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NND 822014
AUTHORITY
BY LD NARA DATE: 10/4

10-23
(June 1941)

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

General ~~NATIONAL PARK~~

FILE NO. 0-33

~~Proposed Alcan Highway~~

The Alaska Highway

BRANCH OF FORESTRY

IMPORTANT

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NEWTON B. DRURY,

Director.

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

COFFMAN	C
✓ COOK	✓
✓ THOMPSON	✓
✓ WALKER	✓

CHICAGO

January 23, 1942

MEMORANDUM for the Director.

Subject: A Land Plan Survey for the
Canadian Alaska Military Highway.

By approval of the Secretary of the Interior's letter of January 8, the President authorized a study of the lands in Alaska adjacent to the Canadian-Alaska Military Highway, and approved an allocation of \$50,000 from the Highway fund to this Department to carry out the study.

Related to this study is the information contained in a letter of December 30 from Hon. T. A. Crerar, Minister of Mines and Resources, that Canada has reserved a mile-wide strip of land on either side of the Highway right-of-way in Yukon Territory, and that approximately 10,310 square miles extending westerly from the Highway to the International Boundary has been set aside as a national park. He invited the Secretary to consider the establishment of a national park on the United States side of the International Boundary in the vicinity of the St. Elias Mountains. In his reply to Mr. Crerar the Secretary informed him of the President's action and stated that he was requesting the National Park Service to study and report on the advisability of an international park.

A letter has been written to the Secretary of War requesting that he designate representatives with whom the Department of the Interior may confer and arrange to initiate the study without interfering with the military use of the Highway. A letter has also been written to the Director of the Bureau of the Budget requesting that the funds be made available. Pending replies

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from these letters, it is desirable to prepare a definite statement concerning the scope of the survey and a tentative plan of procedure, and to consider the organization that will be required to conduct the survey. With this thought in mind, you requested me to get together with Messrs. Vint, Taylor, and Russell to consider the entire matter and to formulate a program for your consideration.

The Canadian-Alaska Military Highway is the first overland route connecting Alaska with the rest of the North American continent and it opens up a vast new wilderness country. After the war, it is likely that the Highway will be gradually improved and used extensively by tourist traveling to the Canadian wilderness country and to Alaska. It will introduce new problems and means for development of natural resources. It will encourage and make more feasible the harvesting of timber, the development of mining, the hunting of game, and to some extent, farming and other related types of development. All of this in turn, will stimulate the development of communities and recreational facilities.

Without proper protection and planning, the growth of haphazard commercial developments along the Highway can ruin recreational and cultural values, and once destroyed, they can never be fully restored. Furthermore, values which are essential to the tourist industry can be protected without interfering with commercial development to any appreciable extent; in fact, their use may be so planned as to aid rather than hinder other developments.

While only a relatively small section of the Canadian-Alaska Military Highway lies within the United States, (approximately 310 miles of 1671 miles),

it is desirable to formulate a uniform policy for the protection and use of the adjoining lands throughout its entire length. This can be accomplished by close cooperation with the Canadian officials who are making a study of the portion of the Highway in Canada. Furthermore, such a study should take into consideration the Richardson Highway and the cutoff road from Tanana Crossing to Anchorage in Alaska.

There seems to be little doubt that a far greater number of persons will use and travel this Highway for recreational than for commercial purposes. It is felt, therefore, that the greatest consideration must be given to the preservation of scenic values, to protection from haphazard mushroom development, and to the allocation of sufficient lands for recreational use as well as planning generally for other uses. The lands adjoining the Highway and the interesting features they contain, such as forests, wildlife, and other natural features, will be the first to attract the travelers, and are in the greatest danger of destruction.

Accordingly, the present study should concentrate on problems related to the development and protection of lands immediately adjoining the Highway. Some of these problems include protection of the natural cover and the scenic and scientific features along the Highway, the selection of natural areas for park and recreational purposes, and the general planning for physical developments, including communities. This basic study will serve as a guide and directive for further detailed studies, such as will be required in the final location of communities, the design of layouts and developments, and the actual selection of boundary lines for park lands.

A study for the proper realization of industrial and commercial opportunities,

opened up by this new highway is another and greater problem that will require a large sum of money and a longer period of time. This larger survey is of great importance since it will affect the whole economic structure of this section of North America, and it should be undertaken before the natural resources are improperly exploited.

In order to accomplish the planning objectives outlined by the National Park Service reconnaissance, it is felt that an 18-month period of studies should be anticipated, starting in April of this year and carrying through to the first of November 1944. This would permit in the early spring a preliminary study of maps and available information and the preparation for field reconnaissance; a full season's work in the summer and fall; the collation and analysis of data collected, the preparation of maps and an inspection during the winter of 1943-44; and field review and check of data and information assembled by the staff and consultants during the following summer. In the fall of 1944 the material with recommendations could be prepared in final form for submission. During the course of the survey there may be need for interim recommendations and action to forestall possible misuse.

It is believed that a large field party would have a tendency to concern itself with too much detail and would lose sight of the general overall picture of the problem and its solution. It is recommended, therefore, that the \$50,000 should provide for a small field staff and the employment of specially qualified consultants in the various fields affected to review and guide the work. The findings and recommendations require a general review and analysis by men of long experience and national reputation who could be called upon from time

to time to visit the project and review the work as it progresses.

Due to the many factors involved and the many agencies to be consulted, such as the various Canadian and American officials, the War Department, the Public Roads Administration, the General Land Office, the Fish and Wildlife Service, the Office of Indian Affairs, the Forest Service, the Geological Survey, and the Bureau of Mines, as well as private interests that may be affected, it is believed that the individual selected to have charge of the field staff must, above all, be a good administrator and a good public relations man, with a background of land planning experience. It would be his responsibility to direct the survey and bring all of the interests involved into agreement on the final report. Although it would not be the intent of the survey to provide for an analysis of the problems in Canada, the fact that the Highway passes through the two countries makes imperative a good relationship and coordination of planning policy.

On the basis of the above discussion, it is recommended that:

1. The Director designate Messrs. Wirth, Vint, Taylor, Russell and Coffman to serve as a committee through which all matters of policy shall be referred.
2. Mr. Wirth be administratively responsible for carrying out the survey with the aid and assistance of the other committee members. It shall be the responsibility of each of the branches of the Director's Office to handle such problems as fall within its field.
3. Of the \$50,000 allotment, \$15,000 be set aside to cover the salaries and expenses of the necessary consultants and specialists in the fields of forestry, wildlife, geology, history, archeology and land classification, and

employ also a qualified worker in the \$3800 to \$4600 grade for not less than 12 months to participate in the special studies of wildlife, history, archeology, and geology.

4. With the remaining \$35,000, some such organization as the following be set up on an 18-month period:

(a) Senior Land Planner (4600 or \$5600 grade) (in charge of field work)	\$6,900	or	\$8,400
(b) Landscape Architect (\$3800 or \$4600 grade)	5,700	or	6,900
(c) Engineer (\$3800 to \$4600 grade) (rural zoning experience)	5,700	or	6,900
(d) Chief draftsman (\$3200) (preparation of maps)	4,800		4,800
(e) Clerk-Stenographer (\$1800 or \$2000 grade)	2,700	or	3,000
	<hr/>		
Total, personal services	\$25,800	or	\$30,000
Traveling, printing, rent, light, equipment, etc.,	9,200	or	5,000
	<hr/>		
Total	\$35,000		\$35,000

It shall be the duty and responsibility of this staff, working under the general supervision of Chief of Land Planning Wirth and the committee, to gather, assemble and prepare material; and to work in close cooperation with the proper Canadian officials, seeking their assistance whenever necessary, and, if called upon, aiding in the study of that part of the Highway which is located in Canada.

The head of this field party shall be held responsible for recognizing the problems requiring the assistance of specialists in the fields enumerated above in item number 3 and for making arrangements for this assistance through Chief of Land Planning Wirth.

As determined necessary, assistance in investigations covering wildlife, land classification, geology and other special fields will be handled respectively through the Fish and Wildlife Service, the General Land Office, the Geological Survey and other appropriate Federal agencies.

If you approve this general analysis and procedure, it is believed that the head of the field party should be selected as soon as funds are available and that the selection of the rest of the staff, the working out of details of field procedure, and the making of necessary arrangements with the Army will proceed as rapidly as possible.

Respectively submitted,

/s/ Conrad L. Wirth
Chief of Land Planning

/s/ Thos. C. Vint
Chief of Planning

/s/ Oliver G. Taylor
Chief of Engineering

/s/ C. P. Russell
Supervisor of Interpretation.

Approved:

/s/ Newton B. Drury
Director

Date: January 28, 1943

MINUTES OF MEETING ON ALCAN HIGHWAY

APR 7 1943 ^{TC}
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April 6, 1943.

Present: Messrs. Wirth	Coffman ✓	
Bursley	Kennedy	Evison
Russell	Vint	Taylor

Mr. Bursley's proposed route to Juneau will depend on information obtained in Edmonton. On his return he plans to visit the Regional Office in San Francisco.

The following is an outline submitted by Mr. Bursley for the Survey:

Summer of 1943 - Field familiarization

Winter " 1943-44 - Preparation of report

A review of the report by consultants and the above committee. This will be in rough draft, which will be subject to changes in policy, etc.

Summer of 1944 - This will probably involve further travel by consultants, if necessary.

Permission for taking photographs will be requested of Army officials in Edmonton.

The funds for printing the report will have to be taken up with the Army in Washington. This can be deferred until Mr. Bursley has made his first trip.

Credentials: Mr. Bursley, in addition to carrying a countersigned photograph, should carry a letter from the Director to Governor Gruening, covering the purpose of his trip. He will also obtain the necessary credentials from Army officials covering travel on the highway, lodging and food in Edmonton.

Contacts: Mr. Williams, Juneau and Mr. Bright, Edmonton (PRA)
Colonel Burton

Loan of Office Equipment: Mr. Bursley hopes to effect the loan of the necessary drafting tables, typewriters, etc.

Progress Reports: Narrative report to be submitted every two weeks in addition to a Monthly Report.

<u>Distribution</u>	Original plus 1 carbon	-	Chicago Office
<u>of Copies</u>	1 "	-	Region Four
	1 "	-	Colonel Burton
	1 "	-	Division Engineer
	1 "	-	Mr. Bursley

Mr. Wirth emphasized the fact that Mr. Bursley has no relationship with the proposed international park in Alaska, but should he be asked to do something in connection with it, he should correspond with the Regional Office, Region Four, sending this office a carbon copy. He should also assemble any data concerning this proposed park that may come to his attention.

Mr. Coffman suggested that Mr. Bursley should get in touch with Regional Forester Frank Heitzlemon in connection with forestry aspects and with the Fish and Wildlife Service regarding the wildlife aspects of the study.

It was also suggested that the Governor should receive copies of all correspondence with the Canadian Government.

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BY: J NARA DATE: 10/4

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
CHICAGO, ILLINOIS

COFFMAN	
COOK	C
THOMPSON	
WALKER	

ADDRESS ONLY
THE DIRECTOR, NATIONAL PARK SERVICE

6.33

April 14, 1943.

Mr. Lyle Watts,
Chief, Forest Service,
Department of Agriculture,
Washington, D. C.

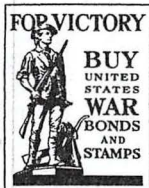
Dear Mr. Watts:

On July 20, 1942, Secretary Ickes withdrew from entry, a 40-mile wide strip of public land along the 310 miles of the Canadian-Alaskan Military Highway in Alaska in order to establish a provisional "conservation zone." This withdrawal is not intended to reserve all of the land permanently from private use, but is to prevent wasteful and destructive exploitation by allowing sufficient time to study its proper use. Such a study should determine what steps should be taken for the protection and utilization of the scenic, scientific, historic, wildlife and recreational resources; what locations are suitable and needed for communities, airport, and power developments; and what lands may be suitable for agriculture, forestry, mining, and other commercial uses.

The Canadian Government has reserved a strip of land two miles wide along the 1,360 miles of the Highway in Canada and has set aside an area of some 10,160 square miles bordering the northern section of the Canadian portion of the Highway and adjoining the southern part of the Yukon Territory-Alaska boundary for the establishment of a national park.

As a part of the broad land use study, the President, on January 8, approved an allocation of funds to the National Park Service from the Highway construction funds to make a survey of the lands immediately adjoining the Highway in Alaska. Because the use of this new Highway is related to that of the Richardson Highway and the cutoff from Tanana Crossing to Anchorage, these roads will also be considered in connection with the survey.

Chief of Land Planning Conrad L. Wirth, of this Service, is administratively in charge of the survey. Mr. A. P. Bursley, who has recently been appointed by the Secretary to head the field party, left for Alaska on April 7 for a six weeks' reconnaissance trip to confer with War Department officials, Governor Gruening, and others, and to make arrangements for initiating the work. It is expected that the entire field party will arrive in Alaska during the latter part of May.



We know that forestry problems will arise in connection with the survey, and with respect to these would expect to keep in touch with you and your field staff, particularly in Alaska. We shall be calling upon you for information and advice. It would be helpful if you would inform your field representatives in Alaska concerning the survey, as Mr. Bursley will wish to confer with them after he has established his field office. If such an arrangement is agreeable to you, will you please furnish us with the name and addresses of the personnel of your Service that Mr. Bursley should see?

Sincerely yours,


Newton B. Drury (signed)

Newton B. Drury,
Director.

SSK:NBD:LMc

cc: Mr. Drury
Mr. Kennedy
Regional Director, Region Four

Similar memoranda sent:
Fish and Wildlife Service
General Land Office
Office of Indian Affairs
Geological Survey
Bureau of Mines

Br. of Forestry (4-23-43) 

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UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
WASHINGTON

COFFMAN	
COOK	
THOMPSON	
WALKER	
✓ <i>Cannon</i>	<i>8</i>
✓ <i>Lawrence</i>	<i>2</i>

ADDRESS ONLY
THE DIRECTOR, NATIONAL PARK SERVICE

May 6, 1943.

MEMORANDUM for the files.

The address of Allyn P. Bursley, Senior Land Planner, will be:

P. O. Box 1833
Juneau, Alaska

Allyn

Acting Chief of Forestry.

ART:lmc

File: Alaska Highway file

0-33
Alaska 7.

Mr. Coffman

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
CHICAGO 54, ILLINOIS

<input checked="" type="checkbox"/>	COFFMAN	C
<input type="checkbox"/>	COOK	<i>HC</i>
<input checked="" type="checkbox"/>	THOMPSON	<i>T</i>
<input checked="" type="checkbox"/>	WALKER	<i>W</i>
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MEMORANDUM for the Director's Office and the Regional Directors.

We have been informed that the military highway which has been constructed by the War Department and the Public Roads Administration from Dawson Creek, British Columbia, Canada, to Fairbanks, Alaska, has been officially designated as "The Alaska Highway".

The Regional Directors are requested to distribute copies of this memorandum to the proper officials and offices in their regions.

Hervey A. Tolson
Acting Director.

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	GOFFMAN	
✓	COOK	
✓	THOMPSON	
	WALKER	

0-23

COMMENT on the REPORT OF THE ALASKA HIGHWAY LAND PLANNING SURVEY
relating to the RECREATIONAL USE OF ALASKA ROADS

I have read this excellent report from cover to cover and the author is to be congratulated on the excellence of the text and the thorough manner in which the subject has been treated. The report shows a fine appraisal of Alaska facts and conditions and a nice knack of phraseology. There is perhaps a little strutting of an excellent vocabulary and in a few instances I believe the report would be improved by replacing unusual words by those in more general use. If any essential phase of the recreational use of the Alaska road system has been overlooked I have failed to discover it.

I believe the estimate of future travel to Alaska is conservative, provided there is suitable improvement of the connecting roads to the States and provision made for improved steamship service and for ferrying automobiles at reasonable expense. I believe the chief point of controversy regarding the report will arise regarding the proposal that the roadside recreational improvements be constructed and maintained (but not operated) by the Government. I agree that such a proposal is proper within the National Park System, but at this time, when there is so much controversy between the proponents of Government entry into competition with private business and those endeavoring to sustain the principle of free enterprise, I fear this proposal might become a political football.

Although the report rejects the thought of a parkway, (with which stand I am in agreement), the suggestion is made in the second paragraph on page 182 that it might appear proper for the National Park Service to assume administration of these recreational developments because of their similarity to those along the Blue Ridge Parkway. I think it would be entirely out of line for the National Park Service to assume any such supervision of recreational facilities on areas which are outside the National Park System. I therefore recommend that this suggestion be eliminated from the report. Let the government organization that will have administration of the highway or of the Federal lands on which the improvements are to be constructed supervise the construction and maintenance of the improvements if they are to be government owned. Personally I believe the Alaska Highway Commission is the agency best prepared to perform this function. Let the National Park Service offer such agency its cooperation in a consulting and advisory capacity.

The report very carefully brings out the consideration that if travel after the war is to be attractive to the tourists it is essential that proper accommodations be provided before that travel begins. That is quite correct, but it means that if such a program is undertaken it must be

initiated before the volume of demand is known. I think the report provides safeguards in this respect by planning for developments of such character that new units can be added as the demand increases. If the Government is to be the owner of the recreational developments it is essential that the governmental agency that will have this responsibility be assured by the Canadian and United States agencies that will have the responsibility for the construction and maintenance of connecting roads in Canada that such roads will be promptly constructed and maintained. I have been surprised to hear the suggestion from a well-versed resident of the Pacific Northwest that after the war the withdrawal of the Army from the maintenance of the road within Canada may result in practical closure of the Alaska highway in Canada as an attraction for travel between the States and Alaska.

I can hardly believe that such a heavy investment already made could be abandoned in that manner, yet assurance as to improvement of connecting roads and the maintenance of the Alaska highway within Canada is essential to the proposed program of recreational improvements. Of course, even if the Alaska highway were abandoned south of Whitehorse after the war, that section northwest from Whitehorse and Haines would undoubtedly be maintained and would justify the proposed recreational facilities within Alaska. The estimate of tourist travel, however, might have to be lowered in that event.

The following are some other thoughts that occurred to me during my review of the report.

Page III of the Foreword. If the Germans and the Japs are considered as civilized peoples, then I doubt the thought expressed in the first two sentences. Those two countries do not decry the destruction of property and natural resources and lives so long as they are not their own. I also doubt the last sentence of the first paragraph. Natural resources which are not destroyed can be utilized later.

In regard to the last portion of the second paragraph: there have always been those who have regarded a road system between the States and Alaska as detrimental to the best interests of Alaska. They were honest in their belief and perhaps they had as much right to their viewpoint as those who wish to maintain other wilderness areas in a primitive condition. The necessities of war overruled such considerations in the matter of the Alaska highway, but a view in opposition to such a highway was held previous to the war by some who were conversant with Alaska's potentialities. This comment also applies to the first paragraph on page 52.

Page X, Paragraph D at bottom of page. It is not clear to me that the word "alienate" is properly used in the first line of this paragraph. Retaining ownership of land in the Government is not properly referred to as alienation.

Page XIV, paragraph P. I am very glad to see the recommendation for disposal of inflammable debris along the Alaska roadsides. This debris does constitute a grave danger of forest fires, as is evident to any traveler in Alaska, and is also very unsightly. If it were not for such debris and the damage that has already occurred due to fires and careless cutting along the roads I believe the spruce forests bordering the roadsides would not so forcibly strike the author of the report as "funereal" and depressing. I wondered what "selective cutting" might refer to, but found it satisfactorily explained in the body of the report.

Page 6, line 10. Does the snow-line creep lower as the summer season advances in Alaska? I presume the snow-line is the lower limit of the snowfields, and that would ascend as the summer progresses.

Page 9, first paragraph. The rain-forests of southeast Alaska are similar in their lush character to those of the northern Pacific coast of the United States but not altogether similar in composition. Douglas-fir, which is one of the most important species of the rain-forests of western Washington and Oregon, does not extend up into Alaska. Would you term the southeast portion of Alaska arctic? (See line 6) I question that.

Third paragraph. Mining timbers could be added as an important use of the timber in the interior of Alaska. There is or was a sawmill on the outskirts of Fairbanks that was obtaining logs from the interior and producing fair lumber for construction use. Some of the interior spruce attains a diameter of 18" diameter breast high or better.

Page 25, first paragraph. With the present high cost of airplane travel in Alaska I hardly believe a week-end flight from Fairbanks to Juneau is comparable to a trip from the Bronx to Coney Island for the average family. A little too much exaggeration there.

Page 53, 2nd line. Some correction necessary in wording. Apparently should be "will require modernization and expansion".

Page 71, 2nd paragraph, line 12. "Silk shirts" were an attribute of the first world war, but I doubt their prevalence now.

Page 101, 2nd paragraph, line 3. Why inclusion of the word "probably"?

Page 115, 1st paragraph, line 3. Same question regarding the use of "alienate" as raised on page X, paragraph D.

Last line. "66,666-page spread". Have any ciphers been omitted from this figure? The figure looks too small to me.

Page 166, line 4. "To pontificate"????

Page 169, 3rd paragraph, last line. "\$24,000". Will not most of the wages fall within the lower income brackets which would return less than 20% to the Government in income taxes?

Page 174. I question whether provision for permanent tourist facilities along the Alaska highway belongs in any National Park Service budget estimate.

Page 178. Was there any reason why PWA money could not be used for construction work by force account in place of contract, if that had been desired?

Page 181, 1st paragraph. While it is stated that there is no intent to suggest that a ban be placed upon development by private capital of tourist stopping places in locations other than those listed for governmental provision, at the same time if the report is correct in listing the key recreational facilities required and they are reserved for government construction in advance of the travel flood, there is not much left for private capital until and unless the travel develops to a point in excess of the capacity of the government owned facilities.

While I was reading Chapter III, Major Roads, I could not help but wish there were some more detailed maps, similar to the strip maps issued by the automobile associations, to help visualize the excellent typed discussions of the respective sections of the highway system. Would it be possible to insert such maps as marginal illustrations on the pages to which they are most applicable?

I believe the report could be somewhat shortened by briefing the discussions of geology, agriculture, experiment stations, etc., so as to give only such data as is pertinent to the essential study of the protection of values adjacent to the highway and the establishment of recreational facilities required for the best use of the highway.

I might add that the Government Printing Office prescribes one "l" in traveler, traveling, etc. These words occur so frequently that the elimination of the superfluous "l" may save a page or so.

JOC

Chief Forester.

August 28, 1944.

<input checked="" type="checkbox"/>	COFFMAN	C
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<input type="checkbox"/>	THOMPSON	
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JAN 22 1947
Mr. Drury

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
CHICAGO, ILLINOIS
54

ADDRESS ONLY
THE DIRECTOR, NATIONAL PARK SERVICE

January 14, 1947.

AIR MAIL.

MEMORANDUM for Mr. Demaray.

Yesterday afternoon I received from the Chief Counsel's office for my signature a memorandum for Assistant Secretary Gardner transmitting a draft of a bill to authorize tourist facilities for the Alaska Highway, as requested in Mr. Gardner's memorandum of December 13.

Mr. Price did not bring this subject to my attention when he was in the Chicago Office last Friday before leaving for Mississippi. From notations included in the file on this subject it appears to me that Mr. Drury would be very desirous of reviewing the proposed bill before it is forwarded to Washington and might wish to have it accompanied by a statement from him.

I regret any further delay in this matter, but I believe it is highly desirable that the file be held for Mr. Drury's review and will bring it to his attention immediately upon his return from Florida.

I want you to know the circumstances so that in case inquiry is made by the Assistant Secretary's Office you can explain that I felt it necessary to await Mr. Drury's return and that Mr. Price is not responsible for the additional delay.

(SGD) J. D. COFFMAN

Acting Director.

cc: Regular mail.
Mr. Drury - Chicago Office.
Mr. Coffman. ←

JDC:eac

