

JOURNAL
OF THE
HOUSE OF
REPRESENTATIVES

OF THE
TERRITORY OF ALASKA

Begun and Held at
JUNEAU, THE TERRITORIAL CAPITAL
March 7, 1921

Adjourned Sine Die May 5, 1921

ANDREW NERLAND
Speaker

JAMES P. DALY
Chief Clerk

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to receive any communications from the House of Representatives.

LUTHER C. HESS,
THOMAS C. PRICE,
Committee.

Moved by Mr. Frame, and seconded by Mr. Lathrop, that a Committee of two be appointed by the Chair to meet with a similar Committee from the Senate to make arrangements for the joint meeting to be addressed by the Governor at 2 p. m. Wednesday, the 9th day of March, A. D. 1921. Unanimously carried.

The Chair appointed on such committee Messrs. Frame and Lathrop.

Mr. Hunter moved, seconded by Mr. Lathrop, that the House adjourn to meet at 10 a. m. Wednesday, March 9th. Motion carried.

JAMES P. DALY, ANDREW NERLAND,
Chief Clerk of the House. Speaker of the House

THIRD DAY

House of Representatives,
Juneau, Alaska, March 9, 1921.

The House met pursuant to adjournment at 10 a. m.

The Speaker, Hon. Andrew Nerland, in the chair.

Roll call showed all members present.

Prayer by the Chaplain.

The Journal of the previous day was read and approved.

INTRODUCTION OF RESOLUTION

Introduced by Mr. Brown, House Concurrent Resolution No. 1 on the death of Mr. E. W. Burroughs, member-elect of the House of Representatives.

Before reading, Mr. Brown moved that the rules be suspended, that the Resolution be read in full and that the first reading be considered the second and third. Seconded by Mr. Cochran. Unanimously carried. Resolution read.

The question being "Shall the Resolution pass?" the roll was called with the following result:

Yeas, 15.

Nays, None.

Following the order in the Resolution a page in the Journal is set apart and the Resolution is spread in full on same.

IN MEMORIAM

WHEREAS, the Divine Providence in His infinite wisdom, has called from His sphere of activity and influence one of our beloved, honored and respected citizens, E. W. Burroughs, a member-elect to the Territorial Legislature, and,

WHEREAS, it is earnestly desired to pay a fitting and proper tribute in memory of him, whose life was symbolical of a keen sense of duty, an admirable quality of citizenship, and to express our sincere sympathy to his relatives in this their hour of bereavement; therefore

BE IT RESOLVED, by the House of Representatives, the Senate concurring, that appropriate services be held in the Hall of the House of Representatives, Saturday, March 12th, 1921, at 2 p. m., that we may pay tribute to his memory; and further

RESOLVED, that a joint committee, consisting of the members of the Second Division from the House and Senate, be appointed to arrange for said memorial services; and further

RESOLVED, that as a further mark of respect to the memory of the deceased, the Chief Clerk of the House be instructed to set apart one page of the Journal of this day's proceedings, suitably engrossed, for this Resolution and to transmit a copy thereof to the family of the deceased.

Mr. Cochran requested that the courtesies of the House be extended to former Senator Aldrich. Granted.

The Speaker appointed Messrs. Cole and Getchell a Committee of two to notify the Senate that the House was ready to receive the Senate in Joint Meeting, and to escort them to the House Chamber. The Sergeant-at-Arms announced the presence of the members of the Senate. The House rose and the Senators were escorted to their seats.

The Speaker appointed Senator Britt and Hon. H. T. Tripp to escort the President of the Senate to the Chair.

The Speaker announced President Sundback will now preside over the Joint Meeting.

JOINT MEETING

The Joint Meeting was called to order by Senator John Sundback, President of the Senate.

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

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

The President appointed Senator Britt and Hon. H. T. Tripp to escort the Governor to the platform.

Invocation by the Rev. Father Kashevaroff.

The President introduced his Excellency, the Governor of Alaska, Thomas Riggs.

MESSAGE OF THE GOVERNOR

Gentlemen of the Legislature:

For the last time I have the privilege of addressing your honorable body. I firmly believe in government by party. There must be always a party of protest and of advice otherwise the spur to efficiency would be lacking, rings and cliques would form, and the ideals of democracy would be lost. The membership of an opposing party forms the political police of the nation and every act of the majority must pass through the fire of just or unjust criticism. Unfortunately, in the heat of political strife, parties are prone to overstep the bounds of their rightful activity and to lose sight of public welfare in the promotion of political expediency.

Violent attack is the most elemental form of political warfare, and since the beginning of time there has been no new idea nor proposed measure which has not been subject to partisan abuse including the pillorying of the originator thereof. In making this statement I am not referring to any special measure nor special person. I merely present world history.

I pray that you, the Legislature, will bury any antagonisms which may have been engendered during the recent political struggles and in a united manner direct your endeavors toward the betterment of the Territory by the enactment of helpful legislation, so that all may be benefitted and that the representatives of the states, having power over the Territory, may see that the people of Alaska may safely be entrusted with increased powers of government, rightfully theirs.

I shall present for your consideration various subjects, the need for the consideration of which has arisen since I first had the honor of appearing before you. I beg to assure you, I have no ulterior motive in any recommendation, for, true to my own principles of government, my resignation as Governor of Alaska is in the hands of the President, to become effective at his pleasure. I shall retire from my high office, as soon as my successor can be appointed and qualified, and join the ranks of private citizens, in which capacity my welfare with that of other residents of the Territory will depend largely upon the laws which you may make.

During the past two years progress has been made along certain lines while retrogression is shown in others. We must not, however, judge conditions by actual accomplishment. The two-year period has been one of readjustment after the prolonged existence of abnormal conditions. The seeds of development planted are beginning to assume healthy proportions and I look for industry to grow steadily from now on.

For instance, it seems that in Southeastern Alaska we are assured of the establishment of pulp and paper industries. At Speel River a pulp mill has been constructed. To be sure the mill in its present condition cannot compare with the great mills to the south of us in British Columbia, but there must always be a pioneer in every line of endeavor. This pioneer, though young, seems to be strong and healthy. Certain great paper-making concerns are seriously considering large plant investments. The Forest Service, after years of restrictive stagnation, is endeavoring to meet the desires and needs of investors. The pulp and paper industry will go far toward stabilizing conditions in the southern part of Alaska.

On the Kuskokwim, in the Fairbanks district, along the line of the Government railroad, and in Southeastern Alaska, lode mining is attracting considerable attention. The prospecting being done is of a substantial character and such as will develop mining districts. Placer miners all over Alaska are hopeful that lowering costs will enable them once more to attack the large bodies of known low-grade, auriferous gravels. Oil lands, at last released for exploitation, show signs of prospecting activity; water power can be developed upon regulations other than revocable permits; birch timber can now be exported from public lands; trade between Siberia and Nome will be continually increasing. The atmosphere is full of hope.

On the other hand, due to overfishing, our fisheries are becoming depleted, and the Territory can no longer look thereto for the revenue received in the past, not only for the reason that there are not so many fish, but because there will not be so many canneries operated until the unsold stocks on hand are disposed of. The immediate prospects for the fisheries are not encouraging.

The results of census taken in January of the last year were disappointing. There were enumerated 28,830 whites, 21,160 full-blood natives and 5,071 natives of mixed blood. The white population shows a loss of 7,517 persons since the census of 1910. For this condition of affairs the great war is almost entirely responsible. During the years 1917 and 1918 the net loss through emigration was nearly 15,000 people. During the years 1919 and 1920, a gain of 388 persons is shown in the reports of the Collector of Customs. It has always been our history that during periods of depression in the states, Alaska has thriven, particularly in its mining centers. Due to the existing depression in the states I look for a steady, though perhaps slow, immigration from now on. A study of the census shows that the Territorial loss in population for the decade has been generally overestimated, but that there has been a shifting of the people at the expense of established centers. Our great need is a stabilized population.

The message of any executive is not a carelessly drawn document, compiled on the spur of the moment, but is carefully prepared as a result of intimate association with the workings of present laws and with conditions which have arisen, calling for new legislation. Therefore, it is my hope that committees dealing with matters herein presented will closely examine and investigate my recommendations, and not consider my appearance before your honorable body as simply a formality established through precedent.

On the whole, the laws of Alaska are well suited to the needs of a sparsely settled Territory of vast expanse, and no great amount of new legislation is required. There are, however, several matters requiring careful attention and a few laws in need of revision, to all of which I shall draw your attention in more or less detail.

TRADE CONDITIONS.

The report of the Collector of Customs is an excellent barometer of trade conditions. While the quantity and value of exports from the Territory have decreased during the biennium from the peak established in 1918, still trade conditions, when compared with similar conditions throughout the United States, show an exceedingly healthy state of affairs. Here in Alaska we are not so much concerned with the value of our exports, except from a feeling of natural pride, as we are in the quantity. It is quantity export which furnishes employment to the people and so long as prevailing prices will insure continuity of industry and the payment of fair wages, we have nothing to fear. It is when

price reduction affects production that our apprehensions are aroused.

In fish products, there has been a decided export slump, but in exports of minerals and of metal ores an upward tendency is manifested. A demand for Alaska spruce has been created; reindeer meat will soon become a factor in return cargo shipments from the Second Division. Placer mining in 1920 reached its lowest ebb. The present indications are that during the the coming season there will be a resumption of placer mining, particularly by associations of individual miners. There is always that desirable class of miners who would rather receive less for their efforts for the sake of industrial independence. This class during the hectic war conditions was tempted by unprecedented wages to join the ranks of the wage earners. With the decline of the labor market the small operator is returning to his temporarily abandoned sluice box. The value of the independent man must not be overlooked and he should be encouraged by every means in our power. He is the bulwark of placer mining.

During the coming two years I look for the following trade conditions.

FISHERIES. For 1921 a 50% curtailment of salmon pack, based on the pack of 1918, to be followed in 1922 by an increased demand and increased operations; other fishing to remain about the same as in 1920.

MINING. For 1921 and 1922 increased placer and lode mining. The demand for copper, now so dangerously low, shows little chance of recuperation this year, but the surplus stocks should be disposed of and a normal demand appear in 1922.

LUMBER. Lumber production will be less in 1921 due to curtailment of fishing operations, but in 1922, especially should construction on large pulp and paper mills commence, there should be a steadily increasing demand.

In the production of the various other commodities there should be little change.

Summed up briefly, the year 1921 will in all probability be the low valley of the past four years, but 1922 should equal, if not surpass, the year just ended.

Industrial conditions cannot remain depressed for an indefinite period; buying on the part of the people of this country and by those of foreign countries must commence in the near future and so furnish a market for every product of Alaska.

Without exception each person who has visited the states during the year and with whom I have conversed, announces most emphatically that our trade conditions are far superior to those existing in the states and these observations seem to be confirmed by the number and amount of deposits in our Territorial banks.

PUBLIC HEALTH.

Two severe epidemics of influenza marked the biennium, as well as some quickly suppressed outbreaks of smallpox. Influenza, although having been severe and having exacted a heavy toll of deaths, was not so widely spread as the epidemic of 1918 when approximately 2,000 people, chiefly natives, lost their lives. Then, too, the burden of relief for the natives on the coast was shifted from the Territory to the Federal Government, represented by the Coast Guard Service which performed its duty splendidly.

In the law enacted by the Legislature of 1919 (chapter 35) provision was made to cooperate with the United States Public Health Service, should it be possible for it to detail a health officer to Alaska. In fact, when the bill was being considered, the Surgeon General wired that he would appoint such an officer. This, however, he was later unable to do on account of the great demand for competent men. It is hoped that the Surgeon-General will shortly be able to order a full-time health officer to Alaska, thus combining federal and territorial authority. In the meantime the Commissioner of Health is a practicing physician who, within the limitations of his professional duties, has placed the office on a permanent basis and who has rendered distinguished service to the Territory.

In wording the appropriation for the Commissioner's office, I suggest that funds made available for quarantines, be extended to include medical relief when considered advisable.

VETOED BILLS.

At the last session of the Legislature, three bills failed of approval. One was returned to the Senate with the approval of the governing committee, the other two, passed on the last day of the session, could not be returned in time for appropriate action to be taken thereon had the Legislature so desired. Both of these bills, (S. B. 68 and H. B. 38) contained excellent provisions but interwoven in them were certain restrictions and conditions which in my mind would have rendered the bills, if enacted into law, unworkable.

Senate Bill 68, "An Act to provide for an auditing department, etc.," created not only parts of a desired budget law which should have been the subject of a separate act but also delegated to a proposed board of audit and control, powers which would have rendered it superior to any department of the Territory and under which, in its discretion, such board could have rendered void any enactment of the Legislature. Other defects were: conflict with existing laws which were not repealed thereby; a system of accounting not well adapted to territorial conditions and a duplication of accounting officers. To protect appropriations, totalling approximately \$32,000, it would have cost the Territory \$8,500 by direct appropriation and indirectly an almost equal amount.

House Bill 38, a labor lien act on timber, also contained excellent provisions, but was so worded as to make it possible to work a great hardship on innocent persons and as to have a tendency to discourage the purchase of cordwood in the Interior by the large operators from the small contractor. It would seem that an amendment to the present lien law, to include all classes of timber, would have thoroughly covered the situation.

TERRITORIAL FINANCES

To properly formulate appropriation laws an understanding of the resources and revenues of the Territory is necessary.

Certain newspapers have unduly scare-headed deficiencies in revenue and others have hinted that the Territory is all but bankrupt. So far this is not the case. Revenues have yearly increased and are nearly sufficient for the economical operation of Territorial enterprises. It must be remembered that there was available for appropriation by the 1917-1919 sessions of the Legislature, a large treasury balance due to the receipt of license taxes theretofore in dispute, larger appropriations were authorized than warranted by yearly revenue. I do not criticise the various appropriations as great good was accomplished, and it seemed at the time as though continued large revenues would be received, but now that territorial receipts face reduction, it is apparent that operations must be curtailed or new sources of income found. I believe we can do both without the working of any great hardship on the people.

The normal territorial receipts for the past six years, exclusive of lump sum receipts mentioned above, are as follows:

1915.....	\$301,415.02
1916.....	477,876.11
1917.....	444,962.93
1918.....	475,450.55
1919.....	555,887.43
1920.....	571,943.34

Under the present tax laws I do not believe that the receipts for 1921 and for 1922 will equal the receipts of 1920.

Under the license tax system it is almost impossible to predict a revenue budget for the ensuing biennium, but taking the year 1918 as a peak year for productions and applying taxation to a reduced output, a yearly revenue may reasonably be expected from the following sources and in the amounts noted:

	1921	1922
Forest Reserve Fund	\$ 20,000	\$ 25,000
School poll tax	60,000	75,000
Escheats	2,000	2,000
Fees in lieu of assessment on mill-site claims	450	450
Corporation fees	10,000	10,000

Insurance premium taxes	10,000	10,000
Insurance agents licenses	200	200
Railroad income taxes	20,000	20,000
Inheritance taxes	1,000	1,000
Salmon fisheries	100,000	125,000
Fish traps	60,000	65,000
Other fisheries	20,000	30,000
Mining	20,000	20,000
Other licenses	25,000	30,000
Income of salmon canneries	5,000	10,000
Alaska Fund, schools	35,000	40,000
Herring oil and fertilizer heretofore in dispute, about	32,650	10,000
	\$421,300	\$473,650

This includes amounts to be allotted to roads and schools from federal sources.

It is thus seen that with due economy the revenues for the two coming years, in addition to the amount on hand, will approximately equal the estimates submitted. There is nothing alarming about the situation although it would be desirable to provide a surplus for unexpected necessities.

The report of the Territorial Treasurer should be carefully studied and his recommendations considered.

TAXATION.

It is right that every person should contribute in some way to the support of Territorial operations. Every industry and every person, from the lowest to the highest, should be called upon to furnish their quota of Territorial revenues. There is always great difficulty attendant upon tax collection as many individuals and corporations will, from selfish motives, evade as far as possible any payment cutting into their own profits.

In fixing rates of taxation care should be exercised not to attempt to place the burden of all taxation on those industries which at the present moment are the most profitable, as such industries are the ones in which occur the greatest fluctuations in prices, resulting in high profits in some years and in others in great losses. A distributed taxation which bears heavily on no one is always the most equitable. Taxation on gold mining particularly should be tenderly handled as the production of gold must be encouraged in every way, not only to assist the nation, but to preserve gold mining to the Territory. Gold is the one substance which does not vary in price. The treatment of gold ores goes on year in and year out in practically unchanging quantities for each day. On the other hand, those ores, the value of which changes in accordance with the law of supply and demand, are put forth in quantities which constantly change. When markets are high the mines and mills are run to the peaks of production; when the periodic slumps

occur, men are laid off, the works shut down or run on minimum organizations. It can be assumed that where ores other than gold are handled, there is some profit. Hence I believe that a very small tax can be levied on all ores treated other than gold ores and that even on gold ores a graduated tax can be placed so that the operators of low grade mines will not be appreciably affected.

A general property tax would tend to drive out several large mining operations and discourage any new construction, for the lower the grade of ore, the heavier must be the primary investment to make operations profitable. A general property tax would be disastrous to many of our municipalities already heavily taxed for local needs. The tax on oil and fertilizer made in whole or in part from herring in my estimation is too high. I recommend a reduction herein, otherwise this industry, depending almost entirely upon local labor, may be lost to us entirely.

There are businesses in the Territory which at present go free from any taxation but which should receive the attention of the Legislature.

It is reported to me that many of the federal and territorial taxes are not being paid as they should be and that both the Alaska Fund and the Territorial Treasury are the losers thereby. I do not advocate any expensive tax collecting machinery, but it seems that a tax clerk authorized to make investigations might well be attached to the office of the Treasurer of the Territory whose duty shall be to see that all proper payments are paid to the proper receiving officers of both the Territory and of the United States.

Senate Concurrent Resolution No. 7 provides that the Attorney-General shall draw a real and personal property tax bill for presentation to your honorable body. My personal opinion is that at present the Territory is not prepared for such legislation for the reasons already presented.

Chapter 43 of the Session Laws of 1919 provides that the Attorney-General shall draw an income tax bill. The query presents itself to me, as to on whom this duty devolves, whether on the Attorney-General who relinquished office on March 1st or on the present incumbent.

In connection with new methods for raising revenue, I suggest that the revenue bill be introduced as early in the session as possible so that all interested persons may be represented for the purpose of presenting relevant testimony, for as I have stated above, the greatest care must be exercised to avoid the levy of excessive or onerous taxes on any industry or individual.

BUDGET SYSTEM.

I advocate a simple budget system to avail itself of the present machinery of government. The greatest need for a budget law is to expedite the passage of the general appropria-

tion bill carrying the fixed and annual appropriations fitted to the territorial revenue before any special expenditure may be considered. The general appropriation bill should be subject, at the hands of the Legislature to downward revision only, until after passage thereof. Supplemental budgets and special appropriations can then be considered and if prospective revenues will not cover, then new means for raising funds must be found. All appropriations should be found in the general or supplemental budget bills.

One unsatisfactory condition obtaining when the appropriation bill is about the last one to be considered, is that all appropriations expire on March 31st, hence all territorial operations must live on hope alone until action on the bill is taken. If the will of the Legislature concerning general appropriations can be known early in the session a great deal of annoyance can be avoided and plans for the coming season perfected. This is particularly true of road construction. When the amount of the appropriation is not known until May, no new work can be undertaken before June thereby causing a full month's loss of the best spring weather. The evil can be partially overcome by authorizing the Governor to extend by proclamation the provisions of the previous general appropriation act as applying to the executive departments and boards so that, ad interim, indebtednesses incurred shall become definite obligations of the Territory; or the Legislature may themselves so provide by joint resolution.

For the convenience and guidance of the Legislature in drafting the appropriation bills there will be shortly submitted a table, covering the biennium ended March 31, 1919 and for the period April 1, 1919 to December 31, 1920, showing the appropriations for each biennium, the expenditures therefrom, the amount estimated to be necessary to carry on operations from January 1, 1921 to March 31, 1921, and the probable reverting balance. For new appropriations there will be shown the estimates, detailed in accordance with the practice of the recent Legislature, and a proposed simplification of wording to obviate intensive accounting in the office of the Treasurer, resulting also in a reduction of the total amount of the appropriations through the use of lump sum appropriations carrying limitations intended by the Legislature. I recommend appropriations in the form suggested in the estimates as the Legislature will then not be obligated to provide revenue for the larger total.

To fix expenditures for any purpose, I recommend that all appropriations be in FULL for any purpose and that, where additional money becomes available from other sources, an equal amount be deducted from the available appropriation. For instance, a lump sum is appropriated for the support of schools outside of incorporated towns; other such schools are supported by allotments made by the Governor from the Alaska Fund. The amount available in the Alaska Fund is always an unknown

quantity. Schools also receive a variable amount from the receipts of sales of timber from the National Forests. I propose that there be appropriated what shall be considered sufficient to support all the schools and, where money becomes available for the support of Nelson schools, that the appropriation be so reduced. Additional support heretofore has been given to roads and to the Pioneers' Home. Appropriations for these purposes, too, should be considered in FULL for all expenditures. In this way we put the burden of economy on the operations affected and leave nothing to chance.

Considerable time will be saved and repetition avoided, if I may be given the opportunity to discuss the questions of revenues, taxation and estimates, with the joint financial committees of the Senate and of the House.

GENERAL BOARD.

By the provisions of various laws there have been created a number of boards and commissions. In the main these boards are composed of the Governor, the Secretary of the Territory and the Territorial Treasurer. The principal boards are:

- The Banking Board.
- The Territorial Board of Road Commissioners.
- The Board for Leasing of School Lands.
- The Board of Territorial Depositaries.
- The Shipping Board.
- The Board of Fish Commissioners.
- The Board for Relief of Destitution.
- The Board of Education.
- The Board of Trustees of Pioneers' Home.
- The Board of Children's Guardians.
- The Board of Health.

I recommend the consolidation of these various boards, with a few exceptions as will be further detailed. The general board consisting of the Governor, the Secretary and the Treasurer sitting as a body, can pass on the advisability and legality of various expenditures or proposed expenditures, thereby going far to quiet adverse criticism. No new and expensive executive machinery is established such as was proposed under the bill to create a board of audit and control. The General Board should also be instructed to prepare the biennial budget for submittal to the Legislature and to be the approving power over all expenditures from special appropriations.

Additions and alterations in the personnel of the boards are desirable in the following instances:

BOARD OF FISH COMMISSIONERS: The law creating this board should be amended to constitute the General Board the authorizing and approving authority over all special expenditures contemplated. It should be enabled to authorize special expenditures such as stream clearing, field stations, etc., through

the placing of lump sums in the hands of fish commissioners or responsible parties.

BOARD OF EDUCATION: The present arrangement of the Board of Education is not entirely satisfactory. As at present constituted, the four senior Senators, with the Governor, form the Board of Education. Thus there is never any continuity of service. The board cannot meet except every two years and then only for a limited number of times. In the past the responsibilities of the board between sessions have been delegated to the Governor, whose actions are not always approved by the incoming board. It would lend to efficiency, if the proposed General Board could be added to the existing board and authorized to act for the whole board between sessions of the Legislature.

In the estimates for expenditures during the ensuing biennium I have advocated the consolidation of the following appropriations:

- Detection of crime.
- Rescue and Relief of lost persons.
- Dependent children.
- Relief of destitution.
- Emergency appropriation.

I advise the expenditure of these appropriations under the authority of the general board.

BOARD OF CHILDREN'S GUARDIANS: The present make-up of the board need not be changed except to make the general board the auditing board.

BOARD OF HEALTH: The general board should be authorizing and approving board for the Commissioner of Health and in an emergency should be empowered to use quarantine funds for medical relief.

THE BOARD OF TRUSTEES of the Pioneers' Home should maintain its present plan of organization.

The General Board should be instructed to make recommendations to the Legislature covering all claims against the Territory which cannot be handled out of current appropriations and for which reimbursement is sought.

PRIMARY ELECTIONS.

The primary election law has not proven itself to be the success it was hoped to be. Party strife, instead of being quieted through the workings thereof, in many instances, seems to have been accentuated. It has been charged that the primary elections of one party have been used by the membership of opposing parties simply for the purpose of creating discord and that the party nominees as shown by the results of the primaries, do not

always represent the will of the party itself. It is true that the old convention system had many faults, but I cannot see that there has been any marked improvement in the results obtained and there is incurred in each biennium an unwarranted expense to the Territory. In the states, there is a decided opposition to the primary law and in some states steps have been taken to repeal them. Under our law a candidate for nomination to elective office is not bound to any platform nor principle and his own personal popularity may place him at the head of a party ticket where he has no right to be. I advocate the repeal of the primary law, but should the Legislature not deem this to be desirable, I respectfully present for your consideration the advisability of eliminating from the provisions of the law the requirements for election of national committeemen and delegates to national conventions.

The criticisms of the primary election system by the Hon. Charles E. Hughes, the present Secretary of State, should be carefully studied.

GENERAL ELECTIONS.

During the past session of the Legislature, a revision of the Australian ballot law was presented and narrowly escaped enactment. I refer you to my address delivered to your honorable body on March 5, 1919, wherein I made certain clarifying recommendations. I trust that this matter may be deliberated upon further.

In issuing certificates of election to the successful candidates in the recent election, it was found that the provision of the law creating the Canvassing Board and providing for the canvass and compilation of the results of elections and the issuance of certificates to the successful candidates, does not extend to the candidates elected to the office of Attorney General and as members of the divisional road commissions, which offices were created after the passage of the law in question. The Canvassing Board has however assumed such authority and issued certificates to these officers. It would be well to confirm the action of the board as some technical question might arise in the future to the embarrassment of these officers.

LEGISLATIVE REPRESENTATION.

During the past years there has been an increasing demand for representation in the Legislature based on population instead of upon the present system of equal representation from each of the four judicial districts.

The organic act of the Territory on this subject reads as follows: "No acts or laws passed by the Legislature of Alaska providing for a county form of government therein shall have any force or effect until it shall be submitted to and approved by the affirmative action of Congress."

The Territory of Alaska is of such vast extent with such varying conditions that it would seem that a centralized, Territorial Government in Juneau does not always work to the best interests of every community. I am a firm believer in the theory that the best government results where responsibility is placed on the individual; that each individual should be obliged to assume his share of the burden of government particularly in his immediate environment. Thus in successive steps the municipality, the county and the Territory are charged with the management of their own peculiar problems and receive the benefits of their exertions.

There has been a strong movement for centralization of national affairs in the Federal Government. The experiment seems to be proving unsuccessful and now the tendency is once more to place responsibility in the hands of the people.

A study of the history of our own country shows that county form of government has been most satisfactory and has obviated jealousies covering expenditures from the public purse. Territories with smaller populations than has the Territory of Alaska have operated successfully under the county form of government.

SCHOOLS.

Schools of Alaska are supported in three different ways, namely, the schools of incorporated towns receive 75% of their support, to a certain limit, from the treasury of Alaska; schools outside of incorporated towns (the so-called Nelson schools) are created by the Governor and maintained by allotments made by the Governor from 25% of the Alaska Fund; other schools outside of incorporated towns are supported by direct territorial appropriation.

In the interest of a coordinated school system, I have transferred as far as possible under the law, all jurisdiction over Nelson schools to the Commissioner of Education. In 1916-17 the average cost per enrolled pupil was \$58.46; in 1917-18, \$80.14; in 1918-19, \$87.42; in 1919-20, \$98.75. With the steadily increased cost of tuition brought about by the increased number of small schools, authorized under the law of 1919, coupled with increased salaries and maintenance expense, there has come an insistent cry for still more schools. Taking advantage of federal and territorial laws, there is gradually forced on the Territory the maintenance of schools made up largely of Indians and mixed bloods. In the past year five or six such schools have come under Territorial control. While eventually all the schools of the territory must come under a uniform school system, still it would be well for the Legislature to define the will of the people as to what extent the Territory can at present assume the burden of Indian and part breed education, heretofore and elsewhere carried by the United States. The Territorial Treasury cannot stand an increased school budget unless the Federal Government is willing to take over its just proportion of expense.

Even now the Territory is expending approximately \$70,000 annually on Indian and mixed blood education, which is more than the Governor receives for the support of schools under the Nelson law, which law is the excuse for advocating transfer of former Government schools to the Territory.

It might be well to fix the number of children necessary to warrant the continuance of a school after its establishment and the limit of annual expenditure therefor; and, in making appropriations for Territorial schools outside of incorporated towns, to provide that the amount made available shall be in full for all such schools, so that when funds are received from other sources for school purposes, these funds shall not be available beyond the amount of the appropriation. It might even be advisable for the Legislature to specify, by name, what new schools shall be established under the Territorial law, or that no new schools shall be established without legislative sanction.

While the schools in incorporated towns compare favorably with schools elsewhere in the United States, still under the present method of Territorial support, it seems that in places a too-ambitious program is planned under our present financial conditions. I advise considering a change in the proportion of the expense to be borne by the Territory or some method whereby direct Territorial support will be lessened. In this connection I draw to your attention the provision of law which requires ALL of the receipts of the clerks of the courts derived from certain licenses within towns to be paid into the treasuries of the municipalities, which in the past has been no inconsiderable amount.

Normal high schools and citizenship night schools are most desirable, provided the expense of maintenance is warranted by the results.

At present the expenses of schools consume more than one-half the Territorial revenue.

I recommend that school boards have their powers broadened by law so that they may control the character of children to be admitted. As Territorial funds are involved, the Attorney-General should be constituted the attorney for all school boards.

Free education is the right of children so that all may become good and useful citizens. This object being attained, a community desiring higher educational facilities should provide therefor without recourse to the Territory.

PIONEERS' HOME.

The Pioneers' Home at Sitka continues to receive the approbation of all visitors who have inspected this worthy institution.

In addition to providing for the maintenance of the Home, the past Legislature appropriated \$15,000 for the construction of an infirmary and \$6,000 for the construction of a laundry.

The Board of Trustees delayed the building of the infirmary and laundry until the summer of 1920 for the reasons that it was hoped that the Territory might be given title to the ground on which the buildings were to be erected; that before operations could be started the best weather would be over; that supplies were at that time difficult to procure and very high in price.

In the spring of 1920, the need of an infirmary became so urgent that he board could no longer delay its construction. It was then found that costs had so arisen that neither appropriation was sufficient for the purpose for which provided. Hence the board determined to combine the infirmary and laundry in one building. Even then the amount available would not permit the full completion of the infirmary and about \$8,500 will be required to complete and furnish the upper floor. The infirmary and laundry fill a long-felt want and will conduce to the more efficient operation of the Home.

Attention is drawn to the condition of the Home burial ground. A modest appropriation is asked for the building of a suitable road to the cemetery and for stone markers to be placed over the graves of the pioneers.

At this time I wish to make acknowledgment of valuable service rendered by the other members of the board.

The report of the Board of Trustees covering the operation of the Home for the biennium will be laid before you.

ROADS.

The enactment of the new road law by the last Legislature, while criticised by some, has resulted in the construction of more roads and better roads than ever before. Under the cooperative authorization there has been brought into use \$258,500 during the past two years for construction of roads within forest reserves which could not have been utilized under the former road law. The full effect of the present law will not be felt until this year when overhead expenses will be reduced to a minimum. I recommend that the present law be not changed except perhaps in few places where its meaning could be clarified.

As in the matter of schools, I recommend that all funds received from sources other than from legislative appropriations for roads be included in the appropriation.

The establishment of a pulp and paper industry will greatly add to Territorial revenues for schools and roads.

I suggest that Chapter 17, Session Laws of 1917, providing for the construction of shelter cabins be repealed and that authorization for the necessary construction of such cabins be inserted in the general road law. It has been my custom to defer to the wishes of the Territorial Road Commission in the matter of requests for funds for the construction of cabins, submitted by the various road commissions and this custom should be confirmed

by law, thereby consolidating all matters connected with roads in the hands of the Territorial Board of Road Commissioners, simplifying administration and accounting.

I take pleasure in reporting a most effective and cordial spirit of cooperation on the part of both federal and territorial road construction agencies.

TERRITORIAL MINE INSPECTOR.

In connection with his official duties, I have instructed the Territorial Mine Inspector to render all possible aid to prospectors and small mine operators in the giving of practical and technical advice. I find that such assistance has been greatly appreciated and that therein the office of the mine inspector has acquired new importance.

At my request the United States Bureau of Mines has stationed a Federal Mine Inspector in Alaska who is similarly instructed. Both the Federal and Territorial inspectors act in the greatest harmony and it is my belief that the small operator, the man we wish to help, will be greatly benefitted through their cooperation.

I advocate a larger salary for the mine inspector so that the Territory at all times may have the advantage of the services of a skilled engineer.

FISHERIES.

The condition of the fisheries of Alaska must be viewed with alarm by all those having the welfare of the Territory at heart. The peak year for size of pack was 1918. Since then there has been a steady decline in the take of salmon due to depletion of supply through over-fishing. The control of the fisheries of Alaska has always been under the Federal Government. The Government does little to enforce even the antiquated laws now existent. There are two main reasons for the disregard of law and regulations.

(1) The branch of the Government which controls the fisheries is in Washington,—too far away to give proper attention to their needs and is seemingly too apathetic regarding the interests of the Territory. It would even appear that there has been little effort made to obtain adequate appropriations for protective purposes even though Alaska Fisheries have until the past year furnished many millions of dollars to the Federal Government through the operation of the income tax.

(2) Due to the seasonal character of the fishing industry, ninety per cent of the operations are carried on by non-resident concerns, employing largely non-resident fishermen and other labor, all being more seriously engaged in getting the pack from year to year, than in giving attention to the methods used or considering the effect each season's catch, has upon the future

supply. There has simply been a wild scramble to get fish by all means possible.

Many bills have been prepared, and some have been presented to Congress, designed more effectively to deal with the necessities of this important subject, but there have been so many objections to some of the proposed features that the bills have not passed into law.

Until now the fisheries, particularly the salmon-canning branch thereof, have contributed the greater part of Territorial revenues. Therefore, the subject demands the most careful, comprehensive and constructive legislation, if the industry is to continue as a valuable asset to the Territory, as a producer of food, the means of employment of thousands of our people, and a source of revenue for the maintenance of our institutions.

Your attention is directed to the present condition of the salmon industry in the Pacific States and in British Columbia, where, owing to the depredations in the past, the fisheries have become seriously depleted thus engaging there the most earnest consideration and causing strenuous and expensive efforts to be put forth in order to prevent their entire destruction.

I ask the Legislature to draw and approve a complete fisheries bill wherein the equities of all are considered. I believe that Congress will listen to the voice of the Legislature in presenting a proper bill. The main opposition to Territorial control has come from sources suspicious of the attitude of the Legislature toward the varied interests. I find that cannerymen are withdrawing their former opposition, as they have given up hope of receiving from the Government any effective aid in connection with fisheries preservation. Being closely in touch with all of the essential information to make up the desired legislation, a better bill can be drawn here than in Washington and, when approved by the representatives of the people and enacted into law, will bring with it the force of public opinion.

When you can present a bill, every part of which can be supported before a committee of Congress—a bill that is just to all classes, you will have so established the reputation for the fair-mindedness and the integrity of the Legislature in the eyes of Congress, that yearly there will be entrusted to the people of Alaska an increasing amount of Territorial control over the great resources contained within our boundaries. It seems to me that now is the time to gain Territorial recognition. By an overwhelming vote the newly elected members of the Legislature are Republican, our Delegate to Congress is Republican, Congress itself is Republican and there will soon be a Republican Governor. Could any time be more propitious?

TERRITORIAL FISH HATCHERY.

A study of the report of the Territorial Fish Commission convinces the most casual observer that a splendid work has been

undertaken in the experimental field of salmon propagation. It is believed that the measures which have been adopted as the result of study and research work extending over the last two seasons, will lead to a successful and inexpensive method for rehabilitating the salmon runs in depleted waters. No effort has been made toward any considerable propagation of salmon for commercial purposes as the money made available in the appropriation was insufficient to justify such an attempt. The experimental work was conducted upon as large a scale as was possible with the means provided, in the course of which over twenty-five million salmon eggs have been taken, put through the hatchery process of eyeing and then distributed in various waters where the fry have been observed in their growth and migration. It is believed that the apparent success of the course of experiments which have been conducted would justify the extension of the work to other sections of the Territory where there is a demand for a restocking of the waters and when the state of territorial finances will permit, this should be done. There is, however, not the urgent need for it during the coming season as indications now point to a great curtailment in fishing operations and a consequent increased escapement of salmon for natural propagation.

The valuable work of stream clearing and improvement has been going on in the different districts and attention has been given to the destruction of the predatory enemies of the salmon.

The work of the Commission should be continued if not extended and it is urged that such provision be made for the next biennium as will at least allow for operations upon the present scale.

GAME AND FUR-BEARING ANIMALS AND BOUNTIES.

Like the fisheries, game and fur-bearing animals are seriously threatened in certain localities by reason of inefficient Government control and protection. Under a decision of the Supreme Court of the United States, all game animals within the boundaries of a state are the property of the state. The ruling does not however extend to a territory, although Alaska is the only territory of the United States, as far as I can find, to which Territorial jurisdiction thereover is barred. Our game laws are not suited to Alaska. They are practically unenforced by reason of inadequate appropriations, and saddest of all is the prominent fact that while this is realized by everyone, still, unthinking, unreasoning and stupid opposition has prevented the Territory from providing helpful laws of protection whereby game and fur may be conserved for use in the development of the country under such enforced regulations as shall ensure a perpetual supply.

There will be presented for your consideration a proposed game bill which, before becoming effective, must be approved by Congress. The bill has been drafted by a committee of men

thoroughly familiar with game and fur conditions. It is thought that the game commission proposed therein will be self-supporting; so only a small appropriation to commence operations will be required.

Under legislative authorization bounties of \$15.00 for each wolf killed and fifty cents for each eagle are paid. I do not find that the wolf bounty has encouraged wolf killing to any great extent. The bounties collected seem to be simply additional territorial payment for wolves which would be killed in any event in the natural course of the trapper's life. The appropriation could be used to better effect in the employment of authorized and skilled wolf exterminators in localities where wolves are in greatest evidence. At present the worst wolf-infested areas are in some of the islands of Southeastern Alaska and in the wake of the great migratory herds of caribou of the Interior.

The bounty on eagles, on the other hand, has accomplished the object for which it was created. Eagles have been greatly reduced in numbers in localities where the greatest damage was being done by them. Eagles are so easily killed and offer such an irresistible target to the marksman that I believe in the interest of territorial economy the present law can be revoked until such time as eagles again become a menace.

TERRITORIAL SHIPPING BOARD.

The Legislature at its last session passed an Act (Chapter 32, Laws 1919) creating the Alaska Territorial Shipping Board. The Act contemplated, among other things, the establishment of a Territorial steamship line to overcome as far as possible the burdens of the high tariffs and schedules presented by the operations of the existing lines. Naturally the first step was to make an investigation of shipping conditions to and in Alaska. This was done and the most complete data on Alaska shipping ever attempted is in the hands of the Territorial Board.

The researches of the Board resulted in the following facts being made apparent:

(1) That the appropriation of \$300,000 by the Legislature was not sufficient even to commence operations on a scale which could in any wise affect conditions even if probable law suits could have been avoided;

(2) That the temper of Congress as expressed by individual Congressmen and heads of governing committees would not sanction the proposed bond issue of \$5,000,000 to establish such a line.

Hence it seemed that other means for relief must be sought. To this end the Board prepared and had introduced into both the Senate and House of Representatives of the United States a bill establishing the Territorial Shipping Board and the levying of a tonnage tax on all ships engaged in the commerce of Alaska, the proceeds of this tax to be used in building up the various trade routes through the power of contract with the carriers

defining equitable rates and schedules. This is merely an adaptation of British practice.

The Senate Committee of Commerce held extended hearings on the bill but postponed committee action until such time as interested carriers could be further heard. Opposition to the measure was voiced by several such interests; not so much to the merits of the bill, but to the possible action of any shipping board which might be inclined in a hostile manner to them. Members of the Senate committee have expressed their entire approval of the bill and some have even intimated that its provisions might be extended with benefit to the national situation.

I believe that this proposed measure should receive the most careful consideration of the Legislature and that their will on the subject should be expressed to Congress in the same way in which I advocate making known their will on the subject of fisheries and of game and fur-bearing animals.

The former special counsel of the board has offered to appear before the proper committee to explain the subject in detail.

The following direct results can be laid to the activities of the Shipping Board:

(1) The postponement of announced tariff increases which would have meant increased revenue to the common carrier lines of over \$1,000,000, all of which would have come from the people or industries of Alaska;

(2) The increased interest on the part of executives and legislators in the needs of Alaska;

(3) The formation of the Interdepartmental investigating commission, commonly known as the "Brooks Commission;"

(4) The creation of the Interdepartmental Committee by the President which is to function as an advisory body until other arrangements are provided by law. This temporary committee has already effected a number of notable reforms and has laid the ground work for still further constructive work.

The expense incurred by the Shipping Board may be considered almost negligible when compared with what has been accomplished, and through the two years of its existence, has cost only about one-third as much as the cost of one investigation conducted by the United States Shipping Board in 1918, which resulted in no accomplishments and in no assembled data of value.

An appropriation should be made to enable the Board to continue to operate, not only to take over any possible authority to be given it by Congress, but to continue to make itself felt as a protective power to the fundamental need of the Territory—marine transportation.

A copy of the hearings before the Senate Committee is presented to each member of your honorable body which should be carefully studied in connection with the report of the board.

BUREAU OF PUBLICITY.

While the Bureau of Publicity has been handicapped in expansion by lack of sufficient funds, still a very beneficial service has been rendered the Territory. During the biennium approximately 225,000 pieces of literature advertising Alaska have been sent out; between 2,000 and 2,500 personal letters have been written in response to requests for information and a press service regularly maintained through which Alaska has prominently figured in Sunday news letters throughout the United States.

While, as a result of the activity of the Bureau, no accurate figures can be arrived at, the Bureau to its knowledge has been the agency responsible for inducing thirty to fifty families to settle within the Territory.

As a central employment agency, the Bureau has been instrumental in distributing between four and five hundred men among the various mines and along the Government railroad and about two hundred men and women have been placed in and around the canneries of the First and Third divisions.

The bi-monthly Bulletin is mailed to every newspaper in the United States having a circulation of over a thousand and is sent to many others taking an interest in Alaska.

During the past few months the Bureau has supplied numerous descriptive articles, photographs and maps for atlases, guide books and similar publications.

One publisher of a standard school geography is using seven Alaskan views in a revised edition.

The Bureau is capable of such expansion as to become a great factor in territorial advancement.

HISTORICAL MUSEUM AND LIBRARY.

Alaska until recently had no exhibit of any of the marvelously interesting and instructive objects of its historical and economic growth. Yearly great collections of Eskimo and Indian antiquities have been shipped from the Territory to institutions which have placed them among their most cherished possessions. All of Alaska has been a rich field for the collector, but now the rarer material is difficult to obtain and unless immediate aggressive steps are taken the Territory cannot hope to retain typical exhibits of the past.

Realizing what a great loss would be sustained and the consequent future regret that we had not recognized the importance of securing representative collections, I have taken steps to incorporate the Alaska Historical Association, the aim of which is to collect for the Territory all articles illustrative of our growth from the earliest times.

With the Alaska Historical Library and Museum Fund, created through the deposit therein of certain federal fees, I have

been able to establish the nucleus of a museum in limited quarters. Show cases have been built and in addition to the collections belonging to the Territory, formerly exhibited at various world fairs, I have purchased part of the wonderful collection of Dr. Daniel S. Neuman formerly of Nome, and have obtained an option on the balance at a price well below offers made to him by similar societies. This collection is unique in that it is the most complete collection of Eskimo antiquities in the world. To lose it to the Territory would almost be a crime.

It must be understood that every act of the Association is made in the interest of the Territory as a whole. All collections become the property of the Territory. So as to lend to the Association all possible authority the Governor is, ex officio, the president.

It is planned to make the museum a great visual advertising medium where all visitors to Alaska can study our history and resources. It is desired that every corner of Alaska be represented in its products of the land and of the sea. When Alaska has a capitol building the museum and library will become a still greater Territorial asset.

The records of the Historical Library have been card indexed and arranged as well as the space available permits. To the Legislature this will be a great assistance especially to those Legislators who wish to make a comparison of state laws or judicial decisions.

I urge the Legislature to purchase the remainder of the Neuman collection and to make some little allowance for the care of the museum and of the library, so that all other funds may be used in making additions to the collections.

Collections typical of the economic growth of Alaska should be kept available as even now I am approached by the organizers of proposed national exhibits to have Alaska represented. Those of you who have attended the various world fairs will remember the great interest aroused by the Alaska sections.

DISEASED LIVE STOCK LAW.

Chapter 55 of the Session Laws of Alaska, 1919, the object of which is to prevent the importation and maintenance of diseased live stock to and in Alaska, has proved of inestimable value to the Territory. Under the provisions of the act, 103 head of tubercular cattle were inspected by a qualified inspector of the Department of Agriculture and destroyed. The owners of the diseased cattle made little protest although in some instances they were made practically bankrupt. They realized immediately the necessity of keeping their herds free from contagious diseases and desire that there be yearly an inspection ordered. The law, however, is defective, and in all justice to innocent owners of live stock should be remedied. The defect lies in the omission of the provision providing for reimburse-

ment by the United States and by the Territory to the owners of cattle for a part of the value of all such cattle destroyed. The law should undoubtedly be adjusted to meet federal requirements and the owners of the live stock already destroyed should be reimbursed at least to the extent of two-thirds of their loss.

MARRIAGE LICENSES.

The Act to regulate marriage and marriage licenses, Chapter 56, Laws of Alaska, 1917, is not entirely satisfactory. The act should be amended so as to allow any person authorized to perform the marriage ceremony, to issue marriage licenses and to act on behalf of the nearest United States Commissioner. Complaint has been lodged with me by the clergy that in remote districts the Indians are either not able to comply with the law or will not take the trouble to do so. It has also happened that couples desiring to become married have proceeded to the office of the nearest commissioner only to find him absent from his post.

IMMORALITY.

There are certain phases of immorality which are most difficult to deal with and which should receive the consideration of the Legislature.

Particularly during the fishing season, great numbers of cannery workers come to Alaska. These men are not always of the highest type. They hold no responsibility to the Territory nor to its residents, either white or native. It has been reported to me that many of these men live in state of concubinage with women, particularly Indians, for several months and then abandon them without further thought. Children are born after the desertion of the mother and become a burden to the community. The father of an illegitimate child should be forced to assume the care of both mother and child and failure to do so should constitute an extraditable offense.

WORKMEN'S COMPENSATION BILL.

In accordance with S. J. Resolution No. 5, I have caused to be printed and distributed for comment 1,000 copies of Senate Bill 58, the Workmen's Compensation Bill. In Alaska itself comparatively little interest has been shown in the measure, although from outside the Territory associations interested in labor legislation have submitted some comments both pro and con. In connection with employers of labor, the principal criticism rendered has been that the bill provides slow, cumbersome and expensive machinery for its enforcement. All relevant correspondence will be transmitted to the Senate, wherein the bill originated.

BANK DEPOSIT GUARANTEE BILL.

In compliance with Senate Concurrent Resolution No. 6, one thousand copies of Senate Bill No. 65, a bill for an act entitled "An Act establishing a fund to guarantee depositors in Banks against loss, and providing for the administration of such fund,"

were printed and distributed by the Territorial Banking Board. But few letters of comment or criticism have been received. The entire file will be transmitted to the Senate wherein the bill originated.

In further compliance with the Resolution calling for the recommendations thereon of the Governor, I have the honor to suggest to the Legislature that there be no legislative action taken on this bill without careful investigation having been made of the views of bankers and business men. If it should be the will of the Legislature to enact a bank deposit guarantee law, the merits of the Kansas and Washington statutes should be carefully weighed. Without having a great deal of information on the subject, I am inclined to think that the Territory is not yet prepared for such a law. There are only fifteen Territorial banks in Alaska, widely separated and operating under different local conditions. I fear the discouraging effect a guarantee deposit law would have on the established and conservative institutions. Since the creation of the Banking Board there has been only one bank which has closed its doors, with loss to its depositors and this as a result of practices before the board was made a controlling body. I do not say that there will not be bank failures, but if the Banking Board Act is as carefully administered in the future as it has been since its formation, the possibilities of failure, except through acts of absolute dishonesty, are reduced to a minimum.

OFFICE OF THE GOVERNOR.

Due to Congressional action in cutting the appropriation for contingent expenses of the Governor's office from \$7,500 per annum to \$6,000 for the fiscal years 1918-19-20, it would not have been possible to maintain the office without Territorial assistance. For the fiscal years ending June 30, 1921 and 1922 I was able to procure the reestablishment of the pre-war appropriation of \$7,500. This will lighten the biennial appropriation afforded the Governor by \$3,000 and still allow the Territorial business to be transacted.

In connection with the compensation of the Governor himself, I draw your attention to the fact that the federal salary and allowance provided the Governor in no wise cover his expenses. It should be a matter of territorial pride that the chief executive of Alaska maintains his position with dignity and in such manner as will not cause unfavorable comment from official and private visitors to the Territory. The Territorial duties of the Governor are many and onerous and the burdens put upon him are becoming greater with the meeting of each Legislature. In recognition of similar conditions the governors of other territories receive certain allowances from their legislatures. I feel that I can frankly draw your attention to this situation as my successor may now be appointed and qualify at any moment. I bespeak your consideration for my successor as the financial burdens of the position bear heavily upon whoever may be Governor.

VACANCY IN THE HOUSE.

It is with sorrow that I must announce the death, in Seattle, on March 2nd, of Mr. E. W. Burroughs, of Nome, Representative-elect from the Second Division. The certificate of election had been mailed to Mr. Burroughs shortly before his death.

I have not called a special election as provided for by law, as under the advice of the Territorial Attorney-General any person elected could not receive a certificate of election from the Canvassing Board in time to be able to render any service to the Territory during the present session. He therefore advises me that under the circumstances the law shall not be considered as mandatory.

The Honorable William T. Burns, a former member of the House of Representatives, has also answered the last roll call.

I offer my respect to the memory of both Mr. Burroughs and Mr. Burns. They were men of sterling worth.

CONCLUSION.

In conclusions, and in reviewing my official career as Governor, now drawing to a close, I can sincerely say that my every action has been prompted by a desire for territorial welfare. I may have made mistakes—it is not possible that I have not—but such mistakes were made honestly and above board, and in spite of them, I believe that my activities during Alaska's most trying period—I hope the most trying period that ever will be experienced—will leave a balance on the credit side of the administration ledger. I have been largely responsible for legislation and regulations which will open up our forests and our oil fields, construct roads, give practical aid to miners. Through the agitation of boards of which I am a member, for the first time the eyes of the departments have been opened to our great needs in the matter of transportation; to the inadequate fisheries and game laws. In doing these things I have created a certain amount of irritation on the part of rudely awakened bureaus and organizations, but I have insisted that the voice of Alaska must be heard on matters affecting Alaska and in this I have been successful. I have enjoyed the honor, such has been mine, for three years and in the future such little weight as I can throw into the scales will be in the interest of territorial development. I shall not attempt to block progress for personal or partisan reasons, but I shall urge the economic, the broadly political and social welfare of Alaska, to the end that we may create here in the Far North a unit of the United States which will reflect honor on the nation.

Moved by Mr. Collins:

"That this body extend a vote of thanks to the Governor for the many pertinent suggestions embodied in his address before this legislature, and the able manner in which they have been presented, and call for a rising vote of thanks."

Seconded by Mr. Tripp. A unanimous rising vote carried the motion.

Prayer by the Chaplain, Rev. H. E. Greening.

Moved by Mr. Murray, seconded by Mr. Holt, that the Joint Meeting do now adjourn. Motion unanimously carried.

IN THE HOUSE

House called to order by Speaker Nerland immediately after the adjournment of the Joint Meeting, all members being present.

Moved by Mr. Holt that the Governor's message be spread in full upon the Journal, but not on the advance sheets. Seconded by Mr. Lathrop. Unanimously carried.

The invitation of the Juneau Commercial Club to luncheon on March 10th was on motion by Mr. Tripp, seconded by Mr. Getchell, accepted.

Moved by Mr. Murray, seconded by Mr. Ross, that we now adjourn until 10 o'clock a. m., March 10, 1921. Unanimously carried.

JAMES P. DALY,

Chief Clerk of the House.

ANDREW NERLAND,

Speaker of the House

FOURTH DAY

House of Representatives,

Juneau, Alaska, March 10, 1921.

The House met pursuant to adjournment at 10 a. m.

The Speaker, Hon. Andrew Nerland, in the chair.

Roll call showed all members present.

Prayer by the Chaplain.

The Journal of the previous day was read and approved.

MESSAGE FROM GOVERNOR

A communication from the Governor, reporting transmission of Biennial Report of the Attorney-General of the Territory of Alaska, was read to the Legislature.

A communication from the American Legion, Alford John Bradford Post No. 4, relating to employment of ex-service persons, was read.