

should embrace the Big Susitna River Basin; the transmountain diversion of water from the Lewes River (Yukon) drainage basin in Canada with its chain of lakes to the Taiya River outlet ten miles north of Skagway, Alaska; and at least three potential power sites in the southeast where the possibilities of establishing pulp mills exist. Municipal water supply studies are of vital importance and are contemplated for Fairbanks, Anchorage, Cordova and other Alaskan communities. The study and investigation of irrigation possibilities for the Fairbanks-Dunbar-Chena districts and the Matanuska-Anchorage-Spenard districts are planned for 1951 and will continue until completed. Reconnaissance investigations of other potential multi-purpose projects will be made during the next six years if funds permit.

Construction of Projects: The Eklutna project near Anchorage was investigated during fiscal year 1949 and a detailed project report submitted. It is expected that Congress will authorize this project and appropriate funds for construction, in which event construction of the project should be completed within five years.

The Eklutna project probably will not have sufficient capacity to satisfy the power market in the Anchorage area several years hence. To alleviate this potential power deficiency, the Devil Canyon hydro-electric power site on the Susitna River will be investigated and a report submitted. It is expected that project authorization and an appropriation will be requested and construction started during the six-year period.

Investigations are expected to develop detailed project reports for the Taiya and three sites in southeast Alaska during the six-year period. But at the present, with limited data on hand, no estimates of cost or timing for project construction, except Eklutna, can be projected.

#### 6. Fish and Wildlife

At the present time, Alaska's fishing resources constitute the Territory's most lucrative industry. Last year the products from Alaska's fish were valued at more than \$120,000,000 although the total catch was down from previous times as much as one-third in the case of salmon. The principal fish products of Alaska are five species of salmon, halibut, sable fish, herring, clams, shrimp, and crab. On inland rivers and lakes there is the usual diversified catch of fresh water fish, both for sport and food for the natives and their dogs. On the basis of the present fishing industry in Alaska, there are approximately 24,000 persons participating in it.

It is also estimated that nearly half of all Alaskans are directly or indirectly dependent largely upon wildlife as their means of livelihood,

and it is the only source of fresh meat for most of them. The Pribilof fur seal is one of the principal fur-bearing animals produced. Other valuable fur animals are the beaver, mink, marten, muskrat, and land otter. Furs of lesser total value include red, white, blue, cross and silver fox and weasel, lynx, wolf, wolverine, coyote, hare, and squirrel. Important game animals are moose, caribou, blacktail deer, mountain goat, mountain sheep, several species of bear, and the walrus which is used by the Eskimo for food, oil, ivory, and hides. Other species which have been introduced to Alaska and may become important in the future include muskoxen, bison, and elk. Another important species, the semi-domesticated reindeer, was formerly very important in the economy of the Territory and may become so again. Last year the value of raw furs taken from the Territory exceeded \$8,000,000. Small game species are the ptarmigan, grouse, and snowshoe hare. The Territory furnishes an excellent breeding ground for millions of ducks and geese that provide outdoor sports for hunters in the States as well as in Alaska. Common species include the pintail, mallard, teal, widgeon, gadwall, bluebill, shoveler, canvasback and goldeneye ducks, as well as the Canada, snow and white fronted geese and black brant. Other species less familiar are the Emperor goose, eider ducks and the whistling swan.

Fishery Management: The research program for Alaska fisheries must be accelerated at once to provide satisfactory information on the numbers of spawning salmon, as well as the annual success of incubation and survival in each district. Counting weirs should be strategically located in the chief salmon districts of the Territory in order to obtain this information. A field laboratory should serve as headquarters for each area from which biologists could conduct greatly increased studies on the migrations and abundance of the five species of salmon (only two of which have been studied at all), on herring, sable fish, razor clams, butter clams, shrimp, Dungeness crabs, king crabs, marine bottom fish, and trout. The maintenance and improvement of the salmon fisheries necessitates an immediate understanding of the factors causing mortality of the young salmon in fresh waters so that management measures, such as fertilization or predatory control, can be applied. After descending to the sea, the variations in marine environment influence the growth and survival of the salmon, as well as the time and routes of their migration toward the sea. Oceanic conditions also play a large roll in the annual changes in the survival of herring and other marine fish. Study of these factors can be accomplished only by means of an oceanographic program requiring the operation of special equipped vessels. In Alaska there are many streams and lakes in which salmon runs have been seriously reduced or completely destroyed by over-fishing or other causes. Other streams barren of salmon should be made accessible through the building of fishways and the removal of barriers. When it is realized that the coast line of Alaska is greater than the total coast line of the United States, the immensity of this problem may be more thoroughly appreciated, but likewise so should the opportunity afforded by it.

The six-year program provides the necessary research facilities and personnel to secure the fundamental information essential to maintain and increase fisheries. It provides fifteen strategically located up and down counting weirs with living quarters, five field laboratories together with additions to existing laboratories at Little Port Walter and Seattle, one off-shore research vessel, two in-shore vessels, and five launches for work in the inside channel. The counting weirs are scheduled as follows:

- For 1950 - Four weirs in Bristol Bay area; four in Kodiak area;  
four in southeastern Alaska
- For 1951 - Four weirs in Bristol Bay area
- For 1952 - One in Bristol Bay; one in Kodiak Island; two in Prince William Sound.
- For 1953 - Four weirs in southeastern Alaska
- For 1954 - Three weirs in southeastern Alaska

The proposed field laboratories are to be located as follows:

- In 1951 and 1952 at Brooks Lake on Naknek drainage
- In 1952 and 1953 at Karluk on Kodiak Island
- In 1952 at Ketchikan
- In 1952 and 1953 at Dangerous Passage in Prince William Sound
- In 1953 at Seldovia in Cook Inlet

The expansion of facilities at Seattle will take place in 1951 and in Little Port Walter in 1952. Another research item which should be given early attention is the fullest possible use of all fish that are now caught, as well as the by-products of those presently used. A tremendous waste is taking place annually on account of the methods now used.

Wildlife Refuges: The National Wildlife Refuge system is a long-standing program in Alaska. The first to be established was the Bering Sea Refuge in 1909 and the Tuxedni, Bogoslof and St. Lazaria Refuges in the same year. In 1912, the Chamisso, Forrester Island, and Hazy Islands Refuges were added. The Aleutian Islands Refuge, important for sea otter, bird colonies, and blue foxes, was established in 1913. A number of small refuges were added in 1927, and in 1929 the Nunivak Refuge was established. The Semidi Refuge (1932) and the Hazen Bay Refuge (1937) are primarily bird refuges. Two big game refuges were created in 1941: the Kenai National Moose Range and the Kodiak National Wildlife Refuge.

The Nunivak National Wildlife Refuge supports the only herd of muskoxen on American soil. At the present time, it is not considered practicable to station a resident refuge manager on the island. Seasonal aircraft patrol and periodic range and population surveys are the only management measures contemplated now.

The Aleutian Islands National Wildlife Refuge is to be administered from Kodiak and Cold Bay until 1952; at that time it is proposed to establish a sea otter station at Amchitka, Adak, or Simeonof Island. The handling of controlled harvests of sea otter pelts and the technical phases of refuge management relating to sea otter would be handled out of this station by surface vessel and aircraft. Necessary personnel would include a pilot-refuge manager, a biologist, a boat operator, and a clerk-maintenance man. Necessary equipment would include a twin-engine amphibious aircraft, a sea-going vessel of the size of the Brown Bear or the Crane, and probably a truck, jeep, or pick-up. Three dwellings and a combination shop and laboratory would also be necessary.

The Kodiak National Wildlife Refuge is handled by a refuge manager stationed at Kodiak, who also supervises the Cold Bay and Aleutian Island Refuges. He has one assistant, stationed at Cold Bay. A boatman or a marine engineer will be needed soon. In addition, it is planned to add a clerk-patrolman in 1951, and a biological aid (student assistant) for summer work in a training position. Transportation has been the big problem at Kodiak. The 17th Naval Reserve District has been cooperative and has furnished aircraft transportation. Badly needed water travel will be provided by the Shearwater II, now under construction in Seattle. A jeep has now been provided for patrol on the Island. A truck in 1951 and replacement of one vehicle in 1954 and one in 1955 is contemplated. Housing needed for permanent employees includes a dwelling for the marine engineer to be started in 1951, and a dwelling for the clerk-patrolman in 1952. Construction of a combination shop and laboratory is planned for 1951.

Cold Bay is a proposed Wildlife Management Area not yet under formal administration. Because Thornborough Field at Cold Bay is now the crossroads of Aleutian air travel, a refuge manager is stationed there to handle Aleutian permits and the sea otter work. Beginning in 1951, it is planned to employ two biological aids on a seasonal basis. An assistant refuge manager will be added in 1953. Transportation is the critical need at this station. A power dory and a skiff will be provided for this season. The Shearwater II will also be used but will not be satisfactory for extended Aleutian patrol. It is proposed that either of the vessels Brown Bear or Crane be assigned to sea otter work starting in 1951. For land travel, a jeep has been secured and will be delivered to Cold Bay in the spring. Housing (bachelor quarters only) is now provided by the Air Force. For a permanent station, however, construction of one combination dwelling and office in 1951 and a secondary dwelling in 1952 are proposed.

The Kenai National Moose Range is now staffed with a pilot-refuge manager and a refuge patrolman. It is now planned to add a clerk-patrolman and a maintenance-equipment man in 1951. Transportation needs are met with the Widgeon aircraft, a pick-up truck and a flatbed truck. A jeep will be delivered to Kenai this summer. A replacement pickup and a

snowmobile will be added in 1951. It is also contemplated that the amphibious Widgeon aircraft will be replaced by a single engine light plane equipped with skis in the winter and pontoons in the summer. Housing is adequate for the present time with the primary frame dwelling and the secondary dwelling fabricated from two Pacific-type huts. It is proposed to construct an additional dwelling in 1951. A "T"-type hangar and a laboratory office building are needed and will be constructed in 1950 if funds permit.

The Yukon-Kuskokwim delta country should be a unit in the National Wildlife Refuge system. It is an important waterfowl breeding area, and because ducks and geese are migratory, the success of waterfowl nesting there affects the sportsmen of Washington, Oregon, California and other states, as well as Alaskan sportsmen. Proper management will also result in an increased and more stable fur supply on which the native people are largely dependent for a cash income. If established, a pilot-refuge manager and an aircraft would be stationed there the first year. An assistant and a maintenance man would be added the second year. One of these employees would serve as boatman. For waterfowl surveys, population counts, and banding activities, four biological aids (student assistants) would be employed. In the third year, a clerk-patrolman is planned to complete the staff. For transportation, a three or four place airplane, a river boat and a pick-up truck would be needed. A hangar, two dwellings and a combination shop and laboratory are the minimum building construction needs. An existing Game Commission dwelling at Marshall can be utilized immediately.

Predatory Animal and Rodent Control: The control of injurious animals is as much a responsibility of the Service as the protection and management of desirable animals. In the States, control areas are largely centered in the sheep and cattle grazing lands, in connection with rodent infestation on forest and range lands, and in cities requiring rat control. In Alaska, the critical areas are the mountain sheep and caribou ranges and the reindeer ranges where wolf depredations have been particularly severe. In addition, competition between species must be evaluated, and control measures initiated where necessary. Examples of this type of competition include beavers and salmon, black bears and moose. Predator control agents are located at Anchorage, Petersburg and Fairbanks. Stations on the Alaska Peninsula at Kotzebue and Palmer will be activated in 1950. Stations will be added at Ruby in 1951, one in southeastern Alaska in 1952, and one in the upper Yukon Valley in 1953. Additional personnel, including a pilot-trapper, are contemplated at Fairbanks and Anchorage. Transportation equipment planned for includes two three or four place aircraft, one light aircraft, six pick-up or panel body trucks, and two snowmobiles.

Federal Aid in Wildlife Restoration: This program is conducted under the "Federal Aid in Wildlife Restoration Act (50 Stat. 917)" as amended, an act to provide that the United States shall aid the states and territories in wildlife restoration projects. Funds are derived from the tax (Revenue Act 1932 Sec. 610 IV, 47 Stat. 169) on firearms, shells, and cartridges, and apportioned to the states and territories. Alaska has participated under the terms of the act since 1942 with annual apportionments of from \$9,000 to \$25,000. When Alaska becomes a state, the activity will probably be transferred to the state. Alaska has participated only in the survey and investigation projects; development, coordination, and maintenance projects are planned for the future.

The proper management of wildlife requires a knowledge of the species and environment. The present knowledge is entirely inadequate. Plans for 1950 based upon a \$75,000 budget call for specific studies on:

- Determination of factors accounting for the decline of the caribou and sheep herds
- Preliminary studies to determine population levels, distribution, and winter mortality in deer
- Population levels of other fur and game animals
- Completion or continuance of studies of predation on moose, waterfowl nesting, goat and bison transplants, and information on annual harvests of wildlife.

The six-year over-all program on investigations and development projects will include:

- Stocking, restocking and introduction of birds and mammals
- Special studies on management of wildlife reaching dangerous population levels (high or low).
- Territory-wide investigations on migratory waterfowl, nesting, resting, and wintering grounds, migrations, predation, and harvests
- Methods of harvest (i.e. trapping, hunting, netting) of wildlife to provide maximum production of quality products.

Four biologists are planned for 1950; five biologists and biological assistants are planned for 1951. Clerical and statistical positions will be established in 1950. A new aircraft and automotive vehicle are planned for 1952.

Wildlife Research: There are no wildlife research funds available to Alaska now, although a limited amount of study in this field is being carried on under the Federal Aid program. A cooperative wildlife research unit at the University of Alaska is recommended. Such a cooperative unit has been in operation in a number of state universities

in the past decade. Participating agencies are usually the university, wildlife management institutes, state game departments, and the Fish and Wildlife Service. These units investigate critical wildlife problems and encourage publication and dissemination of the findings in order to keep everyone informed and to train young men in the field of wildlife management. The training feature is particularly important, since graduates of Alaskan high schools must now go to the States in order to get the technical biological training needed for a career in this field. A budget of \$18,000 a year is the minimum necessary for operation of a cooperative wildlife unit.

In addition to the unit at the University, a program of wildlife surveys and investigations is needed. Included in this activity would be a public land biologist working with Federal and Territorial agencies to improve wildlife conditions on National Forest, National Park and Indian lands. A waterfowl biologist would also be employed for coordinating and participating in all waterfowl surveys in Alaska, and for making recommendations on the waterfowl regulations. Field surveys would deal chiefly with wildlife of the arctic slope and with walrus and polar bear.

A laboratory to study food habits, diseases, and parasitology is proposed for Anchorage or Fairbanks. This facility is needed for detailed analysis of conditions uncovered in field investigations. The studies of diseases and parasites would be correlated with those of the Public Health Service.

Game Fish: The Alaska Fisheries program has been directed toward management and studies connected with commercial fisheries, particularly the salmon fishery. The fresh-water fishing of Alaska is of tremendous importance to the local people, both white and native, for food, for dog food, and for recreation. Management to sustain this fishery is needed. In addition, there are a number of land-locked and barren lakes not supporting a fish population. Introduction of grayling, and in some cases trout, has been successful in some of these lakes. Surveys of others are needed. It is proposed to accomplish the stocking by seining or trapping native wildstock from nearby waters and transporting them to the barren waters.

If the Dingell-Johnson Bill is approved by Congress, this program can be financed by the existing excise tax on fishing tackle, which would then be earmarked for the specific purpose of fish management.

Enforcement: The urgent need for research in the Alaska Fish and Wildlife program is obvious, but if Alaska's great fish and wildlife resources are to be properly and equitably utilized, major improvements in enforcement facilities are mandatory. Present enforcement facilities in many areas are so completely inadequate as to border on being of little more than nuisance value.

Patrol operations in Alaska are principally carried on by sea-going patrol vessels and aircraft, with a gradually increasing need for automotive equipment on the road networks. As it now stands, each enforcement agent is required to cover an area larger than a great many of the individual states. Only in Alaska is the Federal government solely responsible for the management and enforcement of wildlife resources, and the need for protection is infinitely greater than in some other places due to the dependence on these resources of such a large percentage of the population. The present fleet of vessels available for patrol activities averages about twenty years of age and is no longer equal to the task. The average speed of these vessels is considerably less than ten knots, whereas the tendency in late years has been to develop a much speedier commercial fishing fleet. A great need exists for replacement of some of these obsolete vessels with more economical and speedier craft to keep pace with the increasingly intense fishery operations. Initial outlay for such replacement units would be more than offset in the first five years' operation. The very substantial contribution to the national economy made by Alaskan fish and wildlife resources fully justifies an appropriation at least three times as great as funds now available. It has been stated, and is reiterated here, that the job cannot be done with present appropriations, and that further depletion is inevitable unless additional funds and better equipment are provided.

Many species of birds, animals, and fish common to Alaska are found nowhere else on American territory, while the esthetic and recreational value of the game and game fish is difficult to estimate. There still remains the cold fact that a great segment of the population is dependent upon them as a source of food and basic livelihood. The products of the sea amount annually to far in excess of \$120,000,000, as shown elsewhere in this report. All funds for management and protection have come directly from the Federal government on the basis of annual appropriations. The last session of the Territorial Legislature, realizing the critical situation of the fisheries in particular, appropriated a nominal sum to finance operations of a Territorial Fisheries Board, which has indicated it will make available an additional fifteen temporary streamguards annually to augment the law enforcement program.

Every phase of development in the Territory poses new burdens on the Fish and Wildlife Service to maintain these resources in the face of greatly increased demands. New highways, landing fields, settlements, and increased travel all make this protection more difficult. But even more essential, long the mainstay of the economy of Alaska, the fish and wildlife resources must receive better protection or be lost in the Territory's development. These are all renewable resources, but cannot be maintained on a sustained yield principle on the basis of present appropriations.



The commercial varieties of fish, wild game animals and birds, fur-bearing animals, and game fish in Alaska's vast land and water areas (591,000 square miles), 26,000 miles of coast line, and vast territorial and coastal waters) are presently protected by sixteen permanent Enforcement Agents and sixty-two seasonal Enforcement Patrolmen and Streamguards during three summer months. They operate twelve field stations with an average of about 50,000 square miles of land area for each station, plus an average of 2,600 miles of coast line for the ten coastal stations. These are now located at:

Ketchikan	Craig	Wrangell	Sitka
Juneau	Cordova	Seward	Anchorage
Fairbanks	McGrath	Dillingham	Cold Bay

Many of these need new equipment, station facilities and additional personnel. Increases requested for Law Enforcement in Alaska contemplate the establishment of ten permanent new stations and three seasonal stations as follows:

- 1951 - Permanent - Kodiak, Kotzebue, Tok Junction, Fort Yukon, Bethel and Ruby
- 1951 - Seasonal - Yakutat, Haines, and Pelican
- 1952 - Permanent - Point Barrow, Palmer, Glen Allen, Nome
- 1952 - Seasonal - Same as 1951, repeated annually

This includes provision of facilities and necessary patrol aircraft, vessels and other equipment for all stations, the employment of twenty-five permanent Enforcement and/or Pilot Agents, and the necessary clerical and maintenance personnel to properly conduct station activities. Total seasonal employment of Enforcement Patrolmen and Streamguards would reach 130 in number to assist in the protection of the commercial fisheries during four summer months.

This program would materially reduce the area of coverage by each station, and at the conclusion of the six-year program, it is contemplated that small airplane hangars with accompanying workshops for minor repairs will be established at each of the headquarters with Service planes. Officers will be stationed at all strategic locations in Alaska, affording the measure of patrol and enforcement considered necessary to preserve and maintain the big game, fur game, and commercial fishery resources of the Territory at a high level of productivity.

The foregoing proposals give a fairly accurate idea of the activities planned and considered essential during the next six years for the proper development of our wildlife resources in Alaska. The budget listed at the end of this report summarizes the financial needs of this program. Since a great many ideas of this project have to do with the

purchase or establishment of the necessary equipment and facilities, it may be assumed that the long-range operations for a comparable period will be less than the total figures given therein.

Special Research Project: A special problem not under the jurisdiction of the Fish and Wildlife Service Regional Office in Alaska which should be solved is the so-called "red tide". This occurs periodically in the salt waters of the Pacific Coast and Alaska and is caused by great numbers of microscopic water organisms known as plankton. One species of these minute plants, which is characteristically red in color and bears the name *Gonyaulax Catenella*, carries a deadly toxin.

Mussels, clams and oysters feed upon plankton and while they are not themselves affected by the *Gonyaulax* poison, they store it within their bodies for long periods of time. Many deaths have resulted from eating these infected bivalves, especially mussels, which appear to be the ideal hosts, but no deaths in Alaska have been proven to have been caused by infected clams.

In 1936, the United States Food and Drug Administration banned Alaska butter clams from interstate commerce because of their toxicity, and thus throttled an infant but rapidly expanding industry, which offered great promise as a means of alleviating the grave winter unemployment problem that has always plagued the Territory. Since then, the United States - Alaska Fishery Products Laboratory at Ketchikan and the Territorial Health Department have combined forces to survey the butter clam beds, establish the seasons of greatest and least toxicity, and work out tolerances for the toxin by mouse unit tests. Employees of the Fish and Wildlife Service have collaborated in these activities even to the point of courting severe illness or death by frequently eating clams from beds showing the greatest toxicity. To date, none have suffered any impairment of health from eating the clams.

Solution to the problem of re-establishing the butter clam industry in Alaska now seems to hinge upon the establishment by the Food and Drug Administration of definite human tolerance to *Gonyaulax Catenella*. Until this is done, no operator can chance having his product condemned or banned from interstate commerce.

## 7. Tourist Trade and Recreation

One of the greatest untapped resources of Alaska is its value as a tourist and recreational center. There are those who believe that the future developments in this field will make it one of the Territory's best industries. World travelers proclaim that Alaska's beauty is unsurpassed anywhere. Likewise, the opportunity for the artist, sportsman and the game hunter are not excelled anywhere in the world. Proper and immediate development of our national parks and monuments through the cooperation of public and private interests could develop within a very few years an industry in excess of \$100,000,000 annually. Limited developments are already under way by far sighted Alaskans, but the major facilities needed are costly and will, undoubtedly, require some sort of government subsidy or investment. With a proper linking of steamship, railroad, air and road facilities, Alaska will be open to all types of tourist trade. Since the opening of the Alaska Highway, there is already a sharp increase in tourists even though adequate roadside facilities are not yet available. Any large scale development of Alaska's tourist business will directly and indirectly benefit Pacific Northwestern States as well as western Canada and should, therefore, gain their support.

Alaska is a recreational paradise of distinctive, wild, beautiful and unsullied scenery. It offers such unusual sights as the northern lights, the midnight sun, glaciers, colorful natives and their crafts, as well as all kinds of outdoor sports.

National Park Service Program: The National Park Service has under its administrative jurisdiction five areas within the Territory of Alaska. It is charged with preserving the natural features of these areas unimpaired for present and future generations. The areas are as follows:

Mount McKinley National Park	1,939,199 acres - Established 1917
Glacier Bay National Monument	2,297,456 acres - Established 1925
Katmai National Monument	2,697,590 acres - Established 1918
Sitka National Monument	57 acres - Established 1910
Old Kasaan National Monument	38 acres - Established 1916

Of these five areas, only two, Mt. McKinley National Park and Sitka National Monument, are staffed with National Park Service personnel or have any developed facilities for visitor use.

The National Park Service is not only interested in the development and protection of its own areas, but also manifests interest in the over-all development and conservation of Alaska's recreational resources which loom large in the economy of Alaska.

Mt. McKinley National Park encompasses the highest mountain on the North American continent. Mt. McKinley, having an elevation of 20,300 feet, rises approximately 18,000 feet from the plateau level to its summit, the greatest exposed height from base to peak of any mountain in the world. In addition to this spectacle, the area contains one of the most outstanding assemblages of unmolested wildlife to be found anywhere in Alaska. The area is internationally recognized for these superlative features, and is visited annually by thousands of visitors from Alaska and from the continental United States.

There are as yet no roads connecting the park with the road system of Alaska. However, with the start of construction of a road connecting the park to the Richardson Highway scheduled this year, it appears likely that the connection will be completed within the six year period covered by this program. Upon completion of the approach road, it is anticipated that the annual visitation will multiply many times. Principal access to the park is by way of the Alaska Railroad. There exists within the park a road from the railroad station to Wonder Lake, a distance of ninety miles.

The National Park Service proposes under this program to provide essential facilities and improvements for the accommodation of visitors to the park and for the administration and protection of the area. It is proposed to construct visitor overnight accommodations at Wonder Lake located ninety miles from the point of entrance where there now exists the only hotel facilities in the park. These proposed accommodations will make the principal spectacle of the park available to visitors. Because of the present lack of hotel accommodations in the Wonder Lake area and the time involved in the long round trip journey, many visitors are prevented from seeing the principal scenic area of the park. The proposed Wonder Lake hotel accommodations will consist of a small central lodge building containing lounge room, dining room, recreation room, curio shop, employees' quarters and related service facilities. Adjacent thereto will be constructed multiple guest room accommodations with an ultimate capacity of 100 guests. Public campgrounds and other facilities related to visitor use will be constructed. National Park Service employee housing for administrative and operations staffs and development of utilities for the entire development are included.

Additional employee housing is to be provided at the present park headquarters area which is located two miles from the park entrance. The rigorous climate of the park requires that well built, thoroughly insulated structures suitable for year-round occupancy must be constructed. The program contemplates the construction of utility structures to house equipment; construction of a power and boiler house; shop buildings to accommodate the Alaska Road Commission operations which were destroyed by fire in 1947; and improvement of headquarters sewer, water power, and steam facilities.

The program contemplates the improvement of the ninety mile park road. When first constructed, this road was built to a low standard mountain road. With the advent of increased automotive traffic this improvement is critically necessary. It is proposed to reconstruct all minor timber bridges which have served their life span. Many of these have deteriorated to a point of near collapse. Bridges crossing the Savage, Teklanika, Sanctuary, East Fork and Toklat Rivers are to be replaced with structures of a permanent type.

Glacier Bay National Monument is the second largest area in the National Park System. It is renowned as one of the world's outstanding displays of glaciation. The Monument contains a spectacular group of tidewater glaciers set in a magnificent land of lofty peaks projecting upward from the eternal ice-cap. It has gained international prominence for its scientific attributes and scenic grandeur.

The area is not accessible by road from the population center of southeastern Alaska which is primarily Juneau. It is accessible by steamship, however, as the entrance to the bay is situated only four and a half miles from the regularly traveled steamship route. Within the confines of the area is the Gustavus Airfield, one of the major fields on the Seattle-Alaska route. The field is operated by the Civil Aeronautics Administration. There are no visitor accommodations or facilities in the monument, nor have any public facilities for the accommodation of visitors been provided at the airfield. The area has not been staffed with administrative or protective personnel.

During the current travel season, vessels of two steamship companies have scheduled regular visits to the monument.

The National Park Service proposes under this program to develop visitor facilities at Bartlett Cove, located near the entrance to the bay, and at Sandy Cove approximately twenty-five miles north. The Bartlett Cove visitor accommodations will consist of a central lodge building containing lounge room, dining and recreation rooms, twenty-three guest rooms, related service facilities and attached employee quarters. Adjacent to this structure, additional small multiple guest room quarters are proposed as are a wharf containing a steamer pier, a warehouse, an equipment storage building, an employee dormitory, a Park Service office and a visitor contact station. Fuel dispensing installations and airplane and boat docking floats are also proposed.

It is contemplated to develop small boat harbor facilities in a nearby protected cove for visiting transient vessels and for Park Service boats. The program contains items for a small pier, fuel dispensing facilities, boat slips, an equipment storage building, a small employee dormitory for part-time single employees, and residences for

administrative and protective staff personnel. Sewerage, water and power installations are included.

To make the Gustavus Airfield accessible, a four and a half mile road project is proposed. Access roads and trails in the vicinity of the development area will be constructed.

In connection with the development of visitor accommodations in the Sandy Cove area, the program contemplates construction of a small lodge building containing a combination dining and lounge room, related service facilities, ten attached guest rooms and quarters for concessioner's employees. A small pier with related boat slips, airplane dock, wharf, storage buildings and boat repair shop are planned in a boat harbor area. Park Service protective and maintenance staff residences are programed for construction adjacent to the boat harbor area. Complete sewerage disposal, water and power facilities, as well as minor trails and service roads, are included.

The program contemplates the establishment of an administrative, protective and maintenance force for the monument. Headquarters for this staff will be located at the Bartlett Cove area with a minimum staff under the direction of a district ranger at Sandy Cove.

It is proposed that all visitor overnight accommodations at Bartlett Cove and Sandy Cove be operated by a concessioner.

Sitka National Monument is an area of historical significance located in the town of Sitka. It is the site of the "Battle of Alaska" which occurred prior to the Russian occupation. The town of Sitka was the Russian capital of Alaska. In addition to the historical significance of the area, the monument contains the finest collection of Indian totem poles to be found in Alaska.

The program contemplates the construction of a combination museum headquarters building which would contain the superintendent's office, public comfort stations, work room, store room and museum rooms for the display of historical documents and articles, and for display of the Sheldon Jackson collection of artifacts to be donated to the National Park Service. The present monument office is located in the United States Post Office building considerably removed from the monument. It is also planned to construct a residence for the superintendent and a general utility building on property closely related to this small monument. Erosion control work is to be undertaken on the Indian River which flows through the monument.

Katmai National Monument is the largest area in the National Park System. The monument contains the volcano, Mt. Katmai, and a number of others

which surround the "Valley of Ten Thousand Smokes". The eruption of Mt. Katmai in 1912 was one of the most spectacular explosive eruptions of all time. The results of the eruption are evidenced by the tremendous deposit of colorful volcanic ash which covered the floor of the adjacent valley to a depth varying between fifty and two hundred feet. In addition to Mt. Katmai, there is Mt. Mageik, an active volcano situated at the head of the valley. The monument also abounds with wildlife, including the giant brown bear; and the vast lakes of the monument are the third largest spawning ground for salmon in Alaska.

No development of any sort has been undertaken to date by the National Park Service, nor has the Service staffed the area.

It is contemplated to provide basic facilities at the monument for the use of a proposed protective staff. These will include a small residence, utility services, essential equipment and a minimum amount of access trail construction. Development of visitor facilities is to be deferred until a later date.

Old Kasaan Monument contains historical aboriginal ruins of the former Haida Indian village known as Old Kasaan. The ruins of totem poles, grave houses, monuments and old buildings represent a distinctive type of aboriginal American civilization, the vestiges of which are rapidly disappearing.

The National Park Service has not undertaken any development work in the area. There are no accommodations for visitors.

This program does not contemplate any expenditure of funds for Old Kasaan National Monument development or administration.

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The administration of the National Park Service program includes in the budget under the Regional Office item an amount for the establishment of an office in Juneau to handle technical details of an expanding development program and administrative matters relating to protection, administration and maintenance activities of the Alaska areas. This item also includes an amount for a Recreational Resources Survey of Alaska, which study would develop from the assemblage and analysis of pertinent data and site investigations, an over-all and long-range plan for the logical development and expansion of Alaska's tourist potentialities for the foreseeable future, including provision and guidance for the exercise of related private initiative. Preservation and conservation of recreational resources would be considered by this survey.

The National Park Service was instrumental in reserving several locations along the Alaska Highway in the Territory for the development

of wayside park facilities. It is expected to develop these as rapidly as funds are available for the purpose. Since this item is covered by special legislation now pending in Congress, no funds have been included in the Park Service budget for them.

Needed Facilities by Private Investors: It is expected that through private initiative, with and without government financial and moral support, facilities can and will be developed throughout Alaska where needed to supplement the installations already present, as well as those indicated in the National Park Service program. The most important facilities needed are adequate hotels in major towns, especially Fairbanks, and cabins and tourist lodges along all major tourist routes. Likewise, cabins and tourist hunting and recreation lodges are needed in a variety of locations throughout the Territory to supplement those already in existence. At the present time, facilities are extremely inadequate along the Haines Highway, excepting at Haines itself; the Alaska Highway into Fairbanks from the Haines Cutoff; along the Richardson Highway into Anchorage; in Fairbanks; and on the Kenai Peninsula.

To develop satisfactory facilities along these routes will probably require a total of \$5,000,000 to \$7,000,000 of private capital, supported by liberal government loans. When facilities indicated above are developed, along with those of the National Park Service program, and an expansion of existing facilities throughout the Territory takes place, Alaska will be ready to compete in earnest for the tourist's and sportman's dollar.

#### D. Capital Requirements for Alaska's Development

It has already been pointed out in this report that most large scale development programs are carried out, in one form or another, as a mutual responsibility of government on the one hand and private capital and citizens on the other. While this has always been the case, the complications and demands of modern American society make this mutual relationship more imperative now than ever. Furthermore, as the more obvious business opportunities become fewer and less certain, by comparison, risk capital from private sources becomes less plentiful and more cautious. Added to these normal restraints is an over-all tax structure anything but conducive to risking capital assets already gained. To make a long story short, typical old-fashioned risk capital simply does not exist at the present time for major Alaskan developments. Such being the case, the role played by government in any partnership to develop Alaska must of necessity be greater and more decisive than has been the case in developing other parts of America. Alaska is similar in this respect to other economically backward areas of the world.



Whether or not Alaska becomes a state, it is reasonable to assume with its new tax structure that a greater burden of government services will be carried by it in the future than has been the case in the past. This trend is already clearly evident. However, in spite of this fact, the job of government in developing Alaska will for many years to come be predominantly a Federal government responsibility.

Obviously, the rate at which the Territory is to be developed will determine the basic capital requirements for any given period of time. Considering all ramifications of the problem from a national and territorial point of view, the development goal has been set by the Alaska Field Committee at a tripling of the present population in Alaska within the next decade. Such a goal, we believe, is reasonable, possible, and of great national significance. With our goal thus defined, the capital requirements for the period involved can be spelled out fairly accurately.

#### 1. Territorial Gross Product and Income

It is estimated that the total territorial product and income for 1947 was about \$350,000,000. Of this amount, about \$195,000,000 was paid as wages and salaries, with the Federal government payroll accounting for over half of the total. Territorial exports, mostly as fish, minerals, furs and timber were listed in 1947 as \$129,000,000. An estimate of the products produced and consumed make up the balance. Imports into Alaska in 1947 amounted to about \$117,000,000. On a per capita basis, territorial product and income is much greater than in the continental United States, but the high cost of living and poor income distribution within the Territory reduces the significance of this fact to the average individual.

If the program contemplated is realized, the territorial product and income may be expected to increase within the next decade to between \$550,000,000 and \$600,000,000 provided, of course, our national economy continues healthy and sound.

#### 2. Government (Civilian)

As has been indicated throughout this report, the policies and practices of our national government will largely set the pace for Alaska's development. In the interest of clarity for this report, Federal government programs directed toward the civilian economy and those of the Military will be treated separately, even though their effect on the development of the Territory cannot be separated.

Within the next six to ten years, the Federal government should carry out as a minimum the program herein outlined for the Department of the Interior. Without considering the funds that will be required for the

synthetic fuel or Taiya power projects, Interior's budget will probably range between \$72,000,000 and \$95,000,000 annually for the period involved. In addition, other civilian Federal government agencies such as the Civil Aeronautics Administration, Department of Agriculture, Federal Housing Administration, Public Works Agency, etc., may be expected to contribute in federal funds between \$15,000,000 and \$25,000,000 annually. During the same six to ten year period, the Territorial government may be expected to contribute annually about \$8,500,000 to the over-all operation and development of Alaska.

In addition to the outright expenditures for essential government services and developments as indicated by the above figures, very substantial funds must be made available by the Federal government as loans to private enterprise essential to the Territory's growth and realization of development goals. Present government loaning agencies have not demonstrated their ability to meet the challenge of territorial business expansion. The loaning policies of these agencies are too rigid and conservative to meet venture capital needs. Recognizing this fact, the Department is vitally interested in the Alaska Development Corporation Bill as an answer to the problem. A few of the projects most needed are as follows:

A cement industry is needed in the railbelt. The uncertainty of raw material supplies and the lack of confidence by capital interests in the economic future of Alaska have prevented this project from becoming a reality long ago. Private capital will not invest in this project without government guarantees for purchasing or selling the plant's output even if the needed raw materials are available. With cheap cement nearby, it would be used in all construction of stores, public buildings, bridges, airfields, dams, etc., throughout central Alaska. This project is not likely to be built unless the government builds it or makes an unusually large loan to private interests. Locally manufactured cement would very quickly pay for this plant through government construction alone, through the differential of selling price that such a plant would create as compared to present cement prices in the Territory. This project is a "must" and should be constructed as soon as possible.

To further lower building costs, local production of flooring, trim, and furniture should be encouraged through liberal financing. There is ample birch in the railbelt to support such an effort. Bricks and building blocks also have a future in Alaska. Businessmen have studied these possibilities and regard them as sound, but satisfactory financing has not been found for them through private channels.

A hotel for Fairbanks is needed badly. Likewise, hotel expansion in other parts of the Territory is needed, as well as other types of tourist and recreation facilities. The need for these facilities is recognized throughout the Territory, but adequate funds cannot be found to develop them. As a result, the facilities that are developing are sub-standard both as to quality and quantity. This fact is giving Alaska a very poor reputation among tourists and businessmen alike. Unless corrected, it can and will do great damage to Alaska's tourist and trade potentials.

The development of power is desperately needed in most parts of Alaska. It is proposed to develop it as government, municipal or private projects as circumstances justify.

The pulp industry could and would be greatly accelerated in Alaska if capital was available on more liberal terms to assist private groups, largely West Coast and local, in setting up satisfactory corporate arrangements. At the present time there is great interest in Alaska's pulp resources. This industry will probably develop without the Alaska Development Corporation Bill, but its development will be slow and completely dominated by interests not especially concerned with Alaska unless special financing can be arranged.

Since settlement of Alaska is one of our major purposes, funds to supplement the meager assets of local banks will be needed for a large variety of small but vital settlement purposes. Typical of these would be loans for land clearing, municipal needs, small local businesses, transportation and trucking companies, communications, utilities, fishing boats and gear, logging equipment, and many others.

To meet the requirements anticipated, the Alaska Development Corporation would need to be capitalized at about \$1,000,000,000 with about \$100,000,000 becoming available yearly for the first six years and reduced amounts thereafter until the agency no longer needed additional government funds to carry out Alaska's business expansion.

### 3. Government (Military)

It is recognized that military expenditures in Alaska will be influenced directly by the temperature of international relations. Therefore, no one can accurately estimate the funds that will be spent in Alaska for national security in the foreseeable future. The Military has indicated that \$100,000,000 is needed annually for ten years to put Alaska's defenses in satisfactory order, but no one expects that much to be appropriated. However, it is reasonable to expect that on an average \$75,000,000 per year will be spent for the next ten years

for military installations in Alaska. The military expenditures in any event can be expected to be sufficient to have a direct and important bearing on the industrial and civilian tempo of Alaska for the next several years.

#### 4. Private Capital

The rôle of private initiative and private capital in Alaska's future growth can be expected to become of ever increasing importance while that of government decreases in proportion. It is reasonable to expect that a sizable showing of private equity cash will be available for nearly all projects with sound economic potentials. Likewise, projects of great value to the Territory that require unusually long amortization periods will be of interest to private investors once such projects demonstrate their basic soundness. These projects will be sold to private investors just as soon as they will buy, thus getting the government out of business as rapidly as possible except as a loaning agency.

Unless some large-scale source of funds, administered with a thorough knowledge and appreciation of Alaska's needs and problems, is forthcoming, the task of settling and developing Alaska will be long and difficult. The failures among those with the courage to try can be expected, as in the past, to far exceed those who succeed.

In the event the Alaska Development Corporation Bill becomes law and the funds requested are made available, it may be assumed that investments by private capital will, for the first few years, be about one-fourth, but then rapidly will exceed those of the government. In early stages, private funds will probably take the form of equity cash in government financed projects, but soon thereafter a variety of independently financed activities will undoubtedly result. For the six years of this report, it should be reasonable to expect government funds in new business activities to considerably exceed those of private investors, but soon thereafter the private investments would increase in proportion until they forge ahead in ten to fifteen years.

As a parting statement regarding investment capital for Alaska, it is imperative to carefully consider the point of view governing the use of such funds. One of the most important "keys" to the successful and rapid unlocking of Alaska's frozen assets and opportunities is the availability of capital without the strangulating restrictions now generally imposed. Any government funds that eventually become available for Alaska's business expansion must be administered with vision and solid business foresight. The normal investment bankers point of view is not sufficiently broad or flexible enough to meet Alaska's development requirements. With the usual safe conservative bankers' point of view, private initiative is rapidly suffocated and it dies of discouragement,

red tape and despair. With an understanding fiscal policy toward private investors and a coordinated government program, Alaska can and will develop rapidly and well.

## E. Social Considerations

Housing, education and health problems rank high on the list of services that must be given immediate attention if the human resources of the Territory are to be properly guarded and developed. Although progress is being made in all three directions, much remains to be done. To accomplish the desired goals, full cooperation between Territorial and Federal government agencies should be developed and maintained. Although much has already been accomplished through teamwork of these agencies, there remains plenty of room for improvement.

### 1. Housing

It has been estimated that the Territory is short 6500 housing units to meet existing needs, and that about fifty per cent of the housing that exists is sub-standard. This is particularly true among natives, but certainly not limited to them.

Through the combined efforts of the Federal Housing Administration, the Alaska Housing Authority, the Interior Department, and many other interested individuals and groups, the Alaska Housing Act was passed by the Eighty-first Congress. Through its provisions new housing units for Anchorage and Juneau, approved by the Federal Housing Administration, are sufficient to meet the estimated needs of these towns. Many other projects are under consideration for other parts of the Territory and should be ready in time to permit building some of them in 1949 and the balance in 1950. There will still remain, however, much badly needed housing that can only be provided through some sort of a subsidy at a rent or sale level satisfactory to the people involved. A large group of Natives have annual cash incomes as low as \$500 per family. It is expected that Federal Housing legislation now pending in Congress will provide some subsidy housing for Alaska. Likewise, provision for Native housing has been considered and budgeted in the Alaska Native Service six-year program. It is confidently expected that through the combined efforts of the Federal Housing Administration, the Alaska Housing Authority and the Alaska Native Service, the critical Alaska housing problem will be greatly relieved and eventually solved.

### 2. Education

Even though the 1949 Territorial Legislature practically doubled the biennial appropriation for education, the over-all outlook still remains grim. However, if the present accelerated program of the Territory is continued and the Alaska Native Service is able to carry

out its plans, the problem of education in the Territory should be reduced to normal in six to ten years.

In the school year 1948-1949, there were approximately 12,000 children in the territorial public school system. Another 500 attended denominational schools and 4500 attended schools of the Alaska Native Service. It has been determined by the Alaska Native Service that 1350 Native children of school age are not attending any school. This is due to the lack of schools on the one hand and the nomadic tendencies of the Natives on the other.

2  
Lack of adequate school building facilities is the number one educational problem throughout the Territory. There is not a single school district in Alaska, incorporated or rural, that has adequate school buildings except in certain Native villages where the Alaska Native Service has provided them, but most Alaska Native Service schools are also inadequate. Existing facilities are either too small, or old and dilapidated, or both. This situation has come about due to deferred building during and immediately after the war, normal population growth, and the great influx of people due to the expanded Federal government's program in the Territory. In some areas, double school shifts are now in operation, and unless a greatly expanded building program gets under way very soon, many other schools will be forced to this make-shift procedure. It has been reliably estimated that at least \$15,000,000 is needed to adequately house the 17,000 students now in school, and over \$3,000,000 is needed to construct new schools in at least seventy-five localities which at the present time have no schools. The Territorial government has started to lick the school building problem by an appropriation of \$2,250,000 for school buildings for the 1949-1951 biennium. They have also earmarked the tobacco tax, estimated at \$1,000,000 for the biennium, for the same purpose. Several towns have voted school bond issues for about \$2,000,000 and several others will soon vote on the same problem. Senate Bill 855 and House Bill 224 are being followed with keen interest in the Territory as the answer to the Territory's critical school building program. Likewise, the Alaska Native Service's six-year plan is vital if we are to meet the challenge of adequate education for Alaska's Native children.

Many officials, including the Hoover Commission, feel that Alaska's school systems should be consolidated into one, with Federal assistance to the Territory in the initial stages. Such a plan is being studied at the present time.

Proper vocational education on the secondary school level is badly needed for Alaska's children. An excellent start on this program has been made by the Alaska Native Service at Mount Edgecumbe, but the

program should be expanded for both white and Native children throughout the Territory. The vocational program should be geared to Alaska's expanding industrial program and skilled labor needs.

Details of the educational program for the Alaska Native Service are included later in this report.

### 3. Health

Alaska's main health problems are tuberculosis, little or no sanitation facilities, poor nutrition, and sub-marginal housing. These, and others of less importance, have reached their present proportions because, until lately, there has been no all-out program to combat them. More medical, nursing and dental personnel are needed to carry on an adequate health program.

It is estimated that 1000 to 1500 beds are needed to hospitalize present tuberculosis cases which are now menacing well individuals. Only a small portion of this number are presently available. The tuberculosis rate in Alaska now is nine times that of the states. If all infectious cases could be isolated, it is thought that the disease could be stamped out within a decade. In most small Native homes, living is so crowded that home care and isolation are impossible, and the average Native income is inadequate for building better houses without subsidies of some sort.

There are 174 public water systems (i.e. supplying twenty-five or more people with water) recorded with the Alaska Department of Health. Eighty per cent of these are unsatisfactory. There are besides semi-public water supplies and 15,000 or 20,000 private water supplies for homes, many of which need improvement and treatment. Out of 315 towns and villages in the Territory, only thirteen have sewerage systems, and all thirteen discharge untreated into tidal waters and rivers. Of the 315, 174 are located in permafrost areas where conventional waste disposal methods are inapplicable. Permafrost, lack of town and city planning, and the huge influx of population add to the difficulties.

Venereal diseases are often assumed to present a serious health problem in Alaska, but their incidence is not known. The Department of Health is now devoting much effort to an accurate appraisal of this problem.

Although the principal guardian of public health in Alaska is the Alaska Department of Health, there are several other agencies directly or indirectly concerned with public health problems. Alaska's Department of Welfare provides limited funds for medical care and hospitalization of indigent persons.

The major Federal government agencies concerned with the provision of health and medical care funds and services are the Military for its own personnel; the Alaska Native Service for approximately 30,000 Natives; the Fish and Wildlife Service for the Natives of the Pribilof Islands engaged in the fur seal industry; and the Alaska Railroad for its employees. The United States Public Health Service and the Children's Bureau operate programs in the Territory mostly through grants-in-aid to the Alaska Department of Health. The Veterans Administration is limited to aiding Alaska's 9,000 veterans. It does not maintain and operate any health facilities, but instead contracts its work to other public agencies and private practitioners. Voluntary health agencies such as the Alaska Tuberculosis Association, Alaska Crippled Children's Association, Alaska Cancer Society, and the Red Cross all render valuable health services.

In spite of this imposing array of health agencies, Alaska's general health condition is below stateside standards due primarily to the poor state of health among Alaska's native people. This is not due to lack of natural resistance to the white man's disease, but is due to low economic standards which result in inadequate housing and poor nutrition, thus making them easy prey for disease.

Several of the agencies listed above are planning to expand their services as rapidly as funds will permit to meet the challenge before them.

In addition to services already rendered, a concerted drive is under way to establish at the University of Alaska an Arctic Health Institute to carry out basic research studies in all fields of biology and medicine relating to human existence in an Arctic environment. The Arctic Health Institute is considered vital to the rapid, orderly development of Alaska and has the full backing of the Interior Department.

Based on the present financial outlook and programs of the various agencies listed above, Alaska's health problems will be given much more thorough attention in the future than in the past. The following Alaska Native Service program for the next six years includes full consideration of native health, sanitation, and housing needs.

4. A Program for Alaska's Natives

In April 1949, there were more than 4000 known cases of tuberculosis among the Natives of Alaska. Hospital beds available for all medical needs total 426. Construction under way will increase the total beds to 712 during fiscal year 1951. The six-year program provides for completion of the Anchorage hospital with 500 beds, construction of facilities for 65 additional beds for orthopedic care at Mt. Edgecumbe,



a new hospital at Juneau with 25 beds more than available now, and a new hospital at Kotzebue. Total beds available when the six-year program is completed will be about 1400.

In April 1949 there also were 1350 Native children not attending school because there were no school facilities available. This six-year program provides for the rebuilding of the Uklutna boarding school with a capacity of 400 pupils; additional facilities at White Mountain boarding school to increase the capacity from 70 to 200; and construction of day schools in nearly all communities with more than 10 school-age children. When the program is completed, schools will be in operation for all children except a scattered few in very isolated areas.

In April 1949, there were hundreds of Native families in Alaska having a yearly cash income of less than \$500. The major objective of the six-year program is to provide for a better living standard for these people. A concentrated and integrated program looking to improvement of health, additional education benefits, and a general raising of living standards is proposed in this program.

#### Fiscal Year 1950

The 1950 estimate includes funds for the first one-third of a year's operation of the new 200 bed Mount Edgecumbe hospital; for operation of 80 tuberculosis beds in classification units attached to existing hospitals; for reopening of 21 closed day school units, and for very slight strengthening of other activities.

The construction estimate includes the first increment for new facilities at White Mountain boarding school; the second increment for the Anchorage hospital; miscellaneous day schools; and quarters and utility facilities for existing hospitals.

#### Fiscal Year 1951

The 1951 estimate for "Alaska Native Service" brings all existing activities up to base amounts which are in accord with established standards, as evidenced by appropriations for other activities of the Federal government. Part of the increase is for opening of 15 additional day school units and another part is for establishment of traveling public health teams made up of a doctor, dentist, technician, nurse and clerk.

The rehabilitation item represents the first increment in a continuing program to improve the economic and social status of the Native. It includes a program of home building and improvement; small garden

development; construction of shops, warehouses, cold storage units, greenhouses, store buildings, laundries and museums; street and sidewalk development; water development; sewerage disposal development, townsite surveys; coal mine development; and purchase of tractors, sawmills, and fire fighting equipment.

The construction item includes the third increment of funds for the Anchorage hospital; first increment for the new Eklutna boarding school; second increment for White Mountain boarding school; miscellaneous day schools; tuberculosis classification facilities; additional orthopedic facilities; quarters and clinic space for medical personnel; rehabilitation of the hospital building at Unalaska; and miscellaneous small projects.

#### Fiscal Year 1952

The 1952 estimate for "Alaska Native Service" includes funds for an additional eight day school units; for operation of 15 new hospital beds for rheumatic fever; for an increase of 65 beds for orthopedic cases; and for hospital operation at Unalaska.

The rehabilitation program for improvement of the economic and social status of the Native will continue.

The construction item includes the fourth increment for the Anchorage Hospital; the second increment for Eklutna boarding school; the first increment for a new hospital at Juneau; miscellaneous day schools; quarters and clinic space for medical personnel; and miscellaneous small projects.

#### Fiscal Year 1953

The 1953 estimate for "Alaska Native Service" provides for 13 additional day school units; increased enrollment at White Mountain boarding school; and for a half year's operation of the Anchorage Hospital.

The rehabilitation program continues.

The construction item includes the fifth and final increment for the Anchorage hospital; the third and final increment for the Eklutna boarding school; the second and final increment for the Juneau hospital; the first increment for a new hospital at Kotzebue; miscellaneous day schools; quarters and clinic space for medical personnel; and miscellaneous small projects.

Fiscal Year 1954

The estimate for "Alaska Native Service" provides for seven additional day school units; for opening of the Eklutna boarding school with enrollment of 400; for operation of 25 additional beds available due to new construction at Juneau; and the first full year's operation of the Anchorage hospital.

The rehabilitation program continues to completion.

The construction program includes the second and final increment for the new hospital at Kotzebue; miscellaneous day schools; and miscellaneous small projects.

Fiscal Year 1955

The 1955 estimate for "Alaska Native Service" provides for ten additional day school units making a total of 193 units in operation; the boarding school operation continues at the 1954 level with total enrollment at 1550; there is a small increase for medical services; and all other activities remain approximately the same as in 1954.

The construction program includes no major projects, providing only for miscellaneous day schools and small projects.

F. Miscellaneous Items Related to the Six-Year Program

Some of the following items have already been discussed in various parts of this report. They have been brought together at this point primarily to call attention to the fact that special departmental consideration should be given them to make sure that they take place in proper relationship to the over-all development program.

Item 1. The recommendation has been made by the Alaska Road Commission that the Haines Cutoff Road in Canada and the Alaska Highway from the point of junction with the Haines Road to the Alaska border should properly be a responsibility of the American government, since it would primarily serve citizens of the Territory. This matter should be given careful consideration and proper steps instigated with Canada to reach an understanding on it. It has been tentatively estimated that the cost of relocating and blacktopping the road would be \$18,000,000, and that the upkeep and maintenance of the 325 miles involved would amount to approximately \$650,000 per year.

Item 2. There are several pieces of road which will probably be needed in southeast Alaska during the period of this report. All of these roads will be under the jurisdiction of the Public Roads Administration. The Department should do everything in its power to assist and encourage the Public Roads Administration in obtaining funds to build and maintain them. The first one likely to be important is the extension of Glacier Bay Highway from Eagle River to Berners Bay. It is estimated that the construction and blacktopping of this stretch of road would amount to \$1,000,000.

Item 3. With the outlook for several industrial developments in southeast Alaska, roads will be needed to service these areas. Assuming that three such projects take place, \$9,000,000 has been roughly estimated as a requirement for construction of such roads.

Item 4. Several short road extensions will be needed in southeast Alaska in the event the ferry system recommended by the Alaska Road Commission becomes a reality. The construction and blacktopping of these short extensions are estimated to cost \$1,000,000. The work will be done by the Public Roads Administration.

Item 5. The road from Anchorage to Seward through the Chugach National Forest should be widened, relocated in some spots, and blacktopped. This is a very important and much needed improvement of the existing road. It is estimated to cost \$7,000,000, and the work is under the jurisdiction of the Public Roads Administration.

Item 6. With the contemplated increased traffic, both commercial and tourist, over the Alaska Highway from the United States and from Haines,

a new customs and immigration inspection building will be needed at the Canadian-American border of the Alaska Highway. It is contemplated that such a building would also serve as a weighing station for trucks moving into the Territory and perhaps as a post office. It has been estimated that such a building would cost in the neighborhood of \$200,000.

Item 7. A special effort should be made at once to obtain funds for the construction of a cement plant in Alaska. Such a plant is considered vital to the Territory's development and it is not likely to be financed through private enterprise. The project is estimated to cost \$8,500,000, including the housing and other facilities for the people who run it.

Item 8. The Department should make every effort immediately to extend the provisions of Section 608 of the Federal Housing Administration Law beyond its expected expiration date of August 31. This is a much needed provision to develop housing in Alaska. While it is no longer needed in the continental United States, very little housing will result in the Territory without its liberal provisions. In the event this law is not extended for use in the Territory, it will be necessary to obtain additional funds for the Alaska Housing Authority.

Item 9. Additional funds for aid to settlement will undoubtedly be needed by the Farmers Home Administration. The Department should make every effort to assist in obtaining adequate appropriations for the Bureau of Agricultural Economics and the Soil Conservation Service and the Rural Electrification Administration.

Item 10. In view of the importance of air travel in Alaska and the proper development of air fields throughout the Territory, special departmental consideration should be given to the needs of the Civil Aeronautics Administration, and everything possible should be done to aid in obtaining adequate appropriations for this agency.

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#### REFERENCES

- 1/ Forecasts of the Population of the United States, 1945-1975, U. S. Department of Commerce 1947.
- 2/ and 4/ Economic Report to the President, January 1948, by the Council of Economic Advisors.
- 3/ Report to the President, December 3, 1948, by the U. S. Department of the Interior
- 5/ Bureau of Mines Press Release No. PN49495, "Mines Yield Tonnes."

ESTIMATED BUDGET REQUIREMENTS FOR  
DEPARTMENT OF INTERIOR SIX-YEAR PROGRAM - 1950--1956

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	1950	1951	1952	1953	1954	1955
<u>OFFICE OF THE SECRETARY</u>						
Alaska Field Staff	42,564	45,000	45,000	45,000	45,000	45,000
<u>BUREAU OF LAND MANAGEMENT</u>						
<u>Management, Protection, and Disposal of Public Lands</u>	2,078,145	2,221,415	1,491,925	1,449,924	1,354,575	1,354,575
Timber Management	134,474	226,605	254,500	232,500	228,500	228,500
Fire Prevention and Presuppression	304,725	679,061	452,800	431,400	339,400	339,400
Administration of District Land Offices	67,870	89,741	85,700	85,700	85,700	85,700
Surveying Public Lands	353,000	343,786	211,775	213,175	213,825	213,825
Examination and Classification of Lands	50,000	85,137	77,000	77,000	77,000	77,000
Surveys and Investigations of Alaska	266,530	430,546	345,000	345,000	345,000	345,000
Administrative Services	41,000	351,256	50,000	50,000	50,000	50,000
*Construction of Buildings in Alaska	782,000	-	-	-	-	-
Contingent Expenses	1,000	1,000	1,000	1,000	1,000	1,000
Legal Services	12,815	14,283	14,150	14,150	14,150	14,150
*Pay Increase, Public Law 900	64,731	-	-	-	-	-
<u>Fire Fighting</u>	10,000	10,000	10,000	10,000	10,000	10,000
Total, Bureau of Land Management	2,088,145	2,231,415	1,501,925	1,459,924	1,364,575	1,364,575

\* These items are carried under the individual function in the 1951 to 1955 columns.

<u>BUREAU OF INDIAN AFFAIRS</u>						
<u>Alaska Native Service</u>	5,925,000	9,060,000	9,533,200	11,508,000	13,041,100	13,177,300
Medical Service						
(a) Hospital Operation	1,761,500	3,176,960	3,561,300	4,993,500	5,994,600	6,010,000
(b) Other Medical Service	525,357	1,032,140	1,120,000	1,239,900	1,241,400	1,335,300
Education Service	1,703,740	2,054,600	2,139,300	2,477,800	3,076,600	3,086,800
Mount Edgecumbe Facilities, central services	733,546	810,700	811,000	811,000	814,000	816,800
Welfare Service	247,428	650,800	501,000	501,000	401,000	401,000
Resource Development Service	220,585	334,700	340,000	344,000	350,000	361,000
General Management	276,463	368,600	389,200	409,200	411,500	414,000

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	<u>1950</u>	<u>1951</u>	<u>1952</u>	<u>1953</u>	<u>1954</u>	<u>1955</u> <sup>78</sup>
<u>BUREAU OF INDIAN AFFAIRS--continued</u>						
Vessel Operation	252,716	330,000	330,000	330,000	330,000	330,000
Maintenance, Buildings and Utilities	203,665	301,500	341,600	401,600	422,000	422,400
<u>Loans</u>	500,000	1,500,000	1,500,000	1,375,000	1,200,000	1,200,000
<u>Rehabilitation Program</u>	-	3,594,100	2,785,600	2,655,600	2,655,600	2,655,600
<u>Construction Program</u>	2,824,500*	9,162,500	6,800,000	6,000,000	3,000,000	1,800,000
Total, Bureau of Indian Affairs	9,249,500#	23,316,600	20,618,800	21,538,600	19,896,700	18,832,900

\* In addition a \$750,000 contract authorization

# As approved by the Bureau of the Budget

<u>BUREAU OF RECLAMATION</u>						
Alaskan Investigations	250,000#	1,250,000	1,250,000	1,250,000	1,250,000	1,250,000
Eklutna Project	2,600,000	5,000,000	5,500,000	5,750,000	1,500,000	-
Susitna Project	-	-	-	5,000,000	15,000,000	20,000,000
Southeast Alaska Projects	-	5,000,000	5,000,000	5,000,000	5,000,000	5,000,000
Total, Bureau of Reclamation	2,850,000	11,250,000	11,750,000	17,000,000	22,750,000	26,250,000

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<u>GEOLOGICAL SURVEY</u>						
<u>Topographic Division</u>						
Topographic Surveys	600,000	800,000	1,000,000	1,400,000	2,000,000	2,500,000
<u>Geologic Division</u>						
Mineral Resources and Geologic Surveys	500,000	500,000	750,000	1,000,000	1,250,000	1,500,000
<u>Water Resources Division</u>						
Invest. of surface and ground water and quality of water	154,600	330,000	360,000	360,000	360,000	360,000
<u>Conservation Division</u>						
Mineral, water, and power class. and mineral leasing	26,350	31,000	127,000	128,000	129,000	129,000
Total, Geological Survey	1,280,950#	1,661,000	2,237,000	2,883,000	3,739,000	4,489,000

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(Does not include funds transferred or advanced from other agencies)

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<u>BUREAU OF MINES</u>						
Mineral Mining Investigations	25,000	150,000	175,000	200,000	250,000	250,000
Investigation and Development of Domestic Mineral Deposits, except Fuels	100,000	350,000	500,000	600,000	700,000	700,000
Coal Investigations	130,000	175,000	200,000	200,000	200,000	200,000
Expenses, Mining Experiment Stations	68,000	150,000	150,000	150,000	150,000	150,000
Economics of Mineral Industries	19,000	50,000	75,000	75,000	85,000	85,000
<b>Total, Bureau of Mines</b>	<b>342,000#</b>	<b>875,000</b>	<b>1,100,000</b>	<b>1,225,000</b>	<b>1,385,000</b>	<b>1,385,000</b>

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 Coal hydrogenation plant on Alaska fuels will be presented as a special project for Departmental and Congressional consideration when completed.

<u>NATIONAL PARK SERVICE</u>						
<u>Salaries and Expenses</u>	9,284	8,690	8,690	-	-	-
<u>Regional Offices</u>	140,716	130,000	75,000	75,000	75,000	75,000
<u>National Parks</u>						
Admin., protection and maintenance, Mt. McKinley Nat'l. Park	91,548	95,000	100,000	110,000	110,000	115,000
<u>National Monument Historical and National Areas</u>	9,593	50,000	60,000	75,000	95,000	105,000
Administration, protection and maintenance:						
Sitka National Monument	7,680	10,000	10,000	10,000	10,000	10,000
Glacier Bay National Monument	1,500	30,000	35,000	50,000	65,000	75,000
Katmai National Monument	-	10,000	15,000	15,000	20,000	20,000
Pay increases, Public Law 900	413	-	-	-	-	-
<u>Roads and Trails</u>	1,207,000	744,500	659,500	585,500	590,500	590,500
Maintenance of roads and trails:						
Mt. McKinley National Park	124,800	90,000	80,000	80,000	85,000	85,000
Sitka National Monument	200	500	500	500	500	500
Glacier Bay National Monument	-	4,000	4,000	5,000	5,000	5,000
Major road and trail construction:						
Mt. McKinley National Park	770,400	500,000	500,000	500,000	500,000	500,000
Glacier Bay National Monument	309,115	150,000	75,000	-	-	-
Pay increases, Public Law 900	2,485	-	-	-	-	-

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<u>NATIONAL PARK SERVICE--continued</u>						
Physical Improvements	3,627,600	1,567,180	811,450	813,625	544,000	463,600
Mt. McKinley National Park	1,694,845	400,000	400,000	300,000	300,000	300,000
Sitka National Monument	130,350	105,500	25,000	-	-	-
Glacier Bay National Monument	1,745,950	1,061,680	386,450	513,625	154,000	100,000
Katmai National Monument	39,635	-	-	-	90,000	63,600
Pay increases, Public Law 900	16,820	-	-	-	-	-
Total, National Park Service	5,085,741	2,595,370	1,769,640	1,659,125	1,414,500	1,349,100
<u>FISH AND WILDLIFE SERVICE</u>						
Investigations Respecting Food Fishes	552,137	1,677,501	1,984,895	1,958,815	1,587,711	1,481,037
Commercial Fisheries	289,130	318,800	324,000	327,500	327,500	327,500
Fishery Market News Service	5,800	5,800	8,700	9,700	9,850	9,850
Alaska Fisheries	2,048,523	3,761,995	3,197,155	2,826,663	3,027,896	2,945,480
Conservation of Alaska Fisheries:						
(a) Management	620,850	2,355,542	2,035,167	1,633,175	1,440,658	1,318,842
(b) Enforcement	620,850	626,053	493,588	493,588	500,838	501,238
Conservation of fur seals and other marine mammals and maintenance of Pribilof natives	662,300	880,400	668,400	699,900	1,086,400	1,125,400
Protection of sea otter	84,175	(Picked up from 1951 in Maint. of Mammal and Bird Reservations)				
Pay increases, Public Law 900	60,348	-	-	-	-	-
Alaska Fur-Seal Investigations	49,100	50,000	50,000	50,000	50,000	50,000
Wildlife Resources and Management Investigations	56,712	93,933	113,802	84,802	86,448	81,802
Regional Wildlife Surveys	34,938	37,629	58,429	43,429	42,429	40,429
Cooperative Wildlife Research Unit	18,062	20,788	13,166	13,166	13,812	13,166
Pay increases, Public Law 900	3,712	-	-	-	-	-
Laboratory	-	35,516	42,207	28,207	30,207	28,207
Control of Predatory Animals and Injurious Rodents	104,537	120,941	144,659	157,618	155,618	155,618
Enforcement of Alaska Game Law	436,418	1,007,790	518,815	509,115	502,365	503,665
Maintenance of Mammal and Bird Reservations	132,417	267,240	289,280	250,670	233,670	197,570
Federal Aid in Wildlife Restoration	76,236	75,000	75,000	75,700	80,000	80,000
Game Fish, Fresh Water						
Management Investigations (Transplanting)	21,000	18,000	18,000	18,000	18,000	18,000

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<u>FISH AND WILDLIFE SERVICE--continued</u>						
Exportation of Domestic Consumption of Agricultural Commodities	10,000	10,000	26,000	46,000	46,000	46,000
Total, Fish and Wildlife Service	3,782,010	7,406,200	6,750,306	6,314,583	6,125,058	5,896,522

<u>GOVERNOR'S OFFICE</u>						
Salaries and Expenses, Governor and Secretary	97,000	146,000	146,000	146,000	146,000	146,000

<u>ALASKA ROAD COMMISSION</u>						
<u>Construction and Maintenance of Roads, Bridges and Trails, Alaska:</u>						
Maintenance of Existing Roads	1,841,300	3,000,000	4,000,000	5,000,000	5,000,000	5,000,000
Surveys	400,300	300,000	300,000	300,000	300,000	300,000
Construction	26,450,400	32,426,250*	21,499,000	12,586,000	10,100,000	10,557,000
Total, Alaska Road Commission	28,692,000#	35,726,250*	25,799,000	17,886,000	15,400,000	15,857,000

\* Possibly can be reduced by contributions from other agencies and local interests for the car ferry system.  
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<u>ALASKA RAILROAD</u>						
Roadway and Track	15,500,000	6,500,000	7,400,000	153,000	100,000	150,000
Bridges, Trestles, Culverts and Tunnels	5,385,000	1,702,000	2,500,000	-	-	-
Buildings	11,000,000	700,000	300,000	10,000,000	-	-
Locomotives and Rolling Stock	350,000	50,000	157,500	1,000,000	50,000	2,880,000
Communications	112,000	115,000	135,000	45,000	85,000	140,000
Transportation	2,000,000	1,500,000	500,000	675,000	-	-
Total, Alaska Railroad	34,347,000	10,567,000	10,992,500	11,873,000	235,000	3,170,000

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