

MAINTENANCE OF A STEAM-VESSEL FOR USE OF CIVIL  
AUTHORITIES OF ALASKA.

---

L E T T E R

FROM

THE ACTING SECRETARY OF THE TREASURY,

TRANSMITTING,

*With accompanying papers, an estimate from the Secretary of the Interior of an appropriation for the purchase and maintenance of a steam-vessel for the use of the civil authorities of Alaska.*

---

JANUARY 13, 1890.—Referred to the Committee on Appropriations and ordered to be printed.

---

TREASURY DEPARTMENT, *January 10, 1890.*

SIR: I have the honor to transmit herewith, for the consideration of Congress, copy of a communication from the Secretary of the Interior of the 7th instant, submitting an estimate of appropriation in the sum of \$61,000 for the purchase of a steam-vessel and maintenance of the same for use of the civil authorities in the District of Alaska.

Respectfully, yours,

GEO. S. BATCHELLER,  
*Acting Secretary.*

The SPEAKER OF THE HOUSE OF REPRESENTATIVES.

---

DEPARTMENT OF THE INTERIOR,  
*Washington, January 7, 1890.*

SIR: I have the honor to transmit herewith, an estimate for an appropriation of \$50,000, or as much thereof as may be necessary, for the purchase of a steam-vessel for the use of the civil authorities in the District of Alaska, and for \$11,000 for necessary equipment of the same and maintenance for one year.

I invite attention to the accompanying statement, signed by the governor, district judge, United States attorney, and other officers, from which it will appear that the means of transportation sought to be obtained is absolutely essential to the enforcement of law and the protection of life and property in Alaska.

This matter has also been referred to with much earnestness in the annual reports of the governors of Alaska since the organization of

2 STEAM-VESSEL FOR USE OF CIVIL AUTHORITIES OF ALASKA.

that District, copies of which reports I transmit herewith, and I feel that I can not too strongly recommend the subject to the immediate and favorable attention of Congress.

Very respectfully,

The SECRETARY OF THE TREASURY.

JOHN W. NOBLE,  
*Secretary.*

*Estimates of appropriations required for the service of the fiscal year ending June 30, 1891,  
by the Department of the Interior.*

Steam vessel for civil authorities in Alaska:

For constructing a steam-vessel for the use of the civil authorities in Alaska.....	\$50,000.00
For cost of maintenance for one year.....	11,000.00
Total.....	\$61,000.00
Approved:	

JOHN W. NOBLE,  
*Secretary of the Interior.*

SITKA, ALASKA, November 16, 1889.

SIR: We have the honor to transmit herewith certain papers relating to an appropriation for a small vessel for service in Alaskan waters, which we hope may receive Executive and Departmental consideration, and indorsement, if the proposition commends itself to your judgment. We are aware that our suggestions are crude and do not expect that our estimates will be taken as final, but we trust that, as we have no Representative or Delegate to speak for us, we may have a hearing through you.

To that end permit us to suggest that we think it essential to the proper administration of the government and laws of Alaska, that the civil government shall have for its use and under its control, subject only to Executive direction, a small wooden steam-vessel suitable for navigating the inland waters of this District, to be used for the following purposes, viz:

- (1) To transport court officers, grand and petit jurors, prisoners and witnesses, to and from places of holding courts.
- (2) To afford opportunity not now had for serving legal processes in places remote from the regular routes of travel.
- (3) To afford relief to vessels shipwrecked or in distress, and to render such aid to passengers and crews of such vessels as shall be deemed proper.
- (4) To give opportunity for investigations as to schools, timber depredations, violations of the fishery and other laws, and to assist the collector of customs when not otherwise employed.
- (5) To furnish the governor transportation in the Territory in the discharge of his official duties.
- (6) For all purposes of the civil government requiring transportation to render its administration efficient and useful.

To answer these purposes there are certain requisites which seem essential, viz:

- (1) It should be a small, light-draught vessel, to reach all portions of the numerous intricate and dangerous channels.
- (2) It should have accommodations for at least twenty-five passengers, and be able to take coal enough for a three weeks' cruise.
- (3) Its speed should be at least 10 knots an hour.
- (4) It should be entirely seaworthy, so that in cases of emergency it might go out into the open sea.
- (5) It should be commanded by one who is familiar with these channels.
- (6) It should be placed under the control of the governor of the Territory, who is charged with the duty of seeing that all the other officers perform theirs, with large discretion as to what service it should render.

To enforce the argument for such a vessel, for the purposes hereinbefore suggested, it is only necessary to refer to certain well-recognized facts in relation to the Territory, some of which are alluded to in the letters of Lieutenant-Commanders Stockton, U. S. S. *Thetis*, and Farenholt, U. S. S. *Pinta*, inclosed herein, to wit:

(1) Alaska has an area of about 580,000 square miles, consisting of a large mainland with a coast-line 6,650 miles in length, and over 1,100 islands with a coast-line 2,950 miles in length, making a total coast-line of 9,600 miles, while the whole coast-line of all the rest of the United States, including islands, is only 6,580 miles in length,

making Alaska's coast-line over 3,000 miles more than all the rest of the United States together.

(2) Alaska has no roads, telegraphs, or other facilities for communication, except by water.

(3) The Territory has a population of 40,000 people residing in three hundred towns and villages, nearly all of which are upon the sea-shore or upon her large inland waters connected with the sea.

(4) About six-sevenths of this population is native and not yet wholly emerged from their primitive barbarism and savagery, and they constitute an element of danger and uncertainty, especially when remote from the regular lines of travel and not liable to visitations by the authorities.

(5) While the Territory is only in the initial stages of its development, there are already in operation hundreds of large business establishments having an immense number of laborers and employes, including salmon canneries, saw mills, salting and packing establishments, mines, mills for the reduction of ores, oil manufactories, trading posts, stores, etc., besides a very much larger number of mining claims filed, including 2,700 acres of coal land.

(6) There are some 43 schools, 33 mission stations, and 1,500 native children under instruction.

(7) The shipping and commerce of the Territory is already very large and constantly increasing. The exports last year are estimated to have been more than \$7,000,000.

(8) By present facilities, regular public communication is had with only five of the three hundred towns and villages in winter time and only a few more in summer.

(9) Some five months since warrants were issued for the arrest of a "shoman," or witch doctor, for assault with murderous weapon, and other offenses, at Hoonah, distant about 90 miles; but the warrants are still in the hands of the marshal, unserved, for want of transportation. Still longer since a warrant was issued for the arrest of a native desperado, at Chilcat, for resisting an officer. This warrant is still in the marshal's hands, for the same reason, though it is said that the respondent is a murderer, and that he ostentatiously poses as a "big chief whom the whites can not take." These are not isolated cases. They are merely cited as samples of many instances which might be given.

(10) While the civil government is charged with the duty and responsibility of administering the laws of the Territory, protecting the persons and property of its citizens, developing its resources, educating and civilizing the natives, caring for the public property, preventing timber depredations, investigating the value and efficiency of the schools, reporting upon all matters having relation to the National Government, collecting the revenues, and various other matters of importance, it is set down upon one of the eleven hundred islands with not even an Indian canoe, or other conveyance, within its control, with which to move from place to place.

(11) The United States steamer *Pinta*, stationed within Alaskan waters, with its officers and men in full accord with the aims and efforts of the civil government to promote the welfare of the Territory and under instructions by the Secretary of the Navy to render the governor every aid possible, and the United States steamer *Thetis*, now here and courteously offering to do anything possible to help us, have been unable to render us any material assistance in respect to the particular service for which we desire this vessel, as will appear by the inclosed documents.

Without enlarging upon these considerations, we trust that enough has been said to suggest the importance of the measure we urge, and that with such modifications as you deem wise and necessary you will approve the proposition and lend the weight of your influence.

With the highest respect, we are your obedient servants,

LYMAN E. KNAPP,  
*Governor.*

JNO. H. KEATLEY,  
*District Judge.*

WHIT M. GRANT,  
*United States Attorney.*

ORVILLE T. PORTER,  
*United States Marshal.*

HENRY E. HAYDON,  
*Clerk of United States District Court.*

MAX PRACHT,  
*Collector.*

T. CARLOS JEWETT,  
*United States Commissioner.*

SHELDON JACKSON,  
*United States General Agent of Education in Alaska.*

Hon. JOHN W. NOBLE,  
*Secretary of the Interior.*

#### 4 STEAM-VESSEL FOR USE OF CIVIL AUTHORITIES OF ALASKA.

A BILL providing for a steam-vessel for the use of the civil government of Alaska.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Secretary of the Interior be authorized to contract for the purchase or construction of a steam-vessel of from one hundred to two hundred tons capacity, having accommodations for at least twenty-five passengers, with speed not less than nine knots per hour, for special service in Alaskan waters, to be used by the officers of the civil government of the District in the discharge of their official duties and in the administration of the government, under the direction of the Secretary of the Interior.

SEC. 2. That the sum of fifty thousand dollars is hereby appropriated out of any money in the Treasury not otherwise appropriated, for the purchase or construction of such vessel. And the sum of eleven thousand dollars is appropriated, out of any money in the Treasury not otherwise appropriated, to defray current expenses and repairs upon the same for one year.

U. S. S. THETIS, OFF SITKA, ALASKA, November 13, 1889.

SIR: I beg leave to acknowledge the receipt of your letter of the 17th instant, requesting me to state my views, as a naval officer, upon the necessity of having a vessel in Alaskan waters for administrative purposes alone.

In reply I would state that, from my observation while in the performance of my duties in all of the waters of Alaska, I consider it essential to the good government of the Territory that a vessel of small size, properly arranged for transportation purposes, should be obtained by the Interior Department, to be under immediate charge of the governor of the Territory. During the recent cruise of the *Thetis*, with you, in southeastern Alaska, I was particularly impressed with the great utility such a vessel would possess in the many dealings, judicial and otherwise, that are necessary with the natives.

Southeastern Alaska, where the greatest population is found, and where the most of the important interests lie, is composed of the Alexandrian Archipelago and its neighboring main coast line, and all of the other settled portions of Alaska are also either insular or directly upon the coast. As a result, the highways of the Territory are exclusively water highways, and the only means of transportation and communication are by boat or vessel. The inclosed nature of the water-ways most in use, with their rapid currents, render a dependence upon sail alone dangerous and uncertain, and steam navigation becomes necessary for vessels using these inland waters.

The line of mail steamers forming the only regular means of intercommunication, stops at the more important points in southeastern Alaska from two to four times a month, according to the season, the route being extended or contracted as freight offers and the passenger traffic dictates. The greater part of the Territory, and even of the southeastern portion, is beyond the ordinary route of these steamers, there being no regular communication, by mail or otherwise, between southeastern Alaska and the rest of the Territory.

A naval vessel is generally stationed in the waters of southeastern Alaska, carrying a small armament, and forming with its officers, seamen, and marines both a military and naval movable garrison. The internal arrangements of a naval vessel are such as to afford accommodation for its officers and men alone, with the exception of one spare cabin state-room.

To rely upon this vessel for the various civil purposes and for the transportation of the many persons mentioned in your letter, would be manifestly impracticable. Besides being unable to afford accommodations for the various court officials, jurors, prisoners, and witnesses, it would not be sufficiently handy to serve processes in many places, and it would also be manifestly foreign to its purposes and duties to be employed in investigations and inspections of schools, timber deprecations, criminal violations of laws, or for purposes coming under the jurisdiction of the Treasury Department. A revenue-cutter, if one were available, would be subject to the orders of its representative, the collector of customs, and might be so employed by that official as to be rarely, if ever, at the disposal of the governor for administrative and judicial purposes.

For the purposes outlined by you in your letter, the vessel required should, in my opinion, be of wood of good sea-going qualities, from 150 to 200 tons measurement, with the ability if necessary of making the passage to Onnalaska under steam alone. A speed of not less than 10 knots would be required upon a consumption of from 60 to 75 tons of coal, the engines to be compound with a single propeller, and the vessel to be fore and aft rigged with two masts.

STEAM-VESSEL FOR USE OF CIVIL AUTHORITIES OF ALASKA. 5

A vessel of this kind can, I believe, be built upon Puget Sound by contract for a sum of \$60,000, and the annual cost of maintenance should not exceed \$15,000.

I am, very respectfully, your obedient servant,

C. H. STOCKTON,  
Lieutenant-Commander, U. S. Navy,  
Commanding U. S. S. *Thetis*.

Hon. LYMAN E. KNAPP,  
Governor of Alaska.

A true copy.

Attest:

LYMAN E. KNAPP.

U. S. S. *PINTA* (4TH RATE),  
Sitka, Alaska, November 15, 1889.

SIR: In answer to your inquiry to give my professional opinion as a naval officer commanding a vessel stationed in Alaskan waters, as to the necessity of having a small vessel for civil and administrative purposes only, I reply that I have read the letter addressed to you on this subject by Lieutenant-Commander Stockton, commanding *Thetis*, and I agree with him in his statements.

The administrative authorities of Alaska should have a vessel for the purpose you outlined. In her interior she should be specially fitted out, to carry with ease the people you mention. She should be economical in the use of coal, and her boilers so arranged that she could readily burn wood if it became necessary. This I am convinced would be often the case when employed in out of the way settlements where no coal could be procured.

In these only partly surveyed waters, dangerous and intricate channels, it is absolutely necessary that the vessel should be built of wood and of light draught.

The latter would increase her carrying capacity and the former render it less dangerous should the steamer strike in her cruising on any of the many unknown submerged shoals and rocks found in Alaskan waters.

The small naval vessels stationed from time to time in these waters, are not fit or adapted for the duties you require. There is no room excepting for their own complement of officers, men, and stores. The ships are expensive in fuel; the *Pinta*, for example, can carry but nine days' coal. In her cruising she has to be timed to get back to Sitka to replenish.

A war ship has other duties to perform; it would be subversive to the moral effect on these easily impressible, semi-civilized natives of the Territory if she were used, even if practicable, to carry around jurors, timber agents, deputy marshals, school teachers, or other minor officers holding civil appointments.

I trust the Government will see the importance of your request and readily comply therewith.

I would suggest, to save time as well as expense, a suitable vessel be purchased instead of built. I dare say such a vessel could be bought in Puget Sound, certainly in San Francisco, and with very little extra expense her interior could be fitted so as to come up to your requirements.

I have the honor to remain your obedient servant,

O. W. FARENHOLT,  
Lieutenant-Commander, U. S. Navy, Commanding.

Hon. LYMAN E. KNAPP,  
Governor of Alaska.

I certify that the foregoing is a true copy of a letter sent to me (by request) by Capt. O. W. Farenholt of the U. S. S. *Pinta*.

LYMAN E. KNAPP.

*Schedule of cost of maintenance of a vessel for administrative purposes for Territory of Alaska.*

[By Captain Stockton, of U. S. S. *Thetis*.]

Annual pay of captain and pilot (special knowledge of Alaskan waters required) .....	\$2,000
One mate .....	900
Two hands for the deck, \$300 each yearly (to be natives) .....	600
One engineer .....	1,500
Three firemen, at \$35 per month (two natives) .....	1,260
One cook .....	540
One steward .....	600
Yearly pay-roll .....	7,400

6 STEAM-VESSEL FOR USE OF CIVIL AUTHORITIES OF ALASKA.

Coal for year (250 tons, at \$10 per ton).....	\$2,500
Provisions and stores for officers and men for one year .....	1,500
Repairs (incidental).....	500
Table and bed furniture, etc.....	500
Sundry and contingent expenses.....	500
Estimated total cost of maintenance.....	12,900

In case of outside trips to Ounalaska, etc., the expenses would be increased for additional hands, fuel, etc.

I certify that the foregoing is a true copy of the estimate furnished, at my request, by Capt. Charles H. Stockton, U. S. S. *Thetis*.

LYMAN E. KNAPP.

*Estimate of cost of maintenance of a vessel for administrative purposes for the Territory of Alaska.*

[By Captain Farenholt, U. S. S. *Pinta*.]

Annual pay of captain and pilot (special knowledge of Alaskan waters required) .....	\$1,500
One mate .....	900
Two hands for the deck (\$300 each yearly).....	600
One engineer .....	1,200
Three firemen.....	1,260
One cook .....	360
One steward .....	400
Coal (250 tons).....	2,500
Provisions and stores for officers and men.....	900
Repairs, estimated .....	500
Table and bed furniture.....	200
Sundry and contingent expenses .....	400
	10,720

I certify that the foregoing is a true copy of the estimate furnished, at my request by Capt. O. W. Farenholt of the U. S. S. *Pinta*.

LYMAN E. KNAPP.

DISTRICT OF ALASKA, CLERK'S OFFICE,  
*Sitka, November 19, 1889.*

SIR: In response to your verbal request that I supplement the communication made by yourself and other officials, under date of November 16, 1889, to Hon. John W. Noble, Secretary of the Interior, urging the necessity of a steam-vessel being stationed at this port for the use of the civil authorities, under the immediate direction of the governor of the district, I have the honor to submit the following statement based upon official records in my custody as clerk of the United States district court.

For the sake of brevity I will not copy *verbatim* the orders of court regarding the matters to which I desire to call your attention, but shall set forth as concisely as I can such reasons based entirely upon actual facts coming under my observation officially as will tend to establish the desirability of granting your request for a steam-vessel from an economic stand-point. Prior to the adjournment of our last term of court, a special term held at Sitka in February, 1889, an order was made by the district judge in the matter of the per diem allowance of grand and petit jurors, from Juneau and Douglas City, which reads as follows:

"The grand jury of the present special term having completed their duties on the 28th day of February, 1889, and being discharged from further service on that day, and it being a fact appearing to the court that the grand jurors summoned from Juneau have no possible means, by public conveyance or otherwise, to reach their homes before the 13th day of March, 1889, and then only by the bi-monthly steamer between Sitka and Juneau, and the trial jurors of said special term being also discharged from further attendance on said term, the trial of all causes, civil and criminal, ready for trial and at issue, having been either tried or continued for good legal and sufficient cause, and the trial jurors summoned and present from Juneau and Douglas Island, having no possible means of reaching their homes by steamer or other public means or otherwise, before the 13th day of March, 1889, it is allowed that all of said Juneau and Douglas Island grand jurors and trial jurors shall be al-

lowed by the marshal their per diem compensation as said jurors, up to and including the 13th day of March, 1889, in addition to their lawful mileage."

Under this order of court there were twenty-three jurors entitled to remuneration for thirteen days' service, at \$2 per diem, without actual service being rendered by them in our court during that time, amounting in all to \$598.

In addition to these jurors so paid there were twenty-three witnesses detained in like manner, to each of whom was allowed compensation for thirteen days, at \$1.50 per diem, amounting in all to \$331.50, the total of these two amounts being \$929.50.

The payment of this amount would have been obviated if these jurors and witnesses had been enabled to procure transportation to their homes immediately upon the adjournment of court.

Nor is this all. Upon the commencement of every term of court, either at Sitka or Juneau, it is necessary to provide for the transportation not only of the court officials, but of all prisoners whose trials may be set for the term, together with such witnesses as the United States district attorney may deem necessary on behalf of the Government, and also for the guards or deputy United States marshals in whose custody the prisoners are placed. The expenses incurred in this way are great and are of regular occurrence, and can not be avoided until such arrangement is made as will enable the authorities here to provide a speedier and less expensive method of transit.

Nor is this all. If a writ be issued from this office and given to the United States marshal for service, and the party on whom the writ is to be served, or whose arrest is demanded, happens, as is of frequent occurrence, to live in some one of the settlements rarely if ever visited by the regular fortnightly steam-ship, it is utterly impossible for the marshal to make service or to arrest the party, because he can not procure transportation to the place where the person may be domiciled.

In very many cases the law on this account becomes inoperative, and criminals, or those seeking to avoid the service of writs upon them, have taken refuge in isolated villages where they feel assured of entire immunity from any process issued by our court.

The effect of this condition of affairs upon the natives is certainly bad.

Of course I do not claim that a steam-vessel placed at the disposal of the civil authorities would be self-sustaining, but I knew that the requisitions made by the United States marshal for the payment of jurors and witnesses and for his fees and expenses would be greatly reduced if a vessel for such service was obtained, and the native people would then realize that the arm of the Government reached a long way.

The business, both civil and criminal, of our court is increasing rapidly, and with its growth comes added expense and a necessity for prompt and efficient action on its part.

The additional payment to jurors and witnesses above cited is only one instance of what has hitherto been done at each term of court held in the district, and which if discontinued would prevent us from obtaining either jurors or witnesses outside of the towns where the court might happen to hold its session.

I am, with great respect, very truly your obedient servant,

HENRY E. HAYDON,  
*Clerk.*

Hon. LYMAN E. KNAPP,  
*Governor of Alaska.*

*Extracts from reports of the governor of Alaska.*

REPORT FOR 1884.

Our mail facilities must be increased. We should have at least semi-monthly communication with Port Townsend. A monthly mail service should be established between this post and Ounalaska, touching at several important points en route. Ounalaska, under the terms of the present organic act, is made a judicial point, with resident commissioner and deputy marshal. This settlement is 1,200 miles to the westward of Sitka, with no authorized or direct communication between them. A prisoner or litigant, to avail himself of the district court tribunal, must go by way of San Francisco—dependent for the journey upon private and occasional transportation—a distance of nearly 4,000 miles, and must return in the same manner. The time required and the expense attending such a case must be very apparent.

The governor is required under section 5 of the organic act "to inquire from time to time into the operations of the Alaska Seal and Fur Company, and shall annually report to Congress the result of such inquiries, and any and all violations by said company of the agreement existing between the United States and said company."

The fur-seal islands are 1,500 miles to the westward of Sitka. To reach them the

Government must furnish transportation to enable the governor to make such inquiries. The proper time to visit the islands will be in the months of June and July the killing season ending in the latter month. To make an intelligent report to Congress a stay at the islands of some weeks would be necessary. The United States ship now at this station might be detailed for the purpose of carrying such officers of the civil government as might be necessary to gain the required information.

All travel and transportation in Alaska is and for years must continue to be by water; in this portion of the district mainly through quiet inland seas and protected channels, but to the westward and north through the stormy waters of the North Pacific. If it is the intention of the General Government that Alaska shall be governed as a whole, then much remains to be done to make it effective.

#### REPORT FOR 1885.

The mail facilities of the Territory are wholly inadequate to the needs of its people. The service from Port Townsend to Sitka and Juneau should, at the very least, be made semi-monthly, and the route extended monthly to Kadiak and Unalaska, touching at several intervening points which are now wholly without mail facilities of any kind. Unalaska was considered of sufficient importance to be provided with a commissioner and deputy marshal, and yet it is utterly impossible to communicate with those officers, or for them to reach the Territorial seat of government, oftener than once in six months, and then only by the roundabout way of San Francisco. Three or four criminal cases a year—the chances are there will be a larger number—necessitating as many trips via San Francisco and return of a regular or special deputy marshal, with prisoners and witnesses, will involve a larger expense than the amount necessary to subsidize a monthly mail steamer plying on a direct route, including in the latter sum the lessened cost of transportation, so that the Government would actually save money by merely giving to the people of the Aleutian Islands the mail facilities to which every consideration of right and justice clearly entitles them. I respectfully submit that such action should be had in this regard as will bring all parts of the most largely settled sections of the Territory into monthly communication with each other. In addition to this a weekly route should be established between Sitka, Juneau, Wrangell, and intermediate points. Indeed, such mail facilities are indispensable to a successful administration of civil government in Alaska. There are no wagon-roads; all travel and transportation is and must continue to be by water. A steam-ship is to Alaskans what the railway train is to the people of the States; the sailing vessel as the slow-going stage-coach of their fathers, while a withholding of both by the Government reduces us to the last and only alternative of an Indian canoe. The establishment of such mail routes as I have suggested will give Alaska not all the transportation facilities she should have, it is true, but such as will aid and encourage immigration, and tend largely in the direction of a more rapid development of her material resources. But even then the civil government will be without the means of communication with many sections of the Territory where it is just as essential that the laws should be enforced, and whose people are just as much entitled to the protection the law is intended to afford as are those of more favored localities. Here is a Territory embracing nearly 600,000 square miles, with a coast line greater than that of all the Atlantic, Pacific, and Gulf States combined, sparsely populated in widely scattered settlements, and it is not to be expected that it can be satisfactorily governed if the officials to whom that task is committed are to be cooped up in one corner and debarred from all intercourse with a considerable portion of its people, powerless to enforce the law against evildoers on the one hand, or afford its protection to the law-abiding on the other. To hold a term of court at Wrangell which may not, in itself, consume more than a single day's time, a full month is required, with corresponding expense to the Government. It is contemplated by section 5 of the organic act, that the governor shall visit the seal islands—distant from Sitka not less than 1,500 miles—once in each year. How he can possibly do so, unless some kind of transportation is placed within his reach or command, is a question puzzling even to the imagination. A staunch, though small, sea-going steamer, if nothing more than a tug, should be placed at the command of the civil government; indeed, it is imperatively demanded by the necessities of the case. Such a steamer might be commissioned as a revenue-cutter, and as such would find ample employment in that capacity, even while conveying officials of the civil government from one point to another on official business. Such a steamer might be assigned to the command of an officer who has not forgotten that he was educated at the expense of the people—one who is not over-inflated with "the insolence of office"—and who might, therefore, reasonably be expected to perform the double duty assigned him willingly and cheerfully. Aside from the necessity of such a steamer to the successful administration of the civil government, her employment, as I have suggested, is a matter worthy of consideration, even though viewed in the light of economy alone.



## REPORT FOR 1886.

In the foregoing connection I desire to call attention to the imperative necessity which exists for some means of transportation for the officials of the civil government to and from the different parts of the Territory. In the present condition of affairs the marshal can only reach a few points to serve the processes of the court, and in each and every case must undergo an enforced absence of at least a month. The civil officials are charged with the responsibility of enforcing the laws, and yet are not furnished with the means absolutely necessary to enable them to do so. The authorities at Washington do not seem to realize the fact that there are no wagon or other roads in Alaska, and that all travel must necessarily be by water. Crimes are reported from the various places of settlement, but the executive officers have no available means of going from place to place to make arrests and enforce the laws. Smuggling is carried on, distilled spirits are being surreptitiously imported into the Territory in spite of the decision of the district court; thousands of dollars' worth of dutiable merchandise is imported across the border from British Columbia, and we are powerless to prevent any of these things.

## REPORT FOR 1887.

The mail facilities accorded to Alaska are wholly inadequate to the business requirements of her people. The service between Port Townsend and Sitka by way of intermediate ports should at the very least be made weekly, and I can conceive of no action within the province of Congress better calculated to promote the settlement and development of southeastern Alaska than would be the establishment of a monthly mail route from Sitka to Ounalaska by way of Yakutat, Prince William's Sound, Kadiak, Unga, and Belkofsky. The people of those sections are at present without mail facilities of any kind, and are wholly isolated from the rest of the world during the greater part of the year. A monthly mail service would, in a measure, release them from dependence upon the grinding monopoly by which they are at present enthralled, would invite and encourage immigration, and in all respects redound to the profit and advantage of the Territory.

In respect to the route between Fort Townsend and the capital of the Territory, I submit the question whether it be just to this enterprising people to restrict the service to a monthly mail only in view of the fact that the carrying trade of this immediate section warrants the maintenance by the company having the contract of a weekly line of steamers during the summer and a semi-monthly line in the winter. The inadequacy of the Alaska mail service was brought to the attention of the Post-Office Department early last spring through a memorial signed by all the officials of the civil government, with the result that an additional mail was ordered to be carried by the fast excursion steamer belonging to the regular contractors, and which made two round trips per month during the months of May, June, July, August, and September. This, in addition to the regular contract service, gave a tri-monthly mail during the summer, but when, the excursion season being ended, the fast steamer was withdrawn we were again reduced to a monthly service, though the contractors continued to run two steamers on the route and profess a willingness to bring two mails a month for the compensation paid for one. It is in the highest degree exasperating to the people of this section, isolated as they are, to see steamer arrive regularly once a month without a mail, and be told, with at least a semblance of truth, that the fault is with the Government, which is so unmindful of their interests that it refuses them mail facilities which would cost it nothing.

Of course I take no stock in these professions of generosity on the part of the contractors or their willingness to serve the Government or any one else without compensation; but at the same time I can not withhold assertion of the fact that the people of Alaska are not only being most illiberally but at the same time unjustly dealt with in the matter of mail facilities. There is and can be no valid excuse for not according to southeastern Alaska a mail service equal at least to the number of steamers employed by the contractors in the rapidly growing carrying trade of this section. With monthly mail communication only between the several towns and settlements of southeastern Alaska, and none at all between the last named division and the other parts of the Territory, it is impossible for the people to transact business with any degree of satisfaction, or for the United States court to properly perform its functions, except at a greater cost to the Government than an adequate mail service would involve, and which would bring with it, of course, better transportation facilities.

As it now is, sixty days is the minimum of time in which a letter can be sent to or from the national capital and an answer be received, while similar communication with any part of the Territory can not be had in less than thirty. Aside from the question of right and justice involved, it seems to me that the further withholding of mail fa-

cilities proportionate to the growing importance of the business interests of the Territory will, on investigation, present itself in the light of a most unprofitable parsimony, which can not be excused on the plea of justifiable economy.

Unless much better facilities are provided, with the better means of transportation which will naturally follow, a steamer for the use of the officials will be indispensable to the administration of the civil government and the enforcement of law and order in many portions of the Territory now wholly inaccessible. Indeed, in all save southeastern Alaska the civil government provided for by the act of May 17, 1884, is the veriest myth, and must necessarily remain so until mail communication is established or those charged with the duty of administering it are furnished with some kind of safe and reliable transportation. In all the more remote sections of the Territory the law prohibiting the importation and sale of intoxicating liquors and breech-loading firearms is openly violated; crimes, including murder, are committed with impunity, and there is no punishment for the offenders, for the simple reason that the officials are not provided with means necessary to put the law in force. Either the civil authorities should be furnished with transportation or else be held blameless for the non-enforcement of law and order in localities they are unable to reach for the want of it.

#### REPORT FOR 1888.

In speaking of the only partial administration of justice by the courts, I must not be understood as intending any reflection upon the honesty, zeal, or ability of any of the judicial officers; I had reference only to the absence of the means whereby the authority of such few laws as we have can be extended over more than a very small part of the Territory. Without mail communication other than with a few of the towns and settlements of southeastern Alaska, and consequently with no means of transportation within its reach, the district court is powerless either to secure service of its process or enforce obedience to its mandates in all that part of the Territory lying to the north of Juneau and west and northwest of Sitka. Until mail communication is established between Sitka and Ounalaska via Copper River, Prince William Sound, Cook's Inlet, Kadiak, Afognak, Oonga, and Belkofsky, or a suitable vessel is placed at the command of the governor for transportation of officials, all those sections will be debarred from participation in any of the few benefits which Congress, by the passage of the act of May 17, 1884, presumably intended to confer upon the whole Territory. Several murders have been committed since the inauguration of civil government in the Territory, and the murderers are still at large and likely to remain so, for no other reason than that the authorities are not supplied with the ways and means for making arrests; and in many sections lesser crimes are committed with impunity, the offenders knowing that they are beyond reach of the courts. Frequent complaints come to me of open and flagrant violations of the law, but I myself, as well as the law officers of the Territory, are powerless to afford any relief. Instead of a blessing, the local civil government set up by Congress, without the machinery adequate to its full and perfect operation, is more likely to prove a curse to more than one section of the Territory. As a matter of course when the act creating a civil government for Alaska went into operation the civil superceded the naval or military authority, and in consequence the people of more than two-thirds of the Territory, because of the reasons already suggested, have ever since been practically without any government and beyond the reach of any authority whatever. Appeals are made direct to the Departments at Washington for relief, only to be referred to the governor or other officials of the civil government, under the mistaken belief that it is within their power to remedy the evils complained of. A complaint is made to the Treasury Department, as for example, by the natives of Kodiak and the Alaska Peninsula, that white hunters cruise along the shores of Cook's Inlet and Shelikoff Strait, using fire-arms contrary to law, and scaring the sea-otters beyond the reach of the natives who claim to use bows and arrows only, thus depriving the latter of their only means of support, and as the killing of sea-otters in Alaska by others than natives is expressly forbidden by law and regulations, that Department instructs the collector of customs here to "bring the matter to the attention of the governor of the Territory with a view to prevent marauders from pursuing such unlawful adventures." Overlooking the fact that by virtue of the authority given him in section 1956 of the Revised Statutes, the Secretary of the Treasury, by executive order dated April 21, 1879, prohibited the use of fire-arms by natives in killing otter during the months of May, June, July, August, and September only, and in the same order announced that "white men lawfully married to natives and residing within the Territory are considered natives," it ought by this time to be known in Washington that 600 miles of ocean lie between the seat of Territorial government and the shores along which the white hunters complained of pursue their "unlawful adventure," and that in the absence of any and all means of transportation the civil authorities are utterly powerless in the premises. I use this truthful illustration without intending the least disrespect to any one, but to show

the difficulties under which those who are expected to enforce the laws in Alaska labor, and, if I may respectfully say it, that the situation in this remote Territory is not properly appreciated either by Congress or the Departments.

## REPORT FOR 1889.

The judge and district attorney, whose experience and observation, during their term of office, render their opinions of especial value, are emphatic in their declarations that the greatest hindrance to the rapid dispatch of the business of the court and the administration of justice is the inadequacy of the means of transportation, and the great expense and difficulty of obtaining competent jurors. There ought to be provision for transporting the court officials, prisoners, witnesses, and jurors to and from the place of holding court. This is essential to the administration of the laws in Alaska. There are a great number of native villages situated at a distance from the mail-steamer routes with no access to them except by canoe. In many instances it has been impossible to serve processes for the want of a light-draught vessel within the absolute and immediate control of the civil government without the embarrassment and uncertainty of depending upon the courtesy and convenience of those acting under the orders of another department of the Government than the one upon which the responsibility rests. A vessel of 100 tons capacity, thoroughly built and sea-worthy, with a wooden hull, filled with first-class machinery, adapted to our inland channels, with accommodations for twenty to twenty-five passengers, carrying one or two 3-inch bore breech-loading guns and perhaps a Gatling gun, would probably serve all ordinary purposes of the civil government when there is no unusual excitement or trouble.

The naval vessels in these waters, though by no means an unimportant factor in preserving order, protecting life and property, and assisting the civil government in the enforcement of the laws, are not available for all the purposes for which transportation is required. They have never been placed at the disposition of the civil government to aid in the service of process, except when they have been obstructed by some formidable combination. Besides, the light-draught vessel referred to is needed to be in use nearly all the time, and the naval vessel can not quite take the position of a police-boat or Government hack. Hence, while I do not think it safe and wise in the present condition of things in Alaska to dispense with the naval vessel, the smaller vessel is very much needed as an indispensable accessory, not only for the purposes of efficiency and promptness in the administration of justice, but also as a matter of economy to the Government.

At the November term of court held at Juneau, all the court officials, and a large number of witnesses and jurors, after having incurred enormous expense in traveling to court from places nearly 200 miles distant, and after the court had finished its business and was ready to adjourn, were obliged to remain, on expense and under pay, for nearly two weeks longer waiting for transportation.

A warrant was issued, early in the summer, for the arrest of persons charged with assault with attempt to kill. That warrant is still in the hands of the marshal, un-served, after the lapse of about three months, because Hocnah, the village where the offense was committed and where the respondents reside, is off the line of the mail steamer's route and the marshal has no means of transportation to the place. It is scarcely just that the marshal, or the governor who is charged with the duty of seeing that the laws are enforced, shall be held responsible for the failure to execute the laws under these circumstances.