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History of Roads & Highways in the State of Washington



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A HISTORY OF ROADS AND HIGHWAYS
IN THE STATE OF WASHINGTON

This work is based on records showing the development from the trails and roads of the early settlers to the modern highways.

It begins with the creation of the Territory of Washington in 1854, and outlines the methods followed in connection with roads and highways through Territorial days to the time of Statehood in 1889.

Beginning with Statehood, the periods prior and subsequent to the creation of the State Highway Department in 1905 are both covered.

The sources of information have been Legislative records, Historical records, Newspapers of early days, and the Biennial Reports of the State Highway Department.

The Territory of Washington was created by an act of Congress approved March 2, 1853. The Territory was taken from Oregon Territory and in area was somewhat larger than the present State.

The Congressional act made provision for a Legislative body to govern the Territory.

The first Legislative Assembly began its deliberations at Olympia, February 27, 1854.

Among the matters of great importance given attention at this first Legislative assembly was that of roads, both County and Territorial.

The acts pertaining to roads were quite comprehensive and the procedure to be followed in laying out, altering or vacating roads was set forth in detail; and apparently no phase of the matter was overlooked.

The Board of County Commissioners had supervision over all County roads.

An application for laying out, altering or vacating County roads was made by petition to the County Commissioners and had to be signed by at least twelve householders.

Territorial roads were those which passed through two or more counties and were established by Legislative act, the act naming the commissioners who were to view and locate such roads. These roads were to be opened and worked by the counties through which they passed.

Territorial road commissioners were required to file reports with the Secretary of the Territory for the use of the Legislative assembly, these reports giving an estimate of the probable cost of construction of the roads.

County commissioners were also required to file reports with the Secretary of the Territory for the use of the Legislature, these reports giving an account of expenditures made for Territorial roads and also stating conditions of such roads. Territorial road commissioners were required to file their report within one year from the date of passage of an act.

The width of all Territorial roads was fixed at sixty feet.

The Laws of 1854 also made provision for the building of bridges, the regulation of ferries and the building of plank or turnpike roads.

The County commissioners could determine the bridges to be built and maintained by the County. If the bridge cost exceeded \$50 the County would build; and in the matter of repairs, if under \$50, the road district would take care of the work; and if more, the County would pay for the work. Two counties could unite to build a bridge.

Under the act pertaining to ferries, licenses were to be granted by County commissioners, but provision was made for operation on streams and lakes only.

Toll roads and bridges could be constructed by private parties, but the County or the Territory could appropriate such roads and bridges and then compensate the owners.

The County or the Territory also had the right to construct a public road across any toll bridge or toll road.

Toll rates could be changed only on a definite annual date.

Legislative provision was made for the erection of wharves, and if these were at the end of a Public Highway authority had to be gotten from the County commissioners before construction could be started.

Road supervisors were given definite responsibilities and considerable authority in regard to taking care of the roads in their districts.

An early Legislative act made provision for sign boards or finger markers on roads, and road supervisors were charged with the duty of having these signs properly placed.

In order that emigration could come direct to the Territory of Washington instead of going south to the Territory of Oregon over established routes, the need of a new route over the mountains was a matter of much concern. This matter was given consideration by Congress early in 1853, and an appropriation of \$20,000 was made, to be used in making a survey for a road from Kalla Kalla to Fort Steilacoom.

By order of Jefferson Davis, the Secretary of War, under date of May 9, 1853, Brevet Captain George B. McClellan was assigned to construct this road.

Work on a road over Naches Pass was started in August, 1853, this work in part, being financed by subscriptions. Much of the labor was donated. The work was on both sides of the pass, but the party on the east side made little progress, while the party from the west side carried their work over the pass and for several miles down the Naches River on the east side.

A party of emigrants attempting to cross the mountains by this route met with great difficulties on account of the uncompleted road on the east side of the mountains. These emigrants had to make many miles of road in order to get through.

A report to the Secretary of War was made by Lieutenant Richard Arnold under date of January 26, 1855. This report states that the party started from

Stellacoom May 23, 1854, and went through to Walla Walla, a distance of 234½ miles.

This party went over the mountains by way of the Naches Pass, by a somewhat different route from the one used by McClellan, the report stating that McClellan had used the Yakima Pass for his route. According to the report, the road through the mountains was not in very good condition and considerable difficulty was had in getting through.

In 1856 Congress was asked for an additional appropriation of \$10,000 to be used on this road.

The Legislative Assembly of 1854 passed acts to locate a number of Territorial roads, among them being roads from Stellacoom to the county seat of Clarke County, from Olympia on Puget Sound to Monticello near the mouth of the Cowlitz River, from Seattle in King County to Bellingham Bay, from Olympia to Shoalwater Bay, from Olympia on Puget Sound to the mouth of the Columbia River, and from Seattle on Puget Sound to the Emigrant Trail.

Territorial road commissioners received compensation at the rate of \$3 per day. This rate of \$3 per day seemed to be a standard, as it was paid surveyors' helpers and others and was a factor in working out the road tax. Surveyors were paid at the rate of \$6 per day.

The Legislative Assembly of 1855 made provision for roads as follows:
Pacific City to Narcota on Shoalwater Bay
Vancouver to Cowlitz Falls, Lewis County
Oak Point to Bolistfort
Vancouver to the Dalles

Toll ferries across the Cowlitz River at Monticello, the Columbia River at Vancouver, and the Columbia River at Chinookville were authorized.

The Legislative Assembly of 1857 passed acts having to do with roads and bridges. Among the ^{ro}ads authorized were the following: a Territorial road

from Olympia to Roundtree's Point on the south shore of Gray's Harbor; a Territorial road in Lewis and Thurston counties, relocating part of road from Olympia to Monticello; a Territorial road from Cathlamet to Bois Fort Prairie; a Territorial road from Eaker's Bay to the Pacific Coast in Pacific County; a road from Olympia, on Puget Sound, to the mouth of the Columbia River; and a road from Seattle, on Puget Sound, to the Emigrant Trail.

These various acts made provision for three commissioners to view and locate these roads, and fixed their compensation at \$3 per day.

These roads were to be opened and kept in repair the same as other Territorial roads.

For a number of years there seemed to be a repetition of roads authorized, and it is doubtful if much work was done on any of them. The available records do not give much information as to what was done.

The places mentioned in connection with the roads authorized were the principal settlements in the Territory.

The Legislative Assembly of 1857 authorized County commissioners to assess a road tax of \$9 on every person liable to perform labor on the public roads and to assess a road tax of twenty-five cents on each \$100 of assessed property valuation. Proceeds of these taxes were to be placed in a road fund. Every person liable to perform work on roads was required to give three days' time or else pay the tax of \$9. This was probably the beginning of a regular fund for road purposes.

The construction of a bridge over Budd's Inlet (Olympia) was considered necessary and a bridge commission was authorized by Legislative act in 1857. This bridge was to be a drawbridge and no tolls were to be charged.

Early in 1857 a call was made by the commissioners for material to construct this bridge. The material required was as follows:

1,600 feet piles
3,136 feet square timbers
4,000 feet hemm timbers
6,000 feet round stringers
118,500 feet 3" plank
10,118 feet 1½" plank for railing
12,533 feet 4 x 4 and 4 x 6 joist for posts and rails
2 Wenches for draw thirty feet wide

Evidently this bridge was not constructed, as the Legislative Assembly of 1859 authorized the incorporation of the Olympia Bridge Capany to construct a toll bridge at this point.

In June, 1858, bids were to be opened by the military department for the construction of a military road from a point about eleven miles north of Monticello (mouth of Cowlitz River), a distance of about seventeen miles.

This road was to be 10 feet wide except in occasional places where wagons could pass. Trees, for the width of the road, were to be cut level with the ground. The call for bids stated that about 400 yards of corduroying would be required and eight or ten small puncheon bridges would have to be constructed.

A newspaper, The Pioneer and Democrat, published at Olympia, under date of July 16, 1858, published a letter from A. A. Denny and others of Seattle, dated July 5, 1858, in which it was stated that the writers had just returned from Snoqualmie Pass and that the road over the pass had been completed.

In the year 1858 there was a "gold rush" to the Fraser River in British Columbia, and the matter of overland transportation was given considerable attention.

Three routes were apparently available, one to the Dalles, Oregon, by way of the Columbia River, one by way of Snoqualmie Pass, and one by way of a trail or road from Bellingham Bay.

A trail called the Okanogan was apparently open along the Columbia and Okanogan rivers.

The Laws of 1858 provided for several "Military" roads to be declared "Territorial" roads.

In the period 1858, 1859, and 1860 the Legislative Assembly authorized many roads and ferries in various parts of the Territory and also a number of private bridges and toll roads.

The Pioneer and Democrat, published at Olympia, in its issue of July 29, 1859, had an article relative to the Military road from Walla Walla to Fort Benton, Montana.

The distances given for the road from Walla Walla to the mouth of the Tou-kah-non (Tucannon) River, where the Snake River was crossed, were as follows:

Walla Walla to Dry Creek	9 miles
Walla Walla to Touchet	21 "
Walla Walla to head of Reed Creek	35 "
Walla Walla to Fort Taylor (Snake River)	50

The road would strike the Palouse River fourteen miles from the Snake River Crossing, thence up the Palouse River to Snake Creek, thence up this valley to the Tat-hunah (Tat-hunah Hill, a great landmark north of the Clearwater).

The Legislative Assembly of 1860 authorized numerous roads, bridges and ferries.

Many of the roads mentioned covered routes which had been named over a period of several years.

The numerous ferries authorized, and their wide-spread location, would tend to indicate a rapid growth in the Territory.

The Legislative Assembly of 1862 made provision for many Territorial roads and also for ferries, most of which were located on the west side of the Cascade Mountains.

Many of the places named in these acts, and which were important points at the time, are practically unknown today.

What apparently is the first consideration of a bridge across the lower Columbia River was in an act approved January 24, 1862. The location was in Clickitat County, at the foot of Columbia Hill, where the old Emigrant Trail comes down to the river on the Oregon side.

Authorization of the building of a plank road across the Nisqually bottom was given in an act approved January 28, 1862.

The Legislative Assembly of 1863 passed a number of acts which had to do with the regulation of ferries, the building of bridges, plank and turnpike roads, and the regulation of the erection of wharves.

An act providing for the incorporation of the Skoquamish and Wenatchee Road Company was approved January 24, 1863.

A Legislative act approved January 15, 1864, authorized County commissioners to lease public roads to private parties, where there was little or no local labor along the line of the road. Sealed bids were to be made and lessees were given the right to collect tolls. The lessees were to keep the road in repair.

Provisions were made by the Legislative Assembly of 1864 for Territorial roads, and for ferries and bridges.

As an aid to transportation, an act approved January 28, 1864, made provision for a towpath on the Columbia and Snake rivers.

The Legislative Assembly of 1865 made provision for numerous roads and bridges.

An act approved January 14, 1865, provided for the incorporation of the Skookum Chuck and Cowlitz Plank Road Co., and an act approved January 18, 1865, provided for the incorporation of the Walla Walla and Wallula Turnpike Road Co.

An act approved January 21, 1865, provided for the incorporation of the Naches Pass road. (This road was from Steilacoom to the White River Silver Mines.)

In 1866 the taxpayers of Chehalis County (now Grays Harbor County) were granted the privilege of performing their annual road labor on tidewaters of the harbor in channel improvement.

What appears to be the first change in the method of working roads was authorized by a Legislative act of 1866.

Under previous acts road supervisors were responsible for the proper care of roads, and all persons liable to road tax were required to work out their tax if able to do so. Under the new act County commissioners could contract for work to be done on roads, and taxes collected for road purposes were to be paid to the County Treasurer. While this specific act applied to one county, it is quite evident that it was the beginning of a practice that was to become general.

An act approved January 18, 1866, provided for the appropriation of \$1,000 to be expended in opening a road from the landing at the upper Cascades on the Columbia to the City of Vancouver.

One commissioner was named to superintend the expenditure of the appropriation.

Also, an appropriation of \$2,000 was made for exploring and improving a road through Snoqualmie or Naches Pass.

One commissioner was named to explore the two passes and determine which would be the best and most practicable.

Also, an appropriation of \$800 was made for the purpose of exploring and locating a road from the Skagit River to Lake Chelan.

These appropriations were conditioned on the subscribing of an equal amount by citizens of the areas through which the roads passed.

An act approved January 17, 1867, provided for the payment of \$420 to Levi Farnsworth for services in exploring Snoqualmie and Naches passes.

An act to locate a Territorial road from Rockland, in Klickitat County, to Wallula, and to follow the right bank of the Columbia River as far as practicable, was approved January 29, 1868.

A Legislative act approved January 20, 1868, appropriated \$2,500 to complete a road from Black River bridge in King County to the Yakima Valley, via Squoqiva and Snoqualmie prairies and Snoqualmie Pass.

The Legislative Session of 1869 made provision for a Territorial road from Ielm Prairie to Tacoma and also a Territorial road from McAllister's bridge on the road from Olympia to Steilacoom, by Cove's bridge or ferry to Tacoma in Pierce County. From thence by upper Stuck River to Slaughter's schoolhouse (Auburn?) on White River, thence to Muccleshoot Prairie and across Green and Cedar rivers to Rattlesnake Prairie to intercept the Snoqualmie Pass road at this point.

In 1869 the Legislative Assembly gave some consideration to traffic regulation, and an act set forth that vehicles should keep to the right in passing.

One of the earliest settled portions of the State was Wahkiakum County on the lower Columbia River.

This County is quite rugged and road construction quite difficult, and this area was one of last in the State to have a through highway. For many years water transportation was depended on for outside communication.

A Legislative act of 1866 made provision for a road from Cathlamet to Oak Point, but it was not until many years later that this road was completed. Records show that sections of this highway were completed in 1928 and 1929.

A Legislative act of 1871 provided that, should a person have his fences destroyed by flood or fire, the County commissioners could grant a permit to the property owner to place gates across the highway to protect his property from depredations until he had time to rebuild his fences. A time limit was fixed in the permit, and a penalty of \$1.00 for the first day and fifty cents for each subsequent day beyond the limit set was provided for.

The Legislative Assemblies of 1871 and 1873 authorized a number of roads.

In 1877 the Legislative Assembly passed an act which declared that streets and alleys in cities and towns were public highways. This same session made provision for the location of a Territorial road from Willapa Harbor to Chehalis Station and appropriated money to aid in the construction of the road. The Legislative appropriation for location and construction of the road was \$500.

This was contingent on Pacific County making a like appropriation for the same purpose.

Another act of the 1877 Session was one making road districts of small islands in San Juan County.

The Legislative Assembly of 1879 made a change in road financing in an act providing for the appropriation of all Territorial taxes of the County of Clallam for year 1880 to aid in constructing a Territorial road from Quillahute to the Straits of Juan de Fuca.

An act by the same assembly provided for the appropriation of one-half of the Territorial taxes for the year 1880 in Snohomish County for the purpose of building a Territorial road from Snohomish City to Stanwood in Steilacoom Valley. This act was amended by the Legislative Assembly of 1881 as to have Snohomish County appropriate sufficient money to complete the road, and if the road was not open on a certain date the taxes for 1880 were to be paid to the Territorial Treasurer.

The Assembly of 1881 passed an act granting to certain counties the right to appropriate money from the general fund for the purpose of improving County roads and building and repairing bridges.

The Legislative Assembly of 1883 passed an act empowering the commissioners of Chehalis County (now Grays Harbor) with the right to build bridges and fixed a limitation of \$5,000 per year.

The Legislative Assembly of 1886 passed an act relating to the width of highways when same crossed or ended on any river, creek or stream. They were to be open for the same width at the crossing or ending as they were before the stream was reached.

This same act made provision for passageways for stock under any road and set forth that the passageway should be covered with suitable plank not less than sixteen feet in length, and that it would be lawful for fences on either side to converge to the bridge.

It was incumbent on the owner of adjoining property to keep the passageways, and also the approaches to the bridges over the passageways, in repair.

The commissioners of Pierce County on June 10, 1888, let a contract for the construction of a bridge across the Puyallup River at the Sumner Crossing, to Hoffman and Bates of Portland, Oregon, at a price of \$3,200.

Washington became a state on November 11, 1889, by virtue of a proclamation signed on that date by President Benjamin Harrison.

The first State Legislature convened at Olympia on November 6, 1889, this date being five days before actual Statehood.

This first Legislature recognized the urgent need of better roads, and an act was passed which provided a way to take care of this condition. This act permitted counties to issue bonds for the construction or improvement of roads and bridges. The amount of these bonds was limited to 5% of the taxable property in the County, and the interest rate was not to exceed 6%.

Provision was made for a tax levy to take care of annual interest and also to create a sinking fund for bond retirement. The act carried an emergency clause so that it would be in effect immediately. The reason set forth for such emergency was that the highways in many counties were impassable.

The Legislature of 1890 also took into consideration highway safety and passed an act which required traction engines propelled by steam, operating on any County road or public highway except in towns, cities and villages, when meeting a team of horses, to come to a full stop and wait until the team had passed.

A better type of road was given consideration by the Legislature of 1890, as an act was passed providing for turnpike roads. These roads were not to exceed sixty feet or to be less than forty feet in width; at least sixteen feet to be

turnpiked with earth and raised with stone and gravel not less than ten or more than sixteen feet in width, nor less than twelve inches thick in the center and not less than eight inches at the outer edges of such bed of stone or gravel. Where stone or gravel was not available, construction could be of earth, plank or timber. The grade of ascent or descent was not to exceed seven percent.

The question of building such turnpikes was to be submitted to the voters and a three-fifths vote was necessary for approval. Financing of such roads was to be by tax levies and bond issues.

In early Territorial laws provision was made for supervisors to take care of road maintenance, etc., but in 1890 a law was enacted which provided for the election of overseers to have charge of road work in their districts, such work to be under direction of the County commissioners.

The rate of pay for overseers was to be \$2.50 per day for a period not to exceed fifty days per year. In addition to this compensation, overseers received 15% of all moneys collected by them as road poll tax. This law set up a general road fund and a bridge fund to be set aside from the property road tax collection. A road poll tax of \$2 per person, to be collected from those within certain age limits, was provided for.

Another act passed at this time, 1890, was one declaring certain streets in incorporated cities public highways, and placed them under corporate authorities. This act set forth that all streets, in any incorporated city in this State, extending from the line of high tide into the navigable waters of the State were public highways.

The laws of 1891 went into the matter of damage to highways, bridges, canals, telegraph lines, etc., by providing that "any person or persons who shall, by driving stock along or near any public highway, cause such highway to be obstructed

with stones, earth or other debris and shall permit such obstruction to remain for more than twenty-four hours shall be deemed guilty of a misdemeanor and upon conviction shall be fined in any sum not exceeding two hundred dollars; also, if any person willfully break down, injure, or remove or destroy any free or toll bridge, railway, plank road, macadamized road or any gate upon any such road or any lock or embankment of any canal, or any telegraph post or wire, such person on conviction thereof shall be punished by imprisonment in the penitentiary not less than six months nor more than two years or by a fine not less than fifty nor more than one thousand dollars."

The legislation of 1890, having to do with roads, had evidently not worked out as anticipated, for the Legislature of 1895 repealed the earlier act,

The act of 1893 carried an emergency clause setting forth that the act of 1890 was unsatisfactory in many particulars and that the passage of the new act would assist materially in securing much needed improvement of the public roads for the current season.

Material changes were made by this act in regard to road construction and supervision.

The matter of assessing and collecting the annual poll tax of \$4 was a duty of the road supervisor. In the collection of the poll tax the supervisor was empowered to seize and sell personal property. He was allowed two dollars for each seizure and also mileage at the rate of ten cents per mile.

Property owners could work out their property road tax.

County commissioners were in charge of all road work and could authorize and lay out roads, and were authorized to make a tax levy of not more than three mills for a general road and bridge fund.

A segregated road fund levy not to exceed five mills was authorized, these monies to be used only in the district where the assessed property was located,

Donahue Roads

Another act passed in 1893 provided for the establishment of a system of improved roads in counties and set forth the manner of laying out, constructing and maintaining the same. This act provided for the assessing of property lying within two miles on either side of the improvement, such road improvement to have its beginning at the boundary limits of an incorporated city or trade center located on a railroad or navigable body of water, or connect with a road or road system already improved under this act.

The matter of a State road through the Cascade Mountains was given attention by the Legislature of 1893, as an act was passed providing for the establishment of such a road via the pass north of Mount Baker to connect Eastern and Western Washington and providing an appropriation therefor.

The commencement of this road was to be on the north fork of the Nooksack River at "Thompsons," where Glacier Creek empties into the north fork of the Nooksack, the place of beginning being in TWP. 39 N., Range 7 E.W.M.

The road was to run by the best practicable route, via the pass north of Mount Baker, to a point on the Columbia River opposite the town of Marcus, Stevens County.

An appropriation of \$20,000 was made, conditioned on Whatcom County appropriating \$5,000 and Okanogan and Stevens counties appropriating \$1,000 each, the County appropriations to be placed in the State fund.

The road legislation of 1895 had to do with the levying and collection of taxes in road districts, for road purposes, and limiting the use of the same and providing that persons owning property outside of incorporated towns and cities be entitled to pay in labor the road taxes levied on their property.

In 1897 an act relating to Highways for Bicycle Riders and Foot Passengers was passed by the Legislature. This act provided for the reservation of a portion of the public highways for the accommodation of bicycles and foot passengers.

Another act passed by the same Legislature related to Roads, Cycle Paths and Walks, and authorized the acquiring, receiving, condemnation, laying out, grading and improvement of boulevards, or composite highways and walks, cycle paths and parks, etc.

The Legislature of 1897 provided for a State road from Marcus to Marble Mount, this road to follow a different route from that set forth in the 1893 law providing for a road between the eastern and western parts of the State.

The 1897 act provided for a State wagon road beginning at a point on the Columbia River opposite the Town of Marcus, Stevens County, thence following the State road as near as practicable, as at present laid out, to a point on the east bank of the Methow River opposite the mouth of the Twisp River; thence over and across the summit of the Cascade Mountains, on a line as already laid out and established, to a point on the west bank of the Skagit River and connecting with the present County road at or near Marble Mount in Skagit County, and making an appropriation therefore and declaring an emergency.

An appropriation of \$20,000 was made for the establishment and construction of the road.

Other acts of the 1897 Legislature provided for the establishment and maintenance of a State road along the bank of the Columbia River from the town of Wenatchee, in Kittitas County; thence northerly on the west bank of said Columbia River via the bridge of said Wenatchee River (the same formerly being a ferry) to the mouth of Methow River to the mouth of the Twisp River in the County of Okanogan.

An appropriation of \$15,000 was made to carry out the provisions of the act.

There was also an act for the survey and establishment of a St to wagon road, creating a commission, defining their duties, making an appropriation therefore and declaring an emergency.

This road had its beginning at a point on the west side of Sec. 9, Twp. 19, R. 7 E. W.M. in King County, where the County road intersects said west line, thence up the White River Valley to the mouth of Greenwater River; thence up the White River to the mouth of Silver Creek; thence up Silver Creek to summit of Cascade Mountains; thence down east side of Cascade Mountains to the American River where it empties into the Bumkin River; thence down Bumkin River to Hatchez River to west end of County road running from North Yakima up Hatchez River.

An appropriation of \$10,000 was made for carrying out provisions of act for establishment and construction of said State wagon road.

In 1899 the Legislature made provisions for the repair of the Snoqualmie Pass wagon road and appropriated \$1,000 for that purpose. This appropriation was contingent on King County expending \$700 and Kittitas County expending \$300 for repairs on this road.

This same Legislature appropriated \$4,000 to complete the road from Republic to Marcus.

The Marble Mount road was given consideration by the 1899 Legislature. The act provided for a State road beginning at the nearest practicable point at the mouth of San Poil Creek in Ferry County, thence in a northerly direction up the San Poil Creek by the most feasible and practicable route to the Town of Republic; thence in a westerly direction to the Okanogan River at a point about one mile north of and opposite the mouth of Johnson Creek in Okanogan County; thence in a westerly direction along the State road as heretofore laid out and established from a point about three miles south of Best's ranch on Bonaparte Creek to the east bank of the Methow River; thence across said Methow River at the most practicable bridge site near the mouth of the Twisp River, to be selected; thence in a westerly direction over the road already laid out and established across the Twisp Pass to the bridge on Bridge Creek near the mouth of said creek; thence in a southeasterly direction to Stehekin landing at the mouth of the Stehekin River at the head of Lake Chelan; thence from the bridge near the mouth of Bridge Creek in a westerly direction over and across the summit of the Cascade Mountains, as said road has heretofore been laid out and established, to a point on the Skagit River opposite the town of Marble Mount in Skagit County; making an appropriation therefor, creating a road commission, and declaring an emergency.

The appropriation for this work was \$20,000 and specific amounts were designated for certain portions of the road.

The compensation of the commissioners was fixed at \$5 per day.

The appropriation was to be expended as follows:

From San Poil Creek on the Columbia River to Republic, \$8,800;

From Republic to a point on the Okanogan River about one mile north of and opposite the mouth of Johnson Creek, \$1,650;

Not more than \$2,400 for the erection of a bridge over the Methow River;

Not more than \$1,650 for the erection of four bridges, to wit;

Two on Bridge Creek, one on Maple Creek and one on the north fork of Bridge Creek;

Not more than \$5,500 was to be expended in building and repairing the road from the mouth of Bridge Creek to Stehekin Landing at the mouth of the Stehekin River, at the head of Lake Chelan in Okanogan County.

(Note: Some portions of this road were constructed, but that portion over the Cascade Mountains is yet to be done.)

The laws of 1901 made provision for a road poll tax of \$2 to be paid into the District Road Fund, a property tax levy of three mills for the General Road and Bridge Fund, and a property tax levy of six mills for the Road District Fund.

Provision was also made as to the methods of handling work. Where the cost of a job was under \$50, road supervisors could proceed with the work; but where the cost was over \$50, the County commissioners were required to call for bids.

Another act of the 1901 Legislature provided a penalty for defacing, mutilating, tearing down, or destroying any sign board or post or any mile board or post erected or set by any city, town or county.

Under this same act it was allowable for sign boards, etc., to be erected by persons, firms, companies or corporations.

An act of the 1903 Legislature provided for a Road Poll Tax of \$2 to be paid into the District Road and Bridge Fund, a maximum property tax levy of four mills for the General Road and Bridge Fund, and a maximum property tax levy of ten mills for the District Road and Bridge Fund.

This also provided that all road and bridge construction costing under \$150 could be done by road supervisors; but where the cost of the work was over \$150, except in emergency work, it was necessary to have the work done by contract.

STATE PARTICIPATION

When the Territory of Washington was created in 1854, one of the first Legislative acts had to do with road supervisors.

These supervisors were responsible, under the supervision of the County commissioners, for the construction and maintenance of roads in their districts, and it appears that they were authorized to take care of the financing of road work.

Under the law, all able-bodied persons within certain age limits, with a few exceptions, were required to perform a certain number of days' work on the roads, and if required, additional time could be asked for.

In lieu of work, a person could pay, at the rate of \$3 per day, for such time as he was required to work.

The supervisors were given rather broad powers in matters pertaining to road work.

From the statutes, it is hard to determine just what costs of road construction were paid from the County treasuries.

The compensation of viewers and surveyors and claims for damages were to be paid by the County.

In the early days of the Territory a number of Military roads were built, but definite information as to these roads does not seem to be available.

These roads were built under the direction of the War Department and financed by Congressional appropriation.

The Emigrant Road, by way of Naches Pass, was financed by both Congressional appropriation and subscriptions, much of the labor being donated.

An inspection of this road was made in 1854, by order of the Secretary of War.

Congress was asked, in 1854, for an additional appropriation of \$10,000 to be used on this particular road.

The Legislative Assembly of 1857 authorized County commissioners to assess a road tax of \$9 on every person liable to perform labor on the public roads and to assess a road tax of twenty-five cents on each \$100 of assessed property valuation, proceeds of these taxes to be placed in a road fund.

Every person liable to perform work on roads was required to give three days' time or else pay the tax of \$9. This was probably the beginning of a regular fund for road purposes.

A Legislative act approved January 15, 1864, authorized County commissioners to lease public roads to private parties where there was little or no local labor along the line of the road.

Sealed bids were to be made and lessees were given the right to collect tolls. The lessees were required to keep the road in repair.

On this same date another act was approved which provided for the incorporation of the Skookum Chuck and Cowlitz Plank Road Company.

Washington became a State in 1889 and the State Legislature gave early attention to the matter of roads.

In early Territorial laws provision was made for supervisors to take care of road maintenance, etc., but in 1890 a law was enacted which provided for the election of overseers to have charge of road work in their districts, such work to be under the direction of the County commissioners.

The rate of compensation of these overseers was fixed in the act.

The Legislature of 1903 passed an act providing for the appointment of a State Highway Commissioner and a State Highway Commission.

An appropriation of \$100,000 was carried by the act.

The Governor vetoed this act, but it came up for consideration by the Legislature of 1905 and was passed over the Governor's veto, thus bringing into existence a State Highway Department.

The Legislature of 1905 repealed nearly all of the 1903 act, but left in the appropriation of \$100,000, which had been apportioned to certain roads.

A new act pertaining to highways was passed in 1905, this act creating the office of and providing for the appointment of a Highway Commissioner and a State Highway Board and for the survey, establishment and repair of certain State highways, etc.

The Highway Commissioner entered upon his duties April 15, 1905, and the Highway Board met and organized April 17, 1905.

A salary of \$2,500 was provided for the Highway Commissioner, with traveling expenses not to exceed \$1,000 and office expenses not to exceed \$1,500 in any one year.

ORGANIZATION UNDER LAWS OF 1905
STATE HIGHWAY BOARD PROVIDED FOR BY LEGISLATIVE ACT

State Auditor

State Treasurer

State Highway Commissioner
(Appointed by Governor)

The office of State Highway Commissioner was created by Legislative act in 1905. Under the act he was required to keep a record of all proceedings and orders pertaining to the matters under his direction and copies of all plans, specifications and estimates submitted to him.

He was also required to prepare and submit, ninety days before the session of each Legislature of the State of Washington, a report of the work constructed or under construction and make recommendations as to the needed State highways together with the estimated cost of such.

The following, having to do with expenditures on roads in general, is quoted from the first biennial report of the Highway Commissioner, for the period ending November 15, 1905:

"Since the admission of the State of Washington in 1889, there have been several appropriations for state roads, and the total expenditure to January 1, 1905 was \$131,881.23.

"At least 75 percent of this money has been wasted, there being nothing to show for it in the way of passable roads.

"There is nothing to show in the way of records of location, except in the case of the Cascade section of the Cascade Wagon road, although the law provided for filing these records in the offices of the State and County Auditors."

The Legislature of 1907 passed an act creating a State Highway Board and the office of State Highway Commissioner and repealed the law of 1905 which had to do with the same matter.

This act provided that the State Highway Commissioner was to have the authority to employ such civil engineers and assistants as might be needed to carry on the work. He was also to compile statistics relative to public highways throughout the State. He could be consulted by County officers having care and authority over highways and bridges.

An act of the 1909 Legislature, amendatory to acts of 1907 and 1905 relating to the office of Highway Commissioner, fixed the term of office of the Commissioner at four years.

The Commissioner was to be an experienced civil engineer and surveyor and his compensation was to be \$2,500 per year, and actual traveling expenses not to exceed \$1,000 in any one year were provided for. For office expenses, and allowance not to exceed \$1,200 in any one year was made.

In the period 1909-1910 the State Highway Board still was composed of the State Auditor, the State Treasurer and the State Highway Commissioner.

The third biennial report of the Highway Commissioner for the period ending September 30, 1910, gives the organization of the Engineering Department as follows:

Chief Engineer
Division Engineers
Assistant Engineers
Resident Engineers and Inspectors

In addition the organization included a Chief Draftsman and Draftsmen, Right of Way Agent, Chief Clerk, bookkeeper, and Stenographer.

The Highway Commissioner had charge of the maintenance of State roads.

A Legislative act of 1911 made changes in the membership of the State Highway Board, the Board being composed of the Governor, the State Auditor, the State Treasurer, the State Highway Commissioner, and a member of the Public Service Commission.

As to work accomplished up to this time, the Highway Commissioner stated that in the eight years since the office was created, the State had built about 200 miles of State road at a cost of \$1,000,000 and had aided the counties in building 145.76 miles of State Aid Road at a cost of \$1,138,198.58.

From the report of the Highway Commissioner for the period ending September 30, 1912, the following, pertaining to the duties of the Highway Commissioner, is quoted:

"The duties of the Highway Commissioner are varied as provided by law: To prepare plans and specifications and supervise the construction of all State Roads, to compile statistics relative to public highways throughout the State, and the best methods of construction and maintenance of roads and bridges. He may be consulted at reasonable times by County Commissioners and County Engineers and shall advise such officers relative to construction and maintenance of roads and bridges. He is required to furnish plans for the improvement of public highways and bridges when requested by County Authorities.

"He examines and approves the plans for all construction under the Permanent Highway Law, and the final payment is subject to his examination and approval of the road construction.

"He operates, with the use of convicts, five State quarries, for providing crushed stone for road work."

In 1911 the Legislature increased the compensation of the State Highway Commissioner from \$2,500 to \$5,000 per year.

The Legislature of 1913 passed an act providing for the appointment of an assistant by the Highway Commissioner and prescribed his duties and powers.

Under this act the assistant commissioner was to act as chief clerk and was to have the power to perform any act or duty relating to the office of Highway Commissioner, as would the Highway Commissioner.

In the period 1912-1914 no apparent changes were made in the duties of the Highway Commissioner. The succeeding period 1914-1916 seems to have been without change.

The report of the Highway Commissioner for the period 1916-1918 shows a change in the departmental organization by the division of the State into three districts with District Engineers.

State Highway Commissioner

Assistant Highway Commissioner

Office Engineer

Chief Engineer

Right of Way Agent

Accountant

Three District Engineers

Kalama
Seattle
Spokane

In the period 1916-1918 the construction of Primary and Secondary Highways was under the Highway Commissioner. Permanent Highways constructed under the Permanent Highway Act by the County commissioners were subject to approval, supervision and acceptance by the State Highway Commissioner.

In the period 1918-1920 the report of the Highway Commissioner shows further changes in the departmental organization by the addition of a Federal Aid Engineer, a Bridge Engineer, and an increase in the districts to five, with two additional District Engineers.

State Highway Commissioner

Assistant Highway Engineer

Office Engineer

Federal Aid Engineer

Bridge Engineer

Right of Way Agent

Accountant

District Engineers

Seattle
Olympia
Vancouver
Walla Walla
Spokane

In the period 1918-1920, the duties of the State Highway Commissioner seemed to be the same as in the previous biennium.

The Administrative Code enacted by the Legislature of 1921 made a very decided change in the Highway organization.

This code created the Department of Public Works, with a Director of Public Works as the chief executive officer, and the State Highway Committee consisting of the Governor, the State Auditor, and the State Treasurer, ex officio.

The State Highway Committee was to exercise all the powers and to perform all the duties which had been vested in the State Highway Board.

The director of Public Works "through and by means of the Division of Highways, exercises all the powers and performs all the duties" formerly vested in the State Highway Commissioner.

Organization as shown by report for the period 1920-1922.

State Highway Committee

Governor

State Auditor

State Treasurer

Supervisor of Highways, Secretary

The Administrative Code, as created by the 1921 Legislature, set forth that the Director of Public Works "shall have the power , and it shall be his duty through and by means of the division of highways:

"(1) To exercise all the powers and perform all the duties now vested in and required to be performed by the State Highway Commissioner;

"(2) To exercise such other powers and perform such other duties as may be provided by law."

There was abolished, as of March 31, 1921, the office of State Highway Commissioner and also the State Highway Board.

The Administrative Code created the State Highway Committee, which consisted of the Governor, the State Auditor, and the State Treasurer. They were given the power to perform all the duties required to be performed by the State Highway Board.

The Director of Public Works was given the power to appoint an assistant director to be known as the Supervisor of Highways.

The Supervisor of Highways was authorized, by Legislative act, to acquire land, for rights of way for State highways, etc.

The State Highway Committee, under the Administrative Code, took over the powers and duties which had been vested in the State Highway Board, and the Director of Public Works was to exercise all the powers and perform all duties formerly vested in the State Highway Commissioner.

It was required that the Supervisor of Highways be an experienced constructing highway engineer. The Supervisor of Highways was to pass on plans and specifications, submitted by counties, for the construction and improvement of any primary State highway.

The Legislature of 1923 passed an act creating the office of State Highway Engineer.

The organization of the Highway Department is shown by the chart which follows:

State Highway Committee

Governor
(Chairman)

State Auditor

State Treasurer

State Highway Engineer
(Secretary)

The State Highway Engineer was given all the power and it was his duty to exercise all powers and perform all the duties that had been vested in the Supervisor of Highways and the Director of Public Works and the Director of Public Works through and by means of the division of highways, the Division of Highways and the position of Supervisor of Highways being abolished.

1924-1926

No apparent change in the duties of the State Highway Engineer.

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1926- 1928

No apparent change in the duties of the State Highway Engineer.

By amendment to the Administrative Code of 1921, the Legislature of 1929 created the office of Director of Highways and provided that the director should have the power and that it was his duty to exercise all the powers and perform all the duties vested in and required to be performed by the State Highway Engineer.

No detail of departmental organization to be found in report of Director of Highways covering this period.

A Legislative act of 1933 authorized the creation of a highway cost commission to be composed of the Director of Highways, Director of Public Works, and a competent transportation engineer of reputable standing to be selected by the Governor.

Another act of the 1933 Legislature was one authorizing the preparation, by the Director of Highways, of a recommended highway code to be submitted by the Governor to the 1935 Legislature.

The Legislature of 1935 made provision for the continuance of the Highway Cost Commission.

The Director of Highways was directed to prepare a complete codification of the highway laws of the State.

During the period 1934-1936 the work of the State-wide Highway Planning Survey was started.

Under a Legislative act of 1937 the qualifications, powers and duties of the Director of Highways were set forth as follows:

"The director of highways of the State of Washington shall be a registered engineer under the law of this state and shall be a graduate in engineering of an accredited university or college or have in lieu thereof experience as a civil engineer in responsible charge of work equivalent to such education and in addition experience in highway or road construction for a period not less than five (5) years.

"The director of highways shall have the power and it shall be his duty:

"(a) To conduct, control and supervise the state department of highways, and to designate and establish such department of highway district or branch offices as may be necessary and convenient, and to appoint and employ and to determine the powers and duties together with the salaries and other expenses of such engineering, clerical, mechanical, and any and all other assistants as may be necessary or convenient in the exercise of the powers and in the discharge of his duties as the director of highways;

"(b) To keep at the office of the director of highways in the highway building at the state capitol a record of all proceedings and orders pertaining to the matters under his direction and copies of all maps, plans and specifications prepared by him, and to prepare and submit to the governor thirty (30) days before each regular session of the legislature of the State of Washington a report of work constructed or under construction and to make recommendations as to needed primary state highways and improvements of the primary state highway system, together with estimated cost thereof;

"(c) To acquire property as authorized by law and to construct and maintain thereon any buildings or structures necessary and convenient for the exercise of the powers and the discharge of the duties of the director of highways and to

construct and maintain any buildings or structures and appurtenances and facilities necessary or convenient to the health and safety and for the accommodation of persons traveling upon the primary state highways of this state;

"(d) to employ such qualified engineers who shall be registered professional engineers under the laws of the State of Washington, assistants and such other services and to provide such superintendents of construction, repair or maintenance work on any primary state highways as may be necessary to accomplish the completion thereof, and the expense so incurred together with the cost of any right of way necessary therefore, or land incidental thereto, shall be charged against the funds appropriated for the construction, repair or maintenance of primary state highways;

"(e) To exercise all the powers and perform all the duties necessary, convenient, or incidental to the laying out, locating, relocating, surveying, constructing, altering, repairing, improving, and maintaining of any primary state highway, and of any bridges, culverts and embankments necessary or important there for or for the protection or preservation thereof, and channel changes therefore and to examine and allow or disallow bills for any work done or materials furnished and to certify all claims allowed to the state auditor;

"(f) To publish biennially and before the end of each even numbered year a report of the department of highways with such cumulative information as may be deemed important and such recommendations as may be deemed desirable for the future operation of the department of highways.

"(g) To devise and place in operation in the department of highways of the State of Washington a practical and workable merit system for the rating of employees of the department of highways and the same shall by him be followed as closely as possible in the classification of employees, setting of wages and the determination of eligibility for promotion, to effect the most efficient and economical conduct of the department of highways;

"(h) To collect and compile and to publish, if it is deemed advisable, statistics relative to public highways throughout the state; to collect such information in regard thereto as is deemed expedient; to investigate and determine upon various methods of highway construction adaptable to different sections of the state; to investigate and determine the best methods of construction and maintenance of highways, roads and bridges; to gather and compile such other information relating thereto as shall be deemed appropriate, and to employ highway funds for the purpose of constructing test roads within the State of Washington and conducting investigations and research thereof in the State of Washington or elsewhere; to conduct on any highways, roads, or streets of this state, physical, traffic or other nature of inventory or survey considered of value in determining highway, road or street uses and needs;

"(i) To appoint, with the approval of the governor, a qualified assistant to act temporarily in the capacity of director of highways in his absence which assistant shall exercise all the powers and discharge all the duties of the director of Highways during such absence;

"(j) To exercise all powers and to perform all duties by any law granted to or imposed upon the state highway board, the state highways commission, the state highway committee, the director of public works by and through the division of highways, the supervisor of highways, and the State highway engineer;

"(k) To exercise all other powers and perform all other duties now or hereafter provided by law."

STATE AID TO LOWER UNITS

What appear to be the first direct appropriations by the Territorial Legislative Assembly, to aid in road construction, was made in 1866.

The appropriations were conditioned on an equal amount being raised by subscription by citizens in the areas through which the roads passed. The several acts named Commissioners to superintend the expenditures of the appropriations.

A Legislative Act Approved January 20, 1868, appropriated the sum of \$2,500 to complete a road from King County to the Yakima Valley by way of Snoqualmie Pass.

What appears to be the first legislation as to traffic regulation was in 1869 when an act was passed which provided that vehicles should keep to the right in passing.

The Legislative Assembly of 1877 passed an act which declared that streets and alleys in cities and towns were public highways.

This same Session made provision for the location of a Territorial road from Willapa Harbor to Chehalis station. An appropriation of \$500 was made for the location and construction of the road, contingent on Pacific County making a like appropriation.

The Legislative Assembly of 1879 made a change in road financing in an act providing for the appropriation of all Territorial taxes of the County of Clallam for the year 1880, to aid on constructing a Territorial road from Quillahute to the Straits of Juan de Fuca.

This same assembly passed an act providing for the appropriation of one-half of the Territorial taxes for the year 1880 in Snohomish County for the purpose of building a road from Snohomish City to Stanwood in Steilaguamish

valley. This act was amended by the Legislative Assembly of 1881 so as to have Snohomish County appropriate sufficient money to complete the road, and if the road was not completed on a certain date the taxes for the year 1880 were to be paid to the Territorial Treasurer.

The Legislative Assembly of 1881 passed an act granting to certain counties the right to appropriate money from the general fund for the purpose of building county roads and repairing bridges.

As to the matter of highway safety, the Legislature of 1890 passed an act which required traction engines propelled by steam, operating on any county road or public highway, except in towns, cities and villages, when meeting a team of horses, to come to a full stop and wait until the team had passed.

The Legislature of 1893 passed an act providing for a road through the Cascade Mountains in the northern part of the State.

An appropriation of \$20,000 was made, conditioned on Whatcom County appropriating \$5,000 and Okanogan and Stevens counties appropriating \$1,000 each.

The county appropriations were to be placed in the State fund.

A Legislative Act of 1907 provided for the improvement of the public highways, providing for the payment of cost thereof, in part, out of the Public Highway Fund of the State and in part out of the General Road and Bridge Fund, District Road Fund and property benefited.

The Legislature of 1907 made an appropriation of \$219,000 which was apportioned to thirteen named State roads.

This same Legislature passed acts providing for the employment of both county prisoners and convicts on roads.

In 1909 the Legislature passed an act providing for the establishment of quarries and rock-crushing plants, to furnish road-making materials to counties and cities. It was expected that these plants would be able to furnish the

needed material at a low cost, but the venture did not prove successful though convict labor was used largely in the operations.

The operation of these plants was under the State Board of Control until 1913, when they were placed under the direction of the State Highway Commissioner.

In 1917 the Legislature made provision for the transfer to certain counties of these State quarries and rock-crushing plants. In connection with the use of convict labor for the construction and improvement of highways, the matter was given further consideration by the 1913 Legislature.

Provision was made for the work to be done under the direction and supervision of the State Highway Commissioner, but the management of the persons was under the supervision of the State Board of Control. Another Legislative act of this same year, having to do with convict labor, provided that the State Highway Board could, in its discretion, cause any road to be constructed either under contract or force account.

When work was done under force account, convict labor was to be used to the extent it was available.

Under a 1917 law, it was the duty of the State Highway Commissioner to prepare plans and specifications for sign boards, making them uniform and of standard size.

The plans and specifications were to be furnished to the Board of County Commissioners of each county and the governing body of each incorporated city and town in the State.

On the County Commissioners and the governing body of each incorporated city or town was placed the duty of constructing and maintaining these signs.

Under the provisions of this act it was permissible for persons or associations to construct, place and maintain, as a public gift, such sign boards.

A change was made by the 1925 Legislature in the distribution of monies

in the Motor Vehicle Fund. To cities of the first and second class in which there were streets forming a part of any primary State highway, there was allotted the sum of \$500 per mile; to cities of the third and fourth class in which there were paved streets forming part of the route of any primary State highway through such city, the sum of \$500 per mile.

The first highway law of the State passed by the Legislature of 1905 was practically a State aid law in that it required the counties to pay a part of the cost of engineering and construction.

The county had no voice in the selection of the road to be improved, so in 1907 the law was changed and provided that all State aid roads should originate by resolution of the County Commissioners.

Under the 1907 act, the State bore one-half of the cost of engineering and construction, while the maintenance was left wholly in the hands of the county officials.

The Highway Commissioner in his report, as of December 1, 1908, stated that under the State Aid road law which was enacted by the Legislature of 1907, there had been established 36 State Aid roads lying in 25 counties of the State.

Total mileage of these roads --40.62 miles.

Total cost estimated and completed - \$232,536.45.

The Laws of 1937 provided for the allocation to incorporated cities and towns and to counties $2 \frac{3}{4}$ cents of the 5 cent State gasoline tax.

STATE ROADS

The first Legislative Assembly in 1854 passed acts to locate a number of Territorial roads.

These roads were to be between certain designated points or areas, such places being the principal settlements.

In succeeding years, prior to Statehood, many such roads were designated; but available records do not show how many of the roads were actually constructed.

In 1858 the Legislative Assembly provided for several "Military" roads to be declared "Territorial" roads.

A better type of road was given consideration by the Legislature of 1890 and an act was passed providing for turnpike roads. These roads were not to exceed sixty feet in width or to be less than forty feet in width.

Detail as to construction was set forth in the act as was also the grade limit.

The question of building such turnpikes was to be submitted to the voters and a three-fifths vote was necessary for approval.

Financing of such roads was to be by tax levies and bond issues.

The matter of a state road through the Cascade Mountains was given attention by the Legislature of 1893, as an act was passed providing for the establishment of such a road via the pass North of Mount Baker to connect Eastern and Western Washington.

In 1897 the Legislature provided for a State road from Marcus to Marble Mount, this road to follow a different route from that set forth in the 1893 law.

An appropriation of \$20,000 was made for the establishment and construction

of this road.

Other State roads were provided for in 1897, one being from Wenatchee to the mouth of the Twisp River in Okanogan County. An appropriation of \$15,000 was made for this road. Another road was one from a designated point in King County up the White River valley and over the summit of the Cascade Mountains to the Yakima valley.

A Commission to have charge of the work on this road was created and an appropriation of \$10,000 was made to carry out the provisions of the act.

The Legislature of 1899 made provision for the repair of the Snoqualmie Pass wagon road and appropriated \$1,000 for that purpose.

This appropriation was contingent on King County expending \$700 and Kittitas County expending \$300 for repairs on this road.

This same Legislature appropriated \$4,000 to complete the road from Republic to Marcus.

An act relative to the Marble Mount road was passed by the 1899 Legislature. The route of the road was set out in detail in the act and was somewhat different from that set forth in previous acts. A total appropriation of \$20,000 was made for this road and specific amounts were named for certain sections. A Road Commission was provided for and the compensation of the Commissioners was fixed at \$5. per day.

An act of the 1901 Legislature provided a penalty for defacing, mutilating, tearing down or destroying any sign board or post or mile board or post erected or set by any city, town or county.

A Legislative Act of 1903 provided that all road and bridge construction costing under \$150 could be done by road supervisors, but where the cost of the work was over \$150, except in emergency work, it was necessary to have the work done by contract.

The first State Road provided for by the Legislative Act of 1905 was a wagon road from Marble Mount, in Skagit County, to connect with a wagon road near the mouth of Mill Creek in Whatcom County. An appropriation of \$24,000 was made for this road.

Provision was also made for a State wagon road from a point near the mouth of Methow river in Okanogan County, over the summit of the mountains, to Barrow in Whatcom County. An appropriation of \$10,000 was made for this road.

The Legislature of 1907 construed the terms "State Aid Roads" and "State Roads".

The first named were those roads constructed along the main lines of travel, the cost of which was distributed between the State and any county; the second named were those roads constructed in sparsely-settled and mountainous areas, the entire cost of which was borne by the State and paid for out of the Highway Fund.

This act also designated by both name and number the State Roads, there being thirteen named.

The term "Permanent Highway" as defined by the 1911 Legislature was to be construed as meaning an improved public road constructed along a main line of travel, either beginning at some trade center or an existing road of like character beginning at some trade center.

Under an act of the 1913 Legislature, a classification was made of State highways; they being divided into two classes; namely, primary and secondary.

Eight primary highways were named and located by the act. All primary highways, when constructed, were to be maintained at the expense of the Public Highway Fund, and under the immediate supervision and control, both for construction and maintenance, of the State Highway Department.

This same Legislature made an appropriation from the Public Highway Fund

for construction and maintenance of primary and secondary highways of the State and also an appropriation from the Permanent Highway Fund for construction, etc., on permanent highways.

A transfer was made from the Public Highway Fund to the Permanent Highway Fund, in counties composed entirely of islands, of all taxes levied for the Public Highway Fund.

The Legislature of 1915 made some changes in the routes of certain primary highways, and certain secondary highways were established. Provision was made, by a 1917 law, for the establishment of Independent Highway Districts, for the construction and maintenance of trunk line highways, for the issuance and sale of bonds, and the assessment and collection of taxes.

The 1919 Legislature passed an act providing for the construction of a State system of trunk line hard surface highways, providing for the issuance, sale and redemption of State bonds to create a fund for such purpose and for the submission of this act to a vote of the people. This act was known as the "Carlyon Bill". This act was voted on at the general election held November 2, 1920, and was defeated, the vote being 117,425 for and 191,733 against.

The State Highway Board (State Highway Committee) was given the right under an act of the 1921 Legislature, to select routes of highways between designated points, where such routes were not specifically set out to Legislative act.

The 1925 Legislature passed an act which made provision for the removal of brush, timber, signs, signboards or bill boards which obstructed the view at railroad crossings, the railroad companies being required to keep their rights of way clear and the County Commissioners being required to keep the rights of way of county roads and highways clear within a given distance of the crossing.

The State Highway Department of the State of Washington was authorized by an act of the 1925 Legislature to cooperate with the several States and with the

Federal Government in formulating and adopting the uniform system of numbering or designating roads of interstate character within this State and in the selection and erection of uniform danger signals and safety devices for the protection and direction of traffic on State highways. An amending act by the 1925 Legislature related to the establishing, classifying, naming and fixing routes of certain State highways.

An act of the Ex. Session of the 1925 Legislature provided against private occupancy of rights of way of State highways and set forth the procedure to be followed in the removal and disposition of property found encroaching. The same Legislative Session fixed the width of State roads at 100 feet, subject to certain changes by the State Highway Committee.

The 1927 Legislature passed an act relating to county and township roads intersecting heavily-traveled State highways or county roads, and provided that vehicles traveling on intersecting roads should come to a complete stop at the point of intersection.

The placing of "Stop" signs at a point three hundred feet from the intersection was provided for.

A "Motor Vehicle Act" was passed, by this same Legislative Session, which proscribed the speed of vehicles, the weights that vehicles could carry on the highways, and also equipment and lights.

As to maintenance of State roads, the report of the Highway Commissioner for the period ending December 1, 1928, stated the law at that time required that State roads should be maintained by the counties through which they passed.

This plan did not work in a very satisfactory manner, as the counties could not be forced to do the required work.

A tabulation in this report shows that 1,081.63 miles of State road had been established and 124.50 miles had been improved. Cost - \$338,044.77. Cost per mile - \$2,715.22.

Of the State Aid roads, the report showed a total mileage of 40.62, with the cost being \$232,536.45.

The Third Biennial Report of the Highway Commissioner, for the period ending September 30, 1910, stated, as to maintenance and repairs, that the maintenance of the State roads was under the County Commissioner.

This report also set forth that under the 1905 Highway Act the counties were required to pay one-third of the cost of construction and furnish all necessary engineering, both on location and construction.

The roads were turned over to the counties on completion, and the State had no responsible charge of maintenance and repairs.

The law was modified in 1907 and the counties were released from any financial obligation in the State roads, the State furnishing all engineering and bearing the entire cost of construction.

An act was passed in 1907 which prohibited the establishment of more State roads until the proper investigation had been made to determine the feasibility and necessity of the projected route.

The Third Biennial Report gives road mileage as follows:

State Roads	
Completed	169.4 miles
Under Contract	53.9 miles
State Aid Roads	
Completed	42.6 miles
Under Contract	134.6 miles
Road Mileage	35,559.8 miles
Unimproved	24,193.2 miles

Improved	
Earth	8,564.3 miles
Gravel	2,355.5 miles
Plank	149.0 miles
Corduroy	206.5 miles
Macadam	<u>91.3 miles</u>
	<u>11,366.6 miles</u>

The Fourth Biennial Report of the Highway Commissioner for the period ending September 30, 1912, stated that in the eight years since the office was created the State had built about 200 miles of State roads at a cost of \$1,000,000 and had aided counties in building 145.76 miles of State Aid roads, at a cost of \$1,136,198.58.

The following is quoted from the Biennial Report of the State Highway Commissioner for the period ending September 30, 1914.

"Prior to the Legislative Act of 1911, highways of the State of Washington were classified as State Roads and State Aid Roads. During the session of 1911, the State Aid Road Laws were repealed and Permanent Highways now take the place of them. During the Legislative Session of 1913, the State Roads were divided into two classes called primary and secondary roads."

(The terms primary and secondary relate only to strictly State Roads and not Permanent Highways.)

The Legislature of 1911 passed an act which was popularly known as the "Permanent Highway Law." This was intended to be a "home rule" substitute for the old "State Aid Law" enacted in 1907. The definition of a permanent highway and the fundamental requirements are stated in Section I of the act, as follows:

"The term permanent highway when used in this act, shall be construed

to mean an improved public road constructed along a main line of travel, either beginning at some trade center or an extension of an existing road of like character beginning at some trade center. Every permanent highway shall be uniformly graded to a width of not less than sixteen feet, shall have proper bridges, drains and culverts and shall be surfaced with macadam, stone, gravel or other material equally as permanent and durable, not less than twelve feet in width.

No such highway shall be constructed with a grade exceeding five per cent except where, by reason of physical conditions, it is not practicable to obtain such grade, but in no case shall any such highway be constructed with a grade greater than ten per cent."

Under a Legislative Act of 1913, five per cent of taxes collected under the Public Highway levies was set aside and used exclusively for the repair and maintenance of primary highways which had been established and constructed.

In 1915 this maintenance fund was increased to seven and one-half per cent of the taxes collected from the levies for the Public Highway Fund.

In the report of the State Highway Commissioner for the period ending September 30, 1916, it is stated that under the statutes in force the primary highways were constructed and maintained at the expense of the Public Highway Fund of the State and were under the immediate supervision and control, both for construction and maintenance, of the State Highway Department.

The secondary highways were constructed by the State from the Public Highway Fund but were required to be maintained by the counties in which they were located and, in the event the county did not desire to maintain such secondary highways, the State might abandon the same as a public highway and allow the right of way to revert to the abutting property.

This same report gave highway mileage as follows:

All Permanent Highways completed to September 30, 1916 - 736.57 miles.

Permanent Highways completed on route of State Highways - 399.7 miles.

The Biennial Report of the State Highway Commissioner for the period ending September 30, 1918, gives the mileage of all Permanent Highways completed, as of the date of the report, as 1,155.54.

The Biennial Report of the State Highway Commissioner for the period ending September 30, 1920, gives the following mileages for highways:

Primary Highways improved	1,809.09 miles
Secondary Highways improved	<u>135.50</u> miles
	1,944.59 miles
Total length	2,976.10 miles
Improved	<u>1,944.59</u> miles
Unimproved	1,031.51 miles
Permanent Highways completed	1,483.32 miles

This same report, in regard to the Cascade Wagon Road, shows that this road was established, as a State road, by Legislative Acts of 1893, 1895, 1897 and 1899, under the name of "Cascade Wagon Road," the "Marcus Marblemount Road," and the "Marblemount Road" and received appropriations amounting to \$85,200, to which the counties of Whatcom, Okanogan, Stevens and Skagit contributed \$14,000.

To quote from the Report, "The money spent on this road to the present time has been practically wasted, as no attention was paid to permanent grades and alignment."

This route is one that has persisted since early Territorial days.

The Biennial Report of the Supervisor of Highways for the period ending September 30, 1922, states that a Legislative Act during this period amended the law relating to the selection of routes for State Highways to provide that the

state Highway Committee shall determine the particular route to be followed by and highway to, through or between points designated by the Legislature, and shall be at liberty "to select and adopt as a part of such highway the whole or any part of any existing State or county road or to deviate in whole or in part from any existing State or county road." Entire routes of highways need not be selected and adopted at one time, but parts of such routes may be selected and adopted from time to time as the Committee may deem advisable.

The Motor Vehicle Act was amended with regard to the distribution of the monies credited to the Motor Vehicle Fund. There was created by the same Act the "Primary Highway Maintenance Fund" and provision made for the transfer thereto from the Motor Vehicle Fund, the sum of \$1,400,000 annually, for the maintenance of primary highways.

The monies in the Primary Highway Maintenance Fund are annually distributed as follows:

(a) To cities of the first and second class there is remitted a sum equal to \$500 per mile for each mile of primary highway in such city, to be expended for the maintenance and improvement of streets therein.

(b) To each city of the third and fourth class a sum equal to \$300 per mile for each mile of primary highway in such city, to be expended for the maintenance and improvement of the streets forming a part of the primary highway therein; unless otherwise authorized by the Director of Public Works.

(c) To each of the counties, there is credited a sum equal to \$300 per mile for each mile of primary highway constructed to State specifications on permanent location.

(d) Any balance remaining in the Permanent Highway Maintenance Fund is credited to the counties in proportion to the amounts of money paid into the Permanent Highway Fund, and is expended by the Boards of County Commissioners

under the direction of the Director of Public Works, for the maintenance of the primary highways within the respective counties.

At the end of each year any unexpended balance of the sums placed to the credit of any county is transferred to the Permanent Highway Fund to the credit of such county.

This act also provides for the payment of twenty-five per cent of the fines and forfeitures for violation of the provisions of the act into the "Permanent Highway Maintenance Fund" of the county in which it is collected.

This report gives the mileage of State highways on September 30, 1923, as follows:

Total mileage of State highways	3,119.01 miles
Total unimproved	<u>1,104.31 miles</u>
Total improved mileage	2,014.70 miles
Mileage of State highways in Incorporated cities and towns	202.15 miles

On the same date the mileage of rural highways was as follows:

Total miles of roadway	45,639.79 miles
Total unimproved	<u>22,837.91 miles</u>
Total improved mileage	22,801.79 miles

The report of the State Highway Engineer for the period ending September 30, 1924, gives the mileage of State and rural highways as follows:

Total miles of State highway	3,138.61 miles
Total unimproved mileage	<u>673.29 miles</u>
Total improved mileage	2,465.33 miles
Mileage of State highways in Incorporated cities and towns	207.63

Total miles of rural roadway	45,750 miles
Total unimproved	<u>22,126</u> miles
Total improved mileage	23,624 miles

The Biennial Report of the State Highway Engineer for the period ending September 30, 1926, shows mileages as follows:

Mileage of State highways, not including incorporated cities and towns:

Total miles of State highways	3,299.52 miles
Total unimproved mileage	<u>564.88</u> miles
Total improved mileage	2,734.64 miles
Total mileage of State highways in incorporated cities and towns	226.15 miles

The Biennial Report of the State Highway Engineer for the period ending September 30, 1928, states that approximately 2,950 miles of the State highway system outside of incorporated cities and towns have been improved.

The mileage of State highways, not including incorporated cities and towns:

Total mileage of State highways	3,263.15 miles
Total unimproved mileage	<u>333.97</u> miles
Total improved mileage	2,949.18 miles
Total mileage State Highways through incorporated cities and towns	259.75 miles

The Biennial Report of the Director of Highways for the period ending March 31, 1931 shows the following mileages of State highways, not including incorporated cities and towns:

Total mileage State highways	3,268.33 miles
Total unimproved mileage	<u>288.04</u> miles
Total improved mileage	2,980.29 miles
Total mileage State highways through incorporated cities and towns	241.31 miles

The Biennial Report of the Director of Highways for the period ending September 30, 1932, gives the following mileage figures.

Total mileage State Highways, not including incorporated cities and towns	3,560.83 miles
Total unimproved mileage	<u>221.71</u> miles
Total improved mileage	3,339.12 miles
Total mileage State Highways through incorporated cities and towns	248.24 miles

The secondary highway law, although repealing both the lateral and permanent highways laws, has resulted in a net increase of about seventy per cent in the amount of State funds transferred to counties.

As of September 30, 1936, the Biennial Report of the Director of Highways shows the following mileages:

Mileage of State Highways, not including incorporated cities and towns	3,536.06 miles
Total unimproved mileage	<u>153.83</u> miles
Total improved mileage	3,382.23 miles
Mileage through incorporated cities and towns	254.91 miles

The Biennial Report of the Director of Highways for the period ending September 30, 1938, states that by virtue of certain acts passed by the Legislature of 1937, an addition of 275 miles was made to primary highways and a secondary State highway system, of 2,252 miles of the more important county roads, was created.

FEDERAL AID

For the engineering, construction and maintenance of Primary and Secondary Highways of the State an appropriation of \$1,812,052 was made from the Public Highway Fund by the 1917 Legislature.

Specific amounts were allotted to the various highways and provision was made for the securing of Federal Aid.

The Legislature of 1917 passed an act relating to public highways, rural post roads, assenting to the provisions of an act of Congress entitled "An act to provide that the United States shall aid the states in the construction of rural post roads and for their purposes" approved July 11, 1916, authorizing and directing the State Highway Commissioner, the State Highway Board and the State Treasurer to perform certain duties in connection therewith; providing for the apportionment of certain funds therefor; and declaring an emergency. This act was approved March 10, 1917, The Legislature of 1919 made an appropriation of \$1,000,000 from the Public Highway Fund, to constitute a revolving fund to be used in connection with Federal Aid Projects.

Appropriations were made by each succeeding Legislature to continue the Revolving Fund to be used in connection with Federal Aid.

Prior to 1917 there had been expended on the primary and secondary highways approximately \$5,000,000 and there was provided for the 1917-1919 biennium nearly \$2,000,000. To this an additional \$707,400 of Federal Aid was made available under the Post Road and Forest Road divisions of the Federal Aid Road Act for the fiscal years 1917, 1918 and 1919. The State assenting act limited the scope of Federal Aid projects to "State Roads" and further limited to such sections of State Roads for which specific appropriations had been made or under the selective process for permanent highways pursuant to the general act and biennial appropriation for that

ness of construction.

Within the limitations set forth, the State Highway Department was authorized to "act for and on behalf of the State of Washington, and of any civil subdivision of the State in all things pertaining to the selection, construction and maintenance" of Federal Aid projects.

The State was to enter into such agreements with the U. S. Secretary of Agriculture as would be necessary to secure funds, etc.

Federal Aid on cooperative National Forest roads involved a procedure at all times in the hands of the Federal authorities, the State Highway Department making the applications and securing the qualifications of specific projects with Federal Aid allowances therefor. Federal authorities had full charge of all matters in connection with the project.

The first Federal Aid for the State of Washington under the Federal Aid Road Act of July 11, 1916, was secured in the construction of 3½ miles of one-course concrete pavement on the Pacific Highway extending 3½ miles toward Lacey from a point one mile east of Olympia, approved by the Government on July 19, 1917.

Work completed January 21, 1918.

Federal Aid Project No. 1.

On May 23, 1918, Federal Aid Project No. 12 was approved by the Secretary of Agriculture; this covered 3.55 miles extending from Lacey to St. Clair and was an extension of Federal Aid Project No. 1, Olympia to Lacey.

The Legislature of 1919 amended the State Assenting Act by providing that counties could participate in Federal Aid.

The report of the State Highway Commissioner for the period ending September 30, 1920, shows the following figures covering mileage and expenditures in connection with Federal Aid.

Mileage Federal Aid Post Road Projects	370.78
Mileage Federal Aid Forest Road Projects	56.42

State Funds	\$4,736,840
Federal Aid Post Road Funds	3,715,299
County and Permanent Highway Funds	<u>2,820,184</u>
	\$11,272,303

In addition the Federal Government was spending on National Forest Roads	<u>163,027</u>
Total expenditures on State Highway system	\$11,735,330

An amendment to the Federal Aid Road Act, approved by the President of the United States on November 9, 1921, changed the character of the act by limiting the expenditure of Federal Aid funds, to a seven per centum system, and eliminating the post road features.

Each state, through its state highway department, is required to select or designate a system of highways not to exceed seven per cent of the total highway mileage of such state as shown by the records of the state highway department at the time of the passage of this act. "Upon this system all Federal Aid apportionments shall be expended."

State roads are established by the Legislature and are classified as primary and secondary highways. They are constructed under the direction and control of the State Highway Department.

The Federal Aid system upon which Federal Aid funds may be expended is a part of the State Highway system.

All Federal Aid contracts are constructed by the State Highway Department subject to supervision of the Federal government represented by the Bureau of Public Roads of the Department of Agriculture.

As of September 30, 1925, the total length of the Federal Aid system was 2,936 miles.

From the time the Federal Aid act had been approved in 1916 to the date shown above, there had been expended or obligated for the construction of Federal Aid Projects a total of \$12,420, 534 and on Forest Projects the sum of \$3,220,911.

BRIDGES

The Territorial Laws of 1854 made provision for the building of bridges. The county commissioners could determine the bridges to be built and maintained by the county. If the bridge cost exceeded fifty dollars, the county would build; and, in the matter of repairs, if the cost was under fifty dollars, the road district would take care of the work; if more, the county would take care of the costs. Two counties could unite to build a bridge.

Provision was made, by law, for the construction of bridges by private parties; such bridges, however, could be appropriated by the county or by the Territory, after which the owners could be compensated. A major bridge, for its time, was one authorized in 1857 by Legislative act. This structure was to cross Budd's Inlet, at Olympia, and was to be a draw bridge, and no tolls were to be charged.

A bridge commission was authorized by the act, and a call for material for construction was made by the commissioners.

This bridge, evidently was not constructed, as an act of the 1859 Legislative Assembly authorized the incorporation of the Olympia Bridge Company to construct a toll bridge at this point.

The Legislative Assembly of 1863 passed an act empowering the Commissioners of Chehalis (now Grays Harbor) County with the right to build bridges and fixed a limitation of \$5,000 per year.

The Legislature of 1909 passed an act having to do with purchase of the highway bridge, across the Columbia River at Wanatchee, by the State from the Washington Bridge Company.

The means, method and time of payment and also the manner of future maintenance and supervision of the bridge were provided for in the act and the sum of \$190,000 was appropriated to make the purchase. When taken over by the State, the bridge would be free of tolls or charges for highway crossings and would become a part of the pub-

lic highways.

This same Legislature passed an act which provided that in the matter of constructing bridges over streams or bodies of water wholly or in part within the corporate limits of a city and where streets or highways extended beyond the city limits, the State, County and City, or any two of them, could join in such construction.

In 1911 a Legislative act provided for the construction of a bridge over the north fork of the Lewis river. The appropriation under this act was conditioned on the payment, to the State Treasurer, of the sum of \$15,000 each by the counties of Cowlitz and Clark.

This bridge was to be constructed under the supervision of the State Highway Commissioner, at a cost to the State of not more than \$60,000. The bridge was to be the property of the State and maintenance costs were to be borne equally by Cowlitz and Clark counties. Another act of this same session was one making an appropriation of \$7,000 conditioned on Skagit County making an appropriation of \$3,500 for the construction of a wagon bridge across the Skagit river.

In the matter of the purchase of the "Wenatchee Bridge" the highway board had failed to purchase the property as provided for in the 1909 Laws, so the 1911 Legislature, by Senate Joint Resolution No. 5, recommended the purchase of the bridge at a price of \$125,000.

In 1913 the Legislature made an appropriation of \$10,550, from the State Highway Fund, for the payment of interest on the bonds issued for the purchase of the highway bridge across the Columbia River at Wenatchee. From the same fund another appropriation of \$57,930 was made for the redemption of Wenatchee Bridge Bonds. In an act of the 1913 Legislature, provision was made for the purchase, construction, maintenance, control and operation of bridges in this State, between this State and adjoining states, counties, cities and towns in this State with each other and with the United States or adjoining states or counties, cities or towns therein.

The State Highway Board was authorized to represent the State under the pro-

visions of the act.

When the State had any interest in any of the provisions set forth in the act, expenditures for such work were to be under the direction, control and supervision of the State Highway Board.

In the matter of maps, plans, those were to be prepared by the State Highway Commissioner, when so directed by the State Highway Board. The legal definition of "Bridge" as set forth in an act of the 1913 Legislature is as follows: "Bridge" shall include public road and shall include bridge, bridge approach, culvert or viaduct of the State boundary lines or over a stream, river or body of water, within, at, or constituting the boundary line of the State or county."

Under another 1913 Legislative act provision was made for the purchase, by the State Highway Board, of that portion of the interstate bridge across the Snake River between Clarkston, Washington, and Lowiston, Idaho, which lies westerly of the main channel of the Snake River. A maximum purchase price of \$30,000 was fixed by the act, and provision was made for the issuance of bonds.

This bridge was to be free of tolls for highway crossings and was a part of the public highways of the State.

According to the fifth report of the State Highway Department, legal difficulties were met in the matter of issuance of bonds by the State for the purchase of the Lowiston-Clarkston bridge.

In order that the transaction could be completed, the County of Asotin issued bonds in the sum of \$40,000 and acquired a half interest in the bridge.

It was opened to the public as a free bridge on December 4, 1913. At a later date the State took up the bonds issued by Asotin County.

The State Highway Committee was authorized by the 1925 (Ex. Sess.) Legislature to spend up to \$100,000 to aid in the construction of a bridge across the Hoquiam river. The city of Hoquiam was required to spend \$250,000 in construction of this bridge.

The State Highway Engineer was to prepare plans and specifications for the bridge.

and was to have full charge of construction. The bridge was to be maintained and operated by the City of Hoquiam and the County of Grays Harbor.

The matter of toll bridges was given consideration in 1927 and the policy of the State was defined. The State was authorized and empowered to purchase or acquire by condemnation, in the manner provided by law, any toll bridge or bridges within the State whenever any legislative appropriation had been made therefor and had been made in advance.

An act was passed by the 1929 Legislature authorizing certain parties to construct, maintain and operate a bridge and approaches thereto across Pagot Sound at or near a point commonly known as the Narrows.

The 1927 Legislature authorized acquisition, on certain conditions, by the State of all interest, share, right and title of Clark County in and to the bridge on the Pacific Highway between Vancouver, Washington, and Portland, Oregon, providing methods for acquisition thereof and payment therefor, providing for disposal of the purchase price by Clark County and providing for the operation and control of said bridge by the State Highway Committee.

The Biennial Report of the Director of Highways for the period ending September 30, 1933, set forth that bridges have occupied a rather large place in the Department of Highways' activities during the biennium. In addition to the regular work, additional demands have been made upon the department by the establishment of the secondary road system and the acquisition by the State, by condemnation proceedings, of two toll bridges. Work of the Bridge Department falls into four main groups:

First, the regular bridge construction on the Primary System.

Second, bridge construction and repairs on the recently-created secondary highway system.

Third, the gradoseparation work.

Fourth, work performed for Pierce and Wahkiakum Counties on Public Works Administration projects.

The Washington Toll Bridge Authority was created by an act of the 1957 Legislature.

It is composed of the Governor, The State Auditor, the Director of Highways and the Director of Finance, Business and Budget. The Washington Toll Bridge Authority is empowered to provide for the establishing and constructing of toll bridges upon any highway.

VII

REVENUE

A road poll tax of \$2 was provided for by the laws of 1901, the proceeds of the tax to be paid into the District Road Fund. Provision was also made for a property tax levy of three mills for General Road and Bridge Fund and a property tax of six mills for the Road District Fund.

A Legislative Act of 1903 provided for a road poll tax of \$2 to be paid into the District Road and Bridge Fund, a maximum property tax levy of four mills for the General Road and Bridge Fund, and a maximum property tax levy of ten mills for the District Road and Bridge Fund.

The 1905 Legislature passed an act creating a fund to be known as the Public Highway Fund and making provision for an annual levy to produce revenue therein for the construction and repair of highways and bridges.

A tax rate of $\frac{1}{2}$ of one mill, to apply on March 1, 1903, was provided for. In 1909, a tax levy of one mill, for the Public Highway fund, was provided for by Legislative act.

In 1911, by Legislative act, the tax levy for the Public Highway Fund, was decreased from one mill to one-half mill.

The Permanent Highway Fund was created by the Legislature of 1911, and a transfer of \$500,000 to this fund, from the Public Highway Fund, was made.

Under an act of the 1915 Legislature, all fees collected for motor vehicle licenses were to be paid to the State Treasurer, and after returning to the General Fund the amounts appropriated therefrom for the expense of issuing such licenses, the surplus to go to the Permanent Highway Fund, for the maintenance and repair of permanent highways. In the matter of setting aside a portion of the Public Highway Fund, raised by tax levy, for repair and maintenance of State roads, the percentage was increased to seven and one-half per cent by the 1915 Legislature.

For the maintenance of permanent highways, an act of the 1917 Legislature provided for the creation, in each county of the State, of a county fund to be known as the Permanent Highway Maintenance Fund.

The maintenance of primary highways was to be taken care of by the counties in which such highways were located and paid for from the permanent Highway Maintenance Fund. The maintenance of the highways was to be under rules and regulations prescribed by the State Highway Board.

In the disposition of auto license fees, the Legislature of 1917 provided that the sum of \$100 per mile was to be placed in the Permanent Highway Maintenance Fund of each county in which primary highways were located.

The Permanent Highway Fund was to receive the remainder of these fees, after certain deductions had been made.

The Motor Vehicle Fund was created by the Legislature of 1919, and all fees collected for motor vehicle licenses were to be placed in this fund.

Provision was made for paying annually from this fund one-half the amount appropriated for issuing licenses and enforcing the law, distributing to counties and cities in which primary highways were located the sum of \$1,000,000 to be distributed as follows:

For maintenance of highways and streets a sum equaling \$200 per mile; the balance of the \$1,000,000 to go to the Permanent Highway Maintenance Fund of the counties to be distributed on the basis of the amount of money paid into the permanent Highway Fund by the counties.

Fees collected for motor vehicle licenses, in counties composed entirely of islands, to be placed in the Permanent Highway Fund to the credit of the county from whence such fees came after the cost of issuing such licenses had been deducted.

The Legislature of 1921 levied a tax of one cent per gallon on gasoline used for fuel for internal combustion engines, the proceeds of this tax being placed in the Motor Vehicle Fund.

The 1923 Legislature passed an act abolishing the Public Highway Fund as of May 1, 1923, and all monies in the fund were transferred to the Motor Vehicle Fund.

Provision was made by this act for payment from the Motor Vehicle Fund of all appropriations made by the eighteenth (1923) Legislature from the Public Highway Fund.

The excise tax on gasoline was increased in 1923 from one cent to two cents per gallon, and the proceeds of this tax were to be placed, as in the 1921 act, to the credit of the Motor Vehicle Fund.

Another act of the 1923 Legislature provided that all fees collected for motor vehicle licenses, in counties composed entirely of islands, should be paid into the State Treasury and, after deducting the cost of issuing the licenses therefrom, be placed in the Permanent Highway Fund to the credit of the county from which the fees came.

As to the gasoline tax in these counties, the amount to be credited to the Permanent Highway Fund for the benefit of each county was determined by ascertaining the percentage of motor vehicle license fees paid by residents of such counties as compared with the total motor vehicle license fees collected, and taking the same percentage of the total amount of excise taxes paid to the State.

An amendatory act of the 1925 Legislature had to do with the disposition of monies derived from the tax levy of one and one-half mills upon all property. The proceeds of this levy were to be credited to the Permanent Highway Fund and to the credit of the county from which received.

The County Commissioners were given the right to determine the amount that could be set aside for maintenance and repair work, this amount to be not less than five per cent nor more than fifty per cent.

The balance of the fund could be used for construction work or the payment of interest on or the redemption of bonds.

The 1925 Legislature eliminated the tax levy of one and one-half mills for the Permanent Highway Fund and in place thereof made provision to transfer from the Motor Vehicle Fund to the Permanent Highway Fund a sum equal to fifteen hundredths of one per cent of the total assessed valuation of all property in the State. The gasoline tax was increased from two cents to three cents per gallon by the Legislature of 1929. The Motor Vehicle Fund was to receive the proceeds of two cents of this tax, and the proceeds of one cent of this tax were to be placed in the Lateral Highway Fund. This Lateral Highway Fund was to be divided as follows:

One-half of the fund to be divided equally among all the counties of the State, one-fourth to the respective counties in proportion to the number of registered motor vehicles in such county in the last preceding calendar year, and one-fourth to the respective counties in the proportion which the number of farms in each county bore to the total number of farms in the State, defined and enumerated in the last preceding Federal census.

Motor Vehicle License Fees

1905

Fee \$2 Annual (General Fund)

1915

Annual fees were as follows:

Motor cycles - All \$ 2.50

Automobiles

25 H.P. and under 3.00

25-40 H.P. 5.00

Over 40 H.P. 7.50

Automobiles for hire

Per horse power .50

Motor Trucks

Under 2 ton capacity 10.00

2 ton and under 3 ton 15.00

3 ton and under 4 ton 20.00

4 ton and not over 5 ton 25.00

Motor Trucks for hire

Under 2 ton capacity 20.00

2 ton and under 3 ton 30.00

3 ton and under 4 ton 40.00

4 ton and not over 5 ton 50.00

Auto Stages

Auto stages for hire shall pay at
the rate of per horse power .50

And in addition thereto \$1 per passen-
ger capacity of any such auto stage

Demonstration

Motor cycles 3.00

All other motor vehicles regardless
of horse power or capacity 5.00

Additional demonstrating license
except motor cycle demonstrating
license

3.00

Permanent Highway Fund

1921

Annual Fees

Motor cycles	\$ 6.00
Automobiles	
1500 lbs. or less	10.00
1500 lbs. or more	\$10.00 and 60¢ per cwt. for all excess over 150 lbs.
Automobiles for hire	
1500 lbs. or less	\$20.00, and in addition thereto, at the rated carrying capacity per person \$3.00
More than 1500 lbs.	\$20.00 and 60¢ per cwt. for all excess over 1500 lbs., and in addition thereto, at the rated carrying capacity per person \$3.00
Auto Stages	
1500 lbs. or less	\$25.00 and, in addition thereto, at the rated carrying capacity per person, \$3.00
More than 1500 lbs.	60¢ per cwt. and in addition thereto, at the rated carrying capacity per person \$3.00
Auto Stage Trailers	
1500 lbs. or less	\$10.00 plus capacity per person \$3.00
Over 1500 lbs.	\$10.00 plus 60¢ per cwt. plus capacity per person \$3.00
Motor Trucks	
1500 lbs. or less	\$10.00
1500 lbs. and not to exceed 6500 lbs. plus 40¢ per cwt. in excess of 1500 lbs. and 40¢ per cwt. at rated carrying capacity.	
Dealers' Licenses	
Motor cycle	\$10.00
Dealers, all others	\$50.00
Additional dealers' plates	\$10.00

1931 Motor Vehicles

\$ 3.00

For hire cars, auto stages, auto stage trailers, \$3.00 per seat for the seating capacity thereof.

For trucks and trailers 50¢ per cwt. for vehicles' gross weight.

Motor Vehicle Fund

1933 Motor Vehicles

3.00

For hire car, auto stage or auto stage trailer, in addition, \$4.50 per seat for seating capacity thereof.

Trucks and trailers

5000 lbs. or less .75 per cwt.

5000 - 10000 .85 per cwt.

10000 - 15000 .95 per cwt.

15000 - 20000 1.05 per cwt.

Over 20000 lbs. add 10¢ per cwt. for each ton over 20000 lbs.

Maximum fee \$600.

Motor Vehicle Fund

1937 Basic Fee

\$3.00

Dealers (1 set of plates)

(Additional plates \$2)

5.00

Motor Trucks, etc.

5000 lbs. - 10000 lbs.

Plus

10.00

10000 lbs. - 15000 lbs.

Plus

18.00

15000 lbs. - 20000 lbs.

Plus

45.00

20000 lbs. - 25000 lbs.

Plus

90.00

25000 lbs. - 30000 lbs.

Plus

150.00

30000 lbs.

Plus

250.00

(Vehicles using untaxed fuels add 50%)

Auto stages - Plus \$4.50 per seat for maximum adult seating capacity

For hire - Plus \$2.00 per cent for adult seating capacity.

Motor Vehicle Fund

The Fourth Biennial Report of the Highway Commissioner for the period ending September 30, 1912, states that the 1911 Law was proving satisfactory in securing more permanent roads in the place of temporary construction. The one mill levy under the law was yielding about \$1,000,000 a year, this amount assuring at least one hundred miles of permanent highway each year.

A Legislative act of 1921 made provision for the licensing of persons operating motor vehicles.

The license fee was \$1.00 and the proceeds were to be deposited in the "Highway Safety Fund." Fifty thousand dollars was appropriated from this fund for the use of the Supervisor of Highways in the supervision of maintenance of State highways. The twelfth Biennial Report of the State Highway Engineer states that during the period from 1905 to September 30, 1928, there had been expended or obligated under the supervision of the State Highway Department from Legislative appropriations for construction, maintenance, etc., approximately \$76,000,000.

The liquid fuel tax was increased by the Legislature of 1931 from 3 cents to 5 cents per gallon. In 1935 the Legislature left it at 5 cents per gallon.

Under the Secondary Highway Law, the net proceeds of 3 cents of the liquid fuel tax were to be turned over to the counties; the counties in turn to transfer a portion of the same to the incorporated cities and towns, to be equivalent to two-tenths of one per cent of their assessed valuation.

The report of the Director of Highways for the period ending September 30, 1936, sets forth that the State was able to net something less than one and six-tenths cents per gallon on taxable motor vehicle fuel, for its operation, construction and maintenance of highways after the following deductions were made:

Three cents for counties, cities and towns, the cost of collection of revenues and four-tenths of one cent per gallon, amounting to approximately \$1,000,000 a year,

for the emergency bond issue of 1933 retirement fund.

This same report states that the two main sources of state highway revenue are the gasoline tax and the motor vehicle license fees. Of the five cent gas tax, 60 per cent is set aside for secondary highway purposes, eight per cent to general bond retirement, and from the remaining thirty-two per cent there are deducted refunds to island counties and other miscellaneous items.

The net balance is then available for highway purposes. Other less important sources of state highway revenue are certificate of title fees, deposit interest and other small miscellaneous receipts to the motor vehicle fund.

VIII

FINANCING

In the year 1889 Washington became a State, and the first State Legislature convened in that year.

This first legislative session recognized the urgent need of better roads, and an act was passed which provided a way to take care of this condition. This act permitted counties to issue bonds for the construction or improvement of roads and bridges. The amount of the bonds was limited to 5% of the taxable property in the county and the interest rate was not to exceed 6%. Provision was made for a tax levy to take care of annual interest and also to create a sinking fund for bond retirement.

An act of the 1890 Legislature, in regard to road finances, made provision for a County general road fund and a bridge fund, to be set aside from the property road tax collection.

A road poll tax of \$2 per person, to be collected from those within certain age limits, was provided for.

The Legislative act of 1890 having to do with roads evidently did not work out as anticipated, for the Legislature of 1893 repealed the previous law. Material changes were made by the new law in regard to road construction and supervision. An annual poll tax of \$4 was provided for, this tax to be collected by the road supervisors.

County commissioners were in charge of all road work and could authorize and lay outroads, and were authorized to make a tax levy of not more than three mills for a general road and bridge fund.

A segregated road fund levy, not to exceed five mills, was authorized. The money received from this tax was to be used only in the district where the assessed property was located.

The Legislature of 1905 created a State Highway Fund, evidently for the purpose of continuing work on State roads in the mountainous and sparsely settled districts of the State.

In connection with Federal Aid Projects, Thurston County, in 1916, issued, under Thurston County Bond Proposition No. 1, bonds for the improvement of 1.55 miles of concrete highway, St. Clair northerly; this being an extension of F. A. Project No 12. This work was under the supervision and control of the State Highway Commissioner.

(The Legislature of 1939 provided for the retirement of delinquent Thurston County Road Bonds Nos. 396 and 577, amount \$201,750.)

BRIDGES, CONSTRUCTION, ETC.

II.

The Legislature of 1909 passed an act having to do with the purchase of the highway bridge across the Columbia River at Wenatchee by the State from the Washington Bridge Company.

The means, method, time of payment and also the manner of future maintenance and supervision of the bridge were provided for by the act, and the sum of \$190,000 was appropriated to make the purchase. When taken over by the State, the bridge would be free from tolls or charges for highway crossings and would become a portion of the public highways.

Owing to a question of the value of the bridge, the State Highway Board did not proceed with the purchase, and the whole matter was referred to the Legislature of 1911, with a recommendation for a reduction in the purchase price and changes in the matter of maintenance.

The Legislature of 1911 made an appropriation of \$125,000 to cover the purchase of the bridge. The transaction was completed and the State took title to the structure in 1911.

The Legislature of 1915 appropriated \$30,480 for interest and redemption of Wenatchee Bridge Bonds, this money being taken from the Public Highway Fund.

The Legislature of 1913 empowered and directed the State Highway Board to purchase that portion of the interstate bridge across the Snake River between Clarkston, Washington, and Lewiston, Idaho, lying westerly of the main channel of the river, for an amount not to exceed \$30,000.

This purchase was to have been made through the sale of bonds by the State, but owing to legal difficulties this plan could not be carried out.

In order to complete this transaction the County of Asotin issued bonds to provide the necessary funds.

The Legislature of 1915 made an appropriation of \$35,000 from the Public Highway Fund so that the State could take over the interest of Asotin County in this bridge.

The Legislature of 1919 made an appropriation of \$50,000 from the Public Highway Fund for the redemption of Wenatchee Bridge Bonds.

Provision was made by the 1923 Legislature for the purchase by the State of bonds, not in excess of \$250,000, which were issued by Clark County for the construction of an interstate bridge across the Columbia River at Vancouver.

In the event the State acquired the interest of Clark County and an agreement be had with the proper authorities in Oregon, the interstate bridge was to be operated without tolls except as to street and interurban railways, auto transportation companies and motor vehicles operated for hire.

The Biennial Report of the Director of Highways for the period ending September 30, 1938, with reference to the bridge department, states that the work had fallen naturally into four main groups: first, the regular bridge construction on the primary system; second, bridge construction and repair on the recently created secondary highway system; third, the grade separation work; fourth, work performed for Pierce and Wahkiakum counties on Public Works Administration Projects.

The same report states that two toll bridges were acquired by the State by condemnation proceedings.

The Highway Department was called upon to prepare valuations of two privately owned structures operating as toll bridges, one at Brewster over the Columbia River and the other at Bremerton, connecting the towns of Bremerton and Hanette, for use in condemnation proceedings instituted by the State for the acquisition of these bridges.

RIGHT OF WAY

X

In the report of the State Highway Commissioner for the period ending September 30, 1916, it was stated that the right of way for State highways was all secured without cost to the State except where property was actually damaged and claims allowed. The amount of the claims paid was \$16,344.47.

The following is quoted from this report.

"In securing rights of way for the State highways, right at the outset this department adopted the policy of instituting condemnation suits to obtain right of way from property owners, who in our opinion asked exorbitant sums - sums that were far in excess of the actual value of the land and the damages, if any, and disregarded the benefits accruing to the property by reason of the construction of a State highway. This policy has rebounded not only to the benefit of the State in reducing the cost of its highways, but has conferred a similar benefit on nearly every county in the State in securing rights of way for its own county roads, independent of the State Highway Department. In the past, the counties with few exceptions, having no special right of way agents of their own, and being compelled to turn that feature of the work to their county engineers or county commissioners, have been compelled to pay big sums for rights of way for their county roads, rights of way that really should have been cheerfully donated, as the construction of the road was a decided improvement in the district and a greater benefit to the property owner than the value of the strip of land taken. And because these large sums were allowed by the counties for rights of way, bad precedents were established and it came to be a general practice for the property owner to demand an exorbitant sum for the land desired as right of way from the State as well as from the counties. Our policy, in securing of right of way desired has been to pay the difference between the actual market value of the land taken plus the damages, if any, and the benefits that would accrue to the adjoining property by reason of the construction of a State highway. We have been willing at all times to pay every property owner the actual amount of damages.

he sustained, but whenever we thought the amount demanded was exorbitant and unreasonable, we have immediately started condemnation proceedings. It is interesting to note that in every instance where a condemnation suit has been tried, the verdict awarded by the jury was far less than the amount asked for the property originally, confirming the contention of the department that the sum first asked was exorbitant. The result is that we are overcoming the bad precedent established in previous years, and, while acquiring rights of way for the state at amounts covering the actual damage to the property owner, we are making it possible for the counties of the state to make similar reductions in the cost of rights of way for their county roads."

Right of way secured during the period October 1, 1916, to September 30, 1918, amounted to 192.74 miles.

The Highway Department continued, with good results, its policy of instituting condemnation suits in all cases where the property owners demanded sums far in excess of the actual market value of the property plus damages, if any, and disregarded benefits accruing to the property by reason of the location and construction of a State highway.

In this period fifty-one condemnation cases were instituted. Of these cases twenty-two came to trial, twenty-one were dismissed and eight were pending at the time the report closed.

It was felt that good results were obtained by the method used. In forty percent of the suits instituted, settlement was made, out of court, on terms made by the department.

In the cases which came up for trial, a large number of the verdicts were in amounts less than were asked, and seldom more than the amount offered by the State.

These results bore out the State's contention that the price set by the owner was too high.

The policy of paying no more than the difference between the actual market value of the land taken plus the damage, if any, and the benefits which would accrue to the adjoining property by reason of the construction of the highway has not only saved the State money, but has also broken the precedent in both State and County right of way transactions of being compelled to pay exorbitant prices for the property desired.

In the majority of cases the construction of a State highway through property brings special benefits to the owner far in excess of the value of the land taken. In such cases, in return for these benefits, the strip of land needed should be cheerfully donated by the owner rather than held at an exorbitant price.

The State Highway Engineer was authorized by an act of the 1925 Legislature to acquire lands for a State highway or for drainage thereof or so as to afford unobstructed vision toward a railway or highway crossing or danger point or for sand, gravel and borrow pits and stone quarries for the construction or maintenance of highways or for any camp site together with the right of way to reach such property and gain access thereto.

During the period from October 1, 1918, to September 30, 1920, 357.92 miles of right of way was secured.

At this time the Highway Department was empowered by law to acquire right of way for State roads, by gift, purchase or condemnation.

The report for the period shows that sixty-four condemnation suits were filed and of these cases twenty-eight came to trial, thirty-two were settled out of court and four were still pending.

The report of the Supervisor of Highways for the period ending September 30, 1922, shows that 394.29 miles of right of way were secured during the period.

Condemnation suits to the number of one hundred ten were filed, and of those thirty-nine came to trial, fifty-four were settled out of court and seventeen were pending.

The law pertaining to rights of way was amended by the Legislature of 1923. This amendment gave authority for acquiring sand pits, gravel pits, borrow pits, stone quarries, etc.

In the Biennial Report of the Director of Highways for the period ending September 30, 1936, it is stated that during the period covered 153.3 miles of right of way were acquired.

There were also acquired one hundred sixteen gravel pits, filler pits, rock quarries and stock pile sites.

Condemnation proceedings were instituted in only twenty-one cases and eight of those were settled out of court.

It was a part of the duties of the right of way engineer to investigate and report upon existing franchises and applications for renewal or granting new franchises for the use or occupancy of highway rights of way.

XI

RESEARCH STUDIES

The Highway Commissioner in his Third Biennial Report for the period ending September 30, 1910, recommended that a census should be made of the traffic on all roads of the State.

"With this data at hand, it is a comparatively simple matter to determine the proper surfacing, width of roadway, etc., on any proposed road, whereas without it, the question is often a mere guess. A fund of \$10,000 will be sufficient for this purpose."

It was also recommended that data for history of the roads and trails of Washington be secured to cover the period from the time of the Lewis and Clark expedition, (1804-1806) to date.

No evidence has been found that anything was done along the lines recommended.

To show the volume and kind of vehicles using the Primary State Highways traffic counts were made in the years 1921, 1924, 1926, 1930 and 1934. Under the State-wide Highway Planning Survey, a comprehensive study of traffic and other highway problems was begun in 1936, and the analysis of the information obtained is nearing completion at this time.

XII

PERSONNEL

The Fifteenth Biennial Report of the Director of Highways for the period ending September 30, 1934, gives the following in regard to service and efficiency records of employees.

"With a view to increasing the efficiency of the personnel of the department at the same time securing a complete informational record of the employee, there was recently inaugurated a service and efficiency record system for all salaried employees of this department.

"Heretofore there have been very meager personnel records kept and as a consequence it has been necessary, when seeking information relative to an employee, to rely to an undue extent upon the personal knowledge or memory of the employee's immediate superior.

"Under the system now in operation, not only is the employee's experience and education prior to his employment with the Department of Highways noted, but a detailed and continuous record is kept of his work and service with the department.

"The type of card adopted on which to keep this record is a folded card designed for use in a visible record file. On the face is recorded general information regarding the employee previous to his employment with the Department of Highways, while on the inside is kept a complete record by dates of the various positions occupied, immediate superior, class of work and salary.

"Another very important feature of this record system is the efficiency rating. It is planned to grade each salaried employee yearly as of December 31, the rating to be based on education, experience, initiative, skill, integrity, personality, etc., appropriate weights being given to each item, but a uniform basis to be used by each district.

"These ratings will be made by the employee's immediate superior but will be subject to such revision as the District Engineer or the Director of Highways may

deem justifiable. To the rating thus arrived at will be added one-half of a point for each complete year's experience with the department, and the resulting figure used as the employee's efficiency rating for the ensuing twelve-month period.

"For convenience the employees have been grouped under eight different classifications, all positions of a comparable nature being in the same classification.

"When the efficiency ratings have been decided upon, lists will be prepared of employees in each classification, arranged in order of their rating, and this list will be used as a basis for promotions or changes in the organization personnel during the ensuing year, thus placing advancement solely on the basis of ability and efficiency.

"In order that the record data may be more readily available, colored flag signals indicate the classification of each employee, and appropriate distinguishing colors shown in squares on the lower right-hand edge of the card indicate the employee's experience along particular lines, such as location, grading, paving, etc., half the square being colored for experience of one or more seasons in a minor capacity, and the whole square being filled in for experience in a more responsible capacity. The district in which the man is at present working is also indicated by a number.

"While a complete record of all salaried employees is maintained in the headquarters office, similar record cards have been prepared for the convenience of the district engineers of all employees in their respective districts, and when a man is transferred from one district to another this copy of his record is forwarded to the district engineer to whom he is to report."

The next Biennial Report continues along this same line, as follows: "The service record and efficiency rating system of all salaried employees of the Department of Highways which was inaugurated in 1934 has now been in operation sufficiently long to permit a comprehensive view of the results accomplished.

"As outlined in the department's last Biennial Report, the purpose of this system is to give a complete informational record of each employee, showing in detail his experience and qualifications, and, by reference to the employee's efficiency rating, which is based upon education, experience, integrity, initiative, citizenship and other qualifications, to enable the employee's superior to place him where he will be able to give the most efficient service. The system provides a definite basis on which to regulate salaries, promotions and all changes in the personnel of the organization. The system has also proven of the utmost importance in the selection of new employees and has resulted in a gradual raising of the standard of the department personnel, which fact becomes evident in lowered engineering costs.

"Since the department has been operating under this plan, many of the older employees, apparently realizing for the first time the handicap under which a lack of adequate education has placed them, have through home study and correspondence courses sought to remedy this deficiency and thereby place themselves in a more favorable position for advancement.

"Such interest in the methods of handling the Department of Highways personnel has been evidenced outside of the department and on numerous occasions inquiries have been received for the names of available men suitable for some particular class of engineering work or requests that the department recommend men from its personnel for transfer to more lucrative positions in commercial firms or elsewhere.

"Minor revisions in the efficiency rating schedule and in the regulations relating to the handling of the personnel are being made from time to time as experience indicates that such changes would prove beneficial to the efficient functioning of the system."

The Biennial Report for the period ending September 30, 1930, continues regarding the system by stating that by provisions of an act of the Legislature of 1927 "the Director of Highways is charged with the responsibility of devising and placing in operation in the Department of Highways a merit system for the rating of employees. Such a system, affecting engineering employees, has been placed in operation.

"This system, with some minor revisions, has been continued, but in addition it has been extended to include the assembling of information regarding all employees.

"Service record cards are now provided for every employee regardless of the type of work on which he is engaged or whether he is paid by the day or by the month.

"This record card gives personal information regarding the employee and facts concerning his qualifications and experience and a complete record of his service with the Department of Highways. As yet the system has not been extended to include a merit rating for any but engineering employees.

"The new merit rating system provides a method whereby employees may be selected and promoted on the basis of the qualifications for the position under consideration. This has aided very materially in providing for an efficient operation of the department and has promoted a feeling within the personnel of the department that their services will be recognized in accordance with their qualifications and fitness for positions desired.

"Minor revisions in the efficiency rating schedule and in the regulations relating to the handling of the personnel are being made from time to time as experience indicates that such changes would prove beneficial to the efficient functioning of the system."

The Biennial Report for the period ending September 30, 1936, continues regarding the system by stating that by provisions of an act of the Legislature of 1937 "the Director of Highways is charged with the responsibility of devising and placing in operation in the Department of Highways a merit system for the rating of employees. Such a system, affecting engineering employees, has been placed in operation.

"This system, with some minor revisions, has been continued, but in addition it has been extended to include the assembling of information regarding all employees.

"Service record cards are now provided for every employee regardless of the type of work on which he is engaged or whether he is paid by the day or by the month.

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"In the Biennial Report of the Director of Highways for the period ending September 30, 1938, mention is made of the Highway Transportation Commission, and it is stated that the purpose of the Highway Transportation Commission is to conduct joint studies with the several State departments concerned with highway transportation and to coordinate their research activities.

"Among the problems for study were; the distribution of highway costs, taxes and benefits; the adaptation of highways to traffic requirements."