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eight horses and used in ditching and sidehill grading, it still cost an average of approximately \$2,200 for each mile of wagon road built. Winter sled roads cost \$250 and pack trails \$100 per mile.<sup>28</sup>

By 1907 the board had become a smoothly working organization, but as with any growing entity emerging complexities called for clarifying directives. Thus in Circular No. 2, issued May 6, 1907, it stated that superintendents of districts and disbursing agents of the board were required "to furnish bonds for the faithful performance of their duties, when deemed necessary by the Board of Road Commissioners." The bonding, however, was not to be charged against the salaries of such employees but was to be paid from board funds. A day later, Circular No. 3 instructed superintendents of districts and foremen in charge of working parties to notify all employees that the board did not assume responsibility for "injuries or sickness of men so employed." The board modified this statement, however, by adding that in case of serious illness or injury through unavoidable accidents it would procure a surgeon or physician without charge in order to prevent loss of life. If necessary, it also would transport victims, free of charge, to the nearest suitable medical or hospital facility.<sup>29</sup>

On May 8, Circular No. 4 regulated pay periods, and in July, Circular No. 5 specified that all roads and trails located, constructed, and maintained by the board were to be 60 feet wide, 30 feet on each side of the center line, except in special cases where a lesser width might be employed. There was to be no encroachment on this 60 feet of right-of-way unless the board had granted prior authority.<sup>30</sup>

In the meantime, Richardson continued to lobby successfully for special congressional appropriations. For the fiscal years 1908 through 1911, Congress provided

\$244,857.18 (1908), \$236,674.97 (1909), \$237,498.50 (1910), and \$100,000 (1911). Together with money from the Alaska Fund, this gave the board budgets for those years of \$365,629.90 (1908), \$383,646.89 (1909), \$340,396.79 (1910), and \$266,777.95 (1911).<sup>31</sup>

In 1911 the board reported that a total of 759 miles of wagon roads, 507 miles of winter sled roads, and 576 miles of pack trails had been built. Additionally, every year the board had staked several hundred miles of winter trails over treeless and exposed sections of the territory for the guidance and safety of travelers during storms. It also had continued its program of constructing bridges and installing ferries. The board once again called attention to its wagon roads and explained that this designation had been applied in a restricted sense in Alaska, and these certainly did not meet the standards of those found in the contiguous United States. Alaska's wagon roads, the board explained, were designed to be good country roads capable of accommodating year-round traffic of considerable tonnage. They had been located with appropriate grades, been crowned, ditched, and drained, and corduroyed or planked where necessary. Wherever soil quality permitted, ordinary graded earth roads were built. In areas with poor soil conditions, where an ordinary earth road could not support the traffic, the board had put down a light corduroy of small spruce trees covered with several inches of earth. In fact, most of the wagon mileage constructed consisted merely of such corduroy and therefore rutted badly during prolonged periods of rain. While the board had worked in most sections of the territory, it had constructed the best system of local roads in the Fairbanks and Nome mining districts. This had been accomplished, in part, because of the substantial financial assistance local residents had rendered.

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28. *Ibid.*, pp. 11-15.

29. Circulars No. 2 and 3, May 6 and 7, 1907, R. G. 94, Records of the Adjutant General's Office, 1780s to 1917, AGO Doc. File, various files pertaining to Alaska, N.A.

30. Circulars No. 4 and 5, May 8 and July 10, 1907, R. G. 94, Records of the Adjutant General's Office, 1780s to 1917, AGO Doc. File, various files pertaining to Alaska, N.A.

31. U.S. Department of the Interior, Office of the Territories, Alaska Road Commission, *Annual Report for the Fiscal Year Ended June 30, 1956* (Juneau, Alaska: August 31, 1956), p. 43.

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