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January 9, 2012

Mr Steve Titus
Regional Director
DOT&PF
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Hello Steve,

Enjoyed our phone conversation in December. I finally did run Andy Zahare down but he couldn't remember the names of the Haul Road project engineers either. He suggested Steve Sisk who I am now trying to find.

The info you sent me about the Nome road was interesting and brought back some memories as I did a route study from Tofty to Council in 1957-58. The study was performed on USGS photos using a small 3D hand viewer which was high tech in those days. My chosen route was field reviewed with Troy Pewe and Florence Robinson geologists at UAF. The route selection was pretty simple and straight forward. I spent about a month doing it. Now years are being spent with several people and millions of dollars doing essentially the same thing. My how times have changed in 50+ years!

My study was not the first but the second. In 1942 after the Japs invaded the Aleutians the need for to get surface access to Alaska to prevent invasion from the north was apparent. The Alaska Highway was punched thru in 9 months as a pioneer road by the army and then upgraded by contractors to a low standard road. At the same time survey crews field located a route from Nenana to the Nome area for a rail extension of the Alaska Railroad (ARR). This was accomplished in 1942 or'43. B. D. Stewart who was the Alaska Road Commission (ARC) Chief of Operations when I came to work for them in1952 was on the survey crew and contributed first hand information to my study.

As I recall my route location and study records including the ARR survey data was transferred to the Fairbanks office many years ago.

I read an article in the Alaska Daily News recently that several million dollars was being set up to perform a study between Manley and Tanana. If this report was correct ( and one never knows about things you read in the ADN) it would appear to be a waste of money as a study was performed in 1959 -60 by Meissner Engineers.(Possibly Meisner) The study located a road from Tofty to near Tanana. The route was surveyed on the ground and soils data obtained. Meissner did a complete design and created plan and profile drawings with quantities and specs. The completed design was field reviewed on

the ground by reps of the State and Bureau of Public Roads (BPR), now the FHWA, and approved for construction. All of this material was transferred to Fairbanks from Juneau years ago and should be in your archives or storage unit. Since nothing much has changed between Tofty and Tanana in the last 50 years these documents should be valid. In effect this is a "shovel ready project" that we hear so much about from D.C. these days.

In addition the R/W for the project accrued via RS 2477 (now coded Sec. 932) as the production of plans and an on the ground survey with BPR (FHWA) approval constituted an act of acceptance as required in RS 2477. This all occurred prior to the Native Land Claims and President Carter's designation of most of Alaska as a National Park, Monument, Wilderness Area, Scenic River, etc. etc. The R/W is hence a prior existing right that is exempt from all these Federal actions. The US Court of Appeals for the District of Columbia Circuit established the requirements for "acceptance" when it decided the Alyeska Pipeline case on Feb. 9 1973 (479F. 2d 842)( portion attached.) The Court further found that an application to the BLM to acquire and use a R/W under RS 2477 (932) was not required. This was, and is, a major part of the Courts decision as no Federal action is involved and hence NEPA is not applicable. Just send BLM a map with a line on it to signify the approximate route location and start building.

I put this to the test in 1974 when the Interior Department's Federal Pipeline Officer, General Rollins, informed me that I had to have his approval and get a permit to build the Haul Road. I responded by authorizing Alyeska to proceed with construction and assigning state Project Engineers to each of the 8 construction sections. Rollins told me that I was disobeying his order. My reply was that I didn't happen to be in the Army and his order had no effect on my actions. He was furious but I was right and he knew it. We built the road with no federal permit or interference and you still enjoy the R/W. Chuck Champion who was the State Pipeline Coordinator also told Rollins that he couldn't interfere with other State activities which resulted from the Court's decision. Neither Chuck nor I were welcome in Rollins' Federal Pipeline Office after our initial go-around. (For a different purpose I'm trying to get the names of the 8 PE's hence my initial call to you. I can recall 4 of the 8 but the other 4 are lost in what's left in my ancient brain.)

As long as I'm in the mood and still somewhat literate (there is some disagreement on the latter) I'll give you a bit of history that might help you refocus on road building in Alaska.

The Alaska Road Commission (ARC) was an outgrowth of the Alaska Board of Road Commissioners which was created by Congress in 1905 (44 Stat. 616) within the Department of War. The purpose of this Board was to create surface transportation facilities in the Territory of Alaska to aid in the development of commercial activities. Basically at that point in time mining was the only commercial activity in the Territory. Funding was on a year to year basis at the whim of Congress. Initially the ARC located and marked trails primarily for travel by dog teams, pack horses, wagons and sleds in the winter. As automobiles entered the transportation picture in the teens some of the trails were widened a bit to accommodate autos. The Richardson and Steese Highways were

in the vanguard of this effort but trail marking and maintenance was still the bread and butter activity.

In 1932 the ARC was transferred from the Dept. of War to the Dept. of Interior. In the 1930's and 1940's roads to accommodate autos and trucks gradually replaced trails. Location was done on foot usually about a mile or so ahead of the lead cat skinner. Toilet paper (TP) was used to mark the route. Colored plastic flagging has now replaced TP but does not serve the dual purpose that TP did. I personally located roads with TP in the early 1950's and can attest to its suitability. In many instances the lead cat skinner was a better locater than the "engineer" hanging the TP. Sad but true. The Steese, Taylor, Sterling, and others roads were located in this manner and still serve today in the same basic location. Transit surveys (centerline only) became the vogue in the late 1940's and 1950's

In 1956 Congress passed the Highway Act of 1956 commonly referred to as the Interstate Act. As a part of this act Alaska's Highway function was transferred to the Bureau of Public Roads (BPR).This transfer included the entire ARC organization and physical plant. It was sort of funny in a way as the ARC had more personnel than the BPR did nation wide. As a part of the Congressional Act the Territory was made a participant in the Federal Aid ABC program.(not to be confused with the Interstate Program). Funds in the ABC program were apportioned to States on a formula basis based on several factors one of which was area. Alaska with it's large area would receive what Congress believed would be a disproportional share so it dictated that only one third of Alaska's area could be applied in the formula. For the first time Alaska would receive a yearly allotment of funds from Congress that were not tied to individual projects.

The first monies became available in 1957 and the BPR as the road building agent for Alaska at that time was the recipient and I was in charge of the Road Design Section. It was apparent that our staff was not sufficient to prepare designs for all the projects that could be built with the funds now available. We decided to engage consulting engineers to perform design functions. We selected projects that we felt would enhance commercial activity. The seven projects were:

| | |
|---|---|
| Willow Talkeetna | Tippetts Abbott McCarthy and Stratton (TAMS) |
| Fairbanks Eielson | Porter and O'Brien |
| Chena Hot Springs Rd. | Michael Baker |
| Tofty Tanana | Meisnner Engineers |
| Bearing River Road | Knerle (sp?) Graf Bender |
| Stikine River Road | " " |
| Sunshine Summit | TAMS |

All of these projects were surveyed and construction drawings completed but only 4 were ever built; Willow Talkeetna, Fairbanks Eielson, Chena Hot Springs, and Sunshine Summit (Parks Highway)

This explains the origin of the Tofty - Tanana design documents that should be in your archives somewhere.

As the new kids on the block we believed that inclusion in the ABC program required us to jump thru all the Federal bureaucratic hoops, hence the complete designs to state-side standards for the above listed 7 projects. We realized later that we could use federal funds for construction without formal designs and engaged in TP type projects when appropriate.

Your proposed Road to Nome begs to be punched thru quickly as a basic access road similar to how the Richardson, Glenn, Sterling, Steese, Denali, and other roads were built. Once you get even primitive access established if the need to upgrade results, the money, and political support will be there. If the need doesn't develop the TP road serves the purpose and you haven't wasted a whole bunch of money building to an unneeded high standard just because that's what they do in the south 48 which, unlike Alaska, passed the pioneer stage of transportation development in the 1920s and 30s.

To see the wisdom of this approach lets take a look at a couple of examples that personify this observation.

The Denali Highway was punched through as a TP and center line survey road in the 1953-1957 period. Its purpose was to create access to McKinley Park (now Denali Park) and to mining areas at Kantishna and Valdez Creek. As soon as it was open vehicle access to McKinley Park for the first time was possible and traffic exceeded what was expected and the demand for a higher standard road was created. The BPR and State responded and the road was upgraded for the first 20 miles. As soon as the Anchorage - Fairbanks highway was opened, traffic on the Denali dropped to a very low number and further upgrading ceased as there was no longer a need and the last 110 miles remain a TP road to this day and fills the need. If the Denali had been built to an initial high standard millions of dollars would have been spent to construct a road that serves traffic of less than 100 ADT for 4 months of the year. Five of us drove Model T's across the Denali a couple of years ago and we met only about 5 cars past Tangle Lakes on our way to Cantwell.

In 1990 there was a political pressure to get better vehicle access to Whittier and a grandiose scheme was hatched to use the ARR tunnel as a joint vehicle and rail facility. This scheme was based on WAG projected traffic volumes that defied logic. After it opened traffic volume increased a bit but has remained about constant since. Now the State is stuck with a deficit operating cost in the millions plus the ARR now endures higher operating costs. The area available for expansion in Whittier is very limited and since the weather is somewhat less than Palm Springs tremendous growth is not likely but if it should occur the ability of the joint use tunnel to handle increased traffic, both rail and auto, has a top limit with little if any room for upgrading.

In 1993 Governor Hickel requested me to take over DOT&PF which I did and I inherited The tunnel project which was under study. There were 3 options: convert the tunnel to

dual use, construct a road from Portage to Whittier, or upgrade the ARR piggy back system that had worked well since 1968. When the study was completed I took one look at it and realized the projected traffic was beyond the realm of reason and obviously based on a WAG. I directed John Horn, who was the Anchorage Regional Director, to get with Bob Hatfield, CEO of the ARR, and develop an upgrade of the piggy back system in lieu of the recommended tunnel conversion and if and when future traffic required, the road option was still available. Shortly thereafter I left DOT&PF and John being John reversed course went full speed ahead on the tunnel conversion which now consumes funds in a never ending drain that could be used in other areas.

If John had followed direction and upgraded the existing system, if and when upgrading was needed to handle increased use a better informed decision would have been possible as both the tunnel and road options would have been open. Now the State is locked into a losing tunnel operation for a long, long, long time. Ultimately the road option would provide the highest capacity, the must direct access, the least cost (both initial and operating), and the least risk from earthquake and fire.

My point is that extensive route studies based on guesses as to future development and traffic generation are seldom on target and sometimes cost more than just building a basic access to an undeveloped area under study. The best solution for a road to Nome is to put in a low cost access and improve it as future FACTS justify. Pick the cheapest and easiest route and build it just sufficient to pass a two wheel drive vehicle, like the Denali. When and if need develops upgrade the sucker. The Alaska Highway thru Canada is another good example of basic access construction that was located by the TP and center line survey method. As need developed, upgrades occurred and many line changes and other improvements were made which decreased the length about 50 miles and cut travel time by a couple of days.

If you look at a map of the Yukon and the Northwest territories as it existed 30 years ago and compare it to a present day map you will note literally hundreds of miles of new access roads have been constructed. Take a similar look at Alaskan maps for the same periods and you will see that none have been built. (See the MILEPOST) The inventory of studies included with the Nome data that you sent me contains 5 pages of studies performed by DOT&PF and others and not a one has been built. As Don McKinnon (1st Commissioner of the Dept. of Highways) once stated, "one study is as good as another, two of them aren't worth a damn, either you build them or you don't!"
Alaskans performs studies, Canadians build roads.

If you take a look at the map of Prince of Wales Island in SE Alaska ( pg. 19 & 24 of DeLORME"S ATLAS) of you will note literally hundreds of miles of low standard TP and center line survey type access roads that were constructed over the last 50 years at the direction of the US Forest Service of all people. This Island has by far the most comprehensive road system in all of Alaska.

Locking into a "final" route all the way to the None area is probably not a good idea because it will take a few years to build the entire route and something may occur that

begs for a different location in a certain area. Flexibility as construction advances has only up sides when building initial accesses into undeveloped areas. Instead of one big project set up a bunch of small ones.

As a rough suggestion start with Tofty to Tanana and Council to Haycock. After completion take a second step say Tanana to Kallards and Haycock to the sand dunes in the Gisasa River area, then Kallards to Galena and sand dunes to Galena. As you construct small segments something may occur that dictates a route change on a future segment and you will still be able to make a change. Also you will attract less stateside opposition from so-called environmental groups as getting monies to sue the State over a road from Tofty to Tanana will not be anywhere near as easy as raising the red flag on a road clear across Alaska to Nome.

One further observation:
The 2.3 Billion dollar estimated cost to build a road to the Nome area is obviously based on some very high standard (perhaps 4 lane?) far in excess of what is needed for the foreseeable future. The Haul Road (Dalton) between the Yukon River and Prudhoe is 360 miles long and cost approximately $125,000,000 or $350,000 per mile. It was constructed to the highest State Secondary Standards with bells and whistles. Construction was performed on a double shift basis 7 days a week. The proposed road between Tofty and Council is approximately 370 miles long and is estimated to cost $2.3 billion or $ 6,400,000 or more per mile. This is 18 times the actual cost of the Haul Road. My how times have changed in the last 40 years. Perhaps one of your subordinates is using the WAG system to arrive at cost estimates.

Steve, these are my observations concerning your proposed road to Nome based on my 60 years of road building in our great State. They are probably worth just what you are paying for them.

I recently wrote a commentary to accompany a large photo donation I made to Denali Park and I'm enclosing a few pages that may be of interest to you about the Denali and Parks Highways. If you would like I'll send you a copy of the entire commentary complete with exhibits of which there are a lot. It's really sort of interesting and captures a part of the early Alaska transportation development. Probably a unique document worth reading from an historical point of view.

Best Wishes,

Bruce Campbell

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# United States Court of Appeals

FOR THE DISTRICT OF COLUMBIA CIRCUIT

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Nos. 72-1796, 72-1797 & 72-1798

THE WILDERNESS SOCIETY,

ENVIRONMENTAL DEFENSE FUND, INC.,

FRIENDS OF THE EARTH

AND

DAVID ANDERSON,
CANADIAN WILD LIFE FEDERATION

AND

THE CORDOVA DISTRICT FISHERIES UNION, APPELLANTS

V.

ROGERS C. B. MORTON,
SECRETARY OF THE INTERIOR

EARL L. BUTZ,
SECRETARY OF AGRICULTURE

AND

an area where it is extremely doubtful that Congress, when passing certain legislation, was aware of, let alone intended, inconsistencies with prior legislation. Indeed, the history of Section 28 of the Mineral Leasing Act is a good example of the lack of organization and coordination in this area of our nation's statutory framework. As noted in Part I *supra*, when Congress passed the Mineral Leasing Act it thought the only prior law dealing with oil pipelines was an 1896 statute, now codified at 43 U.S.C. § 962 (1970), which granted rights-of-way for pipelines in Colorado and Wyoming. Congress was evidently unaware of a 1910 statute dealing with rights-of-way for pipelines through public lands in the State of Arkansas, *see* 43 U.S.C. § 966 (1970), an unawareness caused, no doubt, by the fact that in 1920 the first edition of the United States Code had not yet been prepared. However understandable this ignorance may be, it indicates that in this area of the law we should be especially hesitant to arrive at inferences with respect to congressional intent to have one statute supplant, modify or supersede another. Absent specific indication to the contrary, the only reasonable inference is that Congress intended all of its statutes to have effect, and it is this inference we follow in holding that nothing in Section 28 precludes resort to other specific statutory grants of rights-of-way, even in cases where the purposes for which said rights-of-way are to be used seem to fall within the purposes intended to be covered by Section 28.

B.

Having concluded that if the rights-of-way at issue qualify under the specific statutory provisions cited by appellees they will be valid notwithstanding Section 28 of the Mineral Leasing Act, we can now analyze whether in fact they so qualify.

1. *Highway from Yukon River to Prudhoe Bay.*

Appellants contend that the road to be built does not

43 U.S.C. 932 IS RECODIFICATION OF RS 2477



qualify as a "highway" under 43 U.S.C. § 932 (1970). They argue first that, even though Alaska has formally indicated its intention to construct a public highway along the right-of-way, its real "motive" is not benefit to the public but assistance to those constructing the pipeline, and that this motive takes the road outside Section 932. Second, they charge that the State in fact has no intention of making the road public, at least not until construction of the pipeline has been completed, pointing to the fact that the construction contract between Alaska and Alyeska gives Alyeska a preference over the public to use the road.

There is no question that the State, at least formally, has indicated its intention to construct a public highway along the right-of-way requested. The application from the State Department of Highways to the Bureau of Land Management specifically states that "[t]he primary purpose for which the right of way is to be used is a public highway." [59] In addition, in 1970 the legislature of the State passed a statute enabling the Department of Highways to contract with Alyeska for construction of the highway. In that statute "[t]he legislature finds and declares that there is an immediate need for a public highway from the Yukon River to the Arctic Ocean and that this public highway should be constructed by the State of Alaska at this time * * *." Alaska Stat. § 19.40.010(a). Ordinarily this expression of intent would constitute valid acceptance of the right-of-way granted in Section 932. That section acts as a present grant which takes effect as soon as it is accepted by the State.[60] *Tholl* v. *Koles*, 65 Kan. 802, ——, 70 P. 881.

THIS DECISION STATES THAT APPLICATION IS NOT REQUIRED

MY ROUTE STUDY IN 1958-59 CONSTITUTED ACCEPTANCE FOR HOME RD

NOTE

[59] Supplemental Documents, *supra* note 2, Tab E-2.

[60] Since the section acts as a present grant, it is normally not even necessary for the builder of the highway to apply for a right-of-way. *See* 43 C.F.R. § 2822.1-1 (1972): "No application should be filed under [43 U.S.C. § 932], as no action on the part of the Government is necessary." However,

VERY IMPORTANT

882, (1902); *cf. Railroad Co.* v. *Baldwin*, 103 U.S. 426, 429 (1880). All that is needed for acceptance is some "positive act on the part of the appropriate public authorities of the state, clearly manifesting an intention to accept * * *." *Hamerly* v. *Denton*, Alas., 359 P.2d 121, 123 (1961).[91]

Appellants charge that this is not the ordinary case because the State's real intentions and real motives are not to construct a public highway but to permit Alyeska to build a haul road for construction of the trans-Alaska pipeline. It is a well known precept of our jurisprudence that we shun attempts to look behind a stated legislative purpose to find a hidden intention or motive, and that we may not "restrain the exercise of lawful power on the assumption that a wrongful purpose or motive has caused the power to be exerted." *McCray* v. *United States*, 195 U.S. 27, 56 (1904). *See United States* v. *O'Brien*, *supra*, 391 U.S. at 383; *Arizona* v. *California*, 283 U.S. 423, 455 (1931). While this doctrine typically has force in a context different from that present here, namely review of the consti-

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since § 932 applies only to land "not reserved for public use," and the lands sought to be used for highway purposes were considered reserved for public use under Public Land Order No. 4582, Jan. 17, 1969, 34 FED. REG. 1025, application was necessary under 43 C.F.R. § 2822.1-2 (1972) to request that the reservation be revoked or modified so as to permit construction of the highway. By Public Land Order No. 4760, Jan. 7, 1970, 35 FED. REG. 424, Public Land Order No. 4582 was modified to permit granting of rights-of-way necessary for construction of the trans-Alaska pipeline. In addition, by Public Land Order No. 5150, Dec. 28, 1971, 36 FED. REG. 25410, a contiguous series of tracts of public lands from the North Slope to Valdez was set aside for a "utility and transportation corridor."

[91] *See also Kirk* v. *Schultz*, 63 Idaho 278, ——, 119 P.2d [illegible], 268 (1941); *Koloen* v. *Pilot Mound Township*, 33 N.D. 529, ——, 157 N.W. 672, 675 (1916); *Streeter* v. *Stalnaker*, 61 Neb. 205, ——, 85 N.W. 47, 48 (1901).

STEVE: BLM RESERVED THE AREA TO BE UTILIZED FOR THE DALTON HIGH IN 1969 VIA # 4582. REVOKED IT FOR HIGHWAYS VIA #4760 IN 1970. SO IN 1974 WHEN THE HIGHWAY WAS BUILT NO APPLICATION WAS NEEDED.

UNLESS THERE ARE BLM RESERVATIONS PRIOR TO MY ROUTE STUDY & LOCATION 1958-1959 YOU SHOULD BE HOME FREE ON THE TOFTY-COUNCIL R/W.

I TESTED THIS WITH ROLLINS - SEE TEXT

tutionality of legislative enactments, we think it thoroughly applicable to the instant case. The doctrine is based on the theory that ascertaining motive is a difficult and hazardous task, *see United States* v. *O'Brien, supra*, a factor present when reviewing administrative as well as legislative action, in a constitutional context or otherwise. In addition, any rule requiring us to look behind the face of Alaska's action in this case and analyze its "real motive" is inconsistent with the sound federal-state relationship that the judiciary has carefully protected in other contexts.

Even were we to pierce the alleged facade of Alaska's intentions, we would be constrained to approve the highway right-of-way. The State has been interested in providing some form of ground transportation to the North Slope area for many years. Studies of a proposed road were made in both 1951 and 1965, and in 1966 the State Legislature authorized the expenditure of up to $20,000 for another study, involving aerial photography and visual investigation of principal alternative routes and the drafting of maps and preliminary cost estimates for the various alternatives.[92] The State's intentions to have a public highway, rather than a mere pipeline construction road, are further evidenced by the fact that the State required Alyeska to make certain changes in the design features of the road to better accommodate public use.[93] These changes included realigning segments of the road to tie it in with an existing network of roads, reducing grades in certain segments, changing standards for bridges and culverts to ensure their continued maintenance after construction of the pipeline is completed, and enlarging bridge spans to better accommodate public traffic.

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[92] *See North Slope Road Study* in Supporting Documents, *supra* note 7, Vol. I, Tab 1, at 1.

[93] *See* letter of June 19, 1972 from Alyeska to its counsel in Supporting Documents, *supra* note 7, Vol. I, Tab 11.

THE ENTIRE DECISION (SEVERAL PAGES) IS AVAILABLE ON THE INTERNET - GOOGLE - U.S. COURT OF APPEALS DIST OF D.C. DECISIONS 72-1796, 1797, 1798

8/2010

# COMMENTARY ON PHOTO DONATION

Bruce Campbell

During the 1950's I was employed by the Alaska Road Commission (ARC) and assigned to the Cantwell-McKinley Park area as Resident Engineer to oversee road and bridge construction on the Denali Highway between Paxson and Kantishna.

A fellow engineer and friend, Winfield Tilton (Tilt), was assigned to the same area at about the same time. We both took photos of the area and various construction activities which occurred at that time.

Tilt died in 1977 and his widow and children recently requested that I donate his photos to entities that would be interested in having them to help record a part of Alaska's history. McKinley Park (now Denali) seemed to be a logical place for some of his photos to be archived. ( see Tilton photo binder #1)

The photos needed indexing and and in many cases further identification. As I began this process it occurred to me that my first hand knowledge of the construction of the Denali and Parks Highway systems should probably be reduced to written form This is especially true since my involvement in Alaska's Transportation system continued into the 1990's.

It is hoped that this commentary will be useful in recording the history of the Denali Highway between Paxson and Kantishna and the Parks Highway between Wasilla and Fairbanks.

First a little background.

Tilt was born and raised in Maine and graduated as a civil engineer from the University of Maine in 1951. Upon graduation he accepted employment with the Alaska Road Commission ( ARC) and was assigned as an inspector on the paving of the Seward Highway between Anchorage and Girdwood. In 1952 he worked as an engineer on the construction of two bridges on the Glenn Highway, Caribou Creek and Little Nelchina River. In the fall of 1953 Tilt was transferred to the Bridge Design section in Juneau.

Next he was assigned to engineer the construction of new approach spans for the Knik River bridge near Palmer in 1954. In1955 after another winter in Bridge Design in Juneau he began a 6 year stint in McKinley Park as Resident Engineer in charge of reconstruction of both bridges and road segments on the Denali Highway.

As a part of the 1956 Interstate Act the ARC was transferred to the Bureau of Public Roads (BPR) who took over all highway responsibilities in Alaska. In 1959 the Alaska Statehood Act was passed by Congress and the new State Division of Highways assumed all highway responsibilities previously administered by the BPR. The transition

took about a year and Tilt remained in charge of construction in the park until the fall of 1960 when he transferred to a stateside position with the BPR in Connecticut.

I came to Alaska in 1952 fresh out of Union College in Schenectady, New York with a civil engineering degree and was employed by the Alaska Road Commission . My first assignment was surveying for new roads on the Kenai Peninsula and in 1953 I was a project engineer on new roads being constructed in the Anchorage area to by-pass civilian traffic around Fort Richardson instead of through it. After a winter in Juneau designing bridges I was assigned to Cantwell as resident Engineer on 4 bridges on the Denali Highway. This assignment continued thru 1956 with the addition of two more bridges east of Cantwell and a soils survey for road construction between Mckinley Park Station and Savage River.

During this time I became acquainted with many "old timers" in the area. Notably Jack West who had been a freighter serving both Valdez Creek and Kantishna with pack horses in the summers and horse drawn sleds in the winter. He was around 80 years old and had taken over Carlson's store in Cantwell after John Carlson's death. Grant Pearson who had been in the park since the mid 1920's and was park superintendent in the 1950's and later in the State Legislature from 1959 to 1967. John Rumohr who had been one of the very first park rangers and retired in Cantwell. Charlie Ott who was the unofficial park photographer. Johnny Busia, the last original resident of Kantishna. Johnny's obit is in Exhibit E. Pete Bagoy who worked for the ARC in the 1923-1938 period on the construction of the road between the Park Station and Kantishna, Pete was the ARC superintendent at Cantwell in the 1950's. I stayed with Pete in the superintendent's house in 1955 and listened to many stories over a few libations.

In 1954 Cantwell there was no TV, no radio, no telephone, no electricity, no newspaper. Personal contact and conversations were the media of that era. I got a lot of old time information from these friends during visits and in Johnny's case over few jelly jars of his home brew which tasted like kerosene and kicked like a mule. Exhibit E

I moved up in the ARC and in Sept 1956 when the Interstate Act passed Congress and the ARC and the BPR were combined I stayed with the BPR as head of the design section in Alaska. In 1959 when Alaska became a state I joined the new State Division of Highways as Chief of Design. I was hence right in the middle of the transfer of the Highway responsibilities from the Federal Government to the State of Alaska, especially the transfer of the Alaska Road System.

I was the only highway supervisory employee that transferred to the State in 1959. The majority of the BPR employees elected to stay with the Federal service and transferred out of Alaska to other areas. During the transition period of the transfer the BPR disposed of many old ARC files. I went thru the files destined for disposal and rescued ones that I thought might have historical value in the future. Some pertained to the Kantishna area and are attached and later referenced in this commentary.

In 1970 Governor Egan requested me to assume the duties as Commissioner of the Department of Highways and as such I was in charge of all state highway activities in Alaska from 1971 until 1975. In 1993 Governor Hickel appointed me Commissioner of Transportation and I was in charge of all elements of Alaska's land, sea, and air transportation systems.

My 50 year career provided me with substantial knowledge of the history and development of Alaska's highway transportation system especially the Denali and Parks Highways which serve McKinley Park (now Denali Park)

## THE DENALI HIGHWAY

The road system in the Mckinley Park area (now Denali Park) has a history dating back to the early 1900's when the Eureka gold deposits were discovered. The present day Denali Park and Preserve is represented as a pristine wilderness area which implies a virgin land area untouched by humans. This portrayal is not totally accurate as much of the area was a beehive of human activity in the early to mid 1900's. Prospectors and miners descended on the Eureka area soon after the Klondike gold rush in the Yukon was over.( Eureka became Kantishna early on)

Nearly all the streams and rivers fell under scrutiny as either potential placer digs or transportation avenues. Overland trails abounded and were used by horse packers, dog sleds, foot traffic, and later tractor drawn sleds. Several towns prospered in the area. Glacier City, Roosevelt, Diamond, McKinley city, and Eureka ,later Kantishna, all were of note during the early 1900's and are now either deserted or obliterated by nature.

Roadhouses existed at frequent intervals along the trails and rivers. Trails were cleared and improved by the ARC and private parties to the degree necessary to accommodate the commerce traffic of the time. The rivers served as major transportation avenues between Nenana and their headwaters. Overland routes provided the last links of the supply system when navigation was no longer possible on the shallow headwaters on the rivers and streams. Shelter cabins were funded by the Territory and constructed along the trails at frequent intervals by the ARC.

Sawmills were constructed to supply lumber for mining and buildings but logs provided the lions share of materials used for mining and building construction.

A review of Exhibit A discloses the extent of the transportation network that existed in the early to mid 1900's in what now is Denali Park and Preserve. One could speculate that if this area were open to prospecting at this time it would once again be the site of mining activity since the present price of gold is over $1200 an ounce.

The mining communities thirsted for more and better supply routes and requested the ARC to build roads and trails to serve their needs, Exhibit A contain correspondence and maps generated by the miners outlining their needs and desires. Of par-

ticular interest is the large map prepared by K. E. Casparis of of the Mount McKinley Gold Placers in April 1921. This huge map shows in detail the location of ALL facilities that existed prior to 1921. I believe this is the only detailed map of the area that exists for that time frame.

The ARC in the teens and twenties was under the Department of War and operated on a budget limited by meager appropriations from Congress. The available funds had to be spread over all of Alaska where many other mining and commercial interests were competing with the Kantishna miners for roads and trails.

In 1920 ARC engineer Hawley Sterling was dispatched to locate possible routes to serve the Kantishna and Valdez Creek Mining areas. Sterling scouted three possible Kantishna routes, one from Lignite, one from Riley Creek, and one from Clearwater Creek. Exhibit B. In 1922 Sterling performed an additional route study thru Glacier City to the Kuskokwim area. Exhibit C. All these route studies were funded by the ARC. The Sterling Highway on the Kenai peninsula was named after Hawley.

In 1922 The ARC decided to construct a supply trail to Kantishna along the Lignite route which was outside the Park limits at that point in time. The National Park Service (NPS) for the first time entered the transportation picture and apparently requested a proposal from the ARC to construct a pack trail and later an auto road along Sterling's Riley creek routing. It appears that some sort of a joint use agreement was forged between the ARC and NPS because the ARC abandoned its planned construction of a pack trail from Lignite and instead began work on the Riley Creek route. The 1925 ARC annual report references a "cooperative agreement" but to date none has surfaced so the terms and conditions of this venture are unknown. Exhibit D 5

Records indicate that The NPS funded the direct cost of construction and that the ARC and the Territory funded the surveys, camps, shelter cabins and freighted the needed supplies to support this venture. The pack trail and auto road were used by miners in the Kantishna area as well as Park personal and the general public for many years. I personally traversed this road in my own car many times during my tenure in the area. The NPS unilaterally claimed ownership of this road after Statehood and eventually closed the road to public travel.

It should be noted that the new pack trail constructed in 1922 and 1923 led to the eventual abandonment of essentially all of the river supply system and the demise of the communities that were founded to support that system.

Construction of the joint effort low standard road west of McKinley Park Station by the ARC and NPS began in 1923 and continued into the 1930's. No finite completion date is discernible as work continued as funds became available and upgrading and maintenance were accomplished more or less together. Pete Bagoy worked on this project for nearly the entire period and much first hand information was passed on to me by Pete. Pete provided much better refreshment than Johnny Busia's homebrew!

As a part of this effort the ARC built a camp and a supply depot adjacent to the Alaska Railroad (ARR) at the Park Station and base camps at about mile 8 known as the Savage River camp and one at the Toklat River.

WWII interrupted both mining and road construction in Alaska. President Roosevelt declared all gold mining to be non-essential to the war effort and all gold mines were shut down. Soon after the war ended the ARC and the NPS addressed the need to connect the Kantishna road to the existing highway system in Alaska and hence to the North American system via the Alaska Highway.

At that point in time the ARC, NPS, and the ARR were all agencies of the Department of Interior and all were interested in the development of additional roads. The ARR wanted roads that connected the rail line to commercial activities, primarily mineral developments, in order to achieve revenues from the shipping of freight. The ARC's defined purpose under the 1905 enabling legislation was to construct roads to spur enterprises that would advance economic development to the benefit of the Territory. Exhibit D 31. The NPS wished to improve access to McKinley Park so that visitation would increase. These three purposes came together with the decision to build a connection to the Kantishna Road.

A connection to Fairbanks or possibly Wasilla was obviously the most direct and cheapest to construct. Unfortunately either possibility would be parallel and adjacent to the ARR and would undoubtedly decrease ARR revenue rather than increase it and further no new country would be opened. Since the ARR opposed any routing parallel and adjacent to the rail belt the Interior Department ruled out those possibilities. The only alternative was to connect to the Richardson Highway to the east.

A detailed plan was developed by the ARC and NPS in 1946 to connect the Kantishna road to the Richardson Highway at Paxson. Exhibit D 26. The primary purpose was to provide auto access to Mckinley Park. A secondary purpose was to serve Valdez Creek Mine and Kantishna mining ventures. The planned 160 mile new highway was to be funded totally by the ARC.

A major new depot and camp was constructed at Cantwell in 1950-1952 to accomplish the planned construction. This installation consisted of a heavy equipment repair shop, tank farm (in Cantwell), bunkhouse, cook shack. warehouse, power generation building and other support facilities. This was a major undertaking and was the largest most complete camp complex ever built by the ARC.

Location surveys were commenced in about 1950 from both Paxson under Joe Bell and from Cantwell under Earl Grammer and were connected at the Sustina River in March 1953. (yes they met!) I was dispatched to the Susitna River crossing in March 1953 to tie the two surveys together. ( It was one hell of a trip in a Dodge Power Wagon with Pete Bagoy and Ray Lynch and lots of nail biting situations in 40 below zero weather!)

In 1951 and 1952 the ARC constructed the portion of the Denali Highway between Cantwell and the Park Station from both ends utilizing the new facility at Cantwell and the existing camp and supply depot at the Park Station. An 8 mile connection was also constructed to the Civil Aeronautics Administration (CAA) installation at the Summit airport which at that time was fully manned. The installation had about 10 houses for married personal, bachelor quarters, operation building, and other facilities. This airstrip was paved and at that time an important link in Alaska's airways network.

In 1952 work on the Denali Highway began in earnest from both the Cantwell and Paxson ends. I was the Resident Engineer on three bridges between Cantwell and the Susitna River, Brushkanna Creek, Canyon Creek and the Susitna River. The Susitna bridge was the closing link and it was constructed off the river ice during March-June 1956. Exhibit K. The tie in of the two efforts occurred at the Susitna River in 1957 and stateside traffic could, for the first time, drive to McKinley Park.

In 1954 the NPS really became involved in tourism in McKinley Park in order to get ready for the influx of tourists that were expected to arrive when the Denali Highway was completed. Prior to 1954 all the tourism accommodations at the Park were owned and operated by the ARR. Transfer to the NPS by the ARR occurred in late 1953.

Accommodations in 1954 were meager to say the least and consisted basically of the hotel facility of about 80 rooms and a motor fleet of two 30 passenger buses and two limos with the ARR logos. I do not recall ever seeing a full bus in 1954. The NPS was obviously ill equipped to operate and manage the basic facilities acquired from the ARR. A concessionaire was employed to accomplish the task.

I had the fortune or misfortune to be at McKinley when Bud Lauesen took over the reins as the concessionaire in early 1954. Poor Bud was doomed from the start as there were just not enough train tourists to make ends meet. The ARR, of course, had Federal funds which could be used to subsidize the the losing hotel operation. Bud crashed in about August and the NPS took over the operation and transfered a man by the name of Garner Hansen from Mammoth Caves to be the manager.

The portion of the Denali Highway between Paxson and McKinley Park Station was constructed to a secondary two lane standard with bridges sufficient to carry full sized commercial trucks. The portion between the Park Station and Kantishna constructed in the 1920's and 1930's provided only very basic access that in many places was essentially single lane. The need to upgrade this portion to a similar standard was recognized and a plan was devised by the ARC and NPS to achieve that goal.

The plan devised to upgrade that portion of the Denali Highway between the Park Station and Kantishna called for reconstruction of the bridges first as all existing bridges were capable of handling only small loads. Earth-moving equipment needed to improve the road would not be able to cross the old original wooden bridges.

The first replacement occurred in 1951 at the Savage River. This bridge has been replaced twice since 1951. The next replacement was the East Fork bridge. This replacement was the last one done by the ARC with in-house forces in the Territory and was constructed in 1953 - 1954. A camp was constructed on the east side of the East Fork and the superintendent (Don Franklin) lived in the shelter cabin which is now the East Fork ranger cabin.

In 1955 Reed and Martin Co. of Fairbanks was the successful bidder for the construction of the new Teklanika bridge and "Tilt" Tilton was assigned to be the Park Resident Engineer for the ARC and remained as such through 1960 on other bridges and road work. This bridge was deemed to be the worst of the many to be replaced and hence was at the top of the list.

In 1956 new bridges at Toklat and Upper Igloo were advertised for bid and H. Fleching from Montana was the low bidder on Toklat and Reed and Martin was the low bidder on Igloo. Much to the disappointment of both Tilt and myself as Hank Fleching was the epitome of a "gypo" contractor. His equipment was held together with rubber bands and chewing gum. He cut native timber for falsework and appropriated everything in sight that wasn't tied down.

Sanctuary bridge was next in 1957 followed by Stoney River in 1957-58. Again Reed and Martin was the successful bidder. Tilt got married in late 1956 and his wife, Joyce, joined him in the Park in 1957. They lived in a house trailer west and upstream of the Stoney bridge

Rock Creek was added in 1959 and again Fleching was the successful bidder and contractor. Ghiglione Creek was last on the list and was constructed in 1960. This is the only bridge in the Park that does not have a name sign. The Creek was named by Grant Pearson to honor Angelo F. Ghiglione, who was Commissioner of Roads in Alaska, in recognition for all the work he had done to achieve better area transportation, especially with regard to the Denali Highway which allowed vehicle traffic to visit the park for the first time. (Ghiglione is pronounced Gig lee o nee and he was known as "Gig").

Tilt was the Resident Engineer on all of the bridge and road work between the Park Station and Stoney River from 1955 thru 1960.

All of the above named bridges were constructed to the standards adopted by the American Association of State Highway Officials (AASHO) with the exception of the Toklat River bridge which consisted of two separate single lane structures. A bridge meeting the AASHO standards was constructed in 1986 to replace the single lane bridges. I was the quality control engineer on the replacement which was my last official act in the park. Sandstrom and Sons of Anchorage was the contractor.

It should be noted that all the bridges constructed in the Park prior to 1986 were designed by the ARC-BPR in their Juneau office,

In 1959 the first segment of road improvement between the Park Station and Savage River was awarded to MB Construction Co. of Anchorage. Tilt was the resident engineer and he and his family moved to the Park headquarters area.

In the early 1960's after the BPR left the scene the NPS took over all road construction and maintenance. Road reconstruction continued as planned but ended at the Teklanika Bridge. The plan to upgrade the Denali Highway all the way to Kantishna was abandoned. The mood of the country changed from development to preservation and McKinley Park was in the vanguard of the effected areas. The road west of Teklanika remains to this day essentially as it was in the 1920's and 1930's.

## THE ANCHORAGE -- FAIRBANKS HIGHWAY

Beginning in 1956 there were a plethora of changes and events that changed the building of roads in Alaska. The responsibility for Alaska's roads totally changed twice in three years. First the U.S. Congress in 1956 passed the Interstate Act which provided for the design and construction of a basic highway network in the south 48 states. This act contained a provision that ended the ARC and incorporated all of the ARC's functions into the Bureau of Public Roads (BPR). The highway function in Alaska thus moved from the Department of Interior to the Department of Commerce.

A second feature of this Act provided that the Territory of Alaska would be included in the existing Federal Aid Highway Act along with the southern 48 States. Alaska , for the first time, was eligible for a share of the funds appropriated each year to the various States for highway construction on the national system of designated Federal Highways. Funds appropriated by Congress for this system were distributed to the States (now including the Territory of Alaska) by a formula comprised of several factors one of which was area. Alaska, with its hugh area, would have received what Congress believed would be an unfair amount so a rider was added to the law that only 1/3 of Alaska's area could be applied to the formula. These funds were to be used on the existing Federal Highway System known as the ABC system, not to be confused with the Interstate System.

For the first time Alaska had funding for roads that it could rely on. This allowed meaningful planning to occur for the construction of a comprehensive highway system. The Alaska BPR lost little time developing a plan and, since considerably more funds were suddenly available, hiring consulting engineers to assist in the design of many new projects that had previously been only dreams.

Since I was Chief of Design for the BPR in 1958 I was involved in developing the program and selecting the consulting engineers. Seven separate contracts were negotiated.

| | |
|---|---|
| Willow to Talkeetna | Tippitts Abbott McCarthy and Stratton (TAMS) |
| Chena Hot Springs | Michael Baker Engineers |
| Tofty to Tanana | Meisner Engineers |

| | |
|---|---|
| Bearing River Road | Knerley (sp?) Graf Bender Engineers |
| Fairbanks Eielson | Porter and O'Brian Engineers |
| Stikine River Road | Knerley Graf Bender Engineers |
| Sunshine to Summit | TAMS |

A portion of the Willow to Talkeetna project was incorporated into the Anchorage Fairbanks Highway beginning at Sunshine Creek which connected to the Sunshine-Summit project which in turn connected to the Summit - Cantwell road which was constructed in 1952 by the ARC and the existing Denali highway between Cantwell and McKinley Park Station. This proposed project would provide a 235 mile direct vehicle access to McKinley Park from Anchorage as opposed to the 424 mile journey via the Glenn- Denali route.

These consulting engineering contracts were just getting under way when a second major event occurred which again shifted highway responsibility to yet another agency. In 1959 the Congress passed the Alaska Statehood Act. All highway functions were transfered from the BPR to the new State Division of Highways of which I was initially Chief of Design then Preconstruction Engineer then Assistant Commissioner and later Acting Commissioner. I was right in the middle of the transfer of responsibilities and the physical plant which constituted the highway system in Alaska. I also inherited the oversight of these consultant design contracts.

The proposed Sunshine - Summit road was over 100 miles in length and required the selection of a route that would be most beneficial to Alaska's future wants and needs. The Consultant Engineers, TAMS, proposed two possible basic routes. The first followed the Susitna River drainage and the second traversed the Chulitna drainage. I selected the Chulitna route for several reasons but mainly because it opened up a new area of Alaska to both commerce and recreation and was not competitive with the ARR. This route also provided an outstanding view of the Alaska Range and particularly Mount Mckinley.

The new State Government was just beginning to get it's feet on the ground when the 1964 earthquake destroyed highways and other transportation facilities. The effort required to make repairs took priority over all other planned endeavors and many highway projects including the Anchorage - Fairbanks road were put on the back burner.

The Fairbanks segment of the Anchorage - Fairbanks road was under construction during the same time as the Anchorage segment. Two major bridges were involved, the Tanana River crossing at Nenana and the Nenana River crossing at Rex. Access to Nenana had previously been accomplished by a small ferry (2 or 3 car). The Tanana bridge was completed in 1967 and the Nenana bridge in 1963.

In 1969 two pieces of the Anchorage - Fairbanks road remained to be completed: the Hurricane Gulch Bridge and the road segment between Healy and McKinley Park. Both of these missing links were completed in 1971 and Governor Egan and I cut the ribbon at Hurricane Gulch on October 14,1971.

McKinley Park now had three accesses -- The Denali from Paxson and the Anchorage -- Fairbanks from either Anchorage or Fairbanks. The latter was named the Parks Highway in about 1977 in honor of George Parks who had been a Territorial Governor and a superintendent of McKinley Park. Parks retired to Juneau and lived in the McKinnon apartments at 3rd and Franklin. He frequently had breakfast in the Baranof Hotel coffee shop and I joined him now and then in 1954-55. He still wore his "Smoky Bear" NPS hat. He died in 1983 at an age of almost 101.

The Healy to McKinley Park segment has a long rather interesting history.

In the 50's progress was being made to get access to the Healy coal fields from Fairbanks. Grant Pearson and A. F. Ghiglione realized that the Denali Highway was not going to draw streams of visitors to the Park. It was a circuitous route to say the least and would be extremely difficult to maintain year around as much of the route was over 3000 feet in elevation and the MacLaren pass was over 4000 feet. Extending a route on past Healy to the Park was an obvious alternative.

In 1955 Bill Niemi who was the ARC's Chief Engineer under Ghiglione made the decision that construction of the Healy - McKinley road thru Nenana Canyon was not viable and directed that the route follow Dry Creek to Ewe Creek and then traverse up the Ewe Creek drainage and over the pass to the Savage River drainage. The route would then follow the Savage River canyon to intersect the Kantishna road at the Savage River bridge. Allyn Brown surveyed this route in 1955 and construction was slated as soon as funds were available.

In September 1956 when the ARC was merged with the BPR, Ghiglione was transferred to Washington D.C. A new Regional Director by the name of Ed Swick was appointed to head the Alaska operation. In 1957 Swick determined that Niemi's decision on the Healy - Mckinley routing was not based on a thorough study of all the factors involved and directed me to restudy the feasibility of the Nenana Canyon route. I assembled all the data available including aerial photos and spent a month reviewing the situation. It should be noted that in 1957 use of air photos was just becoming a science. The methods we used in 1957 would be considered primitive by todays standards but never the less a big improvement in locating new roads. My study showed that a route through the canyon was possible and probably feasible. A field review was conducted in October 1957 by me with the help of Allyn Brown. (See Campbell photo binder 2)

Swick next wanted a comparison made between the Savage and Nenana routes. The geology of the areas was complex and would play an important part in the comparison of the routes. To assist in the evaluation Swick made arrangements for the services of Clyde Wharhftig from the US Geological Survey (USGS). Clyde had done much work in the area particularly in the coal fields near Healy. Clyde was, in my opinion, a brilliant guy with a work ethic that wouldn't quit. (His Obit is in Exhibit G) In May 1958 Clyde and another USGS employee, Rube Katchadoorian joined me at Healy and we went over the two possible routes in detail on the ground. We walked and studied

both routes. We walked the the 28 mile Savage route on June 14 1958 starting at the Savage River bridge. ( see Campbell photo binder 2) Clyde and I agreed that the Nenana Route was the better of the two and I made the decision to follow the routing thru the canyon that I had selected using aerial photos in 1957. Exhibit F

This routing crossed the Nenana River twice in the Canyon -- once at Moody and again near Hornet Creek to return to the west side of the canyon and was approved by the NPS and the ARR and lacked only final design to be ready for construction. As a side light it should be noted that Allyn Brown who surveyed this route in 1958 named all the stream crossing in alphabetical order beginning with Antler Gulch and ending with Lynx Creek, ( Antler, Bison, Coyote, Dragonfly, Eagle, Fox, Grizzly, Hornet, Iceworm, Junco, Kingfisher, and Lynx)

Statehood and the 1964 earthquake delayed the design of this last segment of the road as State Highway Department employees were fully occupied with quake repair. As a result I decided to extend the TAMS engineering contact to include the design thru Nenana Canyon. The route that I had selected avoided the very narrow part of the canyon which if disturbed could result in a major slide area that would not stabilize for many years. The TAMS engineers and geologists believed that a basalt dyke which existed within the slide area would act as a retaining wall and prevent future slides and hence a road could be built thru the narrow part of the canyon. They convinced me that their plan would work and I allowed them to change the approved original routing that I had selected thru the canyon that avoided this potential slide area. BIG MISTAKE on my part as the basalt dyke collapsed during construction and the never ending slide was triggered. The slide has continued ever since. Maybe it will stabilize in the next 100 to 200 years but in the meantime it will continue to be a hazard to traffic and pedestrians.

Having the road thru the canyon led to the development of "Glitter Gulch" which so far has failed to receive any awards of excellence for a well planned use of the environment. The perpetual slide area and the beautiful "Glitter Gulch" are my responsibility as I let a NYC consulting engineering firm convince me that their alignment was better than the one I had chosen. I have to live with that mistake and every time I drive thru this horrible man made mess I cringe.

In 2004 I suggested to the NPS and State Department of Transportation that my original routing was still viable and that it should be reconsidered and constructed which would allow the abandonment of the existing road thru the active slide area. Exhibit H. This reroute would also separate the through traffic from the tourist traffic in "Glitter Gulch": a win win result. The only response I got was silence.

This commentary records my personal involvement in the development of various access routes to serve McKinley Park. I have intentionally used names of the various features involved as they existed at the time, ie McKinley Park now Denali Park, Anchorage - Fairbanks Highway, now Parks Highway, etc.

One further issue which arose in 1959 with the passage of the Alaska Statehood Act adds information relevant to road transportation in the park area.

The NPS decided it wanted to assume maintenance of that portion of the Denali Highway between the Park Station and the North Park Boundary. Without the concurrence of the State of Alaska the NPS took over the maintenance in 1960. As time went by this maintenance activity grew into complete jurisdiction unilaterally instituted by the NPS apparently without regard to the Statehood Act or the previous decisions of the Secretary of Interior regarding the name of the road or assigned jurisdiction. Restrictions on use of the road were unilaterally imposed and in the 1970's complete closure to public use was the end result.

The Kantishna miners and others objected but to no avail. Alaska Senator Frank Murkowski took up the cause and meetings were held and swords rattled during the 1970's and 80's. In 1993 Murkowski requested Governor Hickel to assert State Ownership of that portion of the Denali Highway within the Park boundaries. I was Commissioner of Transportation in 1993 and Governor Hickel directed me to research the ownership issue and make a recommendation to him on how to proceed.

I assigned a staff member, Clyde Stolpzfus, the task of assembling historical data and preparing an analysis. Clyde completed this task in late 1993 and his analysis is included as Exhibit D.

In 1993 I was busy with many transportation issues from ferries to bush airports and the ownership of a portion of the Denali Highway was not high on my priority list. I sent Clyde's analysis to Charlie Cole, Alaska's Attorney General, for a legal review and further advice but Charlie being Charlie never responded and the matter reclined in his office. In 1994 a new Governor was elected and Hickel, Cole, and I departed the scene and apparently no further action resulted.

In putting together this commentary to supplement the photo donation I dug out Clyde's 1993 ownership analysis to help refresh my memory and for the first time read it completely and chased down all the footnotes and other references. Two things became immediately apparent.

1) The material and references contained in Clyde's analysis provide a wonderful historical record of how road transportation facilities developed in the first half of the 1900's in the general area now occupied by the Park. The ownership issue aside, I found the material in the attachments fascinating reading. The 180 degree change in direction about roads from then until now is especially interesting. The historical documents reflect an attitude of "lets all get together" and see how we can get more roads built. Todays attitude is "lets all get together" and see how we can prevent roads from being built. Exhibit D captures the essence of the development of transportation facilities in the Park area over the years. It is a "must read" if one wants to understand the history of road development in the Park area.