

UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF TERRITORIES

RECORDS SECTION

(Part 1)

File No.

ALASKA

HIGHWAYS - 9

MAINTENANCE OF ROADS
ELIMINATED FROM TONGASS
NATIONAL FOREST

IMPORTANT

This file constitutes a part of the official records of the Office of Territories and should not be separated or papers withdrawn without express authority of the Director.

All files should be returned promptly to the Records Section.

Officials and employees will be held responsible for failure to observe these rules, which are necessary to protect the integrity of official records.

JAMES P. DAVIS
Director

Jul. 17, 1951
to

Sept. 12, 1951

Interior—Duplicating Section, Washington, D. C.

85475

RG 126, Off. of Territories
E. 3, Central Files, 1951-71
Box 128



UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF TERRITORIES

FILE COPY

Surname:

[Handwritten signature]

AUG 10 1951

Memorandum

To: Assistant Secretary Doty
From: Director
Subject: Maintenance of Roads in areas to be eliminated from
the Tongass National Forest

In reference to your memoranda of July 12 and January 26, 1951, on the above subject, attached is a copy of a letter dated August 1, 1951, from the Commissioner of Roads for Alaska.

As a result of a meeting among the Commissioner of Roads, the Governor, and other officials responsible for Alaskan roads, it was agreed that the Alaska Road Commission should assume responsibility and make available funds for the maintenance of the 17.1 miles of secondary road affected by the proposed elimination, the work being accomplished by the Bureau of Public Roads on a reimbursable basis.

(Sgd.) James P. Davis

James P. Davis
Director

Attachment

CC: Director
Bureau of Land Management
(copy of letter dated 8/1/51 from Commissioner
of Roads attached)

GMILNER/ep
8/9/51



UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF TERRITORIES
Washington 25, D. C.
Air Mail

FILE COPY
Surname:

James P. Davis

AUG - 6 1951

FILED

Mr. Angelo F. Ghiglione
Commissioner of Roads for Alaska
Alaska Road Commission
Juneau, Alaska

My dear Mr. Ghiglione:

Enclosed for your information is a copy of the letter
Secretary Chapman sent Governor Gruening on July 31, 1951, con-
cerning the Bureau of Public Roads program in Southeastern Alaska.

Sincerely yours,

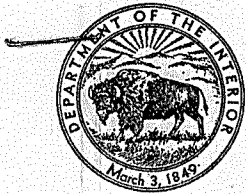
(Sgd.) James P. Davis

James P. Davis
Director

Enclosure

G MILLNER/emd
8/6/51

*Al - Highways - 9
Maintenance of Roads eliminated from Angas Nat'l
Forest*



UNITED STATES
DEPARTMENT OF THE INTERIOR
ALASKA ROAD COMMISSION
RECEIVED
BUREAU, ALASKA

Initial	Date
Davis	7/17/51
Flaherty	7/17/51
Silverman	
Musker	

1951 AUG 6 PM 1 31

August 1, 1951

Mr. James P. DAVIS OF TERRITORIES
Director, Office of Territories
Department of the Interior
Washington 25, D. C.

Dear Mr. Davis:

Reference is made to your letter of July 17, 1951, which enclosed a copy of a memorandum dated July 12, 1951, from Assistant Secretary Doty on the subject of maintenance of roads in areas to be eliminated from the Tongass National Forest. In accordance with your request this matter has been thoroughly discussed with The Honorable Ernest Gruening, Governor of Alaska; Mr. H. A. Stoddart, Division Engineer, Bureau of Public Roads; Mr. Frank Heintzleman, Regional Forester, U. S. Forest Service; and Mr. Frank A. Metcalf, Territorial Highway Engineer.

The roads located within the Forest elimination areas fall into three groups as follows:

1. Forest development roads of a secondary nature which are constructed and maintained by the U. S. Forest Service. Funds previously available from the Forest Service for maintenance of these roads will be eliminated by the withdrawal of the subject areas from the National Forests.
2. Major Forest highways which have been constructed and maintained by the Bureau of Public Roads out of Forest Highway funds which are allocated to the Bureau of Public Roads annually under the Federal Aid Highway Act. These highways will continue to receive maintenance funds as in the past and therefore will continue to be the responsibility of the Bureau of Public Roads. Included in this category are all of the main highways in the Tongass National Forest.
3. Roads of secondary nature constructed and maintained with Territorial funds. The small mileage of such roads will not be affected by the elimination of the areas from the National Forest.

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Box 128



In conference with Mr. Frank Heintzleman, it was ascertained that the annual maintenance costs of all secondary Forest Service development roads in southeastern Alaska (Class 1 above) totalled \$13,500 for the past year. This fund covered roads both inside and outside of the subject elimination areas. It is therefore obvious that the total cost of annually maintaining the roads which will be eliminated from the Forest Service's responsibility should not exceed the above figure.

Assistant Secretary Doty's memorandum stated that the status of the public lands eliminated from the National Forests is no different from such lands elsewhere in the Territory wherein the Alaska Road Commission is responsible for road maintenance and construction. A difference does exist in that Forest highway funds will be available for the approved Forest highway system by virtue of the areas being either within or adjacent to the National Forests. However, it is agreed by all parties concerned that the Alaska Road Commission should be responsible for the maintenance of the 17.1 miles of secondary road being affected by this area elimination. The maintenance work will be accomplished by the Bureau of Public Roads forces which also construct and maintain the major roads, and the cost will be reimbursed to them by the Alaska Road Commission. It is also understood that the responsibility for the development of similar secondary roads in these areas will revert to the Alaska Road Commission.

In accordance with the above findings, we are budgeting maintenance funds for handling the additional 17.1 miles of road in southeastern Alaska as being a proper responsibility of the Alaska Road Commission.

Sincerely yours,

A handwritten signature in cursive script, reading "A. F. Ghiglione".

A. F. Ghiglione
Commissioner of Roads
for Alaska

cc: Governor Ernest Gruening
Mr. H. A. Stoddart, BPR
Mr. Frank Heintzleman, Forest Service
Mr. Frank A. Metcalf, Territorial Highway Engineer



UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF THE SECRETARY
RECEIVED WASHINGTON 25, D. C.

To	Initial	Date
Davis	gpo	8/1
Fletcher	grr	8/1
Mucher	FAH	8/2
Halpin	gmb	8/13
FILES		

FILED

1951 JUL 1 AM 11 38

JUL 31 1951

Dear Sir: OFFICE OF TERRITORIES

This is in reply to your letter of July 10, with further reference to the forest highway program in southeastern Alaska.

I have taken the matter up with Secretary of Commerce Sawyer, and a copy of my letter of July 12 has been sent you.

There are really two interrelated problems: (1) The question as to possible transfer of responsibility for execution of the forest highway program in Alaska from the Bureau of Public Roads to the Alaska Road Commission and (2) the question concerning the relative merit of projects to be included in the current supplemental forest highway program and the standards to be applied.

Transfer of jurisdiction could be achieved by legislation, under the Government Reorganization Act or by administrative agreement between the Departments concerned. I believe that the legislative approach would take so much time that little or nothing could be done about the current supplemental program which is in issue. Indeed, if the Bureau of Public Roads and the Secretary of Commerce were actively to oppose the transfer it would be extremely doubtful if such legislation could be obtained. Almost the same situation would prevail with respect to a reorganization plan transfer.

The most practical approach would appear to be an administrative agreement. I agree that the Alaska Road Commission could probably do a more effective job of meeting Alaska road needs, than the Bureau of Public Roads if it had the same authority and freedom of action in the administration of the forest highway program that it now exercises in administering the general highway program. However, it appears extremely doubtful that such delegation of authority would be granted to the Alaska Road Commission when it is not extended to the division offices of the Bureau of Public Roads. I wish that you and Mr. Ghiglione would study the forest highway section of the Federal Highway Act and the Regulations adopted thereunder and give the Department the benefit of your views as to the advantages and disadvantages of seeking an administrative transfer, together with your suggestions as to the specific details which should be worked out, if such a transfer seems desirable. I am quite sure that the Commissioner of Public Roads would continue to exercise very firm control as to allocation of funds, design standards, procedures and

Al - Highways - 9 - Maintenance of Roads eliminated from Tongass Nat'l Forest



program. You should not overlook the fact, too, that the Department of Agriculture has, by law, almost as much of a voice in the forest highway program as the Department of Commerce. The regulations are promulgated jointly by the two departments.

I assume that you have in mind that Alaska would continue to be covered by the forest highway section of the Federal Highway Act and to share in the appropriations authorized therein. It is possible that greater sums might be secured for construction in the National Forest areas by direct appropriation to this Department than have been available under the forest highway program in recent years. However, we should reflect on the fact that the relatively great success that we have enjoyed in securing funds to support the general highway program has been in large measure due to the defense connection of the program in central Alaska. We should also remember that the Alaska Road Commission is not prevented by law from seeking funds for essential projects in the forest areas. Witness the appropriations for the Turnagain Arm Highway, for the reconstruction of the Seward-Mile 58 Road and the Cordova-Copper River Highway all of which are either entirely or largely located in the Chugach National Forest. It would appear that an appropriation request for the Eagle-River-Berners Bay project in the Tongass National Forest could be submitted by the Alaska Road Commission because of its importance as a link connecting with the central road system.

It appears that the supplemental road program was presented in some detail at the hearings on the authorizing legislation and before the appropriations subcommittee. The hearings do not spell out the projects in detail, although the summary justification for the 1951 supplemental appropriation does indicate that a total of 22 miles of existing roads were to be reconstructed, 18 miles of new roads to be constructed and 26 miles of road to be bituminous surfaced under the supplemental program. These figures agree quite closely with the project statements given to you by the Division Engineer of the Bureau of Public Roads.

As soon as a reply is received to my letter of July 12 addressed to Secretary Sawyer a copy will be sent to you. In the meantime, I believe that we should evaluate carefully all aspects of the probable effects of a transfer of forest highway work to the Alaska Road Commission.

Sincerely yours,

(sgd) Oscar J.

Secretary of the Interior

Hon. Ernest Gruening
Governor of Alaska
Juneau, Alaska

Copy to: Acting Commissioner of Roads, Alaska
Office of Territories
Secretary's Reading File

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Box 128



UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF TERRITORIES
Washington 25, D. C.

FILE COPY
Surname:

[Handwritten signature]

Air Mail

JUL 17 1951

Mr. A. F. Ghiglione
Acting Commissioner of Roads for Alaska
Alaska Road Commission
Juneau, Alaska

My dear Mr. Ghiglione:

Enclosed is a copy of a memorandum dated July 12, 1951 from Assistant Secretary Doty, subject: Maintenance of roads in areas to be eliminated from Tongass National Forest.

With the elimination of certain areas in the National Forest, a question has arisen concerning road maintenance; that is, whether the Bureau of Public Roads, Territorial Highway Engineer, or the Alaska Road Commission should be responsible. I should appreciate it if you would meet with the Governor, the appropriate officials of the Bureau of Public Roads and the Territorial Board of Road Commissioners to review this question and report on the best plan for road maintenance and construction in such areas. As stated in the third paragraph of Secretary Doty's memorandum, the policy developed for Southeastern Alaska should, insofar as practicable, be applied uniformly throughout the Territory.

Sincerely yours,

(Sgd.) James P. Davis

James P. Davis
Director

Enclosure

GMILNER/ep
7/17/51

Al - Highways - 9 - Maintenance of Roads eliminated from Tongass Nat'l. Forest

X ARC - Organ. & Insp. - 4-2
X ARC - Highways - 8
X ARC - Highways - 9

Sent copy of Dale's memo to
Glendon and ask him to confer
with Governor, Territorial Highway Com.
and BPR and report on best plan. JO



UNITED STATES
DEPARTMENT OF THE INTERIOR
RECEIVED OFFICE OF THE SECRETARY
WASHINGTON 25, D. C.

To	Initial	Date
Saw	JD	7/13
Flake		

JUL 12 1951
FILES

1951 JUL 12 PM 3 59

Memorandum OFFICE OF TERRITORIES

To: Director, Office of Territories
From: Assistant Secretary Doty
Subject: Maintenance of roads in areas to be eliminated from
Tongass National Forest

I am returning your proposed letter to Governor Gruening on the above subject because I believe that the Department should not dispose of the matter by "unloading" the maintenance of these Federally constructed roads on the Territory without first ascertaining whether or not such a transfer is acceptable. The status of public lands eliminated from the National Forests is no different from such lands elsewhere in the Territory, where I understand the Road Commission builds and maintains local roads without regard to the fact that a large portion of the areas served is in private ownership.

The contention in the second paragraph to the effect that the Alaska Road Commission would have to build up an organization in South-eastern Alaska to handle maintenance of these local roads, does not seem valid. It would appear that the A.R.C. could arrange for the Bureau of Public Roads to do the work as readily and economically as the Territorial Highway Engineer.

A policy with respect to responsibility for construction and maintenance of local roads should be developed, but such policy should be uniformly applied throughout the Territory.

A letter to Governor Gruening asking whether the Territorial Board of Road Commissioners is willing to take over maintenance of these particular roads would be acceptable.

Dale E. Doty
Assistant Secretary

Attachment



UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF THE SECRETARY
WASHINGTON 25, D. C.

Air Mail

My dear Governor Gruening:

The proposed eliminations from the Tongass National Forest of areas in the vicinity of Ketchikan, Petersburg, and Juneau include approximately 17 miles of secondary roads, now being maintained by the Bureau of Public Roads. The Department believes that responsibility for this road construction and maintenance, when the elimination is accomplished, should be assumed by the Territorial Government, rather than the Alaska Road Commission. It is our opinion that the Territory should, to the maximum practicable extent, assume road maintenance responsibility in those areas largely in Territorial or private ownership.

We believe that the Territorial Highway Engineer should arrange for the Bureau of Public Roads to handle this work in the areas eliminated from the Tongass National Forest with Territorial funds since the crews and equipment of the Bureau are already located there and could be diverted to this work with a minimum loss in terms of most effective utilization of funds and personnel. If, on the other hand, the Alaska Road Commission should undertake the work, it would undoubtedly necessitate building up an organization in Southeastern Alaska at a cost totally disproportionate to the miles of project involved. Piecemeal work by the Road Commission on small bits of roads in various parts of the national forests would tend toward inefficiency and neglect.

Enclosed for your information is a statement of the mileages concerned and an estimate of maintenance and construction costs prepared by the Regional Forester.

Sincerely yours,

Secretary of the Interior

Hon. Ernest Gruening
Governor of Alaska
Juneau, Alaska

Enclosure

RG 126, Off. of Territories
E.3, Central Files, 1951-71
Box 128



UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WASHINGTON 25, D. C.

IN REPLY REFER TO:

LC:JFR

MAY 28 1951

INTERIOR DEPARTMENT
RECEIVED
JUN 1 1951
DIVISION OF
LAND UTILIZATION

Memorandum

To: Assistant Secretary Doty

From: The Director, Bureau of Land Management

Subject: Proposed elimination from the Tongass National Forest

This is in reference to your memorandum of January 26, concerning the responsibility for the construction and maintenance of roads within the areas proposed to be eliminated from the Tongass National Forest.

We have conferred with the Office of Territories who have "carried the ball" in this matter. Their memorandum to you of May 25 stating their conclusion that the responsibility for road maintenance and construction in areas under Territorial or private control should be assumed by the Territory of Alaska is concurred in by this Bureau.

Marion Clawson

Director

RG 126, Off. of Territories
E.3, Central Files, 1951-71
Box 128



UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF TERRITORIES
Washington 25, D. C.

Memorandum

MAY 25 1951

To: Assistant Secretary Doty
From: The Director
Subject: Proposed eliminations from the Tongass National Forest

This is in reference to your memorandum of January 26, 1951, concerning the responsibility for construction and maintenance of roads in areas eliminated from the Tongass National Forest in Southeastern Alaska.

We have discussed this matter with various interested officials, including the Commissioner of Roads, and have reached the conclusion that, in areas under Territorial or private ownership, responsibility for road maintenance should be assumed by the Territory of Alaska. Actual project work in the areas eliminated from the Tongass National Forest should be carried out by the Bureau of Public Roads, which already has an operating organization in the area, through a cooperative agreement with the Highway Engineer. Similar agreements have been made in the past for carrying out Territorial projects.

Attached is a letter for your signature for Governor Gruening expressing the above decision.

James P. Davis
James P. Davis
Director

Attachment

** Territorial*

INTERIOR DEPARTMENT
RECEIVED
MAY 28 1951
DIVISION OF
LAND UTILIZATION



UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF TERRITORIES

March 26, 1951

to Flakne

*noted
Wheeler
3/27/51*

Memorandum

To: The Acting Director
From: Chief, Alaska Division
Subject: Maintenance of roads in areas eliminated from Tongass National Forest, Alaska

When the proposed eliminations from the Tongass National Forest, subject of the attached memoranda, are completed, it is presumed that the roads involved will become the responsibility of the Territorial Highway Department. The Territory, lacking operating equipment, carries out its work under agreement with the Bureau of Public Roads and the Alaska Road Commission.

We believe that the Territorial Highway Department should arrange for the Bureau of Public Roads to handle this work in the Tongass areas since that agency now does road construction and maintenance for the Forest Service. Its crews and equipment are already located in the National Forest. Should the Alaska Road Commission undertake the work, it would be necessary to build up an organization disproportionate in cost to the miles of project concerned. This would duplicate in large measure the existing Bureau of Public Roads organization which could divert the necessary men and equipment with a minimum loss in terms of most effective utilization of funds and personnel.

Jos. T. Flakne

Jos. T. Flakne
Chief, Alaska Division

Attachment

~~128~~ *for Flakne - Campers with trucks and arrange for equipment with PR if that seems advisable. The question should be settled.*

800

11/19/51



RECEIVED

JAN 30 1951

TERRITORIES

Memorandum

UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF THE SECRETARY
WASHINGTON 25, D. C.

JAN 26 1951

To	Initial	Date
Davis		
Wheeler	wh	1/31/51
Goding	WJ	
Flaherty		
FILES		

To: Director, Bureau of Land Management
Director, Office of Territories
From: Assistant Secretary Doty

Subject: Proposed eliminations from the Tongass National Forest

Attached is a copy of a tabulation furnished by Frank Heintzleman, Regional Forester, Alaska, covering the roads within the proposed elimination areas which would become the responsibility of the Department of the Interior.

It would be unfortunate if these eliminations were made in advance of some definite provision for the maintenance of these roads. I understand that the formal requests for the eliminations have now been received by the Bureau of Land Management from the Department of Agriculture. Therefore a decision as to the roads must be made soon.

Colonel Noyes has indicated informally, for the time being at least, that the maintenance, and possibly the construction of these secondary roads within the eliminated areas could continue to be done by the Public Roads Administration since the main roads, to which these secondary roads are adjunct, are maintained by the Public Roads Administration for the Forest Service. Further, I understand that the Alaska Road Commission does not have the necessary facilities in all these areas. This Department would have to secure the funds.

It is requested that you seek a solution to this problem at an early date. It may prove helpful for you to confer with Mr. Coote, who has discussed the matter with Messrs. Heintzleman and Noyes.

Dale E. Doty
Assistant Secretary

Attachment

Noted - JEN 2 Feb. 51

C
O
P
Y

September 19, 1950

B. Frank Heintzleman, Regional Forester

W. A. Chipperfield

LP-BOUNDARIES, Tongass, 1950 Proposed Eliminations

Secondary Roads to be Released in Connection
with Proposed Eliminations

<u>Ketchikan</u>	<u>Miles</u>	
New England Spur	0.1	
Roosevelt Drive (System)	1.4	
Herring Bay Wood Road	0.5	
Pond Reef	0.5	
Pond Reef Ext.	0.6	
Clover Pass	0.3	
N. Pt. Higgins	1.3	
S. Pt. Higgins	2.4	
East Craig	2.0	<u>9.1</u>
 <u>Petersburg</u>		
Sandy Beach	2.2	
 <u>Juneau</u>		
Mile 7	0.2	
Sunny Pt.	0.4	
Mendenhall Peninsula	2.6	
Auke Lake	0.7	
Lake Creek	0.1	
Refuse dump	0.1	
Tee Harbor	0.3	
Pt. Stevens	0.6	
Herbert River	0.8	<u>5.8</u>
TOTAL	17.1	

Est. Total Yearly Cost (approx.), Secondary Roads, Southeast Alaska (BFH)

Current Maintenance

Blading, snow removal, etc.	\$3,800
Resurfacing (2 miles)	6,000
Bridge Replacements	3,000
Terminal docks and floats	500
Direction Signs	200
	<u>\$13,500</u>

Construction

1 mile - \$40,000



UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF TERRITORIES
WASHINGTON 25, D. C.

FEB -2 1951

Memorandum

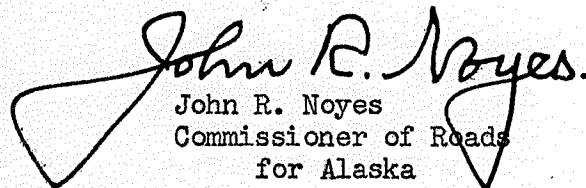
To: Acting Chief, Alaska Division
From: Commissioner of Roads for Alaska
Subject: Proposed eliminations from the Tongass National Forest.

I have read a copy of a memorandum, dated January 26, 1951, from Assistant Secretary Doty to the Director, Office of Territories, and the Director, Bureau of Land Management on the above subject.

I think it would be highly undesirable and would put both the Department and the Alaska Road Commission in a very unfavorable position if we took over any portions of the road work within the national forest areas piecemeal.

The Alaska Road Commission has no organization or facilities in the national forest areas. To attempt to handle small bits of road in various parts of the national forests by the Alaska Road Commission organization, or by the Bureau of Public Roads organization using A. R. C. funds, would tend to inefficiency and neglect. This is for the reason that the work could not be performed efficiently by A. R. C. forces on such small and isolated pieces of road, nor could it be supervised effectively by the A. R. C. if performed by B. P. R. forces with A. R. C. funds.

I am therefore deeply opposed, in principle, to the whole proposition. If we are to take over any work in national forest areas, it should be all of the work in extensive areas where we would have all funds, authority, and facilities that the B. P. R. now has, and where an effective and efficient organization could be built up to handle the work.


John R. Noyes
Commissioner of Roads
for Alaska



UNITED STATES
DEPARTMENT OF THE INTERIOR
OFFICE OF THE SECRETARY
WASHINGTON

Territories

TERRITORIES
TO SECRETARY

MAY 28 1951

FOR SIGNATURE

Air Mail

My dear Governor Gruening:

The proposed eliminations from the Tongass National Forest of areas in the vicinity of Ketchikan, Petersburg, and Juneau include approximately 17 miles of secondary roads, now being maintained by the Bureau of Public Roads. The Department believes that responsibility for this road construction and maintenance, when the elimination is accomplished, should be assumed by the Territorial Government, rather than the Alaska Road Commission. It is our opinion that the Territory should, to the maximum practicable extent, assume road maintenance responsibility in those areas largely in Territorial or private ownership.

We believe that the Territorial Highway Engineer should arrange for the Bureau of Public Roads to handle this work in the areas eliminated from the Tongass National Forest with Territorial funds since the crews and equipment of the Bureau are already located there and could be diverted to this work with a minimum loss in terms of most effective utilization of funds and personnel. If, on the other hand, the Alaska Road Commission should undertake the work, it would undoubtedly necessitate building up an organization in Southeastern Alaska at a cost totally disproportionate to the miles of project involved. Piecemeal work by the Road Commission on small bits of roads in various parts of the national forests would tend toward inefficiency and neglect.

Enclosed for your information is a statement of the mileages concerned and an estimate of maintenance and construction costs prepared by the Regional Forester.

Sincerely yours,

Secretary of the Interior

Hon. Ernest Gruening
Governor of Alaska
Juneau, Alaska

Enclosure

SECRETARY'S READING FILE

Milner:vm, May 23

INTERIOR DEPARTMENT
RECEIVED
MAY 28 1951
DIVISION OF
LAND UTILIZATION