

RG 30 RECORDS OF THE BUREAU OF
PUBLIC ROADS

WASHINGTON OFFICE

GENERAL CORRESPONDENCE AND
RELATED RECORDS, 1912-65.

1955-1959

ALASKA TRIP 1959 PART 1 OF 2
THRU

ALASKA ACCESS ROAD 11 1955-59

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RG 30, Bur. of Public Roads
E. 6D, Gen. Corr. + Related Recs, 1955-59
Box 1128

Alaska General

1958

RG 30, Bur. of Public Roads
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Box 1128

BUREAU OF PUBLIC ROADS

Office Memorandum • UNITED STATES GOVERNMENT

TO : Files ✓

DATE: December 22, 1958

FROM : R. L. May *RLM*

SUBJECT: Alaska Legislation

On this date I received a telephone call from Mr. Andrew Drance, Chief, Administrative Coordination Division, Office of Budget and Management, Department of Commerce, relative to the above proposed legislation. Mr. Drance stated that it had been noted that the proposed legislation contained no provision relative to section 103(b) of title 23, United States Code, which pertains to the Federal-aid primary systems and the limitation upon the total mileage thereof. Mr. Drance inquired as to whether or not omission of this subject in the proposed legislation was deliberate or an oversight.

I advised Mr. Drance that the matter had been discussed and it was decided that the subject need not be treated in the proposed legislation for two reasons: (1) The vast areas of Alaska, coupled with its limited highway mileage, make the 7 percent limitation contained in section 103(b) undesirable and (2) it is impractical to attempt to determine the total highway mileage of Alaska as of November 9, 1921.

It was decided not to make this mileage limitation applicable to Alaska, and since the present law provides for exemption of Alaska funds no change had to be made.

BUREAU OF PUBLIC ROADS

W.M.

Files

December 22, 1938

S. L. May R. L. May, Jr.

Alaska Legislation

On this date I received a telephone call from Mr. Andrew Brance, Chief, Administrative Coordination Division, Office of Budget and Management, Department of Commerce, relative to the above proposed legislation. Mr. Brance stated that it had been noted that the proposed legislation contained no provision relative to section 103(b) of title 23, United States Code, which pertains to the Federal-aid primary systems and the limitation upon the total mileage thereof. Mr. Brance inquired as to whether or not inclusion of this subject in the proposed legislation was deliberate or an oversight.

I advised Mr. Brance that the matter had been discussed and it was decided that the subject need not be treated in the proposed legislation for two reasons: (1) The vast expanse of Alaska, coupled with its limited highway mileage, make the 7 percent limitation contained in section 103(b) unduly restrictive and (2) it is impractical to attempt to determine the total highway mileage of Alaska as of November 3, 1932.

It was decided not to make this mileage limitation applicable to Alaska, and since the present law provides for exemption of Alaska funds no change had to be made.

Hibbs/ble
 Files (2) ✓
 H. H. Nicholson
 Mr. S. L. Hootch
 Mr. C. W. Hatfield
 Mr. Becker /
 Mrs. Yoss
 Legis (2)
 Gen Counsel
 Chyon

A B I L L

To provide for the transfer to the State of Alaska of certain highways and other property under the jurisdiction of the Department of Commerce, and for other purposes.

Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled, That the Secretary of Commerce shall, on or before July 1, 1959, transfer to the State of Alaska by appropriate conveyance all lands or interest in lands, including buildings and fixtures, all personal property, including machinery, office equipment and supplies, and all records pertaining to roads in Alaska, which are owned, held, administered by or used by the Secretary in connection with the activities of the Bureau of Public Roads in Alaska, except such lands or interests in lands, personal property and records as the Secretary may determine are needed for the operation of the field offices of the Bureau of Public Roads in Alaska after July 1, 1959.

Sec. 2. - Notwithstanding anything contained in this Act, any contract entered into by the Federal Government in connection with the activities of the Bureau of Public Roads in Alaska which has not been completed on July 1, 1959, may be completed according to the terms thereof.

Sec. 3 (a). - The State of Alaska shall be responsible for the maintenance of roads, including bridges, tunnels, and ferries, transferred to it under section 1 of this Act as long as any such road is needed for highway purposes.

(b) Federal-aid funds apportioned to Alaska under Title 23, United States Code, for fiscal year 1960 and prior fiscal years, and unobligated on the date of enactment of this Act, may be used for maintenance of highways on the Federal-aid systems in Alaska.

Sec. 4 (a). - Except as hereinafter provided, nothing in this Act shall affect employee benefits under the Civil Service retirement system and the Federal Employees Group Life Insurance Program, Federal leave benefits, job retention rights under Civil Service Regulations and the existing compensation schedules for employees of the Bureau of Public Roads who transfer to the employment of the State of Alaska on or after July 1, 1959.

(b) Any employee of the Bureau of Public Roads who transfers to the employment of the State of Alaska after the date of enactment of this Act and before December 31, 1960, may, upon application, have his contributions to the Federal Civil Service retirement and disability fund transferred to the State of Alaska. Upon retirement of any such employee from employment with said State, and upon certification by the State of Alaska that retirement or disability benefits comparable to those under the Federal Civil Service retirement system have been extended to such employee, the Federal contributions which accrued to the Federal Civil Service retirement and disability fund for the benefit of such employee during his Federal employment shall be transferred to the State.

(c) Any employee of the Bureau of Public Roads who transfers to the employment of the State of Alaska on or after July 1, 1959, and before December 31, 1960, may keep his Employees Group Life Insurance Policy in force by paying full premiums thereon to the fund created by section 5(c) of the Federal Employees' Group Life

Insurance Act of 1954, until December 31, 1960, or the termination date specified in his employment agreement with the Bureau of Public Roads, whichever is earlier.

(d) The State of Alaska may make such arrangements as it deems desirable for the transfer of leave benefits and job retention rights which have accrued under Federal employment to such employee at the time of his transfer to the employment of the State of Alaska.

(e) The provisions of the Travel Expense Act of 1949 (63 Stat. 166), as amended, shall be available to employees of the Bureau of Public Roads transferring to the employment of the State of Alaska under this section, until December 31, 1960, or the termination date specified in his employment agreement with the Bureau of Public Roads, whichever is earlier.

Sec. 5 (a). - Effective July 1, 1959, the following provisions of law are repealed:

- (1) Title 23, United States Code, section 103(f);
- (2) Title 23, United States Code, section 116(d);
- (3) Title 23, United States Code, section 119;
- (4) Title 23, United States Code, section 120(h); and
- (5) Sections 107(b) and (d) of the Federal-Aid Highway Act of 1956 (70 Stat. 377, 378).
- (6) Section 2 of the act of January 27, 1905 (33 Stat. 616), as amended by section 2 of the act of May 14, 1906 (34 Stat. 192), and the act of June 30, 1932 (47 Stat. 446; 48 U.S.C., sec. 321(a) and following).

(b) Effective July 1, 1959, the following provisions of law are amended:

- (1) The definition of the term "State" in title 23, United States Code, sec. 101(a) is amended to read as follows:
"The term 'State' means any one of the forty-nine States, the District of Columbia, Hawaii, or Puerto Rico";
- (2) Title 23, United States Code, sec. 104(b) is amended by deleting the phrase "except that only one-third of the area of Alaska shall be included" where it appears in paragraphs (1) and (2) of said section 104(b); and substituting in lieu thereof the following: "except that that portion of any State exceeding 267,339 square miles shall be excluded".
- (3) Title 23, United States Code, sec. 116(a), is amended by deleting the phrase "Except as provided in subsection (d) of this section," and by capitalizing the word "it" immediately following; and
- (4) Title 23, United States Code, sec. 120(a) is amended by deleting the phrase "and (h)" in the first line of said section 120(a).

Sec. 6. - Title 23, United States Code, is amended by adding to section 104 thereof the following new subsection:

- (f) Funds apportioned to the State of Alaska under this section may be expended for the construction, operation and maintenance of ferries as part of the Federal-aid systems in Alaska, including approaches to such ferries and terminal facilities necessary in connection therewith, on the same terms and conditions applicable to the construction of highways on the Federal-aid systems.

Alaska

BUREAU OF PUBLIC ROADS

NOV 19 1958

Mr. G. H. Nelson, Director, Office of Budget and Management, Department of Commerce

E. H. Krueger, Deputy Assistant Commissioner for Administration

24-70

Alaska Statehood

This is in further reference to your memorandum of August 8, 1958, concerning Alaska Statehood.

The Bureau of Public Roads has reviewed its operations in Alaska and has prepared the attached draft legislation to place Alaska on the same basis as the 48 States.

As you know existing legislation makes special provisions for operation of the highway program in Alaska. The Bureau, in fact, has operated in the capacity of State highway department for the Territory and holds title to the roads, maintenance and equipment depots as well as road building equipment. Present law authorizes the use of Federal funds for the maintenance of roads and provides a special basis for the apportionment of highway funds.

The attached draft legislation provides for transfer of all real and personal property to Alaska which is owned, held, administered by or used by the Secretary except that which will be required for Bureau operations in Alaska after July 1, 1959.

The draft legislation includes provision for transferring maintenance responsibility to Alaska. However, in view of the fact that the authorization for fiscal year 1960 has been apportioned to the Territory the proposed bill provides for the continued use of this and prior authorizations for the maintenance of highways on the Federal-aid system. Provision has also been made for completion by the Bureau of any contract which is uncompleted as of July 1, 1959.

The draft legislation also amends the apportionment formula for Federal-aid highway authorizations subsequent to 1960 to place Alaska on the same formula basis as the 48 States. However, the draft legislation established a limit of area that may be used in the computation of the apportionment for all the States.

The reduced activities of the Bureau of Public Roads in Alaska, and the expanded activities and increased responsibilities of the Alaska State Highway Department will lead to the transfer of many Public Roads employees to State employment.

The welfare of our personnel who are presently operating the program in Alaska is a major concern to the Bureau. We have included in this draft legislation several provisions which we feel are essential for the protection of the benefits of those employees of the Bureau of Public Roads who will remain in Alaska after July 1, 1959, to form the State highway department and carry on the Federal-aid highway activities in the new State. We believe we have adequately covered our employees, however, in your review of the entire Department operations in Alaska you might have developed additional items which would also be applicable to employees of the Bureau of Public Roads. If such is the case, it would be appropriate to include any such items in our proposed draft.

The Bureau will be pleased to furnish any additional information you may require.

Attachment - 1

Enclosure: 1

Control No. PB-2

cc: Mr. F. C. Nash
Mr. C. W. Hatfield
Mr. J. C. Allen
Mr. H. W. Kauer
Mr. H. B. Albert

CUH:tt

General Files (2) ✓

Chron. File

11-19-58

Cleared Through
Administrator's Correspondence Unit

BUREAU OF PUBLIC ROADS

Alaska

Messrs. Turner, Allen, Royster, Williams,
and Holmes

November 7, 1958

26-12

C. W. Enfield

C. W. ENFIELD

Proposed Legislation concerning functions of the Bureau of
Public Roads in Alaska

The Bureau of Public Roads will soon submit to the Department for transmission to the Bureau of the Budget proposed legislation on the above subject. The draft bill would, in effect, place the State of Alaska in the same position as any other State with respect to Federal aid for highways. Involved in this is the transfer of highways under the jurisdiction of the Secretary of Commerce to the State of Alaska, as well as the transfer of other property, real and personal, to the State. July 1, 1959, has been established as the effective date for such legislation.

In connection with the preparation of this draft bill, the following questions have arisen. We are proceeding to draft the proposed legislation on the basis of proposed answers shown in connection with each question.

1. Transfer of property to Alaska:

Should office equipment, machinery and records, as well as real property, be transferred? Should sufficient property be retained to permit operation of Public Roads' field offices? Should payment be required?

Proposed: The draft legislation should provide that the Secretary of Commerce shall, on or before July 1, 1959, convey to the State of Alaska by appropriate instrument and without requiring payment of compensation, all real property, (including buildings and fixtures) all personal property (including machinery, office equipment and supplies) and all records pertaining to roads in Alaska, which are owned, held or used by the Secretary in connection with the activities of the Bureau of Public Roads in Alaska. The draft legislation should, however, authorize the Secretary to retain such real property, personal property and records as are needed for the proper operation of the field offices of the Bureau of Public Roads after July 1, 1959.

2. Transfer of maintenance obligations:

Should Alaska assume the responsibility for maintenance of Federal-aid highways, forest highways, etc?

Proposed: Alaska should assume the responsibility for maintenance of Federal-aid highways, forest highways, Defense access roads, etc., as in the case of any other State, including such facilities as ferries, warehouses, and other property transferred to Alaska, except that Federal-aid funds apportioned for fiscal year 1960 and earlier years may be used for maintenance of highways on the Federal-aid systems.

3. Status of current projects:

Should contracts for projects under way be carried to completion by Public Roads or transferred to Alaska?

Proposed: Alaska should assume responsibility for projects under way relieving the Federal Government of contractual obligations. (But see question number 9).

4. Apportionment of Federal funds:

Should Alaska's share of Federal-aid funds be apportioned on the same basis as other States?

Proposed: Alaska's share of Federal-aid funds should be computed upon the same formula applicable to other States.

5. Requirement for State matching funds:

Should Alaska be placed on the same footing with other States, and, if so, as of what date?

Proposed: The matching ratio provided under existing law should be retained as to funds apportioned for fiscal years through 1960. Beginning with apportionments for fiscal year 1961, Alaska will be required to match in same ratio as other States.

6. Increased Federal share for public lands:

Should increase of Federal share available to States having more than five percent of area in public lands be made available to Alaska, without adjustment because of great areas of public lands in Alaska?

Proposed: Alaska should receive increased Federal share on same basis as other States. (Federal share would be 86.53 percent in Alaska.)

7. Protection for Federal employees:

Should draft legislation contain provisions protecting retirement benefits, etc., of Public Roads employees in Alaska?

Proposed: Such legislation should be enacted, but we are advised Government-wide legislation will be submitted by the Bureau of the Budget. Public Roads draft legislation will not treat this subject.

8. Establishment of adequate State highway department:

What provision should be made in regard to the possibility that Alaska may not be able to establish an adequate State highway department, as required by law, July 1, 1959?

Proposed: Draft legislation will not provide for this problem.

9. Necessity for action by others:

It should be borne in mind that Alaska cannot be forced to accept all or any part of the property and contractual obligations which this proposal contemplates, nor can private contractors be forced to accept Alaska as a substitute contracting party in lieu of the United States. Should the proposed legislation attempt to meet this problem?

Proposed: The draft legislation should authorize Public Roads to complete contracts under way if other arrangements with Alaska and the contractors cannot be made. The draft legislation will not attempt to meet the problems which would arise if Alaska should refuse to accept all or any part of the property to be conveyed.

I would appreciate having the benefit of your views not later than November 10, with respect to the disposition of questions raised in this memorandum and also with respect to any other questions on the matter not included here.

B.M.
H.C.W.
MKNicholson/ph
cc: Files (2) ✓
Gen Counsel
Legis
Chron

Handwritten initials

Mr. C. W. Enfield
Alaska
File
November 4, 1958

10-00 Mr. E. H. Swick, Regional Engineer
Juneau, Alaska

26-40 C. W. Enfield, General Counsel
By H. E. CUNNINGHAM, Western Counsel, San Francisco, Calif.

Interagency Agreement with Army for Maintenance of Meadows Road
and Access Road to Gerstle River Test Site

As you indicated in your memorandum of October 27, 1958, the subject agreement has already been consummated. The copy furnished will accordingly be retained for information and file. It appears satisfactory.

Interagency agreements of this kind frequently take on an informal approach and vary widely in form. However, in each case the essential elements should be covered as to what work is to be performed and how payment is to be made. As was mentioned in my wire of today regarding the agreement for maintenance of the Haines Highway, usually such form of agreement provides for return to the agency requesting the services any unused sums remaining upon completion thereof. This is a minor point, however, as it must necessarily follow that such action is to be taken administratively without other provision for handling any balances of funds (advanced) after completion of the services.

cc: Mr. C. W. Enfield ✓



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Doc 65

Mr. Paul F. Royster

October 13, 1956

Eric E. Erhart

ERIC E. ERHART

The following are some of the observations made during my recent trip to Alaska.

At the end of the current construction season practically all force account projects will have been completed. A small amount of work will remain for completion next year. No new force account work of any magnitude is to be undertaken. Small operations will be those minor projects for other agencies handled under work orders.

On contract construction, special effort is being made to obtain adequate compaction of embankments. Inspecting engineers are giving this item special attention.

Pavement failures in permafrost areas are continuing and the solution of these difficulties is not presently known. Much pavement distortion was noted on the Richardson Highway in particular. It is understood that conditions on the Tok Cutoff are even more severe. Two unusually warm summers has no doubt had an effect in the way of greater than ordinary depth of thaw.

Various remedial measures have been taken to restore a reasonably smooth riding surface. These measures have included:

1. Breaking up of existing pavement, leveling of base and relaying of surface mat with the addition of aggregate and asphaltic material.
2. Placing additional plant mix material as a leveling course.
3. Leveling with crushed material which is then surface treated with asphalt.

These measures are all quite expensive and none entirely satisfactory. Mr. Swick's present plan of action is to delay further plant mix pavement construction in permafrost areas after applying surface treatment of the base course. This type of treatment is progressed for the 70-mile section of the Alaska Highway northwest of the Canadian border. This project is scheduled for advertising this fall so as to permit a full season next year in which to complete the work.

(More)

One great problem to be considered in undertaking surface treatment projects in Alaska is the uncertainty of suitable weather. However, until a better understanding of the causes and the "cures" for pavement failures in permafrost areas is reached, it seems advisable to delay any extensive plant mix paving operations.

Mr. Swick plans to initiate a research project next year in the permafrost area where pavement failures have so frequently occurred. It is obvious that embankment and base construction practices followed to date fail to meet all conditions.

Mr. Swick pointed out the difficulties he is experiencing in formulating programs of worthwhile projects in certain of the Territorial divisions, particularly Nome and Fairbanks. Some retreat from the policy of discouraging construction of roads of the development type may be necessary in the not too distant future. If the military installation at Clear (south of the Tanana River on the Fairbanks-Nenana-McKinley Park route) develops to be as important as present reports indicate, paving of the Fairbanks-Nenana Road and construction of the Tanana River bridge will no doubt be advanced in priority. Early construction of the entire Fairbanks-McKinley Park-Talkeetna-Anchorage route may be warranted.

Design work on urban type projects is lagging. Mr. Swick has urgent need for an engineer with experience in urban design to plan and guide this operation.

There is also genuine need for more intensive study of drainage structure requirements throughout the Territory. An experienced hydraulic engineer would be of great assistance in the region, not only to make recommendations at major stream crossings but to assist in the location and design of small structures as well.

I attended a meeting at Cordova which was sponsored by the Chamber of Commerce during which four projects were discussed.

1. Extension of the Copper River road beyond Mile 50.
2. Construction of a road to serve the Bering River coal fields. (This road would leave the Copper River road at about Mile 39 and bear southeasterly).
3. Construction of the Point Whiteshed road southwest of Cordova.
4. Completion of the Copper River road from Cordova to the airport.

(More)

Mr. Swick offered no encouragement for the extension of the Copper River road in the near future. He asked for an expression from the townspeople as to the relative importance of the Point Whitehead Road in comparison with the road to the airport. Opinion was fairly equally divided with perhaps majority support for completion of the airport road.

If exploration work in the Bering River coal fields, scheduled for next season by Japanese interests, proves that there is a large body of high grade coking coal in the area, construction of an access road may be called for. This would involve some difficult construction and equally difficult maintenance because of having to cross glacier fed streams.

At Nome, Cordova and elsewhere in Alaska the local people are perhaps more concerned about road projects from the standpoint of employment and payrolls than the road service that will be provided. This is indicated by the adverse criticism that develops when the transfer of a few Public Roads employees out of an area becomes known.

While in McKinley Park the subject of park road maintenance was discussed with Superintendent Jacobs who would like to take over the maintenance work now being performed by Public Roads. Mr. Swick advised him that he stood ready to relinquish this responsibility at any time. This may come about any next July 1 if the National Park Service can secure equipment. Mr. Swick made it quite plain that Public Roads had no serviceable maintenance equipment that could be transferred.

EEErhart:nk

cc - Federal Hwy. Projs. Div.

Mr. F. C. Turner

Mr. G. M. Williams

Mr. E. H. Swick

Alaska F.A. Allen
EHL

10-00

October 2, 1958

Mr. B. J. Logan, President
Cordova Chamber of Commerce
Cordova, Alaska

Dear Mr. Logan:

This is written to tell you how much Mr. Erhart, Mr. Niemi, and myself, as well as the other Public Roads representatives, enjoyed our dinner meeting with your group last Thursday. We feel that the dinner and the meeting which followed did much to clarify for Cordova residents and for ourselves the problems which confront both of us in the Copper River area. We were particularly interested, of course, in the discussion by Mr. Phillips of the coal developments in the Bering River locality.

We appreciated very much both your hospitality and the opportunity to meet with the Cordova people.

Sincerely yours,

E. H. Swick
Regional Engineer

cc: Mr. Karl W. Barth, Mayor of Cordova
Mr. Erhart, Washington office ✓
Mr. Zimmerman, Anchorage Division

001-01804

Alaska Highway
E. H. Swick

10-00

October 2, 1958

Mrs. Bernice Stolke, Secretary
Petersburg Chamber of Commerce
Petersburg, Alaska

Dear Mrs. Stolke:

The meeting with the Petersburg Chamber's highway committee at Mr. Hall's home on Sunday evening, to which you invited Mr. Erhart, Mr. Wyller and myself, provided a very pleasant interlude in a rather strenuous itinerary with Mr. Erhart. We know that the group had a lot it could have said to us about your highway problems and appreciate its thoughtfulness in not saying them on that particular evening.

The trip up the Stikine with Mr. Stekman was an unqualified success. We got a good look at the country and confirmed your statements that the route is a feasible one and not too difficult of construction, at least by Southeastern Alaska standards. The trip will provide a very sound basis for further study of the reconnaissance of the area which we already have.

Will you convey our thanks for the meeting and for the trip up the Stikine to the membership of the Petersburg Chamber of Commerce?

Sincerely yours,

E. H. Swick
Regional Engineer

cc: Mr. Erhart, Washington office ✓
Mr. Wyller, Juneau Division

Alaska F.A.H. [unclear]
E.H.

10-00

October 2, 1958

Mr. John A. McNees, Manager
Northwestern Alaska Chamber of Commerce
Nome, Alaska

Dear Mr. McNees:

Please accept, on behalf of Mr. Erhart, Mr. Johansen, and myself, as well as the other members of the Public Roads delegation, our sincere thanks for the very enjoyable breakfast meeting which we had with your group on Monday, September 22. We trust that the discussions which followed the breakfast gave the people of the Seward Peninsula area a more complete understanding of the Public Roads policies concerning the area, both as they affect our organization at Nome and the highway program for northwest Alaska. We in turn gained a more complete understanding of the problems there.

Thank you again for a most pleasant and profitable meeting.

Sincerely yours,

E. H. Swick
Regional Engineer

cc: Mr. Erhart, Washington office ✓
Mr. Johansen, Fairbanks office

Files

August 20, 1958

Alaska FAHerald
10/5/58
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Col.

EA
E. H. Swick, Regional Engineer
Juneau, Alaska

Visit to Northwest Highway System Command, Whitehorse, Y. T., Canada

The writer accompanied by Mr. Niemi and Mr. Wyller visited the Northwest Highway System Command at Whitehorse on August 13, 14 and 15. The purpose of the trip was to become acquainted with the personnel of the Command and to discuss with them the problems which are mutual to the two organizations. A further reason was a desire to see a portion of the Alaska Highway with view toward its evaluation under the terms of the recently introduced Neuberger Bill which calls for a joint paving program.

The Northwest Highway Command is a unit of the Department of National Defense (SIC) which is charged specifically with the "maintenance" of the Alaska Highway and the Haines Cutoff in a condition equal to that when the roads were taken over by Canada. By policy the Command cannot improve the existing road except in those cases where it can definitely be shown that existing conditions make maintenance impossible. Specifically there can be no line revisions to reduce grade or eliminate curvature. The Defense Department and the military personnel who are in charge of the maintenance feel that it is unfair for the road to be maintained out of Canada's military budget with the System receiving none of the proceeds from gasoline taxes or other revenues generated by the highway. The policies under which the Command functions make a difference between the Alaska Highway and the Haines Cutoff in that the Haines Cutoff is relegated to a secondary position. One statement was made that the Haines Cutoff can be maintained only with funds that are saved from the maintenance of the Alaska Highway; another statement indicated that maintenance of the Haines Cutoff is separately budgeted.

There was a discussion of the probable costs of surfacing the Alaska Highway as provided in the Neuberger Bill and the Canadian authorities had no better estimate than the ninety thousand dollars a mile which Public Roads previously had used. During this trip the highway was driven from about Mile 770 to Mile 1020 at Haines Junction, and previously from Haines Junction to the Alaska border, accounting in all for about one third of the total distance from Dawson Creek to Alaska. Canadian officials estimated a minimum of 70 miles of the 1220 miles of the highway in Canada should be relocated prior to construction of a surface. It is believed that 10% or perhaps 120 miles would be a safer estimate. There remain several wooden truss bridges constructed as part of the original road which will have to be replaced either as a part of a surfacing program or shortly thereafter.

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Virtually all of the section of the highway which has been observed would have to have a new base prior to the placing of the surface. Canadian efforts during the last several years have been toward eliminating the dust hazard on the present open surface, and they have utilized surfacing material which contained a high percentage of silts to form a binder. This provides an excellent dry weather road but one which has a slippery surface in rainy spells. It will be desirable to add a lift of suitable base material because of the excess of silt in present surface.

We were advised that the first 52 miles of the Alaska Highway north of Dawson Creek is being surfaced at the present time using a design copied from that for the Trans-Canada Highway. This design includes a heavy base and heavy bituminous surface with six or eight-foot treated shoulders. This reconstruction is not being done by the military but is being handled under contract, by a Canadian Department of Public Works. Apparently the Northwest Highway Command is urging that the Province of British Columbia take over this section of the highway for maintenance upon completion of the surfacing. To date, however, no such agreement has been reached and the present plans are for the military establishment to handle maintenance as on the remainder of the Alaska Highway.

Since they are forbidden by policy from re-aligning the Alaska Highway, the Northwest Command has instituted a policy of wide clearing alongside the road prism and increasingly so on curves in order to provide sight distance and open and stabilize the generally unstable ground. This heavy clearance and scalping give the impression that it is being done preparatory to re-alignment, such is not the case; but the work which has been done will be of material value at such time as the highway is relocated.

There was a brief discussion with the Canadian officials concerning the methods of handling the contracts if funds are provided for surfacing the Alaska Highway as a joint American-Canadian endeavor. It probably will be desirable to assign separate sections of the highway for construction by American and Canadian firms, in view of the considerable wage differential between the two countries and other factors which would make intermingling difficult. One unanswered question concerns the possibility of American contractors using Canadian sub-contractors, and the reverse.

There was a brief conference at Whitehorse with the Territory's Highway engineer. With the exception of the Alaska Highway and Haines Cutoff all roads in the Yukon Territory are under the jurisdiction of the Territorial Government. There are about 800 miles of road of which 500 comprise a system on which Yukon Territory performs maintenance with 85% reimbursement of the cost by the Federal Government. This is in line with a Federal policy for the northern Territories of Canada. In Northwest Territories the Federal Government performs the maintenance

as against performance by territorial forces in Yukon Territory. The degree of maintenance on the observed sections of the Territorial system is very similar to that on the Northwest Highway System. The roads generally are in good condition for dry weather driving and slippery in sections when wet. On the road to Dawson and beyond to the Alaska border the Territory operates four small ferries on a 24-hour call basis. The ferries are particularly vital from the Mayo junction east of Dawson south to Whitehorse since there is a regular daily ore haul over the road. At Whitehorse the ores are loaded on railcars and transhipped in bond at Skagway to Canadian vessels.

There was discussion concerning the possibility of keeping the Haines Cutoff open in the winter. Northwest Highway System officials felt that the traffic volume is far too light to warrant the expense of winter maintenance. They also felt that if winter maintenance were undertaken a major relocation would be necessary where the highway leaves the Chilkat River valley just north of the border and climbs into Chilkat Pass. Reconnoissance for relocations were made by both the Alaska Road Commission and the Bureau of Public Roads some years ago, one covering the most critical section between miles 49-55, and one covering miles 23.3-76.5. The Canada border is at Mile 42.

Canadian officials were observed to rely heavily on United States practices and procedures in the operation of the Alaska Highway. They utilize the policies and the design standards of the American Association of State Highway Officials in virtually all of their work. Within the limits prescribed by their policies they do an excellent job of maintaining the Alaska Highway as an open surface. With this office they feel that the provision of a dust-free surface on the highway would result in a major increase in traffic. They were surprised at statements by the Public Roads delegation that with the surfacing of the highway they could expect a major increase in their cost of maintenance. This has been the history in Alaska and we are certain that it will be so in Canada.

Northwest Highway System officials feel very strongly that as a training mission for military engineers the maintenance responsibility for the highway doesn't warrant the direct military expense of about one million dollars annually. The Whitehorse Command gave the impression that the Defense Department is anxious to relinquish control of the Alaska Highway to civilian authorities.

cc: Mr. Royster, Washington office ✓
Mr. Turner, " "
Mr. Wyller, Juneau Division

Attachment
To Bureau of the Budget
Bulletin No. 59-1

THE WHITE HOUSE
WASHINGTON

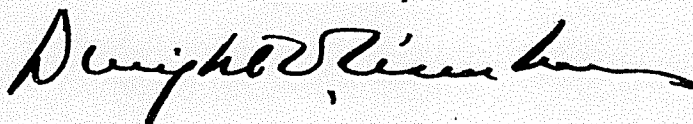
July 18, 1958

Dear Mr. Stans:

In view of the imminent admission of the State of Alaska into the Union, it is essential that the Federal Government promptly make such adjustments in present Federal laws and programs as are necessary to facilitate an orderly transition from territorial status to statehood. This will require a careful study of the effects of statehood and the development of a systematic and coordinated program for effecting the transition.

I believe that the Bureau of the Budget should assume leadership for Executive Branch action in this area, beyond the regular responsibilities of the Department of the Interior. Therefore, I am asking you, with the cooperation of the interested departments and agencies, to undertake the task of reviewing the implications of Alaska statehood, developing a comprehensive plan for accomplishing the transition, and presenting to me recommendations for dealing with any matters requiring my attention.

Sincerely,



The Honorable Maurice H. Stans
Director
Bureau of the Budget

EXECUTIVE OFFICE OF THE PRESIDENT
BUREAU OF THE BUDGET
WASHINGTON 25, D. C.

BULLETIN NO. 59-1

August 4, 1958

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Effects of Alaska statehood

1. Purpose. In view of the imminent admission of Alaska to statehood, the President has directed the Bureau of the Budget to take the initiative in the executive branch, beyond the regular responsibilities of the Department of the Interior, in making a study of the effects of statehood on Federal laws and activities in order to develop a program for an orderly transition from territorial status. A copy of the President's letter is attached. Appropriate arrangements will be made centrally to assure necessary coordination with the government of Alaska.

2. Program to be developed on Alaska. Each agency which has functions affected by the admission of Alaska to statehood shall:

- a. Review the laws, treaties, Executive orders, and directives which it administers, and its implementing regulations, instructions, and procedures in the light of Public Law 85-508 (the Act to provide for the admission of the State of Alaska into the Union) for the purpose of (1) determining what changes, if any, will be necessary or desirable because of Alaska's changed status; (2) identifying any questions, such as those involving statutory interpretation or policy issues, which will require resolution; (3) identifying Federal programs which cannot be initiated or continued without legislative or other action by the State of Alaska; and (4) developing, where necessary, drafts of proposed Federal legislation, Executive orders, proclamations, and other appropriate instruments.
- no changes necessary already made*
- none left bill?*

This review should include any pending legislation or legislative proposals in the draft stage.

- b. Review organizational arrangements for administration of the agency's programs in Alaska and internal agency regulations to identify actions required to accomplish such adjustments and modifications as should be made in connection with the transition to statehood.

- N*
- c. Review the grant-in-aid programs administered by the agency, and provide, in tabular form, the following data on each of those programs: (1) title of program; (2) comparison of matching or other provisions now applicable to the Territory of Alaska with those now applicable to the States, with specific description of and citations for any special provisions governing grants-in-aid to Alaska (including identification of any instances in which the agency would have administrative discretion to make a grant to Alaska on terms different from those applicable to other States); (3) effect of statehood legislation on any special provisions; and (4) estimated amount of annual grant to Alaska for fiscal years 1959 and 1960 (A) under present law, (B) under conditions of statehood, and (C) in case any special provisions would remain when Alaska attains statehood, under formulas applicable to other States if those were applied to Alaska. This table should be consistent with the assumptions and policies set forth in paragraph 3. *Beach*
no one
Beach
Beach
 - d. Review the effects of Alaska statehood upon the agency's budget and prepare a statement indicating and explaining, by appropriation or fund account, the changes for the fiscal years 1959 and 1960 in appropriation requirements and expenditures as a result of Alaska statehood. This statement shall follow the assumptions and policies set forth in paragraph 3. *Beach*
- The table*

3. Assumptions and policies for budget purposes. In order to assure uniformity of estimates, the following assumptions and policies will be used both in the preparation of the statement required by paragraph 2c and in the regular preparation of budget estimates:

- a. It will be assumed that Alaska will be a State for approximately the last 6 months of the current fiscal year.
- b. It will be assumed that present differentials which apply on a Government-wide basis, such as those relating to salaries and travel, will remain in effect.
- c. It will be assumed that new legislative proposals required as a result of Alaska's admission to statehood will generally become effective about the beginning of the fiscal year 1960. Such items will be handled in the same manner as other supplemental budget estimates under proposed legislation, and will not be included in the regular budget schedules for the appropriation or fund involved.

4. Reports. The following reports shall be made to the Bureau of the Budget:

- a. By August 15, 1958, identification of the officer supervising the review required under paragraph 2 and a listing of any studies or plans made to that date in preparation for Alaska statehood.
- b. By September 15, 1958, the statements on grants-in-aid and budgetary changes referred to in paragraphs 2c and 2d, together with a preliminary report: (1) outlining plans for the review required under paragraphs 2a and 2b, indicating areas and types of programs being covered; and (2) highlighting any issues or problems identified by that time which may require the attention of the President or action by the Congress, and any other matters which may require action, including any questions of statutory interpretation which are not resolved.
- c. By November 15, 1958, a final report summarizing the results of the review and indicating the significant actions contemplated, and questions raised, together with pertinent conclusions and recommendations. Drafts of proposed legislation, Executive orders, proclamations, and other instruments as may be found necessary should be submitted not later than this date.

Five copies should be furnished of all submissions. The submission of information in response to this Bulletin is not a substitute for submission and clearance in the customary manner of those matters which require clearance under Budget Circular No. A-11 or Budget Circular No. A-19.

5. Action during continuance of Territorial status. Pending the proclamation of statehood for Alaska, the Office of Territories of the Department of the Interior will continue to coordinate the Federal programs in Alaska which it has heretofore coordinated.

Inquiries about this Bulletin should be addressed to Harold Seidman, Assistant Chief, Office of Management and Organization (code 113, extension 2128).


MAURICE H. STANS
Director

Attachment

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. C. W. Enfield

DATE: August 18, 1958

FROM : J. C. Allen 
24-00

SUBJECT:

At the Departmental budget hearings on August 15, the question came up regarding legislation that should be proposed by the Bureau in view of Alaska becoming a State.

The Department officials felt that we should propose legislation that would place Alaska on exactly the same footing as any other State and that such action should be reflected in our budget for 1960. Mr. Tallamy agreed in general with the Department and said that he wished to discuss the matter with you. Decision should be reached by September 1 since 1960 budget presentation will be affected.

BUREAU OF PUBLIC ROADS

Alaska
Leg 1-1 (Alaska)

Official Copy

Mr. J. C. Allen,

August 27, 1958

24-00

C. W. Enfield C. W. ENFIELD

26-12

Proposed legislation relating to Alaska

Reference is made to your memorandum of August 18, 1958, concerning legislation which should be proposed by the Bureau of Public Roads in view of the Alaska Statehood Act.

It would appear appropriate that legislation might be considered which would place Alaska in the same position as any other State with respect to Federal aid for highways, except possibly for the use of one-third of the area of Alaska in the apportionment formula. That is, provision for State matching funds would be the same as for other States, the State would be responsible for maintenance, would provide for its own highway organization, initiate the projects, do its own survey work, etc. It is realized that, as a practical matter, such a proposal could not be accomplished immediately upon Alaska being admitted to the Union as a State. Accomplishment would necessarily take place over a period of time. There is also the matter of the transfer of the facilities of the Bureau of Public Roads to the State of Alaska at the time the State would take over highway operation on the same basis as any other State. At present, an appropriate effective date for such legislation would seem to be July 1, 1961, the commencement of the fiscal year 1962, inasmuch as this date would allow a reasonable time for Alaska to gear itself to a new operation and would also be coincident with the time for which existing authorizations under the Federal-Aid Highway Act of 1958 for Federal-aid highways have been made.

The communication dated August 4, 1958, from the Bureau of the Budget, addressed to the heads of executive departments and establishments concerning the effects of Alaska's Statehood, will be responded to along the lines contained herein.

MKNicholson:ble

cc: Files (2)

Mr. Royster

Mr. Turner

Mr. Tallamy

Mr. Williams

Commissioner

Gen Counsel

Legis (2)

Chron

MKN

8/29/58

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Alaska

BUREAU OF PUBLIC ROADS

Mr. C. H. Nielsen, Director, Office of
Budget and Management, Department of Commerce

September 3, 1958

J. C. Allen, Assistant Commissioner for Administration

24-70

Effects of Alaska Statehood

This is in further reference to your memorandum of August 8, 1958, in which you transmitted Bureau of the Budget Bulletin 59-1.

The following statements are furnished in accordance with your memorandum. References are to numbered paragraphs in Bulletin 59-1.

2 (a) (1) Changes necessary or desirable because of Alaska's changed status.

No changes will be necessary. It is considered desirable, however, that legislation be considered which will place Alaska on the same footing as any other State.

2 (a) (2) Questions, such as those involving statutory interpretation or policy issues, requiring resolution.

The question has arisen as to whether section 107 of the Federal-Aid Highway Act of 1956, is applicable to Alaska as a State in the same manner as it is applicable to the Territory. The legislative history of the Alaska Statehood Act, however, indicates that Congress intended the provisions of section 107 of the Federal-Aid Highway Act of 1956 to continue to be applicable to Alaska (House Report No. 624, 85th Congress, 1st Session on HR 7999 -p. 6, et seq., and Senate Report No. 1163, 85th Congress, 1st Session, on S. 49-p.29). There would appear to be no change, therefore, in the application of said section 107 to Alaska by virtue of the Statehood Act.

2 (a) (3) Federal programs which cannot be initiated or continued without legislative or other action by the State of Alaska.

Legislative and other action will undoubtedly be necessary in connection with the proposal under 2 (a) (4) below; however, it does not appear that any action would be required by Alaska until the provisions of section 107 of the 1956 Act have been amended by Congressional action.

2(a)(4) Development of drafts of proposed legislation.

It is intended to propose legislation which would place Alaska in the same position as any other State with respect to Federal aid for highways. That is, provision for State matching funds would be the same as for other States, the State would be responsible for maintenance, would provide for its own highway organization, initiate projects, do its own survey work, etc. It is realized that as a practical matter this proposal could not be accomplished immediately upon Alaska's being admitted to the Union as a State. Accomplishment must necessarily take place over a period of time. Also involved in such a proposal would be the transfer of the facilities of the Bureau of Public Roads to Alaska when the State takes over highway operations on the same basis as any other State. Consideration should be given to the basis for determination of Alaska's share of the Federal-aid apportionment. It is considered at present that such a proposal should be effective not later than July 1, 1961 (the commencement of fiscal year 1962). This date would be appropriate from the standpoint of existing authorizations under the Federal-Aid Highway Act of 1958 for Federal-aid highways for the fiscal years 1960 and 1961. It is further intended that legislation would be prepared which would provide continued coverage of Bureau of Public Roads personnel under the Civil Service Retirement System should they elect to transfer to the State to form the nucleus of a highway department.

2 (b) Organizational arrangements for administration of agency's programs in Alaska, etc.

No adjustments or modifications needed at present time under existing legislation.

2 (c) Grant-in-aid program administered by Bureau of Public Roads.

(1) Title of program

Federal-aid highway program

(2) Comparison of matching or other provisions now applicable to Alaska with those now applicable to the States.

	<u>Alaska</u>	<u>States</u>
Matching -	10% contribution by Alaska	50% Federal - 50% State plus sliding scale in public lands States. For Alaska 86.5% Federal - 13.5% State.
Maintenance -	Federal-aid funds may be used for maintenance	State responsible for maintenance