

### Rights of Way.

The Chairman read a letter from the Director of the National Park Service to Assistant Secretary Doty dated November 2 suggesting a simplification of administration of permissible uses of road rights-of-ways. Puckett said the letter contained a misunderstanding of policy concerning administration. The Alaska Road Commission has sole administration of all rights-of-way up to 300 feet in width and no special use permits are issued on any highway that does not have a right-of-way in excess of 300 feet. The Bureau of Land Management administers uses of portions of rights-of-way in excess of 150 feet from the center line. As long as this policy is unchanged the roadside use is limited to the Alaska Highway only. Puckett distributed copies of a letter dated March 24, 1949 setting out policy on administration of road rights-of-way. Ghiglione felt that the policy had been changed somewhat but Puckett was going by the March 24 letter which was still the basic policy of the Department. Puckett stressed that his regional office felt all withdrawals should be eliminated and should be easements. Adams said that regardless of Departmental feeling in the matter, they did not feel that the Alaska Road Commission should permit trespassing.

Puckett concluded the discussion by declaring that from his point of view there should not be any withdrawals along highways, as the B.L.M. can't keep abreast of the necessary changes in surveys. Each change in a curve in a road through public domain renders at least one plot obsolete if surveyed land is involved. If considered as an easement, the ARC would still have control as long as the road was there. Regarding zoning, there is no Classification Act for Alaska and policy has not been declared by the Department. Because the recommendation was not too clear Ghiglione commented that he would discuss this matter with Joe Flakne while in Washington the coming week. Puckett will continue to issue permits until the policy is changed.

### Progress on land elimination from National Forests.

Puckett reported that the Chugach elimination is imminent and the Tongass elimination will follow closely behind. As soon as elimination is made in the Chugach National Forest, small tract settlement near Girdwood will be ready to go. Ghiglione commented that behind the whole subject of eliminations, the aboriginal rights problem remains to snag up any development program. Puckett discussed briefly the problems in connection with plans for proper disposal of timber land near Haines. The aboriginal rights matter may have an important bearing upon decisions as to withdrawal of these timber lands or opening them for veteran settlement.

### Alaska coal resources development.

Lorain commented that most discussions between the Bureau of Mines and the Geological Survey in the few days prior to the Field Committee meeting were concerned with specific problems. Items of more general interest to

the Field Committee were related to problems of coal procurement. He mentioned meeting with the Naval Procurement Officer at which time progress was discussed regarding the securing of coal for the Military. Lt. Commander Mohler, coal procurement expert on the West Coast, is reorganizing the whole method of procurement of coal, and has stepped up the date at which contracts can be awarded from the first of the fiscal year to March 1. The Bureau of Mines had sent a group of men from the States to improve methods for sampling.

Civilian demand in general is expanding so that one and one-half million additional tons will be needed in about three years. Plans of the Military as well as greater civilian needs have raised demand for coal to such an extent that the problem is getting production immediately increased. Lorain stressed the need of capital for developing coal resources. Gates pointed out there are known coal reserves but the big problem is production. Exploration is not the main problem in the immediate coal situation. Quicker results would come from strip mining, but deposits suitable for shale development are scarce and it is expected, therefore, that production of these fields will greatly increase. Gates pointed out that this is particularly true in the Wishbone Hill coal field, the only known <sup>significant</sup> source of bituminous coal in the Rail Belt. Appreciable increased production in this field will have to come from underground mining which is costly and time consuming to get started. Production probably could be stepped up faster in the Nenana coal field where stripping coal is present.

Wade believed the Field Committee should go on record to draw to the Secretary's attention the extreme shortage of coal and should also request that the Director of the Defense Solid Fuels Administration do something to help get the necessary capital. Lorain prepared and read a resolution which was adopted by voice vote. The resolution was as follows:

"Coal production from areas directly tributary to the Alaska railroad, was, approximately, 475,000 tons in calendar year 1951; this was the largest production that has been obtained during any year to date. Preliminary estimates indicated, however, that requirements for military consumption alone will be about 600,000 tons in fiscal year 1953 and 800,000 tons in 1954. An additional 100,000 tons yearly probably will be required for the Alaska railroad and a further additional 200,000 tons probably will be required for other civilian requirements. Therefore, without a very rapid increase in production, the Alaska railroad belt faces a shortage of about 400,000 tons in fiscal year 1953 and 600,000 tons in 1954. Private capital to finance this increase is not, apparently, in sight. Neither does the present policy of D.S.F.A. and R.F.C. toward loans for coal development appear to be sufficiently liberal to meet the requirements for Alaskan coal development at the rate currently required.

"Be it therefore resolved that the Alaska Field Committee request the Office of the Secretary to bring this situation to the attention of D.S.F.A. or of such officials as the Secretary's office may determine as more suitable."

Twenhofel suggested that this be brought to the attention of the Alaska Development Board and that the Board might be able to promote private capital to develop additional coal sources. Lorain believed these matters should be called to the Development Board's attention but not in the form of a resolution. It was agreed that the Development Board should be made aware of the need for coal mining capital, but that it should not receive a copy of the resolution.

Lorain asked if the Bureau of Mines could get a backhaul of 170,000 tons from Nenana down to Anchorage. Shelmerdine believed the ARR would be in a position to handle such and also pointed out that there was interest in the Buffalo area and that the ARR has been considering the feasibility of a spur to this mine. Lorain, speaking on the subject of transportation, asked if the ARC funds would be sufficient to build a road up to the Lignite Field. He stressed that if the road were there, someone would be in the vicinity developing the coal this year. Shelmerdine was asked by the Chairman to report briefly on the ARR's spur building program and general discussion was had as to the justification the Railroad would need before a spur was constructed.

Regarding the Naval Reserve in the upper part of the Matanuska Valley, Lorain wanted to know if anything had come of the Field Committee request that they be released; The Chairman reported that this matter had been discussed with the Program Staff, Joe Flakne, and Assistant Secretary Rose in Washington. Puckett recalled a letter from the Director, Office of Territories, to the Director of the Bureau of Land Management, containing a legal opinion covering the status of this Naval Reserve and recommending that they be restored to the public domain and made available for mining purposes. Wade made the motion that the Chairman make inquiry in Washington and follow up to see what action has been taken there on the release of the Naval Reserve. Lorain seconded the motion.

Gates pointed out that the release of the Naval Reserve does not mean that there is lots of coal ready to be mined. It is known that some coal in this area is a high ranking type but structure is very complex and economic development may be limited. Further exploratory work might have to be done in this area before results can be expected.

#### Miscellaneous Items.

Rogers read a letter from the Alaska Development Board on pumice at Katmai demanding that the Department "get out of the way" of Alaska development. Collins outlined the background of this situation. He said the NPS was not blocking the exploitation of these resources but that the opening of a National monument to such commercial use required Congressional action, as in Glacier Bay and McKinley. The Chairman said that he would prepare a reply pointing out that legislation is in Congress now which would permit use of these resources and that the Department has gone on record supporting its passage. It is a matter of trying to get Congress to act on the bill and he would suggest that Sundborg spend his energies in that direction. See Appendix E. All agreed this was advisable.

On the afternoon of January 10, when the meeting reconvened, Morgan introduced Herb Hilscher of the Alaska Development Board who wished to appear before the Field Committee. Hilscher briefly commented that he was from the Fourth Division and pointed out the critical shortage of power, the need for water, fire and police protection in Fairbanks. After commenting thus briefly, Mr. Hilscher left the meeting. At this point, the Chairman asked Morgan what was the present relationship between Hilscher and the Bureau of Reclamation. Morgan replied that from time to time Hilscher was employed by the Bureau as a Consultant on a part time basis but that he was not a full time employee of the Bureau of Reclamation.

Rogers commented that he had received a letter from Assistant Secretary Doty dated December 27 reporting a meeting of a "working Subcommittee on water and sewerage problems in Anchorage and Fairbanks." The Subcommittee met in Washington and was composed of representatives of the Alaska Public Works, Geological Survey, Bureau of Reclamation, and the Housing & Home Finance Agency.

Rogers read a letter of January 3 from Frank Heintzleman regarding a term permit for the Town of Hoonah. There were no objections to the issuance of such permit.

Puckett suggested that a request be made to the Office of the Secretary that there be a clarification as to whether or not it is proper to pay transportation costs of employees hired in Alaska. Wade felt that a request should be made also to have something done to make payments of per diem consistent while travelling on planes in Alaska and pointed out that various agencies had different ideas of interpretation. Higher per diem on planes is allowed in continental United States than in Alaska under certain circumstances. These two were previously discussed at the twelfth meeting and had been discussed earlier in the present meeting. (See section on "Pay, Personnel and Management Problems.")

Twenhofel asked the status of the cement study made by Ivan Bloch. Lorain reported that the final study is being held up due to sampling of limestone deposits at Foggy Pass and the plans for making a full plant test run.

Plans for the next meeting were discussed. Morgan suggested that it be held in Ketchikan as this area is now in the throes of an interesting new period of development. Rhode asked why all meetings couldn't be held in Juneau as a majority of the members were headquartered here. The Chairman proposed that the Fall and Winter meetings be held in Juneau but that the summer meetings be in the Rail Belt region and be scheduled so as to coincide with the regular travel plans of the members. Because of the modified role of the Alaska Field Committee he felt no purpose would be served by holding meetings in out of the way places merely for publicity. In order that the Committee might meet with the Department of Agriculture's Field Committee, it was suggested that the next meeting be held in Palmer in May.

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Appendix A-1

November 28, 1951

Mr. George W. Rogers, Chairman  
Alaska Field Committee  
Department of the Interior  
Juneau, Alaska

Dear Mr. Rogers:

During the past few weeks the Sub-Committee of the Alaska Field Committee, appointed to consider wage board problems, has held several meetings and has discussed many of the pertinent problems with you and Mr. E. M. Fitch, Labor Relations Advisor, Office of Territories, Department of the Interior. These discussions have been specifically directed at the problem of wage fixing for Interior operations in the Territory, possible procedures by which such wage fixing activities might be more satisfactorily conducted, and the load of work which would be imposed on any group or individual assuming such responsibility by delegation from the Director of Personnel of the Department of Interior.

As a result of these conferences it is the consensus of opinion of the Sub-Committee, and I believe the feeling is shared by you and Mr. Fitch, that the best results could be obtained at the least cost through a cooperative arrangement covering the employment of a specialist in the field of labor and employee relations who would act as a Labor Relations Advisor to the agencies operating in Alaska and represented on the Interior Department Field Committee for Alaska. It is the estimate of the Sub-Committee that the total cost involved in such an operation would be approximately as follows:

Salary .....	\$8,000
Travel .....	2,500
Misc. Expenses ..	--
	<u>10,500</u>

It is recommended that this proposal be placed on the agenda for the next meeting of the Field Committee which I understand to be scheduled for January 8-10, 1952. Prior to the meeting, a more detailed statement will be prepared developing the views of the Sub-Committee with regard to the appointment of a Labor Relations Advisor.

RG 126, Off. of Territories  
E.3, Central Files, 1951-71  
Box 92

In the meantime, it is the suggestion of your Sub-Committee that the contents of this recommendation be furnished Mr. Fitch for incorporation in his report on his present assignment to the Administrative Assistant Secretary of the Department of the Interior and to the Director of Personnel.

Very truly yours,

SUB-COMMITTEE  
ALASKA FIELD COMMITTEE

D. H. Miller, Acting Chairman

M. G. Ripke, Member

E. E. Dietz, Member

M. J. Furness, Member

DHM/bb

UNITED STATES  
DEPARTMENT OF THE INTERIOR  
ALASKA ROAD COMMISSION  
JUNEAU, ALASKA

January 10, 1952

Mr. George Rogers  
Alaska Field Committee  
Juneau, Alaska

Dear George:

In April 1950 the Alaska Field Committee appointed a sub-committee to study administrative procedures of the several Interior agencies in Alaska and to prepare a report of its findings. This sub-committee consisted of:

Carl D'Epiro	Program Staff
R. H. Brust	Alaska Native Service
Wm. S. Twenhofel	Geological Survey
Edward Dietz	Bureau of Reclamation
M. W. Furness	Fish and Wildlife Service
D. H. Miller	Alaska Road Commission

The sub-committee presented a preliminary report to the Field Committee during the session at Palmer, Alaska, July 11-13, 1950, at which time all findings and recommendations were reviewed by the Field Committee members, and the sub-committee then proceeded to modify its report so it would conform to the wishes of the committee. The final report was transmitted to Mr. Lyle Craine, Acting Director, Program Staff, on November 17, 1950, at which time copies were also sent to Assistant Secretary Northrop. In Mr. Kadow's letter to Secretary Northrop, he reported the recommendation of the Field Committee that a permanent wage board be established in Alaska for Alaska, and that a temporary wage rate data collecting committee had been formed. Mr. Kadow's letter was acknowledged by the Assistant Secretary under date of January 19, 1951, but no other action has as yet been taken on the direct recommendations.

At the instance of the Field Committee, the temporary wage board sub-committee met during November 1951, to consider wage board problems. This committee also held several informal discussions with Mr. E. M. Fitch who was at that time in Alaska on detail to the Alaska Road Commission, but who had been asked by the Director of Personnel to generally review the problems of all other Interior agencies. Your sub-committee made its recommendations in a letter to you of November 18 in which it proposed cooperative employment of a "Labor

Relations Advisor" who could take on the functions of following through with each member of the Field Committee on administrative pay and personnel matters to which the entire committee had given its approval. It was stated to be the opinion of your sub-committee that this would produce the maximum in benefits to all agencies, and would be a considerable improvement over the present "sub-committee" system which produces reports but no action.

We would like to call your particular attention to the fact that ten specific recommendations were endorsed by the Field Committee when it forwarded the original report to Washington in the fall of 1950.

<u>Subject</u>	<u>Action Required</u>
Proposal for revision of Executive Order 10,000 increasing 25% differential	Congressional, at request of Department or President
Standardization of practices for Holiday pay	Recommendation to Director of Personnel and Secretary Order
Transfer of Headquarters of employees assigned to Alaska for extended periods	Concurrence of all Bureaus
Granting of Alaska differential to employees in travel status from U. S.	Concurrence of all Bureaus
Standardization of Shipboard per diem	Concurrence of all Bureaus
Standardization of per diem in United States to Alaskan employees	Concurrence of all Bureaus
Standardization of per diem in Canada to Alaskan employees	Concurrence of all Bureaus
Recognition of 5 USC 73 (f) as authority for transportation of new employees from Seattle or Alaskan points	Concurrence of all Bureaus with informal GAO opinion
Simplification of procedure for hiring wage board employees	Concurrence by Director of Personnel and Secretary
Greater delegation of appointing authority to field	Necessary action by Bureaus involved and/or Director of Personnel



It was not known to your sub-committee what progress had been made on any of the listed subjects; only a new review would disclose this fact. However, the amount of work involved in collecting and collating either wage rates or other procedural data is a burden which cannot readily be imposed on full-time positions without affecting current work adversely. Therefore, a very general recommendation was made for a full time administrative type assistant who would do such work under the general direction of the Field Committee through the Director of the Program Staff, It was contemplated that such an employee, whose efforts would be confined to, and who would undoubtedly stress all phases of management improvement, would "sell" the desirability of positive action on particular points, including those listed but not restricted thereto.

This explanation may serve to clarify to you the reason for the action of the sub-committee which might be summarized as follows:

1. The full report has bottlenecked;
2. Field Committee interest in this phase of management improvement was not kept alive by follow-up action;
3. We propose employment of an individual on a cooperative basis to revive interest, stimulate action and be responsible for reporting on progress as well as results.

The sub-committee believes that, unless further specific problems are assigned to it by the Field Committee, the assignment for which the sub-committee was originally set up has been completed, and the sub-committee should be discharged.

Sincerely yours,

(sgd) D. H. Miller

D. H. Miller  
for the Sub-Committee

cc: Ripke, ANS  
Dietz, BR  
Nevin, FWS

UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
Alaska Field Committee  
Juneau, Alaska

Appendix B

Hon. Oscar L. Chapman  
The Secretary  
Department of the Interior  
Washington 25, D. C.

January 15, 1952

Through: Program Staff

My dear Mr. Chapman:

The Alaska Field Committee members have had the opportunity of studying the progress report of the "Alaska Program Appraisal Project" and, as individuals and a group, have discussed fully its scope and purpose with Mr. Robert G. Snider, research director of The Conservation Foundation. The Committee is in agreement that a study of the sort contemplated is highly desirable and could be a most useful means of improving the programming and administration of the Department's activities in Alaska.

Because of the importance and potential value of such a study and because the resulting document will be receiving top level consideration, the investigations upon which it is based must be thorough and the final writing carefully prepared and balanced before being released for the purposes intended. It is the belief of the Committee that the February 1, 1952 deadline for completion and the small staff assigned to conduct the field investigation precludes the possibility of achieving a report adequate to fulfill its contemplated purpose. In this connection, the Committee fully shares the concern of its Chairman expressed in his letter of December 17 to Lyle Craine.

Accordingly, the Committee recommends that the report submitted on February 1 be considered as a preliminary exploratory draft of a possible appraisal study and as such should not be circulated outside the Department or used as a guide to immediate administrative action. After a review of this draft by you, the Program Staff and other appropriate officials, it is recommended that authorization be given for a full-scale study to serve the desired purposes and that an additional six months be allowed for its compilation.

Sincerely yours,

(sgd) George W. Rogers

George W. Rogers  
Chairman

RG 126, Off. of Territories  
E.3, Central Files, 1951-71  
Box 92

UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
Alaska Field Committee  
Juneau, Alaska

Appendix D

Hon. Oscar L. Chapman  
The Secretary  
Department of the Interior  
Washington 25, D. C.

January 15, 1952

Through: Program Staff

My dear Mr. Chapman:

The Alaska Field Committee on January 10, 1952, requested that I communicate to you the following statement for your attention and for referral to the appropriate officials for immediate action.

The Alaska Public Works Act (Public Law 264, 81st Congress) was enacted by the Congress "to foster the settlement and increase of the permanent residents of Alaska, stimulate trade and industry, encourage internal commerce and private investment, develop Alaskan resources, and provide facilities for community life, through a program of useful public works." This law embodies Congress' recognition that the rapid settlement of Alaska is in the National interest and that the means of accelerating this desired growth is through the creation of conditions for better community living in the Territory.

Because of adverse climate conditions during a large part of the year, much of the physical education, recreational and cultural activities of Alaskan schools and towns can only be conducted indoors. Most communities, and in particular those hit hardest by military and defense population impact, are without structures to afford the opportunity of realizing these essential elements of community living.

While school plants are being constructed and improved under the Alaska Public Works Act, these sorely needed facilities could be provided most economically. The prohibition of construction of the usual gymnasium under National Production Authority "Order M-4A - Construction," however, makes this impossible and conflicts with the full operation of the Alaska Public Works Act. Because the Congress has already made Alaska an exception to the nation-wide curtailment of general public works construction, it would not be inconsistent to modify this order to make a similar exception. The real purpose of this order would not be circumvented by such action as the use of laminated wood structural members makes possible the construction of gymnasiums of wider span and greater area than now permitted (70 feet x 90 feet maximum) with virtually no increase in the use of critical materials and services.

RG 126, Off. of Territories  
E.3, Central Files, 1951-71  
Box 92

Accordingly, the Alaska Field Committee urges that steps be taken immediately to seek the desired modification of National Production Authority "Order M-4A - Construction."

Sincerely yours,

(sgd) George W. Rogers

George W. Rogers  
Chairman

cc: Don Wilson

Alaska Field Committee Appendix E  
Juneau, Alaska

January 17, 1952

Mr. George Sundborg  
General Manager  
Alaska Development Board  
Juneau, Alaska

Dear George:

The Alaska Field Committee has discussed your letter of January 7 on commercial sale of Katmai pumice in which you recommend that the Committee urge the Department to "get out of the way of progress in this matter." Although unanimous in their agreement that the ends you are seeking are highly desirable as a means of meeting the critical need for building materials, the members of the Committee decline to follow your recommendation.

Your letter indicates that you are persisting in clinging to the misconception that the monument had been opened by the Department in the past to the commercial removal of pumice and that the Department had only recently arbitrarily cancelled this permission. I have been requested, therefore, to review once more the facts in this case.

An Anchorage building materials firm apparently had removed some pumice from the monument, but such action was illegal and the firm was so notified. Because the trespass was recognized by the Department as the result of severe pressures for building materials, steps were immediately taken to make legal the future use of these deposits. It was determined that the proper course of action was legislation which would authorize removal of pumice under the supervision of the Secretary. Accordingly, such a measure (H.R. 4794) was introduced by Delegate Bartlett on July 13, 1951.

The Department's support of this measure was formally stated by Assistant Secretary Doty in a letter of October 4 to Hon. John R. Murdock, Chairman of the Committee on Interior and Insular Affairs. Following an introductory statement as to the nature and intent of the Bill, Assistant Secretary Doty went on to explain the urgent necessity for such legislation, as follows:

"Pumicite of suitable quality has not been found outside of the Monument and there is urgent need for this type of material in the building industry in Alaska. Such material is present in huge quantities in accessible locations along the shores of the Shelikof Strait in the Monument. It is recognized that commercial operations of this general character are in most cases detrimental to the national

monuments and national parks. However, in this case the removal of pumicite will cause no permanent damage to the Monument or to the primary values for which it was established, since rain and the tides will obliterate the effects of the removal operations."

As the Department has already indicated that it is amply aware of the issues involved and has come out in support of remedial action, the Committee felt it would be superfluous indeed for it to acquaint the Department with the issues involved and urge that they take remedial action. It was recommended that all persons interested in the development of Alaska and in particular the use of native resources in building devote their energies to activities in behalf of the passage of H.R. 4794 in the present session of the Congress.

Sincerely yours,

(sgd) George W. Rogers

George W. Rogers  
Chairman

UNITED STATES  
DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE  
Region Four  
180 New Montgomery Street  
San Francisco 5, California

Appendix C

Dr. George W. Rogers, Chairman  
Alaska Field Committee  
Juneau, Alaska

January 2, 1952

Dear George:

With further reference to your letter of December 13 regarding the recreation subject at the forthcoming Field Committee meeting, I can report that Regional Director Merriam and several others particularly concerned at this office have given the matter considerable thought.

What we have to say herein probably covers the subject as substantially as we know it in the Regional Office, in the terms you have set forth in your letter. In the Field Committee we seem to be engaged largely in exploratory thinking and perhaps should not necessarily be expected to prove our ideas immediately.

Elaborating on the outline notes contained in your letter, because it seems desirable to further clarify what may be expected during the meeting, the following is offered:

Over-all Objective: To conduct a study within the Field Committee and make recommendations regarding the place of recreation in the programs of Interior Department agencies in Alaska.

This may sound rather casual and offhand. However, to me it means that the Department has issued a pretty big order and we as a committee have to find out what to do about it. The January meeting apparently is aimed toward discussion of such matters as:

1- What expansion of interest in recreation on the part of Alaska agencies is practicable? This would mean clarification of the recreation resources or controls inherent in each agency's program.

2- Emphasis on recreation that is warranted within each agency. Organizational and procedural needs in connection therewith. Ways and means of implementing such specific developments as may be desired.

3- Unification of the Alaska recreation movement through a territorial master plan which might involve the following:

(a) Narrative portion. To consist of brief statements on all Alaska recreation resources and their significance. List categorically, and in so far as possible by priorities of use. This could be a "drag-net" listing or inventory, but it should be conservative and realistic. In other words, it should be systematic and useful, and not just a catch-all.

(b) Project Construction Program portion. This is the working data for each proposed project. It shows in general terms the kinds and amounts of materials required and the costs. It is revised frequently and becomes a perpetual inventory of things to do from which the six-year program for recreation is made.

(c) Plans and Designs portion. Layouts, architectural suggestions, and such other graphic aids as are essential to interpretation of (a) and (b) above.

4- Economics studies to show in business terms the consequences of recreation development and use.

In the foregoing elaboration of your suggested topics the main purpose is to emphasize method and organization. Time, money and professional help will be needed by each participating agency because, as you point out in your letter, a great deal of preliminary work will be necessary before we can embark on the project of conducting a study and making recommendations. I do not think that it is in the cards to produce a workmanlike committee statement and recommendations unless each participating agency has specific jobs to do, and someone to rely upon for leadership and consultation who is qualified to correlate the work of all contributors. These needs should be supplied, in my opinion, through one or more professional consultants retained for the purpose on your staff.

As to an appraisal of Alaska's recreation resources, we think of them as falling into three major divisions which are shown a little later. There is no attempt here to make an inventory except as to the kinds of major values. The approach, again as we gather you would prefer it at this point, is toward quality rather than number.

We take it that no member of the Field Committee needs any proof of the superlativeness of Alaska recreation resources. The Alexander Archipelago is replete with land and water recreation, fishing, hunting, wildlife observation, and sightseeing being paramount. The volcanic wonderland stretching from the Wrangell Mountains



to the Aleutians is a fabulous series of land and seascapes dominated by active volcanoes. The glaciers of Alaska, in the Southeastern part, in Prince William Sound, in the Alaska Range, and elsewhere form the finest and most accessible resource of its kind in the world. Mount McKinley National Park is in a class by itself in North America. The vast frontier character of much of Alaska is in itself a superb attribute. The Arctic regions are of absorbing scientific and scenic interest. The wildness and the charm and the people of the Pribilof Islands, with the spectacle of the fur seals and other wildlife found there, make that a place of natural and human interest almost beyond description. Alaska superlatives can be recited at great length, as we all know.

Probably the best way to make a useful appraisal, that is, something that can be applied, is through the master plan method mentioned on page 2. With this in mind, the three major classes of recreation resources as we see them are set forth as follows:

I. Geology

- a. Physiographic and geographic scene
- b. Sequence of geologic events
- c. The mountain regions
- d. Valleys and lowlands
- e. Islands
- f. Arctic plains and foothills
- g. The mining world
- h. Glaciers present and past
- i. The volcanoes
- j. Climate

II. Biology

- a. Frontier abundance of wildlife
- b. Hunting and fishing
- c. Growing accessibility to visitors
- d. Forests
- e. Tundra
- f. Seashores, lakeshores
- g. Rivers
- h. Mountains
- i. Islands

III. History and Archeology

Anthropology

Archeology. Aleutian Islands; Alexander Archipelago; Norton Sound; Yukon and other Rivers; the Arctic; antiquities and their conservation throughout Alaska.

Ethnology. Inhabited sites and ways of life among the natives. Trade goods, crafts, language, religions and customs.

#### History

Russian-American Period (1741-1867). Important sites: Mount St. Elias; Unalaska; Three Saints; Kodiak; Nacheek; Resurrection Bay; Yakutat; Sitka; St. Michaels; Wrangell; Nulato; Anvik; and others.

Hudson's Bay Company Period (1847-1870). Explorations. Fort Yukon and Fort Selkirk.

United States Period (1867- ): Purchase of Alaska; Sitka as first territorial capital; missionary efforts: Sheldon Jackson and others; Gold Rush and the towns and cities of that era; modern mining; salmon industry; fur industry; World War II; agriculture.

Scenery, the crowning glory of Alaska at any season, is a part of most if not all of her other distinguishing values -- those mentioned above and any others there may be -- either as a definite part of them, or as setting and atmosphere. From the weird fastness of the Arctic and the great river valleys to the pastoral beauty of Matanuska farmlands and the clean high peaks of Southeastern, it is all on the majestic scale in size, color and variety. It gives unsurpassed lustre to the meaning of America.

Although the recreation resources are vast, the development of them is not yet extensive, judged by what we see elsewhere. Generally speaking, developments appear to be incidental to road or trail building, commercial shipping, or some other work not primarily for recreation which, however, has opened the way for a collateral business in recreation. Of course, it is hard to find any enterprise of a social or cultural nature in Alaska (or anywhere else for that matter) that actually stands alone since it seems to be true the world around that only the basic food production and mining pursuits approach self-sufficiency.

The Forest Service on the Tongass and Chugach National Forests appears to have accomplished outstanding work in planning and developing recreation through the years. The spa at Warm Springs Bay on Baranof Island, the nature trail system at Mendenhall Glacier, the wildlife observatories on Admiralty Island and at other forest locations, and the picnic or camping grounds and vacation homesites laid out near the communities are a few examples.

In the interior we find a surprisingly good summer vacation development at Harding Lake, just off the Richardson Highway about 45 miles from Fairbanks, which came about either through, or in spite of, the Bureau of Land Management. The Bureau takes a keen interest in this area and is furthering its usefulness in plans for additional private and public sites. Elsewhere in the territory the Bureau of Land Management has initiated development of small campgrounds and picnic areas. The conservation education work being done by the Bureau in Alaska in the field of land use and protection is of inestimable value to recreation as well as agriculture, industry and defense.

Within the purview of the Fish and Wildlife Service there is an enormous recreation resource. This includes the game animals and fishes, of course. Without the wildlife, and the work of the Fish and Wildlife Service and others in conserving it, I believe it improbable that Alaska recreation would be a major economic factor, however scenically attractive the Territory still might remain.

One of the tragedies of Alaska, the urgency of which this committee must find the means of emphasizing continually to those who control policy and money, is the starvation diet on which the public wildlife and fish, and forest, and land protection and utilization programs are forced to exist.

When the Reclamation people get into a field, you usually are safe in assuming the presence of commercial, industrial or agricultural potentials easily overlooked by some of the rest of us. Recently, in connection with a study we are making at McKinley Park, I asked Mr. Morgan for a forecast of future power possibilities in the railbelt. He gave them to us and I believe we were a little amazed in our office to realize that the power people see so much in interior Alaska's future. The Bureau of Reclamation makes many economic studies and knows a great deal about justifying estimates for studies and investigations. They can open our eyes to more than some of us have seen before. As they have demonstrated, they desire to further recreation in their projects and will cooperate as well in the programs of others.

The work of the Alaska Road Commission in opening the country to travelers is indispensable to recreation, as it is to industry and defense. When one drives out the Steese Highway in early summer (to mention just one example) and sees great herds of migrating caribou, the road becomes a phenomenally successful recreation asset.

Those fortunate enough to have taken the ride in the winter time over the railroad between Anchorage and Fairbanks have the memory of an unusually worthwhile recreation experience. The modernization of the railroad, together with the steady improvement of facilities in the communities, should attract more and more year-round recreation travel.

The Native Service knows a great deal about the human resources of Alaska and what is being done to utilize them.

The Bureau of Mines should know about the human interest and the romance of mining.

The Alaska Public Works Administration, according to the indication on the second page of your letter, may be in an unusually good position to further the recreation master plan idea with and in the communities. Community recreation in Alaska is a field in itself which we are just now preparing to investigate seriously. I know very little of what has been done in it. In this connection, I wonder if you would be willing to ask Mr. Wilson if he could request Mr. Linn Forest to sit in during the recreation session?

The winter recreation, or winter tour possibilities in the Territory, some of us are convinced; represent a very significant future development potential.

The work of the C.A.A., the airlines, the bus companies, the roadhouse operators, the resort owners, the guides, and others is to greater or lesser degree a part of recreation.

To do justice to all of the recreation developments we know of, existing and potential, would consume a disproportionate amount of time and space in this letter. We can only indicate by example that there is more or less going on in the field, and thus hope to stimulate interest and confidence in its values.

Some students have suggested that it will be better to work out the Alaska recreation program in one place at a time. If that is correct, a Territorial master plan probably would be a means (perhaps the best means) of proving the point, showing where to begin, and obtaining public support for a policy to that end. My feeling is that you have the most acute feeling of need, and the strongest support for action, where you have the largest populations. That is where most support would be found for distant or remote projects as well as purely local ones. The tourist program of the Alaska Visitors Association probably would champion developments in a number of places at the earliest practicable time, and would rely upon community sponsorship on a broad front. The point is that the question provides room for arguments both ways.

As a concluding discussion herein we want to go into the subject of Eklutna Lake, because it is timely and realistic. An analysis of it may show some of the individual agencies concerned how they are affected so that recreation will not "fall between the individual bureau programs and therefore be neglected."

The Bureau of Reclamation is calling for estimates, starting with 1954, for an Eklutna recreation facility. The Park Service reconnaissance estimate, made in 1948 by Al Kuehl and appearing in the Eklutna Project report of that year, goes to slightly over \$1,000,000 for construction and \$160,000 for plans and supervision. These sums would be spread over several years. The Park Service, if kept in the scene, would have to make an additional study in order to obtain more detailed estimates, prepare an area master plan and other plans.

When the recreation portion of the Eklutna Project materializes as a definite problem to be met - and apparently this may occur fairly soon - the question of what agency shall administer the reservoir area already should have been answered.

Lacking a Territorial land agency, or a Territorial or local park authority, an agency not primarily constituted for the responsibility may have to take it on. We need to determine now in this committee the best course for each agency to take at Eklutna.

Reclamation, at other water control areas we know of where recreation is involved, has supplied survey crews from time to time, at Reclamation expense, for necessary topographic or other surveys. Indeed, they have helped in one way or another with all phases of a project, as they could from time to time, from early planning and financing to construction and maintenance. The more use that is made of the Eklutna lake area, the more Reclamation can claim as project benefit and justification. We assume that substantial funds will be shown in the Reclamation part of the Six Year Program and perhaps in other estimates, for recreation development.

The Park Service position, as I understand it, is that of planning consultant. The Service can, if money is made available from funds of the Eklutna Project, and provided some qualified agency is committed to the recreation management responsibility for the area, prepare a master plan, prepare project or working plans, and provide consultation on administration, protection, interpretive, concessions, maintenance and other questions. The Service would not, so far as I am informed, take the responsibility for construction of facilities, management of the area, or any other permanent job belonging to the park authority. In short, I do not understand that we want the job of administering the Eklutna recreation area, but there is a good deal we can do to help the agency that does take it.

The Alaska Public Works Administration, through its relationships with the communities, may be able to assist with examinations into the social problems to be met in the cities and towns and villages, and contribute ideas as to what kinds of recreation would be most useful in this connection at Eklutna. Perhaps one of the local communities

could become the park authority for the area since it seems to be potentially most valuable to the Anchorage-Palmer sections. I should suppose that the information, contacts and steering of the Alaska Public Works Administration in town affairs would be invaluable in judging the place of the communities in the Eklutna scheme. Of course it should be determined also, in addition to these matters, what other work, if any, the Alaska Public Works Administration might do, including developments if possible. For example, could a group camp facility, to be used by qualified youth and other organizations, one after another all summer, be built at Eklutna through or in part by the APWA?

The Bureau of Land Management apparently is the landlord in the Eklutna vicinity. Whether or not Land Management should be the area administrator, the knowledge of that agency in matters of area protection including forestry, fire prevention and control, recreation preferences or needs among the rural people, vacation homesite uses, and dissemination of information on general safety and good manners out of doors is of paramount value.

The Fish and Wildlife Service probably would have more or less policing to do at Eklutna Lake. They could contribute valuable information to the master plan and the development plans from the standpoint of fish and game resources at and near the area, protection measures to be set up. The natural history program, i.e., interpretation of the area's resources and use opportunities by exhibits, etc., would be a field in which Fish and Wildlife could contribute ably. Also, due to its wide experience with boats, Fish and Wildlife might consult in drawing the marine and other safety regulations for the area.

The Alaska Railroad, through its excellent staff of professional people at nearby Anchorage, might consult from time to time on concessions matters, legal questions, accounting and auditing, purchasing, advertising, publicity and public relations, and special events.

The Geological Survey might be asked to examine all building sites for structural sufficiency. Probably they could advise on water supply and quality. They would contribute to the interpretive program of the area.

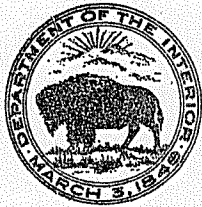
What places the Bureau of Mines, Alaska Native Service, and Alaska Road Commission could take in an Eklutna recreation program we do not know at the moment. However, it would be surprising to me to find an agency of the Department in Alaska without anything to contribute. They are going to have to tell you what they think they can do. This is merely a sort of "primer" in bringing home more clearly the kinds of effort that might be pursued. As we all know, talk does develop a frame of mind.

I hope this long letter will give you some ideas. It is written in this form to serve not only as a reply to you but also as my opening remarks you are asking for during the recreation session. It should stimulate discussion. With that in mind, I am getting copies enough for distribution to the members in advance of the session if you care to pass them around.

Sincerely yours,

(sgd) George L. Collins

George L. Collins  
Chief, Alaska Recreation Survey



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

	To	Initial	Date
2	Wheeler	Wheeler	7/7/52
1	Milner	MM	7/2
3	DAVIS	PD	7/8
	Muder	M	7/10
	FILED		

June 27, 1952

Memorandum

To: Heads of Bureaus and Offices

From: Acting Assistant Director, Program Staff

Attached for your information are minutes of the fourteenth meeting of the Alaska Field Committee, April 28-29, 1952, Anchorage, Alaska; minutes of the meeting of the Pacific Central Temporary Field Committee, May 23, 1952, Yosemite National Park, California; and minutes of the twentieth meeting of the Colorado River-Great Basin Field Committee, June 4, 1952, Los Angeles, California.

FILED

*Maynard M. Hufschmidt*  
Maynard M. Hufschmidt

Copies to:

- The Secretary
- The Under Secretary
- Assistant Secretary Doty
- Assistant Secretary Warner
- 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 Comm - Minutes of Meeting*

Interior—Duplicating Section, Washington, D. C.

2415

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MINUTES OF FOURTEENTH MEETING - ALASKA FIELD COMMITTEE  
April 28-29, 1952 - Anchorage, Alaska

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On April 28, the fourteenth meeting of the Alaska Field Committee convened at 9:00 o'clock in the office of the General Manager, Alaska Railroad, Anchorage, Alaska. The following Field Committee members and alternates were in attendance:

ATTENDANCE

ALASKA NATIVE SERVICE

Marvin G. Ripke (alternate)

ALASKA PUBLIC WORKS

Webb W. Trimble (alternate)

ALASKA RAILROAD

Elroy F. Hinman (alternate)

B. A. Wennerstrom

ALASKA ROAD COMMISSION

Wm. J. Niemi (alternate)

FISH AND WILDLIFE SERVICE

C. Howard Baltzo (alternate)

GEOLOGICAL SURVEY

John C. Reed (member)

George O. Gates (alternate)

LAND MANAGEMENT, BUREAU OF

Lowell M. Puckett (member) 1 /

A. J. La Covey (alternate) 2 /

MINES, BUREAU OF

Jared A. Herdlick (alternate)

Ludlow G. Anderson (alternate)

NATIONAL PARK SERVICE

George I. Collins (member)

Clarence E. Persons (alternate)

OFFICE OF THE SECRETARY

George W. Rogers (Chairman)

Maxine C. Lund (Secretary)

RECLAMATION, BUREAU OF

Joseph M. Morgan (member) 3 /

Richmond C. Johnson (alternate)

The following members of the Administrative Subcommittee were present for the discussion on Pay, Personnel and Management problems:

Marvin G. Ripke, Alaska Native Service

D. H. Miller, Alaska Road Commission

Paul Shelmerdine, Alaska Railroad

Others in attendance for various parts of the meeting were:

H. G. Chandler, Bureau of Reclamation	-	4/28 session only
W. B. Stokes, " " "		4/28 " "
Leo Saarela, Geological Survey		4/29 " "
Don L. Irwin, Agricultural Exp. Station		2:30 p.m., 4/29 session
Charles W. Wilson, Soil Conservation Serv.		2:30 p.m., 4/29 "
I. M. C. Anderson, Farmers Home Admin.		2:30 p.m., 4/29 "
E. Glen Wilder, Alaska Housing Auth.		2:30 p.m., 4/29 "

<u>1</u> /	4/28 p.m. session only
<u>2</u> /	Present when Lowell M. Puckett absent
<u>3</u> /	Left 11:00 a.m. 4/28 session - returned 2:45 p.m.
	Absent 4/29 a.m. session - returned 2:00 p.m. 4/29 session

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SUMMARY OF AGENDA, CONCLUSIONS AND ACTIONS

1. Introduction:

Comments on Secretary Chapman's address on conservation and scientific management in Interior's program.

2. Susitna River Basin Report:

Follow-up on contributions to report and discussion of its status when presented to Washington. Committee concluded that preliminary report to be submitted on July 1 can only be considered as a Bureau of Reclamation report with statements by other bureaus.

3. Administrative and Personnel Matters:

Proposed Administrative Committee for Alaska discussed and letter drafted setting forth Field Committee's views (see appendix).

Administrative Subcommittee reactivated and given assignment.

Full-time administrative person requested for Alaska Field Committee staff.

Laws and regulations concerned with allowances for quarters and subsistence and annual leave and travel discussed. Program Staff requested to have Department initiate action to remove inequities in present Annual Leave Law as regards resident and non-resident employees in Alaska.

4. Review and Appraisal of the Department's Alaska Programs:

Discussion of The Conservation Foundation's Alaska Program Appraisal, comments of Washington offices' on this report and the post-war progress reports.

5. Alaska Program Reports:

Discussion of preparation of Part A. The Field Committee requested that the Program Staff secure suitable technical assistance to facilitate preparation of Part A.

Post-mortem on 1954-59 report.

6. Land Management Problems:

Meetings with Territorial and Federal agricultural officials and with Director of the Alaska Housing Authority.

Discussions of withdrawals, road rights-of-way and recreation. Subcommittee named to investigate and report on all laws and regulations relating to rights-of-way.

7. Mineral Resources Development:

Progress reports on coal procurement and cement plant proposal. Outline of recent Geological Survey re-organizations and appointments.

The Chairman opened the meeting by announcing the proposed scheduling of agenda topics. Several changes were made at this time to fit the convenience of those who had to leave the meeting at different points to attend to local business. Copies of an address by Secretary Chapman to the Society for the Advancement of Management were distributed for the future study of the members. The Chairman commented upon the highlights of this address as a means of review of discussions in earlier Field Committee meetings of the Department's responsibilities in the management and development of resources and the role of the Field Committee. Points in the Secretary's address which had specific relevance to items on the agenda of the present meeting were also discussed.

The Chairman commented upon further general correspondence relating to the role of the Field Committee. He read excerpts from a letter from Secretary Doty to Al Day of the FWS which stated that as the Department's program grows more complex, the Field Committee must be strengthened and made more effective in achieving proper coordination, that this program coordination work is of such importance as to properly demand the attention of all top regional officials. The Chairman also read the memoranda from Under Secretary Searles and Lyle Craine re the response by Department agencies to public notices by the Corps of Engineers on water resources developments and the coordination of Departmental efforts to alleviate effects of potential floods.

Susitna River Basin Report:

From the Secretary's address the Chairman read the comments on the Rogue River problems and drew a parallel with the Susitna River Basin study. The Bureau of Reclamation is undertaking investigations of hydro-electric development possibilities in the Basin to meet the power requirements of the Railbelt area. Like the Rogue, however, the Susitna Basin is also an important salmon spawning, wildlife breeding and wilderness area and as such contains National as well as local values. The Secretary had stated that the first step in the formulation of a properly balanced comprehensive development plan giving proper weight to all interests was for all the bureaus to carry on the necessary basic research and investigations. The Secretary had stressed the role of the Field Committee in coordinating the investigations of the specialist agencies and in serving as a forum for the open discussion of the basin plans in their early formative stages. The Alaska Field Committee, according to the Chairman, should serve a similar role in regard to the Susitna Basin proposals. The Chairman suggested that the Field Committee should consider how it was going to achieve the Secretary's first preliminary step. He asked Morgan to start the discussion by reviewing the preliminary contributions made by the various bureaus to the Susitna report. Morgan stated that some of the contributions were very good and some were not. In discussing the deficiencies, he cited two cases. The Alaska Railroad does not seem aware, for example, that the proposed development will

mean a great deal of revenue for its future operations. The FWS is hindered in making a definite statement by lack of funds for basic research and investigations in river basins. Morgan reported that what work is presently being conducted is being done by a biologist loaned to the FWS by Reclamation as there were no funds available to the FWS in Alaska for this purpose. Although a total of \$300,000 was appropriated to the FWS in 1953 for studies in connection with river basin reports, nothing was allocated to basin reports in Alaska. Morgan urged that an Alaska allocation be made as Reclamation has other basins scheduled for study in its six-year plan and they do need FWS thinking on all of these.

Morgan concluded his introductory remarks by saying that although all the members knew the importance of this report and are making an honest effort to cooperate, he felt it was not generally understood that this is not a Bureau of Reclamation report but a Department of the Interior report. It is true that Reclamation is spearheading the report because in this particular case the main purpose is to develop a hydro-electric power supply for the entire Railbelt area, but that other agencies are expected to come into the picture also. This is not just a Reclamation report but a report that truly belongs to the Department. He then introduced Johnson who would be on hand to answer details on the report and Mr. Chandler and Mr. Stokes, also of Reclamation.

Without implying any criticism of Reclamation, Reed said that at this point he didn't know whether the report is truly a Department report or not. Other agencies of the Department are engaged in the investigation and study of other sources of energy. Coal, for example, is as much potential power and energy as is water and recently a big gas reserve was discovered near the Arctic Circle. Before accepting this report as a Department report, therefore, he would like to be assured that it treated soundly and objectively the relative importance of hydro-electric power to coal and natural gas power. Morgan answered that power through coal is not "low-cost" power, the information they had on gas was too meager and they cannot wait much longer for more information, and finally gas doesn't run electric motors. Reed took mild exception to some of these statements and suggested that we could make a lot of power out of gas too.

Collins suggested that the report basically should be concerned with population and industry. The assumption of Reclamation as expressed in their earlier reconnaissance report of Alaska is that if you had a large quantity of hydro-electric power developed, even far more than you have need for right now or even five years from now, industry and population would automatically come along. Like Reed, however, Collins said that he did not want to be on record as going along with something that commits and obligates all of us to support hydro-electric development if some other form of power development would induce the desired increases in population and industry and be

more feasible from the Nation's standpoint. On the other hand, Collins felt that Reclamation does not pretend that this is anything more than one suggested plan of resource utilization in line with what might happen or be caused to happen. He said he might not necessarily endorse the proposed plan (it is Reclamation's job to convince him on all points before he can go to work "like the dickens" for it) but that it undoubtedly represented a good first attempt to answer questions like how much power do we need and how are we going to get it. He didn't see how we can do very much more than that at this time without further basic investigations. This requires money, however, and if these things are as important as we think they are they should be presented in such a way as to convince the Congress that they should appropriate the needed money.

Morgan agreed with Collins' statement of the report's basic purpose, namely to present justification for funds for further investigations. He added that it was not just up to Reclamation to seek such funds, but that the other agencies also should program funds through the Congress to carry out their individual responsibilities in the total development plan. Johnson elaborated further on the report's purpose.

Continuing the discussion of the basic purpose of the report, Morgan said that it must be prepared in accordance with a Congressional directive which requires that a river basin study answer two questions: (1) does the project proposed for construction have engineering feasibility and (2) does it have economic feasibility? The Chairman felt that Morgan had stated the questions in the wrong order. The question to be answered first should be (1) is this proposed construction really necessary and needed and then, (2) where and how can we build it. Morgan disagreed, however, and insisted that regardless of the economic feasibility of a project, if you haven't got a site to develop you can't develop it. The Chairman persisted in his view that this tendency to decide how and where to build before studying the economic justification for such a decision was undesirable. In this regard, Hinman said this was the reason the Railroad was unable to comply with Reclamation's request for approximately 15 pages of comment on their Susitna River Basin plan. Hinman said that at present the Railroad had nothing from Morgan to indicate that the proposed development plan is economically feasible. They don't want to say in their comments that an idea they know little about is not feasible and yet they don't want to be in the position of supporting something if further information showed that it is not feasible. In other words, until they know more about the proposed plan and why it is being proposed, they will not be able to write a very comprehensive report.

Leaving the discussion of the general purpose of the river basin report, and introducing the subject of its contents and methods of analysis, Reed asked what specific methods were being used by Reclamation in making projections as to future population, power requirements, etc. Morgan answered that these portions of the report will be arrived

at for the most part by the study of the experience of other river basin areas in the States. The trends of population, electric power consumption per capita, etc. in other areas are studied and used as a basis for projections in Alaska. The development of the Susitna River Basin is a long-range undertaking and it is a development which will be made in progressive stages with continuous review. Johnson cited the case of Grand Coulee where generators were progressively installed as the power requirements grew. Morgan continued by saying that their investigations and analysis go beyond these general methods of analysis right down to the grass roots of what the people in the area think about the future and what their experiences have been.

Although he had no doubts that more power even now is required in the Railbelt than is presently available and that with more and cheaper power there may be more people. Reed felt that this was a dangerous over-simplification of the problem of developing industry and population. Power is only one aspect of development, You must have other resources to develop with your power as people can't go on indefinitely merely "taking in each other's wash". Morgan said that they are counting upon the military establishment to represent a continuing large market. As other resources are discovered and explored, further markets will be created for power. The refining of petroleum from the Naval Petroleum Reserve would have important effects upon the Fairbanks power market, for example, and even the natural gas mentioned by Reed would create markets in itself if it is to be converted into other products. The Chairman asked how their analysis of the need for hydro-electric development takes into account the possibilities of meeting power requirements from other resources. Morgan stated that they had considerable information from the Army as to the cost of steam power plants in this area and that this will be the basis of their calculations of the cost of the alternative of developing power from coal. They will probably not be able to go into an analysis of the importance of the natural gas fields as a possible further alternative because so little is yet known of these potentials and because they feel the fields are too far removed from the market areas.

The Chairman next asked how the report would treat the problems of conflicting resource uses and what steps would be taken to assure that any decision to build or not to build a dam would be based upon a fair determination of the maximum net benefits to be derived from all resources. Specifically, what would be the basis for determining in each case whether fish or power would have the final priority? Morgan replied that they have a biologist working on that phase for FWS. Baltzo, however, indicated that this arrangement had certain limitations and would not result in getting all answers.

As a result of this questioning of the Reclamation representatives, the Chairman stated that he had to conclude that the report which was to be submitted to the Secretary by July 1 could not possibly be considered a Department report but could only be described as a Reclamation report with the preliminary comments of other agencies of the Department. In being asked to endorse and accept as their own



report something which they have not yet seen and which appears from the foregoing questioning to be only now in a very elementary formative stage within Reclamation itself, the Field Committee was in effect being asked to "sign a blank check" with Reclamation filling in the face amount at some future date. Morgan replied that they intended to give every member of the Alaska Field Committee an opportunity to review the draft of the report before it was submitted to Washington, that the Field Committee would be able to discuss the report at its next meeting before the final draft is submitted. The Chairman reminded Morgan that the deadline for the report was July 1 and that this present meeting was therefore the last possible opportunity for the Field Committee to discuss any draft. Morgan modified his previous statement to say that a preliminary draft would be sent to Washington by July 1 and that at the same time the Field Committee members would receive copies for their study. This version would be gone over further and boiled down into what would later be made into a final draft.

Morgan asked the Chairman what would be required before he would consider a river basin report to be a truly Departmental report. The Chairman answered by saying that the essence of his definition would be an approach which included open discussion and participation of all agencies in the initial exploratory phases as well as the more advanced planning phases. He cited the Wind River Basin report as an example of what he would call a Department or Field Committee report. The Chairman described the report and read excerpts from the introduction and summary chapter of the report, after several years of basic investigations coordinated and scheduled under the auspices of the Missouri Basin Field Committee, they now know what they know and what they don't know, what the potentials as well as the limits of development are, and now considered themselves to be in a position to crystalize a balanced development plan for the basin. The entire Field Committee had participated in every step. The Chairman also read from his own comments of April 9 on the Susitna River Basin to further express his conception of a Departmental report. He added that by objecting to the label proposed by Reclamation for this present report, he was not implying that the Field Committee should not cooperate in every way possible and concluded by urging that all the members do everything possible to assist Reclamation in the preparation of a good report.

Morgan objected that this stand was in opposition to the stated position of Secretary Doty at the Field Committee's fall meeting. The Chairman did not agree with this interpretation of Doty's remark and turned to others who had been present for collaboration. Johnson said that in any case since 1944 all river basin studies of Reclamation have been Department reports. The first one came out as the Missouri River Basin report and that by asking the Field Committee to consider the proposed Susitna River Basin report as a Department report, they were not proposing anything new.

Reed continued to argue that the placing of the Department label on the report at this stage was not proper as this carried with it an air of finality, the feeling that the very next step was the actual construction of dams, when actually we had not even reached the stage where we could clearly formulate and evaluate the total plan of development or compare it with other plans. He said he was opposed to a single bureau coming around and saying "I have a particular project in mind which is very important and I expect you to support it". He felt it was Reclamation's job first to explain what they had in mind and to convince the Field Committee members that this was a highly desirable thing worthy of their support. So far they have only said that they have decided that hydro-electric development of the Susitna Basin is important and that now we are going to have a Department report. Morgan suggested that perhaps a little more time was required. He felt very strongly that the proposed report should not go on to Washington until it has the concurrence of the members of the Field Committee. Collins asked Reed how specific he could be in stating what he wanted to know before he would be convinced. Reed said he would like to know just what the present and estimated future power requirements were, at what approximate cost the proposed Susitna projects could furnish power, whether it was going to be cheaper to the taxpayer (not only to the consumer) to develop hydro-electric power rather than power from coal or gas and a "whole hatfull" of similar questions. Collins suggested that the Federal Power Commission used to make such studies and asked if they didn't have some reports covering this area. Morgan said FPC had no reports covering this area.

Morgan said that the Alaska Field Committee has been in session for almost four years and that its members have made known to each other what their long-range plans were in their six-year reports. Reclamation had included in its charts and programs the investigations of the Susitna River Basin and its plans were well known to the other members. None of this was "sprung" on the Field Committee without notice. Now their investigations have reached the point where they realize they have located some good project sites and they know they have markets which can use the power and all they are asking of the Committee is that they contribute to the report. The Chairman replied that the comments made did not mean that they were criticizing the Reclamation for "springing" this report on them. The Committee members were all agreed that they would cooperate in making the requested contributions to it to the best of their abilities. The only objection was being made to calling it a Department report before any of the Field Committee members had a chance to know what was being planned and why. Reed said that everybody knew Reclamation had men in the field in the Basin making investigations, but that at this point the report couldn't be anything more than a report of Reclamation's own field investigations. Until all other bureaus had an opportunity to study Reclamation's findings and proposals and comment upon them, the rest of the Department had not really participated in it.

Collins asked if the report wouldn't automatically become a Department report when it was released from the Department by the Secretary. Wouldn't the Federal Power Commission, for example, have the effect of forcing it into a Departmental report at that time? Morgan agreed with Collins' observation that the report becomes a Department report when its final draft is distributed by the Secretary outside Interior. The FPC can review the report at that time and if they want any engineering or other special report, they have the authority to make such a report. Johnson cited specific examples of what the FPC looks for in its review.

At this point Morgan asked to be excused to attend another meeting and designated Johnson to represent the Bureau for the remainder of the discussion.

Johnson turned the discussion back to a review of the preliminary comments made by the Field Committee members for inclusion in the report. He said there was a lack of understanding of what was wanted in these comments. As an example of what he wanted, he stated that the Clearwater damsite was definitely required in Reclamation's plan of development and it also was known that its reservoir would flood the gold placer grounds at the lower end of Valdez Creek. In its contribution, therefore, the Geological Survey should give some idea as to how valuable these placer grounds are and whether there is any possibility that they might be worked before flooding. Reed said that they have been worked and certainly would be worked in the future, but that it would require special investigations to determine the value of these deposits. Johnson said that the Survey should also indicate the required water investigation. He asked if it would be alright for Reclamation to work out details of stream gauging required in the Basin giving the actual locations of gauges, etc. and include this as a part of the Survey's contribution. Reed said that he would object to Reclamation writing his contribution, but that Johnson should discuss his offer with Ralph Marsh and the Water Resources Division. Johnson asked if the Survey would include in their budget requests some money for the establishment of the gauges needed for the Susitna study. Reed replied that he could only say that they would consider the importance of the gauges in Susitna against the importance of gauges in other river basins. He reminded Johnson that nobody outside of Reclamation as yet had any basis for believing that the Susitna Basin was more important than any other basin which might be proposed for development.

Johnson said that something must be done about this continual and ever increasing transfer of money from Reclamation to other agencies. He said that \$39,000 out of \$250,000 of their investigation money is now being transferred to other agencies and that it is getting worse each year. The Chairman asked if all members of the Field Committee wouldn't do what they could to see that funds for river basin work were programmed through their own bureaus.

Niemi reported that the Alaska Road Commission will be preparing to push advance work on the Denali Highway to the Susitna River this year as originally planned, although they knew the road may require relocation if the upper Susitna dam development materializes. They felt that this eventuality was too far in the future to justify their spending, at this time, an estimated one and a half million dollars additional for a relocation of the highway to avoid this conflict. This has been concurred in by the Bureau of Reclamation. Niemi also stated that the Alaska Road Commission would complete construction of a road from the railroad to the Devil's Canyon damsite for Reclamation this summer. A number of members expressed surprise at this evidence of its advanced stage of Reclamation's work. Johnson clarified Niemi's statement by saying that this would merely be a "Jeep trail" for the purpose of transporting crews and drilling equipment to the damsite. The road will be thirteen miles long and will cost about that many thousand dollars to construct. The Chairman remarked that all of this discussion of the Susitna River Basin report seemed rather academic if Reclamation was planning to go ahead with actual construction before all the returns of the basin study and investigations were in. Johnson assured the meeting that nothing was going to happen overnight. It is just that this site at Devil Canyon is the best one so far investigated in the basin and it looks to be the answer to the immediate power requirements of the region. The preliminary engineering investigations of this first site will actually take two years. This year the Alaska Road Commission will be pushing through the access road and next year Reclamation will be taking in its drill crews. If all goes well and the site is actually as good as it now seems, authorization to construct the project will be sought in 1955.

The Chairman said that the difference between the decision to construct and actual construction was simply a matter of degree as far as the discussions of this morning were concerned. All along he had believed that the completed river basin report was to contain the basis upon which the decision to build specific projects were to be made, giving proper consideration to alternative means of supplying power and giving weight to the adverse effects of construction upon other resources in computing the net benefits to be derived as discussed earlier. The Chairman asked why we were bothering with a Susitna River Basin report at all and referred to his comments at the last Field Committee meeting in which he suggested that perhaps the customary river basin approach was not applicable to Alaska and that a break-down of a basin into "project areas" for study and investigation would be more appropriate. Reed said he was inclined to agree and added that the steps that actually mattered seemed to be (1) project proposal, (2) project investigation and (3) project construction. He felt that more active participation by other bureaus could be assured on a project by project approach in which the responsibility of each bureau for specific investigations could be made more definite and the share of the burden each would be expected to bear could be clearly stated. Furthermore, he did not think that either the Bureau

of the Budget or the Congress would go for appropriating the money required for a full-dress river basin investigation and development program.

In summarizing the discussion, the Chairman asked if there was complete agreement that the Susitna River Basin report to be submitted by July 1 was not to be considered at this time as a Department or Field Committee report, as suggested by Morgan and Johnson, but that it could be defined only as a preliminary Reclamation report with contributions from other members of the Field Committee. All members expressed agreement except Johnson who reminded the Field Committee that there was a Secretarial directive outstanding which made all basin reports Department reports. The Chairman repeated his position that a label should mean something or not be used at all. He said that all he knew about the report was contained in a map of the basin indicating contemplated dams and reservoirs and that the members needed to know more before they could really participate and lend intelligent support to the report. Collins agreed that we were operating too much in a vacuum and were expected to come up with answers to questions which had not yet been formed. The Secretary was asked to make this clear in the minutes. Passing from this point, the Chairman went on to request the fullest cooperation from all members in assisting Reclamation in making its report a complete and sound one. Finally, he secured general agreement from the Committee that all efforts would be made by each bureau to get adequate funds for river basin studies in keeping with Reclamation's schedule of river basin investigations.

#### Administrative and Personnel Matters:

##### (1) General Review of Past Experience

For the benefit of those who had not been present at the last two meetings, the Chairman briefly reviewed the past discussions of administrative and personnel matters, the various reports made and the functioning of the subcommittees appointed at different times. He turned the discussion over to Miller to give his appraisal of this experience. In reviewing the November 1950 report and related correspondence, Miller stated that he felt that there has been appreciable progress since the 1950 study which is not properly recorded as progress. In re-reading the report he noted that several problems have since been resolved to the satisfaction of nearly everybody involved. He concluded that although we are not moving nearly fast enough, we are making definite progress. He said there were two major requirements for an improved rate of future progress: (1) the establishment of a device by which the field offices can speed up the necessary follow-up actions on matters referred to Washington, and (2) the perfection of means by which we can work at this level to effectively achieve uniformity and improvement in procedures, resolve problems quickly and keep up interest in achieving these aims. He expressed

some dissatisfaction with the attempt to do these things through a subcommittee of the Field Committee. The administrative officers have full time jobs and, like the Regional Director, feel that the Field Committee is taking up a large part of their time. Although they do receive value for the time they contribute, the contribution must be made at the expense of their regular jobs. He also expressed dissatisfaction with the results achieved on matters referred to Washington through presently existing channels.

Miller suggested that we had come to the place in our handling of these matters where it would be well to take an inventory of our accomplishments and where we now stand. He recommended that the 1950 report be reproduced in its original form and redistributed to the Field Committee members with a questionnaire for the purpose of formulating a concrete review of the progress which has been made. There followed a general discussion of a number of the minor improvements which have been made. There was general agreement that the progress report suggested by Miller would be beneficial in renewing interest in these problems and initiating further action.

(2) Fitch Report on Determination of Wage Rates

The Chairman briefly summarized and commented upon the Fitch report. In opening the subject for discussion, it developed that none of the other members of the Field Committee had yet received a copy of the report, although a few thought they had seen references to it in their Washington correspondence and assumed they would soon receive copies. The subject, therefore, was dropped. There was some comment on releasing the report and using it as a policy document at the Washington level without giving the Field the courtesy of a pre-release review.

(3) Recommendations of Administrative Assistant Secretary Concerning Administrative Problems in Alaska

The Chairman read a memorandum on a meeting held in Secretary Northrop's office on April 14, 1952 to consider the November 1950 report of the Field Committee subcommittee and the Fitch report and make recommendations for the future handling of administrative problems in Alaska. There followed a lengthy discussion of the twelve points recommended. Although the objectives of these proposals seemed to be those of the Field Committee in administrative matters, there was general agreement with the statement of one of the Field Committee members that "this almost seems to go out of its way to separate administrative management problems from the operational problems". The Chairman, Don Miller and John Reed were designated to draft a letter to Lyle Craine summarizing the views of the Field Committee as expressed in this discussion and the action taken. On the day following (April 29) this draft was studied and edited in detail by the entire Field Committee. The final version was approved for transmittal.

by the Chairman, all members voting in favor of this action with the exception of Hinman who abstained because the Railroad had no official information concerning the Northrop meeting.

(4) Administrative Subcommittee of the Alaska Field Committee

In the course of the discussion of the proposals of the Northrop meeting, Reed suggested that the main objection to these proposals would be removed if the Administrative Committee recommended was made a Subcommittee of the Field Committee. Miller added that there was nothing standing in the way of reactivating the former Subcommittee to consider these and other matters in the interim. Collins suggested that if it were reactivated that it be composed of representatives of all the members of the Field Committee. Miller felt that this would be cumbersome and costly. The Chairman suggested that if the meeting favored a Subcommittee of all members, that it could operate as the Field Committee itself is supposed to operate between Field Committee meetings. The continuous coordinating of operations and programming is the important part of the Field Committee's responsibilities. The meetings themselves are a forum for open discussion of topics of mutual interest and concern. A great many of the Field Committee's continuing functions could conceivably be accomplished without meetings of the entire Committee. The Chairman cited the Field Committee's review of the Conservation Foundation's Alaska Program Appraisal as an example of what could be done without the holding of a meeting. In the same way the Administrative Subcommittee could discharge most of its responsibilities even though it is large and not all members are located in the same town. Collins argued that even if it had to do everything by interchange of correspondence, the full Subcommittee was more desirable than a smaller one because it has the organizational set-up to deal with a wider range of types of situations. The following motion was made by Reed and approved by all members except Hinman who abstained:

"In order to meet the immediate problem of coordination and correction of inconsistencies of procedures in administrative and personnel matters at the Alaska level, the Alaska Field Committee directs the Chairman to create an Administrative Subcommittee composed of representatives of all member agencies. The duties of this Administrative Subcommittee shall include the study and preparation of recommendations on administrative management problems referred to it by the Alaska Field Committee. Any administrative or personnel problems involving two or more member agencies of the Alaska Field Committee arising between its regular meetings may be referred to the Subcommittee by any parties involved or upon the initiation of the Alaska Field Committee Chairman and an attempt made to resolve such problems in keeping with the general authority and responsibilities already residing in the Alaska Field Committee and its Chairman."

The following persons were designated as members of the Administrative Subcommittee:

Marvin G. Ripke, Alaska Native Service  
D. H. Miller, Alaska Road Commission  
M. P. Hobbs, Alaska Public Works  
Francis C. Rigert and Raymond Nevin, Fish and Wildlife Service  
Paul Shelmerdine, The Alaska Railroad  
E. N. Hales, Geological Survey  
A. J. La Covey, Bureau of Land Management  
L. J. Wilcox, Bureau of Mines  
Arthur Hehr, National Park Service  
Edward E. Dietz, Bureau of Reclamation

The Chairman was directed to make the review of the Northrop proposals, the first assignment to the Subcommittee. Puckett made the following motion which was to be combined with the previous motion re-establishing the Subcommittee:

"There is need for fuller and more careful consideration of the twelve point proposal arrived at in the meeting called by Secretary Northrop and the creation of means of providing for more effective review and follow-up action at the Washington level. These matters are referred to the Administrative Subcommittee herein created for its study and recommendations."

All voted in favor, Hinman abstaining.

(5) Employment of an Administrative Person for the Field Committee:

Collins stated that following this discussion of the need for the continuation of a Subcommittee to handle administrative and personnel problems, he was beginning to revise his position of opposition to the employment of a full-time administrative type person to assist the Field Committee Chairman and the Subcommittee. At the request of Collins, the Chairman read the letters of the former Subcommittee dated November 28, 1951 and January 10, 1952 which recommended that such a person be employed on a cooperative basis. Although he voted against acceptance of these suggestions at the January meeting, Collins said he was now of the opinion that we should give this a try. Miller reminded the meeting that the few thousand dollars involved in the employment of such a person was the main reason the Field Committee voted down the suggestion of its Subcommittee. Referring to his earlier remarks on his dissatisfaction with the Subcommittee arrangement, he said this was an example of its weakness. The Subcommittee had spent many hours of study and discussion in formulating what they thought was a reasonable and workable solution to the problem of improving administrative management in Alaska. The Field Committee in its Subcommittee's proposal gave very little time and thought to it



and discarded the suggestion not because they thought it was good or bad, but because they thought it might cost them a little extra money. He said the Field Committee was apparently reluctant to face the problem squarely, that if there was a need for this sort of coordination everybody pays anyhow, either in inefficiencies of uncoordinated operation, the time taken from regular work by members of a part-time Subcommittee, or the outright hiring of a person to supervise the job.

Reed suggested that if the Field Committee is in agreement that more staff assistance is necessary for this type of activity and it can be proved that there is enough work of this nature for a full-time person, it should be possible to justify to the Program Staff and the Office of the Secretary that the Field Committee staff is not large enough and that they should take steps to provide for the employment of an administrative person. Miller asked how his salary and expenses were to be paid. Reed said that he felt this was a Departmental responsibility and that the Office of the Secretary should pay for it. Collins made the following motion which was to be combined with the earlier motions concerning the establishment of the Administrative Subcommittee.

"The amount of work involved in properly discharging these duties, however, is such that the Alaska Field Committee further recommends that a full time administrative type assistant be employed by the Program Staff and assigned to work under the general direction of the Alaska Field Committee Chairman."

Hinman abstained, all other members voted in favor of the motion.

(6) Allowances for Quarters, Subsistence and Services

Before leaving Juneau, Miller said he received a telephone call from the Office of Territories informing him that at the request of the Office of the Secretary a "Subsistence and Quarters Committee" had been appointed composed of the administrative officers of the Alaska agencies for the purpose of writing an Alaska supplement to Departmental Order No. 2681. Because the recommended supplement was to be submitted to Washington before May 8, Miller had set up a working committee of himself, Ripke and Shelmerdine of the Alaska Railroad to prepare a proposed draft of a supplement for the review of other members of the Subsistence and Quarters Committee. Hinman had just received the correspondence covering this matter and read excerpts to the Field Committee. Because of the rush nature of this request, Miller said there had not been time to handle it through the established Field Committee channels.

(7) Provision of Low-Cost Housing for Department Employees

Reed brought up for discussion a matter which he said had been causing certain dissatisfactions and inequities among Federal employees in the Palmer area. He said that the Geological Survey, Alaska Road Commission, Soil Conservation Service and other Federal agencies have employees in Palmer who must arrange privately for their housing which is generally available only at the most exorbitant rates. The Agricultural Experiment Station and the Bureau of Reclamation, on the other hand, had constructed housing and provided it to their employees at very nominal rentals. Needless to say the employees of agencies not doing this were not very happy. He asked how Reclamation was able to do this. Johnson said that they had funds for the construction of quarters for employees. Others supplied examples of how they had received or were hoping to receive funds for the construction of housing in outlying areas. The Chairman concluded that this appeared to be simply a matter of the programming of individual agencies and suggested that Reed should include such construction in the Survey's six-year report and budget requests wherever it was needed. Reed said he planned to explore the matter further, but wondered if this was something which each bureau should work out for itself or if it shouldn't be cleared through Field Committee channels first to assure that inequities of treatment of employees did not develop due to uncoordinated individual actions.

(8) Annual Leave Law

Miller reviewed briefly some of the features of the annual leave law. Baltzo pointed out that the law as it stands contains certain inequities in treating Alaska hires and Stateside hires differently. He said it seemed to be based upon the theory that those who come from the States deserve a trip back for visits, but that Alaskans did not. Baltzo and Ripke cited specific examples of how this principal resulted in inequities in their respective agencies. Hinman reported that the Railroad is currently engaged in a survey of the effects of this upon their operations. The Chairman suggested that the Field Committee should be on record as to its views on the basic principals involved in the law. Reed made the following motion which was approved by the entire committee:

"The Alaska Field Committee recommends that the Program Staff take steps to have the Department initiate legislation which would iron out inequities between resident and non-resident employees of the Federal government in Alaska which are present in the Annual Leave Law."

(9) Follow-Up Actions:

At the April 29 session, the draft of a letter on the Northrop meeting proposals was discussed and edited by the entire Field Committee.

At the suggestion of Collins the three motions passed April 28 in connection with the Administrative Subcommittee and the employment of an administrative person were restated as a single statement and approved for transmittal with the letter.

Review and Appraisal of the Department's Alaska Programs:

The Chairman said that the Department seemed to be going in for considerable re-examination of its responsibilities and programs in Alaska during the past few months. In order that he might be able to represent the Field Committee viewpoint properly when in Washington, he asked for a frank discussion of what the members had learned and what they recommended as a result of their study of the Conservation Foundation Alaska Program Appraisal, the progress report requested by Doty and the recently completed Six-Year Report.

(Note: Because the discussion which followed merely repeated and elaborated slightly on the previous comments of the Field Committee members and Chairman forwarded to the Program Staff on March 28, it will not be reproduced or summarized in these minutes.) The Chairman briefly summarized and commented upon the Washington office reports on these studies.

At the close of this discussion, Collins commented that somehow he gets the strong impression that the Conservation Foundation report and its immediate sequel are the forerunners of a great deal more of the same thing to come. Because he is stationed in Washington, Reed was asked to give his impressions of what was going on. Reed did not get this impression. He said the Secretary apparently only wanted a quick, impartial outside appraisal of what we were doing, and that Joe Flakne and Dale Doty decided that this should be further supplemented by a progress report to give a better balanced picture. He did not believe there would be any further studies or activity.

The Chairman in closing the discussion of this subject read from his March 28 memorandum pointing to what he felt then to be the need for (1) review and assessment of the evolutionary aspects of the Alaska programs (this has been fairly well done in Doty's progress report undertaking), and (2) the need to evaluate the Alaska programs in terms of National as well as Alaskan interests and needs. It was generally agreed that there was no need for special studies on these aspects as they are being dealt with in our annual Six-Year Program Reports and can be further treated in Part A of our program report. The Chairman concluded from this discussion that he saw eye to eye with the members on the matter of program evaluation and in the future could speak freely for the Field Committee.

Alaska Program Reports:

- (1) Part A of Program Report