

ROADS GOVERNANCE OPENS IN PORTLAND

Statewide Co-operation Under Suitable Code Is Aim of Participants.

HIGHWAY PLANS DISCUSSED

Draft of Federal Scheme to Be Considered Today—Local Banker Says Public Must Be Shown How Money Is Spent.

(Continued From First Page.)

of different types of pavement, general road policies and necessity for testing materials used in road and bridge construction.

One of the most comprehensive studies was on the maintenance and repairing of improved highways, submitted by Fred W. Sarr, deputy state highway commissioner of New York.

Mr. Sarr reviewed the progress of highway work since the adoption of the New York code in 1909, and pointed out the many satisfactory results that have been obtained in the administration, construction and maintenance of roads.

Outlay About \$100,000,000. He said that the construction of highways in New York represents a capital investment of about \$100,000,000, and that since 1909, when organized maintenance work began, approximately \$20,000,000 had been expended on necessary upkeep and renewals of the highway system.

"It is sound economy to protect this big investment by the maintenance work necessary to prevent the rapid deterioration due to the destructive agencies of traffic and the elements," he said.

J. C. Ainsworth, president of the United States National Bank of Portland, emphasized the necessity of proper accounting for all road expenditures and the need of authority to enforce it.

"There is great need that our road work be organized and placed on a strict business basis, with ample power in the administrative office to make good," said Mr. Ainsworth. "The people cannot have confidence in any road organization until comprehensive reports are made as to how and where the public funds are being expended.

Without a proper cost-keeping system, to be applied uniformly on all state and county road work, it is impossible and useless to suggest improvements in our present system."

State Supply Plan Urged. Reduction in the cost of hard-surfacing roads through the state supplying all materials for construction was urged by A. G. Johnson, of the Department of Public Works, Portland.

"We have a middle road to follow which prevents on the one hand the extortion of paving companies and road contractors, and yet yields costs as low as those of efficiently managed state and municipal plants," he said.

Professor S. H. Graf, of the Oregon Agricultural College, presented a paper on "The Necessity of Testing All Materials Used in Road and Bridge Construction." He declared that communities where materials are not properly tested become the dumping ground for inferior grades of material.

He pointed out the need of a new road code, as it would eliminate the dual character of the present system of road work where there is no central control and no standard to be followed.

J. B. Brown gives Talk. In opening the conference J. B. Brown, president of the Farmers' Union of Oregon, explained the purposes of the meeting and predicted tangible results for a definite road programme.

Rufus C. Holman, president of the Association of County Judges and Justices, discussed defects in Oregon's present road laws and urged the adoption of the code drafted by the Federal Bureau of Good Roads.

John H. Lewis, State Engineer, presented an exhaustive paper on the "Classification of Oregon Roads." He urged the adoption of a plan similar to that in effect both in Washington and New York.

Discussing the importance of fixing routes or main trunk lines by law, Mr. Lewis said:

It will require approximately 4200 miles of state roads to connect each county and adequately serve all parts of the state. As roads to be approximately 80,000 miles of local or district roads which must also be maintained.

As a basis for any such continuing state policy of road building, the various routes upon which state funds are to be expended should be definitely fixed in the law. It is just as important for the Legislature to say where state funds shall be expended as to say how much money shall be appropriated. Only by such procedure can we be sure that the various units constructed will ultimately connect, forming a through route.

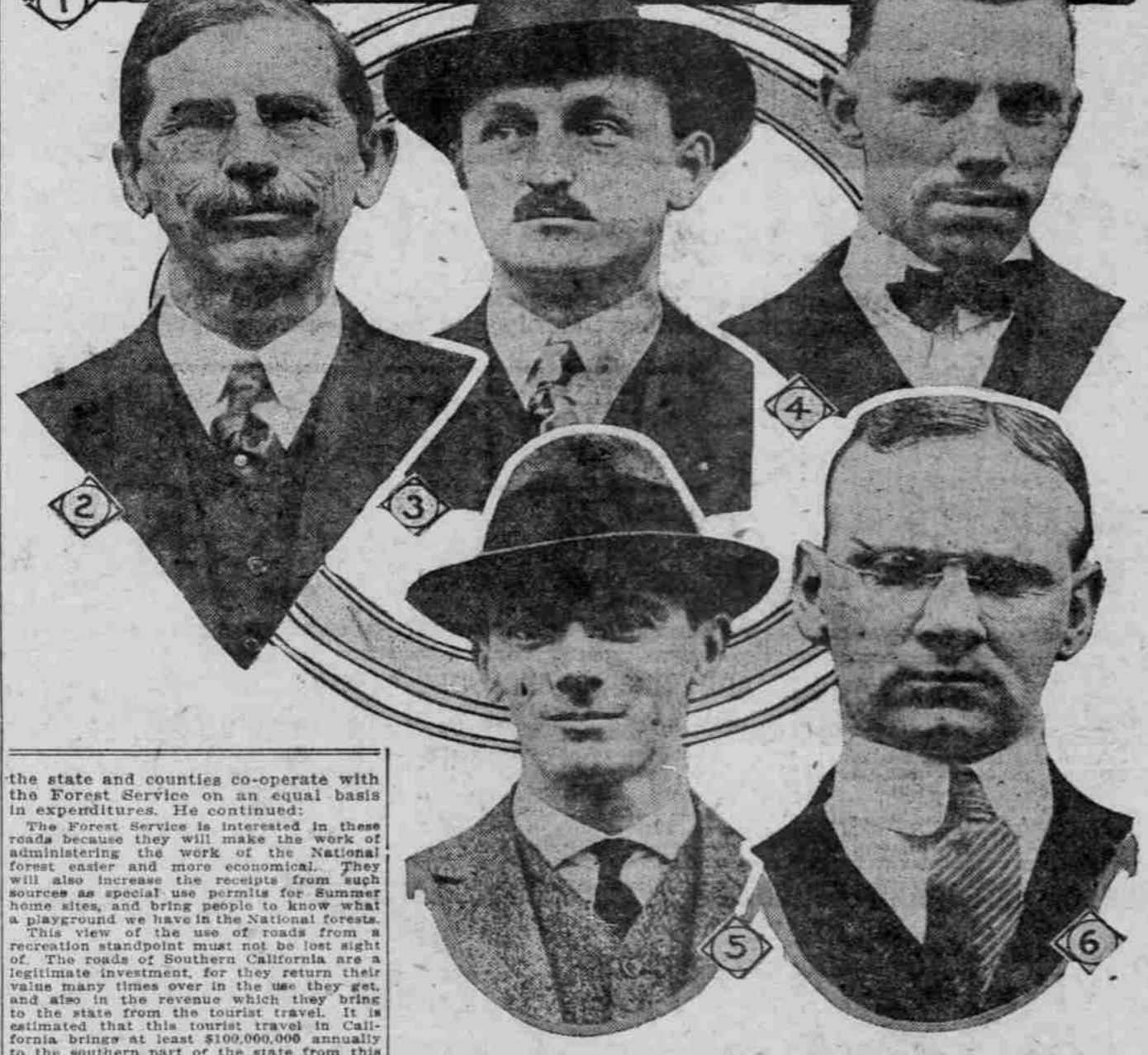
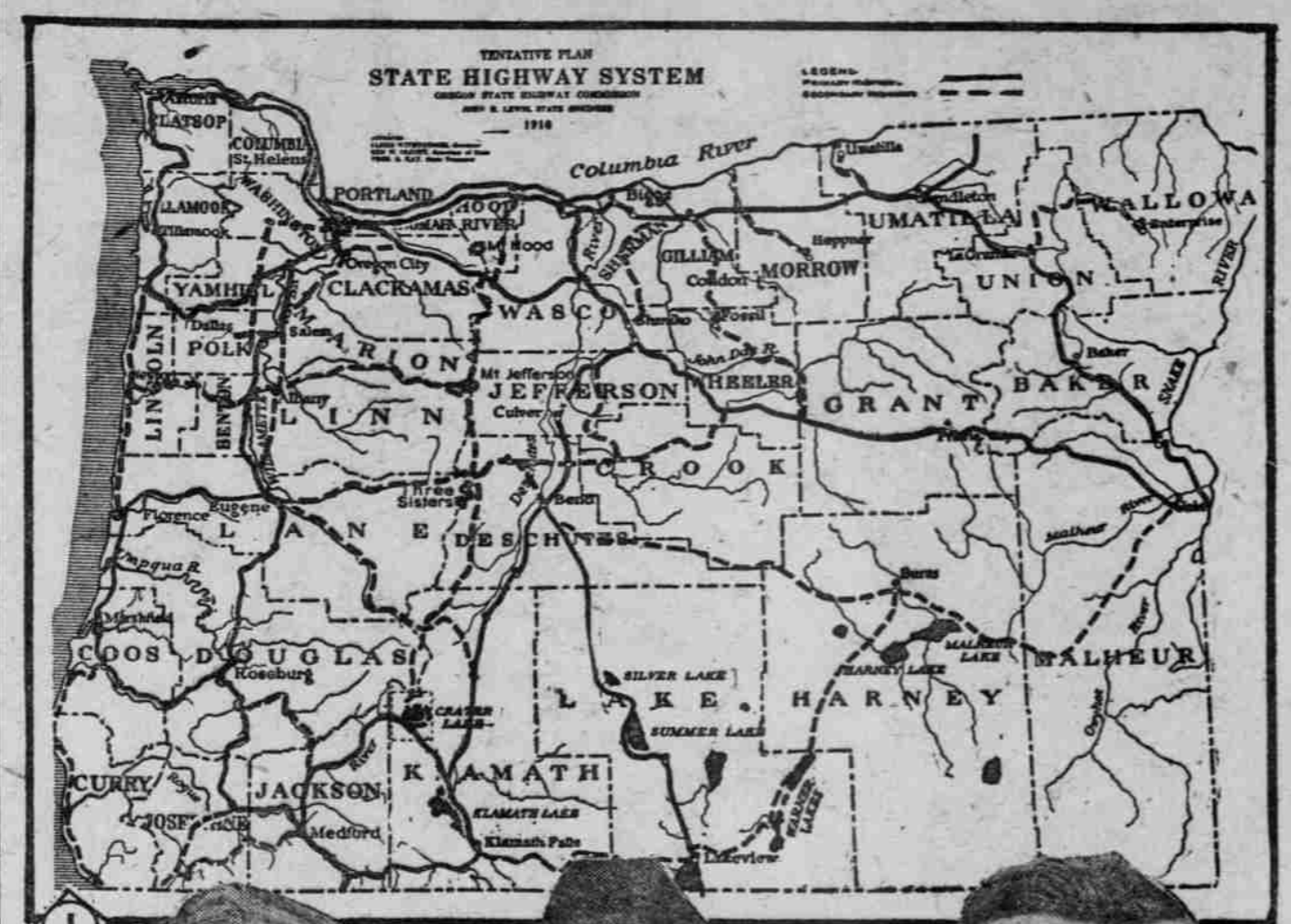
At the present time state funds can be expended upon any route which may be adopted as a state route by the Highway Commission. With interested delegations urging a change or the adoption of some new routes, it will be very difficult for the Commission, and especially changing Commissions of a political complexion, to always keep in mind that the state and much of the Federal funds should be expended upon trunk lines, without giving undue weight to small local influences.

These, for small benefit, would force the state to add many miles to its through routes, and greatly increase the cost, because the local benefit would far exceed its proportion of the increased cost. The pressure from such sources is very great, and should be removed by legislative action. The Legislature should, accordingly, describe and number the various routes which it may see fit to adopt as state routes.

The description should include only the important towns concerning which there is no dispute, and the detailed location between such points left for determination by the administrative officials after thorough surveys and engineering data had been secured.

This is the plan adopted by the state of Washington, and it is urged by the Federal Government as a basis for the wise expenditure of Federal funds.

MAP OF OREGON SHOWING PROPOSED TRUNK ROADS, AND SOME OF SPEAKERS AT COMMONWEALTH CONFERENCE.



(1) Tentative Plan of System of State Routes. (2) F. G. Young, Professor of Economics and Sociology at University of Oregon, Who Has Charge of Conference. (3) J. W. Cunningham, of Portland. (4) Professor C. B. McCullough, of Oregon Agricultural College. (5) Professor S. H. Graf, of Oregon Agricultural College. (6) A. G. Johnson, of Department of Public Works, of Portland.

the state and counties co-operate with the Forest Service on an equal basis in expenditures. He continued: "The Forest Service is interested in these roads because they will make the work of administering the work of the National Forest easier and more economical. They will also increase the receipts from such sources as special use permits for summer home sites, and bring people to know what a playground we have in the National Forests."

This view of the use of roads from a recreation standpoint must not be lost sight of. The roads of Southern California are a legitimate investment, for they return their value many times over in the use they get, and also in the revenue which they carry to the state from the tourist trade. It is estimated that this tourist travel in California brings at least \$100,000,000 annually to the southern part of the state from this source.

In the state of Colorado it is estimated that the tourists leave at least \$40,000,000 annually in the state. If the state of Oregon should expend \$10,000,000 in the construction of roads and thereby attract to the state \$1,000,000,000 of tourist money it would be thought a very good investment, and yet that is not a percent of the amount spent by American tourists in Europe before the war.

"The tourist trade will be interested most in the magnificent mountain scenery. They must be able to see these mountains, however, without the rough hardship, and this means good roads through the mountains, and consequently through the National Forests."

Discussing the selection of different types of pavements and the needs of paving, J. W. Cunningham, former commissioner with the Wisconsin highway department, said:

The paving question is the subject of much fallacy and misconception. It has been the outlet of a great deal of "bunk." There is no one type of pavement which is ideal for all conditions of climate, soil and traffic. The choice of pavement for any road should depend upon the particular conditions of the road.

Stones, brick, and wood block pavements are the best that can be found for extremely heavy traffic. One of these types of pavement would, for example, have been advisable for the Lincoln road. For general use on country highways, such pavements are barred by their high cost.

The pavements which are generally adaptable for Oregon conditions are made up of different combinations of three elements: Portland cement, crushed rock, and crushed rock. The cement or the asphalt which holds together the crushed rock or other mineral matter, it has been claimed that both the asphalt and cement are the products of "trusts," and the prices charged for them are exorbitant. If either or both of these trusts does exist, we should in our road laws adopt means to cope with them.

Successful pavements have been made both from Portland cement and from asphalt in combination with crushed rock. In Multnomah County we have examples of both the cement concrete and the asphaltic concrete pavements, which are successful. The choice between these types will depend upon the conditions to be met and the prices at which they can be secured. The cement concrete on account of its rigidity has advantages for a new grade. It is as slippery as an asphaltic pavement. The asphaltic concrete pavements have particular advantages where the problem is to resurface an old macadam road, because of their relative cheapness.

The cost of pavements has an important bearing upon their choice. Costs may be analyzed into two parts, the actual cost of the material and the cost of construction. The cost of material for asphaltic concrete or bituminous pavements are less than for cement concrete pavements of their lesser thickness. The actual cost per square yard of pavement for labor are much less than for cement concrete pavements. They are 20 cents for asphaltic concrete and 25 cents for cement concrete. The total reasonable contract prices for cement concrete pavement, using market prices for materials, is \$1.25 to \$1.50.

Reasonable contract prices for asphaltic concrete 2 inches thick are \$1.75 to \$2.00. To these latter prices would have to be added the price of a base, varying from \$0.75 down to \$0.25. The actual cost of bituminous is somewhat less than asphaltic concrete, though the amounts of royalties to be paid to the owners of the rights in bituminous in Multnomah County have been about 30 cents per square yard.

Paving is inevitable. Providing that we eliminate politics, make a scientific choice of the proper pavement for the proper location, and providing that prices are "right," R. H. Thomson, ex-City Engineer of Seattle, in reviewing the discussions, declared that the subjects were of



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ation of New York, supplemented his remarks given at the afternoon session by explaining some of the salient features of the New York code. Dr. Alfred S. Schmitt, vice-president of the First National Bank of Albany, presided.

This morning's session will convene at 10 o'clock, with O. W. Taylor, president of the Oregon good roads committee, as chairman. Addresses will be given by Dr. L. I. Hewes, engineer in charge of the first district for Federal grant of aid to highways, on "The Highway as an Investment"; F. J. Miller, of the Oregon Public Service Commission, on "The Necessity of Eliminating Railroad Grade Crossings Before Permanent Paving"; and C. E. Spence, master of the Oregon State Grange, on "How Cost of State, County and District Roads Can Be Equally Phased Upon Those Who Use Them and Are Benefited by Them."

The afternoon session will be devoted entirely to the consideration of the proposed highway code.

W. A. HOOVER IS DEAD Well-Known Portland Timberman Passes at Town He Founded.

ALBANY, Or., Jan. 3.—(Special).—W. A. Hoover, founder of the town of Hoover, eastern terminus of the old Corvallis & Eastern Railroad, now a Southern Pacific branch, and for many years connected with the Hoover Lumber Company, which operated a sawmill there, died today at Hoover. He was about 60 years old.

Mr. Hoover had resided in Portland, alternating between there and Hoover. He was one of the best-known timbermen of this section of the state.

Bend Bank Cuts Melon for Staff. BEND, Or., Jan. 3.—(Special).—Carrying out a profit-sharing plan, put into effect last summer, the First National Bank of Bend has just distributed among its employees a sum amounting to a full month's salary for each. Last July the bank distributed half a month's wages. In addition to these gifts, the bank has made substantial Christmas gifts to its employees.

SCHOOL COST GAINS

Statistics Show Greater Efficiency From Expenditures.

RECORD OF 1873 COMPARED

Superintendent Churchill Explains Increases by Longer Year, More Pay for Teachers and Greater Number of High Schools.

SALEM, Or., Jan. 3.—(Special).—Interesting statistics on development of public schools in the state since the organization of the educational department in 1873 down to the close of 1916 have been prepared by State Superintendent of Public Instruction Churchill. That the percentage of cost has increased much more rapidly than the number of pupils is explained by Superintendent Churchill by the lengthened school year, by the better paid teachers, by the greater number of high schools, with the consequent additional equipment and facilities.

While there used to be only three high schools in the state outside of Portland, at Baker, Astoria and Ashland, there are today 173 fully standardized, with 125 more offering some secondary training, or fully 300 schools which offer high school advantages. In connection with the greater number of these are manual training, musical, commercial and other departments, not dreamed of when the educational department of the state came into being.

Since 1873 the number of school districts, Mr. Churchill's statement shows, has increased from 125 to 2519. The average number of school months gradually has increased from 4.5 in 1873 to \$47.54 for men and \$48.70 for women, while now the average is \$87.14 for men and \$68.61 for women teachers.

The schools in 1873 received \$71,152 from district tax, while in 1916 they received a total of \$49,936.51 from the same source. In 1873 they received \$80,437 from county tax and last year \$1,914,602.94, while they received from state funds in 1873 but \$32,420, as compared to \$279,680.07. The total amount of the school fund received was \$184,018 in 1873, as compared to \$9,215,602.95 in 1916.

The school census in 1873 showed 28,670 more than 4 years and less than 20 years, while in 1916 the total number was 209,028.

Jules Verne's 20,000 Leagues Under the Sea

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