

HIGHWAY LEGISLATION

(From 1854 to Date)

Though all road laws since 1854 were repealed with the enactment of the highway code in 1937, the rules and regulations which have governed the state and the counties in the development of their road systems to the present time are here outlined in their various stages. Laws concerning such phases as road establishments, petitions, surveys, right of way, vacations, bridges, wharves, ferries, franchises, plats, flood control, drainage, water districts, etc., are treated under the headings devoted to each, the information which follows referring to road matters of a general or administrative nature. As early as 1857 road laws were considered important enough for the legislature to order them printed in pamphlet form by the territorial printer. From time to time succeeding administrations did the same, the latest publication being the "Basic Highway Laws" of the 1937 session.

STATE HIGHWAY DEPARTMENT

In the beginning there was no special unit within the framework of the territorial government charged with the supervision of inter-county highways. In fact the earliest legislation of April 19th, 1854 shows that though the territory had jurisdiction over such roads, construction and maintenance were at the expense of the counties. Always established by an act of the legislature, which at the same time appointed a board of territorial road commissioners to view and locate them, surveys had to be made within a year at county expense, and as for county roads. The counties also bore the cost of construction, damages (if any), and maintenance, in proportion to the mileage lying within their boundaries, and had to report annually to the territorial secretary as to the condition of the roads and their expenses in connection therewith.

From 1854 to 1905 the procedure remained more or less the same, except for gradual changes in regulations sanctioned by the legislature, such as the provision that roads established were to be viewed and marked but not surveyed unless the act establishing them so provided; that the road commission of three was not only to view and lay out the proposed improvement, but to estimate its cost, let the contract and supervise construction; that counties were not required to participate, the legislature making an appropriation from state general funds on establishment; that counties, on completion, were to maintain that portion of the highway passing through their territory.

These or similar rules remained in force until 1905 when the office of state highway commissioner was created, the governor to appoint every two years. The commissioner, auditor and treasurer were to comprise the state highway board, also established by this act. Although the legislature appropriated funds for the newly created state public highway fund, to be used in the construction of such state roads designated by statute, counties were still called upon to survey and construct them by contract to the successful bidder, subject to the approval of the state highway commissioner and board. Counties were furthermore required to match state funds from their own resources, and after completion, to maintain such roads.

In 1907, state roads, for the first time designated in legislation by number, were ordered constructed entirely by the state from its public highway fund, raised by a property tax which varied with each session. This same act was the first state aid law to be passed providing for assistance to counties, a reversal of the early practice. The contribution from the state public highway fund was to be equalled entirely

from county resources if they initiated the improvement (15 per cent from road district and 35 per cent from road and bridge funds), but if petitioned for, property owners were to bear 15 per cent and the county 35 per cent of the cost. Commissioners' resolution initiating a project necessitated the state highway board's approval, as did surveys, plans, specifications and estimates made by the state highway commission. The board was also authorized to let the contract to the lowest bidder, and on completion the roads were to be maintained by the counties.

The next change in 1911 initiated the permanent highway law for the construction of roads so named, to be paid from a fund established for that purpose and raised by a state property tax which varied each session. In 1915 motor vehicle fees also became part of the permanent highway fund, and beginning in 1917 they were transferred to the permanent highway maintenance fund. There was allotted therein to the counties the amount collected by each from taxes and fees. If the proposed improvement was requested by property owners, they were to contribute the percentage stated in their petition (15 per cent or more). Expenses of the state highway commissioner were to come out of the public highway fund. Commissioners' resolution initiating a project, and the county engineer's survey, plans, specifications and estimate, all were subject to the state highway commissioner's approval. Commissioners were to award construction by contract to the successful bidder, which procedure also required state sanction. Furthermore, for the first time, commissioners were limited as to what they could spend for maintenance from state-inspired funds, the percentage varying from 5 per cent to 50 per cent. The permanent highway fund continued in force until abolished in 1933.

Maintenance of roads constructed under the 1911 act was turned over to the counties, and for this purpose a permanent highway maintenance fund was created in each county in 1917 into which was deposited that percentage of the permanent highway fund set aside by legislation for maintenance, as well as all motor vehicle fees originally deposited in the latter fund. Besides permanent highways, counties were to maintain those called state primary, using both funds.

This altered the aspect of the public highway fund, which in 1913 was limited to the exclusive use of the state in constructing their primary and secondary roads as designated by the act, and in maintaining the former; the counties keeping the latter in repair from their own funds. Counties were also given authority to make expenditures from their own resources for construction, maintenance and right of way of all state roads within their boundaries. The public highway fund was abolished in 1923 but two years earlier provision had already been made for the use of the newly created motor vehicle fund for construction and maintenance of state primary, amended to include state secondary highways in 1923.

Up to 1919 it appears that there was no well defined system of highways connecting the principal cities of the state; hence legislation that year provided a bond issue of thirty million dollars to acquire and construct such a network of roads. This, combined with the increase of county improvements built with state aid must have precipitated a further reorganization of state highway administration, for in 1921 a committee consisting of the governor, auditor, and treasurer replaced the state highway board, and to succeed the highway commissioner a supervisor (an experienced road construction engineer) was appointed as assistant director of a newly created division of highways within the department of public works. Two years later these offices were both abolished, the governor appointing a highway engineer to work with the still existing highway committee. This administrative plan continued until 1929 when the department of highways was created to replace the committee, and at its head was installed a highway director to be appointed by the governor with the consent of the senate.

The next state aid legislation was the lateral highway act passed in 1929 calling for a master plan to be prepared by the commissioners, including farm-to-market and state roads, and all others, to be called lateral highways. Payment for construction under this legislation was to be made from the county's allotment of gas tax revenues

ORGANIZATION CHART

DEPARTMENT OF HIGHWAYS OF WASHINGTON

GOVERNOR

DIRECTOR OF HIGHWAYS

ASSISTANT DIRECTOR

OFFICE ENGINEER
 ENGR. PERSONNEL & ACCOUNTS
 DEPT. AUDITING, RECYCLING & INVESTIGATION
 STENOGR. & CLERK

ENGINEER OF PLANS & SURVEYS
 ASSISTANT ENGINEER
 CHIEF DRAFTSMAN,
 DRAFTSMEN

CONSTRUCTION ENGINEER
 ASST. CONSTRUCTION ENGINEER
 ASSISTANTS,
 CLERKS

TRAFFIC ENGINEER
 MANAGER PLANNING SURVEY
 ASSISTANT MANAGERS
 OFFICE ENGINEER

BRIDGE ENGINEER
 DESIGNERS,
 DRAFTSMEN

ENGINEER STATE AID HWYS.
 ASSISTANTS,
 ACCOUNTANTS

MATERIALS ENGINEER
 ASSISTANTS

MAINTENANCE ENGINEER
 ASSISTANTS

RIGHT OF WAY ENGINEER
 ASSISTANTS,
 R.O.W. AGENTS

SIX DISTRICT ENGINEERS

DISTRICT STATE AID ENGINEER
 ASSISTANTS

DISTRICT CONSTRUCTION ENGR.
 RESIDENT ENGINEERS
 LOCATING ENGINEERS

DISTRICT MAINTENANCE ENGR.
 ASST. MAINT. ENGINEER
 SUPERVISORS,
 FOREMEN,
 PATROLMEN

DISTRICT OFFICE ENGINEER
 DRAFTSMEN,
 COMPUTERS
 ACCOUNTANTS,
 CLERKS

DISTRICT TRAFFIC OFFICER
 SCALE HOUSE OPERATORS
 VEHICLE INSPECTION

SHOP SUPT., FOREMAN, MECHANICS

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in the lateral highway fund, only after approval of the county engineer's plans, specifications and estimate by the county commissioners and the state highway engineer. Under the latter's direction, the commissioners were to let the contract for construction by their county engineer. This method continued until the fund was abolished in 1935.

Before another four years had passed, the piling up of so many laws, amendments and repeals had begun to impede the orderly progress of road administration to such an extent that the 1933 legislature directed the governor to prepare a highway code for the 1935 session. In the meantime a step in the direction of simplification was the passage in 1933 of the secondary highway law. Roads were again reclassified, this time as state primary to be designated by specific legislation and to include former state secondary, and county secondary under the supervision of the commissioners and subject to the director of highway's approval. All existing funds set up under the various previous acts were abolished, with the exception of the motor vehicle and lateral highway funds, (both supported by gas tax revenues), which were to be utilized by the state for the construction and maintenance of its primary, and the construction of its secondary highways, and by the counties from their allotment, for the construction and maintenance of their secondary roads, bridges and ferry wharves, and maintenance of state secondary highways. The county's share of gas tax revenues was to be deposited in a newly created secondary highway fund, into which remaining balances of all abolished accounts were to be transferred. From these monies were to be paid all previous county road, independent highway district and so-called Donohue road law bonds. All county resolutions, plans, specifications, estimates, contracts, payments thereon, and all other road matters, were subject to the approval of the director of highways. County commissioners were restricted to not more than 50 per cent for maintenance, of which not more than 5 per cent could be expended for equipment, the balance to be for construction, projects costing more than \$10,000.00 to be done by contract.

The highway code presented before the 1935 session of the legislature failing of passage, the director was instructed by that body to submit another for consideration in 1937. Necessitating amendments to the 1933 act, the 1935 session abolished the lateral highway account, the balance therein being transferred to the motor vehicle fund (established as early as 1921), to be utilized by the state for the construction and/or maintenance of its primary roads, including those hitherto known as state secondary. Through the secondary highway fund the counties were to build and maintain their secondary roads including those formerly called township, county, permanent or lateral highways, construction costing more than \$5,000.00 to be done by contract.

By 1937 the highway code was passed in four sections, repealing all prior legislation enacted since the beginning :

1. Chapter 53—State Highway Administration
2. Chapter 187—County Road Administration
3. Chapter 188—Motor Vehicle Licenses, Registrations, Operation
4. Chapter 189—Motor Vehicle Operation, Inspection

Chapter 53 gave supervision of state roads to the director of highways, designating primary routes in Chapter 190 and secondary in Chapter 207. Construction, maintenance, roadside development, right-of-way, traffic control, federal aid projects, and franchises were all placed under the same official, the funds therefor to come from the state portion of the motor vehicle fund.

Chapter 187, popularly known as the Washington State Aid Highway Act, placed county road administration under the county commissioners as state agents. A county road engineer was employed, replacing the elected official, to supervise the county road system, to make surveys, plans, specifications, and estimates, and to supervise construction, all subject to the approval of the commissioners and the director of highways. Contracts were to be awarded by the commissioners after receipt of bids, for all projects in excess of \$7,500.00. Payments were to be made from a newly established county road fund, into which were to be deposited all monies to the credit of the counties or received by them for road purposes from any source whatsoever. Proper road obligations were described as administration costs; payment of outstanding county road bonds of whatever nature; expenditures of the county road engineer's office; establishment, construction, improvement and maintenance of county roads (no longer called secondary) and securing the right-of-way therefor; bridges, ferry wharves and ferries; construction of sidewalks; maintenance of forest trails; purchase of machinery, equipment, quarries, gravel pits, etc., if in connection with the road system. The manner of keeping accounts was also standardized, four divisions being recognized: Overhead and Operations, Bond and Warrant Retirement, Maintenance, and Construction; the last named to be budgeted at not less than 50 per cent of the amount of money available, percentages of the remaining three to be determined by the commissioners. In 1939 this requirement was eliminated, and the counties were given authority to use funds for construction and/or maintenance at their discretion.

COUNTY COMMISSIONERS

The first highway law passed on April 19, 1854 placed all county roads under the jurisdiction of the commissioners. Up to January 14, 1865, this included all streets in the village of Seattle, which in that year was incorporated as a town and detached from the county road district, their streets being placed under the board of trustees, and collection of road taxes under the town marshal. Repealed in 1867, supervision reverted to the county commissioners until December, 1869, when Seattle was again incorporated, this time as a city, it being once more detached from the county road district and its streets placed under the common council with authority to levy road property and road poll taxes. Not only Seattle but all incorporated cities were released from county supervision of their streets, alleys, etc. As Seattle absorbed surrounding territory, such areas were detached from county road districts in which they were located, necessitating their frequent rearrangement.

However, the communities which remained in the county were continuously under the jurisdiction of the commissioners, but the actual administration devolved on the supervisors who for years performed all duties in connection with road operations. It was only on March 7th, 1890 that the legislature assigned definite powers to the commissioners in connection with the county highway system, which year may be termed the turning point in the history of road administration. From then on the authority of the commissioners increased, while that of the supervisors declined. The duties of the commissioners were: to survey, view, lay out, record, open and construct highways, maintenance remaining with the supervisor; to vacate unnecessary roads; at their discretion, to let by contract all construction and maintenance exceeding \$100.00; to levy road property tax; to direct the road district supervisors; to erect and maintain directional and safety signs; to apportion road tax to districts entitled thereto; to audit road district accounts; to remove road district supervisor for inefficiency, neglect or malfeasance in office, and to arrange warrants from county treasurer to road district supervisor to pay for labor not under contract (i. e., county-employed labor).

In all road matters the commissioners acted as a unit for the entire county, which they continued to do up to 1890. Although in 1875 an act was passed dividing King County for the first time into three assessing districts from each of

which one commissioner and one assessor were to be elected, it was on March 26, 1890, that the legislature finally separated each county into three commissioners districts to be numbered 1, 2 and 3, from each of which one county commissioner was to be elected. During the same year it was provided that this official, serving without extra pay, was to be ex-officio road commissioner of the districts within his territory. Since that time the commissioners of the second and third districts have had full charge of the road affairs in their respective areas, though it still requires a majority vote of the board, as always, to make any action legal.

With minor changes and with an occasional reclassification of roads coming under their jurisdiction, the duties of the county commissioners remained the same until the passage of Chapter 187, Laws of 1937, which placed county road administration under them as agents of the State of Washington. Their duties were: to maintain a county engineering office and a record of proceedings pertaining to county roads; to employ a qualified and licensed county road engineer to have supervision and direction of the county road system; to acquire property and structures needed for county road administration; to acquire land for county road purposes; to perform all acts necessary and proper for the administration of county roads.

Another of the duties of county commissioners since the earliest days has been the maintenance, after completion, of roads constructed with state assistance. Beginning with the territorial roads, of which the county had to maintain that portion passing through its boundaries, all state aid roads from the first legislation of March 13, 1907, whether called public, permanent, lateral, secondary, or county highways, were considered as part of the county road system after construction.

COUNTY SURVEYOR

(Later County Engineer)

Though today the county engineer is by law supposed to supervise and direct the county road system, the duties of his earliest predecessor, County Surveyor William A. Strickler, appointed on July 6th, 1854, were merely to survey a territorial road, which had already been located and marked by viewers (non-professional residents). His assistants were two chain bearers and one marker, and his pay was \$6.00 for each day's work performed, with his help receiving just half that. All this was provided in the first road law passed on April 19th, 1854.

From that time forward until the surveyor's office was established as a definite function of county government, he led a checkered career. In January, 1855, he became an elected official charged with keeping a record of all surveys, field notes, etc., collecting regulated fees for copies thereof in addition to \$5.00 daily, his assistants receiving \$3.00. On December 2, 1869, he was again subject to appointment, his work to be done under the direction of the viewers. Two years later he was to be employed by the road district supervisors, his compensation to be fixed by the county commissioners, until in 1879 he was again paid \$5.00 per day, his chain carrier and marker being reduced to \$2.00.

Up to 1881 the surveyor had nothing to do with viewing a road (equivalent to a reconnaissance survey), his work beginning after the viewers located and marked the route. The 1881 Legislative Code changed it to provide that the surveyor be one of the three viewers, which, excepting for a few lapses, continued to be required until about 1901 when the use of viewers was discontinued.

The same 1881 Code finally determined the status of the county surveyor, providing for his election every two years, until in 1919 an act was passed increasing the term of all county officials to four years effective at the 1922 elections. In spite of this, special legislation sometimes permitted the hiring of an outside surveyor, as in the case of turnpike roads where the viewers had that power, or in instances where the county commissioners deemed the elected surveyor incompetent or inter-

ested in land to be surveyed, or where, as in 1927, the county commissioners were given authority at their discretion to employ an outside engineer to supervise construction in place of the one elected.

In 1881, for the first time, the surveyor was granted the privilege of appointing necessary deputies and his duties in connection with keeping records were re-affirmed. His pay was re-enacted at \$5.00 per day plus set fees for furnishing copies of records, which remained in force until 1907 when his salary was fixed at \$2,400.00 per annum. His chainbearer (sometimes called chain carrier or chainman), his axemen, flagmen, etc., received pay, as legislated, varying from \$2.00 to \$3.00 per day until the time came when the county commissioners were authorized to fix the compensatoin of all surveyor's deputies.

By 1885 the surveyor's work had increased to the point where the county allowed him \$10.00 monthly for rent, legislation in 1895 requiring his office to be located at the county seat. His functions were gaining in importance for in 1887 he was for the first time required by the county commissioners to furnish a bond in the sum of \$1,000.00. By 1895 in addition to chainmen, axemen and other such help which was employed on a per diem basis as needed, the surveyor was allowed a clerk at \$50.00 per month, ten years later a draftsman at \$75.00 per month and in 1907 a chief deputy at \$150.00 per month. These being his only permanent employees on a monthly basis, his budgetary requirements were very modest, and as late as 1902 the expenses for carrying on his office were estimated at only \$4,600.00. Naturally, the budget became larger as more permanent employees were added to the staff. By 1913, already organized on a permanent basis for a number of years, the county engineer's personnel consisted of nine in the office and twenty-six in the field, making a total of thirty-five, which four years later had increased to fourteen and thirty respectively, or forty-four in all. Even with the greatly added functions and duties of the office since 1937, and with the responsibility of a much greater mileage of roads, the number of regular and permanent employees has been augmented by only nine at the end of 1939. Nothing in the law required the surveyor or his deputies to be licensed engineers until in 1935 an act was passed regulating the practice of the engineering profession.

Aside from the actual surveying of projected roads, and keeping record of such surveys, field notes, etc., the early officials had little responsibilities. Their importance grew with the years, however, and by 1903 legislation gave them supervision of all construction and maintenance of roads under the direction of the commissioners, who were required to meet with the surveyor and the supervisors once a year to outline proposed road improvements.

In 1907 the title changed to county engineer and to qualify for election the aspirant had to be a competent civil engineer and surveyor. His duties were: to keep a highway plat book; to recommend improvements to the county commissioners; to prepare plans, specifications and estimates; to inspect all bridges annually; and to record and file all papers in connection with each road. All this referred to highways, but with the passage of time many other activities became the function of the county engineer, such as wharves, franchises, court work, flood control, etc.

By 1937 the highway code was passed by the legislature. In an endeavor to more effectively coordinate highway activities between the commissioners, the supervisors and the county engineer, it provided that the last named official be appointed, abolishing it as an elective office effective 1938. Employed by the commissioners, and to be called the County Road Engineer, he was to be a registered and licensed professional civil engineer, experienced in road administration, and was to have the supervision and direction of the county road system, under the direction of the commissioners.

From 1854 to date the following have served the county, some duly elected, some appointed to a definite term, and others delegated to make certain particular surveys, which power the commissioners were given by the legislature regardless of a duly elected county surveyor or engineer in office at the time.

<i>Years Served</i>	<i>Name</i>	<i>Elected or Appointed</i>	<i>Years Served</i>	<i>Name</i>	<i>Elected or Appointed</i>
County Surveyors			County Surveyors		
1854	Wm. A. Strickler.....	Appointed	1892-1893	Fred F. Ames	Appointed
1855	A. F. Bryant.....	Elected	1893-1895	Fred F. Ames	Elected
1860	Edwin Richardson	Elected	1893-1895	O. F. Wegener	Appointed
1861	Chas. M. Anderson.....	Appointed	1895-1897	Albro Gardner.....	Elected
1863	A. S. Mercer.....	Appointed	1895	W. T. Clark	Appointed
1866-1869	Edwin Richardson	Elected	1897-1899	Philo D. Hamlin	Elected
1870	Clarence L. White.....	Appointed	1899-1903	Clarence L. White	Elected
1872-1873	Geo. F. Whitworth.....	Appointed	1903-1905	Preston F. Wright	Elected
1873-1875	J. M. Whitworth.....	Appointed	1905-1907	A. L. Valentine	Elected
1875-1877	W. B. Hall.....	Elected			
1877-1879	F. H. Whitworth.....	Appointed	County Engineers		
1879	Albro Gardner	Appointed	1907-1909	A. L. Valentine	Elected
1879-1881	John G. Scurry.....	Elected	1908	R. H. Thomson	Appointed
1880	F. H. Whitworth.....	Appointed	1909-1913	J. R. Morrison	Elected
1881 1885	F. H. Whitworth	Elected	1913-1917	Arthur P. Denton	Elected
1881	Chas. M. Anderson	Appointed	1917-1921	Samuel J. Humes	Elected
1885-1887	Albro Gardner	Elected	1921-1927	Thomas R. Beeman	Elected
1887-1889	Wm. F. Brown	Elected	1927-1929	Don H. Evans*	Elected
1889-1891	Chas. M. Anderson	Elected	1929-1931	Thomas D. Hunt.....	Appointed
1891	Albro Gardner*	Elected	1931-1935	Thomas D. Hunt.....	Elected
1891	Paul Riecker*	Appointed	1935-1937	Joseph P. Dodd*.....	Elected
1891	Richard H. Stretch	Appointed	County Road Engineer		
1891-1892	R. H. Thomson*.....	Appointed	1937	Harry H. Sisler	Appointed
1892	H. E. Taylor	Appointed			

* Resigned before term of office expired.

ROAD DISTRICT SUPERVISORS

Even before there was a county surveyor there were road district supervisors, and there were road districts in existence even before there was any legislation providing for them.

ROAD DISTRICTS

As early as April 4th, 1853 the commissioners separated the county into two road districts with the Duwamish River as the dividing line: No. 1 to the north under William N. Bell and No. 2 to the south under George Holt. These were the first supervisors appointed in King County. Although the act of April 19th, 1854 authorized the commissioners to divide the county into suitable and convenient road districts, they decided to create but one for the entire county on June 10th, of the same year, with L. M. Collins as Supervisor.

The authority of the commissioners to create, alter or abolish road districts was periodically confirmed by the legislature without specifying the number thereof, until in 1903 they were limited to four, increased in 1907 to twenty-four, reduced in 1919 to nine which was re-enacted in the 1937 Highway Code. Pursuant to this authorization, and undoubtedly realizing that lack of transportation facilities in the early days made it impracticable to maintain but one road district, the commissioners in response to petitions from residents of new areas that were continually being opened up, gradually increased the total number of road districts from one in 1854 to one hundred in 1902.

They also had to change the boundaries of those districts close to Seattle each time the city annexed suburban territory. After 1902 road districts were reduced in number to within the limits required by legislation; 1903-1907 there were four, 1908-1909 five, 1910 six, 1911-1912 seven, 1913-1919 eight, 1920-1925 nine, 1926-1927 two, 1928 three, and since then only two, called Road Districts Nos. 2 and 3, and located within the corresponding commissioners districts.

It is interesting to note that the reduction in the number of districts in 1903 coincided with the growth of transportation facilities. The reason is quite apparent. With roads leading to nearly every inhabited portion of the county it was easy for workers, equipment and material to be transported from place to place. Having reduced from one hundred to two road districts it may be possible that the present extensive system of highways will cause history to repeat itself and that only one district for the entire county will again be created, as it was in 1854.

SUPERVISORS

In tracing the growth of the number of road districts and their gradual reduction to two, it must not be overlooked that the supervisor rose and fell with his district.

In those pioneer years a great deal of responsibility and authority was given him by legislation. Aside from the surveyor his was the only position in the entire county road administration continuously recognized by law, until the passage of the 1937 Highway Code. While the surveyor and subsequently the engineer had to be qualified, it appears never to have been a requirement for the supervisor, appointed or elected. Perhaps that goes back to the time when there were not enough experienced men to fill the supervisor positions as fast as new road districts were created. That situation does not obtain today, but it probably never occurred to each succeeding legislature to amend the laws to provide that supervisors be technically qualified.

The method of selection has varied almost from year to year. At first, on April 19th, 1854, it was decreed that supervisors be appointed annually by the commissioners, but by December of the same year another act provided for annual elections in each district, the county auditor to fill any vacancies. In 1865 elections were to be held every two years and again in 1867 annually. Two years later the legislature re-enacted the appointment method of 1854, in 1871 changing it once more to an annual election, with the commissioners to fill all vacancies. In 1890 the title was changed from supervisor to overseer with elections every two years, excepting for those districts petitioning commissioners to make an appointment. By 1893 the title of supervisor was resumed, with elections to be held annually and commissioners to fill vacancies. Changed in 1901 to provide for appointment by commissioners, in 1907, 1915, and 1919 the selection was to be made from a list submitted by the Good Roads Association. By 1926 the commissioners again had authority to make their own choice and this method remains in effect to this day, although no longer expressly mentioned in legislation. It would be very interesting if the names of road supervisors had been preserved, as many pioneers served in that capacity. The most outstanding of which there is a record, is the appointment of H. L. Yesler as Supervisor of the Seattle Road District (presumably No. 1) in 1858.

The pay of supervisors was very elastic. From \$3.00 for each day's work in 1854 it was in 1865 left to the commissioners' discretion, reverting to \$3.00 in 1869, down to \$2.00 in 1871, up again in 1879 to \$2.50, limited in 1890 to 50 days work at \$2.50 plus 15 per cent of road poll tax collected, in 1901 set at \$4.00, and by 1919 compensation as determined by the commissioners, as it is today.

Supervisors' duties in the early history of the county were so multitudinous as to make them virtually independent, except for the gentle control which the county

commissioners exercised as a unit. This continued to be the situation until 1890, when for the first time the commissioners were recognized as the managing heads of the road system and given real powers. In that year too, commissioners' districts were formed, and the head of each was designated ex-officio road commissioner. Legislation in 1854 required supervisors to:

1. *Assess and collect road taxes.* The first tax of four mills in 1853 was for general revenue, which the supervisor was delegated to receive. For 1854-1855 the tax for road work alone was four mills and the supervisor both assessed and collected it. Beginning in 1856 the commissioners levied the taxes, the first being two and one-half mills for road property and \$9.00 for road poll taxes. These the supervisors continued to collect for a long, long time until all road taxes were ordered collected as for general county revenue.

2. *Assess work on those liable by law to perform labor on the roads in their district, in payment of taxes.* This continued until 1913 when the road poll tax law was abolished.

3. *Turn over to the county sheriff for collection all tax delinquencies.* The procedure varied, as well as the penalty, which was decreed as low as 10 per cent and as high as 25 per cent.

4. *Construct and maintain all public (excluding private) roads in his district.* By 1890 construction was turned over to the commissioners, who delegated the supervisors to do the work, if by day-labor.

5. *Purchase and maintain needed equipment.* This regulation is still in effect, excepting that equipment over \$500.00 is purchased on bid.

6. *Take from adjoining lands materials necessary for road purposes.* As early as 1907 the commissioners were authorized to acquire and operate quarries and purchase rock crushing machinery, four years later gravel pits being included, so that the arbitrary action delegated to the supervisor by law no longer was needed.

7. *Enter on adjoining lands to construct ditches necessary to preserve roads.* Today easements are first obtained from abutting property owners.

8. *Erect and maintain directional signs on highways.* Still under the care of the supervisor, including safety signs.

9. *Keep account of work performed, monies collected and expended, and make annual settlement with commissioners.* Accounts are still being kept, but by the central accounting division, attached to the county road engineer's office. Settlement with commissioners has not been necessary for years now, because the supervisors for a long time have handled no money, tax collections being made by the county treasurer. Payments are made by the same official on warrants prepared by the county auditor based on vouchers signed by the supervisors, and approved by the county road engineer and commissioners.

These duties were reaffirmed by succeeding legislatures, and in 1865 the supervisors' additional functions were to:

10. *Make annual inspection of roads and bridges reporting condition to commissioners with estimated cost of construction and repairs.* This is now the function of the county road engineer, with especial reference to bridges, though supervisors still make road inspections.

11. *Appoint deputies as overseers with compensation for actual work done.* This is now the prerogative of the commissioners, who appoint all foremen and other help, and who determine the compensation whether monthly or daily.

With very few changes in the law the supervisor continued to function under these rules and regulations until 1890 when he was placed under the direction of his road commissioner, thus ending his more or less independent status. His duties were outlined:

1. *Take charge of highways, and employ men and utilize equipment to do the work.* Although the road poll tax was still in effect and residents had either to work it out or pay the tax, it is probable that many elected the latter course, necessitating the employment of labor at regular pay, subject to the approval of the road commissioner. In 1895 county road employees were first given an eight hour day, with pay of \$1.50 per day for individuals and \$3.25 for man and team, increased by gradual stages to \$2.25 and \$4.75 respectively. Today union rates are paid in all branches of road work.

2. *Have no interest in contract work in his district.* The same rule applies today, except that the handling of contract projects is the function of the county road engineer.

3. *Maintain the roads in his district.* There has been no change.

4. *Grade the banks of roads.*

5. *Make quarterly reports of employment, materials and equipment.* Instead of annual settlement with commissioners.

Further legislation and regulations charted the course of the supervisor. In 1893 he was directed not to spend any money for repair and improvement of roads without prior consent of the commissioners and to supervise all work ordered by them. He was to apply all labor liable to work on the roads in payment of taxes, but the claims submitted for such labor were to be approved by the commissioners before payment was made. Two years later he was ordered not to do any work payable out of road district funds unless authorized by his road commissioner, and all road poll tax monies collected by the supervisor were not to be expended by him but turned over to the county treasury. By 1898 a resolution of the Board of County Commissioners was necessary before supervisors could begin any project to be paid out of road and bridge funds.

Much the same system is in effect today, all acts of the supervisor requiring the approval of his road commissioners.

ROAD WORK IN LIEU OF TAXES

A species of forced labor due to the scarcity of man power in the earliest days was that legislation of April 19th, 1854 which directed all males between the ages of 18 and 50 excepting ministers, the infirm, and public charges, to work on the roads for three days in each year. This work was assessed, or applied by the supervisor, who was also required to exact one day's additional labor for each \$1,000.00 valuation of taxable property. Amended in December 1854, the exemption of ministers was withdrawn, and the supervisors were made to assess a road property tax of three mills payable in work or money at the option of the taxpayer.

The first assessment made by the county commissioners was in 1857, being a \$9.00 road poll tax and a two and one-half mill property tax, which varied with each legislative session, and money secured from these sources was to constitute a road fund, later known as the road district fund. By 1875 it was decreed that residents of cities were exempted from these levies. Collections were at first made by the supervisor, but subsequent legislation permitted the treasurer and auditor to do so, with the sheriff collecting delinquencies adding thereto a penalty of 10 per cent, and in some years as high as 25 per cent.

ROAD TAX RECEIPT.

I hereby certify that Able Hansen has paid to me the amount of Nine -- dollars and 48 cents, in full, in discharge of his Road Tax for the Year 1875

B. D. Smith
Supervisor.

Road District No. 16, King Co. W. S., 1875

July 15-1875

Bring this Receipt with you when paying other Taxes.

This slide MUST be written in ink

Certificate of "Road Property Tax" Worked Out No. A. 510

THIS IS TO CERTIFY THAT Sara A. Rutte has worked as follows on Roads in Road District No. 10 on account of his Road Property tax for the year 1901, on the dates shown on the back hereof.

..... Days work at \$2.00 per day	\$ <u>1.29</u>
..... Days work with team at \$4.00 per day	\$
Total	\$ <u>1.29</u>

Which said amount shall apply on his "Road Property Tax" ONLY.
If issued for more than the amount as shown on list sent out by County Treasurer, a deficiency Certificate will not be issued for said excess.

Dated May 27 1902

B. D. Smith
Supervisor Road District No. 10, King County, Wash.

THE METROPOLITAN PRESS, SEATTLE

Received May 27

Applied on 1901 R. E. tax, R. No. 1907

Applied on 1901 R. E. tax, R. No. 1907

Applied on 1901 R. E. tax, R. No. 1907

Applied on personal tax Recd No. 1907

Total

ROAD WORK IN LIEU OF TAXES
Showing Types of Receipts or Certificates

As to those liable to work out their taxes, the age limits were always 21 to 50. Up to 1867 they had to work where necessary, but in that year they were limited to labor in the road districts in which they lived. Originally exempted were ministers, infirm and paupers, with the first named included later in the year. In 1866, Chinese refusing to pay the levy, the commissioners ordered the supervisors to force them to work out their taxes. Next year Indians were exempt, in 1879 aliens included, in 1881 firemen and the insane or idiotic exempt, and beginning about 1901 no exemptions were specifically mentioned. Employers were at all times liable for the road tax of their employees. Each person working on the roads received a labor certificate from the supervisor, at rates varying from \$2.00 to \$3.00 per day, a man with road equipment receiving \$4.00 daily. These certificates at one time were good only for the amount of the road tax, were later made valid for subsequent years' taxes of the certificate holder where more labor was performed than assessed, and by 1881 such excess certificates could be transferred to discharge the labor of another person. Refusal to work at the request of the supervisor resulted in a penalty up to 20 per cent. By March 21, 1913 the road poll tax law was abolished and levies from then on were made both for road district and road and bridge funds.

Though not required to work on roads to liquidate their taxes, prisoners in the county jail were not allowed to vegetate. From the earliest years they were made to labor on the public highways and as early as 1870 the commissioners ordered the sheriff to utilize their services. By 1907 legislation was introduced ordering male prisoners to work on county roads under the commissioners, and as late as 1913 state prisoners could also be employed on public highways under state supervision and with pay.

ROAD CLASSIFICATIONS AND DESCRIPTIONS

Legislation has so frequently reclassified state and county roads, that a review of this subject seems essential in determining the kinds of roads which came under the jurisdiction of the county and the state in the course of the development of the road system.

STATE

The first territorial roads in 1854 were called public highways, to which in 1859 were added all military roads. Ten years later all were declared county roads (probably because the county built them in the first place, and maintained them since). However, as new highways at distant points were established by the legislature, with funds to build them, they were in 1907 defined as state roads, meaning those in sparsely settled and mountainous regions where the entire expense of engineering and construction came from the state public highway funds. The 1907 statute provided that they be designated by legislation and for the first time they were numbered.

By 1913 state highways were divided into primary and secondary, the first named to be described by an act of the legislature, and to be constructed and maintained from the public highway fund, and all not so designed to be called secondary, for construction from the same fund but to be maintained by the counties. Four years later the maintenance of state primary highways was also turned over to the counties, to be financed from the permanent highway maintenance fund.

By 1933 all roads previously established as state primary and secondary, were known as primary highways, but in 1937 they were again called primary and secondary roads, both to be established by the legislature, the former to be designated by number and name and the latter to be branches thereof with convenient numbers assigned to them. This is the system in effect today, with construction and maintenance costs coming from the state allotment in the motor vehicle fund.

COUNTY

All county thoroughfares established on petition and surveyed were in 1854 classed as public highways, and those constructed by individuals to connect their residences with a public thoroughfare were considered private roads, which are explained below in greater detail. By 1867 all, excluding those privately constructed, which by that time were opened and had been traveled were declared to be county roads, which in 1869 included all territorial highways lying within the county. Ten years later private roads were designated as public roads, though still used for their original purposes. Then came turnpike roads in 1890, which ushered in a new standard of construction, rather than designating a classification, the first of these being petitioned for in 1902 for South Seattle. In 1893 the first assessment or bonded improvements were provided for, called popularly the Donohue Law roads, and they will be treated separately herein. A departure in financing came in 1907 when state aid roads were introduced, consisting of improved highways along main lines of travel, the cost to be shared by the state and county out of the state public highway fund. Of a similar nature were permanent highways authorized in 1911 to connect trade centers, to be financed out of the permanent highway fund and maintained from the permanent highway maintenance fund. Of course these were at all times county roads, though they received new designations with each act that provided for special means of construction or financing. In 1929 came the law classifying as lateral roads all those in the county which were not state highways, but which connected with them, to be financed out of the lateral highway fund. By 1933 all thoroughfares in the county not established as state primary highways were called secondary roads to be financed from the fund of that name. A revision in 1937 classed state highways as primary or secondary, so that public thoroughfares in the county were finally designated by the name which most aptly describes them—county roads, to be built and maintained from the fund called by that title.

Private Roads

Though provided for as early as 1854, it was only in 1869 that the procedure for constructing them was detailed, being similar to county public roads, as to petition, viewers, width (30'), damages to be assessed if crossing the lands of others, etc. Giving residents connection with public highways, it was distinctly stated that no county funds could be used in their construction or maintenance. The first such road built was petitioned for by Mr. F. McClelland in 1861 to run from his house across the claim of Charles Benson to the public highway, which is now known as County Road No. 11. Though in 1879 these were designated as public roads they were still privately used, and they did not become part of the county system until about 1890.

Toll and Leased Roads and Bridges

Legislation permitting the construction of such improvements was passed for the first time in 1854, probably for the reason that the newly established counties had neither the manpower nor the resources to project highways in too many directions. Hence individuals were privileged to build bridges and/or roads and to charge tolls, with the county reserving the right to appropriate the improvement if necessary in the public interest at a value to be determined by three disinterested persons. In 1864, confirmed five years later and again in 1881, it was decreed that in cases where a labor shortage existed the commissioners were to have authority to lease to the highest bidder for a ten year period the privilege of building proposed roads. The lessee was empowered to collect tolls, but not from pedestrians, such projects being deemed county highways. The lease and toll system continued in effect until towards the close of the last century and all such private improvements have long since been taken over by the county.

Since then activities have been confined to the granting of franchises for the construction, operation and maintenance of toll bridges. In 1919 and again in 1927

To the honorable Commissioners, Court
of King, Co, N.Y.

The undersigned makes application to your
honorable body, that a private Road
be located from the undersigned's house
and from thence across the claim of
Charles Benson to the public highway.

Franklin McEllan

to the Honorable Commissioners of N.C. N.Y.

Agreeable to an order issued by your
Honorable body at your May term, 1861,
appointing the undersigned viewer
to view and locate a private road
across the claim of Charles Benson
and assess the damage thereof. We the
undersigned have viewed and located
the said road, as follows
commencing at the house of J. McEllan
thence running west about fifteen ^{across the claim} rods
thence a little south of west about one
half mile to the public road on the
East bank of White river.
We therefore agree that there is no damage
sustained by locating said road.

all cost being paid we therefore
beg leave to submit this report to your
honorable body

Viewers
November 7 1861

H. P. Bryant
D. A. Mealy

the commissioners were empowered to do so for a period not to exceed 50 years, with the right of the county to acquire such bridges at the expiration of the franchise, or if the terms thereof were violated; or by purchase, right of eminent domain or condemnation. By 1934 commissioners were authorized to construct and operate toll bridges, issuing bonds to pay for the improvement, said bonds to be retired from tolls and other bridge revenue, fees no longer to be charged once the bonds were redeemed.

In a general way, the development of road improvements by private initiative has shifted from the collection of tolls to pay for them, to the method of issuing bonds or assessing petitioners, with the highways being free to the public. This brought about much legislation devoted to so-called assessment or bonded roads.

Assessment and Bonded Roads

The first bonds ever issued by the county for road purposes (and they were really scrip or anticipation warrants) related to the Snoqualmie Pass Highway. At various times when county funds were insufficient, the legislature has authorized the counties to raise money or to issue bonds for road and bridge purposes, on approval by the voters, with power to levy taxes to retire them. Such authority was given at various times as in 1867, 1890, and again in 1913 when county road bonds in the amount of about \$3,000,000.00 were issued, and taxes levied to redeem them. In 1933 they became an obligation payable out of the secondary and subsequently the county road fund.

In 1893 the so-called Donohue Road Law was enacted, providing for the construction of thoroughfares connecting with city limits or with trade centers. Necessitating a petition by owners of at least 51 per cent of the linear frontage and property of at least \$10,000.00 per mile the cost of the improvement was to be shared by the county, the road district, and the property owners by the assessment method, or if county funds were insufficient to advance construction costs, then by the issuance of bonds on approval of the voters. This legislation was re-enacted in 1927 eliminating the property requirement in the petition. Under the first act twelve roads were petitioned for, and eight of them built, for a total of 19.04 miles at a cost of approximately \$520,000.00, the last one being completed in 1925. Between 1930 and 1932, under the legislation of 1927, twelve out of thirteen petitioned improvements were constructed, 26.20 miles long, costing about \$580,000.00. As with county road bonds, these are now payable out of the county road fund.

In 1909 the creation of local improvement districts for county road construction at the expense of property benefitted was authorized, with provisions for the levy of special assessments against such land to retire the cost of construction, which in the meantime was to be financed by the sale of L. I. D. warrants. It does not appear that any communities took advantage of this act.

By 1917 another form of district was provided for. On petition of twenty-five or more desiring transportation to market by the construction of a trunk highway to connect with water facilities, railroad or an existing highway, an election was to determine the organization of an independent highway district and the sale of bonds to finance construction, to be retired by assessment against property benefitted. The county was not to be financially interested, but it appears that when the depression made it difficult for the districts to meet their obligations, legislation in 1931 permitted Class "A" counties to take them over and pay their obligations from the road and bridge fund. Two years later payment was authorized from the secondary and later from the county road fund of all counties.

Road Widths

Though the running surface of roads has increased from ten to twenty-eight feet, it is interesting to note that the first legislature in 1854 decreed a right-of-way

width of sixty feet for public roads (but only thirty feet for those privately used), which the 1937 highway code has not changed except to permit the commissioners to adopt a different width. Between those years legislation has provided for various widths of right-of-way, from as narrow as thirty feet in 1890 to one hundred and twenty feet in 1926, sometimes to be determined by the viewers, and at times to be recommended by the surveyor. The actual running surface of roads, however, does not show such a wide variation from year to year, but demonstrates the development of highways from the horse-and-buggy days to this era of high-speed transportation. Originally ten to twelve feet wide with suitable turnouts at convenient distances, by 1890 sections sixteen to eighteen feet in width were planned, which about 1913 was increased to between eighteen and twenty feet, the minimum later being twenty feet until at present road sections are from twenty-two to twenty-eight feet wide, excepting four-lane highways which have a forty-four foot running surface.

PROPOSED LEGISLATION

In preparation for submission to the legislature during the coming year is what is known as the Highway Improvement Act, designed to meet conditions where improvements are of direct and special benefit to the petitioners. Its provisions are made applicable to sidewalks on existing roads as well as to their construction as part of any new road project. It is planned to share the expense of construction by assessing counties 25 per cent, road districts or townships through which the improvement passes 25 per cent, and the lands benefitted 50 per cent. Federal grants may be accepted towards the cost of the improvement. An attempt was made at the last session of the legislature to have such a statute enacted, but it will be re-submitted in the hope that it will pass during the coming year.

Seattle Feb 28th 1895-

The undersigned having been appointed by the County Commissioners of King County W. S. to view & locate a road from Seattle to Ross & Strickler's Mill would by leave & report that they have discharged the duties assigned them & find the said road to be of public utility & the ground over which it passes generally very favorable no streams of water to cross & but three narrow swamps & swales to cross. The land through which the said road passes is all timber generally fir growth. The accompanying bill is a correct schedule of time & expenses incurred in locating said road all of which is respectfully submitted

To The Honorable Co
Comm. Court of
King Co W. S.

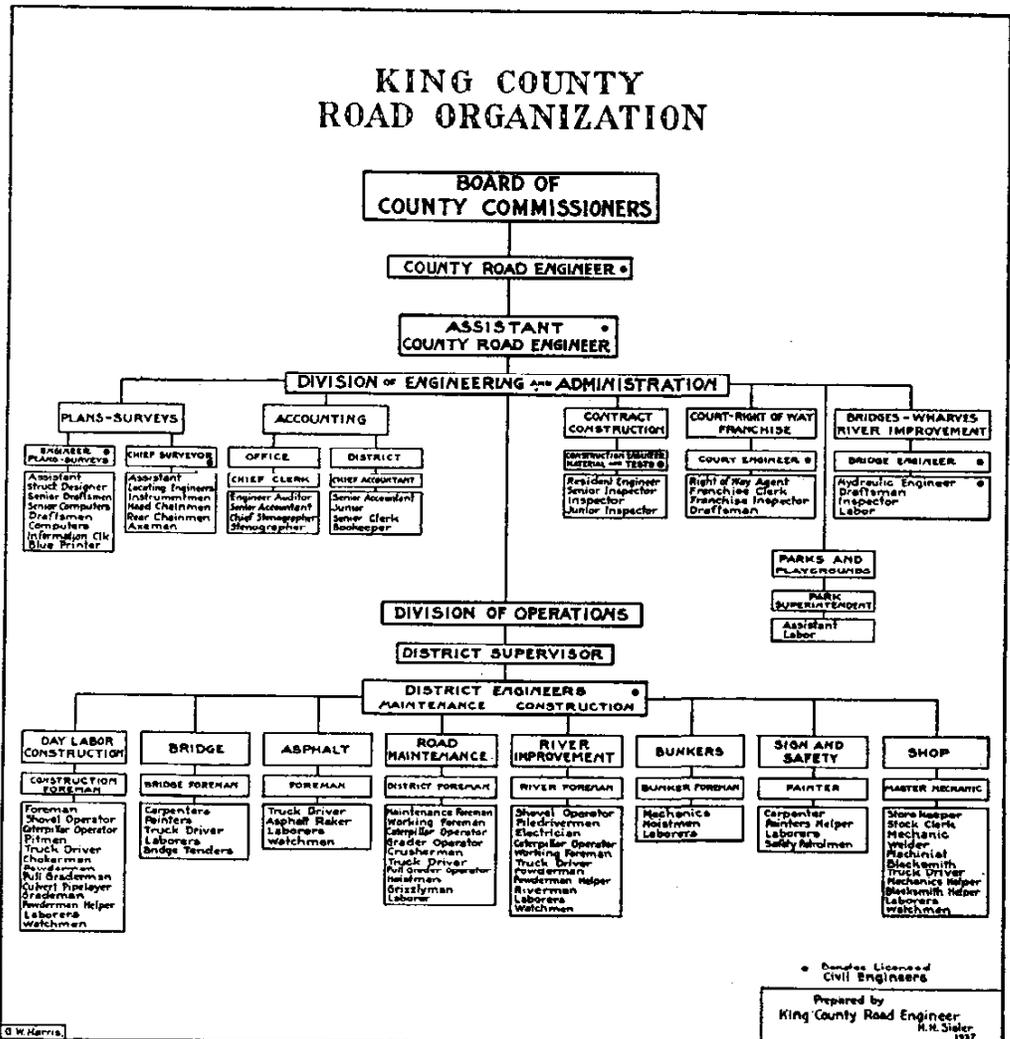
Edmund Carr
C. J. Brown
J. D. Case

VIEWERS' REPORT ON ROAD
Petitioned to Ross & Strickler's Mill

HIGHWAY ADMINISTRATION IN KING COUNTY

Though it has been the aim of the county road engineer's office to follow as nearly as possible the structure set up by the state highway department, different conditions existing in King County, and the many non-road functions assigned to its county engineer, make this impossible and inadvisable.

Under the direction of the county commissioners, the county road engineer, with the help of an assistant, supervises road activities and related matters, and assists in the engineering connected with river improvement, flood control, parks and playgrounds, etc. These functions fall into two general divisions: Engineering & Administration and Operations, with licensed engineers occupying all executive engineering positions.



DIVISION OF ENGINEERING AND ADMINISTRATION

This supervisory division takes care of all engineering and accounting for the county road engineer's office and the two road districts. Field inspection of projects is also maintained by district engineers on the staff, though in the foregoing chart they are shown under the operations division.

Plans and Surveys. Where the state has but one executive in charge of this function, the multiplicity of small surveys in King County requires a chief survey engineer who has the direction of all survey parties. He receives orders through the engineer of plans and surveys (office engineer) who is in charge of all activities in the drafting room.

Bridges—Wharves—River Improvement. The bridge engineer, in addition to bridges, has the care of docks and wharves and the engineering in relation to river improvement and flood control, which is exercised by a hydraulic engineer on his staff.

Contract Construction. While the state department has a construction engineer in charge of all field work, King County does not have enough contract construction to duplicate this arrangement, so that the material and tests engineer doubles in the capacity of construction engineer.

Accounting. Though the state has an accounting division in each district, King County divides the accounting work between the chief clerk in charge of office accounting and routine, and a chief accountant who takes care of all road district accounting.

Court—Right-of-Way—Franchise. In charge of a court engineer, this corresponds to the state right-of-way engineer.

Parks and Playgrounds. The county road engineer has the supervision of a park superintendent for each road district.

DIVISION OF OPERATIONS

The organization as shown in the chart is duplicated in each road district, and does not follow the pattern of the state highway district offices. In the county, a supervisor is placed in charge of each district instead of an engineer as in the state. Further, to supply the needed engineering help which state district offices have, construction and maintenance engineers from the county road engineers staff are assigned to the road districts. District accounting and office matters are handled through the chief accountant.

Each road district is divided into four areas, each in charge of a district foreman concerned principally with maintenance. All construction, exclusive of contracts, is performed through a construction foreman for each district. Bridge, asphalt, bunkers and river improvement branches of district operation are each under the care of a foreman, the first two named doing both construction and maintenance work. Signs and safety is in charge of an experienced painter, and the shop is under a master mechanic.

HIGHWAY EXPENDITURES FROM ALL FUNDS (1854 to 1939 Inclusive)

Originally, expenses for road matters were taken from whatever source the county had available, until in 1857 the legislature decreed that road poll and property taxes were to constitute a road fund for the use of the district wherein collected. This is the first instance of a separate account for road expenditures, and it was the only fund for such purposes until in 1867 the commissioners were authorized to raise \$6,000.00 for general road and bridge construction and maintenance, which initiated such a fund for the first time. Thus by 1867 there were definitely established the road and bridge fund, and the road fund, although it was not until 1876 that expenditures began to be segregated in the commissioners and auditor's accounts.

To replenish the road and bridge fund the legislature authorized the commissioners at various times beginning in 1875 to make appropriations from the general fund, and by 1881 the amounts began to be based on the classification of the counties as to population. For that year, too, a special levy of two mills was for the first time definitely passed for the road and bridge fund, but the main source of income was still by appropriation from the general fund.

By 1890 the road property tax was in part apportioned, 20 per cent to the general road fund for county-wide highways and to help impoverished districts, and 25 per cent to the bridge fund. The road poll tax had 25 per cent assigned to the general road fund, the balance remaining in the districts where collected. If any district still had inadequate funds it could vote to levy special taxes and the first to do so was Road District No. 39 (Enumclaw), which voted five mills in 1891. Two years later it was decreed that all road poll and property taxes were to be used in the district where raised for road maintenance, whereas an annual levy was to be made for the road and bridge fund, to be used for the county generally, and to help districts in need.

By 1913 the use of the two funds was definitely clarified, road and bridge monies being utilized for the benefit of the entire county for roads, bridges and wharves designated as main thoroughfares, whereas the road district fund was to be used for similar purposes, but only in the district wherein the improvement was located. This remained in effect until the first named account was abolished in 1933, though road district funds, still raised by taxation, are to this day utilized in the districts where collected.

Meantime special funds were created from time to time up to the present, for the purposes specified:

Turnpike roads, in 1890, financed by means of a bond issue with tax levy to cover interest payment and retirement.

Road improvement fund in 1893, re-enacted in 1927, in which was deposited proceeds of assessments used to retire the Donohue road law bonds (long since made a direct obligation of the county).

State public highway fund raised by a tax which varied with each legislature, on all property in the state. Initiated in 1905, it was abolished in 1923, having been used for state highway purposes, and for a time to provide state aid to counties.

State permanent highway fund created in 1911 to be used for permanent highway construction until discontinued in 1933. It was to be raised by a state property tax which varied, in 1915 including motor vehicle fees, all allotted to each county in proportion to the amount of same collected within its boundaries.

County permanent highway maintenance fund established in 1917 and abolished in 1933. It received its monies from the motor vehicle fees deposited in the permanent highway fund plus five per cent of the amount raised by taxation in that fund,

increased in 1921 to from five to fifty per cent. This was used for the maintenance of permanent and state primary highways located in the various counties.

Motor vehicle fund, first created in 1921, into which were deposited fees for vehicle operation, licenses, etc., and for the first time a liquid fuel tax, commonly called gas tax revenues. This fund was apportioned to counties on the basis of percentages determined at each session of the legislature. King County's share has been 20.11 per cent, reduced in 1939 to 14.53 per cent. The motor vehicle fund is today a permanent account, and is used for state highway purposes and is the source, by transfer, of special county funds created at different times such as the primary highway maintenance, secondary highway and county road funds.

Lateral highway fund created in 1929, for which a special tax on fuel was levied in addition to the amount raised for the motor vehicle fund. This was used for lateral highways and was credited to counties, in the proportion of one-half to all counties, one-fourth in accordance with the number of motor vehicles therein, and one-fourth as to the number of farms. This fund was abolished in 1935, for which year the distribution was made on the basis of percentages, King County receiving 20.11 per cent.

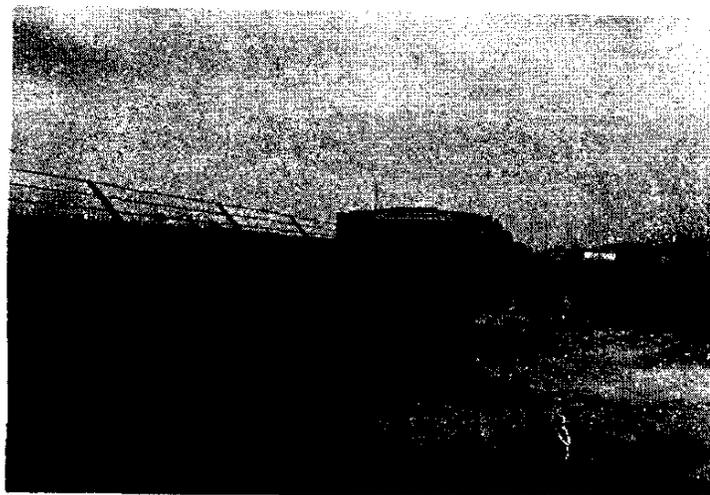
Secondary highway fund created in 1933 out of the motor vehicle fund for the construction and maintenance of secondary roads, was abolished in 1937 to be replaced by

County road fund, into which is deposited not only the allotment from the motor vehicle fund but also road district and any other funds used for road purposes.

From all of these funds, including right-of-way costs and county engineer's budgets a recapitulation has been made of the total highway expenditures in the county since the beginning. Prior to 1887 the information has been compiled by the laborious process of examining all the original documents in the commissioner's and auditor's files. Since that date details have been gathered from the auditor's reports.

For the years 1856-7-8 there were practically no expenditures on roads, explained by this entry in the commissioners' proceedings on March 3, 1856: "Owing to the present deranged state of the financial matters in our county, caused by an Indian war now existing, we suspend for the present all road matters in this county."

The figures for the years up to 1887 are not at all conclusive. First of all county prisoners performed labor on the roads without any record being kept thereof. Then too, very few accounts of the early supervisors are available, and inasmuch as most of the work was done under their independent rule, principally in discharge of the road poll tax, the amounts for these years must be considered as approximate.



BOEING FIELD
Showing New Fence
Just Built

YEARLY HIGHWAY DISBURSEMENTS
(1854 to 1939 Inclusive)

<i>Year</i>	<i>Amount</i>	<i>Year</i>	<i>Amount</i>
1854.....	\$ 671.90	1897.....	86,694.96
1855.....	1,039.24	1898.....	104,463.10
1856.....	31.50	1899.....	144,170.23
1857.....	1900.....	189,141.85
1858.....	13.25	1901.....	183,179.30
1859.....	857.76	1902.....	199,968.54
1860.....	1,381.96	1903.....	268,450.22
1861.....	260.82	1904.....	230,915.28
1862.....	310.35	1905.....	228,509.20
1863.....	1,937.53	1906.....	353,451.19
1864.....	1,022.31	1907.....	372,663.75
1865.....	2,147.32	1908.....	516,557.15
1866.....	4,176.15	1909.....	454,815.65
1867.....	1,664.33	1910.....	578,553.40
1868.....	4,483.87	1911.....	914,713.32
1869.....	5,543.29	1912.....	796,975.28
1870.....	8,904.31	1913.....	933,099.07
1871.....	4,417.45	1914.....	1,888,482.20
1872.....	6,128.11	1915.....	2,404,538.86
1873.....	5,055.23	1916.....	1,867,497.80
1874.....	3,953.95	1917.....	1,827,647.41
1875.....	2,360.63	1918.....	1,858,249.92
1876.....	14,325.48	1919.....	796,975.28
1877.....	9,973.44	1920.....	2,307,962.83
1878.....	11,174.15	1921.....	1,900,728.29
1879.....	12,857.31	1922.....	1,714,928.33
1880.....	12,970.70	1923.....	1,672,372.95
1881.....	5,142.98	1924.....	1,532,654.77
1882.....	12,198.98	1925.....	1,609,962.37
1883.....	9,883.90	1926.....	1,503,788.15
1884.....	21,092.18	1927.....	1,364,153.52
1885.....	18,331.92	1928.....	1,591,595.56
1886.....	26,832.03	1929.....	1,756,822.91
1887.....	28,811.07	1930.....	2,233,888.68
1888.....	55,772.51	1931.....	1,903,766.24
1889.....	42,008.00	1832.....	1,823,175.62
1890.....	65,072.87	1933.....	1,724,828.66
1891.....	110,369.41	1934.....	1,460,957.14
1892.....	128,835.05	1935.....	1,964,221.58
1893.....	93,269.91	1936.....	2,230,930.78
1894.....	116,623.41	1937.....	1,676,544.19
1895.....	62,153.46	1938.....	1,743,948.98
1896.....	71,294.07	1939.....	1,442,543.29
TOTAL		\$ 54,366,455.28	

CLASSIFICATIONS OF EXPENDITURES FROM ALL FUNDS (Covering a Ten-Year Period: 1930-1939 Inclusive)

In the following table expenditures from all funds in both road districts have been combined and classified according to divisions set up by Sec. 56, Ch. 187, Session Laws of 1937. For 1930 to 1932 inclusive, the figures represent the total of the road and bridge, permanent highway maintenance, and road district funds. The first two mentioned having been merged by law in 1933 into the secondary highway fund, the sums indicated below to April 1937 record the total of that fund and road district monies. Since April 1937, the county road fund has absorbed all others, and the totals include motor vehicle, road district, current expense (emergency) and other funds utilized in road operations.

The same Sec. 56, Ch. 187, Session Laws of 1937 requires that not less than 50 per cent of the motor vehicle fund apportioned to King County be used for Construction, the balance to be applied in certain percentages to Maintenance, Bond and Warrant Retirement and Overhead and Operations. Percentages have therefore been computed to show what proportion construction bears to funds originating with the state, and to total disbursements from all funds. For the remaining classifications the percentages have been calculated on total expenditures. Amended in 1939 no fixed percentage for construction is mandatory.

Up to April 1937, there being no legal provision for an Overhead and Operations account, approximately 75 per cent of the county engineer's current expense budget has been applied to cover the necessary road administration and supervision, together with incidental expense thereto. Since that time a proper administration accounting has been kept, which includes supervisor charges, transportation, materials and supplies, office expense, etc., whether originating in the county engineer's or road district budgets.

The figures are based on an exhaustive analysis of the county auditor's reports for the years mentioned. They differ from the totals arrived at by the county engineer's central accounting division, principally because of an unavoidable lapse of time between the recording of disbursement vouchers in the respective offices.

Year	CONSTRUCTION			MAINTENANCE			BOND-WARRANT RETIREMENT			OVERHEAD & OPERATIONS		
	Amount	% To State Funds	% To Total Funds	Amount	% To Total Funds	% To Total Funds	Amount	% To Total Funds	% To Total Funds	Amount	% To Total Funds	% To Total Funds
1930	\$1,024,372.10	38	48	\$ 999,619.14	46	1	\$ 30,615.00	1	\$ 108,141.57	5	\$ 2,162,747.81	
1931	663,899.00	40	38	950,704.76	54	2	39,962.58	2	103,992.69	6	1,758,559.03	
1932	421,117.36	32	28	946,598.20	63	3	48,514.04	3	95,218.18	4	1,511,447.78	
1933	535,895.85	45	33	940,518.30	58	5	79,066.22	5	75,272.43	4	1,630,752.80	
1934	477,805.76	54	35	756,865.60	56	4	61,646.83	4	63,810.54	5	1,360,128.75	
1935	379,140.36	28	21	1,339,987.47	72	3	54,410.06	3	77,760.39	4	1,851,298.28	
1936	491,950.17	26	23	1,505,075.11	71	2	53,004.87	2	78,047.43	4	2,127,077.58	
1937	351,542.02	26	24	983,325.32	67	3	49,599.68	3	93,487.73	6	1,477,954.75	
1938	897,103.00	52	57	557,561.59	36	3	47,194.49	3	66,231.92	4	1,568,091.00	
1939	436,814.17	39	33	705,669.19	53	8	101,441.50	8	82,101.99	6	1,327,026.85	
Total	\$5,679,639.79	38	34	\$9,685,924.68	58	3	\$864,445.27	3	\$ 844,064.87	5	\$16,775,084.61	
Yearly Average	\$ 567,963.98	38	36	\$ 968,692.47	58	3	\$ 56,444.53	3	\$ 84,406.49	5	\$ 1,677,508.46	

DISTRICT EXPENDITURES FROM ALL FUNDS (Covering a Ten-Year Period: 1930-1939 Inclusive)

All expenditures of the two road districts for a ten-year period are outlined below. Engineers current expense and county wharves budgets are not included. State funds include road and bridge, permanent highway maintenance, secondary highway and county road. The tabulation shows that while disbursements from road district funds were higher than last year, they were still well under the average for the past ten years. Total district expenditures are not only under this average, but for District No. 2 the lowest except 1932 and 1934, and for District No. 3, lower than any year but 1934.

Year	X SOUTH DISTRICT NO. 2					NORTH DISTRICT NO. 3				
	State Funds	Road District Funds	River Improvement	Total		State Funds	Road District Funds	River Improvement	Total	
1930	\$ 553,747.86	\$ 271,067.05	\$ 39,855.04	\$ 864,669.95		\$ 427,841.84	\$ 313,173.21	\$ 39,221.84	\$ 780,236.89	
1931	503,606.48	216,337.75	33,913.27	753,857.50		489,695.16	319,632.82	41,100.15	850,428.13	
1932	450,666.27	215,784.67	40,036.40	706,487.34		481,984.85	255,429.61	44,967.83	782,382.29	
1933	593,474.90	212,983.07	61,303.44	867,761.41		524,714.96	205,054.35	26,453.35	756,223.66	
1934	471,800.82	197,039.75	48,989.07	717,829.64		382,024.40	240,620.47	40,889.29	663,534.16	
1935	725,204.33	223,098.17	98,925.14	1,047,227.64		586,801.06	238,434.33	92,669.15	917,904.54	
1936	992,801.55	73,815.90	134,006.00	1,200,623.45		896,464.06	85,948.58	153,708.18	1,136,120.82	
1937	669,120.69	72,872.84	98,716.85	840,710.38		619,852.45	88,825.33	133,607.30	842,285.08	
1938	655,546.88	67,895.24	99,436.43	822,878.55		762,194.90	82,453.98	133,648.92	978,297.80	
1939	583,129.66	72,565.99	88,269.02	743,964.67		524,506.46	89,380.83	97,811.34	711,698.63	
Total	\$6,199,099.44	\$1,623,460.43	\$ 743,450.66	\$8,566,010.53		\$5,696,080.14	\$1,918,953.51	\$ 804,077.35	\$8,419,111.00	
Yearly Aver.	\$ 619,909.94	\$ 162,346.04	\$ 74,345.07	\$ 856,601.05		\$ 569,608.01	\$ 191,895.35	\$ 80,407.74	\$ 841,911.10	