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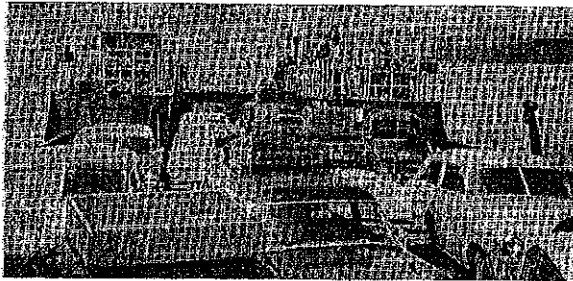
Alaska (Ter) Territorial Board of Road
Construction

**BIENNIAL
REPORT**
of the
**Alaska Territorial
Highway Engineer**
and
**Superintendent
of Public Works**



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PROPERTY OF
MUNICIPALITY OF ANCHORAGE



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 \$36,664.00 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.

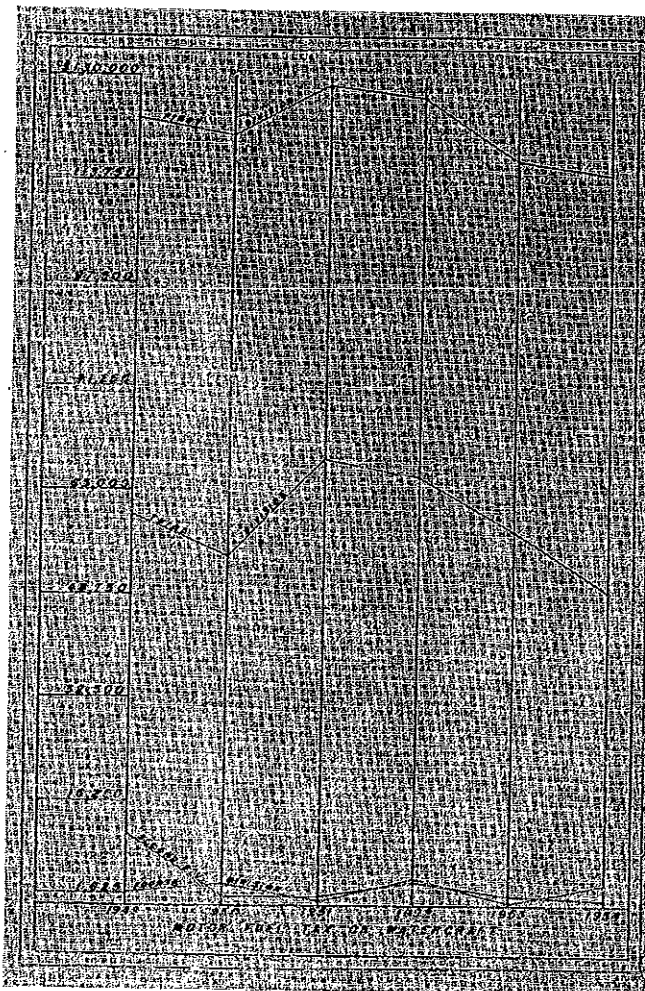
HARBOR AND WATER FACILITIES FUNDS

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 \$3,387.19 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,

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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,

**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	
Noms 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
CORDOVA		
Road to airport	11,139.55	11,139.55
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
HOMER		
Deck 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 NEUHALEN		
A.R.C. roads	3,100.00	3,100.00
ISABELLA PASS		
Snow removal (also 4th Division)	15,000.00	15,000.00
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	
Kariuk bridge repair	4,000.00	31,000.00
McCARTHY		
A.R.C. roads	9,000.00	9,000.00
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
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