UNITED STATES DEPARTMENT OF THE INTERIOR OFFICE OF THE SECRETARY

DIVISION OF TERRITORIES AND ISLAND POSSESSIONS

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File No.9 (Part#1)

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ALASKA

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ROADS AND TRAILS

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TURNAGAIN ARM ROAD PROJECT

U. S. GOVERNMENT PRINTING OFFICE

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IMPORTANT

This file constitutes a part of the official records of the Department and should not be separated or papers withdrawn without express authority of the Secretary.

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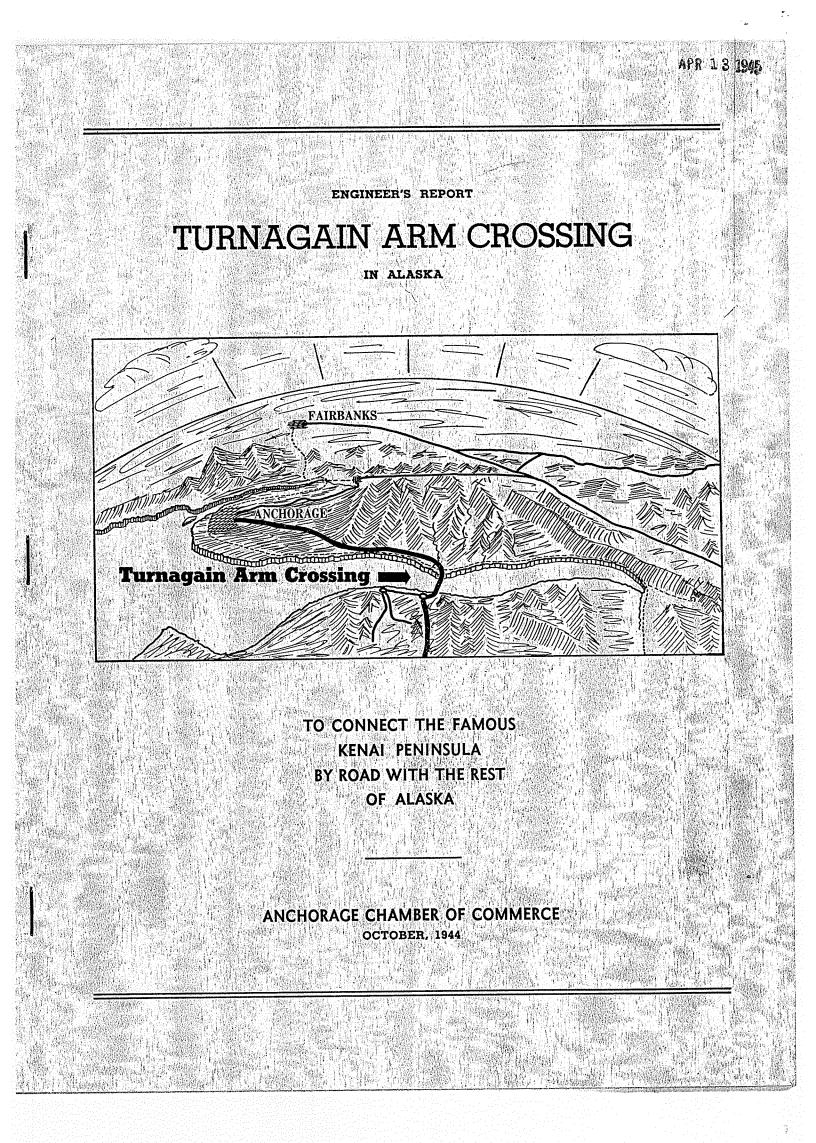
Houdd Z. Johnes

Secretary.

RG 126, Off. of Territories Entry 1-B, Classified Files, 1907-51 Box 377

Feb. 9, 1948 to May 2, 19-51

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* * * INTRODUCTION * * *

It has long been recognized that all future development of the Territory of Alaska is, to a great extent, dependent upon the adequacy of transportation facilities available. All forms of commerce are either stifled or given greater impetus in direct relation to the advantages of such communications and transportation as are at hand.

The great and rich Kenai Penninsula has been virtually isolated from the rest of the Territory for lack of a connecting link with the main arterial highway system of Alaska. We feel that this is a matter of such great import that it should be the immediate concern of everyone interested in the future welfare of our Territory.

> THE ANCHORAGE CHAMBER OF COMMERCE

By Chairman R.

R. S. Lippincott, Chairman-Special Roads Committee.

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THE CONNECTING LINK AT TURNAGAIN ARM CROSSING

Construction of a roadway across Turnagain Arm, about 30 miles from Anchorage, Alaska, has been rated as one of the foremost projects that can be carried forward by the federal government at modest cost to bolster the economy of the Territory.

The project consists of a rock fill of 12,000 feet in length with three steel spans in the center of 300 feet each. Estimated cost, made by a registered engineer in a report presented herewith, is \$1,770,000.

ECONOMIC JUSTIFICATION

The Turnagain Arm crossing would give the rich Kenai Peninsula an overland connection with the rest of Alaska, independent of the Alaska Railroad which now furnishes the only year-round means of transportation.

Actually, the crossing would connect the present Kenai road system, built by the federal government at a cost of \$2,500,000, with the road system of the rest of Alaska in which the federal government has invested \$16,210,000, exclusive of military construction since the beginning of the war.

The Turnagain Arm crossing, together with the construction of about 30 miles of road from Anchorage to the crossing, will lead to the following results:

- 1. HOMESTEADING: It will lead to the opening of approximately 640,000 acres of agricultural and grazing land on the Kenai peninsula by providing access to markets served by the main arterial highway system of Alaska.
- 2. TIMBER: It will make it possible for the extension and expansion of the present small timber industry on the Kenai peninsula by bringing the Anchorage, Matanuska Valley and other points of interior Alaska within easy trucking distance of the Kenai peninsula.
- 3. MINING: It will be an impetus to the further development of mining claims on the Kenai peninsula. These operations are hampered presently by lack of roads, lack of population and other difficulties encountered in a wilderness country.

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- 4. TOURISTS: The crossing will make the Kenai peninsula readily accessible to the great tourist trade that will come to Alaska after the war, thus meeting one of the most pressing needs of the Territory by providing a source of entertainment for the visitors. The Kenai peninsula with its unparalleled scenic grandeur has always been recognized as one of the outstanding potential tourist attractions in the world. The tourists will be able to drive through the peninsula in their own cars, or in hired cars stopping at the many lodges and resorts that will be available.
- 5. RESORTS: With the completion of the Turnagain Arm crossing the small number of modest roadhouses and resorts now located on the Kenai road system will be able to develop into major operations, with many new, modern resorts being created to serve the public needs.
- 6. SPORTS: Sportsmen find the Kenai outstanding for fishing, hunting (with gun or camera) and skiing. Alaskans have been enjoying these spectacular resources for years. They will be the first to take advantage of the opening up of the country by the Gurnagain Arm crossing, with sportsmen from the States following closely on their heels.
- 7. AID TO VETERANS: Servicemen adopting Alaska as their future homes will find many opportunities open to them as a result of the Turnagain Arm crossing. This project will open the peninsula to great farm developments, to the establishment of many new businesses in the fields of transportation, housing, recreational facilities, supplies and the other needs of the many residents and tourists who will live or travel there.
- 8. A LIFE-LINE: The overland route connecting the Kenai peninsula with the rest of Alaska will give it a permanent link permitting residents of Seward to live securely and build their city permanently without fear of possible isolation from other communities in the event the Alaska Railroad ever abandons the Seward terminus.

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ENGINEER'S REPORT ON seviribria la the Understified / Declassified Holdings of the National Archives

TURNAGAIN ARM CROSSING ALASKA

Prepared for, & under the authority of THE CHAMBER OF COMMERCE of Anchorage, Alaska

By

Victor C. Rivers Registered Engineer

02tober 1944

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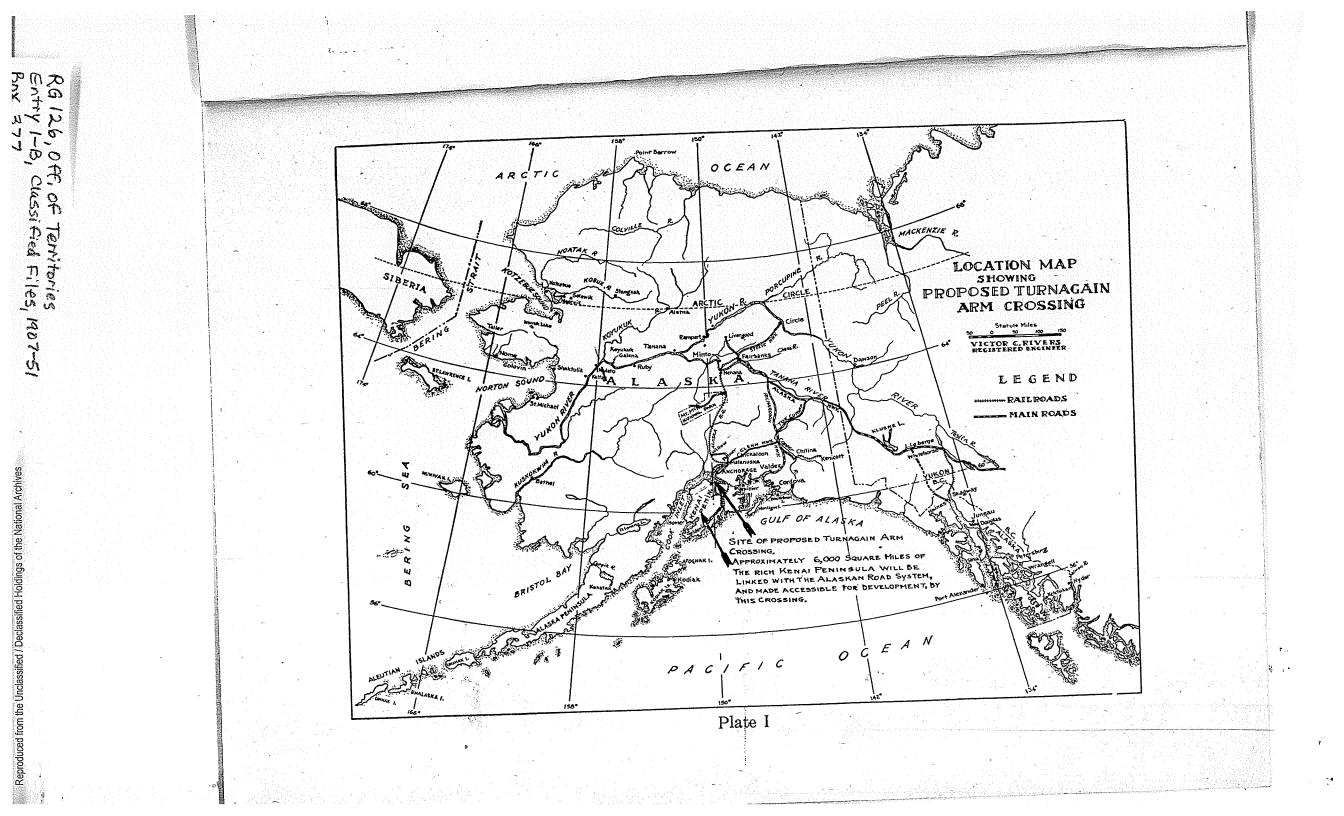
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Appendix

Plate 1. Location Map Plate 2. Vicinity Map Plate 3. Perspective View of Crossing



SYLLABUS

1. <u>Subject of this report</u>. This report deals with the construction of a crossing of Turnagain Arm, an estuary adjoining Cook Inlet near Anchorage in the South Central part of Alaska. In it are included:

a. A presentation and an analysis of known and available physical facts relating to the feasibility of constructing such a crossing.

b. Maps and a preliminary design of the crossing. The maps show the location of the project in relation to the remainder of the Territory of Alaska and in relation to the existing road systems of the area in and around Anchorage and on the Kenai Peninsula including the vicinity of Seward. The preliminary design shows a perspective and details of the

<u>c</u>. An estimate of the quantities of materials involved in the project and an estimate of the costs of construction.

2. Sources of information. The information upon which the report is based has been obtained by:

a. By personal investigations and inspections at the site of the project.

b. A study of the reports, maps and analyses of the United States Geological Survey, the United States Coast and Geodetic Survey and other authoritative sources.

<u>c.</u> By discussion and actual contact with officials and personnel of the Alaska Railroad, the Alaska Road Commission, the U. S. Engineer Department and with many long time residents, boatmen, loggers, fishermen, etc. of Cook Inlet area.

3. Findings / The findings of this report are:

a. Based on a consideration of the existing physical facts it is found that the construction of an overwater drossing suitable for automobile, truck and similar travel is feasible.

b. That the most economical and satisfactory site for this construction is located between Bird Point and Sniper Point (near Sunrise), on Turnagain Arm, involving a total length of crossing of 12,000 linear feet.

<u>c</u>. That the cost of construction of a crossing of the type and scope set forth in this report, based on normal heavy construction costs in this general vicinity is estimated to be \$1,770,000.00

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HISTORICAL STATEMENT

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'Turnagain Arm is a long narrow body of water, an estuary, adjoining Cook Inlet, in the vicinity of Anchorage in the South Central part of Alaska. It forms the northern boundary of the Kenai Peninsula, in part and constitutes what has hitherto been a physical barrier between that Peninsula and the Alaska mainland passable (by surface travel) only by skirting the shores of this Arm through rugged mountainous country or by means of a boat or other floating equipment.

Consideration has been given at various times in the past to the problem of providing a suitable overwater crossing of Turnagain Arm. The first known investigation of the possibility of such a crossing was made early in the twentieth century i.e. 1914-15, when railroad reconnaissance and survey parties studied rail routes from the Coast to' Interior Alaska. The rail route finally determined upon, however, and which has been the one used up to the present time, skirted the shores of Turnagain Arm rather than include in its construction an actual crossing of this body of water.

For a number of years after the final selection of this rail route and the construction of the existing Alaska Railroad interest in an overwater Turnagain Arm crossing was dormant. However with the gradual construction and 'expansion of the road system of the area around Anchorage, including that of the Matanuske Velley, and with the construction of roads on the Kenai Poninsula interest in a crossing of Turnagain Arm suitable to support automobile and truck traffic was revived. During the ten year period from 1928 to 1938 inclusive, the subject of this crossing was intermittently studied by interested government agencies, organ-' ized groups and by individuals who favored accessibility to, and a more mpid development of, the extensive wealth and natural resources of the Kenai Peninsula Also during this time the road systems of the two areas had been steadily expanding and it was becoming more and more evident that a safe and satisfactory crossing of this body of water was the key to a most effective and rapid development of the subject areas.

It was not, however, until late in 1940 that the pressing need of suitable transportation routes for military and defense purposes brought the subject of the Turnagain Arm crossing to the fore. Late in 1940 and early in 1941 a series of studies were made by government employed civilian emgineers to determine the feasibility of a crossing between Bird Point on the North shore and Sniper Point on the South shore of Turnagain Arm. The results and findings of

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these investigations including estimates of quantities of materials and of costs were subsequently submitted to, and made a part of the records of the military authorities in charge in the Alaska area at that time.

During, and after the time that the investigations of the feasibility of this crossing were under consideration for military purposes a civilian agency of the government now known as the Public Roads Administration was similarly occupied. With the Hessening of the military need for an expanded road system which would include such a crossing the above mentioned civilian government agency became the principal organization actively interested in this project. The findings and results of their investigations are not available at the present time and the extent and the recommendations contained in them are not known. Their studies have continued up to the present time, however, and are still underway as representatives of the Public Roads Administration were at the site and in that vicinity and were known to have been obtaining additional information during the current summer of 1944.

The preceding paragraphs cover the known history and background of the proposal to construct an overwater automobile and truck crossing of Furnagain Arm up to the time of the preparation of this report.

SOURCES OF INFORMATION

This report has been prepared and the maps and preliminary designs which it contains have been based on information obtained by personal investigations and inspections by the writer of Turnagain Arm and its adjacent areas. The shorelines and beaches have been given a thorough inspection and possible sites for a crossing have been carefully studied, geological formations have been observed and the results of laboratory tests by geologists working in this area have been obtained. Weather and tidal conditions have been given consideration. Reference has been freely made to, and detailed information has been obtained from, the reports, maps and charts of the United States Geological Survey, the United States Coast and Geodetic Survey, the United States Weather Bureau and similar authoritative sources. Additional information has been obtained by personal contact and discussion with officials and personnel of government agencies such as the Alaska Railroad, the Alaska Road Commission, the United States Engineer Department and others. Valuable information has also been obtained from long-time residents, boatmen, loggers, fishermen and others familiar with the Cook Inlet and Turnagain Arm areas.

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TURNAGAIN ARM - WEATHER AND TIDES

In planning fixed structures on exposed or protected tide waters the practicability as well as the type, height, cost and other characteristics of such structures are often determined by the slopes and types of materials of the beaches, the depths of water, the tidal range, the direction and sweep of the winds, the maximum wave heights developed, the presence of floating ice and similar natural phenomena. Therefore a description and certain general data of this nature are included briefly in this report.

Turnagain Arm is a protected body of water approximately forth-five miles long lying in an East-West direction. It is approximately twelve miles wide on its westerly end where it adjoins Cook Inlet. It tapers to a series of narrow glacier streams and sand bars at the head or easterly end. From the head and approximately fifteen miles in a westerly direction along its shores to Bird Point it is bordered by steep hills and mountains which rise abruptly almost from the water's edge. From Bird Point west to its mouth, the shores of Turnagain Arm become gradually less rugged until, at the extreme westerly end near Anchorage, they consist of flat alluvial benches.

Because of its steep high shores and east-west direction Turnagain Arm, particularly near its head, acts somewhat like a funnel for collecting winds, and high wind velocities, especially during the winter months, are common. From its head and for approximately half its length along the narrower part of the Arm, wind velocities of sixty miles per hour are frequently recorded and occasionally velocities of eighty miles per hour are experienced. (See footnote)

For almost its entire length Turnagain Arm is comparatively shallow. It has long flat beaches formed of alluvial silt which at low tide are exposed in many places for a distance of from 1000 feet to 2000 feet from the shore.

Due to the fact of its being an inclosed body of water, also due to the limited sweep of the winds and the comparatively shallow depths, the wave action in the Arm from Bird Point to its head is moderate. Short choppy waves without excessive height are created while during the period of high winds in the winter months floating ice cakes, which are continuously being broken loose by the flow of the tides, further hamper the development of waves of great height or force. Just after low water a "bore" frequently occurs in Turnagain Arm and under the most favorable conditions has been known to reach a height of six feet. (See footnote 2). While

Footnote 1. From meteorological records. Footnote 2. From Tide Tables, 1944, Ser. No. 653.

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such a "bore" might offer considerable hazard to floating (or beached) small craft it would be of relatively slight significance in the problem of building or maintaining a large fixed structure of the type of the proposed Turnagain Arm crossing. The same comment could also be applied to the choppy waves which are created in the Arm from Bird Point to the head.

During the winter months shore ice and floating ice is common in the Arm. It generally appears during the months of November or December and is present in varying amounts, preportionate to the severity of the weather, until March or April. Very little sheet ice or floe ice is ever present as the flow of the tides keeps it broken into cakes of warying, but moderate, sizes. No ice jams of any great extent, or height, have ever been recorded as occurring in Turnagain Arm and no record of any blocking of the flow of the tides or of floods or other appreciable damage caused by ice jams is known!

The tidal ranges very at different places along Turnagain Arm but at Sunrise (and Bird Point) the diurnal tidal range is recorded as being 33.3 feet. (see Footnote)

SELECTION OF THE SITE

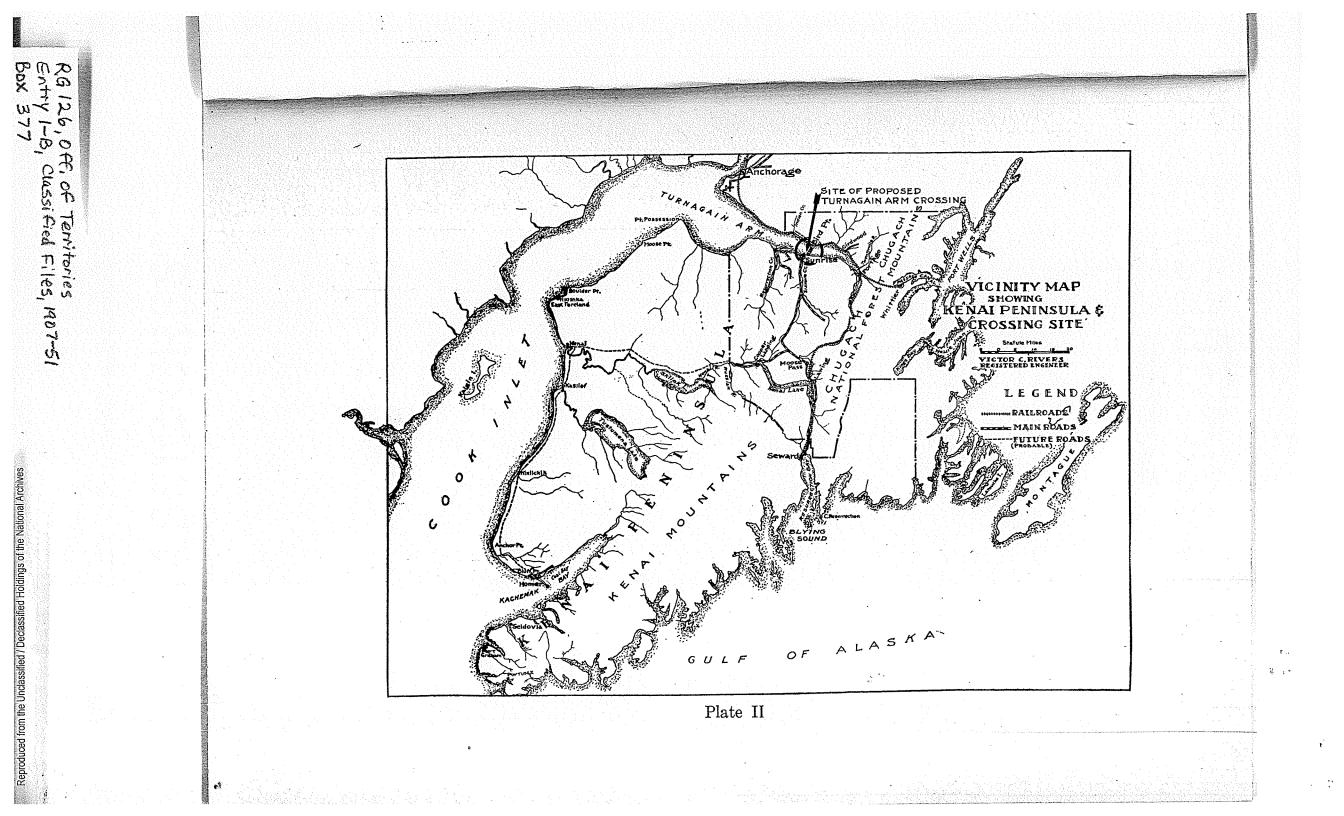
The site from Bird Point on the North shore of Turnagain Arm to Sniper Point on the South Shore was selected from those investigated as the one offering the most favorable conditions for the proposed crossing.

At this location the respective points project from each shore for a considerable distance out into the Arm. Thus the crossing at this site would require considerably less length than for any other site west or east for a considerable distance. The selection of any site further east towards the head of the Arm would require the construction of difficult connecting roads and would place such roads in a location where maintenance during the winter months would include the problem of keeping the road open through an area where snow slides frequently occur.

Due to the long flat beaches, the great tidal range and the accompanying difficulties and hazards, there is only a small amount of small-boat operation in the waters of the western half of the Arm. The construction of the crossing at

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Footnote. From Tide Tables, 1944, Ser. No. 653.



the Bird Point site would place it at the head of the navigable waters of the Arm. East of this point the shoal waters and crooked ever-changing channel makes navigation impracticable for any except the smallest boats under the most favorable conditions.

The Bird Point site also offers relatively favorable conditions for connecting roads to the existing road systems. On the south shore approximately one mile of connecting road would be required from the terminus of the crossing to the present road at Sunrise, on the Kenai Peninsula. On the north shore (the Anchorage side), a connecting road from the crossing to the existing road system would require from twentyeight to thirty five miles of construction, dependent upon which of the several feasible routes was chosen.

DESCRIPTION OF THE SITE AND PROPOSED CROSSING

The total length of crossing required from Bird Point to Sniper Point is 12,000 linear feet. (1) It would lie in a North-South direction.

The preliminary design for the crossing envisions rock-fill causeways extending out into the Arm, towards each other along a common axis from Bird Point on the North and from Sniper Point on the South. These approach causeways would be terminated at their outer ends by massive concrete abutments. The remaining distance of approximately 1000 linear feet between these abutments would be spanned by three spans of simple truss, through type bridges supported, in addition to the abutments, by two massive concrete piers. (Petit trusses indicated in preliminary design.)

The approach causeways would each extend for a length of 5500 + feet from their respective points. They would be constructed of a cobblestone core adequately protected from natural forces and erosion by selected armor rock on the exposed surfaces. The crest of these causeways would be constructed to a minimum width of twenty four feet to provide adequate width for two lanes of traffic and to provide maximum stability. Side slopes of the causeways would be finished by careful placing of armor rock at an angle of not more than 1 on 2. Provisions for the satisfactory grading of the rock would be embedied in the specifications prepared as a part of the final design and based on further study of the quarrying characteristics of the rock at the site and on the final requirements.

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(1) U.S.C. & G.S. Ch. 8553.

Water depths at the Bird Point site are relatively shallow for the entire length of crossing. Available charts of this area (1) supplemented by limited soundings and information from local residents indicates a maximum depth of 24 feet at M.L.L.W. at the deepest point, approximately the middle of the crossing.

The glacier streams emptying into the headwaters of the Arm are carrying streams and the waters of the Arm are always heavy with silt and mud. It is estimated, from observation by various individuals ever a period of years, that the waters of Turnagain Arm and upper Cook Inlet are shallowing at the rate of from 6 inches to 9 inches per year. Due to this condition the bottom of the Arm at the crossing site is formed of alluvial silt. This silt when first deposited is soft and nucky but gradually becomes harder with settlement and added weight from additional layers being deposited. Piling driven for test purposes and fof other purposes along Turnagain Arm and upper Cook Inlet indicate that the soft alluvial deposits vary in depth from 30 feet along the shores to 10 feet in the channels where the tidal carrying action is considerably greater. Underlying these soft alluvial deposits a hard, impenetrable stratum of hardpan is encountered. The bearing value of this type of bottom is adequate to support the proposed causeway fill allowing the additional rock yardage necessary to offset the subsidence into the soft upper strate.

GEOLOGY AT THE SITE

The construction of rock fill causeways of the extent proposed in the preliminary design of this crossing requires the use of large amounts of suitable stone at, or near, the site of the project.

On both the North and South sides of Furnagain Arm at the crossing site large quantities of ledge rock of suitable quarrying characteristics are readily accessible. This rock(2) is predominately slate with small emounts of greywacke present. The specific gravity and density of this material for rock fill purposes is satisfactory, however it is of only moderate durability due to stratification and numerous planes of fracture.

The Alaska Railroad is operating a quarry at Bird Point at the present time and for a number of years has been using the rock from this location for rock fill and armor rock or riprap purposes

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A mine was operated at Bird Point in former years and information obtained from individuals familiar with formations encountered indicates that no great variations of the geological formations or structures were found although the mine shaft extended for a depth of from 200 feet to 300 feet below the surface of the waters of Turnagain Arm. The mine is now understood to be abandoned and the old shaft is reported to be flooded. .

LOCAL MATERIALS AVAILABLE

In addition to the quarry rock obtainable at Bird Point and in the vicinity of Sniper Point untreated piling suitable for temporary structures, falsework, etc. are produced on the Kenai Peninsula around Sunrise and Hope. Adequate. amounts of rock and sand for concrete aggregate ' can also be obtained in the vicinity of the site. The steel, cement and other processed goods of a similar nature would have to be obtained and shipped from the States.

ESTIMATES OF MATERIALS AND COSTS

The following estimate of materials and costs presented herewith is based on the preliminary design of the crossing contained in this report and includes only the costs of the crossing itself, i.e. rock fill causeways, concrete piers and abutments, concrete railway overpass and steel bridge structures. The costs of connecting roads to the site are not included.

Materials:

1,600,000 yds. core stone and armor rock 6,000 yds. mass concrete

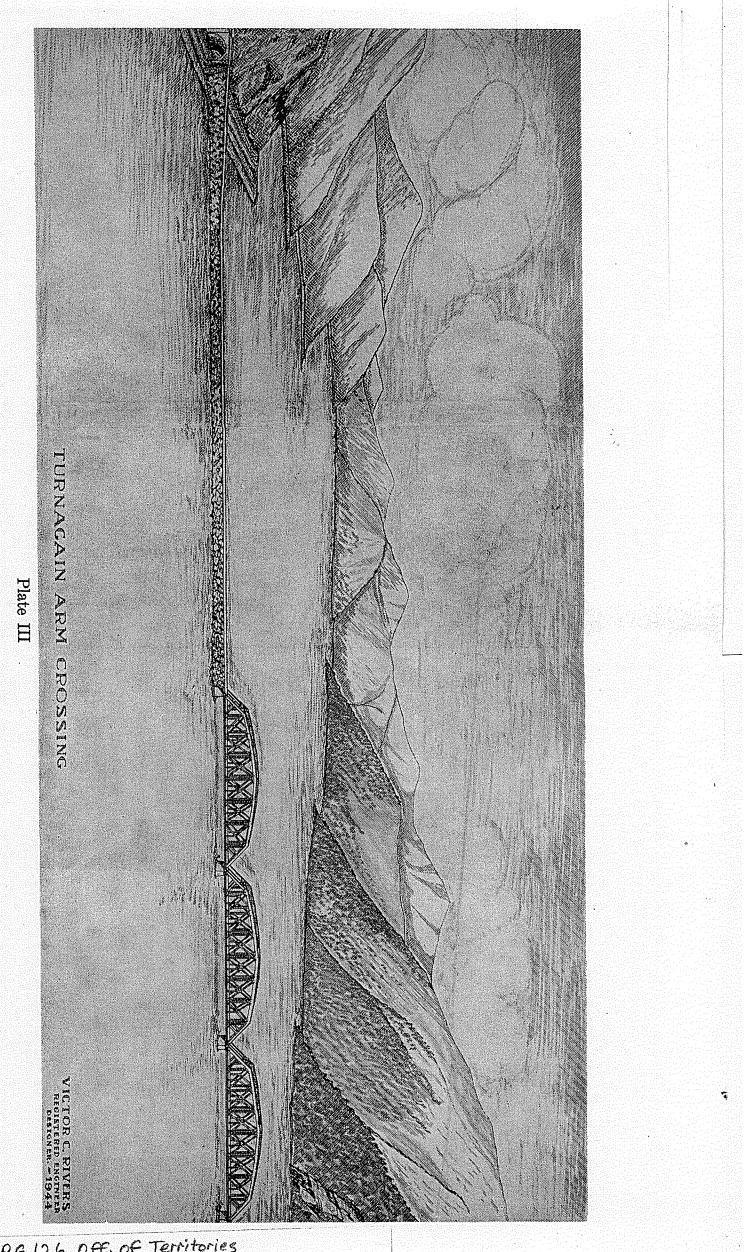
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1,200 tons structural steel

Cost:

\$ 1,770,000.00

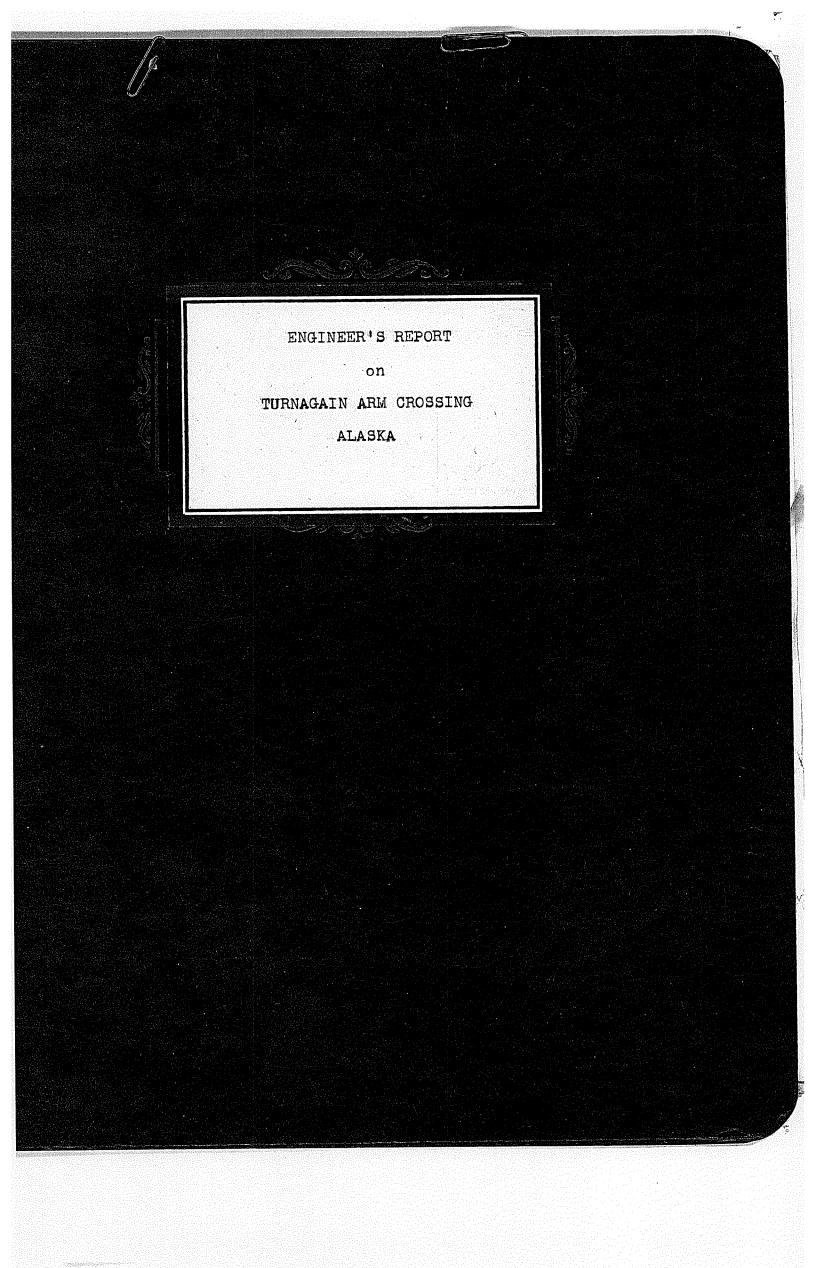
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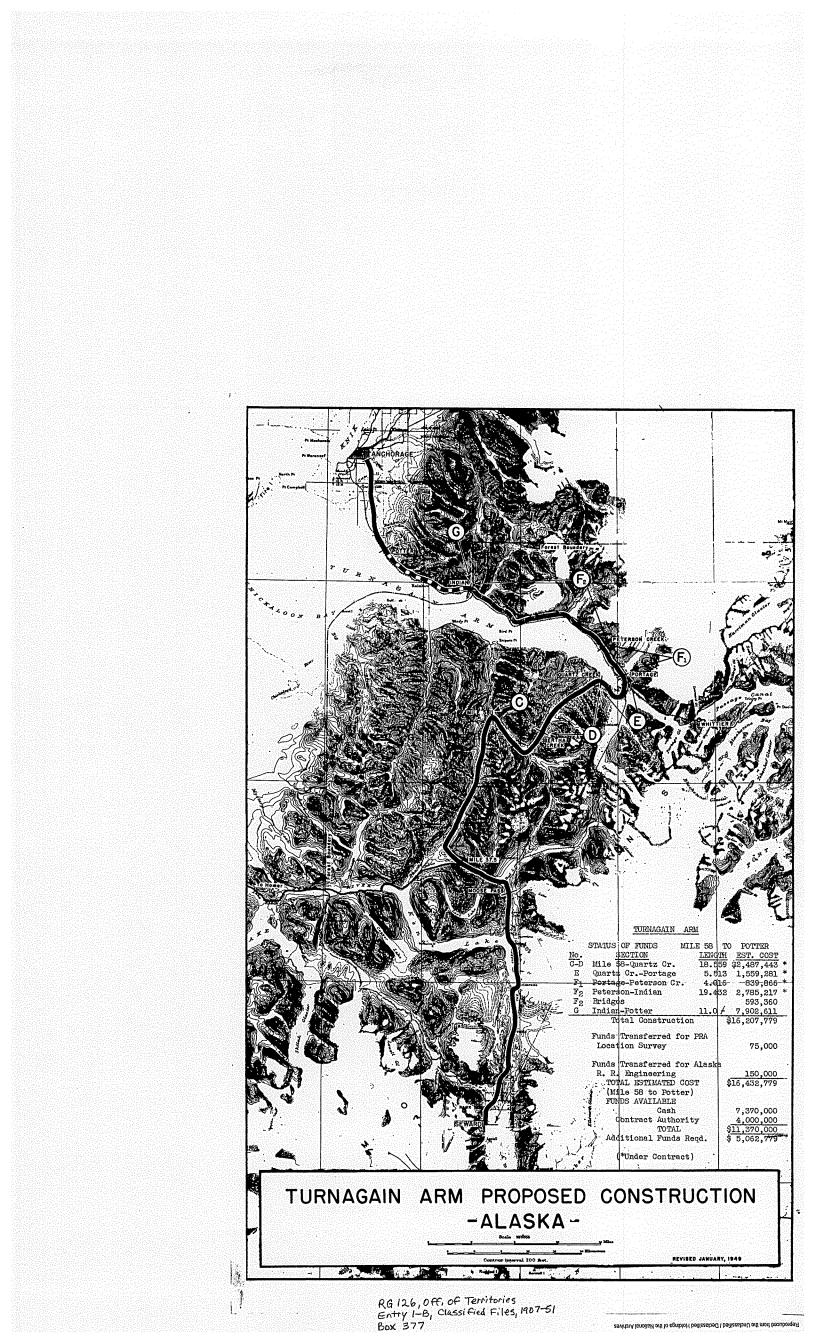


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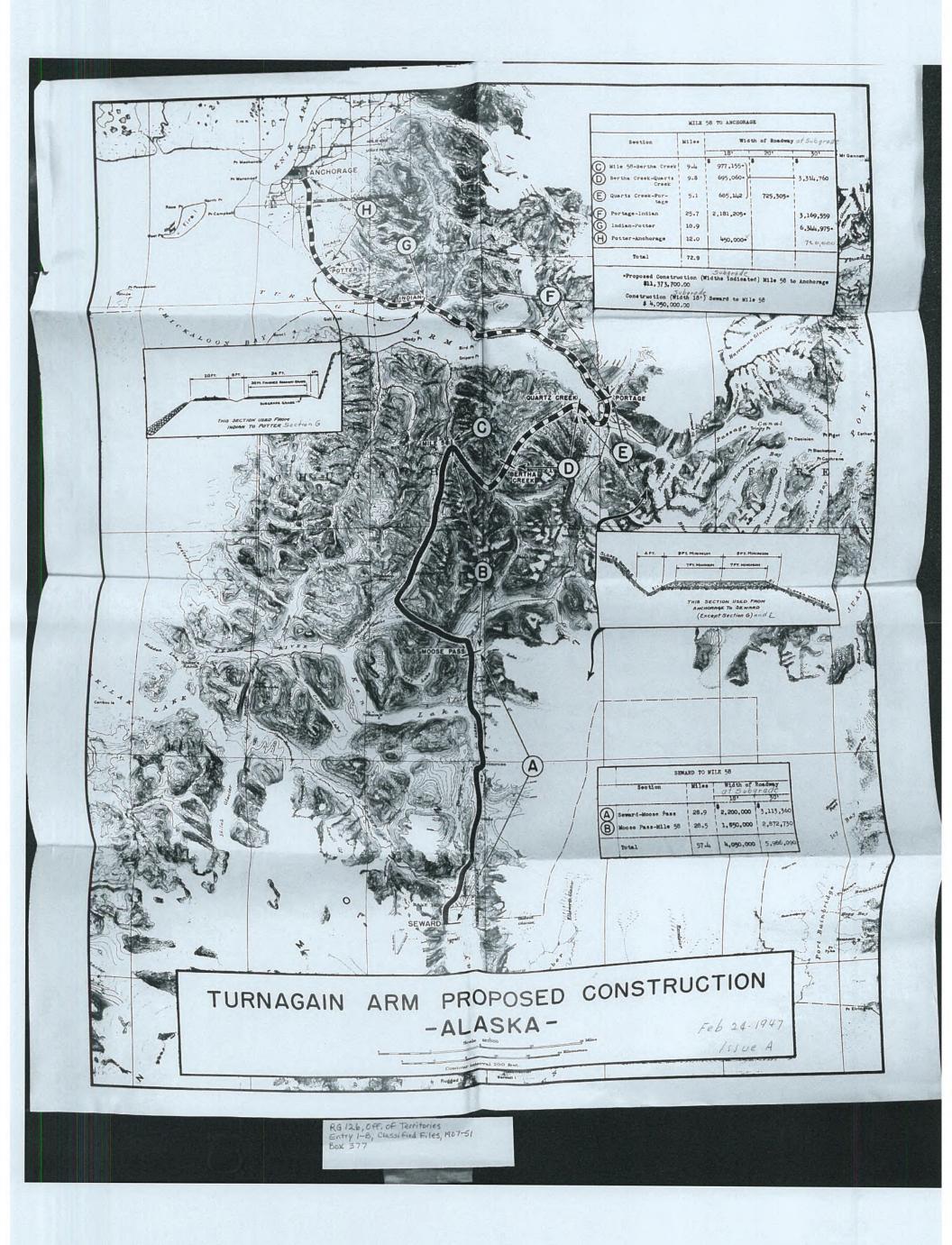


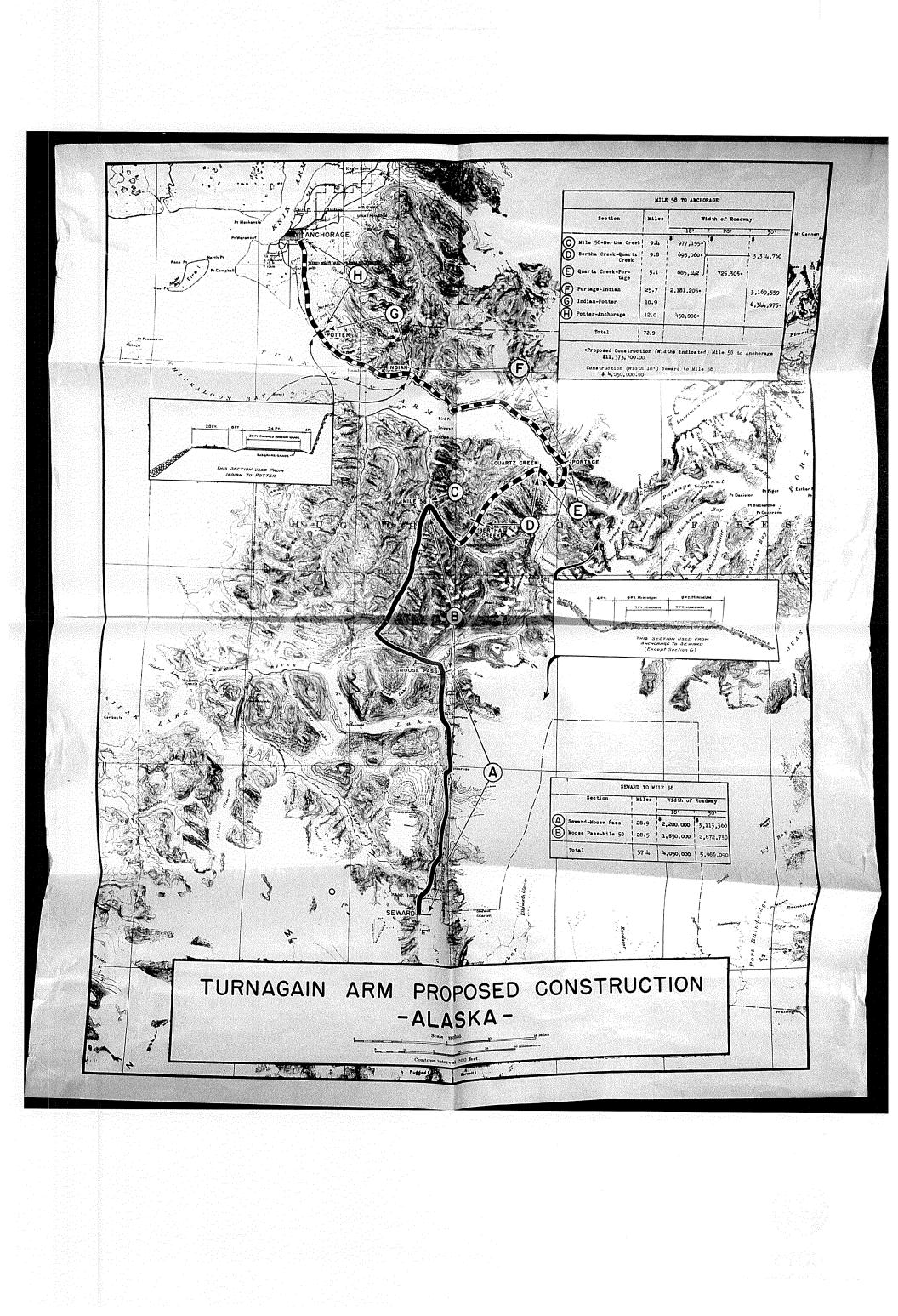




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UNITED STATES DEPARTMENT OF THE INTERIOR OFFICE OF THE SECRETARY DIVISION OF TERRITORIES AND ISLAND POSSESSIONS WASHINGTON 25, D. C.

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FILE COPY Surname:

Col. John R. Noyes Commissioner of Roads for Alaska Juneau, Alaska

By dear [Go] . Noyeu:

There is enclosed herewith a final opinion of the Department of Justice dated April 9, 1951, insdvertently addressed to the Secretary of Commerce, approving the warranty deed executed by James J. Delaney and Nancy M. Delaney on November 23, 1949.

Sincerely yours,

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scd) Irwin W. Silverman Chief Counsel

Enclosure

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UNITED STATES DEPARTMENT OF THE INTERIOR ALASKA ROAD COMMISSION JUNEAU, ALASKA

January 9, 1951

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Mr. Jos. T. Flakne Chief, Alaska Division Office of Territories Department of the Interior Washington 25, D. C.

Dear Mr. Flakne:

Reference is made to your letter of December 6, 1950, enclosing copies of letters from Mr. Alfred Owen and Mr. Bob McFarland with general reference to safety and particular reference to various road projects along Turnagain Arm.

As you know, the Alaska Road Commission has an active safety program and an old-time Safety Engineer who I consider excellent. Our Safety Engineer visits every project of the Alaska Road Commission regularly and the more important ones several times a year. Our safety program includes the issuance of educational material, conferences with foremen, annual safety contests, and the full support of my office. The safety record of the Alaska Road Commission has shown an improvement during the past year and we expect this improvement to continue.

The road contracts along Turnagain Arm are all supervised by the Bureau of Public Roads, except for Section Q which is supervised by The Alaska Railroad. None of these contracts are under the supervision of the Alaska Road Commission for safety purposes. Nevertheless, the Safety Engineer of the Alaska Road Commission has visited these projects and he has contacted the Safety Engineer of The Alaska Railroad regularly with regard to Section G. The Bureau of Public Roads has no safety engineer.

The matter of safety on Section G was taken up specifically with The Alaska Railroad as the responsible agency by my letter of December 1, 1950, to Colonel Johnson, copy enclosed. I have discussed this orally with Colonel Johnson and he has agreed to take steps to see that contractors on the project comply with suitable safety requirements.

It should again be emphasized that no responsibility is attached to the Alaska Road Commission for the supervision of $\int \frac{\partial e}{\partial t} \frac{\partial$

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any contract currently in effect for construction or reconstruction of the Turnagain Arm Road, or its extension to Seward. Nevertheless, I have done all I can to impress upon those responsible for safety on these contracts that there is at least a moral responsibility for seeing that the contractors follow sensible safety rules.

We are constantly working on the problem of suitable housing for Alaska Road Commission employees in Alaska. Some progress has been made on this in the vicinities of Anchorage and Fairbanks. There is hope that there will be a housing project for Valdez next summer. We have also provided trailer camp sites with utilities for our own employees at Valdez and elsewhere with regular Road Commission funds, where no housing whatever existed. Unless special funds are set up, I do not see how we can build or operate housing and utilities generally for our employees or others.

Sincerely yours,

John R. Noyes Commissioner of Roads for Alaska

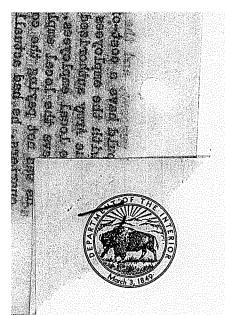
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CC: H. A. Stoddart Bureau of Public Roads, Juneau

> Col. J. F. Johnson The Alaska Railroad, Anchorage



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UNITED STATES DEPARTMENT OF THE INTERIOR ALASKA ROAD COMMISSION JUNEAU, ALASKA

January 4, 1951

Jurnegan

Mr. James P. Davis, Director Office of Territories Department of the Interior Washington 25, D. C.

Dear Mr. Davis:

Reference is made to your letter of December 20 in regard to a conference with the Assistant Secretary of Labor concerning Alaska labor problems. In accordance with a request contained in your last paragraph the following comments are offered on the several items in the order which your letter has presented them.

All of the contracts administered by the Alaska Road Commission contain provisions requiring the contractor to comply with the best safety practices and standards. With very little variation between the several contracts the following provision is typical: .

"In the performance of this contract, the contractor will comply with all pertinent provisions of the "Associated General Contractors" Manual of Accident Prevention in Construction" (Second Revised Edition, 1938) and will furnish and cause to be used such additional safeguards, safety devices and protective equipment as the contracting officer may determine to be reasonably necessary to protect the life and the health of employees. The contractor shall maintain an accurate record of, and will report to the contracting officer on forms prescribed and furnished by the contracting officer, all accidents arising out of and in the course of employment on work under this contract resulting in death, occupational disease, or injury requiring medical attention or causing loss of time from work. Nothing in this article shall be construed to relieve the contractor from compliance with applicable State and local safety, health and sanitation laws."

In particular reference to the Turnegain Arm Boad, your attention is invited to the fact that the contract for the construction of the section of this road from Potter to Indian was entered into by the Alaska Railroad and is being administered solely by them. The contracts for construction of the remainder of this road were entered into and are being administered



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by the Bureau of Public Roads. The contract prepared by the Alaska Railroad contains extensive provisions as to the use of explosives and protection of the public. In addition it provides that "the Contractor shall take all precautions necessary for the protection against injury of all persons engaged at the site in the performance of the contract. He shall conform to current safety engineering practices and with all applicable Territorial or local safety and sanitary laws, regulations and ordinances." Contracts of the Bureau of Public Roads contain a safety and accident prevention clause essentially as quoted above from the Alaska Road Commission contracts.

On all of these projects the Resident Engineer is charged with the responsibility of seeing to it that the contractor abides by the contract requirements in regard to safety and accident prevention. The Headquarters staff of the Alaska Road Commission contains a qualified safety angineer. This safety engineer travels from project to project almost continuously throughout the active construction season. He gives organized safety and first aid instruction, reviews all accident reports and operates a safety contest that helps to keep all personnel safety conscious. It is an encouraging development that many Alaska Road Commission engineers have, of their own initiative and on their own time, taken extensive first aid courses within the last year. The Alaska Road Commission safety engineer, although lacking jurisdiction, has visited the Turnagain Arm projects and has consulted with the officials of the Railroad and the Bureau of Public Roads administering those contracts.

In regard to Mr. Evans' charge that reports required under the Walsh - Healy Act had not been made by the Alaska Road Commission, it is desired to emphasize the fact that all of our direct contracts are construction contracts. The Walsh - Healy Act applies to employees "engaged in the manufacture or furnishing, including the fabrication, assembling, handling, or shipment of materials, supplies, articles, or equipment" required under public contracts. It is therefore our contention that the Walsh - Healy Act does not apply to our contracts and we feel that this contention is supported by the fact that no mention of the Walsh - Healy Act is made in U. S. Standard Form #23 which sets forth the basic legal requirements of a construction contract. So far as can be now ascertained, Mr. Evans has never suggested to any member of the Alaska Road Commission that the Walsh - Healy Act was applicable or might apply to our construction contracts.

All of our construction contracts contain the following provisions: "A local public employment agency will be designated to prepare the employment lists for the project. At or prior to contract award, the contractor will be advised of the exact designation and location of the agency selected

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for this purpose, and the name and location of such agency will be inserted in the contract.

"All qualified unskilled labor shall be employed insofar as possible from lists furnished the contractor by the employment agency designated in the contract. The contractor may avail himself of the services of the employment agency for obtaining labor of the intermediate and skilled grade.

"The contractor shall not discriminate against any employee or applicant for employment because of race, creed, color, national origin or political affiliations, in the employment of persons, qualified by training and experience, and shall include a similar requirement in all subcontracts."

The designated employment agency together with the Building and Construction Trades Unions largely control the employees available to the contractor. The contractor has little choice as to whom he may employ, but he does reserve the right to discharge employees who have definitely proven themselves incompetent and unreliable. The charge that the native inhabitants of the village of Klukwan were discriminated against is groundless. The contractor employed such of those referred to him as could perform available work. In a project of this sort the contractor always seeks local employees since otherwise he must pay transportation to the project from distant points, usually the continental United States. As a whole, the Klukwan natives proved incompetent and unreliable. They have been a very considerable source of difficulty throughout the Haines job not only because they were unsatisfactory employees, but because they raised innumerable issues such as alleged interference with their water supply, their fishing rights, and their land titles. It appeared to us that the natives felt that this construction project was a pork barrel relief project for their sole benefit.

Mr. Evens has contacted this office on only one occasion and that occurred many months ago. His call resulted from complaints of some of the workmen that deductions for Federal income tax had been increased. The deductions had been increased and the net take-home pay had been decreased largely as a result of union activities. For years it had been the prevailing practice of construction contractors in Alaska to furnish subsistence and quarters for employees at a charge of \$1.50 per day. When the growing population of Alaska found itself supplying local workers in considerable numbers, the local unions began arguing that the workment could not live at home for \$1.50 anday

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and should have a cost-of-living allowance in order to be on equal terms with the employees subsisted in the coontractors' camps. In 1947 the Army authorized the allowance of a \$0.50 an hour differential for the local employees. On the prevailing fifty-four hour work week this gave the local employee an additional \$27.00 per week and, since he was not paying the contractor \$1.50 per day for subsistence and quarters, he had actually \$37.50 per week toward his living expenses. For some time this living cost allowance was carried as a separate The Bureau of Internal Revenue item on the payroll end was not taxed. finally insisted that it be carried on the payrolls as compensation and be fully taxed. Then, in collective bargaining with the Alaskan chapter of the Associated General Contractors, the unions insisted that the living cost differential be simply incorporated into the wage rate so that all employees, of a given classification, received the same hourly rate whether living at home or in camp. This resulted in a \$0.57 per hour blanket increase to the construction employees and, in turn, the contractors increased the subsistence and quarters deduction to \$5.75 per day. Thus, the employee living in camp was taxed on \$40.25 which it cost him to live rather than \$10.50, which it had previously cost. The employees resented this and ignored the fact that their gross pay had been increased in the emount of \$33.00 per week.

This was all explained to Mr. Evans and evidently he in turn explained it to the complainants and they were mollified. However, in the course of this explanation, it became apparent to Mr. Evans that there had, for some years, been a hidden living cost subsidy which actually constituted compensation and which should have been included in calculations of overtime under the Bacon - Davis Act. This, of course, raised the question as to whether or not the Bacon -Davis Act applied to construction and/or reconstruction of highways in Alaska. Mr. Evans finally decided that he would ignore that issue unless raised by the interested parties.

I trust that this will confirm your apparent confidence in the intention of the Alaska Road Commission to promote the safety of workmen and maintain non-discriminatory hiring policies. In Alaska there are many types of workmen and it is inevitable that there will be complaints. Mr. Evans will be invited to a discussion of labor problems at an early date and will be reassured of the full cooperation of this organization.

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Sincerely yours,

John R. Noyes Commissioner of Roads for Alaska

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UNITED STATES DEPARTMENT OF THE INTERIOR OFFICE OF THE SECRETARY DIVISION OF TERRITORIES AND ISLAND POSSESSIONS WASHINGTON 25, D. C.

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File Number 1 55 TURNAGAIN ARMS-PROJECT

Date

Dec. 21, 1950.

CROSS REFERENCE

To:

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EXTRACT:

The Alaska Railroad has made a concerted effet through its safety department during the past season to effect a safety program on the Turnagain Arm Project for the benifit of both the contractors and the Railroad.

Signed:

JamP. Johnsons, General ManageranAlaska Railroad.

See File Number:

18 11 - SAFETY

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UNITED STATES DEPARTMENT OF THE INTERIOR THE ALASKA RAILROAD ANCHORAGE ALASKA

December 20, 1950

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Mr. James P. Davis Director Office of Territories U.S. Dept. of the Interior Washington 25, D. C.

My dear Mr. Davis:

Reference is made to various letters in regard to safety matters on construction jobs:

For your information attached is copy of letter from Morrison-Kiewit-Birch, Joint Venture Contractors, on the Turnagain Arm Project.

Sincerely yours,

(SIGNED) J. P. JOHNSON

J. P. Johnson General Manager

Attachment

Ja File 18.11

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UNITED STATES DEPARTMENT OF THE INTERIOR OFFICE OF THE SECRETARY DIVISION OF TERRITORIES AND ISLAND POSSESSIONS File Number WASHINGTON 25, D. C. TURNAGAIN AN

File Number 1 55 TURNAGAIN ARMS-PROJECT

Dec. 20, 1950.

49515

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Date

CROSS REFERENCE

To:

Subject:

EXTRACT:

SAFETY PRACTICES ON TURNAGAIN ARMS PROJECT:

One of these matters related to safety practices and standards on construction projects. Without identifying the project, he mentioned the heavy death and disability rate on the Turnagain Arm road and railroad relocation job. He mentioned, too, that the Department of the Interior agencies has not made reports the the Department of Labor for the past two years required under the Walsh Healet Act. He added that agencies of the Department of Defense has not complied for the past three years.

Signed: James P: Davis, Director

See File Number:

18 7-LABOR CONDITIONS -GENERAL



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> UNITED STATES DEPARTMENT OF THE INTERIOR OFFICE OF THE SECRETARY DIVISION OF TERRITORIES AND ISLAND POSSESSIONS WASHINGTON 25, D. C.

FILE COPY Surname:

JUL 14 1950

Non. A. Devitt Vanech Assistant Attorney General Department of Justice Washington 25, D. C.

My dear Mr. Vanech:

Reference is made to Attorney General McGrath's letter to Secretary Chapman, dated March 16, 1950 (your file No. 33-2-130), relating to certain title data submitted in connection with the proposed purchase by the Alaska Road Commission of 2.185 acres of land located in the Anchorage Recording District, from James J. Delaney and Nancy M. Delaney.

There are enclosed a warranty deed, abstract of title, and a check in payment for this land. Please deliver the check to the vendors when you are satisfied that valid title has vested in the United States, subject only to the rights and easements referred to in objections 4, 5, and 6 of Attorney General McGrath's letter of March 16. Objections 4, 5, and 6 will not interfere with the contemplated use of the land.

Sincerely yours,

(Signed) Dan H Wheelen

Dan H. Wheeler Acting Director

Enclosures 3

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ā ų, TAUES 380 Office of the Attorney General Washington, D.C. March 16, 1950 R+1.02 INTERIOR DEPT: INTERIOR DEPT MAR 2 1 1950 **HALLSIANX** BRCHIVER MAR 21 1950 INTERIOR DEPT Honorable Oscar L. Chapman UFFICE THE SECRETARY RECEIVED Washington, D. C. MMAR 2 3 1950 My dear Mr. Secretary: TERRITORIES An examination has been made of the title data relating to 2.185 acres of land, more or less, Alaska Road Commission ✓ Project, in Anchorage Recording District, Third Judicial Division, Territory of Alaska. This land is to be acquired for a consideration of \$190.00 by authority of existing legislation. The file number of this Department is 33-2-130. The land is described in the enclosed deed dated November 23, 1949, executed by James J. Delaney and Nancy M. Delaney, husband and wife, to the United States of America. The abstract, consisting of 9 pages, was last satisfactorily certified as of November 25, 1949, by Davis & Renfrew, Abstracters. The abstract and accompanying data disclose the title to be vested in James J. Delaney and Nancy M. Delaney, subject to: 1. All taxes and assessments. 2. Rights or claims of persons in possession, if any, not shown of record. 3. Mechanics' liens, if any, not shown of record. 4. Easements for roads, highways and public utilities, if any, not shown of record. 5. Rights of the United States and third persons, if any, under reservations contained in the patent shown at page 1 of the abstract. REFERENCE LIER MAR 2 3 1950 A ISLAND PUSA

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6. Easements, if any, used by third persons in connection with vested and accrued water rights.

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- 7. Rights of the United States under the enclosed deed.
- 8. The registration of the land with the Territorial Assessor for the Third Division, Territory of Alaska, under the 1949 Session Laws of Alaska.

As a copy of the option was not submitted to this Department, the consideration for the purchase is not stated herein.

Prior to the consummation of this purchase it should be determined that the deed to the United States and the caption to the abstract include all the land described in the option.

When the above requirement and objections numbered 1, 2, 3 and 8 have been met, the enclosed deed to the United States, properly stamped, has been recorded, the purchase price has been paid, the abstract has been continued and certified to a date subsequent to the recordation of the deed, disclosing that nothing has occurred since the date of the present certificate to affect the title adversely, and showing the vesting of a valid title in the United States of America, and this Department has been informed in writing that objections 4, 5 and 6 will not interfere with the contemplated use of the land, the title will be approved subject to the rights and easements referred to in objections 4, 5 and 6.

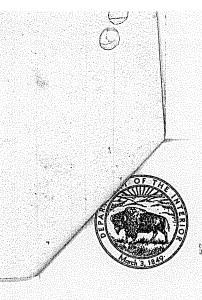
The abstract and related papers are enclosed.

Sincerely yours,

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Attorney General



UNITED STATES DEPARTMENT OF THE INTERIOR NTERIOR DEPT. ALASKA ROAD COMMISSION RECEIVED JUNEAU, ALASKA JUN - 5 1950 TERRITORIES

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May 29, 1950

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Division of Territories and Island Possessions Department of the Interior Washington 25, D.C.

Gentlemen:

Papers in relation to the purchase of a tract of land containing 2.185 acres from James J. Delaney and Nancy M. Delaney at Indian, Alaska, are being transmitted to your office herewith.

As there undoubtedly will be numerous transactions of a similar nature in the future, it seems that the procedure employed in obtaining the ground in this instance is unsatisfactory, both from the standpoint of the correspondence involved, and the time consumed in obtaining final title. An even more serious objection to this procedure is found in the lack of qualified abstractors in the Territory of Alaska. As the Department of Justice procedure requires title abstracts as well as warranty deeds, it is felt that title abstracts may be difficult, if not impossible to obtain in many instances, but that sufficient documentary evidence such as recordings with the U. S. Commissioners could be obtained to assure a clear title to the land being purchased.

Reference is made to my letter of March 29, 1950, and subsequent wire of May 1, 1950, which requested the issuance of a Secretarial order to me as Commissioner of Roads for Alaska, and to Mr. A. F. Ghiglione, Chief Engineer of the Road Commission, delegating authority for procurement of lands or interests in land for road purposes. Since it appears that some land problems of this character will become even more involved than those encountered in the Delaney purchase, any action that can be taken by your office to expedite the issuance of the Secretarial order will be much appreciated.

Yours very truly, 1es John R. Noyes Commissioner of Roads for Alaska



RECEIVED JUN- 5 1950 TERRITORIES

UNITED STATES DEPARTMENT OF THE INTERIOR ALASKA ROAD COMMISSION JUNEAU, ALASKA

May 29, 1950

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Division of Territories and Island Possessions Department of the Interior Washington 25, D.C.

Gentlemen:

Reference is made to the enclosed letter from the Attorney General addressed to the Secretary of the Interior, which accompanied the Division Director's letter of April 13, 1950, to the Commissioner of Roads for Alaska, concerning the proposed purchase by the Alaska Road Commission of 2.185 acres of land from James J. Delaney and Nancy M. Delaney. The replies to the objections listed by the Attorney General follow:

It is understood that evidence satisfactorily disposing of objections numbered 1, 2, 3 and 8 will be presented by the seller at the close of title.

Objection No. 4 - We have no knowledge of any existing easement for road right-of-way and public utilities not shown of record. The possibility of the existence of such easement is not regarded as interfering with the contemplated use of the land.

Objection No. 5 - We have no knowledge of any existing rights of third parties under the reservation referred to in this objection, and the possibility of the existence of such rights as well as the possibility of the exercise of the right-of-way for ditches or cables, Railroads, Telephone and Telegraph lines constructed by or under the authority of the United States, which is also contained in the reservation, are not regarded as interfering with the contemplated use of the land.

Objection No. 6 - We have no knowledge of any existing easements used by third persons in connection with vested and accrued water rights. The possibility of the existence of such easement is not regarded as interfering with the contemplated use of the land.

Objection No. 7 - As the deed is in favor of the United States, the rights of the United States thereunder are considered fully covered.

An option for the purchase was not secured. In lieu thereof the owner executed the Warranty Deed and is still desirous of closing the title under the conditions set forth therein.

In recent discussions with the Assistant U. S. Attorney handling this matter, we were advised that the only method under which they are authorized to handle and complete transactions of this type consists of a reply to the Attorney General's letter by the Secretary of the Interior answering the objections listed by the Attorney General. A check, drawn in favor of the sellers, should accompany this reply to the Attorney General.

The Attorney General will in turn forward all papers, including the check, to the U. S. Attorney at Anchorage and that office will then complete the transaction and deliver the check to the sellers.

As it appears that this office can do nothing more towards completing this purchase, the pertinent papers are transmitted herewith and it is requested that the necessary action be taken by the Division to obtain the property for the use of the Alaska Road Commission.

Very truly yours,

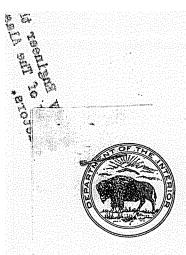
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ics. John R. Noyes, Commissioner of Roads for Alaska

Enclosures - Letter from Attorney General Abstract Warranty Deed

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UNITED STATES DEPARTMENT OF THE INTERIOR ALASKA ROAD COMMISSION JUNEAU, ALASKA

July 1, 1950

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Mr. James P. Davis, Director Division of Territories and Island Possessions Department of the Interior Washington 25, D. C.

Dear Mr. Davis:

Receipt is acknowledged of your letter dated June 16, 1950, making inquiries about the safety work of the Alaska Road Commission and its application to the operations of contractors.

The Alaska Road Commission has an excellent Safety Engineer, Mr. Harry R. Bates. I consider him the best Safety Engineer I have ever known. We have an aggressive safety program directed toward the reduction of accidents among our own forces and among the forces of the contractors doing work for the Alaska Road Commission. I do not believe that our responsibility should extend to the operations of contractors working for other agencies.

The accident on the Fairbanks-College Road project concerned a contractor working for the Alaska Road Commission. This was investigated promptly, and recommendations were made to the contractor, which will be followed up to see that they are carried out.

The accidents in the Anchorage area were on road work along Turnagain Arm, the contracts for which were made and are supervised either by the Bureau of Public Roads for The Alaska Railroad. I do not feel that the Alaska Road Commission's responsibility should extend to such contracts where we have neither contractual or supervisory control.

The Eureau of Public Reads has no Safety Engineer in Alaska. Shortly after the accident on the Kuney project where four men were killed, I requested a conference with Mr. Stoddart, Division Engineer, Bureau of Public Reads, Juneau, Alaska, and discussed the matter with him. At my request, our Safety Engineer was authorized by Mr. Stoddart to make an inspection of the B.P.R. contracts along Turnegain Arm. A copy of the report of our Safety Engineer is attached.

The other fatal accidents in the Anchorage area are understood to have occurred on Section G of the Turnagain Arm Road, the contract for which was let and is supervised by The Alaska Railroad. The Alaska Railroad has a Safety Engineer with whom our Safety Engineer made contact at the time of his Turnagain Arm trip, but was advised by The Alaska Railroad

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Safety Engineer that they did not consider that the responsibility for safety of The Alaska Railroad extended to the operations of their contractors.

Our own Safety Program includes safety education on a broad scale throughout Alaska, a safety contest, and regular reports which are rendered to this office. A digest of the reports is published monthly to all districts in our monthly magazine. We are proud of the record of the Alaska Road Commission for safety among our own forces. There have been no fatal accidents this year in our own forces. With regard to the contractors working for the Alaska Road Commission, their work is inspected regularly and recommendations made to me which are the subject of letters to the contractors in appropriate cases. There has been only one fatality and comparatively few serious injuries upon road work being performed by the contractors working for the Alaska Road Commission. The fatality was reported to me by our Safety Engineer to be due to neglect of proper safety precautions by the contractor and he has been warned about it.

It has been my experience that safety on construction work is best observed if the foremen are keenly conscious of the requirement of safety. Special instruction of foremen is, therefore, carried on by our Safety Engineer who travels most of the time for this purpose. Each foreman is in effect a safety supervisor. The District Engineers and all of their principal assistants are also thoroughly indoctrinated in safety. Results so far have been good and I am convinced that our safety program is adequate and is getting results.

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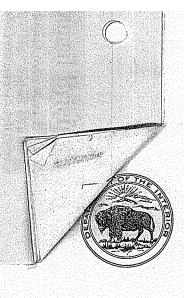
Sincerely yours,

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John R. Noyes Commissioner of Roads for Alaska

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Enclosure



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UNITED STATES DEPARTMENT OF THE INTERIOR OFFICE OF THE SECRETARY DIVISION OF TERRITORIES AND ISLAND POSSESSIONS WASHINGTON 25, D. C.

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Air Mail

JUN 6 - 1950

Colonel J. P. Johnson General Manager, The Alaska Railroad Anchorage, Alaska

My dear Colonel Johnson:

Thanks for your letter of June 1 with press articles regarding safety matters on construction jobs. These newspaper articles should help to give the public a full understanding of the situation. We hope the contractors will adopt good, sound safety practices for the future.

Do you plan to have klaska Hailroad safety officers check safety conditions on contractor's jobs? I understand that the U. S. Engineers require sound safety practices on their jobs and have their own men make safety check-ups. Do you know if the Engineers in Alaska follow that practice? Do you plan to specify safety in future contracts?

Sincerely yours,

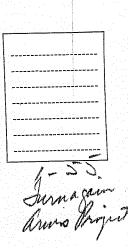
(Sgd.) Jos. T. Flakne

Jos. T. Flakne Chief, Alaska Branch

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Flakne/gmr June 6

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UNITED STATES DEPARTMENT OF THE INTERIOR THE ALASKA RAILROAD ANCHORAGE, ALASKA

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INTERIOR DEPT. RECEIVED JUN-5 1950 TERRITORIES

> Mr. James P. Davis Director Division of Territories and Island Possessions Department of the Interior Washington 25, D. C.

My dear Mr. Davis:

Reference is made to your wire of May 24, 1950 regarding labor accidents in which you refer to Mr. Benson's telegram received by Secretary Chapman:

Attached are press releases issued in connection with same by The Alaska Railroad.

Sincerely yours,

non Johnson eneral Manager

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June 1, 1950

Attachments