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OVERALL ECONOMIC DEVELOPMENT PLAN FOR GREATER JUNEAU BOROUGH 1964

I ORGANIZATION

Twenty individuals, whose names, addresses and occupations appear on Schedule 1, have informally associated themselves to prepare this plan. They are all residents of the study area who are representative of its commercial, industrial, educational, governmental and professional interests as well as its several geographic community interests.

The association has no corporate status, either profit or non-profit, but its membership has the capability to become incorporated such as for the purpose of forming a local development company as the need or needs arise.

The association has no governmental status except recognition by resolution of the Borough Assembly as its advisory group in connection with the Area Redevelopment Act and long-range economic planning.

II THE REDEVELOPMENT AREA

1. Location

The area is located in the eastern northerly half of Southeast Alaska and comprises 3,108 square miles, or 8.7% of the area of Southeast Alaska which contains 35,537 square miles.

2. Boundaries

The area's boundaries are identical with those of the Greater Juneau Borough, (see map Schedule 2) namely:

"Beginning at Point Coke near Hokham Bay in Stephens Passage at North 57° 47' 30" Latitude and West 134° 42' Longitude the borough boundary goes Northeasterly in a straight line to Boundary Peak No. 79 on the Alaska-Canadian Boundary Line at North 580 09! 14.28" Latitude and West 133° 10' 13.94" Longitude; thence Northwesterly along the International Boundary Line to Mt. Nesselrode Boundary Peak No. 98 at North 58° 57' 44.96" Latitude and West 134° 18' 42.03" Longitude; thence Westerly in a straight line to Eldred Rock Light at North 58° 58.3' Latitude and West 135° 13.2' Longitude; thence Southerly to a point midway between Lincoln Island on the East and the mainland on the West, located at North 58° 30' Latitude and West 135° 4' 15" Longitude; thence Southeasterly to Point Young U.S.C. & G.S. triangulation stationwhich is at North 580 11' 42.7" Latitude and West 1340 33' 24.1" Longitude; thence Easterly to Point Arden Light at North 58° 09.6' Latitude and West 134° 10.6' Longitude; thence Southeasterly to Midway Island Light at North 57° 50.2' Latitude and West 133° 48.7' Longitude; thence Southeasterly to Point Coke the point of beginning; this tract contains, 3,108 square miles

3. Reasons for Selection

The Alaska Constitution provides that Alaska shall be divided into units of local municipal government called boroughs. Under the Borough Act of 1961 a local study group was formed and recommended the borough boundaries, and other things, as including an area conforming to natural geography and necessary and proper to integrated local government services. The recommendations of the group were approved by referendum vote of the electorate in the area and the incorporation of the borough was approved on October 1, 1963. This plan adopts the borough boundaries for the redevelopment area, with the single noted exception, because the reasons for borough selection are equally appropriate to use for area boundary determination. 4. Topography

The mountains are cut by rivers and glacial valleys which provide areas of land for feasible economic use for urban, commercial, industrial, agricultural, and recreational purposes.

The scenery throughout is spectacular; an asset of considerable present value and much greater future value. The area is principally noteworthy for containing the mouth of the Taku River, which provides a sea level access to the route of the historic Telegraph Trail in Canada, and the Juneau Ice Field, which is a natural phenomenon of international interest and fame. Mountain peaks near the seacoast average perhaps 4,000 feet. Back from the coast peaks of 7,000 are not uncommon.

AREAS

TYP	PE	SQUARE MILES
1.	Land	1,476
2.	Ice Cap	928
3.	Water	704
	TOTAL	3,108

5. Climate

The mild climate is attributed to the offshore Japanese current and the prevailing southerly winds. Average temperature ranges are from 26° in January to 54° in July.

Precipitation annual average is 83.25 inches for Juneau, whereas elsewhere in the borough, as at the Juneau Municipal airfield, it is reported to be approximately 63 inches per year.

6. <u>Vegetation</u>

Much of the area is covered with forests, uniformly dense and characteristic of southeast Alaska. Western hemlock and Sitka spruce are the major timber species. There are smaller amounts of western red and Alaska yellow cedar. The principal decidous trees are alder and cottonwood. Heavy undergrowth of shrubs, ferns, blueberry, devils club and harbaccous plants are found in the forests. The cover extends from tidewater to about 2,000 feet elevation.

7. Geology

The area is transversed by the Coast Range Batholith, a tremendous body of granite, which, with its satellite intrusions, accounts for valuable mineralizations in the area and for its topographical ffeatures which are typical of the entire southeast Alaska region.

8. Population

Historically the areas first residents were Tlingit Indians of the Auk and Taku tribes. They lived in their winter villages of Auke Bay and Taku Inlet, and were estimated by Petroff in 1870 to number 919.

	Juneau	gini a tan 1771) T		Haines	Southeast	Central	North
	Douglas	Ketchikan	<u>Sitka</u>	Skagway	Total	Total	Total
1000	a	2 662	0.011	000	7 740	5 500	20.000
1880	2,095	1,663	2,011	988	1,148	5,580	20,098
1890	2,880	1,874	1,647	952	8,038	6,939	17,075
1900	4,881	2,170	2,040	4,000	14,350	20,200	29,000
1910	6,125	3,520	1,939	1,980	15,216	24,724	24,416
1920	6,088	5,670	2,155	1,219	17,402	16,984	2,650
1930	6,174	6,468	2,095	1,251	19,304	18,272	21,702
1940	8,563	8,129	3,395	1,501	25,241	23,427	23,956
1950	8,758	9,485	4,550	1,432	28,203	71,435	29,005
1960	10,675	13,000	5,400	1,720	34,600	138,110	33,290

Principal Southeast Districts

The foregoing table evidences the various economic impacts in the different regions of mining, fishing, lumber and pulp, military defense construction in the '40s and '50s, and oil and gas exploration, development and exploitation.

Present area population, currently estimated to total 14,000, is distributed throughout the area, approximately as follows:

Juneau Est.
(Incl. West Juneau & North Douglas Road) 8,700
Douglas 1,500
Thane 100
Salmon Creek 250
Vanderbilt Hill 480
Lemon Creek 500
Mendenhall Valley 1,500
Auke Bay (incl. Fritz Cove) 600
Point Louise 50
Lena Point 50
Tee Harbor 75

Labor Force (copy attach sheet) 13,805

9. other Principal Characteristics

A. Islands

B. Waterways

The first significant Alaska gold strike was made in Gold Creek, in what is now Juneau, by Harris and Joe Juneau, in August of 1880. The permanent towns of Juneau and Douglas were developed with amazing rapidity.

Their growth was stimulated by the Act of June 6, 1900, which transferred the capital of Alaska to Juneau which was effective in 1906. Grant of territorial status resulted in the first Alaskan legislature convening in Juneau in 1913. Growth of the area has been steady since this date. The preceding table compares Juneau to other regions in Alaska as well as other major districts in Southeast Alaska.

III

AREA LOCAL GOVERNMENT

1. Cities

The area embraces two cities of the first class, Juneau and / Douglas. The former has adopted a home rule charter.

2. Boroughs

The Greater Juneau Borough incorporated in October 1963 will, during the permissive two year transitional period, take over the functions and obligations of other incorporated units of local government in the area, namely, the Juneau-Douglas Independent School District and the Auke Bay Public Utility District.

The borough by law is required to assume and perform the functions of (1) education, (2) assessment and collection of property taxes, and (3) planning and zoning, on an areawide basis. In addition, by agreement with the cities, it may assume additional functions on the areawide basis, or without such agreement, and by act of its

assembly, assume additional functions outside of the cities.

3. Schools

The borough school system, now or about to be established, will take over the functions of the present Juneau-Douglas Independent School District.

There are six public schools in the borough, as follows:

Douglas-- -- 2 grade schools Glacier Valley- -- 1 grade school Juneau -- -- 2 grade schools 1 combination high school and junior high school

The March 1964 total school population is, as follows:

Juneau area -- -- -- 1,744 Douglas Island -- -- 470 Glacier Valley Tee Harbor, etc.-- $-\frac{714}{2,928}$

IV TRANSPORTATION

1. Historical Development

Aside from the pre-purchase days of trade carried on by sailing vessels, ppersons and cargo were transported to and from Alaska by passenger and cargo steam ships. Changes during World War II resulted in passengers being carried almost exclusively by aircraft. In postwar years the war-built Alaska Highway gradually became more significant in the transporting of persons and freight. The Alaska Ferry System's first year of operation in 1963 was spectacularly successful. The system links the cities of Southeast Alaska to the Alaska and Canadian Highway systems.

2. Shipping and Docks

The area is served by Alaska Steamship cargo vessels from Seattle on a once a week schedule or oftener, as required. This company owns its own docs and warehouses and is currently engaged in an improvemnet program at considerable cost.

In addition, there is evidence that an even increasing amount of freight is being brought into the area by barge at rates somewhat less than by steamer.

The city of Juneau owns, and operates through a lessee, the City Dock and adjacent Ferry Terminal.

The Juneau Cold Storage Company has its dock and warehouse. The Columbia Lumber Company has its dock and warehouse.

The A-J Industries, Inc., corporate successor to the Alaska Juneau Cold Mining Company, owns a large section of the Juneau waterfront, part of which is fronted by docks now in disrepair and unsafe for use.

The Standard Oil Company of California has its dock and adjacent gasoline storage in nearly the geographic center of the city of Juneau. The Union Oil Company of California has its dock and gasoline storage on land leased from the A-J Industries, Inc.

Douglas has a city dock on which a crab processor operates.

Juneau has two and Douglas one small boat basins adequate to meet the demands by commercial, pleasure, and government vessels. In Juneau the Federal Fish & Wildlife and the U.S. Coast

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Guard have marine and dock facilities for their operations.

3. Airlines and Airports

The area has daily jet aircraft service operated by Pan American World Airways and Pacific Northern Airlines between Juneau and Seattle.

The area has daily service by Pacific Northern Airlines between Juneau and Anchorage, with frequent stops at Yakutat and Cordova.

The area also has tri-weekly service to Fairbanks by Wien Airlines turbo-prop aircraft, including bi-weekly stops at Whitehorse Yukon Territory, Canada.

The principal local aviation activity is the operation of Alaska Coastal-Ellis Airlines, which operates to all Southeast Alaska points and Prince Rupert, British Columbia from its Juneau Marine Terminal and from the Juneau Municipal Airport.

In addition there are three non-scheduled aircraft charter operators and a helicopter service in the area.

4. Ferry System

The three Alaska Ferry System vessels give daily service between Juneau and other cities in Southeast Alaska, as well as Prince Rupert in British Columbia, and thereby connections to all road points. Each vessel has a capacity of 109 automobiles or a lesser number of large freight trucks, and 500 passengers.

The following table reflects the traffic projected for the first five years' operations by the Gellert report, and the/actual traffic carried during the first year (a partial year due to late

completion of vessels and maintenance and repairs).

	VEHICLES	PASSEN	GERS
	Carried	Projected	Carried
1963	16,289	88,000	83,975
1964		92,400	
1965		97,120	
1966		101,976	
1967		107,075	

5. Road System

The area system is composed of city streets, Forest Highways, Primary Highways and Second Class Highways, local roads and private access roads as follows:

Primary Highways	23.5
Secondary Roads	41.8
Forest Highways	
(Includes primary	
and secondary-65.3)	
Local Roads	19.7
City Streets-Juneau	40.0
City Streets-Douglas	8.0
	133.0

The system is characterized by having no direct road connection to other highway systems, other than by steamer or ferry system; hence its present sole purpose is to meet the intraarea land surface needs of the residents and visitors to the area.

System expansion points toward three areas of interest. The first is such local expansion as is needed to meet local needs. The second and third areas of expansion would be north and south to connect with other highways. Eventually both will come about and Juneau will then be located on the primary highway system, and approximately midway, between Seattle, Tacoma and Portland in the Northwest and Anchorage and Fairbanks in Alaska.

Factors Contributing to Economic Decline:

Transportation - Since there are no connecting roads and the towns are few and very far apart, the flow of unemployed people is quite restricted because of cost, hence local unemployment can be come quite serious.

Lack of adequate financing (see financing and needed adjustments).

Limited skills of labor force. In spite of the fact that there are unemployed people looking for work, employers have difficulty in recruiting qualified applicants in several occupations. In addition to the shortages common in many professional disciplines that require college education not available in the area, there are shortages in many of the non-professional clerical, technician, and trades disciplines. Schools such as are common in many other States to train qualified business and clerical people should help reduce the unemployment rate while providing a source of trained clerks, typists, business machine operators, etc., now needed by employers. Technical institutes to train engineering and electronic technicians, draftsmen and other semitechnical personnel should also help reduce the corps of those who are now unemployed because they lack the skills needed by employers. Qualified service personnel are sorely needed in the area. A trade school to train craftsmen in appliance servicing, automotive repair, and the construction trades, etc., would also serve a useful purpose in developing the area. The area also lacks suitable year-round employment such as processing or manufacturing industries would furnish.

UNEMPLOYMENT TRENDS - January 1964

Total unemployment in mid-January was estimated at 370, up 60 from the previous month. The rate of unemployment, or percent of the workforce unemployed, rose from 5.6 percent in December to 6.7 in January. Most of the increase in joblessness resulted from layoffs inconstruction, although the trade, services, transportation, and manufacturing industries also contributed to the rise in total unemployment. Compared to a year ago, estimated total unemployment was unchanged. However, the rate of unemployment dropped slightly due to increased employment. Shortage occupations in the Juneau are continued to include clerical workers, professional engineers and experienced highway technicians.

Past efforts to solve problems

The advent of Statehood and formation of a Borough Government has created such a rapid complex change that the unemployment situation has not received a concentrated direct effort towards its solutions. <u>Economic Base</u>

> The major communities within the borough area are: Juneau - First Class City - Incorporated June 29, 1900 Douglas - First Class City - Incorporated March 29, 1922 Auke Bay - a Public Utility District

West Juneau - annexed to Juneau in 1960.

The following locations have ill-defined boundaries, yet are an integral part of the area.

Thane

Glacier Highway Milepost 0-2 North Douglas Road to Mile 9 Glacier Highway, north from Juneau to Mile 36

Mendenhall Loop Road, Montana Creek Road Fritz Cove Road - Mendenhall Peninsula Lena Point Road Tee Harbor and environs

Because of their proximity and interdependence, all of the above locations can be considered a single economic unit. The unit is characterized by a highly mobile population of commuters. Briefly stated, 69.7% of the population lived in Juneau in 1960; the balance slept elsewhere, but worked there.

Select Social and Economic Characteristics - 1960

Juneau - Population;	6,797	Balance of area -	2,948
Number of Housing Units:	2,409	and an	1,005
Sound:	2,091		865
Deteriorating:	268		136
Dilapitated:	50		4
Occupied Housing Units:	2,286		765
Occupied Housing Uni	ts - 1960		
Juneau	Douglas	Ba. of Area	Total
By Owner: 869	127	369	1,365

By Renter	1,417	140		129	1,686
	2,286	267		498	 3,051

In the study area, 55.3% of the occupied housing units are occupied by <u>renters</u>.

Percentage occupancy by owners is as follows:

Juneau: 38% Douglas 47.5% Bal. of Area 74.1%

Number of Families with Income - 1959

Juneau: 1,579 Bal. of Area: 691 Total: 2,270

Median Income: Families: \$9,533

Unrelated Individuals: \$4,697 Families and unrelated Individuals: \$7,738

(a) <u>The existance of a trading area;</u>

Such an area needs little more than statement that is at all familiar with Juneau and its environs. Juneau represents the source of supply, as well as the center of economic activity. Fish caught in abutting waters are sold in Juneau. Fishing supplies are purchased there. Government personnel, deriving their finances from employment in either Juneau or Douglas provide the basic source of consumer spending for surrounding areas where they live. The proposed Snettisham Hydro-electric power project while south of the present trading area, will provide power for the expansion of area facilities. Extended road networks in the area are essentially oriented toward providing access to and from the city. The proposed borough area truly represents a wheel of trade with Juneau as its hub.

• *******					By Mont	h 1963							ANTNULST
	JAN.	FEB.	MAR.	APRIL	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.	AVERAGE 1963
TOTAL CIVILIAN WORKFORCE	5,209	5,373	5,469	5,664	5,756	6,076	6,262	6,286	6,269	5,850	5,800	5,500	5,793
TOTAL UNEMPLOYMENT Percent of Workforce	374	411	368	363	198 3.4	215	140	150	140	170	280	310	260
	,												1.5
TOTAL EMPLOYMENT	4,835	4,962	5,101	5,301	5,558	5,861	6,122	6,136	6,129	5,680	5,520	5,190	5,533
Nonagricultural Wage & Salary	7												
Employment	4,345	4,455	4,590	4,773	4,976	5,270	5,496	5,511	5,494	5,110	4,980	4,680	4,513
Mining	5	5	5	11	11	16	18	16	15	10	10	10	11
Contract Construction	185	199	202	223	327	383	456	459	401	270	240	210	296
Manufacturing	124	134	146	176	182	188	180	165	177	150	140	120	157
Transportation, Communica-													
tion & Public Utilities	428	404	403	428	459	448	516	523	519	460	440	420	4.54
Trade	531	538	538	599	646	703	694	665	646	700	670	580	626
Finance Ins. & Real Estate	116	116	116	117	121	122	127	124	130	120	120	120 m	120
Service & Miscellaneous	455	457	455	430	429	443	450	450	477	450	450	440	449
Government	2,501	2,602	2,725	2,789	2,801	2,967	3,055	3,109	3,129	2,950	2,910	2,780	2,860
												* *	

WORKFORCE ESTIMATES THE JUNEAU AREA

In addition to the figures given above for TOTAL UNEMPLOYMENT, it is estimated that there are approximately 200 native persons in the Juneau area who would be available for work during any month of the year if additional employment opportunities existed for unskilled workers.

These individuals are not now included in the total workforce and total unemployment figures due to certain features of the estimating techniques prescribed by the Bureau of Employment Security in Washington, D. C. which are not particularly appropriate for the Juneau area, or for any other area with a large number of persons who have never been a part of the workforce.

WOI	REFORCE S	UMMARY
JUNEAU	ELECTION	DISTRICT

-1962	-	ο.	.9	, 1
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	January	February	March	April	May	June	July	August	September	October	November	December	Annual Average
							1062						
							1962						
TOTAL CIVILIAN WORKFORCE	4,798	4,964	4,930	5,243	5,372	5,643	5,621	5,712	5,663	5,293	5,157	5,124	5,293
TOTAL UNEMPLOYMENT Percent of Workforce	446 9.3	469 9.4	441 8.9	383 7.3	256 4.8	212 3.8	167 3.0	170 3.0	185 3.3	207 3.9	203 3.9	287 5.6	286 5.4
TOTAL EMPLOYMENT	4,352	4,495	4,489	4,860	5,116	5,431	5,454	5,542	5,478	5,086	4,954	4,837	5,007
Nonagricultural Wage & Salary Employment	3.857	3,966	3.979	4.285	4.508	4.810	4.880	4,951	4.881	4.537	4.442	4.344	4,453
Mining	7	7	8	9	12	22	17	16	16	*	*	*	12
Contract Construction	120	141	164	204	278	338	286	292	272	248	215	174	228
Manufacturing	121	129	143	192	199	205	192	197	195	169	148	132	168
Transportation, Communications &													
Public Utilities	472	445	403	468	498	518	504	535	557	510	456	428	479
Trade	502	52.5	512	502	553	579	611	618	615	569	549	556	557
Finance, Insurance & Real Estate	103	103	100	118	119	124	123	125	124	*	*	*	118
Service & Miscellaneous	408	405	413	425	429	435	437	456	469	452	441	437	434
Government	2,174	2,211	2,236	2,367	2,420	2,589	2,710	2,712	2,633	2,457	2,501	2,485	2,457
							1961						
								1. J. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1.					
TOTAL CIVILIAN WORKFORCE	5,057	5,360	5,298	5,774	5,901	6,285	6,093	6,304	5,890	5,867	5,861	5,562	5,771
TOTAT UNENDI OVMENT	488	537	469	394	258	249	261	194	158	207	312	411	328
Percent of Workforce	9.6	10.0	8.9	6.8	4.4	4.0	4.3	3.1	2.7	3.5	5.3	7.4	5.7
TOTAL EMPLOYMENT	4,569	4,823	4,829	5,380	5,643	6,036	5,832	6,110	5,732	5,660	5,549	5,151	5,443
New York and the set of the law restriction	4 000	1 250	4 240	1. 757	1 092	5 252	5 222	5 1.22	5 080	5 020	6 031	4 500	4 824
Monagricultural wage & Salary Employment	4,009	4,250	4,240	4,157	4,905	*	5,222	5,425		5,025	+,551	*	*
Mining	102	201	207	250	1.76	408	301	1.73	/ 10	360	207	196	336
Contract Construction	192	201	207	339	420	191	170	158	1419	165	155	109	148
Manufacturing	100	107	112	100	195	101	170	150	144	105	100	109	140
Transportation, Communications &	1.26	1.76	1.1.6	1.77	506	522	1.96	627	532	544	552	/ 01	507
rudiic Utilities	440	4/0	440	518	549	624	615	624	629	607	576	576	565
	40/	491	495	210	247	24	*	*	*	*		*	*
Finance, insurance & Keal Estate	1.54	4.63	1.75	1.1.0	455	464	430	1.1.4	455	431	440	434	450
Service & Miscellaneous	400	2 /15	4/5	2 680	2 7/6	2 0/2	3 006	2 981	2 805	2 791	2 799	2 680	2 709
Government	2,245	2,415	2,402	2,007	2,740	2,742	5,000	2,901	2,005	2,/91	2,133	2,000	2,109

* Withheld to comply with disclosure regulations.

BASIS FOR ECONOMIC GROWTH

INDUSTRY

Projection of industrial growth in to the future is hazardous no matter how accurate the historical data upon which it is based. A great deal hinges upon the trends in technology, in the birth rate, in labor forces, productivity increase, national and international events and many, many other factors. Quite naturally, this leads the person or persons making the projection into a lot of verbalizing; it is virtually impossible to call a spade a spade. Countless assumptions must be made, evaluated, tested and discarded or kept. The resulting projection is invariably cautious; few men are gifted prophets.

Manufacturing in the study area stems from resource extraction. The natural resources are: timber, fish and minerals. Few American communmities are so naturally endowed with these resources in such abundance as ours. Logically, industrial growth will occur in the primary and secondary manufacturing of commodities from these resources. Of all the resources, timber appears to be the most promising.

In 1964, it will be possible to serve the interior Alaska market direct from Juneau via the highways. About 180,000 persons live along these highways. The growth of light manufacturing industries is forecast.

IS ICE AN ASSET?

In the case of the redevelopment area, yes! The great Juneau Ice Cap, climate modifier and barrier to land commerce, is one of the unique potential assets of the proposed borough.

This great ice mass has been intensively studied, photographed and mapped. Aircraft have landed upon it; several existing land vehicles can traverse it from end to end. Two "chalets" have been erected upon it and both within 15 minutes by air from the city.

At present, it is a scientific curiosity. Within the next two decades, it could be come a scenic curiosity and given recognition as a resort with associated recreational facilities upon it. Moreover, improved and faster means of transportation to Juneau have placed this unique natural feature within hours of 187,000,000 Americans.

About 2/3 of the ice field (479,000 acres) is in the public domain under the administration of the Bureau of Land Management. The remaining third is administered by the Forest Service as a part of the Tongass National Forest. At least that part of the field within the National Forest should be included within the borough boundary. This part of the field could produce revenue for roads and schools within the redevelopment area.

Here is how: By law, one-fourth of the gross receipts from the National Forest is returned to boroughs or counties lying within these federal forests by the Forest Service. These funds are dedicated

toward the support of roads and schools. If more than one borough lies within the forest, each borough receives an amount proportionate to the size of each borough within it. The one with the largest mass of land within the forest gets the biggest share - even though the revenues may not have been earned from any portion of it.

Thus, the portion of the Juneau Ice Field within the Tongass National Forest could provide a source of revenue. It would all be "gravy"; obviously, the borough would not be required to place capital improvements upon it or to provide services there.

This same reasoning applies to the Tracy Arm - Endicott Arm scenic area. Though withdrawn by the Forest Service from industrial or commercial development, it too could earn revenue.

The Juneau area is lacking in some of the businesses and improvements that it could probably support at the present. The following are some of the needs and opportunities for business ventures. 1. Snettisham Hydroelectric Power (48000 kw) - Precisely needed for any large scale manufacturing.

Wholesalers of groceries, meats, building supplies, and hardware
 to represent SE Alaska - there aren't any at present.

Auto agencies (garages). Juneau has only one agency that has a garage and that is Ford and it is very old and over crowded. General motors, Chrysler, and American Motors have no regular retail outlets.
 Schools - Juneau area has no trade schools such as business, technical, etc.

The area (as mentioned elsewhere) could probably support a university and graduate school.

5. Pulp mill and plywood plant - The area had a successful plywood plant which burned down - There is enough timber in the Juneau working circle to support a large wood processing plant or intergrated plants.

6. Dredging - A small dredge could be operated for many years converting tide flats to industrial and business sites.

7. Restaurants - There are no first class restaurants in the area that are not directly connected with a bar.

8. Motels - additional motels will be needed in the area. There are six small ones now.

9. Additional marinas and boat launching facilities are needed.
10. Indian Arts and Crafts - A manufacturing organization here producing Indian art and products would help preserve the arts and crafts of the Indian people.

11. Mining and Smelting - There are raw materials and deep water industrial sites within the area that would support mining and smelting of iron ore.

Recreation - The area has no ice rink, roller rink, or swimming pool, only one operating baseball field, and no suitable tennis courts.
 Auto wrecking and parts - The area could easily support a combination auto wrecking yard and auto parts store.

14. Financial - There are no locally owned life or other insurance companies.

AREA EMPLOYMENT

Government employment is the mainstay of the Juneau area economy. The city of Juneau is exceedingly dependent upon government payrolls and purchases.

During the F.Y. 1960-61, the gross volume of business reported by Juneau businesses was \$33,744,863.40. Although this was a decrease of \$1,722,532.97 under the peak F.Y. 1959-60, it was more than double the volume of business licenses of business reported in calendar 1951. During 1961, business licenses were purchased by 527 individuals in Juneau, 20 in Douglas and 13 in Auke Bay.

Average Annual Employment in government during 1963 or 1964.

 Federal
 1,032
 \$7,700,000

 State
 964 (Est)
 6,500,000 (Est)

 Local
 272
 1,500,000

 This represents 52.4% of the area-wide average monthly employment.
 (4,332 persons and 67.4% of the area-wide annual payrol1 of \$23,268,589.

The next two leading employers are (1) the wholesale and retail trade gruop and (2) the transportation and utilities group. The third is the services group. This further illustrates the dependence of the area upon Government activity as a year-round economic base and tourism as a secondary, but highly seasonal segment of income.

Manufacturing activity is confined to lumber and wood products; printing and publishing and food processing.

FISHERIES

The Juneau area represents an important commercial fishing center. Juneau boats comprise a substantial part of the halibut and salmon fleets in Icy Straits and Cross Sound.

The U. S. Bureau of Commercial Fisheries has estimated the / economic importance of commercial fisheries to the Juneau area as follows: Gross Receipts Paid to Gastineau Channel Fishermen for fish landed (1962)

 TOTAL:
 Salmom
 \$1,298,000

 TOTAL:
 Halibut
 \$720,000

 TOTAL:
 All Species \$2,018,000

Another aspect of the importance of fisheries to the Juneau area is indicated by the investment in vessels and gear, and the annual operation and maintenance expenditures. Supplying gas, oil, spare parts, and repair service is an important industry in Juneau. There are potential industries that could be developed by harvesting and processing scallops, sole, shrimp, herring and possibly others.

This area is also well suited for extensive marine biological research on food and fuel sources. It has many well qualified authorities in the biological and related fields for consultation purpose. With such a basis it is within reason that through Federal grants the area could qualify for a university and graduate school.

RECREATION AND TOURISM

The recreation attractions of the greater Juneau area form the most important resource activity. The attractions of this area for tourists are as varied as is found anywhere in the country. They comprise awesome breath-taking alpine winter land, majestic glaciers, one of which is accessible by car, fresh and salt water fishing big game and water fowl hunting, and iceberg filled fiords and hiking opportunities. The development and use of these resources will provide a continuing and substantial source of wealth for the entire area.

The inside passage route through southeastern Alaska has long been famous. It has been a drawing card for tourists and will continue to be a drawing card in the future. The relatively calm waters of the Pacific Ocean, weaving through forest-covered islands, and long fiords are unexcelled for beauty of the natural features of geologic, water, timber and wildlife attractions.

Up to 1963, the main means of reaching the greater Juneau area was by tour ship during the summer season, airlines, or limited automobile traffic by ferry from Haines to Juneau. These various methods of transportation brought approximately 11,700 steamship passengers, 3,800 ferry passengers, and 13,200 airline passengers to the Juneau area in 1961 and 1962. The tourist facilities within the Juneau area have been adequate to take care of this influx of tourists without any problems.

Starting in 1963, the state of Alaska inaugurated modern automobile and passenger ferry service throughout southeastern Alaska. Three modern vessels with a capacity of 108 cars and 500 passengers went into service between Prince Rupert, British Columbia and Skagway, Alaska. The number of tourists arriving in the Juneau area surpasses the existing facilities available, such as hotels, apartments, motels and campgrounds. Additional tourist facilities are the prime and most important need of this entire area to satisfy the demands created by the inauguration of ferry service in southeastern Alaska. Unless these facilities can be provided in the next few years, their lack will tend to discourage travel by ferry into southeastern Alaska. In cataloguing the recreation facilities needed for the tourists, the

primary consideration should be to construct facilities suitable for the accommodations of the tourist entering this area. These should be included in the section "Industrial and Commercial Buildings." They are mentioned here, however, in order to bring out the importance of these basic facilities before the area can attract the number of tourists likely to arrive over the ferry system. The ferry has a capacity of delivering 3,000 passengers and 650 cars per week into the greater Juneau area. If one half of this number have a destination of Juneau, 1,500 passengers and the occupants of 325 cars per week would be seeking accommodations.

During five months of operation of the typical tourist season to this area, 30,000 people and 6,500 automobiles would be deposited within the Juneau area.

At the present time, the length of visit per tourist is limited due to the lack of facilities. If sufficient accommodations were available, the average tourist to Juneau could spend more time within the area to enjoy the many attractions which are enumerated under the various headings that follow.

WINTER SPORTS

The winter sports enthusiasts of the Juneau area have been limited to skiing facilities at the Douglas Ski Bowl on Douglas Island which entails a three mile hike by trail into the skiing terrain. One tow is located one mile up the trail, but the best skiing is at the upper tow at the end of a three mile hike. These

two tows operate during the winter season and are very adequate for the slopes involved, however, the difficulty of reaching the areas limits participation to the most hearty winter sports enthusiasts. In the last two years, helicopters have been used to transport skiers into the area. This involves a five dollar fee, which again limits the amount of participation.

Lately a group of citizens in Juneau have been interested in developing winter sports facilities on Steep Creek adjacent to Mendenahll Valley. The U. S. Forest Service has prepared a feasibility report on this area, which is the first step in classifying it for winter sports development. The Juneau Ski Tourist Incorporated, which is the private company interested in developing this area, is now working toward obtaining engineering analysis of installing tramway facilities to the upper limits of Steep Creek and a second lift to serve the ski slope area and bowl.

If this tramway can be developed, it will not only serve the winter sports enthusiasts, but it will also serve the local people and tourists during the summer season for scenic rides where the whole panarama of the Juneau Icefield, Gastineau Channel, Chilkat Mountains, etc. will become visible.

JUNEAU ICEFIELD

The Juneau Icefield, from which the Mendenhall Glacier and others flow, extends approximately eighty miles stretching from Taku Inlet on the South to Skagway on the North. Approximately

sixteen glaciers feed from this icefield into southeastern Alaska. There are possibilities of developing this field for summer skiing, however, it is necessary to construct or provid transportation of about twenty miles to reach the areas that would support sking in the summer time. Dangerous ice crebasses in the lower reaches of the glaciers, would preclude skiing in the summer time. Perhaps in the not to distant future, ways can be found of providing economical transportation back to the icefield where summer skiing can be enjoyed.

Another feature of developing the icefield is known locally around Juneau as the "Sky Line Trail." This trail has possibilities of handling foot traffic from several different access trails up onto the icefield, crossing the glaciers and descending back to the city. There are possibilities of developing the Granite Basin Trail that starts from Juneau and continues onto the Divide; the Salmon Creek Trail starting at approximately mile three on the Glacier Highway, and the Lemon Creek Trail starting at mile five on the Glacier Highway. These trails can be connected on a ridge common to all three, then cross Lemon Creek Glacier and descend into the Mendenhall Valley by the now existing Nugget Creek Trail. Three chalets would be necessary eight to ten miles apart along the route to provide overnight stops for the traveller. The Sky Line Trail would provide a breath-taking experience onto the snow fields of southeastern Alaska.

INTER ISLAND FERRY SERVICE

Another attraction that could be provided for tourists

and local people alike is a system of inter island ferry services. This is envisioned as small ferries serving the metropolitan areas of Juneau, Douglas, and immediate vicinity to connect with the islands adjacent to the mainland, such as Admiralty Island, Shelter Island, Outer Point of Douglas Island, Lincoln Island and other small ones. As the island areas are developed with overnight accommodations, a system of ferries providing economical transportation would be beneficial in reaching areas of outstanding attraction for the tourist and local people alike.

TRAILS

Trails are always popular and a system of trails on the islands or on the mainland will open scenic attractions to visitors and local people. The U. S. Forest Service originally provided many trails within the Juneau area. These were built in the 1930's during the CCC program. Of late the Forest Service has found it necessary to discontinue the maintenance of these routes since they are outside the boundary of the National Forest. The State Department of Natural Resources, Division of Lands, has lately taken on the maintenance of these trails using State and City of Juneau prisoners for labor. The names of the most prominent trails in this category are as follows: Sheep Creek, three miles and one half long immediately back of Juneau; Mount Roberts Trail, four miles long starting at Juneau; and the Salmon Creek Trail, four and onehalf miles long starting at mile 3 Glacier Highway.

The Lemon Creek Trail, six and one-half miles long starts at Mile Five Glacier Highway and extends through portions of the National Forest to the foot of the Lemon Creek Glacier.

In the vicinity of Mendenhall Glacier, the Nugget Creek Trail extends three and one-half miles from Mendenhall Glacier to Vista Creek. The West Side Glacier Trail, starts at the Skater's Cabin on the west side of Mendenhall Lake and extends for three miles alongside Mendenhall Glacier.

The U. S. Forest Service maintains its existing trail system and also plans to enlarge the system to encompass all areas of outstanding attraction. Included in this latter category are possible trail locations on the east side of the Glacier through an extension of the Nugget Creek Trail one mile long to a view point where the Glacier may be observed. Likewise the West Side Glacier Trail will be bettered and lengthened to view the west side of the Glacier and also a possible trip over the top of Mount McGinnis and down McGinnis Creek to the Montana Creek road. Other trails now extending the length of Montana Creek and providing access to Herbert and Eagle Glaciers will be maintained and kept available for public travel.

If trails located outside the Forest boundary are needed for tourist or local traffic, either the local government or the State will have to provide the necessary backing and financing.

OUTLYING LAKES

Several lakes are accessible by small plane from Juneau.

Hasselborg Lake is the most popular of these, located in the center of Admiralty Island. The Forest Service has provided cabins at many of these lakes where hunters and fishermen may overnight. Additional developments beyond what the Forest Service can provide may be necessary as these available lodgings become known. It is entirely possible that lodges will become necessary at some of these locations to take care of fishing parties and tourists.

ROADS

The greater Juneau area is quite limited at the present time in facilities to accommodate automobile driving for pleasure. The Glacier Highway extends northward from Juneau approximately thirty miles to near Yankee Basin and extends southward from Juneau about nine miles. Some of the most popular valleys have roads extending from the highway where development by local residents have taken place. Lemon Creek at Mile Six on the Glacier Highway has a short spur road and the Glacier Loop Highway in the Mendenhall Valley also opens a large area for development.

Possible extensions of the existing road system include roads along Montana Creek to Herbert and EagleGlaciers and looping back to the Glacier Highway north of Juneau. An extension of the Glacier Highway north to Berner's Bay is possible where excellent water fowl, big game hunting and fishing are available. An extension of the existing highway south of Juneau is possible around Bishop Point extending into the Taku River and up the Taku River to

Canada. Extensions of the existing highway system are also possible around the north and west sides of Douglas Island.

BOAT MARINAS

A system of boat marinas is urgently needed in this area to take care of the rapidly expanding small boat traffic. This system of marinas would supplement the existing public and private marinas now available adjacent to Juneau.

HUNTING AND FISHING

Juneau is the starting point for many big game hunting trips in this locality. Also famous are good fishing streams, the many lakes on the islands, and water fowl on the extensive river flats. The construction of lodges and transportation facilities already mentioned will facilitate the utilization of the wildlife resources in this locality.

GOALS OF THE DEVELOPMENT PROGRAM

As mentioned sarlier in this report, the major goal of the development program should be to construct lodge and resort facilities to take care of the tourists. More passenger traffic by air and the rapidly expanding southeast Alaska ferry system will both attract additional tourists to this area. Capital for the establishment of lodges and resorts is urgently needed. The seasonal character of the industry is a major problem of no little magnitude that hampers private development. Along with the construction of lodging and resort facilities, an educational program is needed to show the local people how to deal with the traveling public. Hotels clerks,

waitresses, door clerks, service station attendants, and others should be made familiar with the historic, scenic, hunting and fishing and other attractions of the area to make the visitors stay pleasant and inviting.

SUMMARY OF SPECIFIC PROJECTS PROPOSED

- Construction of additional hotel and motel facilities available to Juneau.
- 2. Construction of an access route to the Steep Creek Winter Sports area.
- 3. Improve access to the Douglas Ski Bowl Area.
- 4. Construction of warming huts and concessions at both Steep Creek and Douglas Ski areas.
- 5. Construct the Sky Line Trail adjacent to Juneau connecting with the Granite Basin, Salmon Creek, Lemon Creek, and Nugget Creek trails.
- 6. Construct overnight chalets along the Sky Line Trail.
- 7. Construct public boat marinas where small boats may be stored.
- 8. Construct overnight resorts or lodges at Hasselborg, Turner, and Florence Lakes and also at the entrance to Tracy arm.

9. Provide facilities for the operation of inner/ferry service to popular stops on Admiralty, Shelter, Lincoln and other small islands.

island

10. Develop overnight camping and picnicking facilities at the islands adjacent to Juneau where salt-water fishing and other sports attract people.

11. Construct a hotel near the Mendenhall Glacier.

TIMBER

The Juneau Working Circle, an area of 3,832,500 acres, surrounds the city of Juneau, and includes all of Admiralty Island. This working circle contains 532,910 acres of accessible commercial forest land with an inventoried volume of nearly 15 billion board feet of Sitka spruce and Western hemlock. This inventoried volume has been used to calculate a present allowable annual cut of 158 mm. During the past eight years, only 55 million feet have been harvested from this working circle for an average of less than 7 million board feet annually. Under present economic conditions, about110 million board feet can be harvested from the working circle annually. By the year 1980 the economic cut should equal the allowable cut. The total inventoried volume is comprised of 66 percent Western hemlock, 32 percent Sitka spruce, one percent Alaska cedar, and one percent associated species.

Currently there are two wood-using industries in Juneau: Columbia Lumber Company, a sawmill, sawing Sitka spruce lumber, for local, export, and interior Alaska markets; and Auke Bay Lumber Company, producing green spruce and hemlock lumber for the local market. The combined usual production of these mills is less than 10 million feet annually. Columbia Lumber has traditionally obtained its log supply from outside the Juneau Working Circle.

Southeast Alaska has an established wood-using industry which consumed 400 million board feet. These units provide manufacturing for spruce sawtimber, high alpha dissolving pulp, and a minor amount of hemlock sawlogs. In the interest of a completely integrated wood industry, the capacity of the Juneau Working Circle should establish such manufacturing facilities to produce products such as pulp or paper, particle or hard board, lumber, plywood, poles and piling, house logs, and other assorted products. This is an important consideration, as the greatest economic gains from available timber volumes can be made through a high degree of integration.

One of the important requirements for the development of manufacturing facilities to convert wood fibre to a usable product is an economic power source. The supply of power to be developed by the Snettisham hydroelectric power project should make this power source available within the immediate vicinity of Juneau. Suitable sites for development can be obtained.

Western hemlock is noted for long wood fibre and low resin content. This makes it desirable for pulping generally and for cellophane grade pulp particularly. Sitka spruce, although slightly less desirable, is a valuable pulp species. Sitka spruce is a good lumber species, primarily in demand for its high resonance quality and for its low weight to high strength ratio. It is easily kilndried, but is difficult to treat with wood preservaties. Hemlock is a good structural timber when kiln-dried and it takes preservative

treatment very well.

Southeast Alaska presents problems in log harvest unique to this area. The timber is old, overmature, and most stands have a relatively high incidence of defect.

Job Opportunities

feet of logs.

The ability of the timber volume of the Juneau Working Circle to provide jobs in the Juneau area is estimated in the table below.

Job	Av Man	erage Annual -Year of Work per MMBM	Available Timber Juneay Working Circle in MMBM	Man-Years of Employment
Logging		1.6	110	176
Sawmill and Planing Mill		4.0	110	440
Veneer and Plywood Mill		8.0	110	880
Paper and Allied Products	n in the Alexandre The	3.50* <u>M-Cords</u>	220 M. Cds.	770
Pulp		Less than 1	220 M. Cds.	210

MMBM + 1 million board feet (Scribner).

This means a pulpmill of 110 MM capacity would provide approximately 210 man-years of work plus 175 man-years of work in the woods for logging. Other mills would provide an increased number of man-years of work, and the greatest employment would come from a plywood mill where 8.01 man-years are used in the manufacture of each million

These figures illustrate the desirability of an integrated wood-using industry in our area. We cannot limit the manufacturing to the high employment ratio plywood, as a majority of the log raw material is not of suitable quality for this type of manufacture.

The following is a summary of log grade determination by the Puget Sound Log Grading and Scaling Bureau, for North Tongass forest logs scaled in Calendar year 1961. This grade distribution is considered applicable for Juneau Working Circle volumes. (C.Y.1961)

Spruce		Hemlock	
Select	1.0 percent	Peeler	4.0 percent
No. 1	5.0 percent	No.1	3.0 percent
No. 2	38.0 percent	No.2	51.0 percent
No. 3	56.0 percent	No.3	42.0 percent

In spruce, one-half the No. 2 grade and better has been customarily sawn for lumber. This means under present economics and existing manufacturing facilities, that 25 percent of our spruce is sawmill quality. Only a small percent of hemlock has been <u>sawed</u> A new mill has been constructed at Wrangell, Alaska, which intends to saw hemlock exclusively. Hemlock has long been utiliszed for lumber in the Pacific Northwest. According to the best information available, No. 2 and better logs are peelable. This then indicates, on the basis of the 1961 grade recovery, 44 percent of the spruce

and 32.5 percent of the hemlock is of peelable quality. Therefore, the greatest employment ratio can be obtained by integrating a plywood mill with a pulp industry capable of processing the lower quality logs.

Market and Needs

Currently, there is considerable demand in the world market, particularly in the Orient, for lumber of the grades and type than can be produced from logs of the Juneau Working Circle. Wrangell Lumber Company, of Wrangell, exported 65 MM feet of baby cants in 1963. Japanese industry alone can use over 1 billion feet annually of American logs or lumber for remanufacture.

In a recent Congressional hearing on round log export in the Pacific Northwest, it was pointed out that the Northwest region has an installed plant capacity 25 percent in excess of the region's annual allowable cut. Some of these mills may find our area a desirable site to relocate their manufacturing process.

Recent surveys have shown the established pulp manufacturing capacity was in excess of world needs. However, a recent issue of "pulp", a magazine of the pulp and paper industry, pointed out that the demand was rapidly equaling the established capacity. Recent publications announce the planned establishment of four new pulp enterprises in British Columbia.

In summary, the markets for the Juneau Unit are largely the world market. The demand apparently is strong and steady. The

need is to produce our product at a cost that is competitive with British Columbia and the Pacific Northwest.

Problems and Needed Adjustments

<u>Sites</u>. Within the immediate Juneau area, desirable sites for milling installations are limited. Two sites - the A-J rock dump and the Fish Creek flat - offer the best potential. Both areas pose serious limitations for salt water log storage, and study must be given to the feasibility of dryland storage.

The Gastineau Channel area is both a popular sports fishing area and a highly used waterway for both pleasure and commercial craft. Most areas outside the Gastineau Channel are too exposed for safe winter storage of log rafts.

Roads

An adequate road system is either constructed or planned within the Juneau area to facilitate the establishment and operation of the necessary manufacturing facilities for this area. However, a major portion of the volume needed to support this industry will be harvested from Northwest Admmiralty Island. In order for this material to be harvested in a systematic manner compatible with multiple use and logically routed to the Juneau area, construction of the West Admiralty highway should be started. The construction of this road will enhance the economic feasibility of this large block of timber and accelerate economic development within the Juneau area.

Power

Within the immediate Juneau area, there is about 15,000 kilowatts of available power. In excess of 8,000 kilowatts of additional power could be made available through the operation of the A-J steam plant. This power, along with the power to be made available by the Snettisham project, should provide ample power at favorable rates for industry establishment and concurrent community expansion. Community Expansion and Service Facilities

The community of Juneau, Douglas, and environs is a thriving, expanding metropolis, with adequate established service facilities. The area is on the main line of the Alaska Steamship Company, the Alaska Ferry System, and four major airlines. Travel and supply routes equal or exceed those of any community in Alaska.

Present planning indicates a need for more schools in the area immediately. A bond issue is scheduled to be presented to the public for approval in the near future. This bond issue has been publicly estimated at 8 million dollars. The approval of this issue should provide a school system adequate for the needs of this community for some time.

Water

Within the Juneau area, adequate water is available for community expansion and increased manufacturing capacity in woodusing industries. The amount of water development needed is dependent upon the needs of the industry established. The resource is available.

Relation to Local, State, and Federal Governments

Again, 25 percent of all National Forest timber receipts are given either to the State or to the Borough for the support of roads and schools.

Industry establishment to provide the use of this timber directly aids local and State governments in supporting their school and road programs.

Summary of Specific Projects Prposed

- (1) A large integrated wood-using industry within the Juneau area, capable of manufacturing approximately 150 MM feet of logs.
- (2) A Government-financed highway along the western edge of Admiralty Island.
- (3) An increase in available power capable of filling the needs of the above industry and the resulting community expansion at reasonable rates.
- (4) Development of a water storage facilities adequate to operate this industry.
- (5) Develop site for this industry and provide logical log storage area compatible with other uses.

The amount of raw product available will support an industry of an annual consumption capacity almost comparable to Alaska Lumber and Pulp Company in Sitka or Ketchikan Pulp Company in Ketchikan.

PROBLEMS AND NEEDED ADJUSTMENTS

One of the greatest problems facing the Juneau-Douglas Redevelopment Area, and, indeed, all of Alaska, is a severe shortage of venture capital. This situation is demonstrated pointedly by the fact that commercial financial institution interest rates are seven or more usually, eight per cent per annum. Commercial loans are rarely granted for a period exceeding seven years. Further, the lack of knowledge and understanding of Alaska, makes the acquisition of capital from "outside" impossible in most cases dead. and extremely difficult in nearly all cases.

There is, however, no shortage of imagination or initiative on the part of most of the area's smaller entrepreneurs. Although the cost of venture capital is high and attracting large outside industries has proven most difficult, most residents demonstrate an abiding faith in the future. If they could acquire capital, they would invest.

As mentioned before, most industries of any size will, under present circumstances, be of an extractive nature. Most could locate an adequate site. Rental space for small new firms, however, is practically non-existant, and in many parts of the area, utility service is completely lacking.

OVERALL ECONOMIC DEVELOPMENT GREATER JUNEAU AREA REDEVELOPMENT AREA ORGANIZATION

Schedule I

Name

Address

Loren N. Adkins
Frank Shephard
Curtis Sherwo o d
Tom File
Erik Larson
Gilbert Dyer
Robert Martin
Walter Butts
Robert Lake
Jim Sull iva n
Fred Eastaugh

Elton Engstrom, Jr. Olsen & Sands John Durney Paul Beck

Arlo Livingston Tom Brown Rex Hermann

Joe Smith

Mendenhall Valley Star Rt. Mendenhall Valley Star Rt. Mendenhall Valley Star Rt. Box 1174, Juneau, Alaska Box 75, Auke Bay, Alaska Auke Bay Star Rt. 921 West 10th, Juneau Box 2658; Juneau, Alaska Cascade Manor, Box 1293-J Apt. 5, 419 2nd Street Box 1211, Juneau, Alaska Box 723, Juneau, Alaska Box 2331, Juneau, Alaska 124 W. 5th Street, Juneau Forest Service, Subport Juneau Box 1441, Juneau, Alaska Mendenhall Valley Star Rt. 1302 2nd St., Douglas

Box 1619, Juneau, Alaska

Occupation/Profession

. 15

Engineer PNA Aviation Mechanic Farmer

State Highway Dept. Supply and Service

Carpenter

BIA Economist

Alaska Native Brotherhood

Standard Oil Company.

Forester

Unemployment Sccurity

Attorney

Fish Broker

Architects

Merchant Banker

Forester

Helicopter Service

Forester Air Cargo

Contractor, Union R p esent_ i _



