

Alaska (Ten) Territorial Board of Road  
Commissioners.

**BIENNIAL  
REPORT**

of the

**Alaska Territorial  
Highway Engineer**

and

**Superintendent  
of Public Works**



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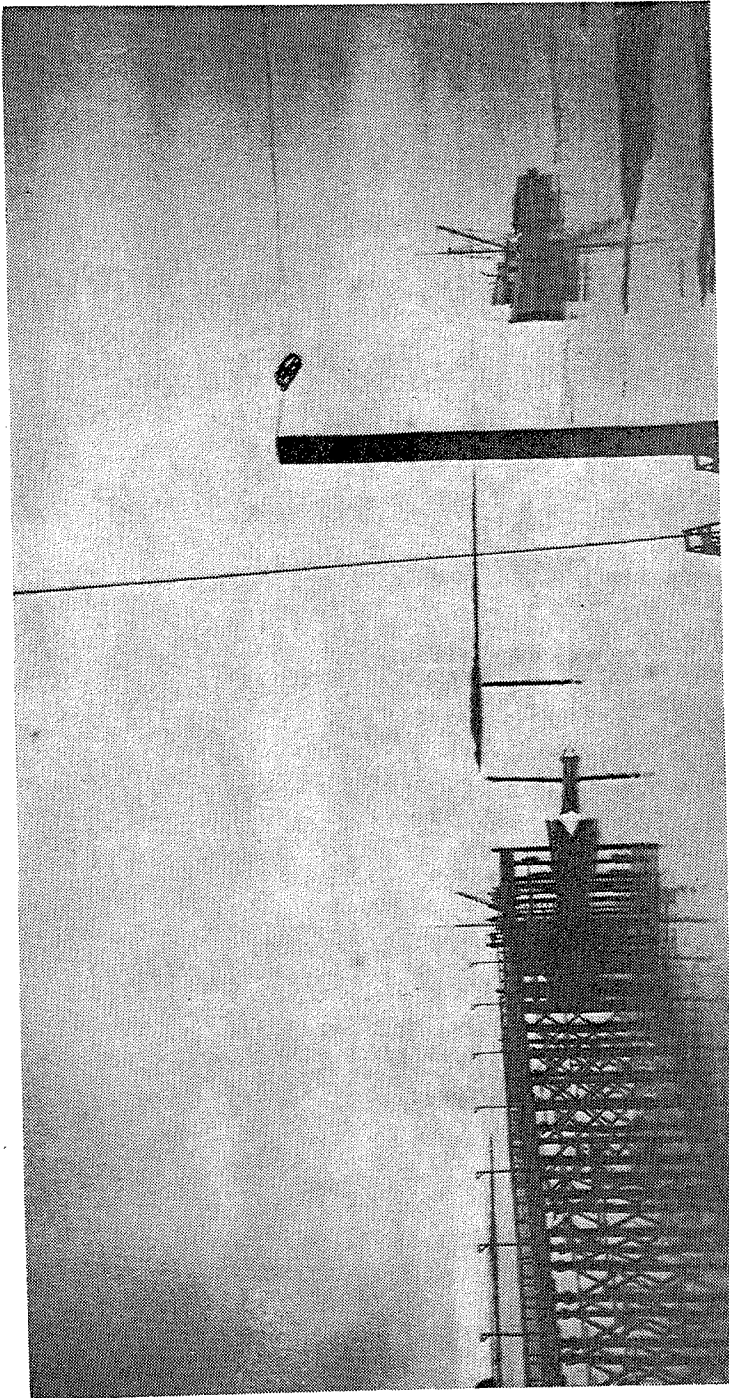
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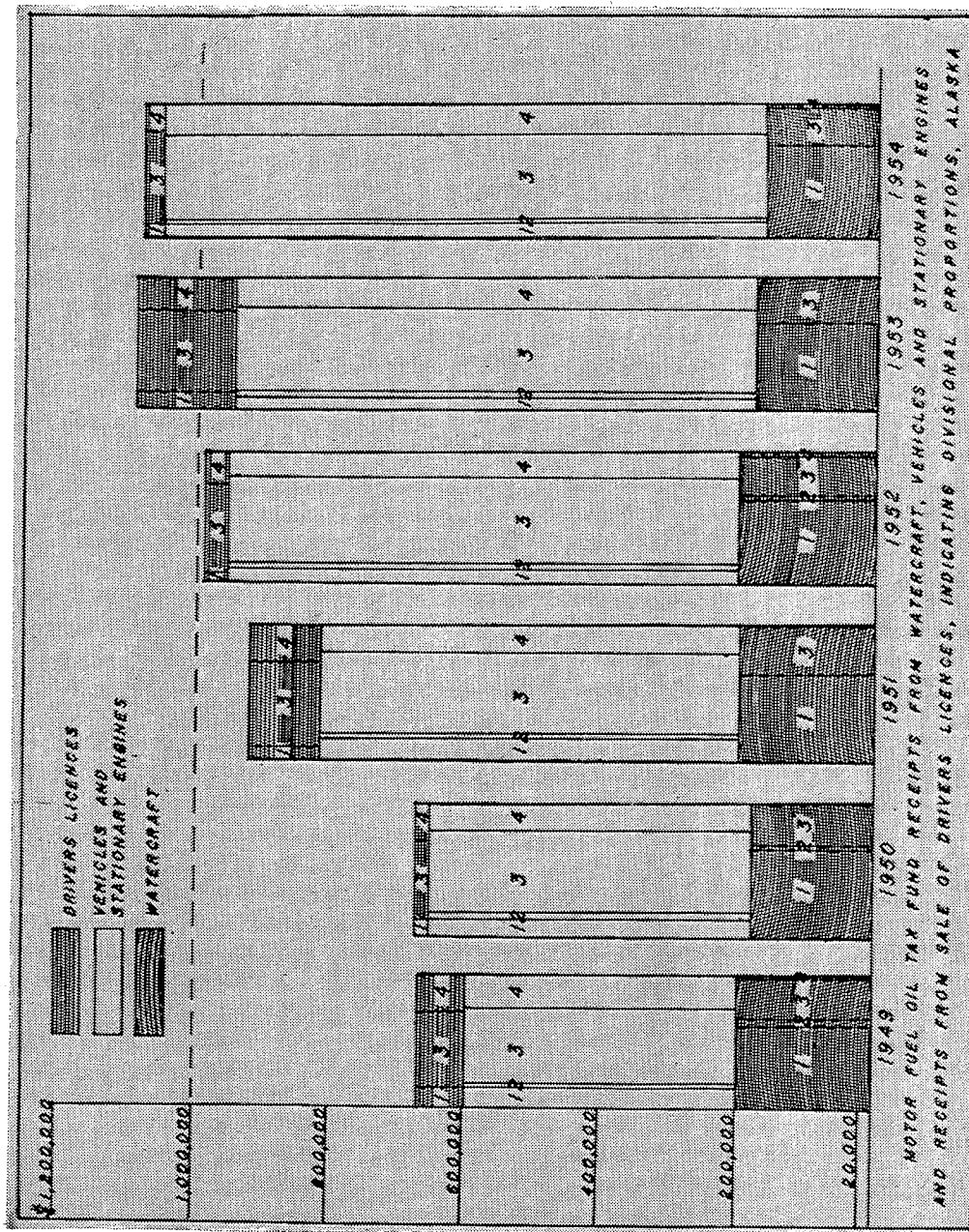
**TERRITORY OF ALASKA**  
Office of  
**TERRITORIAL HIGHWAY ENGINEER**  
January 21, 1955

Honorable B. Frank Heintzleman  
Governor of Alaska  
Juneau, Alaska

Dear Sir:

I have the honor of transmitting to you, and for the information of the Legislature of the Territory of Alaska in Twenty-second Session assembled, the Report of the Territorial Highway Engineer and Superintendent of Public Works, for the period January 1, 1953 to December 31, 1954.

Respectfully submitted,  
IRVING McK. REED  
Territorial Highway Engineer



## TERRITORIAL BOARD OF ROAD COMMISSIONERS

Irving McK. Reed ..... Ex-officio Chairman and Secretary  
 Peter C. McCormack ..... Member from the First Division  
 Ben Young ..... Member from the Second Division  
 Harold Strandberg ..... Member from the Third Division  
 Maurice T. Johnson ..... Member from the Fourth Division

## FOREWORD

The Office of the Territorial Highway Engineer in the years 1953 and 1954 was an office being gradually reorganized in intent, purpose and composition in preparation for a more active participation through the construction and maintenance of roads, and water and harbor facilities in the Territory's increasing development. This office recognized that one of its first major duties was the placing of the functions and problems of the Office before the Twenty-second Session of the Legislature so that the legislators will possess as complete a background and knowledge as possible before considering road and harbor problems.

The Twenty-first Legislature left the Highway Engineer with such limited funds that he could not carry on or project one major road or harbor development. However, various acts of this same Legislature greatly advanced and placed the Territory in the position which in the future will allow it to plan and carry out a road and harbor program of its own comparable to that in the United States.

The Twenty-first Legislature changed the composition of the Territorial Board of Road Commissioners from one composed of the Governor, Treasurer and Highway Engineer, to a Board composed of the Highway Engineer and one representative from each judicial division chosen by the Governor with the approval of the Legislature. This move, as already indicated, has far reaching results. Although the Road Commissioners of each division cannot give their full time to road and harbor problems in their respective divisions, yet they are acutely aware of these problems and through their more intimate knowledge of topography, economic conditions and possibilities in their divisions, are able to evaluate the problems to a much greater degree than a board of ex-officio members residing in the capital of the Territory. Also, divisional members by accepting unpaid appointments, indicate a public-minded interest in road and harbor development which could not be expected from a board composed of members holding other governmental positions to which they are devoting their full time. This new Board of Road Commissioners is the usual type of road board existing in the United States.

The Twenty-first Legislature also abolished the Alaska Highway Patrol which was operated by this office, and created a separate Department of Territorial Police. While the effect of this action was disastrous to this biennium's finances, because the said Legislature financed the new department primarily from the Motor Fuel Oil Tax Fund, it did, at the same time, clearly establish that henceforth this office was to deal with road and harbor development and maintenance and not be a "catchall" for other functions. The Highway Engineer can and is now expected to devote more nearly his full time to carrying out functions of highway and water transportation.

While the Office of the Highway Engineer is planning its road building and harbor development program in conjunction with the newly created Territorial Board of Road Commissioners, this report is emanating from and covering the Office of the Territorial Highway Engineer, and the opinions and recommendations herein are those of the Highway Engineer.

#### TERRITORIAL PARTICIPATION IN ALASKA'S ROAD SYSTEM

The Alaska Road Commission has recognized that the Territorial Highway Engineer and the Territorial Board of Road Commissioners have now a single goal, the fulfillment of their function as road, and water and harbor facilities construction and maintenance agents. The Commissioner of Roads for Alaska, executive officer of the Alaska Road Commission, the only Federal agency building roads outside of the National Forests, has now requested that the board recommend which farm and industrial roads should be constructed and the extent of the work to be done on each road. The Alaska Road Commission is in an increasing degree, seeking and accepting opinions and recommendations from this office. The Forest Service and the Bureau of Public Roads in the Tongass and Chugach National Forests, are beginning to follow the pattern set by the Alaska Road Commission. The noteworthy results of such a policy are: (1) The Territory is gaining more voice in the spending of a portion of Federal funds for roads, a trend which it is hoped will more and more continue; (2) The Territory must accept more responsibility in administering, overseeing and maintaining the Territory's road system.

The Federal Government's appropriations to the Alaska Road Commission for roads are in excess of twenty times the Territory's expenditures for road purposes at the present time. However, it would seem that the Federal Government has complained less of this proportion than of the fact Congress feels the Territory is not protecting the roads which the Government is building.

This office feels that registration fees for heavy trucks should be changed to be more in line with the fees charged in the States, somewhat to indicate the proportion of use and wear and tear by such heavy trucks on the Territory's road system. I would also propose for your consideration the idea of establishing a fee system for the issuance of permits for overloads, not as a revenue measure—but with the purpose of discouraging the too-frequent transportation of overloads on our highways.

#### TRUCK WEIGHING

For the past several years the Federal Government through the Alaska Road Commission and the Bureau of Public Roads, and the Territory of Alaska through its Highway Engineer, and now also through its Superintendent of Territorial Police, have been trying to reach some solution to the ever increasing problem of preserving our roads by regulation of truck transportation through the weighing and checking of truck loads.

Originally the Federal Government operated and provided scales for the protection of paved roads in Alaska. The Alaska Road Commission and the Bureau of Public Roads set up stationary scales, which the Federal Government still owns, at Haines, Fairbanks, Valdez, Anchorage and Seward. However Congress has strongly expressed the belief that the protection of the Territory's road system should be a function of the Territorial Government. In 1949, the Highway Engineer as Chief of the Alaska Highway Patrol bought portable scales for use at Juneau, Valdez and Anchorage. In 1951 the Patrol offered to



KLAWAK BRIDGE BEFORE REPAIRS



hire one scale operator for each stationary scale at Valdez, Seward, Anchorage and Fairbanks, and the Alaska Road Commission furnished an operator at each scale. On certain occasions the Alaska Road Commission has furnished two operators so that trucks could move "around the clock".

The contribution by the Alaska Road Commission to man these stationary scales has not been expressly allowed by Congress and has been a source of criticism by the Federal Government's General Accounting Office. It may well be that the use of such a contribution will cost the Territory more in the long run because of reduced Federal appropriations for roads than the cost of hiring extra personnel to man the scales or to purchase necessary additional scales.

### FEDERAL-AID HIGHWAY ACT

The forty-eight states, District of Columbia, Hawaii and Puerto Rico are included in the Federal-aid Highway Act but Alaska is not.

The main objective of the Federal-aid Highway Act is to establish the pattern for a long-range program of highway development. The act provides for Federal contributions for the following classes of roads: (1) interstate or interregional (which probably would not apply to Alaska); (2) intercity or intrastate; (3) rural secondary or farm-to-market; and (4) intra-urban, restricted to cities with a population over 5,000 (Anchorage, Fairbanks, Juneau, Ketchikan) to general-use streets which are extensions of Federal-aid routes (throughways).

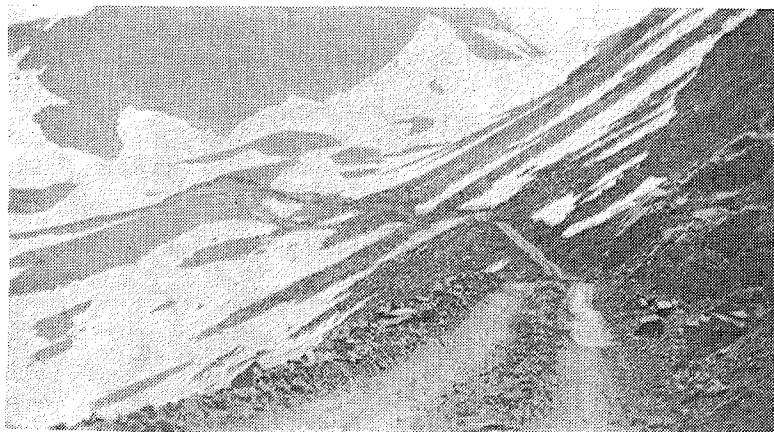
The formula for apportionment is based on population, star route or rural mail delivery mileage, and area of the state or territory. In 1953 we were informed that if Alaska were under the Federal-aid program the percentage of matching funds would be approximately 86% Federal and 14% Territorial. Seeing the tremendous share the Federal Government would contribute leads one to believe it would be most advantageous to attempt to come under this program.

The primary advantages of Alaska being included under this program are obvious: (1) The Territory would have the choice of determining its road system and type of roads; (2) the speed of completion and continuation of its road program would not be as dependent upon the whims of Congress as it is now.

The disadvantages are not so obvious until a more thorough study is made into the situation. They are: (1) The act requires each state to maintain at its own expense a state highway depart-

ment having adequate powers and suitably equipped and organized (in the Federal Government's judgment) to discharge the duties required, no part of the cost of maintaining the central office of a state highway department or engineering organization being paid with Federal funds; (2) maintenance of all projects constructed under the provisions of the act shall be the responsibility of the state; (3) if the Territory were to come under this act, Congress would probably, of necessity, abolish the Alaska Road Commission, a road construction and maintenance agency financed by the Federal Government through the Department of the Interior and operated throughout the Territory except in the Chugach and Tongass National Forests, since road construction under the Federal-aid Program is done only in cooperation with the Bureau of Public Roads, Department of Commerce. Also, the responsibility for the roads already constructed by the Alaska Road Commission and the Bureau of Public Roads would most probably be transferred to the Territory. At the present time, the Alaska Road Commission spends over three million dollars annually on road maintenance which, plus the Bureau of Public Roads' and the Territory's expenditures, raise the cost of road maintenance to about \$4,150,000 annually. This figure will be increased by approximately \$1,500 per mile as new roads are constructed under existing road agencies. Also if the Territory were given the responsibility of all roads (or even a portion of them) in the Territory at the time we were included under the Federal-aid Program, a tremendous initial investment in road equipment would be required. This would be possibly the greatest disadvantage.

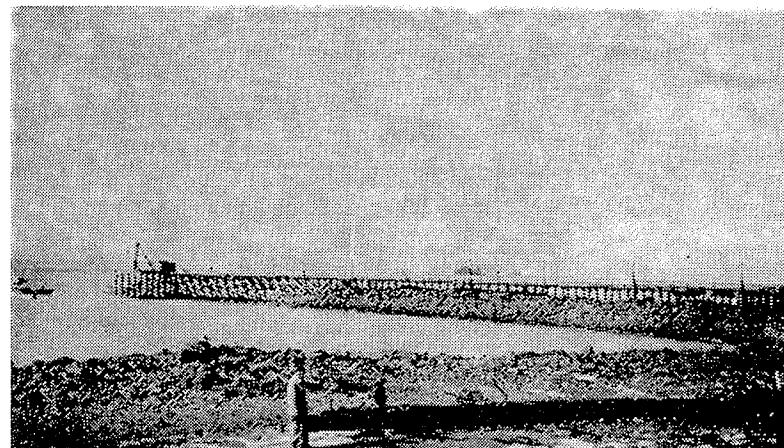
From the foregoing, it would appear that we would need to allow up to \$5,000,000 a year for expenditures on a highway department, equipment, road maintenance, etc., before setting aside any money to match Federal funds for new road construction, unless we could come under Federal-aid and still have the Alaska Road Commission and the Bureau of Public Roads continue their road construction and maintenance. If some stabilized financial program could be worked out whereby the Federal Government would match funds with the Territory using the Federal-aid program percentages and still appropriate funds for main road maintenance, both the Alaska Road Commission and this office could plan ahead for trunk and access road systems in Alaska without relying on Congressional whim for the Territory's road construction and maintenance. However, as the matter stands at the present time, I feel that the Territory is unable to take advantage of the Federal-aid Act.



RED MOUNTAIN ROAD



PELICAN GRIDIRON



KAKE DOCK

### MOTOR FUEL OIL TAX FUND FINANCES

Below is a financial statement of the Motor Fuel Oil Tax Fund for this biennium. You will note that after contributions to the police function and the transfer of funds to the Department of Aviation were made that this office had only about half of its total receipts for roads, and harbors and water facilities. Before any allocations were made it was necessary to forego any expenditures until enough money could be saved from the receipts to meet the obligations outstanding when I took this office April 1, 1953, and for which there were no funds on hand. In addition, it was considered absolutely necessary to pay the \$150,000 balance due on the Alaska Road Commission cooperative agreement and to continue to contribute \$250,000 annually towards their road maintenance funds. Consequently due to the above mentioned lack of funds, no new work of any consequence could be undertaken by this office in 1953. In 1954, as more funds became available, many new projects were undertaken. However, it was felt that until a sufficient reserve of funds had been built up, so that definite planning could be made, no large road or harbor improvement should be started until 1955.

**MOTOR FUEL OIL TAX FUND—January 1, 1953-December 31, 1954**

Cash balance as of January 1, 1953 .....			\$ 154,442.87
Received 1/1/53—12/31/54			
Aviation gas tax .....		\$ 590,693.94	
Watercraft gas tax .....			
First Division .....	\$ 230,886.42		
Second Division .....	2,011.48		
Third Division .....	106,840.88		
Fourth Division .....	3,463.74	343,202.52	
Vehicles and Stationary Engines			
First Division .....	183,110.18		
Second Division .....	48,274.49		
Third Division .....	1,037,740.38		
Fourth Division .....	393,301.33	1,662,426.38	
Drivers License Fund			
First Division .....	25,715.09		
Second Division .....	1,219.00		
Third Division .....	126,264.49		
Fourth Division .....	58,265.21	211,463.79	
Miscellaneous Operating Receipts			
Insurance refunds and payments .....	5,931.98		
Refunds on purchases .....	149.61		
A.P.W. gross contributions—Angoon and Kake docks .....	44,184.50		
Contribution, C St. right-of-way .....	10,000.00		
M/V Chilkoot receipts .....	62,219.90	122,485.99	2,930,272.62
Expenditures 1/1/53—12/31/54			3,034,715.49
Alaska Highway Patrol .....	226,205.62		
Territorial Police .....	669,995.00	896,200.62	
Dept. of Aviation transfer of funds .....		571,887.91	
Roads, Harbor and Water Facilities			

First Division			
A.R.C. Cooperative Agreement .....	30,000.00		
M/V Chilkoot and ramps—gross cost .....	148,883.90		
Road maintenance .....	22,519.40		
Road construction .....	9,931.33		
Water facility maintenance .....	56,694.87		
Water facility construction .....	112,674.57	380,704.07	
Second Division			
A.R.C. Cooperative agreement .....	120,000.00		
Road maintenance .....	1,971.04		
Road construction .....	31,984.36		
Water facility maintenance .....	5,000.00	158,955.40	
Third Division			
A.R.C. Cooperative agreement .....	320,000.00		
Road maintenance .....	77,357.99		
Road construction .....	167,553.56		
Water facility maintenance .....	12,952.28	577,863.83	
Fourth Division			
A.R.C. Cooperative agreement .....	180,000.00		
Road maintenance .....	36,774.12		
Road construction .....	31,208.08	247,982.20	
Engineering and Miscellaneous costs .....	39,511.70	39,511.70	2,873,105.73
Ledger Balance December 31, 1954 .....			211,609.76
Less Outstanding Obligations 12/31/54			
Dept. of Aviation .....	19,910.14		
Territorial Police .....	80,000.00		
First Division road projects .....	10,322.79		
First Division water facilities .....	56,140.58		
Third Division road projects .....	24,169.29		
Fourth Division road projects .....	998.85		191,541.65
Balance of unallocated funds 12/31/54 .....			\$ 20,068.11



### EXPENDITURES ON ROADS, HARBOR AND WATER FACILITIES

January 1, 1953—December 31, 1954

#### FIRST DIVISION

##### JUNEAU-HAINES-SKAGWAY FERRY

Gross operating costs and repairs .....	\$130,628.16	
Tee Harbor ramp repairs .....	9,404.90	
Haines ramp repairs .....	8,710.15	
Skagway ramp repairs .....	140.69	\$ 148,883.90

##### ANGOON

Dock construction, gross costs .....	24,314.70	24,314.70
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##### CRAIG-KLAWOCK AREA

Float projects—Craig .....	10,037.85	
Craig-Klawock road and bridge repair .....	13,082.21	
Construct Klawock float .....	6,000.00	29,120.06

##### DOUGLAS AREA

Repair Juneau Island causeway .....	528.00	
Cedar Park road .....	3,431.33	3,959.33

##### FANSHAW

Float repair .....	58.30	58.30
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##### HAINES AREA

Port Chilkoot snow removal .....	390.17	
A.R.C. Pleasant Camp roads .....	13,000.00	
A.R.C. Haines local roads .....	6,000.00	
Float repairs .....	481.14	
Extend Comstock road .....	500.00	20,371.31

##### HOONAH

Road mtnce. and repair .....	5,014.19	
Gridiron construction .....	4,304.00	9,318.19

##### JUNEAU AREA

Auke Bay float .....	178.07	
B.P.R. local road mtnce. ....	398.08	
Small boat harbor .....	21,947.06	22,523.21

##### KAKE

Cost of constructing dock .....	28,752.08	28,752.08
Less financing from A.P.W. ....	23,255.00	
Plus Territory's payment to A.P.W. ....	12,475.00	12,475.00
Net cost to Territory .....	17,972.08	

### EXPENDITURES ON ROADS, HARBOR AND WATER FACILITIES

#### KETCHIKAN AREA

Carlanna Lake roads .....	1,081.50	
Ketchikan Gridiron .....	6,086.87	
City float repairs .....	417.21	
Hole in Wall float repairs .....	16.07	
Helm Bay float repairs .....	136.76	
Knudson Cove float .....	9,470.87	
Loring float repair .....	4,850.35	22,059.63

#### PELICAN

Construct gridiron .....	5,002.31	5,002.31
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#### PETERSBURG AREA

Small boat harbor construction .....	10,531.76	
West Petersburg float repairs .....	2,628.49	
Mitkof float repairs .....	2,655.15	15,815.40

#### SITKA

Repair ANB float .....	12,475.00	12,475.00
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#### SKAGWAY AREA

A.R.C. Skagway-Dyca .....	11,000.00	
Skagway-Carcross road .....	6,000.00	17,000.00

#### WINDHAM BAY

Float repairs .....	750.00	750.00
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#### WRANGELL

Float repairs .....	5,800.40	5,800.40
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#### YAKUTAT

Road repair .....	2,025.25	2,025.25
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#### TOTAL EXPENDITURES—FIRST DIVISION ...

\$ 380,704.07

#### SECOND DIVISION

##### BUCK CREEK—YORK

Road repair .....	\$ 1,971.04	\$ 1,971.04
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##### KOTZEBUE

Road construction .....	1,984.36	1,984.36
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### EXPENDITURES ON ROADS, HARBOR AND WATER FACILITIES

#### MISCELLANEOUS

A.R.C. flagging trails .....	550.00	
A.R.C. Misc. mine roads and trails .....	13,300.00	13,850.00

#### NOME AREA

A.R.C. Nome-Council and branches .....	47,500.00	
A.R.C. Nome local roads .....	37,250.00	
A.R.C. Bunker Hill-Kougarok .....	21,400.00	
Nome Trunk line .....	30,000.00	
Nome Harbor maintenance .....	5,000.00	141,150.00

TOTAL EXPENDITURES—SECOND DIVISION .. \$ 158,955.40

#### THIRD DIVISION

##### ANCHORAGE AND PALMER AREA

A.R.C. Anchorage local roads .....	\$ 87,300.00	
A.R.C. Spenard roads .....	15,000.00	
A.R.C. Palmer roads .....	66,000.00	
A.R.C. miscellaneous mountain roads .....	25,500.00	
C Street extension .....	31,640.91	
Road to Fish Lake Hatchery .....	2,000.00	
Eagle River Road Extension .....	10,000.00	
K.F.Q.D. to school road .....	17,000.00	
Lazy Mountain Road .....	6,174.71	
Matanuska-Wasilla cutoff .....	41.65	
Little Susitna to Huston .....	12,000.00	
Palmer airport access road .....	7,000.00	
Pittman-Big Lake winter trail .....	2,500.00	\$ 282,157.27

##### BULL RIVER AND TALKEETNA

A.R.C. roads .....	2,300.00	2,300.00
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##### CORDOVA

Road to airport .....	11,139.55	11,139.55
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##### DILLINGHAM AREA

A.R.C. Dillingham-Wood River .....	28,000.00	
Dillingham-Kanakanak road repair .....	10,000.00	
Dillingham toward Aleknagik .....	10,000.00	48,000.00

##### EGEGIK

Airport access road .....	750.00	750.00
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##### HOMER

Dock repairs .....	11,952.28	
A.R.C. roads .....	44,000.00	
Airport bypass road .....	15,000.00	70,952.28

### EXPENDITURES ON ROADS, HARBOR AND WATER FACILITIES

#### ILLIAMNA AND NEWHALEN

A.R.C. roads .....	3,100.00	3,100.00
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#### ISABELLA PASS

Snow removal (also 4th Division) .....	15,000.00	15,000.00
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#### KENAI AREA

A.R.C. Sterling Highway locals .....	12,000.00	
Sterling Highway right-of-way .....	15,000.00	27,000.00

#### KODIAK AREA

A.R.C. roads .....	26,000.00	
Dock repair .....	1,000.00	
Karluk bridge repair .....	4,000.00	31,000.00

#### MCCARTHY

A.R.C. roads .....	9,000.00	9,000.00
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#### NAKNEK AREA

So. Naknek airfield road .....	5,000.00	
Naknek-King Salmon Road .....	5,000.00	10,000.00

#### SELDOVIA AREA

English Bay-Port Graham .....	465.94	
Red Mountain Road .....	2,500.00	
Seldovia-Jakolof Road .....	30,721.13	33,687.07

#### SEWARD AREA

B.P.R. local road mtnce. ....	3,055.75	
Alaska Freight Lines Dock Road .....	10,000.00	
Sanatorium Road paving (balance paid from Forest Account) .....	5,177.52	18,233.27

#### TALKEETNA

Access road to airport .....	1,264.00	1,264.00
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#### VALDEZ AREA

Dayville road repairs .....	2,480.39	
A.R.C. Mineral Creek roads .....	1,800.00	
Mineral Creek road repairs .....	10,000.00	14,280.39

TOTAL EXPENDITURES—THIRD DIVISION .... \$ 577,863.83

### EXPENDITURES ON ROADS, HARBOR AND WATER FACILITIES

#### FOURTH DIVISION

<b>BETHEL</b>			
A.R.C. roads .....	\$ 8,000.00		
Winter maintenance .....	2,500.00	\$	10,500.00
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<b>CHICKEN</b>			
Road maintenance .....	43.00		43.00
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<b>FAIRBANKS AREA</b>			
A.R.C. local roads .....	42,700.00		
A.R.C. Richardson Hwy. branches .....	20,000.00		
A.R.C. Steese Hwy. branches .....	24,000.00		
Harding Lake Road .....	44.58		
Extend Goldstream Road to Happy Siding .....	7,425.69		
Chena Ridge Road .....	3,075.46		
Chena Hot Springs Road .....	8,037.81		
Fairbanks-Nenana Road .....	15,000.00		
Nome Creek Road bridge .....	300.00		120,583.54
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<b>FLAT</b>			
A.R.C. roads .....	6,800.00		6,800.00
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<b>FOX-LIVENGOOD</b>			
A.R.C. roads .....	800.00		800.00
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<b>ISABELLA PASS</b>			
Snow removal (also 3rd Division) .....	10,000.00		10,000.00
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<b>MANLEY HOT SPRINGS</b>			
A.R.C. roads .....	28,700.00		28,700.00
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<b>NENANA</b>			
Cemetery Road repair .....	4,998.70		4,998.70
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<b>NULATO</b>			
Bridge repair .....	1,356.96		1,356.96
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<b>RAMPART</b>			
Road repair .....	4,500.00		4,500.00
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<b>RUBY-POORMAN-McGRATH</b>			
A.R.C. roads .....	14,000.00		
Road repair .....	10,000.00		24,000.00
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### EXPENDITURES ON ROADS, HARBOR AND WATER FACILITIES

#### TAKOTNA

A.R.C. roads .....	35,000.00	35,000.00
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#### TANACROSS

Winter road .....	700.00	700.00
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<b>TOTAL EXPENDITURES—FOURTH DIVISION..</b>		<b>\$ 247,982.20</b>
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#### ENGINEERING AND MISCELLANEOUS COSTS

Engineering services .....	\$ 15,543.38
Workmens' Compensation Insurance .....	566.00
Engineering supplies and equipment .....	876.43
Construction equipment .....	435.98
Travel and per diem .....	15,584.12
Spring break-up advertising .....	50.42
Alaska Traffic Laws .....	2,249.80
Traffic Signs .....	582.19
Reimbursable expenditures .....	366.83
Fairbanks office expense .....	427.75
Road Board expenses .....	2,828.80

<b>TOTAL EXPENDITURES — ENGINEERING &amp; MISCELLANEOUS .....</b>	<b>39,511.70</b>
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<b>TOTAL EXPENDITURES FROM MOTOR FUEL OIL TAX FUND FOR ROADS AND HARBOR FACILITIES .....</b>	<b>\$1,405,017.20</b>
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NEW MUNICIPAL FLOAT—SITKA

## POLICIES OF THE HIGHWAY ENGINEER

As stated before, this office was reorganized in purpose and intent during this biennium. April 1, 1953, saw an exchange of Territorial Highway Engineers. June 28, 1953, saw the elimination of the Alaska Highway Patrol. These changes were caused by outside forces. As Territorial Highway Engineer, I have attempted to set up certain standards for the administration of the Motor Fuel Oil Tax Fund from within this office. The subjects listed below represent the basic broad policies the Territorial Board of Road Commissioners and I have established, and are as follows:

1. Requests for funds in each division are reviewed by this office and considered according to need and past financial assistance as compared to other projects within that division. The estimates are reviewed by my personnel so the proper amount of money can be allocated. Each request with supporting data is then submitted to the Territorial Road Commissioner from the division wherein the requested project is located for his recommendation.
2. If money is allocated, the job is inspected and all expenditures verified before payment is made. This has not been the rule in the past.
3. If there is a remaining balance after the job is completed, it reverts to the Motor Fuel Oil Tax Fund. In the past, particularly in the case of water and harbor facilities, any balance was usually allowed to be used for other projects which might be wished in the community regardless of overall priority.
4. An attempt is being made to require the chief beneficiaries of a project to provide maintenance if the Territory provides funds for construction and major repairs.
5. An attempt is being made to set up long range programs and to save some funds for bigger projects rather than spending the money in anticipation of receipts with little on hand for emergencies and nothing on hand for long range projects.
6. This office has been taken out of deficit financing. There are funds now on hand to cover all debts and allocations.
7. Through cooperation with the Alaska Road Commission, their priorities and engineering surveys of all road requests are made available to this office upon request. This eliminates a duplication of engineering work.
8. The revenue from each division is distributed back, as nearly as possible to that division from which it was received. The funds from the motor fuel oil tax on stationary engines and

vehicles, are kept in a separate account from the funds from boats. The funds on each separate account are then used respectively for road construction or for the construction and maintenance of water and harbor facilities. However, because of lack of revenue, it has been found necessary to make an adjustment of funds from the other divisions to the Second Division in order to contribute towards the development of the Second Division resources.

The support of the Territorial Police is charged against all revenues before any distribution of funds is made. For the above reason there is a large discrepancy between the receipts and expenditures in each division for this biennium.

Due to the deficit in funds for roads in the Second Division and over half of the available road funds being used for the ferry operation in the First Division, the aforesaid distribution of road funds was not considered entirely satisfactory by the board. At the Territorial Board of Road Commissioners' meeting held November 18-21, 1954, the above mentioned policy for roads was changed effective January 1st, 1955. This new policy calls for the distribution of aviation and watercraft receipts, the payment of contributions to the Alaska Road Commission on the cooperative agreement and for the support of the Department of Territorial Police and the support of engineering and miscellaneous charges by the office, before any distribution of funds for road projects is made. Fifty per cent of the remaining funds to be used for roads will then be distributed to the divisions in the same ratio as their receipts. The other fifty per cent of the remaining funds will be placed in a separate fund to be earmarked for trunk line roads anywhere in the Territory, the said trunk line roads and the distribution of funds for them, to be determined by action of the entire Board of Road Commissioners.

According to a published opinion of an Attorney General of Alaska, the Territorial Board of Road Commissioners and the Territorial Highway Engineer are not empowered to do road construction and maintenance within the corporate limits of a city. Following this thought the Territorial Board of Road Commissioners has set up a policy that no road construction nor maintenance should be done in a suburban area where such an area can either incorporate or become a part of an incorporated city, except in case of an emergency or great necessity.

## ROAD FUNDS

The greatest need in the continuing development of Alaska is more and better transportation facilities. To alleviate this need more funds should be made available from both the Federal Government and the Territory.

If the Legislature will transfer the main support of the Territorial Police from the Motor Fuel Oil Tax Fund to the General Fund there can be no doubt that the subsequent increase in available funds will help greatly towards the development of the Territory's economy through roads, and water and harbor facilities. At first glance it would seem that since the police function (Alaska Highway Patrol) has always been supported out of the Motor Fuel Oil Tax Fund in Alaska, it is very extraordinary that such a small amount of funds was left available for road and harbor facilities this biennium. I would like to point out that the average monthly expenditures for the Alaska Highway Patrol in the 1949-1950 biennium was \$18,943. This increased to an average of \$31,034 per month in the 1951-1952 biennium and at the close of that biennium this office was deep in deficit spending. This increase was completely in disproportion to the growth of the Motor Fuel Oil Tax Fund and was occasioned primarily because the Legislature had left it to the Highway Engineer to decide upon the distribution of receipts between the Highway Patrol, and road and harbor development. Without questioning his judgement, I can only point out that the former Highway Engineer expanded the Patrol steadily and rapidly, and thus had to economize to a point of having no funds for most road and harbor needs.

From January 1, 1953, until all bills were paid to meet the expenses of the Patrol, a total of \$226,205.62 was spent, or an average of \$37,701 per month—a tremendous increase even over the 1951-1952 high average. The \$750,000 appropriated for the Police over the twenty-one month period covered by the appropriation calls for an average monthly expenditure of \$35,714 or \$4,680 monthly above the 1951-1952 average which had placed the office in deficit.

As pointed out before, a land as rich as ours is limited in its development primarily by transportation and this transportation problem can be met to any degree which the Legislature wishes. Forty-four states as well as Alaska have recognized that taxes levied on motor fuel are for the development of the particular function being taxed and have earmarked the receipts accordingly. Forty-two states but not Alaska have recognized that revenue from the sale of registration plates is truly indicative of highway use and have earmarked these funds for road purposes. I strongly urge that Alaska join the majority of states in stipulating this revenue should be spent on roads. The receipts from the sale of automobile license plates this biennium totalled \$1,365,539.25 which were collected as follows:

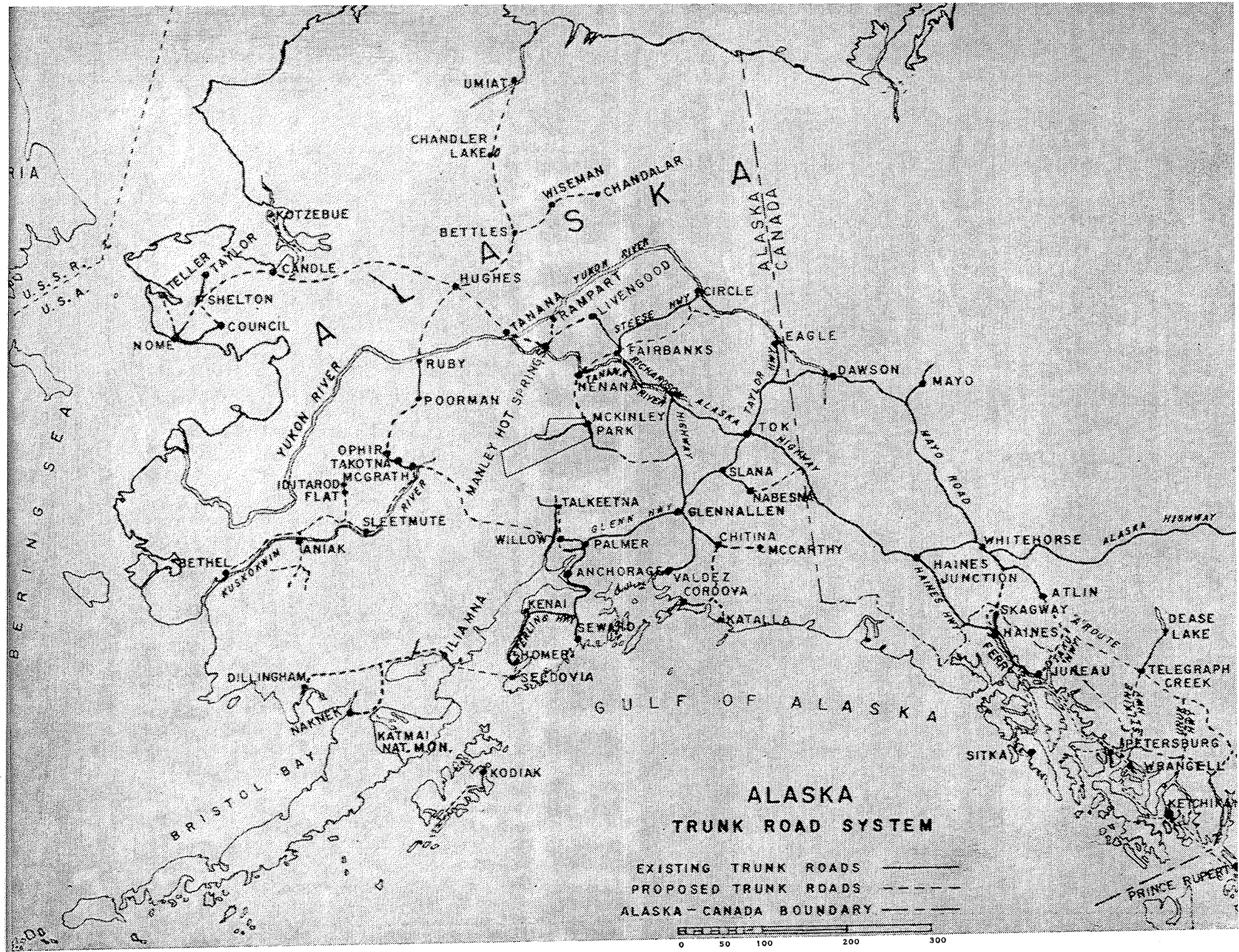
First Division .....	\$ 165,146.50
Second Division .....	10,494.00
Third Division .....	831,156.50
Fourth Division .....	358,742.25



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If these receipts had been incorporated into the Motor Fuel Oil Tax Fund, they would have been spent on road projects in the divisions from which they were collected.

A study of the numerous requests and needs for road development points out the following: If the Motor Fuel Oil Tax Fund were increased by the revenue derived from registration plates and also by an increased motor fuel oil tax, and if the support of the Police were placed elsewhere, the construction of a large number of greatly needed access roads could be undertaken although no major road project could be built.

It is hoped that during the coming congressional session, approval will be given to allow the Alaska Road Commission to undertake new major road construction of Alaska trunk line roads such as the Fairbanks-Nenana-Mt. McKinley Road, Ruby-McGrath-Anchorage Road, the Copper River Highway and many others, and even consider the surveying and possible construction of a Nome trunk line connecting Nome to the Alaska Highway system. It is essential that the Territory recognize the need for trunk line roads in the areas where the Alaska Road Commission cannot obtain appropriations due to the lack of support from the Military or for other reasons. If funds are available, the Territory should contribute to the survey of the most vital of the aforesaid roads and even, if possible, contribute towards the start of their construction. It is hoped that such action will show Congress our desire for the construction of these roads and help in securing appropriations for this purpose.

The following is a copy of a resolution adopted November 21, 1954 by unanimous action of the Territorial Board of Road Commissioners in the hope Alaska could be included in the Federal Government's planned road expansion program:—

“RESOLVED that the Board of Road Commissioners of the Territory of Alaska respectfully urge the President of the United States, the Secretary of the Interior, the Commissioner of Public Roads, the Office of Territories, the Governor of Alaska, the Delegate to Congress from Alaska, the Commissioner of Roads for Alaska, the Congress of the United States, and the Legislature of the Territory to do their utmost to include the Territory of Alaska in the proposed Federal Road Program with the ultimate purpose in view of bringing into being the following road program in Alaska:

- a. Teller-Nome-Rampart-Fairbanks Road
- b. Ruby-Poorman-McGrath-Susitna River Road
- c. Fairbanks-Nenana-Mt. McKinley Road
- d. Fairbanks-Chena Hot Springs-Circle Road
- e. The Copper River Road

- f. Dillingham-Illiamna Bay-Homer Road
- g. Ketchikan-Haines car ferry service
- h. Skagway-Carcross-Haines Road
- i. Juneau-Taku-Alaska Highway Road
- j. Stikine River-Alaska Highway Road
- k. Unuk River-Alaska Highway Road
- l. Slana-Nabesna-White River Road
- m. Copper River-Katalla Road."

Consideration must also be given to the fact that the Federal Government has requested an increase in the \$250,000 annually contributed by the Territory as its share towards snow removal and road maintenance by the Alaska Road Commission on the access and auxiliary roads of the Alaskan road system. The proportion of the Territory's contribution has declined as costs and Federal appropriations have risen and as more roads are constructed which need maintenance.

#### ALASKA ROAD COMMISSION COOPERATIVE AGREEMENT

The cooperative program between the Territory and the Alaska Road Commission was originally developed in 1919 under the Territorial Road Law known as the "Cooperative Road Act", passed in 1919 (Chapter 11, SLA 1919). This Cooperative Road Act was made necessary by the fact that Federal appropriations for roads could be expended only if matching funds were appropriated by the Territory. Under this law and subsequent amendments annual cooperative agreements have been made between the Territorial Highway Engineer and the Alaska Road Commission for authorized work of construction, repair and maintenance of roads, bridges, ferries, trails and related works throughout the Territory. This cooperation has been instrumental in obtaining favorable Congressional action on Federal appropriations.

Under the present policy of cooperation the Territory's contributed funds are applied to the local and feeder road construction and maintenance (including snow removal) projects. The Territory, for the past several years has contributed \$250,000 annually towards this Agreement. The Agreement covers the period from March 1 to February 28 of the following year, comprising the Alaska Road Commission's construction year. From March 1, 1952 to December 31, 1952 only \$100,000 had been paid of the \$250,000 due by March 31, 1953. Thus when I assumed office, this deficit was one of this office's greatest problems and not until June, 1953, was the Agreement finally paid. For the two year period covered in this biennium, this office has had to contribute a total of \$650,000 so that the Territory is now on a current basis.

The following is a review of the distribution of costs for providing maintenance for those local and feeder roads covered under the Annual Cooperative Agreement.

Year	Allocated by A.R.C.	Allocated by Territory	Total Cost
2/49-2/50 .....	\$371,000.00	\$215,000.00	\$ 586,000.00
2/50-2/51 .....	520,000.00	222,000.00	742,000.00
2/51-2/52 .....	589,500.00	250,000.00	839,500.00
2/52-2/53 .....	810,350.00	250,000.00*	910,350.00
2/53-2/54 .....	902,700.00	250,000.00	1,252,700.00
2/54-2/55 .....	902,300.00	250,000.00	1,202,300.00

\* \$150,000.00 had to be paid in 1953 after the 1953-1954 Agreement was in effect.

#### FERRY OPERATIONS

The M/V Chilkoote is a war surplus L.C.T. type of watercraft operated as a ferry between Skagway, Port Chilkoote (Haines), and Tee Harbor, the last-named port serving the City of Juneau. This vessel was purchased by the Territory in 1951 when private operators found it economically impossible to furnish ferry service between the above-named places. During the first two seasons of ferry operation, an attempt was made to operate the M/V Chilkoote as a Territorial ferry for carrying freight, passengers and motor vehicles. So much difficulty was encountered in collecting for freight haulage, in securing proper personnel to man the Chilkoote in order to meet the U. S. Coast Guard's requirements, and in bickering over time and a half or double time due personnel according to union rules, that it was realized when I took office that some other arrangement would have to be made if the ferry operation were to continue. Since the 78 or more miles of ferry run constituted the cheapest road maintenance in the Territory, and since the ferry operation between the capital of Alaska and the other great population centers in the Third and Fourth Divisions were of the utmost convenience to the majority of Alaskan residents, it was felt that ferry service should be continued.

In the spring of 1953, I changed the operational policy of the ferry and contracted the entire service out by competitive bid. This has provided more efficient service than the Territory itself could provide, since, as pointed out above, it was almost impossible to operate a private-type business dealing with labor unions and accounts receivable under Territorial regulations. It also eliminated losses the previous administration had sustained through uncollectable accounts receivable. In this respect it would appear that the Territory is not authorized by law to go into the freight business. For this reason, as well as the fact that accounts receivable on freight haul by the previous administration, were



CHILKOOT FERRY

very difficult to collect, and that the Territorial Governmental machinery, is not set up to compete with private business, the decision was made that no more freight as such would be hauled on the ferry. Freight may be carried on automobiles and trucks if so desired by the ferry passengers but no extra charge is made for the freight so transported. Charges are collected on the basis of space occupied by a vehicle on the ferry.

The ferry serves the above mentioned three towns semi-weekly during the period the Canadians have the Canadian section of the Haines Highway open to traffic, usually June through November. The net cost of keeping this ferry running this 78 miles between Tee Harbor and Skagway and the three ferry ramps in repair this biennium, was \$86,664.00 or \$1,111.08 per mile. The ferry transported 1,030 vehicles and 1,738 passengers during the two six-months periods and is considered by the residents of the three towns as an inestimable contribution towards their welfare. Records would indicate that the ferry's services increase tourist as well as resident passenger traffic between the First Division and the Third and Fourth Divisions more than between the First Division and the United States.

In 1955, it will be necessary to partially rebuild the ramp at Tee Harbor and make extensive repairs on the ramp at Port Chilkoot. Minor repairs will also have to be made on the M/V Chilkoot itself to keep her within the scope of the U. S. Coast Guard regulations.

Since the running and upkeep of the ferry and ramps has taken more than half of the available road funds collected in this biennium from the motor fuel oil tax in the First Division, some provision should be worked out to turn the ferry over entirely to private enterprise with the Territory making a grant-in-aid to the ferry operations.

The ferry operation was originally started at the instigation of the Alaska Road Commission and the assurance by that agency that if the ferry were started, it would assume part, if not all, of the cost of the ferry operation. Since the ferry operation is, in reality, a part of the Territorial road system, partly within and partly outside of the Tongass National Forest, I attempted to bring the Alaska Road Commission and the Bureau of Public Roads in on the operation on a one-third each basis with the Territory. Both Federal agencies informed me that they could not participate in the ferry operation without direct Congressional action which they have no hope of receiving.

This office is tentatively planning for a future expansion of ferry services from Juneau to Sitka and way points and from Juneau to Petersburg, Wrangell and Ketchikan. Such a ferry system would take the place in Southeast Alaska of the trunk-line roads constructed or to be constructed in the other divisions of Alaska. The system would connect with the Haines Highway, the future Skagway-Carcross Road, Taku Road and Stikine Road, to give the First Division a coordinated system of trunk line roads. The coming industrial development of hydro-electric power, and mining, smelting and the manufacture of forest products will necessitate such a ferry system. Therefore much long-range consideration on this matter should be given.

### HARBOR AND WATER FACILITIES FUNDS

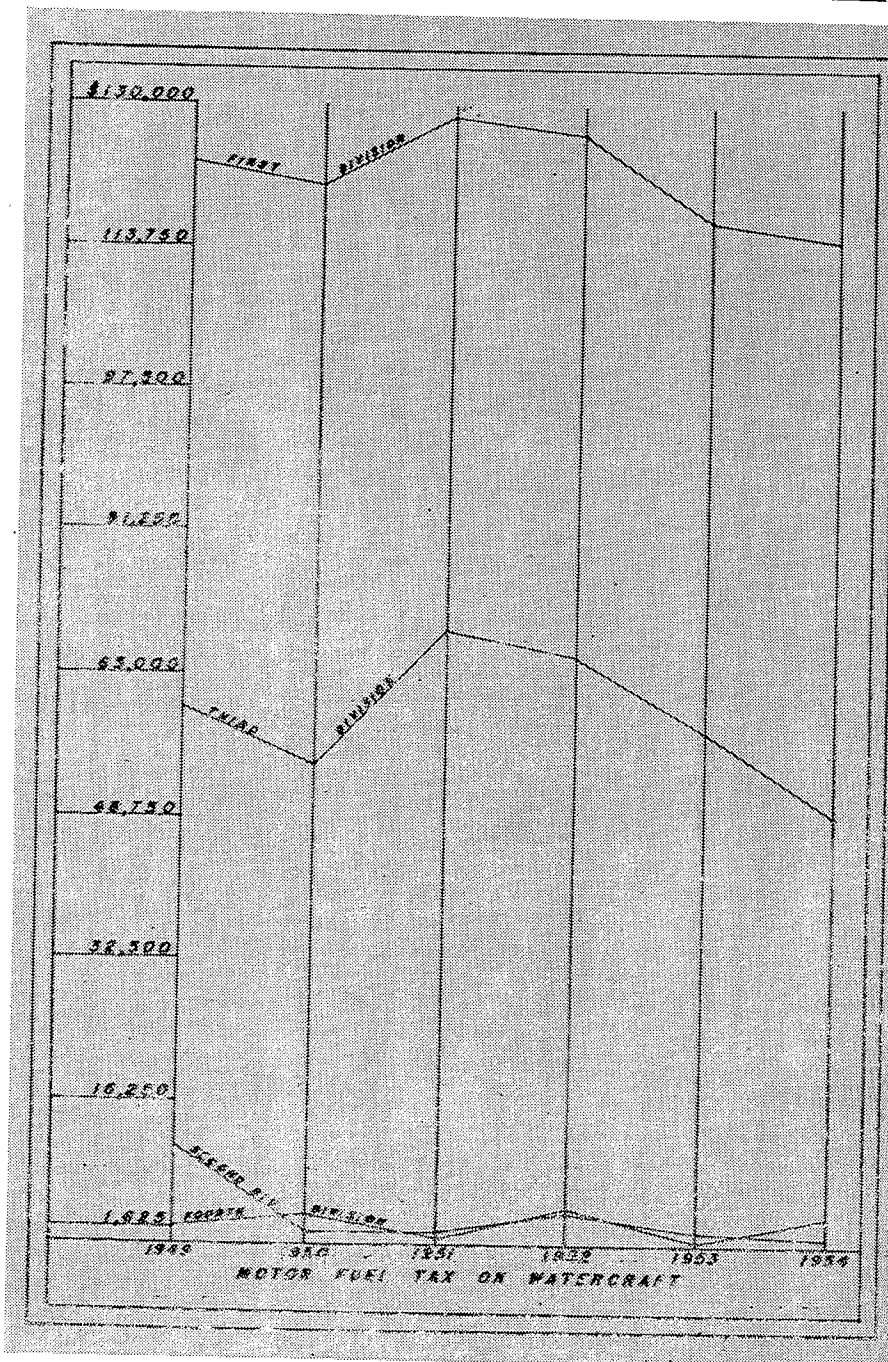
Below is a chart indicating revenue from the motor fuel oil tax on watercraft. A downward trend is indicated for the past several years. The revenue from watercraft during the biennium totalled \$343,202.52 of which \$230,886.42 was from the First Division and \$106,840.88 from the Third Division. However, as all support of the Police was taken from total revenue before distribution back to its source, the money actually available for water facilities was greatly reduced and, as stated earlier, the fact that the former Highway Engineer had gone into deficit spending, further reduced the funds available for allocation this biennium.

If the support of the Police is no longer taken from these funds there will be sufficient funds during the next biennium to provide necessary maintenance on existing Territorial water and harbor facilities. There will be no funds on hand for new major construction either at new localities or in the form of additions to already existing harbor facilities.

### FOREST FUND ACCOUNT

This is another revolving fund administered by the Territorial Highway Engineer. The Federal Government gives to the Territory 25% of the receipts from timber sales, permits and land use in the





Chugach and Tongass National Forests. Of this amount, 75% is earmarked for this office to spend on roads—or 18.75% of the total receipts received by the Federal Government.

In the biennium the receipts for this fund from the Tongass National Forest were \$3,337.19 and from the Chugach National Forest, \$7,239.44 which as you can see amounts to a very minor contribution. However the timber receipts from the Tongass National Forest have been impounded pending the settlement of aboriginal claims. In 1953 and 1954, \$96,508.46 more could have been received from the Tongass National Forest for use by this office and to date a total of \$294,423.68 for the Territorial forest account is impounded and thus not available for road use.

The Forest Fund, prior to this limitation of revenue, was large enough to pay for all right-of-ways necessary for road construction by the Bureau of Public Roads, the Federal road building agency within the Forest Reserves. Commencing with any new road project the forest funds for right-of-ways will be completely depleted and, if this office is to continue to purchase right-of-ways, the Motor Fuel Oil Tax Fund will have to meet the expense. While the Territory is not required by Federal law to provide right-of-ways for the Bureau of Public Roads, this office has tried in the past to assume this responsibility, partly because the Bureau claims it has not the authorization to purchase right-of-ways, and partly because, until now, the funds were coming from Federal revenue received from the Tongass and Chugach National Forests.

The Bureau of Public Roads is forbidden to perform maintenance or other road work for a city, district or group making a request for such work. This office has attempted to use a portion of the Forest Fund to contract with the Bureau of Public Roads for vital services to such public organizations or groups. These organizations or groups then reimburse the Forest Fund Account for work done on such a contract. This has been of great help in meeting contingent emergencies in small cities, districts or groups who do not have the equipment to handle roadwork.

As of December 31, 1954, the balance in the Tongass National Forest Accounts was \$16,866.03 and in the Chugach, it was \$4,873.73. The fact that over \$65,000 was spent from this fund for right-of-ways in the reconstruction of the Tongass Highway in the Ketchikan area alone will illustrate the small amount on hand for any future right-of-way purchases.

I would like to point out that until the Twenty-first Legislature passed an act (Chapter 58, SLA, 1953) giving the Territorial Board of Road Commissioners on behalf of the Territory the right to acquire by gift, purchase or condemnation, any property and property rights, including deposit of road materials and right-of-ways thereto, necessary for the construction, reconstruction,



alteration, maintenance, or repair of public roads, highways, trails, bridges and ferries, in the Territory of Alaska and for the safety and convenience of the public thereon, there was no way for the Territory to acquire right-of-ways. It may possibly be that the action of the previous administration in buying these right-of-ways would not be upheld in a court of law. It may be that legislative action should be taken to clear this matter up.

### MOTOR VEHICLE OPERATORS LICENSES

In Title 50-1-4 (3) (5), ACLA 1949, the Territorial Board of Road Commissioners is empowered to set the fee for the Motor Vehicle Operators Licenses. I do not believe that any appointed board should set a tax on, or a fee for, American citizens. It seems to me that the amount of this fee is a matter to be decided by the elected representatives of the people and should be determined by legislative action.

### OUTDOOR ADVERTISING LAW FOR RURAL AREAS

The Twenty-first Legislature authorized in the "Outdoor Advertising Act" (Chapter 86, SLA 1953), the Territorial Highway Engineer to protect the public safety and welfare of persons using the highways of Alaska by ordering the removal of political and advertising signs except those advertising signs conforming in location to the law, and of types approved by the Highway Engineer. No funds were appropriated for the enforcement of this act and expenditures from the Motor Fuel Oil Tax Fund are not authorized to be used to implement it. It would appear that this act was passed by the Legislature toward the beginning of the 1953 session when the Highway Engineer was also the Chief of the Alaska Highway Patrol and could order the patrolmen under him to enforce it. Later in the session the Alaska Highway Patrol was abolished and a Department of Territorial Police set up in its stead, making the enforcement of the act very awkward, if not almost impossible.

### SUPERINTENDENT OF PUBLIC WORKS

Chapter 14-1-1 ACLA 1949 states: ". . . . . Until otherwise provided by law, the Territorial Highway Engineer of the Territory of Alaska shall be ex-officio the Superintendent of Public Works . . . . ."

Chapter 14-1-2 ACLA 1949 states: "It shall be the duty of the Superintendent of Public Works to supply plans, specifications and estimates for all school houses and other public buildings and public works in the Territory; . . . . ."

In this day of specialization it seems hardly necessary to point out that an engineer does not have the same training or qualifications as an architect. To hire special personnel such as architects would involve use of funds for which there has never been an appropriation by an Alaskan Legislature and which cannot be taken from the Motor Fuel Oil Tax Fund. No provisions have ever been made by law to meet the expenses of architectural and engineering services which might be rendered by the office personnel of the Highway Engineer's Office to other Territorial agencies. Even if it were possible for the agencies to pay for such services, the payments would go, under the present law, into the General Fund and not be refunded to this office. The act setting up the Office of Superintendent of Public Works (Chapter 91, SLA 1931) was passed when Alaska had a much smaller population than at present and at a time when the duties of the Highway Engineer were not so pressing. As it is now and has been for the last twenty years, the various Territorial agencies hire or contract architects to design such buildings as they may need, and the Superintendent of Public Works may or may not be requested to formally approve of the plans as drawn by an architect. This procedure reduces the office of Superintendent of Public Works to a meaningless title, possibly causing the Highway Engineer to be responsible for building projects which may have been done without his knowledge or control.

### ADMINISTRATION OF TERRITORIAL OFFICE BUILDINGS

Chapter 13-1-1 ACLA 1949 states: "It shall be the duty of the Board of Administration to have the care and custody of all property of the Territory of Alaska . . . . ."

When I assumed office on April 1, 1953, the Highway Engineer was administering both of the Juneau Territorial buildings under the assumption that it was the duty of the Superintendent of Public Works. After the above quoted law was brought to the attention of the Board of Administration, I was appointed as a committee of one to supervise the administration of the Territorial office buildings, policy decisions to be made by the Board.

While this arrangement has been satisfactory, the Legislature may wish to place full responsibility for administering the two buildings under one person and to continue their apparent aim of relieving the Highway Engineer of duties not relating to means of transportation. The following is a brief summary of operational costs of the two buildings.

The Twenty-first Legislature appropriated \$120,000.00 for the operation of the Alaska Office Building for the period ending March 31, 1955. The building was not fully occupied until July,

1953. Every expenditure has been kept to a minimum in an attempt to keep within the appropriation. The expenditures have been as follows:

Building supplies and repairs .....	\$ 4,678.57
Electricity, garbage, water, telephone .....	17,566.70
Salary expenses .....	82,504.06
Elevator expense .....	111.64
Fuel .....	6,281.57
Liability Insurance .....	215.70
	111,358.24
Balance on hand December 31, 1954 .....	\$ 8,641.76

The Territorial Building at Third and Seward Streets, Juneau, is financed from the rental fees collected from the Department of Health. For the first part of 1953, the Department of Welfare also occupied and paid rent for a portion of this building.

Balance January 1, 1953 .....	\$ 1,252.93
Rental revenue .....	22,738.86
	23,991.79
Supplies and repairs .....	\$ 1,514.37
Utilities and fuel .....	3,314.71
Salary expenses .....	17,863.94
Car operation and insurance (garbage removal) .....	212.39
	22,905.41
Balance Decembr 31, 1954 .....	\$ 1,086.38

### PROBLEMS PRESENTED FOR LEGISLATIVE REVIEW

The following is a summary of problems this office would like to present for legislative consideration.

1. Need of more funds. This has been dealt with in the body of the report.

2. Source of more funds. This office is very much in favor of adding the receipts from the sale of license plates to the Motor Fuel Oil Tax Fund. An increase in the motor fuel oil tax is another method of increasing the funds available for both water facilities and roads. An increase in the motor fuel oil tax would not only result in more funds for road and water transportation facilities but would create a better attitude towards the Territory by Congress when they review the Alaska Road Commission's budget requests.

However, I would like to point out that certain types of an increase in the tax may result in no gain or an actual loss to the Territory. The tax receipts actually come from only four or five oil companies and these distributors indicate the distribution by

use and judicial divisions according to the retailer to which the fuel is delivered but exempting consignments of motor fuel to foreign countries, and motor fuel used in stationary power plants operated by municipal public utilities, by non-profit power associations or corporations generating electrical energy for re-sale, and by charitable institutions. In other words, the breakdown of receipts is actually an estimate by the oil companies and not a record of actual retail sales.

If the motor fuel oil tax were to be increased for vehicular or on road use and not on stationary engines nor watercraft, the tax might become a general retail tax and (1) Federal agencies would cease paying the tax; (2) there would be less accurate returns from the hundreds of retailers as compared to the four or five distributors; (3) the cost of administration and enforcement would increase out of proportion to any possible increased revenues.

It is felt by this office that, if the motor fuel oil tax is increased for highway users only, the tax should be imposed as at present and the users of stationary or off-road engines and watercraft should present forms to the taxation department showing the amount of motor fuel oil used by them for a rebate on the amount of increased tax.

It is also felt by this office that if the incorporated cities were granted a rebate for gasoline sold within their corporate limits, the tax would have to be collected as a retail tax with the disadvantages listed above.

The cities owe both their existence and livelihood in Alaska to the fact that they are distributing points for the exchange of commodities; transportation by land, air and water of people and goods to the cities is vital to the life and growth of these cities. In view of the above, it would seem as though any funds collected by means of the motor fuel oil tax should be spent on roads outside of the cities, rather than on city streets, since such roads are directly contributing to the existence and growth of the cities. Also since the cities are exempt from the motor fuel oil tax on municipally owned stationary engines operated by their public utilities boards and may impose (as many of them do) a 2% consumers sales tax on gasoline as well as other commodities, it does not seem fair nor logical that a refund should be made to them on another tax which has been imposed for construction of rural roads which actually contribute to the welfare of the cities. Again since by far the greatest population concentration in Alaska is located in the cities, a tremendous political pressure will be placed on the Territorial Government to spend a continually increasing amount on city streets to the ultimate detriment of the cities

themselves. This very circumstance, has developed in California where the state has stepped in to build "freeways" and "throughways" in the great cities. Due to the political pressure exerted by these vast concentrations of population, many millions of dollars have been spent in such population centers, leaving the state's rural areas which are feeders to these centers with rapidly deteriorating roads.

3. The Territory constructs floats, docks and other water and harbor facilities and thereby, according to an opinion of the Attorney General of Alaska, owns such structures. The cities and public utility districts would like, and should be able to regulate, the use of the water and harbor facilities built and owned by the Territory within their harbors. Neither the cities nor the public utility districts can enforce their regulations on Territorial property nor make service charges on such property for upkeep, etcetera. If the Legislature empowered the Territory to make long term leases or to sell water and harbor facilities to the cities at a nominal cost, the cities could enforce their regulations and, if they wish, charge a nominal fee in order to provide maintenance of such water and harbor facilities.

4. Every month this office turns over \$25,000 to the Territorial Department of Aviation according to Chapter 123, SLA 1949. Every quarter the Territorial Department of Taxation informs this office the exact amount received so that monthly adjustments may be made in the next quarter. Final adjustment is then made at the end of the calendar year to the exact amount due. This is an awkward way to handle the Department of Aviation funds. It would save expensive bookkeeping and help both this office and the Department of Aviation immensely if the motor fuel oil tax collected from airplanes went directly from the Department of Taxation to the Department of Aviation instead of being routed through the Highway Engineer's office.

5. I believe that the Police Commission rather than the Board of Road Commissioners should determine the need of traffic signs, lights and regulations and furnish the same. Such requirements are primarily to reduce accidents and they are more qualified than this office for such a function.

6. Registration fees should be increased for heavy trucks in line with the states, to somewhat indicate their proportion of the wear and tear on roads and to satisfy the most stringent complaints forthcoming from Congress in regard to our road program.

7. Congress by implication has turned the protection of our highways over to the Territory. As your Highway Engineer, I am becoming alarmed at the breaking up of some of the pavement on our roads mostly due to excessive truck speed and unauthorized

heavier loads than the pavement was designed for. Truck weighing stations on the Haines, Richardson, Glenn and Seward Highways have been built by the Alaska Road Commission and the Bureau of Public Roads. These stations are manned part time by the Territorial Police. Police funds for a full time manning of the truck weighing stations are lacking and this situation is taken advantage of by unscrupulous, or careless and unthinking truck drivers. It is felt by this office that some means should be found for full time manning of the aforesaid stations and one or two new ones built in strategic places.

8. The Outdoor Advertising Act (Chapter 86, SLA 1953) was passed in the early part of the 1953 legislative session when the Alaska Highway Patrol was a part of the office of the Highway Engineer. Later in the session the Alaska Highway Patrol was abolished and the Department of Territorial Police established to take over, among its other duties, the functions of the old Alaska Highway Patrol (Chapter 144, SLA 1953). This change left the Highway Engineer neither with personnel nor funds for the enforcement of the Outdoor Advertising Act. It is therefore recommended that the responsibility for the administration and enforcement of the Outdoor Advertising Act be transferred to the Department of Territorial Police.

9. The office of Superintendent of Public Works (14-1-1 ACLA 1949) was established by the Alaska Legislature in 1931 (Chapter 91, SLA 1931). Until otherwise provided by law, the Territorial Highway Engineer was made ex-officio Superintendent of Public Works. At the time this office was created the present road system in Alaska had not been built nor had the Motor Fuel Oil Tax Act been passed, both of these happenings increasing enormously the duties of the Territorial Highway Engineer. No money has ever been appropriated for implementing the act creating the office so that the many duties specified in the act could be performed. It is recommended that the Office of Superintendent of Public Works be abolished or that a competent architect be appointed by law to the office with sufficient funds to perform his function in the Territorial Government.

10. The Alaska Bus Transportation Commission is by law constituted the same as the Territorial Board of Road Commissioners (Chapter 93, SLA 1949). This is an instance where a law formerly administered by a Territorial Board of Road Commissioners composed of the Governor, Treasurer and Highway Engineer, now becomes very awkward to administer by a board with a member drawn from each of the four divisions. To have a meeting of the present board every time an application is made for a certificate of convenience and necessity, or a complaint is made which calls for a hearing, is a source of great expense to the Territory.

and impractical in that busy men, donating their time, would be called away from their businesses and professions. It is therefore recommended that the Alaska Bus Transportation Commission be composed of the Attorney General for Alaska, the Territorial Auditor and the Territorial Highway Engineer, the Attorney General to be ex-officio chairman since this board is dealing mainly in legalities.

11. Grants-in-aid to a ferry service be authorized from the Motor Fuel Oil Tax Fund.

The present method of handling the ferry is payment for services rendered by private individuals who run the ferry. Subsidy would be to a firm, or individual who owned or leased a ferry boat and who would run a ferry service by bidding for the lowest payment for running that service from the Territory.

12. A list of recommended changes in existing laws was presented to the Legislative Council in 1953 for its consideration. The following is a summary of that list:

a. Repeal Sections 14-2-3, 14-2-4 ACLA 1949. This recommendation has been discussed in recommendation number 9.

b. Repeal 40-10-4 ACLA 1949. This law, passed in 1917, requires the individual road commissioners to inspect shelter cabins in their own Divisions. This law has not been observed and ex-officio road commissioners would hardly undertake such a task.

c. Clarify Sections 41-2-3 ACLA 1949. This act deals with the authority of the Board of Road Commissioners to receive and use Federal funds. Water and harbor facilities should be added to the classification of road, highway, bridge or ferry and the Territorial Treasurer should not be indicated as a member of the board.

d. Add a new section (41-2-4 ACLA 1949). This subject is dealt with in recommendation number 3.

e. 50-1-1 ACLA 1949 recommend changing "Board of Road Commissioners" to "Police Commission"; 50-1-2, recommend in line 8 the word "Board" be changed to "Commission"; 50-1-4 recommend that line 1 be amended to read: "Powers and duties of Police Commission"; 50-1-4 (e) (3), recommend placing at the beginning of line 1 the words, "with the concurrence of the Territorial Highway Engineer"; 50-1-4(h), recommend that after the semicolon in line 5, this section be amended to read, "Provided, that as to the promulgation and enforcement of its standards, rules and regulations the commission is empowered to enter into agreements with, and otherwise cooperate with, the Secretary of the Interior and the Secretary of Commerce; 50-1-4

(i) recommend repealing if other recommended changes herein itemized are made by the Legislature as the subject matter is covered in Chapter 144, SLA 1953.

These acts deal with the adoption of standards for traffic devices, erection and maintenance of signs, etcetera. This recommendation is discussed in recommendation number 5.

f. 50-4-1, 50-4-2, 50-4-3, and 50-4-4 ACLA 1949 should be repealed as the subject matter is covered in 50-1-4 ACLA 1949.

g. Chapter 58, SLA 1953; I recommend that in Section 1, line 7 after the word "bridges" delete the words "and ferries" and add the words "ferries, and water and harbor facilities". This would authorize the purchase of right-of-ways when necessary for such projects as an approach to a dock.

## REVIEW OF WATER AND HARBOR FACILITIES PROJECTS UNDERTAKEN THIS BIENNIUM

### First Division

#### ANGOON

The residents of Angoon were in need of a loading dock to be located as near the village as possible due to the lack of car transportation to their usual anchorage at Favorite Bay. This dock was constructed in front of the town on Chatham Straits as requested by the townspeople and city officials who felt the need of a dock at that place for loading and unloading oil and supplies for the school, business houses and residents. This dock was constructed with the cooperation of the Town of Angoon under the Fishermen's Relief Program, with the Alaska Public Works paying a portion of the cost.

#### CRAIG-KLAWOCK AREA

In the 1947-1948 and the 1949-1950 bienniums the Territory built two sections of a floating dock in the South Cove at Craig. In the 1951-1952 biennium the Territory contracted with the City of Craig to build an approach and floating dock in the North Cove at Craig. This contract was finished and final payment of \$8,037.85 was made to the City of Craig in the spring of 1953. In the spring of 1954, it was necessary to repair the float at the foot of Third Street. In December, 1954 this office contracted to repair the first section of the floating dock constructed in 1947.

An addition to the Klawock floating dock was constructed by the Territory in the spring of 1953.

### FANSHAW

The anchor cable holding the floating dock at Fanshaw had rusted through. This cable was replaced by 100 feet of anchor chain. This floating dock should be abandoned.

### HAINES AREA

The small floating dock attached to the wharf at Port Chilkoot is not used during the winter months. It has been the custom heretofore to dismantle and store the gangway to the dock on the wharf during the time it was not in use because of racking of the gangway during severe storms. A raising device was designed and installed so that the gangway would not have to be dismantled.

### HOONAH

A large fishing fleet is based at Hoonah, many boats in the summer fishing season making this port their headquarters. A gridiron for the City of Hoonah for the use of this fishing fleet has been planned by the Territorial Highway Engineer's Office for several years. A contract has been drawn between the Territory and the Alaska Public Works in which that Federal agency agrees to pay approximately 43% of the construction costs of the aforesaid gridiron.

### JUNEAU AREA

The U. S. Forest Service constructed the Auke Bay float approximately 13 miles from the City of Juneau. After the Auke Bay area was eliminated from the Tongass National Forest the Forest Service ceased to maintain the float. The Alaska Highway Patrol had assumed the responsibility for keeping the navigational warning light filled with kerosene and lit during the hours of darkness. After the Highway Patrol personnel was separated from this office, the office contracted with the Auke Bay Public Utilities District that the District would install and maintain an electric warning light, this office reimbursing the district for the cost of materials used in the installation. Besides the above, this office repaired the gangway and deck of the floating dock.

During the preceding biennium the Territorial Board of Road Commissioners allocated funds for the reconstruction of floating docks in the Juneau small boat harbor. Final payment to the City of Juneau for these repairs amounting to \$10,523.54 was made in February, 1953. In 1954 repair work became necessary on the Juneau city floating dock as well as further repair work on the floating docks in the Juneau small boat harbor. This office contracted with the City of Juneau to do this work.

### KAKE

The former Highway Engineer had contracted with the City of Kake in March, 1953, to construct a dock at a total cost to the

Territory of \$17,000. The residents were to contribute volunteer labor. Due to the poor 1953 season, the residents needed financial aid so this office contracted with the Alaska Public Works to build the Kake dock under the Fishermen's Relief Program. The net cost to the Territory was \$17,972.08. The net contribution by the Alaska Public Works was \$10,780.00.

### KETCHIKAN AREA

The Highway Engineer contracted in June, 1952 with the City of Ketchikan to construct a gridiron and approach float. Final payment of \$6,086.87 was made on this contract in 1953.

The Highway Engineer contracted with the City of Ketchikan to repair the mooring of the city floating dock in 1953. In September, 1954 this office contracted with the City of Ketchikan to repair and construct floating docks in that city.

The Hole in the Wall float had deteriorated so as to need minor repairs.

The Helm Bay floating dock had deteriorated so as to need minor repairs.

The Knudson Cove floating dock and approach was originally constructed by the Forest Service, U. S. Department of Agriculture, and title rests in that agency. This harbor facility has been abandoned by the Forest Service upon the elimination of the Knudson Cove area from the Tongass National Forest. Plans were drawn in March, 1953, for a two finger float addition to this harbor facility and the finger floats constructed and placed later in the year. At the same time the approach to the floating dock was repaired.

A contract was let by the Highway Engineer for the partial reconstruction of the floating dock at Loring in January, 1953. Minor repairs there have been undertaken.

### PELICAN

Pelican is one of the main ports of call for the Southeastern Alaska fishing fleet. Another gridiron to supplement the very inadequate gridiron then in use was a necessity for this fleet. The Territory, matching funds two to one with the City of Pelican and under a construction contract with that city, built the other necessary gridiron.

### PETERSBURG AREA

The floating docks were constructed by the Territory during the preceding biennium in Petersburg Harbor. Final payment was made in January, 1953.

Fishing boats tie up to the floating dock at Mitkof Bay when waiting for the tide and weather while passing through Wangell



Narrows. The Territory contracted with the City of Petersburg to repair this floating dock.

The floating dock serving the community of West Petersburg and used regularly to ferry school children across Wrangell Narrows to Petersburg was partially rotted. This dock and approach was repaired by the Territory through a contract with the City of Petersburg.

#### SITKA

The City of Sitka completely repaired the city's A.N.B. floating dock through a cooperative agreement with the Alaska Public Works under the Fishermen's Relief Program. The Territory reimbursed the city for its share of the cooperative agreement.

#### WINDHAM BAY

This floating dock had broken loose from its moorings and needed repairs. As it served a lumber mill and a placer mine, repairs were made by the Territory.

#### WRANGELL

The planking on the city eastern floating dock had become badly rotted. Repairs were made by the Territory through a contract with the City of Wrangell. In December, 1954 this office contracted with the City of Wrangell to build a new western floating dock in that city's harbor.

### Second Division

#### NOME

In the year 1916 the City of Nome, in order that the Federal Government would establish a suitable small boat harbor in the mouth of Snake River, pledged itself by resolution to contribute to the United States Government yearly the sum of \$2,500 for the maintenance of the said small boat harbor. From 1925 to 1933, the Territory, by special appropriations, took over the payment of this contribution. The 1951 Legislature memorialized the Territorial Highway Engineer, due to the bad financial status of the City of Nome, to pay this contribution (SJM No. 9 SLA 1951). Because the finances of the City of Nome have worsened rather than bettered in the last few years due to circumstances beyond the city's control, the Territorial Board of Road Commissioners felt this contribution should continue to be paid from the Motor Fuel Oil Tax Fund.

### Third Division

#### HOMER

The Territory in preceding biennia has spent \$92,257.95 in the construction and maintenance of the Homer Dock. Repairs to the dock became necessary in this biennium due to ice and storm damage.

#### KODIAK

The piling anchoring the floating dock had rotted and was replaced by the Territory through a contract with the City of Kodiak.

### REVIEW OF ROAD PROJECTS UNDERTAKEN THIS BIENNIUM

#### First Division

#### CRAIG-KLAWOCK

The six and one-half miles of road between Craig and Klawock on Prince of Wales Island was in bad condition with the bridge across the lagoon outlet at Klawock badly in need of replacement. The first five miles of this road out of Craig was built by the Forest Service. The last one and one-half miles, including the bridge across the outlet of Klawak Lagoon, was built in 1948 and 1949 by the Territorial Highway Engineer. The Forest Service had no funds to repair this road so permission was granted by the Service for this office to work on it. A survey made for 1½ miles around the lagoon disclosed that it would be much less costly to repair and/or partially rebuild the bridge rather than build this extra section of road. The bridge and road were repaired with local labor in the fall of 1954.

#### DOUGLAS AREA

The Territory had contributed to the building of the causeway to the Bureau of Mines installation on Juneau Island during the preceding biennium. Previous to April, 1953, the Territory repaired this causeway.

#### HAINES AREA

The Territory, through a special cooperative agreement with the Alaska Road Commission, provided snow removal on a short section of road in the Port Chilkoot area.

#### HOONAH

The Garteen Road runs south from the City of Hoonah about a mile and one-half past the Shotter homestead to an abandoned mink farm. This road was originally constructed as a trail by the

Forest Service and subsequently in the 1930's made into a road by the Civilian Conservation Corps. In the 1949-1950 biennium the Territory repaired this road at a cost of \$818.68 and in the 1951-1952 biennium \$1,425.57 was spent on repairs. Up to the end of the first week in April, 1953, a certain amount of repair work was done by the Office of the Territorial Highway Engineer on this road.

The Hoonah Cannery Road runs north about a mile and a quarter to the Icy Straits Salmon Company cannery. This road was originally constructed by the Forest Service and in the 1947-1948 biennium the Territory reconstructed this road as a relief project at a cost of \$64,524.32. In the 1949-1950 biennium the road was repaired by the Territory at a cost of \$3,495.22. In the 1951-1952 biennium \$746.86 was spent on further repairs on the road. A total has been spent for the three biennia of \$68,768.40. In the spring of 1953, this road had washed out again. As this road affords the only land transportation between the City of Hoonah and a source of employment at the cannery, such transportation being furnished free by the Icy Straits Salmon Company, it was considered best to repair this road again and to straighten out some of the worst road corners. The road is again in need of repair but since the cannery did not operate in 1954, it was not deemed necessary to repair it in that year. For a permanent roadbed which will not wash out during westerly storms, bulkheads should be constructed along exposed sections at an estimated cost of \$75,000.00.

#### JUNEAU AREA

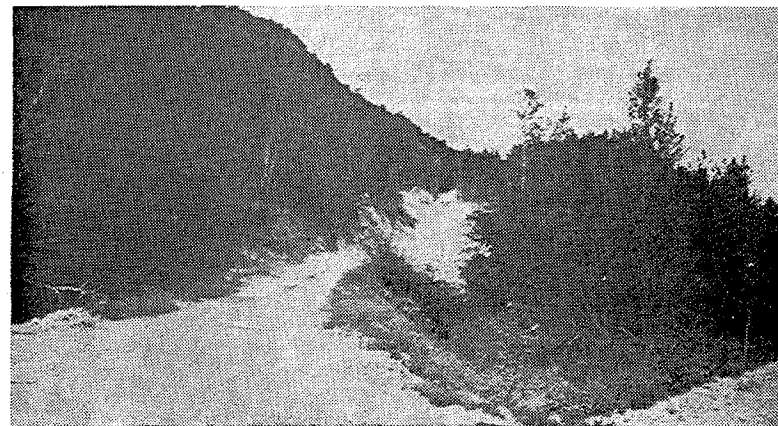
Through a cooperative agreement with the Bureau of Public Roads, the Territory through the Highway Engineer's office paid for the maintenance and snow removal on certain access roads from the Glacier Highway. In some instances, this work was also financed from the Forest Fund account.

#### KETCHIKAN AREA

Many years ago the Forest Service constructed a trail from Ketchikan to a recreational area at Carlanna Lake. This trail was reconstructed into a road by the Civilian Conservation Corps in the nineteen thirties and maintained by the Forest Service for the homesite owners along it until the elimination of the Ketchikan area from the Tongass National Forest. During the past three biennia \$56,002.88 has been spent by the Territory on the reconstruction and maintenance of the Carlanna Lake road and a short auxiliary road. During this biennium \$1,081.50 has been spent in the maintenance of this road by this office.

#### SKAGWAY AREA

The Alaska Road Commission has surveyed and started to build a road from Skagway to the Alaska-Canadian border to eventually connect with a road from Carcross in Yukon Territory. Due to Congressional restriction, the Alaska Road Commission was unable to continue this road which was much desired by the people of Skagway to connect that town with the continental road system. To date the townspeople have contributed their labor and most of the costs for materials and equipment to the Alaska Road Commission for building this road. The Territorial Highway Engineer considered this road such a worthy project that funds were contributed during the biennium to the Alaska Road Commission for continued construction on the road. The road will be very costly to complete but it is hoped this office will have the funds to contribute enough each year to continue construction so that in time the road will reach the border and the connecting Canadian road.



START OF SKAGWAY-CARCROSS ROAD

#### YAKUTAT

In the preceding biennium the Territory repaired a slide area on a logging road in Yakutat. Payment for this work was made in the spring of 1953.

#### Second Division

#### BUCK CREEK-YORK AREA

During the biennium the Territory improved and maintained the Buck Creek-York Road.

## KOTZEBUE

The construction of a road by the Territorial Highway Engineer from the end of the airport road at Kotzebue to a creek at the head of the lagoon which would serve a much needed water supply for the town was commenced.

Another short road was also started from Kotzebue Village to Kotzebue Lagoon which could then serve as a much needed small boat harbor and seaplane landing area. It was expected these two short roads would be finished in the summer of 1954. However, torrential rains so softened the ground at Kotzebue it was decided to stop work and finish them in the spring of 1955.

## NOME AREA

The Territory furnished funds to the Alaska Road Commission to continue the road up Nome River from the City of Nome. The Nome River Road will be the first link in an Alaska trunk-line road connecting Nome to Fairbanks and Anchorage. It is planned to build this first link at present as far as Bunker Hill and the start of the Kougarok Road so as to connect the richly mineralized Kougarok mining district with Nome by truck transportation instead of the present very inefficient tramline transportation. It is hoped, before continuing the Alaska trunk-line further east, to continue the trunk-line west from Nome to Teller Harbor and Port Clarence, thence on to Lost River and other Seward Peninsula tin producing areas.

### Third Division

## ANCHORAGE AND PALMER AREA

The Territorial Board of Road Commissioners by resolution in 1953 stipulated that no roads should be built nor maintained in a suburban area where such an area could either incorporate itself or join an incorporated city, except in a great necessity or emergency. Due to the situation of the new Anchorage High School and the crowded traffic condition of Spenard Road around Romig Hill, it was necessary in order to provide safe transportation to pupils from Anchorage, that some traffic be by-passed to other routes. The Board considered this condition constituted an emergency. The Office of the Territorial Highway Engineer therefore built, through a cooperative agreement with the Alaska Road Commission, a road from the KFQD Road to the new Anchorage High School and secured the right-of-ways for, and built an extension of "C" Street in Anchorage to Fireweed Lane. The Spenard Public Utility District contributed \$10,000 for the securing of right-of-ways on the "C" Street Extension Road. Due to unforeseen delay in the engineering and drafting requested by the Territorial

Highway Engineer from the Alaska Road Commission, "C" Street Extension was not finished in 1954 as planned. However, the road is passable and much used.

The Eagle River Valley northeast of Anchorage is being rapidly settled by homesteaders. The Alaska Road Commission has constructed a road approximately 2 miles long up the Eagle River Valley from the Glenn Highway but had no funds for a further extension of this road. The Territorial Highway Engineer extended the road, through a cooperative agreement with the Alaska Road Commission, another mile to give access to the highway to several homesteaders.

A short distance south of Fire Lake between Palmer and Anchorage on the Glenn Highway, the Territorial Department of Fisheries has established a fish hatchery. The Territorial Highway Engineer built a short access road to this installation through a cooperative agreement with the Alaska Road Commission.

At Lazy Mountain, south of the Glenn Highway and southeast of Palmer, there is a rapidly growing community of homesteaders and farmers. The Territory, through the office of the Highway Engineer, contributed funds under a cooperative agreement with the Alaska Road Commission, to reconstruct and build access roads and connecting links in the Lazy Mountain Road System.

Access to the hangar space on the Palmer Airport, outside of the City of Palmer, has been in the past by a road over and along the runway, making a hazard for automobiles and trucks as well as for landing airplanes. The Territory built through the Office of the Highway Engineer and a cooperative agreement with the Alaska Road Commission, a road back of the hangars so as to relieve the aforesaid hazard.

On the Pittman-Big Lake Road west of Wasilla there are year-round residents with 24 children of school age. Since this road is not covered by the yearly cooperative agreement with the Alaska Road Commission for road maintenance, the Territory through the office of the Highway Engineer and a special cooperative agreement, is providing funds for snow removal on this road during the winter of 1954-1955.

The school bus between the communities of Matanuska and Wasilla passed over a very narrow, twisting road, known as the Matanuska-Wasilla Cutoff. The Territory through the Office of the Highway Engineer and under a cooperative agreement with the Alaska Road Commission provided funds for the reconstruction of this short piece of road. To date only \$41.65 has been used of this allocation.

From Wasilla a road is being constructed by the A.R.C. north along the east side of the Susitna River Valley, roughly paralleling the Alaska Railroad. This road is tentatively planned as one of the links in a road which will ultimately connect Anchorage with the Kuskokwim Valley. It will also connect the Willow Creek Road and the Wasilla hard rock mining area to the railroad and provide a water level trucking road from this area and Willow Creek to Palmer and Anchorage. The Alaska Road Commission had funds enough to build this road from Pittman across to the north bank of the Little Susitna River. In order to construct the road to the community of Huston and the location of a prospective birch milling industry, the Territory provided funds to the Alaska Road Commission to finish the construction of this short section.

#### CORDOVA AREA

In the preceding biennium the Territory constructed an access road to the Cordova small land and seaplane port on Eyak Lake. Final payment on this work was made in March, 1953. The access road constructed by the Territory during the preceding biennium required a new culvert and that short section connecting the access road to the Copper River Highway needed regrading and surfacing. Also the Copper River Highway as far as the Cordova Airfield badly needed grading since constant use and lack of funds on the part of the Bureau of Public Roads had left that portion of the Highway in bad condition. The Territory through a cooperative agreement with the Bureau of Public Roads made the above mentioned repairs.

#### DILLINGHAM AREA

The village of Aleknagik is composed of fishermen and people engaged in market gardening, mining and other pursuits. A few miles east of Aleknagik is a very favorable cinnabar prospect. A road between Dillingham and Aleknagik and ultimately to the cinnabar prospect would allow the residents of Aleknagik to market their garden produce at Dillingham, and would allow the residents of Dillingham, (many of whom use the Aleknagik River as a small boat harbor for their fishing boats) to commute back and forth to their homes in Dillingham. Such a road would also give a chance for employment on a year-round basis to the residents of Dillingham and vicinity in the potential quicksilver mine as well as allowing transportation of mine supplies and products to and from the port of Dillingham. This road would also constitute the first link in a planned trunk line for the Bristol Bay Area which will bring Dillingham, and ultimately Naknek and Katmai National Monument, into connection with a port on Cook Inlet across from and connected by ferry with Homer on the Sterling Highway. The Alaska Road Commission has surveyed the route of the above road

from Dillingham to Aleknagik and partially cleared the right-of-way thereon. The Alaska Road Commission, however, is forbidden by Congress to undertake new road projects. The Office of the Territorial Highway Engineer, under a cooperative agreement with the Alaska Road Commission, has contributed toward the construction on the aforesaid road, using local labor.

In case of sickness at Dillingham, all patient transportation and doctor services are dependent on a 5-mile road between Dillingham and the hospital at Kanakanak. This road had deteriorated so badly, with the bridge in a dangerous condition, as to be almost impassable. The Territory, through the Highway Engineer, matched funds with the Alaska Road Commission to re-surface this road and repair the bridge with local labor.

#### EGEGIK

There was no access road to its airport from the native village of Egegik. This office in cooperation with the Territorial Department of Aviation constructed this access road.

#### HOMER AREA

East of the Homer airport along Coal Bay is an area which is rapidly being built up in homesites. The only access heretofore to these homesites has been across and along the airport. The Territorial Highway Engineer through a cooperative agreement with the Alaska Road Commission has built a road south of the airport to give access to the homesites in this area.

#### KENAI AREA

The Sterling Highway after leaving the Anchorage-Seward Highway crosses to the south bank of Kenai River on a very fine concrete bridge. The highway then runs along the south side or left limit of the Kenai River over an unimproved road to again cross the river at Schooner Bend at about Mile 16½ over an old and narrow bridge back to the north side or right limit of the river and thence on to the towns of Kenai and Homer. This portion of the Sterling Highway is within the Chugach National Forest, all road work being done therein by the Bureau of Public Roads. The Bureau informed the Office of the Territorial Highway Engineer that approximately \$900,000 had been allocated to build a new concrete bridge at Schooner Bend and to rebuild the road on the south side of Kenai River as well as a short section of road on the north side of the river below Schooner Bend to connect on to the finished portion of the Sterling Highway. This office was also informed that no part of this money could be used for right-of-way purchases, and if the right-of-way for the aforesaid section of road and the Schooner Bend Bridge were not obtained by the Territory by grant or purchase from owners of the land over which

the right-of-way lay, the aforesaid construction money would revert back to the Bureau's construction fund pool and be used for construction of roads in the National Forests in the United States. Most of the land over which the right-of-way was surveyed is owned as unpatented mining claims by Charles G. Hubbard who purchased the three original 20-acre claims for \$45,000 in 1909. Mr. Hubbard had granted a right-of-way for the original pioneer road and the bridge but due to past differences with the Forest Service he refused to deal with that agency or the Bureau of Public Roads for the 27 acres embraced in the new right-of-way. However, Mr. Hubbard offered these 27 acres to the Territory for \$25,000. In order to save the \$900,000 for Alaska road construction, the Territory was forced to secure the aforesaid right-of-way. After prolonged negotiations, Mr. Hubbard, as a public service to the Territory, reduced his price so that the Territory was able to purchase the 27 acres in this right-of-way.

#### KODIAK AREA

At Karluk on the northwestern part of Kodiak Island, the bridge across the Karluk River is used by school children attending the Karluk school as well as by other residents of the vicinity. The bridge had become badly in need of repairs and was in a dangerous condition. The Territorial Highway Engineer through a cooperative agreement with the Alaska Road Commission restored this bridge.

#### NAKNEK AREA

The road from Naknek to King Salmon Air Force Base affords that community the only access by air to Anchorage and the rest of Alaska. This road was in very bad repair, one bent being gone from a pile bridge over a major stream crossing. Adequate Alaska Road Commission funds for these necessary repairs were lacking. The Territorial Highway Engineer repaired this road in 1954 through an agreement with the Alaska Road Commission, using local labor.

Transportation to the village of South Naknek is entirely by air except for unreliable water transportation across the Naknek River estuary in calm weather. In case of sudden sickness or accidents, the only reliable transportation is by airplane. Also there is a large airplane traffic in supplies between the approximate number of 300 residents of South Naknek and vicinity, and Naknek and King Salmon. The village is served by a small community-constructed airfield which was originally connected by one-half mile of plank road to the school and stores. This plank road had completely rotted away so that it was practically impassable even for jeeps. The Territory through the Highway Engineer rebuilt with local labor this one-half mile of road.

#### SELDOVIA AREA

In the preceding biennium the Territory through the Highway Engineer contracted with the City of Seldovia to repair the road and bridge from Port Graham to English Bay. Final payment for this work was made in the spring of 1953.

Following a memorial by the 1951 Legislature to the Territorial Highway Engineer (H.J.M. No. 5, SLA 1951) the Territory built a tractor road or trail from Seldovia across Fish Creek to McDonald Spit in the preceding biennium. Partial payment for this tractor road was made in the spring of 1953.

The Seldovia Chrome Corporation mine on Red Mountain, is coming into production, having already made a small ore shipment. The corporation built a tractor road down Fish Creek (locally known as Barabara Creek) to the winter tractor road constructed by the Territorial Highway Engineer in 1952. The Territorial Highway Engineer in 1954 has rebuilt this winter tractor road into a good low-grade truck road from Seldovia to Fish Creek and is now building a winter truck road from Fish Creek to a junction with the Red Mountain road at Jakolof Bay. With more funds anticipated in 1955, it is hoped to make this entire road into a truck road for hauling ore to, and supplies from, Seldovia.

The Kenai Chrome Company shipped 3,000 tons of chromite ore in the summer of 1954 from their mine on Red Mountain in the Seldovia Area. The company has built docks and ore bins on Kasitna Bay. The Alaska Road Commission has built a road known as the Red Mountain Road from these docks along Jakolof Bay and up Jakolof Creek to the company's mine. This mine is the foremost producer of chrome ore in Alaska and should receive every help to put it on a firm production basis. In order to finish the Red Mountain Road and put it in condition for truck haulage, the Territory through the Office of the Highway Engineer matched funds with the Alaska Road Commission on this road for 1954.

#### SEWARD AREA

In 1952 the Alaska Freight Lines constructed an extension from one of the access roads to the Seward Highway to their dock on Resurrection Bay. In March 1953, the Territory reimbursed them a part of the cost of this extension.

Through a cooperative agreement with the Bureau of Public Roads, the Territory pays for the maintenance and snow removal of certain access roads in the Chugach National Forest area. Most of this expense is met from the Forest Fund Account.

The Office of the Territorial Highway Engineer by means of an agreement with the Bureau of Public Roads and its contractors,



paved 1/3 mile of road running through the Territorially-owned Seward Sanatorium in order to cut down the unhealthful dust condition on this road.

#### TALKEETNA

In 1952 the Highway Engineer's Office in conjunction with the Department of Aviation built an access road from Talkeetna to an airport. Payment was made for this work in the spring of 1953.

#### VALDEZ AREA

In the preceding biennium the Territory accomplished some repair work on the roads at Dayville near Valdez. Final payment was made on this work in January, 1953.

The Mineral Creek Road gives access to a promising mining area besides being a great scenic attraction for the Valdez tourist industry. This office contracted through a cooperative agreement with the Alaska Road Commission to repair this road.

#### Fourth Division Roads

#### ISABELLA PASS

The Richardson Highway through Isabella Pass cuts off about 100 miles in truck haulage between the seaports on the southern coast of Alaska and Fairbanks, instead of the previous truck routing by way of Slana and Tok to the Alaska Highway. The Territorial Highway Engineer matched funds with some of the trucking interests and the Alaska Road Commission to keep Isabella Pass open during the winter of 1953-1954.

#### BETHEL

The village of Bethel is the port and supply point of the Kusko-kwim Valley. Snow removal from the village to the hospital and new airport is not on the yearly cooperative agreement on road maintenance between the Territory and the Alaska Road Commission. The Territory through the Office of the Highway Engineer contributed funds to the Alaska Road Commission for snow removal on these roads.

#### CHICKEN

In 1952 the Territory maintained a road on Chicken Creek in the Fortymile District. Final payment for this work was made in January, 1953.

#### FAIRBANKS AREA

The road up the Chena River from Fairbanks will open up some of the best farming land left in Alaska. It will also ultimately

connect Chena Hot Springs and the Circle and Woodchopper areas with Fairbanks. The Alaska Road Commission is building this road under the farm and access road program but ran out of funds on this program before the close of the 1954 season. The Territory contributed funds to the Alaska Road Commission to continue the building of the road through homestead land almost to the Little Chena River.

The Territory contributed funds to the Alaska Road Commission for the relocating, regrading and surfacing of a portion of the Chena Ridge Road.

The bridge across Davidson Canal on the tractor and jeep road branching from the Steese Highway and serving a very promising mining district on Ophir Creek and lower Nome Creek, had rotted so badly as to be dangerous to use. The Territorial Highway Engineer rebuilt this bridge, timbers for the bridge being supplied by the U. S. Smelting Refining and Mining Company.

A mining and farming area is being developed on and along Goldstream Creek northeast of Ester Dome. The Territory through the Highway Engineer, contributed motor fuel oil tax funds to the Alaska Road Commission to build a road between Ester Siding and Happy Siding to serve the foregoing area.

#### HARDING LAKE

In 1952, the Territory contributed to the maintenance of a road at Harding Lake. Final payment for this work was made in February, 1953.

#### FAIRBANKS-NENANA AREA

A short stretch of road between Nenana and the cemetery had become impassable, particularly in the spring. The finances of the City of Nenana being at a low ebb, the Territory contracted with the city to repair this road.

A road from Fairbanks to Nenana has long been a necessity and in great demand by the residents of the Fourth Division. This road will ultimately be a link in a road from Fairbanks to Mt. McKinley Park, the link from Nenana to the park being surveyed by the Alaska Road Commission at the present time. The Fairbanks-Nenana road is near the top of the priority list of roads to be built by the Alaska Road Commission. However, construction has not as yet been authorized by Congress. It was felt by the Territorial Board of Road Commissioners that if the series of winter roads near Ester were built onto the Nenana Road as a winter road, Congress might take cognizance of the necessity for this road. Therefore through a cooperative agreement with the Alaska Road Commission, such a road was constructed in the fall of 1953. A section of the winter road (tote road) between Fair-

banks and Nenana followed an old logging route over and along the right-of-way of the Alaska Railroad. The management of the Alaska Railroad objected to this use of the Railroad's right-of-way as endangering its telephone line. The Territorial Highway Engineer allocated funds in 1954 to the Alaska Road Commission to change this section of tote road so as to follow the survey line of the permanent Fairbanks-Nenana Road when built. It is hoped that Congress will appropriate money for the construction of this road in order to help the economy of Nenana badly crippled since the war by the curtailment of river boat transportation caused by stopping of Government construction and the low ebb in mining.

#### NULATO

The bridge across the Nulato River on the road from the Nulato Airfield to the Village of Nulato had been partially destroyed by spring breakup ice. The only access from the airfield to the village was by planks laid across some stringers remaining from the old bridge. This necessitated backpacking all mail and perishable supplies almost 2 miles from the airfield. The Territorial Highway Engineer reconstructed the Nulato River Bridge with local labor.

#### RUBY-POORMAN

The road from Ruby to Poorman was built by the Alaska Road Commission before the last World War. Since about 1942 little if any maintenance work has been done on this road, the section from Long Creek to the Village of Poorman having become practically irreparable. Mining is reviving in the Ruby-Long Creek area due to a gradual accumulation of capital allowing the miners to buy new machinery to replace that confiscated during the Second World War. The Territory contributed funds to the Alaska Road Commission towards the restoration of the Ruby-Long Creek section of the Ruby-Poorman Road.

#### RAMPART

The Territory through the Office of the Highway Engineer repaired with local labor the short stretch of road from Rampart on the Yukon River to the bridge over Minook Creek.

#### TANACROSS

The Village of Tanacross with its school and church, is situated on the north bank of the Tanana River and is cut off by the river from access to the Alaska Highway, except in winter when supplies may be hauled in by tractor. Warm springs make the use of tractors extremely dangerous in crossing the Tanana River opposite the village. The Territorial Highway Engineer through a cooperative agreement with the Alaska Road Commission, built a winter tractor road around and upstream from the aforesaid warm springs to the village.

### IMMEDIATE LARGER ROAD PROBLEMS FOR CONSIDERATION IN THE 1955-1956 BIENNIUM

(Changing conditions and developments may alter or add to this list materially. Small road projects are not listed). If conditions and finances permit, this office will consider the following road problems:—

#### IN THE FIRST DIVISION

1. Construction of the Yakutat-Situck Road
2. Contributing to the Alaska Road Commission for the Skagway-Carcross Road
3. Making a preliminary air survey of a Skagway-Haines Road
4. Making a study and a survey of a bridge and road to the south or right limit side of the Chilkat Valley from the Haines Highway
5. Construction of a road from Kake to Portage (H.M. 19 SLA 1953) in cooperation with the Forest Service.
6. In cooperation with the City of Ketchikan, the building of the Schoenbar Road (Heintzleman Highway, H.C.R. 1 SLA 1953)
7. If Territorial forest road funds are released, contributing to the construction of the Taku Highway
8. Undertaking many smaller road projects not listed

#### IN THE SECOND DIVISION

1. Contributing to the Alaska Road Commission for continuing the Nome-Fairbanks trunk road up Nome River to Bunker Hill
2. Surveying the Nome-Fairbanks trunk line road from the end of present construction to Bunker Hill
3. Surveying the Nome-Teller Highway (Sunset-Goldrun Road)
4. Surveying the Lost River-Teller Road
5. Undertaking several smaller road projects not listed

#### IN THE THIRD DIVISION

1. Continuing construction of the one-lane, low-standard truck road from Seldovia to Jakolof Bay with the hope that the Alaska Road Commission will be permitted to reconstruct this road to a standard highway
2. Finishing grading "C" Street Extension Road in the Spenard Area
3. Contributing to the Alaska Road Commission for the continuation of the construction of the Dillingham-Illiamna Highway towards Aleknagik (H.M. 24 SLA 1953)

4. Contributing to the Bureau of Public Roads for the survey of a continuation of the Whitshed Road
5. Surveying and starting construction, if developments warrant, on a road from the Denali Highway to the McLaren Copper Mines
6. Contributing to the Alaska Road Commission for the survey of a continuation of the East Road at Homer to the Fox River Valley
7. Undertaking many smaller projects not listed

#### IN THE FOURTH DIVISION

1. Contributing to the Alaska Road Commission for the start of construction on the Fairbanks-Nenana Highway
2. Contributing to the Alaska Road Commission for the continuation of the Fairbanks-Chena Valley Road across the Little Chena River
3. Contributing to the Alaska Road Commission for continuing the construction of the Goldstream Road
4. Contributing to the Alaska Road Commission for the reconstruction of the Ruby-Poorman Road
5. Surveying and starting construction on a road between Stampede and the McKinley Park Road
6. Undertaking many smaller road projects not listed



SOUTH NAKNEK ROAD BEFORE REPAIRS