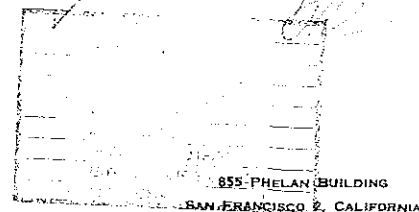


PUBLIC ROADS ADMINISTRATION
FEDERAL WORKS AGENCY
~~REGIONAL HEADQUARTERS~~
WESTERN HEADQUARTERS



IN YOUR REPLY PLEASE REFER TO

FILE No. -----

October 22, 1948

To: Mr. H. A. Stoddart, Division Engineer
From: L. I. Hewes, Chief, Western Headquarters

As you probably recall, the Division Engineers submit monthly to this office a confidential report covering the principal activities of the Division for the preceding month. These reports are intended to present the interesting aspects of the month's activities, including personnel changes in the Division and in the State (or Territory) topside personnel--if any. They include comments on the volume of business, contract lettings, price trends, and general weather and working conditions.

For the present, it will be quite satisfactory to have a short resumé in your own words without further instructions. The first monthly report should cover October. Reports for the Western Divisions are summarized here and the ribbon copy forwarded to Washington. A carbon copy should be enclosed for our files. Recently, it has become the practice for each District Engineer to submit to the Division Engineer a summary of the work and activities in his District. Accordingly, I would suggest that Messrs. French and Wyller submit such reports to you on which you may make whatever comments desired. Copies in duplicate of these District reports also are to be forwarded.

October 22, 1948

To: Mr. H. A. Stoddart, Division Engineer

From: L. I. Hewes, Chief, Western Headquarters (LH)

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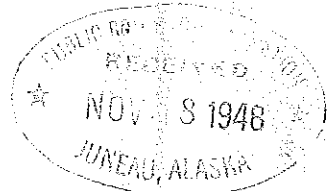
October 23, 1948

Mr. J. H. ...

...

The following information was received from the ...

It is noted that the ...



~~XXXXXXXXXXXX~~
Division 10

October 29, 1948

TO: Commissioner, Public Roads Administration, Washington, D. C.

FROM: H. A. Stoddart, Division Engineer

SUBJECT: Monthly Report of Activities in Division 10 for
October 1948

The activities of Division 10 fall into three main divisions, with the work on the interior highways, Glenn, Richardson, and Alaska being the largest by reason of the volume of work to be performed; the Turnagain Arm Project being the second in importance, at least for the present period; and the Forest Highway projects currently the smallest in volume.

The Division Office was created by action taken on August 19, 1948, to be established at Juneau to direct and supervise all work in the Territory of Alaska. Personnel to staff the Division Office is currently being recruited through the Washington Office and by revision in assignments of the personnel previously stationed in Alaska. The Division Office at this time includes the Division Engineer, the engineer in charge of surveys and designs, the construction and bridge engineer, the office engineer, the auditor and several clerks and stenographers. The Division Office has been established in the Federal and Territorial Building in Juneau in quarters previously occupied by the District Office. The District Office, in charge of Mr. C. F. Wyller as District Engineer, has been established in additional space assigned for use by the Public Roads Administration in the Federal Building in Juneau.

The Juneau District Office will supervise and direct the Forest Highway work in southeastern Alaska and will also take over such portion of the work in the interior as may be found to be conveniently accessible.

A District Office has been set up at Seward, Alaska, under the direction of Mr. B. M. French. The Seward Office will supervise the Forest Highway work on the Kenai Peninsula, the Turnagain Arm Project and the interior road system work accessible from Anchorage.

It is planned that the Division Office personnel will directly supervise the projects through the location and design stage, with

direct supervision being transferred to the Districts when the projects reach the construction stage.

A resume' of the work performed to date on the interior system necessarily includes a brief statement of the work performed in advance of the execution of the Interdepartmental Agreement between the Public Roads Administration and the Department of the Interior dated August 17, 1948. Through an exchange of letters, the Division Eight Office with headquarters at Portland had proceeded with abbreviated surveys through an informal field agreement with representatives of the Alaska Road Commission which designated the type of surveys, designs and plans. The understanding reached at that time was carried through into the formal agreement whereby a stage-type construction program for improvement and rehabilitation of the existing roadways was planned, to be followed at some future time with improvement to a higher level. As a result of conferences between representatives of both organizations, a program of improvements setting up construction sections with priorities in a schedule of contract lettings with completion dates was prepared and incorporated by reference in the form of an agreement. During the period of organization of the new Division, the Division Eight organization carried on with surveys and preparation of plans and by giving this work first priority, was able to advertise the first two sections on September 1 and open bids on September 22, 1948. Of the first two sections, one extended easterly on the Glenn Highway for a distance of forty miles between Anchorage and Palmer, excluding the eight miles to the Army Post at Fort Richardson. The other section covered forty-four miles of the Richardson Highway, beginning at Fairbanks and extending southerly. Both projects provided for a limited amount of grading to provide for road bed widening and some minor realignments, construction of a pit run gravel foundation course, crushed gravel base course, and plant mix type bituminous surfacing.

Good competition was received, with bids being submitted by three large and responsible contractors. The low bidder on each project was the combination bid of Morrison-Knudsen and S. Birch and Sons, with the low bid on the Glenn Highway section being \$1,689,752 and on the Richardson Highway being \$2,658,112. Both bids were well under the engineer's estimate.

Construction was started on the Glenn Highway section on October 4, 1948, with the contractor's plan of operation being to complete all grading on this section this year, deferring surfacing and paving until next year. The contractor commenced operations on the Fairbanks section on October 12 stripping quarries and pits.

Field surveys and designs have been completed on two additional sections; one being Section B of the Richardson Highway adjacent to Section A and extending to Big Delta and the other, Section B of the Alaska Highway extending from the Johnson River to Tok Junction. Both

of these projects have been advertised and bids will be received on November 17 and 19 respectively. The Richardson Highway project is similar in design to that used on Section A, but the Alaska Highway section provides for a lower type of double prime surfacing treatment, which is believed to be satisfactory by reason of the anticipated lighter traffic, better foundation conditions and more favorable weather during the construction season.

There had originally been proposed a project to stockpile for future use crushed gravel on the Richardson Highway between Big Delta and Gulkana covering sections designated in the agreement as C, D, and E. Due to the excellent progress made on letting the first two surfacing contracts and advertising of the work for two additional road projects including all the elements of grading, surfacing and oiling, the Alaska Road Commission is opposing letting a stockpile contract of this kind as they hesitate to invest the large sum of money for materials on a section for which they may not eventually obtain an appropriation to permit completion of the road. They also feel that due to the lateness of the season, there may be some lack of competition and further, they have allocated the cash and contract authority remaining to Section C of the Richardson Highway and a subsection of the Glenn Highway approximately forty miles in length extending easterly from Palmer. It is planned that the two latter projects will be advertised for bids opening by March 15, 1949, with the completion date set for December 1949.

It is our thought that the agreement under which this work has been undertaken was the minimum that would be acceptable to the Public Roads Administration, with one of the objectionable features being that it covered only a portion of the projects included in the program attached to the agreement. There is an apparent improvement in relations with Road Commission officials which seems to indicate that a revision in the agreement will be sought on their part to extend it to cover several additional construction projects, possibly all of the projects scheduled for contract in the calendar year 1949. It is anticipated that negotiations to accomplish this result will be carried out in November to the mutual benefit of both organizations in planning for the next season's work.

The Turnagain Arm work is proceeding slowly under the contract let in July with much of the work to date being organizational in character, consisting of moving equipment and materials to the project, organization of crews and setting up construction camps, clearing, construction of pioneer roads and some bridge substructure work. The grading is favored by excellent materials with rock work predominating on Sections C and D and the remainder of the project in the vicinity of the Turnagain Arm being largely talus or gravel borrow secured from independent pits off the right-of-way. The rate of progress on this work is being accelerated and the month of October has seen a substantial increase in grading activities and bridge foundation work accomplished.

The most interesting development in the Turnagain Arm work recently has been the completion of the railroad location and design. Due to the high standards adopted by the railroad forces featuring a six degree maximum curve, and a level grade line with highway and railroad combined in one section, the grading quantities have been extremely heavy, being approximately 2,500,000 cubic yards. As a result of the high standards, the estimated cost of the project, including engineering and contingencies was somewhat in excess of \$12,000,000. Since the original appropriation for the whole project was less than this amount, a review of the whole problem was indicated. One suggestion was made that road funds from the interior of Alaska be diverted to the Turnagain Arm project to permit immediate advertising and contracting. The Road Commission officials, however, objected to this solution and a joint conference and field inspection was arranged to review the design.

A P. E. and E. report on the inspection has been prepared and submitted and an agreement was reached that the design should be scaled down sufficiently to be in reasonable approximation of standards contemplated when the original set up of funds was made. A supplemental three-party agreement was executed to interpret the conditions of the original Turnagain Arm Agreement, setting controls and standards on the facility to be constructed.

The Agreement also provides that Section F-2, the remaining section intervening between the Green and Lytle contract and the railroad section extending from Indian to Potter, would be constructed under direct Public Roads supervision and that the work would be contracted as soon as the design and specifications could be completed. Contracting of this work in advance of the railroad section will permit a closer determination of the amount of additional funds necessary for the project. The design has been completed and bids for the grading of the F-2 Section will be opened in Juneau on December 8 and the remaining work consisting of five bridges to be contracted in the spring of 1949.

The principal Forest Highway activity which occurred during this period was the opening of bids for the Glacier Highway section extending between Juneau and the Juneau Airport. Bids for this project were opened on October 5 and were about thirty-four percent in excess of the engineer's estimate and were also in excess of the funds available for the work. After full consideration of the situation, taking into account the rising trend of prices and that the contractor's bid was probably more realistic for some items than the engineer's estimate, it was decided to recommend the bid for award with the proposal for transfer of funds from a project at Ketchikan to permit financing of the Juneau project. Supporting the conclusion that to readvertise and call for bids later would result in higher bids, the only available equipment

in the area capable of handling a project of this size was located on Annette Island, near Ketchikan, on a similar type paving project and as the contractor proposed to move the paving equipment from the area, it would result in increased transportation charges to return the equipment at some future time. The city of Juneau had also called for bids on similar paving work and the contractor's bid on the city work was qualified by the condition that award would be accepted only if he was also awarded the Public Roads project. The city had previously called for bids in July and a comparison showed a decided increase in spite of the fact that the contractor was bidding on a project three times as large as the original. Award of the contract is now under consideration in the Washington Office.

In summary, it may be stated that very good progress has been made in surveying and contracting the work covered by the agreement with the Alaska Road Commission in the interior on the Alaska Highway. The Turnagain Arm work is proceeding satisfactorily and the construction of the F-2 Section under the Public Roads Administration supervision has been clarified.

The principal project affecting the people of the capital of Alaska at Juneau has been put in line for award of contract. Also, satisfactory progress has been made on the Wards Cove project near Ketchikan which will permit construction of the pulp mill as planned.

As evidence of the interest in transportation in the Territory, offers of support have been made by other Governmental organizations to obtain additional funds for highway improvements on the portion of the Kenai Peninsula highway that forms the southerly section of the route from Anchorage to Seward by way of the Turnagain Arm Project. Also, interest has been shown in obtaining appropriations to provide for necessary road improvements for proposed future pulp mill developments in both Sitka and Juneau. Both of these proposals appear to be very meritorious and justifiable and both involve rather large sums of money, approximately \$10,000,000 for each program. However, since the Forest Highway funds amount to only \$1,500,000 a year, the conclusion is inescapable that additional direct appropriations are necessary if lack of highways is not to directly impede development of the Territory. The interest in Alaska, both from the strategic situation and for encouragement of the growth of permanent industries and population, makes the present period appear very favorable to initiate an accelerated program.

One of the problems to be considered in the near future is the more rapid recruitment of supervisory personnel and later that of assembling the necessary field forces. To date the limited size of the Division staff has not worked to delay the advancement of the projects to construction due to the extensive cooperation received

from the Portland Office. It will be possible and practicable to continue the work with a small force during the winter season, but plans to increase the engineering staff as required by the volume of work proposed must be carried out before spring.

We propose to attach graphs to show the progress on the Turnagain Arm Project and the interior of Alaska projects with the next report. We shall be glad to receive suggestions regarding the tabulations so that they may be made as effective as possible in delineating and reporting the progress of the work.

HAS:rb

cc Dr. L. I. Hewes, Chief, Western Headquarters

It will be possible and desirable to have the
program in the form of a single document which
will be distributed to all interested parties
and will be available to the public.

The program is being prepared in the form of
a report and the information will be made
available to all interested parties and
will be available to the public.

HAS:rb
Dr. I. I. Hesse, Chief, Western Headquarters

Handwritten notes and signatures at the bottom of the page, including the name "Chas. H. ...".

~~XXXXXXXXXXXX~~
Division 10

November 10, 1948

TO: Dr. L. I. Hewes, Chief, Western Headquarters, San Francisco,
California

FROM: H. A. Stoddart, Division Engineer

Your memorandum dated October 22, 1948, regarding the monthly confidential report on the activities of the Division was not received until November 8, 1948. I believe that you now have received the report which was prepared for the Division, dated October 29, 1948.

This report, while not in exactly the same form as described in your memorandum, in general covers the same phases of the work. In preparation of future reports, we will adopt the suggestions you have made, particularly in regard to the practice of each District Engineer submitting a report covering the activities of his District.

HAS:rb

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Division 10

November 10, 1948

TO: Mr. C. F. Wyller, District Engineer, Juneau, Alaska

FROM: H. A. Stoddart, Division Engineer

It is proposed to continue the practice of submitting monthly narrative confidential reports covering the activities of the Division. It is desired that you submit monthly reports developed in the same way covering the activities of the District to accompany the Division report. Your report should include construction progress, weather and working conditions, and any other items of interest which occur to you.

Since this material should be available in preparing the Division report and since the District report will be forwarded with the Division report, it is desired that your monthly reports reach this office by the twenty-fifth of each month.

HAS:rb

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Division 10

November 10, 1948

TO: Mr. B. M. French, District Engineer, Seward, Alaska
FROM: H. A. Stoddart, Division Engineer

It is desired that monthly reports be submitted to this office covering the principal activities in your District for the preceding month. We believe that it should include comments on contractors' progress and general weather and working conditions.

As we intend to incorporate these reports in the reports for the Division, it is desired that they be submitted in time to reach this office by the twenty-fifth of each month.

HAS:rb