morgan brought up how he had drafted a Water Code and what happened to it. He believed the Field Committee should not be drafting legislation and cited the water code as an example. It was agreed that the Committee might suggest needed legislation or advise Territorial or local agencies, but not go beyond this.

Collins asked what agency would be the one to administer recreational planning. General discussion followed as to the role of administering such planning. Rhode believed that the Bureau of Land Management, with its Forestry Division, would be the logical one to administer it with additional appropriations and personnel as required. Forrest said they were already doing some work along this line and with the coming eliminations of land from the National Forest area would probably "inherit" some of the Forest Service recreational developments. The Chairman read from the letter of October 15 the comments of the Bureau of Land Management that they believed Puckett had authority to perform these functions now, but if additional authority were needed they would help him. Ghiglione made the motion the Field Committee recommend that such matters be of direct concern to the Bureau of Land Management and be instructed accordingly for administering the recreational development outside the National Park Service, and that a special budget be set up so that B.L.M. will be able to carry out this responsibility. This motion was seconded by Rhode.

Lorain believed the Field Committee should recommend a policy as to how far we should go with recreational development at the present time. Puckett pointed out that the B.L.M. must be able to tie-in the program with their fire control program, otherwise it is going to be very hard to get any additional money. The Bureau of Land Management feels the Bill providing for the classification of lands is very important as it is needed for protection of watersheds and would enable the selection of recreational areas. He then proceeded to read a list of recreational areas in the Anchorage area with the plans of B.L.M. for development of limited recreational facilities.

Collins, referring to his letter, discussed four main branches of work on his recreation survey. Progress was made in the biology field during last summer and he and Gates have been working together toward a chapter on geology. Rogers asked for comments for providing of tourist facilities by Interior agencies. Shelmerdine did not have any material with him on this subject. Collins discussed the Federal government building of a demonstration hotel.

The Chairman brought up the wildlife management program of the Fish and Wildlife Service and asked Elkins to give the status and relation to recreation. Elkins stated that there are three main refuges: Kenai, Kodiak, and Aleutians. Small trapping cabins are handled under refuge special use permits and it is now proposed to use the same system on shelter cabins for the guides of hunting parties. There are no restrictions on tent camps for periods shorter than 60 days. Transportation is generally by air and water and on Kodiak hunting includes non-resident bear hunters with small game hunting and fishing limited primarily to residents and some Navy people. On Kenai, there will be more demand due to the highway expansion. Recently, a spur was built by the Alaska Road Commission into Skilak Lake, where FWS has built a small camp ground. Also, the trail has been improved to Hidden Lake. The provisions of recreational facilities in the Kenai area must recognize that the primary purpose of the Moose Range is to improve the moose. Cold Bay is not yet officially a refuge and is used only for goose hunting. Elkins briefly discussed Federal aid to fisheries and how the Dingell-Johnson Bill could be used to provide recreational facilities justified as a means of spreading fishing pressure.

Morgan wanted to know what was the status of legislation on port-of-entry and structures at the Canadian boundary. Collins replied that there was nothing new on it as yet. Rogers recommended attention to the urgent need for these facilities as a means of paving a way to a tourist industry and to particular use of the Alaska Highway and urged that everything be done to see that this bill is not buried. Puckett hesitated to do so as he had other pieces of legislation which were more important from his standpoint. Morgan pointed out though that the Field Committee originally had sponsored the legislation for the creation of a border port-of-entry and that this was a justified follow-up action. Twenhofel also questioned whether this type of work came in line with the Field Committee scope. Morgan made a motion that the Secretary's Office be asked to request action through Delegate Bartlett on this Bill, H.R. 4795, dated July 13, 1951, during the present session of Congress. Ghiglione seconded

the motion. Twenhofel questioned why any Bureau of this Field Committee should be concerned about the port-of-entry. He stated that the Commerce Department logically should be interested. Rogers replied that he believed the port-of-entry is part of the improvement of highway transportation and thus is of direct interest to the Alaska Road Commission, that it has a direct bearing upon the development of recreation and tourist industries as outlined in the October 15 letter, that the measure was instigated by the Field Committee in the first place, and therefore he believed the Committee was in line in submitting such a motion. There was no stated opposition to the motion.

Collins asked Ripke how the Alaska Native Service would fit into the recreational development picture. Ripke believed the ANS as an operating agency did not have too much to do in such activities. Collins thought the ANS should have a great deal to do with such development in creating an appreciation of the native life and customs. The Chairman declared they had a double duty in assisting the native peoples in securing the benefits of healthy recreation as an enrichment to their community living and creation of general interest in their life and customs. In summarizing, the Chairman will ask each member to write out and send in to him material on the place of recreation in their programs. This material will be submitted to the Secretary's office when compiled into a general report by the Chairman.

Linn Forrest brought out how the National Production Authority had restricted the building of gymnasiums and recreational facilities at Kodiak and other Alaskan communities. He stated the Alaska Public Works Agency is drafting a bill to Delegate Bartlett recommending need for such recreational facilities and seeking exception from the general prohibitions and asked if the Field Committee could do anything to help. He pointed out how the NPA Act was in conflict with the Alaska Public Works Act which advocated building of community facilities. Wilson pointed out that the Alaska Public Works Agency had made a direct request to the Washington office for action which would lift restrictions on gyms for Alaska but was not successful. Wade made the motion that a statement as drafted by Forrest and Rogers be directed to the Program Staff and the Secretary. Collins seconded the motion. See Appendix D.

Pukett once more said he felt that the Field Committee should not just pick up certain legislation to push but probably should send in all proposals for consideration of the Washington Office. Collins thought it would be worthwhile for each bureau to make up a list of proposed or suggested legislation and submit it for consideration at Field Committee meetings. At this point, Forrest brought up the subject of the Taku road and pointed out that this would open up recreational areas and serve as an important means of developing the economic well-being of the Juneau area. Ghiglione felt, however, that it was not a matter that came under Field Committee activities. Rogers pointed out that if we had an Interagency Committee, the Taku road problem would be appropriate for consideration by such a group but felt too it was not a matter for a Field Committee of the Interior Department.