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CONGRESS, {
Session. }

SENATE.

} REPORT
} No. 282.

CONDITIONS IN ALASKA.

REPORT

OF

USCS
SUBCOMMITTEE OF COMMITTEE ON TERRITORIES

APPOINTED TO INVESTIGATE CONDITIONS IN ALASKA.

SUBCOMMITTEE:

Senator DILLINGHAM (Chairman), Senator NELSON,
Senator BURNHAM, Senator PATTERSON.

2ND SET.

JANUARY 12, 1904.—Ordered to be printed.

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JANUARY 12, 1904.—Ordered to be printed.

Mr. BEVERIDGE, from the Committee on Territories, submitted the following

REPORT.

[To accompany S. Res. No. 16, with hearings as part 2.]

Pursuant to Senate resolution No. 16, adopted March 19, 1903, which is as follows—

Resolved, That the Committee on Territories be, and they hereby are, authorized and directed, by subcommittee or otherwise, to sit during the recess of the Senate, at such times or places as the committee or a subcommittee may deem wise, to consider proposed bills or bills to be proposed relative to the district of Alaska; to send for persons or papers, take testimony, and employ a stenographer; and that the expenses incurred shall be paid from the contingent fund of the Senate, upon vouchers to be approved by the Committee to Audit and Control the Contingent Expenses of the Senate—

the chairman of the Committee on Territories, Mr. Beveridge, appointed a subcommittee, consisting of Mr. Dillingham, chairman, Mr. Burnham, Mr. Nelson, and Mr. Patterson, with the understanding that they should visit Alaska and make a thorough investigation of existing conditions, her resources and her needs, with the purpose to ascertain and report what, if any, legislation is required for that district.

In presenting this report, Mr. Beveridge spoke as follows (from the Congressional Record of January 12, 1904):

Mr. President, from the Committee on Territories, I desire to present to the Senate the report of the subcommittee of that committee which visited Alaska under a resolution adopted near the close of the last Congress, together with testimony, statements, and other information gathered by the subcommittee.

"I wish, Mr. President, in presenting this report, to call the particular attention of the Senate to it. Within a day or two of the close of the last Congress I presented a resolution authorizing the appointment of this subcommittee. Accordingly, as chairman of the Committee on Territories, I appointed a subcommittee, consisting of the junior Senator from Vermont (Mr. Dillingham) as chairman, the junior Senator from New Hampshire (Mr. Burnham), the senior Senator from Minnesota (Mr. Nelson), and the junior Senator from Colorado (Mr. Patterson). These gentlemen, as a subcommittee, visited Alaska and spent in actual work two months' time of discriminating and intelligent investigation. That work is embodied in this admirable report, which is the report of the entire subcommittee, and drawn by its

chairman, the Senator from Vermont (Mr. Dillingham). It embraces original information gathered on the ground, and I believe it is the first report of full and first-hand information ever presented by a committee from either House to Congress for its guidance in legislating on the affairs of the district of Alaska.

"I direct the particular attention of the Senate to the feature of this report upon transportation and communication, which is of unusual value. Indeed, every line of this valuable document is weighty with facts and sound judgment. This subcommittee has accomplished the maximum of results with the minimum of expense. The recommendations are the recommendations of the entire subcommittee, with the exception that the junior Senator from Colorado (Mr. Patterson) holds that the district should now have a Territorial form of government, which the committee do not favor.

"I ask that 5,000 copies of the report itself and the map which accompanies it be printed, and that of the testimony and statements taken by the subcommittee 1,500 copies be printed. This is not an unusual number, I think, for a report so important, so timely, and so full, as is this notable presentation of the situation in the district of Alaska to the Senate and the country.

The committee met in Seattle and embarked from that port on the 28th of June; they gave two full months to the work indicated, their return to that point being accomplished on the 26th day of August. Their route led them northerly through southeastern Alaska to the head of Lynn Canal, a distance of 1,000 miles. Stops were made at Metlakatla, Ketchikan, Fort Wrangell, Juneau, Douglas Island, and the Treadwell Mines, Haines Mission, where the Government is now establishing a military post, and Skagway, which lies at the head of Lynn Canal and constitutes the entrance to the White Pass. From that point they continued their journey northerly through the White Pass, Lake Lebarge, Lewes River, and Upper Yukon, through Canadian territory to Dawson, a distance of about 600 miles.

Having visited the gold fields in that region, and having studied to some extent the character of the government in the Klondike territory, they continued their journey down the Yukon to St. Michael, situated near its mouth on Bering Sea, a distance of 1,600 miles. Stops were made at Eagle City, Fort Yukon (at which point the river crosses the Arctic Circle), Circle City, Rampart, Fort Gibbon, Anvik, Holy Cross Mission, and St. Michael. At the last-named place they found the U. S. revenue cutter *McCulloch* awaiting them, and with her at their disposal they visited Nome, St. Paul Island (the headquarters of the sealing industry), Dutch Harbor, and Unalaska, and passing through the Aleutian Islands into the North Pacific they continued their journey along the southern coast of Alaska, making stops at Karluk, Kodiak, Valdes, and Sitka.

They also made a second visit to Juneau, and, passing through Alexander Archipelago, returned to Seattle. The length of time spent at each place depended upon its population and the opportunities it afforded the committee to obtain information. Visits of several days each were made at Dawson, Eagle City, Rampart, St. Michael, Nome, and Dutch Harbor, while ample time was given to Karluk and Kodiak, Valdes and Sitka, and the other places indicated. At each place it was made known that the object of the visit was to make exhaustive inquiries in respect to existing conditions with reference to future legislation. Hearings were had, testimony was taken, and residents were consulted. The journey from Seattle out and back covered a distance of 6,600 miles, only 111 miles of which was made upon land conveyances.

In order to make an intelligent study of Alaska it is necessary to

remember that she has an area of nearly 600,000 square miles. Its immensity can only be comprehended when it is remembered that this is greater than the combined area of California, Oregon, Washington, Idaho, and Montana, and that the combined territory of all the States east of the Mississippi River only exceeds it by 25 or 30 per cent. It should also be remembered that its seacoast exceeds in extent that of the United States proper; that a vast river 2,200 miles in length, and which in volume of water carried compares favorably with the Mississippi, flows through the district in a westerly direction, and that into this is emptied the waters of other large rivers both from the north and from the south, the valleys of which tributaries have as yet hardly been explored.

It should also be remembered that Alaska has two distinct climates. From southeastern Alaska, following the southern coast of Alaska proper to the Aleutian Islands, it is exceedingly rainy. This portion is warmed by the Japanese current, which, flowing northwardly along the coast of Japan, is deflected to the east and reaches the coast of America along the southern portion of Alaska, carrying with it and distributing a part of the heat which it received at the equator and thus materially modifying the climate of that part of Alaska.

The fringe of Aleutian Islands along the southern coast of Alaska and a strip of the mainland extending perhaps 20 or 30 miles back from the sea, form a distinct climatic division which may be termed temperate Alaska. Here the temperature rarely falls very much below zero. At Sitka the mean temperature is reported at 32.5° F., and it is said not to vary more than 25° winter and summer. The rain and snowfall is excessive, the latter having amounted to 57 feet at Valdes in the winter of 1892-93. The conditions north of the Aleutian Islands and of the coast range are entirely different. It is stated by Judge Wickersham, who has given much attention to the matter, that:

The Yukon interior is low and flat. The Yukon River, where it crosses the British boundary line at Eagle City is but 800 feet above the sea level, though nearly 1,600 miles from its mouth. The rainfall in this vast region from the Bering Sea to the British boundary line, from the Arctic Ocean to the inland slope of St. Elias range, is not more than 12 inches per annum, a little more than falls in the parched mesas of Arizona. A foot of snow and rain falls on the southern coast for every inch in the interior.

Here are found the extremes of climate. The winters are dry but cold, the temperature often reaching a point 60° and 70° below zero. On the other hand, the summers are warm and pleasant. This whole valley is frozen to a great depth, ranging, it is said, from 40 to 100 feet; but with the advent of summer with its hot sun, which rises about 1.30 o'clock in the morning and sets at 10.30 p. m., thus giving about twenty hours of daylight, the surface thaws to a depth of from 2 to 4 feet. The subterranean cold storage furnishes the necessary moisture to plant roots and here grow wild and nutritious grasses, and in the few gardens along the Yukon are found growing all the hardy vegetables, including potatoes, also currants, raspberries, and salmon berries.

RESOURCES.

The resources of Alaska are indicated in part by the fact that since the cession she has yielded in revenues to the General Government nearly \$10,000,000, a sum greater by nearly \$1,000,000 than the entire

expenditure made in her behalf, as appears from the following table furnished the committee by the Treasury Department:

Statement of the revenues and expenditures of Alaska, fiscal years 1869 to 1903, inclusive.

RECEIPTS.

Customs	\$487,347.58
Internal revenue	140,952.71
Sales of public lands	25,039.97
Tax on sealskins	7,365,530.37
Rent of seal islands	990,000.00
Rent of islands for propagating foxes	9,200.00
License fees	305,967.76
License fees collected outside incorporated towns	118,278.80
License fees collected inside incorporated towns	49,448.30
Funds available for court expenses	16,338.28
Funds not available for court expenses	5,484.88
Customs, fines, penalties, etc	39,448.15
Judicial fines, penalties, etc	51,656.19
Fees and costs, judicial	8,445.88
Miscellaneous customs, fees, etc	23,455.60
Registers' and receivers' fees	2,599.20
Rent of Government buildings, etc	20,782.23
Miscellaneous	35,846.78
Total	9,695,822.68

EXPENDITURES.

Salaries, governor, etc	\$499,141.93
Contingent expenses of the Territory	34,063.44
Salaries and expenses, office of surveyor-general	38,501.08
Collecting customs revenue	777,278.76
Collecting internal revenue	25,810.00
Expenses of United States courts	1,919,796.46
Expenses, office United States marshal	81,063.25
Salaries and expenses, agents at seal fisheries	320,032.88
Protection of sea otter, seal, and salmon fisheries	249,220.32
Expenses of revenue vessels in Alaskan waters	1,332,898.37
Scientific investigation of the fur-seal fisheries	41,000.31
Rufuge station, Point Barrow	37,430.53
Construction and repair of buildings, etc	73,179.29
Military roads and bridges	100,000.00
Military telegraph and cable lines	673,548.67
Alaska boundary survey	148,414.53
Light and fog signal stations	292,805.13
Reindeer for Alaska	137,312.40
Support of Indian schools	52,306.98
Education of Indians	22,160.45
Education of children	526,117.03
Schools outside incorporated towns	55,542.25
Salaries and commissions, land offices	25,562.33
Pay of Indian police	28,905.18
Supplies for native inhabitants	205,515.64
Expenses of steamer <i>Albatross</i>	20,000.00
Expenses of steamer <i>Thetis</i>	66,433.04
Survey of Yukon River	98,633.14
Revenue steamer for Yukon River	39,999.16
Relief of people in the mining regions	195,927.50
Bering Sea awards and commission	483,842.65
Miscellaneous expenses	94,338.29
Estimated in part	8,696,780.99

It is also estimated that the nation has been enriched by the fur industry to the extent of \$52,000,000; that the value of the salmon

taken in the Alaskan fisheries has been \$50,000,000, and that the output of gold since 1898 has amounted to more than \$31,000,000. It is further indicated by the fact that Alaska's annual contribution to the wealth of the nation from her mining and fishing industries alone is double in amount the price paid by the United States Government for the cession of the Territory. And yet hardly a beginning seems to have been made in the development of her mineral resources. Here and there settlements have been made by brave and farsighted men, but they are few and far between.

FISHERIES.

In 1882 only 21,765 cases of canned salmon were brought out, while in 1902 the enormous growth of the industry was indicated by an output of 2,631,320 cases, valued at about \$8,000,000 and upon which the Government derived a revenue of \$105,253.

The growth and distribution of the industry is indicated by the following table furnished the committee by the Bureau of Statistics:

Complete table of Alaska salmon (canned) pack, by districts, from its earliest inception in 1878 to the close of the season in 1903.

NUMBER OF CASES.

Year.	Southeast Alaska.	Prince William Sound and Copper River.	Cook Inlet.	Kodiak and Chignik.	Bristol Bay, Bering Sea.	Total.	Tax.
1878.....	8,159					8,159	\$326
1879.....	12,530					12,530	501
1880.....	6,539					6,539	292
1881.....	8,977					8,977	359
1882.....	11,501		6,044	4,200		21,745	870
1883.....	20,040		14,818	13,479		48,337	1,933
1884.....	22,189		21,141	20,156	400	63,886	2,555
1885.....	16,728		19,217	33,470	14,000	83,415	3,337
1886.....	18,660		28,433	46,150	48,822	142,065	5,683
1887.....	31,462		30,765	71,750	72,700	206,677	8,267
1888.....	81,128		42,451	198,650	89,886	412,115	16,485
1889.....	141,760	24,204	50,494	386,753	115,985	719,196	28,768
1890.....	142,901	42,194	28,655	350,451	118,390	682,591	27,304
1891.....	156,615	68,091	58,997	384,279	133,418	801,400	32,056
1892.....	115,722		20,741	274,755	63,499	474,717	18,988
1893.....	136,053	76,998	31,665	291,152	107,786	643,654	25,746
1894.....	142,544	78,663	34,033	322,356	108,844	686,440	27,457
1895.....	148,476	59,494	36,188	232,237	150,135	626,530	25,061
1896.....	262,381	92,866	34,767	358,357	218,336	966,707	38,668
1897.....	271,867	52,057	32,532	298,310	254,312	909,078	36,363
1898.....	251,385	60,826	56,442	277,703	318,703	965,097	38,604
1899.....	310,219	61,795	52,115	242,185	411,832	1,078,146	43,126
1900.....	456,639	69,998	63,775	358,450	599,277	1,548,139	61,925
1901.....	757,487	77,195	60,487	428,477	753,015	2,076,661	83,066
1902.....	939,311	88,637	93,867	466,853	1,042,652	2,631,320	105,253
1903.....						2,204,423	88,177

The committee visited the canneries at Karluk on the island of Kodiak, where it is said there is a capacity for canning 60,000 salmon per day. The number of red salmon taken in a single forenoon in the presence of the committee was estimated at between 40,000 and 50,000.

It will be noted that the total pack for the present year is considerably less than for 1902. It was remarked by the cannerymen that fish were not running as freely as heretofore, which fact is suggestive of the inadequacy of the present method for stocking the waters with salmon fry.

In the opinion of the committee some provision ought to be made for propagating salmon in sufficient quantities to insure the permanency of the supply. The present law requiring the establishment of a hatchery by each company engaged in the canning business, and the planting of ten red salmon fry for each red salmon caught, never has been fully enforced and never can be without great and disproportionate expense. If it were done many of the smaller companies would be forced out of business, the cost of maintaining a proper hatchery being greater than the profits of the business will warrant. How far the larger companies have observed the law is made apparent by the report of Special Agent Kutchim in 1902. He says:

The total output of fry for the season aggregates 70,000,000, the catch having been 36,265,056. At a ratio of ten to one, there should have been planted 362,652,560; thus only about 18 per cent of the requirement has been met.

It appears to the committee that it would be better for all concerned if the entire system of propagation be undertaken by the General Government. Let hatcheries be established at as many places as may be found necessary and their products in fry be deposited where and in such number as will best serve the public interests, the entire expense to be laid upon those in the salmon industry in proportion to the amount of their respective products. Down to the present time those engaged in salmon culture upon streams emptying into the bays where other canning operations are carried on, while at great expense in maintaining hatcheries, have not been able to enjoy the sole benefits of their efforts in that direction. The bays have been open to all who saw fit to come, and many cargoes of fish have been carried out by those who had not assumed the expense of maintaining hatcheries. It is believed that the plan above suggested will not only be successful in keeping up the supply of fish, but will work equitably between those who are engaged in the fish industry.

OTHER FISH.

The great wealth to be derived in the cod, herring, and halibut fisheries of the Alaskan coast is little comprehended, because, down to the present time, few have sought it. That these varieties of fish abound is conceded by all, and the committee predicts that the annual catch of cod can be made to exceed that of Newfoundland or any other part of the world. Whether the climatic conditions of the region, which militate against successfully curing, will permanently operate to retard has not been fully determined.

MINERALS.

The production of gold in Alaska has steadily increased since 1898, when it amounted to only \$2,517,121. In 1899 it was \$5,602,012. In 1900, when there was a rush into the district, the output increased to \$8,165,456. In 1901 it fell back to \$6,885,700, but in 1902 it reached the sum of \$8,345,800.

The largest amount has undoubtedly come from Seward Peninsula, of which Nome is the principal settlement. In the immediate vicinity of this city are found deposits of the richest character and which have as yet been but partially worked. The entire territory for several miles around has been taken up and staked off. In other sections of

the peninsula, notably in the Council City district, are found large areas of low-grade earth, which is now being handled with modern methods with great profit.

Nome also has cheap transportation. Provisions are laid down there as cheap as they can be purchased in Seattle, Portland, or San Francisco plus an ocean freight rate with strong competition. The miners there have that advantage over those in the distant interior. The result of that advantage is the development of large areas of low-grade ground throughout the Seward Peninsula. Moreover, by reason of cheap freights, modern heavy machinery has been brought in, pumping stations erected, and all modern devices adopted to produce gold economically and in large quantities. It was expected that nearly \$5,000,000 in value of this metal would be shipped from Nome the present season.

The next largest field of production is undoubtedly that of southeastern Alaska, where quartz mining has been carried on many years and where there are established some of the largest stamp mills in the world. The Juneau district, which includes Silver Bow Basin and Douglas Island and the Treadwell Mines, has long been noted for its output, and in recent years the Ketchikan district has been rapidly coming to the front. The latter includes Prince of Wales Island, Revillagegido Island, and many smaller ones, as well as a part of the mainland.

The third field in point of production at the present time, but one which has potential possibilities in the future, is what is generally termed the Yukon district. It may be described as extending from the international boundary line between Alaska and the British territory, westerly as far as the Tanana River, a distance of 500 or 600 miles; and from the Yukon River (which at one point touches the Arctic Circle) southwardly to Mentasta Pass. This area is estimated to contain from 80,000 to 100,000 square miles of territory. It is watered by large rivers flowing into the Yukon, and which in their turn are fed by smaller tributaries so numerous that they have never been accurately counted. The concensus of opinion among all those who have studied conditions in this section is that it is filled with placer deposits of gold. That on all the streams running into the Tanana and the Yukon gold is found, and in many instances demonstrated to be in paying quantities.

Within this tract are the already well-known gold fields of the Tanana, on account of which the towns of Fairbanks and Chena have sprung up and become prosperous centers; also those south of Rampart, on the Big and Little Manook and their tributaries; also those on Birch Creek and its tributaries, some 60 or 70 miles south of Circle; also the Fortymile district, so called, which lies immediately west of the international boundary line and alone constitutes an area of 15,000 square miles, the population of which has run as high as 2,000 souls. Its mining camps are too numerous to be enumerated. The deposit has been found general and widespread; not phenomenally rich, as at Nome and in the Klondike, but presenting a field that is vast in extent, and one which will be found highly profitable when worked under modern methods. It is peculiarly adapted to extensive operations.

Immediately south of the Fortymile district, and extending to the waters of the North Pacific at Valdes, lies the Great Copper River Valley, concerning which the most positive predictions are made in

respect of its hidden wealth, both in gold and copper, particularly the latter. Of the extent of its copper deposits and the quality of its production comparatively little is known, owing to the conditions which have prevented their development and examination. Much of this territory lies at a distance of from 100 to 200 miles from the Pacific coast and an equal distance from the Yukon River, and is not connected with either by wagon road or any navigable stream. It has been impossible to bring to the sea or to the river the product of these mines in sufficient quantities to fully test their value. It should be said, however, that tests, so far as they have been made, have induced the belief that this valley contains a vast hidden wealth. A report on the geology and mineral resources of this valley, published by the Government in 1901, after discussing outward indications from a scientific standpoint, says:

On the whole, it is regarded as conservative to say that the indications in the Copper River district are exceptionally favorable for the presence of copper in quantities of sufficient importance to warrant the expenditure of capital for a very thorough exploration.

Mention ought also to be made of the Koyukuk district, so called. The precinct is larger than the combined area of the States of New York, Pennsylvania, and New Jersey. It extends from the Yukon to the Arctic Ocean and from the Chandler River to the Colville, and has a present population of about 1,000 people, 500 of whom are whites. These are congregated in and about Coldfoot, situate about 600 miles from the mouth of the Koyukuk and 60 miles inland from it, and the majority are engaged in mining. The general character of the mining district is represented quite like that south of the Yukon, though some exceptionally rich earth has been discovered.

OTHER METALS.

Silver has yet been produced only in limited quantities, there being no distinctively silver mines in operation. The output of this metal in 1898 was \$114,390; in 1899, \$229,343; 1900, \$119,464; 1901, \$51,433; 1902, \$118,950.

The tin deposit has only been known for the past three years and can not yet be said to have reached a producing stage. It has been reported in Nome during the last two months that extensive tin deposits have been discovered upon the Seward Peninsula, and a few tons of ore have during the present year been shipped to the smelter.

The committee are not aware that any iron deposits have been developed in Alaska. They are informed that a fine quarry of marble has been discovered in southeastern Alaska, but no extensive development of the quarry has been inaugurated.

The annual coal production is approximately four or five thousand tons with a value of from forty to fifty thousand dollars. This will probably be very much increased, as explorations of some extent have been begun during the past season.

The boring for petroleum in Alaska was inaugurated about two years ago, but as yet there has been practically no commercial production, though a few barrels have been shipped to the States.

TRANSPORTATION.

Congress has provided a government for the district, which has afforded good order among the people, and has enabled the inhab-

itants of the various towns to institute local governments, in which they administer their own affairs; but substantially no legislation has been adopted calculated to aid them in the development of the great areas of gold and copper producing territory before mentioned.

The condition of Alaska in her vastness is best described by the fact that, outside the few and scattered settlements called towns, which are found in different parts of Alaska proper, and most of which are but the centers of mining interests, *there is not to be found a single public wagon road over which vehicles can be drawn summer or winter.* The only approach to one is the military trail extending from Valdes, on the Pacific, to Eagle, on the Yukon, constructed by the War Department in 1899-1900. This, however, is only fit for saddle and pack animals. Transportation during the summer is conducted almost wholly on the waterways and on pack horses, and during the long winter months by the use of dog teams upon trails broken out in the snow or on the ice for that purpose.

The development of Alaska depends more upon the improvement of transportation facilities than upon any other one instrumentality. It must be borne in mind that substantially everything consumed by the people and everything required to carry on business must be brought in from outside. A glance at the map will clearly indicate the immense distances which have to be traversed.

Nome, although situated 2,550 miles from Seattle and 2,880 miles from San Francisco, receives her supplies at fairly reasonable prices, owing to the fact that regular lines of steamships are plying between the points indicated, and in competition with each other.

It is also true that all places in southeastern Alaska are well served by different lines of boats running between Seattle and Skagway, a distance of 1,000 miles, as stops are made at all intermediate points.

The situation upon the Yukon and upon her great tributaries is, however, entirely different and one fraught with great hardship to the people. All goods intended for use in the entire Yukon Basin, if brought over American routes, must be taken in ocean-going vessels to St. Michael, a distance of 2,550 miles from Seattle and 2,780 from San Francisco, and there be transferred to river boats and transported against the current of the stream to the various points along the river. From St. Michael to Rampart it is 950 miles, to Circle 1,310 miles, to Eagle 1,500 miles, and to the Canadian city Dawson, 1,600 miles. Two corporations do substantially the whole transportation business between St. Michael and Eagle. Both of them are also engaged in mercantile business, each having a place of business at every American town on the river, also at Dawson, where their largest storehouses are located.

Great stocks of goods of every kind and description are brought in during the three months of open navigation and stored in the warehouses at Dawson, from which place they are distributed in all directions during the ensuing winter. The freight charges on goods brought to the different points upon the river by these transportation companies is shown by the following table which was furnished the committee by Judge James Wickersham, who stated that it was prepared from the tariff sheets of the North American Transportation and Trading Company, and the Northern Commercial Company, the only transportation companies doing business on the Yukon River in American territory. The local and through rates are the same for both companies.

Alaskan freight rates, 1903, to Yukon River points.

Destination.	North American Transportation and Trading Co.'s local freight tariff between St. Michael and Dawson. Rates in dollars per ton of 2,000 pounds or 40 cubic feet at ship's option.			Northern Commercial Co.'s through freight tariff between San Francisco or Seattle and Yukon River points. Rates in dollars per ton of 2,000 pounds or 60 cubic feet measurement. April 10, 1903.		
	Miles.	Upstream.	Downstream.	Miles.	North bound.	South bound.
St. Michael	0	-----	\$45	1,601	\$30	\$27
Kotlik	67	\$15	43	1,584	35	30
Andreofsky	181	18	41	1,420	38	32
Russian Mission	293	22	39	1,308	40	34
Holy Cross	358	24	37	1,243	40	34
Anvik	405	26	36	1,196	40	35
Greyling	427	27	36	1,174	45	35
Kaltag	570	31	33	1,031	50	38
Nulato	610	33	32	991	50	39
Koyukuk mouth	630	34	31	971	50	39
Novikakat	762	38	28	839	55	42
Weare-Tanana	901	42	25	780	55	45
Baker Creek	981	60	45	1,000?	-----	-----
Chena-Fairbanks	1,201	70	55	700?	80	65
Rampart	981	44	23	620	55	47
Fort Hamlin	1,072	46	21	529	57	49
Dahl River	1,082	47	21	519	57	49
Fort Yukon	1,224	50	18	377	60	52
Circle	1,309	53	15	292	65	54
Star City	1,479	56	12	122	70	58
Eagle	1,499	56	11	102	70	58
Cliff Creek	1,537	57	10	64	70	59
40-Mile Cudahy	1,548	58	10	53	70	59
Dawson	1,601	60	-----	0	70	60
Bergman	1,070	-----	-----	-----	100	75
Bettles	1,150	-----	-----	-----	135	95

When it is considered that supplies of every description must be brought in from the outside during the three or four months of open navigation and stored for future use, it can be easily understood why, with freight, interest, and insurance added to the original cost of the goods, prices should be exceedingly high. When to these prices is added the additional cost of packing goods from the river points to the interior, where mining operations are going on, or having them transported during the winter months through the use of dog teams, no one will be surprised at the slow development of that great area lying south of the Yukon and west of the international boundary line.

The inaction of our Government is manifest. It has done nothing to relieve this condition. It has neither built roads nor provided other means of transportation, and the hardy and adventurous citizens who have sought the wealth hidden in the valley of the Yukon, the Koyukuk, and Seward Peninsula have done so amidst difficulties that can only be understood by those who have made a study of the situation.

The action of the Dominion government has been a marked contrast to the inaction of the United States. Prior to 1896 and 1897 there was practically no settlement in the region of the Klondike and no development of its resources, but as soon as gold was discovered and miners from various sections swarmed in to seek their fortune the government immediately began the construction of roads leading from Dawson to the camps. During the last five years it has expended \$750,000 in that work. This sum is the first cost of 850 miles of wagon roads and winter trails. They now have 225 miles of thoroughly-built roadways, over which the heaviest freighting is done, coaches are run, machinery of such weight and dimension as to require the use of from six to twelve horses is brought in.

Owing to the newness of the roads and the heavy traffic upon them, the government has been obliged to spend \$90,000 annually in their maintenance and improvement. Up to this time the combined cost and maintenance of these roads has required an investment of \$1,025,000. The committee when at Dawson were taken out to view the mining operations in that vicinity and, besides visiting a large number of plants and witnessing the operations there carried on, were driven a distance of more than 40 miles in a coach drawn by six horses. The roadbeds were hard and smooth—as good as would be found in almost any section of the United States.

When a settlement is started that has promise of permanency it is the custom of the Canadian authorities to send out engineers to investigate conditions, and upon their report the local government determines when and where roads shall be established and presents estimates therefor. The Dominion government makes the necessary appropriations of money and the road is at once constructed. The result of this system has more than justified the expenditure required. To in part meet this expense a system of taxation has been adopted in which a license fee from miners and an export duty upon gold are features.

In contrast with this, attention is called to the conditions in the Fortymile district just across the line in American territory. Eagle should be the base of supplies for this entire district as well as for the headwaters of the Tanana, but not a rod of wagon road has been provided for by the Government. In the absence of such wagon roads the American population makes its purchases in Dawson. The goods are floated down the Yukon to the mouth of the Fortymile, then poled or lined up that stream as far as possible and carried on pack animals the remaining distance. In winter they are brought on Canadian roads to the boundary line and drawn by dogs the remaining distance.

The results are indicated by the fact that in 1902 when the Canadian Yukon miner could have flour delivered to him at \$8 per 100 pounds the American miner at Chicken Creek had to pay \$32. In the summer of 1903 when he was paying \$7.50 for his flour his American friend was paying \$18. The difference in the price of ham and bacon in the two places was nearly 25 cents per pound. The price of condensed cream was doubled to the American; the same was true of onions, while the price of potatoes was three times as great to the American. What is true of this district is equally true of the Copper River Valley, the Tanana, the Koyukuk, and other gold fields before mentioned.

The committee are strongly of the opinion that a great obligation rests upon the Government of the United States to adopt a system of wagon roads for the relief of miners in the American territory, and that as a basis for such a system a well-constructed wagon road should connect the waters of the Pacific at Valdes with those of the Yukon River at Eagle, the length of which to be about 400 miles. This should follow the general lines of the military trail constructed under direction of the War Department, by Captain Abercrombie, in 1899 and 1900, along which trail there has since been constructed and put into operation a military telegraph line. Valdes is the most northerly harbor in the Pacific Ocean. It is in all essential particulars the finest harbor on the coast, being open and free from ice throughout the year, and is the natural gateway to the interior. It is the key to the Copper River country, the upper Tanana, and the Fortymile district, and to their future development. The time has now come

when the construction of a wagon road over this route is imperatively demanded.

Dawson commands the Klondike trade because she is the center of that mining district, with all portions of which she is connected with well-worked roads and trails. Moreover, her warehouses are stocked with goods of Canadian manufacture brought via the Canadian Pacific Railroad to Vancouver, by Canadian vessels to Skagway, by Canadian Railway to White Horse, and thence to Dawson in Canadian boats or over Canadian stage lines. She is also stocked with goods which have been brought in American vessels via Dutch Harbor, St. Michael, and up the Yukon River. She not only has the trade of the Canadian country but also much of that upon the American side because of the absence of roads from Eagle and other American towns on the Yukon to the mining camps in American territory.

By reason of her location Eagle should be the distributing point for American goods for a great portion of the Yukon basin. Freights to that point are now substantially the same as they are to Dawson, and with the increased advantage which would accrue with the road open from Valdez, Eagle's freight rates would be even lower than Dawson's.

This all-American route—

Says an officer of the Copper River exploring expedition in 1900— is some 200 miles shorter than either the Skagway or White Pass or Dyea or Chilkoot roads. It is the only route that can be traveled to the coast from the Yukon without being compelled to make a long and tortuous passage by boat. By taking this route no disagreeable transfers, such as are found on the other roads to the Yukon, are necessary. It will be found the cheapest and most feasible route to take stock into the region of the Yukon, being accessible to Dawson, Fortymile Post, Fort Cudahy, and Eagle and Circle cities, as well as to the different mining camps in the Forty-mile country. There is an abundance of grass as well as water along the route for stock from May to October. Stock can be grazed along the way as far as Mosquito Valley, and there left to be drawn upon from time to time as occasion demands. There is an excellent opportunity for enterprising and aggressive persons to make money by shipping stock to Valdez and then driving them through to the Yukon. Cattle could be made to sustain themselves en route, and, if carefully driven, should be in excellent condition when they arrive at their destination. The price of fresh dressed beef in the Fortymile and Yukon districts ranges from \$1 to \$1.50 per pound. It undoubtedly makes the shortest, easiest, and most direct connection between the Yukon district and the Alaskan coast.

Edward Gillette, the engineer of the exploring expedition above mentioned, in discussing the feasibility of building a railroad along this line, says:

Compared to the narrow-gauge line now in operation from Skagway over White Pass to Lake Bennett, the only railroad now in Alaska, the showing is as follows, on a few vital points:

Maximum grade on White Pass and Yukon Railway, 206 feet per mile on both sides of pass.

Maximum grade on Valdes route, 150 feet going north and 125 south.

Maximum curvature on White Pass and Yukon Railway, 16 degrees.

Maximum curvature on Valdes route, 10 degrees.

Elevation of summit White Pass and Yukon Railway, 2,880 feet.

Elevation of summit Valdes route, 2,550 feet, or 1,700 feet via Marshall Pass.

Besides the above, it is understood that the White Pass and Yukon Railroad is handicapped greatly in its operation by snowslides. On the Valdes route this serious impediment to travel has been practically eliminated by the peculiar formation of the country and the careful placing of the line. The very important condition is also obtained for this country in having a route entirely in United States territory, and thus avoiding all the complications resulting from endeavoring to develop a vast territory full of mineral wealth across 400 miles of foreign soil.

Valdes Harbor and the route via Keystone Canyon to the divide furnishes the

most practical and economical route for the development of central Alaska and bids fair to more than hold its own for the freight business of Dawson and vicinity. With a fine harbor open the year around and a railroad route comparatively free from blockades, built on lighter grades and curvatures than the other route, Valdes may well lay claim to being the main gateway for Alaska commerce.

A main line of railway from Valdes to the Yukon will command a large amount of freight now going by other routes and greatly stimulate the settlement and development of a vast country. Branch lines will later be constructed to accommodate the business resulting from the discovery of copper and gold in this highly-mineralized section. Discoveries of coal recently made at several points will expedite the work of opening up this region. What discoveries will be made the coming season no one can foretell, but it is my belief that a railway constructed immediately over the route as indicated would have a paying business as soon as it could be opened for travel and freight. Thousands of miles of profitable railway have been built in the United States in less promising regions.

Mr. Gillett pertinently adds:

It is of considerable value to this country in having this main route for transportation within its own territory, and, consequently, jurisdiction. Some of the many complications which have arisen in the Canadian Northwest Territory will be eliminated and Alaska developed without the hindrance or consent of a foreign country. This deserves our patriotic consideration. Our prospectors will have an opportunity of getting into the region at the head of the Tanana River and its eastern tributaries, and on soil belonging to the United States. With a competent competing route to Dawson that country would be greatly benefited and would aid in the settlement of pending questions with the Canadian Government.

Regarding the cost of a railroad, he adds that such a railroad line in our western country would cost not more than \$16,000 per mile, and that a direct line from Valdes to Eagle could be built, equipped, and made ready for business at a cost not to exceed \$20,000 per mile.

While in the opinion of the committee a railroad such as has been described is a manifest necessity to the proper development of Alaskan territory, they do not hesitate to say that the bright, earnest, and aggressive business men of Valdes do not now demand at the hands of the Government the construction of such a railroad, but will be satisfied if a well-constructed wagon road is built over this route. They believe that the establishment of this road will result in such a development of the wealth of the Copper River Valley and of the gold fields of the Yukon that, in the not far distant future, private capital will find profitable investment in the construction of a steam railroad.

Mr. B. T. Millard, of Valdes, is the owner of copper property in the interior and is enthusiastic over the prospects of improved transportation facilities. He is the owner of a copper nugget which he testifies will weigh three tons and which he is anxious to exhibit at the Louisiana Purchase Exposition, but has no means of transporting it to the coast. He has made a standing offer of \$2,500 to any person who will bring it to Valdes, but as yet the offer has not been accepted. He is a man of a good deal of experience and is strongly of the opinion that a good wagon road can be built over the line indicated at a cost not to exceed \$5,000 a mile, and stated to the committee that he would take the contract at that price.

The advantages which would accrue to the vast territory which would be opened by a system of wagon roads and trails can not be overestimated. The development of its mineral resources, whether of gold or copper, requires the use of heavy modern machinery, which it is impossible to bring in under present conditions; but with the introduction of such machinery and the use of numberless streams of water which now run to waste vast enterprises would be established,

immigration would be induced, and a permanent population wedded to the soil might result.

An additional reason why the road should be built is the increased and more economical postal facilities it will make possible. That this is vastly important will be conceded when it is remembered that the people of the interior sit in darkness, so to speak, for eight months in the year without the receipt of a newspaper, magazine, or book to put them in touch with the outside world. Mr. James Fish, who with his brother holds the contract for transporting mails over this route, testifies that it now costs the Government \$44,000 dollars per annum for a bimonthly mail service between Valdes and Eagle, between May 1 and November 30, and a weekly service from December 1 to April 30. The compensation received for carrying these mails is all the advantage that can be derived from the contract. That with a wagon road established traffic would open up between all American towns and mining camps in the Forty-Mile district, the Yukon, and the Tanana, and very soon a daily stage line between Valdes and Eagle would be a profitable undertaking, and the mail contract would become a matter of less importance. It is also his opinion that with the wagon road built the Department would find no difficulty in letting the mail contract at a sum not to exceed \$15,000 per annum, thus effecting an annual saving over present prices of \$29,000.

It is said that during the last year the War Department spent \$35,000 for transporting supplies between Valdes and Mentasta, about one-half the distance to Eagle, for the maintenance of its telegraph system. It is probable that a similar amount is spent by the commander at Fort Egbert (Eagle) for transportation of supplies from that point to the Tanana River. It is estimated that if the road is built these supplies can be transported at one-third the present cost, thus affecting to the War Department a saving of \$46,000 annually. The committee have not been able to secure these items of cost from the War Department, but they are believed to be substantially correct. They are confirmed in this belief by the following passage from the report for 1903, of the Chief Signal Officer of the Army, General Greely. He says:

It is impossible to adequately set forth the tremendous difficulties under which Alaskan military telegraph lines have been constructed and maintained. In general, it is to be premised that not 20 miles of constructed wagon road exists in the country traversed. As a rule, all material has been sledded into the interior in midwinter or carried by pack animals over the roughest imaginable trails. Conditions were so difficult that some coils of wire were carried 145 miles by pack. The magnitude of the work may be inferred by the statement that from Fort Egbert alone, between November 20, 1902, and June 30, 1903, no less than 220 tons of supplies and material were sledded or packed into the interior, it being impossible to move a ton by wagon.

With this road established and with branches running to the headwaters of the various streams emptying into the Yukon, and which have their rise in the section of the country north of Mount Wrangell, Eagle would probably become to Alaska what Dawson is to the Klondike. Moreover, it would enable Alaskans to purchase and consume American goods. The importance of some action to save the Alaskan market to American merchants and American goods is emphasized by the proposition to extend the Grand Trunk Railway system across Canadian territory to Port Simpson, and, as has been suggested by the governor of British Columbia since the settlement of the boundary question, even to Dawson. A comparison of distances will show that

goods landed at Port Simpson have the advantage over those at Seattle in that they are 670 miles nearer Ketchikan, Juneau, Skagway, and Dawson; 610 nearer Sitka, 605 nearer Valdes, and 495 miles nearer to Dutch Harbor, St. Michael, and Nome.

The only project which the United States Government can at present propose as an offset to this stupendous undertaking of Canada is to connect the waters of the Pacific at Valdes with those of the Yukon at Eagle. Valdes's position makes it the nearest seaport to the whole northern interior of Alaska and the northwestern territory of Canada. Copper River breaks through the Alaskan range at a short distance from Valdes and, as already appears, the grades are such that there will be no difficulty in surmounting the divide and reaching the valley of the Yukon. Through this valley in the summer months the whole interior of Alaska and portions of the Yukon territory can be opened up to American trade.

The construction of a wagon road will undoubtedly be followed by the establishment of a steam railroad, and this will be the first great step taken by the Government toward holding Alaskan trade for the United States. It is as much of a duty to build the road and secure the American interests of that district to the United States as it was to build the first Pacific railroad to connect the Pacific coast with the territory east of the Rocky Mountains. British capital built the railroad from Skagway through American territory to the summit of the White Pass. This road has been immensely profitable to its owners, and, though this route is the longer from tide-water to Dawson, it is the only open road to the interior. The necessity for other roads in other sections of the district is urgent, and provisions for their construction should be adopted as rapidly as possible.

HOW THE EXPENSES MAY BE MET.

The expense of such a system of highways must necessarily be great, but it need not be wholly incurred at one time. From the table of revenues and expenditures of Alaska for the fiscal years 1869 to 1903, inclusive, which appears early in this report, it will be found that during that period the revenues greatly exceeded in amount the expenditures, and that having paid every conceivable charge against Alaska there stands to the credit of that district in the Treasury of the United States an excess of \$999,041.69, which ought to be expended in internal improvements.

In this connection attention is called to the following table of Alaskan revenues for the fiscal year 1903:

RECEIPTS.	
Customs	\$70, 938. 66
Internal revenue	17, 494. 58
Sales of public lands	2, 286. 56
Tax on seal skins	286, 133. 40
Rent of fox islands	100. 00
License fees collected outside incorporated towns	46, 413. 98
License fees collected in incorporated towns	26, 985. 00
Funds available for court expenses	7, 814. 89
Funds not available for court expenses	2, 311. 35
Custom fees, fines, etc	4, 547. 44
Rent of Government buildings, etc	2, 451. 04
Registers' and receivers' fees	505. 04
Miscellaneous	35. 10
Total	468, 017. 04

EXPENDITURES.

Salaries, governor, etc.....	\$51, 124. 43
Contingent expenses of the Territory	2, 000. 00
Salaries and expenses, office of surveyor-general	8, 692. 06
Collecting customs revenue	60, 814. 64
Collecting internal revenue	2, 400. 00
Salaries and expenses, agents at seal fisheries	10, 502. 45
Protecting salmon fisheries.....	6, 138. 38
Reindeer for Alaska	12, 194. 50
Schools outside of incorporated towns	30, 207. 80
Salaries and commissions, land offices	3, 556. 39
Pay of Indian police.....	2, 000. 00
Expensas of United States courts	^a 534, 000. 00
Expenses, office of United States marshal	2, 016. 72
Expenses of revenue vessels in Alaskan waters	^a 115, 000. 00
Military telegraph and cable lines.....	384, 007. 20
Light and fog-signal stations	183, 485. 12
Supplies for native inhabitants	19, 586. 20
Miscellaneous.....	5, 940. 52
Total	1, 433, 666. 41

It will be seen that every item of expense that can, under any theory, be charged in the debit and credit account against Alaska appears in the foregoing table of expenditures, and it will at once occur to everyone that if the Government of the United States were to assume the payment of such items as it assumes and pays in all the Territories of the United States where a Territorial government has been established, the following items should not enter into the account, to wit:

Salaries, governor, etc.....	\$51, 124. 43
Expensas of United States courts	^a 534, 000. 00
Expenses, office of United States marshal	2, 016. 72
Expenses of revenue vessels in Alaskan waters	^a 115, 000. 00
Military, telegraph, and cable lines.....	384, 007. 20
Light and fog-signal stations	183, 485. 12
Supplies for native inhabitants	19, 586. 20
Miscellaneous.....	5, 940. 52
Total	1, 295, 160. 19

With these items thrown out the legitimate charges which should be paid by the people of the district would appear to amount to only \$138,506.22, or the difference between \$1,433,666.41 and \$1,295,160.19; and as the receipts by the Government are \$468,017.04 a balance of \$329,510.82 appears, which in the opinion of the committee should be devoted to internal improvements which will tend to develop that district.

The revenues of the district might be well increased by a higher rate of taxation upon the fishing industries. Alaska in her salmon industries alone adds annually to the world's wealth about \$8,000,000, but the district derives but trifling benefits from the industry. It is to a large extent controlled by corporations and carried on through operatives who are brought from San Francisco and other outside ports in the spring and who return in the autumn. Only a small portion of the wages paid them is expended in Alaska. The tax of $\frac{1}{4}$ cents per case yielded in 1903 a revenue of \$88,170. The rate of taxation might well be raised to 10 cents a case which upon the same basis of production would yield a revenue of \$220,442.30 or an increase of \$132,265.30 annually.

The available revenues thus increased with other additions which will be suggested by appropriate bills will, it is believed, constitute an annual fund which, if wisely expended, will result in a grand advance in Alaska's development and wealth.

AGRICULTURE IN THE INTERIOR.

Upon the establishment of transportation facilities in the vast interior of Alaska depends almost wholly the demonstration of the agricultural possibilities of that section of our Territory. No one will consider for a moment the proposition to enter upon agriculture without a market in which agricultural products can be sold, and in the absence of other industries which will attract a population such a market can not be established.

The difficulties to be overcome in opening up farms and in operating them are incident to the latitude and nature of the country. In most sections the ground is frozen to a great depth, at many places from 40 to 100 feet in depth. The surface is wet and boggy and consists of moss, bunch grass, and other growths, the whole of which must be removed before the soil can be reached, drained and prepared for crops. When reached, however, it is rich and well adapted to the agriculture of that latitude. When thus uncovered the warm sun of summer, shining through twenty hours of the day, thaws the surface for from 2 to 5 feet, and radishes, turnips, potatoes, lettuce, cabbages, cauliflower, and peas are quickly grown, also red currants; raspberries, blueberries, and salmon berries grow upon the hills.

As yet no experiments have been made to grow grain in commercial quantities. At the experiment stations apparent success is reported, but the committee met no residents in the interior of Alaska who had attempted its cultivation for profit. At Eagle and Circle City they were shown small patches of oats which showed a good growth of straw but it was too early to determine whether the grain would mature. At Rampart they were shown in sample quantities, black Russian oats produced last year at the experiment station located at that place. With land properly prepared it is probable that oats and barley when acclimated, will mature in favorable seasons. In many places, in what are known as the agricultural sections, wild but nutritious grasses grow in abundance. Most of it is what is known as Alaskan red top, which grows to a height of 3 feet. This makes a good quality of hay when properly cured. Owing to the amount of rainfall in Copper River Valley and the more moderate rains which prevail late in July in the Yukon country, the curing of the grass is attended with some difficulty. In the more humid sections the grass must be allowed to ripen and when cut must be placed in large cocks sufficiently above the surface of the ground to permit a good circulation of air.

The largest sections suited to agricultural experiment and developments are probably found in the valleys of the Tanana, the Katishna, the Copper, and in the Mosquito Flats. The Yukon is considerably hedged in by hills.

The Tanana is described as a valley which, upon an average, is from 30 to 35 miles in breadth and 800 miles in length, and it is said that its warm season is longer by two or three weeks than that of other sections. Opening out of the Tanana, about 80 miles from its mouth, is the valley of the Katishna. It is said to be 50 miles in breadth, well

timbered, producing a good growth of grass and abounding in moose, caribou, and bears. The Copper River valley, a section 200 miles in length and 40 in width, is said to abound in grass and to present favorable agricultural possibilities.

The same is true of the Mosquito Flats at the headwaters of the Forty Mile, which are estimated to cover an area of 200 square miles. It was the opinion of all with whom the committee came in contact, and who had given the question consideration, that the agricultural feature of Alaska's development must for the present depend upon and become an incident of the development of her mines. A market must be established sufficient to warrant the outlay before farms will be opened up. When that is done the demands of the mining communities for all the hardy vegetables, hay, possibly oats, and barley can be supplied. Although the winters are eight months in length and very cold, hay and ensilage can be secured in sufficient quantities to supply herds of cattle and sheep.

AGRICULTURE ON THE COAST.

Upon the southern coast and in southeastern Alaska agriculture depends upon different conditions. The areas suited to it are limited and difficult of operation. The strip lying south of the lofty coast range and between it and the ocean is but a few miles in width, and while of mild temperature in winter it is cool in summer and abounds in rain and fogs. There is considerable timber here, grass grows in abundance and gardens are found which, when well prepared, are productive of all the hardy vegetables and flowers, currants, and cultivated raspberries. From the governor's celebrated garden in Sitka the committee were supplied with all these and with delicious strawberries.

Kodiak Island abounds in timber and natural grass lands and it has been demonstrated that good gardens can be maintained and that stock can be profitably raised and fattened. Red top and other nutritious grasses grow in abundance. An interesting experiment is now being tried by capitalists of Seattle, who have placed 10,000 sheep and 200 cattle on this island during the last two years. It is believed that with sheds for shelter and a fair amount of forage in winter the experiment will prove profitable. Owing, however, to the coolness of the summer and the humidity of the atmosphere, grains do not ripen. A three years experiment with oats demonstrated that they could not be brought beyond the milky stage of development.

In the Alexander Archipelago, or southeastern Alaska, many of the islands are densely wooded, and the land so wooded is in the main the agricultural land of this section. There are no great tracks like those in the interior and the agriculture here must of necessity be limited; as in other places south of the coast range, vegetables, currants, and berries abound, and grass grows luxuriantly.

MINING LAWS.

The general mining laws under which the work is done in Alaska are those of the United States. From the time the committee reached Dawson, at every place they afterwards stopped on the Yukon, at St. Michael, and at Nome, almost every person they came in contact with denounced the abuses which are practiced in the location of claims

under powers of attorney executed by people outside the district. It appears not only in conversation, but from testimony taken, that in every section of Alaska it has been the habit of prospectors to stake out large numbers of claims in the names of persons from whom they are professed to hold powers of attorneys.

It often happens that when news of a discovery is spread abroad, large numbers of bona fide miners rush to the territory, and in numberless instances it has happened that they have made long journeys, incurred large expense, only to find that all available mining claims have been preempted in the manner described. Only one result can follow—they have been obliged either to pay speculative prices for claims so staked, or desert the country, thus incurring irreparable loss. In this way, the development of the gold fields has been greatly retarded. It has been further retarded by the failure of the law to require assessment work to be done upon claims so staked out as a prerequisite to the right to have the claim recorded. As the law now stands, assessment work need only be done within the calendar year next after the year in which the claim is located; thus it is possible for a single prospector, acting under powers of attorney, to tie up all the claims in a given district for a period of two years, lacking a few days, if so be that he has made the location in the early days of January in any year.

Development has been further retarded by those holding claims upon which no assessment work has been done during the calendar year in which it is required who have, on the last day of such year, deliberately abandoned the claims and immediately thereafter relocated them, thus extending the time in which they may be held without assessment work being performed. Delay and confusion has also been caused by the absence of legislation requiring assessment work either to be proved or recorded. There are many cases where the surface indications are that the work has been done, but there is no record or other evidence to show when it was done. It may have been two or three years before, and subsequently abandoned, and others desiring to take up the property, but having no definite knowledge of such abandonment, have failed to do so from fear of subsequent litigation regarding the title; litigation being so enormously expensive as in most cases to be prohibitive.

The committee are of the opinion that remedies should be devised for the evils indicated. After conference with prospectors, miners, lawyers, and officials, and after mature consideration of the subject, they have reached the conclusion that the evils indicated would not be remedied by prohibiting action under powers of attorney, but that on the other hand injustice might be done in many instances if such prohibition was enforced. It is an abuse of the system which has worked the injury, and to prevent this the committee recommend amendments to the mining laws:

(a) Requiring a certain amount of assessment work upon each claim staked out as a prerequisite to the right to have the claim recorded, and that proof of such work be required before such record can be made.

(b) That the assessment work to be done upon each claim during each subsequent calendar year shall be largely increased in amount. That it should represent at least thirty days of actual work upon the claim, none to be deducted for travel going to and returning from it.

(c) That proof of such work be filed with the commissioner of the

precinct on or before the last day of the calendar year, and that it consist of affidavits of the claimant and of two attesting witnesses, stating when and by whom, and what labor was performed.

(d) That no person shall be allowed to stake out, or locate, or hold, except by purchase, more than one mining claim upon the same creek.

FUR-SEAL INDUSTRY.

The Pribilof Islands were visited by the committee. They are situated in Bering Sea, about 200 miles north of the chain of Aleutian Islands, and are the breeding place of the fur seals of the Pacific Ocean. They were their breeding place when discovered by the Russians in 1786, and have remained so down to the present time. Since the acquisition of this territory by the United States it is estimated that the number of seals taken has been about 2,250,000, and that their estimated value has been something over \$35,000,000, and that the revenues derived by the Government as a tax upon the seal skins taken has amounted to \$7,365,530, while the rent of the islands has amounted to \$990,000.

In 1870 Congress prohibited the taking of seals on these islands except by those authorized by the Government so to do. Soon after a contract was entered into with the Alaskan Commercial Company, giving them the right to take 100,000 male seals over 1 year of age annually during a period of twenty years, the consideration being an annual rental of \$55,000 paid by the company and the revenue tax of \$2.62½ on each skin shipped by them. This lease expired in 1889. A new contract was entered into with the North American Commercial Company, under which they paid \$60,000 as a rental of the lands and a tax upon each skin of \$9.62½, the number of seals taken to be fixed by regulation of the Secretary of the Treasury. Under these contracts the number of seals caught annually from 1876 down to and including 1889 was, upon an average, something over 100,000. In 1890, owing to the diminution of the herd, the number taken suddenly dropped to 20,995, and has remained low ever since, and the rental of \$60,000 is rebated to \$12,000 or \$15,000 annually.

The following table shows the annual catch of fur seals of the Pribilof Islands from 1870 to 1901, inclusive:

Year.	Number of seals caught.	Year.	Number of seals caught.
1870	23, 773	1887	105, 760
1871	102, 960	1888	103, 304
1872	108, 819	1889	102, 619
1873	109, 177	1890	20, 995
1874	110, 585	1891	12, 251
1875	106, 460	1892	7, 549
1876	94, 657	1893	7, 500
1877	84, 310	1894	16, 031
1878	109, 323	1895	15, 000
1879	110, 411	1896	30, 000
1880	105, 718	1897	20, 766
1881	105, 063	1898	18, 032
1882	99, 812	1899	16, 812
1883	79, 509	1900	22, 470
1884	105, 434	1901	22, 672
1885	105, 024		
1886	104, 521		
		Total	2, 187, 317

Under the Russian management hunting the seal was systematically carried on annually from 1817 down to 1834. It appears that the

number taken by them in 1817 was 60,188, but that the number taken by them thereafter annually decreased year by year until in 1834 only 100 young males and some 3,000 pups for the natives' food were taken, for, in order to prevent the complete extermination of the herd, the Russians were compelled to stop all commercial slaughter. It is said in the Russian Record "that only 8,000 young seals, male and female, were left alive to breed on the island of St. Paul" at the close of the season of 1834. The slaughter having ceased, the herd then increased rapidly and to such an extent that after the islands were acquired by the United States in 1867, and as late as 1874, it appears that a survey of the herds was ordered by Congress and it was found that there were then on the Pribilof Islands 4,700,000 fur seals of all ages—bulls, cows, and pups.

A subsequent survey in 1890 disclosed the fact that there were only 959,655, and that in the following year, under a survey made by both American and Canadian commissioners, the number was placed at 1,000,000. Three years later, it appears by the survey of the Jordan-Thompson Commission, the number had decreased to 450,000, while the survey of the United States Fish Commission made in 1900 showed that only 360,000 remained. The reason for the rapid decrease in the number of seals upon these islands rests only in part upon the number killed under the authority of the United States. Other nations have claimed and exercised the right of pelagic hunting, and the number of those engaged in this industry has rapidly increased, so that while in 1872 the number so taken was only 5,336, in 1890 it had so increased that the number thus taken was 40,814. The pelagic catch has largely outnumbered the catch on the Pribilof Islands, as will be seen by an examination of the following table:

Year.	Pribilof Islands: Island catch.		Bering Sea and Northern Pacific: Pelagic catch.	
	Number of skins.	Average price per skin.	Number of skins.	Average price per skin.
1871	102,960	\$10.50	16,911	\$2.40
1872	108,819	11.20	5,336	2.40
1873	109,107	13.00	5,229
1874	110,585	13.12	5,825	8.50
1875	106,460	12.75	5,033	9.00
1876	94,657	8.75	5,515	5.25
1877	84,310	9.75	5,210
1878	109,323	9.80	5,540
1879	110,411	21.20	8,557	13.00
1880	105,514	22.25	8,418	14.00
1881	105,630	19.75	10,382	7.80
1882	99,812	13.60	15,581	5.10
1883	79,509	20.20	16,587	6.30
1884	105,584	12.75	16,971	6.75
1885	105,024	14.20	23,040	6.50
1886	104,581	17.10	28,494	7.00
1887	105,760	14.00	30,628	7.70
1888	103,301	19.50	26,389	7.80
1889	102,617	17.00	29,858	9.75
1890	28,859	36.50	40,814	15.25
1891	12,040	30.00	59,568	15.75
1892	7,511	30.00	46,642	17.00
1893	7,396	27.00	30,812	12.50
1894	16,270	20.50	61,838	8.75
1895	14,846	20.25	56,291	10.25
1896	30,654	17.00	43,917	8.00
1897	19,200	15.50	24,332	6.50
1898	18,047	16.00	28,552	6.50
1899	16,812	26.00	34,168	10.25
1900	22,470	32.00	35,191	16.00
1901	22,672	34.00	24,050	15.25

In 1893 an agreement was made by the United States and Great Britain for the control of pelagic sealing, limiting the periods and localities in which seals may be taken by this process, and in 1897 Congress passed an act prohibiting the taking of any fur seal in the waters of the Pacific and north of the 35° of the north latitude, and including Bering Sea, by citizens of the United States.

It is a well-known fact that after the close of the breeding season the seals leave the Pribilof Islands, and, passing out between the different islands of the Aleutian group into the Pacific Ocean, are found during the months of November and December making their way southwardly in a line almost directly toward San Francisco, at which point off the western coast of the United States they are found in January. During the months of February, March, and April they are making their way back along the coast of British America and southeastern Alaska, and thence following along the southerly coast of Alaska, they again pass by the Aleutian Islands and make their rookeries on the islands of St. Paul and St. George.

This has become so well known that the owners of the pelagic hunting fleet of British Columbia, which has its headquarters at Victoria, British Columbia, and which consists of some 20 or more small schooners, manned by white officers and with mixed crews of whites and Indians, fit out their vessels during December and January of each year and all clear between the 1st and 10th of February, at the latest, for what is known as the "spring catch." They ordinarily first meet the fur-seal herd on the coast of northern California or Oregon in February and follow it up the northwest coast until about the 1st of May, when they are obliged to suspend the catch off Prince William Sound by order of the Bering Sea regulation. They resume the hunt around the seal islands on the 1st of August, keeping outside the 60-mile zone recognized by said regulation, and keep at it until the rough weather of late September and the early October gales drive them out, when they return to Victoria.

Within a comparatively recent period a new fleet, said to be fitted out by American and Canadian capital, has appeared, which is known as the "Japanese fleet," consisting of a dozen or more schooners, outfitted and entered at Yokohama, Japan. They fly the Japanese flag, and it is said they are officered almost entirely by Americans and Canadians, and have mixed crews of Japanese and Indians from British Columbia as hunters. They visit Bering Sea in June and hunt all through the summer outside and inside the 60-mile zone, up to the 3-mile limit around the Pribilof Islands. They are able to do so, not being governed by the regulations adopted by the United States and Great Britain.

From the best information obtainable it appears that the catch of the British Columbia fleet in the season of 1903 was 17,000. The catch of the Japanese fleet was known to be 10,000, or a total of 27,000 taken by the combined fleet from the Alaskan herd. The number killed on the islands was 19,212. It thus appears that the pelagic catch was about one-third greater than the land catch, and consisted largely of nursing mother seals, entailing the starvation of their young on the islands of their birth. The depletion of the herd is augmented to a much greater degree by pelagic sealing than in any other way. On the islands only males are allowed to be killed, while at sea both males and females are taken. This course has resulted so disastrously

that it is now prophesied by experts that unless action is taken to stop this indiscriminate slaughter the fur seal as a herd will become extinct, and that within a very short period of time.

We are thus brought face to face with the fact that the killing of young seals on the islands since 1896 has been so close that no young male life has been permitted to pass over the slaughter fields on to the breeding grounds. This occasions the rapid falling off in numbers (42 per cent in the last two years) of the breeding males from old age, their places not being filled by the accession of fresh male life. In order to prevent a total collapse of the birth rate in the next two or three years, it is imperative that all killing of all seal life on the islands be stopped next season. This will enable the choicest of the young males to grow up and reach the breeding grounds in the next four years and there take their places, which must be taken by them or the seal life will be extinguished.

The committee therefore recommend that a suspension of all killing by the lessees of the seal islands be made at once and indefinitely, and that the Government of the United States shall attempt to reopen and conclude negotiations with the Government of Great Britain looking to a revision of existing rules and regulations which govern the taking of seals in the open waters of the North Pacific Ocean and Bering Sea, and to enter upon negotiations with the Governments of Russia and Japan to the end that all pelagic sealing may be stopped, and if, after a reasonable length of time, the Government fails to secure a proper revision and enforcement of such rules and to conclude such negotiations, then the Secretary of Commerce may, with the approval of the President, reduce the surplus female life of the herd on the Pribilof Islands to 10,000.

With the herd so reduced in numbers pelagic sealing will not be profitable as an industry, and the herd will be permitted to increase and multiply slowly at first, afterwards more rapidly, until again proper regulations may be adopted for killing.

ST. MICHAEL.

The importance of the harbor of St. Michael to the trade of Alaska can not be overestimated. It is the only one on the coast in which the Yukon River traffic can be handled. All freight coming from the States, and which is intended either for the Yukon, the Tanana, the Koyukuk, or any of their tributaries, must be taken there for transshipment to the river boats. There are located great storehouses containing vast stocks of goods and provisions. There also are wintered substantially all the river steamers employed in the Yukon traffic. From there loads of supplies are started for the interior as soon as the ice disappears in the spring.

It should be remembered that the harbor of St. Michael is situate about 80 miles north from the north passage of the mouth of the Yukon River. The Yukon boats bound to St. Michael after coming out of the river into Bering Sea proceed in a northerly direction, taking a course parallel with the shore until a point is reached about 12 miles from St. Michael. Thus far they are perfectly protected from the sea by a reef which lies parallel to the shore and which comes nearly to the surface of the water. From the point last named to St. Michael is a natural inland canal about 12 miles in length with a narrow and

deep channel and in which there is absolute safety. Unfortunately, however, this canal can not be much used by large boats by reason of several sharp curves, six of them being especially difficult to pass by steamer or barge. With these difficulties removed, there would be no danger whatever to river boats passing between St. Michael and the mouth of the Yukon in any kind of weather.

Owing, however, to the difficulties mentioned the river boats are now compelled to avoid this canal and if bound to St. Michael to turn to the west, enter the open sea and proceed for a distance of 10 miles to Stephens Pass. On the other side of the Pass they are again in the open sea, and so continue for several miles until the harbor of St. Michael is made. This is an exceedingly dangerous passage for stern-wheeled river boats with their flat bottoms built for shallow water. It can only be made in fair weather and when the sea is calm. In rough weather boats bound for the Yukon are often delayed in the harbor for a period of 10 days, which in a season only about ninety days in length results in great loss.

As an illustration of the danger attending the boats in making this passage through the open sea it may be said that in the year 1899 the *Louise* and three barges were beached on the northwest shore of the island, causing property loss of \$200,000, not counting the cargo, which consisted of Government supplies bound for points along the Yukon. If this was included the total loss would have amounted to between \$350,000 and \$400,000. Other instances of the same character might be cited. All danger either to life or property can be obviated if the Government will straighten the canal first mentioned. Careful inquiry discloses the fact that no rock cuttings will be encountered and that in all probability \$50,000 will cover the entire expense. The committee can not too strongly emphasize the importance of the proposed improvement or the necessity that it be immediately undertaken.

The committee are also of the opinion that a survey of the harbor of St. Michael should be made with reference to the construction of a breakwater off the northeast end of Whale Island. This, it is said, would make a safe harbor for vessels drawing from 20 to 21 feet of water. The supplies intended for the Great Yukon Basin have to be brought to this place in ocean-going boats, from which they are transferred to the shore, and from the shore to the river boats. With such a breakwater as has been suggested the boats could go alongside the ocean steamers and the cargo could be transferred from one vessel to the other in safety.

NOME.

There is absolutely no harbor at Nome. All ocean-going vessels touching there are obliged to anchor in the open sea about 2 miles from the beach. Their passengers and cargoes are landed and taken on board by means of barges and lighters. During rough weather the breakers run so high that neither passengers nor freight can be landed. Small crafts, unable to put to sea, are frequently driven to the shore, and wrecks occur every year. Vessels are frequently delayed because of their inability to land either their passengers or freight. They have been known to wait ten days for weather which would permit them to do so. The committee were landed under conditions which created a lasting impression upon their minds of the difficulties attend-

ing the process, and there were two days during their visit to Nome when there was no communication between their ship and the shore on account of the high surf which was running.

Since 1899 about 50 persons had been drowned in that vicinity. A year or more ago a life-saving equipment was sent there by the Government and an appropriation of about \$500 made to erect a building in which to store it. This sum proved insufficient and the balance required to complete the building was donated by the city council. An attempt was made to secure a volunteer crew to man the equipment, but proved futile because competent men could not be found who could devote the necessary time to drill and who could stand by during the storms, which, as a rule, continue for three or more days. Owing to the climatic conditions at Nome, five or six thousand people leave there every autumn and about the same number arrive every spring. The number of people coming and going is so large that both humanity and public interest demand that the life-saving equipment be manned by a suitable life-saving crew of trained men. A failure to provide such a crew can not be characterized too severely.

IMPROVEMENT OF SNAKE RIVER.

It has been suggested that the danger attending the landing of passengers and freight from vessels anchored off Nome may be largely obviated by improvements at the mouth of Snake River, a small stream which empties into the sea near the north end of the city. Near the mouth of this river is found a rocky spit, running parallel to the shore. The waters of the river flow directly against this spit; thence southerly and into the sea. Evidence was submitted to the committee tending to show that if a cut should be made through this reef at the mouth of the river, and structures of concrete or masonry constructed for a short distance out into the sea, through which to conduct the waters of the river, the channel so formed would be a safe passageway for lighters bringing in freight, and for small vessels and boats of every description. This was the only plan suggested for bettering the conditions already described, and the committee are of the opinion that a thorough and skillful examination should be made of this proposed work.

THE JUDICIARY.

Alaska is divided into three judicial districts, with headquarters at Juneau, Eagle, and Nome.

The first judicial district embraces what is known as southeastern Alaska. Owing to the transportation facilities, which are enjoyed throughout the section, courts can be held at any season of the year and justice may be sought without great and disproportionate expense.

Seward Peninsula and substantially all of the territory lying west of the one hundred and fifty-fourth meridian line and north of the sixtieth degree of north latitude constitutes the second judicial district. Nearly all of the litigation has its origin on Seward Peninsula. This is because of the large and increasing business interests in that section, the great value of its mining properties, and the unsettled condition of mining laws, as hereinbefore stated. The business of the court is important in character and of large and increasing volume.

The climatic conditions are such that the community is isolated from the outside world for about eight months of every year. Every spring brings a large influx of people from the outside, most of whom depart in the fall. During the season of open navigation the greatest amount of crime is committed; the prosecutions against evil doers occupy the attention of the court to such an extent as to postpone the trial of civil causes until late in the season. Prosecutions for crime can not be delayed because those convicted and sentenced to imprisonment at McNeals Island (the Government prison) can be taken there only when Bering Sea is open to navigation. The result is that the trial of causes involving vast interests to individuals, and which in their result are vitally important to the prosperity of the people are necessarily postponed until so late in the autumn that, owing to the outflow of people, the severity of the weather, the lack of public transportation, the absence of roads and trails to the interior, it is frequently impossible to secure the attendance of witnesses.

The embarrassment is increased by the fact that many litigants are obliged to return to the States in October, before the close of navigation, and can not return until the following spring. It also appears that appeals taken during the latter part of the season can not be perfected until the following year, as the appellate court, the circuit court of appeals for the ninth circuit, sits at San Francisco, and transcripts can not be entered, printed, and returned, or briefs be prepared and filed before navigation closes.

The bar of Nome earnestly recommends the appointment of a second judge for that district in order that title to valuable claims may be rapidly settled and the development of the country enhanced. The committee are of the opinion that either this or some other method of relief should be provided. It is conceded that many honest claims have been forfeited by men who have been wronged, because, owing to the conditions here mentioned, the cost and difficulty attending litigation have driven them to an abandonment of their rights.

The third judicial district is so extensive in area and its business so large in volume that the committee does not hesitate to recommend that a portion of it be set off to form a fourth judicial district to which an additional judge should be appointed. When asked his opinion of such a proposition, Judge James Wickersham said to the committee:

It will have to be done soon. This is a very large judicial division. It extends from the British line to the outer Aleutian Islands—from the Pacific to the Arctic Ocean. The judge is compelled to travel all the time when he is on the coast. It is almost impossible for the business of the court in the interior of the district to receive attention. Heretofore it has received fair attention, but the business is rapidly increasing, and I recommend the creation of another judicial division by dividing the third judicial division along the line of the sixtieth parallel to Lake Clark, from thence to Mount McKinley, and from that magnificent glacier Capped Dome along the summit of the Alaskan range to Mount St. Elias. All north of that line should be one district, and all south another.

The foregoing statement of Judge Wickersham is emphasized by the fact that during the season of open navigation he is compelled to travel the whole length of the American Yukon, a distance of 1,500 miles, holding courts at Eagle and Rampart. If he goes to the Koyukuk country it adds over 1,100 miles of river navigation and 120 miles of trail to his annual journey in the interior. At St. Michael the Government places at his disposal a revenue cutter, by means of which he is carried to Bristol Bay, Dutch Harbor, and thence along the south coast of Alaska as far as Valdes, making a journey by sea of from

1,600 to 1,800 miles. With a population in this district so largely scattered, with distances between settlements so vast, the cost of litigation becomes prohibitive. The man of ordinary means not only hesitates to embark in it, but absolutely abandons his rights, however valuable they may seem to be, and in his discouragement leaves the country. Any judge having the whole Yukon Basin for a district will have no time for idleness; and one who has a district extending from Bristol Bay to Valdes will find work to occupy all his time.

POPULATION.

The population of Alaska at the date of transfer was estimated at about 30,000. Two-thirds of this was Eskimo and Indian, and the remainder Russian and Indian stock. In 1890 the population was only 32,052, even less than in 1880, but between 1890 and 1900, owing to discoveries of gold, there was a rush of gold seekers to the mines, and, according to the census of 1900, the population then amounted to 63,592. At this time, 12,486 were at Nome City, on the extreme west coast of Alaska; 3,117 were at Skagway, at the head of Lynn Canal; 1,864 at Juneau, and 1,396 at Sitka, both of which are in southeastern Alaska. The remainder of the population was distributed in small groups, chiefly mining camps and fishing villages, no one of them reaching 1,000 in number. Of this total, 30,507 were whites, 29,536 were natives, 3,116 Chinese, 265 Japanese, and 158 negroes. Of the 30,507 whites, 27,307 were males.

It is difficult to ascertain with exactness the population of Nome and vicinity at the present time. Mayor Rustgard estimates the population of the city during the winter of 1902 and 1903 to have been about 3,000; that of the Nome mining district about 1,000, and that on the whole of Seward Peninsula there might have been a population of 8,000 during the winter months. In the spring and summer it is probable that about 5,500 people come into this district, and about the same number depart in the autumn. This indicates a marked decrease in population of Nome since the census of 1900, which, as it appears, was taken during what is known as the "rush" of that year. The same condition is noted in Skagway, which in 1900 had a population of 3,117, but which now amounts to only about 1,200. On the other hand, there has been an increase of population in other portions of Alaska, particularly in southeastern Alaska; but from the best data obtainable by the committee they are of the opinion that the permanent white population of Alaska to-day will not exceed 20,000.

NATIVE POPULATION.

The native population in Alaska appears by the census taken in 1900 to have been 29,536. Of these the Thlinkets of southeastern Alaska number about 4,000, and are a comparatively hardy class of people. Their condition has been on the whole improved by contact with the whites, and the outlook for the younger generation is brightened by rays of promise. On Annette Island is found the Metlakatla Mission, under the direction of Father Duncan, with which are connected about 800 Hiada Indians who immigrated from British Columbia. This is a most prosperous community. The village is well laid out, the houses neatly constructed and attractive in appearance. A commodious and well-designed church edifice has been erected, and schools are in operation. A sawmill and a salmon-canning establishment furnish

employment for both men and women, and the community is governed by a council of natives, acting in conjunction with Father Duncan.

In the Copper River Valley are found in limited numbers the Ken-artzas, and on the Yukon a considerable number of natives supposed to have had their origin on the MacKenzie. These two classes are in fairly good condition.

The two largest classes are the Aleuts, found on the southern coast of Alaska and in the Aleutian Islands, of whom it is said there may be two or three thousand, and the Eskimo, who occupy the coast of Bering Sea from Bristol Bay to the Arctic Ocean, and who are also found on St. Lawrence and other islands. This is by far the most numerous class, and it may now number in the vicinity of 15,000 souls.

Of the Aleuts and Eskimos there has been a constant decrease in number since 1898, when, through the discovery of gold, the whites rushed into the territory. Hunger, exposure, and disease have wrought havoc among them. When the Russians took possession of this territory they brought with them habits and diseases demoralizing in their nature. These were quickly acquired by the natives, and are painfully manifest in their descendants at this time. Their condition was further affected by the demoralizing influences which followed the invasion of the territory by the gold hunters in 1898, and has grown constantly worse during the last five years. Their habits in life have been changed. Their game has been destroyed, or, what is just as bad for them, protected under the law. Idleness has increased, poverty has resulted, and the race, among whom pulmonary complaints abound and in which scrofula and other destroying diseases are common, have declined in strength and in power to withstand the attacks of ordinary diseases. An epidemic of measles among the Eskimos two or three years since carried them off in flocks. The death rate has been startling. Conservative men estimate the decrease in this people as high as 30 per cent. In their poverty they not only suffer, but have become a burden upon those whose charity is never sought in vain.

They are hunters by nature and habit, and before the influx of the whites were able and willing to care for themselves, but through the game laws they are wholly deprived of their chief means of maintenance. Why they should be deprived of their immemorial right to hunt at will passes the comprehension of the committee. In a territory so vast as that of Alaska, many sections of which have never been trodden by the foot of a white man, where the mountains are lofty, rugged, inaccessible, and almost impenetrable, it is folly to claim that danger of extermination or even depletion of the amount of valuable game exists at the hands of the natives.

The sea lion and the walrus are protected by their natural habitat from danger of extermination at their hands. The decrease in the number of walrus has come through their systematic slaughter by whalers, who, having failed to secure enough monsters of the deep, at one time sought the walrus for their oil. The Kodiak bear is found on Kodiak Island and on the mainland from the southern coast to the far north. They are protected by innumerable mountains not yet explored. They are large, savage, and so numerous that explorers have to defend themselves against attacks. Why they should be protected against either whites or natives is not apparent, particularly in view of the fact that attempts are being made to stock Kodiak Island with sheep and cattle, 10,000 of the former and 200 of the latter having been placed there during the last two years.

The first measure for the relief of the natives, particularly the Eskimos and Aleuts, should be the absolute repeal of the game laws in as far as their provisions prohibit hunting and trapping by aborigines and natives and the sale of skins so taken.

The deplorable condition of these classes is such as to demand other and further relief at the hands of Congress. Their care, oversight, and whatever assistance may be required should be assumed at once. In the opinion of the committee the Secretary of the Interior should be authorized to appoint as many agents as may be found necessary to inquire into their conditions and needs and to administer relief. Appropriations should be made for this purpose.

The business of Alaska is carried on by citizens of the United States. It is claimed by them to now be a "white man's country." To all intents and purposes such is the fact. In every contest for gain the white man has been the gainer. Poverty, extreme and pitiful, prevails among these classes and develops their tendency to disease. Death is ever present at their doors. Justice and humanity alike demand legislation for their relief.

GOVERNMENT OF ALASKA.

After Alaska came into the ownership and possession of the United States she was without civil government for many years. Her affairs were administered in part by the War, Treasury, and Navy Departments. For a considerable time the only civil officer of the United States resident there was a collector of customs, who had his office at Sitka.

In 1884 Congress enacted what is known as the organic act for Alaska, under the provisions of which Alaska was made a land district, with a register and recorder, whose offices were located at Sitka. It also extended to the new district the laws of Oregon and the mining laws of the United States. An executive department was created and provision made for the appointment of a governor, whose powers and duties are clearly defined. A judicial department was also created, three judicial districts being established, to each of which a judge is appointed. Appeals are taken to the circuit court of appeals of the ninth circuit.

But the organic act left unaffected the authority of Congress to legislate for the district. To make clear the policy of the Government in that respect the act contained the following clause: "But there shall be no legislative assembly in said district, nor shall any delegate be sent to Congress therefrom."

In 1899 Congress adopted for Alaska a complete penal code and code of procedure, and in 1900 a civil code and a code of procedure. Both of these codes were taken from those of Oregon and California, and the wisdom of this action is manifest in the fact that there are a large number of precedents construing their provisions in the code States which renders the task of construing them in this jurisdiction easy and satisfactory. It is the testimony of those who have had experience in the administration of these laws that they furnish a complete system for the prevention and punishment of crime and the enforcements of civil rights and the redress of civil injuries.

Under the code of 1900 commissioners are appointed by the district judges for the precincts within their respective jurisdictions. They have the powers and the jurisdiction of a justice of the peace, coroner, recorder, and probate judge. The code also provides for the municipal

organization of towns, the district organization of schools, and provides for raising revenues for each.

The Fifty-seventh Congress extended the homestead laws to Alaska, giving actual settlers the right to enter 320 acres. It also provided a well-guarded system for the formation of corporations by voluntary association.

TERRITORIAL ASSEMBLY.

In some parts of Alaska there has now sprung up a considerable sentiment favorable to the establishment of a Territorial assembly. This sentiment is particularly noticeable in the Alexander Archipelago, but even there it is not uniform and opinions differ. The advocates of the measure urge it upon the ground that there is a sufficient population—that in intelligence and character the people are thoroughly capable of governing themselves and that the right to do this ought not to be denied.

The opponents of the measure are almost invariably men who will favor the establishment of a Territorial legislature at some future time when, in their judgment, conditions shall have become so settled, the population so increased in number and fixed in character, and the taxable property of the district so great in amount that the experiment can be inaugurated with safety and without great and disproportionate expense to the people. They are, however, firm in the conviction that such a time has not yet arrived and that the change, if now adopted, would be disastrous to the best interests of the people and the district.

The strongest advocates of immediate action were residents of Ketchikan, a mining town whose growth has been mainly accomplished in the last two years, and Skagway, situate at the entrance to White Pass, whose population in 1900 was 3,117, but which is now estimated at about 1,200. They would undoubtedly be supported by a majority of the residents of southeastern Alaska, provided that section could be set off into a territory by itself, but many of the last-named class would oppose a legislative assembly of the whole district. The reason for desiring separation is based upon the fact that nature has divided the district at Mount St. Elias by impassable glaciers. The Eskimos never cross them to the south nor the Thlinket tribes to the north.

The settlers in this section are separated from their brethren on the Yukon by these natural barriers, to avoid which and reach that section they must make a journey of 700 or 800 miles through British territory. They are separated from the people at St. Michael and Nome and interior points on the Yukon by distances as great and greater than those between New York and San Francisco, and are only able to communicate with them during the open season of navigation, which continues only about four months in the year. Those found opposing present action compose the conservative element in the society of Juneau, Douglas Island, Wrangell, and other places, and represent in the main the business element of the different communities. Immediate action is particularly opposed by those who are most deeply engaged in business operations and who have made considerable investments of capital and upon whose efforts the development of Alaska depends. They will undoubtedly favor the proposition at some future time when conditions before mentioned have become better settled.

The population upon the Yukon consists almost wholly of miners and those who are supported through the mining interests of that section. Among them the establishment of a Territorial legislature was little mentioned. No one expressed a desire for it, and those who discussed the question appeared to think the scheme undesirable. Some protested against it. At Nome the local committee appointed to present the sentiment of that community to the committee recommended, among other things, the establishment of a Territorial legislature, but it was well known that this action represented the opinion of a bare majority of its members, the votes by which the recommendation was made standing 12 to 11. At Valdes sentiment was divided. One of the weekly newspapers published at that place advocates the proposition; the other opposes it. Among the speakers appearing before the committee were representatives of both parties and each was applauded by his supporters. The merchants of that place sought members of the committee individually and protested against the adoption of this measure. At Sitka the sentiment was almost wholly opposed to the proposition, the vote of the chamber of commerce at that place being nearly unanimous against it.

The committee are of the opinion that the time has not yet come for the establishment of a Territorial legislature. Alaska is not a district in which homes largely abound. Of the 30,570 whites in the Territory, as shown by the Census of 1900, only 3,200 were females. In the Koyukuk district, out of a population of about 500 whites, it is in testimony that less than 20 were females. To a greater or less per cent this disproportion between the sexes exists at all interior points, and many of the men who now have their families with them freely assert that they do not intend to remain longer than is necessary to secure a competence. The fishing industry is, to a very large extent, conducted by laboring men brought by the canning companies from the States for that purpose, and who return at the end of the season's catch.

The industry which now binds the white population to Alaska is almost wholly that of mining. Until it is demonstrated that agriculture can be made profitable and the population thus made permanent by fixing it to the soil, the homemaker will seek other fields.

Juneau has already been selected as the capital of Alaska and the seat of government is to be transferred to that place whenever the public buildings shall be provided for and erected. The difficulty and expense of convening a legislative assembly at that place is suggested by the following quotation from a public address of Hon. James Wickersham, of the third judicial district of Alaska. He said:

A supreme court after the Territorial type is not needed in Alaska. It would be impossible for the three district judges of Alaska to meet, hold a term of the Territorial supreme court, and return home the same year. If the court were to be held at Juneau, for instance, an attorney and the judge from Nome would be required to go to Puget Sound and thence return to Juneau; after the session of the court they would go to Puget Sound again, and thus return back to Nome.

If this be true of judges and attorneys, it would also be true of legislators. Following the route indicated, representatives from Seward Peninsula, following the ordinary lines of water communication, would travel a distance of about 3,500 miles to reach Juneau, which, of course, must be repeated at the end of the session. From Rampart, Circle, Eagle, Coldfoot, Fairbanks, and other points in the interior, they would be required to travel a distance varying from 4,000 to 5,000 miles to attend to their legislative duties. The time occupied by

such journeys, the same to be repeated at the close of the session, and the expense attending them, are reasons urged by thoughtful men why the scheme is impracticable.

Among the reasons suggested to the committee why a local legislature should not be provided for the district, the one most frequently urged was that of the great expense it would impose upon the people. At the present time there is comparatively little property that can be assessed for taxation. The wealth of Alaska is undeveloped. Because of this fact the Government has been compelled to resort to unusual methods of taxation, and substantially the only way in which the people of Alaska are now made to contribute to the expense of the Government is through the collection of occupation taxes, license fees, customs, fines, penalties, etc. To what a small extent Alaska as a district has contributed to the expense of her administration is indicated by the fact that of the \$9,695,823.28 received in revenues from 1869 to 1903, inclusive, \$8,355,530.37 was derived from taxes on seal-skins and rent of the Pribilof Islands, an income which bids fair to cease at an early date.

With these facts before them the property owners of Alaska, without whose large investments there can be no development of that vast area, dread not only the enormous increase in the cost of government, but what they believe will follow in the elimination of the license system and the imposition of the whole burden of taxation on those industries which are now in their infancy and the outcome of which is problematical.

DELEGATE.

The universal opinion among all classes in Alaska is that the District should be represented by a delegate in Congress. Owing to their great distance from the seat of Government, the people feel that their conditions socially, industrially, and politically are little understood, and that special reasons exist why they should be represented by one who understands and can speak authoritatively concerning their interests. In this feeling the committee heartily sympathize, and the only question connected with the subject that has given them embarrassment relates to the method of selecting such delegate. It is undoubtedly desired by a majority of the people that the delegates shall be elected by the people, but this method is objected to by many. The reasons urged against it are of the same nature and differ only in degree as those urged against the establishment of a Territorial legislature.

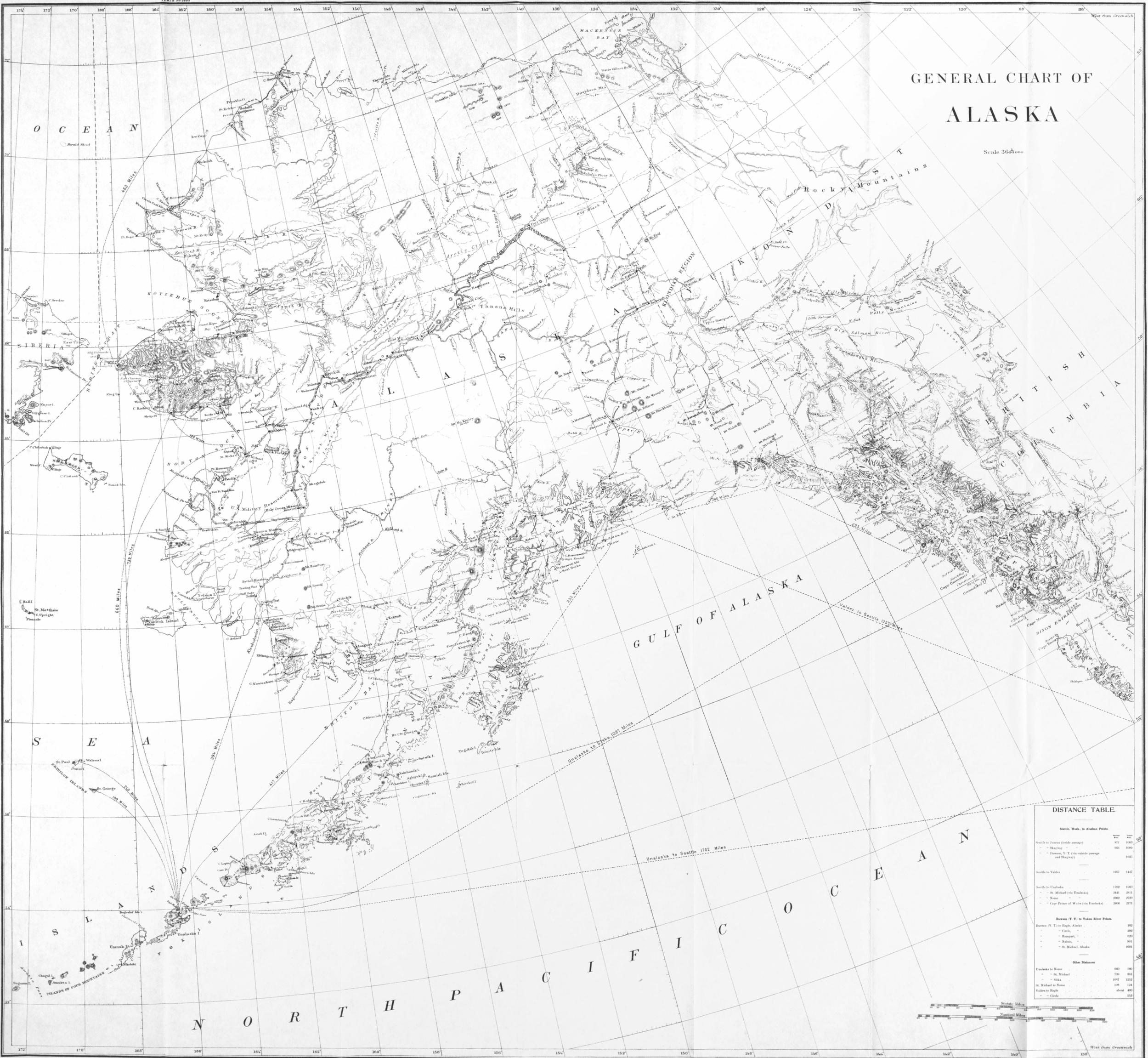
If this method of selection does not commend itself to Congress and the position is to be made appointive, all agree that the appointment should come from the President of the United States, by and with the consent of the Senate.

Various suggestions regarding the necessity for other and further legislation, but of less important character, were made to the committee by the people in the different localities visited. Special reports will be hereafter prepared should such proposed legislation be brought forward.

These suggestions, together with a large amount of general information regarding conditions existing in Alaska at the present time, together with the views of prominent citizens regarding the requirements of the district, will be found in the volume of testimony taken by the committee, which is returned herewith fully indexed.

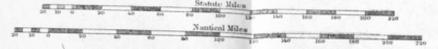
GENERAL CHART OF ALASKA

Scale 360000



DISTANCE TABLE.

Seattle, Wash. to Alaska Points	
Seattle to Juneau (inside passage)	971 1005
- St. Michael	104 1080
- Dawson, Y. T. (via outside passage and Skagway)	1005
Seattle to Valdez	1207 1447
Seattle to Unalaska	1702 1960
- St. Michael (via Unalaska)	2441 2911
- Ketchikan	2302 2729
- Cape Prince of Wales (via Unalaska)	3006 2771
Dawson (Y. T.) to Yukon River Points	
- Eagle, Alaska	302
- Bennett	480
- N. Starbuck	591
- St. Michael, Alaska	1005
Other Distances	
Unalaska to Nome	600 790
- St. Michael	730 851
- Ketchikan	1007 1202
St. Michael to Nome	108 124
Valdez to Eagle	about 800
- Circle	353



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