

**THE
JOURNAL OF THE HOUSE
OF
REPRESENTATIVES
OF THE
TERRITORY OF ALASKA**

**Begun and held at
JUNEAU, THE TERRITORIAL CAPITAL
March 3, 1919**

Adjourned Sine Die May 1, 1919

**E. J. WHITE,
Speaker**

**HARRY F. MORTON,
Chief Clerk.**

THIRD DAY

House of Representatives,

Juneau, Alaska, March 5, 1919, 2:00 P. M.

Pursuant to adjournment, the House was called to order by Speaker White, at 2 o'clock, p. m.

Roll call showed all members present.

Prayer was offered by the Chaplain.

On motion of Mr. Collins, seconded by Mr. Bogan, the reading of the journal of the preceding day was postponed until after the joint session.

On motion of Mr. Collins, seconded by Mr. Nordale, the Chair appointed Messrs. Noon and Allan a committee to notify the Senate that the House was ready to go into Joint Session.

On motion of Mr. Collins, seconded by Mr. Slater, the House adjourned subject to the call of the Chair.

The House was called to order by the Speaker at 2:15 p. m., all members being present.

The Sergeant-at-Arms announced the President and members of the Senate.

The Chair appointed Messrs. Collins and Patterson a committee to escort the President to the chair.

JOINT SESSION

The Joint Session was called to order by the Honorable James Frawley, President of the Senate.

The Secretary of the Senate called the roll of the Senate, all members being present, except Senator Ronan.

The Chief Clerk of the House called the roll of the House, showing all members present.

The President appointed Senator Sundback and Mr. Pennington a committee to escort the Governor to the Chair.

The President appointed Senator Price and Mr. Collins a committee to escort the Chaplains of the Senate and House to their respective stations.

The President introduced His Excellency, the Governor of Alaska.

The Governor delivered the following message to the Legislature:

MESSAGE OF THE GOVERNOR

Juneau, March 5, 1919.

Gentlemen of the Legislature:

For the first time I have the privilege of addressing your honorable body on the conditions affecting Alaska since the session of the Legislature in 1917. In those two years the United States has been plunged into war with the ruthless, bloody powers of

autocracy and has emerged triumphant. Peace, although not formally declared, is virtually an accomplished fact.

In the establishment of this peace, Alaska stands well out from the states and territories as being the leader in patriotic endeavor. We have furnished 12 per cent. of our population to the army and the navy. In every town and settlement is found the honor flag of the various liberty loans and to the great war charities we have given our quota many times over. To give has been Alaska's part, for we have received little of the commercial business created by abnormal war demands. Our population has steadily dwindled until some once-prosperous communities contain now a mere handful of people. Due to labor shortage and increased expense of operation, our gold mining has fallen off alarmingly. Development of normal industry has been at a standstill. We must now approach the problems of peace with many of the burdens of war still resting heavily on our shoulders, but I am convinced that we are capable of meeting and overcoming our many great difficulties now as we have always done in the past. I have noted with pride the prompt response to the request of the Food Administrator that our food supply be conserved; the patriotic stand taken by our Territorial Council of Defense, whose influence is felt in all our centers; the unrecompensed activities of our business and professional men in uncomplainingly assuming such duties as devolve upon members of the district and local draft boards, the Food Administrator and the agent of the Alien Property Custodian. It is probably due to overwork as Territorial Food Administrator that the end was hastened of our esteemed fellow-Alaskan, Royal A. Gunnison. Our women have labored long and unceasingly in charitable enterprises, chief among which is the American Red Cross. They have not had the incentive of the limelight of publicity. In their homes or in their work rooms their only reward has been the knowledge of duty well performed. Even our children breathe the atmosphere of sacrifice. One youngster of twelve, from his own earnings, is supporting a French war orphan. I asked a small boy, clutching a quarter in his chubby hand, if he intended buying candy. "Naw," he replied; "I'm goin' to buy a thrift stamp."

All honor to our men, our women and our children.

LOYALTY AND DISLOYALTY.

The World War has demonstrated that the loyalty of a very great majority of Alaskans is of the highest type. This has been shown in the number of men who have either enlisted or who have cheerfully accepted the draft. I think I am safe in stating that fully one-half of the men drafted endeavored to enlist, but were prevented from doing so by the regulations of the War Department.

I think the Territory can well afford to show its appreciation of the loyalty of our men in military service by the presentation of an appropriate medal, commemorative of the great conflict. The various boards throughout the Territory, in carrying into effect the provisions of the draft law, have labored carefully, patiently and efficiently and in almost all instances without even availing them-

selves of the small remuneration offered. Alaska may well be proud of her participation in the affairs of the nation.

On the other hand, I regret to state that a small part of the population has shown no sympathy for the cause of democracy as represented by American ideals. To them the Red Flag and its teachings of tyrannical and chaotic Bolshevism represent an end to be attained, no matter through what means. Alaska is an indissoluble unit of the United States of America. Our flag is the Stars and Stripes, sanctified by the blood of our men on European battlefields. We can recognize no other. Our teachings are the teachings of Washington, Lincoln and Wilson. We should by law prohibit the use of hostile flags and the utterance of disloyal sentiments. Our government must be one of law and not of violence.

TERRITORIAL FINANCES.

I wish particularly to draw the attention of the Legislature to the condition of territorial finances. There was, on December 31, 1918, in the treasury, approximately \$450,000. The normal income of the Territory is in the neighborhood of \$400,000 per annum, making between \$1,200,000 and \$1,300,000 available for expenditure during the coming biennium. The Legislature of 1917 authorized the expenditure of \$1,449,901.66. Of this approximately \$1,200,000 has been expended. The appropriation of \$100,000 for the defense of the Territory is untouched as well as the fish hatchery appropriation of \$80,000. Other appropriations will not be used in their entirety.

Estimates for 1920, covering only objects appropriated for by the past Legislature, total \$1,440,000, or about \$200,000 more than the Territory's ability to pay. It will be, therefore, necessary for the Legislature to prune and cut down the appropriation program or to provide new sources of revenue.

It is perhaps unfortunate for the Territory that at the beginning of the year 1917, the treasury came into possession of an accumulation of taxes until that time in dispute. A false yearly income became apparent, which may possibly have had some influence on the appropriations made. As a matter of fact, true territorial revenues for the three years previous to 1918 are as follows:

| | |
|-----------|--------------|
| 1915..... | \$301,415.02 |
| 1916..... | 477,876.11 |
| 1917..... | 444,962.93 |

an average of \$409,094.65. It is not thought that the revenues for 1918 will equal those of 1917, and indications are that territorial receipts in the ensuing biennium will continue to decrease.

The question of our finances has been giving me grave concern. There are many ways in which we can make expenditures of moneys to the great benefit of the Territory, and yet I urge the greatest caution. We are not allowed, under the Organic Act, to incur obligations in excess of revenues; we have no power to take upon our shoulders a bonded indebtedness, and yet we are in need of money to carry on the charitable and constructive policies of the Territory. We should find additional sources of revenue immediately

and perhaps we should follow in the footsteps of many of the states and appoint a tax commission of not more than two or three qualified members to study our industries and resources and to prepare, for the consideration of the next Legislature, a tax law which will meet all the requirements of Federal and Territorial statutes. As matters now stand, our appropriations for roads and schools alone will more than equal our present annual income.

To cover our immediate needs there are several methods by which additional revenue can be raised, among which I can mention

1. A classified property tax.
2. An income tax.
3. Additional trade licenses.
4. A poll tax.

Under federal acts, certain trade licenses are provided for. Receipts from this source are covered into the Alaska fund and expended by federal agencies for the benefit of the Territory. It is my opinion that all funds raised in Alaska should be covered into the treasury of the Territory and apportioned by the Legislature. Congress should also empower the Legislature to amend or repeal all federal license acts so that uniform taxation laws may be enacted which shall be fair and just to all concerned. The shortcomings of many of the trade licenses are made apparent on even a most casual inspection of the list.

I recommend the adoption of a budget law similar to that of the State of Maryland, which in brief, provides that no new appropriations shall be considered until a budget prepared by the Governor, with the assistance of the various heads of departments, to carry into effect legislation already accomplished, shall have been acted upon. Until the budget has become law, none of the items estimated for can be increased, except under certain restrictions, but may be reduced by the Legislature. The tendency of almost all legislatures is to force through certain special appropriation acts and to leave until the closing days of the session, those appropriations most vital to the conduct of the government. Under a budget law, the essential territorial needs will be first provided for, after which any prospective excess of revenue becomes available to carry new legislation into effect.

For the sake of a uniform system of accounting and auditing, I suggest that all territorial bills and vouchers, prior to payment, pass through one central agency. Under the present system, certain items of expense are vouchered and transmitted direct to the treasurer from the office of the Secretary of the Territory, from the office of the Governor and from the Board of Trustees of the Pioneers' Home. The business of the Territory as yet hardly warrants the establishment of an auditor's office, but with very little extra expense, the Governor's office can handle the work, in which case the Governor, or a committee appointed by the Governor, should be given authority to draw regulations to control all territorial disbursements, including the purchase of supplies, so as to eliminate all criticism.

DISASTERS DURING THE PAST YEAR.

In addition to the trials of war visited upon Alaska, in common with the whole nation, the Territory has been the victim of a number of disasters. We have suffered from flood, fire, famine, sickness and sudden death. Floods have caused great destruction in several of our towns, notably Seward, Juneau and Nenana; fire has wiped out a large part of the business section of Fairbanks; and even now a large proportion of our native population on the Seward Peninsula is receiving relief from starvation through agencies authorized and empowered by me, to which I will refer later. Influenza has swept through our coastal regions like flame through the forest, and in the wreck of the Princess Sophia the lives of 350 persons, many of whom were Alaskans, were suddenly blotted out, there being no survivor to tell of the last agony. There is not a person here from whom there was not taken some dear friend or relative. In the list of those lost is found the name of an able and energetic official, Mr. John F. Pugh, Collector of Customs for Alaska.

INFLUENZA.

From a territorial standpoint, the most serious of these disasters has been the scourge of influenza. Following the lines of steamer travel, early in October, influenza broke out in practically all the coastal towns. As far as I know, the only town to escape is Skagway. Cordova, under strict quarantine, escaped until a premature lifting of the health regulations allowed the disease to become established. In Nome and vicinity the epidemic was most severe.

It is estimated by Doctor Neuman, acting Assistant Commissioner of Health for the Second Division, and the officials of the Bureau of Education, that there have been 1,500 deaths, chiefly among the natives, on the Seward Peninsula and vicinity. I have been told that there were over thirty deaths among the passengers on the last trip of the steamer Victoria. At Kodiak and on Cook Inlet the mortality was extremely high. I cannot go into full detail as such has as yet not been presented to me, but when all information has been assembled, the result cannot be otherwise than appalling. At present, nearly 500 native children who would otherwise starve, are being cared for under my authorization.

Shortly after the outbreak of influenza, calls for relief commenced to arrive from all parts of Alaska. The appropriation provided for the enforcement of the Health and Sanitation Act fell far short of being sufficient for the needs. I was faced by the alternatives of allowing the disease to run rampant throughout the Territory or of assuming authority to give relief and establish quarantine measures. I immediately telegraphed or wrote to all the members and members-elect of the Legislature for their support in incurring a deficiency and practically all assured me of their approval. It was suggested to me by several members of the Senate and House that an extra session be called to deal with the emergency, but an examination of the Organic Act revealed the fact that at least thirty days' written notice of a call for a special session must be given to

every member. The members of the old Legislature, whom it would have been necessary to convene, were widely scattered, many being absent from the Territory, and it is doubtful if a quorum could have been found. Besides, had I waited the prescribed thirty days before taking action, the necessity for preventive action would have passed, and all of Alaska would have been infected.

I am not yet advised as to what action has been taken on the requested relief from Congress or what part of the allotment made by the American Red Cross can be expended under conditions imposed by the society. I am certain that our expenses will not be light. You will be advised as speedily as possible of the total estimates of cost I shall request the Territory to assume.

HEALTH AND SANITATION.

The influenza epidemic has shown us that the Territory should be prepared at all times to prevent the spread of disease and that adequate appropriation should be made. I also advise that the law establishing the offices of assistant commissioners of health be revised so as to either abolish that office entirely or provide adequate compensation when an assistant is called upon to handle an epidemic. This epidemic has shown me that a practicing physician, in time of emergency, owing to calls for his professional services, is unable to devote the proper time to the study of divisional health conditions. If our finances will allow, I should desire to see established the office of commissioner of health, to be filled preferably by an officer of the United States Public Health Service, thus combining federal and territorial authority. To such an officer should be delegated full control of all questions of public health, with power to define all communicable diseases, including venereal diseases, and to establish general and special quarantines. To safeguard the public from arbitrary measures, before becoming effective all regulations issued by such health officer should be approved by the Governor or by an advisory body of medical men appointed by the Governor.

In the enforcement of the Selective Service Law, it was found that an alarming number of our young men are suffering from venereal diseases. The Surgeon General of the Public Health Service considers that venereal diseases are menacing even our national existence. We must for the sake of future generations, guard against these diseases by either authorizing the Commissioner of Health to issue controlling regulations or pass laws making possible the isolation of venereal cases until full recovery is effected. Drug stores should be required to report the names and addresses of all persons to whom curative drugs or patent cures for venereal diseases are sold. The legalized authority should then have the power to order examinations and to take proper action.

IGNORANCE REGARDING THE TERRITORY.

I have always been greatly impressed by the lack of knowledge displayed by the people of the states regarding Alaska. To them Alaska is merely the northwest corner of the map—a country peopled by desperadoes living in huts or dugouts; a country of Eskimo and

eternal snows. That Alaska should have any of the attributes of civilized life occasions surprise, and when an Alaskan speaks of agriculture and horticulture, unbelief is usually manifested. Even in the Congress of the United States, any attempt to describe the Territory in its true light is received in a rather apathetic manner. Alaska is regarded as more or less of an incubus, for the possession of which the Government must yearly spend large sums of money in maintenance. The fact is overlooked that the treasury of the United States is yearly enriched by many millions of dollars as a result of taxation on the wealth taken from the ground and from the sea. We can never hope to receive just recognition of the potential greatness of Alaska or to have constructive measures enacted until the gentlemen of Congress have been educated by direct observation of our resources and of our people.

At a conference of governors held in Annapolis last December, I invited the governors of the various states to hold their next annual convention in Alaska. This invitation has been accepted conditionally, the condition being that one-half of the governors shall be able to absent themselves from their states for the period of time necessary to make the trip to Alaska and return. The Secretary of the Navy expressed himself as being willing to provide a naval vessel for the transportation of the party from Seattle and return, should such a vessel be available at the time of the proposed conference. A visit of the governors would advertise the Territory as is possible in no other way and should result in benefit not only to us, but to the people of the various states by calling attention to possibilities unthought of. The Territory of Hawaii has appropriated funds to cover the travel and entertainment of visiting delegations of Congressmen and their families, with the result that a keen and beneficial interest has been aroused in the welfare of our sister territory. I suggest that the Legislature consider an appropriation to cover the travel and entertainment of a number of members of Congress and their families and that the Governor be authorized to extend a cordial invitation to those members of Congress before whom comes the majority of territorial affairs. I also suggest that a part of this fund be used for the benefit of visiting governors, should the proposed conference be held in Alaska and that the Secretary of the Interior, Franklin K. Lane, and his family be included.

If possible, there should be established at the capital of the Territory, a museum of articles of industrial and historical interest. Our collections are fast passing into the hands of museums in the states and in foreign hands. We should endeavor to have a distinctly Alaska museum. There is at present a federal fund available for the purpose, but before utilization, it would of necessity have to be augmented.

BUREAU OF PUBLICITY.

There was established by the Legislature of 1917 a bureau of publicity. Under the direction of the Governor a number of descriptive pamphlets were printed and distributed. At the time of my appointment as Governor, the Bureau was quiescent, owing to the resignation, some months previously, of the then chief. Realizing

the benefit which might accrue to the Territory by well-placed advertising, I immediately proceeded to place the Bureau in operation. A small expenditure of money was made for advertising in Alaskan and other papers. In this way, we were enabled to reawaken interest in Alaska.

Through the medium of the Bureau, approximately 200 men were placed in well-paid positions, who otherwise would have left the Territory. We are now receiving several hundred letters a month from prospective settlers and those wishing employment. We issue a monthly bulletin which reaches nearly 5,000 individuals, corporations and newspapers; we are prepared to advertise any section of Alaska; we have sent circulars to every commercial body in Alaska in the hope of obtaining co-operation, but to date have received answer from only one. We have found that we must do all the investigating and advertising ourselves, and to this end I request an appropriation to continue this constructive work. I wish the name "Alaska" to be constantly in every newspaper and publication in the United States. We must not be forgotten.

TERRITORIAL DEVELOPMENT.

In our attempt to establish permanent industry, I can think of no better way than by establishing a bureau of mines and employing a capable mining engineer who shall make free examination and report on mines and mining prospects. The report to contain no recommendation of any kind, but when placed in the hands of development companies will serve as a basis on which the company can decide as to the advisability of sending one of their own engineers to make an examination leading to investment. Legislation to this end will undoubtedly act as a stimulus to permanent territorial development. Alaska is highly mineralized and the prospector needs a helping hand to put him in touch with needed capital. In the interest of efficiency, it would be advisable to place the office of the mine inspector in the proposed Bureau of Mines. In addition, we should, as far as possible, assist in the establishment of new industries, bearing in mind that what helps one part of the Territory helps every other. I recognize the fact that any appropriation made for this purpose will be difficult to handle as covetous eyes will be cast on what may appear to be "easy money," but a commission of hard-headed business men should be able to curb any attempted raid by the unscrupulous. If a small appropriation, properly safeguarded, can be granted, it is quite within the realms of possibility that when you gather here two years hence, the Territory will have proved itself capable of embarking upon more ambitious enterprises which will afford relief from burdens now resting heavily on every person in Alaska.

If co-operation is possible, I advocate co-operation with Secretary Lane's splendid plan for furnishing employment to returned soldiers.

PIONEERS' HOME.

There will be laid before you the report of the Superintendent of the Pioneers' Home at Sitka, showing the activities of the Home

for the years 1917-18. Estimates, as submitted to me, call for an appropriation of practically one-fifth of the territorial income. I believe the estimates can be reduced, but we must be prepared to take care of our old pioneers in comfort and to anticipate a large number of inmates. There is undoubted need of a modern hospital to be attached to the Home, with an increased number of trained attendants. The buildings should be placed in repair and a house should be provided for women pioneers of good character who, through the adversity of Fate, have been thrown upon the bounty of the Territory.

PENSIONS.

The great increase in the number of applications for pensions has been viewed with alarm by the board to whom all such applications are submitted. If the pension roll shall continue to increase as it has in the past two years, appropriations will be needed which will seriously tax the ability of the Territory to pay. The board is confident that many of the pensions now paid are not warranted by absolute need, but have been applied for simply because the applicant may happen to be over the minimum age of 65 years and considers that any funds procured from the territorial treasury are just so much "velvet." There also seems to be a disposition on the part of indigents in the states to take advantage of our laws and colonize Alaska with former residents who have become a burden on the home or state. The work of the board would be much simplified if the law could be so written as to make known the will of the Legislature and to so fix the procedure that there shall be little danger of advantage being taken of charitable intent. As our population increases (and increase it must), the demands for pensions will become increasingly greater. The law and regulations should be so framed that pensions may be granted only when needed and deserved.

As authorized by law, for the quarter ending March 31, 1919, the board has incurred a deficit of \$5,604.

ROADS.

Transportation within the Territory is one of our greatest problems. Our roads are expensive to construct and difficult to maintain, and yet when once away from water routes, it is on roads that we are absolutely dependent for territorial development. This past summer I was privileged to make a trip through a part of Alaska. I traveled from Cordova to Fairbanks, thence down the Yukon waters to the mouth of the river. I was at Nome for ten days, and while en route to Juneau, on the return trip, short visits were made to the Prince William Sound ports. At every town the cry went up "Give us roads; we need roads." The need is not always highways of metal, but roads on which it will be possible to transport machinery and supplies. In the Second and Fourth Divisions this necessity is most apparent. In the Third Division roads are needed to connect fields of resource with the trunk lines of communication. In the First Division the roads are shorter in length, but perhaps heavier

of construction. The present law is unwieldy and I advocate a greater centralization of power in the hands of the Territorial Board of Road Commissioners, so that advantage may be taken of the opportunity for co-operation with federal bureaus demanding such co-operation. It might seem the part of wisdom, after the present incumbents of the offices of divisional road commissioners have served the terms for which they were elected, to abolish these offices and vest entire authority in the Territorial Board of Road Commissioners. In any event, that part of the law which provides that the divisional road commissioner shall be compensated by a percentage of his total expenditures should be repealed and a direct yearly salary authorized. A percentage compensation leads only to a very natural desire to use funds to the fullest extent of their availability.

I am not convinced that an elected road commissioner is always qualified in road construction. If the present law is to remain, subject perhaps to certain amendments, it would seem best to create an elected or appointed board of three commissioners in each division, to serve without pay, who in turn shall appoint a qualified road builder to exercise general supervision over all divisional roads. Under the present law, we can never hope to receive the greatest amount of benefit from the funds appropriated either by the Territory or by the United States.

I trust this honorable body will amend the present law. The advisability of imposing a road tax should also be considered.

SCHOOLS.

In our schools every Alaskan takes a just and proper pride. We bow to no state in the number and character of our schools in proportion to population. I am told that we have more teachers to the number of enrolled scholars than any state and that we expend a greater sum per pupil than any country in the world. Particularly in the towns is the standard of schools exceptionally high. In the administration of schools, we are confronted with the complexities of two laws, namely, the territorial law (Chapter 5, laws of 1917) and the federal statute, (Sec. 324, of the Compiled Laws of Alaska) commonly known as the Nelson law. Under the provisions of the Nelson law, 25 per cent of the Alaska fund is set aside for the establishment and maintenance of schools outside the limits of incorporated towns. As the school proportion of the Alaska Fund is not sufficient to meet the needs of such schools, but must be increased by territorial appropriations, I think it only right that funds so derived should be covered into the treasury of the Territory for the benefit of the school fund. The attention of Congress should be attracted to this point.

Under Chapter 5, laws of 1917, providing for the organization of incorporated school districts outside of incorporated towns, etc., provision is made for the collection of certain taxes on personal property, to be applied to the conduct of schools within such school district. I see no reason why unincorporated school districts should not bear a portion of the expense of maintenance of schools therein,

although, it would not be fair to the smaller settlements to require them to bear the same proportion of expense as the larger incorporated towns and districts. It has been noted that many communities, well able to assume part of their school expenses, have dodged the issue of district incorporation as long as there seemed a possibility of the Territory taking over the entire expense of maintenance. The advisability of compelling certain school districts to incorporate should be well looked into.

I recommend that the establishment and maintenance of citizenship night schools be placed under the jurisdiction of the Commissioner of Education, instead of under the U. S. district judges. The present arrangement is a source of annoyance to some of the judges and to the Commissioner of Education. I may say that the experiment in citizenship instruction, authorized by the past Legislature, has been successful and such schools should be continued with a slightly increased appropriation, if increased appropriations are possible.

I understand that the principal building of the Alaska Agricultural College and School of Mines has been completed, although no report has as yet been received from the regents. It will probably be necessary to make additional appropriations to place the school in a position to avail itself of the federal fund for maintenance.

The report of the Commissioner of Education will be laid before you.

AUSTRALIAN BALLOT LAW.

The methods of the Australian ballot law as standing on the statute books of the Territory have been employed in two general elections. As a result of the first election held thereunder, the electorate of the territory has been torn into bitter factions. The candidate receiving the certificate of election from the canvassing board, after a long contest in the House of Representatives of the United States, was unseated, on the ground, among others, that our law is not mandatory as to all its provisions. The Territory was the principal loser, in that the contestant for the seat was not enabled to perform any duty in Congress and the contestee was handicapped in his activities before the house by the shadow of the contest.

The election law should be clarified, not only as to the exact methods but as to exact qualifications of voters particularly those of native origin, that when a certificate of election is delivered to a candidate for elective office by the canvassing board the probability of a contest shall be most remote. There can be no harmony among our people as long as there shall be charges by any political party that improper elections are being held or that the returns are not handled in accordance with the strictest interpretation of the law. A system of registration of voters is also worthy of consideration.

It will be noted that when the date of election day was changed by the Organic Act from the second Tuesday in August, to the Tues-

day next after the first Monday in November, no provision was made for a change as to when the canvassing board should commence the performance of its duties. Section 403 of the Compiled Laws provides that the canvassing board shall meet within ten days after the third Tuesday in October, which day now happens to fall before the day of election. Naturally then this provision of the law is inoperative. I ask that the Legislature bring this defect to the attention of Congress and petition a rectification of the statute and also that there be fixed a time on which the canvassing board may cease its labors. It is quite possible however that the Legislature itself can properly take the desired action.

Through an oversight, the title of Chapter 25, Session Laws of 1915 reads merely: "To provide official ballots for elections in the Territory of Alaska." On account of the title which does not provide for penalty it has been suggested by attorneys, learned in law, that it is very doubtful whether any punishment can be imposed following a conviction for a violation of the act. I am advised that one of our courts has so held. The power to punish for violation of the election law, should of course be placed beyond cavil.

EIGHT-HOUR LAW.

The last Legislature enacted a general eight-hour law affecting all employment in the Territory of Alaska. By decision of the court of the Fourth Judicial Division, this law (Chapter 55, Session Laws 1917) was declared unconstitutional. The Attorney General of the United States refused to sanction an appeal from that decision for the reason that in the opinion of the Department of Justice, the decision was a true and correct exposition of the law and that an appeal therefrom would be a mere waste of time and money. I have a letter from the Solicitor General of the United States which I will submit to the proper committee, more particularly stating the reasons for the action of the department. An eight-hour law conforming to constitutional requirements should receive the earnest consideration of the Legislature to the end that, if possible, the desire of the electorate at the election of 1916 may be complied with.

FISHERIES.

On account of a defect in the passage of Chapter 75, Laws of 1917, providing for fish hatcheries, etc., the expenditure of the appropriation thereunder is of doubtful legality. A quasi-public organization, (the Alaska Fish and Game Club), with territorial assistance from the emergency fund, has conducted a number of most novel and interesting experiments. Their experiments, owing to restricted means and appliances, were pursued in a small way only. If, after more intensive investigation, the theories under development are found to be sustained, I look for an entire change in the present methods for maintaining the salmon supply through artificial propagation.

While fully appreciating the insistent demands for greater efforts in this direction, I am satisfied that it would be unwise to enter into

any extensive policy for establishing hatcheries to be operated under the accepted system. It is quite probable that present methods will be pursued in the federal hatcheries to a greater extent than ever before in the ensuing year. It seems preferable, therefore, to confine our activities for the time being to continued experimental effort, as there is much promise from the results thus far obtained that they will prove of inestimable value to the Territory. Deeming this an important public duty it is recommended that an appropriation be provided for the purpose.

During the past year a number of cannery laborers were stranded in Alaskan ports awaiting southbound transportation. Among a number of canneries, it seems that a labor contract system is practiced whereby a number of persons are employed through some central agency, shipped to Alaska to work for the canning season and then returned to Puget Sound where they are paid off. This system seems to me to be neither right in principle nor practice.

MARRIAGE LICENSES.

Need has been shown of a revision of the Act to regulate marriage and marriage licenses, Chapter 56, Laws of Alaska, 1917. Section 1 of the Act reads, "No person shall be joined in marriage in this Territory until a license shall have been obtained for the purpose from a duly appointed and qualified United States Commissioner."

I am advised by the clergy that in communities distant from the office of a United States Commissioner, it is often impossible to live up to the requirements of the law. The contracting parties can neither afford the expense of travel nor spare the time. This is particularly true of natives in remote districts. As a consequence there are instances of natives living in a state of concubinage or of clergymen having performed the marriage rite in disregard of law. I believe that where the contracting parties reside or are domiciled more than twenty-five miles away from the office of a United States Commissioner, any person authorized by the law of the Territory to solemnize marriages should be empowered to issue marriage licenses as agent for the commissioner.

HOME GUARD.

Before the signing of the armistice there were a number of enthusiastic home guard organizations throughout Alaska, composed largely of men exempted from the draft or of men not yet called to the colors. Of this organization I thoroughly approve. As is well known, aside from the few wardens and special agents, Alaska is without police protection. By law and regulation the marshal's office is so hemmed round with restrictions that, except as process servers after the committal of any crime, or misdemeanor, great difficulty is encountered in the utilization of the various deputy marshals no matter how willing the marshals and deputies may be. This is particularly true as to prevention of crime. Unfortunately Alaska has not the centered population nor the per-

manency of employment so necessary to the successful formation of a national guard, but many communities are able to turn out smaller units than the authorized national guard companies which would be most useful in case of disaster or attempted mob violence by that seditious element which, alas, has been so much in evidence during the days of national trial. I advocate a law which will allow of the formation of a home guard which shall take as far as possible the characteristics of a national guard and wherein the officers and men may be given an official standing subject to lawful call for service.

OFFICE OF THE GOVERNOR.

Notwithstanding the fact that the Governor's office has never been furnished with adequate funds by federal appropriation for either clerical or maintenance charges, and notwithstanding the great increase in the cost of supplies of all varieties, the appropriation for contingent expenses has been cut by the sum of \$1,500 per annum. On December 31st all available funds had been exhausted leaving a deficit for the fiscal year of approximately \$2,300. I ask that an appropriation be made to cover this deficit not only for the fiscal year of 1918 but also for the fiscal years of 1919 and 1920. Attention is drawn to the fact that federal appropriations up to 1918 had not changed from the time when the Governor was almost exclusively a federal official, but now practically 75 per cent. of the duties of the Governor's office are connected with the execution of territorial laws. For this reason perhaps a greater consideration in aiding this deficiency may be shown. I have no disposition to shirk any responsibility placed upon me, and to the best of my ability I have labored long and faithfully to grasp the details of all my duties. In this I have had the assistance of energetic and efficient federal and territorial officials, and of the public spirited personnel of uncompensated boards and commissions. It is not for me however humanly possible, to direct all the activities of the Governor's office, and to receive the great flood of callers without adequate and efficient assistance. The Legislature has heretofore made possible the conduct of the office and I am requesting your continued support.

CONCLUSION.

In conclusion I beg to assure you that I am ready at all times to discuss any proposed legislation with any committee or member of your honorable body, and to submit any information contained in my office, to the end that we may all work in complete harmony for this great Territory so dear to our hearts.

President Wilson has said "What the world is now seeking to do is to return to the paths of duty, to turn from the savagery of injustice to the dignity of the performance of duty."

Mr. Pennington moved, and was seconded by Senator Sundback, that the Governor's message be received and spread upon the minutes of the Joint Session, and that it be made a part of the journal of each body of the Legislature. Motion, carried.

Senator Sutherland moved, and was seconded by Mr. Pennington, that a joint vote of thanks of the Senate and House be extended to the Governor for his courtesy in addressing the Joint Session.

Mr. Collins called for a rising vote.

The motion carried unanimously.

On motion of Mr. Collins, seconded by Mr. Bogan, the Joint Session adjourned.

IN THE HOUSE

The House was called to order, by Speaker White, at 2:45 p. m., pursuant to adjournment, all members being present.

The journal of the preceding day was read and, on motion of Mr. Daly, seconded by Mr. Bogan, was approved.

MESSAGE FROM THE SENATE.

The following message from the Senate was received and read:

Senate Chamber,
Juneau, Alaska, March 5, 1919.

Chief Clerk of the House:

I am transmitting herewith House Concurrent Resolution No. 1, which has this day been adopted by the Senate.

T. M. REED,
Secretary of the Senate.

The resolution was ordered filed with the Secretary of the Territory.

REPORTS OF SPECIAL COMMITTEES

The Speaker, as chairman of committee on committees, reported that the committee made progress, but requested further time in which to submit the final report.

On motion of Mr. Slater, seconded by Mr. Allan, the House adjourned until 10 o'clock, a. m., Thursday, March 6, 1919.

HARRY F. MORTON,
Chief Clerk of the House.

E. J. WHITE,
Speaker of the House.

FOURTH DAY

House of Representatives,
Juneau, Alaska, March 6, 1919, 10:00 A. M.

Pursuant to adjournment, the House was called to order by Speaker White at 10 o'clock, a. m.

Roll call showed all members present.

Prayer was offered by the Chaplain.

The journal of the preceding day was read and, on motion of Mr. Bogan, seconded by Mr. Slater, approved.

REPORTS OF SPECIAL COMMITTEES.

Mr. Sowerby, chairman of committee to notify the Senate of the organization of the House, reported that the committee performed the duty assigned them, and requested to be discharged. On motion of Mr. Collins, seconded by Mr. Pennington, the report was accepted and the committee was discharged.

The Speaker announced that the Committee on Committees will be ready to report in a short time.

On motion of Mr. Bogan, seconded by Mr. Pennington, the House adjourned, subject to the call of the Chair.

The House was called to order at 10:50 o'clock, a. m., all members being present.

Mr. Collins, for the chairman of the Committee on Committees, presented the following report:

REPORT OF COMMITTEE ON COMMITTEES.

House of Representatives,
Juneau, Alaska, March 6, 1919.

Mr. Speaker:

The Committee on Committees nominate for election by the House the following named gentlemen for membership upon the respective standing committees, to-wit:

- 1.—Committee on Committees: White, Collins, Daly, Sowerby, Slater.
- 2.—Banks, Banking and Corporations: Slater, Bogan, Patterson, Ray.
- 3.—Judiciary and Federal Relations: Dunn, Daly, Davies, Patterson, Pennington.
- 4.—Education, Public Health, Quarantine and Morals: Pennington, Allan, Casey, Nordale, Slater.
- 5.—Elections, Election Laws and Mileage: Casey, Collins, Ray, Rydeen.
- 6.—Engrossment and Enrollment: Patterson, Davies, Pennington.
- 7.—Fisheries, Fish, Game and Agriculture: Sowerby, Daly, Davies, Noon, Nordale.
- 8.—Labor, Capital and Immigration: Bogan, Casey, Daly, Dunn, Slater.
- 9.—Municipal Affairs: Nordale, Allan, Patterson, Sowerby.
- 10.—Mining and Manufacturing: Rydeen, Collins, Davies, Noon, Pennington.
- 11.—Printing and Purchasing: Collins, Casey, Daly.
- 12.—Roads and Highways: Allan, Bogan, Casey, Noon, Nordale.