

apportionments were inadequate. He cautioned the league to consider Alaska's ability to raise the necessary matching funds before pressing for a change in the apportionment formula. Rothschild recognized that Alaska needed a good transportation network because of its strategic military position. The 1944 FAHA had created the National System of Interstate and Defense Highways, and the 1956 FAHA expanded it. An integrated highway system, it was limited to the contiguous states. Any extension to Alaska, therefore, "would require a re-evaluation of the underlying purposes for which the system is designed."

It was clear that many Alaskans were dissatisfied with the apportionment formula worked out as a compromise in the 1956 FAHA which counted only one-third of the territory's land. Since Alaska's inclusion in the FAH system in September 1956, the BPR had worked hard to adapt to Alaska and to function as the territory's highway department, a role it had nowhere else to play. It had made great strides on both fronts, and the territorial legislature had shown initiative and foresight in creating the Alaska Highway & Public Works Department. Time, however, was needed to fully adapt the FAH system to Alaska and allow the new territorial agency to develop.

#### FOOTNOTES

1. Application of Federal-Aid to Alaska Highways, January 23, 1957, box 65441, folder Highway Program, Confidential, R.G. 30, Federal Records Center, Seattle, Washington. (See Estimate of Cost-Primary Highway System tables below.)
2. Ibid. (See Secondary Highway System and Status of Surveys tables below.)

ESTIMATE OF COST - F.Y. 1957 - 1969

Primary Highway System

IMPROVEMENTS

<u>District</u>	<u>Route</u>	<u>Grading</u>	<u>Paving</u>	<u>Seal Coat</u>	<u>Crushed rock surfacing</u>	<u>Guard rail</u>	<u>Buildings</u>	<u>Danger spots</u>	<u>Bridges</u>	<u>Total</u>
Anchorage	Sterling Highway	4,290,000	3,823,000	375,000	--	160,000	170,000	--	735,000	9,553,000
"	Seward-Anch. Highway	--	1,755,000	--	--	1,060,000	390,000	2,600,000 <sup>1</sup>	80,000	5,885,000
"	Kodiak Naval Station - Mill Bay	1,200,000	420,000	--	--	24,000	175,000	--	--	1,819,000
"	Palmer-Wasilla-Willow	726,000	847,000	--	--	32,000	85,000	--	--	1,690,000
Anch. & Valdez	Glenn Highway	1,170,000	7,200,000	--	--	1,056,000	150,000	500,000	4,320,000	14,396,000
Valdez	Copper River Highway	1,370,000	--	--	187,000	92,000	100,000	--	900,000	2,649,000
"	Edgerton Cutoff-McCarthy	3,150,000	--	--	595,000	--	--	--	421,000	4,166,000
Valdez & Fbks.	Richardson Highway	--	--	441,000	--	864,000	500,000	500,000	1,500,000	3,805,000
"	Denali Highway	--	12,480,000	--	--	140,000	300,000	--	70,000	12,990,000
Fairbanks	Alaska Highway	--	8,013,000	180,000	--	892,000	625,000	500,000	130,000	10,340,000
"	Steese Highway	9,295,000	1,120,000	--	2,820,000	1,068,000	210,000	--	870,000	15,383,000
"	Fairbanks-McKinley Park	268,000	760,000	--	--	--	--	--	--	1,028,000
Juneau	Haines-Canadian Border	--	--	--	--	180,000	150,000	--	425,000	755,000
"	Bishop Point-Echo Cove	1,575,000	880,000	--	--	--	--	--	400,000	2,855,000
"	Beaver Falls-Loring	770,000	300,000	--	--	--	200,000	--	200,000	1,470,000
"	South of Pat Creek - Mill Creek	125,000	--	--	--	--	150,000	--	--	275,000
Sub-Total, Improvements		23,939,000	37,598,000	996,000	3,602,000	5,568,000	3,205,000	4,100,000	10,051,000	89,059,000

<sup>1</sup>Includes \$2,100,000 for snowsheds and barriers.

ESTIMATE OF COST - F.Y. 1957 - 1969

Primary Highway System

NEW WORK

<u>District</u>	<u>Route</u>	<u>Grading</u>	<u>Paving</u>	<u>Seal Coat</u>	<u>Crushed rock surfacing</u>	<u>Guard rail</u>	<u>Buildings</u>	<u>Danger spots</u>	<u>Bridges</u>	<u>Total</u>
Anchorage	City of Seward	250,000 <sup>2</sup>	--	--	--	--	--	--	--	250,000
"	City of Palmer	200,000 <sup>2</sup>	--	--	--	--	--	--	--	200,000
"	City of Anchorage	2,000,000 <sup>2</sup>	--	--	--	--	--	--	--	2,000,000
"	City of Kodiak	500,000 <sup>2</sup>	--	--	--	--	--	--	--	500,000
"	Palmer-Wasilla-Willow	522,000	333,000	--	--	--	--	--	--	855,000
Valdez	Edgerton Cutoff-McCarthy	4,720,000	--	--	1,003,000	--	170,000	--	4,679,000	10,572,000
Fairbanks	Fairbanks-McKinley Park	6,817,000 <sup>2</sup>	4,300,000	--	--	--	125,000	--	1,100,000	12,342,000
"	City of Fairbanks	1,000,000 <sup>2</sup>	--	--	--	--	--	--	--	1,000,000
Juneau	Sunny Point-9 Mile Creèk	825,000	110,000	--	--	--	--	--	2,500,000	3,435,000
"	Bishop Point-Echo Cove	4,650,000	1,490,000	--	--	--	--	--	400,000	6,540,000
"	Beaver Falls-Loring	3,775,000	1,300,000	--	--	--	--	--	534,000	5,609,000
"	Power Plant-Blind Slough	1,125,000	--	--	--	--	150,000	--	--	1,275,000
"	South Pat Creek - Mill Creek	1,495,000 <sup>2</sup>	150,000	--	--	--	--	--	--	1,645,000
"	City of Juneau	2,500,000 <sup>2</sup>	--	--	--	--	--	--	--	2,500,000
"	City of Ketchikan	2,000,000 <sup>2</sup>	--	--	--	--	--	--	--	2,000,000
"	City of Wrangell	500,000	160,000	--	--	--	--	--	--	660,000
"	Ferry (Vessel)	--	--	--	--	--	4,000,000	--	--	4,000,000
"	Ferry (Slip)	--	--	--	--	--	2,500,000	--	--	2,500,000
Sub-Total, New Work		32,879,000	7,843,000	--	1,003,000	--	6,945,000	--	9,213,000	57,883,000
Sub-Total, Improvements (from pg. 27-28)		23,939,000	37,598,000	996,000	3,602,000	5,568,000	3,205,000	4,100,000	10,051,000	89,059,000
TOTAL . . . . .		56,818,000	45,441,000	996,000	4,605,000	5,568,000	10,150,000	4,100,000	19,264,000	146,942,000

<sup>2</sup>Includes paving

SECONDARY HIGHWAY SYSTEM

IMPROVEMENTS

<u>District</u>	<u>Highway or Area</u>	<u>Miles</u>	<u>Paving</u>	<u>Crushed rock surfacing</u>	<u>Gravel Surfacing</u>	<u>Buildings</u>	<u>Totals</u>
Anchorage	Anchorage-Matanuska Area	38.2	3,056,000	--	--	--	3,056,000
"	" " "	104.3	--	6,858,000	--	--	6,858,000
"	Kenai Peninsula Area	55.4	--	3,324,000	--	85,000	3,409,000
"	Dillingham Area	14.7	--	882,000	--	125,000	1,007,000
"	Kodiak Area	30.3	--	1,818,000	--	85,000	1,903,000
"	Seward Area	32.1	3,770,000	170,000	--	--	3,940,000
"	Cantwell Area	10.5	--	630,000	--	--	630,000
"	Anchorage District (1)	149.9	--	--	749,500	--	749,500
"	" " (2)	142.1	--	--	2,842,000	--	2,842,000
"	" " (3)	58.6	--	--	--	--	--
"	" " (4)	155.3	--	--	3,106,000	--	3,106,000
Fairbanks	Fairbanks Area	28.0	2,853,000	--	--	--	2,853,000
"	" "	39.9)					
"	Alaska Highway Branches	6.8)					
"	Taylor Highway and Branches	174.9)	--	13,857,300	--	250,000	14,107,300
"	Elliott Highway	76.2)					
"	Manley Hot Springs Area	25.7)					
"	Fairbanks District	371.8	--	--	1,600,000	--	1,600,000
Valdez	Nabesna Road	45.0	--	1,800,000	--	--	1,800,000
"	Lake Louise Road	20.0	2,000,000	--	--	--	2,000,000
"	Mineral Creek Road	10.0	--	--	250,000	--	250,000
"	Cordova Area	10.3	--	400,000	--	--	400,000
Juneau	Lutak-Chilkoot Road	7.5	--	1,250,000	--	--	1,250,000
"	Mud Bay Road	10.0	--	500,000	--	--	500,000
"	Skagway-Dyea Road	6.0	--	--	300,000	--	300,000
"	Juneau Area	25.1	3,456,000	--	--	--	3,456,000
"	Ketchikan Area	10.5	242,000	40,000	--	--	282,000
"	Sitka Area	5.8	660,000	--	--	--	660,000
Nome	Nome District	166.0	--	--	4,771,000	--	4,771,000
	Sub-Total	1830.9	16,037,000	31,529,300	13,618,500	545,000	61,729,800

<sup>1</sup>Including grading and structures

SECONDARY HIGHWAY SYSTEM

NEW WORK

<u>District</u>	<u>Highway or Area</u>	<u>Miles</u>	<u>Paving</u>	<u>Crushed rock surfacing</u>	<u>Gravel surfacing</u>	<u>Buildings</u>	<u>Totals</u>
Anchorage	Hope-Dognose Point Road	3.0	--	300,000	--	--	300,000
"	Sung Harbor-Porcupine Island Road	5.0	--	250,000	--	--	250,000
"	Willow-Talkeetna Road	43.0	--	2,795,000	--	--	2,795,000
"	Petitioned Farm Industrial Roads:						
	Anchorage Area	42.7	--	--	1,068,000	--	1,068,000
	Kenai Peninsula	81.1	--	--	2,028,000	--	2,028,000
	Matanuska Valley	48.2	--	--	1,205,000	--	1,205,000
	Kodiak Area	15.7	--	--	471,000	--	471,000
	McKinley Park Area	20.0	--	--	600,000	--	600,000
	Talkeetna Area	1.0	--	--	25,000	--	25,000
	McGrath Area	1.2	--	--	36,000	--	36,000
	Dillingham Area	12.0	--	--	360,000	--	360,000
Fairbanks	Livengood-Manley Hot Springs Road	53.0	--	3,446,000	--	--	3,446,000
"	Chena Hot Springs Road	47.0	--	3,055,000	--	--	3,055,000
"	Petitioned Farm Industrial Roads:						
	Fairbanks Area	37.5	--	--	94,000	--	94,000
	Alaska Highway Branches	7.1	--	--	210,000	--	210,000
	Fort Yukon Area	2.0	--	--	70,000	--	70,000
	Tanacross Area	2.0	--	--	50,000	--	50,000
	Bettles Area	2.3	--	--	80,000	--	80,000
Valdez	Cordova Area	9.7	--	1,460,000	--	--	1,460,000
Juneau	Fish Creek-Point Hilda	13.0	3,150,000	--	--	--	3,150,000
"	Sitka Area	10.3	1,425,000	--	--	--	1,425,000
"	Hollis-Klawock Road	22.4	--	3,600,000	--	--	3,600,000
"	Point Walden Road	14.6	--	3,000,000	--	--	3,000,000
	Sub-Total	<u>1077.8</u>	<u>4,575,000</u>	<u>17,906,000</u>	<u>6,297,000</u>	<u>--</u>	<u>28,778,000</u>
	TOTAL . . . .	2908.7	20,612,000	49,435,300	19,915,500	545,000	90,507,800

STATUS OF SURVEYS  
ANCHORAGE DISTRICT

January 15, 1957

Route and Section	Description	Length (miles)	Reconnaissance	Traverse	Profile	X-Sections	Materials	Design	Remarks
	Sterling Highway, D1 Homer Airfield to Anchor R.	16.0	Air and Ground	100%	100%	100%	100%	75%	Design in progress
	Sterling Highway, D2 Anchor River to Ninilchik	22.0	" " "	100%	100%	100%	100%	40%	Design in progress
	Sterling Highway, C Ninilchik to Kenai	37.0	" " "	8.0 mi.	8.0 mi.	8.0 mi.	8 mi. soils	None	
	Kasilof - Kenai	17.6	Complete	17.6 mil.	12.0 mi.	None	None	None	
	Houston - Willow	9.0	"	100% *	100% *	None	By Locator	25%	*Rerun line; profile and x-section after clearing contract.
	McKinley Park Road, A Station to Savage R. Camp	11.0	100%	100%	100%	100%	100%	90%	Final design in progress
	McKinley Park Road, B Savage R. Camp to Sanctuary R.	10.0	100%	100%	100%	100%	100%	20%	Design in progress
	Denali Highway, C Susitna River to Cantwell	56.0	Complete	20.0 mi.	18.0 mi.	18.0 mi.	8 mi.	None	
	Denali Highway, D Cantwell to McKinley Park Sta.	26.0	100%	100%	100%	100%	100%	20%	Design in progress
	Dillingham - Aleknagik	* 19.3	Ground	19.3 **	None	None	None	13.0 mi.	*13 miles constructed - ** compass line
	Seldovia - Jakalof Bay	* 9.3	Ground	100%	100%	50%	By Locator	25%	*4.1 miles constructed to low standard
	City of Palmer	1.0	100%	100%	100%	100%	100%	None	
	City of Seward	1.5	100%	100%	100%	100%	100%	95%	
	Resurrection Bay Hwy-, Nash Rd	2.6	Complete	90%	90%	90%	By Locator	55%	
	Kodiak Naval Base Access Road	1.7	Complete	95%	95%	95%	By Locator	98%	Defense Access Road. R/W work required.
	Anchorage Through Route	3.2	100%	100%	100%	100%	100%	10%	
	Glenn Highway, Eagle R. Change	0.9	90%	80%	0% - levels inadequate	None	20%	10%	R/W difficulties; alternate lines
	Glenn Highway Improvements between Miles 17 and 94	2.7	100%	100%	100%	100%	None	None	At Mi. 17, 39.6, 46.5, 50, 78, 92 and 94
	Stampede - Toklat Route from McKinley Park Road	20.0 (approx)	Air and Ground	None	None	None	None	None	Three alternate routes studied on recon.
	Sand Lake Road	4.7	100%	100%	100%	100%	50%	45%	
	O'Malley Road	4.0	100%	100%	100%	100%	None	20%	
	Jewel Lake Road	1.5	100%	100%	100%	100%	None	20%	
	Anchorage International Air- port Road	2.9	100%	100%	100%	100%	80%	60%	
	Campbell Airstrip Road	1.5	Ground	100%	100%	100%	None	None	

STATUS OF SURVEYS  
VALDEZ DISTRICT

January 15, 1957

Route and Section	Description	Length (miles)	Reconnaissance	Traverse	Profile	X-Sections	Materials	Design	Remarks
	Denali Highway, Sec. A	42.0	Air and Ground	100%	100%	100%	100%	35%	Design now in progress
	Edgerton Highway, A Richardson Hwy to Lower Tonsina	20.0	" " "	100%	100%	100%	100%	15%	Design now in progress
	Edgerton Highway, B Lower Tonsina to Chitina	14.0	" " "	100%	100%	100%	80%	-	
	Copper River Highway, A Cordova to Airport	* 12.8	Complete	95%	95%	95%	By Locator	80%	*2.0 miles now under contract
	Copper River Highway, D Mile 39 to Mile 76	37.0	Air and Ground	95%	95%	95%	By Locator	50%	More bridge inves. required - materials infor inadequate
	Copper River Highway, E Mile 76 to M. 101 (Tiekel)	25.0	" " "	100% *	100% *	100% *	None	75% *	*From aerial topography. Ground survey and redesign required.
	Copper River Highway, F Mile 101 to M. 131 (Chitina)	30.0	" " "	100% *	100% *	100% *	None	75% *	*From aerial topography. Ground survey and redesign required.
	Chitina - Copper River	2.0	" " "	100%	100%	100%	75%	5%	Includes full data on Copper River crossing
	Tiekel Canyon	16.7	" " "	100% *	100% *	100% *	None	75% *	*Largely from aerials. More recon., ground survey and redesign required.
	Marshall Pass - Tasnuna	33.5	" " "	None	None	None	None	None	Further recon. required, good prelim. report available.
	Uranatina - Copper River	25.0	Air	None	None	None	None	None	Prelim. only - route too high (4800' pass)
	Cordova Highway, 3-Mile Bay to Radio Rowers	9.7	Complete	60%	60%	60%	By Locator	25%	
	Copper River - Bering River	40.0	Air	5.5 mi.	5.5 mi.	5.5 mi.	5.5 mi.	None	

STATUS OF SURVEYS  
FAIRBANKS DISTRICT

January 15, 1957

Route and Section	Description	Length (miles)	Reconnaissance	Traverse	Profile	X-Sections	Materials	Design	Remarks
Livengood - Eureka		61.0	Air and Ground	50 miles	50 miles	None	By Locator	8 miles	8 miles constr. by force account in 1956
Livengood - Fort Hamlin		50.0	" " "	100%	100%	100%	By Locator	Plan. & Pro. Plotted	Alternate line last 10 miles should be checked, Additional field work may be required.
Hess Creek - Rampart		56.5	" " "	100%	100%	100%	By Locator	20%	
Fairbanks-Nenana, B		15.0	" " "	100%	100%	100%	100%	15%	Design work now in progress
Fairbanks-Denana, C		17.0	" " "	100%	100%	100%	100%	2%	All data except Tanana crossing is complete
Nenana - McKinley Park		72.0	" " "	100%	100%	100%	By Locator	5%	
Fairbanks - Chena Hot Springs		* 67.0	" " "	100%	100%	100%	By Locator	Plan & Pro. Plotted	*20 miles constr., 47 miles to go - extra field work necessary.
Steese Highway, A2		5.2	Ground	100%	100%	100%	By Locator	75%	



STATUS OF SURVEYS  
JUNEAU DISTRICT

January 15, 1957  
Page 1 of 2

Route and Section	Description	Length (miles)	Reconnaissance	Traverse	Profile	X-Sections	Materials	Design	Remarks
	Haines Hwy, Mi. 8 to Chilkat Lake	9.5	Air and Ground	7.0 miles	7.0 miles	7.0 miles	By Locator	None	
	Haines Hwy, Canadian Improvements (ARC)	4.4	100%	100%	100%	100%	By Locator	100%	Plans and data delivered to Army 4/22/55
	Haines Hwy, Canadian Improvements (BPR)	50.0 (approx)	Air and Ground	None	None	None	None	None	Believe their report based on wartime ground-work, 1 or 2 flights, study of aerial photos. Full report available. Possible alternates.
	Haines - Skagway	27.0	Air and Ground	None	None	None	None	None	
	Skagway - Carcross	* 13.4	" " "	100%	100%	100%	By Locator	90%	*1.7 miles constr. Final location depends on Canadian plans.
	Glacier Highway, Tee Harbor to Eagle River	8.0	Complete	90%	90%	90%	By Locator	80%	*18' standard. Redesign to higher standard advisable
	Glacier Highway, Eagle River Crossing and Flats	2.0	Complete	95%	95%	95%	By Locator	30%	
	Glacier Highway, Eagle River Flats to Echo Cove	12.7	Complete	90%	90%	90%	By Locator	25%	
	Glacier Highway, Fritz Cove Relocation	2.7	Complete	75%	75%	75%	By Locator	25%	
	Glacier Highway, Juneau to Thane	3.4	Complete	95%	95%	95%	By Locator	85%	
	Taku Route, Thane to Yehring Creek	* 38.8	Air and Ground	100%	100%	100%	By Locator	25%	*Plus 4.5 mile ferry run across Taku Inlet
	Taku Route, Yehring Creek to Canadian Boundary	9.3	" " "	None	None	None	None	None	Full report available, including alternates
	Douglas Highway, Juneau-Douglas Bridge north to Eagle Creek	2.4	Complete	100%	100%	100%	By Locator	40% *	*30' top width, 22' paving
	Douglas Highway, Fritz Cove to Hilda Creek	6.0	Complete	75%	75%	75%	By Locator	35%	
	Sunny Point on Glacier Highway to 9-Mi. Creek on Douglas Hwy	1.8	Complete	90%	90%	90%	By Locator	20%	
	Fritz Cove Road Extension	1.5	Complete	90%	90%	90%	By Locator	20%	
	Sitka to Halibut Point	2.6	Complete	95%	95%	95%	By Locator	20%	
	Sitka Highway, End Sec. B to Blue Lake	2.9	Complete	95%	95%	95%	By Locator	5%	1-way low standard access road to dam and power site
	Tongass Highway, Whipple Creek to Lunch Creek	7.2	Complete	75%	75%	75%	By Locator	30%	

STATUS OF SURVEYS  
JUNEAU DISTRICT

January 15, 1957  
Page 2 of 2

Route and Section	Description	Length (miles)	Reconnaissance	Traverse	Profile	X-Sections	Materials	Design	Remarks
	Tongass Highway, Lunch Creek to Loring	12.5	Complete	50% *	50% *	50% *	By Locator	None	* Surveyed about 1930. Full new survey desirable
	Wrangell Highway, City Limits to Shoemaker Bay	5.9	Complete	85%	85%	85%	By Locator	90%	R/W work required
	Stikine Route, Petersburg and Wrangell to Canadian Boundary	* 51.0 **33.0	Air and Ground	None	None	None	None	None	* From power house, S, of Petersburg. **From opp. Wrangell. Full reports available. Alternates studied. Report available.
	Unuk Route, Burrough Bay to Canadian Boundary	28.0	Air	None	None	None	None	None	
	Metlakatla to Walden Point	14.6	Ground	100% *	100% *	100% *	By Locator	75% *	* Believe add. survey and redesign desirable.
	Sitka Highway, Sitka to Sawmill Creek (paving)	5.1	Complete	100% *	100% *	100% *	By Locator	35%	* As-built grading plans for plan and profile
	Auke Lake to Mendenhall Loop	0.6	Ground	100%	100%	100%	By Locator	None	By Terr. Hwy Engineer
	South Point Stevens Road	0.1	Ground	100%	100%	100%	By Locator	None	By Terr. Hwy Engineer

STATUS OF SURVEYS  
NOME DISTRICT

January 15, 1957

Route and Section	Description	Length (miles)	Reconnaissance	Traverse	Profile	X-Sections	Materials	Design	Remarks
Nome - Teller		* 73.0	Aerial; some grnd	14.5 mi	14.5 mi	None	45. (aerial)	None	* Approx. 12 miles at Nome end and 16 miles at Teller end now constructed, leaving 45 miles for survey and construction. Ground survey following aerial recommendations. Terr. Hwy Engineer project.

3. Ibid.
4. Ibid.
5. Ibid.
6. Ibid.
7. Ibid.
8. Ibid.
9. Ibid.
10. Ibid.
11. Ibid.
12. Ibid.
13. Ibid.
14. Ibid.
15. Ibid. Included is an estimate on total highway funds which will be available for the fiscal years 1957-1969. Forest timber sale receipts were omitted. Currently, they produced \$112,000 per annum for roads. No attempt was made to spell out the authorized or contemplated uses of Territorial or Forest Highway funds, because the Territorial Governor and Highway Engineer and the Regional Engineer of the BPR had to furnish that guidance. When the fund estimate is finally adjusted it creates a financial base which can be used for planning the primary, secondary and urban systems. When this financial base is coupled with the estimated costs of maintenance, improvements and extensions, and possible transfers of funds between systems, the full extent of each system can be established. This will enable future planning to get started.

#### Status of Contract Plans and Specifications

The Bureau of Public Roads has continued design of engineered projects on the proposed Primary system on the assumption that the

present program of reconstruction and paving, now over 90 percent completed, will be carried to completion. Bridges on both proposed Primary and Secondary systems, which are obsolete or unsafe, are also included in the program. Projects which will be ready for 1957 letting are as follows:

<u>Project</u>	<u>Estimated total cost</u>
Sterling Highway, Section B-2, Paving of section which is now under contract for grading and drainage, Chugach Forest Boundary to Moose River vicinity, Miles 18 - 47	\$ 1,015,000
Sterling Highway, Section D-2, grading and drainage in preparation for paving, Ninilchik to Anchor River, Miles 96 - 118	1,210,000
Sterling Highway, Section D-1, grading and drainage in preparation for paving, Anchor River to Homer Airfield, Miles 118 - 136	990,000
Steese Highway, Section A-2, grading and drainage in preparation for paving, Farmers Loop intersection to Fox, Miles 3 - 10	490,000
Fairbanks - Nenana Highway, Section B, grading and drainage, Miles 25.5 - 40.5	900,000
Denali Highway, Section A, grading and paving, Paxson to McLaren River, Mile 0 - 42	3,360,000
Denali Highway, Section D, Grading and paving, Cantwell to McKinley Park boundary, Miles 134 - 156	1,700,000
Alaska Highway, Section C-1, C-2, Paving, Mile 1221 (Canadian Border) - Mile 1291 (end of existing paving)	2,813,000
Alaska Highway, Section B-3, sealing existing pavement, Tok to Mile 1374, Miles 1314 - 1374	180,000
Richardson Highway, Section E-1, sealing existing pavement, Junction Inn to Paxson, Miles 127 - 187	\$ 180,000
Richardson Highway, Section G-1, sealing existing pavement, Mile 36 to Tonsina, Miles 36 - 82	138,000
Edgerton Cutoff - McCarthy. Section A. Grading and drainage from Richardson Highway, (at Mile 82), to Lower Tonsina, Mile 0 - 20	1,200,000

Project	Estimated total cost
City of Palmer, Paving between Glenn Highway and Palmer-Wasilla-Willow Road, 1.0 miles	200,000
City of Seward Paving, 1.3 miles from Seward-Anchorage Highway to Alaska Railroad dock	250,000
Tongass Highway (Ketchikan), Clover Pass to Lunch Creek, 3 miles grading and drainage in preparation for paving	525,000
Tee Harbor to Eagle River (Juneau), grading and drainage 8.5 miles to widen single-lane road and prepare it for paving	<u>1,275,000</u>
Sub-Total (Roads)	\$16,426,000
<u>Bridges:</u>	
Steese Highway, Birch Creek, Mile 149.4	181,000
Richardson Highway, Miller Creek, Mile 215.1	124,000
Richardson Highway, Lower Miller, Mile 216.7	103,000
Richardson Highway, Castner Creek, Mile 217.2	112,000
Richardson Highway, Phelan Creek, Mile 201.5	64,000
Richardson Highway, Small Slough, Mile 323.9	23,000
Richardson Highway, Munson Slough, Mile 324.6	23,000
Richardson Highway, Little Salcha, Mile 327.8	37,000
Haines Highway, Chilkat River, Mile 24.0	<u>425,000</u>
Sub-Total (Bridges)	<u>\$ 1,092,000</u>
Total - Roads and bridges by contract . . . . .	\$17,518,000

Principal Government Force Account projects which could be undertaken in 1957 include:

Project	Estimated total cost
Farm Roads, Anchorage and Fairbanks Districts, 60 miles, pioneer construction	\$ 1,200,000
Dillingham - Aleknagik Road, 7.0 miles plus temporary bridges	80,000
Taylor Highway, improvement	200,000
Livengood - Manley Hot Springs, pioneer construction	600,000

<u>Project</u>	<u>Estimated total cost</u>
Chena Hot Springs Road, pioneer construction	250,000
Nome - Kougarok Road, pioneer construction	<u>250,000</u>
Total - Government Forces . . . . .	\$ 2,580,000

Engineering Studies

A summary is included, as an attachment, of all recent investigations and surveys. This will assist in determining the status of a number of existing or proposed projects, and will also be an aid in programming future surveys and investigations. Survey data of the office of the Territorial Highway Engineer are included in the summary.

Maintenance

The Board, which will establish the systems of highways, will wish to consider the maintenance factor in some detail. Funds expended for maintenance must come from the totals which would otherwise be available for improvement and new construction. Some practices which have been instituted through the years in a pioneer country, may need to be modified or eliminated. The list includes work for individuals on private roads on a reimbursable basis where no private equipment is available; opening driveways and private road entrances which have been plugged by snow berms; and service to postoffices which are a part of a store or other business. Winter maintenance of principal routes should be analyzed, both as to degree of maintenance (which has a direct bearing on cost) and policy of closure dates on routes which are not maintained on a winter bases. The recreation factor enters into a number of these road closures (and openings) and needs evaluation. A summary of expected maintenance costs is attached, for the 13-year period under consideration.

Conclusion

With the enactment of legislation authorizing Federal-Aid for Alaska, the Bureau of Public Roads re-established Region 10 in the Territory with headquarters at the Capitol city, Juneau. Five Districts cover the Territory, each capable of performing engineering, design, construction, and maintenance, including such related functions as procurement of supplies, warehousing and issuance of materials, and repair of all types of highway construction and maintenance equipment. Until the Territorial highway department can be expanded to take on the full work load which Federal-Aid legislation anticipates, the Bureau of Public Roads is, in fact, acting as both the Federal agency administering Federal-Aid and the State organization performing engineering and design, awarding and administering contracts, and maintaining the highway systems. Territorial laws pertaining to the Territorial highway department need review and

possible revision to enable the Territorial Department to assume the full functions which normally are the responsibility of a State highway organization.

The subject matter of this report will indicate that it is a combination engineering review, a very broad statement of existing economic factors, and an attempt to approximate future highway funds which will be available to the Territory. It is intended to furnish a springboard from which detailed planning can start, and an acceptable and realistic highway program developed. Data, in the form of maps, cost information, and detailed reports, will be available from Region 10 headquarters, as will personnel familiar with the various phases of highway planning and administration.

Department of Commerce  
Bureau of Public Roads  
Region 10  
Juneau, Alaska  
January 25, 1957

Commerce-BPR-Juneau

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ALASKA HIGHWAY

(297 Miles)

That part of the Alaska Highway lying within Alaska extends from the Canadian Border at Mile 1221 to Fairbanks at Mile 1518. Reconstruction, in preparation for two-lane bituminous surfacing, has been completed from Mile 1221 to Mile 1292. The highway is then paved to Fairbanks, with the exception of a 4-mile stretch between Mile 1381 and Mile 1385. Hot plant-mix bituminous concrete, 1-1/2 inches thick, is the wearing surface except for that section between Mile 1314, (Tok), and Mile 1370, which has a penetration type surface treatment, of which about 50 percent has failed due to inadequate subgrade. This failed section is now under reconstruction with funds currently available under F. Y. 1957 appropriations to the Interior Department, including the 4-mile unpaved gap. The section from Big Delta to Fairbanks, between Mile 1422 and Mile 1518, formerly a part of the Richardson Highway, was among the first sections paved in Alaska, and has suffered considerable distortion due to unstable foundation conditions in permafrost. Repairs to date have been made as part of the normal maintenance program, but this procedure is not able to cope with the problem. An extensive improvement program is needed.

Bridges are, generally, in excellent condition except for a number of small wooden structures in the vicinity of Fairbanks. During the past several years, a very extensive bridge replacement program has been in progress, including the re-decking of several long



structures built during World War II, and this program is about completed.

IMPROVEMENTS

Roadway (less structures)

Paving Section C-1, C-2; 70.34 miles @ \$40,000/mi.	\$ 2,813,000
Sealing Section B-3; 60 miles @ \$3,000/mi.	180,000
Widen to 4 lanes, Fairbanks to Eielson A.F. Base; 26 miles @ \$200,000/mi.	5,200,000

<u>Bridges</u>	130,000
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Guard Rail

111,500 lineal feet @ \$8.00/ft.	892,000
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<u>Danger Points</u> (Elimination)	500,000
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<u>Maintenance Camps</u> (Including Tok and Fairbanks Depots)	<u>625,000</u>
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Total . . . . .	\$10,340,000
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COPPER RIVER HIGHWAY

(39 Miles)

The existing highway lies wholly within the Chugach National Forest between the City of Cordova and Mile 39, Forest Boundary, and is constructed on the roadbed of the abandoned Copper River and Northwestern Railway. Top width of the gravel surface is 12 feet, with frequent widened sections for passing. The first section of highway, from Cordova to Mile 13, Cordova Airport, is in need of very extensive reconstruction, a part of which was undertaken by contract in 1956. From the Airport to Mile 39, all but three bridges have been reconstructed or replaced, and the road is good although narrow. Bridges from Mile 13 to Mile 39 are single lane, with the trestle bents widened to take future two-lane superstructures between Mile 27 and 39.

Improvement should include the reconstruction from Cordova to Mile 13 in 1957 - 1958 to Primary highway standards. Remaining section, to Mile 39, will be adequate in present single-lane design until the highway is extended to Chitina, or to prospective oil-fields along the Gulf of Alaska.

IMPROVEMENTS

Roadway (less structures)

Grading, Cordova to Airport;	
7 miles @ \$150,000/mi.	\$ 1,050,000
4 miles @ \$80,000/mi.	320,000
Surfacing - crushed gravel;	
11 miles @ \$17,000/mi.	187,000

Bridges

900,000

Guard Rail

11,500 feet @ \$8.00/ft.	92,000
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Maintenance Camps

100,000

Total . . . . .	\$ 2,649,000
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DENALI HIGHWAY

(156 Miles and 4.5 Miles)

The Denali Highway originates at Paxson, Mile 187 on the Richardson Highway, and follows the south flank of the Alaska Range a distance of 156 miles, to Mount McKinley National Park. It joins the Park system, of 100.5 miles of primary roads, at the Nenana River. A northward extension of the Park Highway, 4.5 miles in length, serves the Kantishna Mining District.

The pioneer phase of construction is nearing completion on this project, with the section between Mile 42 and Mile 80 now under contract. The road surface is natural pit-run gravel with a top width of 20 feet. Distortion, in permafrost sections, can be expected for a number of years until permafrost thawing has progressed beyond seasonal frost lines.

A program of improvement to Primary highway standards should be initiated from both ends of the project, using crushed rock as initial surfacing course. Bituminous surfacing would follow as rapidly as substantial sections are ready, even though this would mean only a prime and seal on remaining unstable sections.

IMPROVEMENTS

Roadway (less structures)

Grading and paving; 156 miles @ \$80,000/mi.	\$12,480,000
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<u>Bridges</u>	70,000
<u>Guard Rail</u>	
17,500 feet @ \$8.00/ft.	140,000
<u>Maintenance Camps</u>	<u>300,000</u>
Total . . . . .	\$12,990,000

EDGERTON CUTOFF - MCCARTHY

(94 Miles)

This route, and its proposed extension, will serve an area of great mineral potential. An existing low-standard road, 39 miles in length, joins Chitina, on the abandoned Copper River and Northwestern Railroad, with the Richardson Highway at Mile 92. The proposed extension would utilize much of the railroad roadbed to McCarthy, a distance of 59 miles, where it would join an existing system of local roads serving adjacent mining areas. A line change in the present road to Chitina will reduce the distance 4 miles and, at the same time, provide access to scarce gravel deposits.

An extensive reconstruction program is needed to bring the existing road to Primary standards. The extension to McCarthy would not pose any difficult construction problems, except that a costly bridge will be required across the Copper River.

IMPROVEMENTS

Roadway (less structures)

<u>Reconstruction:</u> Miles 0 - 35; 35 miles @ \$90,000/mi.	\$ 3,150,000
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<u>New Construction:</u> Miles 35 - 94; 59 miles @ \$80,000/mi.	4,720,000
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<u>Surfacing:</u> Crushed gravel surface; 94 miles @ \$17,000/mi.	1,598,000
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<u>Bridges</u>	5,100,000
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<u>Maintenance Camps</u>	<u>170,000</u>
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Total . . . . .	\$14,738,000
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FAIRBANKS-NENANA-MCKINLEY PARK

(133 Miles)

This proposed highway will extend southward from Fairbanks along a series of low hills to the Tanana River at Nenana. Between Nenana and McKinley, the route traverses the broad flood plain of the Tanana, Nenana, and other large streams and rivers, and enters the heart of the Alaska Range which Mount McKinley National Park is located. Connection with existing Park Highway will be at Savage River, 12 miles west of McKinley Park Station.

The first 10 miles are constructed; of these, the 3.5 miles to the University of Alaska are paved. Fifteen miles of pioneer road are under contract construction. Total distance to Nenana is 60 miles, and to McKinley Park 133 miles.

IMPROVEMENTS

Roadway (less structures)

Mile - - 3.8 (University of Alaska; Add 2 paved lanes; 3.8 miles @ \$200,000/mi.	\$ 760,000
Mile 3.8 - 10.5 (Ester); Regrading; 6.7 miles @ \$40,000/mi.	268,000
Mile 10.5 - 25.5; Grading already contracted	---
<u>New Construction:</u> Mile 25.5 - 59.6 (Nenana); Grading; 34.1 miles @ \$60,000/mi.	2,046,000
Grading; Mile 59.6 - 133 (McKinley Park); 73.4 miles @ \$65,000/mi.	4,771,000
Surfacing - Asphalt; Mile 3.8 - 133; 129.2 miles @ \$40,000/mi.	5,168,000

Bridges 1,100,000

Maintenance Camps 125,000

Total . . . . . \$14,238,000

GLENN HIGHWAY

(314 Miles)

This two-lane highway begins at Anchorage, passes through the Matanuska Valley near Palmer, follows the Matanuska River over Tahnetta Pass at Mile 118, and drops into the plateau of the Copper River Valley, joining the Richardson again at Mile 114, (Mile 189 on the Glenn). It leaves the Richardson again at Mile 127, and follows the Copper River to Slana to a connection with the Nabesna Highway, and then extends northerly through the Alaska Range at Mentasta Pass, elevation 2,435 feet, to a connection with the Alaska Highway at Mile

1314, Tok, (Mile 314 on the Glenn). It is surfaced throughout its entire length with hot plant-mix bituminous concrete. Most of the major bridges have been replaced in recent years with concrete and steel structures. Replacement of remaining single-lane, high-truss structures is proceeding.

The section adjacent to Anchorage is already inadequate to handle traffic, and four lanes will be required between Anchorage and Palmer, Mile 48. The highway serves Interior points with the freight traffic originating at Seward and Anchorage, and also is the route to the Alaska Highway for through traffic to the continental United States.

IMPROVEMENTS

<u>Roadway</u> (less structures)	
Mile 0 - 48 (Palmer). Additional two lanes; 48 miles at \$150,000/mi.	\$ 7,200,000
Mile 48 - 61 (Sutton). Provide 8-ft. shoulders; 13 miles @ \$90,000/mi.	1,170,000
<u>Bridges</u>	4,320,000
<u>Guard Rail</u>	
132,000 lineal feet @ \$8.00/ft.	1,056,000
<u>Danger Points</u> (Spot improvements)	500,000
<u>Maintenance Camps</u>	150,000
Total . . . . .	\$14,396,000

HAINES - CANADIAN BORDER

(40.7 Miles)

Origin of the highway is at Port Chilkoot on Lynn Canal, South-eastern Alaska, near Haines. It follows the Chilkat River to a crossing at Mile 23.8, and then up the Klehina River to the British Columbia border at Mile 40.7. The Canadian section of the Haines Cutoff is 120 miles in length, intersecting the Alaska Highway at Mile 1016, Haines Junction. A ferry system, operated by the Territorial Highway Department, serves Juneau and Skagway. Considerable mining is developing along the route of this highway, in Canada, and tonnage southbound is increasing. A large iron development is taking place in the vicinity of Klukwan Indian village, Mile 22, on the American side. The American section to the border has a 20-foot wide asphalt surface, (total width 24 feet). With the exception of bridges, the highway is in excellent condition.

IMPROVEMENTS

<u>Bridges</u>	\$ 425,000
<u>Guard Rail</u>	
22,500 lineal feet @ \$8.00/ft.	180,000
<u>Maintenance Camps (Haines)</u>	<u>150,000</u>
Total . . . . .	\$ 755,000

KODIAK NAVAL AIR STATION - MILL BAY

(6.0 Miles)

Starting at the north boundary of the Kodiak Naval Air Station, this route passes through the City of Kodiak and extends to Mill Bay. It serves the demands of urban and suburban traffic which is generated largely by military installations adjacent to the City of Kodiak.

IMPROVEMENTS

<u>Roadway (less structures)</u>	
Grading to 24-foot top paving width; 6.0 miles @ \$200,000/mi.	\$ 1,200,000
Paving; 6.0 miles @ \$70,000/mi.	420,000
<u>Guard Rail</u>	
3,000 lineal feet @ \$8.00/ft.	24,000
<u>Maintenance Camps</u>	<u>175,000</u>
Total . . . . .	\$ 1,819,000

PALMER - WASILLA - WILLOW

(40.2 Miles with 5.5 Mile Spur)

This route leaves the Glenn Highway at Palmer, Mile 48, and extends northerly through the Matanuska Valley into the Susitna Valley. The first 12 miles, from Palmer to Wasilla, has bituminous penetration treatment. The remaining 18.7 miles on the main route to Willow is a low-standard road with natural gravel surfacing. A clearing contract is in progress on the remaining 9.5-mile stretch to Willow. The spur to Big Lake is a low-standard, gravel-surfaced road.

This highway, with its proposed extension, traverses an agricultural area which is developing very rapidly. The spur to Big Lake serves the most popular recreation area in this vicinity.

IMPROVEMENTS

Roadway (less structures)

Regrading; 24.2 miles @ \$30,000/mi.	\$ 726,000
Surfacing - asphalt; 24.2 miles @ \$35,000/mi.	847,000

New Construction: Houston to Willow:

Grading; 9.5 miles @ \$55,000/mi.	522,500
Paving; 9.5 miles @ \$35,000/mi.	332,500

<u>Bridges</u>	12,000
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Guard Rail

4,000 lineal feet @ \$8.00/ft.	32,000
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<u>Maintenance Camps</u>	85,000
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Total . . . . .	\$ 2,557,000
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RICHARDSON HIGHWAY

(266 Miles)

The southern terminus of this oldest highway in western Alaska is at Valdez in Prince William Sound. It traverses the Chugach Range through Thompson Pass, elevation 2,706 feet, and the Alaska Range through Isabel Pass, elevation 3,285 feet, joining the Alaska Highway at Delta Junction, Mile 266. Hot plant-mix asphaltic concrete, 1-1/2 inches thick, two-lane, has been laid to Paxson, Mile 187. A contract is currently in force for bituminous surfacing between Paxson and Black Rapids, Mile 227. The next 17 miles, to Mile 244, has a surface penetration treatment which is standing up exceedingly well. The remaining 22 miles, to Delta Junction, is 1-1/2 inch hot plant-mix asphaltic concrete. Seal coat has not been placed between Miles 36 - 82 and Miles 127 - 187, nor is it included in the contract from Paxson to Black Rapids. These sections should be seal-coated, beginning in 1958.

An extensive bridge renewal and repair program has been carried out during the recent years, but four major structures remain to be replaced in Isabel Pass. The situation near Valdez, where a number of existing timber structures are deteriorating rapidly, requires early action. Protection of the City of Valdez from flood is involved in this situation.

The highway is considered to be in good condition, and is the main artery for freight movement to points in the Copper River Valley and the Upper Tanana area, as well as Fairbanks and way points. Improvements required are as follows:

IMPROVEMENTS

<u>Roadway</u> (less structures)	
Seal coat; 147 miles @ \$3,000/mi.	\$ 441,000
<u>Bridges</u>	1,500,000
<u>Guard Rail</u>	
108,000 lineal feet @ \$8.00/ft.	864,000
<u>Danger Points</u> (Elimination)	500,000
<u>Maintenance Camps</u>	<u>500,000</u>
Total . . . . .	\$ 3,805,000

SEWARD - ANCHORAGE HIGHWAY

(127 Miles - Loop & Spur 8.2 Miles)

This two-lane highway originates at the seaport of Seward, passes through the Kenai Mountains, and follows the shoreline of Turnagain Arm to Cook Inlet in Anchorage. Hot plant-mix bituminous surfacing covers the entire route.

The two lanes are inadequate for traffic requirements for a distance of approximately 10 miles southward from Anchorage. Snow avalanche studies, now in the second full winter, will result in recommendations for additional earth avalanche barriers and some snowsheds.

IMPROVEMENTS

<u>Roadway</u> (less structures)	
Widen to 4 lanes Miles 116-127; 11 miles @ \$150,000/mi.	\$ 1,650,000
Avalanche barriers	100,000
Paving International Airport Road; 3.0 miles @ \$35,000/mi.	105,000
<u>Snow Sheds</u>	
1,000 feet @ \$2,000/ft.	2,000,000



<u>Bridges</u>	80,000
<u>Guard Rail</u>	
132,500 lineal feet @ \$8.00/ft.	1,060,000
<u>Danger Points</u> (Elimination)	500,000
<u>Maintenance Camps</u> (Includes Anchorage Depot)	<u>390,000</u>
Total . . . . .	\$ 5,885,000

STEESE HIGHWAY

(163.8 Miles and 8.3-Mile Spur)

This highway originates at Fairbanks, and extends northeasterly to Circle City on the banks of the Yukon River. The first 31 miles serve the Goldstream and Cleary Creek gold placer mining camps, as well as numerous farms near Fairbanks, and is a wide, two-lane road with a natural gravel surface. A section of 2.8 miles, adjacent to Fairbanks, is paved. The remainder of the road has a surface width of from 14 to 24 feet, natural gravel surface, much of which is slippery and muddy when wet. The route also serves the Fairbanks Exploration Co. ditch, which parallels the route for 70 miles. At the northern end of the road are numerous small gold placer outfits which operate in the summer.

A spur road, at Mile 128, leads easterly 8.3 miles to Circle Hot Springs resort, a popular summer attraction for tourists and local residents. The route beyond Mile 31 is closed from mid-October to mid-May. On this section is Eagle Summit, at Mile 108.5, elevation 3,880 feet.

IMPROVEMENTS

<u>Roadway</u> (less structures)	
Grading; 169 miles @ \$55,000/mile	\$ 9,295,000
Surfacing - asphalt; 28 miles @ \$40,000/mile	1,120,000
Surfacing - crushed rock;	
141 miles @ \$20,000/mile	2,820,000
<u>Bridges</u>	870,000
<u>Guard Rail</u>	
133,500 lineal feet @ \$8.00/ft.	1,068,000
<u>Maintenance Camps</u>	<u>210,000</u>
Total . . . . .	\$15,383,000

STERLING HIGHWAY

(136 Miles with 14 Mile spur)

The Sterling Highway, two lanes, has its origin at Mile 38 on the Seward-Anchorage Highway and extends southwesterly down the Kenai Peninsula to Homer on Kachemak Bay, a distance of 136 miles. An important spur, 15 miles long, extends northwesterly from Soldotna, Mile 58, to Wildwood Station, a large military installation.

The first section, Miles 0-18, lies within the Chugach National Forest, and is now under paving contract with Forest Highway funds. Miles 18-47 are also under contract for grading and drainage, in preparation for bituminous surfacing. Miles 47-58 are paved, as well as the spur from Soldotna, Mile 58, to Wildwood Station. Mile 58-59 is paved, but the remaining 77 miles to Homer, Mile 136, require extensive reconstruction and paving to meet the needs of existing traffic and to keep pace with the rapid growth of the Kenai Peninsula. Seal coat is required for the spur to Wildwood Station, and the section from Mile 47 to 59.

IMPROVEMENTS

Roadway (less structures)

Mile 18 - 47, Paving;	
29 miles @ \$35,000/mi.	\$ 1,015,000
Mile 58 - 136 (Homer) Grading;	
78 miles @ \$55,000/mi.	4,290,000
Mile 58 - 136 (Homer) Paving;	
78 miles @ \$36,000/mi.	2,808,000
Seal Coat Mile 0 - 136;	
136 miles @ \$2,500/mi.	340,000
Seal Coat, Kenai Spur;	
14 miles @ \$2,500/mi.	35,000

Bridges

735,000

Guard Rail

20,000 lineal feet @ \$8.00/ft.	160,000
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Maintenance Camps

170,000

Total . . . . .	\$ 9,553,000
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JUNEAU

Forest Highway Routes 2 and 31 (Portions)

(55 Miles)

The primary Federal-Aid route covers that portion of Forest Highway Route 2, Glacier Highway, extending from Pt. Bishop, about 13.3 miles south of Juneau, to Echo Cove in the Berner's Bay area, located about 41.7 miles north of Juneau. This primary route also includes a portion of Forest Highway Route 31 which it encompasses between its termini at Treadwell and Fish Creek. Forest Highway 31 continues from Fish Creek to Point Hilda, but this portion is on the Secondary Federal-Aid System. The primary route includes a spur from Sunny Point across Mendenhall Bar to a connection with the main route near Fish Creek and a spur connection via the existing Juneau-Douglas bridge from Juneau, to the main route between Treadwell and Fish Creek.

Beginning at Point Bishop, the first 8.3 miles ending at Little Sheep Creek has not been constructed; however, a survey covering this area has been made. Between Little Sheep Creek and Thane, is an 0.6-mile section that was graded to a 20-foot graveled width in 1953. Adjoining this section, and extending to the limits of Juneau, is a 3.4-mile section that was constructed in 1932 to a graveled surface width of 22 feet. Both these latter two sections require construction to an adequate width and surface type. Through the town of Juneau, an "Outer Drive" has been proposed to carry traffic along the water front to by-pass the main business area. The streets comprising the main business area are exceedingly narrow, and the steep precipitous coastline, with practically solid building construction, precludes any attempt to widen these streets, and the so-called "Outer Drive" appears the only solution for correcting the situation. However, it too will involve expensive right-of-way considerations and other problems. The estimated construction cost of 2-1/2 million dollars does not include these extraneous expenses.

The next 18-mile section of the main highway, extending from Juneau to Tee Harbor, has been reconstructed to a finished width of 26 to 30 feet, including a bituminous plant mixed surfacing 22 feet wide, and is considered adequate for the foreseeable future.

From Tee Harbor to Herbert River, a distance of 8 miles, the roadway is completely obsolete. It was constructed in the period from 1923-1925 to a graded width of 12 feet. Very little has been done to this section in subsequent years, and it is proposed for early reconstruction.

Of the remaining 14.7 miles of the unconstructed portion of this route from Herbert River to Echo Cove, a 2-mile extension across the Eagle River Flats is in the approved 1958 Forest Highway Program, with construction scheduled for the 1957 construction season. The balance is proposed for construction in the near future.

The 2.4-mile section of the Douglas Highway, from Juneau to Douglas, was reconstructed in 1952 to a finished width of 30', which includes a 22-foot plant mixed wearing surface. This section is considered adequate for the foreseeable future. The existing Juneau-Douglas bridge is substandard in width and load capacity, and is currently posted for a 10-ton gross load limit. If the proposed crossing at Sunny Point is constructed, then this structure will be adequate for light traffic since all heavy traffic can be detoured over the new bridge.

The first 2.0-mile section of graveled road north of the Juneau-Douglas bridge is worn out and its standards obsolete. It is scheduled for reconstruction in the 1957 construction season, being on the approved 1958 fiscal year Forest Highway Program.

The next 6.6 miles were constructed in 1954 and 1956 to a 22-foot graded width. This design was based on data that it would serve only to open the particular area for homesite and summer home use. However, the pulp mill development now proposed in the Fish Creek area will, when constructed, generate a traffic volume which will require a greater roadway width and reconstruction to a 30-foot finished width is included in the proposed 13-year program.

The remaining 13.0 miles of the Douglas Highway route is not constructed, and is included in the Federal-Aid Secondary System.

#### IMPROVEMENTS

##### Thane - Juneau, Mile 8.3 - 12.3

Grading; 4.0 miles @ \$75,000/mi.	\$ 300,000
Paving; 4.0 miles @ \$70,000/mi.	280,000

##### Tee Harbor - Eagle River, Mile 32.6 - 41.1

Grading; 8.5 miles @ \$150,000/mi.	1,275,000
Surfacing; 8.5 miles @\$70,000/mi.	600,000

##### Sheep Creek Bridge, Mile 4.2 South of Juneau

New bridge, 100 feet @ \$400/ft.	40,000
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##### Salmon Creek Bridge, Mile 3.5 North of Juneau

Widen; 90 feet @ \$300/ft.	27,000
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##### Lemon Creek Bridge, Mile 5.9 North of Juneau

Widen; 60 feet @ \$300/ft.	18,000
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##### Switzer Bridge, Mile 6.1 North of Juneau

New bridge; 100 feet @ \$400/ft.	40,000
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Lower Mendenhall River Bridge, Mile 10.0 North of Juneau

New bridge; 283 feet @ \$800/ft. \$ 225,000

Wadleigh Creek Bridge, Mile 13.2 North of Juneau

Improvement; 124 feet @ \$400/ft. 50,000

Sub-Total \$ 2,855,000

NEW WORK

Point Bishop - Thane, Mile 0 - 8.3

Grading; 8.3 miles @ \$175,000/mi. 1,450,000

Surfacing; 8.3 miles @ \$70,000/mi. 580,000

Juneau Street (Outer Drive), Mile 12.3 - 14.1

Grading; 1.8 miles 2,500,000

Eagle River Flat, Mile 41.1 - 43.1

Grading and 2 Bridges (2.0 miles). This project is a part of approved 1958 fiscal year Forest Highway Program.

Eagle River Flats - Echo Cove, Mile 43.1 - 56.1

Grading; 13.0 miles @ \$175,000/mi. 2,200,000

Surfacing; 13.0 miles @ \$70,000/mi. 410,000

Bridges 400,000

Sunny Point - Nine Mile Creek, Connection from Mile 7, Glacier Highway across Mendenhall Flats to Douglas Highway

Grading; 1.6 miles @ \$515,000/mi. \$ 825,000

Surfacing; 1.6 miles @ \$70,000/mi. 110,000

Bridge; 1,560 feet @ \$1,600/ft. (High clearance Structure required if boat channel is retained) 2,500,000

Ferry 4,000,000

Ferry Slips 2,500,000

Sub-Total \$17,475,000

Total . . . . . \$20,330,000

KETCHIKAN

Forest Highway Route 1

(44 Miles)

This route begins south of the town of Ketchikan at Beaver Falls Creek, the site of the Ketchikan Public Utilities power plant. It extends northerly via Herring Cove, Mt. Point, Ketchikan, Wacker City, and Clover Pass to the site of the small settlement of Loring. The proposed first 4.4-mile section between Beaver Falls Creek and Herring Bay will follow the rocky coastline to Herring Cove. At Herring Cove there remains approximately a half-mile section of substandard gravel road. From Herring Cove to the Coast Guard Station at the southerly limits of Ketchikan, the roadway was recently reconstructed and is paved with bituminous plant mix material 20' - 22' wide, and is considered adequate for the foreseeable future. The plant mix section connects with a mile of 22' concrete pavement built in 1947 as a naval access road to the Coast Guard station. Of the remaining 2.9-mile section through Ketchikan, about 0.9 mile has been reconstructed and widened under Alaska Public Works projects, leaving 2 miles of very poor streets needing reconstruction and widening very badly.

Reconstruction of the Ketchikan-Whipple Creek section, 8.5 miles long, was completed in 1953 and surfaced with a 20' - 22' plant mix pavement. The existing 4.4 miles, from Whipple Creek to Clover Pass, is a low standard gravel road that requires reconstruction to a higher standard. The remaining 15.3 miles of this route have not been constructed.

The terrain in the Ketchikan area is mountainous with a very rugged coastline. In general, the highways are confined to the proximity of the beach line. Materials are predominately solid rock and muskeg with some glacial clay. Gravel is exceedingly scarce and it is necessary to resort to crushing ledge rock on some of the projects.

Grading costs are very high and costs up to \$300,000 per mile are not unusual in this area.

IMPROVEMENTS

Whipple Creek - Clover Pass, Mile 11.4 - 15.8 (North)

Grading; 4.4 miles @ \$175,000/mi.	\$ 770,000
Whipple Creek Bridge; 180' @ \$800/ft.	148,000
Trollers Creek Bridge; 130' @ \$400/ft.	<u>52,000</u>
Sub-Total	\$ 970,000

NEW WORK

Herring Bay - Beaver Falls, Mile 8.6 - 13.0 (South)

Grading; 4.4 miles @ \$250,000/mi.	1,100,000
Surfacing; 4.4 miles @ \$70,000/mi.	300,000

Ketchikan City Streets

Grading and Surfacing	2,000,000
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Clover Pass, - Loring, Mile 15.8 - 31.1 (North)

Grading; 15.3 miles @ \$175,000/mi.	2,675,000
Surfacing; 15.3 miles @ \$65,000/mi.	1,000,000
Bridges	<u>534,000</u>

Sub-Total	<u>\$ 7,609,000</u>
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Total . . . . .	\$ 8,579,000
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PETERSBURG

(24 Miles)

This route begins at the city limits of Petersburg, and traverses the proximity of Wrangell Narrows to Blind River, which it then follows to deep water on Blind Slough, which empties into Sumner Strait. The entire route is 24 miles long, of which 16.5 miles has been constructed to date. Construction and reconstruction of this route has been carried on at various intervals from 1922 to 1956, and has resulted in a graded roadway width of from 14 to 18 feet, a portion of which is surfaced with crushed gravel. The 7.5-mile extension of this route from the power plant to deep water on Sumner Strait is suggested for inclusion in the proposed 13-year program.

The existing roadway is adequate for the present traffic, and only requires addition of surfacing material on some sections. Should this route eventually be extended up the Stikine River to the International Boundary, and the Canadians connect it with their system of roads in that area, then improvement of the present roads will become necessary. Plans for such an extension and connection by Canada are not sufficiently advanced for this improvement to be considered at this time.

NEW WORK

Power Plant - Blind Slough, Mile 16.1 - 23.6

Grading; 7.5 miles @ \$150,000/mi.	\$ 1,125,000
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WRANGELL

Forest Highway Route 16

(19 Miles)

The northerly terminus of this route is on the west shore of Eastern Passage opposite the proposed site of a pulp mill at Mill Creek, which is on the east shore of Eastern Passage. The Wrangell Forest Highway was recently extended to this point from the site of the old cannery at Labourchere Cove and, therefore, this 6.4 miles of the route has not yet been constructed. The entire route is 19.0 miles long, and the southerly end is 12.8 miles south of Wrangell.

Improvements to this road covered the period 1920 to 1949 resulting in a graded width of 14.0 feet. In 1954, a 1.9-mile extension of the southerly end was constructed to a 16-foot graveled width. The last 2.1 miles remain unconstructed.

A timber sale was made to a large concern for the purpose of supplying logs for a sawmill, plywood mill, and pulp mill in the Wrangell area. Construction of the plywood and sawmill did not materialize in 1955 as expected, but it is anticipated in the near future.

The 0.9 mile, from the north limits of Wrangell to the old cannery site, will require widening and improving whenever actual development of the timber industry in the Wrangell area is initiated.

Within the limits of Wrangell, there are 1.6 miles of streets to rebuild. They are in very poor condition and, during severe breakup conditions, become impassable in places. These are suggested for improvement in the proposed 13-year program.

The 5.2 miles between Wrangell and Shoemaker Bay are included in the approved 1958 Forest Highway Program for construction which is expected to be started in the 1957 construction season. Further work on the next 4.3 miles is dependent on the demand created by the wood industry and, likewise, construction of the remaining 2.1 miles of the route will be established by the same consideration; although this last section has been proposed for construction in the over-all 13-year program.

IMPROVEMENTS

Wrangell - Old Cannery Site, Mile 0.5 - 1.4 (North)

Grading; 0.9 miles	\$ 125,000
Sub-Total	\$ 125,000



NEW WORK

Wrangell Streets

Grading; 1.6 miles @ \$375,000/mi.	\$ 500,000
Surfacing; 1.6 miles @ \$100,000/mi.	160,000

Old Cannery Site - Mill Creek, Mile 1.4 - 7.8 (North)

Grading; 6.4 miles @ \$175,000/mi.	1,125,000
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Pott Creek - South, Mile 10.6 - 12.7 (South)

Grading; 2.1 miles @ \$175,000/mi.	370,000
Surfacing; 2.1 miles @ \$70,000/mi.	<u>150,000</u>

Sub-Total	<u>\$ 2,305,000</u>
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Total . . . . .	\$ 2,430,000
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ESTIMATE OF HIGHWAY FUNDS

Fiscal Years 1957 - 1969

<u>Fiscal Year</u>	<u>Dept. of Interior</u>	<u>F.A. Primary</u>	<u>F.A. Secondary</u>	<u>F.A. Urban</u>	<u>Forest Highways</u>	<u>Territory</u>	<u>Totals</u>
1957	800,000 <sup>1</sup>	1,148,518	774,495	9,575	---	407,000 <sup>2</sup>	3,139,588
1958	---	7,809,925	5,266,562	65,112	---	2,035,000	15,176,599
1959	---	7,832,000	5,281,000	65,500	2,600,000	2,050,000	17,828,500
1960	---	7,850,000	5,300,000	65,750	2,600,000	2,100,000	17,915,750
1961	---	7,900,000	5,335,000	66,000	2,600,000	2,200,000	18,101,000
1962	---	7,950,000	5,370,000	66,500	2,600,000	2,300,000	18,286,500
1963	---	8,000,000	5,405,000	67,000	2,600,000	2,400,000	18,472,000
1964	---	8,075,000	5,455,000	67,500	2,600,000	2,500,000	18,697,500
1965	---	8,150,000	5,505,000	68,000	2,600,000	2,600,000	18,923,000
1966	---	8,225,000	5,555,000	69,500	2,600,000	2,700,000	19,149,500
1967	---	8,300,000	5,605,000	70,000	2,600,000	2,800,000	19,375,000
1968	---	8,400,000	5,675,000	70,500	2,600,000	2,900,000	19,645,500
1969	---	8,500,000	5,745,000	71,000	2,600,000	3,000,000	19,916,000
Totals	800,000	98,140,443	66,272,057	821,937	28,600,000	29,992,000	224,626,437

<sup>1</sup> Unobligated balance (estimated)

<sup>2</sup> Fourth quarter gas tax receipts (estimated)

ESTIMATED FEDERAL-AID MAINTENANCE COSTS

Fiscal Years 1957 - 1969

Fiscal Year	Primary System			Secondary System			Ferry System		Totals
	Est. Mileage	Est. Average cost/mi.	Est. Total	Est. Mileage	Est. Average cost/mi.	Est. Total	Mileage	Net Opr. cost/yr.	
1957	1136 <sup>1</sup>	1704	200,000 <sup>2</sup>	2412 <sup>2</sup>	820	200,000 <sup>2</sup>	80	45,000	445,000
1958	1845 <sup>3</sup>	1721	3,175,245	2047 <sup>4</sup>	828	1,694,916	80	40,000	4,910,161
1959	1850	1738	3,215,300	2110	836	1,763,960	80	35,000	5,014,260
1960	1860	1753	3,260,580	2175	844	1,835,700	80	30,000	5,126,280
1961	1885	1770	3,336,450	2250	852	1,917,000	80	25,000	5,278,450
1962	1910	1788	3,415,080	2325	860	1,999,500	80	20,000	5,434,580
								195,000 <sup>5</sup>	
1963	1935	1806	3,494,610	2400	869	2,085,000	750	500,000	6,080,210
1964	1960	1824	3,575,040	2475	978	2,420,550	750	450,000	6,445,590
1965	1985	1842	3,656,370	2550	988	2,519,400	750	400,000	6,575,770
1966	2010	1860	3,738,600	2625	998	2,619,750	750	350,000	6,708,350
1967	2035	1878	3,821,730	2700	1008	2,721,600	750	300,000	6,843,330
1968	2060	1897	3,907,820	2775	1018	2,824,950	750	250,000	6,982,770
1969	2085	1916	3,994,860	2850	1028	2,929,800	750	200,000	7,124,660
			<u>42,791,685</u>			<u>27,532,726</u>		<u>2,450,000</u> <sup>6</sup>	<u>72,969,411</u>
								2,645,000	

<sup>1</sup> From ARC 40, 11/2/56

<sup>2</sup> Balance of costs for F.Y. 1957 from Interior Dept. Appropriations

<sup>3</sup> Primary System mileage as submitted to Washington, D.C., 12/14/56

<sup>4</sup> Difference between total mileage on ARC 40 (11/2/56) and primary mileage under

<sup>5</sup> Juneau to Haines only

<sup>6</sup> Prince Rupert to Haines and all way points

Source: Highway Program, Confidential, box 65441, R.G. 30, Federal Records Center, Seattle, Washington.

16. C.D. Curtiss to A.F. Ghiglione, January 22, 1957, 62-A-1283, box 66, Central Correspondence Files, Federal Aid General, thru 16, 1955-59, R.G. 30, Washington Federal Records Center, Suitland, Maryland; Agreement to pay territorial matching funds, BPR-Territory of Alaska, March 6, 1957, box 65414, file FAH Programs, 1956-1958, BPR, R.G. 30, Federal Records Center, Seattle, Washington.
17. Meeting between the Territorial Highway Engineer and the Acting Regional Engineer of the Bureau of Public Roads, February 20, 1957, box 65414, File FAH 14, Programs 1956-1958, BPR, R.G. 30, Federal Records Center, Seattle, Washington; Federal-Aid Primary Highway System As Approved February 26, 1957, Secondary System--"A" As Approved February 26, 1957, Addendum, Federal-Aid Highway Systems for Alaska, Approved April 22, 1957, Addendum No. 2, Federal-Aid Highway System for Alaska, May 16, 1957, 62-A-1283, box 66, Central Correspondence Files, Alaska Forest Highways, 1957-58, R.G. 30, Washington Federal Records Center, Suitland, Maryland. A list of the Alaska Federal-Aid Highway system follows:

STATE ALASKA

FEDERAL-AID PRIMARY HIGHWAY SYSTEM  
AS APPROVED FEBRUARY 26, 1957

FAP Route Number	Description
11	From Kodiak Naval Air Station through Kodiak to the Coast Guard Loran Station.
21	From the port of Homer via Ninilchik, Soldotna and Coopers Landing to FAP Route 31, and a spur from Soldotna through Kenai to Wildwood Station.
31	From the port of Seward via Moose Pass, Portage, Girdwood and Anchorage to Elmendorf Air Force Base, with a spur to Anchorage International Airport.
35	From FAP Route 42 at Palmer to Wasilla.

FAP Route Number	Description
37	From the junction of FAP Routes 61 and 62 at Fairbanks via Ester to Nenana, with a spur to FAP Route 62, International Airport Spur.
42	From FAP Route 31 Spur at Anchorage International Airport via Spenard and Palmer to FAP Route 71 at Glennallen.
46	From FAP Route 71 at Gulkana Junction to FAP Route 62 at Tok Junction.
52	From FAP Route 71 at Paxson via Cantwell through Mt. McKinley National Park to North Park Boundary.
61	From the junction of FAP Routes 37 and 62 at Fairbanks to Fox.
62	From the Alaska-Canada Border via Tok Junction and Big Delta to the junction of FAP Routes 37 and 61 at Fairbanks, with a spur to Fairbanks International Airport.
71	From the port of Valdez to FAP Route 62 at Big Delta Junction.
95	From Ketchikan via land and ferry routes through Wrangell, Petersburg, Juneau and Haines to the Alaska-Canada Border, with a spur from Haines to Lutak Inlet and a spur from Juneau to Douglas.
97	From Haines to Skagway.

STATE ALASKAFEDERAL-AID PRIMARY HIGHWAY SYSTEM  
(Sections)

FAP Route Number	Description	Constructed Mileage	System Mileage
11-1	From Kodiak Naval Air Station through Kodiak to the Coast Guard Loran Station	3.9	3.9
21-1	Homer to Soldotna Junction	87.3	87.3
-2	Soldotna Junction to Junction with FAP 31 and spur from Soldotna Junction to Wildwood Station via Kenai	71.6	71.6
31-1	Seward to Hope Junction, Mile 56.8	56.8	56.8
-2	Hope Junction to Anchorage	75.3	75.3
35-1	From FAP Route 42 at Palmer to Wasilla	11.0	11.0
37-1	From the junction of FAP Route 61 and 62 at Fairbanks via Nenana, with a spur to FAP Route 62, International Airport Spur	15.0	60.0
42-1	Anchorage International Airport Palmer via Spenard	45.0	52.0
-2	Palmer to Sheep Mountain ACS Station	57.8	57.8
-3	Sheep Mountain ACS Station to Intersection with FAP 71	83.3	83.3
46-1	From junction with FAP 71 at Gulkana Junction to Slana River, including north approach	75.6	75.6
-2	Slana Bridge to junction with FAP 62 at Tok	49.0	49.0
52-1	From junction with FAP 71 at Paxon to end of west approach to Susitna River	79.5	79.5
-2	From Susitna River to end of north approach to Nenana River at East Boundary of Mt. McKinley National Park	76.5	76.5
-3	From East Park Boundary to end of west approach, west bridge, Toklat River	67.8	67.8
-4	From Toklat River to North Boundary, Mt. McKinley National Park	30.3	30.3

FAP Route Number	Description	Constructed Mileage	System Mileage
61-1	From the junction of RAP Route 37 and 62 at Fairbanks to Fox	11.0	11.0
62-1	From Canadian Border at Mile 1221 to junction with Taylor Highway FAS 785 at Tetlin Junction	80.0	80.0
-2	From junction of FAS 785 to end of west approach of Johnson River	79.0	79.0
-3	From Johnson River to Shaw Creek (end of west approach)	64.3	64.3
-4	From Shaw Creek to junction with FAP 37 and FAP 61 via Fairbanks with spur to Fairbanks International Airport	77.1	78.9
71-1	From port of Valdez to end of north approach Tonsina River at Mile 79.1	79.1	79.1
-2	From Tonsina River to junction with FAP 46 at Gulkana Junction	49.9	49.9
-3	From junction with FAP 46 to junction with FAP 52 at Paxson	56.8	56.8
-4	From junction with FAP 52 to junction with FAP 62 at Big Delta Junction	82.1	82.1
95-1	At Ketchikan with ferry connection to Wrangell	13.9	113.9
-2	At Wrangell with ferry connection to Petersburg	-0-	46.0
-3	At Petersburg with ferry connection to Juneau	-0-	126.0
-4	At Juneau with ferry connection to Haines	93.4	93.4
-5	Haines to Canadian Border with spur to Army Dock at Lutak Inlet	45.0	45.0
97-1	From FAP 97 at Haines to Skagway	16.0	16.0

## ALASKA

SECONDARY SYSTEM - "A"  
As Approved February 26, 1957

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
130	041	Nome-Council	77.1	77.1
131	040.31 042.14	Nome-Teller	25.7	25.7
141	042	Nome-Kougarok	36.0	84.0
231	012 ) 012.12) 012.13)	Kuskokwim-Iditarod	20.7	20.7
261	011	Sterling Landing-Ophir	47.0	47.0
271	031	Ruby-Long-Poorman	56.5	56.5
380	010.52	Naknek Airbase	15.5	15.5
389	014.11	Mill Bay Road	4.0	4.0
391	014.17	Womens Bay-Chiniak Cape	27.0	27.0
411	013.1	Dillingham-Aleknagik	13.0	22.0
414		East End Road to Fox River	10.0	25.0
424	010.71	Iliamna Bay-Iliamna Lake	15.5	15.5
430		Diamond Ridge-Olson Mountain	16.0	16.0
463	511.12	Kasilof Road	7.0	23.0
474	416	Seward Airport Road	1.4	1.4
490	513	North Kenai Road	16.3	26.3
495	417	Resurrection Bay Road	2.6	2.6
496	410.32	Portage Glacier Road	7.8	7.8
498	414	Hope Highway	17.3	17.3
504.	510.116	Rabbit Creek Road	2.7	2.7
506	410.115	DeArmoun Road	3.3	3.3



FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
508	410.19	Klatts Road	3.0	3.0
510	313	Wasilla-Willow-Talkeetna	20.3	63.3
511	314.311	Big Lake Road	5.5	5.5
512	410.111) 410.112) 410.113)	O'Malley Loop (incl. Huffman & Birch)	8.0	8.0
520	410.15	Sand Lake Road	8.2	8.2
525	314	Fishhook-Knik	27.0	27.0
528	411.16	Spenard-Hood Lake Extension	1.0	1.0
529	410.114	Jewel Lake Road	1.5	1.5
530	310A	Glenn Alternate	7.5	7.5
535	411.17	Keni-KFQD Road	0.3	0.3
536	411.12) 411.13) PUD )	Northern Lights Blvd.	3.0	3.0
538	410.11	Fireweed Lane	2.3	2.3
539	410.13	Campbell Creek Road	2.3	2.3
542	411.11	KENI Road	0.9	0.9
544	310.14	DeBarr Road	2.0	2.0
546	310	Glenn Highway	4.3	4.3
547	310.12) 310.17)	Lake Otis Road & Dowling Road	7.2	7.2
549	310.13	Abbott Road	3.8	3.8
550	310.21	Eagle River Road	5.3	5.3
555	315	Boniface Road	3.0	3.0
559	310.22	Birchwood Road	5.8	5.8
560	314.39	Cottonwood Road	5.4	5.4
561	313.15	Hyer Road	2.0	2.0

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
562	312.112	Edlund Road (Fairview Loop Road)	7.6	7.6
565	313.13	Matanuska Trunk (to Bogard)	1.1	1.1
566	312.11	Spring Loop (Inner)	2.5	2.5
568	312.11	Spring Loop (Outer)	6.4	6.4
570	312	Palmer-Matanuska-Wasilla	13.9	13.9
577	310.27	Bodenburg Loop	6.2	6.2
579	310.28) 310.210)	Clark-Wolverine Road	3.5	3.5
580	314.21	Fishhook Junction-Willow	51.2	51.2
584	010.1	Talkeetna-Cache Creek	40.7	40.7
585	310.310	Jonesville Road	2.4	2.4
620	130.2	Badger Farm Loop Road	12.1	12.1
624	630.11) 630.13)	Minnie, 3rd Street, Trainer Gate Loop, & Dawson Spur	2.8	2.8
639	632	Nenana-McKinley Park	-0-	75.0
640	632.13	University of Alaska Campus	2.1	2.1
644	632.11	Farmers Loop Road	9.0	9.0
645	633.11 633.17)	Chena Pump Station and Chena Ridge Road	13.3	13.3
650	631.22	Chena Hot Springs Road	15.2	62.2
651	633.16	Sheep Creek Road	5.2	5.2
661	132.11) 132.14)	Alston Davis Loop	1.5	1.5
665	130.1 ) 132.6 ) 132.8 ) 132.15) 132.16) 132.18)	Rich-Peger Road & Van Horn Road	4.5	4.5
668	634	Central-Circle Hot Springs	8.3	8.3

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
670	631	Steese Hwy.-Fox to Circle	152.8	152.8
671		Cushman Alternate	2.5	2.5
680	713	Elliott Highway (Fox-Livengood- Eureka) - Tanana	76.2	136.2
785	331	Taylor Highway	161.0	161.0
786	331.1	Taylor Highway-Boundary	13.9	13.9
809	320.12	Lake Louise Road	20.0	20.0
810		Copper River-Bering River	40.0	40.0
837		Pt. Whitshed	12.9	12.9
839	122.1	Eyak Lake Highway	10.4	20.1
850	121.2	Chitina-McCarthy	1.0	59.0
851	121 ) 122 )	Copper River Highway	78.0	170.0
880	321	Slana-Nabesna	45.6	45.6
902	052	South Tongass Highway	2.0	6.4
919	050.2	Annette Island Road and Metla- katla Walden Point extension	14.0	28.6
920	052	North Tongass Highway	6.7	22.0
933	057	Sitka Highway	12.7	13.9
937	058	Mitkof Highway & ext., Sandy Beach Road & ext., Papke Road & ext.	26.2	26.2
943	059	Wrangell Highway & Extensions	19.0	19.0
959	055	North Douglas Highway & extension to Pt. Hilda	8.3	32.2
960		Proposed Channel Bridge & Road	-0-	2.0
966	054	Mendenhall Loop Road	8.2	8.2
968		Mendenhall Glacier to Power House Road	2.3	2.3

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
970	053.21	Mendenhall Peninsula Road, Parson Spur, Mendenhall Loop, & Fritz Cove	7.5	7.5
975	053	Glacier Highway South of Thane	0.7	4.0
987	950.14) 950.15)	Haines-Mud Bay via Small Tracts Road & Port Chilkoot Small Tracts Road	12.6	12.6
990		Haines main street from BPR Depot to Front Street & Ferry Slip	1.5	1.5
991	950.12	Haines-Lutak Road	6.0	6.0
997	050.11	Skagway-Dyea (incl. Sawmill extension)	12.1	12.1
999	050.12	Skagway-Carcross	2.2	2.2

## ALASKA

SECONDARY SYSTEM - "B"  
As Approved February 26, 1957

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
1050	040.32	Tin City-Goodwin	5.0	5.0
1210	040.33	Lost River - U.S. Tin	6.3	6.3
1301	041.13	Shovel Creek Road	5.0	5.0
1302	041.14	Big Hurrah Road	3.0	3.0
1303	041.12	Casadepaga Road	20.0	20.0
1304	041.1	Council-Ophir Creek	12.0	12.0
1311	042.12 042.13	Snake River Road and Spur	23.8	23.8
1312	042.23	Little Creek Road	0.8	0.8
1321	042.24	Submarine-Paystreak	3.0	3.0
1411	042.22 042.17	Center Creek Road & Depot Spur	4.2	4.2
1412	042.15	Osborne Road	10.2	10.2
1413	042.16	Buster Road	8.3	8.3
1451	043.1	Bunker Hill-Kougarok	40.5	40.5
1510	040.2	Deering-Inmachuk	25.0	25.0
1550		Kotzebue Road	3.0	3.0
1590	040.1	Candle Creek Road	14.0	14.0
1690	040.4	Marshall Road	4.0	4.0
2080	010.4	Bethel Roads	6.8	6.8
2100		Aniak Road	0.5	0.5
2311	012.1-4 -5 -6	Flat Branches	9.3	9.3
2350	030.5	Nulato Airfield Road	1.0	1.0

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
2611	011.1-2	Takotna-Airfield Road	1.5	1.5
2612	011.1-3	Ganes Creek Road	14.4	14.4
2613	011.1-1	Little Creek Road	3.0	3.0
2680		McGrath Airfield-Dock Road	0.8	0.8
2711	030.4	Ruby Airfield Road	1.2	1.2
2790	010.3	Medfra-Nixon	12.0	12.0
3801	010.5-1	Naknek Lake Road	1.0	1.0
3810	010.9	Afognak Lake Road	4.5	4.5
3891	014.1-5	Alaska Communication System Road	0.2	0.2
3892	-10	Island Lake Spur	0.5	0.5
3893	-12	Monashka Cemetery Road	0.2	0.2
3911	-8	Kalsin Bay-Pasagshak Point	13.0	13.0
3912	-13	Saltery Cove Road	10.0	10.0
3913	014.1-4	Anton Larson Bay Road	10.0	10.0
4040	010.8-1	Seldovia-Red Mountain	12.0	18.0
4101		Homer Town Roads	1.2	1.2
4111	013	Kanakanak Spur	9.0	9.0
4112	013	Wood River Spur	3.0	3.0
4141		Airport By-Pass	3.2	3.2
4142		East Hill Road	2.3	2.3
4210	010.7-2	Iliamna Lake-Newhalen River	13.0	13.0
4301		Diamond Ridge Spur	0.3	0.3
4302		Crossman Ridge Road	1.5	1.5
4303		East Hill Extension	1.7	1.7
4401	511.1-6	Anchor Point Road	1.4	1.4

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
4441	-7	North Anchor River Road	2.7	2.7
4511		West Hill Road	2.0	2.0
4521	511.1-8	Deep Creek Road	1.3	1.3
4551		Hospital Road	1.0	1.0
4561	511.1-5	Ninilchik Road	0.3	0.3
4581	-14	Ninilchik Small Tracts Road	0.5	0.5
4601	511.1-9	Ninilchik Airport Road	0.4	0.4
4611	511.1-3	Cohoe Road	10.2	10.2
4701	-15	Clam Gulch Road	0.9	0.9
4711	512.1-10	Kenai Village Road	2.0	2.0
4741	410.2-5 -6	North Seward Airport Road	1.2	1.2
4742	-0-	Crawford Road (Seward Airport Spur)	0.3	0.3
4761	410.2-7	Jesse Lee Home Area	1.2	1.2
4762	-8	Sanitorium Roads	3.2	3.2
4781	410.3-3	BaraBara Bar Road	0.3	0.3
4791	511.1-10	Robinson Loop Road	5.6	5.6
4792	-13	Scout Lake Road	4.6	4.6
4801	410.3-4	Bear Lake Road	1.1	1.1
4811	511.1-11	Alcatraz Lake Road	1.9	1.9
4812	-12	Hidden Lake Road	0.8	0.8
4813	-1	Skilak Lake Road	1.0	1.0
4812	410.2-4	Moose Pass Station	0.2	0.2
4841	512.1-3	Beaver Loop Road	4.9	4.9
4842	-4	Home Site Loop Road	2.2	2.2

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
4851	510.1-9 -8 -7 -4	Quartz Creek Roads	5.5	5.5
4852	510.1-6	Snug Harbor Road	1.3	1.3
4853	510.1-5	Bean Creek Spur	1.1	1.1
4901	512.1-6 -7 -8 -9	North Kenai Branches	11.0	11.0
4931	410.2-1	Primrose Spur (Kenai Lake)	0.7	0.7
4951	410.2-9	Old Cemetery Road	0.6	0.6
4983	414.1-3	Hope Town Road	0.8	0.8
5021	415	Crow Creek Highway	8.0	8.0
5081	410.1-10	Johns Road	0.9	0.9
5101	314.3-5	Wasilla Aviation Field Spur	0.2	0.2
5111	314.3-12	North Shore Drive	1.6	1.6
5121	410.1-18	Hillside Road	2.2	2.2
5201	410.1-5	Sand Lake Spur	0.3	0.3
5202	410.1-6	Kincaid Road	1.5	1.5
5255	314.3-10	Philo Spees Road	0.5	0.5
5256	314.3-13	Lucille Lake Spur	0.7	0.7
5257	314.3-2	Schrock Road	7.1	7.1
5291	410.1-8	Strawberry Road-Sportsman Road	1.5	1.5
5292	410.1-7	Raspberry Road	0.8	0.8
5301	310.1-6	Baxter Road	0.8	0.8
5341	411.1-5	McCrae Road	0.8	0.8
5361	-2	Sylvan Way-Blueberry Roads	0.9	0.9



FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
5362	411.1-4	Lois-Utah	0.7	0.7
5381	410.1-20	C Street Extension	0.4	0.4
5391	-4	Campbell Station Branch	1.4	1.4
5471	310.1-10 -11 -9	Lore Road-Alder Road-Spruce Road	1.9	1.9
5491	-12	South Boundary Road	1.5	1.5
5501	310.2-14	Eagle River Loop Road	0.7	0.7
5541	-12	Fire Lake Fish Hatchery Road	0.3	0.3
5561	310.2-3	Eklutna Lake Road	10.0	10.0
5562	-5	Eklutna School Road	1.8	1.8
5591		Birchwood Spur	3.0	3.0
5601	314.3-7	Hayfield Road (spur only)	3.0	3.0
5611		Hyer Spur	0.2	0.2
5612	313.1-2	Arnt Road	0.2	0.2
5621	-13	Davis Road	0.7	0.7
5631	310.2-13	Peters Creek Road	1.1	1.1
5641	310.2-4	Plumly Road	1.5	1.5
5651	313.1-4	Griffith Road	0.6	0.6
5661	312.1-1	Springer Branches (Central)	0.7	0.7
5681	312.1-3	McLeod Road	1.5	1.5
5682	312.1-1	Springer Branch (East)	0.8	0.8
5691	313.1-1	Hammer Road	0.3	0.3
5701	312.1-3 -4 -5	Schible-Herman-Moore Road	0.6	0.6
5702	312.1-6	Matanuska Spur	0.7	0.7

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
5703	312.1-8 -9 -11	Jensen-Church-Walton Roads	0.9	0.9
5704	312.1-15	Anderson Road	0.4	0.4
5741	314.3-3	Bogard Road	7.2	7.2
5742	314.3-4	Engstrom Road	1.6	1.6
5743	314.3-1	Lakeview Road and Branch	3.1	3.1
5771	310.2-7	Bodenburg Spur	0.5	0.5
5781	310.3-3 -4	Scott-Marsh Roads	2.0	2.0
5791	310.2-9	Huntley Road	1.5	1.5
5792	310.2-8	Clark Road	1.5	1.5
5801	310.3-1 -2 314.1-1 -2 -3	Farm Loop-Lossing-Werner-Moffat- Campbell Roads	4.9	4.9
5802	314.1-5 -6	Cunningham-Falk Roads	1.3	1.3
5803	314.2-2 -3 -4 -5 -6	Gold Mint Road ) Archangel Road ) Reed Creek Road ) Gold Chord Creek Road) Upper Willow Road )	15.3	15.3
5804	314.2-7	Craigie Creek Road	2.2	2.2
5805	314.2-8	Grubstake Road	1.7	1.7
5811	310.3-6 -7	Rue-Buffalo Mine Road	5.7	5.7
5812	310.3-8	Buffalo R.R. Spur	0.3	0.3
5813	310.3-11	Mile 58 Road	1.2	1.2
5821	310.3-5	Archie Road	0.5	0.5
5851		Eska Branch and Mrak Mine Road	2.5	2.5

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
5911	310.3-9	Chickaloon Branch Road	2.0	2.0
5940	010.2-1	Colorado-Bull River Road	17.0	17.0
5961	811.1-1 -2	Cantwell Depot-Cantwell Siding- Cantwell-Summit-Cantwell Townsite	10.9	10.9
6021	813	Kantishna Road	4.5	4.5
6041	130.4-1	Lake Harding Branch	4.6	4.6
6061	130.3-2	Little Salcha Loop	2.9	2.9
6121	130.3-4	Laurance-Moose Dike	4.9	4.9
6181	130.2-8	Bradway-Badger	2.2	2.2
6201	130.2-2	Dennis Road	0.6	0.6
6202	130.2-6 -7	Thirty Mile Slough-Keeling Roads	2.6	2.6
6203	130.2-4	Peede Road	4.0	4.0
6204	130.2-5	Nordale-Tonseth-Freeman Road	3.6	3.6
6205	130.2-3	Greiman Road (Woll Road)	1.4	1.4
6250	030.2	Rampart-Little Minook Creek	4.5	4.5
6270	030.2-1 -2	Nolan-Wiseman-Hammond River	18.0	18.0
6321	630.1-4	Philips Field Road	2.7	2.7
6361	632.1-2	Geist Road	1.7	1.7
6391	010.2-2	Suntrana-Nenana River	4.0	4.0
6392	030.6-2	Ferry-Eva-Moose Creek	21.8	21.8
6421	633.1-6	Ready Bullion Creek Road	2.5	2.5
6441	631.1-4 -5 -8	Ballaine-Richert-Yankovich- Lawlor Roads	3.9	3.9
6442	631.1-6	Grenac Road	1.2	1.2

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
6443	631.1-3	Crossman-Fideler	1.5	1.5
6444	631.1-2	Isabella Creek Road (McGrath Road)	3.3	3.3
6491	633.1-2 -3	Ester Dome Road-St. Patrick's- Goldstream	7.8	7.8
6501		Bennett Road	1.5	1.5
6502	631.2-1	Steele Creek Branch	3.9	3.9
6570	132.1-3	Becker-Dale-Conn Road	2.7	2.7
6571	132.1-9	Pikes Landing Road	1.0	1.0
6611	132.1-1 -4	Alston-Davis Spurs	0.5	0.5
6651	132.1-7	Moore-Cartwright Road	2.0	2.0
6652	132.1-5	Peger Road	1.0	1.0
6653	130.1	Cushman Street Extension	0.2	0.2
6670	132.1-2	Bjeermark Road	0.7	0.7
6681	634.1-1	Deadwood Creek Road	3.4	3.4
6682	634.1-2	Portage Creek Road	2.2	2.2
6683	634.1-3	Ketchum Creek	2.8	2.8
6701	631.4-1	United States Creek Road	11.0	11.0
6702	631.4-2	Sourdough Creek Road	4.8	4.8
6703	631.4-3	Faith Creek Road	1.5	1.5
6704	631.4-4	Eagle Creek Road	1.2	1.2
6705	631.4-5	Miller House-Harrison Creek- Mastodon Creek-Miller Creek	15.2	15.2
6706	631.4-6	Porcupine Creek	11.0	11.0
6721	631.3-1	Gilmore-Pearl Creek	8.8	8.8
6722	631.3-2 -3	Fish Creek Road-Fairbanks Creek Road	18.9	18.9

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
6723	631.3-4	Pedro Dome Road	2.8	2.8
6724	631.3-5	Little Eldorado Road	2.1	2.1
6725	631.3-6	Old Chatanika Road	2.0	2.0
6751	130.2-9	Rozak Road	0.4	0.4
6801	731.1-2	Wilbur Creek Road	1.5	1.5
6802	731.1-1 -3	Livengood-Brooks Amy Creek Road	8.0	8.0
6803		Eureka Spur	3.0	3.0
6804	732.1 732	Manley Hot Springs-Tofty Manley Hot Springs Landing- Eureka	43.7	43.7
6851	130.3-1	Old Richardson Highway	14.5	14.5
6911	130.4-2	Birch Lake Branch	1.7	1.7
7071	230.2-2	Buffalo Center Road	1.0	1.0
7111	230.2-1	Remington Road	8.1	8.1
7551	230.1-1 -2	Tanacross Road Tanacross Village Road	4.9	4.9
7601	130.5	Shaw Creek Road	2.0	2.0
7851	331.2	Eagle-Mission on Yukon River	3.3	3.3
7900	030.1	Coal Creek Road	7.0	7.0
7911	231	Northway Junction-Airfield	6.8	6.8
8151	120.1-1	Valdez-Mineral Creek	10.7	10.7
8152	120.1-2 -3	Valdez Airport Road Valdez Glacier Road	4.5	4.5
8153	120.2	Robe Lake Branch	0.5	0.5
8161	120.4	Worthington Glacier Road	0.5	0.5
8251		Fielding Lake Road	1.5	1.5

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
8501	020.1-1 -2,-3	McCarthy Roads	27.0	27.0
8511	122.3	Sheridan Road	3.1	3.1
8601	120.3	Tazlina Road	1.2	1.2
8921	320.1-1	Mentasta Spur	7.0	7.0
9021	052.1-5	Power House Spur	0.3	0.3
9022	052.1-4	Wood Road	0.5	0.5
9023	052.1-3	Roosevelt Drive	1.4	1.4
9041	052.1-1 -2	Totem Road (Saxman Loop) Cemetery Road	0.5	0.5
9061	052.2-1	Carlanna Lake Road	1.5	1.5
9062	052.2-2	Shoreline Drive	0.9	0.9
9101		Ward's Lake Road	3.5	3.5
9201	052.3-1	Brusick Spur	0.3	0.3
9202	052.3-2 -3 -4 -5	Mud Bay Loop ) Meyer's Spur ) D-1 and D-2 Road ) Totem Bight Road )	2.8	2.8
9203	052.3-6	Pond Reef Road	1.2	1.2
9204	052.3-7 -8 -9	South Point Higgins Road ) North Point Higgins Road ) Knudson Cove )	3.9	3.9
9240		Craig-Klawock	1.2	26.0
9290	050.3-1	Salmon River Highway	12.1	12.1
9291	050.4	Texas Creek Road	3.5	3.5
9333	057.1-2	National Monument Road	0.2	0.2
9350		Kake Road	1.4	1.4
9541	051.1	Cedar Park Spur	0.3	0.3
9561	053.1-1	Basin Road	0.5	0.5

FAS Route No.	Old Route No.	Name	Constructed Mileage	System Mileage
9581	053.1-2	Sunny Point Road	0.4	0.4
9665	054.1-3 -4	Montana Creek Road and Skaters Cabin Road	3.8	3.8
9712	153.2-3	Auk Lake Road	0.7	0.7
9721	053.2-4 -5	Auk Bay Float Simpson Spur	0.4	0.4
9722	053.2-6	Indian Point Road	0.4	0.4
9724	053.3-1 -2 -3 -4 -5	Leiver's Point Road) Pt. Louisa Road ) Refuse Dump Road ) Pt. Lena Loop ) Lena Cove Road )	2.7	2.7
9725	053.3-6 -7 -8	Pt. Stevens Road ) Tee Harbor Road & So. Pt. Stevens) Tee Harbor Ferry )	1.0	1.0
9742	053.4-1	Shrine Spur	0.1	0.1
9744		Eagle River Landing Road	0.7	0.7
9831	950.2-4	Mosquito Lake Road	4.7	4.7
9851	950.2-1	Klukwan Road	2.6	2.6
9871	950.1-6	CAA Road	1.0	1.0
9872		Mud Bay Loop	2.7	2.7
9891		Farm Road, ferry slip south	0.5	0.5
9901	950.1-3	Young Road	0.5	0.5
9902	950.1-1	Allen-Comstock Road	0.7	0.7
9921	950.2-7	Haines-Jones Point	1.0	1.0
9922	950.2-8	Piedad Road	0.6	0.6
9961	950.2-2 -3	Porcupine Extension Porcupine Crossing	11.8	11.8
9981	950.2-6	Mackenzie Road	0.5	0.5
9991	050.1-4	Sanitarium Road	1.0	1.0

ADDENDUM

FEDERAL-AID HIGHWAY SYSTEMS FOR ALASKA  
Approved April 22, 1957

The following additions and corrections to the recently approved Federal-Aid Highway systems for Alaska have been approved as of April 22, 1957.

These additions and corrections should be incorporated into the systems tabulation.

PRIMARY

Rt. 37 - Fairbanks-Nenana                      Section 37-1 description should read "via Ester to Nenana"

SECONDARY "A"

131 - Nome-Teller	Correct system mileage to	46.0
498 - Hope Highway	Correct system mileage to	20.3
525 - Should read "Fishhook-Knik-Goose Bay"		
565 - Matanuska Trunk	Correct const. mileage and system mileage to	5.8
Add 671 - Cushman Alternate	Const. and system mileage	2.5
680 - Elliott Highway -should read (Fox-Livengood-Tanana)	Correct system mileage to	201.0
975 - Glacier Highway (South of Thane)	Correct system mileage to	9.0

SECONDARY "B"

Add 4452 - Whisky Gulch	Const. and system mileage	0.8
5702 - Matanuska Spur	Correct const. mileage and system mileage to	1.2
Add 5841 - Cache Creek Spur	Const. and system mileage	1.0
8501 - McCarthy Roads	Correct const. mileage and system mileage to	30.5
9240 - Should read "Craig-Klawock-Hollis"		
	Const. mileage	1.2
	System mileage	26.0
9561 - Basin Road	Correct const. mileage and system mileage to	1.0

The corrected mileage will, with the incorporation of the above corrections, be as follows:

Primary System	1959.1
Secondary System "A"	2163.0
Secondary System "B"	<u>1021.2</u>
Total	5143.3



ADDENDUM NO. 2

FEDERAL-AID HIGHWAY SYSTEM FOR ALASKA  
May 16, 1957

The following additions and corrections to the Federal-Aid highway system for Alaska designated in accordance with the provisions of Section 107 of the Federal-Aid Highway Act of 1956, are approved as of this date, and shall be incorporated into the highway system tabulations approved February 26, 1957, as amended by Addendum No. 1, dated April 22, 1957.

Delete FAS 5491	-0-	(-1.5)
Delete FAS 5121	-0-	(-2.2)
Correct FAS 504 to	9.2	(+6.3)
Add FAS 3894, Mission Lake Road	0.9	(+0.8)
" " 4834, Sports Lake Road	1.5	(+1.5)
" " 5029, Indian Small Tracts Road	0.9	(+0.9)
" " 6451, Chena Pump Small Tracts Rd.	1.0	(+1.0)
" " 8159, Blueberry Lake Road	0.5	(+0.5)
" " 8391, Chase Avenue	0.5	(+0.5)
" " 9371, Sandy Beach-Quarry Road	1.5	(+1.5)

This addendum increases the established Federal-Aid Secondary System by 2.8 miles of Class A and 6.7 miles of Class B routes to a Class A system of 2156.8 miles and a Class B system of 1027.9 miles, for a new total of 3193.7 miles.

18. A.F. Ghiglione to C.D. Curtiss, March 8, 1957, G.M. Williams to A.F. Ghiglione, March 14, 1957, box 65414, file FAH 14, Programs 1956-1958, R.G. 30, Federal Records Center, Seattle, Washington.
19. Ibid.
20. Leo L. Gerald, Director, Records Division, Office of Administrative Operations, Department of Commerce, George D. Potterton, Records Officer, Bureau of Public Roads, "Personnel and payroll records of the Bureau of Public Roads," May 14, 1957, 62-A-1283, box 66, Central Correspondence Files, Alaska Forest Highways, 1957-1958, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
21. J.C. Allen to C.W. Enfield, March 20, 1957, C.W. Enfield to J.C. Allen, April 9, 1957, 62-A-1283, box 66, Central Correspondence Files, Federal Aid General, thru 16, 1955-1959, Washington Federal Records Center, Suitland, Maryland.
22. "Notes on meeting of April 29, 1957, concerning the Federal-aid Program in Alaska," May 3, 1957, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
23. Carlton Hayward, Director of Personnel, Department of Commerce, to B.D. Tallany, Federal Highway Administrator, March 1, 1957, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
24. Phone conversation with Victor Fischer in Anchorage, Alaska, April 3, 1987; Evangline Atwood and Robert N. DeArmond, Who's Who in Alaskan Politics: A Biographical Dictionary of Alaskan Political Personalities, 1884-1974 (Portland, Oregon: Binford & Mort, 1977, for the Alaska Historical Commission), p. 29.

25. A.F. Ghiglione to C.D. Curtiss, February 20, 1957, text of Preliminary Draft, Alaska Highway Department Bill.

ALASKA HIGHWAY DEPARTMENT BILL

ARTICLE I

Section 1. This Act shall be known as the "Alaska Highway Act".

Sec. 2. PURPOSE. The purpose of this Act is to establish a Highway Department capable of carrying out a highway planning and construction program which will develop Alaska's commerce and industry, improve its transportation, assist in the extraction and utilization of its resources, providing a network of highways linking together the cities and communities throughout Alaska and otherwise benefit the development and well-being of the people of Alaska.

Sec. 3. DEFINITIONS. As used in this Act, unless the context otherwise requires.

(1) "Alaska" means the Territory of Alaska, and in the event of statehood; the State of Alaska.

(2) "Commissioner" means a member of the Alaska Board of Road Commissioners.

(3) "Construction" or any derivative thereof means construction, reconstruction, alteration, operation, maintenance.

(4) "Department" means the Alaska Highway Department.

(5) "Director" means the Director of the Alaska Highway Department.

(6) "Highway" means all highways, roads, streets, trails, walks, bridges, drainage structures and other similar or related structures or facilities; and further includes ferries and all related facilities.

## ARTICLE II

### ORGANIZATION

Section 1. THE ALASKA HIGHWAY DEPARTMENT. There is hereby created the Alaska Highway Department. The Department shall be under the control and supervision of the Board. Administrative power and other delegated duties as prescribed by law or regulation shall be vested in the Director.

Sec. 2. COMPOSITION OF THE BOARD. There is hereby created an Alaska Board of Road Commissioners. The Board shall consist of five persons to be appointed by the Governor with the consent of the Legislature in Joint Session assembled and in substantial compliance with Ch. 64, SLA 1955, as amended. One member shall be appointed from each judicial division and one shall be appointed from at large. Each appointee shall be a resident of and legally qualified voter of Alaska. Each member shall hold office for a term of five years, commencing April first of the year in which he is appointed; provided however, those persons who, at the time this Act goes into effect, hold office under Sec. 41-2-1, ACLA 1949, as amended by Ch. 123, SLA 1953, shall continue to hold the same according to the former tenure thereof. The Governor shall have the power to fill vacancies in the membership of the Board for the balance of the unexpired term, subject to confirmation by the Legislature at its next regular or special session. The Chairman, elected by the Board, may call meetings of the Board upon at least seven days notice and shall do so upon the request of two members; provided the first Board meeting shall be called by the Governor within 60 days of the passage of this Act. The majority of the Board shall constitute a quorum and action taken by a majority

of those present at any meeting of which a quorum is present shall be the action of the Board. The appointed members of the Board shall serve without pay under this Act, except that such members may be reimbursed for necessary travel, plus per diem at the legal board rate in the performance of their duties under this Act.

Sec. 3. APPOINTMENT OF DIRECTOR. A Director shall be appointed by and at the pleasure of the Board.

### ARTICLE III

#### POWERS AND DUTIES OF THE BOARD

Section 1. GENERAL. The Board shall plan and construct a system of highways throughout Alaska.

Sec. 2. HIGHWAY PLAN. The Board shall prepare and keep current a short range plan and a long range plan for the construction of highways throughout Alaska.

Sec. 3. RESEARCH. The Board shall provide for a program of research in highway construction.

Sec. 4. PROPERTY ACQUISITION. The Board may acquire by purchase, gift, condemnation or otherwise any property or property rights to carry out the purposes of this Act and to provide for the safety and convenience of the public travelling on or using Alaska's highways.

Sec. 5. CONDEMNATION. The Board may direct appropriate condemnation proceedings whenever the Board deems it necessary to a highway construction project.

Sec. 6. IMMEDIATE POSSESSION. The Board shall have the right to acquire property or any interest therein in eminent domain proceedings

for the use of Alaska upon the filing of a declaration of taking in accordance with law.

Sec. 7. FUTURE RIGHTS-OF-WAY. The Board may exercise the power of eminent domain for the acquisition of rights-of-way and other property for future use, where such use is designated on a highway plan adopted by the board.

Sec. 8. HIGHWAY ACCESS. The Board may provide for and may control access to highways and may regulate roadside development where deemed necessary or desirable for the safety and convenience of the public.

Sec. 9. SCENIC BEAUTY. The Board shall take all steps necessary and feasible to preserve, maintain and provide for scenic beauty of and along highways.

Sec. 10. PROPERTY DISPOSAL. The Board may sell, exchange or otherwise dispose of any property or property rights, real or personal, deemed no longer necessary for highway purposes. Any conveyances hereunder shall be executed on behalf of Alaska by the Director and the purchase price shall be paid into the Highway Fund.

Sec. 11. HIGHWAY ABANDONMENT. The Board may abandon any highway, right-of-way, easement, or portion thereof which it deems no longer necessary for highway purposes. The Board shall establish a formal procedure for abandonment, which procedures may include the holding of public hearings.

Sec. 12. FEDERAL FUNDS. The Board is authorized to act for Alaska in the receipt, allotment and disbursement of any Federal funds or apportionments that may be available for highway purposes. The

Board may pay funds over to the Federal Government where deemed necessary for highway construction or purposes.

Sec. 13. AGREEMENTS WITH FEDERAL GOVERNMENT. The Board is hereby authorized to enter into any necessary contracts or agreements with the United States relating to highways and may take any and all steps necessary for the full participation of Alaska in any Federal highway program.

Sec. 14. POLITICAL SUBDIVISIONS. The Board shall cooperate to the fullest extent possible with political subdivisions of the Territory in the construction of highways in such subdivisions. The Board may, by regulations and agreements, provide for the sharing of construction costs by such highways. Agreements between the Board and a political subdivision may provide for the performance by either party of any functions of the other party.

Sec. 15. RULES AND REGULATIONS. The Board may promulgate rules and regulations deemed necessary to carry out the purposes of this Act. Such rules may provide for seasonal and hourly employees of the Department, for payment of wages for work in excess of forty (40) hours per week, eight (8) hours per day or work on Saturdays, Sundays, or legal holidays; for sick leave and vacation benefits.

Sec. 16. GENERAL AUTHORITY. The Board may exercise any other power it deems necessary to carry out the purposes and provisions of this Act.

Sec. 17. AGREEMENTS WITH FOREIGN GOVERNMENTS. The Board may, subject to law and approval of the U.S. Government, enter into any necessary contracts or agreements with neighboring foreign governments, provinces, territories or subdivisions thereof.

Sec. 18. DELEGATION OF AUTHORITY. The Board may delegate any of the above authority to the Director to act on behalf of the Board during the time it is not in session.

#### ARTICLE IV

##### POWERS AND DUTIES OF THE DIRECTOR

Section 1. The Director shall:

(1) Have general charge and administrative supervision of the Department and may exercise the powers specifically delegated to him.

(2) Employ and fix compensation of such assistants and employees as are necessary for the operations of the Department.

(3) Be the certifying officer of the Department and approve all lawful vouchers for disbursement of monies appropriated through the Department.

(4) Execute all laws, rules, regulations and orders as properly promulgated by the Board and imposed upon him.

(5) Supervise and direct such approved highway planning and construction adopted by the Federal representative agency and the Board.

(6) Do all such things as may be necessary to complete all projects.

(7) Devote his entire time to the service of Alaska in such work.



## ARTICLE V

### HIGHWAY CONSTRUCTION

Section 1. GENERAL POLICY. It shall be the general policy of the Board to construct all highways under bid contract.

Sec. 2. LETTING OF BIDS. Whenever a construction project is estimated to cost more than \$20,000 the work shall be let under contract to the lowest responsible bidder upon sealed bids and after due notice in accordance with rules and regulations as may be prescribed by the Board, not inconsistent therewith. The Board may determine the qualifications and responsibility of bidders and may reject any or all bids.

Sec. 3. FORCE ACCOUNT. Whenever a construction project is estimated to cost less than \$20,000 or when it appears in the best interest of Alaska, the work may be performed by the department, not withstanding any other provisions at law.

## ARTICLE VI

### FINANCIAL PROVISIONS

Section 1. HIGHWAY FUND. The monies collected from the taxes on all motor fuels, shall be covered into a special fund in the Territorial Treasury to be known as the "Highway Fund", and shall be expended by the Board as nearly as practicable in the Division where collected.

Sec. 2. LOANS. The Board for purposes of participating in any Federal Aid Grant Program may apply to the Department of Finance for short-term loans for a period not exceeding nine months from the General Fund, equal to anticipated revenues for the same period. The

Director of Finance may approve the loan if he determines such loan would not adversely curtail other expenditures from the General Fund.

## ARTICLE VII

### MISCELLANEOUS PROVISIONS

Section 1. ASSENT TO FEDERAL HIGHWAY ACT. Alaska assents to the provisions of the Federal Highway Act, as amended and supplemented. All work done under the provisions of said act or other acts of Congress relative to Federal aid, or other cooperative highway work, or to emergency construction of public highways with funds apportioned by the Government of the United States, shall be performed as required under acts of Congress and the rules and regulations promulgated thereunder. Laws of Alaska inconsistent with such laws, or rules and regulations of the United States, shall not apply to such work, to the extent of such inconsistency. This further reenactment of this section is for the purpose of bringing the assent of Alaska to the provisions of the applicable Federal statutes up to the effective date of this amendment.

Sec. 2. TRANSITION: HIGHWAY ENGINEER. The Office of Territorial Highway Engineer is abolished and all powers and duties of that office are hereby transferred to the Director of Highway; provided however, the Highway Engineer in office at time of the effective date of this Act shall continue as an assistant director performing such duties as shall be imposed by the Director and he shall receive the salary allowed for such office so long as his work is satisfactorily performed.

Sec. 3. REPEAL

Sec. 4. EFFECTIVE DATE

C.W. Enfield, "Comments on Alaska Highway Department Bill, February 28, 1957, J.C. Allen to C.W. Enfield, February 28, 1957, H.E. Cunningham to M.K. Nicholson, February 28, 1957, A.F. Ghiglione to F.C. Turner, March 1, 1957, 62-A-1283, box 52, R.G. 30, Washington Federal Records Center, Suitland, Maryland.

26. Alaska Journal of the House, 1957, H.B. 191, pp. 437, 535, 596, 633, 657, 661, 794, 857; ASL, 1957, Chapter 152.
27. Ibid.
28. Ibid.
29. Frank Metcalf became chairman of the board, Ernest Haugen of Petersburg, member from the 1st judicial division, Dewey Goodrich of Nome from the 2nd, John LeFevre of Cordova from the 3rd, and Charles J. Wilson of Nenana from the 4th. It was unclear whether or not an at-large member was still to be appointed, or if Metcalf was to serve in that capacity, E.H. Swick to C.D. Curtiss, April 29, 1957, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
30. E.H. Swick to F.C. Turner, May 3, 1957, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
31. Alaska Highway and Public Works Board Minutes of July, 1957 Meeting, E.L. Bartlett Papers, box 5, Federal Departments & Agencies, Interior, Roads, 1945-58, University of Alaska Archives, Fairbanks, Alaska.
32. Ibid.
33. Alaska Highway and Public Works Board Minutes of October, 1957 Meeting, box 65441; file Highway Program, Confidential, E.H. Swick to Frank Metcalf, October 15, 1957, box 65414, file FAH 14, Programs 1956-1958, R.G. 30, Federal Records Center, Seattle, Washington.

34. Alaska Highway and Public Works Department, Announcement for Release November 22, 1957, box 65414, file FAH 14, Programs 1956-1958, R.G. 30, Federal Records Center, Seattle, Washington.
35. Dan Baxter to the board, November 22, 1957, box 65414, file FAH 14, Programs 1956-1958, R.G. 30, Federal Records Center, Seattle, Washington.
36. Frank A. Metcalf to Sinclair Weeks, October 31, 1957, box 65441, file Highway Program, Confidential, R.G. 30, Federal Records Center, Seattle, Washington; Lucy Mick to Louis S. Rothschild, November 18, 1957, 62-A-1283, box 66, Central Correspondence Files, Alaska Interstate Highways, 15-16, 1957-1959, Washington Federal Records Center, Suitland, Maryland.
37. Louis S. Rothschild to Lucy Mick, December 4, 1957, 62-A-1283, box 66, Central Correspondence Files, Alaska Interstate Highways, 15-16, 1957-1959, Washington Federal Records Center, Suitland, Maryland.

## PLANNING FOR A SOUTHEASTERN ALASKA FERRY SYSTEM

Southeastern Alaska consists of a narrow strip of mainland between the sea and the Canadian border and many offshore islands, separated by narrow, deep-water fjords. The region's land area of 35,527 square miles comprises only one-sixteenth that of Alaska, but it still is larger than twelve states of the Union. Its combined area of land and enclosed waters is nearly as large as New England. Some 60 percent of the land area consists of a mainland strip and the balance of the hundreds of islands comprising the Alexander Archipelago. Six of these exceed 1,000 square miles in area, namely Price of Wales, 2,770 square miles; Chichagof, 2,062 square miles; Admiralty, 1,709 square miles; Baranof, 1,636 square miles; Revillagigedo, 1,134 square miles; and Kupreanof, 1,084 square miles, followed by 9 islands ranging in size from 773 to 127 square miles. An intricate system of inland seaways nearly all navigable by small craft, and the Inside Passage, the mainline of the system, by ocean-going vessels lace together the islands and mainland. There are 9,000 miles of shoreline around the contours of the islands and mainland. The entire crest of the coastal mountains, within 25 miles or so of tidewater, is covered with snow and ice caps which feed thousands of glaciers. Six of the larger rivers of the region, originating in the interior plateaus of British Columbia and the Yukon Territory, namely the Unuk, Stikine, Whiting, Taku, Klehini, and Alsek traverse the region. The delta lands at the mouths of these rivers and the glacial moraines and tills constitute the principal flat lands of the area.<sup>1</sup>

Southeast Alaska contains approximately 48,000 square miles of land and enclosed waterways. It possesses the highest degree of regional unity

in physical features, natural resources, population composition and economic development of any of Alaska's regions. The airplane serves its transportation needs well, but its surface system differs greatly from that of the rest of Alaska. Because of its maritime character, southeastern Alaska depends on shipping for intraregional surface transportation as well as connection to the other states. Because of its difficult mountainous terrain, it has been impossible to develop an interconnected road network. Instead, the region needed to develop a ferry system to connect with the continental roads touching it at the Haines Highway at the north end, and just outside the Alaska boundary on the south end at Prince Rupert, British Columbia.<sup>2</sup>

For many years planners and interested citizens suggested the creation of a ferry system connecting the main cities of the region with the roads in Alaska and Canada and the contiguous states. As early as 1949, Colonel John R. Noyes, the Commissioner of Roads for Alaska and thereby the head of the Alaska Road Commission, had suggested the creation of an Alaska ferry system. He envisioned numerous ferries carrying passengers, trucks, automobiles and freight to and from Ketchikan, Wrangell, Petersburg, Juneau, Haines and Skagway with a mainland terminal at Prince Rupert, B.C. The plans were never fully developed because of difficulties in procuring satisfactory designs for the ferries to be used, inadequacy of Canadian highways through the mountains above Prince Rupert and Haines, and finally, a desire not to compete with a proposed private operation in the same area. In 1949 private enterprise inaugurated a ferry service between Tee Harbor, 19 miles north of the capital city of Juneau and connected to it by a paved highway, and Port Chilkoot at the southern end of the Haines Highway, and Skagway at the southern end of the White Pass and Yukon Railway. The

Chilkoot, manned by a crew of 5, was a LCT (Landing-Craft-Type) small war surplus vessel, capable of carrying 13 vehicles and 20 passengers. In the fall of 1950, the owners of the vessel encountered financial difficulties. At the suggestion of Colonel Noyes, the Territorial Board of Road Commissioners authorized the purchase of the ferry on June 18, 1951. Noyes had expressed the expectation that the ARC would take over operation of the ferry as soon as he could secure the necessary authority from Washington, D.C. He also hoped that the Bureau of Public Roads which built and maintained highways in the National Forests would participate in the operation since the Juneau-Haines-Skagway ferry plied waterways surrounded by the Tongass National Forest, although two of the terminals were located on the public domain.<sup>3</sup>

Unfortunately, Congress did not approve additional funds for the Alaska Road Commission to run the ferry. This forced the territory to continue the operation. On September 23, 1953, Territorial Highway Engineer Irving Reed asked the ARC and the BPR to contribute one-third each of the necessary funds for the ferry operation. Reed reasoned that his request was a reasonable one since the ferry was a part of Alaska's road system both in the Tongass National Forest and across the public domain. Since it seemed probable that southeastern Alaska would experience considerable economic growth in the next few years, Reed suggested planning for a ferry system which could keep pace with the expanding populations and highways in the region it served. Thus service should be extended from Juneau to Sitka, and Juneau-Petersburg-Wrangell-Ketchikan to connect with a contemplated ferry between Ketchikan and Prince Rupert. During the 1951 through 1953 seasons, the territory had run the Chilkoot twice weekly

between Tee Harbor and Port Chilkoot, and once weekly between the latter port and Skagway.<sup>4</sup>

In January 1954, the ARC refused to join in the operation of the ferry, and on January 21, 1957, the BPR at last acknowledged receipt of Reed's request of September 23, 1953, and an inquiry dated December 23, of that same year. The BPR was silent on the ferry operation, and the territory continued to run the ferry. In the spring of 1957, it replaced the old LCT (Landing-Craft-Type) with a seagoing vessel capable of carrying 16 passenger cars and about 40 passengers. In 1956, as already stated, Alaska came under the FAHA, and the Territorial Highway Engineer once again inquired of the Secretary of Commerce and the Bureau of Public Roads if Alaska could place its ferry in the primary road system under FAHA and thus become eligible for federal funds. On February 16, 1957, C.D. Curtiss, the Commissioner of Public Roads informed Alaska officials that "there would be no legal objection to having the aforesaid road and ferry system within the Territorial limits of Alaska included in the Federal-aid System...." Federal funds, however, could not be used to build a terminal in Canada. Without a formal agreement between Canada and the United States, the BPR would be unable to operate a ferry outside of Alaska's territorial limits.<sup>5</sup>

Soon thereafter, the Region 10 office published a brochure entitled "Application of Federal-Aid to Alaska Highways." In it, the BPR proposed to use \$4 million for establishing a ferry system in southeastern Alaska, and another \$2.5 million for the construction of ferry slips. Soon, three fundamentally different ideas for a ferry system emerged. The first envisioned three, very large and fast vessels whose scheduled run would start at some point in Puget Sound and terminate at Port Chilkoot and Skagway with ferry slips in all larger towns along the Inside Passage.



These large vessels were to be designed to carry trucks, trailers, semi-trailers, automobiles, railroad freight cars, and also offer passenger service with meals and overnight accommodations. The system was to be operated by private enterprise with a possible subsidy from federal aid funds or from the territory.<sup>6</sup>

The second scheme proposed a series of small, fast vessels operating between the main cities, or at terminals on roads leading to the main cities on the Inland Passage. They would carry automobiles, trucks, semi-trailers and passengers with only overnight accommodations. This system was to be run with federal aid funds, with the actual operation contracted for on a bid basis just like the operating ferry between Tee Harbor-Port Chilkoot-Skagway. The third idea was to operate both types of ferries simultaneously but without the passenger service on the small vessels. The large ones would carry railroad freight cars, trucks, truck-trailers and semi-trailers and automobiles, as well as provide accommodations for 150 passengers. These ferries would run from Puget Sound to Port Chilkoot in 60 to 72 hours, stopping at Prince Rupert, Ketchikan, Wrangell, Petersburg, Juneau, Port Chilkoot and Skagway. Railroad freight cars would be brought to each one of these ports for loading and unloading freight and forest products. Shuttle service with small ferries could be established from Sitka and the west coast of Prince of Wales Island so as to accommodate all of southeastern Alaska. Stops would have to be short in any of the towns because speedy service would be the main attraction. This type of system, however, would not help the tourist industry because it would move passengers "so fast through Southeastern Alaska that tourists would not get the full benefit of a tour of the world-famed Inside Passage."<sup>7</sup>

There would be small ferries under the second option, operating on the Inside Passage from Ketchikan to Port Chilkoot and Skagway, and shuttle ferries from Sitka and the west coast of Prince of Wales Island connecting with Juneau. The small vessels would carry about 20 automobiles and 60 passengers. Reed speculated that if the large ferries could be confined to carrying freight and vehicles only, leaving the passenger service to the smaller vessels, freight rates throughout Alaska and northern British Columbia and the Yukon Territory could be reduced substantially. This would lower the living costs and encourage mining and manufacturing industries. In fact, the combination of large and small vessels seemed to be the most appropriate system for Alaska. He urged that federal aid funds be used to construct a series of small vessels. Private enterprise, he hoped, would supply the large ferries and would run the whole system with possible federal subsidies.<sup>8</sup>

Finally, Reed laid out an ideal ferry system for southeastern Alaska. It would consist of a privately owned and operated ferry from Prince Rupert to Ketchikan for passengers and their cars. The present operators of the railroad freight car ferry between Ward Cove and Prince Rupert would operate such a passenger and automobile service in connection with their business if they could be assured that a ferry system would be extended throughout the rest of southeastern Alaska and connect with the Haines Highway. A federal aid ferry would connect Ketchikan with Wrangell and Deep Landing on the Mitkof Highway south of Petersburg. Another ferry would connect Petersburg at the northern end of Mitkof Highway with Juneau. The territorial ferry, Reed suggested, should be used as a shuttle between Berners Bay and some other port on the mainland on the west side of Lynn Canal such as St. James Bay. A shuttle ferry was to run between Warm

Spring Bay on Baranov Island, the eastern terminus of a proposed road across the island from Sitka, and Petersburg; and finally another shuttle between Hollis, the eastern terminus of a proposed road to Klawock and Craig on the west coast of Prince of Wales Island, and Ketchikan. He estimated the cost of such an ideal system at \$40,960,000.<sup>9</sup>

While the BPR pondered the question of whether or not a ferry system was eligible for federal aid funds, the territory signed an agreement with G. David Gitkov who was to operate the new M/V Chilkat for the 1957 season, May 15 to about November 20, linking the highway systems of Juneau and Skagway with the Haines Highway and connected routes. The Commissioner of the Alaska Highway & Public Works Department also established the effective rates for 1957, which varied from \$9.00 from Tee Harbor to Port Chilkoot for motorbikes and motorscooters including one driver, \$11.00 from Tee Harbor to Skagway, and \$4.00 from Port Chilkoot to Skagway, to \$39.00, \$54.00 and \$22 for vehicles 20'1 to 35' feet in length for the same routes. The territory was to pay \$42,940 to Gitkov for his services.<sup>10</sup>

In the summer of 1957, the Region 10 office issued a request for proposals to conduct an engineering study of a ferry system to operate in Canadian and Alaskan waters, serving Prince Rupert, B.C. and Ketchikan, Wrangell, Petersburg, Juneau, and Haines, Alaska. The contractor was to develop, for a number of different operations, schedules, and equipment, realistic estimates of passenger and commercial vehicles and pedestrian traffic volumes, both present and projected through the year 1970. The contractor was to recommend types of vessels and supply estimates for their probable initial costs; itemized annual costs of operation and of necessary dock construction in addition to those already existing at the ports of call; and recommend rates and schedules which would give maximum return but

not necessarily the maximum vehicle volumes. The BPR pointed out that the returns did not have to equal the annual costs of the systems since it anticipated to subsidize them initially. For each type of operation studied the contractor was also to supply traffic and revenue data if the proposed ferries operated only in U.S. waters, namely from Ketchikan to Haines, and also consider the integration of the Chilkat into the system.<sup>11</sup>

Region 10 also wanted separate analyses for a system consisting of one or two fast vessels making a continuous run from Prince Rupert to Haines with intermediate stops at Ketchikan, Wrangell, Petersburg, and Juneau. These vessels would have no sleeping accommodations, but feature reclining seats for all passengers, including vehicle drivers. Simple meal service and adequate lounges would also be provided. A second analysis called for the same system, except that one vessel would operate from Prince Rupert to a terminus at the south end of Mitkof Island, and a second from Petersburg to Haines. The purpose of this variation was to avoid the adverse tides at Wrangell Narrows which could interfere with schedules. A third analysis was to be made of a system of smaller boats plying on individual round-trip runs between Prince Rupert and Ketchikan, Ketchikan and Petersburg, Petersburg and Juneau, and Juneau (Tee Harbor) to Haines, preferably with such scheduling that passengers could make overnight stops of their own choosing. Finally, the contractor was to propose any other system arrangement or combination which seemed feasible.<sup>12</sup>

For each of the systems outlined, the contractor was to recommend the number of tractor-semitrailer rigs meeting normal Alaska highway limitations, namely 60 feet in length as well as the H20-S16 loading requirements of the American Association of State Highway Officials. Estimates of docking facilities had to take account of the tide variations at the ports

of call enabling passenger, and preferably all vehicles, to load and unload under their own power. General vessel design information was for estimating purposes only, while traffic and revenue evaluations were to be based on a 6 months period of full operation, from May 15 to November 15, with supplemental assessments of possible year-round operations when and if the Canadian authorities decided to keep the passes north of Haines open during the winter.<sup>13</sup>

Region 10 sent the request for proposals to a group of 10 consultants, 9 of whom responded, and 7 submitted proposals. It evaluated the bids and, after consultation with Washington, awarded the contract on November 4, 1957 to W.C. Gilman & Company of New York for \$35,000. Factors, beside the price which influenced Swick's decision was that the State of Washington's Toll Bridge Authority had utilized the firm. It operated an extensive ferry system in the Puget Sound area which had many of the characteristics one might expect in Alaska. Furthermore, H.G. Swendsen, the Administrative Director of the Toll Authority, had given the firm high marks in an informal conversation with Swick. Gilman obligated itself to undertake a field study of the existing volumes of goods and passengers moving into, out of and within southeastern Alaska from Ketchikan to Skagway; the length, frequency and purpose of such movements and the facilities available and used; the rates, other costs and schedules of such movements, including a consideration of movements to and from points north of Haines and Skagway, including the Alaska Highway, as well as movements to and from Prince Rupert, B.C. and points south. The company also would examine the probable future highway programs to the extent that it might involve connections between tidewater points adjacent to southeastern Alaska and present or future interior roads in British Columbia.<sup>14</sup>

The contractor further would ascertain the general location of reasonably feasible ferry landings at or adjacent to Skagway, Haines, Juneau, Petersburg, Wrangell, Ketchikan and Prince Rupert, including necessary highway connections, and determine the length and operating conditions of feasible ferry routes connecting such terminals. It would estimate the probable volume of existing traffic by classes which might be diverted from present facilities to the proposed ferry system, as well as an estimate of the probable future growth through 1970 of such traffic, assuming ferry tariffs would result in reasonably competitive over-all transportation costs. These appraisals would be made for a six months as well as annual operating schedule. The contractor also promised to supply estimates, based on the studies outlined and predicated on various alternative ferry operations, namely the number, size, preliminary design, operating characteristics and approximate construction costs of the required ferries, and ferry terminals; an evaluation of the operating costs on a six months as well as an annual basis; and estimates of ferry system revenues based on recommended tariffs and approximate traffic volumes. The contractor was to deliver its report in 180 days.<sup>15</sup>

On March 13, 1958, the Gilman Company asked for a 60 day extension on its 180 days contract because it desired to observe the road connections at both ends of the proposed ferry under spring and summer conditions. The British Columbia provincial government maintained the road from the interior to Prince Rupert during the winter, but it was difficult to travel, while Canadian authorities had closed the Haines Highway for the winter and did not plan to reopen it until late May. Region 10 approved the extension, and the consultant delivered the study in the fall of 1958. It recommended a through operation from Prince Rupert to Juneau, with interme-

diate stops at Ketchikan, Wrangell and Petersburg; a separate operation from Tee Harbor to Skagway with a stop at Haines; year-round operation with 6 weekly trips in the summer and 3 in the winter; and a schedule of rates from Prince Rupert to Haines of \$25.50 for a passenger, \$196.50 for a car and driver, and \$293.00 for a large truck. The consultant advised that in the fourth year of operation the ferry would carry about 35,000 passengers, 11,400 automobiles, and 1,750 trucks. Three vessels would be required to maintain this service, two on the Prince Rupert-Juneau and one on the Tee Harbor-Haines-Skagway run. With necessary docking facilities, these vessels would cost about \$14.7 million, and with added financing cost would necessitate a bond issue of \$6.5 million. The contractor suggested 40 year bonds with a 4.5 percent interest rate. On the basis of the figures presented, the system would become self-supporting in its third year of operation. A subsidy of \$1,808,800 would be required to carry it through the first two years.<sup>16</sup>

The consultant had shown the Bureau what funds were required to get a ferry system operational, but yet questions remained as to whether or not authority existed to expend federal monies for such purposes. For example, on February 6, 1958, the Alaska Highway & Public Works Department submitted a financial report of the operation of the M/V Chilkat and M/V Chilkoot for the period June 1957 through April 1958. Running the ferries during the season, storing them during the winter and preparing them for the next season had incurred a loss of \$47,291.37. Territorial officials urged Swick to reimburse the Alaska Highway & Public Works Department by charging the Federal aid highway system. Swick decided that deficits incurred in the operation of an Alaska ferry system constituting a part of the federal aid primary system were reimbursable to the territorial government "as a

proper Federal-aid maintenance cost." Washington officials were not so certain and requested a legal opinion from counsel. After a lengthy review of ARC and BPR authority as well as provisions of the FAHA of 1956, counsel agreed with Swick's conclusion "that deficits incurred in the operation and maintenance of the toll ferries in question may be financed with Federal-aid funds under section 107(a) of the 1956 Act."<sup>17</sup> Thereupon, Region 10 apparently reimbursed the territorial loss.

Still, Bureau officials were uneasy and therefore prepared a query requesting a ruling from the Comptroller General on the matter of federal aid for ferry operations in Alaska. The memorandum was never sent, because the Commissioner's office advised "that we were already involved and participating in such ferry operations (which was news to all of us including our Budget office)," and that the Department of Commerce and the BPR had already made strong commitments in the matter. This prompted a search of the files in order to find all materials pertaining to the subject. In summary, it showed increasingly active BPR support for extending federal aid funds for ferry operations.<sup>18</sup>

In October 1958, the Southeastern Conference met in Juneau. Representatives from every city and its chamber of commerce were members of this organization which represented the interests of the region. Also present were representatives from Region 10, U.S. Forest Service, the Alaska Highway & Public Works Board, Office of the Governor, Alaska Resources Development Board, the Alaska Visitors Association, as well as several private firms, such as the White Pass & Yukon Railway, the Austin Company, Alaska Inter-Island Ferries, Inc., Alaska Ferry and Terminal Company, and the Talbott Carroll Company. The members elected Juneau lawyer Norman C. Banfield president of the organization. The conference dealt primarily



with the ferry question. Banfield asked each representative to comment on the proposed ferry system and other subjects of concern to the area. All southeastern towns and communities favored a ferry system, but differed as to the particulars. Swick had circulated the Gilman & Company ferry study, and it came in for praise as well as criticism. The regional engineer told the representatives that he favored a system with large vessels, convinced that increased traffic would soon justify such a choice. Eventually, conferees adopted a number of resolutions, mostly dealing with ferries. They recommended the establishment of a high speed through ferry service on the primary road system between Prince Rupert, B.C. and Haines, Alaska; that ferry runs be provided connecting the primary route between Haines and Prince Rupert with the other communities in southeastern to which economically feasible service could be maintained; study the possibility of providing service on feeder routes in the region; construct ferries and terminals in stages, utilizing state and federal highway funds on a cash basis with the issuance of state bonds as an alternative financing method; that initial ferry rates be sufficient to pay only the cost of operation and general expense; urge the governor and legislature to enact a measure providing a regional ferry system to be operated as part of the public highways; that consideration be given to a system run by a private operator under a long-term contract; and finally, that the Southeastern Conference resolutions be submitted to the BPR and the Alaska Highway & Public Works Board "for a re-evaluation of the Gilman report" in view of these recommendations.<sup>19</sup>

A few days later, Swick reported his impressions of the meeting to the Washington office. Perhaps most importantly, he observed, the conference, after considerable discussion, had passed a motion endorsing the Gilman

concept of larger, faster vessels and through service as opposed to the compulsory layovers at each port. Swick remarked that "we are repeatedly faced with the questions of feasibility of subsidy from Federal-aid funds, and would like to be able to make an intelligent reply." Apparently, the Bureau had not reached a final decision on that thorny subject. Furthermore, Region 10 had "more or less taken it for granted that current Federal-aid funds could be utilized for construction of a ferry. A question has now been raised as to whether the authority may not be limited to operation of the existing ferry, not to include construction of a new one." Swick wanted to know if that was a correct assumption. Also, there had been much talk about Alaska granting a franchise. But since the south terminus of the ferry would be in Prince Rupert, B.C. or Seattle, would an Alaska franchise have any meaning, or would the U.S. Maritime Commission or some other federal agency control the matter. Swick asked that Washington expeditiously furnish answers to these questions in order to enable Region 10 and other interested parties to decide the proper course for the new state to pursue in this matter.<sup>20</sup>

At the Southeastern Conference, Captain G. David Gitkov had criticized the Gilman report and charged that the consultant had underestimated the annual operating costs by \$828,000, and that the recommended vessels were too large to dock at Tee Harbor, Haines, or Skagway. In fact, Gitkov had a long list of items he either found lacking in the report or which had been inadequately addressed. He then presented a plan of his own. He stated that the term "ferry system" did not apply, since it referred to a double-ended vessel shuttling in rivers and harbors between two terminals on comparatively short runs. The M/V Chilkat, he pointed out, was not certified as a ferry but rather as a "car and passenger carrying motor

vessel." He called his proposal a water transportation system. It was to consist of 5 vessels, each about 140 feet long, each carrying 28 cars and 100 passengers traveling at a speed of 13 knots, with the M/V Chilkat kept for an emergency or any short extension of the system that might be needed.<sup>21</sup>

Gitkov proposed to service 5 routes, namely Tee Harbor-Haines-Skagway, 70 miles, a 13 hours roundtrip; Juneau-Petersburg, 106 miles, a 17 hours roundtrip; South Mitkof Island-Wrangell-Ketchikan-Prince Rupert, B.C., 91 miles, a 15 hours roundtrip; Juneau-Sitka, 160 miles, 12.5 hours one way; and Sitka-Petersburg, 160 miles, 12.5 hours one way. He estimated that the 5 vessels would cost a total of \$3,250,000. Each was to have a crew of 13, with an annual payroll for the 5 vessels of \$549,000. He envisioned that the vessels would operate only during the daytime in the initial phase, but as traffic volume increased, the schedule could be altered by making more trips at first and paying overtime, and later by doubling the entire operation with alternate crews. The schedule called for a twelve months operation from the start, with reduced trips during the winter. Gitkov estimated the annual cost of operating 5 vessels at \$898,700, which included fuel, insurance, overhaul and maintenance, salaries for 3 administrative officers, an operator and the salaries and subsistence for the crews. Totaling all costs, which included building 10 terminals and the 5 vessels came to about \$6,250,000. Added to this would be the construction of the road on Mitkof Island to Blind Slough. Gitkov pointed out that the most economical method of operation was through a professional services contract of long duration. Alaska could not lose under such a system, for it set the tariffs and collected the revenues, and while operational expenses were fixed, any traffic increase would result in enhanced revenues. Gitkov

concluded that if his proposal was accepted, he would like to be considered for the position of operator, pointing with pride to his five year record of running the southeastern ferry system.<sup>22</sup>

In the meantime, U.S. Senator Warren G. Magnuson (D., Washington) had become interested in the proposed Alaska ferry system. In September 1958 he had requested a summary of the Gilman report. After perusing the study, he wanted to know whether or not the BPR had the authority to establish a ferry system or if further legislation was needed to get the system started. Swick had indicated that the \$16.5 million needed to get the system operational should be financed with 40 year bonds bearing an interest rate of 4.5 percent. The senator wanted to know who was to issue these bonds, the federal government, the state of Alaska, or a local government unit? Swick could not answer these queries, for both involved "problems which cannot be resolved here" and therefore transmitted them to the Washington office for further reply. Yet he possessed some information which might be of use to Magnuson. Most importantly, there still were no concrete plans for a ferry system in southeastern Alaska. Swick volunteered that the need for legislation probably depended on the type of ferry system eventually selected and financed. He thought that adequate legislative authority existed for the expenditure of federal aid monies for the construction and operation of a ferry system. The BPR had determined that the international aspect of such a system required no further legislative action because ferry systems connecting the United States and Canada existed in the Puget Sound area and probably elsewhere as well. No detailed study had been made of the financing of such a system. Popular sentiment in southeastern Alaska rejected bonding out of hand and instead favored the use of current revenues, including federal aid funds, for a 5

year period to purchase the vessels and build the necessary docking facilities. Tolls were to finance the operating costs. In any event, the first state legislature, to meet in January 1959, was expected to provide guidance in the matter. A month later the Bureau's general counsel confirmed Swick's summary of the situation. There was nothing to add, except to state that "the multitude of factors involved, including legal and economic considerations, as well as policy determinations, results in a situation which cannot be immediately resolved."<sup>23</sup> This certainly was an innocuous bureaucratic statement. There the matter of ferries stood until 1959.

By then, Alaska had formally joined the Union as the 49th State after President Dwight D. Eisenhower had signed the official proclamation. The Bureau finally sorted out the various ferry system financing problems. Under existing law, ferries could, after all, not be financed as a part of the federal-aid primary road system. A state study had determined that three vessels and the necessary docks would cost about \$13.6 million. The vessels alone would cost approximately \$9.6 million. Of this amount, 45 percent might be financed by a construction subsidy under the Merchant Marine Act of 1936, but to do so required an amendment to the 1936 law. An amendment to the FAHA was also required to allow the use of federal aid funds for the construction of ferry approaches. If the Alaska congressional delegation were successful in getting these amendments enacted, then the state would only have to put up 13.25 percent of the total cost, or about \$1.8 million.<sup>24</sup> The state of Alaska eventually established a ferry system, but that is another story.

#### FOOTNOTES

1. George W. Rogers, Alaska in Transition: The Southeast Region (Baltimore, MD: The Johns Hopkins Press, 1960), pp. 32-33.
2. Ibid., p. 46.
3. Irving Reed, "Notes on a Ferry System for Southeastern Alaska," no date, E.L. Bartlett Papers, box 5, Federal Departments and Agencies, Interior, Roads, 1945-58, University of Alaska Archives, Fairbanks, Alaska; Irving Reed to A.F. Ghiglione, September 23, 1953, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
4. Ibid.; The motor vessel Chilkoot had to be altered and repaired in 1953 to meet U.S. Coast Guard requirements. The Territorial Board of Road Commissioners complained that the ferry operation consumed an inordinate amount of monies received from the motor fuel tax and vehicle operator's licenses receipt in the 1st judicial division, leaving little for new road construction or maintenance. For example, in 1951 ferry expenses had taken 54.6 percent of the taxes received, in 1952 some 49.8 percent, and 48.8 percent in 1953. In fact, road funds for the 1st division were expected to show a deficit of \$9,000 for 1953. The distance from Tee Harbor to Haines was 69 miles. The territory charged \$35 for one-way for vehicles 3500 lbs. or less, 3/4¢ per lb. over 3500 lbs., 1/2¢ per lb. over the weight of 10,000 lbs., and \$10 per passenger. It granted a 10 percent discount for roundtrip tickets.

The following pattern for an agreement on the Juneau-Haines-Skagway ferry, between the Territory, Alaska Road Commission and Bureau of Public Roads is suggested:

1. The ferry is to be considered a part of the Alaskan road system.
2. The operation of the ferry would be on a contractual basis, the contract to be awarded to the lowest acceptable bidder.
3. Fares charged for transportation on the ferry are to be materially lowered.
4. All money collected for transporting passengers and vehicles on the ferry is to accrue to the contractor.
5. The deficit (if any) between the contract award and the amount of money collected for fares is to be borne by the A.R.C. and B.P.R. jointly.
6. The contractor is to be under bond for performance of his contract.
7. The contractor shall maintain and operate the vessel as a public ferry for passengers and vehicles on a regular schedule between the ports of Tee Harbor, Haines and Skagway, for a season commencing on or about June 1 and ending on or about November 20. He shall provide for port agents, file the tariffs and be responsible for all personnel, licenses, insurance, etc. He shall return the vessel at the end of the season in as good a condition as when he received it excepting normal wear and tear.
8. For the season of 1954, the Territory is to furnish the M/V Chilkoot in the same condition as when turned back to the Territory by the present contractor at the end of the 1953 season.
9. The cost of reconstructing and repairing the M/V Chilkoot to bring her up to U.S. Coast Guard requirements for a ferry is to be borne jointly by the Territory, A.R.C. and B.P.R., and one third shall be paid by each agency.
10. For the season of 1955, and for an indefinite time thereafter, if the M/V Chilkoot is considered to be entirely inadequate for the assigned ferry service, an attempt to secure a surplus LST (Landing-Ship-Tank) from the United States Army is to be made by either or both Federal agencies. If it is impossible to secure a surplus LST, plans are to be made for building or purchasing a new and adequate ferry boat.
11. If a surplus LST is secured for the season of 1955, or thereafter, the cost of any alterations and/or repairs on her are to be borne jointly by the A.R.C. and B.P.R.
12. If it is necessary to build or purchase a new ferry boat, 3/4 of the costs are to be borne jointly by the A.R.C. and

B.P.R., and 1/4 by the Territory provided the Territory's share of the cost does not exceed \$50,000.00.

13. The Territory is to furnish the ferry ramps at Port Chilkoot and Skagway as they are at the end of the 1953 season.
14. If the ferry ramp at either Port Chilkoot or Skagway needs repairs before the start of the 1954 season, the cost of such repairs is to be borne by the Territory, A.R.C. and B.P.R. jointly, 1/3 to each.
15. The Territory will furnish the ferry ramp at Tee Harbor in the condition it is at the end of the 1953 season.
16. If the ferry ramp at Tee Harbor needs repairing before the season of 1954, or if it is decided, as is hereby recommended, to build a new ferry ramp at Auke Bay, the cost of either the aforesaid repairs or building a new ramp will be borne by the A.R.C. and B.P.R. jointly.
17. If it is decided to build a new ramp at Auke Bay, the Territory will provide a roadway and ground for the approach at or near the present Auke Bay floating dock.
18. The Territory will be responsible for the maintenance of the Auke Bay or Tee Harbor, Port Chilkoot and Skagway ferry ramps after the season of 1954, as long as these ramps are used by the M/V Chilkoot on the Juneau-Haines route.
19. The Territory will be responsible for the M/V Chilkoot when she is not in use between seasons.
20. The three road agencies are jointly to consider an extension of the ferry system to connect Sitka with Juneau, and ultimately Petersburg, Wrangell and Ketchikan.

Estimated costs of maintaining the Juneau-Haines-Skagway ferry for the season of 1954 based on the foregoing suggested plan of agreement, is as follows:

1.	repairs and alterations on M/V Chilkoot...	\$26,000
2.	new ferry ramp at Auke Bay.....	16,000
3.	repairs on ferry ramps at Port Chilkoot and Skagway.....	10,000
4.	deficit (if any) between contract and ferry intake.....	25,000
5.	between seasons maintenance on M/V Chilkoot.....	<u>2,000</u>
	Total	\$79,000



Its share of the costs to either the A.R.C. or B.P.R. is as follows:

1.	1/3 repairs and alterations on M/V Chilkoot.....	\$8,666.67
2.	1/2 new ferry ramp at Auke Bay.....	8,000.00
3.	1/3 repairs on ferry ramps at Port Chilkoot and Skagway.....	3,333.33
4.	1/2 contractual deficit (if any).....	<u>12,500.00</u>
	Total	\$32,500.00

Future costs after the M/V Chilkoot is laid off the Juneau-Haines-Skagway ferry run will depend on the type of vessel used to replace her. If a surplus LST is obtained, it is thought the present ferry ramps would serve for a short time and then should be replaced by similar concrete structures. An estimated maximum cost of such a replacement is placed at \$100,000.00. Conversion of an LST to ferry service would cost from \$50,000.00 to \$900,000.00 depending on the type of service and amount of conversion decided on.

If it is decided to construct a new vessel of adequate capacity for ferry service, a very rough estimate of preliminary costs would be as follows:

1.	three ferry slips.....	\$2,400,000
2.	new ferry boat - 30 motor vehicle capacity.....	1,800,000
3.	engineering and architects fees.....	400,000
4.	contingent expense.....	<u>400,000</u>
	Total	\$5,000,000

It is a reasonable hope that private enterprise will take over the ferry business in Southeastern Alaska before governmental expenditures become so great as to forestall the entering of the field by private enterprise.

5. Irving Reed, "Notes on a Ferry System for Southeastern Alaska," no date, E.L. Bartlett Papers, box 5, Federal Departments and Agencies, Interior, Roads, 1945-58, University of Alaska Archives, Fairbanks, Alaska.
6. Ibid.

7. Ibid.
8. Ibid.
9. Ibid.

The lengths of the ferry runs in such a (b) type of ferry system are as follows:

Runs;	Miles
Ketchikan-Wrangell-Deep Landing & return	220
Petersburg-Juneau and return	260
Tee Harbor-Port Chilkoot-Skagway & return	158
Berners Bay-Port Chilkoot-Skagway & return	130
West side of Lynn Canal-Berners Bay & return	40
Ketchikan-Prince Rupert and return	180
Petersburg-Baranof (Warm Springs Bay) & return	100
Juneau-Sitka & return	330
Ketchikan-Hollis & return	80

Estimated Cost of Vessels for (b) Type of Ferry System:

Cost of Ferries:

<u>Ferry Run</u>	<u>No Vessels</u>	<u>Approx. Maximum Cost</u>
Juneau-Port Chilkoot-Skagway	1	\$ 345,000.00(present new ferry)
Juneau-Petersburg-Wrangell-Ketchikan	2	1,000,000.00
Ketchikan-Prince Rupert Baranof-Petersburg, or Sitka-Juneau	1	No cost (private enterprise)
Ketchikan-Hollis	1	\$ 355,000.00
		350,000.00
	Approx. Total Cost of Vessels	\$2,050,000.00

Cost of 9 Ferry Slips @ \$100,000 each \$ 900,000.00

Cost of Connecting Road Systems:

<u>Route</u>	<u>Miles</u>	<u>Estimated Cost</u>
Haines-Skagway	27	\$13,000,000.00
Haines-St. James Bay	56	9,000,000.00
Tee Harbor-Echo Cove	23	4,885,000.00
Mitkof Highway, Power Plant-Deep Landing	7.5	1,125,000.00
Sitka Highway-Baranof (Warm Springs Bay)	24	6,000,000.00
Hollis-Klawock	22.4	3,600,000.00
	Approx. Total Cost of Connecting Roads	\$37,610,000.00

In presenting the cost of a (b) type ferry system, the first step to be considered is an ideal total (b) type ferry system which should be the ultimate goal to be worked toward and which may be attained in 10 or 15 years.

1. Cost Of An Ideal (b) Type Ferry System:			
(1) Cost of Ferries			\$ 2,450,000.00
(2) Cost of Ferry Slips (9)			900,000.00
(3) Cost of Connecting Roads	Total		<u>37,610,000.00</u>
	Total		\$40,960,000.00

The next step to be considered is a partial (b) type ferry system which may be attained in about five years from the present.

2. Cost of Partial (b) Type Ferry System:			
(1) Cost of Ferries			
Northern run vessel	\$ 345,000.00	(present new ferry)	
Two central run vessels	1,000,000.00		
Sitka-Juneau run vessel	355,000.00		
	Total		\$ 1,700,000.00
(2) Cost of 8 Ferry Slips @ \$100,000			800,000.00
(3) Cost of Connecting Roads			
Glacier Highway, Tee Harbor-			
Berners Bay	\$4,885,000.00		
Mitkof Highway, Power			
Plant-Deep Landing	1,125,000.00		
			<u>\$6,010,000.00</u>
	Total		\$8,510,000.00
(4) Approximate Net Cost of Ferry Operation For Seven Months of Year For Partial (b) Type Ferry System. (Assuming fares will remain about the same per mile as in 1956.)			

<u>Ferry Runs</u>	<u>Cost per Season</u>	
Ketchikan-Wrangell-Deep Landing and return (2 trips per week)	\$ 68,600.00	
Petersburg-Juneau (2 trips per week)	81,400.00	
Berners Bay-Port Chilkoot and return (2 trips per week)	28,200.00	
Port Chilkoot-Skagway and return (1 trip per week)	6,300.00	
Juneau-Sitka and return (1 trip per week)	135,500.00	\$ 320,000.00

The final type to consider is a (b) type ferry system which will be based on the fiscal year 1958 connecting road development and which could be started immediately.

3. Cost of an Immediate (b) Type Ferry System:			
(1) Cost of Ferries			
Northern run vessel	\$ 345,000.00	(present new ferry)	
Two central run vessels	1,000,000.00		\$1,345,000.00
(2) Cost of Ferry Slips @ \$100,000 ea.			700,000.00
(3) Cost of Connecting Roads			
Mitkof Highway, Power Plant-			
Deep Landing (in 1958 Federal-aid road program)			<u>1,125,000.00</u>
	Total		\$3,170,000.00
(4) Approximate Net Cost of Ferry Operations for Seven Months of Year for Immediate (b) Type Ferry System. (Assuming fares will remain about the same per mile as in 1956.)			

<u>Ferry Runs</u>	<u>Cost per Season</u>	
Tee Harbor-Port Chilkoot and return (2 trips per week)	\$	37,000.00
Port Chilkoot-Skagway and return (1 trip per week)		6,300.00
Petersburg-Juneau and return (2 trips per week)		81,400.00
Ketchikan-Wrangell-Deep Landing and return (2 trips per week)	68,800.00	\$ 193,500.00

C.W. Enfield to Paul F. Royster, April 17, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.

18. S.K. Booth to C.W. Enfield, June 20, 1958, 62-A-1283, Central Correspondence Files, Alaska Bridges and Structures, 1956-59, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland. Following are summaries of correspondence relating to ferries.

CHRONOLOGICAL OUTLINE OF PUBLIC ROADS  
COMMUNICATIONS RESPECTING FERRIES

Letter dated September 5, 1956, from Delegate Bartlett to Commissioner Curtiss:

Requested views as to whether ferry between Skagway and Prince Rupert, B.C., could be constructed and operated under Sec. 107 or whether special authorization required.

Letter dated September 14, 1956, from Acting Commissioner Clark to Delegate Bartlett:

Acknowledgement

Letter dated September 21, 1956, from Irving Reed (Alaska) to Secretary Weeks:

Propounded 14 questions including right to charge tolls on ferries on Federal-aid roads; use of Federal-aid funds for ramps for ferries.

Memo dated October 4, 1956, from A.C. Clark to C.D. Curtiss:

Suggest simple acknowledgement be sent to Irving Reed because the questions require considerable study; directs attention to pages 8320 to 8323 of the Congressional Record of May 29, 1956, reporting debate on Federal-aid Highway Act of 1956 which disclosed that Federal-aid is to be a substitute for previous special Interior appropriations to cover Alaska functions transferred to Commerce.

Letter dated October 8, 1956, from Commissioner Curtiss to Irving Reed:

Acknowledgment and statement that further reply will be made.

Memo dated October 29, 1956, from Division Engineer Flint to Commissioner Curtiss:

Inquiry as to the legality of the use of Federal-aid funds for ferry operations in Alaska. Requests legal advice in the matter for future discussion.

Memo dated November 13, 1956, from S.K. Booth to C.D. Curtiss:

Answers to questions of Irving Reed. Normally, tolls cannot be charged on projects financed with Federal aid except for toll bridges and tunnels. Under Section 107(b) of the 1956 Act the Secretary has the power to charge toll on ferries and roads constructed prior to Federal-aid roads. Not certain whether tolls may be charged on ferries and roads constructed with Federal-aid money in the future. Federal funds cannot be used for the construction of a ramp connecting to a ferry facility located in a foreign country.

Letter dated November 13, 1956, from Mayor of City of Ketchikan to Rothschild:

Urge that authority of Bureau to build and/or operate a ferry system as a part of the highway system in Alaska be clarified at an early date to permit inclusion of ferry system to connect southeastern Alaskan communities.

Letter dated November 23, 1956, from Irving Reed to Commissioner Curtiss:

Submits new list of questions superseding questions in letter of September 21. Questions asked include whether projected road and ferry system can be placed on the Federal-aid Highway System; whether toll receipts from ferry operation are to be placed into revolving fund for maintenance of the ferries; whether ferry operations may be contracted to private parties.

Letter dated November 28, 1956, from Mr. Rothschild to Ketchikan Mayor:

Acknowledge November 13 letter; working as rapidly as we can to find the answer.

Letter dated December 4, 1956, from League of Alaskan Cities to Secretary Weeks:

Two resolutions requesting Federal action for inclusion of certain roads and streets within Alaskan cities into the Alaskan system of highways.

Letter dated December 6, 1956, from President Polet of Alaska Chamber of Commerce to Secretary of Commerce and Bureau of Public Roads:

Resolution urging inclusion of a ferry system as a part of the road plan for Alaska.

Letter dated December 12, 1956, from Commissioner Curtiss to Irving Reed:

Acknowledgment of November 23 letter and statement that definite answers would be provided at the earliest possible date.

Letter dated December 17, 1956, from Commissioner Curtiss to Mr. Polet:

Acknowledgment. Legal questions involved in the proposal to use a ferry system but matter under study.

Letter dated December 17, 1956, from Acting Under Secretary for Transportation to League of Alaskan Cities:

Acknowledging December 4 letter; assuring that Federal-aid highway system will include certain city streets but that forest highway funds cannot be used in improvement of city streets.

Memo dated January 11, 1957, from Mr. McInerny to Files:

Proposed operation of ferries between Alaskan and Canadian ports. Alaska Road Commission has authority to establish and maintain ferry system. Ferry system into foreign country requires some sort of international agreement and statutory authorization.

Memo dated January 24, 1957, from Administrator Volpe to Secretary Weeks:

It would not be possible for the Bureau to include the proposed ferry route in Kenobscot Bay as part of the Federal-aid highway system and extend the use of Federal-aid funds for ferry service unless Congress amended the existing law. Legislation has been extended to cover free bridges and tunnels and State-owned and operated toll bridges and tunnels. Congress has not authorized the use of Federal-aid highway funds for the establishment of either toll or free ferry service in any of the States.

Letter dated January 29, 1957, from Secretary Weeks to Everett Libby in Maine:

Repeated substance of the Volpe memorandum and advised that it would not be possible for the Bureau to include the proposed ferry route in Kenobscot Bay as part of the Federal-aid highway system and extend the use of Federal-aid funds for ferry service unless Congress amended the existing law.

Letter dated February 18, 1957, from Commissioner Curtiss to Irving Reed, Highway Engineer:

Reply to inquiries of November 23, 1956. The Act of January 27, 1905, provides for the construction and maintenance of roads, tramways, bridges, ferries and trails in Alaska and under Section 107(b) of the 1956 Act "there would be no legal objection to having the aforesaid road and ferry system within the territorial limits of Alaska included in the Federal-aid system of Alaska. It would not be legally possible to use Federal-aid funds to construct a terminal in Canada. In fact, in the absence of an agreement between Canada and the United States it would not be possible for the Bureau of Public Roads to operate a ferry outside the territorial limits of Alaska." Tolls received from operation of a ferry under existing law must be covered under miscellaneous receipts of the Treasury. Legislation to set up a revolving fund would be necessary. Operation of ferry by contract with private contractors not legally objectionable.

Letter dated February 25, 1957, from the Secretary of Alaska to Secretary Weeks:

Transmittal of House Memorial No. 5 urging that the proposed Annette Island Road and Ferry System be designated under the Federal Highway System.

Letter dated February 28, 1957, from the Ketchikan Chamber of Commerce to Secretary Weeks:

Urges that immediate attention be given to problem of operating ferry between Ketchikan and British Columbia port of Prince Rupert.

Memo dated February 28, 1958, from Swick to Royster:

Authority to use Federal-aid funds for the maintenance of ferries in Alaska.

Letter dated March 6, 1957, from Commissioner Curtiss to Delegate Bartlett:

Reply to letter of September 5, 1956, informing that Mr. Reed has been advised that under section 107(b) there would not be authority to construct a terminal in Prince Rupert, British Columbia, and that additional legislation plus an agreement with Canada are necessary. Further advised Bartlett that we informed Mr. Reed under Section 107(b) "there is authority to construct and operate a ferry within the territorial limits of Alaska if the route of the ferry should be placed on the Federal-aid System".

Letter dated March 8, 1957, from Secretary of Alaska to Secretary Weeks:

Transmittal of House Memorial No. 6 urging that proposed integrated ferry system between Prince Rupert, British Columbia, and Haines, Alaska, be designated as a portion of the highway system under the Federal-aid highway program.

Letter dated March 11, 1957, from Secretary Weeks to Secretary of Alaska:

The Annette Island Road ferry crossing to Ketchikan is one of the approved Class A Federal-aid secondary routes.

Letter dated March 12, 1957, from Rothschild to Manager, Ketchikan Chamber of Commerce:

Acknowledges February 28, 1957 letter. Question of establishment of ferry service and its operation is one concerning which the Bureau of Public Roads would be glad to receive suggestions from the Territory. No authority to construct terminal facilities for ferry in Canada or for operation of ferry in Canadian waters. Alaska International Rail and Highway Commission may be authorized to study additional highway and ferry facilities between Alaskan ports and British Columbia.

Letter dated March 21, 1957, from Secretary Weeks to Secretary of Alaska:

Acknowledgment of March 8 letter. Primary system includes a route from Ketchikan to Haines which route can be utilized only by ferry service. No legal authority for construction of terminal facilities in Canada or for the operation of a ferry in Canadian waters.

Letter dated April 1, 1957, from City Manager of Ketchikan to Mr. Rothschild:

Inquires whether administration would support amendment of Section 107 to authorize terminal construction at Prince Rupert and ferry operations in Canadian waters.

Memo dated April 22, 1957, from Regional Engineer Swick to Mr. Turner:

Reports Ketchikan meeting on Prince Rupert ferry and requests analysis of matter in order to be able to advise Territory and city officials.

Letters dated April 24, 1957, from Alaska Highway Commissioner to Secretary Weeks and Commissioner Curtiss:

Resolution passed by Alaska Highway and Public Works Board supporting amendment to Act authorizing operation of ferries in Canadian waters to Prince Rupert.

Memo dated May 7, 1957, from A.F. Ghiglione to the Files:



Contacted six different people in various Federal agencies and all agreed there were no statutes prohibiting the ferry operation to a Canadian port and that there would be no requirement for State Department or Congressional clearance. The application of Federal-aid funds for that portion of the route in Alaska waters would be permissible if identified on the Federal-aid system.

Letter dated May 9, 1957, from Acting Commissioner Turner to Alaska Highway Commissioner:

Reply to April 24 letter. Every consideration being given to matter.

Memo dated May 9, 1957, to F.C. Turner from A.F. Ghiglione:

Discussion of types of ferry service for Alaska.

Letter dated May 13, 1957, from Bradley Nash to Alaska Highway Commissioner:

Acknowledges April 24 letter. Assures of Department's interest and that Department if requested will submit views on any legislation.

Letter dated May 14, 1957, from Bradley Nash to City Manager of Ketchikan:

Similar to above.

Memo dated May 20, 1957, from Deputy Commissioner Turner to Regional Engineer Swick:

Ferry system for southeast Alaska with the southern terminus at Prince Rupert, British Columbia, technically would qualify for Federal aid only for that portion within Alaska. The extension into British Columbia would require provincial participation. No Congressional or State Department authorization appears necessary for ferry operation. Formal agreement between Alaska and British Columbia required.

Letter dated June 4, 1957, from City Manager of Ketchikan to Rothschild:

Information from Bartlett and Manager of Ketchikan Chamber of Commerce; Boardman indicates no new legislation will be required for ferry service to Prince Rupert, British Columbia. Appreciate advice.

Letter dated June 19, 1957, to City Manager of Ketchikan from Mr. Rothschild:

Reply to June 4 letter. No additional Federal authorization for this ferry service seems required. Before the Alaska Federal-aid system will be extended to the British Columbia boundary, a

formal agreement would be undertaken between the Territory of Alaska and the Province of British Columbia defining a workable plan for such service.

Memo dated June 21, 1957, from J.E. Swick, Jr. to the Files:

Ex-Governor Heintzman called and suggests we take no action on the excess property ferry operation in Alaska because he feels fairly sure that private company can be obtained to operate the ferry service. Suggests we do nothing until he contacts us again.

Letter dated July 15, 1957, from Turner to Maritime Administration:

Thanks Hoffman for excellent cooperation and help in connection with the development of a workable ferry system in southeast Alaska.

Telegram dated July 18, 1957, from Swick to Turner:

Permission to accompany Alaska Governor to Prince Rupert regarding ferry system.

Telegram dated July 19, 1957, from Turner to Swick:

Approval of Swick's accompanying Governor.

Teletype dated August 15, 1957, from Williams to Swick:

Designate four additional firms for consultant services for ferry system studies.

Letter dated August 30, 1957, from G.M. Williams to Transportation Consultants, Inc.

Proposal for engineering services covering study of ferry system for southeast Alaska.

Telegram dated October 11, 1957, from Turner to Swick:

Ferry study proposal awaiting discussion with Administrator.

Letters, telegrams and memos of October 1957:

Relating to performance of consultant services in connection with study of ferry system for southeast Alaska.

Telegram dated October 17, 1957, from Tallany to Swick:

Authorized acceptance of proposal for Alaska ferry study.

Letter dated December 27, 1957, from General Counsel to W.C. Gilman & Company:

Returning copy of executed contract covering study of ferry system for southeast Alaska.

FERRIES

Letter to Highway Engineer Reed of 1-18-57 from Curtiss:

1. Act of 1-25-05 (33 Stat. 616) provides for construction and maintenance of roads, tramways, bridges, ferries and trails in Alaska.
2. Under § 107(b) these functions are transferred to the Secretary of Commerce. Therefore, no legal objection to including a system of roads and ferries in Alaska connecting towns and Canadian highway system in the Federal aid highway program for Alaska.
3. Tolls received for ferry operations cannot be placed under the Federal-Aid Highway Act into a revolving fund and must be covered into miscellaneous receipts of the Treasury. Legislation would be necessary to setup a revolving fund for maintenance of the ferries.
4. No objection to Alaska's operating ferries out of territorial funds.
5. In answer to question whether speed limit and other special signs formerly erected by the Alaska Road Commission could be financed with Federal Aid funds, it was stated that anything to do with police powers such as speed and weight limit signs is function of territory and should be paid for out of territorial funds and not out of Federal Aid funds.

Letter Highway Engineer to A. R. Com. of 9-23-53:

Ferries are part of the road system. They take the place of bridges. They are public necessities in Alaska.

Laws of Territorial Government bar operation of Ferry. Must be by contract.

Can toll be charged on ferry services if Federal aid extended:

Memo not sent Booth to Curtiss, 11-13-56.

Sec. 9 of Federal Act of 1921 provides that "all highways constructed or reconstructed under the provisions of this Act shall be free from tolls of all kinds."

Sec. 2 of 1921 Act defines "highway" as including bridges, drainage structures, signs, guard rails and protective structures.

Act approved 3/3/27 (44 Stat. 1398)

Federal aid may be extended for toll bridges on same basis as free bridges; tolls applied to debt retirement operate as free then.

NIRA sec. 204(g). Sec. 9 of Federal Act of 1921 not applicable to toll bridges or approaches--liquidation; free.

Sec. 107 of 1956 Act provides Alaska is to share on Federal funds upon same terms and conditions as several States. Tolls cannot be charged therefor in Alaska.

Act of June 30, 1932 (37 Stat. 446) Interior Secretary has power to fix and collect tolls on roads, trails and other works. Secretary of Commerce under Sec. 7b has power to charge tolls on ferries and roads constructed prior to Federal aid.

Might be argued may charge even after Federal aid as 1932 Act takes precedence over 1921 Act. No opinion.

Check Congressional Record Pp. 8320-23 of May 29, 1956: discloses Federal aid is substitute for previous Interior appropriations.

Sec. 108a of 1956 Act specially includes bridges and tunnels in the Interstate system and funds made available therefor.

Sec. 113 of 1956 Act permits inclusion of toll roads, bridges and tunnels, to extent now permitted. No reference to ferries.

19. Minutes of Meeting of Members Southeastern Conference, Held October 6, 1958, Norman C. Banfield to Alaska Highway & Public Works Board, October 8, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
20. E.H. Swick to Paul F. Royster, October 21, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
21. Captain G. David Gitkov, "Summary and Counter-Proposal," 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
22. E.H. Swick to Warren G. Magnuson, September 16, 1958, Warren G. Magnuson to E.H. Swick, October 10, 1958, E.H. Swick to Warren G. Magnuson, October 23, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.

23. George Sharrock, President, Alaska State Chamber of Congress, to Senator E.L. Bartlett, August 17, 1959, E.L. Bartlett Papers, box 1, Commerce Department, Bureau of Public Roads, folder Commerce, BPR, 1959, University of Alaska Archives, Fairbanks, Alaska.



## THE BUREAU OF PUBLIC ROADS DEALS WITH ALASKAN CONDITIONS

Although most Alaskans had welcomed the territory's inclusion in the FAHA of 1956, disillusionment soon set in. For example, the League of Alaskan Cities critically appraised the program's benefits after the territory had participated about 15 months. Road construction progress, it appeared, would be discouragingly slow because after fixed costs, such as maintenance had been deducted, only about \$10.5 million annually remained for the building of existing roads and new construction. And because of the inadequate conditions of much of Alaska's road system, the greater share of that amount would have to be spend on needed improvements for years to come. That left but little money for new roads into isolated areas and new freeways in congested urban traffic areas. Various groups, including the Alaska Chamber of Commerce, had asked Congress to make special appropriations to remedy this condition--so far without success. The League of Alaskan Cities asked the Secretary of Commerce for help to change the special provisions for Alaska contained in the 1956 FAHA to more nearly resemble similar federal aid highway stipulations for other states, such as an increase in the area formula; and to include the territory in the National System of Interstate and Defense Highways. These changes, the League believed, would be more beneficial in the long run than attempting to obtain special funds from the Congress.<sup>1</sup> Actually, Congress had been very generous when it included Alaska in the FAHA of 1956. As already mentioned, it had permitted the territory to use federal aid funds for either construction or maintenance of roads. All states had to foot their own maintenance bills. Furthermore, Alaska's 10 percent federal match was very small when compared to what the stated had to contribute. In fact,

putting Alaska on an equal footing with the contiguous states would have severely strained the territory's slender financial resources. In any event, Congress did not change the apportionment formula in the FAHA of 1958.

While some groups sought changes in the FAHA, the Bureau continued to fit the territory into the existing federal aid system. The new year promised to be an easier one than 1957 because many procedures had become routine. Yet problems remained. In early January 1958, the Associated General Contractors of America, Inc. complained to the Federal Highway Administrator about the force account operations of the Bureau in Alaska. The AGC desired Region 10 to advertise contemplated work for bid and have it performed by contractors. It soon became apparent that there was but little competitive bidding, and that the work accomplished by force account in 1957 involved mostly small projects. For example, government forces were involved in 17 new construction undertakings. Thirteen of these cost approximately \$195,000 for 17.5 miles of highway, or about \$11,000 per mile. One-half had been completed, and the others were to be finished on a force account basis during 1958. Two projects involved the Livengood-Eureka Road to be completed by contract in 1958. In 1957, each mile of this road had cost less than \$10,000. Contractors had gravel surfaced a part of this route, and if funds permitted, more of this work was to be bid. Furthermore, the Bureau planned to have contractors build a bridge over the Kuzitrin River in 1959. Government forces had also built a bridge on the Nome-Solomon Road in 1957. Future work was to be let to contract if bidding competition could be secured. In addition, government forces had performed 8 heavy maintenance and improvement and 6 maintenance projects, while contractors had been awarded only 2 out of a total of 34 projects.



The Bureau proposed to continue force account construction in 1958, mainly to finish work started, but the funds budgeted had decreased significantly. In 1959, only \$585,000 were to be spent on work by government forces. The Bureau reminded the AGC, however, that the change from force account to contract construction depended on the competition for the less attractive jobs, particularly those both large and small located in remote areas.<sup>2</sup>

Force account construction was not the only complaint voiced by the AGC, but the organization was also displeased that Bureau bids for equipment for use in Alaska had stated that it was to be used for both construction and maintenance. The AGC wanted the Bureau out of the construction business altogether. The Bureau advised the AGC that "such language has been used inadvertently by including descriptions drafted for use in purchase of equipment for our foreign operations." All of the machinery was for maintenance, and furthermore a gradual liquidation of equipment not adaptable for such use had begun.<sup>3</sup> The AGC seemed to be satisfied with the Bureau's explanations.

In the meantime, E.H. Swick, the Bureau's regional engineer in Alaska, had been trying to involve the Alaska Highway & Public Works Board in the decision making process. That effort was succeeding, and perhaps the Board's meeting from February 17 to 19, 1958 in Juneau testified to this involvement. During the 3 day meeting the board members dealt with a full agenda, including the issuance and renewal of drivers licenses and the distribution of fuel tax receipts. Board members adopted a motion requiring the third and fourth judicial divisions to "participate equally one-third towards the operating loss of the Ferry System for 1957 and 1958." They also discussed the merits of the "Swick" formula for distributing federal aid payments to the four divisions, namely 14-8-49-29.

All agreed that the numbers were useful because they most accurately reflected the needs of each division but had to be kept flexible to account for changing conditions.

Next Swick and the board members turned their attention to the final approval of the 1959 federal aid program. Swick advised that variations had occurred in some of the original cost estimates. Some projects cost less and others more, and in order to balance the available funds, he made a number of suggestions for each division which the board accepted. Swick also urged the addition of the Yakutat road system to the federal aid system. It consisted of the roads from Yakutat to the airport, to the Coast Guard Station, and to Ankau Inlet. He also made the same recommendation for the road from Auton Larson Bay to Uzinki below Kodiak. A lively discussion ensued, and the board ratified Swick's recommendations. It also went along with the suggestion to delete the Brusich Spur from the federal aid system.<sup>5</sup>

Lee Hubbard, the Territorial Director of Highways, brought up the addition of roads in the Anchorage area to the federal aid system. Much discussion followed this proposal, and board members asked how much help the territory should give to the cities. Swick reminded everyone that the territory was responsible for farm and industrial roads, and perhaps should think about the development of roads separate from the federal aid system. Swick then led board members into a debate about the financial participation of cities and public utility districts in highway construction on federal aid systems within their limits. Swick told board members that the Bureau's right-of-way man had determined that 6 public utility districts existed in the territory, namely Dillingham, Fairview (formerly Eastchester), Spenard, Hamilton Acres, Kenai Peninsula Public Utility

District No. 1, and Auke Bay. Three of these were parts of cities and the others rural. Swick pointed out that the acquisition of rights-of-way in the 48 contiguous states had cost 7 percent of total construction costs in 1954 and had risen to 13 percent in 1955. Board members made several suggestions about the extent of participation, ranging from 10 percent of total cost to furnishing the needed right-of-way free of charge. Then they adopted a couple of motions that clarified the issue. A public utility district immediately contiguous to a municipality of 5,000 or more population with taxing and bonding authority was to be treated the same as an urban municipality, while a public utility district with a small population and next to an urban center was to be considered as a rural area. The other motion stated that neither territorial nor federal aid funds were to be used for construction of projects the total cost of which included right-of-way acquisition, adjustment of those utilities (like pole lines) for which they were legally responsible, as well as other items incidental to construction.<sup>6</sup>

At Swick's suggestion, the Alaska Highway & Public Works Board had sent one of its engineers to Nevada to be trained in that state's planning division. He was about to return North and establish such a unit, to be financed by 1.5 percent of Alaska's total federal aid funds with a territorial match of 10 percent. Swick explained the necessity for a planning division under the provisions of the federal aid system. Once established, it was to undertake economic, scientific, traffic and route studies, to name but a few. The salaries of the director and staff were to be paid out of this fund. In any event, board members agreed to work closely with Region 10 personnel so all could "get together in kicking off this new function."<sup>7</sup>

Along the same lines, Director Hubbard reminded the board that the FAHA, "by implication, directs us to study the organizations and methods of Stateside highway departments, attend meetings...and spend time with the more progressive State departments" utilizing new methods, such as photogrammetry and electronic computation. The board agreed to ask the legislature for the necessary funds. The Bureau also had asked that the Alaska Highway & Public Works Board establish design, right-of-way, and soils and materials departments. It intended to do so, but gave notice that time would be required to find the individuals qualified to head these departments. During the remainder of the meeting, board members listened to groups of citizens from various communities with requests for special projects, ranging from improvement for the small boat harbor at Haines to the construction of a 6.6 mile road to the Douglas Ski Bowl. There also was much discussion about floats, and board members presented projects considered high priority in their divisions, and approved them.<sup>8</sup>

A few days after the meeting, Swick wrote to his district engineers and told them that Alaska Highway & Public Works Board had asked the Bureau for construction assistance for "only four projects utilizing Territorial funds exclusively during the coming" season, namely the DeArmoun Road (\$19,000) and the Campbell Station Extension (\$3,000) in Anchorage, and the Robe Lake and Mineral Creeks Road (\$10,000 and \$10,000-\$15,000) in the Valdez area. A final decision concerning the latter two projects had not yet been made, and the territory might choose to supervise its construction with its own forces. Swick suggested that the Bureau use government forces to accomplish the work, but mindful of Associated General Contractors criticism asked that if any seemed suitable for contract work then the Region 10 office should be advised. He asked the district engineers to

plan equipment and manpower for only these four projects and make "no allowance...for the possibility that we shall be requested to undertake additional work at a later date."<sup>9</sup> In short, the very small territorial program allowed the Bureau to considerably reduce its manpower and equipment requirements in 1958 since it did not have to play a large role as a territorial highway department.

As already mentioned, Swick had urged the Alaska Highway & Public Works Board to establish a right-of-way department, and territorial officials had agreed to do so, although they had not set a deadline. Right-of-way acquisition, however, had bothered Swick since assuming his duties in the north. He often had asked Washington Bureau officials to clarify the matter for him, in fact set a firm policy which he could follow. On April 1, 1958, C.W. Enfield, the General Counsel for the Bureau of Public Roads, finally wrote Swick to give him his views in the right-of-way matter. Enfield cautioned that although he had discussed the matter informally with legal personnel of the Departments of the Interior and Justice, the observations he was about to share "should not be considered as representing the official views" of the latter two. Legal personnel had concluded that under the authority of an Act of Congress approved on July 24, 1947 (61 Stat. 418; 48 U.S.C. 321d) all entries made on public lands subsequent to that date and all patents based thereon had been and were subject "to a reservation in the United States of any and all rights-of-way, without limitation as to number or widths, for public highways already constructed or to be constructed" on such lands. Enfield had reviewed the June 24, 1947 language in the House Committee on Public Land Report which supported this interpretation. It stated, in part, that "the Committee on Public Lands unanimously agreed that passage of the

legislation will help to eliminate unnecessary negotiations and litigation in obtaining proper rights-of-way through Alaska." On January 13, 1947 the Secretary of the Interior had asked the Speaker of the House to introduce the legislation. In his request, the Secretary had stated, in part, that "for the proper location of roads and in the interest of public service, it is necessary in some instances to cross lands to which title has passed from the United States. These instances are becoming more numerous as the population of the Territory increases and obtaining rights-of-way over such lands has, in a number of cases, presented difficulties requiring court action and the expenditure of Federal funds." The Secretary pointed out that the proposed legislation was similar to the provisions of the Act of August 30, 1890 (43 U.S.C. 945) which reserved rights-of-way for ditches and canals built by the United States west of the 100th meridian. The Secretary stated that the requested legislation would be applicable to both public domain and acquired lands of the United States.<sup>10</sup>

Subsequently, the U.S. Supreme Court interpreted the Act of August 30, 1890 by stating that all entrymen knew about the statutory right-of-way reservation and "acted in the light of that knowledge so charged to them," and that the Congress had the right to make such reservation. In light of the foregoing, Enfield believed that "the reservation under the 1947 Act constitutes an inseparable incident and burden of ownership of such lands and that when the Bureau utilizes the right-of-way, it is doing that which it has a right to do and is not liable to pay compensation therefor." The Bureau was obligated, however, to pay the owners full value for crops and improvements located on rights-of-way. He asked Swick to be certain that the Bureau of Land Management considered an entry to be valid before making any efforts to reach a compensation agreement with an owner for crops and

improvements, which should also contain a provision releasing the United States from all payment claims arising from its use of the right-of-way. Anyone holding patents dated prior to July 24, 1947 were entitled to just compensation for any taking of their lands. Enfield told Swick to consider all available information about the intent of the government at the time of establishing a particular road before reaching a decision on the limits of an existing right-of-way. This included terrain features and existing practices in the area. Enfield believed that Swick would generally be able to support a claim to a 66 foot right-of-way. When no agreement could be reached with a property owner, then the Bureau had to condemn the property in question. Enfield concluded that he realized that many legal problems affected right-of-way acquisition in Alaska and that further discussions and interpretations of existing law would probably be necessary.<sup>11</sup>

Swick was satisfied with Enfield's legal research, for it gave him the authority to acquire the necessary rights-of-way on the many northern construction projects. Early in March, 1958, he announced that Region 10 would spend about \$14,671,000 in the coming construction season on 40 projects, 10 of which carried over from the preceding season.<sup>12</sup>

In April, Deputy Commissioner F.C. Turner informed Swick that "upon review of the existing organization structure of Region 10 and its several districts," Washington had decided to reorganize in order to provide the most effective and economical administration of the Alaska work. Therefore, effective May 1, 1958, the Anchorage, Fairbanks and Juneau district offices were redesignated division offices, while Nome and Valdez continued as district offices. Nome, however, was to report administratively to Fairbanks and Valdez to Anchorage, while Glennallen continued under Valdez. Under the new arrangement, the district offices were to be only responsible

for construction and maintenance, while a maximum of administrative services were to be centralized at division level. In the case of Valdez, responsibilities and personnel strength were to be reduced progressively through normal attrition.<sup>13</sup>

While the reorganization took place in Alaska, Congress passed, and the President approved, the FAHA of 1958. The act contained special road funds. Alaska's share, in addition to the normal fiscal year 1959 funds, amounted to \$6,178,599. These monies were to be used on ABC roads without regard to normal apportionments, but contracts had to be awarded before December 1, 1958, and construction completed a year later. Anchorage lobbied vigorously to obtain at least \$1 million out of the \$3 million of these special funds allotted to the third division for improvements within the city, such as the Fifth Avenue Project from Gambell Street easterly to the Glenn Highway; improvements on Northern Lights Boulevard, a borough road, and Airport Heights. The Bureau took a cautious approach, however, and instructed the district engineers to evaluate the merits of each request, estimate its cost, the substitution of other worthy projects, or any other information of value to develop a well-rounded program for these funds.<sup>14</sup>

Slowly but surely Swick succeeded in adapting the FAHA of 1956 to Alaska's peculiar circumstances. And although the system worked pretty well, there were Alaskans who criticized the Bureau. One complaint, perhaps first put into print by former territorial Governor Ernest Gruening, was that the Bureau did not expand the northern highway network as rapidly as some local interests desired. In the summer of 1958, territorial Governor Mike Stepovich voiced the same concerns. Swick was surprised since Stepovich had never complained to him, and then told Deputy



Commissioner F.C. Turner that several projects were programmed or underway which added mileage to the existing network. The principal projects consisted of an extension south of Petersburg with the Canadian border as a possible future terminus; a connection west of Fairbanks which will complete a road to Manley Hot Springs with the Yukon River as a present goal; and work north of Anchorage with Talkeetna as a terminus. Region 10, however, did not support an early completion of the Copper River Highway, the Fairbanks-Nome road or the Anchorage-McGrath proposal, although the listed work did advance the latter two improvements. Stepovich had also talked to Turner about the same topic. The Bureau, thereupon, had explained to the governor that "we were not limited to so-called high type construction only," and that it built and had constructed "to various standards which were commensurate with the traffic need, the topography, future salvage, and maintenance costs. We pointed out that long mileages of very low standard could seriously burden the maintenance budget and might actually be more costly than initial construction to higher standard." In any event, these were old complaints, and Turner thought it wise to explain Bureau policy to both the governor and the Alaska Highway & Public Works Board from time to time.<sup>15</sup>

There were other, minor irritants. One involved the placing of privately-owned advertising signs on federal property or right-of-way. On August 4, 1958 Allen D. Hulen, the Regional Administrator of the Civil Aeronautics Administration complained to Territorial Highway Commissioner Frank Metcalf that a number of such signs had been placed on the Kenai Air Navigation Site Withdrawal No. 156 without CAA consent. Hulen explained that these signs were located on the right-of-way of the Sterling Highway. An investigation revealed that the owners secured a permit from the Highway

Commissioner for the placement. Inquiries revealed that a territorial statute (Chapter 86, SLA 1953) stated that the Alaska Highway Commissioner shall "design identical or nearly identical signs for highway use by rural businesses, upon which shall be listed the type of establishment, service offered and the distances to such establishment." The signs could only be put up after the Alaska Highway Commissioner had issued a permit. Signs were to be installed "within one mile from and on the right side of all highway approaches to any bona fide roadhouse, service station, auto court or other rural business requesting same and located along public highways in Alaska." No sign was to exceed 7 feet above the ground. The CAA questioned the applicability of a territorial law "to allotted United States Lands," and objected "to the erection and maintenance of private advertising signs within our reservation without our prior consent" because they marred federal lands and did not compensate the United States. Hulen concluded that the CAA authorized an easement only for the construction of the Sterling Highway, which included the right to locate speed limit and other signs necessary for the safe management of the highway. No right to locate other signs was included.<sup>16</sup>

Hulen had told Swick about the advertising signs. The regional engineer responded that the Bureau had the same problem, only on a larger scale. Regulations for the expenditure of federal aid highway funds, he explained, prohibited "reimbursement to the States where the entire highway right-of-way within Federal-aid projects limits is not kept completely free of advertising signs...." Swick intended to bring this whole matter to the next meeting of the Alaska Highway & Public Works Board with the goal of eventually eliminating all private advertising signs from the highway rights-of-way. To Washington headquarters Swick summarized the problem.

Many businesses applied for permits issued by the territory and erected signs conforming to the regulations, but the territorial statute governing signs was hardly enforced. Many signs were placed indiscriminately, "particularly in the immediate vicinity of towns and of villages. While there is still a large mileage of rural highways in Alaska along which advertising signs for isolated roadhouses and filling stations provide a welcome indication to the traveler that he can secure services, advertising signs are a nuisance and a hazard." He assured Washington that Region 10 would require removal of advertising signs "and the maintenance of the right-of-way without such signs, within the limits of projects constructed with Federal-aid funds." Swick went a step further and asserted that since the Bureau maintained the federal aid highway system in Alaska with federal monies it should require the removal of all signs. He warned, however, that the Alaska Highway & Public Works Department did not sympathize with Region 10 desires to enforce federal aid regulations and little assistance could be expected. It was necessary to make "no signs" a prerequisite for beginning construction rather than to the acceptance of a project. In any event, "any move on our part to regulate the use of highway right-of-way for advertising purposes will be a very unpopular one for which we shall receive much public censure." Perhaps, he suggested, it might be better to defer the whole matter until the new state took over the highway functions "when the Federal-aid regulations can be interpreted and enforced in the normal manner."<sup>17</sup> Apparently, Swick discussed the matter with territorial officials, but then decided to enforce the regulations after the state had assumed highway functions.

There were many other problems as well. Among these was the proper method to be used in reporting on construction projects in Alaska. In the

late summer of 1957, Washington had followed Swick's suggestion and used the monthly activity or "Situation Reports" prepared in Region 10. With some modifications, it had used these to keep headquarters informed about current construction operations in the North and to provide more efficient administration of the work involved. Headquarters, however, had noticed that "there appeared to be some inconsistencies in the procedure for reporting on construction work." Some projects were covered by the standard inspection report form, some by situation reports, and some by both. For some federal aid projects Region 10 had submitted PR-33A forms, while it had failed to do so for others. Washington concluded that its records were incomplete and inadequate to properly and efficiently cover all the work for which the Bureau was responsible. In order to perform its functions properly, the Federal Highway Projects Division needed to maintain a complete and current record, and this could best be accomplished through the use of the monthly construction report on PR 33-A. The new reporting procedures were to become effective on July 1, 1958. A separate report on PR 33-A was to be submitted each month for each project during its active construction period. It was to contain the percentages of work completed and time elapsed, whether or not the progress and quality of the work was satisfactory, unusual problems encountered, and other information. A single copy sufficed for all projects except those in parks where a duplicate was to be forwarded to the Director of the National Park Service. The monthly situation reports were no longer needed and could be discontinued.<sup>18</sup>

During 1958, Region 10 also concluded several maintenance agreements with various Alaskan cities. Under the terms of these contracts, Douglas, Haines, Juneau, Sitka and Anchorage, to name but a few, agreed to maintain

a portion of the territorial federal aid primary and secondary routes within their corporate limits. The Bureau reimbursed the cities for the expenses incurred. For example, from July 1, 1958 to June 30, 1959, Anchorage was to receive \$28,000 for the primary routes and \$32,000 for the secondary routes. The contracts were to be renewable on a yearly basis if Region 10 determined that the municipality had performed satisfactorily.<sup>19</sup> These maintenance contracts were obviously designed to encourage the municipalities to build public works departments.

The success or failure of any organization depends in great part upon the quality and morale of its employees. Over the years, the Alaska Road Commission had recruited a competent and loyal work force. The majority of the seasonal employees returned to their jobs year after year. The ARC, however, was not a paternal organization. It gave maximum responsibility to its personnel in the field. The Bureau of Public Roads, on the other hand, was highly structured and paternalistic. The case of John M. Kious illustrates Bureau personnel policies in the 1950s. On October 7, 1959 Regional Engineer Wm. J. Niemi contacted Anchorage Division Engineer M.C. Zimmerman to inquire about truck driver Kious' personal history. Specifically, Kious had stated that he was separated from Carol Ahsogeak Kious on October 31, 1957, and that he was married to Lubov Hanson in December 1957. In his loyalty declaration of November 24, 1958 Kious had failed to list Lubov Hanson as his wife. Bureau investigation revealed that the State Department of Vital Statistics had no record of his divorce nor of his remarriage to Hanson "with whom he admits to be living in a man and wife relationship." Niemi directed Zimmerman to obtain written statements from Kious answering the following questions: Had he been legally divorced from Carol Ahsogeak? If so, he was to submit a copy of the court record. Had

he been legally married to Lubov Hanson? If so, a copy of the marriage certificate was required. If legally married to Hanson in December 1957, why had he failed to list that union on his loyalty declaration of November 24, 1958. The Bureau gave Kious until or before October 19, 1959 to comply with the above requests.<sup>20</sup>

About a month later, after questioning Kious, the Bureau learned that he had been arrested and charged with various infractions of the law 5 times between 1950 and 1958, but listed only 2 on his Bureau application form. Kious had served in the Air Force but resigned in 1956. In the first 2 arrests, in 1950 and 1951, the first case was dropped and the second dismissed. In 1954 he was charged with adultery in Fairbanks, paid \$50 bail but no fine, and in 1955 paid a \$30 fine for speeding. In 1958, he was charged with non-support in Anchorage and given a 60 day suspended sentence and ordered to pay \$35 weekly support. Kious further admitted that he was still married to Carol Ahsogeak. The Bureau's administrative officer righteously stated that "not only has Mr. Kious knowingly signed a false application for federal employment but also has lied to his general foreman..." and "is continuing to live with Mrs. Hanson in violation of the law." He recommended that Kious be dismissed despite his good work record with the Bureau. Kious was given a chance to reply, and he did so. The Bureau, however, found unsatisfactory his reply to the charge that he had a disregard for law. Although he had explained his various arrests fully, the 1954 charge of adultery in Fairbanks was serious and his explanation insufficient. The personnel officer in charge of the case remarked that "if this were all, I would not decide to remove you. But when considered in relation to your unsatisfactory reply to the charge that you are living as man and wife with Lubov Hanson, though still married to Carol (Ahsogeak)

Kious, it is still my contention that the efficiency of the service warrants your removal. It is my decision, therefore, to remove you on November 28, 1959." Kious lost his job, although he was told he had a right to appeal to the Civil Service Commission.<sup>21</sup> The Bureau files contain numerous cases of dismissals from employment for reasons which would not be tolerated in the 1980s. The Bureau even threatened employees with dismissal for non-payment of legal debts to merchants and institutions claiming that continued employment of such individuals marred its image.

Despite some personnel problems, Swick had succeeded well in fitting Alaska into the federal aid highway system by late 1958. On October 20 of that year, the Alaska Highway & Public Works Department announced that, after thorough discussion with Bureau officials, it had agreed upon the 1960 fiscal year federal aid highway program at its recent meeting. The total federal apportionment came to \$13,829,881 and the territorial match to \$1,382,988 for a total of \$15,212,900 in rounded figures. Of this amount, \$9,040,600 went to primary, \$6,096,800 to secondary, and \$75,500 to urban highways. Deducting fixed charges from the total, such as administration, maintenance, new building, guard rails, 1.5 percent for planning, and 10 percent for surveys and a contingency fund left a net amount of \$7,096,700 for new construction. Of this, the first judicial division received \$1,036,118 or 14.6 percent, the second \$617,413 or 8.7 percent, the third \$3,328,352 or 46.9 percent and the fourth \$2,114,817 or 29.8 percent.<sup>22</sup> According to newspaper responses from the various divisions, most everyone seemed to be pleased with the 1960 fiscal year program. It also meant essentially acceptance of the "Swick formula" for the distribution of funds.

In October of 1958, a Washington headquarters official visited the North on an inspection trip. Eric E. Erhart reported that at the end of the current construction season most force account projects would be completed, and no new work of any size was to be undertaken. Thus the goal of contracting most work had been achieved. The Bureau intended to continue to perform small operations for other agencies under work orders. On contract construction, Region 10 was making special efforts to obtain adequate compaction of embankments.<sup>23</sup>

Pavement continued to fail in permafrost areas, but no solution to the problem had as yet been found. There was much pavement distortion on the Richardson Highway and at the Tok Cutoff. Erhart speculated that two unusually warm summers were probably to blame for the greater depth of thaw which had occurred. The Bureau, however, had undertaken several remedial measures which included breaking up the existing pavement, leveling the base and relaying the surface mat with the addition of aggregate and asphaltic material; placing additional plant mix material as a leveling course; and leveling with crushed material which was then surface treated with asphalt. These measures had all been quite expensive and not entirely satisfactory. Region 10 had decided to delay further plant mix pavement construction in permafrost areas after applying surface treatment to the base course. Swick had programmed this treatment for the 70 mile section of the Alaska Highway northwest of the Canadian border. Obviously, more permafrost research was needed in order to understand pavement failures and devise remedies. Erhart thought that embankment and base construction practices had failed to successfully deal with Alaskan conditions.<sup>24</sup>

Erhart had talked with Swick and learned that it was difficult to devise worthwhile projects in the Nome and Fairbanks divisions. Swick



contemplated "some retreat from the policy of discouraging construction of roads of the development type" in the not too distant future. If the military installation at Clear south of the Tanana River on the Fairbanks-Nenana-McKinley Park route became as important as reports indicated it would, then paving of the Fairbanks-Nenana road and construction of the Tanana River bridge would be advanced in priority. In fact, Erhart believed that construction of the entire Fairbanks-McKinley Park-Talkeetna-Anchorage route was warranted.<sup>25</sup>

Region 10 urgently needed an urban design engineer because work in this area was lagging, and the drainage structure requirements throughout Alaska needed to be studied intensively. Therefore, an experienced hydraulic engineer should be assigned to Region 10 to make recommendations at major stream crossings and to assist in the location and design of small structures.<sup>26</sup>

Erhart attended a Chamber of Commerce sponsored meeting in Cordova where four projects were discussed, namely the extension of the Copper River road beyond mile 50; construction of a road to the Bering River coal fields and the Point Whiteshed road; and finally completion of the Copper River Road to the airport. Swick, who also attended the meeting, discouraged hope for the extension of the Copper River road beyond mile 50 in the near future. He asked townspeople which project they favored, the Point Whiteshed or airport roads. The majority supported the latter. Erhart thought that if Japanese exploratory work in the Bering River field found a large deposit of high grade coking coal, then an access road might have to be built. He concluded that Alaskans everywhere were "perhaps more concerned about road projects from the standpoint of employment and pay-rolls than the road service that will be provided. This is indicated by

the adverse criticism that develops when the transfer of a few Public Road employees out of an area becomes known."<sup>27</sup> Despite many unresolved problems, however, at the end of 1958 the Bureau could look back upon more than two years of solid progress. Alaska had been fitted into the federal aid highway system and the future of transportation planning, highway construction and maintenance promised to be stable.

#### FOOTNOTES

1. Lucy Mick, Executive Secretary, League of Alaskan Cities, to Secretary of Commerce Louis S. Rothschild, January 31, 1958, 62-A-1283, box 66, Central Correspondence Files, Federal Aid General, thru 16, 1955-59, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
2. Paul F. Royster to Clifton H. Mattoon, February 5, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
3. Ibid.
4. Alaska Highway & Public Works Board, "Minutes of February 1958 Meeting," box 65441, folder Highway Program, Confidential, B.P.R., R.G. 30, Federal Records Center, Seattle, Washington.
5. Ibid.
6. Ibid.
7. Ibid.
8. Ibid.
9. E.H. Swick to district engineers, February 25, 1958, box 65403, file AF 3-1-4, Territory, B.P.R., R.G. 30, Federal Records Center, Seattle, Washington.

10. C.W. Enfield to E.H. Swick, April 1, 1958, 62-A-1283, box 66, Central Correspondence Files, Purchase of Land, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
11. Ibid.
12. E.H. Swick to Bureau of Public Roads, March 6, 1958, box 65414, file FAH 8, Summary of Proposed Projects 1958, R.G. 30, Federal Records Center, Seattle, Washington. There follows a summary of the projects:

DESCRIPTION OF PROJECTS

1958 PROGRAM

(Per Attached Summary)

CARRY-OVER PROJECTS:

1. Sterling Highway Paving. Hot plant mix, bituminous paving will be extended from Mile 18 to Mile 37. This will close the gap and provide a paved highway from the Seward-Anchorage Highway to Wildwood Station north of Kenai.
2. Anchorage-International Airport Road Paving. Blacktop surfacing of the road leading from the Seward-Anchorage Highway to the existing pavement near the International Airport.
3. Richardson Highway-Delta Bridges. Four narrow bridges in the Isabel Pass area are being replaced with modern concrete and steel structures. Mile 201.5 and Mile 217.2.
4. Copper River Highway. The existing road out of Cordova is being extended 10.5 miles to the "Million Dollar Bridge" at Mile 50, the upper crossing of the Copper River.
5. Copper River Bridge Web Walls. These are concrete web walls being placed on piers of existing structures to protect them from ice damage.
6. Richardson Highway-Salcha Bridges. Three small obsolete bridges in the vicinity of the Salcha River south of Eilsen [sic] are being replaced with modern structures, 35 to 40 miles east of Fairbanks.
7. Haines Highway-Chilkat River Bridge. The old wooden bridge on the Haines Highway crossing the Chilkat River at Mile 24 is being replaced with a modern bridge. This is near the village of Klukwan.
8. Wrangell Highway Improvements. The existing highway south of Wrangell is being improved to a higher standard.

9. Blue Lake Road. This project will enable materials and equipment to be transported to Blue Lake for constructing a dam in connection with the \$50,000,000 pulp mill which is being built at Sitka. The stored water will also provide electric energy for the City of Sitka.

10. Eagle River. This project, 28 miles north of Juneau, extends the road northward a distance of one mile. The important features are structures across the Herbert and Eagle Rivers.

#### 1958 PROJECTS:

1. Sterling Highway D-1. Improvement of the existing road northward from Homer to Anchor River in preparation for paving.

2. Sterling Highway D-2. Improvement of the existing road in preparation for paving between Anchor River and Ninilchik.

3. Seward City. Paving an existing city street from the end of paving on the Seward-Anchorage Highway to the ocean dock.

4. Palmer City. Paving an existing city street from the Glenn Highway to join the paving on the Palmer-Wasilla road.

5. Glenn Highway. This is a relocation of the existing highway in an area near Mile 94. The highway will be placed on better alignment and grade at lower elevation.

6. Gambell Street Paving. Gambell Street, which is the start of the Seward-Anchorage Highway, will be paved to four-lanes from 4th Avenue in Anchorage to Fireweed Lane.

7. Sterling Highway, Section C. Improvement of the existing Sterling Highway south from Soldotna. This work will eventually close with the work which is being done northward from Homer to Ninilchik.

8. Denali Highway. The work is all within Mt. McKinley National Park to provide guard rail protection on dangerous side-hills and to build dikes to contain some of the streams.

9. Wasilla-Willow. This project will extend the graded road to Willow from its present terminus near Houston.

10. Portage Glacier. Improvement of the existing recreational road leading to Portage Glacier and placing a dust-free bituminous surface. This is on Turnagain Arm of the Anchorage-Seward Highway.

11. Denali Highway, Two Bridges. Replacement of substandard bridges at Mile 1.8 and 41.7 from McKinley Park Station and bank protection at Mile 53, Toklat River, all within Mt. McKinley Park.

12. Denali Highway. Improvement of the first five mile section of the road leading into Mt. McKinley National Park from the Alaska

Railroad. This is the beginning of a long-range program to improve existing sub-standard road.

13. Willow Road. Replacement of Deception Creek bridge, which is located about one mile from Willow Station on the Alaska Railroad. This road leads over the mountains to Palmer and Wasilla in the Matanuska Valley.

14. Snug Harbor Road. This is a short forest development road along the shore of Kenai Lake, about Mile 16 on the Sterling Highway.

15. Seward-Anchorage Highway Seal Coat. The present paved road south of Anchorage for a distance of 10 miles will have a new bituminous seal coat.

16. Fairbanks-Nenana C. This is the last section of grading between Fairbanks and Nenana and will put the road to the north bank of the Tanana River at Nenana. Decision has not been reached on whether to place a ferry on the Tanana River, or to seek joint use of the railroad bridge until such time as traffic warrants a separate structure.

17. Steese Highway Paving. The paving will be extended a distance of two miles west of Fairbanks and will carry it to approximately five miles west of Fairbanks or to the junction with the Chena Hot Springs road.

18. Alaska Highway Paving. Penetration type bituminous surfacing is planned for this section immediately adjacent to the Canadian border. This is a part of the remaining 70 mile unpaved section of the Alaska Highway within the Territory.

19. Steese Highway, A-2, Grading. This project consists of improving the Steese Highway to Fox, which is 11 miles from Fairbanks.

20. University Line Change. This contemplates the relocation of the Fairbanks-Nenana Highway near the University and to extend the paving a distance of 1.7 miles westward.

21. Livengood-Eureka. The distance from Livengood to intersection with Manley Hot Springs-Eureka Road is 59 miles. This project will complete the grading on the remaining 25 miles center section and will open the road to Manley Hot Springs and Eureka.

22. Tolovana River Bridge. A steel span will be erected at this site, which is the west fork of the Tolovana River just south of Livengood.

23. Phillips Field Road. An existing road from Illinois Street in Fairbanks to Phillips Field will be improved and paved to the proposed location of the new Alaska Railroad depot. The improvement will eventually be extended to Phillips Field, another one-half mile to the west.

24. Taylor Highway Surfacing. This project will place additional gravel on a section of the Taylor Highway northward from the junction at the Alaska Highway.

25. Tonsina River Bridge and Dike. This is on the cutoff road which leads to Chitna on the Copper River from the Richardson Highway. The present wooden bridges will be replaced with 2 steel spans and approaches. A rock faced dike will also be constructed to contain the river to its channel.

26. Copper River Grading and Bridges. This project is between the City of Cordova and the Airfield and includes widening the existing road and replacing substandard wooden bridges.

27. Rock Creek Line Change. This is a culvert replacement for an obsolete wooden bridge at Mile 87 on the Richardson Highway. The line change will also eliminate a steep grade on the south end of the project.

28. Gravel Surfacing, Nome-Kougarok. This project will place gravel on a pioneer road which is being constructed between Nome and Kougarok to replace the rail tramway which is no longer functional. Grading will probably be completed to a junction with the Bunker Hill-Taylor Road. However, a major bridge across the Kuzitrin River will follow in 1959.

29. Nome-Teller. Bridges across the Snake and Penny Rivers will be constructed as a first step on a start of a road from Nome to Teller.

30. Nome Airport Paving. It is proposed to regrade and pave the road between the City of Nome and the airport while a paving contractor is in the area doing work on the airfield.

31. Ketchikan City. Grading and paving cover a section of the highway leading north from the city toward the pulp mill and Clover Pass.

32. Glacier Highway Bridge Improvements. Two bridges on the first 12 miles of the highway north from Juneau will be widened and improved.

33. Mitkof Highway Grading. The present highway south from Petersburg will be extended to Blind Slough at the south end of Mitkof Island. Small vessels from Wrangell can anchor there and passengers take the highway to Petersburg rather than buck the currents of Wrangell Narrows. This is also the start of a highway up the Stikine River.

34. Sitka City Grading. Improvement of the highway through the City of Sitka to care for heavy traffic which is developing in connection with the construction of the pulp mill.

35. Mendenhall Loop Near Juneau. The present bridge over Montana Creek will be replaced.

36. Mendenhall Loop Grading. The remainder of this loop road just north of the Juneau Airport will be improved in preparation for paving.

37. North Douglas Highway. An existing narrow road beginning at the Juneau-Douglas bridge will be widened and improved to meet increased traffic.

38. Sitka Highway Bridges. Two bridges north of Sitka which were constructed during the past war will be replaced with modern structures.

39. Juneau-Douglas Bridge Repairs. Concrete piers supporting the main structure are in need of repairs; damage is resulting from corrosive action of sea water.

40. Guard Rail on all Highways. This is the start of a program to place guard rail on critical points on the existing highway system. The work will continue from year to year as part of the highway safety program.

1957 CARRYOVER PROJECTS LESS THAN 80% COMPLETE

No.	Location	Type of Work	Length	Contractor	Bid Price	% Complete
1	Sterling Hwy	Bituminous paving	29.3	Rogers Const. Co. & Babler	\$ 847,350	15
2	Anch. Airport	Grading & Bituminous paving	2.9	Cheney-Birch-Green	141,674	45
3	Richardson Hwy	Four Delta Bridges		Nygren Const. Co.	391,710	30
4	Copper River Hwy	Grading and drainage	10.5	Stock and Grove, Inc.	563,124	3
5	Copper River Hwy	Bridge pier web wall		Steinacker & Sandstrom	72,385	60
6	Richardson Hwy	Three Salcha Bridges		Pacific Construction Co.	100,359	5
7	Haines Hwy	Chilkat River Bridge		Keil & Peterman	309,325	0
8	Wrangell Hwy	Grading & drainage (Forest)	5.2	Stock and Grove, Inc.	578,659	59
9	Blue Lake Rd	Grading & drainage (Forest)	2.1	Sitka Pulp Mill Builders	328,136	43
10	Eagle River	Grading & drainage (Juneau)	1	Cole and Paddock	399,376	0
TOTAL COST					\$3,732,098	

1958 PROJECTS

No.	Locations	Type of Work	Length	Estimated Cost	Approx. Adver. Date
1	Sterling Hwy D1	Grading and drainage	18.8	\$ 1,435,000	June 15
2	Sterling Hwy D2	Grading and drainage	22.5	1,613,000	July 1
3	Seward City	Grading and Bituminous paving	1.5	247,000	April 1
4	Palmer City	Grading and Bituminous paving	1	197,000	May 1
5	Glenn Highway	Grading 2-mile line change	2	190,000	Sept 1
6	Seward-Anch. Hwy	Gambell St. grading & paving	1.7	500,000	June 1
7	Sterling Hwy C	Grading and drainage	21.4	1,400,000	July 15
8	Denali Hwy	Dikes and Guardrail (Park)		120,000	July 1
9	Wasilla-Willow	Grading and drainage	9	500,000	May 15
10	Portage Glacier	Grading, bridges, paving (Forest)	5.8	600,000	Indefinite
11	Denali Hwy	2 bridges, bank protec. (Park)		590,000	Feb 18 (bid open-
12	Denali Hwy	Grading and drainage	5	500,000	May 1 ing)
13	Willow Road	Deception Creek Bridge		40,000	Sept.
14	Snug Harbor Rd	Grading and drainage (Forest)	3	35,000	June 1
15	Seward-Anch Hwy	Bituminous seal coat	10	30,000	May 15
16	Fairbanks-Nenana C	Grading and drainage	16.2	750,000	March 15
17	Steese Highway	Bituminous paving	2	120,000	May 1



No.	Location	Type of Work	Length	Estimated Cost	Approx. Adver. Date
18	Alaska Hwy C2	Bituminous paving	20	\$ 406,000	May 1
19	Steese Highway A2	Grading and drainage	6.7	220,000	July 1
20	Fairbanks-Nenana	University line change	1.7	180,000	June 1
21	Livengood Eureka	Grading and drainage	25	400,000	May 15
22	Livengood Eureka	Tolovana River bridge		80,000	April 1
23	Fairbanks	Phillips Field grading, paving	2	109,000	May 1
24	Taylor Highway	Gravel surfacing	36	50,000	May 1
25	Edgerton Cutoff	Tonsina River bridge & dike		280,000	April 1
26	Copper River	Grading & bridges (Forest)	4.5	500,000	Indefinite
27	Richardson Hwy	Grading & drainage - Rock Creek line change, Mi 87	.4	80,000	May 1
28	Nome-Kougarok	Gravel surfacing	48	200,000	April 1
29	Nome-Teller	Snake & Penny River Bridges		125,000	May 1
30	Nome-Airport	Bituminous paving	.9	30,000	July 15
31	Ketchikan City	Grading and paving	1.1	500,000	June 1
32	Glacier Hwy	Bridge improvements (Juneau)		130,000	July 1
33 *	Mitkof Hwy	Grading and drainage	8	900,000	Indefinite
34	Sitka City	Grading and drainage	1.9	379,000	May 1
35	Mendenhall Loop	Montana Cr. bridge (Forest)		75,000	July 1
36 *	Mendenhall Loop	Grading and drainage	4.5	500,000	Indefinite
37	North Douglas Hwy	Grading and drainage (Forest)	1.8	285,000	March 1
38	Sitka Hwy	Two bridges (Forest)		150,000	Indefinite
39	Juneau	Juneau-Douglas bridge repair		75,000	June 1
40	All highways	Guard rail		150,000	June 1
TOTAL EST. COST				14,671,000	

\* Combination Federal-aid and  
Forest Highway

13. F.C. Turner to E.H. Swick, April 10, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
14. Wm. J. Niemi to District Engineers, April 25, 1958, record of telephone conversation between Swick and Zimmerman, April 21, 1958, box 65414, file FAH 14, Programs 1956-1958, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
15. E.H. Swick to F.C. Turner, June 20, 1958, box 65441, file Highway Program, Confidential, R.G. 30, Federal Records Center, Seattle, Washington; F.C. Turner to E.H. Swick, June 27, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
16. Allen D. Hulen to Frank Metcalf, August 4, 1958, 62-A-1283, box 66, Central Correspondence Files, Purchase of Land, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
17. E.H. Swick to Allen D. Hulen, September 5, 1958, E.H. Swick to P.F. Royster, September 5, 1958, E.H. Swick to Frank A. Metcalf, September 5, 1958, 62-A-1283, box 66, Central Correspondence Files, Purchase of Land, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
18. Paul F. Royster to E.H. Swick, July 3, 1958, 62-A-1283, box 66, Central Correspondence Files, Alaska Forest Highways, 1955-59 (1-thru 16), Washington Federal Records Center, Suitland, Maryland.
19. B.D. Stewart to C.F. Wyller, City Maintenance Agreement, Fiscal 1959, July 18, 1958, B.D. Stewart to M.C. Zimmerman, City Maintenance Agreement, Fiscal 1959, August 5, 1958, 62-A-1283, box 66, Central Correspondence Files, Maintenance Agreements, 1957-59, R.G. 30, Washington Federal Records Center, Suitland, Maryland.

20. Wm. J. Niemi to M.C. Zimmerman, October 7, 1959, box 65441, Executive Reading File, 1959, R.G. 30, Federal Records Center, Seattle, Washington.
21. M.W. Bales to Wm. J. Niemi, November 4, 1959, Loyd E. Fuerstenau to John M. Kious, November 25, 1959, box 65441, Executive Reading File, 1959, R.G. 30, Federal Records Center, Seattle, Washington. The BPR apparently maintained a "Bar and Flag" personnel file, a special file which alerted the Bureau not to employ the individual in question until prior approval by the Chief, Personnel and Training, Washington, D.C.
22. Alaska Highway & Public Works Department "News Release," October 20, 1958, box 65414, file FAH 14, Programs 1956-1958, R.G. 30, Federal Records Center, Seattle, Washington.

Following is a description of projects selected and estimated value of each for the four Judicial Divisions. The sums set up for individual projects are based on preliminary estimates. In some cases final costs may differ from those estimated at this time, which may result in some rearrangement of the program. Where odd sums are shown for certain projects, these were used simply to balance against the total available for the particular type of highway within the Division. After each Division Program is a brief description of projects with peculiar characteristics.

First Judicial Division

PRIMARY

1.	Shrine-Herbert River, Rt. 95 - grading and drainage, 4.7 miles (plus \$450,000 Forest Highway funds)	\$ 450,000
2.	Tongass Avenue, Ketchikan, Rt. 95 - 0.8 mile Third Avenue to Tremont Street grading and paving, estimated total cost \$700,000 (alternate is Outer Drive, Juneau)	220,235
3.	Bridge painting - Juneau-Douglas, Lower Mendenhall, Ketchikan Creek	40,000
Total Primary		\$ 710,235

SECONDARY

1. City of Wrangell, Rt. 943 - grading 1.0 mile (total is 1.6 miles at a cost of \$540,000 without pavement)	\$ 240,883
2. Klawock Bridge, Rt. 9240	75,000
3. Bridge painting - Upper Mendenhall, Herring Bay	<u>10,000</u>
Total Secondary	\$ 325,883

Primary Item 2. The money set up for this project would be held for future use on Tongass Avenue unless the next Congress gives the Corps of Engineers sufficient money to proceed with the construction of a new small boat harbor in Juneau. In such case advantage would be taken of the material available from the dredging and the sum set aside would be used for the first leg of the Juneau Outer Drive.

Second Judicial Division

SECONDARY

1. Nome - Teller, Route 131, Grading and drainage, 16.7 miles to Sinuk River area	\$ 300,000
2. Nome - Kougarok, Route 141, Grading and drainage Kuzitrin River to Coffee Creek approx. 6 miles	200,000
3. Nome - Council, Route 130, Rock protection at Mile 17	75,000
4. Nome - Council, Route 130, Quartz Creek bridge	<u>42,413</u>
Total	\$ 617,413

Secondary Items 1 and 2. The sums set up for 1960 are to supplement funds previously allocated to these two projects.

Third Judicial Division

PRIMARY

1. King River bridge and approaches, Route 42, Replace existing single lane high truss structure.	\$ 300,000
2. Bridge painting. Tazlina, Moose, Kenai, Kasilof, Anchor, Gulkana at Paxson, Delta area (as far as funds will permit)	50,000
3. Matanuska River bridge approach line change, Route 42, 0.3 mile	210,000

4.	Glenn Highway Mile 92 line change, Route 42, Grade and pave (surface treatment) 3.5 miles including Packsaddle bridge. (Supplement \$190,000 previously programmed)	\$ 185,000
5.	Glenn Highway, Chester Creek Freeway from intersection with 5th Ave. extended. Grade and pave 1.3 miles eastward.	250,000
6.	Richardson Highway - Simpson Hill, Route 71, Mile 114. Line change 0.25 mile, to avoid slide area. Grade and bituminous surface treatment.	250,000
7.	Denali Highway, Route 52. Grade and crushed gravel surfacing from Paxson to Tangle Lakes, 18 miles	800,000
8.	Heavy maintenance of pavement to correct deformation in permafrost sections	<u>235,508</u>
	Total Primary	\$2,281,508

SECONDARY

1.	Willow - Talkeetna, Route 510. Clearing and grubbing 43 miles from Willow to Talkeetna.	175,000
2.	Palmer - Matanuska, Route 570. Surface treatment to Echo Lake, 3.8 miles	100,000
3.	Jonesville - Eska branches, Route 585. Grading and surface treatment, 3 miles	125,000
4.	Naknek - Airbase, Route 380. Replace trestle bridges with clear spans at King Salmon, Pauls Creek and Leader Creek and culverts at Eskimo and No Name	300,000
5.	Homer local roads, Route 430. Grade and gravel from top of East Hill road to Ohlson Mountain road, 4.5 miles	50,000
6.	Copper River Highway, Route 851. Bridges, culverts and grading, Mile 5 - 7 and 13 - 15	250,000
7.	Copper River Highway, Route 851. Rock rip-rap from Mile 16 to 41. Protection of overflow areas and erosion by Copper River (funds to be increased)	<u>46,844</u>
	Total Secondary	\$1,046,844

Secondary Item 7. This project is necessary to protect the investment in the Copper River Highway which was threatened and damaged by the river in several places during the past summer. Surveys have not been completed, but it appears probable at this time that the amount allotted to the project will be insufficient. Since

this is an essential piece of work, it may result in adjustment of one or more of the other secondary projects now programmed.

Fourth Judicial Division

PRIMARY

1. Alaska Highway - Rt. 62 - 35 miles base and surface treatment (completion of surfacing from approximately Mile 1257, 7 miles east of Northway Jct., to Mile 1292, end of present paving)	\$1,150,000
2. Steese Highway - Rt. 61 - 6.8 miles base and surface treatment, Chena Hot Springs Road to Fox	219,657
3. Bridge Painting - Alaska Highway, Rt 62 - Johnson and Big Berstle Rivers	<u>80,000</u>
Total Primary	\$1,449,657

SECONDARY

1. Steese Highway - Rt. 670 - North Fork Bridge and line change at Mile 94	\$ 85,000
2. Chena Hot Springs Road - Rt. 650 - grade and gravel about 6 miles to Mile 26 from Steese Highway	270,000
3. Eureka-Tanana Village - Rt. 680 - Extend pioneer road from Eureka 9 miles at an estimated cost of \$35,000 per mile	<u>310,160</u>
Total Secondary	\$ 665,160

Primary Item 1. This project will be contracted at the same time as an adjacent section programmed last year. The two jobs combined will see completion of a dust-free surface on the Alaska portion of the Alaska Highway.

23. Eric E. Erhart to Paul F. Royster, October 13, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
24. Ibid.
25. Ibid.
26. Ibid.
27. Ibid.

## ALASKA STATEHOOD AND THE TRANSITION

The year 1958 was to be a very significant one for the territory. In March Congress dealt with amendments and supplements to the FAHA of 1956. The measure authorized appropriations for roads and highways on the federal aid primary and secondary systems, as well as urban extensions and public domain roads for 1960 and 1961. Representative George H. Fallon (D., Maryland) managed the bill on the floor of the House, telling his colleagues that "this legislation, approved by your committee after public hearings and earnest study, constitutes the regular, familiar biennial authorizations for these Federal-aid programs." The measure continued and modestly increased funding, as agreed to in 1956, for the ABC program. He reminded the Representatives that the 1956 FAHA had pegged authorizations of \$825 million for fiscal year 1957, \$850 million for 1958, and \$875 million for 1959. The measure under discussion increased authorizations to \$900 million for fiscal year 1960 and \$925 million for 1961. Fallon stated that practically all of the work under the terms of this measure would be accomplished under the competitive contract method, "and over 90 percent of these Federal funds will go directly into job-producing construction." Less than 10 percent would be spent for rights-of-way and advanced engineering. The bill provided identical authorizations for fiscal years 1960 and 1961. There was one exception, approved by the 1956 FAHA, and that was that the present annual authorization of \$27 million for forest development roads and trails had been increased to \$28.5 million. The public domain roads, including forest highways, roads, trails and park roads and parkways, Indian roads and public land roads, would receive total annual authorizations of \$104.5 million.<sup>1</sup>

Under the terms of the House measure, Alaska was to receive \$13,902,000 ABC funds in fiscal year 1960 and \$14,288,000 in 1961. The Senate proposed to add \$450 million to the ABC fund for fiscal year 1959, and an additional \$450 million to be apportioned to the states for use as state matching funds. Alaska's delegate to Congress, E.L. Bartlett, did not testify before the Senate Committee dealing with the FAHA amendments. He had been told that the Senate would draft another measure later on, and he then intended to ask one of the Senators to introduce an amendment changing the territory's apportionment formula from one-third to one-half of Alaska's area. In mid-March he learned, however, that there would not be another road bill. He asked Senators Richard L. Neuberger (D., Oregon) and Francis H. Case (R., North Dakota) and Albert Gore (D., Tennessee) to insert an amendment changing the apportionment formula. Bartlett explained that under the one-third formula, Alaska received about \$13.5 million ABC funds annually. It did not share in the funds appropriated for the Interstate Highway System. Unfortunately, much of the federal aid had to be used for reconstruction and upgrading existing roads so that only minor new additions could be made. He explained to the Senators that "if Alaska is to be opened up, we simply will have to have more roads and to have more roads, we will have to have more road money." Bartlett preferred to achieve this by including Alaska within the Interstate System, but "on such short notice I do not know how technically to suggest the manner in which this may be brought about." The goal could be accomplished, however, by increasing the land formula from one-third to one-half which would add about \$6 million annually in federal aid funds. Perhaps most importantly, he pointed out, "every additional mile of road built in Alaska aids



national defense because the Territory is a strategic outpost of permanent importance."<sup>2</sup>

Congress did not increase Alaska's land apportionment formula, but under the 1958 FAHA it gained \$6,178,599 in additional funds for fiscal year 1959 to be used on the ABC system. Contracts for these monies had to be awarded before December 1, 1958, and construction had to be completed one year later. By May, the Alaska Highway & Public Works Board and Region 10 had agreed on specific projects to be built with supplemental 1959 funds, costing a total of \$6,796,459. The first judicial division was to receive \$870,000 or 14.1 percent of the total, the second \$534,000 or 8.7 percent, the third \$2,954,000 or 47.8 percent, and the fourth \$1,810,000 or 29.4 percent.<sup>3</sup> The Alaska Highway & Public Works Board as well as Region 10 welcomed the additional funds, for not only did it permit many improvements but also promised to employ many territorial residents.

Alaska's fortunes generally seemed to brighten in 1958. After a long battle to attain statehood which had begun in 1943, the House of Representatives passed a bill at the end of May, and the Senate substituted the House measure for its own and passed it on June 30. President Dwight D. Eisenhower signed the bill into law on July 7, 1958. For the first time since the admissions of Arizona and New Mexico to statehood in 1912, Congress had added a new star to the American flag. The President signed the proclamation officially admitting Alaska as the 49th state to the Union on January 3, 1959.<sup>4</sup>

The majority of Alaskans rejoiced that statehood had finally been achieved. Implementing the new law, many realized, would take time and effort. A day after the President had signed the statehood bill into law, on July 8, 1958, the Bureau raised a question about the continued applica-

tion of Section 107 of the 1956 FAHA. That section, it will be recalled, required the territory to contribute only 10 percent of the federal funds apportioned to it annually; used only one-third of Alaska's land to determine the area factor in the apportionment formula; and federal and territorial monies could be used for both construction and maintenance. Bureau legal counsel researched the question and concluded that based on the legislative history of the Alaska statehood bill Congress intended that Section 107 continue "in full force and effect as the governing Federal-aid highway legislation for the State of Alaska." The House Committee on Interior and Insular Affairs stated that in order to understand the necessity for certain different provisions in the Alaska statehood bill one had to know some basic facts about North's peculiar situation which included size, climate, and remoteness. One of the most serious problems residents had to face was that of financing the basic functions of state government. "Of these functions road maintenance and road construction assume key importance both because of the heavy cost and because of the crying need in Alaska." The committee report went on to discuss the enactment and provisions of Section 107 of the 1956 FAHA.<sup>5</sup>

The Senate statehood bill originally contained a provision dealing with highways in Alaska, but it was deleted at the suggestion of the Bureau of the Budget. In its report on the measure, the Senate Committee stated that "the provisions of this section are unnecessary because Alaska was recently brought under the Federal-Aid Road Act by section 107 of the Federal-Aid Highway Act of 1956." Bureau legal counsel stated that "in view of the fact that both the House bill which was finally enacted and the Senate bill which was reported by the Senate Committee did not contain any reference to highways in Alaska, that it was the intention of the Commit-

tees handling those bills that the provisions of section 107 would continue as the governing law on the matter." In addition, during the debate on the Alaska statehood bill in the upper chamber, Senator Frank Church (D., Idaho) presented a memorandum from the Secretary of the Interior, which, in part, stated that the Bureau of Public Roads, "with allocation of Federal Grant funds matched by ten percent Territorial funds: Assumption is, no change in Federal-road-aid program as applied to Alaska." Senator Herman E. Talmadge (D., Georgia) remarked during the floor debate that "as further concessions the special Territorial Highway Matching Formula would be continued to relieve the State of full participation in the Federal-aid highway program and thereby reduce the amount of funds it would be required to put up on a matching basis."<sup>6</sup>

Delegate Bartlett had also raised the above question, but in addition he asked if the same relationship now existing between the federal and territorial governments in carrying out the programs continued under statehood? The Bureau believed that the existing federal-territorial relationship regarding the federal aid highway program would continue, "at least in the foreseeable future." However, as Alaska assumed the responsibilities of statehood and became capable of performing functions ordinarily carried out by state government, "Congress may see fit to change the responsibilities of the Federal Government under existing law, including those of the Department of Commerce in connection with the Federal-aid highway program in Alaska."<sup>7</sup>

But federal-state relationships were to change soon and drastically affect the highway program in the North, for on July 18, President Eisenhower directed the Bureau of the Budget "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." In early August, Maurice H. Stans, the Director of the Budget, issued a directive to the heads of executive departments and establishments to carry out the President's wishes.<sup>8</sup>

Many federal employees in the north had become concerned about their status under statehood. Officials of Region 10 had told Delegate Bartlett that the Bureau of Public Roads could contribute many valuable employees to the various departments of the new state of Alaska. A major deterrent was the possible loss of retirement and leave benefits already earned, and perhaps the loss of job security as well. Swick urged territorial officials to take appropriate action, coordinated with federal officials, to make the transition smooth and a transfer to state employment attractive. Early in August 1958, Swick assured employees of Region 10 that Bureau personnel would not be affected by Alaska statehood "until and unless subsequent legislation is enacted to amend or revise the basic provisions of Section 107 of the Federal-aid Highway Act of 1956." At the departmental budget hearings in Washington, D.C. on August 15, however, BPR officials, heeding Bureau of the Budget requests, tentatively proposed to offer legislation placing Alaska "on exactly the same footing as any other State and that such action should be reflected in our budget for 1960." The final decision on that question was to be made by September 1. By the end of August, Bureau counsel advised that such action should be taken no sooner than July 1, 1961, the beginning of the 1962 fiscal year, giving the new state a reasonable period of time to prepare itself for the assumption of these responsibilities. The date was also convenient because it

coincided with the time for which existing authorizations under the 1958 FAHA had been made.<sup>9</sup>

If and when Congress put Alaska on the same footing as any other state, great changes would result. For example, the sliding matching rates in public land states effective September 15, 1958 were 50 percent federal and 50 percent state for projects financed from primary, secondary, and urban funds; 66.66 percent federal and 33.33 percent state applied to projects financed from the \$400 million of primary, secondary and urban funds authorized by Section 2(a) of the 1958 FAHA; the 60 percent federal, 40 percent state rates were to be used on projects financed from interstate (IN) monies authorized by the 1954 FAHA; and the 90 percent federal and 10 percent state rates applied to projects financed from interstate (IN) funds authorized by the 1956 and 1958 FAH Acts. Obviously, the generous 90 percent federal, 10 percent Alaska ratio would no longer apply. The new sliding scale for Alaska came out to be 86.5 federal and 13.5 percent state, still a favorable ratio due to Alaska's size. However, federal monies could not longer be used for maintenance, Alaska would have to establish its own highway organization, initiate projects and do its own survey work. Under existing laws, Alaska was to receive \$13,448,108 in 1959, another \$6,178,599 in special funds for the same year, and \$13,829,881 in 1960. If Alaska's entire land area was to be used in the apportionment formula, its 1959 entitlement would amount to \$35,784,000 and \$36,807,000 in 1960. Since the forest highway program operated in Alaska as in the contiguous states there were no changes.<sup>10</sup>

By early November, the Bureau, conforming to Budget guidelines, had changed its mind about giving Alaska a breathing spell before assuming normal state highway responsibilities and instead had chosen July 1, 1959

as the effective date for legislation putting the state in the same position as any other for purposes of FAHA; transferring the highways under the jurisdiction of the Secretary of Commerce to the state, as well as conveying real and personal property. Some questions had arisen, and the Bureau's legal counsel circulated a set of answers for discussion. For example, should payment be required for the transfer to state ownership of office equipment, machinery, records and real property, and should enough be retained to permit the continued operation of Bureau field offices? Counsel suggested that the Secretary of Commerce should convey to Alaska on or before July 1, 1959 without charge all real and personal property, and all road records. The draft legislation, however, was to retain whatever was needed for the proper operation of the Bureau field offices after the transfer date. Alaska was to assume the maintenance responsibilities of the federal aid and forest highways, defense access roads and such facilities as ferries, warehouses and other conveyed properties. Federal aid funds apportioned for fiscal year 1960 and earlier, however, could be used for maintenance of highways on the federal aid system. The Bureau was to complete current contracts if alternate arrangement with the state and contractors could not be made. Alaska's share of federal aid funds was to be computed upon the same formula applicable to the other states, and beginning with apportionments for fiscal year 1961 it was to match in the same ratio as the other states. With its great public land area, that amounted, as previously stated, to 86.50 federal and 13.50 state funds.<sup>11</sup>

On November 19, R.W. Kruser, the Deputy Assistant Commissioner for Administration in the BPR submitted draft legislation including the above recommendations to O.H. Nielson, the Director of the Office of Budget and Management, Department of Commerce, for review. Since the reduced

activities of the Bureau of Public Roads in Alaska and the expanded role and increased responsibilities of the Alaska State Highway Department necessitated the transfer of many Public Roads personnel to state employment, Kruser had included draft language protecting the welfare of those presently operating the Alaska program.<sup>12</sup>

In the meantime, President Eisenhower, as already mentioned, signed the statehood measure into law on July 7, 1958. Alaskans next had to hold primary and general elections. The primaries were to be held on August 26. Candidates for the United States Senate were to run for either term A or B, neither identified as to length. On general election day, 50,343 Alaskans out of an estimated 65,000 eligible residents trooped to the polls. They choose Democrats in the first state elections. E.L. Bartlett and Ernest Gruening for the U.S. Senate, Ralph Rivers for the U.S. House, and William Egan for the governorship. In the state legislative contests, the Democrats would hold 17 seats against only 3 for the Republicans, and in the House 33 seats, Republicans 5, and Independents 2. One observer remarked that "we might as well face it--Alaska has just joined the solid south."<sup>13</sup>

Governor-elect William A. Egan wasted no time in trying to gain information about the financial requirements of the new state, broken down by department. The Alaska Highway & Public Works Department responded and submitted financial data to Richard W. Freer, the former territorial budget director whom Egan had appointed Director of the State Division of Budget and Management, effective January 1959. To the governor-elect, the Department submitted a narrative discussion of its plans, objectives and requests. The department emphasized that above all the new state could not take over the construction and maintenance activities of the Bureau of Public Roads until a statewide merit system, together with adequate salary

scales and retirement benefits, had been devised. This was needed to attract qualified personnel from Alaska, the contiguous states and Bureau employees in sufficient numbers to staff the department. Furthermore, provisions needed to be made to allow the transfer of retirement funds and service time held by federal employees desiring to take state employment.<sup>14</sup>

The Alaska Highway & Public Works Department asked for an increase in the highway gas tax from 5¢ to 7¢. The extra two cents per gallon should be sufficient to pay for the administrative expenses of a State Highway Department. Without the added tax, however, administrative expenses would have to be covered by the state general fund and leave no money for the construction of farm, industrial and recreation roads off the federal aid system. Territorial legislatures had made "line appropriations" for administrative and certain other specific costs for the operation of the Department, taking the necessary funds from the dedicated gas tax receipts, not from the general fund. If there was not enough money, the territorial lawmakers simply put maximum ceilings on certain expenditure categories. The line appropriations of the 1957 legislature had effectively stymied the development of the Department, and it intended to ask for the removal of these restrictions because rigid budgets would hamper the transition from the BPR to the state.<sup>15</sup>

On the Congressional level, the state's delegation had to introduce legislation to permit the transfer of retirement accounts from the federal Civil Service Retirement system to its state counterpart for those Bureau employees wishing to work for the new State Highway Department; and to draft a necessary measure to transfer BPR property to the state. After achieving these objectives, the Bureau had to be convinced that the State Highway Department was willing and able to take over. After that, details



had to be worked out, transferring certain work at specific times together with the personnel willing to make the change. The Department speculated that Congress might have to direct the Department of Commerce before the Bureau could make the initial move. In any event, the transfer promised to be touchy and intricate and had to be done with great care to prevent any interruptions in the construction and maintenance of roads in the North.<sup>16</sup> It was obvious that neither the Alaska Highway & Public Works Department nor the Bureau communicated effectively with each other, since both seemed to be ignorant of each other's plans.

If Alaska received increased federal funds for the ABC system, then the state had to come up with more matching monies. These could be raised by increasing the motor fuel tax. The Department estimated that for each additional \$5 million in federal monies the state would need to levy an additional 1¢ per gallon fuel tax. An additional 3¢ tax per gallon would need to be imposed to pay the state matching share if two-thirds of Alaska's area was used in the federal apportionment formula, raising the state tax to 10¢ per gallon. In case the full area was to be used in the federal apportionment formula it would have to raise the tax to 12¢ per gallon. The Department feared, however, that attempting to change the area formula would prompt Congress to say "fine, we will be glad to change, but you folks had better pay for your own maintenance now." The fiscal year 1960 maintenance expense was programmed at \$5.5 million. If the state had to pay this amount, it would have to impose another 12¢ per gallon motor fuel tax, raising the total to 22¢ to 24¢ per gallon. That would not be all, because Congress would ask Alaska to contribute matching funds on the same formula as the contiguous states. This would require a state match of about 13.5 percent for every federal dollar spent on the ABC system. The

state would receive \$35.1 million in federal funds. To that it would have to add \$5,460,000 in matching, "plus maintenance, plus farm roads, plus administration" which, if derived only from the fuel tax, would bring it to a little over 30¢ per gallon. "Unless we can tap large sources of revenue other than gas tax we had better be careful what we ask for. We could be strangled by Federal generosity."<sup>17</sup>

Perhaps, the Department suggested to the governor-elect, the Congressional delegation should try to place a portion of Alaska's highways on the Interstate System. Under it, Alaska would probably receive the maximum matching ratio of federal to state funds of 95 to 5. This could mean that for each 1¢ per gallon increase in the fuel tax the state would receive about \$16 million annually in Interstate System funds. The disadvantage was that these monies could only be expended on those highways designated as Interstate, namely the most important primary routes. The extra funds would come in handily in relieving congested areas, building better alignments and reconstructing portions of the highways that had partially failed. The Department, however, had little hope that Congress would approve the Interstate System for Alaska since it tried to keep a lid on mileage, and needs in the contiguous states were far greater than in the North.<sup>18</sup>

The proposed ferry system from Prince Rupert, B.C. to Haines, Alaska was a state priority. The BPR had sponsored a comprehensive survey and report, but because of the many conflicting opinions, the need for checking details of the study, and dealing responsibly with the private proposals, the Department had hired Felix J. Toner of Juneau, a civil engineer, as consultant to make a final review and recommendations. That report was to be delivered in February, 1959 and any specific statements about the

subject before that time were premature. Generally, the Department wanted to find financing for the ferries which did not require a direct appropriation from the legislature and would not disrupt the highway programs.<sup>19</sup>

The Department then turned to future highway routes. Without roads, it asserted, no solid economic growth was possible. Every area needed main connecting routes to other areas or to Canada. Many of these would be pioneer roads, so the BPR rules of not building unless the traffic will pay for a road should not be applied. In fact, "a large part of the initial costs of our required pioneer construction must be set down as the price that must be paid for opening up and developing our State." But where was the money to come from for these pioneer roads? "Direct Alaska funds are only sufficient to build a few of the many roads requested to develop rural areas, in short, ...we have only enough money to gnaw at these big new routes, with completion somewhere in the distant, hazy future." Federal aid funds could not be used, and although they financed new mileage each year, the major portion of these monies went for maintenance and reconstruction. Although often criticized, this was justified because many of the highways and roads had outgrown their original purpose of opening up the country and now had to be redeveloped to handle increased traffic.<sup>20</sup>

The Department asserted that many individuals talked "glibly about these routes as though their complete construction hinged only on the nod of someone's head." For example, there was much talk about U.S. 97, the proposed Fairbanks-Nome route. Did anyone realize that this was a \$50 million job? There were other proposed routes, such as Nenana to McKinley Park; Willow to Talkeetna to McKinley Park; Eagle to Circle and the Copper River Highway, Mile 49 to Chitina at Mile 131; Chitina to McCarthy; Chitina to Richardson Highway reconstruction; a route from the Kuskokwim to the

Anchorage area with ties to McGrath, Kantishna, Flat, Crooked Creek, Ophir, Poorman and Ruby; Unalakleet to Kaltag and Nome to Teller to Kotzebue to Lost River; the Umiat route from Livengood to open the upper Koyukuk River and the Arctic Slope; Petersburg via the Stikine River to the Canadian boundary; Juneau via the Taku River route to the Canadian border and Skagway to the border enroute to Carcross; and Nabesna to the border on the route via Chisana and the White River country.<sup>21</sup> The total costs and geographical and climatic difficulties of these routes staggered the imagination. The only possibility for building this basic road network and the ferry system lay in a very uncertain appeal to Congress.

The Department told Egan that the highway fund had a balance, less outstanding encumbrances, of about \$1.5 million at the end of November, 1958. About \$600,000 of this amount had been programmed in the spring for projects which were not engineered. Contracts for this work were to be advertised in the late winter or early spring of 1959. Available balances were to be programmed in February 1959 in accordance with the law governing the work of the Department. In past years territorial expenditure of highway funds was accomplished mostly through work orders to the Alaska Road Commission or the Bureau of Public Roads, with very little engineering or contract work performed by the Territorial Highway Engineer's office. In early 1957 the Department decided to perform as much of the work as possible on its own account, giving it more control and also developing engineering talent in preparation for the transfer of BPR operations. This effort had been successful and an efficient engineering staff had been assembled. A normal time lag from between one to two years between initiation of work to actual construction was normal, but careful planning, project investigation, field survey, office design, right-of-way acquisi-

tion, and preparation of plans and specifications were time consuming. They paid off because they resulted in the most economical expenditure of money.<sup>22</sup>

During the organizational phase the Department had found it most expedient to headquarter the Division of Highways and its Director in Anchorage. It had continued there as a field office to indicate the temporary arrangement of the situation. As soon as the state legislature lifted the restrictions on "line appropriations" it would be possible to move the highway headquarters to Juneau, essential preparatory to taking over the BPR functions.<sup>23</sup>

The Department concluded with a lengthy discussion of its responsibilities within the Public Works section for water and harbor facilities as well as public buildings, and the construction and maintenance of telephone lines, trails and shelter cabins. For example, the 1957 legislature had appropriated \$5,000 for this latter item for the biennium, financed from the motor fuel tax. Winter trails staked yearly in the Nome area cost between \$2,500 to \$3,000 biennially. The balance was spent on repairs of the territorial telephone lines northwest of Fairbanks. There was a private line between Eureka and Manley Hot Springs, and territorial lines between Eureka and Rampart, 28 miles, and another 50 miles from Manley to Tolovana and Minto. It was an anachronistic system. Repairs no longer paid off, because as soon as "we send a man to repair them, he gets them working, and he is barely out of the country when they are down again. Tripods and bipods to hold the line are rotted out, and so low the moose are constantly walking off with lines on their racks. Insulators are broken and the line patched in countless places." The Department estimated that replacing the lines would cost \$275,000, but recommended not to bother

and instead install in each of these places a radio for \$1,000, or for a total of \$5,000 plus a small amount for annual repairs and token payments to operators in each place.<sup>24</sup>

Finally, present law required that the motor fuel tax be spent "as nearly as practicable in the Division where collected giving due consideration to the need therefor." The law also provided for one board member from each of the four judicial divisions. This arrangement, the Department felt, had promoted sectionalism to the detriment of Alaska as a whole. "They promote the feeling that programming is cutting up the pie, and not a problem of trying to determine those projects which are most needed by Alaska as a whole." In short, this matter needed to be considered seriously by the governor and the legislature.<sup>25</sup> Governor-elect Egan's responses after receiving the Alaska Highway & Public Works Department's needs are not known. One may speculate, however, that he realized the major work awaiting him in establishing a working state government as the various existing departments and agencies reported their fiscal needs and problems to him and he had to plan for additional departments.

In the meantime, Senator Gruening, had received a list of the routes which the Alaska Highway & Public Works Department thought desirable for completing a basic highway network in Alaska. He thereupon turned to the Bureau and asked that he be given a preliminary cost estimate for constructing such a system. A quick Bureau check arrived at approximately 3,000 miles. With costs estimated to average between \$75,000 and \$100,000 per mile for initial construction of this network with a pit run gravel surface, excluding major bridges over the Tanana, Yukon and Kuskokwim Rivers, a total of between \$225 to \$300 million would be required. The Senator was not satisfied with the answer and wanted the list broken down

so that the mileage in each project showed. He was in a hurry because he wanted to present an appropriation request to the Senate Committee on Public Works. The Bureau thereupon supplied the Senator with a more accurate estimate which showed 2,469 miles at a cost of \$192,090,000, and another \$14 million for the proposed ferry system.<sup>26</sup> Many observers thought Gruening's quest a futile one, because nobody believed that Congress would appropriate such a large catch-up sum to Alaska.

E.L. Bartlett, Alaska's senior U.S. Senator, did not share his colleague's intention of pushing such a measure through Congress. His long apprenticeship in the U.S. House of Representatives had made him sensitive to what could be achieved in Congress, and it did not include such a catch-up appropriation. He knew that the administration intended to introduce an omnibus bill containing various recommendations in recognition of Alaska statehood. One of these included the abolition of the special status which Alaska had been granted in Section 107 of the 1956 FAHA. This included using all of Alaska's land area in computing the apportionment formula. But that meant that the state would have to pay higher matching and also be required to maintain the roads. Bartlett had learned that the administration would ask \$4 million for the 1960 fiscal year for road maintenance to assist under the full formula program with diminishing help for 4 years after that. Bartlett was unhappy about that turn of events, and indicated that he would seek a land formula based on 50 or 66.66 percent of Alaska's land area for the next 5 years. The state would put up 10 percent of the allotted federal aid funds, while the total could continue to be used for construction and maintenance. The Senator hoped that the state would be able to meet the increased matching requirement from the expected oil and gas revenues.<sup>27</sup>

He was not to be successful. On March 25, the administration-sponsored omnibus bill was introduced in the Senate and a day later in the House. It was a kind of afterthought to the admission measure, originating, as previously stated, with a memorandum which Maurice Stans, the Director of the Bureau of the Budget had sent to President Eisenhower on July 17, 1958. In it he proposed that the President direct the Bureau to launch and coordinate a study of the fiscal and administrative affects which the admission of Alaska would have upon federal legislation and activities. The objective would be to identify problems, resolve outstanding issues, and draft appropriate executive orders and bills. Congress had enacted similar measures soon after the admission of Oklahoma (1906) and New Mexico and Arizona (1912) although, since the federal government had been far less complicated then and its involvement with the states less far-reaching, the earlier ones had been much simpler. The results of the Bureau of the Budget study were presented to the House and Senate Interior and Insular Affairs Committees in May.<sup>28</sup>

Harold Seidman, who directed the study, stated that if Alaska were to be "on an equal footing with the other States in all respects whatever," the apportionment and matching formulas of various federal grant-in-aid programs needed to be revised. These affected, among other matters, national defense and vocational education, schools in federally impacted areas, vocational rehabilitation, water pollution control, hospital and medical facilities, child and welfare services, and assistance to the aged, blind, and disabled. The affects of these changes came to no more than \$100,000 a year. In programs for the restoration of wildlife and sport fish, however, equality of treatment would make a substantial difference. Hunting and fishing license receipts financed these activities under the



Pittman-Robertson and Dingell-Johnson acts. Since 1950 Alaska had been allotted \$75,000 a year for each of these programs, although no matching funds had been required. Had the apportionment formula applied in Alaska as in the states, it would have been eligible to receive \$811,800 in Pittman-Robertson Act funds and \$241,300 in Dingell-Johnson Act monies in fiscal 1957. Alaska now would be included in these programs on an equal basis, but it would have to contribute \$1 for every \$3 in federal money it wanted.<sup>29</sup>

Priority of treatment also required that the federal government cease setting policies for and conducting governmental functions in the north which elsewhere state or municipal governments controlled. There the Bureau of the Budget showed more resolve than the state. The latter was reluctant because equality was going to cost it money. Realizing the difficulties and seeking to avoid the continued direct performance of services by the federal government at the same time that the state was attempting to set up and staff an essentially duplicate organization, the Bureau of the Budget recommended that Alaska be granted \$27.5 million in special assistance or transitional grants. Of this amount, \$10.5 million were for fiscal 1960, \$6 million for fiscal 1961 and 1962 each, and \$2.5 million for fiscal 1963 and 1964 each. The measure made no mention for any specific use of these funds. Budget believed that after 5 years the state would receive sufficient revenues from the sale of state and federally owned lands, oil and gas leases, and net receipts from the Pribilof fur seal harvest to enable it to dispense with any further such aid.<sup>30</sup>

One of the most important activity to be assumed by the state was road construction and maintenance. Congress was to give the state the highways and highway rights-of-way located in Alaska, as well as whatever real

estate and equipment the Bureau of Public Roads owned and used to build and maintain them. This did not include roads in the national forests and Mount McKinley National Park, or the property used in constructing and maintaining them for they would remain a federal responsibility. These gifts to the state would mean more than a transfer of title. For example, in 1949 the Bureau of Land Management had reserved as rights-of-way a strip 600 feet wide for the Alaska Highway, 300 feet for other through roads, 200 feet for feeder roads, and 100 feet for other roads. As a result Alaskans had been prevented from locating their homes and businesses close to roadsides. They had been isolated, subjected to fire danger in the brush lying between the highways and their dwellings and businesses, forced to spend money to build and maintain access roads, and burdened with extra snow removal work in the winter.<sup>31</sup>

To assist the state maintain its highways and roads, the Bureau of the Budget recommended grants of \$4 million for each of the 1960 through 1962 fiscal years. Section 107 of the 1956 FAHA was to be repealed and Alaska included on the same basis as the other states. Parity of treatment would require the state to pay about 13.91 percent rather than 10 percent of the cost of highway construction in the North, but would enable it to receive \$36,768,519 a year in federal funds if the state put up a \$5,940,877 match. To arrive at this figure, all of the state's eligible land area would be computed to determine its formula share. None of the monies could be used for maintenance. Hugh Wade, acting governor while Egan recuperated from surgery, was so worried about strained budgets after the exhaustion of transitional grants that he proposed the Bartlett formula, namely to allow the state to continue using matching funds for maintenance in return for computing only two-thirds of the eligible land area. This would reduce the

maximum available yearly grant by about \$9.5 million. If this were not done, he feared, the money would be used just to extend the state's highway mileage, further increasing the cost of maintenance.<sup>32</sup>

Wade refrained from stating that Alaska would be unable to support such a program, but did say that he did not think it was "a wise policy to proceed on the theory that the oil and gas coming into Alaska is going to be the answer to all of our problems. I do not know how many times we spent it...on education...and other programs." Seidman, however, insisted that Alaska not receive special treatment. The basic purpose of the FAHA was to speed highway construction. From time to time other states had proposed using federal funds for maintenance. All had been turned down, primarily because the privilege would become a perpetual burden on the federal treasury. On the positive side, Seidman pointed out that Alaska would initially pay less in matching funds than any other state in the Union. Because of its great area, it would also be entitled to receive more of these funds than any other state. As already stated, the Bureau of the Budget was convinced that within 5 years state revenues would increase to the point where Alaska could afford the cost. Representative Rivers expected that period to be at least 10 years. In any event, the Bureau of the Budget observed, Alaskans paid only 3.5 percent of their incomes in state taxes compared with the national average of over 4.5 percent. Furthermore, the state had no bonded indebtedness. Many of the contiguous states had incurred their debts partly through borrowing to finance road improvements.<sup>33</sup>

There were many other components in the omnibus measure. It was clear that the administration and Congress intended to keep the transition short and make Alaska the master in its own house. To avoid any interruptions in

service during this period, the omnibus bill provided that the state could request the President to use part of its grant money to finance continued federal operation of the airports or any other property or function being transferred to it. Alternatively, the state could contract with the federal government on a reimbursable basis to provide the services. The latter course was preferable since the federal government would then be operating as a state agent. The bill authorized the President to convey or lend to the state without compensation federal property made surplus by the termination or curtailment of federal activities and their assumption by the state until July 1, 1964.<sup>34</sup>

A few exceptions to the uniformity rule remained. One concerned the general requirement of the 1921 FAHA that a state's federal aid primary highway system not exceed 7 percent of its total highway mileage in 1921 outside urban areas and federal reserves. Since the total mileage of the contiguous states was nearly the same in 1959 as it had been in 1921, this presented no problems for them. But in 1921, Alaska had less than 2,000 miles of through, feeder, and local roads and in 1959 less than 4,000. Unless the 7 percent requirement continued to be waived for Alaska, its primary highway system would be extremely short. The primary highway systems of Hawaii, Puerto Rico, and Washington, D.C. were also exempt from the 7 percent requirement.<sup>35</sup>

After hearings had been held, several amendments were adopted. Representative Rivers asked his colleagues on the House Territorial and Insular Affairs Subcommittee to add \$1 million to the \$2.5 million cash grant for fiscal 1963 and another \$1 million for fiscal 1964. The money was primarily to be used to expand the Anchorage and Fairbanks international airport facilities. The subcommittee met him halfway,

raising the total grant to \$28.5 million.<sup>36</sup> Congressman Leo O'Brien's (D., New York) approved several other amendments and then introduced a clean bill. When the Rules Committee considered it, Representative Wayne N. Aspinall (D., Colorado) explained to the members that the 5 year, \$28.5 million authorization amounted to only \$3.5 million more than the federal government would have had to pay if Alaska had remained a territory. Howard Smith (D., Virginia), chairman of the Rules Committee and William Colmer (D., Mississippi) commented approvingly on the modesty of the sum, and then the Rules Committee cleared the measure although Smith objected to the provision which allowed the President to transfer real and personal property of the federal government to the state. At the hearings and in Committee of the Whole, he asserted that Congress had already delegated too much power to the President and the executive departments. Smith maintained that "if there is going to be any giving away it should be done by the Congress." Since several other Representatives shared the scruple, O'Brien proposed to confine the President's authority to those functions "authorized in this act or the act of July 7, 1958." This was the subcommittee's intent. Transferring the Alaska Railroad or land which the federal government might not want to continue managing had never been contemplated by it. After this detail was cleared up, all opposition vanished and the measure passed on a voice vote.<sup>37</sup>

In the House the entire discussion took about one hour, and in the Senate only 12 minutes. O'Brien and other proponents of the bill had feared that there would be a "we told you so" attitude about the need for a subsidy, but it did not materialize. Howard Smith had prefaced his own objection by complementing O'Brien "who engineered this nefarious Alaskan statehood bill through the House last year," and Aspinall on having "done a

magnificent piece of work...in bringing about this transition in the bill...I do not think there is anything controversial about this bill." After approving two minor amendments, the Senate approved the bill without a roll call vote. On June 11 and 12 minor differences in the versions of the two Houses were harmonized, and on June 25 the President signed the measure into law.<sup>38</sup> Now it was up to the Bureau of Public Roads and the state to work out the details of the transition.

#### FOOTNOTES

1. Cong. Record, 85 C., 1 S. (March 13, 1958), p. 3719.
2. Ibid., p. 3720; p. 3083 (March 6, 1958); E.L. Bartlett to Richard L. Neuberger, March 19, 1958, E.L. Bartlett to Francis H. Case, March 19, 1958, E.L. Bartlett to Albert Gore, March 25, 1958, F.C. Turner to E.L. Bartlett, March 31, 1958, E.L. Bartlett Papers, box 6, Federal Departments & Agencies, Interior, Roads, 1945-58, University of Alaska Archives, Fairbanks, Alaska.
3. Wm. J. Niemi to district engineers, April 25, 1958, Bureau of Public Roads, "Supplemental Program--Federal-Aid Highway Act of 1958," May 8, 1958, box 65414, file FAH 14, Programs 1956-58, R.G. 30, Federal Records Center, Seattle, Washington.
4. For the statehood story, see Claus-M. Naske, A History of Alaska Statehood (Lanham, Maryland: University Press of America, Inc., 1985).
5. R.L. May, Jr. to C.W. Enfield, July 8, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland; U.S. Congress, House, Providing for the Admission of the State Alaska into

the Union, Report to Accompany H.R. 7999, 85 C., 1 S., H. Rept. 624 (Washington, D.C.: Government Printing Office, 1957), pp. 5-6.

6. U.S. Congress, Senate, Providing for the Admission of the State of Alaska Into the Union, S. Rept. 1163 to Accompany S. 49, 85C., 1 S. (Washington, D.C.: Government Printing Office, 1957), p. 29; R.L. May, Jr. to C.W. Enfield, July 8, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
7. Ibid.
8. Eisenhower to Maurice H. Stans, July 18, 1958, Maurice H. Stans to the Heads of Executive Departments and Establishments, August 4, 1958, (the content of this bulletin follows), 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.

BULLETIN NO. 59-1

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.

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.
- 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.
- 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.

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-side 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 general-



ly 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).

9. Wm. J. Niemi to Bartlett, March 12, 1958, E.L. Bartlett Papers, box 6, Federal Departments & Agencies, Interior, Roads, 1945-58, University of Alaska Archives, Fairbanks, Alaska; Swick to Division Engineers,

- August 7, 1958, box 65414, file FAH 14, Programs 1956-1958, R.G. 30, Federal Records Center, Seattle, Washington; J.C. Allen to C.W. Enfield, August 18, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
10. D.M. Beach to Regional Engineers, August 28, 1958, J.C. Allen to O.H. Nielson, September 3, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
  11. C.W. Enfield to Turner, Allen, Royster, Williams and Holmes, November 7, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
  12. R.W. Kruser to O.H. Nielson, November 19, 1958, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
  13. Fairbanks Daily News-Miner, July 7, 16 and 19, 1958; Alaska Secretary of State, "Alaska Official Returns of the Special Statehood Referendum Election, August 26, 1958, and the General Election, November 25, 1958," p. 6; Donald R. Moberg, "The 1958 Election in Alaska," Western Political Quarterly 12 (1959), pp. 263-264; Fairbanks Daily News-Miner, November 28, 1958; Anchorage Daily Times, November 26, 1958.
  14. Dan Baxter to William A. Egan, December 5, 1958, E.L. Bartlett Papers, box 6, Federal Departments & Agencies, Interior, Roads, 1945-58, University of Alaska Archives, Fairbanks, Alaska.
  15. Ibid.
  16. Ibid.
  17. Ibid.
  18. Ibid.
  19. Ibid.
  20. Ibid.

21. Ibid.
22. Ibid.
23. Ibid.
24. Ibid.
25. Ibid.
26. E.H. Swick to Paul F. Royster, December 15, 1958, Bureau of Public Roads to Gruening, January 7, 1959, Gruening to Royster, January 9, 1959, Royster to Gruening, January 22, 1959, 62-A-1283, box 66, Central Correspondence Files, Alaska Forest Highways, 1959, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
27. Jack H. White to E.L. Bartlett, December 2, 1958, E.L. Bartlett to Jack H. White, February 2, 1959, E.L. Bartlett Papers, box 1, Commerce Department, Bureau of Public Roads, University of Alaska Archives, Fairbanks, Alaska.
28. 86 Cong., 1 S., S. 1541, March 25, 1959, H.R. 6091, March 26, 1959; Stans to the President, July 17, 1958, Stans Budget Bulletin no. 59-1, August 4, 1958, Dwight D. Eisenhower Papers, OF, box 752, folder 147-D(3), Alaska, Dwight D. Eisenhower Library, Abilene, Kansas; Cong. Record, 86 Cong., 1 S., p. 9472; U.S. Congress, House, Subcommittee on Territorial and Insular Affairs of the Committee on Interior and Insular affairs, Alaska Omnibus Bill: Hearings on H.R. 6091, H.R. 6109 and H.R. 612, 86 Cong., 1 S., May 4-5, 1959 (Washington, D.C.: Government Printing Office, 1959); U.S. Congress, Senate, Committee on Interior and Insular Affairs, Alaska Omnibus Bill: Hearings on S. 1541, 86 C., 1 S., May 7, 1959 (Washington, D.C.: Government Printing Office, 1959).

29. Hearings on H.R. 6091, p. 25; Stans to the President, March 24, 1959, Dwight D. Eisenhower Papers, OF, box 752, folder 147-D (4), Alaska, Dwight D. Eisenhower Library, Abilene, Kansas; Anchorage Daily Times, March 25, 1959; U.S. Congress, House, Providing for the Admission of the State of Alaska into the Union: Report to Accompany H.R. 7999, H. Rept. 624, 85 C., 1 S. (Washington, D.C.: Government Printing Office, 1957), pp. 27-28.
30. Hearing on H.R. 6091, pp. 55-56, 27-28, 36.
31. Ibid., p. 45; U.S. Department of the Interior, Bureau of Land Management, Public Land Order 601, "Reserving Public Lands for Highway Purposes," Federal Register 14 (1949), pp. 5048-5049; U.S. Congress, Senate, Committee on Interior and Insular Affairs, Alaska Statehood: Hearings on S. 50, 83 C., 2 S., January 20-February 24, 1954 (Washington, D.C.: Government Printing Office, 1954), p. 155.
32. Hearing on S. 1541, pp. 11, 10; Paul F. Royster to Ralph Rivers, September 25, 1959, Ralph J. Rivers Papers, 1959-1966, Legislative File, box 18, folder Omnibus Bill, University of Alaska Archives, Fairbanks, Alaska; Hearings on H.R. 6091, pp. 59, 63.
33. Ibid., pp. 61, 78, 63.
34. Ibid., pp. 38-39, 27; Anchorage Daily Times, March 25, 1959.
35. Hearings on H.R. 6091, pp. 56, 58; U.S.C., 1958 ed., title 23, sec. 103.
36. Anchorage Daily Times, May 11, 1959; Hearings on H.R. 6091, pp. 79-80.
37. H.R. 7120, 86 C., 1 S., May 14, 1959; Anchorage Daily Times, May 28, 1959; Cong. Record, 86 C., 1 S., pp. 9470, 9480, 9482-9484.
38. Anchorage Daily Times, June 15, 1959; Hearings on H.R. 6091, pp. 31, 63; Cong. Record, 86 C., 1 S., pp. 9470, 10568, 9678-9679, 10594; 73 Stat. 154.

## REGION 10 UNDER CONTRACT TO THE STATE AND A SLOW PHASE-OUT

By early June 1959, the Bureau of Public Roads had begun preparations to implement the Alaska Omnibus Bill. Region 10 inventoried its properties and was in the process of deciding which were to be turned over to the state and which were to be retained for continuing Bureau activities in the North. Schedule A pertained to the road systems. Individual roads needed to be identified by termini, length in miles, and principal points supported by strip and vicinity maps. No flagged trails were to be included as no property interests nor potential prescriptive rights seemed to be involved. Pedestrian cable crossings were to be included if built with Alaska Road Commission funds and still in existence. The one tramway at Nome was not to be included because the territory and now state owned it, although the ARC had operated it. The one remaining ferry was included in the transfer as well. None of the airstrips were included, but the federal government did transfer the Anchorage and Fairbanks international and 17 intermediate airports to the state.<sup>1</sup>

Schedule B pertained to real property. It covered all buildings and the land they occupied. The Bureau had gathered complete records with legal descriptions. The Glennallen depot, for example, showed a State School Board building occupying a portion of the depot grounds. Also included was the Anchorage tank farm on Alaska Railroad property under lease, the Valdez asphalt plant, and the Nome depot on leased property subject to annual rent charges. Schedule C involved personal property, broken down into depreciable and non-depreciable items, such as office furniture and supplies. The Bureau inventoried small tools and parts as well. Control was to be by bins. Bureau of Public Road records were to

show monetary values as of June 30, 1959, but these were to be omitted on inventory records furnished to Alaska. Schedules D and E pertained to miscellaneous real and personal properties. Included were such items as the Copper River & Northwestern Railway right-of-way and bridges as well as river cable crossings and rails, but shelter cabins along flagged trails built with ARC funds had not been carried on property records, and their locations and conditions were indefinite. Therefore, they were to be disregarded.<sup>2</sup>

There were several other categories of properties whose disposition needed to be negotiated. These included the tank farm, serviced by the Army pipeline and located on Ladd Air Force Base near Fairbanks. If Army regulations forbade use of the installation for road work performed for the state, the Bureau was to negotiate with the local post commander to assume custody and jurisdiction of the tank farm. Several properties needed to be declared surplus, including 1 apartment building in Fairbanks and 2 in Anchorage, and 2 lots in Palmer, all not needed in connection with road functions. Then there were the many road material sites for which the Bureau held permits or licenses. They were to be listed and the information shared with the state.<sup>3</sup>

Concurrently with the completion of the inventories, the Bureau, in cooperation with the state, intended to prepare drafts of 3 instruments to convey properties listed in schedules A through E to the state; a contract between the BPR and the state for the former to perform road building and maintenance for the latter on a reimbursable basis; and the state granting the BPR authority to have custody, control and jurisdiction over buildings, equipment and supplies necessary to carry out the functions of a state highway department. As the Alaska Highway Department became capable of

assuming more functions, the contract needed to be modified from time to time.<sup>4</sup>

Another matter concerned the use of ARC balances, the so-called "Appropriation No. 612" which amounted to \$731,796.51. Charged against this sum were possible contingency expenses amounting to \$656,480.55. Every effort had to be made to settle these claims, because Section 21(d) of the Alaska Omnibus Act lapsed the authority to use unexpended ARC balances. The Bureau did not want to lose these monies because it wanted to use them to liquidate any administrative settlement of claims by allocating them to part financing of several federal aid projects on roads on which the ARC had made improvements. These funds, however, were not to be used on these projects until the claims had been settled.<sup>5</sup>

The President signed the Alaska Omnibus Act into law on June 25, 1959. A day later, the Bureau's legal department discovered that the act repealed, effective July 1, 1959, the existing laws under which the Bureau of Public Roads had performed the functions of a state highway department in Alaska. The act also stated, however, that the transition was to occur "without interruption of or interference with the road program in Alaska...." How was this to be accomplished in light of the repeal? The Bureau had submitted a budget based on the assumption that the Alaska Omnibus Bill would be enacted. Accordingly, it did not provide funds, after July 1, 1959, for those employees engaged in the construction and maintenance of federal aid highways in Alaska under the laws repealed by the act. The state Highway Department was neither capable of assuming its responsibilities nor of absorbing the employees dropped from Bureau payrolls. That made for a disorderly transition, because work would practically cease except on contracts awarded prior to the date of the act

and not yet completed. Furthermore, the competent and efficient organization the Bureau had built in the North would dissolve rapidly because discharged employees would leave the state, accept employment elsewhere, or make other personal arrangements. Obviously, this would create difficulties in "the later creation of an organization, either State or Federal, for the resumption of the functions and duties of road construction, repair and maintenance in Alaska."<sup>6</sup>

To solve these problems, legal counsel recommended that the Department of Commerce follow the procedures outlined in the Section 44(c) of the Alaska Statehood Act of 1958 (72 Stat. 339) which stated, in part, that "after the transfer or conveyance to the State of Alaska of any property or function" pursuant to the statehood act or any other law, "and until June 30, 1964, the head of the Federal agency having administrative jurisdiction of such property prior to its transfer or conveyance may contract with the State of Alaska for the performance by such agency, on a reimbursable basis, of some or all of the functions authorized to be performed by it in Alaska immediately preceding such conveyance or transfer."<sup>7</sup> In short, the Bureau intended to use the provisions of the statehood act in order to continue highway activities and prevent the disestablishment of its Alaska organization. A few days later, on June 30, the Secretary of Commerce signed a "conveyance of property" to Alaska document. On July 1, Alaska's Governor William A. Egan and the Federal Highway Administrator B.D. Tallamy signed a contract under which the BPR was "to perform certain highway functions and services for the state of Alaska."<sup>8</sup> With the first document the Secretary of Commerce by quit claim deed transferred to the state all rights, title and interest "in all real properties owned, held, administered, or used" by the BPR in Alaska, except that needed to continue



functioning. The second document assured the continuity of highway construction and maintenance until the state was able to assume these functions.

In the spring of 1959, the Bureau reassigned E.H. Swick who had served so ably as Regional Engineer and succeeded in integrating Alaska into the federal aid highway system. His successor was Wm. J. Niemi, the former chief engineer for the Alaska Road Commission. The appointment assured continuity with a man who possessed a long record of northern experience. Niemi now had to handle the transition. He soon urged Governor Egan to ask the President under the provisions of Section 44(b) of the Alaska Omnibus Act to permit the Bureau to continue maintenance of small airfields and the construction and maintenance of access roads off the federal aid highway system. The state was as yet unable to perform these tasks. The governor submitted his request to the President but asked that the charges for these services not be deducted from the transitional grants. Egan proposed to directly reimburse the Bureau.<sup>9</sup> The President granted the request.

In early September of that year, Niemi summarized the transitional problems the Bureau faced. He also took the opportunity to remind the state's Commissioner of the Department of Public Works, Richard A. Downing, what areas he needed to address. Most importantly, the state needed to devise a personnel system in order to attract Bureau employees for staffing its Department of Highways. He urged that the Alaska Highway & Public Works Act of 1957 be reviewed, and any deficiencies, particularly in regard to federal aid laws (Title 23-Highways) be corrected. He informed Downing that Region 10 was in the process of phasing out its engineering and design sections, and had started to employ consultants for aerial surveys, route selection, and highway and bridge design. The consultant services were to

supplement design work which the BPR and state permanent employees, who administered contract construction in the summer, accomplished in the winter. Niemi assured Downing that the Bureau would negotiate consultant services with approval of and contract award by the state. He urged that the state gradually assume the engineering and design duties and take over the materials branch as well as organize photogrammetric and electronic computation units. All construction was to be accomplished by contract through competitive bidding. Advertising for bids was to be on a year-round basis as designs were completed. When advertising for bids occurred during the winter months, the prospective bidders were to be notified in advance. Construction engineering was to be kept to a minimum consistent with proper control of the work, and all such costs in excess of 10 percent of the project were to be paid by the state in compliance with federal aid laws.<sup>10</sup>

Niemi told Downing that Region 10 continued its policy of "fully adequate and safe highway maintenance, probably exceeding that of many other states." Winter snow removal and sanding often had to be accomplished on an overtime basis in order to provide traffic safety. He advised Downing that the state might want to review the maintenance program in order to assure adequate service. The state should assume these responsibilities on an area by area basis, starting with Nome and Bristol Bay. The state also had to decide whether or not it desired to assume maintenance of the forest highway system. Pending this decision, Region 10 retained all facilities, equipment and supplies for this function.<sup>11</sup>

He alerted Downing that access to principal highways from public and private installations needed to be controlled. Businesses and residents along highways often filled ditches or installed inadequate drainage

structures to provide access to their properties. Effective enforcement of this phase of highway maintenance was an early necessity. Fortunately, the Alaska Omnibus Act authorized the use of fiscal 1960 and prior year unobligated apportionments for highway maintenance. Once this financial cushion had been used, however, the state became fully responsible for highway maintenance costs. Niemi also warned that the expansion of the federal aid highway system would add to the maintenance expenses and also require the state to build additional maintenance camps.<sup>12</sup>

Niemi mentioned that the major depots and maintenance shops were located at division headquarters at Anchorage, Fairbanks and Juneau, with sub-depots at Soldotna, Palmer, Glennallen, Tok, Valdez, Nome and Haines. All maintenance camps possessed field repair facilities. Depots were responsible for the operation of repair shops and supply functions under the supervision of the administrative officer of each division headquarters. A division mechanic at each of the three major depots supervised the repair shop. Niemi informed Downing that Region 10 had contemplated the reorganization of depot operations under a general manager assisted by a supply officer and a shops supervisor or master mechanic. He mentioned better control of supplies at adequate levels throughout the state as one of the reasons for the reorganization scheme. Furthermore, equipment repair and replacement and the daily operations of the numerous shops required the employment of an overall specialist. Niemi advised Downing that the state might want to appoint an equipment and shop supervisor "as a forerunner to the early assumption of all depot functions." Also, a memorandum of understanding was needed to cover procurement and disposal of stores.<sup>13</sup>

Policy also needed to be established for the repair and improvement of buildings. The BPR and the ARC for many years had followed a depot and maintenance camp improvement program. Still, many of these were still substandard despite a replacement program worth about \$500,000 per year. This now had become a state responsibility, and it promised to be a costly one. Yet the problem had to be faced and a solution worked out. Niemi already had submitted a draft agreement on this subject to the state. The asphalt tank farms at Anchorage and Valdez were to be transferred once the state had obtained leases for the land. Niemi warned that both installations needed expensive revetments to contain the asphalt products in case of fire or failure of tanks and pipelines. He told Downing that it might be cheaper to dispose of the tank farms and buy asphalt products from the several commercial outlets recently established. Finally, Niemi urged the State Highway Department to assume the planning and programming functions as rapidly as possible, and promised that Region 10 would assist in every way to advance this phase of state operations.<sup>14</sup>

On September 8, a few days after Niemi had summarized the transitional problems for the state and made his recommendations on how to solve them, he furnished a situation report to Washington headquarters. He related that Commissioner Downing had been moving cautiously into his job, which included highways, airfields, public buildings and marine facilities. Downing had offered the job of highway director to several BPR engineers who had turned it down. Alaskan papers advertised for the vacancy, but with no results. T.D. Sherard, the Deputy Highway Engineer of Wyoming was the leading candidate. Downing had told Niemi that several key personnel in the New Mexico Highway Department had indicated an interest in the position, apparently because of conflicts between that state's Highway

Commission and the principal administrators. Governor Egan took a very active part in all department activities, because under the state's constitution the chief executive administered directly through department heads without the intervening boards or commissions which were so characteristic of territorial government.<sup>15</sup>

Region 10 continued to perform practically all the functions of a state highway department. The state had taken over right-of-way work with responsibility for all title search, appraisal, negotiation and condemnation as required. Region 10 continued to perform the engineering functions, such as the preparation of right-of-way plats. The territory, and now state had been developing a planning section for several years. This unit had gradually increased the scope of its activities, but at present only worked on road inventory, traffic counts and origin-destination studies, while a small design section worked on projects outside the federal aid system. The Bureau continued to prepare the state's federal aid programs, and it had reached agreement with Alaska on the program from fiscal year 1961 apportionments for approximately \$42 million. Survey and designs could now proceed. Niemi told Washington that he had been urging Alaska to take over program planning as quickly as possible. As a result, the state now planned to hire a consultant to draw up a 20 year highway improvement and extension program. Region 10 had discouraged this plan, and instead recommended a 5 year plan to be developed by the state planning section as required by the past legislature. Region 10 had offered to aid in this undertaking. Niemi thought that if warranted the state could use a consultant for special phases of the 5 year plan. Furthermore, he preferred to wait for the final report from the International Rail and Highway Commission. Senator Warren G. Magnuson (D., Washington) had introduced a

measure in 1954 to establish such a Commission. In 1956, Congress enacted Public Law 884 which established the Commission. Because of delays the first meeting did not take place until July 30, 1957. Commission members set June 1, 1961 as the deadline for the submission of the final report to Congress.<sup>16</sup>

Region 10 had requested the state to furnish a proposed time schedule for assumption of the various highway functions. It needed this information to plan its organization to perform the contract work for the state as well as to administer 43 contracts to completion which were on the books on June 30, 1959. Niemi anticipated a very heavy Bureau load for about 2 years based on observations over the past several months. Region 10 had to expand its organization to handle about \$42 million a year of construction projects as well as \$5.5 million in annual maintenance. This represented a three-fold increase in total expenditures, and of construction funds five times the previous rate. The Bureau had negotiated 6 consultant contracts, approved by the state, for route selection, engineering and design for about \$3.6 million involving 320 miles of highways and structures. For the next 2 years, therefore, there could be no reduction in force--and after that it had to be closely coordinated with the state.

Fiscal matters and operations of the Trust Fund had been problematical but were gradually being resolved. The state had been unable to maintain an adequate reserve in the fund because Congress had not fully appropriated the transitional grant monies. The state was further handicapped by the lack of office space in Juneau. There just was no place to locate the various new departments, including highways. Above all, Niemi asked Washington to have key personnel assigned to Region 10 to help cope with

the transition, and to put off any reorganization schemes until the state had assumed full control.<sup>17</sup>

Niemi and Downing soon reached agreement on what policies and procedures the Bureau, acting as the state's contractor, was to follow in the repair and minor improvement of state buildings and depots, the purchase of operating stores and supplies and of controlled personal property. The state was to pay for all of this, but had first to agree to repair costs or purchases in excess of \$1,000.<sup>18</sup>

In the meantime, a Project Examination Team from Washington headquarters conducted a most thorough survey of the operations, practices and procedures of the Alaska Regional Office and its 3 division offices between July 6 and August 12, 1959. On the latter date, it submitted its lengthy and detailed report together with recommendations. Topics covered organization, planning and programming, engineering, maintenance, accounting, equipment depots, and state and Regional Office right-of-way operations. Examiners were concerned with streamlining Region 10 and helping it to transfer highway functions to the state. On July 30, Niemi and C.A. Park, the team real property officer, discussed the findings and recommendations pertaining to right-of-ways, and the examiners and Region 10 personnel discussed the full report on August 12. The major recommendation was that BPR activities should be downgraded to division status even before the state assumed full highway functions. Team members felt that the existing organization appeared overstaffed in some functions. For example, a comparison of mail and file room activities in Region 8 and 10 offices disclosed excess personnel in the latter. Niemi disagreed, however, stating that the existing staff of 4 permanent and 1 temporary employee was the minimum needed to perform the necessary functions. Furthermore, it was

unfair to compare the related subunits in Region 8 and 10 inasmuch as the latter functioned as a state highway organization in addition to supervising the federal aid program. The Fairbanks division office prepared the payrolls for its employees rather than letting the regional office do this job which performed this task for all other personnel. The examiners criticized this practice, and Niemi agreed, stating that within a short time the regional office would also prepare the Fairbanks payroll.<sup>19</sup>

The examiners found that Region 10 had trained many surveyors and inspectors, and was forced to continue to do so because of the rapid personnel turnover. This was not very cost effective, but could not be avoided. In the area of planning and programming, the Washington team recommended that the Bureau make no changes or additions to Alaska's ABC system without the state's initiation, and until a study had been made showing the feasible extensions which might be accomplished during a 5 or 10 year period. At present, no criteria existed for the establishment of a logical future primary highway system. The examiners noted that the state possessed a small functioning highway planning section headquartered in Anchorage. Unfortunately, it did little beyond mapping and traffic studies. They recommended that the state be encouraged to assume program functions and that the authorization and project funding procedures be strengthened. Also, more attention was to be given to the economic justification for reconstruction projects. The examiners praised the use of photogrammetrics, the study and recording of alternate locations, and the attention being given to materials, but urged that even more efforts be devoted to these areas. They noted that the regional office performed all bridge design work, and that these designs compared favorably with those used in the more progressive contiguous states. The regional and each of



the three division offices designed highways and roads. Qualified personnel in the division offices did this work primarily during the winter months because they were engaged in construction projects during the summers. The examiners noted and approved of Region 10 plans to employ consultants to develop some high priority projects in order to use the appreciably larger apportionment Alaska was to receive from the federal aid highway fund.<sup>20</sup>

The division offices supervised location work, and shifted crews between that task and construction work as needed, and all force account work except on maintenance projects had ended. The examiners recommended that Region 10 develop average bid price information and keep it current. They reported that project engineers reported directly to their respective division offices except in Anchorage where an "area engineer" supervised 2 or more project engineers. The regional office employed three inspection engineers who made monthly inspections and wrote the necessary reports. Laboratories functioned at both Anchorage and Fairbanks and another one was being established at Juneau, while engineers performed the simpler tests at the project sites. The examiners noted the substantial cost overruns on several projects and were critical that no action had been taken to provide the necessary additional financing. They also recommended that stockpiled materials, such as crushed aggregates provided for in some construction contracts, be carried in inventory and charged to projects on which they were actually used since these might be financed from different federal aid funds or be used in maintenance. Since Alaska had become a state it now was necessary to make a distinction between maintenance and construction costs.<sup>21</sup>

The examiners found the maintenance level in Alaska to be higher than in other states for equal traffic density roads. They determined that many factors contributed to increased maintenance costs in the North. These included 5 or 6 major passes with high snow removal costs. Thompson Pass on the Richardson Highway, for example, was the most difficult and costly, averaging about \$80,000 per season. When compared with the northern states, the average snowfall, except in the southern coastal areas, was not excessive. However, practically none of the snow melted during the winter, and frequent high winds and resulting drifting necessitated additional clearing. Permafrost occurred on most interior roads and required frequent and major repairs. Slides and rock falls were a common problem in mountainous terrain, and it was too costly to relocate active slide areas, particularly those with permafrost problems, to higher locations because that would result in additional snow removal costs. Glacial streams, continually shifting their channels, required the restoration of protective dikes to protect the roadbeds, and the thawing of frozen culverts presented an additional cost not common to most states. Stringent load restrictions were imposed during the spring breakup, yet damage occurred and temporary repairs through spot patching were expensive. Unconnected and isolated sections of roads added costs because of the difficulty of shipping equipment and supplies and the inability to easily shift machinery and men to other locations where they could be utilized more effectively. Checks of available records showed the following maintenance costs per mile per year or season:

1. primary paved routes--\$1,788.00;
2. secondary unpaved roads--\$1,404.00;
3. secondary unpaved roads on a seasonal basis--\$750.00;

4. secondary local roads--\$1,202.00; and
5. isolated secondary local roads--\$570.00.

The examiners observed that if all costs properly chargeable to maintenance were included, the above expenses would be even higher.<sup>22</sup>

What could be done to cut down on costs? The team members made numerous suggestions. Old and inefficient equipment and that more suited for construction than maintenance should be replaced with smaller, more mobile machines. They cited numerous examples. Unused tractor-scraper units existed in various locations which were too big to operate efficiently in ditches and too slow for long hauls. At Livengood there was a shovel which had to be disassembled before it could be transported where it was needed. Cleated tractors were numerous in areas where only asphalt surfaces were maintained. They required transportation to the point of off highway use. In some cases dozers were used where front end loaders and/or small, truck mounted draglines, shovels, or clamshells in combination with trucks could perform more efficiently. Another suggestion was that maintenance headquarters easily accessible from adjacent facilities be abandoned rather than kept operational or improved and enlarged as then planned. For example, Region 10 intended to improve Birch Lake Camp, 56 miles south of Fairbanks on the Richardson Highway despite the fact that both Fairbanks and Big Delta, only 98 miles apart, had good facilities. It had similar plans for the Johnson River maintenance station, located between Big Delta and Tok Junction which were only 120 miles apart. Ten Mile Eureka maintenance station was currently under construction despite the fact that it was located very near the far end of a 97 mile section from Tok Junction to the Canadian border. Locating a headquarters at the far end of a road section was inefficient. Other "dead end" camps existed

at Homer, Seward and Valdez. On the Glenn Highway there were two camps between Glennallen and Palmer one of which was to be replaced. From Palmer to 94 mile camp was 48 miles, from 94 mile camp to Eureka 34 miles, and from Eureka to Glennallen 59 miles. The examiners suggested that at least one or perhaps even both camps could be consolidated with an adjoining facility. There were other such examples. Regional engineer Niemi, however, disagreed with the recommendations since long experience had demonstrated that all camps were necessary to carry out an adequate maintenance program, but agreed to review all of them. If some were found to be expendable, and the state agreed, he would eliminate those.<sup>23</sup>

Construction engineering costs averaged 15.3 percent for the projects sampled. Federal law (U.S. Code, Title 23, Section 106(c)) limited federal participation in such costs to 10 percent. Therefore, for projects undertaken after July 1, 1959 only 2 solutions existed, namely reducing the engineering or having the state absorb all costs in excess of 10 percent. Several factors contributed to these high engineering costs. The Livengood-Eureka project, 25 miles in length, furnished a good example. It was a pioneer road, and the contract cost per mile amounted to only \$20,000. There was no gravel surfacing, very little cleanup and no disposal of timber and brush. Yet the contract called for the usual engineering functions such as re-staking the center line and setting slope stakes and blue tops. New cross sections were required together with the development of a new grade line and balancing of quantities of materials needed because the contract was based on a very sketchy preliminary survey. The project was remote and inaccessible and could only be reached and traversed from each end by swamp buggies or cat tractors, and therefore surveyors only took the center line profile. Engineers had estimated the cross slope

of the ground from U.S. Geological Survey maps and contact aerial photos. They did not determine the ground conditions beforehand. The soil turned out to be swampy with permafrost in many places. Borrow pit information generally proved to be adequate, and the project engineer had reported that there probably would be no cost overruns. Because of the remoteness the Bureau had to provide quarters and mess facilities, and could not transfer men to other projects for short time periods as needed. This added to the costs. The examiners observed many projects where combinations of suitable and readily available materials and good bid competition resulted in reasonable per mile construction costs yet there was no reduction in engineering expenses. Some of the following factors contributed to these higher costs: air transportation to the projects, long walk-ins, short winter days and severe weather; and a large percent of new personnel each construction season requiring additional training and resulting in lower productivity than could be expected with experienced crews. It was also possible that government employees fringe benefits exceeded those granted by the average state highway department or the contractors, although the examiners did not gather any figures supporting this assumption.<sup>24</sup>

Next the examiners turned their attention to equipment depots, charged with furnishing services to administration, engineering, and other activities for which no revenue was received. Depots carried mess and lodge operations and a staff of electricians, radiomen and carpenters not found in normal operations. Team members found Alaska depot operations to be informal and unbusinesslike. They recommended that equipment depot operations be placed in direct charge of one person in the regional office rather than under each division office, and that this centralized administration remain in Juneau until the state assumed depot operations; that a

full-time accountant be assigned to design uniform bookkeeping procedures and accounting controls; that the maintenance of the equipment depot registers be transferred to the depot accountant; that a full-time employee be given responsibility for property maintenance and procurement; and finally, that the salaries and expenses of the foregoing personnel be charged to the depot rather than the administration. The examiners devoted 100 pages of their report to a detailed description, analysis and critique of depot operations.<sup>25</sup>

The state right-of-way section handled all functions except programming, right-of-way engineering and cost estimates on alternate highway locations. The state planned to take these over as soon as it had fully staffed this section. Right-of-way cost estimates had not been made in the past. The examiners recommended that the Bureau right-of-way personnel should review preliminary cost estimates prepared and approved by the state, and accompany state right-of-way personnel on preliminary and final highway location inspections. Present planning envisioned that design was one of the last responsibilities to be transferred to the state. Because of this unusual arrangement, the regional office had to maintain a workable system coordinating design with the state right-of-way section and also provide adequate lead time for the orderly acquisition of right-of-way. Regional office plans did not clearly indicate right-of-way lines and construction limits, nor adequate cross-section information for the appraiser's use in the determination of "after valuations." Plans were not always dated, approved, signed, and identified as preliminary or final.<sup>26</sup>

The examiners urged regional office personnel to continuously review proposed and existing state right-of-way policies and procedures for conformance with BPR directives. Attention should be paid to property

management, disposal of excess improvements, fiscal matters, and the correction or improvement of questionable or improper appraisal practices and techniques. Finally, the regional office should encourage and assist the state in securing proper highway legislation, including the right to acquire right-of-way with fee simple title, to acquire, hold, and dispose of any excess, or to acquire it in advance; and to rent and lease such property. It was also important that survey parties obtain the right to enter privately-owned property; and that the state draft a workable immediate entry statute.<sup>27</sup>

This was the most extensive review of Region 10 since its establishment in 1956, and revealed Washington's ambiguity of Bureau operations in Alaska. Region 10 did not fit into the Bureau of Public Roads nationwide organization because it also functioned as a state highway department--and it did that nowhere else. For that reason, Region 10 staffing requirements were much more extensive than those of any other region. Still, Washington headquarters attempted to impose uniformity but found it could not be attained in the North. It was frustrating, and the passage of the Alaska Omnibus Bill caused a sigh of communal relief among the top administrators at headquarters. Region 10 finally could be made to conform to Bureau norms nationwide because now it could legitimately rid itself of the unaccustomed state highway department functions.

Niemi did his best to implement the recommendations of the examination team and still carry out the state highway department responsibilities and at the same time transfer these to the state in phases. The state constantly asked for interpretations of sections of PPM-21-4.1 (Policy and Procedure Memorandum) promulgated by the BPR on January 31, 1958. One example concerned federal financial participation in "maintaining the

central office." On October 12, Niemi submitted a memorandum to the Assistant Commissioner for Administration in which he reported on progress made on the examination team recommendations. Much had been accomplished. For example, the state had agreed to maintain all forest highways; depot losses and reorganization were being studied; the regionwide inventory had been completed; and Region 10 was preparing additional conveyances of personal and real property to the state.<sup>28</sup>

Region 10 had leased land from the Alaska Railroad at no cost on which it had built a variety of facilities. These it now transferred to the state. The question quickly arose: should the Alaska Railroad grant leases to the state. Niemi mentioned the Fairbanks Equipment Depot as an example. The state needed the facility and he pointed out that it would face sizable expenditures if it were required to move. The Alaska Railroad intended to retain ownership of the land, but agreed to lease the ground, subject to terms agreed upon after negotiations. A few weeks later, Niemi told Washington that the state had told him that it would assume all highway functions on July 1, 1960. Niemi was hopeful that the state would meet the deadline, but some hurdles remained. The state had yet to establish a merit and retirement system for its employees. The state legislature, convening in late January 1960, intended to deal with the subject. Many Public Roads employees, he predicted, would be awaiting the form this legislation took before deciding whether or not to accept state employment. Without such system, no effective recruitment was possible. Niemi told Washington that recruitment and training took time, and that the interval between the adjournment of the legislature and July 1 did not give sufficient time to establish a fully functional state highway division. He suggested that Region 10, as contractor for the state, needed to be



organized at the start of the building season in May to provide inspection and construction engineering for all active contracts. It also had to carry on through the season and work for the state after July 1, 1960. The additional time would permit the orderly placement of professional and administrative BPR employees in other regions after the end of the 1960 summer season. He also predicted that many Bureau employees, especially those in the depot and maintenance groups, would defer transfer decisions to the state until the last possible moment. An interim employment period under state supervision, he was certain, would convince many to sign up.<sup>29</sup>

Between November 8 and 20, 1959, a team from the Washington Office of Administration arrived in Juneau and followed up on the administrative section of the Project Examination Division report and helped prepare Region 10 for the orderly transfer of administrative records and functions to the state. It discussed the future of Region 10 and drew up organizational charts, agreed to by all. It also tried to coordinate the accounting system with the state, but found that the latter as yet lacked the necessary personnel. Team members and Niemi met with state officials and once again discussed right-of-way matters, urging the latter to adopt procedures insuring a smooth flow of data from the Regional Design Office to its state counterpart so that acquisition of right-of-way could proceed in a coordinate fashion and that projects ready for advertising received the earliest attention. Region 10 and the team were concerned with the horizontal organization of the state unit which did not produce right-of-way as fast as needed. The team had also taken steps to provide Region 10 with personnel to perform a complete audit on class 1 and 2 vouchers. As long as the Bureau did all the accounting and auditing, all final vouchers were to be submitted to Washington for review before closing out a

reimbursable project. The team promised to assign a Bureau specialist to ready Region 10 and the state for full audit procedures. The individual also was to work with the state in setting up the correct procedures enabling it to meet its fiscal responsibilities. In addition, Region 10 was to be assigned a full-time auditor, and a 3 man team, consisting of a representative from the Alaska Departments of Public Works and Administration and the Bureau of Public Roads to mesh accounting practices. Various other chores needed to be accomplished before July 1, 1960, including the transfer of all records and remaining property to the state. Niemi was most concerned with the future prospects of Region 10 employees, and was disturbed to learn that team members had discussed future assignments with some and indicated to others "that there would be no place for them in the future Alaska Region or elsewhere in Public Roads." Niemi told his section and unit chiefs to advise their people that all plans were in the formative stage and that he hoped to have "definite answers...by the middle of January, which still leaves plenty of time for individuals to reach decisions and plan their future course of action."<sup>30</sup>

On its return to Washington, team member R.R. Hamann recorded his impressions about the recent visit. He felt that the state's intention to assume all highway operations on July 1, 1960 "heightens rather than diminishes the need for achieving compliance with accepted recommendations of the Project Examination Division." The report had shown the urgent need to promptly correct Region 10 administrative and engineering operations. He recommended that "we should place our own house in order" before we attempt to help Alaska "develop its highway functions." Ever conscious of the Bureau image, Hamann stated that "by so doing, we will forestall criticism of our stewardship and also help the State take over next July in

an orderly manner. We already have a going operation which, when put in order, could be turned over to Alaska, manned for continuous operation by them without faltering except for changing the disbursing office and using State pay scale." He felt that despite having assumed operation in September 1956, Region 10 lacked experience in federal aid procedures. Unless Washington exercised better supervision than it had since 1956, "the proposed regional organization may prove deficient in administering the Federal-aid program in our new state." Hamann warned that "if the Washington office is to give such supervision, it will have to prepare itself to function in a manner which it is not normally organized to serve." He preferred a division organization since "a single State does not justify a separate regional office," and such an organization would receive "the needed day-to-day supervision it needs from a regional office (Region 8) with experience in all aspects of the Federal-aid program as well as the Forest and Park road programs." Region 8 was best suited for supervising such an Alaska division since the regional engineer and a number of his personnel had served in Alaska. Best of all, Region 8 could reach Alaska by plane in a day as compared to two days of travel from Washington, D.C. The full team issued its report on December 14 in which it summarized its findings and recommendations.<sup>31</sup>

On December 31, 1959 Niemi issued a progress report on the transition to state operation. Organization of the state highway division had lagged behind schedule and the state had only filled the key administrative positions, director and assistant director and office engineer, and was trying to recruit a materials and a construction engineer as well as a personnel officer. The right-of-way and planning sections were in the process of moving from Anchorage to Juneau, and the state negotiated for

office space in that city for a design section. The state highway division had prepared a budget for the 1960 legislature, worked on highway specifications, prepared position descriptions and established pay rates. Unfortunately, the state right-of-way section, on which Region 10 depended to advertise projects, had not been effective. Nineteen projects worth \$7,839,000 ready for advertising could not be moved because of lack of right-of-way certification. The state also had agreed to assume maintenance of the forest highway system, which led to the transfer of the remaining property, supplies and equipment in forest areas to the state. Region 10 had completed a physical inventory of all materials, supplies and equipment in the late summer of 1959 worth \$11,839,635. The Bureau also had assigned David L. Fosburgh as planning engineer on November 20, a position unfilled for a year, and Prentice Julian, the assistant regional engineer, was to arrive in Juneau in early January, 1960. The state also had distributed a questionnaire to Region 10 employees and found that most wageboard maintenance people were willing to take state employment, and "many of our professional engineers and administrative people have also given the State encouraging replies."<sup>32</sup>

Region 10 planned to assign some key people to the state to help assist it in organizational matters. It also had become apparent that the state would be unable to assume full highway functions by July 1, 1960, necessitating a modification of the existing contract, and Public Roads had to be "prepared to fill the gaps by detailing employees to the State for perhaps the remainder of the construction season after July 1." The state planned to hire all of its permanent employees as soon as possible, while Region 10 recruited only seasonal engineering and administrative personnel. It was to be a busy construction season, because Region 10 as the state

contractor was drawing plans for 64 projects in the approved program with an estimated construction cost of \$31,953,000, while 5 forest highway projects and 2 National Park Service projects added \$3,355,000 and \$750,000, respectively. In addition, the design section administered 6 consultant contracts for survey and design totalling 320 miles and costing \$3,608,175.<sup>33</sup>

The state intended to continue the division offices at Anchorage, Fairbanks and Juneau, and Region 10 intended to help the state "wherever possible during this critical formative period, both as contractor for the State and as a BPR organization." Niemi believed that "our efforts are appreciated and will prove helpful in establishing a sound base for a future smooth working relationship."<sup>34</sup>

1959 had been a strenuous year. A review of Region 10 by a Washington team had found serious shortcomings in its operations and resulted in a host of suggestions on correcting them. Meanwhile, the state struggled to establish its highway organization. At the end of the year, much had been accomplished. Region 10 stood on the verge of major changes after relinquishing highway functions to the state in 1960. The state, as it was to discover, had a long apprenticeship ahead of it in complying with federal aid regulations and procedures.

#### FOOTNOTES

1. H.E. Cunningham to C.W. Enfield, June 1, 1959, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.

2. Ibid. The ARC had built shelter cabins and airstrips with territorial funds, so one can assume that these automatically became state property.
3. Ibid.
4. Ibid.
5. H.E. Cunningham to C.W. Enfield, June 2, 1959, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
6. The Alaska Omnibus Act repealed Sections 119 and 120(h) of title 23, United States Code, through which the Secretary of Commerce, through the Bureau of Public Roads, administered and performed the functions and duties pertaining to the construction, repair and maintenance of roads, trails, bridges, etc. in Alaska; S.K. Booth to Robert J. Dodds, Jr., June 26, 1959, 62-A-1283, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
7. Ibid.
8. Ibid.

CONVEYANCE OF PROPERTY TO ALASKA PURSUANT TO SECTION 21  
OF THE ACT APPROVED JUNE 25, 1959 (73 STAT. 141)

Pursuant to the authority contained in section 21 of the act approved by the President June 25, 1959 (73 Stat. 141), the Secretary of Commerce by quitclaim deed on June 30, 1959, transferred to the State of Alaska all rights, title and interest of the Department of Commerce in all real properties owned, held, administered, or used by the Secretary of Commerce in connection with the activities of the Bureau of Public Roads in Alaska, except such real properties as the Secretary has determined are needed for the operations, activities, and functions of the Bureau of Public Roads in Alaska after such transfer. This transfer was subject to the condition that if the Secretary of Commerce or the head of any other Federal agency determines and publishes notice thereof in the Federal Register within 120 days next following June 30, 1959, that all or any part of these premises or any interests therein are needed for continued retention in Federal ownership for purposes other than or in addition to road purposes, the Secretary of Commerce may enter and terminate the estate quitclaim in those portions of the premises concerning which said determinations are made, by notifying the Governor of the State of Alaska of such termination by registered letter or letters mailed by

June 30, 1960. The State of Alaska has accepted the property transferred without waiving any rights in might otherwise have to refer any dispute to the Claims Commission authorized by section 46 of the aforesaid act approved June 25, 1959.

In order to give Federal agencies an opportunity to determine whether any of the real property so transferred is needed for continued retention in Federal ownership for purposes other than or in addition to road purposes, the following procedure will be used;

(a) Any Federal agency which determines that any of such real property is needed for continued retention in Federal ownership shall publish notice of such determination in the Federal Register within 60 days from the date of this publication.

(b) Such notice shall set forth a determination that there is either a firm requirement or a tentative requirement for retention of the properties concerned.

(c) If the notice sets forth a tentative requirement, the agency concerned shall determine whether a firm requirement for the property exists and, if so, shall publish notice of such determination within 30 days after publication of notice of the tentative requirement.

(d) It will be considered that none of the lands or interests in lands so transferred are needed for retention in Federal ownership for purposes other than or in addition to road purposes, unless a notice or notices with respect thereto are published in the Federal Register as provided in paragraphs (a), (b) and (c) herein.

(e) After notice has been published in the Federal Register that a firm requirement exists for the retention in Federal ownership of any real property transferred as above described, the Federal agency concerned shall, within 120 days after publication of such notice, submit a formal request to the Secretary of Commerce for the Secretary to enter and terminate the estate quitclaimed to the State of Alaska to the extent of the agency's request. Failure of a Federal agency to make such formal request to the Secretary of Commerce will be deemed a waiver of any right to have the property retained.

Real property retained in Federal ownership as provided herein which is not needed or required for any purpose by the Department of Commerce shall be reported as excess by the Secretary of Commerce to the General Services Administration, in accordance with applicable regulations and procedures, and the General Services Administration will be advised of the determinations of the Federal agencies.

A detailed list of individual parcels of land which have been transferred to the State of Alaska pursuant to section 21 of the act approved by the President June 25, 1959 (73 Stat. 141), is on file for inspection at the offices of the Bureau of Public Roads, U.S. Department of Commerce, 1717 H Street, N.W., Washington, D.C., Room 865, and at the Regional Office, Bureau of Public Roads, U.S. Department of Commerce, Federal Building, Juneau, Alaska.

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CONTRACT FOR THE BUREAU OF PUBLIC ROADS, UNITED STATES  
DEPARTMENT OF COMMERCE, TO PERFORM CERTAIN HIGHWAY  
FUNCTIONS AND SERVICES FOR THE STATE OF ALASKA

THIS INDENTURE made, entered into, and effective as of July 1, 1959, by and between the Federal Highway Administrator acting for and

in behalf of the Bureau of Public Roads, United States Department of Commerce, hereinafter referred to as the "Administrator", and the Governor of Alaska acting for and in behalf of the Department of Public Works, State of Alaska, hereinafter referred to as the "Governor",

WITNESSETH:

WHEREAS, in accordance with Section 21 of the Act approved by the President on June 25, 1959, (73 Stat. 141), the Secretary of Commerce on June 30, 1959, transferred and conveyed to the State of Alaska all properties owned, held, administered or used by the Secretary in connection with the activities of the Bureau of Public Roads in Alaska except those properties otherwise needed by the Bureau of Public Roads to perform its usual Federal and Federal-aid highway functions, and

WHEREAS, the Governor is desirous that the Bureau of Public Roads shall continue for a time to perform certain highway survey, design, construction and maintenance functions in connection with the Federal-aid highway program until the State Department of Public Works is empowered and suitably organized and equipped to perform these functions, and

WHEREAS, the Administrator is authorized under Section 44(c) of said Act of June 25, 1959, to contract with the State of Alaska for the performance by the Bureau of Public Roads on a reimbursable basis, until June 30, 1964, some or all of the functions that it was authorized to perform in Alaska immediately preceding the aforesaid transfer or conveyance of said properties.

NOW, THEREFORE, it is mutually agreed as follows:

1. The Bureau of Public Roads shall continue to construct projects on the Federal-aid highway systems in Alaska, maintain highways on said systems, and perform all other functions necessary in connection therewith in like manner as heretofore, and, with respect to Federal-aid matters, in accordance with Federal-aid regulations and procedures to the extent applicable to Alaska.

2. At the request of the Administrator, the Governor from time to time shall transfer to the Bureau of Public Roads, funds sufficient to finance the costs of performing the functions provided for herein. All such funds shall be placed in a Trust Fund and used by the Bureau of Public Roads solely for the purpose of paying such costs.

3. The Bureau of Public Roads shall submit at least monthly, a written report to the Governor of all expenditures made by the Bureau in the performance of its functions hereunder during the period covered by the report. The report shall be in such detail as to fully inform the State of all expenditures from the Trust Fund, and the status of the work provided for herein.

4. Reimbursement to the State of the authorized Federal participating share of expenditures made by the Bureau of Public Roads in the performance of its functions hereunder shall be in accordance with Federal-aid procedures and by use of the Federal-aid voucher form.

5. For the purposes of carrying out the functions provided for herein, the Governor hereby grants to the Administrator exclusive custody, control and jurisdiction over and the right to use the property and pertinent records heretofore conveyed to the State by the Secretary of Commerce. Such custody, control, jurisdiction and use shall include the authority to repair and maintain such property, to



incorporate road building materials in highway construction and maintenance work, and to utilize parts, supplies and other expendable items, and shall continue so long as the property and records are needed by the Bureau of Public Roads to perform any of these functions.

6. Upon completion of performance by the Bureau of Public Roads for the State of Alaska of all the functions provided for herein, or at such earlier time as the Trust Fund may no longer be needed, any unobligated sums therein shall be returned to the State and said Trust Fund terminated.

IT IS FURTHER UNDERSTOOD AND AGREED:

1. That the financial responsibility for the Bureau employees exercising fringe benefits, such as annual leave and return to home station, shall be determined on an equitable basis. Charges against funds available prior to July 1, 1959, shall be on the basis of such fringe benefits earned prior to said date. Such fringe benefits earned on and after July 1, 1959, shall be charged to the Trust Fund.

2. That upon receipt of notice by the Administrator from the Governor that the State Department of Public Works has adequate powers and is suitably equipped and organized, and desires to perform some or all of the aforesaid functions, arrangements shall be made for the Bureau of Public Roads to terminate its performance thereof as promptly as is reasonably possible, and to release to the State the custody, control and jurisdiction over property relating to said function or functions. In that regard it is understood that any such function or functions returned to the State shall, to the extent feasible, consist of a complete unit of work or activity and comprise a specific area or road division so as to avoid any over-lapping areas of administration. That as Alaska assumes any of the functions herein to be performed by the Bureau of Public Roads, the Bureau shall adjust its personnel consistent with the requirements for performance of the remaining functions.

3. The provisions of this contract are not intended to limit in any way the performance of any services by the Bureau of Public Roads under the provisions of Title 23 United States Code, Section 308, of other Federal law in existence prior to July 1, 1959.

IN WITNESS WHEREOF, the parties hereto have executed this instrument as of the day and year first above written.

62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.

9. William A. Egan to the President, August 13, 1959, Wm. J. Niemi to C.W. Enfield, August 17, 1959, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
10. Wm. J. Niemi to Richard A. Downing, September 4, 1959, box 65441, Executive Reading File, 1959, BPR, R.G. 30, Federal Records Center, Seattle, Washington.

11. Ibid.
12. Ibid.
13. Ibid.
14. Ibid.
15. Ibid.
16. Wm. J. Niemi to F.C. Turner, "Alaska Situation Report Region 10," September 8, 1959, box 65441, Executive Reading File, 1959, R.G. 30, Federal Records Center, Seattle, Washington; Transport Requirements for the Growth of Northwest North America, 87 C., 1 S., H. Doc. No. 176, Vol. I (Washington, D.C.: Government Printing Office, 1961), p. B-6.
17. Wm. J. Niemi to F.C. Turner, "Alaska Situation Report Region 10," September 8, 1959, Wm. J. Niemi to F.C. Turner, "Project Examination Division Report--Reorganization of Region to Division Status," September 8, 1959, box 65441, Executive Reading File, 1959, R.G. 30, Federal Records Center, Seattle, Washington.
18. Wm. J. Niemi to Richard A. Downing, August 23, 1953, "Memorandum of Understanding on Repair and Improvement to State Buildings and Depots, Purchase of Stores and Operating Supplies, Purchase of Controlled Personal Property," August 23, 1959, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
19. Project Examination Division, "Report on Region 10--Alaska," August 12, 1959, Wm. J. Niemi to J.C. Allen, September 11, 1959, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.

20. Project Examination Division, "Report on Region 10--Alaska," August 12, 1959, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
21. Ibid.
22. Ibid., pp. 69-72.
23. Ibid., pp. 73-75.
24. Ibid., pp. 81-84.
25. Ibid., pp. 95-195.
26. Ibid., pp. 6-8.
27. Ibid., p. 9.
28. Lee D. Hubbard to S.Z. Phillips, September 25, 1959, C.W. Phillips to Niemi, October 22, 1959, 62-A-1283, Central Correspondence Files, Alaska, Purchase of Land, Box 66, R.G. 30, Washington Federal Records Center, Suitland, Maryland. As follows:

September 25, 1959  
File Ref: R.W-RD-2.1  
(P.P.M. 21-4.1)

Bureau of Public Roads  
Right of Way Division  
Matomic Building  
1717 N Street N.W.  
Washington, D.C.

ATTN: S.Z. Phillips, Assistant Chief, Right of Way Division.

Gentlemen:

Please refer to sections 3-d and 4-o of Policy and Procedure Memorandum 21-4.1, promulgated by the United States Department of Commerce, Bureau of Public Roads, on January 31, 1958. The Division of Highways, Department of Public Works, State of Alaska, requests the formal interpretation of the Bureau in respect to the term "maintaining the central office", as used in the last sentence of section 3-d, and the terms "all private installations" and "encroachments on or private use of", as used in the first sentence of section 4-o.

The Division is uncertain as to the exact limits of the first term in respect to salaries (particularly in respect to supervisors, steno-

graphic personnel typing appraisals and instruments of acquisition, right of way engineers, review appraisers, utilities engineers, title examiners, etc. and in respect to whether or not district or field offices would be included in the term "central office".

The Division also is uncertain as to whether or not driveways or private approach roads would be included in the terms quoted from section 4-o. Considering the numerous installations of this type throughout the nation, and the fact that the Bureau has approved standards for such installations, the Division is certain that the question has previously arisen and been resolved in favor of permitting such facilities, but has been unable to find written substantiation upon this point. Driveways and approach roads definitely are included within the terms "all private installations" and "encroachments on or private use of" but the very function of any highway, except a freeway (controlled-access facility), requires the construction of such facilities both during the initial construction of the highway and subsequently during the development of the adjoining lands. A further question arises in this connection as to the status of such installations when they are constructed by the adjoining land owners (under permit and to acceptable standards, of course) subsequent to the construction of the highway. It is necessary for the Division to have an explicit interpretation of these terms in section 4-o before it can properly recommend State statutes and regulations to the authorities directly representing the people of this new State, and before it can promulgate the regulations of the Division in respect to such private facilities.

The same terms apparently prohibit the use of the lands or rights of way by any privately owned public utility which was not installed therein at the time of acquisition, but the Division would greatly appreciate a formal amplification or correction on this point, particularly in respect to both overhead and subsurface crossings and in respect to underground longitudinal encroachments subsequently constructed by a privately owned utility. Section 4-s apparently precludes overhead crossings, but might be construed to permit privately owned underground facilities to be constructed, both as crossings and as longitudinal encroachments, were this section to be considered apart from the explicit prohibition set forth in section 4-o.

Inasmuch as the subject memorandum did not originally include Region 10, it also would be preferable were the Division of Highways to be furnished a definition of the term "division engineer" (as used throughout this memorandum) which specifically contemplates the situation in which the State of Alaska includes three Divisions of the Bureau of Public Roads and is identical in boundaries with Region 10.

Thank you for your courtesy and cooperation.

Very truly yours,

Lee D. Hubbard  
Director of Highways

BUREAU OF PUBLIC ROADS

October 22, 1959

Mr. Wm. J. Niemi, Regional Engineer  
Juneau, Alaska

G.M. Williams, Assistant Commissioner  
By: C.W. Phillips, Chief, Right-of-Way Division  
Washington, D.C.  
Alaska - Interpretation of PPM 21-4.1

Reference is made to your October 2, 1959 memorandum regarding a letter of September 25, 1959 forwarded direct to Mr. S.Z. Phillips, Right-of-Way Division, from the Alaska Director of Highways. A copy of our letter to Mr. Thurman D. Sherard is being sent to you separately.

Mr. Hubbard asks a question with respect to the term "maintaining the central office" as used in paragraph 3-d of PPM 21-4.1. Section 302 of Title 23 U.S. Code, Highways, requires a State to provide a highway department with adequate powers, suitably equipped and organized to carry on highway work. There is no provision for Federal participation in the cost of establishing a highway department and traditionally the cost of keeping the highway organization alive as an organization has been ineligible for Federal participation. The expense of maintaining the highway organization is normally considered to be the administrative and headquarters expense referred to in paragraph 5-a of PPM 21-4.1. Neither the administrative and headquarters expense of the central nor field offices would be eligible for Federal participation. Types of such ineligible items of expense would include but not be limited to, cost of providing office buildings or space and related utility items, office furniture and equipment, office supplies and salaries of administrative and supervisory officers and employees including secretaries and typists. When properly supported salaries and related expenses of field employees while engaged in field work on a specific Federal-aid project are reimbursable items as well as those indicated in the first sentence of paragraph 5-a of PPM 21-4.1. Salaries of State personnel typing appraisals and instruments of acquisition would normally be considered ineligible overhead. The salaries of reviewing appraisers and title examiners would ordinarily be considered reimbursable while the employees were working on specific Federal-aid projects whether in the field or the central or field office. The salaries and expenses of right-of-way and utility engineers would normally be considered eligible while they were employed in the field in productive work on specific Federal-aid projects, but nonreimbursable while in the office and while performing supervisory or administrative work in the field.

Private driveways or approach roads would not be included in the private installations covered by paragraph 4-o of PPM 21-4.1. An existing right to enter upon or leave an existing highway is a property right of which the owner thereof may not be deprived without just compensation being paid therefor. However, if during construction his right of ingress and egress is restored to substantially the same

manner as previously existed no damage usually ensues because of this item. The cost of rehabilitating such abutting property is eligible for Federal participation under paragraph 5-m of PPM 21-4.1. Subsequent to construction of the highway such entrances may be constructed without Federal participation under permits and standards required by the State, except on controlled access facilities.

Mr. Hubbard raises a question with respect to paragraphs 4-o and 4-s of PPM 21-4.1. Under paragraph 4-o utility facilities may occupy the right-of-way when such occupation is clearly justified. Otherwise, no private installation including public and private utilities may be permitted within the highway right-of-way, either above or below the ground surface.

The vertical dimensions provided for in paragraph 4-s are unlimited both above and below the surface. Except as provided in paragraph 4-o a utility would normally have no underground rights in the highway. The rights referred to are usually considered to be of a mineral nature.

Except for Interstate highways we do not know of any written statement regarding the crossing of Federal-aid highways by utilities. Of course, PPM 30-4 governs reimbursement to utilities which are required to be adjusted because of highway construction. The memorandum covers utility crossings as well as other types of adjustments. It is not the intent, however, to impose restrictions on future utility crossings to the extent that would obstruct the service of the public provided by the utility. Throughout the States new utility crossings of existing highways are effected and allowed under permits and conditions prescribed by the States. It is to be expected that such crossings, overhead or underground, would not detract from the use of the highway for highway purposes. Underground crossings are usually constructed in a manner to allow servicing and maintenance without disturbing the highway surface.

The question as to how the references to the division engineer in PPM 21-4.1 shall be treated is one that will have to be determined on the basis of your actual operating procedure. If authority has been delegated to the division engineers to act in the premises then there need be no change in the memorandum. However, if authority to act on right-of-way matters has been retained in the regional office we perhaps should substitute the words "regional engineer" for the words "division engineer" where they appear in the memorandum. It will be appreciated if you will review the PPM from this viewpoint and advise us as to your recommendations in the premises.

Wm. J. Niemi to J.C. Allen, October 12, 1959, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.

29. W.H. O'Donoghue, Memorandum, "Meeting Between Representatives of BPR, Alaska Railroad and Office of Territories," October 26, 1959,

62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland; Wm. J. Niemi to J.C. Allen, November 18, 1959, box 65441, Executive Reading File, 1959, R.G. 30, Federal Records Center, Seattle, Washington.

30. Wm. J. Niemi, "Notes Pertaining to Discussion with Members of the Washington Team Regarding Administrative Procedures as a Result of Project Examination Division Report," November 25, 1959, box 65441, Executive Reading File, 1959, R.G. 30, Federal Records Center, Seattle, Washington.
31. R.R. Hamann to J.C. Allen, November 30, 1959, 62-A-1285, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland; C.E. Westergren to E.J. Martin, December 14, 1959, 62-A-1285, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.

BUREAU OF PUBLIC ROADS

December 14, 1959

Mr. E.J. Martin

C.E. Westergren

Organization and Functions - Alaska

There follow comments on the findings and recommendations relating to the organization and functions in Alaska based on a survey conducted during the period November 9-20, 1959.

The present organization structure was established in September 1956 concurrent with the transfer of the Alaska Road Commission to Public Roads and merging it with the Alaska division to form Region 10. Essentially this region functioned in the same manner as a State highway department. At the present time that portion of the work that relates to State activity is performed by Public Roads personnel for the State by contract. The most obvious difference in operations in Alaska from that in other States is the absence of a clearly defined Federal-State relationship.

In the course of the survey consideration was given to the status of the highway program, the progress being made by Alaska in assuming its responsibilities as a State, and problems which may confront both the Federal and State government during the period of transition. The following paragraphs describe these topics in general terms.

## Status of the Highway Program

There are 5,425 miles on Federal-aid highway systems in Alaska. Of this amount, some 800 miles have not been constructed. During fiscal years 1961, 1962 and 1963 there will be a total of \$124,500,000 available for highway construction. A portion of this amount, estimated at \$24,500,000, will be used for reconstruction of existing roads. The remainder, or \$100,000,000, is available for new construction. This financing is provided by the Federal-aid apportionment, matched by the State using funds authorized in the Alaska Omnibus Act and one-third of the receipts from gasoline tax. The Federal-aid program for fiscal year 1960 would be about \$40,000,000, or more than three times the previous normal amount. It is estimated that 75 percent of this can be accomplished during the next construction season, which will require postponement of the remainder until fiscal 1961 and 1962.

In addition to the Federal-aid program, there is available some \$3 million annually of Forest Highway funds, and about \$500,000 in connection with work financed by the National Park Service.

## State of Alaska

The organization of the executive and administrative offices, departments and agencies of the State government are prescribed in the "State Organization Act of 1959" which Act defines their powers and duties. In addition to the Office of the Governor the Act provides for the establishment of seventeen departments. Of these, the Department of Administration and the Department of Public Works are the two with which Public Roads will probably have the most direct contact.

The Department of Administration is responsible, among other things, for the preparation and execution of the budget including a system of periodic allotments for the regulation of expenditures, the keeping of general accounts, and for the operation of centralized purchasing and supply services.

The Department of Public Works is responsible, among other things, for the construction, maintenance and operation of all State highways, ferries, roads, bridges, traffic signs and signals; and for the supervision and maintenance of all State equipment including aircraft, vessels, and automotive and mechanical equipment.

## Transitional Problems

These State of Alaska Departments are now in an embryonic stage, both as to staffing and operating procedures. The interpretation of the intent of the Organization Act by the respective Commissioners will have an effect on the manner in which the State will establish a highway organization. For example, the Department of Administration may elect to maintain all of the States accounts centrally, or to assign some of the responsibility for this function to the Department of Public Works. In the latter case, that Department may establish a central accounting system department-wide, or may elect to reassign



certain responsibilities to the Director of Highways. Similarly, with respect to the equipment depots, basic decisions are needed before the highway division can resolve its method of operation.

The Bureau of Public Roads must undergo a major change in its operations in Alaska. Most of the functions now being performed will be assumed by the State, perhaps as soon as July 1, 1960. There are, as of November 30, 1959, 806 employees in Region 10. Of these, at least 735 will be separated ultimately. Those employees concerned with surveys, location, and maintenance will probably be employed by the State. Professional employees, principally engineers, will be available for placement elsewhere in Public Roads. A small number of employees will be retained as a nucleus for developing a Federal-aid organization. These will have to be supplemented by additional personnel possessing skills which are now lacking. One of the most serious problems for Public Roads is to arrange for an orderly phasing out of present operations and the assumption of the Federal-aid type of activity. The best qualified key personnel are also those who are most likely to find other employment. In the absence of firm offers for future positions in Public Roads these employees will probably leave quite soon and Public Roads will be handicapped in its effort to complete its present commitments. In addition, it is extremely important that everything possible be done to help the State develop an organization and operating procedures, and to turn over to the State the most effective operation possible. This cannot be done by the tag ends of an organization staffed with people whose main concern will be to find another job.

In view of the above, the following conclusions were reached:

1. The highway program in Alaska for at least the next three years will be greatly expanded. The funding for the program has been established as well as the designation of approved routes on which construction will take place.

2. The State government is organizing to assume its responsibilities. The Commissioner of Public Works and the Director of Highways have announced their intention of taking over the highway program as of July 1, 1960.

3. The Department of Public Works and the Bureau of Public Roads have a joint responsibility to affect a transition from Federal to State operations in the most efficient manner possible.

It is recommended, therefore, that;

1. The Bureau of Public Roads take an active interest in the establishment within the Department of Public Works of a Division of Highways which shall have adequate powers, and be suitably equipped and organized, to discharge the duties of the State as required by Title 23, U.S.C. "Highways".

2. The contract between Public Roads and the State be supplemented to provide for the recruitment and hire of all seasonal employees for the 1960 construction season by Public Roads as Federal employees to be reimbursed by the State; and for the detail of certain professional and administrative employees by Public Roads to the State during the calendar year 1960 on a reimburseable basis until such time as the State can recruit a permanent staff.

3. Arrangements be made to detail the Assistant Executive Officer from Region 8 to Region 10 as a Special Assistant to the Regional Engineer to assist that official in solving the problems involved in transition to State operations. In addition, such other Public Roads specialized personnel as may reasonably be made available, whether from the Washington office or from the field, should be detailed to Alaska during the next six months upon the request of the Regional Engineer.

4. Arrangements be made, on an individual basis, to identify positions in Public Roads which can be offered to present employees in Alaska. The effective date of reporting for duty in such positions should be set so that these employees would first complete the assignment in Alaska, but not later than November 30, 1960.

5. The organization chart for Region 10, attached, be approved. This chart would serve as an objective to be achieved by July 1, 1960. It would be subject to review from time to time, but not less than once each year, to determine whether it continues to be the most effective structure for discharging Public Roads responsibilities in Alaska.

With respect to the organizational structure proposed above, the following observations may be pertinent. The chart proposed is a quasi Region - Division structure. At this time it is considered to be the most practical approach because:

1. The assignment of the State of Alaska to an existing Region would unduly burden such region with the many unusual and complex problems concomitant with the evolution of Statehood.

2. Alaska is not contiguous to any other State, therefore, none of the problems of coordinating a national system of highways is present.

3. Decision-making must be expedited to the utmost because of the many problems which occur daily, therefore direct communication from Alaska to Washington headquarters is essential.

4. With respect to direct construction, assigning responsibility to a Federal Highway Projects Office outside of Alaska is not practical because:

a. The assignment of personnel to design work outside of Alaska during off season is undesirable,

b. The Forest Service has established Alaska as a Region, thus communications are more logical with a responsible organization in Alaska, and

c. The assumption of responsibility by the State for the survey, design and construction of Forest Highways may unduly burden the fledgling highway organization, create a problem for Public Roads with respect to National Park Service work, and aggravate further the problem of placing present Public Roads personnel.

Also see Region 10 - Functional Organization Chart on following page.

32. Wm. J. Niemi to Ellis L. Armstrong, "Alaska Progress Report-- Transition to State Operation," December 31, 1959, 62-A-1283, box 65, R.G. 30, Washington Federal Records Center, Suitland, Maryland.
33. Ibid.
34. Ibid.

REGION 10

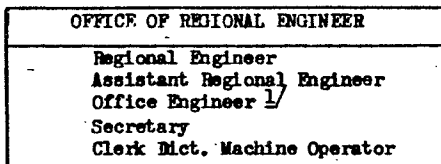
FUNCTIONAL ORGANIZATION CHART

Note: Area Engineers for the Anchorage and Fairbanks Districts would be resident at Anchorage and Fairbanks, respectively.

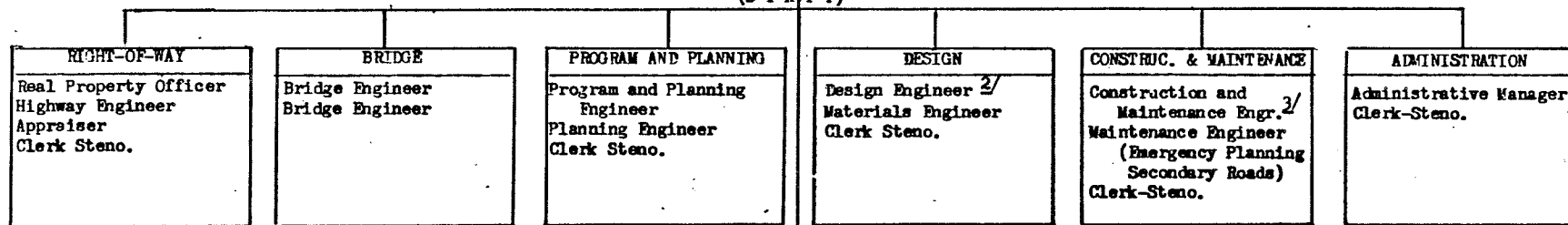
Recommended by:

Assistant Commissioner for Administration

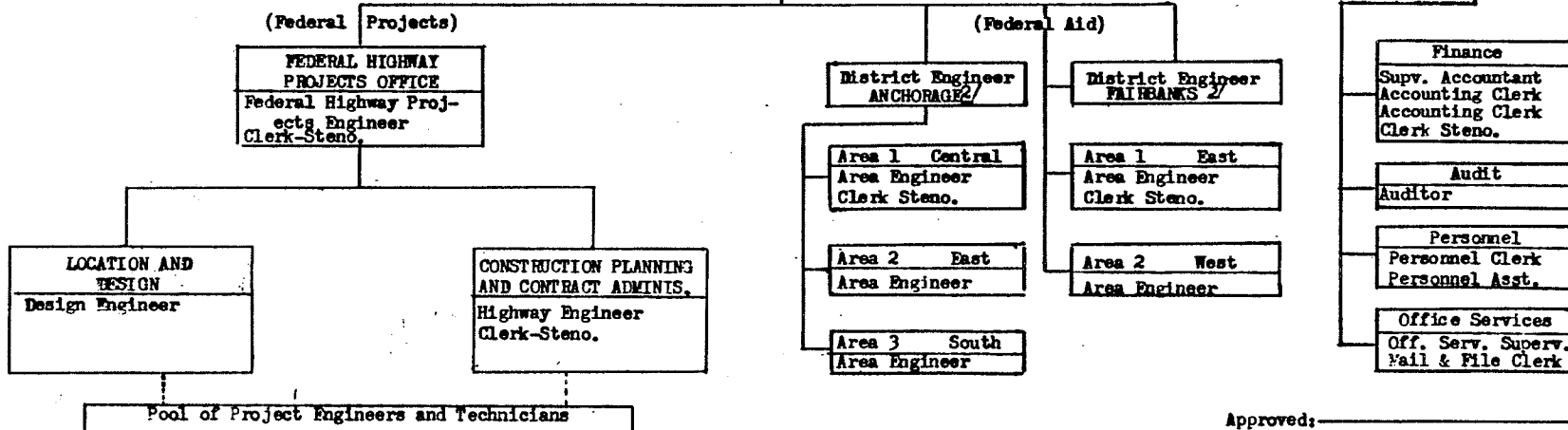
Date: November 19, 1959



(STAFF)



(OPERATIONS)



Approved: \_\_\_\_\_  
Deputy Commissioner

Date: \_\_\_\_\_

1/ Serves in the dual capacity of Area Engineer for Federal-aid work in Juneau area.  
 2/ Serves in the dual capacity of Design Engineer and District Engineer for Anchorage District  
 2/ Serves in the dual capacity of Const'n and Maint. Eng'r and District Engineer for Fairbanks District  
 All of the above are resident at the Regional Headquarters Office.



