

Land Management Report

April 11, 2017

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Team Charge, Scope and Goal, Members and Stakeholders

Charge

Develop and review options for organizational restructuring including but not limited to further decentralization, consolidation at one campus, or consolidation at Statewide of functions that support improvements in service and cost effectiveness through outsourcing, automation, intercampus collaboration, process standardization, and other means TBD by the team.

Scope

All Land Management functions

Goal

Optimize resources and align with UA priorities.

Team Members

- ▶ Elliott Amato
- Matt Carle
- Laura Carmack
- Michael Ciri
- Matt Cooper

- Kellie Fritze
- Orion Lawlor
- Joe Little
- Lonnie Mansell
- Danielle Nelson
- Marty Parsons
- Jim Powell
- Fred Schlutt

Key Stakeholders

Primary Stakeholders

- ▶ Businesses and Agencies of the Private Sector (Alaska Entrepreneurs)
- ▶ Public Agencies (DNR, BLM, Park Service, Fish and Wildlife)
- ► Community and Adjacent Landowners

Secondary Stakeholders

- Students
- Faculty
- Staff

- Campus Facilities (UAA, UAF, UAS, etc.)
- ► Academic Proponents (Researchers)
- Executive Leadership
- Legislators
- **Local Governments**
- **Parents**
- Alumni

Process Overview

The Land Management Team is one of seven teams in Phase 3 of Strategic Pathways. Phase 3 began in January when the teams met for the first time. During the first meeting, Session 1, team members were oriented to the overall effort, and refined the charge, scope, and goals which would guide the team. The Land Management Team also identified and defined the option elements which would later be presented to the Summit Team. In the weeks between Session 1 and the second meeting, Session 2, the Land Management Team continued to define the options with weekly teleconferences and virtual collaboration. The Land Management Team outlined, discussed, and developed the set of pros and cons for each option during the February meeting. Since that time, the Land Management Team has continued to refine the identified options, associated pros and cons, and potential opportunities for improvement. This report serves as the main source of information for the presentations to be given to the Summit Team on April 11th.

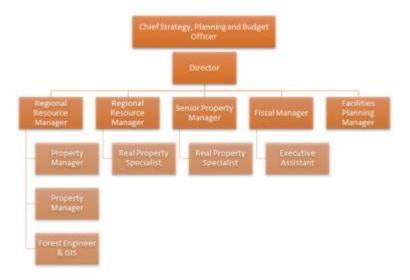
Land Management Introduction

The Land Management Team has both in-house and external expertise in Land Management.

- Elliott Amato, UAA student
- Matt Carle, Vice President, Alaska Native Tribal Health Consortium
- Laura Carmack, UA Statewide Land Management Property Manager
- Michael Ciri, UAS Vice Chancellor for Administration
- Matt Cooper, Associate General Counsel at UA Statewide
- Kellie Fritze, UAF Facilities Services, Financial Manager
- Orion Lawlor, UAF Faculty Senate President
- Joe Little, UAF SOM Economist, MS Program Director
- Lonnie Mansell, UAA Facility Planner
- Danielle Nelson, UA Statewide Claims Adjuster
- Marty Parsons, Alaska DNR Director of Mining, Land, and Water; former consulting forester
- Jim Powell, UAS faculty, appraised land in previous job, teaches management
- Fred Schlutt, Vice Provost for Extension and Outreach

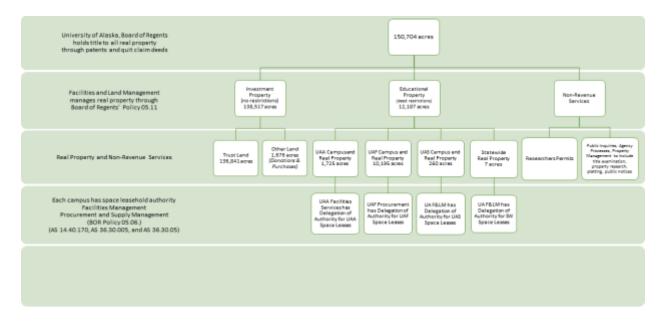
Current Scope of Land Management

- ▶ Mission: "The primary role of UA Land Management is to convert the University's grant land assets to investible income to support the University's educational mission and to prudently manage land dedicated for educational purposes consistent with campus goals and objectives."
 - From web site: (http://www.ualand.com/index.cfm?fuseaction=Stewardship.Home)
 - UA Land Management is referred to in this document as Statewide Land Management (for consistency).
 - Fiduciary responsibility to generate revenue, to help aid the UA scholars fund
 - Proceeds from sales, lease, development and other income generated from trust lands are deposited into the University's Land Grant Trust Fund (LGTF), per state statute. Earnings from the LGTF are used to fund and provide support for several University programs including the UA Scholars Program.
 - Major functions of Statewide Land Management:
 - o Operational support: provide guidance, instruction and technical expertise to campuses to help implement campus decisions on their Educational Properties.
 - Strategic decisions on Investment Properties
- ▶ Statewide Land Management: 12 people total (2 in Fairbanks, 10 in Anchorage)



- One of the Regional Resource Managers on staff is a Registered Land Surveyor who provides in-house training and survey needs, looks for revenue generation.
- 2-Real Property Specialists manage Statewide Land Management's Business Portal (land database system)
- 1-Director of Statewide Land Management
- Not represented in the above diagram supporting Statewide Land Management activities includes:
 - o 5 FTE Legal Counsel for Statewide Land Management
- Strategic Decision-Making best solution for long term (What to do)
 - Education Properties (campus and educational parcels) University Leadership provides strategic decision-making aligned to university priorities.
 - Investment Properties Statewide Land Management is lead decision-maker (aligned to land management mission)
- ▶ Campuses with Signature Authority outside of Statewide Land Management (use agreements, lease authority)
 - UAF manages current on-campus and off-campus leases with 0.5 FTE. The Chief Procurement Officer (CPO) has delegated signature authority for off-campus leasing. Approximately 30 on-campus and off-campus leases:
 - o Off-campus leases are competitively bid; on-campus leases are negotiated through Statewide Land Management.
 - The CPO has delegated authority for off-campus leasing to UAA Procurement Services. Approximately 15 off-campus leases throughout Southcentral Alaska.
 - UAS does not have delegated authority for leasing. The CPO holds the delegated signature authority for off-campus leases.
 - Specific authority details can be found at UA Board of Regents Regulation 05.11, "Real Property".

- Outsourced Professional Services, as required:
 - Real estate brokerage services: brokers opinions of value, and real property acquisitions and sales
 - Appraisers
 - Title agencies: coordinate title reports, UA-financed land-sale closings, upon approval
 - Environmental assessments
 - Project specific consultants (timber sales, surveyors, wetlands, engineers, attorneys)
- Currently manage 150,704 acres of Grant Land conveyed to the University and non-trust assets which include purchased and donated properties:
 - Investment Property (no restrictions) Remaining lands 138.517 Acres
 - o Goal: goal to maximize investment/funds to the University
 - o Entitlement of approximately 1,000 acres of land outstanding from the State of Alaska
 - Educational Property (deed restrictions) 12,187 Acres
 - o Original land grant property, land under buildings: UAA, UAF, UAS, and Palmer -UAF Matanuska Experiment Farm
 - o Primary Role: manage land dedicated for educational purposes consistent with campus goals and objectives



- Service function for Management of Land Activities:
 - Real Property and project management lease management, trespass management, and land use permit
 - Acquisition of real property purchase, donations, exchange of land and buildings, or access to non-UA owned property.
 - Disposals of any interest in real property land use permits (up to 5-years), easements (utilities or right-of-way), leasing (commercial, cell tower leasing, oil and gas leasing), sale of a property

- Development of real property material sales (such as sand and gravel), timber sales, agriculture, mining, subdivision development, etc. under current land use regulations
- Obtaining professional services and management of consultants (surveyors, appraisers, environmental assessors, title companies, engineers, real estate brokers, etc.)
- ▶ Non-revenue functions for Management of Land
 - Researchers Permits assisting UA researchers to acquire permits on non-UA land and non-UA researchers on UA land.
 - o For example, coordinating science activities on Long Term Ecological Research (LTER) sites owned by the state or federal government
 - Administrative functions property research (e.g., property taxes, property value and title examinations) along with legislative and public information requests.
 - Public Notices coordinating notices for the disposal of real property and researching Public Notices received (e.g., neighboring property development)
 - Native allotments (from state)
 - Land database (i.e., Statewide Land Management's Business Portal) tracks all real property projects (Investment and Educational), sales, easements, acquisitions, disposals of property.
 - ArcGIS mapping system (to make maps)
- Team assessment of current state of Statewide Land Management:
 - The consensus with the Statewide Land Management team is that Statewide Land Management adds value to UA.
 - Value of comprehensive team onboard vs. cost of paying for the service of an outsider?
 - The universities report that Statewide Land Management provides key expertise in certain areas.
 - Alaska Mental Health Trust gross revenue compared to Statewide Land Management: in FY2016 the Alaska Mental Health Trust earned \$10.1m gross revenue from their 1,000,000 acres (\$10.10 gross revenue per acre); Statewide Land Management earned \$6.1m gross on 138,517 acres (\$44.04 gross revenue per acre). See Addendum: UALM Revenue Expenses.
 - Statewide Land Management is a significant revenue generator for the entire system and to date, has generated over \$204 million in revenue from land sales, leases (land, commercial, residential), land use permits, easements, timber sales, material sales, and royalties from mineral and oil & gas leases operating with a workforce of twelve (12) full-time employees.

► Further Resources:

- Land Management Website with Mission
- University of Alaska Board of Regents' Regulation 05.11 "Real Property"
- UA Land Grant History 2010

Land Management Definitions

- University Real Property P05.11.020.H. Definitions. "university real property" means all land and interests in land of any kind or nature, including all appurtenances, where title is held by either the board or the university, whether acquired through purchase, grant, gift, exchange, or other means.
- Investment Properties P05.11.020.F. Definitions. "investment property" means all university real property not designated as educational property.
- Educational Properties P05.11.020E. Definitions. "educational property" means all university real property designated for education, research, related support, or administrative purposes.
- Technical Functions for Land Management include planning, schedule, budget, project management, providing technical expertise, and managing client (agency, public or campus) requests and/or requirements.
- Strategic Planning is an organization's process of defining its strategy, or direction, and making decisions on allocating its resources to pursue this strategy. For Statewide Land Management, this includes setting the mission statement, strategy, and also extending to control mechanisms for guiding the implementation of the strategy.

Assumptions for All Options

 Statewide Land Management is not Facilities or Campus Services. Maintenance and operations of University facilities will still be provided by Facilities or Campus Services. with support from Statewide Land Management

Further Analysis for All Options

- What are the strategic elements that should be examined to make sure we are meeting our goal of revenue generation and financial sustainability? (Feasibility and cost benefit analysis is a necessary next step.)
- External review of how well Statewide Land Management fulfills its responsibilities and executes its mission with recommendations, if any, for positive change.
- Measure current performance of Statewide Land Management and clearly define the ideal state of performance of Statewide Land Management with metrics/data to manage performance from current baseline to ideal state.
- Review and consider the final, approved University of Alaska Land Management Strategic Plan (2017 to 2040).
- Any major organizational change will require new staff roles and training. For each option, review and consider implications for human resource management (knowledge and subject matter expertise).

Option 1 – Status Quo

Narrative Description

Status Quo

- ▶ Investment Properties Changes:
 - None
- ► Educational Properties Changes:
 - None
- ► Staffing Changes:
 - None
- ▶ Use of Facilities/Technologies:
 - None
- ► Administration (decision making):
 - None
- ► Front-End investment:
 - None
- ▶ Returns (What changes improve Statewide Land Management to increase returns):
 - None
- ► Community (external) engagement:
 - None

Option 1 continued – Status Quo

Pros and Cons

Pros

- ► Changing nothing is highly predictable
- ▶ Avoids disruption in an area reliant on long-range planning
- ▶ Maintains a highly functioning Statewide Land Management office that yields several million dollars per year
- ► Managing land under AS 14.40 provides efficiencies over other public entities/agencies
- ▶ Maintains current budget; no new costs due to further initiatives
- ▶ Maintains institutional knowledge and expertise
- ▶ No implementation needed
- ► Continue collaborative relationships with local, state, and federal agencies providing existing expertise
- ▶ Statewide Land Management is positioned to scale up, should UA receive additional real property

Cons

- ▶ No change in output; not fulfilling the potential of Statewide Land Management to generate revenue
- ▶ Perception of resistance to change
- ▶ No new cost savings or optimization of resources through structural changes
- ▶ New opportunities from re-organization may not be realized without a change in structure

Further Analysis Needed

▶ Evaluate if the inconsistent delegation among universities is optimal.

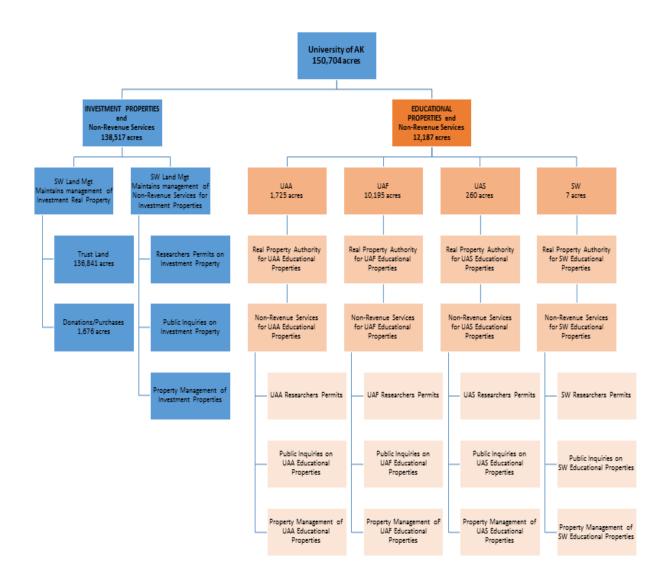
Option 2 – Decentralized Authority for Educational Properties

Narrative Description

Decentralize all University Real Property and non-revenue services for Educational Properties to each University. Enhanced specialization with clear Delegation of Authority for Educational Properties in Board of Regents' Policy, regulation and/or written delegation. Statewide Land Management maintains current real property authority over Investment Properties and continues to maximize returns and build its capacity to develop properties.

- ▶ Investment Properties Changes:
 - None
- ▶ Educational Properties Changes:
 - Real property authority delegated to each University to manage all Educational Properties (sale, lease or permit use); Statewide Land Management would no longer handle any paperwork for transactions.
- ▶ Staffing Changes:
 - Potential to add additional staff at Statewide Land Management as active portfolio management identifies opportunities. Each University may need additional staff with expertise to manage real property.
- ▶ Use of Facilities/Technologies:
 - Need for greater access or implementation of land database (i.e., Statewide Land Management's Business Portal) and transfer of institutional records at the University level.
- ► Administration (decision making):
 - Real property authority delegated to each University to manage all Educational Properties (sale, lease or permit use).
- ► Front-End investment:
 - Staff/administration training in clarified delegation for each University. Statewide Land Management staff and administration training in risk analysis and portfolio management (CCIM - Certified Commercial Investment Member designation) for Investment Properties.

Option 2 continued – Decentralized Authority for Educational Properties



Option 2 continued – Decentralized Authority for Educational Properties

Pros and Cons

Pros

- Improved alignment to local community and agency concerns
- ► Faster decision making process at the University level
- ▶ Potential for greater financial returns as internal capabilities improve
- ▶ Potential increased revenue from entrepreneurial spirit and local knowledge at the University level
- ▶ More authority at the University level
- ▶ Allows Universities to be flexible and responsive to better meet the educational and research missions
- ▶ Allows Statewide Land Management to focus on maximizing returns from **Investment Properties**
- ▶ Potential for better oversight of Educational Properties at the University
- ▶ Statewide Land Management is positioned to scale up, should UA receive additional real property

Cons

- ▶ Lack of resources at the University level to assume the administrative burden
- ► Additional staffing needed at each University
- ▶ Discourages UA wide perspective over **Educational Property**
- ▶ Increased challenges responding to UAwide information requests from the Board of Regents and others
- ▶ Risk that Universities may not embrace entrepreneurship as a priority
- ▶ Lack of consistency in quality, the application of policy and fragmentation in Land Management activities
- Duplication of efforts and expertise at the University level
- Additional costs associated with resources, staffing and other elements of implementation
- Potential increased real property competition between Universities and Statewide Land Management
- ▶ Universities are not positioned to scale up, should UA receive additional real property

- Analysis of staffing and expertise needed.
- Evaluate and/or update Board of Regents' Policy 05.11 Real Property.

Option 3.a – Outsource Property Management and Non-Revenue Services for **Investment Properties**

Narrative Description

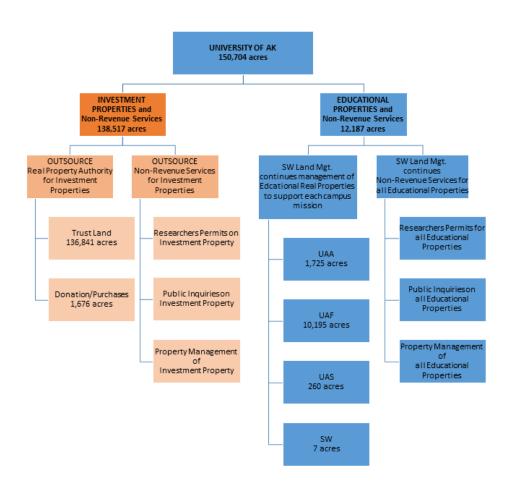
Outsource the management of University Real Property and non-revenue services for Investment Property. Statewide Land Management to maintain real property authority and continue management of all Educational Properties.

Examples of outside parties for Investment Property include:

- Private entities: local property developers, property managers, etc.
- Alaska Trust Land Office (TLO), manages land for the Alaska Mental Health Trust
- Alaska Department of Natural Resources (DNR)

- ▶ Investment Properties Changes:
 - All functions and overall management of real property are outsourced
- ▶ Educational Properties Changes:
 - None
- ▶ Staffing Changes:
 - Reduction of staff at Statewide Land Management of those individuals responsible for Investment Property management.
- ▶ Use of Facilities/Technologies:
 - Reduction of facility requirements for Statewide Land Management staff. Service Providers will require access to Statewide Land Management records and land database (Business Portal, etc).
- ► Administration (decision making):
 - Reduced involvement in specific management decisions for Investment Properties.
- Front-End investment:
 - Upfront costs for developing the outsource requirements, selecting a provider, managing transfer of records and administration. Staff/administrative training in outsourced technology (new database). Potential cost to build in-house capability to audit outside party.

Option 3.a continued – Outsource Property Management and Non-Revenue Services for Investment Properties



Option 3.a continued – Outsource Property Management and Non-Revenue Services for Investment Properties

Pros and Cons

Pros

- ▶ Increased revenue if the outsource provider can provide increased financial returns
- ► Focuses UA on its core mission
- ► Increased opportunities for external collaboration
- ▶ Economies of scale in land management
- ▶ Outside party responsible for scale up, should UA receive additional real property
- ▶ UA is insulated by the outside party from negative public perception of land management decisions
- ▶ Reduction of staff and expenses in Statewide Land Management

Cons

- Decreased revenue if the outsource provider cannot provide increased financial returns
- ▶ Difficult to reverse course if the outsource is not successful
- ► Community engagement will not be with UA (more engagement with outsourced party)
- ▶ Diminished partnerships with instruction and research
- Outsource provider may not see UA as their top priority
- ▶ Low probability of success, based on previous outsourcing experiences
- ► Front-end expense to set up outsourcing
- ▶ Extensive implementation time
- ► High risk of failure based on third party performance

- ▶ Perform lessons learned on previous outsourcing activities to improve success rate.
- Analyze costs and benefits, and scalability with outsourcing providers.
- ▶ Could various State Agencies manage UA Investment Properties under AS 14.40?
- Evaluate and/or update Board of Regents' Policy 05.11 Real Property.

Option 3.b – Outsource Property Management and Non-Revenue Services for **Educational Properties**

Narrative Description

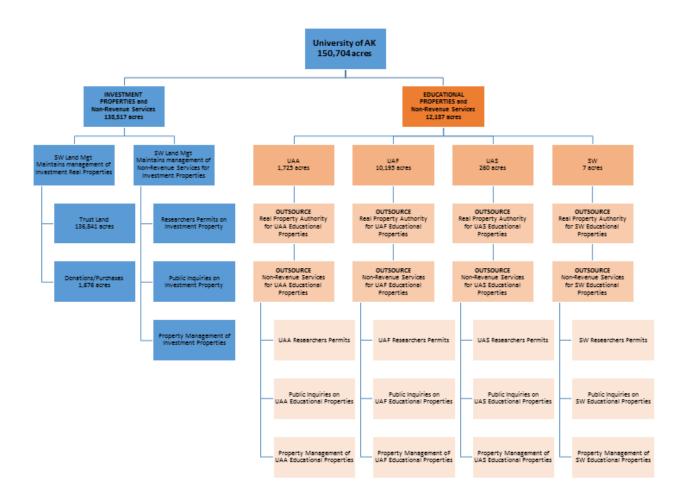
Outsource the management of University Real Property and non-revenue services for Educational Property. Non-revenue services include responding to public inquiries, coordination of land use permits for researchers, and property management oversight. Statewide Land Management to maintain real property authority and continue management of all Investment Properties.

Outside parties for Educational Property management could be:

- Private entities: local property developers, property managers, etc.
- Statewide Land Management continues to provide central record keeping functions.

- ▶ Investment Properties Changes:
 - None
- ► Educational Properties Changes:
 - All functions and overall management of real property are outsourced. Each University to maintain contracts with its provider to cover technical services previously provided by Statewide Land Management.
- ▶ Staffing Changes:
 - Reduction of staff at Statewide Land Management for those individuals responsible for Educational Property management. Potential increased expertise needed at the campus level to oversee contracts.
- ▶ Use of Facilities/Technologies:
 - Reduction of facility requirements for Statewide Land Management staff. Service Providers will require access to Statewide Land Management records and land database (Business Portal, etc.)
- ► Administration (decision making):
 - Reduced involvement in specific management decisions for Educational Properties.
- ► Front-End investment:
 - Upfront costs for developing the outsource requirements, selecting providers, managing transfer of records and administration. Staff/administrative training in outsourced technology (new database). Potential cost to build in-house capability to audit outside party.

Option 3.b continued – Outsource Property Management and Non-Revenue Services for Educational Properties



Option 3.b continued – Outsource Property Management and Non-Revenue Services for Educational Properties

Pros and Cons

Pros

- ▶ Increased partnerships with local service providers at the University level
- ▶ Positive perception with political leaders
- ▶ Allows Statewide Land Management to focus on revenue generation
- ▶ More nimble in switching support service providers
- ► Increased competition with support service providers
- ▶ Potential to shift risk to service provider at a likely increased cost

Cons

- Unknown costs compared to system-wide experts shared among the Universities.
- ▶ Service provider may not be aware of mandatory reporting requirements, fees and costs of UA
- ▶ Loss of institutional knowledge
- Reduced flexibility with third party service provider
- ▶ Inconsistencies in procedures and policy, and documentation (permitting, forms, lease terms, etc.)
- Outsource provider may not see UA as their top priority
- Potential increased real property competition between Universities and Statewide Land Management
- ► Increased financial and reputation risk
- ▶ Difficult to reverse course if the outsource is not successful
- ▶ Potential for extensive implementation time
- ▶ Low probability of success, based on previous outsourcing experiences
- ▶ It may not be economically feasible or cost effective to outsource all functions. Universities' Facilities or Procurement activities may have to continue to perform some functions, for example response to public inquiries.

Option 3.b continued – Outsource Property Management and Non-Revenue Services for Educational Properties

- ▶ Perform lessons learned on previous outsourcing activities to improve success rate.
- Analyze costs and benefits, and scalability with outsourcing providers.
- ▶ Analyze potential effect of loss of institutional knowledge.
- ▶ Analyze potential risk (especially financial and reputational risk) to UA.
- ► Evaluate and/or update Board of Regents' Policy 05.11 Real Property.

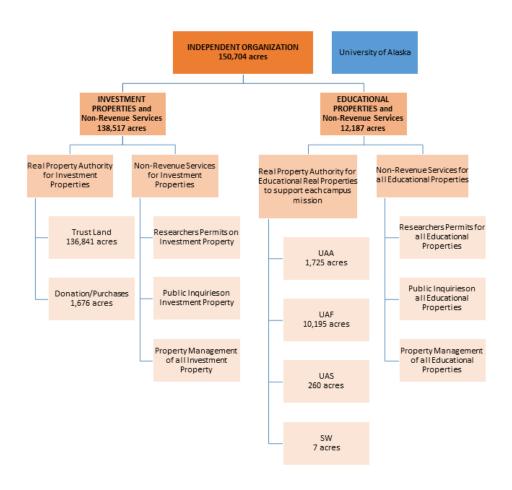
Option 3.c – Separate Statewide Land Management from the University

Narrative Description

Separate Statewide Land Management from UA creating an independent organization, for-profit or nonprofit, to manage all University Real Property (Investment and Educational Property). This would be analogous to the University Foundation. Possible structures include a 501(c)(3) nonprofit, an LLC, a Real Estate Investment Trust (REIT), or a for-profit corporation.

- ▶ Investment Properties Changes:
 - All functions and overall management of real property transferred to the independent organization.
- ► Educational Properties Changes:
 - All functions and overall management of real property transferred to the independent organization.
- ▶ Staffing Changes:
 - Existing staff may be transferred to the organization or eliminated from the University depending on how the independent organization is structured.
- ▶ Use of Facilities/Technologies:
 - As an independent organization, facilities and technology eliminated or transitioned.
- ► Administration (decision making):
 - Depending on how the organization is structured, University administration will need to be created and/or adjusted to administer the relationship with the organization.
- ► Front-End investment:
 - Upfront costs for developing and creating the legal framework for the organization, operating and staffing the organization, and managing access to records and administration. Potential cost to build in-house capability to audit organization.

Option 3.c continued – Separate Statewide Land Management from the University



Option 3.c continued – Separate Statewide Land Management from the University

Pros and Cons

Pros

- Positions with the organization are no longer part of the university, allowing more flexibility, and appearing to save money
- Potential for improved financial performance
- Separate entity could focus more on investment without institutional constraints
- Potential tax benefits depending on organization structure
- ▶ Potential to retain staff and institutional knowledge vs. a true outsource
- Organization is positioned to scale up, should UA receive additional real property
- Potential to shift risk to service provider at a likely increased cost
- ► More political involvement with selection of the managing board, depending on the organization structure
- ▶ Potential to retain staff as they transition to the separate organization

Cons

- ► Potential increased complexity in ensuring exchange of information between the organization and the University
- ► Community engagement will not be with the University (more engagement with the organization)
- ► Complex, high-profile implementation
- ▶ Loss of institutional knowledge
- ► Front-end expense to set up organizational structure
- ► More political involvement with selection of the managing board, depending on the organization structure
- ► Separate organization could experience mission creep (organization diverges from its purpose to support UA)

- ▶ Determine what organizational structure would most benefit UA.
- ► Evaluate and/or update Board of Regents' Policy 05.11 Real Property.

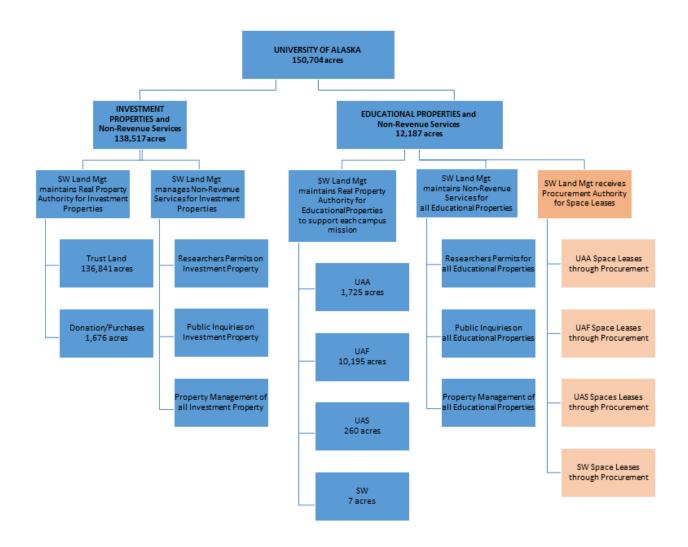
Option 4 – Fully Centralize Statewide Land Management

Narrative Description

Centralize all University Real Property, Procurement Authority for Leases, and non-revenue services to Statewide Land Management. Perform all land management functions at the Statewide Land Management level. Note: This option does not specify if Statewide Land Management will have a single office or multiple offices.

- ▶ Investment Properties Changes:
 - None
- ▶ Educational Properties Changes:
 - Revoke current Procurement lease delegations from each campus and delegate to Statewide Land Management.
- Staffing Changes:
 - Increase Statewide Land Management staff to assume workload.
- ▶ Use of Facilities/Technologies:
 - Update existing land database (i.e., Statewide Land Management's Business Portal) to actively manage new leases and contracts.
- ► Administration (decision making):
 - None
- ► Front-End investment:
 - Staff/administration communication and training in land management with revoked delegations.

Option 4 continued - Fully Centralize Statewide Land Management



Option 4 continued – Fully Centralize Statewide Land Management

Pros and Cons

Pros

- Single point of contact for agency concerns and approvals
- Community involvement may benefit with one point of contact
- Potential for improved and faster decision making if there is clear strategic alignment with visions and goals, and Statewide Land Management's mission
- ► Better performance with collaborative resources, standard policies and processes, and consistent tools
- ► Easier to manage a single department
- Statewide Land Management is the sole organization working these requirements as their core mission
- ► Maintains and capitalizes on existing institutional knowledge
- No fragmentation in land management activities statewide; total oversight of all real property assets, educational and investment
- Well positioned to scale up to handle additional UA real property grants

Cons

- ► Local community concerns in leasing may not be well understood
- Community involvement may be limited with loss of local access and limited travel budgets
- Distance to point of contact for Educational Properties may impede management efforts
- ► Additional staffing, authority, and/or training required to perform lease negotiation and procurement: for example, UAF currently manages 30 leases, and uses 0.5 FTE to manage them
- Management of campus real property assets may not be in alignment with visions and goals, with ultimate responsibility being to UA System

- ▶ Determine the best location(s) for Statewide Land Management office and if regional Statewide offices are required in addition to main office.
- ▶ Analyze and verify the cost effectiveness, decision making benefits, and resource allocation for this option.
 - Re-establish baseline functions and staffing necessary for a centralized, consolidated Land Management organization to perform all requirements associated with acquisition, disposal and leasing real property on behalf of the University System.
- ► Evaluate and/or update Board of Regents' Policy 05.06 Procurement and Supply Management.

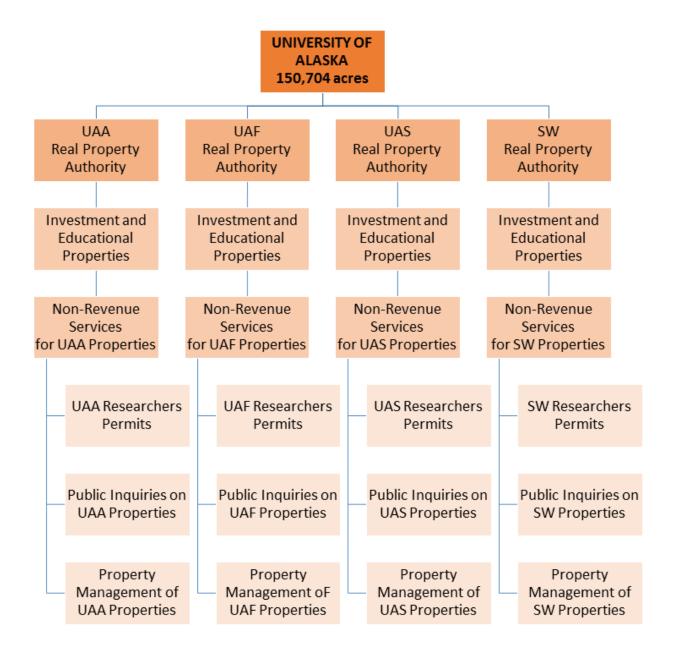
Option 5 – Full Decentralization of Statewide Land Management

Narrative Description

Eliminate Statewide Land Management office. Decentralize all University Real Property and non-revenue services for Investment Properties and Educational Properties to each University. University of Alaska will maintain title to lands and facilities.

- ▶ Investment Properties Changes:
 - Dividing management of Investment Properties among regional Universities. Real property authority delegated to each University to manage their designated Investment Properties. Each University to assume full responsibility for decision making and service functions currently provided by Statewide Land Management.
- ► Educational Properties Changes:
 - Real property authority delegated to each University to manage its Educational Properties. Each University to assume full responsibility for decision making and service functions currently provided by Statewide Land Management.
- ▶ Staffing Changes:
 - Transfer existing staff to each University or hire staff as service and management functions are created at each University. Reduction of Statewide Land Management positions over time.
- ▶ Use of Facilities/Technologies:
 - Need for greater access or implementation of land database (i.e., Statewide Land Management's Business Portal) and transfer of institutional records at the University level. Likely increased technology and facility requirements as each University builds capacity. Decreased facility requirements for Statewide Land Management over time.
- ► Administration (decision making):
 - Assignment of real property authority to the Universities to manage its designated Investment and Educational Properties (sale, lease or permit use). Potential fragmentation of decision making with greater need to coordinate.
- ► Front-End investment:
 - Hiring, facilities, and staff/administration training in clarified delegation for each University.

Option 5 continued – Full Decentralization of Statewide Land Management



Option 5 continued – Full Decentralization of Statewide Land Management

Pros and Cons

Pros

- Community engagement increased at the University level
- ▶ Increased prominence of each University
- Potential to reduce overhead at the Statewide level
- ▶ More authority at the University level
- Allows Universities to be flexible and responsive to better meet the educational and research missions
- Potential to transition Statewide Land Management staff to Universities

Cons

- Probability of inconsistent, conflicting, and competing management strategies
- ► Probability of duplicate, inadequate and uneven resourcing among universities
- ► Universities engaging in significant functions outside their core missions
- Oversight challenges for the Board of Regents
- ► Inefficient interfaces with agencies, communities, and political leaders
- ► Potential to increase overhead at the University level
- Debilitating effect on staff to effectively manage land
- ► Risk that Universities may not embrace entrepreneurship as a priority
- ► Loss of institutional knowledge
- Not positioned to scale up, should UA receive additional real property

- ▶ Decide how to divide the Investment Properties between Universities (for example: by latitude, by value, by land use).
- ► Evaluate and/or update Board of Regents' Policy 05.11 Real Property.

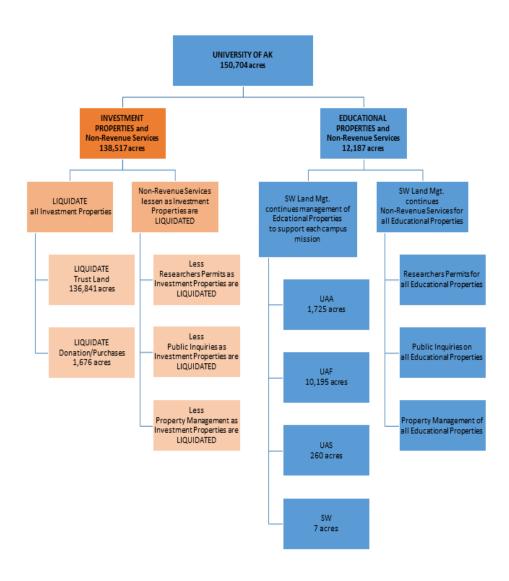
Option 6 – Liquidate Investment Property

Narrative Description

To the extent possible, sell the University of Alaska's Investment Property. Invest the resulting funds to enhance the endowment and fund university operations from the inflation-protected interest. Downsize the office of Statewide Land Management over time.

- ▶ Investment Properties Changes:
 - Divestiture of Investment Property over time.
- ► Educational Properties Changes:
 - None
- ▶ Staffing Changes:
 - Reduction of Statewide Land Management positions over time.
- ▶ Use of Facilities/Technologies:
 - Incremental reduction of facility requirements for Statewide Land Management staff.
- ► Administration (decision making):
 - None
- ► Front-End investment:
 - Significant time and effort needed to divest lands. Full divestiture likely to take a decade or more. Build in-house capability to manage divestment process.

Option 6 continued – Liquidate Investment Property



Option 6 continued – Liquidate Investment Property

Pros and Cons

Pros

- Short term increased community engagement while properties are sold
- ▶ Potential quick infusion of cash
- ▶ Substantial reduction in management cost
- ► Reduce risk and liability exposure
- ► High favorability with the legislature
- Potential opportunity to transfer real property to an investment fund
- Local tax base goes up because the untaxable University land becomes taxable privately owned land
- ▶ Most economies of scale
- ► Easier asset management (money is easier than land)

Cons

- Firesale prices may not reflect long-term value
- ► Loss of capability and expertise in the University
- ► Long term decreased community engagement with the universities as it is out of the lands business
- ► May be hard to make the case for additional lands if UA is very publically liquidating
- ► Inconsistent with future land endowments and grants
- Potential for extensive implementation time
- Very poorly positioned to scale up should UA receive additional real property

- ▶ Inventory all current lands, determine market value, define method for sale of land, and plan for divestiture.
 - Assess and identify what lands are most marketable.
 - Evaluate if a single block transfer of all investment property to a new REIT or corporation, selling shares to build the UA Foundation endowment, is (1) legal, (2) beneficial to the university.
 - Evaluate if earnings from alternative investments outweigh land rents.
- ▶ Analysis of probability of success in short or medium term.

Other Opportunities for Change

- Aggressively pursue acquisition of land from Federal and state government to fulfill the university's land grant entitlement.
 - Or if Option #6 is chosen, pursue an equivalency payment or other in-kind contribution to compensate the university for the value of the acreage it should have received.
 - Either in place of or in conjunction with additional land allocation, seek equivalent nonlands resource pools which could be managed to generate receipts (e.g., endowment fund, tax credit pools, etc.)
- ▶ Upgrade land database (i.e., Statewide Land Management's Business Portal) to a geographical information system (GIS) which combines the existing land database and mapping (e.g., http://solutions.arcgis.com/local-government/land-records/).
 - Increased access to land database of information (i.e., Statewide Land Management's **Business Portal**)
- ▶ Consider external review of Statewide Land Management to evaluate its functions and to ensure the department continues to attain its mission goals and maximize returns.
- ▶ Re-examine Statewide Land Management's reporting structure.
 - Was there benefit to answering to a Vice President whose focus was oversight of the built environment, acquisition of land and capital development of facilities?
 - Is there synergy to having Statewide Land Management and Statewide Facilities and potentially Statewide Office of Information Technology answer to a "Vice President of University Infrastructure"?
 - One of the Board of Regents standing committees is the Facilities and Land Management Committee (FLMC). This committee reviews all things real property related for a reason: very common linkage on the Educational Property and Campus Facilities.
- ▶ Improved automation of fee processing, forms, and permit requests on the website.
- ▶ Educate the University community (faculty and staff) on the services provided and the steps to take advantage of the services.
- ▶ Reassess and clarify Delegation of Authority for current Statewide Land Management to verify efficiency and effectiveness of management of land and facilities.
- ▶ Options for improving revenue from Investment Properties:
 - Teletourism: drive a telepresence robot around on University land.
 - Micro hydro installations on University land.
 - Greenhouses for agricultural growth.
 - Sell tiny parcels (10ft x 10ft) in remote areas, for use as an "end of the world" gift. (\$30/parcel earns us \$12,000/acre.) Sell them via vending machines on the Las Vegas strip. Every 20 years, quiet title and do it again.
 - Potentially using lower value properties (properties in rural locations that are difficult to develop) for carbon-credit swaps.
 - Wetland mitigation banking
- Sell the investment portion of the Bragaw Office Complex and write it off.

Addenda

- ► UALM Strategic Plan 2017-2040 V13
- ▶ 2016 11 23 UA Land Grant History review
- ► The University of Alaska: A Land Grant with No Land
- ▶ UALM Revenue Expenses
- ▶ UA Facilities and Land Management FY16 Annual Report

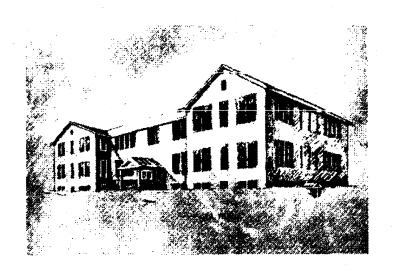
THE
UNIVERSITY
OF
ALASKA

A LAND GRANT
COLLEGE

Without the Land

A Land Grant College Without the Land:

A History of the University of Alaska's Federal Land Grant



A Report to the University of Alaska Statewide Office of Land Management

by Terrence M. Cole, Ph.D.

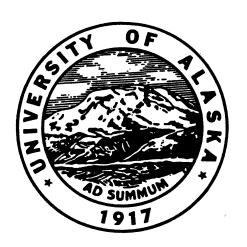
Chair, Department of History University of Alaska Fairbanks

November 1993



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I. EXECUTIVE SUMMARY

The University of Alaska is a land-grant college without the land. In 1915, Congress reserved for Alaska's land-grant institution potentially more than a quarter-of-a-million acres in the Tanana Valley, proceeds from the sale and development of which would help finance the operation of the school. Under the terms of the measure, written by Delegate James Wickersham, the college was to receive every surveyed and unclaimed Section 33 in an area of about 14,000 square miles between Fairbanks in the north and the foothills of the Alaska Range in the south, in addition to the main campus of about 2,250 acres four miles from Fairbanks.

However, this large Tanana Valley land-grant never materialized. For decades, almost all of the land in the Tanana Valley (like the rest of Alaska) remained unsurveyed and therefore unavailable. As late as the 1950s, only 0.6 percent of Alaska had been properly surveyed under the standard rectangular system, and a territorial report concluded that at the speed Alaska was being surveyed, it could take as long as 43,510 years to complete the job. (Chipperfield 1954: 4) Due primarily to this incredibly slow pace of federal land surveys, Alaska's landgrant institution received only a fraction of the land Congress reserved for it in 1915; in addition to its 2,250 acre campus, the University of Alaska received less than 9,000 acres out of a reservation created for it totalling approximately 268,800 acres.

To partially remedy the situation, Congress granted an additional 100,000 acres to Alaska's land-grant college in 1929, but even with this additional grant, the total was less than half of the original acreage authorized in 1915.

Further efforts to increase the size of Alaska's higher education federal land- grant were made from the 1930s through the 1950s. Several bills were submitted to Congress that would have reserved up to 10 million acres for Alaska's land-grant college, but strong opposition, primarily from the Department of Interior, doomed the effort.

With the passage of the Alaska statehood bill in 1958, the university's legal rights to further land under the 1915 reservation were extinguished. The statehood act repealed the 1915 reservation because Congress apparently believed the enormous statehood entitlement of more than 103 million acres—far larger than that of any other state in American history—would provide sufficient resources so that the 49th state could adequately support its university. Alaska Delegate E.L. "Bob" Bartlett agreed with the majority of Congress that by not targeting specific amounts of land for specific purposes, such as had traditionally been done for the support of higher education elsewhere, the new state would have greater flexibility and more control of its own affairs.

Bartlett claimed in 1958 that in exchange for giving up the "in-place" grants—such as the Tanana Valley Section 33 reservation-the state of Alaska had received not only a far greater percentage of the public domain than other western states, but also greater freedom to choose land wherever it wished "without any reference at all to the traditional section-by-section formula." This freedom, as Bartlett predicted, helped the state immeasurably, for instance, when the state selected land at Prudhoe Bay, which turned out to be the richest oil field in North American history. But the cost of this greater freedom in land choice was a vastly smaller educational land grant for Alaska.

Traditionally, the size of land grants were most often determined by a state's population not by its area. Nevertheless, some of the last western states were given generous grants despite their sparse populations. For instance, Oklahoma and New Mexico each received about one million acres to support higher education. But, Alaskan higher education never shared in this federal bounty. Alaska received less land specifically dedicated for the support of higher education than any other western public land state, and less educational land or script than all but one of the contiguous states. Among the 48 states which had received federal land or land scrip to establish land-grant colleges, mining schools, teachers' colleges, and state

universities, only Delaware received fewer acres than Alaska. Thus, after statehood, Alaska in 1959 was in an anomalous position. While the state had received more land and a greater percentage of land from the federal government than any other western state, it ranked next to the bottom of the list in the amount of federal land it had received for higher education.

Since the statehood act had invalidated the university's 1915 Tanana Valley reservation, many Alaskans supported efforts to specifically designate a portion of the 103 million acre statehood entitlement for the support of the University of Alaska. In the spring of 1959, the first state legislature passed a measure authorizing the state to reserve to the UA one million acres "for the purpose of replacing grants of certain Sections 33 in the Tanana Valley previously allowed under federal law and now superseded" by the statehood act.

To the dismay of the University of Alaska and its supporters, Governor William A. Egan vetoed the one million acre university on the grounds that it would complicate the enormous task of the Division of Lands in selecting the statehood entitlement, and would furthermore violate the Alaska constitution's prohibition against dedicated funds. University of Alaska President Ernest Patty, shocked at Egan's veto, believed that the governor did not understand the century-long tradition of American land-grant colleges. President Patty did not share Egan's view that increasing the size of the university's land grant would violate the state constitution.

William R. Wood, Patty's successor as UA President, remembers that both state and federal officials agreed that the university had been short-changed in the statehood act, but that state officials believed additional lands should come from authorities in Washington, D.C., while federal officials told the university to look to Juneau for redress. Governor Egan's steadfast opposition to granting or reserving state land to the university essentially killed any chance of addressing the issue on the state level until Walter J. Hickel became governor in 1966. But shortly after Hickel's election, he was greeted by Secretary of Interior Stewart Udall's land freeze halting all transfers of federal lands until the issue of Alaska Native land claims could be settled.

Over the next 15 years, controversies regarding Alaska land matters continued to boil, as the public domain in Alaska was carved up for the first time. In 1971, Congress passed the Alaska Native Claims Settlement Act, reserving 44 million acres for Alaska Natives and opening the way for the construction of the Trans-Alaska Pipeline. The pipeline marked the start of a national conservation battle in the 1970s over the future of Alaska's lands, which culminated in 1980 with the passage of the Alaska National Interest Lands Conservation Act, a measure which added 104 million acres to the state's conservation systems.

Now, with many of the major Alaska land issues of the 1970s and 1980s settled, supporters of the University of Alaska have encouraged the state to re-examine the question of the university's land grant and consider granting the school additional lands in order for it to "achieve parity" with higher educational systems in other states.

This report is a brief historical review of the land-grant issue as it pertains to the University of Alaska, a land-grant college without the land.

II. ACRES FOR EDUCATION: THE TRADITION OF FEDERAL LAND GRANTS The U.S. government helped finance America's educational system, from kindergarten to college, not with money, but with land. The practice of trading acres for education is one of the oldest traditions in American history, even pre-dating the United States Constitution. Dedicating land from the public domain to finance schools in the various states and territories was born of necessity, since the national government had a shortage of dollars and a surplus of acres. According to a 1939 Department of Interior tabulation, the total educational land grants to Alaska and the 48 states amounted to more than 200 million acres, an area bigger than the state of Texas

The Ordinance of 1785 established the rectangular survey of New England as the basis on which all land west of the Ohio would be subdivided; land was surveyed into townships composed of 36 sections of 640 acres or one square mile each. The 1785 law also established the principle of federal land endowments for education by reserving Section 16 of every township "for the maintenance of public schools, within the said township." (Taylor 1969: 131) After the admission of Ohio in 1803, Section 16 of every township in every new territory or state was typically reserved for schools; any Section 16 which had somehow been preempted was replaced by another section "in lieu thereof." (Hibbard 1939: 310) Over the 19th century, as the need for the expansion of education grew, so did the size of the federal land endowment for schools. With the admission of Oregon in 1848, the usual common school section grant doubled from one section to two (Sections 16 and 36). Utah, New Mexico, and Arizona, three of the last four states admitted before Alaska, each received four sections for school lands (Sections 2, 16, 32 and 36).

Common school grants were by far the largest in terms of acreage; however, higher education also received varying amounts of land. Different states received federal land grants for seminaries, teachers' colleges, mining schools, military schools and universities totaling millions of acres. Most notable among the land grants for higher education were the land-grant agricultural colleges created by the Morrill Act of 1862.

MORRILL ACT OF 1862

The Morrill Act, which has been called "perhaps the most important single act for education ever passed by Congress," revolutionized higher education in America. (Taylor 1969 111) Previously attending a college or university had been the privilege of an elite upper class, but supplied with government land grants totalling more than 11 million acres, the nation created new kinds of colleges in every state and territory that would stress the teaching of "agriculture and the mechanic arts" to the "industrial classes." Thanks to the creation of the system of land-grant colleges and universities, which eventually spread to all 50 states, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands, the doors of higher education swung open for the first time to millions of working class men and women. "Democracy's College" is the apt title of the classic history of the land-grant college movement.

Inequities of the Land Grants

Despite the laudable goals of the Morrill Act, serious problems with the legislation emerged. The acreage of each state's land grant was based on population as measured by the size of its congressional delegation; for each senator and representative a state sent to Congress, it received 30,000 acres. Therefore, the law favored the heavily populated, industrialized eastern states over the more sparsely settled and primarily agricultural western states. For instance, Rhode Island, the smallest state in the union, received 120,000 acres in scrip, a larger land grant than that of either Oregon, Nebraska, Kansas, Nevada, or Colorado, all of which received the minimum of 90,000 acres. Similarly, Connecticut (180,000 acres) received more than California (150,000 acres), and New Jersey (210,000 acres) more than Montana (140,000 acres).

Besides the glaring inequities between eastern and western states, except in a few instances, the land grants never created the financial endowments for the agricultural colleges which Congress had intended. As one historian has noted, the disposal record of the various states' agricultural college land grants "is clouded by scandal, fraud, and poor management. Many states realized less than one dollar an acre for their land, and some were even swindled out of the proceeds of the sales altogether." (Madsen 1976: 34) The poorest performance was that of Brown University in Rhode Island, which received only 42 cents an acre for its land.

One of the few states to earn a significant income from its land grant was New York, which received the largest grant of nearly one million acres (in scrip). Ezra Cornell, founder of New York's land-grant college, Cornell University, invested the scrip in 500,000 acres of the pinelands of northern Wisconsin to amass a nest egg of

III. ALASKA'S EDUCATIONAL LAND GRANTS

what might be regarded as an adequate endowment." (Gates 1943: 245)

The man who ensured that the federal government would provide land for the support of schools and colleges in Alaska, as it did elsewhere, was Alaska Delegate James Wickersham. In 1915, Wickersham pushed a measure through Congress which reserved lands for both a common school system throughout the Territory and an agricultural land-grant college in the Tanana Valley near his hometown of Fairbanks.

\$5 million for the school. Historian Paul Wallace Gates noted in his 1943 study of Cornell's land grant that the university's investment in Wisconsin was "one of the largest and ultimately most successful land speculations in American history." (Gates 1943: 49) But Cornell University was the exception. "None of the states received, through the Agricultural-College Act, sufficient funds to place their agricultural colleges on a sound financial basis at the outset," Gates wrote, "and with the exception of New York, no state east of the Mississippi River ever obtained from land or scrip

Wickersham's 1915 school lands' bill appeared to be the first giant step in the disposition of the public domain in Alaska, reserving potentially about 20 million acres for education in the Territory. Despite earmarking this large reservation of federal land specifically for education, however, federal officials did little to ensure that schools and colleges in Alaska would actually receive any of the land which had been reserved for them. The high cost and slow speed of Alaskan development, due in part to bureaucratic inertia and the lack of federal land surveys, invalidated the generous terms of the 1915 act, so that Alaska ultimately received only a tiny fraction of the approximately 20 million acres of land Congress reserved for education in the Territory in 1915.

TANANA VALLEY
AGRICULTURAL COLLEGE
RESERVE

Delegate Wickersham's 1915 school lands' bill followed the precedents in other states and territories by reserving specific sections of federal land for the purposes of education. His legislation reserved every surveyed Section 16 and 36 throughout the territory for the support of the "common schools" of Alaska. This total reservation—of potentially more than 20 million acres—was the largest public school grant (on paper at least) in American history.

Besides the enormous common school grant, Wickersham's bill also set aside potentially more than a quarter-of-a-million acres in the Tanana Valley for the support of an agricultural college and school of mines. Four sections around the Fairbanks Agricultural Experiment Station outside of Fairbanks were designated as the campus, while every Section 33 in the Tanana Valley between 64 and 65 degrees north (approximately from the foothills of the Alaska Range to Fairbanks) and 145 and 152 degrees west (from near modern-day Delta Junction in the east to the mouth of the Tanana River in the west) were reserved to provide an endowment for the support of the college. Wickersham's bill also followed the established procedure set in other states and territories by promising the territory "in lieu of" lands, if any of the reserved sections would be preempted before survey by homesteaders or otherwise disposed of by Congress.

Absence of Surveys Negate 1915 Grant In 1917, the Alaska Territorial Legislature formally incorporated the Alaska Agricultural College and School of Mines (renamed the University of Alaska in 1935) as Alaska's land-grant institution. However, the land which Congress had reserved in 1915 to provide an endowment for the school was never transferred from federal ownership due to the same problem that effectively negated nearly every Congressional land measure in Alaska: the absence of surveys.

At the time Wickersham introduced his measure in 1915 to reserve lands for a landgrant college, no one in Congress was even certain about how much Tanana Valley revenue land they were actually reserving for the agricultural college. For instance, before the bill's passage, the report from the Committee on Public Lands stated that the agricultural college reserve in the Tanana Valley was "a very small one" of 134,400 acres, "which is a smaller number of acres than is usually given an agricultural college or school of mines." (U.S. House 1915: 5) Wickersham himself said on the floor of the House that the Alaska Agricultural College would receive only a total of 80 sections (51,200 acres). Another congressmen claimed the reserve would be about 180,000 acres, while another claimed "it would be even more than that." (Congressional Record, 24 February 1915: 4544-4545) Still later the Dept. of Interior estimated that the Section 33 grant totaled 336,000 acres. (U.S. Dept. of Interior, 1939: 3)

Confusion stemmed mostly from the fact that virtually none of the land under consideration had yet been surveyed, so no one could have known exactly how many sections were potentially included in the reserve. (According to calculations made years later by University of Alaska administrators, the total Section 33 land reserved for Alaska's land-grant college under the 1915 measure comprised 420 sections or 268,800 acres. (Patty to Egan, 8 February 1960, Pres. Papers, 60/61, Box 14, File 204)

The lack of surveys not only caused confusion about the size of the Alaska Agricultural College's reservation, it also effectively cancelled the value of the reservation itself. The land set aside in 1915 was clearly predicated on surveys; obviously, the specific sections reserved for education could not be reserved until after they had been delineated. The first line in the 1915 law stated in part that the educational lands could be reserved only "when the public lands of the Territory of Alaska are surveyed, under direction of the Government of the United States..." Considering the pace at which the federal government was completing the rectangular survey of Alaska, the college could have literally waited until the next ice age, or longer, to receive all of its land. In 1915, the General Land Office had hardly even begun the task of surveying the Territory. Even four decades later, in 1952, only about 0.6 percent of Alaska's estimated area of 375 million acres had been surveyed. One politician predicted in the early 1950s that at the going rate of land surveys, it would take between 12,000 and 17,000 years to finish the job, while a less optimistic report from the Territorial Division of Lands estimated it might take as long 43,510 years! (U.S. House, Statehood For Alaska, 1957: 321; Chipperfield 1954: 4) Not until after statehood in the 1960s did the U.S. government finally begin to survey sizeable portions of the public domain in Alaska. (Ducker 1992)

Without surveys, the 1915 congressional school land reservations in Alaska for both public schools and the land-grant college remained empty promises. Out of the estimated 20 million acres that the 1915 grant reserved for the public schools of Alaska, the Territory of Alaska ultimately received only about 106,000 acres, or 0.5 percent of the original reservation. (Chipperfield 1954: 2; Stein 1987: 7)

The land-grant college's expected Tanana Valley land grant never materialized either. In 1958, the university reported that only 19 Section 33s—out of a possible total of 420 Section 33s in the Tanana Valley—had been surveyed. "At present rate of survey," the university's land manager reported in 1958, "one might expect completion of survey in from 200 to 1,000 years." (Land Manager Report, 20 May 1958, Pres. Papers, 1958/59, Box 6, File 88) According to figures from the State Division of Lands, out of the 1915 reservation, Alaska's land-grant institution ultimately received only 11,211 acres, of which about 2,250 acres were the campus site reserved for educational purposes, leaving only 8,961 acres for revenue purposes. Thus, the University of Alaska was granted less than 3.3 percent of the 268,800 acre Tanana Valley reservation Congress created for its financial support in 1915. (Stein 1987: 167)

LACK OF LAND INCOME

The lack of land was clearly seen in the university's balance sheet. During the University of Alaska's first three decades, from 1917 to 1946, the total revenue to its permanent fund from land sales, rentals, and leases was only \$227.50. During that time, the university's land income never amounted to more than \$30 a year. Other years were even worse. From 1926-1928, Alaska's alleged land-grant college earned only 75 cents from its land grant. Nearly every third year, until the late 1940s, the UA

earned absolutely no income from its land whatsoever. (UA Permanent Fund Statement, 1917-1971, Pres Papers, 1971/72, Box "Higher Ed...", File, Land—July-Dec)

1929 LAND GRANT

Congress recognized the inadequacies of the 1915 Tanana Valley agricultural college reservation when it passed a measure 14 years later to grant an additional 100,000 acres for the "exclusive use and benefit" of the Alaska Agricultural College and School of Mines. Under the 1915 act, the educational lands were merely reserved, with title vested in the Federal government, but the 1929 act was an outright grant of 100,000 acres to the Territory for the support of the college.

The 1929 law required the granted land to be surveyed before selection. However, unlike the 1915 in-place reservation which specified particular sections, the 1929 legislation was an actual quantity grant; under its provisions, the Territory of Alaska could select 100,000 acres of "vacant, nonmineral, surveyed, unreserved public lands" anywhere in Alaska for the financial support of the college. (U.S. Senate 1929)

The 1929 quantity grant became the major land grant of the University of Alaska. By the 1960s, virtually all 100,000 acres had been selected and patented, forming the bulk of UA's total land-grant trust of approximately 111,000 acres.

10 MILLION ACRES MORE

Charles E. Bunnell, the first president of the University of Alaska, and Delegate Anthony J. Dimond never ceased their efforts to increase the size of the UA's land grant and reserve. During the seven years from 1936 to 1943, Dimond introduced at least five nearly identical bills in the 74th, 75th, 76th, 77th and 78th Congresses, to extend the 1915 Section 33 reservation in the Tanana Valley to the entire territory. Dimond's legislation proposed amending the 1915 act, stating:

.. Section 33 in each township in said Territory shall be, and the same is hereby, reserved from sale or settlement for the support of the University of Alaska...

Reserving each Section 33 throughout the entire Territory of Alaska, not simply those in the Tanana Valley, would have increased the university land reserve to approximately 10 million acres. This would have been, by far, the largest higher education land grant in history, nearly equal by itself to all of the land and script given to all of the land-grant colleges and universities in the United States.

Dimond saw this 10 million acre land bank as the university's endowment for the future. He explained in a 1937 telegram that the land he proposed reserving was at present "of little if any value but eventually by increased value may be of substantial aid in maintaining university." (Dimond to Shattuck, 14 July 1937)

Opposition to the 10 million acre university reserve came principally from the Department of Interior. Year-after-year, the Secretary of Interior recommended against expansion of the Section 33 reserve on the grounds that the university already had more land than it needed. As evidence, Interior officials pointed out that the UA had taken no steps to select any of the 100,000 acres made available to it by Congress in 1929. "It appears," Acting Secretary of the Interior Charles West wrote in 1937, "that no selections have yet been made by the Territory of Alaska under said grant." (West to DeRouen, 3 April 1937)

No matter how it looked in Washington, D.C., the failure to file any selections was more a factor of Bunnell's short-handed administration than a lack of interest in acquiring additional land. Struggling to survive from one fiscal year to the next, the UA lacked the staff in the 1930s and 1940s to tackle the massive job of land selection that the 1929 act required. Officially, Bunnell was both president and comptroller, and any issue of substance that concerned the university crossed his desk, from buying library books to selecting land.

Dimond asked Bunnell to explain in writing why the University genuinely needed the reservation of additional lands. However, Dimond realized Bunnell's

difficult position. The university had numerous dealings with Interior Department officials and Bunnell could not afford to alienate them. "If you are disinclined to write a letter that I can use before the Committee," Dimond wrote Bunnell, "will you not at least with your superior knowledge of the entire subject, write me a memorandum which I may adopt in whole or part as my own without bringing your name into the controversy." (Dimond to Bunnell, 6 April 1937) If Bunnell ever wrote the memo which Dimond requested, it has not yet come to light.

In 1938, the university selected 1,927 acres near Fairbanks for its first quantity grant under the 1929 law. (Stein 1987: 7) Nevertheless, the Interior Department continued to thwart Dimond's and Bunnell's efforts to reserve additional land for the university. "The Department of the Interior is still vigorously opposed to having set aside for the University of Alaska any more of the public lands in the Territory...," Dimond wrote to Bunnell in February 1941. (Dimond to Bunnell, 11 February 1941)

A month later Dimond further explained: "The Department's argument against the bill seems to be based upon the theory that plenty of land has already been reserved for the University of Alaska and no more is needed. Specific reference was made to the fact that the grant of 100,000 acres made to the Territory of Alaska for the benefit of the University...has not yet been selected except for approximately 2000 acres..." (Dimond to Bunnell, 12 March 1941)

By the time Dimond introduced his 10 million acre bill for the fifth and last time in 1943, he had apparently resigned himself to the Interior Department's unwavering opposition. As Dimond expected, the Interior Department responded once again with a negative recommendation. Acting Secretary Abe Fortas wrote in July 1943 that Delegate Dimond's proposed 10 million acre reserve, added to the more than 20 million acres previously reserved in 1915 for common schools and higher education in Alaska, would create a gigantic educational reserve of more than 30 million acres which Alaska did not need.

"Such an amount would be greatly in excess of the grants of public land made to any of the States," Fortas wrote, "and, considering the comparatively small population of the Territory of Alaska, approximately 60,000, an additional reservation of the amount proposed for educational purposes, would seem unwarranted and greatly out of proportion to the present or contemplated need of the Territory." (Fortas to Peterson, 19 July 1943)

In 1944, E. L. "Bob" Bartlett replaced Dimond as Alaska's Delegate to Congress. Bartlett told Bunnell he would resubmit Dimond's 10 million acre reservation proposal, but claimed it would be futile as the Interior Department would continue to thwart the measure. "I have no doubt that if I introduce a bill seeking the same objective a similar report will be made," Bartlett wrote, "but I am perfectly willing to do so in any event if such is your desire." (Bartlett to Bunnell, 30 December 1944)

Apparently Bartlett did not reintroduce Dimond's university land measure, as by that time a new force had arisen which would drastically alter Alaska's political landscape and the land question: the Alaska statehood movement.

IV. THE STATEHOOD MOVEMENT

In 1916, one year after Congress reserved more than a quarter of a million acres in the Tanana Valley to finance a land-grant college in Fairbanks, James Wickersham submitted the first bill requesting statehood for Alaska. Wickersham introduced his statehood bill, a symbolic gesture with no real hope of passage, on the 49th anniversary of the signing of the Alaska Purchase Treaty. He patterned his measure after the statehood act of Oklahoma, supposing the generous grants of money and land for education would find favor with Democrats, traditional supporters of state's rights, who at the time controlled both Congress and the White House. (Atwood 1979: 306)

FIRST STATEHOOD ACT PROPOSES 11.3 MILLION ACRES FOR HIGHER EDUCATION IN ALASKA Wickersham's 1916 bill called for Congress to grant Alaska approximately 11.3 million acres specifically for the support of higher education and approximately 20 million acres for public schools. If enacted, the proposals would have been the most generous public education and higher education grants in the history of the United States. Among its other provisions, Wickersham's measure-anticipating Delegate Anthony Dimond's campaign in the 1930s and 1940s to increase the University of Alaska's land grant—proposed granting one section in each township throughout the territory for higher education. Delegate Wickersham recommended granting every Section 13 (about 10 million acres) for the equal benefit of Alaska's future universities, teachers' colleges, agricultural colleges, and schools of mines. Furthermore, instead of certain traditional land grants for internal improvements, and other swamp land grants which were not applicable to Alaska, the bill would have granted an additional 1.3 million acres for higher education dedicated as follows:

400,000 acres for universities 400,000 acres for agricultural colleges and schools of mines 300,000 acres for teachers' colleges 200,000 acres for schools of forestry (Daily Alaska Dispatch, 31 March 1916; Naske 1972: 3)

THE 1940s REVIVAL OF THE STATEHOOD CAMPAIGN

Delegate Wickersham's 1916 statehood bill died without receiving a hearing, and it was not until more than a quarter of a century later that the question of Alaska statehood again surfaced in Congress. In 1943, bills were introduced in both houses calling for the admission of Alaska as a state, requesting extraordinarily generous land provisions. The bills would have given Alaska all of the unappropriated public land in the Territory, except for those lands actively used by the federal government. Furthermore, Delegate Anthony Dimond's bill in the House also included his long standing proposal to grant the University of Alaska an additional 10 million acres by reserving for it every Section 33 in the Territory. (Naske 1972: 3)

When Congress seriously began to address the Alaska statehood issue following World War II, debate centered on the amount of land the proposed 49th state would receive. Initially, most Alaskans assumed that the new state of Alaska would be given all the public land in the territory. Delegate Bob Bartlett's 1947 statehood bill, like his predecessor Anthony Dimond's bill four years earlier, recommended that the United States government convey to the state of Alaska all of the vacant public domain; and, in addition, reserve 20 million acres or two sections in each township (Sections 16 and 36) for public schools, and 10 million acres or one section in each township (Section 33) for the support of the University of Alaska. (U.S. House 1947: 2)

The Interior Department supported the concept of Alaska statehood, but fiercely opposed granting the future state government all of Alaska's public domain. Acting Secretary Warner Gardner wrote the department's official report on April 14, 1947 claiming most of Alaska should be held in trust for all of the people of the United States.

The custom has been for the federal government to grant to the new states lands for schools and for internal improvements, but to retain the bulk of the public lands under federal ownership. I strongly recommend that there be no change in this practice in the case of Alaska.

Gardner suggested several changes in Bartlett's bill, which the secretary claimed would permit

Alaska to enter into the Union on a basis similar to that on which the western continental States were admitted. While retaining the greater part of the public lands for national management, the federal government has made grants to the new states for school purposes and internal improvements. Similar grants should be made in the case of Alaska. (U.S. House 1947: 12)

In particular, Gardner's suggested amendments would reduce the state's land entitlement to about 20 million acres for public schools (every Section 16 and 36),

500,000 acres for miscellaneous internal improvements, and approximately 438,000 acres for the support of the University of Alaska. (Under Gardner's proposal, the university's total acreage would consist of the 2,250 acre campus, the 1915 Tanana Valley Section 33 reservation—erroneously calculated by Interior to be about 336,000 acres—and the 1929 land grant of 100,000 acres.) (U.S. House 1947: 14)

In the spring of 1948, Delegate Bartlett and the Interior Department compromised on the size of the statehood land-grant proposal; both agreed to support a grant of four sections in each township (Sections 2, 16, 32 and 36) totaling about 40 million acres, and to reassert the University of Alaska's rights to the entire 1915 Tanana Valley Section 33 grant, i.e. about 268,000 acres, and the 1929 grant of 100,000 acres. (U.S. House 1949: 2) Bartlett and other strong statehood supporters admitted that they would have preferred to ask for more land, but that political reality at the time dictated that four sections per township, plus Section 33 in the Tanana Valley, was the best deal Alaska could hope to receive. As retired Delegate Dimond told a Senate committee in 1950, "...we have to take this or we do not get anything." (U.S. Senate 1950: 75)

Nevertheless, others still maintained that unless Alaska received more land, it could never become economically viable as a state. Two statehood bills introduced in 1949 again repeated the original Dimond-Bartlett position: all public land not needed by the federal government, in addition to about 20 million acres for public schools (every Section 16 and 36) and about 10 million acres for the support of the University of Alaska (every Section 33). (H.R. 25 and H.R. 2300, 81st Congress, 1st Session)

FROM IN-PLACE TO QUANTITY
GRANTS

Congress moved towards a revolutionary solution to the Alaska state land question in 1950, when it rejected traditional in-place grants of specific sections, and endorsed the concept of quantity grants of larger blocks of open acreage. Ironically, the most eloquent case for changing the manner in which Alaska's land would be granted, and for also granting Alaska additional land, probably originated with statehood's most vocal opponent, Winton C. Arnold, chief lobbyist and publicist for the Alaskan canned salmon industry. (Naske 1972)

At numerous congressional state-hood hearings, Arnold showed charts and graphs illustrating that at the rate the rectangular survey was being extended to Alaska, it would literally take thousands of years to complete the task. (As noted previously, estimates in the 1950s were that it might take anywhere from 12,000 to 43,510 years to survey all of Alaska.) For instance, Arnold tabulated the history of land surveys in the last ten states admitted into the union, from North Dakota (1889) to Arizona (1912). On the date of admission, the percentage of surveyed land in the new states ranged from a minimum of 20 percent in Idaho, to a maximum of 100 percent in Oklahoma. By contrast, Arnold noted that only 0.672 percent of Alaska had been surveyed by 1950. (U.S. Senate 1950: 414) Since Alaska could not receive title to a specific section of land until it had been surveyed, the state would virtually have to wait forever to receive all of its land, and Arnold maintained that therefore statehood was not a practical option for Alaska.

Instead of ruling out statchood, however, the slow pace of surveys merely convinced the Senate Committee on Interior and Insular Affairs, as Bob Bartlett wrote, to adopt a "bold and precedent shattering way in determining how land should be transferred to the new state." (Naske 1972: 8) In 1957, the year before Congress finally voted to admit Alaska into the Union, Bob Bartlett recalled that during its deliberations in 1950, the Senate committee

evolved an entirely new principle in respect to land grants. Its decision was that the historic manner of passing on to the new state numbered sections after the survey should be discarded. Substituted, therefore, was the provision which has remained in every statehood bill since, namely the extraordinarily liberal and, I believe for Alaska, advantageous principle that the state should be allowed to select what land it desired from the

public domain not already appropriated or reserved. Recognizing the fact that surveys were so far behind, the Senate Committee inserted language which would permit the state to select this land 25 years after admission. Transfer was to have been made after the exterior boundaries were surveyed by the Secretary of the Interior. This is intended to speed up the whole process of land selection so that title may pass swiftly to the state instead of the state having to wait for years and years—perhaps as many as 15,000!-before receiving its land patrimony. (Bartlett to Franklin, 19 January 1957, RG 223, Box 132, HR 50)

The committee abandoned the practice of in-place grants and substituted quantity grants of blocks of land ranging in size from slightly more than 5,000 to as much as 50,000 acres, surveyed on exterior lines only. Giving the state selection rights would enable it to choose the most valuable tracts of land and avoid the traditional checkerboard pattern of land ownership which would only further increase the cost and retard the pace of Alaskan economic development. Carefully selecting land, the new state could theoretically create a consistent strategy of land planning and resource development.

103 MILLION ACRES

Besides replacing in-place grants with quantity grants, in the early 1950s Congress also broke with historical precedent by recommending Alaska receive far more acreage than any state in the history of the United States. This was necessary, a Senate report stated in 1954, because the laws for the disposal of the public domain in Alaska "have been and are vitiated to a large degree by the Federal policies of the last half century..." To alter Alaska's "distorted landownership pattern"—99 percent of the land was still under federal control—the Senate recommended in 1953 that the new state be given 103 million acres or nearly 30 percent of the area of Alaska, almost three times the percentage of land given to any other western state. (Later proposals would run as high as 182 million acres or about 50 percent of Alaska, though the final figure approved by Congress in 1958 was a total of 103,350,000 acres.) Even with such an enormous statehood entitlement, however, more than two-thirds of Alaska would continue to be federal land. "From one point of view, therefore," the Senate reported in 1954, "a grant of 103,350,000 acres may be unprecedented. From the other point of view, a grant of any smaller amount would still leave the federal government in a position of overwhelming dominance over the land and resources of the new state and its people." (U.S. Senate 1954: 2)

INTERNAL IMPROVEMENT LAND
SPECIFIED FOR HIGHER
EDUCATION

Most of the statehood bills submitted in the 1950s continued to recognize that higher education in general, and the University of Alaska in particular, should be given a specific amount of acreage. The basic formula for the 103,350,000 acre proposal, repeated in numerous bills submitted between 1953 and 1957, divided the state's total acreage into three categories: an unrestricted general-use grant, community development grants, and internal improvement grants. (See Table No. 1 on page 13)

The bulk of the land consisted of an unrestricted "general open grant" of 100 million acres; revenues from the disposition of this land could be "used for the running expenses and the development of the new State, as its people, through their elected representatives, may direct." (U.S. Senate 1954: 30) A second category of land was the community development grant of 800,000 acres, half of which would be selected from the public domain and half from the national forests. These lands were designated for "the development and expansion of communities." (Stein 1987: 13)

The third and final category of land, comprising the remaining 2,550,000 acres, was for specific internal improvements, including penitentiaries, reform schools, public buildings, pioneers' homes, teachers' colleges, and the University of Alaska. Virtually every piece of statehood legislation Congress considered until 1957 specified that higher education would directly receive at least one million acres of the

103,350,000 acre proposed statehood entitlement, consisting of 500,000 acres for the University of Alaska and 500,000 acres for the support of teachers' colleges or normal schools. (See Table No. 1)

TABLE NO. 1

Typical Calculation of Acreage in proposed Alaska Statehood Bills, 1953-1957

- 1.100 million acres—General open grant, no restrictions.
- 2. 800,000 acres—Community Develop-ment Grants—to be used for expansion of communities. Half of acreage would come from the public domain, half from national forest land.
- 3. 2,550,000 acres—for various specified state functions and internal improvements enumerated as follows:

500,000 acres-University of Alaska
500,000 acres—teachers' colleges
500,000 acres—public buildings
200,000—schools and asylums
for the deaf, dumb and blind
200,000 acres—penitentiaries
200,000 acres—mental institutions
200,000 acres—charitable, penal and
reformatory institutions
250,000 acres—pioneer homes

(U.S. House 1953: 17)

Proposed Elimination of 1915
Reserve

By the early 1950s, it seemed likely that if and when Alaska achieved statehood, the University of Alaska would receive its long-delayed increase in the size of its land grant. Invariably, all of the statehood bills before Congress addressed the need to give the university additional land. But impending statehood also raised fears in the Territory of cancellation of the 1915 public school and university land reservation. Given that Congress had rejected the concept of in-place grants in favor of quantity grants, it seemed reasonable to many lawmakers, including Delegate Bob Bartlett, that Congress should revoke the 1915 reservations and substitute a larger quantity grant.

The Territorial Department of Land warned in a December 1954 report that Alaska was in danger of potentially losing the millions of acres which the United States had reserved for Alaska education almost three decades earlier. The statehood bill then under consideration (See Table No. 1) would repeal the 1915 school land reservation, and though it would provide up to one million acres specifically for the support of higher education (500,000 acres for the University of Alaska and 500,000 acres for teachers' colleges), it would not provide specific acreage to support the school system, traditionally the prime justification for granting land to states. The report recommended that some means be found to guarantee that land be granted to support Alaska schools, just as was being done for higher education with internal improvement land under the proposed statehood bill.

There may be no objection to the repeal of the school reservation act providing some other provision is made to grant the school system 20,101,488 acres, an amount equal to the amount it would have received under that act. The original and chief purpose of making grants of land to states was for benefiting the public schools. The proposed legislation... provides grants for many other state institutions and purposes for which grants are generally made but the most important grant for the public schools is not provided for. In fact, the school system would lose the reservations that have been previously granted. (Chipperfield 1954: 13-14)

In March 1955, Territorial Land Commissioner W.A. Chipperfield drafted a bill which he believed would protect the land rights of Alaska's schools and the University of Alaska, by immediately granting to the Territory all surveyed reserved school and university sections, with funds from the sale or other use of such lands earmarked for the schools and the University of Alaska. (Chipperfield to Heintzleman, 7 March 1955, E.L. Bartlett Collection, Legislative Bill File, Box 2, Folder 19)

In response to the concerns of Commissioner Chipperfield and others, Delegate Bartlett argued that dedicated school lands were not in Alaska's best interest. Bartlett claimed Chipperfield's proposal seemed to run "directly counter to the existing concept which has been expressed in the various statehood bills for the last few years, namely, that Alaska shall have the privilege of choosing its lands rather than having to accept them by reason of established sections..." (Bartlett to Heintzleman, 26 March 1955, Bartlett Collection, Legislative Bill File, Box 2, Folder 19)

Alaska's Commissioner of Education Don Dafoe voiced similar concerns about the lack of "specific land grants for schools." Dafoe wrote Bartlett that receipts from school lands should be added to the "permanent school fund with a view toward building it up to where it would be a good endowment in 50 to 100 years from now..." (Dafoe to Bartlett, 16 April 1957) Dafoe argued that the long-term interests of Alaskan education required careful management of the school lands.

Whether or not Alaska has a good solid permanent school fund 50 years from now will depend upon how carefully school land matters are handled at this time. There is a school of thought which believes in giving away these lands for little or nothing and which believes that the monies received should be subject to immediate use in total, rather than going into the permanent school fund. (Dafoe to Bartlett, 5 April 1957, Bartlett Collection, Legislative Bill File, Box 2, Folder 20)

Bartlett responded that he was philosophically opposed to dedicating lands or funds for specific purposes.

...personally I have a very strong feeling that some of the fiscal woes of our government in all of its subdivision today are brought about by income segregations for stated purposes. Such income may be too much or too little for the objectives sought. All money for government use must come from the taxpayers, and I, for one, feel that the legislative bodies should not be shackled in appropriating according to the needs of the times. (Bartlett to Dafoe, 19 April 1957, Bartlett Collection, Legislative Bill File, Box 3, Folder 28)

DIRECT GRANTS OF SCHOOL AND UNIV. LAND

Despite Bartlett's opposition to dedicated lands and funds, he did introduce a measure in May 1955 calling for the U.S. government to grant all reserved (i.e. surveyed) public school and University of Alaska lands to the Territory of Alaska. Under Bartlett's bill, the Territorial Legislature would have the authority to dispose of the lands as they wished, however, all "proceeds or income are to be expended solely for the exclusive use and benefit of the public schools of Alaska and of the University of Alaska..." (H.R. 6242, 84th Congress, 1st Session)

The Interior Department supported Bartlett's proposal. Since the only reserved school lands were those which had been surveyed, the total acreage to be granted would have been relatively small (one estimate was about 160,000 acres). The bill provided, however, that as more sections were surveyed and therefore reserved each year, more acreage would be granted. "In all respects, the school sections should be treated as if statehood had already been conferred on Alaska," Assistant Secretary Fred Aandahl wrote. However, the Secretary wished Congress to consider both the public school land and the university land as one whole, rather than two separate pots of money. As Aandahl wrote,

At the present time, Sections 16 and 36 throughout the Territory are set aside for the support of the common schools, while the sections numbered 33 in part of the Tanana Valley are set aside for the support of the University. We would prefer that no distinction be made by the terms of the statute, but that, instead, the proceeds from all the granted sections be set aside for the common support of the schools and the University and that the Territorial government be given discretion in the distribution of proceeds between these two educational purposes. (Aandahl to Rep. Engle, U.S. House, National Archives, RG 233, Box 113, H.R. 6242)

The bill to grant school and university sections directly to the Territory failed, as did another measure introduced by Bartlett in 1955 which would have granted millions of acres directly to the Territory of Alaska without waiting for statehood. This bill would have repealed the 1915 school and university reservation, and simultaneously granted the Territory the right to select up to 20 million acres from the public domain, approximately the amount of land that could have been reserved under the 1915 act.

The Interior Department agreed with the spirit of Bartlett's bill, which called for in-place grants to be replaced with a quantity grant.

A grant of school sections in place is a grant of lands widely dispersed on a geographical basis. Such a grant gives the recipient, within limits, a fair proportion of the various classes of lands within its boundaries, the good as well as the bad. Since the grantee's holdings are distributed over a wide area, large-scale exchange programs are required, as we have learned by experience, to bring the holdings together into manageable and economical units...

A very large proportion of the land in Alaska does not appear to promise, for the reasonably near future, any substantial economic return. A grant of school sections in place would, therefore, leave the Territory with a large body of widely dispersed holdings, needing management and protection and yielding little in the way of revenues. (Assistant Secy to Rep. Engle, RG 233, U.S. House, National Archives, Box 97A, H.R. 246)

Though the Interior Department favored quantity grants in principle, the department opposed revoking the 1915 school and university section reservation on the grounds that the Territory was not yet ready to manage 20 million acres. Rather, the Assistant Secretary of the Interior suggested granting three million acres immediately to the Territory as the first installment of a large quantity grant that would eventually replace the 1915 reservations. Furthermore, Interior Department officials suggested that the revenue from the three million acres be divided as follows:

20%—public schools

20%—University of Alaska

20%—University of Alaska Teacher Training

40%—discretion of the legislature

(Assistant Secy to Rep. Engle, 23 May 1956, RG 233, U.S. House, Box 97A, H.R. 246)

UA CAMPAIGN FOR ADDITIONAL GRANT LAND Charles Bunnell's successors as University of Alaska president, Terris Moore (1949-1953) and Ernest Patty (1953-1960), both recognized the necessity for the university to gain additional land if it was to be placed on a secure financial footing. President Patty noted in 1955 that the university had virtually no income at all from its small amount of surveyed Section 33 land in the Tanana Valley, which he claimed was predominantly "moose pasture" anyway. He estimated the UA's total income from the Tanana Valley land reservation was only about \$20 a year. (Patty to Sen. Anderson, 21 July 1955, UA Pres Papers, 1955/56, Box 5, File 93)

President Patty made the acquisition of additional grant land and the repeal of the restrictions on existing university land—especially the prohibition against selecting mineral lands, and the ten-year leasing limit, which eliminated the possibility of any private investments on educational land—primary goals of his admin-

istration. Under Patty for the first time in its history, the University actually designated a land manager to look after its holdings.

Starting in 1954, Patty made numerous proposals to the Secretary of Interior for more land, including a request that the U.S. government grant the university part of Naval Petroleum Reserve No. 4 on Alaska's Arctic coast, so that the school could participate in any bounties from future oil leases. In order to stimulate Alaskan economic development, Patty suggested in July 1954 that the Territory be immediately granted one million acres, instead of waiting to receive several million acres that could come with eventual statehood. (Land Manager Report, 20 May 1958, Pres. Papers, 1958/59, Box 6, File 88)

Since all recognized that the lack of surveys had effectively negated any effective land grants in the past, the University of Alaska Board of Regents unanimously passed an official resolution in October 1955, requesting the right to select half-a-million acresincluding mineral rights—of unsurveyed lands, to support the institution. The resolution stated:

WHEREAS, the Board of Regents, recognizing their responsibilities in the furnishing of higher education in Alaska, and whereas (sic) must continually maintain an adequate source of funds for the conduct of a good university, and

WHEREAS, it is an accepted and desirable procedure for a state university to look to the income from land under its jurisdiction as a source of funds for the university, and

WHEREAS, valuable lands in Alaska are not being developed because they have not been surveyed, and

WHEREAS, the University is being denied an important source of income because mineral rights are withheld for land under its jurisdiction;

THEREFORE, BE IT RESOLVED that the Congress of the

United States is urged to enact appropriate legislation to grant the University of Alaska the authority to select land up to 500,000 acres with full mineral rights and permission to select non-surveyed land...

(Minutes of UA Board of Regents, 24 October 1955) Congress failed to act on the Board of Regents' request.

ELIMINATION OF DEDICATED LAND GRANTS

Initially, university officials were not particularly alarmed at the prospect of losing the 1915 reservation with the coming of statehood. Most statehood bills would have given the university an additional one million acres—almost four times the amount of land that the institution would have lost with the abolition of the Tanana Valley educational reserve. In the final push towards statehood in 1957-1958, however, the internal improvement grants of 2,550,000 acres—including the 500,000 acres for the University and 500,000 acres for the University's teacher training programs—were consolidated into the 100 million acre general grant, leaving the disposition of all 102,550,500 acres at the discretion of the legislature.

Beyond eliminating the specific grant of one million acres for higher education, the final statehood bill also cancelled the 1915 education reserve (though it did confirm the university's rights to the few thousand acres of Section 33 land that were already reserved and surveyed). The congressional intent clearly was that the massive unrestricted quantity grant substituted for the 1915 reserve. As Assistant Secretary of the Interior Hatfield Chilson wrote in March 1957, "In view of the quantify grants contained in the bill, we agree that section 1 of the 1915 act should be repealed. As of the present time, only a small percentage of the Territory has been surveyed, and we suggest that, as to such lands, the sections which have been reserved for educational purposes should be granted to the State of Alaska to be used by it for the purposes for which they were reserved." (U.S. House 1957: 25)

Apparently, the elimination of the designated internal improvement grants from the statehood bill for the University of Alaska and other essential state services was done with the full support and backing of Alaska Delegate Bob Bartlett, who had long opposed attempts to dedicate state land for specific purposes. Looking back on the issue in 1964, then Senator Bartlett explained his reasoning to Gov. William A. Egan. He had always opposed dedicated land grants, he said, because he did not want to see the chaotic inter-agency bickering which had plagued Alaska during Territorial days, the same fear which led Alaska's constitutional framers to create a powerful executive branch. Bartlett continued:

I have a particularly strong feeling on this because at many times during consideration of the statehood bill, efforts were made to set aside this amount of land or that amount of land for the common schools and for other educational uses. I always resisted these and, as it turned out, successfully. My conviction was—and is—that notwithstanding the possible need for such reservations in the early statehood bills, the reasons for such have long since evaporated. I suspect that in those days there was not the dedication or devotion to education which has since come into being and it was felt that an assured source of income must be provided for the schools. That is not so in these days... (I)f dedication is made for one institution or one purpose, what argument could be made against expanding? None, of course. The philosophy here is closely akin, as I believe, to board control of a state agency with the Governor serving only as a figurehead. If it is done for one department of government, then almost necessarily it must be done for all. Once we are there, we have the chaos of territorial days all over again. (Bartlett to Egan, 8 June 1964, UA Pres Papers, 1963/64, Box 14, Folder 212)

V. THE LAND-GRANT COLLEGE WITHOUT THE LAND

Loss of a Quarter-million Acres Due to Statehood The passage of the Statehood Act in 1958, without any provision for land specifically dedicated for the support of the University of Alaska, ended for the time being at least the possibility of getting additional land from the federal government. But even more critical from the point of view of the university was its loss of the balance of the Tanana Valley Section 33 reservation-more than a quarter million acres. The statehood act cancelled the 1915 reservation of educational lands, stopping any further lands under the act from being reserved once they were surveyed, though reaffirming the university's rights to any acreage already surveyed, selected, and reserved.

University attorney Ed Merdes wrote Secretary of the Interior Fred Seaton in early 1960 to clarify the status of the Section 33 lands. Merdes wrote that one interpretation of the statehood act, could be that all Section 33s were still in fact reserved, pending a survey. Merdes argued:

From a reasonable interpretation of the language of the Act, it appears that Section 33 continues to be reserved, subject only to being surveyed; and that upon the survey of these lands, title to the same immediately passes to the state for the University of Alaska. It is not clear whether such lands are included in or in addition to the grant of 102 (sic) million acres specified in Section 6(b) of the Statehood Act and although we would like to think it is "in addition to", we suspicion (sic) it is "included in" the 102 million acres. (Merdes to Seaton, 7 March 1960, Pres Papers, 1959/60, Box 6, File 90)

The Secretary's answer has not been found in the files, however, it is clear from the historical record that the government maintained the Section 33 land could not be reserved until surveyed and selected. Therefore, any lands not surveyed prior to the statehood act, could in no way be still considered reserved.

The UA did make an effort to keep it rights to some of the disputed Section 33 land. During the week before President Eisenhower signed the statehood act on January 3, 1959, UA land manager Donald Eyinck filed 64,000 acres of indemnity selections chosen in lieu of surveyed Section 33 land in the Tanana Valley which had been denied to the university. Eyinck filed the applications, as attorney Merdes wrote, "to keep alive any possible rights the University might have to these lands," despite

the repeal of the 1915 reservation by the statehood act. Merdes said the filing was also done because he thought it might possibly "be the basis for either grandfather rights or legislation that would grant the University additional lands, seemingly lost by said repeal." (Merdes to Wood, 15 November 1960, Pres Papers, 1959/60, Box 6, File 85; Board of Regents Minutes, 20-22 October 1960)

The Bureau of Land Management rejected the university's 64,000 acre indemnity selections on the grounds that the selections were not timely. BLM argued that as of January 3, 1959, the official day Alaska became a state, the reservation was no longer in existence. Since, by that date, the lands had not yet been reserved, title could not be transferred. It is unclear from the record, however, precisely why applications filed prior to January 3 would have been automatically disallowed and not given some grandfather rights.

Merdes contacted now Senator Bartlett's legislative assistant, Joe Josephson, about the impact of the statehood act on university land selections in the Tanana Valley. Based on his research in unpublished Congressional hearings, and discussions with Senator Bartlett, Josephson replied unequivocally that Congressional intent in the statehood act had been for the new state government to address the issue of the size of the university's land grant. In a memo to Merdes, Josephson wrote:

The theory of the land-grant provisions in the statehood act was that they would replace inter alia [among other things] the reservations authorized in 48 U.S.C. 353 and that the state university would petition the state government to satisfy the needs of the University which previously to statehood were met in part by 48 U.S.C. 353. (Josephson to Merdes, 10 November 1959, Pres Papers, 1959/60, Box 6, File 85)

Besides the legal issue, Josephson argued that it would be politically disastrous to ask Congress to reopen such a major clause of the statehood compact as the land grant.

Such a decision would encompass broad issues of tactics affecting all the legislation which relates to the welfare of Alaska. Unfortunately, there may still be members of Congress who look at the admission of Alaska with a disapproving eye and who would seize upon proposed legislation to make the terms of the Act of Admission more generous from the state's point of view to prove that their position against statehood was correct and, possibly, to justify rejection of other programs. (Josephson to Merdes, 10 November 1959, Pres Papers, 1959/60, Box 6, File 85)

Merdes accepted Josephson's reasoning, and recommended the university drop the 64,000 acre claim against the federal government and concentrate on getting additional land from the state government. "For even if the lands were reserved," Merdes wrote in a memo to the university president, "let alone merely filed upon, there still would be no chance of success, since the intent of Congress was to repeal 48USCA 353, and thereby permit the University to obtain future lands from the State under the generous grant given to Alaska in the Statehood Act, rather than as an individual entity." (Merdes to Wood, 10 November 1960, Pres Papers, 1959/60, Box 6, File 85)

LEGISLATIVE APPROVAL OF ONE MILLION ACRES FOR UA

The university sought redress for its land deficiencies from the state of Alaska. Probably the clearest evidence that many Alaskans assumed that the new state would designate additional lands for the support of the university was the passage by the first state legislature in the spring of 1959 of a measure authorizing the state to reserve one-million acres for the UA.

The original version of the university land bill (House Bill No. 176) declared the legislature's ultimate intent was eventually to grant the university five million acres "for the purpose of replacing those grants previously allowed under federal law...which has been superseded...and for the further purpose of establishing a means by which the University may be properly maintained and operated and direct state support thereby reduced." The measure specifically called for the UA to "select, accept or

secure by July 7, 1983" one million acres "from those lands granted the state by the federal government." Sixteen legislators from across Alaska—or 40 percent of the entire body—joined in sponsoring H.B. 176. Among others, the list of sponsors of the UA's land restitution bill included future Alaska governor Jay S. Hammond of Naknek, House Speaker Warren Taylor, the entire Fairbanks delegation, and other members from Anchorage, Nome, McKinley Park, Cordova, McGrath, Seward, and Point Barrow.

A committee substitute scaled down the legislative intent language to one million acres. "This reservation of land," the substitute bill stated, "shall be for the purpose of replacing grants of certain Sections 33 in the Tanana Valley previously allowed under federal law and now superseded" by the statehood act. (Committee Substitute for H.B. 176)

After a heated debate, the committee substitute passed the House on March 24, 1959 by a vote of 26-10, with four absences. One legislative observer noted that opponents of the bill were either "anti-university" (no one from Southeastern Alaska supported the measure) or were "anti-dedicated fund votes as they considered the granting of land another form of earmarking funds..." (Butler to Patty, 24 March 1959, Pres Papers, 1958/59, Box 6, File 93) In the state senate, the one million acre appropriation passed unanimously 20-0, after Senators changed the terminology in the bill from "granting lands" to "reserving lands for the support of." (Alaska Senate Journal, 1st Legislature, 1st Session, 1959: 859-860)

Egan's Veto of One Million Acre UA Reserve It came as a shock to President Patty and the Board of Regents when Governor William A. Egan vetoed the one million acre bill on May 4, 1959. Egan gave numerous justifications for his rejection of the legislature's bill, and his veto message detailed his strong philosophical objections to it. His veto read in part:

I am vetoing COMMITTEE SUBSTITUTE FOR HOUSE BILL NO. 176, a bill intended to reserve lands for the support of the University of Alaska, because I believe it wrong in principle, inconsistent with constitutional concepts and not in the public interest. In so saying, I may add that I would act similarly on any bill which sought, as this does, to make special disposition of the proceeds of public lands in aid of one public function to the exclusion of others. For more than a century and a half, the United States has granted to new states, on admission, lands for particular purposes. These so-called 'internal improvement grants' have been made for a variety of purposes, i.e., public schools, universities, normal schools, capital building, penal institutions, etc., and have comprised in all, a hodge-podge of grants for varied purposes, without assurance that in selection, income potential, or quality, lands so earmarked would be equitably apportioned among state functions.

Governor Egan correctly stated that traditionally federal lands were specifically earmarked for internal improvements such as penitentiaries, mental institutions, etc.. But as this report has demonstrated, the vast majority of federal land grants to states were for the support of education. Egan then gave the legislature his version of why the land provisions in the Alaska statehood were unique.

Some years ago, a Senate Committee headed by Senator O'Mahoney of Wyoming, while considering Alaska's proposed admission to the union, developed an entirely new concept of federal land grants to newly admitted states. That new concept sought, instead of the earmarked 'internal improvement' grants, to grant to the new state a specified total acreage for the support of state functions, yet earmarked for none. In short, the proceeds of such lands would go to the state treasury for suitable allotment of income by the legislature to the various state functions as circumstances might from time-to-time require.

That proposal, in terms of lands, is consistent with Alaska's constitutional and budget concepts regarding public monies and their earmarking, and allows desired flexibility in meeting changed conditions from year-to-year.

The governor then explained the heart of the matter as far as he was concerned. If the university received its internal improvement grant, how could the state refuse similar land grants for other state functions? According to Egan, the university was no different from any other agency of state government.

If we are to return to the 'internal improvement' concept of earmarking state lands, can we in good conscience limit the practice to the University? Why not similar provision for common schools, public buildings, hospitals, penal institutions, highways, airports, aid to dependent children, and so on throughout the entire list of important state functions? Certainly, this bill invites similar treatment for other state responsibilities. By this bill, the door would be opened to an unplanned disposition, or dissipation, of the resource without regard to relative need and without regard to the clear constitutional and congressional intent.

Besides Egan's philosophical opposition to the state granting additional land to the university, he claimed UA leaders were mistaken in believing that unsurveyed Section 33 lands were ever truly University of Alaska lands. The confusion arose from the difference between surveyed reserved lands (such as the 1915 in-place Section 33 reservation) and granted lands (such as the 1929 quantity grant of 100,000 acres).

Prior to the passage of the statehood bill, certain Sections 33 in the Tanana Valley were reserved, not granted, to the territory on the condition that their rental proceeds go to the University...To suggest that those other areas, which, on survey some time in the distant future, would have become numbered Sections 33 in the Tanana Valley, but which have never been surveyed and, therefore, have never been reserved nor productive of income for the University, have now been lost, is to say that the University has lost something it never had.

In conclusion, Egan rejected what had long been the basic financial concept behind the land grant institution. "I wish to make it perfectly clear that I have great interest in the University of Alaska," he wrote, "and that this veto is motivated by good administrative practices alone. The University's financing will be sounder and more certain by reliance on the appropriation and bonding processes." (Alaska Senate Journal, 1st Legislature, 1st Session, 1098-1100)

REACTION TO EGAN'S VETO

President Patty and the regents assumed that Egan's veto was based on the fact that the governor had been hospitalized with a severe illness when the measure was under discussion, and that he misunderstood the unique role and history of land-grant colleges in America. Following the passage of the bill by the legislature, Patty had never even bothered to contact Egan, thinking the governor was sure to sign it into law. As Patty wrote one legislator on June 15, 1959:

We were completely caught off base by the Governor's veto of the land bill. I think he made a very serious mistake which was based largely on the fact that he did not understand that there is historical precedent in every state of land grants to their land-grant university. Also, I feel he was not advised of the fact that the University lost potentially (sic) millions of acres of land under the Statehood act. (Patty to Erwin, 15 June 1959, Pres Papers, 1959/60, Box 6, Folder 96)

C.W. Snedden's Fairbanks Daily News-Miner, a key player in the battle for statehood, explained that Egan's veto left the "University in the slightly unique position of being a land -grant university without any land to speak of." The News-Miner continued:

Governor Egan may have lost sight of the fact that with the coming of statehood to Alaska, the University of Alaska lost its right to acquire almost a million acres of Alaska land.

The University's rights to this land, as has been stated by Dr. Ernest Patty, president of the University, have been 'washed out' in the bill which granted more than a hundred million acres of land to the new state. We agree with Dr. Patty in the belief that the theory behind depriving the University of this land was that Congress felt the state would provide adequately for the University through special land grants.

The assumption was proved correct when the legislature acted to ensure that a land area equivalent to that lost to the University by passage of statehood was restored... We do not believe that Governor Egan's veto of this bill has or will ever have the support of the Alaskan public. We feel the veto reflects a lack of appreciation for the importance of providing an independent source of revenue for our University—an ever growing asset not subject to the whims of future legislatures. (News-Miner, 7 May 1959)

THE UA'S "STARVATION GRANT"

Patty wrote Egan in February 1960 to renew the campaign for the university's land bill. "The Regents and I felt that this was the most forward looking Bill for the University that had ever reached the Legislature," Patty wrote, "and we were all surprised when you vetoed it. This veto came shortly after you returned from the hospital and I blamed myself for not making a special trip to Juneau to explain the background of the bill." (Patty to Egan, 8 Feb 1960)

In his six-page letter, President Patty highlighted for the governor ten reasons why the legislation was essential:

- 1. The history and theory behind the Morrill Act setting up a Land-Grant University in each state is based on the theory that each Land-Grant University would be given a land grant for the partial support of the University...
- 2. The Statehood Act for Alaska took away from the University the major portion of its original Land Grant.
- 3. The University now has only a minimal grant of land; much of this is of no immediate value and compared, area wise, to the other states, it is one of the smallest and (sic) unpromising grants of any state university.
- 4. Most universities now have a subsidiary income from lands or other property. This is generally used for research and for projects that cannot be readily financed from legislative appropriations. The income from lands should be invested in an endowment fund and only the income from this fund should be disbursed. The idea the University might possibly secure an income beyond its reasonable need is a misconception beyond the realm of possibility.
- 5. There may come a time in the history of the state when some great financial crisis will develop. If the university had, by that time, developed an important endowment, then the income from this might be very helpful in tiding the university through the difficult period.
- 6. To avoid duplication, the land granted to the university would be handled by the state Division of lands and there would be limitations on the amount of land which the university could acquire in any one year.
- 7. The land-grant idea is workable and has 100 years of history behind it.
- 8. A broad financial base is important.
- 9. (A) Strong state university is vital to growth of state...
- A subsidiary endowment income will help to make the difference between a moderately good university and an outstanding university.

Patty detailed the history of the university's land grant. He recounted how the statehood act had cost the university some 259,296 acres of the total 268,800 acre reservation created in the Tanana Valley in 1915 and called it a "pathetic situation." The university's total income from its 1915 Tanana Valley land was only \$243 a year.

Even with the 100,000 acre grant of 1929, which the statehood act had not affected, Patty calculated that the university's total land grant amounted to only 109,504 acres. "This is a starvation grant for a land-grant university located in a state containing 365 million acres," Patty wrote. "Actually the requested addition of one million acres is very modest and is less than one percent of the land which the state will acquire."

The university president then blasted what he called the "trickle down theory" as completely counter to the theory behind land-grant institutions.

Obviously, some of the state income from land will trickle down to the university, but this violates the original concept of the Land-Grant Act which sought to provide a partial and separate form of income to supplement the work of the university, which cannot always be financed by annual appropriations.

The Board of Regents plan to use its land income as an endowment fund and to draw off only the income from this endowment. It would probably be 10 years hence before this endowment would yield an important income. Who knows, if we could build up an endowment of several million dollars the income would be vital in keeping the university alive, if lean years should come. At the present time, the endowment fund of the university, in the hands of the state treasurer, totals only \$15,300.

Patty scoffed at the idea that the university might end up with too much money if it received additional land. "This is beyond even the most remote possibility," he wrote. "The chances are many times better that you or I might win the Nenana Ice Classic." At that time, even the oil-rich University of Texas received only 39 percent of their budget from their endowment. "What a wonderful thing it would be for all Alaska if a great oil bonanza should be developed on university land and we could accumulate an endowment of 50 million dollars and use the income from this in perpetuity."

In conclusion, Patty suggested to Egan that the legislation allow the University of Alaska to select up to one million acres over the next 20 years. He predicted it could be a decade or longer before the endowment grew to any significant size. "However, I would expect that our grandchildren would conclude that we had great foresight."

Initially, Patty believed in early 1960 he was making progress convincing Egan of the rightness of the university's cause. In a memorandum to the Board of Regents in late February, Patty noted: "When I talked to the Governor several weeks ago he told me that he had been reluctant to veto the Bill and even suggested that if we would wait two or three years he might be willing to change his mind."

But on his next visit with Egan, Patty found the governor's position against the million acre grant had hardened. "Governor has become most adamant against this," he informed the regents, "and indicated that if the Legislature again passed this Bill he would veto it. Several members of the Legislature are anxious and willing to promote the Bill, but I did not encourage them for there seems to be no chance to pass the measure over the Governor's veto." (Patty to Regents, 29 February 1960, Pres Papers 1963/64, Box 14, File 206)

Governor Egan's steadfast opposition to granting the university additional land doomed the effort on the state level. Nevertheless, bills to provide the UA additional land continued to find support in the legislature and were regularly introduced throughout the 1960s.

Patty's successor as UA President, Dr. William R. Wood, kept up the fight for a new land grant from either the state or the federal government, or both. According to Wood, state and federal authorities always agreed that the university should receive additional land and agreed that the other party should provide it.

CONTINUATION OF EFFORTS IN 1960s to Acquire Land Wood found the possibility of acquiring new land particularly appealing, because, for the first time in its history, the university finally started to earn a sizeable income from its land holdings in 1961 when it began selling oil leases on its Kenai Peninsula land. In its first 43 years, the university's cumulative income from land was only \$16,256.03. But with the start of oil leasing in FY 60/61, the UA earned \$604,470 in one year alone, or about 38 times what it had earned since 1917. No oil was ever struck on university land, however, and thereafter the amount netted from oil leasing steadily declined. (UA Permanent Fund Statement, 1917-1971, Pres Papers, 1971/72, Box "Higher Ed...", File, Land—July-Dec)

In April 1964, when Congress was grappling with relief efforts for the Good Friday Earthquake, President Wood wired Sen. Bartlett if it would be "presumptuous" to request amending the statehood act and give the university three million acres. "This could provide base for much-needed sustained support of the university now central to development of state's resources and nationally valuable as regional environmental research center." (Wood to Bartlett, 25 April 1964) Bartlett's administrative assistant Mary Lee Council dashed Wood's hopes. "Since any omnibus or other legislation will relate strictly to the disaster," she wrote, "I would doubt very much whether legislation of the kind you mention would be entertained." (Council to Wood, 28 April 1964, Pres Papers, 1963/64, Box 14, File 212)

PRESIDENT WOOD LOBBIES FOR NORTH SLOPE LAND

Continuing discussions with both state and federal officials, President Wood tried a new approach to acquire the three million acres he believed the university required for financial security. Wood proposed to Senator Bartlett that the university be given land from either "within the Arctic Wildlife Range, from Naval (Petroleum Reserve) No. 4, when and if the Reserve is eliminated or diminished in size, from the existing public domain, or from lands already acquired or to be acquired by the state." Before taking up Wood's suggestion with Secretary of Interior Stewart Udall, Bartlett conferred with Roscoe Bell, director of the state Division of Lands. "I am reminded that Governor Egan once vetoed a bill involving the university lands," Bartlett wrote, "but my memory on the subject is somewhat hazy..." (Bartlett to Bell, 14 May 1964)

Lands Director Bell informed Bartlett that the state would continue to oppose giving the university new lands from the public domain, simply because it would merely take away land from the State of Alaska. Already the Division of Lands faced a difficult challenge finding land that would in fact produce any revenue. "Any new authorizations for university land selection from open public domain would appear unacceptable," Bell wrote Bartlett, "because such would in effect, reduce other state land suitable for selection. (The acreage of land having apparent value seems far below the state's entitlement of 103,000,000 acres." Bell then reiterated Egan's long-standing objections. He wrote Senator Bartlett,

I am sure that you understand perfectly the state's past position in opposing a university land selection of several million acres of valuable land, which could result in a situation where the university has valuable lands producing more revenue than would be needed while other state functions were neglected because of lack of funds. (Bell to Bartlett, 27 May 1964)

However, there was one idea for giving the University of Alaska land to which Bell and Governor Egan responded enthusiastically: taking it from a pre-existing federal reserve, such as the nine million acre Arctic Wildlife Range (now known as the Arctic National Wildlife Refuge or ANWR) created in 1960.

Bell complained that though the Arctic Wildlife Range was supposed to be "subject to multiple use management," such a hope was unrealistic. The U.S. Fish and Wildlife Service, he charged, "is of necessity more or less beholden to conservationists, some of whom are radical and articulate single-use wilderness proponents (sic)." However, he speculated, "Perhaps revocation of the withdrawal could be accomplished if it were to permit a university selection for conservation and

management as a 'great Arctic Wildland Management Laboratory." Bell explained his proposal in some detail, by which the Arctic Wildlife Range would be supplanted by a university laboratory.

The University and its motives in management could not be questioned. The University likewise has the potential for tapping foundation monies as well as entering into cooperative agreements with federal agencies under which it might be possible to develop a program of Arctic Wildlife Research and Resource Management without unbearable cost to the state of Alaska. As 'university land,' the land would be under the full management control of the university. At the same time, multiple-use management and revenue production would be a possibility without violation of the primary purpose of the 'laboratory.' Because it appears that the state would have little probability getting the land restored to the public domain to permit normal selection and management procedures, and since the land does offer some possibility of producing revenue ultimately to help support the university, such a program might possibly be supportable by the state. Enabling state legislation would be required to authorize such a university selection of several million acres. To be acceptable, such a selection would probably be limited to lands made available by revocation of the Arctic wildlife refuge. (Bell to Bartlett, 27 May 1964)

Governor Egan supported Bell's proposal that the Arctic Wildlife Range be replaced in whole or in part by a University of Alaska Management Laboratory. Thus, the state of Alaska had no objection to the University of Alaska receiving millions of acres of additional land, if it came from a federal reserve closed to exploration and development, that would otherwise be unavailable for general state selection. There is no evidence in the record, however, that federal authorities ever showed any support for the plan.

AFTER THE LAND FREEZE

With the defeat of Governor Bill Egan by Walter Hickel in the 1966 election, Hickel promised a new era of Alaskan economic development. Yet the land freeze instituted by Secretary of Interior Udall in December 1966 virtually brought state land selections to a dead stop and extinguished the fading hope that the University of Alaska might be able to receive an additional land grant in the foreseeable future. Legally and politically the Alaska land picture grew more complex year-by-year. Within the next 15 years the open public domain in Alaska would essentially vanish, as the entire state was parceled off among development interests, environmental interests, and Native groups, with settlement of the Native Land Claims issue in 1971, construction of the Trans-Alaska Pipeline from 1974-1977, and passage of the Alaska National Interest Lands Conservation Act in 1980.

Now that Alaska's land issues have been somewhat resolved, university supporters have again proposed that additional lands be granted to the University of Alaska from either the state or the federal government, or both, to resolve the financial issue which continues to haunt the land-grant college without the land.



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Revenue Categories	FY07 Actual	FY08 Actual	FY09 Actual	FY10 Actual	FY11 Actual	FY12 Actual	FY13 Actual	FY14 Actual	FY15 Actual	FY16 Actual	AVG FY12-FY16	AVG FY07-FY16	FY17 Target	FY17 YTD Actual	% of Target(s)
Land Offerings	4,093,433	6,461,995	8,328,695	1,758,668	1,473,212	995,980	18,202,654	3,871,516	1,909,095	1,808,873	5,357,624	4,890,412	4,321,000	974,297	23%
2. Leases: Bragaw Office Center								2,901,272	2,321,001	2,073,124	2,431,799	2,431,799	2,038,300	687,499	34%
3. Leases: Land/Commercial/Residential	1,766,887	1,828,709	1,576,621	1,396,832	1,362,832	1,418,674	1,491,582	1,353,245	1,395,610	1,239,431	1,379,708	1,483,042	1,196,566	1,011,281	85%
4. Permits & Fees	61,870	20,450	18,670	22,674	15,010	48,735	90,747	80,463	235,703	263,273	143,784	85,760	232,940	144,991	62%
5. Timber Sales	-	-	-	-	-	-	-	-	867,660	31,765	179,885	89,942	2,177,090	692,554	32%
6. Mineral Leases/Royalties	18,200	20,700	28,200	33,200	3,200	3,200	3,200	3,200	3,200	3,200	3,200	11,950	3,200	-	0%
7. Oil & Gas Leases/Royalties	1,984	133,387	273,950	130,574	112,441	93,356	71,723	44,864	72,240	53,062	67,049	98,758	51,000	26,910	53%
8. Material Sales	47,796	42,863	58,518	101,363	263,913	344,879	165,931	98,905	509,796	133,442	250,591	176,740	127,000	274,970	217%
9. Easements/Rights of Way	2,500	5,625	874,887	50,107	900	2,200	81,817	1,280	621,200	276,085	196,516	191,660	-	-	
10. Miscellaneous	61,150	6,495	325,223	7,926	21,757	28,848	7,175	30,674	125	50,001	23,364	53,937	5,000	125	3%
11. Land Contract Interest	558,651	406,737	410,998	377,396	333,185	291,914	270,048	216,299	202,789	172,955	230,801	324,097	175,000	74,698	43%
	6,612,471	8,926,960	11,895,763	3,878,740	3,586,450	3,227,787	20,384,877	8,601,717	8,138,419	6,105,210	9,291,602	8,135,839	10,327,096	3,887,325	38%
Expense	FY07 Actual	FY08 Actual	FY09 Actual	FY10 Actual	FY11 Actual	FY12 Actual	FY13 Actual	FY14 Actual	FY15 Actual	FY16 Actual	AVG - FY12-FY16	AVG FY07-FY16	FY17 Target	FY17 Actual, as of 12/14/16	% of Target(s)
Bragaw Office Center Expenses								2,227,587	1,899,866	1,948,250	2,025,235	2,025,235	2,796,500.00	873,964.85	31%
All Expenses, excluding the BOC	1,790,833	2,525,402	1,706,787	1,314,583	1,381,854	914,512	834,914	909,623	1,042,530	852,359	910,788	1,327,340	1,129,600.00	502,867.79	45%
Staff Labor, including Staff Benefits	941,772	1,060,365	1,267,578	1,131,469	1,122,163	1,231,926	1,791,790	1,793,243	1,634,550	1,389,671	1,568,236	1,336,453	1,715,000.00	675,271.54	39%
	2,732,605	3,585,767	2,974,365	2,446,052	2,504,017	2,146,437	2,626,705	4,930,453	4,576,947	4,190,280	4,504,258	4,689,027	5,641,100	2,052,104	36%

UA Facilities and Land Management FY16 ANNUAL REPORT Gross Receipts and Trust Fund Summary - Past 5 Yrs

		RF	EC	EIPTS						
		<u>FY12</u>		<u>FY13</u>		<u>FY14</u>		<u>FY15</u>		<u>FY16</u>
UNIVERSITY TRUST LAND										
Land Sales	\$	736,541	\$	1,447,818	\$	588,971	\$	1,877,868	\$	1,568,653
Leases: Land/Commercial/Residential		186,934		208,384		106,681		71,038		90,702
Permits & Fees		42,735		84,747		57,783		100,981		112,043
Timber Sales		-		-		-		867,660		31,765
Mineral Leases/Royalties		3,200		3,200		3,200		3,200		3,200
Oil & Gas Leases/Royalties		93,356		71,723		44,864		72,240		53,062
Material Sales		294,776		152,313		80,000		509,796		133,442
Easements/Rights of Way		2,200		81,817		1,280		621,200		276,085
Miscellaneous		13,252		5,655		26,490		125		50,001
	\$		\$	2,055,657	\$	909,268	\$	4,124,108	\$	
OTHER UNIVERSITY LAND				4		, <u> </u>				· · ·
Land Sales	\$	1,978	\$	16,602,188	\$	3,248,632	\$	-	\$	163,630
Leases: Land/Commercial/Residential		1,231,739		1,283,198		4,147,836		3,645,573		3,221,853
Permits & Fees		6,000		6,000		22,680		134,722		151,230
Timber Sales		-		-		, -		-		, -
Mineral Leases/Royalties		-		_		_		-		_
Oil & Gas Leases/Royalties		-		_		_		-		-
Material Sales		50,103		13,619		18,905		_		_
Easements/Rights of Way		_		_		_		_		_
Miscellaneous		15,596		200		229		_		_
	\$	1,305,415	\$	17,905,204	\$	7,438,282	\$	3,780,295	\$	3,536,714
FOUNDATION LAND		,,	<u> </u>	. , ,		.,, -		- , ,		- , ,-
Land Sales	\$	257,461	\$	152,648	\$	33,914	\$	31,226	\$	76,590
Leases: Land/Commercial/Residential		-		, -		, -		_		, -
Permits & Fees		_		_		_		_		_
Timber Sales		_		_		_		_		_
Mineral Leases/Royalties		_		_		_		_		_
Oil & Gas Leases/Royalties		_		_		_		_		_
Material Sales		_		_		_		_		_
Easements/Rights of Way		_		_		_		_		_
Miscellaneous		_		1,320		3,955		_		_
1viiseenaneous	\$	257,461	\$	153,968	\$	37,869	\$	31,226	\$	76,590
OTHER RECEIPTS	Ψ	237,701	Ψ	155,700	Ψ	37,007	Ψ	31,220	Ψ	70,370
Land Contract Interest	\$	291,864	\$	270,048	\$	216,299	\$	202,789	\$	172,955
Land Contract interest	Ψ	271,004	Ψ	270,048	Ψ	210,277	Ψ	202,767	Ψ	172,733
						2 (2) = (=)		0.450.440		
TOTAL RECEIPTS	\$	3,227,736	\$	20,384,877	\$	8,601,717	\$	8,138,419	\$	6,105,210
LA	ND	GRANT EN	DO	WMENT TR	RUS	ST FUND				
ASSET TYPE		<u>FY12</u>		<u>FY13</u>		<u>FY14</u>		<u>FY15</u>		<u>FY16</u>
Accounts Receivable ¹	\$	3,043,479	\$	2,590,337	\$	2,182,067	\$	1,809,881	\$	1,891,934
Cash & Investments		105,302,752		114,050,989		123,548,961		117,368,874		105,668,650
Real Property ²		31,669,233		30,070,519		30,052,437		30,048,077		30,319,842
Security Deposits ³		(383,108)		-		, ,		(10,100)		, ,
NET ASSETS	\$	139,632,356	\$	146,711,844	\$	155,783,465	\$	149,216,731	\$	137,880,425
PERCENT CHANGE		-3.24%	Ψ	5.07%	Ψ	6.18%	Ψ	-4.22%	Ψ	-7.60%
I ERCENT CHANGE		-J.24 /0		5.07 /0		0.10 /0		- 		-7.00 /0

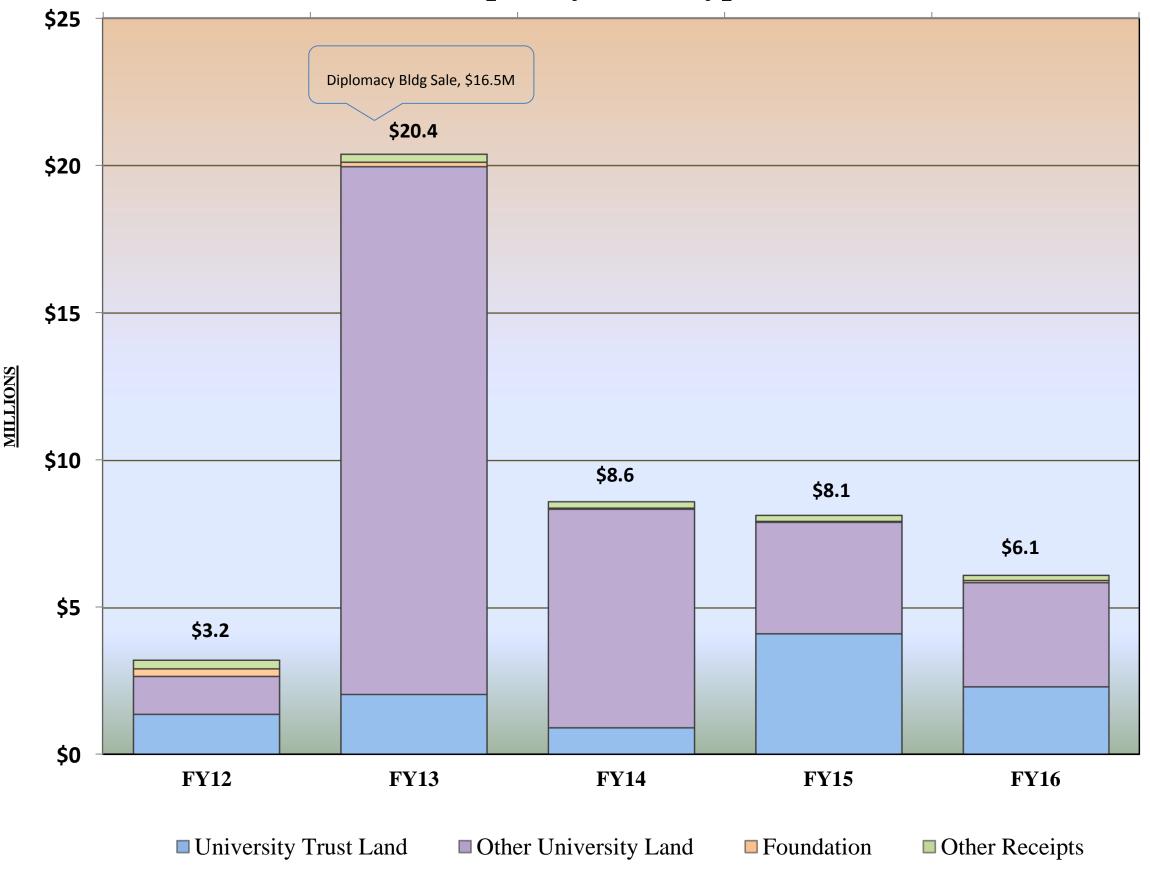
¹ Principal balance due on land sale contracts, deeds of trust, judgments and defaults.

² Real estate with a known basis was booked in 1993 at its acquisition value. Approximately 90,000 acres are held by the University at \$0 basis because fair market value at the time of transfer was not determined.

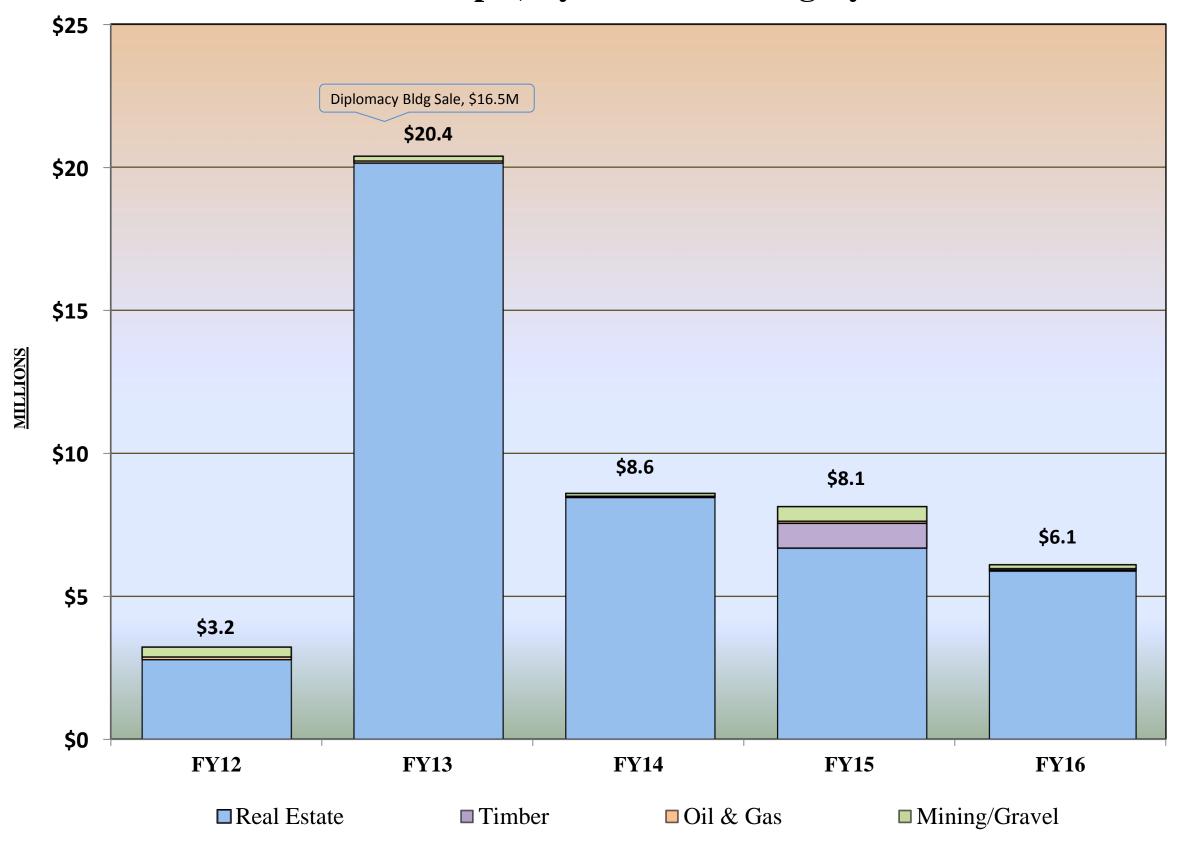
³ Deposits held by the University on pending land sale closings.

⁴ FY13 Sale of the Diplomacy Building (\$16.5M).

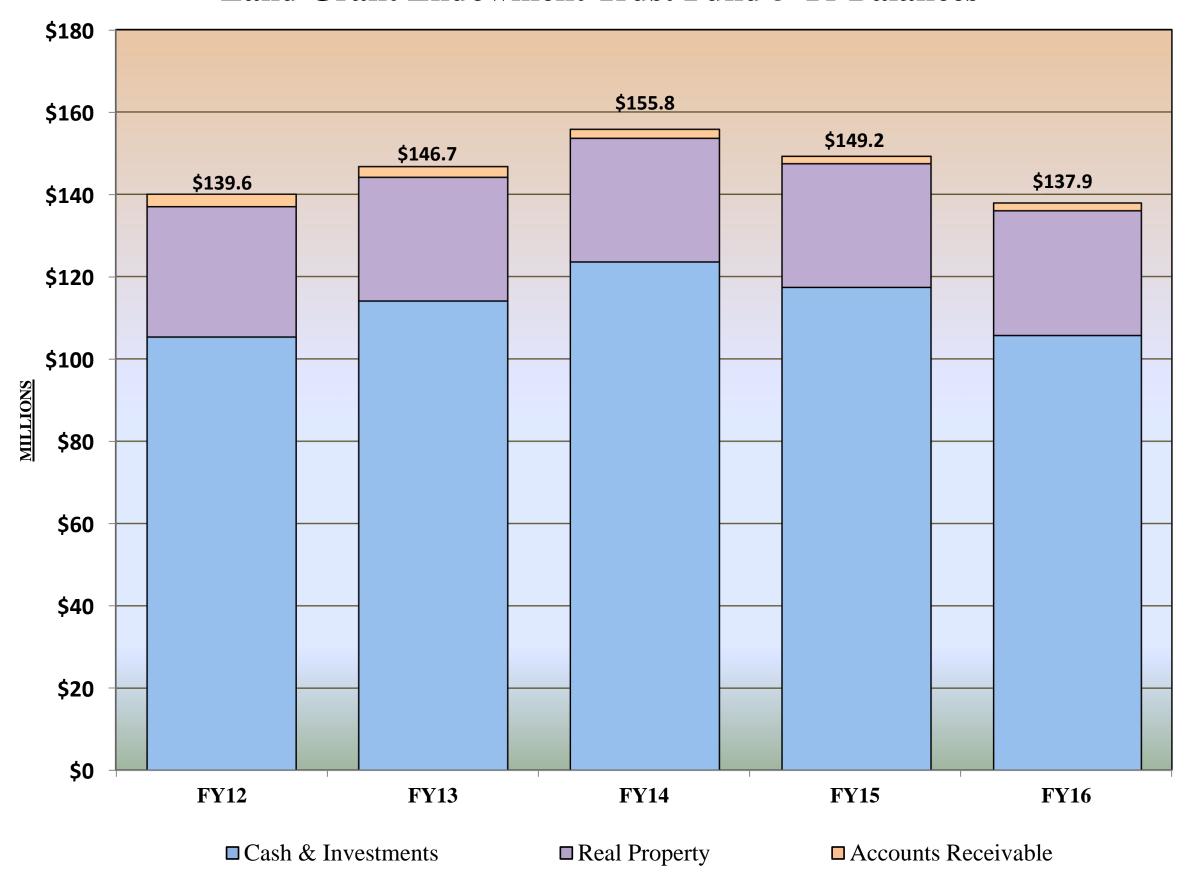
Annual Gross Receipts, By Land Type - Past 5 Yrs



Annual Gross Receipts, By Resource Category - Past 5 Yrs



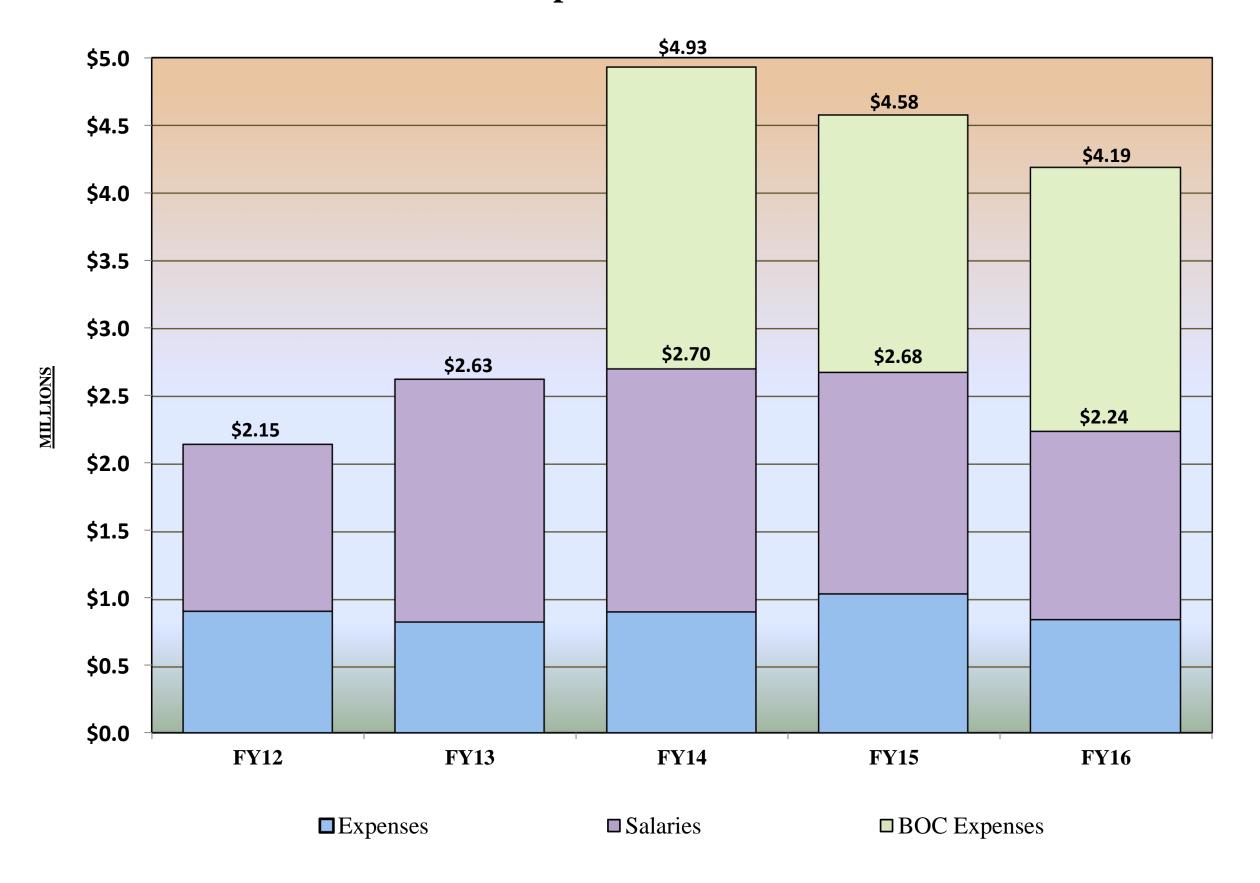
Land Grant Endowment Trust Fund 5-Yr Balances



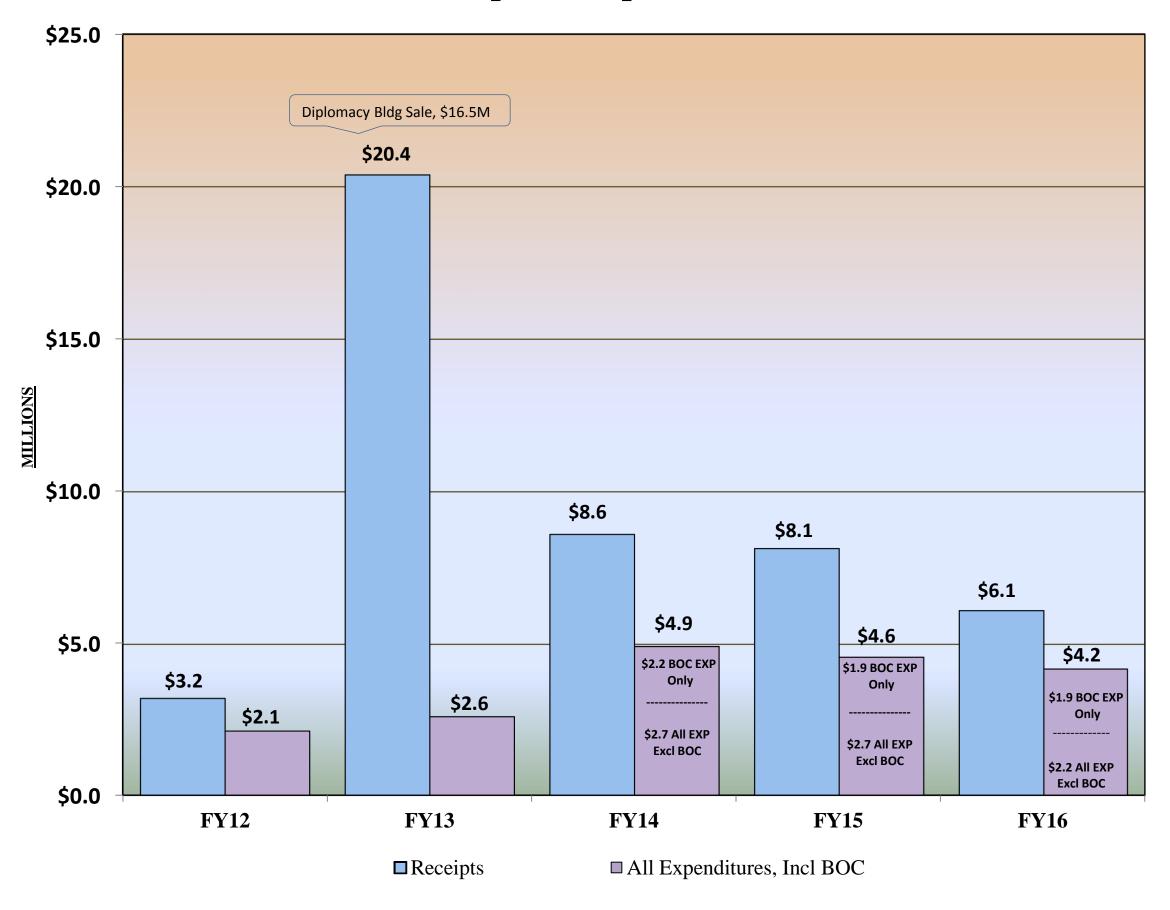
UA Facilities and Land Management ANNUAL EXPENDITURES - Past 5 Yrs

	EXPENDITURES														
	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	<u>FY16</u>										
Bragaw Office Complex Expenses			2,227,587	1,899,866	1,948,250										
All Expenses, excluding the BOC	914,512	834,914	909,623	1,042,530	852,359										
Salaries (including staff benefits)	1,231,926	1,791,790	1,793,243	1,634,550	1,389,671										
TOTAL EXPENDITURES	\$2,146,437	\$2,626,705	\$4,930,453	\$4,576,947	\$4,190,280										

Annual Gross Expenditures - Past 5 Yrs



Annual Gross Receipts & Expenditures - Past 5 Yrs



UA Facilities and Land Management HISTORICAL GROSS RECEIPTS SUMMARY FY87 - FY16

		FY87		FY88		FY89		FY90		FY91		FY92		FY93		FY94		FY95		FY96
UNIVERSITY TRUST LAND																				
Land Sales	\$	217,036	\$	274,648	\$	1,081,502	\$	995,377	\$	846,062	\$	1,132,632	\$	1,592,480	\$	1,691,509	\$	1,218,409	\$	825,976
Leases: Land/Commercial/Residential	Ψ	46,044	Ψ	44,492	Ψ	135,379	Ψ	55,519	Ψ	45,172	Ψ	106,825	Ψ	83,137	Ψ	72,572	Ψ	65,899	Ψ	57,816
Permits & Fees				715		3,500		4,675		3,600		8,345		15,665		26,728		26,858		788
Timber Sales		30,297		44,268		8,939		1,093,062		896,253		971,251		2,084,944		6,813,647		3,278,271		125,813
Mineral Leases/Royalties		11,737		5,462		16,800		7,954		070,233		771,231		2,004,744		-		5,270,271		123,013
Oil & Gas Leases/Royalties		11,/3/		6,000		10,000		7,754		_		139,836		5,465		7,286		9,107		160,010
Material Sales		8,000		36		14,056		(435)		2,000		4,042		54,298		12,866		12,300		16,199
Easements/Rights of Way		0,000		30		350		1,700		350		410		6,402		200		2,300		5,316
Miscellaneous		122,682				330		1,700		330		410		4,000		500		5,014		(20)
Total Trust Land Receipts	\$	435,796	\$	375,621	\$	1,260,526	\$	2,157,852	\$	1,793,437	\$	2,363,341	\$	3,846,391	\$	8,625,308	\$	4,618,158	\$	1,191,898
OTHER UNIVERSITY LAND	Ψ	433,170	Ψ	373,021	Ψ	1,200,520	Ψ	2,137,032	Ψ	1,775,457	Ψ	2,303,341	Ψ	3,040,371	Ψ	0,023,500	Ψ	4,010,150	Ψ	1,171,070
Land Sales	\$	_	\$	_	\$	<u>-</u>	\$	_	\$	_	\$	1,032,128	\$	35,000	\$	803,107	\$	508,044	\$	603,187
Leases: Land/Commercial/Residential	Ψ	31,128	Ψ	22,037	Ψ	9,969	Ψ	_	Ψ	5,000	Ψ	5,000	Ψ	5,000	Ψ	95,791	Ψ	626,301	Ψ	1,255,097
Permits & Fees		-		354		3,903		9,812		9,894		7,734		7,875		306,268		7,700		3,362
Timber Sales		_		-		-		-,012		-		7,73		-,075		-		- 1		3,302
Mineral Leases/Royalties		_		_		_		_		_		_		_		_		_		
Oil & Gas Leases/Royalties		_		_		_		_		_		_		_		_		_		
Material Sales		8,166		47,585		14,539		36,721		57,247		24,530		37,278		43,297		36,075		21,323
Easements/Rights of Way		-		-		- 1,557		-		-		2 1,550		-		- 1		-		1,300
Miscellaneous		6,101		283,550		61,640		_		_		120		9,000		_		_		-
Total Other UA Land Receipts	\$	45,395	\$	353,526	\$	90,051	\$	46,533	\$	72,141	\$	1,069,512	\$	94,153	\$	1,248,463	\$	1,178,120	\$	1,884,269
FOUNDATION LAND	<u> </u>	10,02	<u> </u>	000,020	4	> 0,002	4	10,000	4	, _,	4	2,000,022	4	> 1,200	Ψ.	_,_ 10, 100	<u> </u>	2,270,220	Ψ	2,001,202
Land Sales	\$	159,667	\$	131,543	\$	153,525	\$	303,608	\$	250,224	\$	5,159	\$	158,886	\$	420,516	\$	28,013	\$	56,254
Leases: Land/Commercial/Residential		, -		, -	·	_	·	_		_		-		_		-		-	·	_
Permits & Fees		_		_		_		-		_		_		_		-		-		-
Timber Sales		_		_		_		-		_		_		_		-		-		-
Mineral Leases/Royalties		_		-		_		_		_		_		_		-		-		-
Oil & Gas Leases/Royalties		_		_		_		-		_		_		_		-		-		-
Material Sales		_		_		_		-		_		_		_		-		-		-
Easements/Rights of Way		_		-		_		_		_		_		_		-		-		-
Miscellaneous		2,784		3,800		_		_		_		_		_		-		-		8,081
Total Foundation Land Receipts	\$	162,451	\$	135,343	\$	153,525	\$	303,608	\$	250,224	\$	5,159	\$	158,886	\$	420,516	\$	28,013	\$	64,335
OTHER RECEIPTS		,				/						,				,		, ,		
Land Contract Interest	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-
Total Other Receipts	\$	_	\$	-	\$	_	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-
TOTAL RECEIPTS	\$	643,642	\$	864,490	\$	1,504,102	\$	2,507,993	\$	2,115,802	\$	3,438,012	\$	4,099,430	\$	10,294,287	\$	5,824,291	\$	3,140,502

UA Facilities and Land Management HISTORICAL GROSS RECEIPTS SUMMARY FY87 - FY16

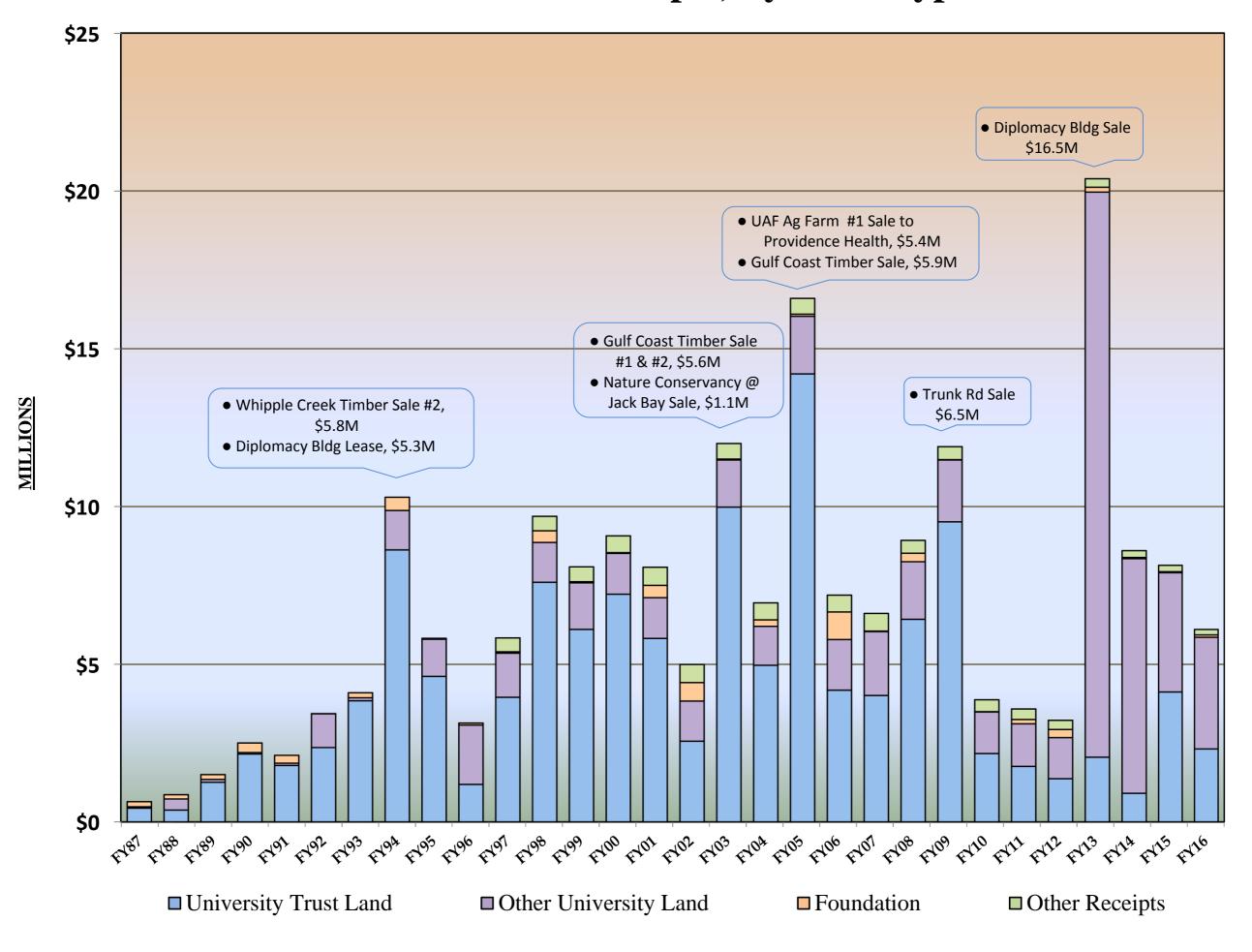
	EX.05	EX.00	EX 700	EVIOO	TV/04	TIVOO		EXIO	ET 70.4		TY 70 F	EW/O
	<u>FY97</u>	<u>FY98</u>	<u>FY99</u>	<u>FY00</u>	<u>FY01</u>	<u>FY02</u>		<u>FY03</u>	<u>FY04</u>		<u>FY05</u>	<u>FY06</u>
UNIVERSITY TRUST LAND												
Land Sales	\$ 1,470,954	\$ 1,828,124	\$ 2,425,264	\$ 2,626,794	\$ 3,490,751	\$ 2,027,368	\$	4,881,327	\$ 4,472,964	\$	8,471,158	\$ 3,966,816
Leases: Land/Commercial/Residential	74,945	103,353	100,500	110,898	105,765	222,078		189,430	224,407		210,960	189,660
Permits & Fees	3,790	8,302	8,247	4,883	9,921	6,760		13,530	9,020		5,220	13,320
Timber Sales	2,276,529	5,620,719	3,508,436	4,428,542	2,157,807	246,807		4,833,786	222,224		5,500,000	-
Mineral Leases/Royalties	75,300	-	34,051	-	-	_		22,400	3,200		3,200	3,200
Oil & Gas Leases/Royalties	10,575	6,674	15,364	9,471	46,739	56,220		38,506	38,727		7,305	4,024
Material Sales	29,352	2,219	9,500	1,650	-	1,900		-	-		250	4,000
Easements/Rights of Way	10,875	26,010	750	24,385	10,500	850		1,000	-		3,000	-
Miscellaneous	4,306	5,027	4,995	15,134	200	1,996		750	700		_	-
Total Trust Land Receipts	\$ 3,956,626	\$ 7,600,428	\$ 6,107,107	\$ 7,221,757	\$ 5,821,683	\$ 2,563,979	\$	9,980,729	\$ 4,971,242	\$	14,201,093	\$ 4,181,020
OTHER UNIVERSITY LAND												
Land Sales	\$ 542,428	\$ 105,565	\$ 313,590	\$ 121,743	\$ 10,061	\$ 41,967	\$	229,034	\$ 7,882	\$	6,809	\$ 7,030
Leases: Land/Commercial/Residential	840,856	1,128,181	1,068,259	1,151,933	1,265,684	1,194,191		1,237,020	1,188,282		1,491,686	1,511,096
Permits & Fees	2,900	3,075	500	850	350	3,100		3,910	-		18,300	39,000
Timber Sales	-	-	-	-	-	-		-	-		_	-
Mineral Leases/Royalties	-	-	-	-	-	-		-	-		_	-
Oil & Gas Leases/Royalties	-	-	-	-	-	-		-	-		_	-
Material Sales	11,612	21,616	10,942	14,643	14,643	33,174		22,842	35,753		295,675	28,168
Easements/Rights of Way	-	2,000	80,900	4,300	-	_		350	-		_	11,375
Miscellaneous	-	-	-	300	275	300		100	1,275		12,766	8,596
Total Other UA Land Receipts	\$ 1,397,796	\$ 1,260,437	\$ 1,474,191	\$ 1,293,769	\$ 1,291,013	\$ 1,272,732	\$	1,493,256	\$ 1,233,192	\$	1,825,236	\$ 1,605,265
FOUNDATION LAND			_									
Land Sales	\$ 44,084	\$ 359,445	\$ 30,991	\$ 23,092	\$ 390,467	\$ 585,201	\$	27,410	\$ 204,635	\$	67,809	\$ 873,284
Leases: Land/Commercial/Residential	-	-	-	-	-	-		-	-		_	-
Permits & Fees	-	-	-	-	_	-		-	-		_	-
Timber Sales	-	-	-	-	-	-		-	-		_	-
Mineral Leases/Royalties	-	-	-	-	-	-		-	-		-	_
Oil & Gas Leases/Royalties	-	-	-	-	-	-		-	-		-	_
Material Sales	-	-	-	-	-	-		-	-		-	-
Easements/Rights of Way	-	-	_	-	_	-		-	_		_	_
Miscellaneous	-	10,400	6,886	779	-	_		2,140	60		-	_
Total Foundation Land Receipts	\$ 44,084	\$ 369,845	\$ 37,877	\$ 23,871	\$ 390,467	\$ 585,201	\$	29,550	\$ 204,695	\$	67,809	\$ 873,284
OTHER RECEIPTS												
Land Contract Interest	\$ 439,740	\$ 459,037	\$ 469,756	\$ 531,415	\$ 573,587	\$ 573,636	\$	492,702	\$ 539,526	\$	500,543	\$ 533,258
Total Other Receipts	\$ 439,740	\$ 459,037	\$ 469,756	\$ 531,415	\$ 573,587	\$ 573,636	\$	492,702	\$ 539,526		500,543	\$ 533,258
TOTAL RECEIPTS	\$ 5,838,246	\$ 9,689,747	\$ 8,088,931	\$ 9,070,812	\$ 8,076,750	\$ 4,995,548	\$ 1	1,996,237	\$ 6,948,655	\$ 1	16,594,681	\$ 7,192,828

UA Facilities and Land Management HISTORICAL GROSS RECEIPTS SUMMARY FY87 - FY16

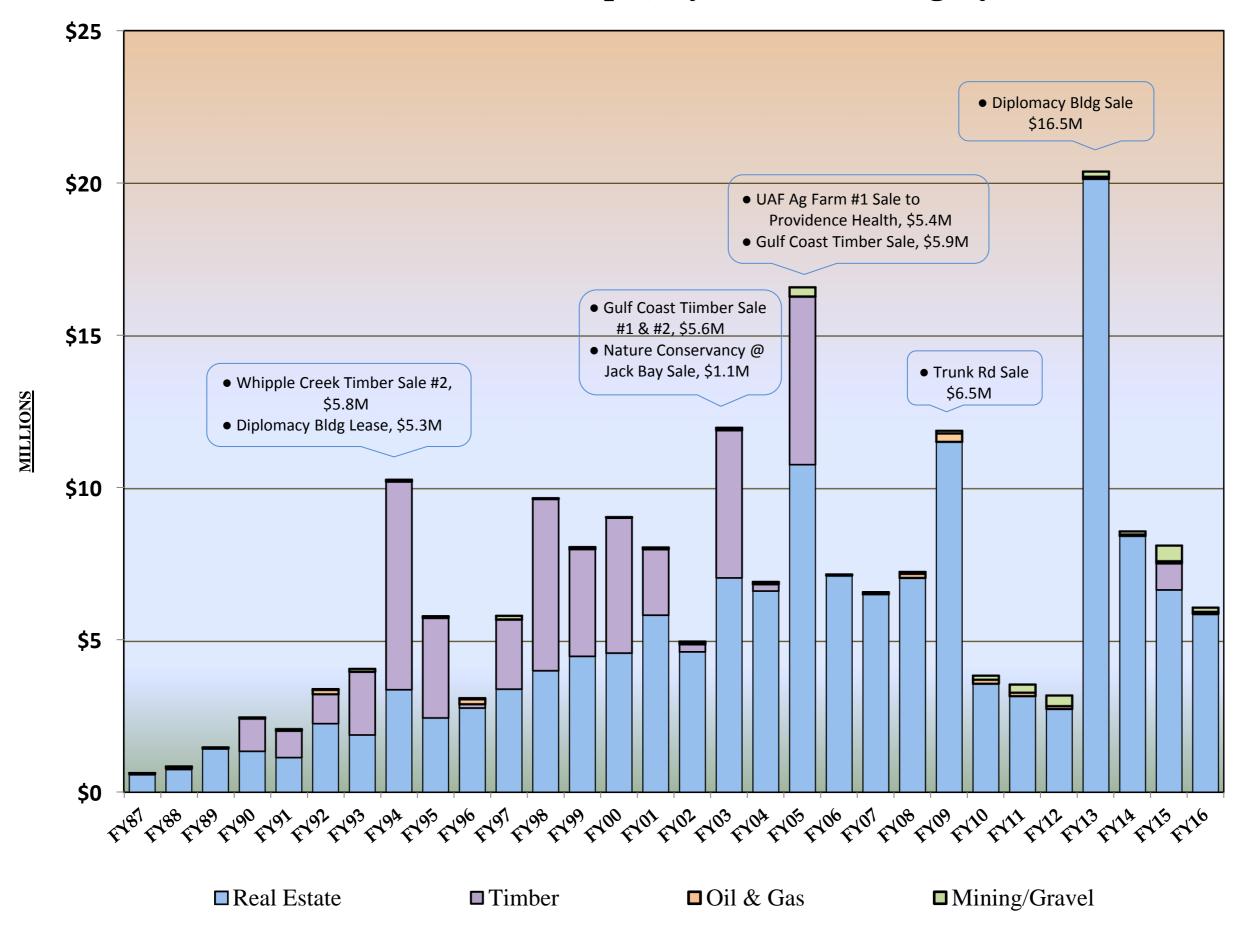
		FY07		FY08		<u>FY09</u>		FY10		FY11		FY12		<u>FY13</u>		FY14		<u>FY15</u>		FY16
UNIVERSITY TRUST LAND																				
Land Sales	\$	3,719,136	\$	6,081,245	\$	8,309,572	\$	1,732,029	\$	1,236,002	\$	736,541	\$	1,447,818	\$	588,971	\$	1,877,868	\$	1,568,653
Leases: Land/Commercial/Residential		196,846		181,597		180,154		153,791		184,985	·	186,934	•	208,384	·	106,681		71,038	·	90,702
Permits & Fees		13,870		5,100		5,620		15,674		9,010		42,735		84,747		57,783		100,981		112,043
Timber Sales		- ,		-		-		- ,		-		-		-		-		867,660		31,765
Mineral Leases/Royalties		18,200		20,700		28,200		33,200		3,200		3,200		3,200		3,200		3,200		3,200
Oil & Gas Leases/Royalties		1,984		133,387		273,950		130,574		112,441		93,356		71,723		44,864		72,240		53,062
Material Sales		1,911		· -		-		57,385		217,947		294,776		152,313		80,000		509,796		133,442
Easements/Rights of Way		2,500		4,916		717,412		50,107		900		2,200		81,817		1,280		621,200		276,085
Miscellaneous		58,250		-		-		-		-		13,252		5,655		26,490		125		50,001
Total Trust Land Receipts	\$	4,012,698		6,426,945	\$	9,514,908	\$	2,172,760	\$	1,764,485	\$	1,372,995	\$	2,055,657	\$	909,268	\$	4,124,108	\$	2,318,951
OTHER UNIVERSITY LAND																				
Land Sales	\$	357,856	\$	111,397	\$	9,276	\$	16,094	\$	100,279	\$	1,978		16,602,188	\$	3,248,632	\$	-	\$	163,630
Leases: Land/Commercial/Residential		1,570,041		1,647,112		1,396,467		1,243,041		1,177,846		1,231,739		1,283,198		4,147,836		3,645,573		3,221,853
Permits & Fees		48,000		15,350		13,050		7,000		6,000		6,000		6,000		22,680		134,722		151,230
Timber Sales		-		-		-		-		-		-		-		-		-		_
Mineral Leases/Royalties		-		-		-		-		-		-		-		-		-		-
Oil & Gas Leases/Royalties		-		-		-		-		-		-		-		-		-		-
Material Sales		45,885		42,863		58,518		43,977		45,966		50,103		13,619		18,905		-		-
Easements/Rights of Way		-		709		157,475		-		-		-		-		-		-		-
Miscellaneous		2,900		6,495		325,223		7,926		21,757		15,596		200		229		-		-
Total Other UA Land Receipts	\$	2,024,682	\$	1,823,925	\$	1,960,009	\$	1,318,038	\$	1,351,848	\$	1,305,415	\$	17,905,204	\$	7,438,282	\$	3,780,295	\$	3,536,714
FOUNDATION LAND						_														
Land Sales	\$	16,440	\$	269,353	\$	9,847	\$	10,546	\$	136,931	\$	257,461	\$	152,648	\$	33,914	\$	31,226	\$	76,590
Leases: Land/Commercial/Residential		-		-		_		-		-		-		-		-		-		-
Permits & Fees		-		-		-		-		-		-		-		-		-		-
Timber Sales		-		-		-		-		-		-		-		-		-		-
Mineral Leases/Royalties		-		-		-		-		-		-		-		-		-		-
Oil & Gas Leases/Royalties		-		-		-		-		-		-		-		-		-		-
Material Sales		-		-		-		-		-		-		-		-		-		-
Easements/Rights of Way		-		-		-		-		-		-		-		-		-		-
Miscellaneous		-		-		-		-		-		-		1,320		3,955		-		-
Total Foundation Land Receipts	\$	16,440	\$	269,353	\$	9,847	\$	10,546	\$	136,931	\$	257,461	\$	153,968	\$	37,869	\$	31,226	\$	76,590
OTHER RECEIPTS																				
Land Contract Interest	\$	558,651	_	406,737		410,998		377,396		333,185		291,864		270,048		216,299		202,789		172,955
Total Other Receipts	\$	558,651	\$	406,737	\$	410,998	\$	377,396	\$	333,185	\$	291,864	\$	270,048	\$	216,299	\$	202,789	\$	172,955
TOTAL RECEIPTS	\$	6,612,471	\$	8,926,960	\$	11,895,762	\$	3,878,740	\$	3,586,449	\$	3,227,736	\$ 2	20,384,877	\$	8,601,717	\$	8,138,419	\$	6,105,210
	4	-,, ., .	Ψ	2,2 20,2 00	4		_	, ,		, ,							*	5,250,125	7	-,,
							T	OTAL RI	EC	EIPTS: F	Y8	37-FY16		\$204,2	83,3	327				

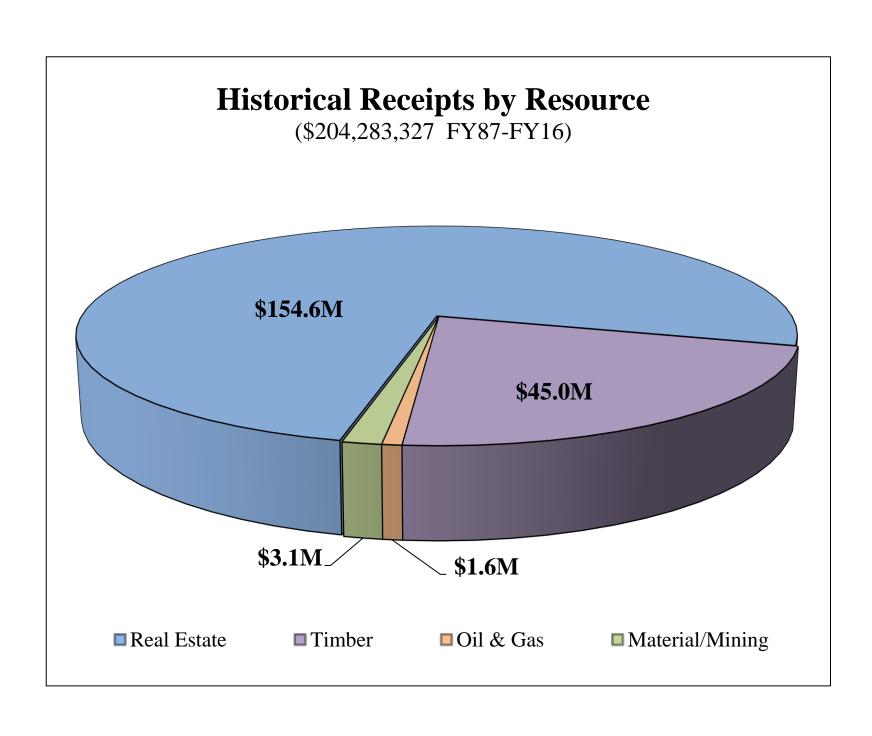
Last 5 Yr. Average \$ 9,291,591.71 Last 10 Yr. Average \$ 8,135,834.12 Last 15 Yr. Average \$ 8,605,752.66 Last 20 Yr. Average \$ 8,492,538.80

Historical Gross Receipts, By Land Type



Historical Gross Receipts, By Resource Category

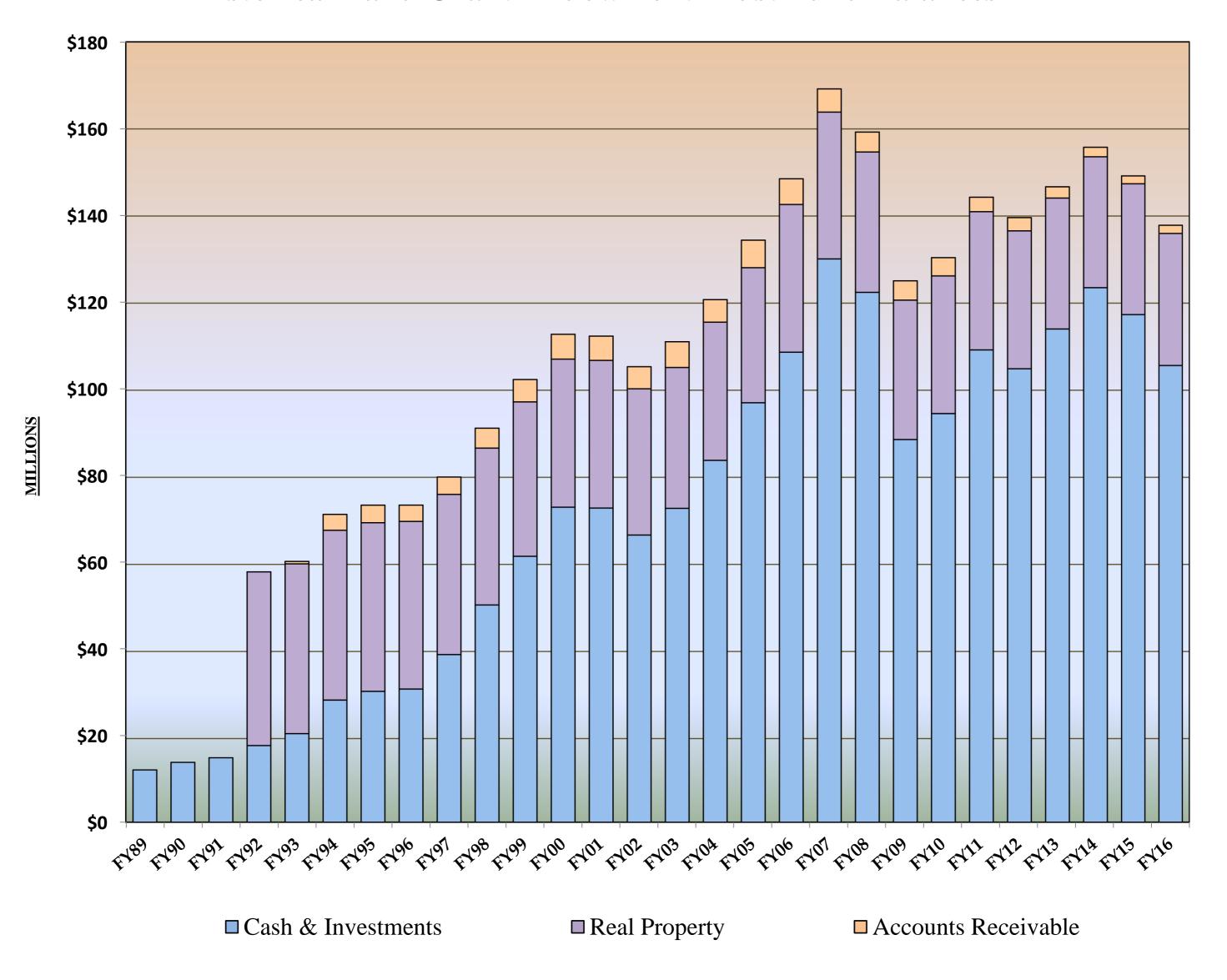


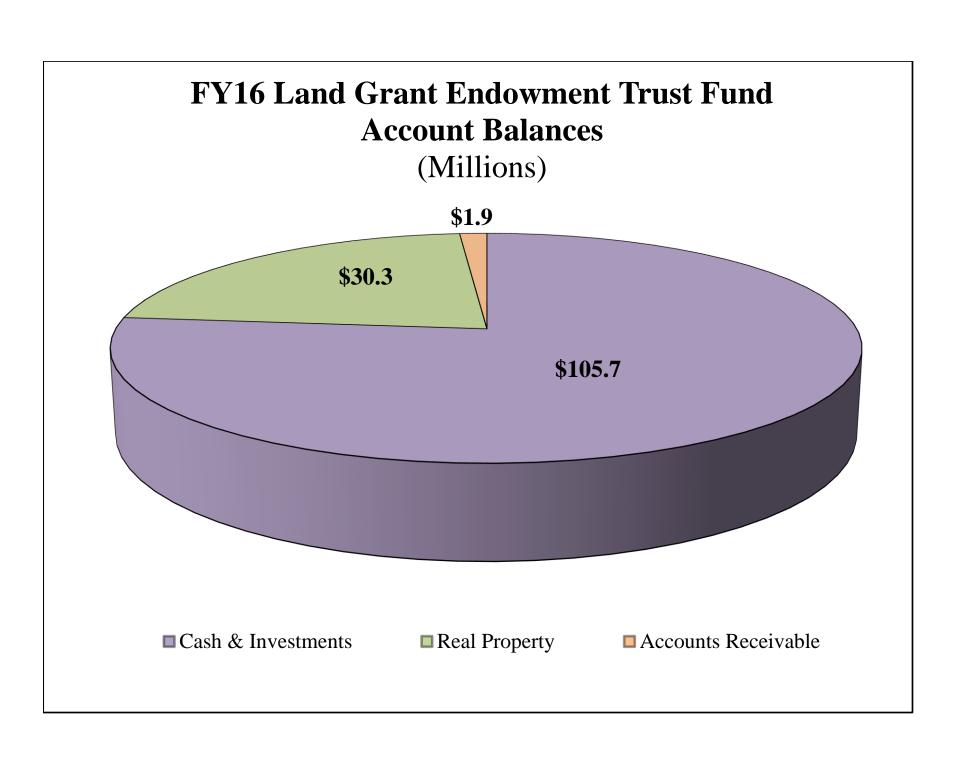


UA Facilities and Land Management LAND GRANT ENDOWMENT TRUST FUND HISTORICAL BALANCES SUMMARY FY89 - FY16

ASSET TYPE	<u>FY89</u>	<u>FY90</u>	<u>FY91</u>	<u>FY92</u>	<u>FY93</u>	<u>FY94</u>	<u>FY95</u>	<u>FY96</u>	<u>FY97</u>	<u>FY98</u>	<u>FY99</u>
Accounts Receivable	\$ -	\$ -	\$ -	\$ -	\$ 564,651	\$ 3,654,310	\$ 4,027,082	\$ 3,755,850	\$ 3,985,569	\$ 4,572,433	\$ 5,131,543
Cash & Investments	12,642,960	14,463,635	15,585,784	18,393,392	21,127,652	28,839,953	32,649,417	31,393,371	39,328,244	50,729,799	61,873,464
Real Property	-	-	-	39,893,806	38,994,642	38,989,104	38,724,152	38,494,848	36,788,373	36,015,251	35,464,635
Security Deposits	-	-	-	-	-	-	(1,800,000)	(24,150)	(38,841)	(40,890)	(19,274)
NET ASSETS	\$ 12,642,960	\$ 14,463,635	\$ 15,585,784	\$ 58,287,198	\$ 60,686,945	\$ 71,483,367	\$ 73,600,651	\$ 73,619,919	\$ 80,063,345	\$ 91,276,593	\$ 102,450,368
PERCENT CHANGE		14.40%	7.76%	273.98%	4.12%	17.79%	2.96%	0.03%	8.75%	14.01%	12.24%
ASSET TYPE	<u>FY00</u>	<u>FY01</u>	<u>FY02</u>	<u>FY03</u>	<u>FY04</u>	<u>FY05</u>	<u>FY06</u>	<u>FY07</u>	<u>FY08</u>	<u>FY09</u>	<u>FY10</u>
Accounts Receivable	\$ 5,707,106	\$ 5,576,691	\$ 5,067,698	\$ 5,920,322	\$ 5,172,517	\$ 6,316,809	\$ 5,903,733	\$ 5,318,078	\$ 4,580,213	\$ 4,432,591	\$ 4,199,117
Cash & Investments	73,161,890	78,476,481	72,479,125	77,698,716	88,603,297	101,623,795	113,483,711	130,538,412	126,353,463	89,323,412	95,221,419
Real Property	33,995,559	33,915,263	33,578,039	32,348,372	31,739,037	31,017,913	33,917,297	33,718,256	32,220,678	32,011,783	31,611,785
Security Deposits	(25,079)	(5,544,122)	(5,732,346)	(4,830,550)	(4,713,691)	(4,505,465)	(4,757,400)	(389,823)	(3,872,812)	(650,907)	(589,292)
NET ASSETS	\$ 112,839,476	\$ 112,424,313	\$ 105,392,516	\$ 111,136,860	\$ 120,801,160	\$ 134,453,052	\$ 148,547,341	\$ 169,184,923	\$ 159,281,543	\$ 125,116,878	\$ 130,443,028
PERCENT CHANGE	10 14%	-0.37%	-6.25%	5.45%	8.70%	11.30%	10.48%	13.89%	-5.85%	-21.45%	4.26%
ASSET TYPE	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>	<u>FY20</u>	<u>FY21</u>
Accounts Receivable	\$ 3,322,554	\$ 3,043,479	\$ 2,590,337	\$ 2,182,067	\$ 1,809,881	\$ 1,891,934					
Cash & Investments	109,848,703	105,302,752	114,050,989	123,548,961	117,368,874	105,668,650					
Real Property	31,743,427	31,669,233	30,070,519	30,052,437	30,048,077	30,319,842					
Security Deposits	(601,398)	(383,108)	-	-	(10,100)	-					
NET ASSETS	\$ 144,313,286	\$ 139,632,356	\$ 146,711,844	\$ 155,783,465	\$ 149,216,731	\$ 137,880,425					
PERCENT CHANGE	10.63%	-3.24%	5.07%	6.18%	-4.22%	-7.60%					

Historical Land Grant Endowment Trust Fund Balances





UA Facilities and Land Management HISTORICAL EXPENDITURES SUMMARY FY03 - FY16

	HISTORICAL EXPENDITURES SUMMARY														
	<u>FY03</u>	<u>FY04</u>	<u>FY05</u>	<u>FY06</u>	<u>FY07</u>	<u>FY08</u>	<u>FY09</u>	<u>FY10</u>							
BOC Expenses (Bragaw)															
All Exp, excl the BOC	1,885,684	1,633,149	1,696,506	1,799,036	1,790,833	2,525,402	1,706,787	1,314,583							
Salaries (incl staff benefits)	683,164	620,616	776,491	900,470	941,772	1,060,365	1,267,578	1,131,469							
TOTAL EXPENDITURES	\$2,568,849	\$2,253,765	\$2,472,998	\$2,699,505	\$2,732,605	\$3,585,767	\$2,974,365	\$2,446,052							
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	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	<u>FY16</u>									
BOC Expenses (Bragaw)				2,227,587	1,899,866	1,948,250									
All Exp, excl the BOC	1,361,854	914,512	834,914	909,623	1,042,530	852,359									
Salaries (incl staff benefits)	1,122,163	1,231,926	1,791,790	1,793,243	1,634,550	1,389,671									
TOTAL EXPENDITURES	\$2,484,017	\$2,146,437	\$2,626,705	\$4,930,453	\$4,576,947	\$4,190,280									