

In your discussion of reporting procedures with Mr. Christensen you mentioned special inspections made by representatives of the regional office. Copies of these reports will be useful here in keeping us fully informed on the status of work in the region.

If you have any comments on the procedure as outlined above, please let us have them.

*EE*

EEErhart:nk

cc - Files(2)  
Federal Domain Hwys. Div. —  
Mr. G. M. Williams —  
Mr. M. B. Christensen —  
Mr. E. H. Swick —  
Mrs. Alm - Room 6046 —

*8/16/7*

*(unclassified) Forest Highway 14***Office Memorandum • UNITED STATES GOVERNMENT****TO** : M. B. Christensen, Assistant Deputy Commissioner **DATE:** September 6, 1955**FROM** : F. E. ANDREWS, Division Engineer  
By V. D. Critchlow, Accountant *[Signature]***SUBJECT:** Program Letters

In the preparation of Forest Highway Program Letters which provide for the reduction of the authorization of Forest Highway Funds for FY 1954, it is now apparent that the Alaska program will be somewhat delayed, due to the fact that the Territorial Highway Engineer, Mr. Reed, is absent from his office and is not expected back before the end of September. His office has been requested to forward the proposed program letters to him for signature, after which they will be returned to Alaska District Office for further processing. This necessary transmittal for signature will entail greater delay than was originally anticipated in the execution of the program letter for the Alaska District.

*[Handwritten initials]*  
*[Handwritten initials]*  
*[Handwritten initials]*  
*[Handwritten initials]*  
*[Handwritten initials]*

(Alaska) Forest Hwy. 14

*File*

DEPARTMENT OF COMMERCE  
BUREAU OF PUBLIC ROADS

DIVISION EIGHT

MONTANA  
OREGON  
IDAHO  
WASHINGTON  
ALASKA

P. O. BOX 3668  
PORTLAND 2, OREGON

486 Alaska General  
1955 & Subsequent Funds  
Program Revision

August 30, 1955

Chief, Forest Service,  
Commissioner of Public Roads,  
Washington 25, D.C.

Dear Sirs:

The Alaska 1955 Fiscal Year Forest Highway Program Letter, dated February 4, 1954, and approved by the Acting Chief of the Forest Service June 4, 1954, included the following project:

<u>Project &amp; Account No.</u>	<u>Route Name and Type of Work</u>	<u>Length Mileage</u>	<u>Allocation</u>
2-D6, E3 (0393-00)	Glacier Highway Grading & Bridge	3.0	\$ 350,000

This project originally contemplated the reconstruction of a bridge and the grading of a 3-mile section of highway extending from the end of the paved section at Auke Bay to Mendenhall River. The termini of the project has not been changed, but it was found necessary to extend the grading into "H" section to reach the Mendenhall River; for this reason "H3" is added to the project designation. The proposed bridge reconstruction is eliminated from this project as, upon recent investigation, it was found that at least ten more years of service may be expected from the present structure. Since the original program allocation for this project was determined without the benefit of design, it is necessary to revise upward the cost of the project. Sufficient funds for this purpose are available in the State contingent. It is recommended that the program be revised as follows:

(Alaska) Forest Hwy - 14

DEPARTMENT OF COMMERCE  
BUREAU OF PUBLIC ROADS  
DIVISION EIGHT

MONTANA  
OREGON  
IDaho  
WASHINGTON

August 15, 1955

F. O. BOX 3900  
PORTLAND 8, OREGON

486 Alaska General  
1954 & Prior Funds  
Program Revision

Chief, Forest Service  
Commissioner of Public Roads,  
Washington 25, D.C.

Dear Sirs:

Public Law 121, approved June 30, 1955, reduced the 1954 Fiscal Year Forest Highway authorization in the amount of \$15,900,000, of which Alaska's apportioned share is \$1,387,106. Due to the reduction of the 1954 authorization, the allocation for the following projects have been deleted or reduced:

Project & Account No.	Present Program		Recommended Action	Net Program Decrease (FY 1954 & Prior)
	Route Name, Type of Work and Mileage	Amount		
14-D2, E4 (10405-00)	Hope Hwy. Improvements, 16.0 Mi.	\$15,000	Cancel	\$15,000
2-F10, G3, J2 (0404-00)	Glacier Hwy., Gr. & Drain. Strs. 8.0 Mi.	300,000	Cancel	300,000
32-A1 (0406-00)	Copper River Hwy. Brs. & Apprs., 1.5 Mi.	893,000	Cancel	893,000
2-F9 (0403-00) (10403-00)	Glacier Hwy. Gr. & Drain. Strs.	165,000 335,000	Reduce Allotment by 60,000	60,000
Decrease in Present State Contingent				119,106 \$1,387,106

Very truly yours,

*F. E. Andrews*  
F. E. ANDREWS  
Division Engineer.

U. S. FOREST SERVICE, REGION 10

*G. W. Trevelyan*  
Regional Forester

Approved:

*Edward J. Cliff*  
Acting Chief, Forest Service Date

TERRITORIAL BOARD OF ROAD COMMISSIONERS

*Irving Reed*  
Chairman  
*by Arthur Jensen*  
Administrator

Approved:

*Sam Williams*  
Acting Deputy Commissioner Date  
for Commissioner of Public Roads

SEP 26 1955

Alaska Forest Hwy - 15

23-10

JAN 26 1959

Honorable Ernest Gruening  
United States Senate  
Washington, D. C.

Dear Senator Gruening:

In response to your request of January 9, 1959, there is listed below a breakdown of the routes that have been proposed by others and yourself to expand the Alaska Highway System, showing the approximate mileage to be constructed, an estimated cost per mile, and an estimated total cost for each section. In that portions of some routes already are in existence, the actual termini vary somewhat from the general descriptions given in the listing contained in our January 7, 1959 letter. Actual termini have been shown in parenthesis.

<u>Route (actual termini)</u>	<u>Length (Miles)</u>	<u>Est. Cost/Mile (\$000)</u>	<u>Est. Total Cost (\$000)</u>
Kenai-McKinley Park	62	100	6,200
McKinley Park (Summit)-Willow	128	50	6,400
Talkeetna (Peters Creek)-McGrath	223	35	7,800
McGrath (Ogish)-Ruby (Woodsman)	60	70	4,200
McGrath-Flat	60	45	2,700
Flat-Bristol Bay (Dillingham)	280	90	25,200
Chitina-Cordova (Million Dollar Bridge)	80	120	9,600
Chitina-McCarthy	36	60	2,160
McCarthy-Alaska Highway (Canadian Border)	76	90	6,840
Fairbanks (Shovel)-Kona (Council)	440	60	26,400
Fairbanks (End of present construction)-Chena Hot Springs	36	50	1,800

<u>Route (actual termini)</u>	<u>Length (Miles)</u>	<u>Est. Cost/Mile (\$000)</u>	<u>Est. Total Cost (\$000)</u>
Circle-Eagle	188	45	8,460
Circle (Livengood)-Umiat & Gubik	340	60	20,400
Unalakleet-Yukon River (Kaltag)	70	45	3,150
Juneau (Thane)-Canadian Border	52	175	9,000
Wrangell & Petersburg-Canadian Border	79	135	10,665
Ketchikan-Canadian Border	88	225	19,800
Hydaburg-Craig	32	150	4,800
Craig-Hollis	28	150	4,200
Skagway (End of construction)-Canadian Border	15	225	3,375
Eagle River-Echo Cove	15	200	3,000
Metlakatla-Walden Pt.	<u>16</u>	200	<u>3,200</u>
	2,469		192,090

As previously noted, these cost estimates and mileages are approximate only and major structures have again been disregarded. There is attached a print of Alaska Map A showing, by distinctive color, the existing primary system, the major existing secondary system, the unconstructed secondary routes, and the routes that have been proposed in expanding the secondary system.

A copy of the report and a supplement thereto on a ferry system for southeast Alaska is enclosed. The system as recommended by the Consultant will cost about \$14,000,000. You requested this information during our telephone conversation of January 15.

Sincerely yours,

Paul F. Royster  
Assistant to the  
Federal Highway Administrator

**Enclosures**

EEErhart:nk Control No. PR-3459 (1/26/59)

cc - Files (2)

Mr. Armstrong

Federal Hwy. Projs. Div.

Mr. B. D. Tallamy

Mr. Royster - Room 814

Cleared Through  
Administrator's Correspondence Unit

CC Unit - Room 810

Mr. E. H. Swick (2-cc)

11/26/59

23-00 Mr. Paul F. Royster, Assistant Commissioner  
for Operations, Washington, D. C.  
ATTENTION: Mr. E. E. Erhart  
10-00.2 E. H. Swick, Regional Engineer  
Juneau, Alaska

January 22, 1959

Request of Senator Gruening

In reply to your memo of January 13, 1959, there is attached a draft of a letter to the Senator containing the requested information.

Under separate cover we are forwarding two copies of Alaska Map A, on which the existing systems and proposed extensions and additions have been delineated in color, and two copies of the ferry report and supplement thereto. One copy of the map and the ferry report is for the Senator, the second is for your files.

Attachment

Draft of letter to Senator Gruening

DRAFT

January 22, 1959

The Honorable Ernest Gruening  
United States Senate  
Senate Office Building  
Washington, D. C.

Dear Senator Gruening:

In response to your request of January 9, 1959, there is listed below a breakdown of the routes that have been proposed by others and yourself to expand the Alaska highway system, showing the approximate mileage to be constructed, an estimated cost per mile, and an estimated total cost for each section. In that portions of some routes already are in existence, the actual termini vary somewhat from the general descriptions given in the listing contained in our January 7, 1959, letter. Actual termini have been shown in parenthesis.

<u>Route (actual termini)</u>	<u>Length (Miles)</u>	<u>Est. Cost/Mile (\$000)</u>	<u>Est. Total Cost (\$000)</u>
Nenana-McKinley Park	62	100	6,200
McKinley Park (Summit)-Willow	128	50	6,400
Talkeetna (Peters Creek)-McGrath	228	55	7,040
McGrath (Ophir)-Ruby (Poorman)	80	70	5,600
McGrath-Flat	80	45	3,600
Flat-Bristol Bay (Dillingham)	280	90	25,200
Chitina-Cordova (Million Dollar Bridge)	80	120	9,600
Chitina-McCarthy	56	60	3,360
McCarthy-Alaska Highway (Canadian Border)	76	90	6,840
Fairbanks (Eureka)-Nome (Council)	440	60	26,400
Fairbanks (End of present construction)-Chena Hot Springs	36	50	1,800



Senator Gruening	-2-	January 22, 1959	
Circle-Eagle	188	45	8,460
Circle (Livengood)-Umiat & Gubik	340	60	20,400
Unalakleet-Yukon River (Kaltag)	70	45	3,150
Juneau(Thane)-Canadian Border	52	175	9,000
Wrangell & Petersburg-Canadian Border	79	135	10,665
Ketchikan-Canadian Border	88	225	19,800
Hydaburg-Craig	32	150	4,800
Craig-Hollis	28	150	4,200
Skagway (End of construction)-Canadian Border	15	225	3,375
Eagle River-Echo Cove	15	200	3,000
Metlakatla-Walden Pt.	<u>16</u>	200	<u>3,200</u>
	2,469		192,090

As previously noted, these cost estimates and mileages are approximate only and major structures have again been disregarded. There is attached a print of Alaska Map A showing, by distinctive color, the existing primary system, the major existing secondary system, the unconstructed secondary routes, and the routes that have been proposed in expanding the secondary system. A copy of the report and a supplement thereto on a ferry system for southeast Alaska is enclosed. The system as recommended by the Consultant will cost about \$14,000,000.

Very truly yours,

Enclosures

23-10  
10-00

BUREAU OF PUBLIC ROADS

7H. alaska 15

February 20, 1958

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

Eric B. Eckhart

Paul F. Royster, Assistant Commissioner  
Washington 25, D. C.

Alaska Forest Highway System

In your memorandum of February 10, 1958 you discussed the Alaska Forest Highway System and its relation to the Alaska Federal-aid System.

Mr. Clark's memorandum of May 23, 1957, as you point out, established the policy to classify Forest highways coincident with the Federal-aid Secondary Class B routes as Class 3 Forest Highways.

Mr. Turner's memorandum of January 31, 1958 brought out the fact that if legislation now being considered is enacted the Class 3 Forest Highways could not be financed from 1960 and 1961 authorizations. Programming of Class 3 Forest Highways from the 1959 authorization can be accomplished, however liquidation of the 1959 and prior authorizations may be from the trust fund depending upon the outcome of the proposed legislation.

Route 2, Mile 8 to Aviation Field, Route 11, Sawmill Creek-Herring Cove, and Route 26, Point Agassiz, are not now classified as Class 1 or 2 Forest Highway routes (not on the Federal-aid or Federal-aid secondary system). You advise, however, that the Route 2, Aviation Field Spur should properly be on the Federal-aid primary system. In addition you advise that there are seven Class 3 Forest Highways having Federal-aid Secondary Class B status. These routes should remain as Class 3 Forest Highways since their special Federal-aid classification was made for the purpose of making them eligible for Federal-aid maintenance until such time as the Territory can take them over.

In summary it would appear that one Class 3 Forest Highway route (Route 2, Mile 8 to Aviation Field) is eligible for a change in classification. The remaining 9 Class 3 Forest Highway routes having Federal-aid Class B status should remain Class 3.

TLHaskell:tb

cc: Files (2) ✓  
Federal Hwy. Projs. Div.  
Mr. Royster - Room 6019

2-21-58

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

May 23, 1957

A. C. Clark, Assistant Commissioner  
Washington 25, D. C.



The establishment of the Federal-aid System for Alaska has made it necessary to reclassify the routes on the Forest Highway System to agree with the regulations for administering Forest Highways. Under these regulations, Forest Highway routes on the Federal-aid Primary System are Class 1, those on the Federal-aid Secondary System Class 2, and all others Class 3.

We have reviewed the Forest Highway System in conjunction with the designated Federal-aid Systems for Alaska and have classified the Forest Highway routes accordingly. In making this classification, roads which were classified as PAS "B" routes were included in the Forest Highway Class 3 group. This was done because we understand that they were included in the PAS System so that they could be maintained with Federal-aid funds, that this was only a temporary expedient, that these Class "B" routes were not to be a permanent part of the system and that programming of funds for such routes would be limited to maintenance and minor improvements. We also understand that there is agreement with the Territorial Board of Road Commissioners that these roads will be taken over by them for maintenance and improvement as soon as they are organized to do so.

In reviewing the description of Forest Highway Route 16, Wrangell, we noted that the old description excluded the portion within the city limits of Wrangell. However, in the revision of the system approved April 30, 1956, it is noted that the description does not show this exception. Since on all other routes, exceptions have been made for portions of routes within cities, we are wondering whether this was an oversight. Please advise regarding this item.

In showing the termini for the various sections of road in the reclassification, we have adhered to controls and descriptions as shown in the approved Forest Highway route descriptions as far as possible.

In order to facilitate your submission of the revised system classifications, we are attaching a minor system change in accordance with Policy and Procedure Memorandum 10-2. Your approval

is all that is required and this should be indicated by affixing your signature to the document where indicated. Three copies should be submitted to the Washington office, two with original signature. One copy should be retained for your files, one submitted to the Regional Forester and one to the Territorial Board of Road Commissioners.

Since there may be an error in the information shown for the routes due to our misinterpretation of the information available here, we would like to have you carefully review the proposed minor system change and correct any errors you may find before submitting the copies to us.

Attachment

*EE*  
IME:rich:mh

cc: Files (2) ✓  
Federal Domain Sys. Div.  
Mr. E. H. Swick  
Mr. A. G. Clark

5-24-57

(Alaska) Forest Hwy. 15

40-90

April 24, 1956

Mr. R. E. McArdle  
Chief, Forest Service  
Department of Agriculture  
Washington 25, D. C.

My dear Mr. McArdle:

Enclosed are two copies of a joint field recommendation dated March 28, 1955 for changes in the Alaska Forest highway system.

Route 35 has been deleted from the recommendation in accordance with agreement expressed in your letter of April 6, 1956.

Enclosed is also a copy of a <sup>copy 4/19/56</sup> teletype from our Division office stating that the Regional Forester and the Territorial highway engineer agree to the deletion of Route 35 from this recommendation.

We have approved the amended recommendation and it is submitted with recommendation for your approval.

Please return four copies of the approved document.

Very truly yours,

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

By M. B. CHRISTENSEN

Assistant Deputy Commissioner

Enclosures

*clb*  
JJRoche/amm  
cc - Files (2) ✓  
Federal Projects Branch  
Mr. McArdle ✓  
Mr. Clark

*mpj 4-25-56*

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BUREAU OF PUBLIC ROADS  
Washington, D. C.

1956 APR 19 PM 5 44

PYO 47-WAG PD 15 C-BPR

PORTLAND ORE 4-19-56 225 P

CLARK

BPR WA

RE CHRISTENSENS WIRE APRIL 9. ALASKA REGIONAL FORESTER AND  
TERRITORIAL HIGHWAY ENGINEER AGREE TO DELETION OF ROUTE 35 FROM JOINT  
FIELD RECOMMENDATION DATED MARCH 28, 1955 PROPOSING REVISIONS IN ALASKA  
FOREST HIGHWAY SYSTEM

KELLOGG

9 35 28 1955

IH 230P

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BUREAU OF PUBLIC ROADS  
Washington, D. C.

1956 APR 19 PM 5 44

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PORTLAND ORE 4-19-56 225 P

CLARK

BPR WA

RE CHRISTENSENS WIRE APRIL 9. ALASKA REGIONAL FORESTER AND  
TERRITORIAL HIGHWAY ENGINEER AGREE TO DELETION OF ROUTE 35 FROM JOINT  
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FOREST HIGHWAY SYSTEM

KELLOGG

9 35 28 1955

IH 230P

X Alaska General

Feb 1956 110-90

April 24, 1956

Mr. R. E. McArdle  
Chief, Forest Service  
Department of Agriculture  
Washington 25, D. C.

My dear Mr. McArdle:

Enclosed are two copies of a joint field recommendation dated March 28, 1955 for changes in the Alaska Forest highway system.

Route 35 has been deleted from the recommendation in accordance with agreement expressed in your letter of April 6, 1956.

Enclosed is also a copy of a teletype from our Division office stating that the Regional Forester and the Territorial highway engineer agree to the deletion of Route 35 from this recommendation.

We have approved the amended recommendation and it is submitted with recommendation for your approval.

Please return four copies of the approved document.

Very truly yours,

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

By M. B. CHRISTENSEN  
Assistant Deputy Commissioner

Enclosures

JJR  
JJRoche/amm  
cc - Files (2)  
Federal Projects Branch ✓  
Mr. McArdle  
Mr. Clark



6046

STANDARD FORM NO. 64

08-00  
08-49

(Alaska) Forest Highway  
BUREAU OF PUBLIC ROADS

# Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. A. C. Clark, Deputy Commissioner  
Washington, D. C.

DATE: April 23, 1956

FROM : E. J. Andrews, Division Engineer  
Portland, Oregon

SUBJECT: Forest Highway Route 35 - Alaska

*copy att to center 4/24/56 to Mr. Clark*

*CCC  
Hart  
Files*

Our April 19 wire stated that the Alaska Regional Forester and the Territorial Highway Engineer had agreed to the deletion of Route 35 from the joint field recommendation, dated March 28, 1955, proposing revisions in the Alaska Forest Highway System.

We now attach signed letters from the above named, as *4/17/56 from Wyller to Reed + str 4/17/56 from Greeley to Wyller*, evidence of their concurrence in the deletion of Route 35 from the proposed revision of the Alaska Forest Highway System.

Attach.

*[Faint stamp]*

DEPARTMENT OF COMMERCE  
BUREAU OF PUBLIC ROADS  
DIVISION ~~XIX~~ 8  
Alaska District

ALASKA

FEDERAL AND TERRITORIAL BUILDING  
JUNEAU, ALASKA

08-49

April 17, 1956

Mr. Irving M. Reed  
Territorial Highway Engineer  
Box 2073  
Juneau, Alaska

Dear Sir:

Reference is made to the Forest Highway System Letter of March 28, 1955 revising the Alaska Forest Highway System.

The Forest Service's and our offices in Washington are agreeable to approving the revised system letter with the exception of the addition of Route 35, which they have indicated can be reconsidered for inclusion at a future date. If you concur in this recommendation, please acknowledge this letter in the space provided below. This letter must be forwarded to the Washington office as evidence of your concurrence in the proposed recommendation.

Very truly yours,  
CHR. F. WYLLER  
District Engineer

*Robert V. Killewich*  
By: ROBERT V. KILLEWICH  
Highway Engineer

I concur in the recommendation that Route 35 be deleted from the March 28, 1955 system letter with the understanding that it will be reconsidered for inclusion at a future date.

TERRITORIAL BOARD OF ROAD COMMISSIONERS

By *Irving Reed*  
Chairman-Territorial Highway Engineer

4/18/56  
Date

UNITED STATES DEPARTMENT OF AGRICULTURE  
FOREST SERVICE

ADDRESS REPLY TO  
REGIONAL FORESTER  
AND REFER TO

BOX 1631  
JUNEAU, ALASKA

E  
ROADS & TRAILS  
Systems, F.H.

April 17, 1956

Mr. G. F. Wyller  
District Engineer  
Bureau of Public Roads  
Juneau, Alaska

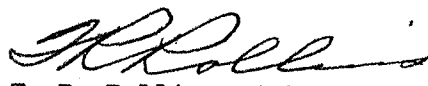
Dear Mr. Wyller:

Concurrence is hereby given to the omission of the proposed Route 35 to the recent system revision, but this project is still considered to be of high priority by the Forest Service and will be submitted again for inclusion in the Forest Highway System.

Very truly yours,

A. W. GREELEY,  
Regional Forester

By:

  
T. R. Rollins, Acting

APR 17 1956  
REGIONAL FORESTER  
JUNEAU, ALASKA



*(Alaska) Forest Hwy. 15*

40-90

March 2, 1956

Mr. R. E. McArdle  
Chief, Forest Service  
Department of Agriculture  
Washington 25, D. C.

Dear Mr. McArdle:

Enclosed for your consideration are the original and one copy of a letter dated March 28, 1955, which proposes several revisions to the Forest Highway System in Alaska.

The letter, as you will note, provides for:

- (1) Extensions to Routes 2, 7, 14, 16, 31 and 32
- (2) Abandonment of Route 13
- (3) The addition of Route 35

The proposed modifications on the Alaska system have been reviewed by this office, and we concur in all proposed changes except the addition of Route 35. This route, known as Russian River, extends from Seward to the Kenai River Highway at Schooner Bend, a distance of 34 miles. It is our understanding that there are no communities or industries to be served along the proposed route and that its only purpose would be to shorten by a few miles the travel distance between Seward and points beyond Schooner Bend. We can see no reason why there should be any exchange of commodities between the two localities that would generate any significant amount of hauling by truck over the route. The cost of constructing the route would, no doubt, be high because of the nature of the country traversed. For these reasons, we are of the opinion that the economic benefits to be gained by construction of the route do not justify the adding of it to the system.

If you agree with our analysis of the situation, the approval letter can either be rewritten to omit Route 35, or a suitable notation made thereon to exclude this route from approval.

Very truly yours,

JOSEPH BARNETT

Acting Deputy Commissioner  
Bureau of Public Roads

*[Signature]*  
CALewis:MBC;no  
cc: Files-2 ✓  
Mr McArdle ✓  
Federal Projects. Mr.  
Mr Clark

*mg 3-5-56*  
Enclosures

January 30, 1956

Mr. Williams:

I think Mr. Erhart has brought up some points that should be discussed further with the field before approval is given to extension of Forest Highway System in Alaska. However, future projects will no doubt be programmed on the basis of relative need rather than on any priority based upon dates of system approval.

As I recall it, the special fund available a few years ago was used to construct roads into areas susceptible to development in the vicinity of proposed pulp mills near Ketchikan, Sitka and Juneau. As far as I know the mill near Ketchikan is the only one that has been financed and completed.

A. C. Clark



**Office Memorandum • UNITED STATES GOVERNMENT**

TO : Mr. A. C. Clark

DATE: January 26, 1956

FROM : Eric E. Erhart

( 2 pages)

SUBJECT: Alaska Forest Highway System.

Attached are joint field recommendations for additions to the Alaska Forest Highway System. This involves the addition of 70 miles, 34 of which are involved in a new route 35, Russian River, the remainder being extensions of routes 2, 7, 14, 16, 31, and 32. Route 13 (11.9 miles) is being abandoned.

The following comments are pertinent to these routes:

*Alutian*  
*of Juneau*  
Route 2 (extend 9.0 miles) One extension ( $7\frac{1}{2}$  miles) Thane to Point Bishop, the justification is primarily to provide a link to the proposed Taku Highway and provide tidewater access for proposed Canadian Power developments. The other extension will provide for new settlement area when a new pulp mill is built at Fritz Cove. This mill site appears to be indeterminate since the joint letter refers to a mill at Fritz Cove and the letter from the Forest Service speaks of Juneau as a site.

*Petersburg*  
Route 7 (extend 7.4 miles) This extension merely extends the present route to tidewater and facilitates the connection between Wrangell and Petersburg. About half of this connection will be by water.

*Homer*  
Route 14 (extend 3.0 miles) This extension is primarily to facilitate development of land use. There are permanent residents and considerable recreation, and the adjacent area conducive to agriculture.

*Wrangell*  
Route 16 (extend 6.3 miles) This extension is based on a proposed pulp mill location which, from the discussions, appears rather indefinite. It would provide a connection between Wrangell and the mill.

*Danville Island*  
Route 31 (extend 12.4 miles) This is also based on a prospective pulp mill the location of which is apparently not established. The area is particularly suited for development and settlement but probably contingent on the construction of a pulp mill.

*Russian River*  
Route 35 (Add - 34.0 miles) This addition to the system will provide more direct access from Seward to the Homer-Kenai area. This latter area is being rapidly developed and depends on transportation from Seward.

*Alutian  
at Juneau  
Nadivok  
Waterfront*

The recommended extensions and additions are made on the general theory that Forest highway roads should be constructed in Alaska in order to facilitate development rather than to serve any existing needs. We are in general agreement with this theory. However, it would appear desirable to complete routes in the area which were started on this premise before undertaking additional work. The attached tabulation shows that there is some 25 miles of grading and 42 miles of surfacing, estimated to cost \$5,102,000, required to complete the routes now being extended. In addition, reconstruction and stage construction in the amount of \$12,042,000 is needed.

It is also noted that apparently the location of the pulp mill, upon which additional settlement is dependent, is definite. As a result, perhaps the proposed extensions will not provide the desired service.

While the extensions and additions may be desirable at some future date, it is thought that all but route 14 might be deferred. However, it is believed that you will want to discuss this situation before definite recommendations are reached. The other copies of the joint letter and supporting data are being retained in our files.

#### Attachments

D. K. ...

Additional Work

Route No.	Length	Miles		New Work			Reconstruction Stage			To Complete
		Graded	Surfaced	Grading	Surfacing	Cost	Grading	Surfacing	Cost	Total Cost
2	59.1	43.2	43.2	15.9	15.9	\$ 3,080,000	24.0	28.7	\$ 3,370,000	\$ 6,450,000
31	11.6	7.3	4.3	4.3	7.3	977,000	1.9	1.9	375,000	1,352,000
7	16.6	14.2	10.2	2.4	6.4	422,000	9.7	9.7	825,000	1,247,000
16	12.7	10.4	8.7	2.3	4.0	385,000	7.8	7.8	1,929,000	2,314,000
14	17.3	17.3	17.3	-	-	-	17.3	17.3	3,000,000	3,000,000
32	20.4	20.4	11.8	-	8.6	238,000	13.1	20.4	2,482,000	2,720,000
	137.7	112.8	95.5	24.9	42.2	\$ 5,102,000	73.8	85.8	\$11,981,000	\$17,083,000

13 11.9 11.9 Route dropped

\$61,074 spent.



## BUREAU OF PUBLIC ROADS

Mr. A. C. Clark

January 26, 1956

Eric E. Erhart *E. Erhart*

( 2 pages)

## Alaska Forest Highway System.

Attached are joint field recommendations for additions to the Alaska Forest Highway System. This involves the addition of 70 miles, 34 of which are involved in a new route 35, Russian River, the remainder being extensions of routes 2, 7, 14, 16, 31, and 32. Route 13 (11.9 miles) is being abandoned.

The following comments are pertinent to these routes:

- Route 2 (extend 9.0 miles) One extension (7½ miles) Thane to Point Bishop, the justification is primarily to provide a link to the proposed Taku Highway and provide tidewater access for proposed Canadian Power developments. The other extension will provide for new settlement area when a new pulp mill is built at Fritz Cove. This mill site appears to be indeterminate since the joint letter refers to a mill at Fritz Cove and the letter from the Forest Service speaks of Juneau as a site.
- Route 7 (extend 7.4 miles) This extension merely extend the present route to tidewater and facilitates the connection between Wrangell and Petersburg. About half of this connection will be by water.
- Route 14 (extend 3.0 miles) This extension is primarily to facilitate Development of land use. There are permanent residents and considerable recreation, and the adjacent area conducive to agriculture.
- Route 16 (extend 6.3 miles) This extension is based on a proposed pulp mill location which, from the discussions, appears rather indefinite. It would provide a connection between Wrangell and the mill.
- Route 31 (extend 12.4 miles) This is also based on a prospective pulp mill the location of which is apparently not established. The area is particularly suited for development and settlement but probably contingent on the construction of a pulp mill.
- Route 35 (Add - 34.0 miles) This addition to the system will provide more direct access from Seward to the Homer-Kenai area. This latter area is being rapidly developed and depends on transportation from Seward.

The recommended extensions and additions are made on the general theory that Forest highway roads should be constructed in Alaska in order to facilitate development rather than to serve any existing needs. We are in general agreement with this theory. However, it would appear desirable to complete routes in the area which were started on this premise before undertaking additional work. The attached tabulation shows that there is some 25 miles of grading and 42 miles of surfacing, estimated to cost \$5,102,000, required to complete the routes now being extended. In addition, reconstruction and stage construction in the amount of \$12,042,000 is needed.

It is also noted that apparently the location of the pulp mill, upon which additional settlement is dependent, is definite. As a result, perhaps the proposed extensions will not provide the desired service.

While the extensions and additions may be desirable at some future date, it is thought that all but route 14 might be deferred. However, it is believed that you will want to discuss this situation before definite recommendations are reached. The other copies of the joint letter and supporting data are being retained in our files.

Attachments

DMErich:EEE:nk

cc - Federal Projects Branch ✓

January 26, 1956

Additional Work

Route No.	Length	Miles		New Work		Cost	Reconstruction Stage		Cost	To Complete Total Cost
		Graded	Surfaced	Grading	Surfacing		Grading	Surfacing		
2	59.1	43.2	43.2	15.9	15.9	\$ 3,080,000	24.0	28.7	\$ 3,370,000	\$ 6,450,000
31	11.6	7.3	4.3	4.3	7.3	977,000	1.9	1.9	375,000	1,352,000
7	16.6	14.2	10.2	2.4	6.4	422,000	9.7	9.7	825,000	1,247,000
16	12.7	10.4	8.7	2.3	4.0	385,000	7.8	7.8	1,929,000	2,314,000
14	17.3	17.3	17.3	-	-	-	17.3	17.3	3,000,000	3,000,000
32	120.4	20.4	11.8	-	8.6	238,000	13.1	20.4	2,482,000	2,720,000
	137.7	112.8	95.5	24.9	42.2	\$ 5,102,000	73.8	85.8	\$11,981,000	\$17,083,000

13 11.9 11.9 Route dropped

\$61,074 spent.

## Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. A. C. Clark, Deputy Commissioner  
Washington, D. C.

FROM : F. E. Andrews, Division Engineer  
Portland, Oregon

SUBJECT: Alaska Forest Highway System

DATE: January 20, 1956

On May 6, 1955 Mr. Wyller, District Engineer, sent us copies of a proposed Alaska Forest Highway System letter which contemplated the addition of 70 miles to the system.

Since this involved about a 20% increase in mileage, and even though most of the mileage involved extensions of present routes, because the justification did not appear complete we wrote him on May 16 for some additional support. A copy of our May 16 letter is attached hereto.

In the meantime there did not appear to be too much urgency regarding this matter but we did have opportunity to discuss it verbally with Mr. Wyller, Mr. Killewich, and Regional Forester Greeley at various times during 1955.

On December 12 Mr. Wyller wrote us giving additional discussion and traffic information on the proposed extensions, and also furnished a copy of a letter from the Alaska Regional Forester. Copies of all these documents are attached.

On the basis of this additional support and verbal conversations, we are now prepared to and do recommend approval of the system expansion letter dated March 28, 1955. The whole assembly was purposely held until my return from the recent New Orleans trip again since no particular urgency was involved until next year's program is considered.

Practically all of the proposed additions in this matter involve service to proposed pulp mill operations which, if consummated, will have an important impact on the economy of Alaska. This area is still in a relatively "pioneer" stage, as pointed out by Mr. Greeley, and the extensions do not involve a transfer of responsibility from Forest Development construction to Forest Highway construction.

We attach five copies of the formal system letter for possible approval, together with a copy of our May 16 memorandum to Mr. Wyller and a copy of Mr. Wyller's December 12 memorandum here plus attachments in further explanation of this proposal.

Attach.

08-49  
08-00

BUREAU OF PUBLIC ROADS

Mr. F. E. Andrews, Division Engineer

December 12, 1955

Chr. F. <sup>W</sup>Wyller, District Engineer

In connection with our letter dated March 28, 1955 proposing revisions to the Alaska Forest Highway System, we are enclosing herewith in six copies the following for your consideration:

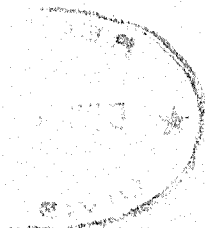
Our review of Alaska Forest Highway System

A letter from the Alaska Regional Forester

We have for some time contemplated abandoning, Route 26 Point Agassiz, but a homestead is still maintained on the route, requiring use of the road. If the homestead is relinquished the route will be dropped. Maintenance is performed only when necessary to keep the road passable and the cost is kept to a minimum.

Enclosures

DWE:mb  
cc:File  
Reading



C O P Y

AIR MAIL

Mr. C. F. Wyller, District Engineer  
Juneau, Alaska

May 16, 1955

F. E. Andrews, Division Engineer  
Portland, Oregon

Alaska Forest Highway System

We have your May 6 memorandum, together with attached proposed system letter for adding mileage to the Alaska Forest Highway System.

Our files are quite incomplete here, but we have discussed the matter with Mr. Wood, and have studied your proposals quite carefully. The proposed addition of some 70 miles to the present system, which would result in an approximate 20% increase, appears to us to be too excessive, at least based on the brief discussions supporting the individual increases furnished in the program letter. Your latest ten year estimate of critical needs on the existing system indicated an estimated cost of about \$28,000,000. The present rate of allocation of Forest Highway funds to Alaska will not permit completion of these critical needs in the ten year period. This is one of the reasons that we hesitate to recommend so substantial an increase. Possibly a few of the proposed extensions or additions are higher priority than the others, and possibly higher priority than some routes now on the system. If this is the case, and is explained, we would be willing to recommend a more modest expansion of the system.

In general, where major extensions and additions to the Forest Highway System are proposed a rather comprehensive justification is needed as contrasted to your brief, general statements regarding the importance and potential importance of the proposals. As a minimum we need some traffic information on the existing road or existing approach roads, together with an estimate of the traffic if the proposed route is constructed. We recall that we corresponded with you previously regarding priorities, and priorities were mentioned above. It is believed that at one time you did work up a priority list of Forest Highway routes now on the system, assigning relative units of importance to other factors which are important in Alaska. We would like to have a similar priority list at this time, especially since the older one is not now in our files, but was transferred to Juneau at the time the new division office was established. If some of the proposed extensions and additions fall at or near the bottom of such a priority list, we would hesitate to recommend them at this time. On the other hand, if the proposed new sections should stand well in the priority rating in relation to existing routes, if you furnished more detailed support, we would recommend them. We note that you proposed to drop one route, the Palmer Creek, due to loss of importance, and we wonder if Route 26, Pt. Agassiz, is not in the same category. We will hold all papers here in this matter until we hear further from you.

*These priority data should be in the files*

CC: MAIN FILES

## REVIEW OF ALASKA FOREST HIGHWAY SYSTEM

There are submitted herewith brief narrative report of the Alaska Forest Highway System, together with pertinent route data.

Since Alaska is a Territory and has no Federal aid system of highways, the Forest Highway routes are all designated as class 3 highways. (Section 15.3 of Rules and Regulations for administering Forest Highways) (Revised). The original system, approved July 7, 1924 contained 21 routes with a total of 338.7 miles. The present system as approved on August 14, 1953 covers 19 routes with a total length of 365.9 miles, of which 304.4 miles have been constructed to date.

Improvement of the Alaska Forest Highway System began in the early 1920's. In most cases the existing roads were mere wagon trails of a very low standard. Initial efforts were dedicated to improve these roads with an all weather gravel surface; grades, alignment width, etc. were secondary considerations since traffic was very light and available funds were limited. These roads served a dual purpose. They not only provided means for administering the National Forests, but were the only arteries of transportation in the communities where they are located. As the communities grew and development progressed the importance of the Forest Highways likewise increased. Conversely, obsolescence of the roads manifested itself in proportion to these developments. Following the early improvement of the low standard roads, some reconstruction to higher standards was accomplished in the 1930's particularly adjacent to the larger towns. These included surfacing with crushed gravel or crushed stone. Until 1949 no attempt was made to construct high type bituminous wearing surfaces in Alaska, although in 1940-41 a light bituminous surface treatment was placed on a cement stabilized dirt base on a three mile section of the South Tongass Highway at Ketchikan. This was of an experimental nature and since results were not satisfactory,

further construction of this type was not attempted.

The Territory of Alaska received a marked uplift in its development during and following the World War II years. Most of this is attributable to the defense activities, although in the extreme Southeastern Alaska section the mushrooming pulp industry has contributed a major share of the rise. A 54 million dollar pulp plant was constructed at Ketchikan, with production of pulp actually getting underway in 1953. Construction of mills at other locations in Southeastern Alaska is being seriously considered. Improvement of the Forest Highways has kept pace with developments, but has required special funds in addition to the regular Forest Highway appropriations. In connection with the Ketchikan pulp mill construction and other proposed projects of a similar nature, a special appropriation of 7 million dollars was made available by Congress. All but a small amount of this fund has been expended. Construction of pulp or other timber using industries are imminent at Sitka, Juneau and Wrangell. Supplemental appropriations will be necessary if adequate highways are to be constructed to serve the needs promulgated by these installations within a reasonable period of time.

Expenditures on the Alaska Forest Highway System as of June 30, 1955 are as follows:

<u>By Public Roads</u>	<u>By Others</u>	<u>Total</u>
\$21,063,835	\$18,091,654	\$39,395,839

Of the approved mileage on the Alaska Forest Highway System 172.1 miles are located in the Tongass National Forest in Southeastern Alaska and 193.8 miles are in the Chugach National Forest which is in Southwestern Alaska. In the Tongass National Forest the system is entirely disconnected and the individual routes radiate from the towns, with their extension or improvement dependent on the economies of the community. The Juneau area is connected at Haines with the



interior Alaska system of roads through the medium of a ferry operated by the Territory through the months of June to November, Of the 193.8 miles of Forest highway in the Chugach National Forest 153.4 miles are located on the Kenai Peninsula. The Seward-Anchorage Forest Highway, 89.5 miles in length, extends from Seward to Girdwood near the Forest boundary. All other Forest roads in this area connect with the Seward-Anchorage Highway, which continues on from Girdwood to Anchorage where it provides access to the interior system of roads. The Seward-Anchorage road is of real importance since it provides a flexible form of transportation between the seaport of Seward and the huge army and air bases at Anchorage and Fairbanks. It augments the Alaska Railroad which has terminals at both the Seward seaport and the port of Whittier.

Recent installations at Kenai and other points along Cook Inlet by the Army have greatly increased the importance of the Kenai River Highway route which connects with the Seward-Anchorage Highway at Mile 38. Regrading of this 18 mile route is almost completed and it is planned to pave this highway in the very near future.

Due to the great difference in climate and terrain in the two National Forests, there is a marked contrast in the construction problems and in construction costs of highways in the two regions. The tremendous increase in construction activities throughout the Territory since the end of hostilities of World War II and constant rise in wages, freight costs, etc. have contributed a substantial share to the high construction costs in Alaska. Southeastern Alaska has a very heavy and dense forest growth. The item of clearing and grubbing in this area is in itself a considerable portion of the cost of a project. Also a great deal of the construction in Southeastern Alaska is in solid rock, muskeg or glacial silt with resulting high grading costs. In some areas gravel for fill stabilization and surfacing is very scarce and excessive hauling costs must be

incurred to overcome this deficiency. On occasions it is necessary to crush ledge rock to produce material which normally can be obtained from gravel deposits if such were available, at a much more economical cost.

The cost of maintaining the constructed portion of the Alaska Forest Highway system is borne by the Government, and includes necessary personnel, equipment, shop facilities, etc. This factor plus all other related conditions, stimulates efforts towards the design of higher type roads that can be most economically constructed and tend to keep maintenance costs at a minimum. In 1949 the first plant mix bituminous surface was constructed on the Glacier Highway at Juneau for a distance of nine miles. This was followed by a  $5\frac{1}{2}$  mile project in the same area in 1952 and by the construction of approximately 90 miles in the Seward area. Reconstruction of a 16 mile section of the Tongass Highway at Ketchikan, made necessary by the establishment of a huge pulp mill at Ward Cove, was started in 1949 and completed to a high type bituminous surfaced road in 1954.

The estimated total cost to complete the present Alaska Forest Highway System <sup>to</sup> established standards is \$28,215,000. However, the undeveloped status of the Territory does not permit of a hard and fast schedule to accomplish this improvement. The importance of any route can vary greatly, almost from day to day. Often such criteria as present day traffic cannot be used as a measure of justification, since it is future traffic resulting from the economic development that must be considered. The curtailment of passenger service by the Alaska Steamship Company has caused travel to and from Alaska to be done almost entirely by air, except for the relatively small amount of travel over the Alaska Highway. The importance of the roads to the airports from the various towns has accordingly taken on greater significance. At Cordova particularly, an expenditure of several million dollars, for improvement of the 13 miles of low standard road needs to be undertaken, yet traffic is comparatively light and will undoubtedly remain so for

some time. Drilling for oil is actively underway in this general area and it appears likely that pools will be found. The impact on the highways in this area will be tremendous when such a development occurs.

The factor exercising the greatest influence on the Forest Highway roads at Wrangell, Juneau and Sitka at the present time, is the anticipated construction of additional pulp and other timber processing facilities. The expenditure of approximately \$5,250,000 in the Ketchikan area since 1949 has alleviated the critical demands for roads in that area due to the construction of the huge pulp mill there. Included in this outlay of funds in this area is \$4,160,000 of Special Tongass Funds, a portion of a \$7,000,000 appropriation by Congress to construct roads in areas where pulp development was indicated. This amount was not sufficient to provide all required improvements, but due to the lag between the initial pulp mill construction and future developments, plus the fact the location of the ensuing developments was vague, the construction program was continued on the basis of the regular Forest Highway authorizations without seeking additional funds. Present indications are that further authorization of funds outside the regular authorization will be necessary to finance a program of road construction that will keep pace with the apparent forest products development program. The timber sale for the pulp mill to be established in the Juneau area is past the initial stage and the Georgia Pacific Company has obtained award and posted \$100,000 as a good faith bond. A similar award has been made for the timber rights for the mills at Wrangell. Negotiations for the timber to be harvested for the Sitka development are in an active stage. Although a firm commitment as regards the mill site in the Juneau vicinity, has not been made, information from reliable sources indicate Fish Creek on Douglas Island will be the site. Roads projects will accordingly be based on this assumption. At Wrangell the sawmill and plywood plant, a part of the ultimate development, will

be constructed at Shoemaker Bay, and the initial road program for this area is fixed. Paving of the Sitka Highway was planned to be done under the original allocation of special funds, but was deferred so available funds could be used on more urgent projects. In summation the cost for providing essential improvements to the Forest Highway System in the next 5 years will amount to approximately \$11,691,000, of which about \$6,000,000 will be provided under the regular Forest Highway authorizations (unless increased) and the remainder will necessarily come from special appropriations.

In closing we wish to reiterate the fact that although the Forest Highways in Alaska are designated Class 3, they actually function as the main arteries of transportation since they are the prime roads in the area where they are located.

Supplementing the information contained herein is a letter by the Regional Forester of Alaska, dated September 1, 1955, commenting on the embryonic development of the road systems in Alaska and the need and justification for their further extension and development.

Attachments

