

**HB**

**269**

STATE OF ALASKA  
THE LEGISLATURE

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Mary Van Nimwegen

4B 269

House Transportation

4/20/89

# HOUSE COMMITTEE REPORT

(5)

Date Referred: April 5, 1939

FURTHER REFERRALS: FINANCE

Date of Committee Action: 4/20/39

The TRANSPORTATION Committee considered:

HB 269

HOUSE BILL NO. 269 [REVENUE BONDS FOR COPPER RIVER HIGHWAY]

"An Act approving the issuance of revenue bonds for construction and upgrade of the Copper River highway; and providing for an effective date."

RECOMMENDATIONS:

- be replaced with \_\_\_\_\_  the same title
- have attached amendment(s)  a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the \_\_\_\_\_ Committee

ADOPTS: \_\_\_\_\_ letter of intent

ATTACHES NEW FISCAL NOTE(S): (Dept)

APPROVES PREVIOUS: (Date/Dept)

- fiscal impact \_\_\_\_\_
- zero fiscal note \_\_\_\_\_
- zero with analysis \_\_\_\_\_

- fiscal note(s) \_\_\_\_\_
- zero fiscal note(s) \_\_\_\_\_
- zero fn/analysis \_\_\_\_\_

SIGNING DO PASS:

Bill Hild

Richard (Dorey)

Bette Cato

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

SIGNING: (Check approp. column)

	Do Not Pass	No Rec	Amend
<u>Ben Sanderson</u>		X	
_____			
_____			
_____			
_____			
_____			
_____			
_____			
_____			

Bette Cato  
Chairman's Signature

443

Mitt Barker

Dept. Comm. Dept of Rev.

473 Cato

55 Second Cost/Per Vehicle

481 Bill

Cost per ~~Per~~ Day

484 Mitt

493 Helen

495 Mitt

Is this an easy Bond to Float  
First Toll Bond issued by State  
Bond on one project. No demonstration elements  
there is risk involved. Possible

506 Hicky  
Mitt.

Discount Urban Projection.

526 Helen

530 Mitt

Code - State Bond issued Perch. 2/3% Sub Tax

535 Tom

Supports buddy Rd. Up hill battle.

546 Cato

554 Hicky

4 into 3 in favor of Rd Day on top  
of year

558 Ben

Oct. Nov. the people who know how  
will support.

572 - Cato

575 - Helen

Saw the Nations Corp. developing

585 First

Moved I/A

5:00

585

9:22

4/20

- H13 269 -  
Copper River Highway

Letter

OK - Wendy Muller

155 Hobson - \$1 mill bridge are you able to use it over

164 Mark Bridge is open now, but plans would be to replace one pier on bridge.

186 Hobson - Demonstration Funds - checked with Sen. Steen to see if it qualifies for?

195 Wendy - all funds possible have been explored.

202 Mark - Special all funds & options have been explored  
Congressions Single Appropriation.

212 Foster - Animals - the do you build Access Glacier  
Concern of Nature

229 Hobson - Fenwick's Winds

\*235 Mark Hedley - Comm DOTIF: Cost is accurate. Dept. would support Rev. Board's. Only <sup>feasible</sup> way Pioneer Route, then upgrade. <sup>Feasible</sup> ~~and~~ is costly. Feasibility study will be completed in July or early Aug.

Continuation of Right-of-Way

MARK <sup>note</sup> 73 North - Historical Reg. - Environmental Documents

297 Cab - Right-of-Way.  
303 Ben - Any potential Economic activities: type of Access  
312 MARK - Timber Holding in Private Hands: ? on marketing  
Tourism - Annual back Mining: Sport Fishing  
possible potential for Oil Development.  
Benefit to Community. Cheaper transport.  
Cost.

Hels.

MARK

362

Foster

Hels.

MARK

2.4 m<sup>100</sup> debt Retirement. (Maintenance Seasonal 600  
1.2 yr. spend

371 Bill

How many People/Annual Travel

377 Wendy

Annual ~~100~~ 150 m  
135 m

Ben Seasonal

384 Mark

387 Wendy

30 year fallback not 20 yr.

397 Nafar

Corp. in area that would be interested

405 MARK

Cooperation in Area - Support Rel. want R-of-Way  
issued Resolved.

415 Helen

Tourism will be strong.

420 MARK

Agreed

435 Helen

Was Military Interest.

Written Testimony

April 20, 1989

Wendy Mulder.

#### RECOMMENDATIONS

The Northern Region of the Alaska Department of Transportation and Public Facilities (ADOT&PF) recommends completing the Copper River Highway initially as a pioneer road to Chitina leaving open the option of a secondary highway on the Chitina, Tiekel or Tasnuna routes. In preparation, ADOT&PF recommends maintenance on the portions of the Copper River Highway north of the Million Dollar Bridge that has been converted to roadway and seeking Legislative funding to do so as part of the FY 1990 budget. This would add Mileposts 49 to 72 and Mileposts 112 to 131 to the maintenance system. Additional operating funds would be required to perform this maintenance which would be at a level considerably below normal maintenance standards.

It is further recommended that the Department of Transportation and Public Facilities in conjunction with the appropriate experts from the Department of Revenue perform an in depth analysis of the toll road concept and the cost and feasibility of obtaining some form of bonding for construction. This analysis should begin as soon as possible to be able to provide the Governor and the Legislature with the data necessary to make funding decisions.

Additional coordination with the Federal Highway Administration to positively determine whether or not the cost of constructing the Copper River Highway as a pioneer access road could be eligible at a later date when upgraded to secondary standards. This work should also be done prior to the next Legislative session.

## 1988 PUBLIC INVOLVEMENT

The Alaska Department of Transportation and Public Facilities held meetings in the following places:

<u>Date</u>	<u>City</u>	<u>Location</u>	<u>Time</u>
5/3/88	Cordova	Cordova Public Library Meeting Room	7:00 p.m.
5/5/88	Anchorage	Loussac Library Public Conference Room	7:00 p.m.
5/11/88	Chitina	Chitina Village Hall	2:30 p.m.
5/11/88	Kenny Lake	Kenny Lake Community Hall	7:00 p.m.
5/12/88	Valdez	City Council Chambers	7:00 p.m.
5/17/88		DOT&PF Conference Room 600 University Avenue	7:00 p.m.

The purpose of these meetings was to gather public comment and opinion on whether or not the State should recommend completing the Copper River Highway.

### Attendance\*

Cordova	141
Chitina	32
Kenny Lake	30
Valdez	13
Anchorage	41
Fairbanks	8

\*Compiled from head counts, address cards submitted at the meetings and sign-in sheets.

The meetings were conducted by Michael Tinker, Environmental Coordinator for the Northern Region. The first meeting was held in Cordova. An introduction was given by Mayor Erling Johansen with a follow-up by Mike Tinker. After the opening remarks, Joan Jackson of Cordova was given 20 minutes to present the position of those opposing the project and Scott Novak was given 20 minutes to present the position of those supporting the road. After these prepared remarks, everyone was given a chance to formally testify. Those who wished to speak were asked by Mayor Johansen to sign-up as either for the project, against the project or neutral. The for and against testimony was alternated and each speaker was given three minutes. Forty-eight people testified. Upon completion of the testimony, people were asked to fill out an address card, an ADOT&PF questionnaire and a questionnaire from Mayor Johansen. The meeting was then opened to questions. The meeting lasted four hours.

At the other meetings, an introduction was given by Mike Tinker and the meeting was opened for questions. After the question period, everyone was asked to fill out an ADOT&PF questionnaire and an address card. The people were then given a chance to formally testify. All of the meetings were recorded but not transcribed.

## RESULTS

Two hundred forty-five people filled out the questionnaires. Table I shows the results of the ADOT&PF survey. The results are broken down by community and by those supporting or opposing the project.

69% of 245 respondents favor building the Copper River Highway. 31% oppose construction.

In Cordova the 133 respondents were more evenly split with 52% favoring and 48% opposed. A separate survey taken at the Cordova meeting shows that the percentages for and against the project are the same inside and outside the Cordova City limits (Eyak Precinct).

The questionnaires asked people what the most important issues are with respect to building the highway. The survey found that the most important issues to those supporting the road are:

- 1) Recreational opportunities.
- 2) Economic benefits.
- 3) Support by the terminal community.

The least important issues to the road supporters are:

- 1) Adverse impacts to natural resources.
- 2) Cost of the project.
- 3) Effects on rural residents.

On the other hand, the most important issues to those opposing the road are:

- 1) Adverse impacts to natural resources.
- 2) Cost of the project.
- 3) Support by the terminal community.

The least important issues to those opposed to the road were found to be:

- 1) Recreational opportunities.
- 2) Support by other Alaskan communities.
- 3) Economic benefits from the project.

Both groups feel that support by the terminal community is an important issue. However, the groups are diametrically opposed on the issues of recreational opportunities, economic benefits versus cost of the project and adverse impacts to the natural resources. The pro-road people feel that Cordova's economy would benefit and would like more access to recreational areas. The anti-road people do not think the economic benefits of the road are important. They feel it is important to protect natural resources by preventing additional access. They also feel that State and Federal money could be better spent elsewhere.

Participants were also asked whether the initial construction of the highway should be a pioneer access road or a secondary highway. The pioneer access road concept was heavily favored, 125 to 48. They were also asked whether they favored a toll road. 123 people were against the toll versus 80 favoring the toll road. The toll road concept was slightly favored within the pro-road group (59 are against the toll road and 22 would favor the toll road only if it is the only way to get the road built.)

# TABLE I

RESULTS OF QUESTIONNAIRE FILLED OUT AT PUBLIC MEETINGS (5/68- 245 Respondents)

	<u>Cordova</u>	<u>Valdez</u>	<u>Anchorage</u>	<u>Chitina</u>	<u>Kenny Lake</u>	<u>Fairbanks</u>	<u>Totals</u>
Do you support building the Copper River Highway?	69(S)* 64(O)* 52%(S)48%(O)	11(S) 0(O) 100%(S) -	37(S) 3(O) 93%(S) 7%(O)	22(S) 3(O) 88%(S)12%(O)	23(S) 5(O) 82%(S) 18%(O)	6(S) 2(O) 75%(S) 25%(O)	168(S) 77(O) 69%(S) 31%(O)
Do you support building pioneer access road first?	50(S) -	9(S) -	27(S) 1(O)	18(S) 1(O)	14(S) -	5(S) -	125
Do you support building a secondary road first?	13(S) 10(O)	2(S) -	10(S) -	3(S) 1(O)	8(S) -	1(S) -	48
Do you want a toll road?	50(S) -	1(S) -	12(S) -	10(S) 1(O)	6(S) -	- -	80 79(S) 1(O)
Are you against a toll road?	11(S) 55(O)	10(S) -	11(S) 3(O)	8(S) 1(O)	13(S) 3(O)	6(S) 2(O)	123 59(S) 64(O)
Do you want a toll road only if its the only way to get a toll road?	4(S) -	- -	10(S) -	4(S) -	4(S) -	- -	22

ISSUES SELECTED AS MOST IMPORTANT

	<u>Valdez</u>	<u>Anchorage</u>	<u>Chitina</u>	<u>Kenny Lake</u>	<u>Fairbanks</u>	<u>Cordova</u>	<u>Outside Cordova</u>	<u>Totals</u>	<u>Totals (S &amp; O)</u>	<u>Ranking</u>
Support by Terminal Community	4(S)0(O)	14(S) 1(O)	12(S) 0(O)	17(S) 2(O)	1(S) 1(O)	34(S)38(O)	48(S) 4(O)	82(S) 42(O)	124	1
Cost of Project	2 0	12 3	6 1	7 5	1 2	14 43	28 11	42 54	96	4
Economic Benefits	4 0	19 1	9 0	15 0	5 1	34 4	52 2	86 6	92	5
Land Owner Support	1 0	17 2	13 0	8 3	1 1	11 12	40 6	51 18	69	9
Alaska Legislature Support	4 0	11 1	13 0	12 0	3 0	37 9	43 1	80 10	90	6
Other Alaskan Communities Support	2 0	9 2	10 0	7 0	2 0	26 2	30 2	56 4	60	10
Adverse Impact on Natural Resources	1 0	6 2	4 1	5 4	0 2	14 47	16 9	30 56	86	8
Recreational Opportunities	5 0	25 0	11 0	16 0	4 0	34 4	61 0	95 4	99	3
Effects on Rural Residents	2 0	10 3	11 1	9 3	1 2	13 30	36 9	49 39	88	7
Public Safety	8 0	15 0	11 1	14 2	1 0	28 20	49 3	77 23	100	2

\* SUPPORT (S) OPPOSED (O)

APPENDIX A

SUMMARY OF INPUT, NATIVE CORPORATION COMMENT,  
PUBLIC COMMENT AND PREVIOUS PUBLIC OPINION POLL

## APPENDIX A

This project has the support of the Cities of Cordova, Valdez and Seward, the Legislature, several statewide organizations, and the communities in the project area. The following are resolutions of support by these groups for the Copper River Highway:

Fairbanks Chamber of Commerce	-----	6/07/88
City of Cordova	Resolution #88-33	5/16/88
City of Seward	Resolution #88-039	4/11/88
Alaska Conference of Mayors	Resolution #88-23	3/24/88
City of Valdez	Resolution #8810	3/07/88
Kenny Lake Community League	-----	2/26/88
Alaska House Concurrent Resolution (tollroad)	Resolution #46	2/15/88
The Alaska Municipal League	Resolution #88-28	11/23/87
City of Cordova	Resolution #87-75	11/02/87
City of Cordova	Resolution #84-55	12/06/84
Alaska Visitors Association	-----	9/27/84
City of Cordova (Million Dollar Bridge)	Resolution #82-18	6/07/82
City of Valdez	Resolution #8231	5/25/82
Valdez Chamber of Commerce	Resolution #82-8	5/21/82
Senate Concurrent Resolution	Resolution #50	1974

### Legislative Support

The Alaska State Legislature has shown support for the Copper River Highway several times. In 1974, the Senate passed a concurrent resolution supporting the reconstruction of the Copper River Highway. In 1986 the Legislature allotted the Copper River Highway Reconnaissance project \$300,000. An Alaskan House Concurrent Resolution (HCR 46) directing the Governor to build a toll road was introduced in early 1988 and passed unanimously by both the House and Senate.

### Local Support

With one exception, the completion of the Copper River Highway has been consistently supported by the local government and the Chambers of Commerce of Cordova and Valdez. The following is a summary of letters and resolutions from the two cities:

- In 1964, the Cordova City Council passed a resolution supporting the extension of the Copper River Highway.

- There is a May 15, 1973 letter from the City of Valdez favoring the completion of the Copper River Highway.
- There is a May 24, 1973 letter from the City of Cordova supporting the Copper River Highway.
- In 1974, the Alaska State Senate passed concurrent resolution supporting the reconstruction of the Copper River Highway.
- In 1975, the Cordova City Council and the Cordova Chamber of Commerce both adopted resolutions supporting "the expeditious completion of the Tasnuna Route of the Copper River Highway."
- On January 24, 1978 the Cordova Chamber of Commerce adopted a resolution on D-2 lands which opposed "designation of the Copper River as a wild or scenic river unless the Copper River Highway is specifically provided for."
- On April 28, 1982, Valdez Planning and Zoning Commission adopted a resolution in favor of completing the Copper River Highway along the Tasnuna route.
- On May 21, 1982, Valdez Chamber of Commerce adopted a resolution supporting the completion of the Copper River Highway.
- On May 25, 1982, the Valdez City Council adopted a resolution in favor of completing the Copper River Highway.
- On June 7, 1982, the Cordova City Council passed a resolution urging construction of a replacement for the Million Dollar Bridge.
- On November 23, 1982, the City of Cordova sent a letter to the Governor opposing completion of the Copper River Highway because of a straw poll.
- A June 8, 1984 letter from the Cordova Chamber of Commerce strongly supported completion of the Copper River Highway.
- In the fall of 1984, the Alaska Resource Development Council endorsed construction of an overland highway linking Cordova with the rest of the state.
- On September 27, 1984, the Alaska Visitors Association passed a resolution urging prompt construction of a road link between Cordova and the Alaska road system.
- On December 6, 1984, the City of Cordova supported the completion of the Copper River Highway.

- January, 1988, completion of the Copper River Highway was recommended by the Greater Fairbanks Chamber of Commerce in their document Interior Transportation Needs.
- In addition to resolutions from the City of Cordova, Valdez, Seward and the Kenny Lake Community League, the series of public meetings held by ADOT&PF in May 1988 has shown that the project has the support of the communities in the project area. These communities have indicated that they want a road, would like to start with a pioneer access road and prefer the Chitina Route. Table I (page 35) summarizes the questionnaires taken at these meetings.

#### Native Corporation Support

Since 1980, the Alaska Department of Transportation and Public Facilities has record of the Native Corporations consistently supporting a land link out of Cordova. The following summarizes these support letters:

- January 16, 1980, a letter from Chugach Alaska Corporation to DOT&PF supported the completion of the Copper River Highway.
- October 8, 1982, a letter from Chugach Alaska Corporation to DOT&PF again supported completion of the Copper River Highway.
- October 11, 1982, in a letter to BLM, AHTNA supported completion of the Copper River Highway along the railroad bed to Chitina.
- October 13, 1982, in a letter to DOT&PF, The Tatitlek Corporation supported the completion of the Copper River Highway via the Tasnuna Route.
- November 29, 1982 in a letter to DOT&PF, the Eyak Corporation supported the completion of the Copper River Highway.
- September 8, 1987 in a letter to Marla Jean Adkins, the Chugach Alaska Corporation again supported completion of the Copper River Highway.

#### Public Polls

Since the early 1970's various votes and polls have been held in the area to ascertain public desires concerning completion of the Copper River Highway. The following is a summary of the polls and votes known to us:

- \* - A 1974 poll by the Cordova Times in which only registered voters in Cordova were allowed to participate showed that out of 351 respondents, 250 wanted the Copper River Highway built, 74 were against it, and 18 were disqualified (we assume 9 had no opinion).

- In 1975, Alaska Consultants, Inc. of Anchorage surveyed 100 Cordova households to determine community characteristics and attitudes for a comprehensive planning program for Cordova. As part of the survey they were asked if they favor the completion of the Copper River Highway. 57 households said yes, 38 households said no, 5 were undecided.
- In June, 1975 at a public meeting in Cordova held by ADOT&PF a poll was taken; 14 favored the Wood Canyon Route, 2 the Tasnuna route, 15 opposed the road and 4 had no preference.
- \* - In 1977, Alternatives for Cordova questionnaires were distributed. Out of 600 respondents, 68% were in favor of completing the Copper River Highway and 32% were opposed.
- \* - In the summer of 1977, questionnaires were distributed for the Prince William Sound Transportation Study input. Out of 153 respondents, 96 favored completion of the Copper River Highway, 53 were opposed and 4 did not respond.
- On April 14, 1982 at a public hearing in Valdez one person testified against completion of the Copper River Highway and one testified for completion.
- On April 15, 1982 a straw vote at a public hearing in Cordova 36 people opposed completion of the Copper River Highway, 25 people supported completion and 3 were undecided.
- In August 1982 a straw opinion poll in the Cordova and Eyak precincts resulted in 425 against completion of the highway and 304 for completion.
- On October 9, 1986 a vote within the municipal boundaries of Cordova resulted in 304 for completion of the highway and 202 against. Of those that voted, 196 preferred the Wood Canyon route, 45 the Tasnuna route, 45 the coastal route and 31 the Tiekel route.
- The April 1, 1987 edition of the Copper Valley Views reported "that 92% of Edgerton Highway residents support the road".

\*These items were derived from an August 1978 editorial in the Cordova Times and have not been verified.

APPENDIX B  
HISTORY OF THE COPPER RIVER  
AND NORTHWEST RAILROAD

## APPENDIX B

### History of the Copper River and Northwest Railroad

The following history of the Copper River and Northwest Railroad was written by the Office of Statewide Cultural Program, Alaska Division of Parks and included in the Report of Archeological and Historical Investigations Along the Copper River, Tanuna to Chitina published in July 1975.

"A great vein of copper was discovered in August 1900 by Jack Smith and Clarence Warner on the Kennicott River. Smith and Warner had discovered one of the richest copper deposits of all time.

These copper claims were eventually bought out by the Alaska Syndicate, a working partnership between J.P. Morgan and the Guggenheim brothers formed in the spring of 1906. After buying the bonanza copper claims, the Syndicate made plans to build a railroad from tidewater to the Kennicott to transport the copper ore.

At that time, the Syndicate owned the largest shipping company in the north, the Alaska Steamship Company; the Northwestern Fishing Company, and the Northwestern Commercial Company. The Syndicate also ran gold dredges all over Alaska and the Yukon and owned almost every ore smelter on the west coast of the United States that could take Alaskan ore. The Syndicate affiliate which eventually ran the Bonanza claims was the Kennicott Copper Corporation, now one of the largest industrial firms in America.

The Syndicate was never really as powerful as its critics believed, however many people claimed that the Guggenheims had an economic headlock on the district of Alaska. This supposed monopoly of the Guggenheims in Alaska ran counter to political and social fancies of the early 1900's. Politics at the turn of the century was marked by increased public awareness of the need to conserve natural resources, and by the efforts of the Federal government to regulate big business and to "bust" the trusts. This combination of conservation and trust-busting met the Guggenheims head-on in their efforts to build a railroad from tidewater to their copper mines. To the people of Alaska, the railroad to the Bonanza would be more than just an ore train carrying copper bound for Syndicate smelters in Tacoma, which is what the conservationists and trust-busters saw in the Guggenheim railroad scheme.

To Alaskans, the word railroad meant prosperity. At the turn of the century, it appeared that a railroad successfully built to the Kennicott would be extended to Fairbanks and possibly Eagle on the Yukon River. Most Alaskans believed that the terminus of the railroad would become "Alaska's New York City", shipping freight, passengers, and prosperity to Fairbanks, "The Chicago of Alaska."

Seward, Haines, Valdez, Cordova, and Katalla all had visions of railroads to the Interior, but only routes from Valdez, Cordova and Katalla proposed to tap the Kennicott Bonanza. Each terminus supposedly had crucial advantages over the others. Valdez had a good harbor and was reported to be the farthest north year round, ice-free port of North America; the route from Cordova had a very level grade up the Copper and Chitina River Valleys to the Kennicott; Katalla had readily available coal resources to fuel locomotives and smelt ore.

The Syndicate originally picked Valdez, established supply point of the Copper River Valley, as terminus of their railroad. Later because of the nearby Bering River Coal Fields, a decision was made to build instead from Katalla. But, President Theodore Roosevelt's 1906 withdrawal of Alaskan coal lands from entry, and the subsequent Ballenger-Pinchot, Taft-Roosevelt dispute, over supposed coal frauds, temporarily put the Syndicate out of the coal business. With the closure of the coal lands, and later destruction of the Katalla breakwater by a storm, the Guggenheims decided to build from Cordova, and possibly construct a branch line to the Bering coal lands --as soon as the coal issue was settled. The Syndicate bought the Cordova route that Mike Heney had laid out in 1906, before he ran out of money. The end result of all this political haggling was that Katalla became a forgotten ghost town, Valdez was reduced to being the terminus of a mud trail, and Cordova got its own railroad.

To Cordova and its citizens the railroad itself was their Bonanza Mine; it provided a stable economic base for the town and insured that Cordova would have a future. President Eccles of the Copper River and Northwestern Railroad told the Cordova Daily Alaskan in 1909 exactly what the people of Cordova wanted to hear: "As to Cordova: This town should steadily grow to be the main gateway for the Interior, and this means much, for it is the Interior that must produce the wealth..." (Cordova Daily Alaskan, July 29, 1909: 4)

The construction of the Copper River and Northwestern Railway spanned five years from 1906 to 1911, though most of the work was done from 1908-1911. In November of 1908, the railhead was at Abercrombie Canyon, Mile 51 on the railroad. By December of 1909, one year later, the crews had pushed the rails as far as the Tiekel River, Mile 101 on the railroad. The crews did some of the heaviest rock blasting and digging on the railroad between Tiekel and Chitina in the spring and summer of 1910. For almost 30 miles from the Tiekel River, through Wood Canyon to the Chitina River, the crews literally carved the railroad grade out of the walls of the Copper River Canyon. At Mile 100, John Dahlberg and Company fired 17.5 tons of "Black Powder" and 60 cases of dynamite on

one blast which removed \$4,000 worth of rock from their station (Cordova Daily Alaskan, 9/2/09: 12/2/10) On May 16, 1910, the "Million Dollar Bridge" at Milepost 49, between Miles and Childs Glaciers was finished. The Million Dollar Bridge was the keystone of the Copper River and Northwestern Railway. It's completion was vital to the success of the railroad, as the structure was the only way to cross the Miles and Childs Glaciers, which had stopped Lieutenant Abercrombie's ascent of the Copper River in 1884.

With a big construction push in the summer of 1910, the railhead reached Chitina in September. On November 1, the Government Trail from Chitina to Willow Creek on the Valdez-Fairbanks Trail, was ready for traffic. Within the month, the mail contract for the Interior was transferred from Valdez to Cordova. The railroad hauled the mail from Cordova to Chitina, where it was transferred to horse drawn stages for the trip to Fairbanks. Chitina, where the "team meets the steam", and the "trails meet the rails", had every hope of becoming a key supply point for the Interior, and a major station on a possible Cordova-Chitina-Fairbanks railway, (CDA 3/39/10 p 1; 11/1/10 p. 10) Work continued on the railroad line from Chitina to the Kennicott through the winter of 1910-1911. The last spike was finally driven on March 29, 1911. It was a copper spike, not gold.

The Copper River and Northwestern Railway shipped approximately \$200,000,000 worth of copper and silver ore between 1911 and 1938. The highest grade ore in the Bonanza claims, however, was worked out in the 1930's. When the Company's efforts to find a new Bonanza failed, the Kennicott Copper Corporation decided to close the railroad down. On Friday afternoon, November 11, 1938, the last regular train to run on the Copper River and Northwestern Railway pulled into the station at Cordova. One year later, the railroad was officially abandoned. (CDT, November 11, 1938).

The Copper River and Northwestern Railway was shut down when the richest ores of the Kennicott claims were worked out in the late 1930's. The railroad was really doomed to extinction however, on April 10, 1915, the day President Wilson picked the Seward-Fairbanks route for the Government Railroad. Wilson decided not to build a Chitina-Fairbanks railroad to connect with the Copper River and Northwestern Railroad to Cordova, and he also turned down the Guggenheim's offer to sell the Copper River and Northwestern to the federal government. With the construction of the Alaska Railroad, the Copper River and Northwestern Railroads became the Kennicott Copper Corporation's private ore train, shipping copper destined for smelters in the United States.

During World War II, army units were stationed along the railroad grade as a defense measure. After the war, proposals were made for the conversion of the railroad grade to a highway. In 1953, Congress appropriated over half a million dollars for the construction of a road from Cordova to the Richardson Highway over the old railroad grade. By the time of the Alaska Earthquake of 1964, conversion was complete to Milepost 59. The earthquake however, severely damaged many bridges along the line and disrupted the grade at a number of different locations.

APPENDIX C

SUMMARY OF PREVIOUS FEDERAL-AID  
SYSTEM HIGHWAY DEVELOPMENT

APPENDIX C

COPPER RIVER HIGHWAY  
AS-BUILT HISTORY

YEAR	PROJECT NUMBER	MILEPOST	DESCRIPTION	AMOUNT
1957	14-04-002-166	23-39	Convert R.R. to Hwy.	\$ 2,685,000
1958	S-0851(1)	39-50	Grading, Clear Creek Bridge	\$ 1,000,000
1959	32-A5	9-13	Bridges & Drainage (EST)	\$ 500,000
1959	S-0851(12)	49-75	Preliminary Engineering	\$ 450,000
1960	S-0851(9)	28,32,35	RipRap Slope Repair	\$ 125,000
1960	S-0851(8)	5-8	Grading & Drainage	\$ 149,000
1961	S-0851(22)	113-124	Preliminary Engineering	\$ 228,000
1961	S-0851(27)	75-113	Preliminary Engineering	\$ 20,000
1961	S-0851(24)	15-18	Preliminary Engineering	\$ 85,000
1961	S-0851(23)	MP 39	Preliminary Engineering	\$ 10,000
1961	S-0851(14)	13-15	Grading, Drainage & Bridge	\$ 431,000
1962	X5102	MP 35	Bridge Repair	\$ 40,000
1962	S-0851(13)	MP 49	Bridge Repair	\$ 4,000
1962	S-0851(20)	50-59	Million Doliar Bridge to Allen River	\$ 1,300,000
1963	S-0851(30)	1-5	Grading & Drainage	\$ 835,000
1964	ERF0-5	1-13	Emergency Bridge Repair	\$ 129,000
1965	ERF0-3(1)	6-13	Grading, Drainage & Bridges	\$ 1,169,000
1965	S-0851(18)	0-1	Preliminary Engineering	\$ 700,000
1966	S-0851(18)	0-1	Cordova City Streets	\$ 1,735,000
1967	S-0851(19)	1-13	Cordova to Airport Paving	\$ 501,000
1968	S-0851(28)	15-18	Grading, Drainage & Bridge	\$ 779,000
1968	S-0851(31)	12-14	Airport Bypass	\$ 453,000
1972	ER-38(1)	25-28	Grading, Drainage & Bridges	\$ 7,150,000
1973	X52450	28-72	Emergency Road & Bridge Repair	\$ 431,000
1975	RS-0851(37)	1-13	Cordova to Airport Paving	\$ 1,175,000
1975	ER-40(1)	MP 49	Million Dollar Bridge Repair	\$ 692,000
1977	RS-0851(36) & ER-39(1)	26-38	Grading, Drainage & Bridges	\$ 7,896,000
1978	ER-40(2)	38-42	Grading & Drainage	\$ 1,250,000
1982	RS-0851(39)	28-33	Grading & Drainage	\$ 1,630,000
1987	B-63852	18-27	Grading, Drainage & Bridge	\$ 1,866,000
1988	RS-0851(41)	MP 37	Bridge Repair, #342	\$ 2,426,000
				\$37,834,000

NOTE:

1. Other costs have been incurred converting the railroad grade to highway use prior to 1957 of which no record can be found. There are records of the work being done, but no costs.
2. While some preliminary engineering design and field work are shown this is not a complete list of these costs either, due to lack of records.
3. These projects are in addition to normal annual maintenance costs.

APPENDIX D

SUMMARY OF COST ESTIMATES FOR  
BUILDING THE COPPER RIVER HIGHWAY

APPENDIX D

Cost Estimate

The cost to open the road from Mile 49 on the Copper River Highway to the rest of Alaska road system has been estimated for the four alternatives.

COST ESTIMATE TO OPEN A SEASONAL ROAD

	<u>Road Construction Cost</u>	<u>Maintenance Camp and Maintenance Equipment Needed</u>	<u>Total Cost To Open A Seasonal Road</u>
<u>Pioneer Access</u>			
Pioneer Access Road (82 Miles) Mile 49 to Chitina	\$15,000,000	\$2,135,000	\$17,135,000
<u>Federal-aid Secondary Highway</u>			
Wood Canyon Route (82 Miles) Mile 49 to Chitina	\$90,000,000	\$2,135,000	\$92,135,000
Tasnuna Route (64 Miles) Mile 49 to Richardson Highway	\$75,000,000	\$2,135,000	\$77,135,000
Tiekel Canyon Route (67 Miles) Mile 49 to Richardson Highway	\$70,000,000	\$2,135,000	\$72,135,000

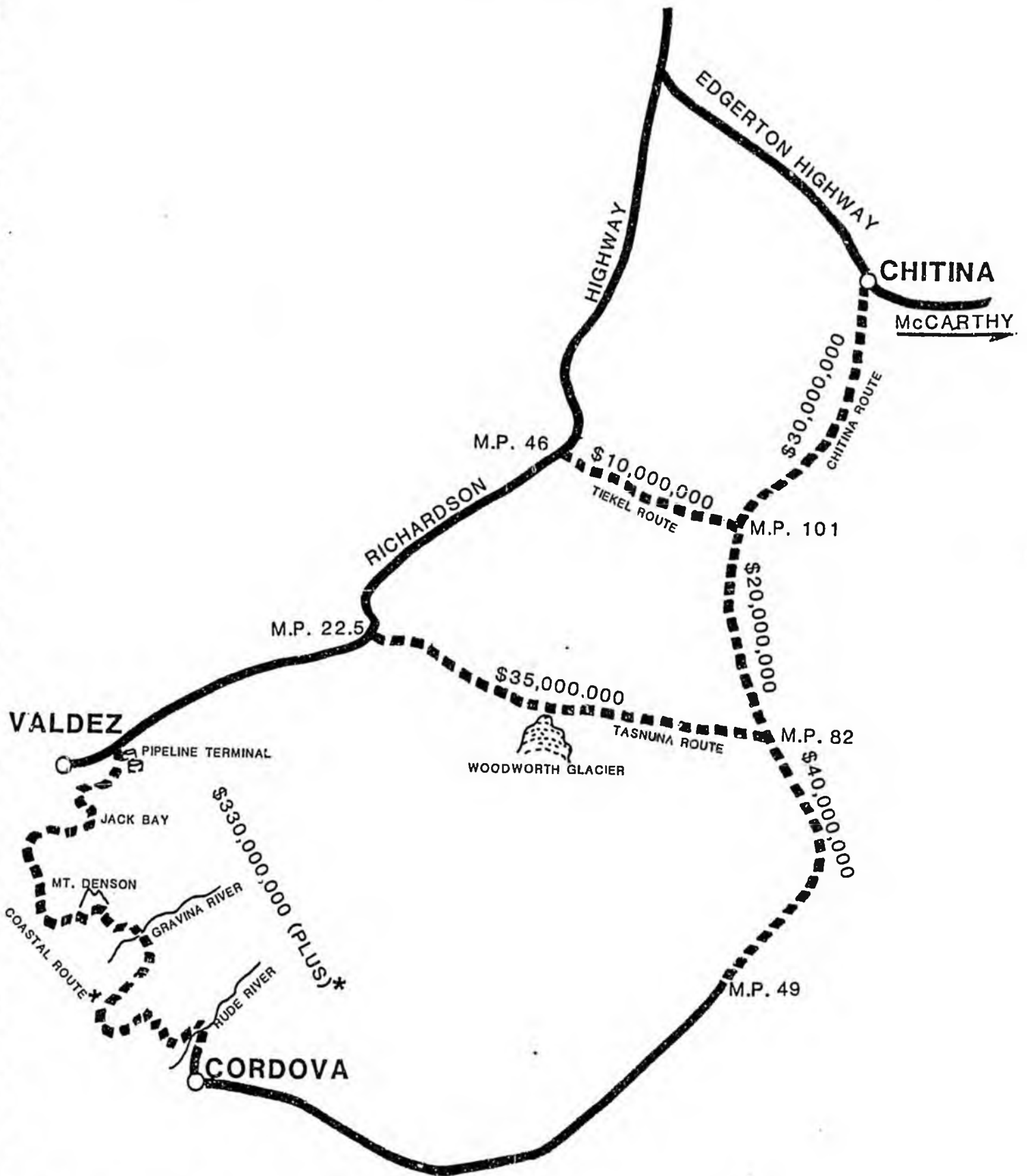
COST ESTIMATE TO OPEN A YEAR-ROUND ROAD

	<u>Road Construction Cost</u>	<u>Maintenance Camp and Maintenance Equipment Needed</u>	<u>Total Cost To Open A Year- Round Road</u>
<u>Pioneer Access</u>			
Pioneer Access Road (62 Miles) Mile 49 to Chitina	\$15,000,000	\$ 3,255,000	\$ 18,255,000
<u>Federal-aid Secondary Highway</u>			
Wood Canyon Route (82 Miles) Mile 49 to Chitina	\$90,000,000	\$ 3,255,000	\$ 93,255,000
Tasnuna Route (64 Miles) Mile 49 to Richardson Highway	\$75,000,000	\$ 3,255,000	\$ 78,255,000
Tiekel Canyon Route (67 Miles) Mile 49 to Richardson Highway	\$70,000,000	\$ 3,255,000	\$ 73,255,000

The yearly maintenance costs have also been estimated.

YEARLY MAINTENANCE COST ESTIMATE

	<u>Yearly Seasonal Maintenance Cost</u>	<u>Yearly Year-Round Maintenance Cost</u>
Pioneer Access	\$ 600,000	\$1,200,000
Federal-aid Secondary Highway (Tasnuna, Tiekel or Wood Canyon Routes)	\$ 800,000	\$1,600,000



\*See Appendix E

FEDERAL AID SECONDARY HIGHWAY  
COST ESTIMATES BY SEGMENT

STATE OF ALASKA 1988 LEGISLATIVE SESSION  
FISCAL NOTE

Bill Version: HCR 44  
Publish Date: \_\_\_\_\_

REQUEST \_\_\_\_\_

Revision Date: \_\_\_\_\_  
Title: House Concurrent Resolution 44  
Relating to a Copper River Toll Road  
Sponsor: Cato  
Requestor: Cato

Agency Affected: DOT&PF  
BRU: \_\_\_\_\_  
Components: \_\_\_\_\_

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING		*	*	*	*	*
CAPITAL		*	*	*	*	*
REVENUE		*	*	*	*	*

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL		*	*	*	*	*

POSITIONS:

FULL-TIME		*	*	*	*	*
PART-TIME		*	*	*	*	*
TEMPORARY						

ANALYSIS: The use of a toll authority is not established procedure in the department. The assumptions expressed in this analysis represent the department's initial reactions to this concept and may need modification to more accurately reflect the opportunity costs of money, the pay back terms and other financial assumptions. In addition, federal aid funds for construction may have to be re-paid prior to establishing a toll.

\* See attached page, typewritten analysis dated 2-26-88.

Prepared by: David W. Truax/Lynn J. Harnisch Phone: 474-2431/451-2210  
Division: DOT&PF Regional Director, Northern Region Date: 2-25-88

Approved by Commissioner: Mark S. Hickey *MSH* Date: 2-29-88  
Agency: DOT&PF

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

## ASSUMPTIONS

### A) Toll Checkpoint

- 1) One toll checkpoint would be needed to collect tolls.
- 2) Checkpoint costs were based on similar costs for a checkpoint on the Dalton Highway.
- 3) A checkpoint for year-round occupancy would be more expensive as it would require additional insulation, permanent utilities systems, larger living quarters, etc.

### B) Pioneer Road

- 1) Would be 18 ft. wide, screened gravel surface and have trestle-type bridges. These bridges are based on a railroad design and are structurally more than adequate for any highway freight vehicle. The cost for this work assumes that 18 ft. wide road could be constructed so that it was safe and maintainable and that only minimal reconstruction on the existing railbed would be necessary. Should any of these parameters be forced to change, during the course of actual design, the cost could increase substantially. Cost increases would depend on the type of changes that were necessary.

### C) Federal Aid Secondary

- 1) Would be 28 ft. wide, crushed gravel surface and have standard bridges. The cost is based on current construction costs for typical gravel surface Federal Aid secondary roads. Assumes construction of access road from the Million Dollar Bridge, Mile Post 49, to the Richardson Highway.

### D) Copper River Bridge

- 1) To keep per vehicle tolls to a minimum, it was assumed that the estimated \$7,500,000 to construct a bridge across the Copper River, adjacent to the Million Dollar Bridge, would be done with Federal discretionary bridge funds. Therefore, this particular cost does not appear in the overall capital costs. If discretionary funding cannot be obtained the \$7,500,000 construction cost would have to be added to the total capital cost of the project. This would increase the per vehicle toll for capital costs payoff by \$7.00 for seasonal and \$4.00 for year-round.

### E) Maintenance Station

- 1) In order to distribute the added mileage evenly, one additional station would be needed in the Tasnuna River area and additional equipment would be needed at the Chitina Station.

2) Facilities requirements to meet seasonal needs:

- 2,400 sq.ft. shop
- Generator building with two generators
- 4 each trailer pads for 14x70 trailers (employees usually furnish their own trailers)

3) Facilities requirements to meet year-round needs (in addition to above building needs):

- 2 trailer pads for 14X70 trailers
- Utilities and water system
- Sand shed 2,000 sq.ft.
- 2,000 sq.ft. work/storage building

F) Maintenance Equipment

1) Seasonal (either type road):

a) New Tasnuna Station

- Motor graders CAT 14 Type (2)
- 8 Yd. Dump Truck (1)
- Loader 4 yd. type (1)
- Dozer D-8 type
- 4WD 3/4 ton pickups (2)
- Low tractor trailer

b) The mileage this road would add to the existing system would be slightly more than a new station should handle. Therefore, some additional equipment would be needed at the existing Chitina Station to cover the extra northernmost portion of the additional mileage. This additional equipment would also be used on other State-maintained roads in the Chitina area.

c) Chitina Station (additional equipment):

- Motor grader CAT 14 type (1)
- Loader 4 yd. type (1)
- Dump Truck 8 yd. type (1)

2) Year-round (in addition to season equipment needs) [either type road]

a) Tasnuna Station:

- Truck-type rotary snowblower 2200 tph (2)
- 4x4 Oshkosh with V-nose plow, belly blade and wing (2)
- Sander

G) Building and equipment needs are based on:

1) Historical information from old railroad records, which show that a substantial maintenance effort was required to keep the alignment open and in good repair at all times of the year.

- 2) Personal on-site observations of slide and erosion activity by DOT&PF maintenance staff and other individuals at various times of the year.
- 3) Traffic projections. A pioneer road, if built, will be heavily used. The one lane road will not be able to handle the volume of traffic very long. By building and staffing an adequate camp, maintenance forces can gradually make many of the upgrades that will be required by the traffic volume as funding becomes available and as time allows.

H) Maintenance Costs - Manpower Needs

1) Seasonal

a) Tasnuna Station (New Positions):

- 1 WG 52 Foreman
- 2 WG 53 Operations
- 1 WG 53 Operator/Mechanic

b) Chitina Station:

- 2 WG 53 Operators

2) Year Round

a) Tasnuna Station:

- above 4 positions @ full time
- plus 1 additional WG 53 operator and 1 additional WG 54 Operator

I) Toll Program Administration

- 1) Based on estimates of manpower needs for similar checkpoint program on Dalton Highway at \$7,000 per month for a staff of 3.
- 2) Accounting support assumes accounting clerk, range 9, part-time.

J) Average Annual Traffic

- 1) Based on historical traffic generating data for similar sized communities, future growth patterns as demonstrated in the draft Cordova Comprehensive Plan and the area's location relative to major population centers and recreational/resource opportunities. This resulted in an average daily traffic count forecast of 375 vehicles a day, or 11,250 a month based on a 30-day month.
- 2) The average monthly traffic count for a year-round rate will be less than a seasonal route. This is because the year-round average takes in a seven-month period where historic traffic declines by approximately 60% from the five-month summer period.

K) Capital Costs

- 1) Capital costs for check point construction, maintenance equipment, maintenance station construction, and Pioneer Road would all have to be funded initially from General Funds or Obligation Bonds.
- 2) Capital costs for constructing the Federal-Aid Secondary Road would be split about 91% Federal and 9% State General Fund match.
- 3) Costs for Pioneer Road construction may be recoverable from the FHWA upon upgrade of this road to Federal Highway Secondary standards. However this recovered cost would come from federal obligation authority which could otherwise be used on other projects.

L) Toll charges for private vehicles may be able to be lessened by charging on the basis of vehicle gross weight. This would increase the cost to truck traffic, but assumably increase shipping costs as well. Because we have no way to determine gross weight at this time, such a charge schedule would have to wait until traffic data could be collected on the road, so that a determination could be made as to whether or not actual truck traffic was substantial enough to invoke such a schedule. An annual reassessment of toll charges could be done if changes in traffic level, maintenance costs, and/or toll program costs change.

M) Analysis does not include "cost of money."

FISCAL NOTE ANALYSIS OF

HCR 46-COPPER RIVER HIGHWAY TOLL ROAD

COSTS	SEASONAL		YEAR-ROUND	
	PIONEER RD	FED. AID RD.	PIONEER RD.	FED. AID RD
Capital (Total)	\$17,185,000	\$92,185,000	\$18,405,000	\$93,405,000
Toll Check Pt.	50,000	50,000	150,000	150,000
Rd. Construction	15,000,000	90,000,000	15,000,000	90,000,000
Maint. Station	730,000	730,000	1,120,000	1,120,000
Maint. Equipment	1,405,000	1,405,000	2,135,000	2,135,000
Maintenance (Total)	600,000	800,000	1,200,000	1,600,000
Toll Prog. Admin. (Total)	50,000	50,000	120,000	120,000

-57-

REVENUES	CAPITAL COSTS		MAINTENANCE COSTS		TOLL PROG. COSTS	
	SEASONAL	YEAR-ROUND	SEASONAL	YEAR-ROUND	SEASONAL	YEAR-ROUND
Pioneer Road	\$17,185,000	\$18,405,000	\$ 600,000	\$ 1,200,000	\$50,000	\$120,000
Pay Back Basis	20 yrs.	20 yrs.	Annually	Annually	Annually	Annually
Annual Pay Back	846,250	920,250	600,000	1,200,000	50,000	120,000
Average Annual Traffic	56,250	135,000	56,250	135,000	56,250	135,000
Per Vehicle Toll	\$15.00	\$7.00	\$11.00	\$9.00	\$.90	\$.90
Federal Aid Road	\$92,185,000	\$93,405,000	\$ 800,000	\$ 1,600,000	\$50,000	\$120,000
Pay Back Basis	20 yrs.	20 yrs.	Annually	Annually	Annually	Annually
Annual Pay Back	4,612,750	4,670,250	800,000	1,600,000	50,000	120,000
Average Annual Traffic	56,250	135,000	56,250	135,000	56,250	135,000
Per Vehicle Toll	\$82.00	\$35.00	\$14.00	\$12.00	\$.90	\$.90

1 IN THE HOUSE

BY CATO

2

HOUSE CONCURRENT RESOLUTION NO. 46

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

FIFTEENTH LEGISLATURE - SECOND SESSION

5

Relating to a Copper River toll road.

6

BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

7

WHEREAS there is currently no road to Cordova; and

8

WHEREAS the residents of Cordova very much want to be connected by

9

road to other points in the state; and

10

WHEREAS a road to Cordova would stimulate economic development and

11

encourage tourism in the area; and

12

WHEREAS the availability of both state and federal funding for road

13

construction has decreased; and

14

WHEREAS the state has authority under AS 37.15.720 to construct and

15

maintain toll roads;

16

BE IT RESOLVED by the Alaska State Legislature that the Governor is

17

respectfully requested to direct the Department of Transportation and

18

Public Facilities to construct a toll road along the Copper River via

19

Chitina to Cordova.

APPENDIX E  
HIGHWAY RIGHT-OF-WAY

## APPENDIX E

### HIGHWAY RIGHT-OF-WAY

Another issue for the Copper River Highway Project is right-of-way. The Department's Attorney General (AG) in Fairbanks has evaluated the court settlement restrictions and the right-of-way documents. It was the AG's opinion in 1988 that the State of Alaska has title to at least 200 feet of right-of-way along the railroad bed from the ocean dock at the port in Cordova north to Chitina. This right-of-way was transferred to the State of Alaska by Quitclaim Deed in 1959. The highway was described in the Deed as a Federal-aid Secondary, Class "A" Highway.

Prior to 1959, the Department of the Interior Order Number 2665 (1951) and the 1956 amendment gave the Copper River Highway 300 feet of right-of-way.

In summary, the right-of-way exists for at least one of the possible highway routes, the requirements of the Court Settlement have been met and some type of highway could be built with the approval and support of the Administration, Legislature, the City of Cordova and its residents. No highway survey is available and minor sections of the railroad embankment have been eroded by the river. A 1988 aerial reconnaissance revealed that erosion by the Copper River has not taken the entire right-of-way at any location. A railroad centerline survey is available so the right-of-way can be reestablished. Minor right-of-way revisions may be necessary to establish an "out of the water" alignment instead of filling to above high water elevations.

APPENDIX F  
SUMMARY OF THE ALTERNATIVE ROUTES

## APPENDIX F

### Summary of the Alternative Routes

Six alternatives were initially considered.

- 1) Tasnuna Route (113 Miles)
- 2) Wood Canyon Route-Chitina Route (131 Miles)
- 3) Tiekel Route (116 Miles)
- 4) Coastal Route ( 165 Miles)
- 5) Coastal Route with Tunnels (63 Miles)
- 6) No-Build

The coastal route and the coastal route with tunnels have been eliminated from further study because of their high costs, \$332,000,000 and \$887,000,000, respectively. The cost of the coastal route is 3½ times as much as the cost of finishing the road on either the Wood Canyon, Tasnuna or Tiekel routes. The cost of the Coastal Route with tunnels is almost 10 times as much.

### Alternative Route Descriptions

The three alternative routes to be discussed here are common to Milepost 82 of the Copper River Highway. It is at that point that the route descriptions will begin.

#### Tasnuna Route

The Tasnuna Route does not cross the Tasnuna River at Milepost 82, but rather continues along the steep slopes adjacent to the south side of the river. At Milepost 83.3 the route changes from sidehill construction to a fill section on the outwash plain of the Schwann Glacier. Alignment still lies on the southerly side of the Tasnuna River, and is on a long tangent. Two bridges are required at the Schwann Glacier stream near Milepost 89, in conjunction with approximately ¾ mile of diking to control the streams. That alignment is very nearly in the middle of the valley, adjacent to an exposed rock ridge. The Tasnuna River is crossed at Milepost 99.5, and from this point, begins a cut-and-fill section as the roadway begins the ascent to Marshall Pass. Construction to the top of the pass is sidehill cut and fill in rock, with the alignment lying generally to the north side of the valley. In traversing the benches and ridges in ascent, the estimated grade approaches 8%; however, this would probably be reduced somewhat with an accurate survey. For several miles after crossing the summit of Marshall Pass, the construction is primarily fill. From Mile 108 to the connection with the Richardson Highway at Mile 113.2, construction is of sidehill cut and fill, with good alignment, but grades of six to eight percent.

## Wood Canyon Route

For the Wood Canyon Route, construction to the Tasnuna River crossing at Mile 82 continues along the steep slopes bordering the west bank of the Copper River. After crossing the floodplain of the Tasnuna River Valley, the proposed route could either follow the railroad bed or leave the river bank temporarily, and climb to a small valley parallel to the Copper River, behind a high rock ridge. Going up and around the railroad bed would avoid a major slide area but would require new right-of-way. Past this segment the route is adjacent to the Copper River, following, essentially, the old railroad alignment. Only two relatively small streams are encountered which require bridges. The route remains at the base of the mountains, which here have a natural slope of approximately 2:1 to 1:1.

Construction consists of sidehill cut and fill at the base of a number of talus slopes and alluvial fans. As the route nears the Tiekel River at Milepost 100.7, the adjacent slopes become so steep as to nearly force the route into the river. In several instances, rock fills in the river or blasting into the mountain are required.

The river crossing at the Tiekel River is located at essentially the same place as the old railroad trestle. The proposed route continues along the base of near-vertical slopes. At Milepost 115, the proposed alignment could avoid a steep area by leaving the river and climbing to a low ridge, approximately 500 feet above the water but new right-of-way would be required. This alternative line would follow this hilltop route for approximately five miles before rejoining the railroad alignment at Milepost 120.1 along the river. Past this the line again is located at the foot of steep slopes, and consists of a series of rock cuts and fills as it approaches the lower end of Wood Canyon. Through the Wood Canyon area, the roadway is generally located on the old railroad alignment, and is 75 to 100 feet above the river. Construction is often full bench cuts with wide ditch sections. Slopes are nearly vertical, both above and below the proposed roadway. After leaving the Canyon, the alignment continues along the river, with construction being much the same as encountered previously. At O'Brien Creek (Mile 127.9), the roadway turns away from the river and lies on a relatively flat valley floor for the remainder of the way to Chitina, at Mile 130.6.

## Tiekel Route

The Tiekel route description is common with the Wood Canyon Route description from Milepost 82 to Milepost 100. Therefore the following description will be limited to the approximately 16 miles of proposed roadway from Mile 100 to the connection with the Richardson Highway at Milepost 46, of the Richardson Highway.

At about Milepost 100, the route would enter the Tiekel River Canyon and ascend westerly toward the Richardson Highway, remaining on the south side of the Tiekel River. Construction would consist of side hill cuts and fills with a number of full bench cuts in rock. Although the steep rock cliffs appear stable, the possibility of slides exist and wide ditches are recommended in all of the deeper cuts. Throughout most of the Tiekel River Valley, the highway would be located several hundred feet above the river itself. Through the middle and upper portions of the valley a series of benches would be followed which would ease construction problems and reduce costs. From Milepost 100 to Milepost 102, where the highway ascends from the Tiekel River to the first series of benches, construction would require fill and depths of cuts in excess of 100 feet. In this area, it is proposed to construct a minor channel change to eliminate a meander of the Tiekel River. This would permit placement of embankment in the present river bed.

At about Milepost 114 the Tiekel Canyon widens and the route would be located on the floodplain and alluvial terraces bordering the route. At Milepost 116 the Tsaina River is crossed and the Richardson Highway is joined at Mile 116.4. This intersection would be near Milepost 46 on the Richardson Highway.



# Representative Bette Cato, Chair House Transportation Committee

SUBJECT OF MEETING:  
**HB : 269**

DATE: **4/20/89**

PLACE: **House Transportation #17**

NAME	REPRESENTING	BUSINESS/PERSONAL MAILING ADDRESS	ZIP	(H) PHONE	(W) PHONE	DO YOU WANT TO TESTIFY?	WHAT SUBJECT/ WHICH BILL?
Wendy Mulder	Rep. Cato	P.O. Box V Igneau, AK.	99811	485-4858	4858	(Y) N	HB 269
MARK Hickey	DOT PF	P.O. Box Z Igneau, AK.	99811		3900	(Y) N	HB 269
Milton Barker	Dep of Rav.	P.O. Box SB Igneau, AK.	99811-0400		2350	(Y) N	HB 269
						Y N	
						Y N	
						Y N	
						Y N	
						Y N	
						Y N	
						Y N	

FISCAL NOTE

REQUEST:

Revision Date: \_\_\_\_\_  
Title: Copper River Highway Revenue  
Bonds  
Sponsor: Cato  
Requestor: House Transportation

Agency Affected: State Bond Committee  
BRU: \_\_\_\_\_  
Components: \_\_\_\_\_

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93
<b>OPERATING</b>						
PERSONAL SERVICES	0	0	0	0	0	0
TRAVEL	0	0	0	0	0	0
CONTRACTUAL	0	0	0	0	0	0
SUPPLIES	0	0	0	0	0	0
EQUIPMENT	0	0	0	0	0	0
LANDS & STRUCTURES	0	0	0	0	0	0
GRANTS, CLAIMS	0	0	0	0	0	0
MISCELLANEOUS	0	0	0	2,433.4	2,433.4	2,433.4
<b>TOTAL OPERATING</b>	0	0	0	2,433.4	2,433.4	2,433.4
<b>CAPITAL</b>	0	0	0	0	0	0
<b>REVENUE</b>	0	0	0	0	0	0

FUNDING: (Thousands of Dollars)

GENERAL FUND	0	0	0	0	0	0
FEDERAL FUNDS	0	0	0	0	0	0
OTHER	0	0	0	2,433.4	2,433.4	2,433.4
<b>TOTAL</b>	0	0	0	2,433.4	2,433.4	2,433.4

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: attach a separate page for analysis.

Debt service on \$25 million revenue bonds with 30 year maturity at 9.0 percent. Fund source would be Toll Facilities Construction Fund for FY 91-92 and Toll Facilities Revenue Fund thereafter.

Prepared By: Milt Barker *MB* Phone: 465-2350  
Division: Treasury Date: \_\_\_\_\_

Approved by Commissioner: Hugh Wooters *Hugh Wooters* Date: 4/19/89  
Agency: Department of Revenue

Distribution (by preparer):

Legislative Finance  
Legislative Sponsor  
Requestor

Office of Management and Budget  
Impacted Agency(ies)

FISCAL NOTE

Revision Date: 4/05/89  
Title: Revenue Bonds for Co, per River Highway

Agency Affected: DOT&PF  
BRU:

Sponsor: Cato  
Requestor: House Transportation Committee

Components:

EXPENDITURES/REVENUES: (THOUSANDS OF DOLLARS)

OPERATING	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93
PERSONAL SERVICES	0	0	0	0	0	0
TRAVEL	0	0	0	0	0	0
CONTRACTURAL	0	0	0	0	0	0
SUPPLIES	0	0	0	0	0	0
EQUIPMENT	0	0	0	0	0	0
LAND & STRUCTURES	0	0	0	0	0	0
GRANTS, CLAIMS	0	0	0	0	0	0
MISCELLANEOUS	0	0	0	0	0	0
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
---------	---	---	---	---	---	---

REVENUE	0	0	0	0	0	0
---------	---	---	---	---	---	---

FUNDING: (THOUSANDS OF DOLLARS)

GENERAL FUND	0	0	0	0	0	0
FEDERAL FUNDS	0	0	0	0	0	0
OTHER*	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: (Attach a separate page if necessary)

Prepared by: W. Keith Gerken, *WKG*  
Division: Deputy Commissioner, Operations

Phone: 465-8900

Date: 4/19/89

Approved by Commissioner: Mark S. Hickey *MSH*  
Agency: Department of Transportation and Public Facilities

Date: 4/19/89

Distribution (by preparer):

Legislative Finance  
Legislative Sponsor  
Requestor  
Office of Management and Budget  
Impacted Agency(ies)

(9) "revenue fund" means the International Airports Revenue Fund created by AS 37.15.430. (§ 1 ch 149 SLA 1972)

Revisor's notes. — Reorganized in 1988 to alphabetize the defined terms.

**Article 4. Toll Facilities Revenue Bonds.**

<p>Section                  610. Bond authorization                  620. Construction fund                  630. Revenue fund                  640. Bond redemption fund                  650. Bond terms                  660. Bond resolution                  670. Enforcement by holder                  680. Amounts required for payments</p>	<p>Section                  690. Bond negotiability                  700. Refunding                  710. Bonds as legal investments                  720. State toll facilities                  730. Review of toll facility projects                  740. Toll facility charges                  750. Statutory construction                  760. Definitions</p>
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**Sec. 37.15.610. Bond authorization.** For the purpose of providing part or all of the money to be used, with or without any grants or other money that may become available, the issuance and sale of revenue bonds of the state in the total principal sum of not to exceed \$500,000,000 is authorized to acquire, construct, equip, and install the additions, improvements, extensions, and facilities authorized in AS 37.15.720 and 37.15.730. The principal of and interest on these bonds are paid out of and secured by the gross revenue derived by the state from the ownership, use, and operation of the toll facilities, and out of any other revenue or money that the state legislature may provide exclusive of any state tax or license. Bonds may not be issued to assist in the acquisition, financing, or operation of projects without prior approval from the legislature. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.620. Construction fund.** (a) The toll facilities construction fund is established for deposit of proceeds of the sale of the bonds authorized by AS 37.15.610 and any grant or other money that is legally provided for the same purposes for which the bonds are authorized except for any accrued interest paid on the bonds by the purchaser. The money in the construction fund is used to pay the cost of acquiring, constructing, and equipping facilities authorized in AS 37.15.720 and 37.15.730 and costs incidental to those activities, including costs of the authorization, issuance, and sale of the bonds. To the extent allowed in the bond resolution, money in the construction fund may also be used for the payment of interest on the bonds during the time of actual construction, and for any additional time, not exceeding one year after construction is completed. Money in the construction fund may also be transferred to the bond redemption fund, as permitted by the bond resolution, to establish a reserve for the payment of the principal and interest on the bonds.

(b) The bond resolution may provide for the investment of money in the construction fund as the committee determines. The interest earned upon or any profit derived from the sale of the investment is deposited in the construction fund. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.630. Revenue fund.** (a) The toll facilities revenue fund is established and shall be set apart from all other money of the state. The toll facilities revenue fund is a trust fund for the purposes under AS 37.15.610 — 37.15.760, where all revenue, fees, tolls, charges, and rentals are deposited that are derived by the state from the ownership, lease, use, and operation of the facilities authorized by AS 37.15.720 and 37.15.730. The revenue, fees, tolls, charges, and rentals may not include the proceeds of any state tax or license. The money in the revenue fund may only be used to

(1) pay or secure the payment of the principal of and interest on the toll facilities bonds and principal of and interest on any other revenue bonds issued by authorization of the legislature to provide money to acquire, construct, and equip facilities authorized by AS 37.15.720 and 37.15.730 and to be payable out of the revenue fund;

(2) pay the normal and necessary costs of maintaining and operating the facilities acquired, constructed, or equipped under AS 37.15.610 — 37.15.760;

(3) pay the costs of renewals, replacements, and extraordinary repairs to facilities acquired, constructed, or equipped under AS 37.15.610 — 37.15.760;

(4) redeem before their fixed maturities any and all revenue bonds issued for the purpose of acquiring, constructing, and equipping facilities authorized by AS 37.15.720 and 37.15.730;

(5) provide money to acquire, construct, and equip necessary additions and improvements to facilities authorized by AS 37.15.720 and 37.15.730; and

(6) provide money to pay any and all other costs relating to the ownership, use, and operation of the facilities.

(b) The investment of money in the revenue fund may be made as the committee determines. The interest earned upon or any profits derived from the sale of an investment under this subsection shall be deposited in the revenue fund. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.640. Bond redemption fund.** The toll facilities revenue bond redemption fund is established for deposit in trust of money for paying and securing the payment of principal of and interest and redemption premium, if any, on bonds and is set apart from all other money of the state. The committee, on behalf of the state, shall obligate the state to set aside and pay into the bond redemption fund from the revenue fund an amount of money sufficient to pay the principal of and interest and redemption premium, if any, on the bonds as the

payments become due and, if the committee considers it necessary, to set aside and maintain a reserve for this purpose. The bond redemption fund is drawn upon for the purpose of paying the principal of and interest and redemption premium, if any, on the bonds, and the bonds do not constitute a general obligation of the state. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.650. Bond terms.** (a) The toll facilities bonds are sold in the amounts or series and at the time as determined by the committee. Before selling a series of bonds, the committee shall give notice inviting sealed bids. If satisfactory bids are received, the bonds offered for sale are awarded to the highest responsible bidder. If the committee determines that a bid received is not satisfactory as to price or responsibility of the bidder, the committee may reject the bid received. Bonds, or a series of bonds, may not be sold if the effective interest rate over the life of the bonds exceeds 11 percent per year or that rate of interest that is 125 percent of the rate of the Bond Buyer Index of 20 Municipal Bond Average Yields for the week previous to the date of sale of the bonds, whichever is higher. Interest is payable annually or semiannually.

(b) The bonds mature at the time fixed by the committee. The bonds may be subject to redemption before their fixed maturities as determined by the committee and with the premium fixed by the committee, but a bond may not be subject to redemption before its fixed maturity date unless the right to redeem that bond is expressly mentioned on the face of the bond. The bonds

(1) may be in denominations determined by the committee;

(2) may be issued in coupon form or in fully registered form, and may be registrable as to principal or both principal and interest, all under regulations and conditions the committee provides;

(3) are payable as to principal and interest at the place determined by the committee;

(4) shall be signed on behalf of the state by the governor and shall be attested to by the lieutenant governor, both of which signatures may be facsimile signatures, and each of the interest coupons attached to them shall be signed by the facsimile signatures of these officials;

(5) shall have the seal of the state impressed, printed, or lithographed on them; and

(6) shall be issued under and subject to the terms, conditions, and covenants, providing for the payment of the principal of and interest on the bonds and the other terms, conditions, covenants, and protective features safeguarding this payment and relating to the maintenance, operation, and improvement of the toll facilities as found necessary by the committee, which covenants may include a provision requiring the setting aside and maintenance of certain reserves to secure the payment of the principal and interest.

(c) If found reasonably necessary, the committee may select a trustee or trustees for the holders of the bonds or any series of the bonds, for the safeguarding and disbursement of any of the money in any of the funds created by AS 37.15.620, 37.15.630, and 37.15.640, or for the duties for authentication, delivery, and registration of the bonds as the committee may determine. The committee shall also fix the rights, duties, powers, and obligations of the trustee or trustees.

(d) In the committee's determination of all of the matters and questions relating to the issuance and sale of the bonds and the fixing of the maturities, terms, conditions, and covenants of the bonds as provided in (a) — (c) of this section, the decisions of the committee shall be those found to be reasonably necessary for the best interests of the state and its inhabitants, and those that will accomplish the most advantageous sale of the bonds, with due regard, however, (1) to necessary or normal costs of maintenance and operation; (2) to renewals and replacements of and repairs to the toll facilities; (3) to all improvements to toll facilities and property of toll facilities owned, used, operated, or leased in connection with toll facilities; and (4) to the future growth and expansion of all of the facilities and the possibility of additional revenue bond financing for toll facilities purposes. A decision of the committee, as expressed in any bond resolution, is final when any bonds have been issued under the bond resolution.

(e) A bond resolution may provide that the bonds issued contain a recital that they are issued under AS 37.15.610 — 37.15.760, and any bonds containing this recital are conclusively considered to be valid and to have been issued in conformity with AS 37.15.610 — 37.15.760.

(f) The validity of the authorization and issuance of bonds is not affected by any proceeding for the acquisition or construction of the additions, improvements, or facilities for which the bonds have been issued or by any contract in connection with the acquisition or construction. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.660. Bond resolution.** The committee is authorized and directed to adopt the bond resolution and prepare all other documents and proceedings necessary for the issuance, sale, and delivery of the bonds or any part or series of them. The bond resolution shall fix the principal amount, denomination, date, maturities, place or places of payment, rights of redemption, if any, terms, form, conditions, and covenants of the bonds or each series of them. The committee shall also determine and provide for the date and manner of sale of the bonds, and shall provide whether the notice of sale is to be published elsewhere in addition to the publication required by AS 37.15.650. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.670. Enforcement by holder.** The holder of any bonds or the trustee for the holders of the bonds or any series of them, may, by appropriate proceedings in the courts of record of the state, compel the transfer, setting aside, and payment of money and the enforcement of all of the terms, conditions, and covenants as required and provided in AS 37.15.610 — 37.15.760 and in the bond resolution. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.680. Amounts required for payments.** The committee shall, before December 31 of each year, commencing with the year in which the bonds are issued, certify to the commissioner of revenue and the commissioner of transportation and public facilities the amounts required in the next ensuing calendar year by a bond resolution to be paid out of the revenue fund into the bond redemption fund and to be paid into and maintained in any reserve fund or account or any other fund or account created by a bond resolution. The committee shall also certify to the commissioners the last date upon which payments may be made. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.690. Bond negotiability.** The bonds and the coupons attached to them are fully negotiable instruments under the laws of the state. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.700. Refunding.** (a) The bonds or any part of them may be refunded at or before their maturity by the issuance of refunding revenue bonds of the state if in the opinion of the committee refunding is advantageous to and in the best interest of the state and its inhabitants.

(b) The issuance of refunding bonds need not be authorized by an act of the legislature, and the committee shall adopt the resolution and prepare all other documents and proceedings necessary for the issuance, exchange or sale, and delivery of the bonds. All provisions of AS 37.15.610 — 37.15.760 applicable to revenue bonds are applicable to the refunding bonds and to the issuance, sale, or exchange of the bonds, except as otherwise provided in this section.

(c) Refunding bonds may be issued in a principal amount sufficient to provide money for the payment of all bonds to be refunded by them, and, in addition, for the payment of all expenses incident to the calling, retiring, or paying of the outstanding bonds, and the issuance of the refunding bonds. These expenses include the difference in amount between the par value of the refunding bonds and any amount less than par for which the refunding bonds are sold, any amount necessary to be made available for the payment of interest on the refunding bonds from the date of sale of them to the date of payment of the bonds to be refunded or to the date upon which the bonds to be refunded will be paid under the call of the bonds or agreement with the holders of

them, and the premium, if any, necessary to be paid in order to call or retire the outstanding bonds and the interest accruing on the outstanding bonds to the date of the call or retirement. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.710. Bonds as legal investments.** Toll facilities bonds are legal investments for all banks, trust companies, savings banks, savings and loan associations, and other persons carrying on a banking business, all insurance companies and other persons carrying on an insurance business, and all executors, administrators, trustees, and other fiduciaries. The bonds may be accepted as security for deposits of all money of the state and its political subdivisions. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.720. State toll facilities.** The state is authorized to acquire, construct, equip, and maintain toll bridges, tunnels, highways, roads, crossings, and causeways found to be necessary by the commissioner of transportation and public facilities. (§ 1 ch 162 SLA 1984; am § 2 ch 165 SLA 1988)

**Effect of amendments.** — The 1988 amendment inserted "tunnels."

**Sec. 37.15.730. Review of toll facility projects.** A toll facility may be financed under AS 37.15.610 — 37.15.760 if the following conditions are met for that toll facility:

(1) the department submits to the governor and the legislature a feasibility study that finds that the toll facility is financially feasible and able to produce revenue adequate to repay the bonds with which it is financed;

(2) if financing in addition to revenue bonds is required to finance the toll facility, the department submits to the governor and legislature a finance plan that includes an estimate of the total cost of the toll facility and a description of the sources of money that will be used to finance the total cost of the toll facility; and

(3) the office of management and budget reviews the feasibility study and the finance plan, if required, and reports its findings and recommendations to the governor and legislature not later than 90 days after the study and plan are received by the office. (§ 1 ch 162 SLA 1984; am § 3 ch 165 SLA 1988)

**Effect of amendments.** — The 1988 amendment rewrote the catchline, which read "Knik Arm Crossing," rewrote the introductory language, which read "Notwithstanding the provisions of AS 37.15.720 the first state toll facility to be

financed under AS 37.15.610 — 37.15.660 is the Knik Arm Crossing near Anchorage if the following conditions are met," substituted "toll facility" for "crossing" in paragraph (1) and, in paragraph (2), substituted "required to finance the toll facil-

ity" for "anticipated," "that includes" for "to include," and "cost of the toll facility" for "cost of the project" twice.

**Sec. 37.15.740. Toll facility charges.** The commissioner of transportation and public facilities shall fix and collect the fees, charges, tolls, and rentals derived by the state from the ownership, lease, use, and operation of the facilities authorized by AS 37.15.720 and 37.15.730 and improvements of the facilities as will provide revenue sufficient to comply with all of the covenants of the bond resolution. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.750. Statutory construction.** AS 37.15.610 — 37.15.760 shall be liberally construed in order to carry out the purposes for which the provisions were enacted, and all existing laws in conflict with AS 37.15.610 — 37.15.760 are superseded as necessary to accomplish the purposes of AS 37.15.610 — 37.15.760. (§ 1 ch 162 SLA 1984)

**Sec. 37.15.760. Definitions.** In AS 37.15.610 — 37.15.760, unless the context requires otherwise

(1) "bond redemption fund" means the toll facilities revenue bond redemption fund created by AS 37.15.640, including any accounts that are created in that fund after October 4, 1984;

(2) "bond resolution" means the resolution authorizing the issuance of bonds, adopted by the committee under AS 37.15.660;

(3) "bonds" means the toll facilities revenue bonds authorized by AS 37.15.610 — 37.15.760;

(4) "committee" means the state bond committee created by AS 37.15.110, or any other committee, body, department, or officer of the state that or who succeeds to the rights, powers, duties, and obligations of the state bond committee by act of the legislature;

(5) "construction fund" means the toll facilities construction fund created by AS 37.15.620;

(6) "revenue fund" means the toll facilities revenue fund created by AS 37.15.630;

(7) "toll facilities" means highways, roads, bridges, tunnels, crossings, and causeways upon which tolls, charges, rentals, or other user fees are placed by the commissioner of transportation and public facilities. (§ 1 ch 162 SLA 1984; am § 4 ch 165 SLA 1988)

**Effect of amendments.** — The 1988 amendment inserted "tunnels" in paragraph (7).

Original sponsors: Cato and Zawacki

1 IN THE HOUSE BY THE FINANCE COMMITTEE  
2 CS FOR HOUSE CONCURRENT RESOLUTION NO. 46 (Finance)  
3 IN THE LEGISLATURE OF THE STATE OF ALASKA  
4 FIFTEENTH LEGISLATURE - SECOND SESSION  
5 Relating to a Copper River toll road.  
6 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:  
7 WHEREAS there is currently no road to Cordova; and  
8 WHEREAS the residents of Cordova very much want to be connected by  
9 road to other points in the state; and  
10 WHEREAS a road to Cordova would stimulate economic development and  
11 encourage tourism in the area; and  
12 WHEREAS the availability of both state and federal funding for road  
13 construction has decreased; and  
14 WHEREAS the state has authority under AS 37.15.720 to construct and  
15 maintain toll roads;  
16 BE IT RESOLVED by the Alaska State Legislature that the Governor is  
17 respectfully requested to direct the Department of Transportation and  
18 Public Facilities, subject to conditions equivalent to those applicable to  
19 the Knik Arm Crossing under AS 37.15.730(1) - (3), to construct a toll road  
20 along the Copper River via Chitina to Cordova.

STATE OF ALASKA 1988 LEGISLATIVE SESSION  
FISCAL NOTE

Bill Version: HCR 44  
Publish Date: \_\_\_\_\_

REQUEST \_\_\_\_\_

Revision Date: \_\_\_\_\_  
Title: House Concurrent Resolution 44  
Relating to a Copper River Toll Road  
Sponsor: Cato  
Requestor: Cato

Agency Affected: DOT&PF  
BRU: \_\_\_\_\_  
Components: \_\_\_\_\_

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 88	FY 89	FY 90	FY 91	FY 92	FY 93
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING		*	*	*	*	*
CAPITAL		*	*	*	*	*
REVENUE		*	*	*	*	*

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL		*	*	*	*	*

POSITIONS:

FULL-TIME		*	*	*	*	*
PART-TIME		*	*	*	*	*
TEMPORARY						

ANALYSIS: The use of a toll authority is not established procedure in the department. The assumptions expressed in this analysis represent the department's initial reactions to this concept and may need modification to more accurately reflect the opportunity costs of money, the pay back terms and other financial assumptions. In addition, federal aid funds for construction may have to be re-paid prior to establishing a toll.

\* See attached page, typewritten analysis dated 2-26-88.

Prepared by: David W. Truax/Lynn J. Harnisch Phone: 474-2431/451-2210  
Division: DOT&PF Regional Director, Northern Region Date: 2-25-88

Approved by Commissioner: Mark S. Hickey *MSH* Date: 2-29-88  
Agency: DOT&PF

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

## ASSUMPTIONS

### A) Toll Checkpoint

- 1) One toll checkpoint would be needed to collect tolls.
- 2) Checkpoint costs were based on similar costs for a checkpoint on the Dalton Highway.
- 3) A checkpoint for year-round occupancy would be more expensive as it would require additional insulation, permanent utilities systems, larger living quarters, etc.

### B) Pioneer Road

- 1) Would be 18 ft. wide, screened gravel surface and have trestle-type bridges. These bridges are based on a railroad design and are structurally more than adequate for any highway freight vehicle. The cost for this work assumes that 18 ft. wide road could be constructed so that it was safe and maintainable and that only minimal reconstruction on the existing railbed would be necessary. Should any of these parameters be forced to change, during the course of actual design, the cost could increase substantially. Cost increases would depend on the type of changes that were necessary.

### C) Federal Aid Secondary

- 1) Would be 28 ft. wide, crushed gravel surface and have standard bridges. The cost is based on current construction costs for typical gravel surface Federal Aid secondary roads. Assumes construction of access road from the Million Dollar Bridge, Mile Post 49, to the Richardson Highway.

### D) Copper River Bridge

- 1) To keep per vehicle tolls to a minimum, it was assumed that the estimated \$7,500,000 to construct a bridge across the Copper River, adjacent to the Million Dollar Bridge, would be done with Federal discretionary bridge funds. Therefore, this particular cost does not appear in the overall capital costs. If discretionary funding cannot be obtained the \$7,500,000 construction cost would have to be added to the total capital cost of the project. This would increase the per vehicle toll for capital costs payoff by \$7.00 for seasonal and \$4.00 for year-round.

### E) Maintenance Station

- 1) In order to distribute the added mileage evenly, one additional station would be needed in the Tasnuna River area and additional equipment would be needed at the Chitina Station.

2) Facilities requirements to meet seasonal needs:

- 2,400 sq.ft. shop
- Generator building with two generators
- 4 each trailer pads for 14x70 trailers (employees usually furnish their own trailers)

3) Facilities requirements to meet year-round needs (in addition to above building needs):

- 2 trailer pads for 14X70 trailers
- Utilities and water system
- Sand shed 2,000 sq.ft.
- 2,000 sq.ft. work/storage building

F) Maintenance Equipment

1) Seasonal (either type road):

a) New Tasnuna Station

- Motor graders CAT 14 Type (2)
- 8 Yd. Dump Truck (1)
- Loader 4 yd. type (1)
- Dozer D-8 type
- 4WD 3/4 ton pickups (2)
- Low tractor trailer

- b) The mileage this road would add to the existing system would be slightly more than a new station should handle. Therefore, some additional equipment would be needed at the existing Chitina Station to cover the extra northernmost portion of the additional mileage. This additional equipment would also be used on other State-maintained roads in the Chitina area.

c) Chitina Station (additional equipment):

- Motor grader CAT 14 type (1)
- Loader 4 yd. type (1)
- Dump Truck 8 yd. type (1)

2) Year-round (in addition to season equipment needs) [either type road]

a) Tasnuna Station:

- Truck-type rotary snowblower 2200 tph (2)
- 4x4 Oshkosh with V-nose plow, belly blade and wing (2)
- Sander

G) Building and equipment needs are based on:

- 1) Historical information from old railroad records, which show that a substantial maintenance effort was required to keep the alignment open and in good repair at all times of the year.

- 2) Personal on-site observations of slide and erosion activity by DOT&PF maintenance staff and other individuals at various times of the year.
- 3) Traffic projections. A pioneer road, if built, will be heavily used. The one lane road will not be able to handle the volume of traffic very long. By building and staffing an adequate camp, maintenance forces can gradually make many of the upgrades that will be required by the traffic volume as funding becomes available and as time allows.

H) Maintenance Costs - Manpower Needs

1) Seasonal

a) Tasnuna Station (New Positions):

- 1 WG 52 Foreman
- 2 WG 53 Operations
- 1 WG 53 Operator/Mechanic

b) Chitina Station:

- 2 WG 53 Operators

2) Year Round

a) Tasnuna Station:

- above 4 positions @ full time
- plus 1 additional WG 53 operator and 1 additional WG 54 Operator

I) Toll Program Administration

- 1) Based on estimates of manpower needs for similar checkpoint program on Dalton Highway at \$7,000 per month for a staff of 3.
- 2) Accounting support assumes accounting clerk, range 9, part-time.

J) Average Annual Traffic

- 1) Based on historical traffic generating data for similar sized communities, future growth patterns as demonstrated in the draft Cordova Comprehensive Plan and the area's location relative to major population centers and recreational/resource opportunities. This resulted in an average daily traffic count forecast of 375 vehicles a day, or 11,250 a month based on a 30-day month.
- 2) The average monthly traffic count for a year-round rate will be less than a seasonal route. This is because the year-round average takes in a seven-month period where historic traffic declines by approximately 60% from the five-month summer period.

K) Capital Costs

- 1) Capital costs for check point construction, maintenance equipment, maintenance station construction, and Pioneer Road would all have to be funded initially from General Funds or Obligation Bonds.
- 2) Capital costs for constructing the Federal-Aid Secondary Road would be split about 91% Federal and 9% State General Fund match.
- 3) Costs for Pioneer Road construction may be recoverable from the FHWA upon upgrade of this road to Federal Highway Secondary standards. However this recovered cost would come from federal obligation authority which could otherwise be used on other projects.

L) Toll charges for private vehicles may be able to be lessened by charging on the basis of vehicle gross weight. This would increase the cost to truck traffic, but assumably increase shipping costs as well. Because we have no way to determine gross weight at this time, such a charge schedule would have to wait until traffic data could be collected on the road, so that a determination could be made as to whether or not actual truck traffic was substantial enough to invoke such a schedule. An annual reassessment of toll charges could be done if changes in traffic level, maintenance costs, and/or toll program costs change.

M) Analysis does not include "cost of money."

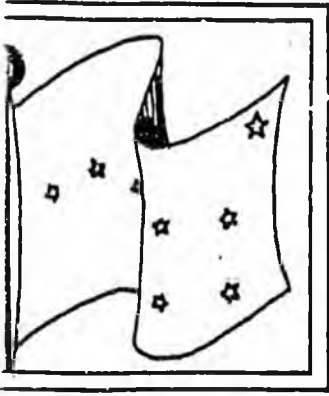
FISCAL NOTE ANALYSIS OF

HCR 46-COPPER RIVER HIGHWAY TOLL ROAD

COSTS	SEASONAL		YEAR-ROUND	
	PIONEER RD	FED. AID RD.	PIONEER RD.	FED. AID RD
Capital (Total)	\$17,185,000	\$92,185,000	\$18,405,000	\$93,405,000
Toll Check Pt.	50,000	50,000	150,000	150,000
Rd. Construction	15,000,000	90,000,000	15,000,000	90,000,000
Maint. Station	730,000	730,000	1,120,000	1,120,000
Maint. Equipment	1,405,000	1,405,000	2,135,000	2,135,000
Maintenance (Total)	600,000	800,000	1,200,000	1,600,000
Toll Prog. Admin. (Total)	50,000	50,000	120,000	120,000

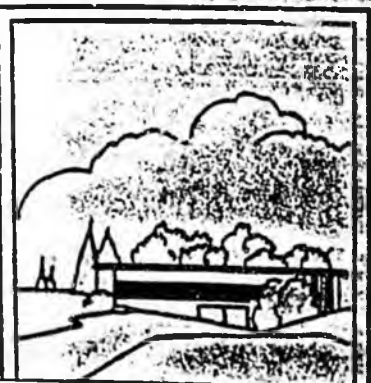
-57-

REVENUES	CAPITAL COSTS		MAINTENANCE COSTS		TOLL PROG. COSTS	
	SEASONAL	YEAR-ROUND	SEASONAL	YEAR-ROUND	SEASONAL	YEAR-ROUND
Pioneer Road	\$17,185,000	\$18,405,000	\$ 600,000	\$ 1,200,000	\$50,000	\$120,000
Pay Back Basis	20 yrs.	20 yrs.	Annually	Annually	Annually	Annually
Annual Pay Back	846,250	920,250	600,000	1,200,000	50,000	120,000
Average Annual Traffic	56,250	135,000	56,250	135,000	56,250	135,000
Per Vehicle Toll	\$15.00	\$7.00	\$11.00	\$9.00	\$.90	\$.90
Federal Aid Road	\$92,185,000	\$93,405,000	\$ 800,000	\$ 1,600,000	\$50,000	\$120,000
Pay Back Basis	20 yrs.	20 yrs.	Annually	Annually	Annually	Annually
Annual Pay Back	4,612,750	4,670,250	800,000	1,600,000	50,000	120,000
Average Annual Traffic	56,250	135,000	56,250	135,000	56,250	135,000
Per Vehicle Toll	\$82.00	\$35.00	\$14.00	\$12.00	\$.90	\$.90



# COMPENDIUM REPORT

## COPPER RIVER HIGHWAY



STATE OF ALASKA  
DEPARTMENT OF TRANSPORTATION  
AND PUBLIC FACILITIES  
ENVIRONMENTAL SECTION  
NORTHERN REGION  
SPRING 1988

## RECOMMENDATIONS

The Northern Region of the Alaska Department of Transportation and Public Facilities (ADOT&PF) recommends completing the Copper River Highway initially as a pioneer road to Chitina leaving open the option of a secondary highway on the Chitina, Tiekel or Tasnuna routes. In preparation, ADOT&PF recommends maintenance on the portions of the Copper River Highway north of the Million Dollar Bridge that has been converted to roadway and seeking Legislative funding to do so as part of the FY 1990 budget. This would add Mileposts 49 to 72 and Mileposts 112 to 131 to the maintenance system. Additional operating funds would be required to perform this maintenance which would be at a level considerably below normal maintenance standards.

It is further recommended that the Department of Transportation and Public Facilities in conjunction with the appropriate experts from the Department of Revenue perform an in depth analysis of the toll road concept and the cost and feasibility of obtaining some form of bonding for construction. This analysis should begin as soon as possible to be able to provide the Governor and the Legislature with the data necessary to make funding decisions.

Additional coordination with the Federal Highway Administration to positively determine whether or not the cost of constructing the Copper River Highway as a pioneer access road could be eligible at a later date when upgraded to secondary standards. This work should also be done prior to the next Legislative session.

# STATE OF ALASKA

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

OFFICE OF THE COMMISSIONER

JAN 13 1988

STEVE COWPER, GOVERNOR

P.O. BOX 2  
JUNEAU, ALASKA 99811-2500  
PHONE: (907) 465-3900

January 6, 1987

The Honorable Dette Cato  
3111 "C" Street - Suite 460  
Anchorage, AK 99503

Dear Representative <sup>BETTE</sup>Cato:

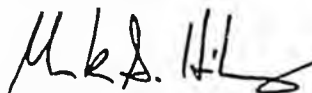
During our November 1987 meeting with the House Transportation Committee, you asked if we could still be eligible for emergency relief (ER) funds for the Copper River Highway.

We have given up our eligibility for all ER funds available for the Copper River Highway stemming from damage caused by the 1964 earthquake. On March 2, 1983, Deputy Commissioner John C. Bates advised Federal Highway Administration (FHWA) Division Administrator, Mr. Barry Morehead, of Alaska's decision not to proceed with construction of the Copper River Highway north of the Million Dollar Bridge. On March 23, 1983, then Commissioner Daniel A. Casey wrote to Mr. Morehead and advised him that the decision not to construct the highway also included the Million Dollar Bridge. In addition, Mr. Casey advised of his concurrence in releasing all remaining ER funds that were then reserved for that route. Copies of Mr. Bates' and Mr. Casey's 1983 letters are enclosed.

Subsequently, On April 1, 1983, Mr. Morehead had the state's eligibility for these ER funds released. See the attached April 1, 1983 memorandum to Mr. M. Eldon Green, FHWA Regional Administrator in Portland, Oregon.

According to recent conversations between our Northern Region and Bob Ruby with FHWA, there is no possibility of recouping ER funds for highway construction or replacement of the Million Dollar Bridge.

Sincerely,

  
Mark S. Hickey  
Commissioner

Enclosures

cc: Lynn J. Harnisch, P.E., Regional Director, Northern Region  
Ray Price, Special Staff Assistant, Office of the Governor, Juneau  
Senator Mike Szymanski, Anchorage  
Senator Jalmar M. Kerttula, Palmer  
Don Moore, Cordova City Manager

NOV 18 '87 14:58 DOT&PF..COMM, OFFICE JUNEAU

P.2

# STATE OF ALASKA

BILL SHEFFIELD GOVERNOR

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES  
DEPUTY COMMISSIONER - PLANNING AND PROGRAMMING

POUCH 2  
JUNEAU, ALASKA 99811  
PHONE: (907)465-3900

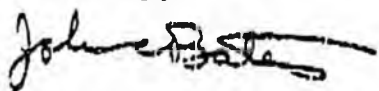
March 2, 1983

Mr. Barry Morehead  
Division Administrator  
Federal Highway Administration  
Region 10, P.O. Box 1648  
Juneau, Alaska 99801

Dear Mr. Morehead

This is to advise you that the Department of Transportation & Public Facilities has decided not to proceed with construction of the Copper River Highway, North of the Million Dollar Bridge. This decision has been arrived at as a result of conclusions based on our current EIS project in that area. That document is in draft form at this time. The final report is being prepared and will be distributed approximately one month. Subsequent closing of that project and recommendation for stream designation will follow.

Sincerely,



John C. Batus  
Deputy Commissioner

cc: Daniel Casey  
Commissioner

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	EC	
	RT	
A - ✓	PLA	
	PLM	
	AV	
✓	PA	
	ALM	
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	Plan	
	M & P	
	State	

# STATE OF ALASKA

BILL SHEFFIELD, GOVERNOR

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES

OFFICE OF THE COMMISSIONER

POUGH Z (907) 465-3900  
JUNEAU, ALASKA 99811  
(TELEX 48-328)

March 23, 1983

Mr. Barry Morehead  
Division Administrator  
Federal Highway Administration  
Region 10, P.O. Box 1548  
Juneau, Alaska 99801

Dear Mr. Morehead:

I would like to clarify my March 2, letter regarding the Copper River Highway.  
I announced decision not to complete construction of that route included  
the Million Dollar bridge.

In addition, I am in the release of all remaining Emergency Relief Funds  
that are currently reserved for that route.

Sincerely,

  
Daniel W. Craig  
Commissioner

cc: Fred J. Seeger,  
John Horn  
John C Bates  
Riley Snell

DAL/WW/ag

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<input type="checkbox"/>	PA 800	
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Alaska Release of FY 1983 Emergency  
Relief (ER) Funds Allotment for ER-40(1),  
Million Dollar Bridge

April 1, 1983

Division Administrator  
Juneau, Alaska

ERC-AK  
409  
X ER-40(1)

Mr. M. Eldon Green  
Regional Administrator  
Portland, Oregon

We have received notification from the Alaska Department of Transportation and Public Facilities of their decision not to complete construction of the Copper River Highway, including the Million Dollar Bridge. Accordingly, we are releasing the \$338,462 of FY 1983 ER funds that remain unobligated for project ER-40(1) (\$61,538 was obligated in December 1982 for ER-59(3)). There is no longer the need to reserve \$20 million in FY 1984 ER funds.

Barry F. Morehead

TENNISO

APPENDIX B  
HISTORY OF THE COPPER RIVER  
AND NORTHWEST RAILROAD

## APPENDIX B

### History of the Copper River and Northwest Railroad

The following history of the Copper River and Northwest Railroad was written by the Office of Statewide Cultural Program, Alaska Division of Parks and included in the Report of Archeological and Historical Investigations Along the Copper River, Tanana to Chitina published in July 1975.

"A great vein of copper was discovered in August 1900 by Jack Smith and Clarence Warner on the Kennicott River. Smith and Warner had discovered one of the richest copper deposits of all time.

These copper claims were eventually bought out by the Alaska Syndicate, a working partnership between J.P. Morgan and the Guggenheim brothers formed in the spring of 1906. After buying the bonanza copper claims, the Syndicate made plans to build a railroad from tidewater to the Kennicott to transport the copper ore.

At that time, the Syndicate owned the largest shipping company in the north, the Alaska Steamship Company; the Northwestern Fishing Company, and the Northwestern Commercial Company. The Syndicate also ran gold dredges all over Alaska and the Yukon and owned almost every ore smelter on the west coast of the United States that could take Alaskan ore. The Syndicate affiliate which eventually ran the Bonanza claims was the Kennicott Copper Corporation, now one of the largest industrial firms in America.

The Syndicate was never really as powerful as its critics believed, however many people claimed that the Guggenheims had an economic headlock on the district of Alaska. This supposed monopoly of the Guggenheims in Alaska ran counter to political and social fancies of the early 1900's. Politics at the turn of the century was marked by increased public awareness of the need to conserve natural resources, and by the efforts of the Federal government to regulate big business and to "bust" the trusts. This combination of conservation and trust-busting met the Guggenheims head-on in their efforts to build a railroad from tidewater to their copper mines. To the people of Alaska, the railroad to the Bonanza would be more than just an ore train carrying copper bound for Syndicate smelters in Tacoma, which is what the conservationists and trust-busters saw in the Guggenheim railroad scheme.

To Alaskans, the word railroad meant prosperity. At the turn of the century, it appeared that a railroad successfully built to the Kennicott would be extended to Fairbanks and possibly Eagle on the Yukon River. Most Alaskans believed that the terminus of the railroad would become "Alaska's New York City", shipping freight, passengers, and prosperity to Fairbanks, "The Chicago of Alaska."

Seward, Haines, Valdez, Cordova, and Katalla all had visions of railroads to the Interior, but only routes from Valdez, Cordova and Katalla proposed to tap the Kennicott Bonanza. Each terminus supposedly had crucial advantages over the others. Valdez had a good harbor and was reported to be the farthest north year round, ice-free port of North America; the route from Cordova had a very level grade up the Copper and Chitina River Valleys to the Kennicott; Katalla had readily available coal resources to fuel locomotives and smelt ore.

The Syndicate originally picked Valdez, established supply point of the Copper River Valley, as terminus of their railroad. Later because of the nearby Bering River Coal Fields, a decision was made to build instead from Katalla. But, President Theodore Roosevelt's 1906 withdrawal of Alaskan coal lands from entry, and the subsequent Ballenger-Pinchot, Taft-Roosevelt dispute, over supposed coal frauds, temporarily put the Syndicate out of the coal business. With the closure of the coal lands, and later destruction of the Katalla bridge over water by a storm, the Guggenheims decided to build from Cordova, and possibly construct a branch line to the Bering coal lands --as soon as the coal issue was settled. The Syndicate bought the Cordova route that Mike Heney had laid out in 1906, before he ran out of money. The end result of all this political haggling was that Katalla became a forgotten ghost town, Valdez was reduced to being the terminus of a mud trail, and Cordova got its own railroad.

To Cordova and its citizens the railroad itself was their Bonanza Mine; it provided a stable economic base for the town and insured that Cordova would have a future. President Eccles of the Copper River and Northwestern Railroad told the Cordova Daily Alaskan in 1909 exactly what the people of Cordova wanted to hear: "As to Cordova: This town should steadily grow to be the main gateway for the Interior, and this means much, for it is the Interior that must produce the wealth..." (Cordova Daily Alaskan, July 29, 1909: 4)

The construction of the Copper River and Northwestern Railway spanned five years from 1906 to 1911, though most of the work was done from 1908-1911. In November of 1908, the railhead was at Abercrombie Canyon, Mile 51 on the railroad. By December of 1909, one year later, the crews had pushed the rails as far as the Tiekel River, Mile 101 on the railroad. The crews did some of the heaviest rock blasting and digging on the railroad between Tiekel and Chitina in the spring and summer of 1910. For almost 30 miles from the Tiekel River, through Wood Canyon to the Chitina River, the crews literally carved the railroad grade out of the walls of the Copper River Canyon. At Mile 100, John Dahlberg and Company fired 17.5 tons of "Black Powder" and 60 cases of dynamite on

one blast which removed \$4,000 worth of rock from their station (Cordova Daily Alaskan, 9/2/09: 12/2/10) On May 16, 1910, the "Million Dollar Bridge" at Milepost 49, between Miles and Childs Glaciers was finished. The Million Dollar Bridge was the keystone of the Copper River and Northwestern Railway. It's completion was vital to the success of the railroad, as the structure was the only way to cross the Miles and Childs Glaciers, which had stopped Lieutenant Abercrombie's ascent of the Copper River in 1884.

With a big construction push in the summer of 1910, the railhead reached Chitina in September. On November 1, the Government Trail from Chitina to Willow Creek on the Valdez-Fairbanks Trail, was ready for traffic. Within the month, the mail contract for the Interior was transferred from Valdez to Cordova. The railroad hauled the mail from Cordova to Chitina, where it was transferred to horse drawn stages for the trip to Fairbanks. Chitina, where the "team meets the steam", and the "trails meet the rails", had every hope of becoming a key supply point for the Interior, and a major station on a possible Cordova-Chitina-Fairbanks railway, (CDA 3/39/10 p 1; 11/1/10 p. 10) Work continued on the railroad line from Chitina to the Kennicott through the winter of 1910-1911. The last spike was finally driven on March 29, 1911. It was a copper spike, not gold.

The Copper River and Northwestern Railway shipped approximately \$200,000,000 worth of copper and silver ore between 1911 and 1938. The highest grade ore in the Bonanza claims, however, was worked out in the 1930's. When the Company's efforts to find a new Bonanza failed, the Kennicott Copper Corporation decided to close the railroad down. On Friday afternoon, November 11, 1938, the last regular train to run on the Copper River and Northwestern Railway pulled into the station at Cordova. One year later, the railroad was officially abandoned. (CDT, November 11, 1938).

The Copper River and Northwestern Railway was shut down when the richest ores of the Kennicott claims were worked out in the late 1930's. The railroad was really doomed to extinction however, on April 10, 1915, the day President Wilson picked the Seward-Fairbanks route for the Government Railroad. Wilson decided not to build a Chitina-Fairbanks railroad to connect with the Copper River and Northwestern Railroad to Cordova, and he also turned down the Guggenheim's offer to sell the Copper River and Northwestern to the federal government. With the construction of the Alaska Railroad, the Copper River and Northwestern Railroads became the Kennicott Copper Corporation's private ore train, shipping copper destined for smelters in the United States.

During World War II, army units were stationed along the railroad grade as a defense measure. After the war, proposals were made for the conversion of the railroad grade to a highway. In 1953, Congress appropriated over half a million dollars for the construction of a road from Cordova to the Richardson Highway over the old railroad grade. By the time of the Alaska Earthquake of 1964, conversion was complete to Milepost 59. The earthquake however, severely damaged many bridges along the line and disrupted the grade at a number of different locations.

## 1988 PUBLIC INVOLVEMENT

The Alaska Department of Transportation and Public Facilities held meetings in the following places:

<u>Date</u>	<u>City</u>	<u>Location</u>	<u>Time</u>
5/3/88	Cordova	Cordova Public Library Meeting Room	7:00 p.m.
5/5/88	Anchorage	Loussac Library Public Conference Room	7:00 p.m.
5/11/88	Chitina	Chitina Village Hall	2:30 p.m.
5/11/88	Kenny Lake	Kenny Lake Community Hall	7:00 p.m.
5/12/88	Valdez	City Council Chambers	7:00 p.m.
5/17/88		DOT&PF Conference Room 600 University Avenue	7:00 p.m.

The purpose of these meetings was to gather public comment and opinion on whether or not the State should recommend completing the Copper River Highway.

### Attendance\*

Cordova	141
Chitina	32
Kenny Lake	30
Valdez	13
Anchorage	41
Fairbanks	8

\*Compiled from head counts, address cards submitted at the meetings and sign-in sheets.

The meetings were conducted by Michael Tinker, Environmental Coordinator for the Northern Region. The first meeting was held in Cordova. An introduction was given by Mayor Erling Johansen with a follow-up by Mike Tinker. After the opening remarks, Joan Jackson of Cordova was given 20 minutes to present the position of those opposing the project and Scott Novak was given 20 minutes to present the position of those supporting the road. After these prepared remarks, everyone was given a chance to formally testify. Those who wished to speak were asked by Mayor Johansen to sign-up as either for the project, against the project or neutral. The for and against testimony was alternated and each speaker was given three minutes. Forty-eight people testified. Upon completion of the testimony, people were asked to fill out an address card, an ADOT&PF questionnaire and a questionnaire from Mayor Johansen. The meeting was then opened to questions. The meeting lasted four hours.

At the other meetings, an introduction was given by Mike Tinker and the meeting was opened for questions. After the question period, everyone was asked to fill out an ADOT&PF questionnaire and an address card. The people were then given a chance to formally testify. All of the meetings were recorded but not transcribed.

## RESULTS

Two hundred forty-five people filled out the questionnaires. Table I shows the results of the ADOT&PF survey. The results are broken down by community and by those supporting or opposing the project.

69% of 245 respondents favor building the Copper River Highway. 31% oppose construction.

In Cordova the 133 respondents were more evenly split with 52% favoring and 48% opposed. A separate survey taken at the Cordova meeting shows that the percentages for and against the project are the same inside and outside the Cordova City limits (Eyak Precinct).

The questionnaires asked people what the most important issues are with respect to building the highway. The survey found that the most important issues to those supporting the road are:

- 1) Recreational opportunities.
- 2) Economic benefits.
- 3) Support by the terminal community.

The least important issues to the road supporters are:

- 1) Adverse impacts to natural resources.
- 2) Cost of the project.
- 3) Effects on rural residents.

On the other hand, the most important issues to those opposing the road are:

- 1) Adverse impacts to natural resources.
- 2) Cost of the project.
- 3) Support by the terminal community.

The least important issues to those opposed to the road were found to be:

- 1) Recreational opportunities.
- 2) Support by other Alaskan communities.
- 3) Economic benefits from the project.

Both groups feel that support by the terminal community is an important issue. However, the groups are diametrically opposed on the issues of recreational opportunities, economic benefits versus cost of the project and adverse impacts to the natural resources. The pro-road people feel that Cordova's economy would benefit and would like more access to recreational areas. The anti-road people do not think the economic benefits of the road are important. They feel it is important to protect natural resources by preventing additional access. They also feel that State and Federal money could be better spent elsewhere.

Participants were also asked whether the initial construction of the highway should be a pioneer access road or a secondary highway. The pioneer access road concept was heavily favored, 125 to 48. They were also asked whether they favored a toll road. 123 people were against the toll versus 80 favoring the toll road. The toll road concept was slightly favored within the pro-road group (59 are against the toll road and 22 would favor the toll road only if it is the only way to get the road built.)

### TABLE I

RESULTS OF QUESTIONNAIRE FILLED OUT AT PUBLIC MEETINGS (5/88- 245 Respondents)

	Cordova	Valdez	Anchorage	Chitina	Kenny Lake	Fairbanks	Totals
Do you support building the Copper River Highway?	69(S)* 64(O)* 52%(S)48%(O)	11(S) 0(O) 100%(S) -	37(S) 3(O) 93%(S) 7%(O)	22(S) 3(O) 88%(S)12%(O)	23(S) 5(O) 82%(S) 18%(O)	6(S) 2(O) 75%(S) 25%(O)	168(S) 77(O) 69%(S) 31%(O)
Do you support building pioneer access road first?	50(S) -	9(S) -	27(S) 1(O)	18(S) 1(O)	14(S) -	5(S) -	125
Do you support building a secondary road first?	13(S) 10(O)	2(S) -	10(S) -	3(S) 1(O)	8(S) -	1(S) -	48
Do you want a toll road?	50(S) -	1(S) -	12(S) -	10(S) 1(O)	6(S) -	- -	80 79(S) 1(O)
Are you against a toll road?	11(S) 55(O)	10(S) -	11(S) 3(O)	8(S) 1(O)	13(S) 3(O)	6(S) 2(O)	123 59(S) 64(O)
Do you want a toll road only if its the only way to get a toll road?	4(S) -	- -	10(S) -	4(S) -	4(S) -	- -	22

#### ISSUES SELECTED AS MOST IMPORTANT

	Valdez	Anchorage	Chitina	Kenny Lake	Fairbanks	Cordova	Outside Cordova	Totals	Totals (S & O)	Ranking
Support by Terminal Community	4(S)0(O)	14(S) 1(O)	12(S) 0(O)	17(S) 2(O)	1(S) 1(O)	34(S)38(O)	48(S) 4(O)	82(S) 42(O)	124	1
Cost of Project	2 0	12 3	6 1	7 5	1 2	14 43	28 11	42 54	96	4
Economic Benefits	4 0	19 1	9 0	15 0	5 1	34 4	52 2	86 6	92	5
Land Owner Support	1 0	17 2	13 0	8 3	1 1	11 12	40 6	51 18	69	9
Alaska Legislature Support	4 0	11 1	13 0	12 0	3 0	37 9	43 1	80 10	90	6
Other Alaskan Communities Support	2 0	9 2	10 0	7 0	2 0	26 2	30 2	56 4	60	10
Adverse Impact on Natural Resources	1 0	6 2	4 1	5 4	0 2	14 47	16 9	30 56	86	8
Recreational Opportunities	5 0	25 0	11 0	16 0	4 0	34 4	61 0	95 4	99	3
Effects on Rural Residents	2 0	13 3	11 1	9 3	1 2	13 30	36 9	49 39	88	7
Public Safety	8 0	15 0	11 1	14 2	1 0	28 20	49 3	77 23	100	2

\* SUPPORT (S) OPPOSED (O)

APPENDIX D

Cost Estimate

The cost to open the road from Mile 49 on the Copper River Highway to the rest of Alaska road system has been estimated for the four alternatives.

COST ESTIMATE TO OPEN A SEASONAL ROAD

	<u>Road Construction Cost</u>	<u>Maintenance Camp and Maintenance Equipment Needed</u>	<u>Total Cost To Open A Seasonal Road</u>
<u>Pioneer Access</u>			
Pioneer Access Road (82 Miles) Mile 49 to Chitina	\$15,000,000	\$2,135,000	\$17,135,000
<u>Federal-aid Secondary Highway</u>			
Wood Canyon Route (82 Miles) Mile 49 to Chitina	\$90,000,000	\$2,135,000	\$92,135,000
Tasnuna Route (64 Miles) Mile 49 to Richardson Highway	\$75,000,000	\$2,135,000	\$77,135,000
Tiekel Canyon Route (67 Miles) Mile 49 to Richardson Highway	\$70,000,000	\$2,135,000	\$72,135,000

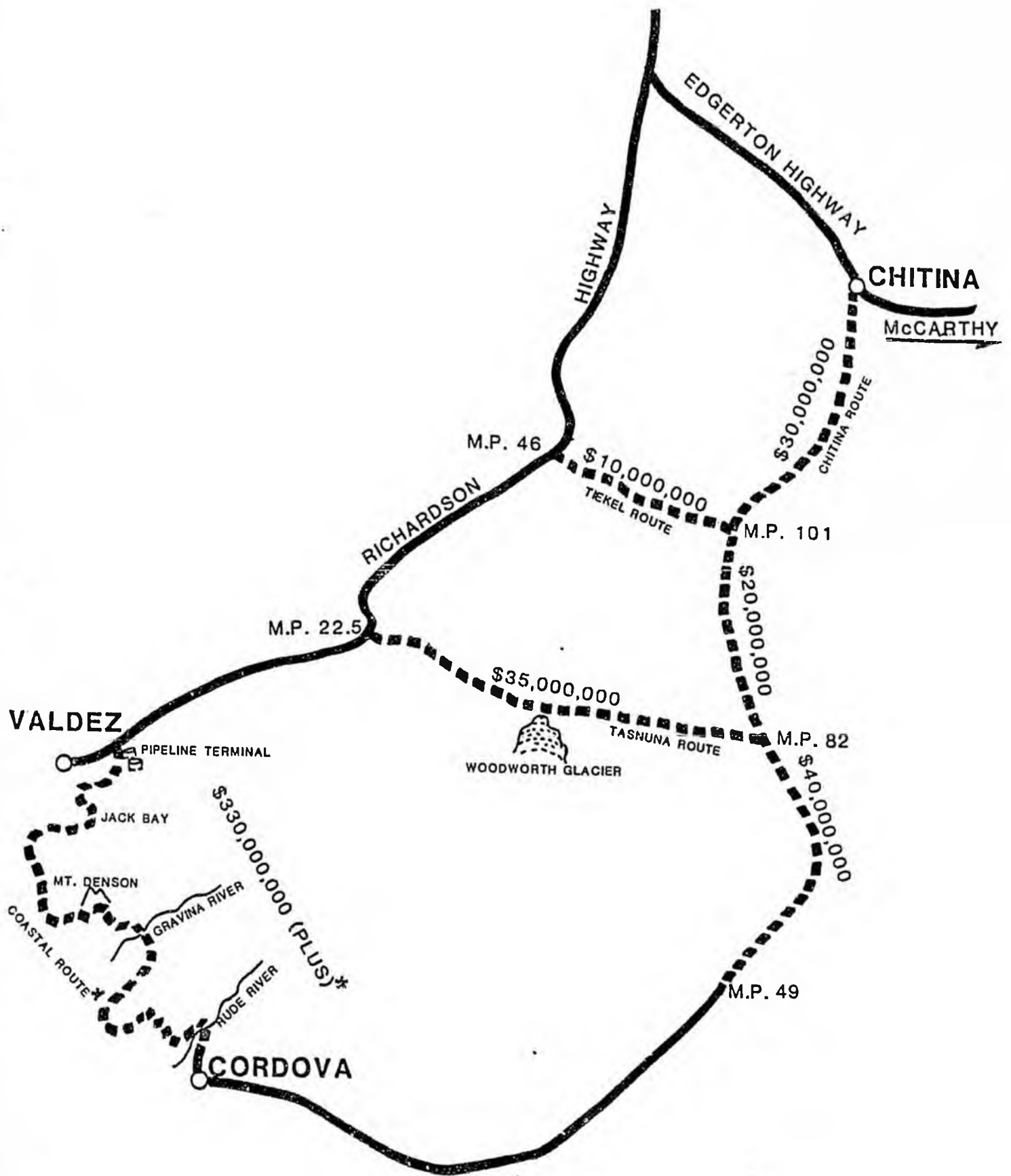
COST ESTIMATE TO OPEN A YEAR-ROUND ROAD

	<u>Road Construction Cost</u>	<u>Maintenance Camp and Maintenance Equipment Needed</u>	<u>Total Cost To Open A Year- Round Road</u>
<u>Pioneer Access</u>			
Pioneer Access Road (62 Miles) Mile 49 to Chitina	\$15,000,000	\$ 3,255,000	\$ 18,255,000
<u>Federal-aid Secondary Highway</u>			
Wood Canyon Route (82 Miles) Mile 49 to Chitina	\$90,000,000	\$ 3,255,000	\$ 93,255,000
Tasnuna Route (64 Miles) Mile 49 to Richardson Highway	\$75,000,000	\$ 3,255,000	\$ 78,255,000
Tiekel Canyon Route (67 Miles) Mile 49 to Richardson Highway	\$70,000,000	\$ 3,255,000	\$ 73,255,000

The yearly maintenance costs have also been estimated.

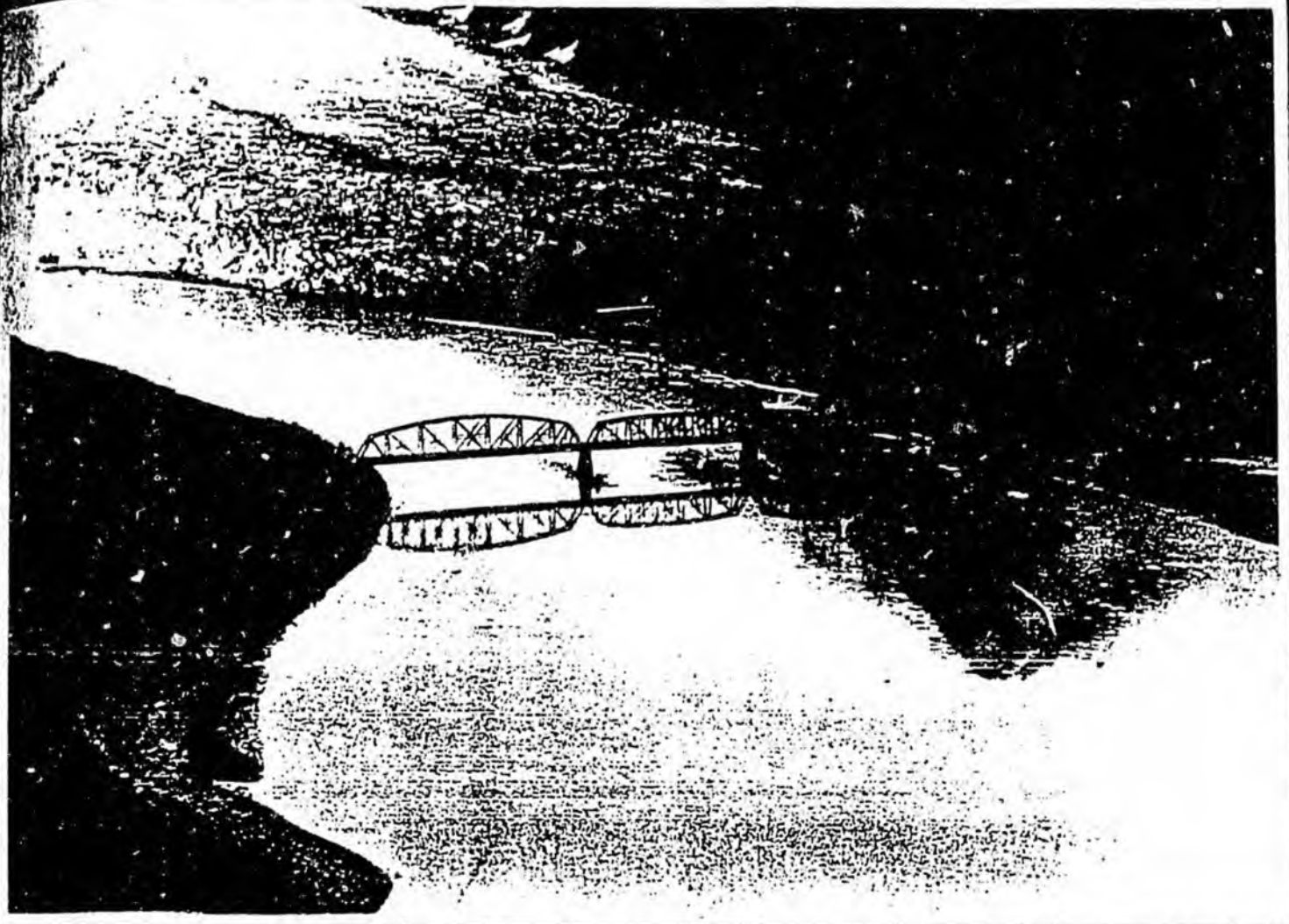
YEARLY MAINTENANCE COST ESTIMATE

	<u>Yearly Seasonal Maintenance Cost</u>	<u>Yearly Year-Round Maintenance Cost</u>
Pioneer Access	\$ 600,000	\$1,200,000
Federal-aid Secondary Highway (Tasnuna, Tiekel or Wood Canyon Routes)	\$ 800,000	\$1,600,000



\*See Appendix E

FEDERAL AID SECONDARY HIGHWAY  
COST ESTIMATES BY SEGMENT



# **COPPER RIVER HIGHWAY**

## **CONDITION STATUS**

**1989**

APPENDIX F  
SUMMARY OF THE ALTERNATIVE ROUTES

## APPENDIX F

### Summary of the Alternative Routes

Six alternatives were initially considered.

- 1) Tasnuna Route (113 Miles)
- 2) Wood Canyon Route-Chitina Route (131 Miles)
- 3) Tiekei Route (116 Miles)
- 4) Coastal Route ( 165 Miles)
- 5) Coastal Route with Tunnels (63 Miles)
- 6) No-Build

The coastal route and the coastal route with tunnels have been eliminated from further study because of their high costs, \$332,000,000 and \$887,000,000, respectively. The cost of the coastal route is 3½ times as much as the cost of finishing the road on either the Wood Canyon, Tasnuna or Tiekei routes. The cost of the Coastal Route with tunnels is almost 10 times as much.

### Alternative Route Descriptions

The three alternative routes to be discussed here are common to Milepost 82 of the Copper River Highway. It is at that point that the route descriptions will begin.

#### Tasnuna Route

The Tasnuna Route does not cross the Tasnuna River at Milepost 82, but rather continues along the steep slopes adjacent to the south side of the river. At Milepost 83.3 the route changes from sidehill construction to a fill section on the outwash plain of the Schwann Glacier. Alignment still lies on the southerly side of the Tasnuna River, and is on a long tangent. Two bridges are required at the Schwann Glacier stream near Milepost 89, in conjunction with approximately ¾ mile of diking to control the streams. That alignment is very nearly in the middle of the valley, adjacent to an exposed rock ridge. The Tasnuna River is crossed at Milepost 99.5, and from this point, begins a cut-and-fill section as the roadway begins the ascent to Marshall Pass. Construction to the top of the pass is sidehill cut and fill in rock, with the alignment lying generally to the north side of the valley. In traversing the benches and ridges in ascent, the estimated grade approaches 8%; however, this would probably be reduced somewhat with an accurate survey. For several miles after crossing the summit of Marshall Pass, the construction is primarily fill. From Mile 108 to the connection with the Richardson Highway at Mile 113.2, construction is of sidehill cut and fill, with good alignment, but grades of six to eight percent.

## Wood Canyon Route

For the Wood Canyon Route, construction to the Tasnuna River crossing at Mile 82 continues along the steep slopes bordering the west bank of the Copper River. After crossing the floodplain of the Tasnuna River Valley, the proposed route could either follow the railroad bed or leave the river bank temporarily, and climb to a small valley parallel to the Copper River, behind a high rock ridge. Going up and around the railroad bed would avoid a major slide area but would require new right-of-way. Past this segment the route is adjacent to the Copper River, following, essentially, the old railroad alignment. Only two relatively small streams are encountered which require bridges. The route remains at the base of the mountains, which here have a natural slope of approximately 2:1 to 1:1.

Construction consists of sidehill cut and fill at the base of a number of talus slopes and alluvial fans. As the route nears the Tiekel River at Milepost 100.7, the adjacent slopes become so steep as to nearly force the route into the river. In several instances, rock fills in the river or blasting into the mountain are required.

The river crossing at the Tiekel River is located at essentially the same place as the old railroad trestle. The proposed route continues along the base of near-vertical slopes. At Milepost 115, the proposed alignment could avoid a steep area by leaving the river and climbing to a low ridge, approximately 500 feet above the water but new right-of-way would be required. This alternative line would follow this hilltop route for approximately five miles before rejoining the railroad alignment at Milepost 120.1 along the river. Past this the line again is located at the foot of steep slopes, and consists of a series of rock cuts and fills as it approaches the lower end of Wood Canyon. Through the Wood Canyon area, the roadway is generally located on the old railroad alignment, and is 75 to 100 feet above the river. Construction is often full bench cuts with wide ditch sections. Slopes are nearly vertical, both above and below the proposed roadway. After leaving the Canyon, the alignment continues along the river, with construction being much the same as encountered previously. At O'Brien Creek (Mile 127.9), the roadway turns away from the river and lies on a relatively flat valley floor for the remainder of the way to Chitina, at Mile 130.6.

## Tiekel Route

The Tiekel route description is common with the Wood Canyon Route description from Milepost 82 to Milepost 100. Therefore the following description will be limited to the approximately 16 miles of proposed roadway from Mile 100 to the connection with the Richardson Highway at Milepost 46, of the Richardson Highway.

At about Milepost 100, the route would enter the Tiekel River Canyon and ascend westerly toward the Richardson Highway, remaining on the south side of the Tiekel River. Construction would consist of side hill cuts and fills with a number of full bench cuts in rock. Although the steep rock cliffs appear stable, the possibility of slides exist and wide ditches are recommended in all of the deeper cuts. Throughout most of the Tiekel River Valley, the highway would be located several hundred feet above the river itself. Through the middle and upper portions of the valley a series of benches would be followed which would ease construction problems and reduce costs. From Milepost 100 to Milepost 102, where the highway ascends from the Tiekel River to the first series of benches, construction would require fill and depths of cuts in excess of 100 feet. In this area, it is proposed to construct a minor channel change to eliminate a meander of the Tiekel River. This would permit placement of embankment in the present river bed.

At about Milepost 114 the Tiekel Canyon widens and the route would be located on the floodplain and alluvial terraces bordering the route. At Milepost 116 the Tsaina River is crossed and the Richardson Highway is joined at Mile 116.4. This intersection would be near Milepost 46 on the Richardson Highway.