



*W.C.*

DEPARTMENT OF THE INTERIOR  
INFORMATION SERVICE

DIVISION OF TERRITORIES

For Release DECEMBER 13, 1949

*9-1-55  
R.S.  
K.M.*

STERLING HIGHWAY NAMED AFTER PIONEER ALASKAN ROAD BUILDER

By authority of Secretary of the Interior, Oscar L. Chapman, the new highway extending 120 miles down Kenai Peninsula, Alaska, from the western boundary of the Chugach National Forest to Kenai, Kasilof, Ninilchik, and Homer has been officially designated the "Sterling Highway" in memory of Mr. Hawley W. Sterling, a pioneer of road construction in Alaska. Mr. Sterling has also been recommended for the Department's Distinguished Service Award.

Hawley Sterling spent the greater portion of his active life in Alaska. For sixteen years he served as Assistant Chief Engineer of the Alaska Road Commission. He was in charge of construction of the Steese Highway extending from Fairbanks northeastward to the Yukon River at Circle; he laid out and generally supervised the construction of the Glenn Highway connecting Anchorage with the Alaska Highway and the United States; he laid out and commenced the construction of the highway named after him, which opens up some of the best land in Alaska to agricultural development. A large number of settlers have already moved in and taken up land along the route of the Sterling Highway.

Mr. Sterling's contribution to road work in Alaska included the development of many methods of construction suited to the peculiar conditions found in Alaska, such as new methods of overcoming permanently frozen ground, of stabilizing roads through swampy areas, cheap methods of bridge erection in remote areas, and other similar innovations.

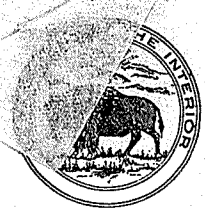
His death at the height of his career in September, 1948, in Seattle, was a great loss to Alaska and his many friends. The road bearing his name is already open to limited traffic and will be completed during the summer of 1950. A suitable ceremony in Alaska is planned for next summer on the occasion of its formal completion.

X X X

P.N. 67327

*RG 126, Off. of Territories  
Entry 1-B, Classified Files, 1907-51  
Box 376*

COPIES OF THIS LETTER  
TO BE FURNISHED TO THE  
DIRECTOR OF THE BUREAU OF  
LAND MANAGEMENT  
AND TO THE SECRETARY OF THE  
INTERIOR



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
DIVISION OF TERRITORIES AND ISLAND POSSESSIONS  
WASHINGTON 25, D. C.

FILE COPY  
Surname:

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NOV - 3 1949

9-1-55  
R.V.J.  
J.P.D.

Memorandum

To: The Secretary

From: The Director

Subject: Attached memo from Col. Noyes re Roads in Alaska

Attached is a memorandum from Colonel Noyes regarding the National Forest roads which we were discussing with you the other day. While he and the Governor are working on the Alaska end, I think we should talk with Agriculture and Commerce at secretarial level with a view to having the Road Commission take over responsibility for roads of essential type such as the Chugach Forest road. We could then budget for work on these roads, still using PRA to carry out the work if desirable.

(Sgd.) James P. Davis

James P. Davis  
Director

JPD:emw

(2) copy of letter to N. A. Stoddart dated Oct. 11, 1948  
" " " " " " " " " " 11, 1948  
" " " " Frank Hrintzleman, Nov. 3, 1947  
3 letters went forward with Mr. Davis' memo  
to the Secretary dated Nov. 3rd.

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
ALASKA ROAD COMMISSION  
JUNEAU, ALASKA

November 1, 1949

Memorandum To: Mr. James P. Davis

Subject: Roads in Alaska Constructed and Maintained by  
the Bureau of Public Roads

This memorandum refers to our conversation with Secretary Krug on the above subject.

The Bureau of Public Roads has constructed and maintains forest highways in southeastern Alaska, on the Kenai Peninsula, and near Cordova and Yakutat. Governor Gruening has requested me to make a general examination of these roads and to report to him as to their adequacy to serve the needs of Alaska. Mostly, the roads are not constructed to as high a standard as the principal roads built and maintained by the Alaska Road Commission; although there are exceptions such as the Glacier Highway near Juneau and the roads near Ketchikan which are maintained to a fairly high standard.

In certain cases these roads form parts of important through routes of Alaska constructed and maintained by the Alaska Road Commission. For example, the road between Seward and Hope on the Kenai Peninsula is connected at Mile 58 with the Turnagain Arm Road, and when the Turnagain Arm Road is completed, this forest road will form a part of one of the most important through routes in Alaska. The westward branch of this road extending to the National Forest boundary connects with the Sterling Highway, an important feeder road constructed by the Alaska Road Commission, extending to Kenai and Homer. Neither of these forest roads is constructed nor maintained to an adequate standard at the present time. Under date of October 11, 1948, I addressed a letter to Mr. H. A. Stoddart, Division Engineer, Public Roads Administration, Juneau, Alaska, calling attention to the inadequacy of these roads.

Another case is that of the Glacier Highway from Juneau northward to Tee Harbor and Eagle River. This road connects with the present car ferry which is operated between Tee Harbor and Haines, and in the future, it will form an essential link in the expanded car ferry system contemplated for southeastern Alaska. From Juneau to the Juneau airport, nine miles, this highway has recently been paved; but from the Juneau airport to Tee Harbor, it is inadequate for the probable traffic which will use it after the car ferry system is operating, and from Auk Bay to Tee Harbor, it is even inadequate for present traffic. This road should be extended to Berner's Bay. Under date of October 11, 1948, I also wrote Mr. Stoddart about the inadequacy of this road.

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The above mentioned letters were concurred in by Governor Gruening for the Territory of Alaska.

Under date of November 3, 1948, at his request, I wrote a similar letter to Mr. Frank Heintzleman, Regional Forester for Alaska, Juneau, Alaska, in support of improvement of the forest roads on Kenai Peninsula. Copies of all of these letters are attached.

Up to the present time no adequate funds have been provided for the maintenance and extension of any of these forest roads.

Furthermore, the classification of these forest roads should be re-examined. All of them now bear the lowest classification. Pursuant to the "Rules and Regulations for Administering Forest Highways", it is believed that under Regulation 3, Page 3, one or more of these roads should be given a higher classification. I recommended this to Governor Gruening recently, but Mr. Stoddart, Division Engineer, Bureau of Public Roads, was unwilling to concur.

In this connection the following is quoted from "Rules and Regulations for Administering Forest Highways":

"Sec. 1. Forest Highways shall be determined by the Secretary and the Administrator and shall be classified as follows:

- Class (1) All forest highways on the Federal-aid highway system.
- Class (2) All forest highways which are on an approved primary State highway and not in class (1).
- Class (3) All forest highways on the secondary or feeder roads system and any other forest road, of primary importance to the counties or communities, when designated as a forest highway."

The following lines of action would seem to be indicated:

I will make an examination of all of these roads for Governor Gruening. I will then determine the proper classification of the various forest roads as a part of the Territory-wide highway system. This may lead to further action for re-classification in a higher grade of the more important forest roads in accordance with the Rules and Regulations of the Bureau of Public Roads. Meanwhile, action can be commenced in Washington toward endeavoring to secure additional funds for forest roads, based upon known conditions and my letters of October 11 and November 3, 1948.

John R. Noyes  
Commissioner of  
Roads for Alaska

Attachments (3)

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*John D. Meyer*  
*file*

Washington 25, D. C.  
November 3, 1949

Confidential

MEMORANDUM FOR ~~MR.~~ MR. TAYLOR

Subject: Negotiations Regarding Forest Roads in Alaska

1-55  
R. J.  
den.

Governor Gruening, Mr. Ghiglione, and I had a conference with Mr. Thomas H. MacDonald, U. S. Commissioner of Public Roads, yesterday on the above subject.

Governor Gruening requested (in writing) that he be furnished copies of such work programs as might be in effect covering the construction and maintenance of forest roads in Alaska, and also copies of apportionment sheets showing the apportionment of forest road funds by states during the past several fiscal years. Mr. MacDonald agreed to furnish Governor Gruening these data.

It appears that the BPR is budgeting funds for construction and maintenance of forest roads in Alaska for the first time this year. (Previously, this has been done by the Forest Service). Governor Gruening suggested, both orally and in writing, that, in view of this, it would be advisable to make a review of the work programs for forest roads in Alaska at this time.

Previously, in conversations with Mr. A. C. Clark, Acting Deputy Commissioner of Public Roads in charge of Construction and Maintenance, (he replaced Mr. Bright) it was brought out that the Governors of the western states often had a major share in the drafting of work programs for their states. Governor Gruening said that heretofore he had just signed the papers that BPR had given him to sign without questioning them, but that hereafter he proposed to review these programs carefully.

I suggested to Governor Gruening that he should actually draft the program and he agreed with this. I propose to more or less draft the program for him. In this connection, I am acting as adviser to Governor Gruening.

Pursuant to the above, Mr. Ghiglione is drafting a tentative program based upon the ideas of Governor Gruening and ourselves. This program is only a "first try" and must be reviewed in Juneau. This review in Juneau should start with a request for information from Mr. Stoddart, Bureau of Public Roads. Mr. Stoddart should be requested to furnish such information as he has on work programs, which should be sub-divided by work projects.

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Following the receipt of this information, the Alaska Road Commission should review the work programs by projects to ascertain (a) the apparent justification for each project, and (b) the estimated total cost, sub-divided between construction, reconstruction or improvement, and maintenance.

After this review has been made, a brief written report should be prepared to Governor Gruening recommending a suitable work program for forest roads in Alaska.

John R. Noyes  
Commissioner of  
Roads for Alaska

JRN/lcs

Dec. 8, 1949.

Mr. Stoddart wouldn't furnish us any information so a letter was sent him by Mr. Frank A. Metcalf, Territorial Highway Engineer, formally requesting this information on projects, for the Governor. No reply yet, as far as I know.

Meanwhile, there appears nothing further that A.R.C. can do in the matter.

Recently, the same old \$1,500,000 apportionment for Alaska was announced.

JRN



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
ALASKA ROAD COMMISSION  
JUNEAU, ALASKA

September 7, 1949

*File*

Mr. Jos. T. Flakne  
Chief, Alaska Branch  
Division of Territories and Island Possessions  
Department of the Interior  
Washington 25, D. C.

INTERIOR DEPT.  
RECEIVED  
SEP 12 1949  
TERRITORIES

My dear Mr. Flakne:

In answer to your inquiry of September 2 requesting data for Mr. Newcomb, we are submitting the following enclosures:

- (1) Alaska Map "E"
- (2) Typical cross sections.
- (3) Typical section, surfacing and bituminous surfacing.
- (4) Road standards.

Enclosure No. 1 has been marked to furnish as much of the information requested as possible. The legend entered at the left of the map gives contract completion dates by calendar years on the various surfacing jobs.

Of the sections shown for completion in calendar year 1950, hard surfacing has been placed at this time on approximately 30 miles of the road between Anchorage and Palmer and on approximately 40 miles of the road between Fairbanks and Big Delta. On the Alaska Highway, asphalt surfacing has been placed on the 68 miles between Tok and Johnson River. This particular section, while scheduled for completion in 1950, will be completed this season.

We have also shown on the enclosed map the Kenai Lake to Homer road, which will be practically completed this fall, and the Alaska Highway - 40 Mile - Eagle road now under construction and which will be completed to Chicken this fall. Reconstruction of the Tok Cut-Off is also under way and is planned for completion in calendar year 1951.

The data on sight distances are the standards being used on all new construction and reconstruction projects. These standards are not met on the existing road system.

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DEBVT

The question regarding locations of and problems concerning major cuts and fills is rather difficult to answer specifically. In general, the main difficulty encountered with cuts in permafrost sections is that of working the cut down on the permafrost. It is possible to remove frost material in this manner, but the material when moved has such a high moisture content that it is usually not possible to utilize the material in fills. Where sidehill cuts are made in frozen soils, progressive thawing of the permafrost frequently results in slides over a period of years after the cut is first opened. After several years, the area usually heals and the slopes will become reasonably stable. Except in those areas where permafrost is encountered, our problems with cuts and fills are no different than in any other section of the country.

The question entitled "Latest improved methods of combating frost" is also a rather broad question. I believe this has been partly covered in the answer to the question regarding cuts. In relatively flat topography where the line is over permanently frozen areas, every effort is made to retain the insulation of moss without disturbance. Frequently a mat from one to two feet thick of scrub spruce is laid and this mat is then covered with several feet of select borrow material, preferably gravel. In some instances, it has been possible to successfully grade frozen clays by stripping the road section and allowing time for the frost line to recede. This usually requires at least two seasons before the material can be successfully graded into a suitable road base.

There have been no major improvements to bridges since 1947. However, we are now adopting new standards for bridges on the major highways. All truss spans will be designed for H-20 loading with 24' in width and with concrete decks. Timber trestles on the major roads will be used for small openings. These will be designed also for H-20 loading with 24' in width and with a laminated wooden deck. First bridges planned for erection on the existing major roads have recently been ordered. One of these will be placed over Peters Creek, 20 miles from Anchorage on the Glenn Highway, and the other at Shaw Creek, 80 miles from Fairbanks on the Richardson Highway.

The question of policy of construction and maintenance is also rather indefinite. I can only say that at present the policy regarding construction is to perform all new road construction, especially in opening up new routes, by hired labor. All general reconstruction and paving projects are let to contractors. Maintenance is performed by hired labor and an effort is made to keep the roads in a reasonably serviceable condition. The roads having the greatest use are maintained the year around, while a considerable mileage of roads serving mining communities and other isolated areas is not maintained except during the summer. The mileage of roads maintained on a year around basis and the standard of maintenance are determined largely by the funds appropriated for these purposes.

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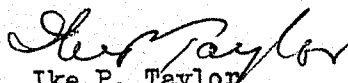
The following is an approximate list of the major items of equipment suitable for road construction:

- 19 Compressors, air
- 6 Drills, wagon
- 36 Jack hammers
- 53 Pull graders
- 65 Motor graders
- 9 Hoists, double drum
- 4 Crushing and screening plants
- 44 Scrapers, 10 to 15 cu. yd.
- 30 Power shovels, crawler type,  
from  $\frac{1}{2}$  to  $1\frac{1}{2}$  yd.
- 8 Cranes, truck mounted, with  
shovel attachment
- 210 Tractors, crawler, with dozer,  
various sizes
- 3 Tractors, crawler, with 1-yard  
loader attachments
- 9 Tractors, crawler, without  
attachments
- 11 Tractors, wheel
- 11 Bottom dump semitrailers, 12-yard,  
for use with above tractors
- 380 Dump trucks,  $\frac{1}{2}$  to 5-yard.
- 70 Flat-bed trucks
- 16 Trucks, tractor, with semitrailer
- 110 Pickup trucks,  $\frac{1}{2}$ -ton or less

In addition to the above, there are a number of items of relatively small equipment normally needed on construction projects.

I trust that the above information is somewhat along the lines desired by Mr. Newcomb. I believe that you realize that some of the questions are so broad in scope it would require a rather voluminous reply if an effort were made to cover all the phases involved.

Sincerely yours,

  
Ike P. Taylor  
Chief Engineer

Encs: (4)

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
ALASKA ROAD COMMISSION  
Juneau, Alaska.

January 1, 1949.

A.R.C. MEMORANDUM NO. 2

SUBJECT: Road Standards

	<u>Through Roads</u>		<u>Feeder Roads</u>		<u>Local Roads</u>	
R/w Width	300'		200'		100'	
Width of Roadbed	28'		24'		20'	
Width of Paving	20'		none		none	
Clear widths of new bridges	24'		20'		20'	
Design Load, new bridges	H20		H15		H15	
New bridges, vertical clearance	15'		14'		14'	
Bridges to remain, clear width	20'		14'		14'	
Bridges to remain, safe load, posted, tons	H15		H10		H10	
	<u>min. desirable</u>		<u>min. desirable</u>		<u>min. desirable</u>	
Sharpest curve, °						
Flat topography	11	7	14	7	14	--
Rolling "	18	11	25	11	25	--
Mountainous "	36	18	56	18	56	--
Maximum Grade, %						
Flat topography	5	--	5	--	8	--
Rolling "	7	--	7	--	10	--
Mountainous "	9	--	9	--	12	--
Non-Passing Sight Distance						
Flat topography	315	415	315	415	--	--
Rolling "	240	315	240	315	--	--
Mountainous "	165	240	165	240	--	--

Exceptions hereto will be considered and must be authorized by the Juneau Office.

*John R. Noyes,*  
John R. Noyes,  
Commissioner of Roads for Alaska.

*Enclosure No. 4*

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
DIVISION OF TERRITORIES AND ISLAND POSSESSIONS  
WASHINGTON 25, D. C.

*Thomas  
Goding  
Flakue  
Lee*

25, D. C.

Mr. L. F. Watts  
Chief, U. S. Forest Service  
Department of Agriculture

APR 27 1949

*P-1-55  
X. & J.  
Gen.*

My dear Mr. Watts:

This Department is presently engaged in the construction of a road which will connect Seward and the Forest Highway System of Kenai Peninsula with the main highway system of Alaska and with the States. Work on the Turnagain Arm Road is progressing in a satisfactory manner. However, that road is but one section of the main highway between Seward and Anchorage. The remaining portion of the road between Seward and Mile 58, the point of junction, needs further improvement, particularly widening in places, in order to bring it up to a standard comparable with the section now under construction. In addition, the road which extends westward from Mile 38 of the Seward-Anchorage-Highway to the western boundary of the Chugach National Forest should be completely rebuilt, including bridges. This road is the connecting link between the central road system and a highway now under construction extending across the Peninsula from the forest boundary to open up the agricultural areas in the vicinity of Kaslof, Minilchik, and Homer.

These sections of the Seward-Anchorage Highway are within the boundaries of the Chugach National Forest, and are therefore under the jurisdiction of the Forest Service. We understand that the amount of money available to you for road construction in Alaska National Forest areas is limited. Nevertheless, it is urged that you give every possible consideration to the improvement of the Chugach Forest portion of the Kenai Peninsula Highway System. When the Turnagain Arm route is completed, these roads will form an integral part of the highway system of Alaska.

This Division is vitally interested in your efforts to secure supplemental appropriations for important highway improvement projects in the Chugach and Tongass National Forests. We will gladly extend support or assistance if it should be desired.

Sincerely yours,

(Sgd.) James P. Davis

James P. Davis  
Director

cc: Colonel Noyes  
Governor Gruening

*A.E.J.*  
MNGODING:ggc  
4/26/49

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Go see me  
JRAL

Territories

UNITED STATES  
DEPARTMENT OF THE INTERIOR  
ALASKA ROAD COMMISSION  
JUNEAU, ALASKA

March 30, 1949.

Secretary of the Interior,  
Department of the Interior,  
Washington 25, D. C.

On December 17, 1948, you asked to be kept advised of developments looking toward the improvement of the forest roads out of Seward, Alaska, which are under the jurisdiction of the Public Roads Administration.

In my inquiry I now have a letter under date of March 15, 1949, from Mr. H. A. Stoddart, Division Engineer of the Public Roads Administration, Juneau, Alaska, outlining the improvements programmed for the forest roads in that area.

Presently programmed for construction in 1949 are the replacement of two badly needed bridges and construction of approximately 1.2 miles of road connecting with one of the bridges. Conditionally programmed, subject to allocation of funds not yet in hand, are the improvement of from five to ten miles of additional road. Mr. Stoddart will inform me further in about six to eight weeks regarding this.

Considerably more work is still badly needed. In particular, the road extending westward from Mile 38 of the Seward-Anchorage Road to the western boundary of the Chugach National Forest should be completely rebuilt, including bridges. Also, the remaining portions of the Seward-Anchorage Road between Seward and Mile 58, the point of junction with the new Turnagain Arm construction, needs further improvement, particularly widening, in places.

Sincerely yours,

*John R. Noyes*  
John R. Noyes,  
Commissioner of Roads for Alaska.

CC: Division of Terr. & Island Possessions

~~Mr. Lee~~  
Do you have any ideas of any thing we should do on this matter? Have called it to F. Heintzelman's attention. all Alaska Forest Hwy. money was cut out in the house. I am wishing to let us know if we could help.

977

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Please phone P. M.



APR 4 - 1949  
ASST. SECRETARY

UNITED STATES  
DEPARTMENT OF THE INTERIOR  
ALASKA ROAD COMMISSION  
JUNEAU, ALASKA

*Territories*

March 30, 1949.

Mr. William E. Warne,  
Assistant Secretary of the Interior,  
Department of the Interior,  
Washington 25, D. C.

INTERIOR DEPT  
RECEIVED  
APR - 5 1949  
TERRITORIES

Dear Mr. Warne:

In your letter of December 17, 1948, you asked to be kept informed of developments looking toward the improvement of the National Forest roads out of Seward, Alaska, which are under the supervision of the Public Roads Administration.

In response to my inquiry I now have a letter under date of March 28, 1949, from Mr. H. A. Stoddart, Division Engineer of the Public Roads Administration, Juneau, Alaska, outlining the improvements presently programmed for the forest roads in that vicinity.

Presently programmed for construction in 1949 are the replacement of two badly needed bridges and construction of approximately 1.2 miles of road connecting with one of the bridges. Conditionally programmed, subject to allocation of funds not yet in hand, are the improvement of from five to ten miles of additional road. Mr. Stoddart will inform me further in about six to eight weeks regarding this.

Considerably more work is still badly needed. In particular, the road extending westward from Mile 38 of the Seward-Anchorage Road to the western boundary of the Chugach National Forest should be completely rebuilt, including bridges. Also, the remaining portions of the Seward-Anchorage Road between Seward and Mile 58, the point of junction with the new Turnagain Arm construction, needs further improvement, particularly widening, in places.

Sincerely yours,

*John R. Noyes*  
John R. Noyes,  
Commissioner of Roads for Alaska.

CC: Division of Terr. & Island Possessions

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IN REPLY REFER TO:  
22506 "L.H.K.O."

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



FEB 23 1949

*9-1-55  
Roads +  
Files - Gen.*

MEMORANDUM

To: Director, Division of Territories and Island Possessions.

From: Director, Bureau of Land Management.

Subject: Withdrawing public lands for highway purposes in Alaska.

Pursuant to the instructions of Assistant Secretary Warne, a public land order has been prepared withdrawing public lands in Alaska for highway purposes. Originally it was intended to define the several widths of right-of-way in terms of roads of certain classes without mention of specific roads and to authorize the Alaska Road Commission to designate the roads as belonging to the respective classes. The order has been so drawn. However, it now seems better procedure to incorporate in the withdrawal order a list, by classes, of the several roads in Alaska affected by the order, since this order in its present form may not receive the approval of the Department of Justice.

By memorandum of September 27, 1948, the Commissioner of Roads for Alaska suggested a classification of Alaskan roads. If this list or an amended list could be included as part of the order I believe that we would have much less trouble getting the order approved by the Department of Justice. Will you please inform me as soon as possible whether this list, with the exception of the Alaska Highway, is suitable for inclusion in the order, or furnish me with an amended list.

*Marion Clawson*

Director.

Attachment

cc: R.A., Reg. VII, Anchorage, Alaska.

RKC:mg  
2-16-49

*Richard*  
*...*  
*...*

*Basic Copy  
9-1-68  
penner*

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BUFILE  
DELETED

COPY

DEPARTMENT OF THE INTERIOR

Alaska Road Commission

Juneau, Alaska

September 27, 1948

MEMORANDUM TO: Mr. Ike P. Taylor

SUBJECT: Classification of Roads

There is attached a copy of a press release I have prepared on the above subject.

We discussed this matter briefly yesterday. The following is suggested as a classified list:

<u>Through Roads</u>	<u>Feeder Roads</u>	<u>Local Roads</u>
Alaska Highway	Steese Highway	All roads not classified as Through Roads or Feeder Roads
Richardson Highway	Elliott Highway	
Glenn Highway	McKinley Park Road	
Haines Highway	Anchorage Potter-Indian Road	
Tok Cut-Off	Edgerton Cut-Off	
	Tok Eagle Road	
	Ruby Long Poorman Road	
	Nome Solomon Road	
	Kenai Lake Homer Road	
	Fairbanks College Road	
	Anchorage Lake Spenard Road	
	Circle Hot Springs Road	

It is requested that you review the above list and recommend any changes you consider desirable in it.

It is requested that you formulate a set of construction and maintenance standards for adoption by the Alaska Road Commission suitable for roads in each of the three categories. For the present such standards need be formulated only in general terms.

John R. Noyes  
Commissioner of Roads for Alaska

JRN/lcs  
(Copied:mg)

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
ALASKA ROAD COMMISSION  
JUNEAU, ALASKA

December 3, 1948

Mr. H. Rex Lee, Assistant Director,  
Division of Territories & Island Possessions,  
Department of the Interior,  
Washington 25, D. C.

To	Initial	Date
Lee		

Dear Rex:

Mr. B. Frank Heintzleman, Regional Forester for Alaska, was in to see me yesterday about obtaining additional funds for the improvement of the present forest highways on Kenai Peninsula to a standard comparable to the proposed Turnagain Arm road and the corresponding through roads and feeder roads of the Alaska Road Commission.

You will recall that I have written letters to the Public Roads Administration (Mr. H. A. Stoddart, Division Engineer, Juneau) and the Forest Service (Mr. Heintzleman) on this subject. In these letters I assured them of Alaska Road Commission and Territorial support for their efforts to secure adequate funds for improving the Kenai Peninsula forest roads to the standard indicated. The matter of Territorial support was cleared with Governor Gruening.

Mr. Heintzleman suggested that the Department of the Interior support a request from the Department of Agriculture or Public Roads Administration or both for more funds for forest highways, these funds to be provided to Public Roads Administration to do the work—in other words, that a special act should be requested.

I cannot see any inconsistency in the Department of the Interior supporting such a request if made by the Department of Agriculture or Public Roads Administration. On the other hand, it would appear quite proper for the Department of the Interior to support a request for additional funds to bring the forest highways of Kenai Peninsula up to the standard of the other main roads of Alaska.

I told Mr. Heintzleman quite frankly that I thought it was silly to have two road building organizations such as the Alaska Road Commission and the Public Roads Administration maintain separate organizations to work on roads in the area of the Kenai Peninsula. However, if the money

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Mr. H. Rex Lee

- 2 -

December 3, 1948

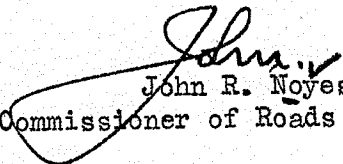
is provided, it does not make a great deal of difference who does the work. Of course, it is always possible that Congress may appropriate the money to the regular road appropriation for Alaska as they did in the case of Turnagain Arm, in which case, it would be our money anyway.

I would appreciate your advice on how I should reply to Mr. Heintzleman.

Mr. Heintzleman will be in Juneau only a few days. Then he is making a trip to Anchorage after which he will return to the United States and to Washington for the winter. He will, therefore, be in touch with you in Washington during most of the winter. Frank is a fine chap and an old friend of mine.

With best regards and Christmas greetings to you and yours, I remain

Sincerely yours,

  
John R. Noyes,  
Commissioner of Roads for Alaska.

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Box 376



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

FILE COPY  
Surname:

*Territories*

*Thomas*

*W. H. K. W.*

Asst. Sec. Office

*son*

DEC 17 1948

*Files*

Air Mail

My dear Mayor Lanier:

You will recall that when I was in Seward you told me the road around Kenai Lake, which is in the Chugach National Forest, is so crooked that it can not be used by trucks and busses, and asked that it be improved as soon as possible.

Upon my return to Washington I took this matter up with the Commissioner of Public Roads Administration, who called upon his Division Engineer in Alaska for a report on the condition of the roads along Kenai Lake. His comments are as follows:

"It is believed that the road referred to in Assistant Secretary Wams's letter of September 20, 1948, is Forest Highway Route No. 5, Kenai River Highway. Section B of this route, extending from the eastern terminus on Moose Pass highway to Coopers' Landing on Kenai River was constructed in 1934-35 by the U. S. Forest Service with CCC labor as a Forest Service truck trail. The road was constructed to a very low standard. The width of the road is only approximately 10' graded width, the curvature is very sharp and the grades are over many portions of the section broken up in short, sharp pitches with vertical curves practically non-existent. The sight distances over a large portion of this road are therefore very short.

"The condition of Route 5 is however not so bad that trucks cannot use the present road. Our maintenance organization for instance use a large four-wheel-drive truck with anogo attachment for ploughing the snow on this section but because of the narrow road and sharp curvature, it is of course necessary to exercise great caution in driving this road. When the Turnagain Arm project is completed and also the ARC road to Kenai and Homer, the traffic on Route 5 may be expected to increase considerably and will no doubt also include some steady hauling with heavy trucks and semi-trailers. Section B of Route 5 will then be entirely inadequate, and in fact, over some portions be dangerous. Section A, extending from Coopers' Landing to the forest boundary is also a very narrow and low standard road but the alignment and grades on this Section, which were constructed by Public Roads in 1921, are much better than on Section B.

"Project 5-21 at Coopers' Landing, Kenai River Highway will be advertised for construction as soon as the right-of-way matter across Mr. Towle's homestead is settled. This project is 1.1 miles in length and consists of grading and a new bridge over the Kenai River.

TERRITORIES  
TO SECRETARY  
DEC 15 1948  
FOR SIGNATURE

*9-1-50*  
*R+S.*  
*Gen.*

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DEBY

"Assistant Secretary Warne may have had reference to Route 3 and the portion of Route 14, extending between Moose Pass and the eastern terminus of Route 5. Route 3 was constructed between the years of 1920 and 1938. Most of the sections are low standard with an average graded width of from 12' to 14'. There are some comparatively sharp curves and a few short grades exceeding 6 percent. With the exception of some of the older sections which have not been improved since the original construction, the road is in fair condition for present day travel and trucks and busses should have no appreciable trouble traveling this road. A heavy increase in traffic and the use of heavy trucks and semi-trailers to any great extent will however make this route inadequate.

"The section on Route 14 mentioned above was constructed in 1923 and improved in 1932. The width averages 12' to 14' and the alignment is generally fair and the grades reasonable. This section will however not be able to sustain the increase in traffic in both volume nor weights that may be expected when the Forest Highway System on Kenai Peninsula is connected with the Interior Roads System and the road to Homer."

It will be noted that the section at Coopers' Landing is to be advertised for improvement as soon as the right-of-way matter is settled. We have been advised informally by officials of the Juneau Office of the Public Roads Administration that their plans call for early improvement of the whole of Section B, which was originally built by the CCC as a low standard road and which is the section to which you had particular reference in our conversation.

We shall be glad to keep this matter in mind and follow up on it with the Public Roads Administration. A copy of this letter is being sent to Col. John R. Noyes, Commissioner of Roads, Alaska Road Commission at Juneau, with a request that he keep us advised with respect to progress in road construction in the Kenai Peninsula area, both within and outside of the Forest, during the 1949 season.

Sincerely yours,

(sgd) William E. Warne  
Assistant Secretary of the Interior.

Hon. Eugene Lanier,  
Mayor of Seward,  
Seward, Alaska.

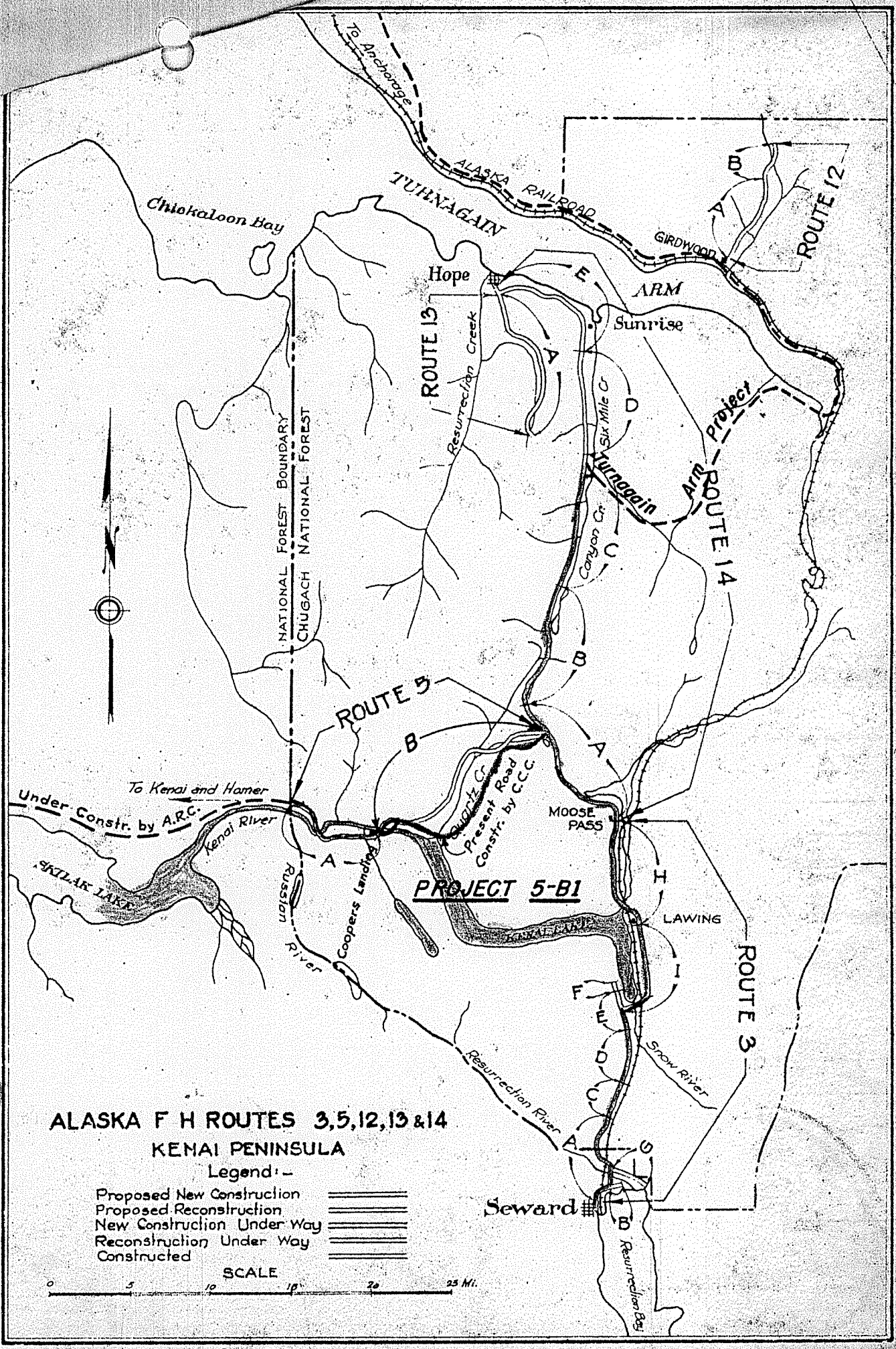
cc Col Noyes

Thomas/gmr  
Dec. 13  
Territories

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Entry 1-B, Classified Files, 1907-51  
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DA 200710 700  
 ONE AND TWO  
 TO THE 20100 20000



*Return map to  
 Seward's*

**ALASKA F H ROUTES 3, 5, 12, 13 & 14  
 KENAI PENINSULA**

- Legend: -
- Proposed New Construction
  - Proposed Reconstruction
  - New Construction Under Way
  - Reconstruction Under Way
  - Constructed

SCALE 0 5 10 15 20 25 Mi.

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UNITED STATES DEPARTMENT OF AGRICULTURE  
FOREST SERVICE

Washington 25, D. C.  
October 28, 1946

H  
ROADS AND TRAILS, R-10  
F. H. Programs

Consultant  
Alaska Development Board  
P. O. Box 50  
Juneau, Alaska

Dear Mr. Sundberg:

Secretary Brannan sent your letter of October 22 to us for consideration and we have received also your letter of the same date to Mr. Watts. We have read with much interest the copy of your letter to General Fleming, Federal Works Agency, in regard to Forest Highway appropriations for the National Forests of Alaska.

We agree with you on the need for improving and extending the road system in the National Forests, and we will continue to work with the Public Roads Administration on presenting these needs to Congress. As you noted, the authorizations and appropriations for road construction on the Forests have substantially increased since the close of the War, and we are hopeful this trend will continue. I rather imagine that military requirements have been chiefly responsible for stimulating the road appropriations for Interior Alaska while the South coast, where the National Forests are located, has little need for roads for military use.

In addition to seeking funds under our regular annual Agricultural Department appropriation acts for Forest roads in Alaska, we participated in laying the foundation for the special funds which were set up for the section of the Kenai arterial highway project known as the Turnagain Arm connection. Fifty of the seventy-three miles in that section are inside the boundaries of the Chugach National Forest. You may recall that the Forest Service supplied about \$140,000 of road funds for the surveys of that connection. This is merely mentioned as evidence of our interest in Alaska roads of all classes on or in the vicinity of the Forests.

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2 - Consultant, Alaska Development Board - 10-28-48

Without deprecating the need for more road work in southeast Alaska, I really doubt if the inference at the middle of Page 2 of your letter respecting lack of economic development in that area is well founded. The largest economic opportunity there rests on pulp timber developments. Except for short road extensions and improvements near some of the prospective mill sites, which projects are now being carefully studied by us, these timber developments do not depend on road construction other than for some of the logging, and such roads will be built by the timber operators. On the contrary, the principal economic advantage of Alaska pulp timber developments lies in the cheap water transportation for both pulwood and the manufactured products.

One other point. On Page 3 of your letter you state that no two of seven listed cities in southeast Alaska are connected by roads. Considering that each one of the cities is in effect located on a separate island, would it be at all practicable or desirable to try to connect them by road?

Sincerely yours,

LYLE W. WATTS, Chief

By C. M. GRANGER

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*Data Book*

C O P Y

MEMORANDUM OF AGREEMENT RELATING TO SURVEY AND CONSTRUCTION OF SEWARD-ANCHORAGE, STERLING AND CORDOVA-CHITINA HIGHWAYS IN ALASKA.

Memorandum of Agreement made this 28th day of June, 1950, by and between the Commissioner of Roads for Alaska, for the Alaska Road Commission of the Department of the Interior, and the Commissioner of Public Roads, for the Bureau of Public Roads of the Department of Commerce.

WHEREAS, funds for the survey and construction of certain highways in Alaska are either available by existing legislation or are expected to be made available by pending legislation; and

WHEREAS, it is mutually agreed by the parties hereto that the early construction of the highway sections described hereinafter is of the highest importance to the economy, development and defense of the Territory of Alaska.

*ged*

NOW, THEREFORE, in consideration of the premises and of the several promises to be faithfully performed by each, as hereinafter set forth, the parties hereto do hereby mutually agree as follows:

WORK EMBRACED IN PROJECT

Article I. This agreement covers survey and preparation of plans, specifications and estimates by the Bureau of Public Roads for the following highway sections, including any bridges required thereon;

1. That portion of the Seward-Anchorage Highway from Seward northward to Mile 58 (the southerly 28.8 miles being the Seward Forest Highway, Route 3, and the remaining 28.8 miles being a portion of the Moose Pass Forest Highway, Route 14) . . . . . 57.6 Miles
2. That portion of the Sterling Highway from the west boundary of Chugach National Forest to a connection with the Seward-Anchorage Highway, at Mile 38 thereof (this section being the Kenai River Forest Highway, Route 5, which is 19.7 miles in length) except the sections, 6.7 miles in length, already constructed or programed for construction with Forest Highway funds . . . . . 13 Miles
3. That portion of the Cordova-Chitina Highway from Cordova eastward and northward to the topographic control point at approximately Mile 49 which is common to all alternate

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locations which may be considered in the lower Copper River Valley (the 11.8 miles nearest Cordova being the Copper River Forest Highway, Route 32) . . . . . 49 Miles

This agreement also covers the construction of these same highway sections, except that the extent to which construction of the Sterling Highway and of the Cordova-Chitina Highway will be undertaken by the Bureau of Public Roads, will be determined after completion of the survey. The word "construction" as used in the preceding sentence includes grading, draining, structures and crushed rock or gravel base course for all of the highway sections, but does not include bituminous surfacing.

#### SURVEYS, PLANS, SPECIFICATIONS AND ESTIMATES

Article II. The Bureau of Public Roads will make all surveys and prepare all plans, specifications and estimates for the highway sections described in Article I. Before completion of the survey the Bureau of Public Roads will arrange to provide an opportunity for the Regional Forester of the Forest Service, or his authorized representative to examine the surveyed line or the location map and to indicate any details of location desirable for the protection or development of the National Forest. The plans, specifications and estimates will be submitted to the Alaska Road Commission for review and approval before any construction work is undertaken.

It is agreed that every reasonable effort will be made to complete all surveys, plans, specifications and estimates by June 1, 1951.

Design standards shall conform in general to those approved by the American Association of State Highway Officials for the 400 to 1,000 vehicle per day category for Secondary Roads.

#### CONSTRUCTION

Article III. The Bureau of Public Roads will construct or cause to be constructed in strict accordance with the approved plans and specifications all of the highway section described in paragraph 1 of Article I hereof and such portions of the Sterling Highway and of the Cordova-Chitina Highway described in paragraphs 2 and 3 of Article I hereof as may be agreed upon by the Alaska Road Commission and the Bureau of Public Roads after the surveys have been completed. The construction work shall be performed by the contract method unless the Bureau of Public Roads and the Alaska Road Commission agree that it is in the public interest to perform the work with Government forces. The Bureau of Public Roads will advertise for bids, award the contracts and have direct supervision over and

C O P Y

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adequately inspect all construction work subject to inspection and acceptance of the work by the Alaska Road Commission.

#### FINANCING

Article IV. The entire cost of the survey, plans, specifications and estimates for the sections of the Seward-Anchorage and Sterling Highways described in Article I hereof will be paid by the Bureau of Public Roads from Forest Highway funds programed for survey and design of Alaska Forest Highways.

The entire cost of the survey, plans, specifications, and estimates for the sections of the Cordova-Chitina Highway described in Article I hereof will be paid by the Bureau of Public Roads from Department of the Interior funds made available by the Alaska Road Commission. The necessary funds for the Cordova-Chitina survey and design will be transferred in advance to the Bureau of Public Roads by the Alaska Road Commission on a quarterly basis to cover estimated requirements for the ensuing quarter.

The entire cost of construction engineering to be performed by the Bureau of Public Roads on all projects covered by this agreement will be paid by the Bureau of Public Roads from Department of the Interior funds made available by the Alaska Road Commission. The necessary funds for construction engineering will be transferred to the Bureau of Public Roads by the Alaska Road Commission on a quarterly basis to cover estimated requirements for the ensuing quarter.

The entire cost of construction of all projects assigned to the Bureau of Public Roads under the provisions of Article III hereof shall be paid by the Bureau of Public Roads from Department of the Interior funds made available by the Alaska Road Commission and transferred prior to the award of each contract.

Authorization to undertake the construction work for each individual project will be given to the Bureau of Public Roads by the Alaska Road Commission after survey, plans, specifications and estimates have been completed and approved, and after funds are available from Department of the Interior appropriations for the purpose, in accordance with a program of work to be agreed upon in advance between the Commissioner of Roads for Alaska and the Division Engineer, Division 10, Bureau of Public Roads, and revised from time to time as may be necessary or desirable.

C O P Y

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REPORTS

Article V. The Bureau of Public Roads will make a monthly report to the Alaska Road Commission including the following information:

- (a) Total expenditures and obligations to date for each phase of the work.
- (b) Work progress during the month.
- (c) Estimated future work progress and probable expenditures.

RIGHT-OF-WAY

Article VI. The Bureau of Public Roads will endeavor to arrange for the local authorities and agencies having control over Government lands involved to provide the necessary rights-of-way for the highway sections covered by this agreement, but will not itself assume responsibility for acquisition of such rights-of-way.

MAINTENANCE

Article VII. The maintenance after completion of the projects to be constructed under this agreement shall be performed by the Bureau of Public Roads and paid for by the Bureau of Public Roads out of Forest Highway funds programed for maintenance of Alaska Forest Highways, except that this provision shall not apply to any sections which are not a part of the approved Forest Highway system at the time the maintenance is to be performed.

IN WITNESS HEREOF the parties have hereunto affixed their signatures as of the day and year first above written.

Sgd. John R. Noyes  
Commissioner of Roads for Alaska

Sgd. C. D. Curtiss  
Acting Commissioner of Public Roads

C O P Y

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
DIVISION OF TERRITORIES AND ISLAND POSSESSIONS  
WASHINGTON 25, D. C.

FILE COPY  
Surname:

*Bun Eng*  
*Meding*

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Air Mail

Hon. Ernest Gruening  
Governor of Alaska  
Juneau, Alaska

OCT 27 1950

*1-55*  
*R+S.*  
*Kenn.*

My dear Governor Gruening:

You have requested an opinion as to the extent to which the Territorial Board of Road Commissioners has a voice in determining the forest highway program for Alaska.

The Federal Highway Act, as amended (42 Stat. 212; 23 U.S.C., 1946 ed., secs. 1-26) contains no provision requiring the participation of the State or Territorial highway departments in determining forest highway programs within their respective areas.

However, regulations issued by the Bureau of Public Roads, Department of Commerce, prescribes a procedure which provides for full participation on the part of State and Territorial highway departments in working out such forest highway programs.

Specifically, Section 15.4 of Title 23 of the Code of Federal Regulations (15 Fed. Reg. 1585; March 22, 1950) provides, in effect, that the district engineer of the Bureau of Public Roads shall request the Territorial Board of Road Commissioners to submit a list of forest highway projects to be financed out of funds appropriated by the Congress and apportioned to Alaska, supported by a map showing the location of the proposed projects. The list of projects together with supporting data submitted by the Territorial Board is then required to be forwarded by the district engineer to the division engineer of the Bureau of Public Roads, who in turn is required to furnish a copy to the Regional Forester of the Department of Agriculture. This section also requires that the division engineer, following the receipt of this road material prepared by the Territorial Board, arrange for a joint conference with the regional forester, the district engineer and the Territorial Board for the purpose of considering the projects to be included in the forest highway program for Alaska.

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In view of the foregoing facts, there is no reason, in my opinion, why the Territorial Board of Road Commissioners cannot exercise considerable influence in determining the forest road programs for Alaska.

A copy of the regulations cited above is enclosed for ready reference.

Sincerely yours,

(Sgd.) Irwin W. Silverman

Irwin W. Silverman  
Chief Counsel

Enclosure

Ben Ezra:sp  
October 20

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Mr. Silberman:

The Governor asks a legal opinion as to the Territory's position with respect to designation of the Forest Highway program. I have a vague recollection that it is supposed to be worked out on a 3-way basis (Bun. Pub. Roads - Forest Service of State Highway Dept) but whether by law or regulation - I am unaware. Could you have this looked into. Will



TERRITORY OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

INTERIOR DEPT.  
RECEIVED  
SEP - 5 1950  
TERRITORIES

September 2, 1950

To	Initial	Date
Flakne		9/6 1950
Gardner		

*necessary action*

Mr. Joseph T. Flakne  
Chief, Alaska Division  
Office of Territories  
Washington 25, D. C.

Dear Joe:

I have your letter of August 30 urging the extension of the Glacier Highway from Eagle River to Echo Cove. I am 100% in favor of that and will do my best to persuade Frank Heintzleman that this should be included. The good news on the seven million dollars goes a little distance in offsetting the number of other pieces of bad news -- the failure of the Senate to act on statehood, the failure of the conferees to revise the crippling restrictions in the Public Works Act, the 30% increase in fish transportation rates put over by the Alaska Steamship Company, the continued throttling by the CAB of our non-skeds and its failure to bring out a decision in the Alaska Service Case.

In view of the fact that to date the Forest Service and Bureau of Public Roads seem to have made all the policies in regard to what roads should be built in the forest areas I would appreciate a legal opinion indicating that the Territory -- meaning the Territorial Board of Road Commissioners -- has some voice in the program. Would it be possible for you to get the Department to give me such an opinion as soon as possible?

Cordially yours,

*Ernest*

Ernest Gruening

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
DIVISION OF TERRITORIES AND ISLAND POSSESSIONS  
WASHINGTON 25, D. C.

FILE COPY  
Surname:

Air Mail

*Goding*  
*Kroyes*

OCT 13 1950

*7/10*

Mr. B. Frank Heintzleman  
Regional Forester  
United States Department  
of Agriculture  
Juneau, Alaska

*1-55*  
*Ret J.*

Dear Frank:

Thank you for your letter of October 4 on the subject of improvements and extensions to the highway system in Southeastern Alaska.

I cannot agree entirely with your thought that priority should be given to the improvement of existing roads if pursued to the exclusion of new construction on extensions of the system. It appears to me that a balanced highway program should include improvements to existing roads, construction of local feeders and planned extension of the existing principal roads on a continuing basis. Assuming the Berners' Bay Road to be as expensive as indicated, I would not advocate earmarking \$2,500,000 out of presently available funds for immediate completion of the project in one or two seasons. However, I would think that a fair start could be made, holding initial construction to minimum acceptable standards--but getting some mileage built. The same would be true of other proposed extensions.

I do not wish to quibble over our differing views as to the desirability of the Berners' Bay extension. I do believe that reducing the ferry distance is much more important than you seem to think. The costs are bound to be reduced with every mile that can be cut off the run--a forty-two mile route might be scheduled as a round-trip in daylight. A longer haul--as to Tee Harbor--will usually mean the loss of a day on each round-trip in practical operation with small vessels.

I think, too, that regardless of whether this is the time to start extending the Thane Road to the head of Taku Inlet, or not, we can well consider the benefits to Alaska and to Juneau of extending immediate assistance in construction of a minimum standard road from the mouth of the Taku to the Canadian Border. The Canadian mining

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companies may well be willing to help but the creation of two new going mines in the Taku Valley can be of great and continuing economic value to Juneau. Such action on our part might well be just the demonstration of cooperative planning and mutual assistance that would cause the Canadian or British Columbia Governments to take action on the Haines Road.

I know that we see eye-to-eye in viewing most of our objectives and hope that, with further reflection, you can see the value of pushing some of our roads out along projected routes in accordance with a long-range plan. I do not think that it is a case of "pulling" for one road in opposition to another.

With kind regards, I am

Sincerely yours,

(Sgd.) Jos. T. Flakne

Jos. T. Flakne  
Chief, Alaska Division

MWGoding:ggc  
10/13/50

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RECEIVED  
OCT 6 - 1950  
TERRITORIES

UNITED STATES DEPARTMENT OF AGRICULTURE  
FOREST SERVICE



ADDRESS REPLY TO  
REGIONAL FORESTER  
AND REFER TO

To	INITIAL	DATE
Flakne	279	10/6
Godwin		10/13
FILES		

E  
ROADS & TRAILS  
Haines Road, Southeast Alaska Ferry

Juneau, Alaska  
October 4, 1950

Mr. Jos. T. Flakne, Chief, Alaska Division  
Office of Territories, Department of the Interior  
Washington, D. C.

Dear Joe:

I have your letter of September 27. I am pleased that money has been made available for the improvement of the Forest Highway on the Chugach National Forest between the town of Seward and Mile 58, to provide a continuously good road from Seward to Anchorage. I have always been extremely interested in perfecting a first-class system of roads that would cover the whole of the Kenai Peninsula.

As you may know, \$182,868 of Forest Highway funds were used last year for a new bridge and approaches across the lower end of Kenai Lake on the Forest Highway from Mile 37 on the Seward Highway to Russian River, which is the connecting link with the Sterling Highway leading to Homer; \$159,695 was more recently allotted from the F. H. funds to improve another portion of this link; a few days ago Mr. Stoddart and I recommended \$150,000 from the regular F.H. funds for still a third section of the same link.

Thus, even if the main Anchorage-Seward highway is now quite well provided for with the recent appropriations of \$7,500,000 to complete its improvement, I am of the opinion that completion of the Mile 37 - Russian River link ranks higher in priority than some of the projects for new roads now being advocated by some groups in Southeast Alaska communities; also, when the above link is completed, I think the next projects in point of priority are needed improvements to existing roads in Southeast Alaska and some minor extensions of these roads where the latter will open up more land for settlement and industrial sites. I think these take precedence over long and extremely costly new roads leading out of Southeast Alaska which would eat up all of our road construction funds over a long term of years before they would be completed for use.

A new road project now being most actively discussed here is an extension of the Glacier Highway from Eagle River, the present terminus, to Echo Cove at Berners Bay, which doesn't rank very high in usefulness when examined closely. The distance is 13.5 miles, and the estimated cost \$2,500,000. It is thus extremely expensive per mile, it opens up practically no new land to development because of the heavy slopes along

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2 - Mr. Jos. T. Flakne - October 4, 1950

the route and its supposed value to reach a better terminal for a ferry operating between Juneau and Haines is open to question. At first sight Echo Cove appears to be a good site for the ferry terminal since this location would cut off about 20 miles of the distance between Tee Harbor, the present terminal, and Haines. However, I am sorry to say that Echo Cove is not well suited to this use.

The principal objection to Echo Cove is that it opens directly to the north and is subject to the extremely high winds and the icing conditions which characterize Lynn Canal in winter. Frozen spray would cover the ferry boat (and all other facilities and equipment) while it lay at its moorings; also, the cove is very small and could not accommodate ferry boats of any size. Again, a bar across the mouth of the cove would have to be dredged before the terminal could be established. I need not mention, too, that ferries operating between the Juneau area and Haines would not be continuously moving back and forth. They would make only a few trips per week; and I believe the extra distance to Tee Harbor instead of Echo Cove would not be an important item in the cost of operation. On the other hand, keeping the snow off the extra 20 miles of road would be very expensive. In fact, as long as only a few trips per week are made by the ferry, I am inclined to think the ferry people would prefer to operate out of Tee Harbor or even Auke Bay, as either offers better living conditions for the crew.

Other long new road projects for Southeast Alaska advocated quite strenuously at times include a road up the Taku River, another up the Stikine and the third up the Unuk, each of which would eventually give one of our towns a high <sup>way</sup> connection with the States. At the moment the principal agitation is in Juneau for the Taku road. The talk is to build a road on this route from Juneau to Atlin, distance 143 miles. A rough estimate of the cost is \$20,000,000.

I think that we should not build our end of the road between Juneau and the Canadian boundary, a 50-mile project and one requiring a ferry around the Taku and Norris Glaciers, until Canada is ready to build the section from the boundary to Atlin, 93 miles. It is doubtful if either the Dominion or the British Columbia government has the money to do the job at this time, and our costly road might have a dead end for many years. As you know, Canada states that she must fix up her main roads and the roads through her more populated sections before she can invest huge sums in tributary roads at the north end of her country.

The two large and well financed mining companies operating properties in the vicinity of Tulsequah in the Taku Valley appear to be able and willing to spend their own funds, with possibly some help from B. C., to build a highway from the mines to the mouth of the river, approximately 30 miles. I doubt if Congress would give us much consideration if we appealed for funds to build the U. S. section of this road to these mines when the road would be used almost exclusively to move to tidewater ore shipments destined for the smelter at Trail, B.C. The U. S. government

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3 - Mr. Jos. T. Flakne - October 4, 1950

would doubtless be very willing to grant the Canadian mining companies or the Province of B.C. the right to build the 27 mile portion of the road which is on the U.S. side of the line. 18 1/2

Until B.C. or the Dominion government is ready to build between the mines and Atlin, the U.S. or Alaska would have very little to gain in extending the mine road from the mouth of the river into Juneau. This is such an extremely costly section of road that even if the Taku River road from Atlin to the river mouth were constructed, I believe the U.S. or the Territory would prefer to cover the entire distance between the mouth of the river and Juneau by ferry service; especially as, in any event, a ferry would have to be operated around the face of Taku Glacier. However, this is a problem for the future.

I believe that the whole of Southeast Alaska should for the present concentrate on trying to get authority and the funds to permit the U.S. government to improve and maintain that section of existing highway leading from the water terminal at Haines to Fairbanks and Anchorage. If this road were improved and kept open the year around I am confident we would then get the much needed passenger, automobile and truck ferry operating between Seattle and Haines and serving Prince Rupert and the Southeast Alaska towns along the route. The whole of Interior Alaska as well as Yukon Territory would doubtless benefit more from this road improvement and the associated ferry service than from any other one transportation facility which is now under consideration for the Northland. So far as Southeast Alaska is concerned it would help every town in this section and I am sure would be immensely valuable to us in getting a more intensive development of the local resources.

We should work together to the end that the U.S. will be given the authority and will accept the responsibility for improving and maintaining the 317 miles of the Haines road which lie in Canada. If one group of people works for the Echo Cove road and another for the Taku, and still others work for the Stikine and the Unuk, I fear our shots will be so scattered that there will be little prospect of getting this high priority Haines Highway. After we succeed in getting the Haines project, I think it will then be in order to consider which of these other roads should be taken up next.

I hope that Juneau will be given the opportunity to present its view on the Haines Highway as a defense facility to the Congressional subcommittee which is due here about the middle of this month.

Sincerely yours,

*Frank*

B. FRANK HEINTZLEMAN

Regional Forester  
Regional Forester

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Box 376

DEPARTMENT OF COMMERCE  
BUREAU OF PUBLIC ROADS  
WASHINGTON 25

August 30, 1950

IN YOUR REPLY PLEASE  
REFER TO FILE NO. C-2

INTERIOR  
RECEIVED  
AUG 31 1950  
TERRITORIES

Is	Initial	Date
Flakne	J.T.	9/1
Wheeler	Wheeler	9/5/50
Taylor	T	9/6
Davis	J.P.D.	9/12
<del>Garrett</del>		

Mr. James P. Davis  
Director  
Division of Territories and  
Island Possessions  
U. S. Department of the Interior  
Washington 25, D. C.

Attention: Mr. Jos. T. Flakne

1-55  
R+J  
Jan.

Dear Mr. Davis:

Enclosed for the use of your office are three photostat  
copies of each of the following Agreements:

EXTENSION OF MEMORANDUM OF UNDERSTANDING RELATING TO RECONSTRUCTION  
AND IMPROVEMENT OF THE RICHARDSON, GLENN, ALASKA AND  
SEWARD-ANCHORAGE HIGHWAYS IN ALASKA  
Effective date, July 1, 1950

MEMORANDUM OF AGREEMENT RELATING TO SURVEY AND CONSTRUCTION OF SEWARD-  
ANCHORAGE, STERLING AND CORDOVA-CHITINA HIGHWAYS IN ALASKA  
Effective date, June 28, 1950

An original signed copy of each Agreement and photostat  
copies of each have been sent to Mr. Stoddart for delivery to  
Colonel Noyes.

*Forest highways*

Very truly yours,

A. C. Clark, Deputy Commissioner  
Bureau of Public Roads

By *F. A. Nickols*  
F. A. Nickols  
Chief, Forest and Park Branch

Enclosures

*9/1  
copies sent to Files  
GR*

*Copy on  
1-55  
all-adm  
ben.*

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EXTENSION OF MEMORANDUM OF UNDERSTANDING RELATING TO RECONSTRUCTION  
AND IMPROVEMENT OF THE RICHARDSON, GLENN, ALASKA AND  
SEWARD-ANCHORAGE HIGHWAYS IN ALASKA

Extension of Memorandum of Understanding made this 1st day  
of July, 1950, by and between the Commissioner of Roads for  
Alaska, for the Alaska Road Commission of the Department of the  
Interior, and the Commissioner of Public Roads, for the Bureau of  
Public Roads of the Department of Commerce:

WHEREAS, the Director of the Division of Territories and  
Island Possessions of the Department of the Interior, and the  
Commissioner of Public Roads executed a Memorandum of Understanding,  
approved August 17, 1948, by the Acting Secretary of the Interior,  
providing for the survey, reconstruction and improvement of certain  
highways in Alaska; and

WHEREAS, it is now desired to extend the Memorandum of  
Understanding to provide for the survey, reconstruction and improve-  
ment of additional highway sections in Alaska; and

WHEREAS, by Secretarial Order No. 2509, Section 50, approved  
January 13, 1949, by the Secretary of the Interior, the necessary  
authority to execute inter-Bureau agreements of this type has been  
delegated to the Commissioner of Roads for Alaska:

NOW, THEREFORE, in consideration of the premises and of the  
several promises to be faithfully performed by each, the Commissioner  
of Roads for Alaska and the Commissioner of Public Roads do hereby  
mutually agree to extend the Memorandum of Understanding of August 17,  
1948, to provide for additional work to be performed by the Bureau of  
Public Roads for and in behalf of the Alaska Road Commission as follows:

ADDITIONAL WORK COVERED

Article I. The following additional work is covered by the  
agreement:

1. Construction engineering and supervision of construction  
for the bituminous surfacing of the following highway  
sections:
  - (a) That portion of the Seward-Anchorage Forest Highway  
extending from Seward to Girdwood. 90.2 miles
  - (b) That portion of the Richardson Highway extending  
from Big Delta to Rapids. 38 miles

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- (c) That portion of the Alaska Highway extending from Big Delta to Johnson River. 42 miles
  - (d) That portion of the Alaska Highway extending from Tok to the International Boundary. 94 miles
2. Such survey work and preparation of plans, specifications and estimates as may be necessary to prepare the projects for the construction covered by this agreement.

#### FINANCING

Article II. All work to be performed under this extension will be financed from appropriations made by the Congress to the Department of the Interior, and will be limited in each fiscal year to amounts provided within such appropriation acts for the work hereinabove described.

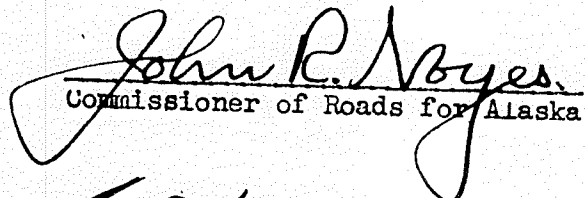
#### DEFINITIONS

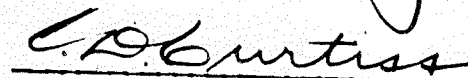
Article III. Wherever the term "Division of Territories and Island Possessions" is used in the original Memorandum of Understanding, it shall be understood to refer to the Office of Territories of the United States Department of the Interior.

Wherever the term "Public Roads Administration" or the term "Administration" is used in the original Memorandum of Understanding it shall be understood to refer to the Bureau of Public Roads of the Department of Commerce.

Except as extended and modified herein the Memorandum of Understanding approved August 17, 1948, shall remain in full force and effect.

In witness whereof the parties have hereunto affixed their signatures as of the day and year first above written.

  
Commissioner of Roads for Alaska

  
Acting Commissioner of Public Roads

2A

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MEMORANDUM OF AGREEMENT RELATING TO SURVEY AND CONSTRUCTION OF SEWARD-ANCHORAGE, STERLING AND CORDOVA-CHITINA HIGHWAYS IN ALASKA.

Memorandum of Agreement made this 28th day of June, 1950, by and between the Commissioner of Roads for Alaska, for the Alaska Road Commission of the Department of the Interior, and the Commissioner of Public Roads, for the Bureau of Public Roads of the Department of Commerce.

WHEREAS, funds for the survey and construction of certain highways in Alaska are either available by existing legislation or are expected to be made available by pending legislation; and

WHEREAS, it is mutually agreed by the parties hereto that the early construction of the highway sections described hereinafter is of the highest importance to the economy, development and defense of the Territory of Alaska.

NOW, THEREFORE, in consideration of the premises and of the several promises to be faithfully performed by each, as hereinafter set forth, the parties hereto do hereby mutually agree as follows:

WORK EMBRACED IN PROJECT

Article I. This agreement covers survey and preparation of plans, specifications and estimates by the Bureau of Public Roads for the following highway sections, including any bridges required thereon:

1. That portion of the Seward-Anchorage Highway from Seward northward to Mile 58 (the southerly 28.8 miles being the Seward Forest Highway, Route 3, and the remaining 28.8 miles being a portion of the Moose Pass Forest Highway, Route 14) . . . . . 57.6 Miles
2. That portion of the Sterling Highway from the west boundary of Chugach National Forest to a connection with the Seward-Anchorage Highway, at Mile 38 thereof (this section being the Kenai River Forest Highway, Route 5, which is 19.7 miles in length) except the sections, 6.7 miles in length, already constructed or programed for construction with Forest Highway funds . . . . . 13 Miles
3. That portion of the Cordova-Chitina Highway from Cordova eastward and northward to the topographic control point at approximately Mile 49 which is common to all alternate

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locations which may be considered in the lower Copper River Valley (the 11.8 miles nearest Cordova being the Copper River Forest Highway, Route 32) . . . .49 Miles

This agreement also covers the construction of these same highway sections, except that the extent to which construction of the Sterling Highway and of the Cordova-Chitina Highway will be undertaken by the Bureau of Public Roads, will be determined after completion of the survey. The word "construction" as used in the preceding sentence includes grading, draining, structures and crushed rock or gravel base course for all of the highway sections, but does not include bituminous surfacing.

#### SURVEYS, PLANS, SPECIFICATIONS AND ESTIMATES

Article II. The Bureau of Public Roads will make all surveys and prepare all plans, specifications and estimates for the highway sections described in Article I. Before completion of the survey the Bureau of Public Roads will arrange to provide an opportunity for the Regional Forester of the Forest Service, or his authorized representative to examine the surveyed line or the location map and to indicate any details of location desirable for the protection or development of the National Forest. The plans, specifications and estimates will be submitted to the Alaska Road Commission for review and approval before any construction work is undertaken.

It is agreed that every reasonable effort will be made to complete all surveys, plans, specifications and estimates by June 1, 1951.

Design standards shall conform in general to those approved by the American Association of State Highway Officials for the 400 to 1,000 vehicle per day category for Secondary Roads.

#### CONSTRUCTION

Article III. The Bureau of Public Roads will construct or cause to be constructed in strict accordance with the approved plans and specifications all of the highway section described in paragraph 1 of Article I hereof and such portions of the Sterling Highway and of the Cordova-Chitina Highway described in paragraphs 2 and 3 of Article I hereof as may be agreed upon by the Alaska Road Commission and the Bureau of Public Roads after the surveys have been completed. The construction work shall be performed by the contract method unless the Bureau of Public Roads and the Alaska Road Commission agree that it is in the public interest to perform the work with Government forces. The Bureau of Public Roads will advertise for bids, award the contracts and have direct supervision over and

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adequately inspect all construction work subject to inspection and acceptance of the work by the Alaska Road Commission.

#### FINANCING

Article IV. The entire cost of the survey, plans, specifications and estimates for the sections of the Seward-Anchorage and Sterling Highways described in Article I hereof will be paid by the Bureau of Public Roads from Forest Highway funds programed for survey and design of Alaska Forest Highways.

The entire cost of the survey, plans, specifications, and estimates for the sections of the Cordova-Chitina Highway described in Article I hereof will be paid by the Bureau of Public Roads from Department of the Interior funds made available by the Alaska Road Commission. The necessary funds for the Cordova-Chitina survey and design will be transferred in advance to the Bureau of Public Roads by the Alaska Road Commission on a quarterly basis to cover estimated requirements for the ensuing quarter.

The entire cost of construction engineering to be performed by the Bureau of Public Roads on all projects covered by this agreement will be paid by the Bureau of Public Roads from Department of the Interior funds made available by the Alaska Road Commission. The necessary funds for construction engineering will be transferred to the Bureau of Public Roads by the Alaska Road Commission on a quarterly basis to cover estimated requirements for the ensuing quarter.

The entire cost of construction of all projects assigned to the Bureau of Public Roads under the provisions of Article III hereof shall be paid by the Bureau of Public Roads from Department of the Interior funds made available by the Alaska Road Commission and transferred prior to the award of each contract.

Authorization to undertake the construction work for each individual project will be given to the Bureau of Public Roads by the Alaska Road Commission after survey, plans, specifications and estimates have been completed and approved, and after funds are available from Department of the Interior appropriations for the purpose, in accordance with a program of work to be agreed upon in advance between the Commissioner of Roads for Alaska and the Division Engineer, Division 10, Bureau of Public Roads, and revised from time to time as may be necessary or desirable.

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REPORTS

Article V. The Bureau of Public Roads will make a monthly report to the Alaska Road Commission including the following information:

- (a) Total expenditures and obligations to date for each phase of the work.
- (b) Work progress during the month.
- (c) Estimated future work progress and probable expenditures.

RIGHT-OR-WAY

Article VI. The Bureau of Public Roads will endeavor to arrange for the local authorities and agencies having control over Government lands involved to provide the necessary rights-of-way for the highway sections covered by this agreement, but will not itself assume responsibility for acquisition of such rights-of-way.

MAINTENANCE

Article VII. The maintenance after completion of the projects to be constructed under this agreement shall be performed by the Bureau of Public Roads and paid for by the Bureau of Public Roads out of Forest Highway funds programed for maintenance of Alaska Forest Highways, except that this provision shall not apply to any sections which are not a part of the approved Forest Highway system at the time the maintenance is to be performed.

IN WITNESS HEREOF the parties have hereunto affixed their signatures as of the day and year first above written.

  
Commissioner of Roads for Alaska

  
Acting Commissioner of Public Roads

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
DIVISION OF TERRITORIES AND ISLAND POSSESSIONS  
WASHINGTON, 25, D. C.

AUG - 2 1950

*Milner*

Memorandum

For: The Records

From: Chief, Alaska Branch

Subject: ✓ Agreements between the Alaska Road Commission and the Bureau of Public Roads for construction and surfacing of certain roads in Alaska

*1-55  
P. & J.  
Ken.*

A meeting was held at the Bureau of Public Roads to discuss and draft agreements between that Bureau and the Alaska Road Commission to build certain roads in the Chugach National Forest. Basis of the meeting was the attached draft agreements. Present at the meeting were Colonel John R. Noyes, Commissioner of Roads for Alaska; Messrs. Clark, Christensen and Nichols, Bureau of Public Roads; Mr. Dean, Forest Service; and Jos. T. Flakne and George Milner, Alaska Branch.

The draft agreements were patterned roughly after the Federal aid agreements between the Bureau and States, but in reverse allowing the ARC more complete supervisory control over construction and other work than hitherto possible. The first agreement provided for a division of work (surfacing and construction) between the Bureau and the ARC, and the second covered additional work on the Richardson, Glenn, and Alaska Highways and paving of the Seward-Anchorage Highway.

The Bureau expressed doubt that funds would be available to reimburse the ARC for survey work from Cordova to Mile 49 along the lower Copper River Valley. This survey is now being carried out by the Bureau with funds advanced from the ARC. The ARC is carrying out the survey southward to Mile 49. This will be given further study.

The major part of the discussion revolved around the work to be done between Seward and Anchorage. Of major importance is the method of obtaining rights-of-way. It was decided that the Bureau would "arrange for the acquisition of rights-of-way," leaving the means to the discretion of local representatives, but not committing the Bureau to their purchase.

Another important question was that of maintenance of such roads after construction. Incorporation of roads in the national forests into the Forest Highway System must be initiated at the local level. This is now being done by Mr. Stoddart, Division Engineer, and Mr. Heintzleman, Regional Forester, in the case of the Seward-Anchorage roads. ARC maintenance of Alaskan roads ends at national forest boundaries.

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Mr. Christensen submitted draft agreements which were reviewed by Colonel Noyes and the others. These revised drafts will be forwarded to Mr. Stoddard and Colonel Noyes for further revision and signature. If agreed to, the agreements will be returned to Washington for signature by the Commissioner of Public Roads, at which time they will go into effect. Colonel Noyes, by delegation of authority, Secretarial Order No. 2509, Section 50, January 13, 1949, is empowered to enter into such agreements for the Department. The Forest Service, though not a party to the agreements, will review plans for work to be done under them.

(Sgt.) JOS. T. FLAKNO

Jos. T. Flakno  
Chief, Alaska Branch

**Attachments**

GMilner-pt  
8/1/50



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
ALASKA ROAD COMMISSION  
JUNEAU, ALASKA

July 27, 1950  
Washington, D. C.

Mr. James P. Davis, Director  
Division of Territories and  
Island Possessions  
Department of the Interior

1-55  
R+S,  
Jan.

My dear Mr. Davis:

There are transmitted herewith two agreements between the Alaska Road Commission and the Bureau of Public Roads which were entered into between Mr. H. A. Stoddart, Division Engineer, Bureau of Public Roads, Juneau, Alaska, and myself, to take care of additional road work in Alaska proposed to be accomplished by the Bureau and the Alaska Road Commission.

The first agreement, dated July 15, 1950, (original and two copies of which are attached), provides for a division of work for construction and reconstruction of National Forest roads between Seward and Mile 58, and between Cordova and the Richardson Highway. This has been signed by Mr. Stoddart and myself.

The other agreement, which has not yet been dated, covers additional work on the Richardson-Glenn and Alaska Highways and paving of the Seward-Anchorage highway. Since Mr. Stoddart considered that this should be signed by Mr. Thomas H. MacDonald, Commissioner of Public Roads in Washington, he forwarded the original and other signed copies of this agreement to Mr. MacDonald through Bureau of Public Roads channels.

Sincerely yours,


*John R. Noyes*

John R. Noyes  
Commissioner of Roads  
for Alaska

Attachments

JRNoyes:ggc  
7/27/50

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AGREEMENT BETWEEN THE ALASKA ROAD COMMISSION, UNITED STATES DEPARTMENT OF INTERIOR, AND THE DIVISION ENGINEER, DIVISION TEN, BUREAU OF PUBLIC ROADS, UNITED STATES DEPARTMENT OF COMMERCE, FOR CONSTRUCTION, AND RECONSTRUCTION OF ROADS WITHIN THE CHUGACH NATIONAL FOREST.

July 15, 1950.

Pursuant to a letter from the Director of the Division of Territories and Island Possessions, United States Department of Interior, dated June 14, 1950, <sup>and</sup> <sub>for</sub> to a conference between John R. Noyes, Commissioner of Roads for Alaska, and Hugh A. Stoddart, Division Engineer, Bureau of Public Roads, Juneau, Alaska, on June 28, 1950, the following agreement is reached between the Alaska Road Commission and the Bureau of Public Roads for the construction and reconstruction of certain highways within the Chugach National Forest linking Seward and Cordova with the Interior of Alaska;

(A) The Bureau of Public Roads will survey the Copper River Highway from Cordova to approximately Milepost 49 which is a natural topographic control and will be the common point for any alternate lines considered in the lower Copper River Valley. This survey is to be financed with Alaska Road Commission appropriated funds, until Forest Highway funds become available to the Bureau of Public Roads.

(B) The Alaska Road Commission with its appropriated funds will survey that portion of the Copper River Highway from approximately Mile post 49 to Chitina and Tiskel, respectively.

(C) The subdivision of work in the construction of the Copper River Highway will be determined after completion of the respective surveys.

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(D) The Bureau of Public Roads, using Forest Highway funds presently available, will survey the Forest Highway between Seward and Mile 58 of the Seward-Hope Road.

(E) The Bureau of Public Roads will supervise reconstruction and asphalt surfacing of the Forest Highway between Seward and Mile 58. Reconstruction grading will be accomplished by Bureau of Public Roads contract with Alaska Road Commission appropriated funds under the terms of the agreement described in the last paragraph hereof. Asphalt surfacing will be constructed under the terms of the extension of the August 17, 1948, agreement under Alaska Road Commission contract with Alaska Road Commission appropriated funds.

(F) Surveying of that portion of the Sterling Highway lying within the Chugach National Forest and connecting it with the Seward-Anchorage Highway will be accomplished by the Bureau of Public Roads, using presently available Forest Highway funds.

(G) The subdivision of work in the reconstruction of that portion of the Sterling Highway lying within the Chugach National Forest will be determined after completion of the survey.

In the above, the term "survey" includes the preparation of design plans, specifications and estimates as well as the actual field survey.

The work of construction and reconstruction other than paving will be performed under a Memorandum of Understanding to be prepared following in general the form of Federal Aid Agreement for construc-

(b)  
MAY 11 1950  
DISPATCH 54  
(b)

tion of Federal Aid Highways as far as applicable.

15 July, 1950  
Date

*John R. Noyes*  
John R. Noyes  
Commissioner of Roads for Alaska

*Hugh A. Stoddart*  
Hugh A. Stoddart  
Division Engineer  
Bureau of Public Roads

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