

AD-783 892

THE DECISION PROCESS OF THE CIVIL
WORKS FUNCTION OF THE U. S. ARMY
CORPS OF ENGINEERS

Gerald E. Galloway


Army War College
Carlisle Barracks, Pennsylvania

10 June 1974

DISTRIBUTED BY:

NTIS

National Technical Information Service
U. S. DEPARTMENT OF COMMERCE
5285 Port Royal Road, Springfield Va. 22151

| REPORT DOCUMENTATION PAGE | | READ INSTRUCTIONS BEFORE COMPLETING FORM | |
|---|-----------------------|---|--|
| 1. REPORT NUMBER | 2. GOVT ACCESSION NO. | 3. RECIPIENT'S CATALOG NUMBER AD-783 892 | |
| 4. TITLE (and Subtitle) THE DECISION PROCESS OF THE CIVIL WORKS FUNCTION OF THE US ARMY CORPS OF ENGINEERS | | 5. TYPE OF REPORT & PERIOD COVERED Individual Research Project | |
| 7. AUTHOR(s) COL Gerald E. Galloway, CE | | 6. PERFORMING ORG. REPORT NUMBER | |
| 9. PERFORMING ORGANIZATION NAME AND ADDRESS US Army War College Carlisle Barracks, PA 17013 | | 8. CONTRACT OR GRANT NUMBER(s) | |
| 11. CONTROLLING OFFICE NAME AND ADDRESS Same as Item 9. | | 10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS | |
| 14. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office) | | 12. REPORT DATE 10 June 1974 | |
| | | 13. NUMBER OF PAGES 252 | |
| | | 15. SECURITY CLASS. (of this report) | |
| | | 15a. DECLASSIFICATION/DOWNGRADING SCHEDULE | |
| 16. DISTRIBUTION STATEMENT (of this Report) Approved for public release; distribution unlimited. | | | |
| 17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report) | | | |
| 18. SUPPLEMENTARY NOTES Details of illustrations in this document may be better studied on microfiche.  | | | |
| 19. KEY WORDS (Continue on reverse side if necessary and identify by block number) Reproduced by NATIONAL TECHNICAL INFORMATION SERVICE U. S. Department of Commerce Springfield VA 22151 | | | |
| 20. ABSTRACT (Continue on reverse side if necessary and identify by block number) Over the past quarter century considerable criticism has been directed at the Army Corps of Engineers by the media, educators, some members of Congress and environmentalists for allegedly excluding the public from its decision process. This, critics note, has resulted in Corps bias towards dams and structural solutions and a neglect of relevant social issue. All aspects of these criticisms were examined. Information was gathered from a literature search, visits to Corps of Engineer activities, interviews with | | | |

critics and Corps personnel, and a survey of national opinion leaders. The report concluded that the majority of criticisms of the decision process of the Corps of Engineers are not valid or are overstated--that the Corps is effectively including the public in the decision process. It is noted, however, that there are significant differences in the performances of operating elements of the Corps. The nationwide survey indicated that the majority of the opinion leaders are somewhat satisfied with the Corps performance but perceive the Corps to be doing less well than the author concludes it is doing. The report recommends that the Corps of Engineers take action to bring all operating elements to the same level of performance and that the Corps undertake a vigorous program to further educate and involve the public in its activities.

i (a)

The views expressed in this paper are those of the author and do not necessarily reflect the views of the Department of Defense or any of its agencies. This document may not be released for open publication until it has been cleared by the appropriate military service or government agency.

USAWC MILITARY RESEARCH PROGRAM PAPER

THE DECISION PROCESS OF THE CIVIL WORKS
FUNCTION OF THE US ARMY CORPS OF ENGINEERS

AN INDIVIDUAL RESEARCH PROJECT

by

Colonel Gerald E. Galloway
Corps of Engineers

US Army War College
Carlisle Barracks, Pennsylvania
10 June 1974

Approved for public release;
distribution unlimited.

i (4)

The views expressed in this paper are those of the author and do not necessarily reflect the views of the Department of Defense or any of its agencies. This document may not be released for open publication until it has been cleared by the appropriate military service or government agency.

THE PENNSYLVANIA STATE UNIVERSITY MASTERS PAPER

THE DECISION PROCESS OF THE CIVIL WORKS
FUNCTION OF THE US ARMY CORPS OF ENGINEERS

prepared for

Dr. James E. Skok, PhD
Dr. Harold Gilmore, PhD
(Public Administration Program)

The Pennsylvania State University
The Capitol Campus
Middletown, Pennsylvania
10 June 1974

| |
|---|
| Approved for public release; distribution unlimited. |
|---|

1(c)

AUTHOR(S): Gerald E. Galloway, COL, CE

TITLE: The Decision Process of the Civil Works Function of the US Army Corps of Engineers

FORMAT: Individual Research Project

DATE: 10 June 1974

PAGES: 248

CLASSIFICATION: Unclassified

Over the past quarter century considerable criticism has been directed at the Army Corps of Engineers by the media, educators, some members of Congress and environmentalists for allegedly excluding the public from its decision process. This, critics note, has resulted in Corps bias towards dams and structural solutions and a neglect of relevant social issue. All aspects of these criticisms were examined. Information was gathered from a literature search, visits to Corps of Engineer activities, interviews with critics and Corps personnel, and a survey of national opinion leaders. The report concluded that the majority of criticisms of the decision process of the Corps of Engineers are not valid or are overstated--that the Corps is effectively including the public in the decision process. It is noted, however, that there are significant differences in the performances of operating elements of the Corps. The nationwide survey indicated that the majority of the opinion leaders are somewhat satisfied with the Corps performance but perceive the Corps to be doing less well than the author concludes it is doing. The report recommends that the Corps of Engineers take action to bring all operating elements to the same level of performance and that the Corps undertake a vigorous program to further educate and involve the public in its activities.

PREFACE

Over the past several years, some members of the academic community, the media, environmental groups and the US Congress have been critical of the decision process of the US Army Corps of Engineers. The volume of material criticizing the Corps far outweighed that put forth in its defense. As a career officer in the Corps of Engineers, I was most anxious to "see for myself" the nature and dimensions of this controversy and to, as best as possible in the time allowed, document this story. This paper is towards that end. I clearly recognize that it is impossible to do full justice to the subject within the time available. I would hope to do so at a later date.

I would like to acknowledge the invaluable assistance I received from so many people during the course of the study. I would especially like to thank Drs. James E. Skok and Harold Gilmore, my Pennsylvania State advisors; Colonels Richard E. Leonard and Niven Baird, my USAWC advisor and counselor respectively; Dr. Don Penner and Captain Darryl Steiner of the USAWC faculty; and Professor Ambrose Klain of Pennsylvania State for their invaluable advice, assistance and support. I am also indebted to MG John Morris, Director of Civil Works, Office Chief of Engineers and Mr. B. J. Tofani of the same office for opening to me the doors of Corps offices around the nation. An understanding of this complex issue would have been impossible without the time and patience of some 200 people with whom I discussed the Corps activities, and, of course, the cooperation of the respondents to the questionnaire which provides a major input to this paper. Recognizing the demands on their time, I owe special thanks to the Division and District Engineers with whom I talked and corresponded and to Dr. Arthur Maas, The Honorable Robert Moses, Admiral Ben Moreell, LTG William C. Gribble, Mr. Warren Fairchild, The Honorable Howard Callaway, Professor Ian McHarg and Professor Joseph Sax.

I am most grateful for the outstanding administrative assistance and support of Mr. Al Fausnacht's USAWC reproduction division, Miss Joyce Kovach and her intrepid band of typists and Miss Ruth Longhenry and the members of the USAWC Library Staff.

Completion of the paper would have been impossible without the general help of COL Bob Gerard, LTC J.J. Anderson, COL Russel Lamp, LTC Russel Kruchten, Messrs. Augie Smet, Borry Steinberg, Bill Edwards, Frank Kelly, Irv Reisler, Dick Weary, LTC Bob Lockridge, LTC John Wall, COL Ken Withers, COL Jim Ellis, LTC Bill Narus, LTC Jim Wurman, LTC George Robertson, COL Vald Heiberg, COL Frank Walter and Mesdames Ruth Watson, Ethel Denkovich, Alma Bass, Jo Brown, Bea Snyder, and Emma Vignapiano.

Most of all I am grateful for the assistance and patience of my wonderful family, all seven of whom became integral members of the study effort.

TABLE OF CONTENTS

| | |
|---|------|
| NOTICE | Page |
| ABSTRACT .. | ii |
| PREFACE | iii |
| LIST OF FIGURES | vi |
| CHAPTER I. INTRODUCTION | 1 |
| II. THE US ARMY CORPS OF ENGINEERS; ITS HISTORY AND CURRENT ORGANIZATION | 6 |
| Organization and Functions | 8 |
| National Water Resource Development | 9 |
| III. THE DECISION PROCESS OF THE CORPS | 17 |
| Factors Influencing the Process | 20 |
| Criticism of the Corps' Process | 22 |
| Lack of Public Involvement | 22 |
| Bias in Consideration of Alternatives ... | 23 |
| Outside Pressures | 25 |
| IV. THE CORPS AND PUBLIC INVOLVEMENT | 29 |
| Corps Policy | 29 |
| Field Activity | 31 |
| Problems | 37 |
| Survey Evaluation | 38 |
| The Public Meeting and Related Activity . | 39 |
| Coordination and Cooperation | 45 |
| Summary | 51 |
| V. CONSIDERATION OF ALL VIEWPOINTS .. | 60 |
| Corps Policy | 60 |
| Field Activity | 63 |
| Special Programs | 71 |
| Staffing | 71 |
| Problems | 72 |
| Survey Evaluation | 74 |
| Alternatives | 74 |
| Bias | 80 |
| Summary | 87 |
| VI. THE CORPS AND SPECIAL INTERESTS | 94 |
| Corps Policy | 94 |
| Field Activity | 95 |
| Survey Evaluation | 102 |
| Special Interest Groups | 102 |
| Congress and the Corps | 107 |
| Who Is the Public? | 111 |
| Summary | 113 |
| VII. CONCLUSIONS | 119 |
| Field Investigation | 119 |
| Survey Evaluation | 121 |
| "Openness" | 123 |
| The Differences | 126 |
| VIII. IMPRESSIONS | 129 |
| External Factors | 129 |

| | |
|---|------|
| | Page |
| Federal Water Resources Policy | 129 |
| Time | 131 |
| The Appropriations Process | 134 |
| Pork Barrel | 137 |
| "Politicking" | 138 |
| Conclusions | 139 |
| Challenges | 141 |
| BIBLIOGRAPHY | 145 |
| APPENDIX - THE SURVEY QUESTIONNAIRE | 165 |
| Inclosure 1 - Questionnaire | 170 |
| Inclosure 2 - Cover Letter | 184 |
| Inclosure 3 - Partial List of Respondents | 186 |
| Inclosure 4 - Survey Results | 188 |
| Inclosure 5 - Comments by Respondents | 199 |

LIST OF FIGURES

| | Page |
|--|------|
| FIGURE 1. Fisher Cartoon | 2 |
| 2. Command Organization of the Chief of Engineers | 10 |
| 3. Division and District Boundaries (Civil Works) | 11 |
| 4. National Water Resource Development | 12 |
| 5. The Decision Process of the Corps of Engineers | 18 |
| 6. Survey Question 1 | 40 |
| 7. Survey Question 2 | 41 |
| 8. Survey Question 3 | 43 |
| 9. Survey Question 15 | 46 |
| 10. Survey Question 5 | 48 |
| 11. Survey Question 6 | 49 |
| 12. Alternative Document - Grays Harbor Washington | 65 |
| 13. Matrix Analysis - Rock Island District | 66 |
| 14. Matrix Analysis - Buffalo District | 67 |
| 15. Matrix - Kansas City District | 68 |
| 16. Survey Question 20 | 75 |
| 17. Survey Question 22 | 76 |
| 18. Survey Question 19 | 77 |
| 19. Survey Question 18 | 78 |
| 20. Survey Question 21 | 81 |
| 21. Survey Question 25 | 82 |
| 22. Survey Question 24 | 83 |

| | Page |
|---|------|
| FIGURE 23. Survey Question 26 | 84 |
| 24. Survey Question 9 | 103 |
| 25. Survey Question 4 | 104 |
| 26. Survey Question 32 | 108 |
| 27. Survey Question 33 | 109 |
| 28. Survey Question 13 | 112 |
| 29. Survey Question 14 | 124 |
| 30. Timing of Construction Projects | 132 |
| 31. Survey Question 29 | 133 |
| 32. Survey Question 16 | 135 |
| 33. Survey Question 17 | 136 |

CHAPTER I

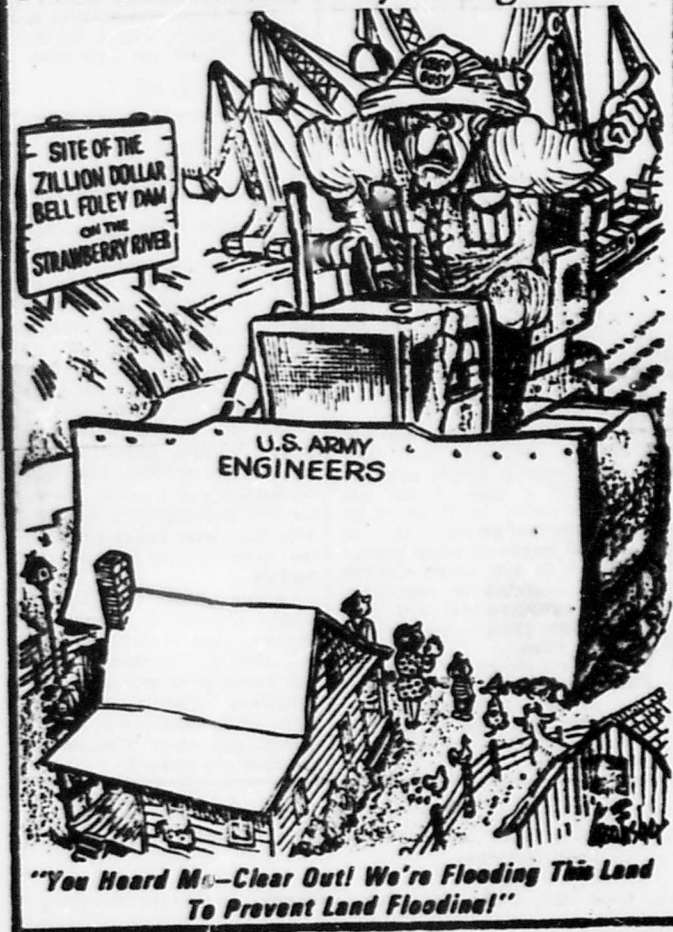
INTRODUCTION

Mention the US Army Corps of Engineers to most people and you are immediately confronted with such terms as "Engineers must keep busy," "pork barrel," "despoilers of the environment" or shown cartoons depicting the Corps as insensitive dam builders (Figure 1). Many educators, in an almost instant response, bring forth Harold Ickes 1951 comment that "no more lawless or irresponsible Federal Group than the Corps of Army Engineers has ever attempted to operate in the United States . . ."¹ and point to Arthur Maass' 1951 indictment of the Corps in Muddy Waters. Others support Arthur Morgan's charge that the Corps' ". . . technique has been intrigue--lobbying, dictatorship and manipulation."² Clearly the vast majority of books, articles and commentary on the Corps of Engineers today echo Alan Drury's description in Advise and Consent of ". . . the proprietors of the lobby which is year in and year out the most ruthless, the most effective and the most untouchable on Capitol Hill . . ."³ Many join Justice William O. Douglas in labeling the Corps "Public Enemy Number One"⁴ and demanding return of the public works program to the "people".

As far as the written word is concerned, the US Army Corps of Engineers is depicted as a bureaucratic monster, steamrolling its opponents in an ever increasing attempt to impose its will on the people of the United States.

The purpose of this paper is to examine the decision making

THE GRIDIRON by George Fisher



Fisher

'Day in, day out—I keep hearing the sickening sounds of water running wild and unbridled. Somewhere, men, there's a stream that's crying for a dam—find it!'



FIGURE 1

Reprinted by permission of
Mr. George Fisher, Little Rock, Arkansas

process by which the US Army Corps of Engineers arrives at its civil works project decisions. Particular attention is given to the "openness" of the process as reflected in actual practice and as perceived by knowledgeable observers across the country.

While, in the final analysis, "openness" remains a relative concept, the following criteria will be used to evaluate the procedures of the Corps:

- a. the extent of consideration of citizen desires,
- b. the adequacy of consideration given to various facets of a decision - including alternative solutions,
- c. the extent to which unusual attention is given to special interest groups.

This report is based on extensive research into available literature, selected interviews with Corps personnel, and other key observers and a nationwide survey of people with particular knowledge of Corps programs.

The literature research included a review of books, magazines and newspaper articles, Congressional Hearings and Reports, Corps of Engineers regulations, pamphlets and policy statements, US Army reports, studies and regulations and other Federal papers. Interviews were conducted with over 100 members of the Corps of Engineers, members of the academic community (students and professors) at ten colleges, and selected critics of the Corps. Each of the Engineer Districts in the United States, the operating elements of the Corps was covered either through personal visits or by mail.

Finally, a mail survey was conducted to provide a nationwide view of how the Corps is perceived today. The survey questionnaire, which is explained in detail in Appendix A, was sent on a geographically dispersed basis to opinion leaders of several groups presumed to be knowledgeable about Corps projects. These groups included the Congress, newspaper and magazine editors, Governors, State officials, Mayors, educators (in Political Science, Government, Water Resources), conservationists, and civic groups leaders. Approximately 341 questionnaires reached their target. One hundred and sixty-four questionnaires were returned. An additional 19 persons chose to respond by letter rather than questionnaire. The distribution of returns followed closely the distribution of questionnaires.

Based on the above research, the three major criteria for "openness" were examined in detail and analyzed. Criticisms were compared to actual practice and group perceptions of these practices. Where appropriate, unresolved problems were noted and an attempt was made to assess the degree of "openness" in Corps operations.

CHAPTER I

FOOTNOTES

1. Arthur Maass, Muddy Waters (Cambridge: Harvard University Press, 1951), p. xiv.
2. Arthur E. Morgan, Dams and Other Disasters (Boston: Porter Sargent, 1971), p. 407.
3. Alan Drury, Advise and Consent (Garden City, Doubleday, 1959), p. 144.
4. William O. Douglas, "The Corps of Engineers - The Public Be Damned" in Politics and Environment, Walt Anderson, ed. (Pacific Palisades, California, Goodyear, 1970), p. 268. In a letter to the author, Justice Douglas indicated that the Public Enemy label was jocular and made in a light hearted vein.

CHAPTER 11

THE US ARMY CORPS OF ENGINEERS: ITS HISTORY AND CURRENT ORGANIZATION

The saga of the Corps of Engineers began with the American Revolution when, under George Washington, military engineers provided the essential breastworks and fortifications for the Continental Armies.¹ Following the Revolution, Washington continued the Corps and recommended the establishment, under the engineers, of the US Military Academy at West Point. West Point became the nation's first engineering college and its graduates moved on to play major roles in founding our early civilian engineering institutions.² Many West Point graduates, as members of the Corps, provided much of the impetus for the westward expansion of the 19th Century. Roads, railroads, navigable waterways, harbors, and canals were surveyed and often built by the Corps. By the start of the Civil War, the Army engineers had marched to the Pacific, opened new East Coast harbors and begun development of the Great Lakes navigation system.

Following the Civil War, in which engineer officers such as Lee, Beauregard, Meade, Fremont, and McClellan played major military roles, the Corps began its herculean efforts to protect the lower Mississippi from disastrous flooding. This task began the construction of the present extensive levee system. In 1899, it was directed by the Congress to place strict control over use of navigable waterways. This action was closely followed by Presidential direction for engineer General Goethals to complete

and operate the Panama Canal.

Following World War I, during which the Corps focused its efforts on support of the war effort at home and abroad, the Congress began to direct greater attention to the development of the nation's water resources. In 1936, it was given national responsibility for flood control and was authorized to carry out comprehensive surveys involving the navigation, flood control, and irrigation uses of the nation's water resources. As a result, great multipurpose dams such as Bonneville and Fort Peck were built prior to World War II.

According to General MacArthur, World War II was an "Engineers War" and the Corps played major roles in base development, amphibious operations and combat engineer support. At home, engineer construction skills transformed open plains into Army camps for the mobilizing forces and, in a special project, the Manhattan Engineer District managed the development of the first atom bomb.

Following World War II, the Corps turned again to comprehensive river basin development, building great dams on the Missouri, the Arkansas, and the Columbia, constructing the St. Lawrence Seaway and canalizing the Ohio River. At the same time it was supporting war efforts, first in Korea and then in Vietnam, transforming the sands of Cape Canaveral into a missile center for NASA and constructing Intercontinental Ballistic Missile launch sites across the land. And, in 1970, it took on the mission of serving as construction agent for the US Postal Service.

Since its inception, the Corps of Engineers has completed over 3,300 Civil Works projects at a cost of over \$11 billion. Its Fiscal Year 1975 budget request sought over \$1.6 billion for current projects.³ The value returned from these projects cannot be measured finitely, however, in a typical case, during the 1973 Mississippi River floods, the Corps projects returned \$4 in flood damage prevention for every \$1 expended for flood control.⁴

ORGANIZATION AND FUNCTIONS

The Corps of Engineers is the branch of the US Army charged with providing combat and construction engineering support for the Army, and as directed, construction support for other programs of the government.⁵

By various statutes and Congressional authorizations, the Corps is responsible today, in the Civil Works area, for:

- developing plans for water and related land resources development possibilities, performing comprehensive river basin planning and reporting to Congress with recommendations for authorization and construction of projects needed and justified;

- planning, designing, constructing, operating, and maintaining projects authorized by Congress;

- administering the laws pertaining to the protection and preservation of the navigable waters of the United States.⁶

Members of the Corps of Engineers include officers and enlisted men serving in engineer troop units, officers on duty in various headquarters and officers and enlisted men serving in the organization of the Chief of Engineers. Over time, however, outside the

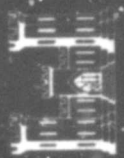
Army, the Organization of the Chief of Engineers, which has both military and civil engineering functions, has become synonymous with the Corps of Engineers. For the purposes of this paper, the term Corps or Corps of Engineers refers to this Organization of the Chief of Engineers.

The civil works mission of the Corps of Engineers is carried out by a headquarters organization in Washington, and a field organization of 11 engineer divisions (supervisory in nature), and 36 districts (operational in nature) (Figure 2). The divisions and districts are geographically distributed (Figure 3). Divisions are normally commanded by General Officers and districts by Colonels.

To staff the civil works side of this organization, the Chief of Engineers is authorized approximately 400 military officers and over 30,000 civilians. Since the Corps does the majority of its own design and then contracts for the actual construction, the great bulk of the Corps civilians are professionals, engaged in planning, design or actual supervision of construction.

NATIONAL WATER RESOURCE DEVELOPMENT

The Corps' civil works activity is only part of a much larger national water resource development effort (Figure 4). Theoretically, water resource development policy emanates from the Executive Branch. Under the Water Resources Planning Act of 1965, the Water Resources Council (WRC), with membership from the affected departments and agencies of federal government,⁷ develops and promulgates water resources policy. This policy is expressed in comprehensive



CIVIL WORKS ORGANIZATION

NORTH
PACIFIC
DIVISION

MISSOURI
RIVER
DIVISION

NORTH
CENTRAL
DIVISION

NEW
ENGLAND
DIVISION

NORTH
ATLANTIC
DIVISION

SOUTH
PACIFIC
DIVISION

SOUTHWESTERN
DIVISION

OHIO
RIVER
DIVISION

PUERTO RICO
AND THE
VIRGIN ISLANDS

LOWER
MISSISSIPPI
VALLEY
DIVISION

SOUTH
ATLANTIC
DIVISION

SOUTH
ATLANTIC
DIVISION

DIVISION DISTRICT

HDQS
BOUNDARY

ALASKA

HAWAII

PACIFIC
OCEAN
DIVISION

NORTH
PACIFIC
DIVISION

Figure 3





WATER RESOURCE DEVELOPMENT

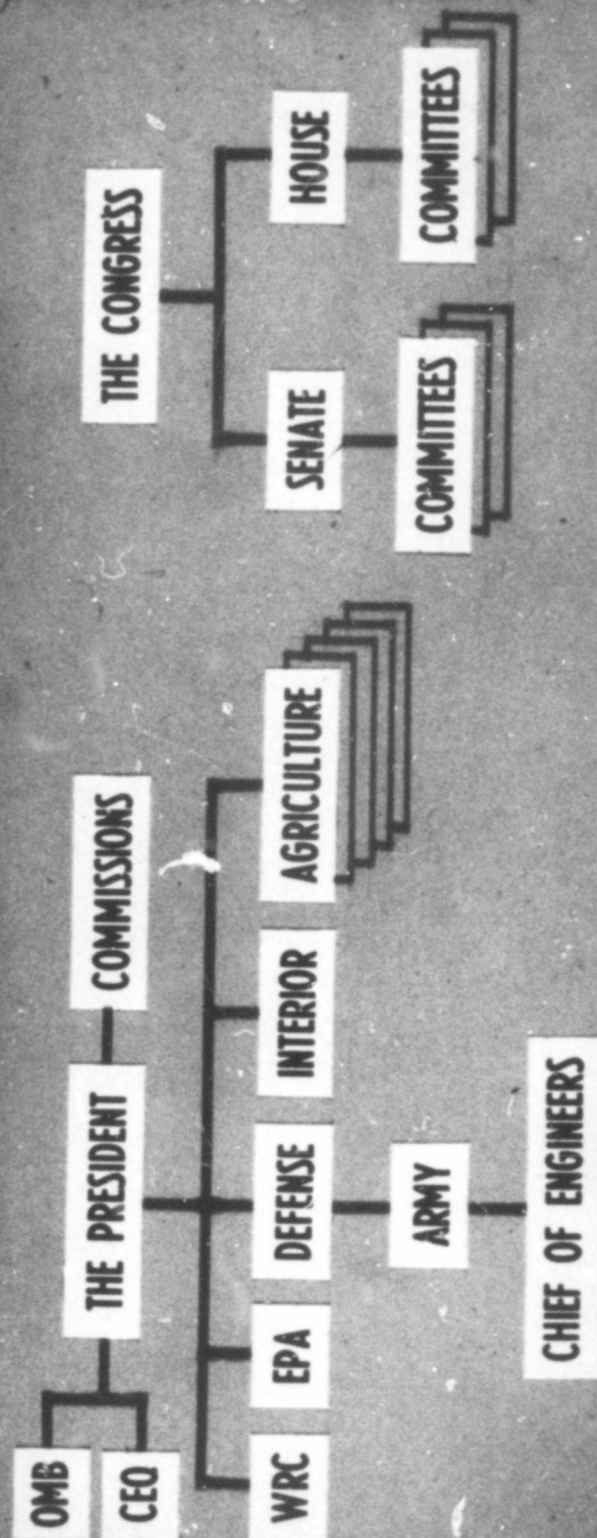


FIGURE 4

Reproduced from
best available copy.



national studies, regional or basin plans, and in establishment of principles and standards for evaluation and planning of water resource projects. The principles and standards published in September, 1973 by the WRC, established national economic development and the enhancement of the quality of the environment as the overall objectives of current development.⁸

From within the Executive Office of the President, the Office of Management and Budget (OMB) establishes fiscal policies for executing water resource activities, policies which can severely limit the application of the more intangible principles and standards. OMB delineation of the interest rate to be used to evaluate present costs of future benefits can drastically change the overall attractiveness of a given project.⁹

Guidance from OMB and the WRC is meshed with existing statutes, such as the National Environmental Policy Act (NEPA), and the guidance of the Council on Environmental Quality (CEQ), and the results are applied to project development by the several agencies engaged in water resource development. The impact of legislation, such as NEPA, on both planning and construction can be extremely significant. NEPA's requirements for Environmental Impact Statements (EIS) have forced the federal agencies to consider many environmental aspects of projects heretofore not assessed. The Corps has given full support to, at least, the letter of NEPA.¹⁰

As a result of these environmental reviews, the operating activities have placed new strains on the fiscal limits set by OMB (environmental protection costs more) and have pushed the WRC

towards development of realistic policies for evaluation of the intangible costs and benefits associated with water resource projects.

The US Congress also plays a major role in water resource development activities through the actions of the several committees concerned with public works and the environment.¹¹ Congress zealously guards its prerogatives in the fields of water resource policy and is quick to challenge Administration attempts to alter the status quo.¹²

Tangent to all of these groups are the periodic commissions chartered by the President to examine national water resource policy. Most recently, in June 1973, the National Water Commission reported to the President its recommendations for improvement of national water policy. These recommendations which emphasized non-federal fiscal support of civil works projects were immediately attacked by key members of the Congress.¹³

In short, as in many other areas, overall national water resource policy results from the judicious balancing of the many separate and somewhat disjointed pronouncements of the Executive and the Congress.

At the present time, the WRC acts as the coordinator for all federal activities. However, the President has proposed the establishment of a Department of Energy and Natural Resources which would assume the present missions of the WRC, Interior, parts of Transportation and Agriculture and the national planning and budgeting activities of the Corps of Engineers.¹⁴

CHAPTER II

FOOTNOTES

1. Emerson C. Itschner, The Army Engineers' Contribution to American Defense and Advancement (The Newcomen Society, 1959).
2. West Point was the only engineering school in the nation until 1824.
3. US House of Representatives, Hearings Before Subcommittee Of the Committee on Appropriations, Public Works...Appropriations Bill, Ninety Third Congress (Washington, US, GPO, 1974), pp. 3-33.
4. US Department of the Army, "Engineer Command 'Briefing'", unpublished paper, (Washington, Office Chief of Engineers, June 1973), pp. 24-28.
5. US Department of the Army, Mission and Command Organization of the Chief of Engineers, Regulation No. 10-1-1, (Washington, Office, Chief of Engineers, 9 March 1973), pp. 1-2.
6. Ibid.
7. Water Resource Council membership includes the Secretaries of Interior, Army, Agriculture, HEW, Transportation and the Chairman of the Federal Power Commission.
8. US Water Resources Council, "Establishment of Principles and Standards," Federal Register, 10 September 1973, pp. 24778ff.
9. Water resource projects, in order to be favorably considered by the Congress, have had to have had a favorable ratio of economic benefits to costs. Since most water resource projects are structures with long lives (50-100 years) the benefits are developed based on these long lives. The costs on the other hand are large and are clustered around the construction period. A high discount rate substantially reduces the present dollar value of a benefit in the distant future and makes it more difficult to develop the required favorable benefit cost ratio.
10. The Corps initially planned to develop EIS for all projects but after the magnitude of this effort became known the plans were scaled down. See John Wall and Robert Werner, "The Army Corps of Engineers and NEPA", Military Engineer, March-April 1974, pp. 111-113.
11. The principal committees concerned with Corps activities are the Public Works and Appropriations Committees.

12. See Congressional Record, September 19, 1973, Vol. 119, No. 136, pp. P48145-8144 and January 22, 1974, Vol. 120, No. 2, pp. 5208-220, and Appropriations Hearings cited above (p. 45) for typical examples.

13. See Congressional Record, June 20, 1973, Vol. 119, No. 96, pp. E 4232-4233 and July 16, 1973, Vol. 119, No. 111, p. E 4783.

14. US Executive Office of the President, Papers Relating to the President Departmental Reorganization Program (Washington, GPO, February 1972), pp. 168-170.

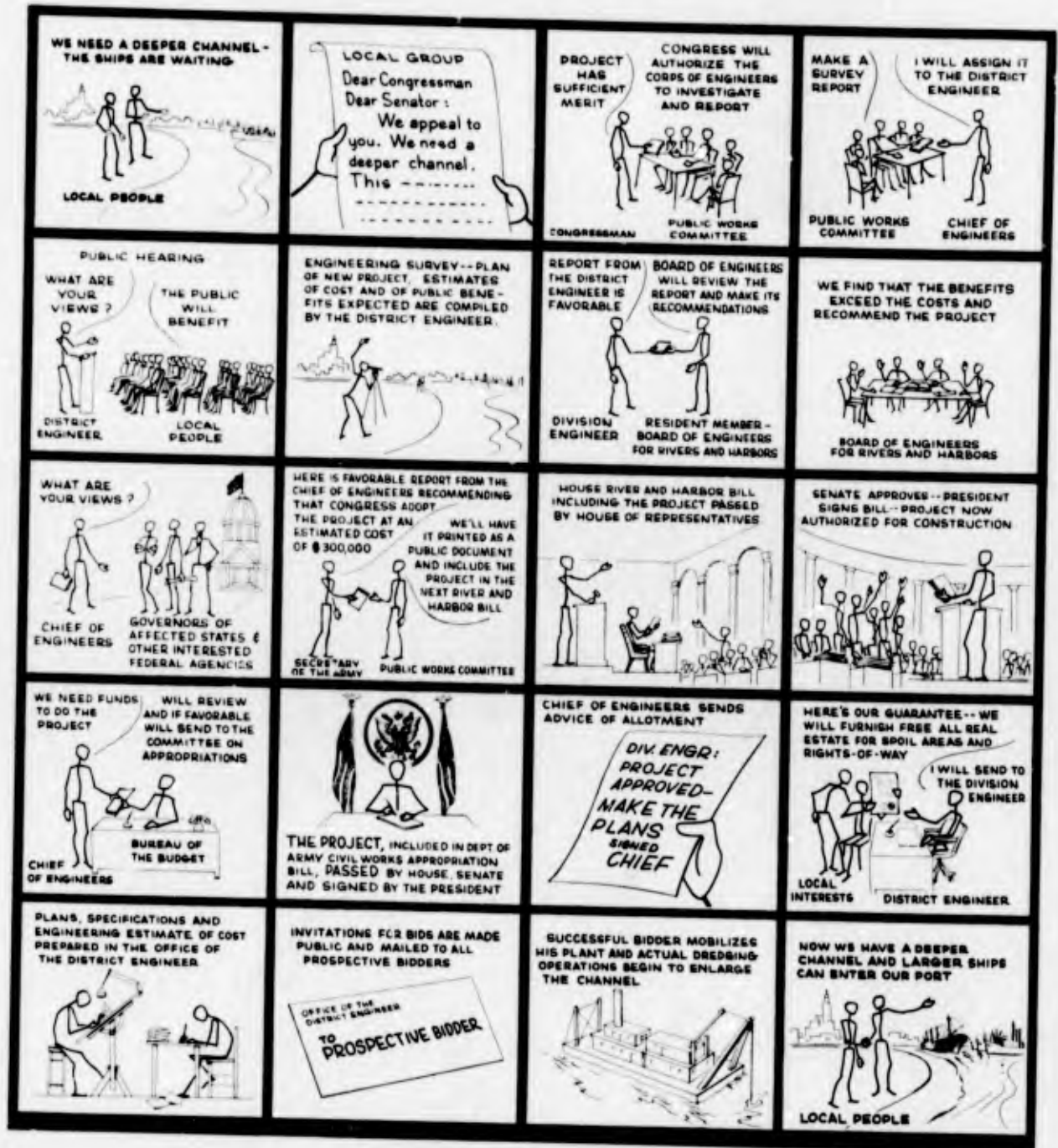
CHAPTER III

THE DECISION PROCESS OF THE CORPS

The decision process of the Corps has been described by its critics and its participants as (either) tortuous or never-ending. There is truth in both views. While there are many exceptions to the standard, there is a standard procedure followed to carry a rivers and harbors project from conception to completion and it is around this procedure that the decision process is wrapped.

The idea for a project must spring from local interests (who may have asked the local District Engineer to suggest some methods of solving a particular problem). Local people ask their Congressman for support (see Corps schematic - Figure 5). The Congressman would then carry the request to the Public Works Committee of the House or Senate which, after a brief review, would normally include the study request in appropriate authorization legislation. Once authorized, this preliminary survey may then be funded by the Appropriations Committees of the Congress. Based on this Congressional approval, the Chief of Engineers directs a District to conduct the survey in coordination and cooperation with the local residents who requested the study, the public in general, state agencies and other federal agencies. On completion of the survey, the District forwards its recommendation through the Division to the Board of Engineers for Rivers and Harbors, a quasi-independent review agency of the Chief of Engineers. If the planned benefits of the project exceed the proposed costs (the ubiquitous benefit/cost ratio), the

The mechanism by which River and Harbor Projects are **CONCEIVED, AUTHORIZED** and **CONSTRUCTED**



THE DECISION PROCESS OF THE CORPS OF ENGINEERS
Source: Water Resources Development in New York, US Army Engineer
Division, North Atlantic, 1973.
FIGURE 5

Board normally recommends approval and forwards the report to the Chief of Engineers. If after formal coordination with other federal agencies and state officials, the project still appears appropriate, the Chief of Engineers forwards the project through the Secretary of the Army and OMB to the Congress. Congress (the Public Works Committees) conducts hearings on the project and if favorably inclined, includes the project in the year's Rivers and Harbors Bill. This bill, if passed, becomes the project authorization. This authorization procedure is paralleled by a concurrent submission to the CEQ of an EIS on the project.

Funds to support advanced engineering and design are then requested by the Chief of Engineers, through the Secretary of the Army and OMB (which must approve a new planning "start"), from the Congress. If approved by the Appropriations Committees of the Congress (which generally review each project in some detail), the Congress as a whole and the President, as part of an Appropriations Bill, the engineering and design is then carried out by the District in coordination and cooperation with local residents, interested groups and state and local officials. On completion of this engineering and design, the Chief of Engineers submits a request for construction funds through the Secretary of the Army to OMB. (Again, the new "starts" must be approved by OMB.) If selected as a new start by OMB and if favorably considered by the Congress in an Appropriations Bill and if the Bill is signed by the President, the District Engineer issues invitations for bids from private contractors and the successful bidder begins construction.

There are exceptions to the above procedures. The Chief of Engineers is authorized and funded by the Congress to carry out certain very small scale new local flood protection activities in coordination with local officials.¹ A second and more significant exception relates to the Chief of Engineer's authority to grant permits for construction of facilities on navigable waterways. Under Section 10 of the Rivers and Harbors Act of 1899, the Chief of Engineers is required to approve any activity which might impede free movement on navigable waterways. This activity includes major construction, dredging, small docks or even bulkhead construction. Under pressure of NEPA, current Corps policies on the permit program direct the District Engineer to grant a permit only after he has assessed the economic, social and environmental costs and benefits of the project and has coordinated with local residents and state and local officials. If the issue is controversial, the District Engineer must prepare an Environmental Impact Statement and forward the EIS to the Chief of Engineers for approval and filing with the Council on Environmental Quality.²

FACTORS INFLUENCING THE PROCESS

During Congressional Hearings in 1971 into "red tape" in the administration of Public Works, the Corps of Engineers indicated that the average time from initial citizen inquiry to initiation of construction was 15 years and 3 months, with most of the delays involving review and/or the wait in Congress for funds.³ Initial delays take place in awaiting funds for the preliminary studies. Congress under pressure from local officials can withhold funding;

OMB can delay submission of the request. Once authorized, a project can wait years for funding of design or construction. (In 1974 there were 218 projects that had been authorized for at least eight years and on which construction had not begun. Some were over 30 years old.)⁴

Again many diverse pressures are at work. Projects submitted through OMB must be compatible with the President's program and thus many never go beyond the Executive. Occasionally funds to initiate advance engineering and design or construction for projects not submitted by the Executive in the budget are added to the Appropriations Bill by the Committees based on Committee knowledge of Corps "capabilities". Since the Appropriations Bill is an omnibus bill, the President must take the whole bill (to include the Congressional add-ons) or leave it--and he usually takes it. (Subsequent year funding for continuation of these add-ons proceeds in the normal manner.)

Priorities for funding are also obviously dependent on need. A major flood in one section of the country heightens Administration and Congressional interest in that area and vastly improves the opportunities for funding projects in those areas.

Formal hearings are an integral part of the authorization process and there is frequent consultation among all interested parties and the Corps. Yet, during the appropriations process, the Corps and other federal executive agencies are prohibited by OMB from publicly disclosing their budget recommendations. So, there are no hearings or consultations and the development of priorities

is internalized.

Overall, it is the funding process which drives the system. Authorization is an "honor" that confers few immediate benefits. If a project is to be carried out it must receive a funding priority.

In the background of the Corps-OMB-Congressional relationship, the WRC, through its establishment of standards and procedures for project evaluation, also influences the saleability of a given project.

CRITICISM OF THE CORPS' PROCESS

As indicated in Chapter I, critics of the Corps attack the Corps for the closed nature of its decision process.

Lack of Public Involvement

Elizabeth Drew in a 1970 Atlantic blast at the Corps demanded that "the closed-circuit system by which public works decisions are made should be opened to . . . interested parties" and spoke of the "rights of the people" against a public works project.⁵ Gene Marine in "America the Raped" labels the Corps as the "most nearly untouchable" organization in the United States--oblivious to the desires of the public.⁶ Arthur Morgan, first Chairman of the Tennessee Valley Authority, throughout his book Dams and Other Disasters cites the Corps for failing to be sensitive to the desires of the public. Others like Robert G. Sherrill writing in Nation, speak of rural groups who are tired of the Corps "coming in with its grandiose schemes . . . without consulting local farmers" and charge that the Corps ignores its opposition.⁷ Martin Heuvelmans in The River

Killers calls "lack of public understanding . . . the Corps' strongest forte."⁸ And even when public meetings are conducted they are a smoke-screen for the Corps ignoring of its opposition--so alleges James Miller, writing in Reader's Digest.⁹ Arthur Maass in Muddy Waters looked on Corps public participation efforts as the Corps seeking protection from surprise--as opposed to an honest search for consensus. Elizabeth Drew adds the coup-de-grace to the view of public involvement when she indicates that the layman is powerless to cope with the overabundance of technical material connected with a given effort. "Opponents . . . are on the defensive and unequipped to respond in kind."¹⁰ University of Pennsylvania professor Ian McHarg, a Scottish born planner of the "new school", backs Drew's view with his direction to the Corps to "change the burden of the proof from the plaintiff who tries to show how a project is bad, to the intervenor who must prove his project is beneficial."¹¹

Bias in Consideration of Alternatives

Governor Jimmy Carter, after reviewing Corps plans for the controversial Spewrell Bluff Dam in Georgia, asked Congress to look into the Corps' "apparent bias" towards construction of dams. "The Corps is primarily a construction activity . . . and, there is a natural inclination on the part of the Corps of Engineers to keep their own functions at the present capacity."¹² George Fisher, the intrepid political cartoonist for the Arkansas Gazette seldom passes up an opportunity to depict helmeted Army Engineers (with "keep busy" insignia) searching the earth for places to build dams. Luther Carter, writing in Science noted that the Corps

". . . holds to its traditional bias in favor of meeting water needs by building dams and other structures . . ." as opposed to the myriad of other possible solutions.¹³ Wallace Stegner, speaking from the conservationist's point of view, sees that, to survive in the bureaucracy of Washington, the Corps "must build dams." He goes on to place the Corps in the role of one who redoubles his efforts as he loses sight of his basic aims.¹⁴ George Laycock, in The Diligent Destroyers, sees the Corps to be on a never ending search for busy-work-dam building.¹⁵ Resources for the Future's, Allan Kneese and Blair Bower, in examining non-dam alternatives for improvement of national water quality, find that since these activities are not normally conducted by the Corps, "Corps planners are not likely to conceive of these as realistic . . ."¹⁶ Congressman Henry Reuss believes that the Corps' approach to a water resource problem ". . . all too often is the old outmoded and expensive one of building another dam--the bigger the better."¹⁷

Critics also charge the Corps with rigging their reports to support the Corps' already biased position.

Economist Robert Haveman, a prolific writer in the fields of economic development and water resources, takes the Corps to task for neglecting many factors in preparation of the benefit/cost data which must accompany every project.¹⁸ Keith Muckleston, writing in Congress and the Environment, indicates that the Corps has "a stake" in the outcome of analyses and has "tended to inflate the expected benefits and ignore certain social and intangible costs that are not easily measured in dollars."¹⁹ Morgan, Laycock, Drew and a host

of others echo these complaints.

Outside Pressures

Another charge leveled at the Corps of Engineers is that it is the tool of pressure groups and the Congress rather than the public.

Elizabeth Drew describes this symbiotic relationship:

. . . local interests who stand to gain from a Corps project--barge companies, industrialists, contractors, real estate speculators--get together, often through the Chamber of Commerce, with the district engineer and ask for a project. . . Then the local groups ask their Congressman, who is responsive to this particular segment of his constituency, to authorize the Corps to make a study.²⁰

Laycock contributes:

The individual Congressman has his eye on the project closest to his heart, which is to say nearest to his voting booth. He might see that projects within the bill are a waste of federal funds, but he is reluctant to argue against his fellow Congressman's favorite dam or canal . . . [the Congressmen] need the Corps to build their pork-barrel projects and the Corps needs Congress to keep it in business.²¹

Alvin Josephy, writing in American Heritage, sees the Corps totally reliant on "the support of political groups everywhere who sooner or later want public works for their own areas."²² Heuvelmans sees that the "Corps gives Congress the honor or the prerogative of initiating projects" and " . . . in return, the Congress protects the Corps."²³ Justice Douglas indicates that "a member of Congress who is in good with the Corps will receive favors; those who may have been critical of it will be kept waiting. The game is boondoggling . . ."²⁴ Geoffrey Wandesforde-Smith of the University of

Washington sees the Corps of Engineers as the pork barrel provider for the Congress and that this " . . . complex and highly effective relationship with Congress and its local clienteles . . ." has protected the Corps and influenced the Corps' actions.²⁵ Marine believes that every high school civics student recognizes the annual Congressional Rivers and Harbors appropriations as the pork barrel bill.²⁶ The above critics simply echo the words of Muddy Waters and the Natural Resources Task Force of the first Hoover Commission, which noted that:

. . . There is no need to emphasize the powerful local and Congressional support for the Corps . . . which protected it from re-organization and permitted it to act independently of national policy.²⁷

The succeeding chapters of this paper examine these charges in detail. Chapter IV addresses criticisms of the lack of public involvement in Corps' operations. In Chapter V, criticisms concerning Corps lack of consideration of alternative viewpoints are examined and in Chapter Vi the criticisms of Corps-special interest relationships are discussed.

CHAPTER III

FOOTNOTES

1. In the 1975 budget request, The Chief of Engineers asked for approximately \$14 million for this category of work.
2. US Department of the Army, "Permits For Activities In Navigable Waters or Ocean Waters", Federal Register, Vol. 38, NR 90, 12 May 1973, pp. 12217ff.
3. US House of Representatives, Hearings Before The Subcommittee on Investigations and Oversight of the Committee on Public Works Into Red Tape, Ninety-second Congress (Washington, GPO, 1971).
4. Congressional Record, 22 January 1974, Vol. 120, No. 2, pp. S205-206.
5. Elizabeth Drew, "Dam Outrage", Atlantic, April 1970, p. 69.
6. Gene Marine, America the Raped (New York: Simon and Schuster, 1969), p. 51.
7. Robert G. Sherrill, "The Pork Barrel Soldiers", Nation, Vol. 202, 14 February 1966, p. 183.
8. Martin Heuvelmans, River Killers (Harrisburg: Stackpole, 1973), p. 168.
9. James Miller, "Rape on the Oklawha", Readers Digest, January 1970, pp. 54-56.
10. Drew, op.cit., p. 55.
11. "Army Engineers Host to Critic", The New York Times, 23 November 1969, p. 80.
12. John Dillin, "Governor Rips Georgia Dam Project", Christian Science Monitor, 15 October 1973, pp. 1-2.
13. Luther J. Carter, "Dams and Wild Rivers, Looking Beyond the Pork Barrel", Science, 13 October 1967, pp. 233-235.
14. Wallace Stegner, "Myths of the Western Dam", Society and the Environment; The Coming Collision, Rex R. Campbell and Jerry L. Wade, eds. (Boston: Allyn and Bacon, 1972), p. 202.
15. George Laycock, The Dilligent Destroyers, (Garden City: Doubleday and Co., 1970), pp. 28-35.

16. Allen V. Kneese and Blair T. Bower, Managing Water Quality: Economics, Technology, Institutions (Baltimore: Johns Hopkins Press, 1968), p. 216.
17. Henry S. Reuss, "Needed, An About-Face for the Corps of Engineers", Readers Digest, November 1971, pp. 129-131.
18. Robert H. Haveman and Julius Margolis, eds., Public Expenditure and Policy Analysis (Chicago: Markham, 1970), pp. 3ff.
19. Keith Muckleston, "Water Projects and Recreation Benefits", Congress and the Environment, Richard A. Cooley and Geoffrey Wandesforde-Smith, eds. (Seattle: University of Washington, 1970), p. 110.
20. Drew, op. cit., p. 55.
21. Laycock, op. cit., pp. 7, 27.
22. Alvin Josephy, "Cornplanter Can You Swim", American Heritage, Vol. XX, NR 1, December 1968, p. 6.
23. Heuvelmans, op. cit., p. 44.
24. Douglas, op. cit., p. 233.
25. Geoffrey Wandesforde-Smith, "National Policy for The Environment", Congress and the Environments, op. cit., p. 211.
26. Marine, op. cit., p. 51.
27. Leslie A. Miller, et. al., Task Force Report on Natural Resources (Washington, USGPO, 1949), p. 65.

CHAPTER IV

THE CORPS AND PUBLIC INVOLVEMENT

Corps of Engineers efforts to involve the public in its decision process can be evaluated by considering Corps policy pronouncements and regulations, actual public involvement practices as they exist today in the field and the results of this study's survey of the perceptions of opinion leaders across the country.

CORPS POLICY

Engineer Pamphlet (EP) 1165-2-1, Digest of Water Resources Policy and Activity, sets the tone for Corps public involvement activities, indicating that the public must be provided with opportunities to participate in the planning of projects ". . . to insure that solutions to water resources problems satisfy the needs and preferences of the public to the maximum degree possible; to seek a clear consensus among concerned citizens. . . ." The document goes on to state that ". . . it is necessary to plan in an open arena. An intensive effort must be made to translate the technical language . . . [into] . . . a form understandable to all those interested."¹

Engineer Regulation 1105-2-105, Assessment of Effects, directs the planners to seek "informal exchanges with Federal, state, and private groups and with individuals. . . . Consultation with a wide range of interests tests the adequacy of identification of effects . . . and provides commentary on measures considered for project modification."²

Engineer Regulation 1105-2-502, Public Meetings, states that the policy of Chief of Engineers is to "conduct the civil works program in an atmosphere of public understanding, trust, and mutual cooperation" and that ". . . all interested individuals and agencies are to be informed and afforded an opportunity to be fully heard and their views considered."³

Engineer Pamphlet 1105-2-500, Environmental Program, indicates that "the Corps is committed to a policy that seeks to obtain the wide range of views which make up the public interest, to inject their views into every aspect of the Corps work, and to introduce them at the earliest stage of consideration of a project and reconsider them at every subsequent stage."⁴

These documents are backed by the spoken word of the hierarchy of the Corps. LTG Fred Clarke, Chief of Engineers until August 1973, speaking to engineer officers assembled at Fort Belvoir, Virginia, indicated that the Corps must inform "the public of the meaning of new technologies so that they may act cognizant of their meaning in making decisions about their present and future."⁵ MG John Morris, Director of Civil Works for the Chief of Engineers, emphasized that ". . . at every step our actions are coordinated . . . with the local interests and individuals who are affected by civil works improvements. We attempt to fully reflect their views in all reports and actions."⁶ At the other end of the hierarchy, Angelo Tabita, Chief of Project Planning in the Jacksonville District, indicated in an address to the American Society of Civil Engineers that "public participation in the

final analysis is a communications process between the planner and the public with the object being to share in the decisions that are made. . . . The public is involved and desires partnership in the decision process. . . . There is no question of the importance of public involvement."⁷

FIELD ACTIVITY

Under the above policy, what then is the nature of the public involvement programs that actually exist in the field? To learn firsthand the scope and quality of the Corps' public involvement effort, eight Districts and Divisions were visited, extensive telephone interviews with representatives of several others were held, proxy interviews were conducted with one more,⁸ all US-based Districts and Divisions were contacted by mail, and over 150 documents which were representative of Corps activity over the last 3 years were analyzed.⁹

There can be no question that the Corps, since at least 1971, has been making a major attempt to improve its contacts with the public.

Public involvement takes many forms. Perhaps the principal vehicle for public involvement is the public meeting, which is required as part of preliminary surveys and is often conducted during project design and selected permit reviews, especially when the project of activity is controversial and a final alternative selection has not been made.

The typical public meeting is conducted on a weekday evening in a high school or elementary school near the affected area. Normally, the District Engineer or his military deputy chairs the meeting and provides, through his assistants, a Corps briefing on the nature and scope of the project being discussed. The Corps presentation is typically followed by statements by members of Congress, if present, State and local officials, interested groups, and then private citizens. In a lesser number of cases, however, the speakers are chosen at random--cards are distributed at the door for potential speakers to complete and turn in, and the chairman simply draws from a box the name of the next speaker. These meetings may last well into the night or may require subsequent follow-on sessions to complete. Attendance may be heavy, in the thousands, for controversial projects or may be only a handful when citizen interest lags. Attendees at these meetings are provided brochures or packets outlining the project and its alternatives and are given the opportunity to comment on this information at the meeting or by mail. Public meetings are part of the program of all districts.

Public meetings are frequently followed by or preceded by informal or semi-formal meetings between Corps personnel and the public. This type of dialogue parallels the entire planning process and can take the form of one-on-one discussions, advisory group meetings, or workshops.

Almost all districts currently employ either the workshop/ seminar or advisory group or both methods of maintaining citizen contact between formal public meetings.

In a typical workshop effort, during the six months preparation of its West Coast Deepwater Study in 1973, the San Francisco District conducted five separate sessions (at five locations) which were attended by over 400 representatives of industry, civic groups, environmental organizations, as well as numerous interested citizens. At each session the District Engineer and his staff carried on a question and answer dialogue with attendees to surface problem areas or to more clearly define the alternatives.¹⁰ In a similar effort the Charleston (South Carolina) District conducted a one-night workshop in Laurens, South Carolina, to discuss with some 50 local property owners, business representatives, and local officials a proposed flood control project. Following a short project briefing by the Deputy District Engineer, the participants were broken into four small groups, each headed by a local resident, to discuss questions, problems, or other matters. Following the group discussion, the people were reassembled for comments by the group chairman and general comments from the floor.¹¹ These workshops appear to be typical of efforts throughout the Corps.

For longer term study efforts, District Engineers have appointed citizen advisory groups to provide continuous liaison between the public and the planners. The Vicksburg (Mississippi) District formed an advisory committee of 40 persons to assist in carrying out the Corps' projected three-year development of the Pine Bluff (Arkansas) Metropolitan Water Management Plan. Chairman of the Citizens Steering

Committee is the chairman of the local Audubon Society, and other steering group members include representatives of the League of Women Voters, industry, real estate, and local civic groups. The Citizens Committee as a whole meets frequently with District planners. Individual members, as residents of the community, provide daily contact at the local level for citizen input.¹²

About 75% of the Districts are using or are forming Citizen Advisory Groups, primarily for conduct of larger metropolitan area studies, where large-scale citizen participation through workshops would be unmanageable or impractical.

Public meetings, workshops, and citizen group activities are extensively publicized by the District offices. Brochures and/or meeting/workshop notices are sent to the media, Federal, State, and local officials, citizen groups, and to those individuals who have expressed any interest, well in advance of the sessions. For a public meeting held in Garden City, Kansas, on flood control project for that area, the Albuquerque District notified over 150 state and local officials and media representatives, over 600 individuals, and representatives of some 30 associations.¹³ At the other end of the scale the Fort Worth District's mailing list for the Trinity River Project exceeds 18,000 addresses.¹⁴ In general, once the Corps gets your name from any source--public meeting attendance, letters, Congressmen--it's hard to avoid getting the notice.

Mailing lists are paralleled by contacts with the media. Press releases precede most Corps activity. News conferences, press briefings, and interviews are held by all districts, and each district has a

Public Affairs Officer who serves as the focal point for all inquiries. Some districts, like Philadelphia, have prepared TV spots on tape which are then provided to local stations and to a new outlet, cable TV operators. In a few cases districts like Portland and Seattle have gone the commercial route and have purchased ad space in local papers to insure that the notice of an important meeting is not buried on page 23.

Where semi-immediate feedback from the public is needed, many districts have followed the questionnaire route. In a case dealing with aesthetics, the Buffalo District, as an agent of the International Joint Commission, is currently soliciting public opinion on the final design for the repair of Niagara Falls. To date, nearly 20,000 answers have been received to a widely circulated postcard questionnaire.¹⁵

In another case the Memphis District sent out over 5,000 questionnaires to residents of the Nonconnah Creek area near Memphis asking for their opinion of alternative designs, extent of previous flooding, and general comments.¹⁶

Newsletters, bulletins, and "water-grams" are also used by many districts to maintain public awareness. Residents of the Pine Bluff, Arkansas, area periodically are receiving copies of the PB Newsletter on the previously mentioned urban study.¹⁷ The Tulsa District uses newsletters to provide follow-on information to workshop attendants,¹⁸ while the Albuquerque District publishes the Rio Grande and Pecos Water Basin News to keep basin residents in touch with the latest water resource developments.¹⁹

As Elizabeth Drew somewhat wryly noted, the District Engineer " . . . is a star speaker at the Chamber of Commerce and Rotary lunches. . . ."20 This avenue also provides for considerable public involvement as not only business, but also civic and environmental groups hear these speakers. District Engineers as well as their staffs are almost always available, at public request, to discuss current Corps efforts. Corps personnel are frequent visitors to schools and civic groups, and these contacts more often than not lead to further participation by the public in Corps efforts.

To insure that the public involvement programs are hitting the target audience, several districts have hired consultants to advise them on the design of public involvement programs for specific proposed studies or to monitor the public involvement in ongoing efforts. The Graduate School of Public and International Affairs at the University of Pittsburgh is advising the Pittsburgh District on the Metro Wheeling Study. The Department of Sociology and Anthropology at Marshall University provided the Huntington (West Virginia) District information on the attitudes of Cabin Creek residents toward water development. The University of North Carolina is assisting the Wilmington, North Carolina, District. Commercial firms are providing similar support to the St. Louis and Atlanta Districts. And on the national level the Institute for Water Resources, the Corps civil works "Think Tank," has a major study underway to evaluate the public participation in planning in 15 districts.

Problems

While the program is certainly underway and is serving many of the needs of the public, the program is not perfect.

There are differences among districts. Almost all District Engineers are really pushing the program. None are in opposition. The same could be said of Public Affairs Officers. The differences among Districts stem from style, polish, and imagination. Some brochures and news releases are written stilted, engineering-oriented language. Others, the successful ones, are readable by the man on the street and get the message through with minimum extraneous detail. A few Districts appear passive in their relationships with the media and the public but most are aggressively attempting to get the word to both the media and the people. Little is being done, however, in general sampling--the parallel to market research.

There are problems in the very nature of public involvement. Public meetings are basically one-way sessions and provide little opportunity for real dialogue. Workshops are effective but require considerable time to be spent by both Federal and citizen participants. Advisory groups are useful, but the membership's interest tends to drag or disappear over a long study.

In urban areas some District Engineers have problems getting the major news outlets to publish/use "meeting-type" releases. Many of the media representatives according to public affairs officers and observers exhibit little awareness of any obligation to provide news space, to "educate" the public, or act for routine meeting announcements, in any way as a catalyst for public participation in project planning.

There are problems in coordination, not so much from the Corps standpoint but more from the State and local viewpoint. District and division boundaries which follow the outlines of river basins do not therefore track with political boundaries. A given state or county may find itself dealing with several districts or even divisions (e.g. New York State must deal with five districts and three divisions). This offers many opportunities for "missed" coordination and bruised prerogatives.

SURVEY EVALUATION

To assess more accurately the national reaction to the previously mentioned Corps efforts, a survey of opinion leaders across the country was conducted. Details concerning the survey are given in Appendix A.

The survey, which had an adjusted response rate of 53% provided in addition to statistical data concerning respondents' opinions numerous comments from the respondents.

As indicated in Appendix A, several questions were used to address the same basic issue, in hopes that in the redundancy, errors of misunderstanding would be eliminated. Besides being directed to a totally national response, data was also provided to indicate by region and by profession or interest how these subgroups perceived the Corps. An obvious caution exists in any consideration of the views of the sub-groups, as the sub-group size varied from 11 to 5.

Throughout this report, three basic numerical values are used to describe the data. The first value indicates the percentage of the

groups which, on a scale of one to five (with one being most favorable and five least favorable) assigned to the answer the values one or two; the second value will include those who gave values one, two, or three. To put these values in perspective, an artificial median provides a class interval interpolated value for the median answer.²¹

The Public Meeting and Related Activity

In reply to a question concerning the adequacy of public hearings and related meetings as forums for public expression of views on Corps projects, over 57% of the respondents indicated that these meetings met the bill more than half the time, with 32% indicated most of the time (See Figure 6). Nearly three-quarters indicated that the meetings were satisfactory half the time or more. Variance of opinion by region and profession was quite pronounced, with those west of the Mississippi and those associated with the government and the media appearing to be the most satisfied. (It should be noted at this point that there is a close parallel throughout the study between the opinions of the national regional subgroup and the opinions of the conservation interest subgroup. This can be attributed to the fact that over half of the members of the "National" subgroup were also members of the subgroup.)

Figure 7 indicates that 50% of the respondents were satisfied with the "understandability" of Corps reports more than half the time, with over 80% giving the reports readability half the time or more. On this question of simplicity of presentation, media representatives, who should be reasonable judges of what the people understand, joined conservationists and educators in giving the Corps the lowest marks.

1. Do public hearings and related meetings held at the engineer district level provide sufficient opportunity for the public to adequately express their views on Corps projects.

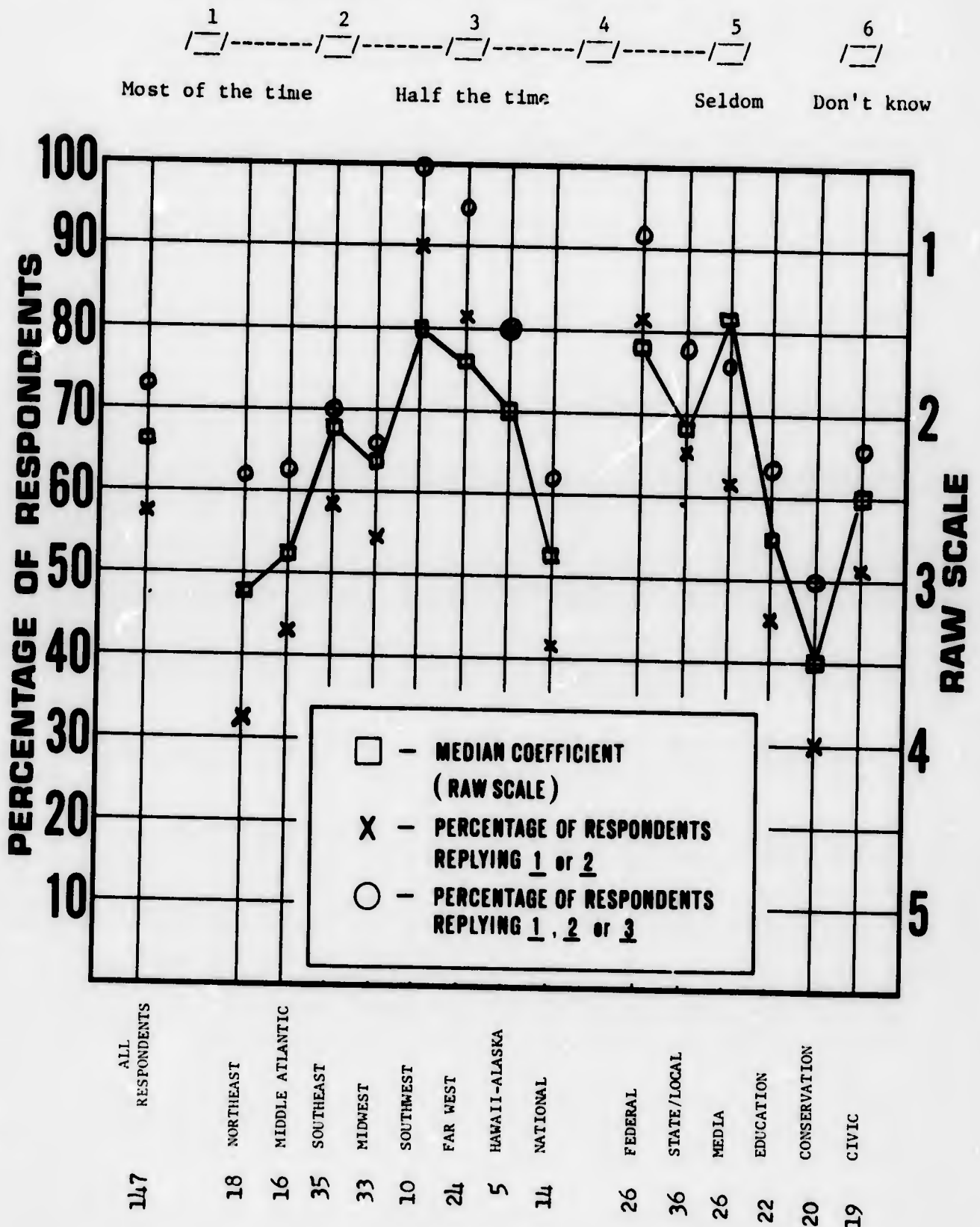


FIGURE 6

2. Is the information presented by the Corps prior to, at and following the public meetings presented in "language that is understandable to non-technical minds?"

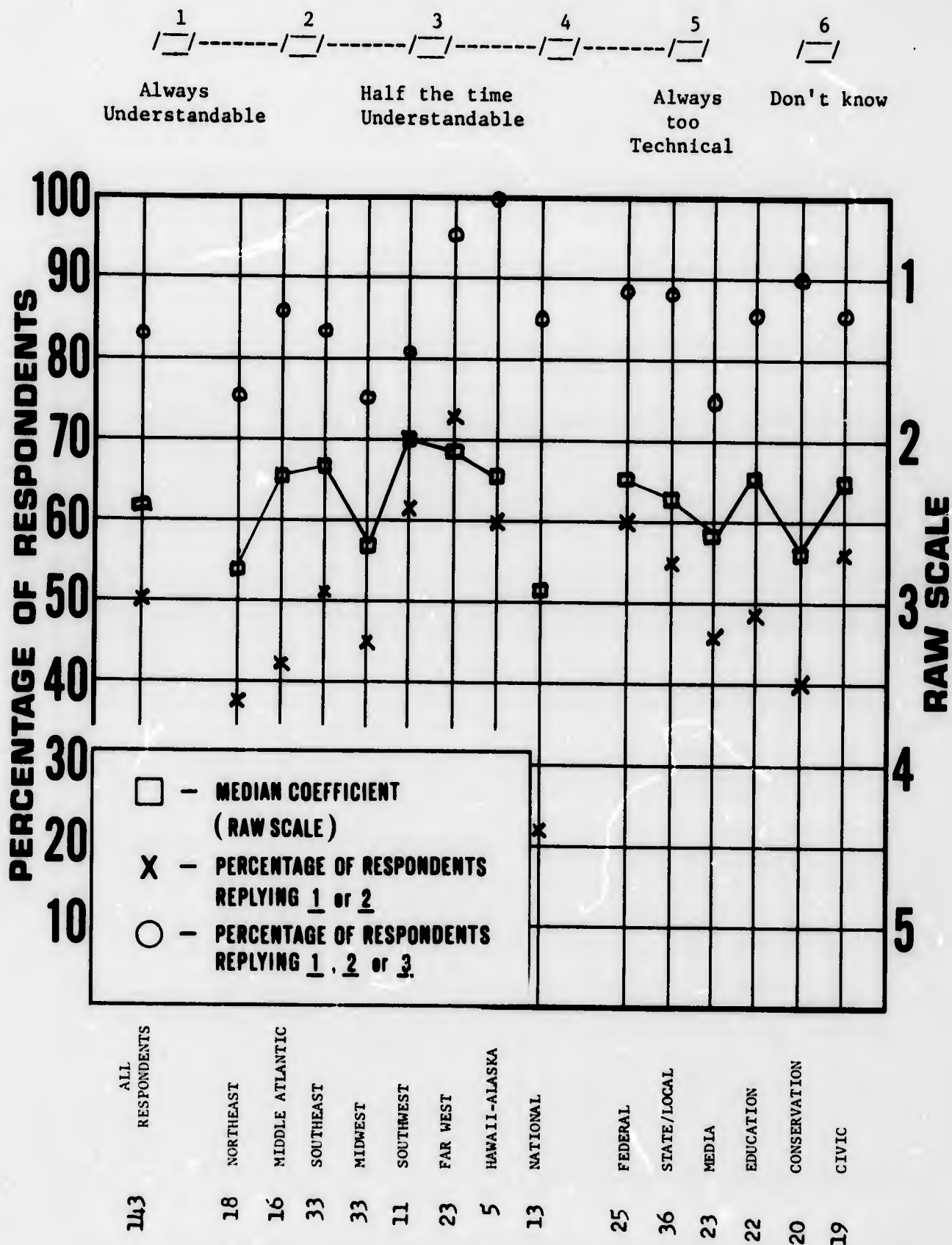


FIGURE 7

Another question addressed the adequacy of publicity surrounding the meetings (Figure 8). On this issue there was little spread overall with nearly 70% feeling that the publicity is adequate more than half of the time. On this issue educators joined conservationists in expressing below the average appraisal, while the Far West and Southwest see above average performance.

Comments accompanying these replies, while providing general support for the public involvement effort and commending the Corps for its improvements, do note that there are still problems and room for improvement and that the program does vary by district.

Many respondents noted that "things appear to be improving" and that they sensed ". . . a new trend to do better with new starts." Conservationist R. W. Bryan of the Louisiana Wildlife Federation sees that the Corps of Engineers is adjusting much more rapidly to changing public values than is the Congress. Virginia Prentice of the Mackinac Sierra Club notes that the Corps representatives with whom she deals have been "making an admirable effort to improve the public information, public input activities."

Some are critical of the conduct of the meetings and workshops, complaining that the time and location set for the gatherings make attendance difficult for the average individual; that the meetings tend to provide a forum for Corps ideas rather than a tool to elicit a response; and that the formal nature of the proceedings tends to give officialdom (state, local, and Federal) the opportunity to dominate the meeting.

3. Does the Corps adequately publicize its public meetings?

1 2 3 4 5 6
 /---/-----/---/-----/---/-----/---/-----/---/ /---/

Most of the time

Half the time

Seldom

Don't know

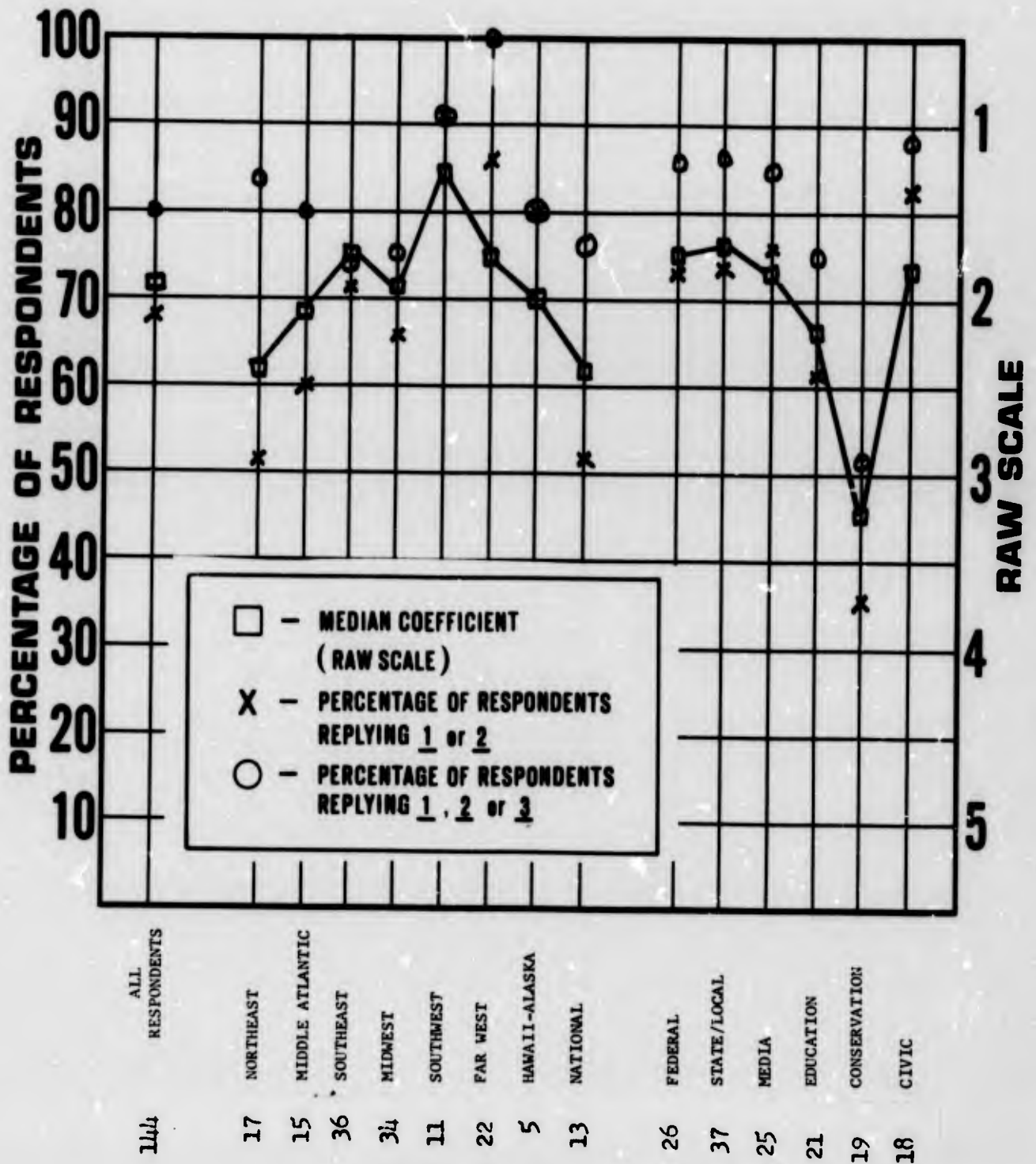


FIGURE 8

Roland Clement of the National Audubon Society notes that representation at the meetings are "unbalanced and misleading to the Corps." A. Warren Jones of the Willamette (Oregon) Basin Project Committee (a conservation group) adds that "many times people who criticize the Corps do not attend these meetings."

As to the Corps ability to communicate with the people, there is a variety of thought. Clair P. Guess, Executive Director of the South Carolina Water Resources Commission sees that the "information presented by the Corps is usually comprehensible; however, it is probable that certain individuals may not fully understand everything that is presented." Congressman Jim Wright of Texas sees the information as "fully comprehensible to most involved citizens," although noting that those with no background might find "a few references hard to follow." R. G. Micka of a Michigan Waterfowlers Association notes that "many projects are so technical it is difficult for the average citizen to comprehend the real motive of the Corps of Engineers . . . the multitude of alternatives . . . require analysis at the genius level." Ms. Lee Botts of the Lake Michigan Federation feels that often "Corps personnel use technical language as a barrier to communication" and notes that notices of one public hearing were "so obtuse that few persons receiving them realized that statements [by the public] were possible. . . ."

In the publicity area John L. Spinks, Field Director of the Wildlife Society, says "Corps efforts considered fully adequate Some unalert persons will always complain despite mailings, press releases, etc."

Most, however, see that there is room for improvement. Charles Boothby of Maine's Department of Soil and Water Conservation states, "My experience indicates that people don't read official public notices. There needs to be front page articles announcing public meetings." Others suggest more "public service spots on radio/TV" and rap local papers for failing to herald the hearings "except when controversial."

James Harrington, Secretary of North Carolina's Department of Natural Resources, feels "that traditional public notice and announcement procedures are not adequate," but that "the Corps is doing better at this with its use of extensive mailing lists, etc." A Florida civic group indicates that "the Corps should pay for news space if necessary to publicize meetings with clarification of subject matter."

Some newspaper men see adequate publicity partially as a problem of "lack of know how" and that Corps public affairs personnel are not as cooperative as they should be. "This is particularly true when stories detrimental to the Corps are being prepared."

Coordination and Cooperation

A major aspect of public involvement is the nature of the assistance provided by the District to people at the grassroots level. When asked if the Corps was helpful (Figure 9), over 80% saw the Corps as helpful or very helpful. Eight percent more saw the Corps as neutral. Northeast, Middle-Atlantic, and Hawaiian respondents saw the Corps to be less helpful than the others, but their replies were on the whole favorable. Of some note, conservationists were very close to the median response of the total group.

15. When a local citizen or group requests assistance from the Corps local office in preparation of or gathering information on which to base a project request to the Congress, is the Corps office helpful?

1 ----- 2 ----- 3 ----- 4 ----- 5 ----- 6
 Very Neutral Obstructive Don't know
 Helpful

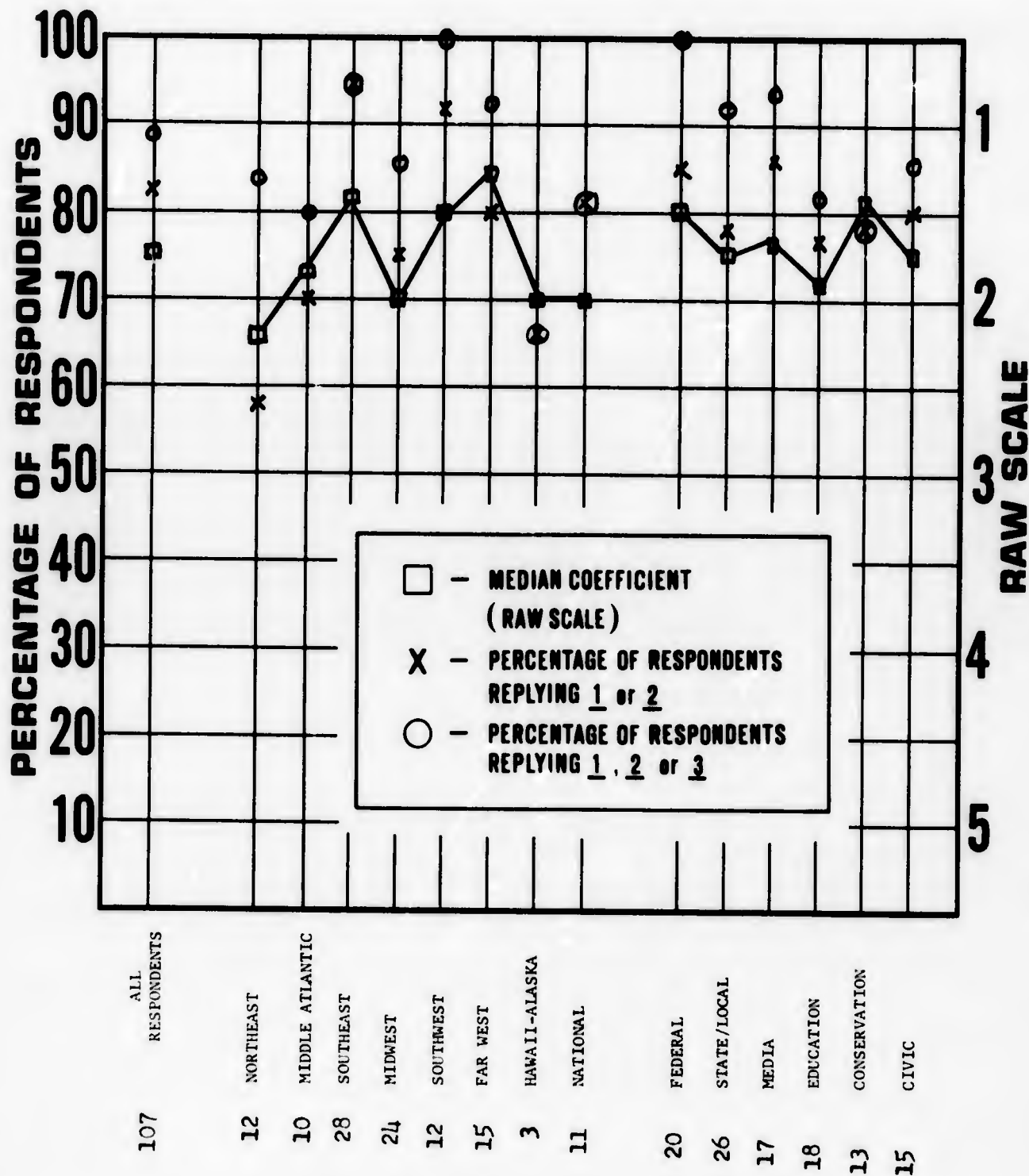


FIGURE 9

Oregon Civic leader Barbara Lucas says that "compared to other agencies, local, state, and national, the Corps is very open and helpful." Many commentators, however, attribute this cooperation to nest feathering--"more projects, more work"; "the Corps seems traditionally more than anxious to get additional projects"; "this is bread and butter to the . . . [Corps] personnel . . .". Others commented, however, that "much depends on the kind of project being suggested" or, as the head of a national conservation group noted, "if there is known opposition to Corps policy, the Corps is obstructive." Political Science Professor Lynton K. Caldwell of Indiana University summed it up with it "depends on the project, its sponsorship, and the attitude of the district office personnel."

Two questions addressed coordination. Since the public includes State and local officials (discussion of the composition of the public is provided in Chapter VI of this paper), these questions sought an appraisal of how well the Corps was dealing with these agencies.

As Figure 10 indicates, the overall group perception of Corps coordination with state and local officials appears to be favorable. More than 65% saw adequate Corps coordination more than half the time (33%, most of the time). Lows, however, were registered by conservationists, Northeasterners, and State and local officials, with this latter group being of most significance.

A comparison of Corps coordination with local agencies to other Federal agency coordination with these same local agencies was addressed in another question (Figure 11). 58% of the respondents saw Corps efforts to be better than those of other Federal activities,

5. Does the Corps at District Engineer level adequately coordinate with state and local agencies prior to submission of its reports?

☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6
 Most of the time Half the time Seldom Don't know

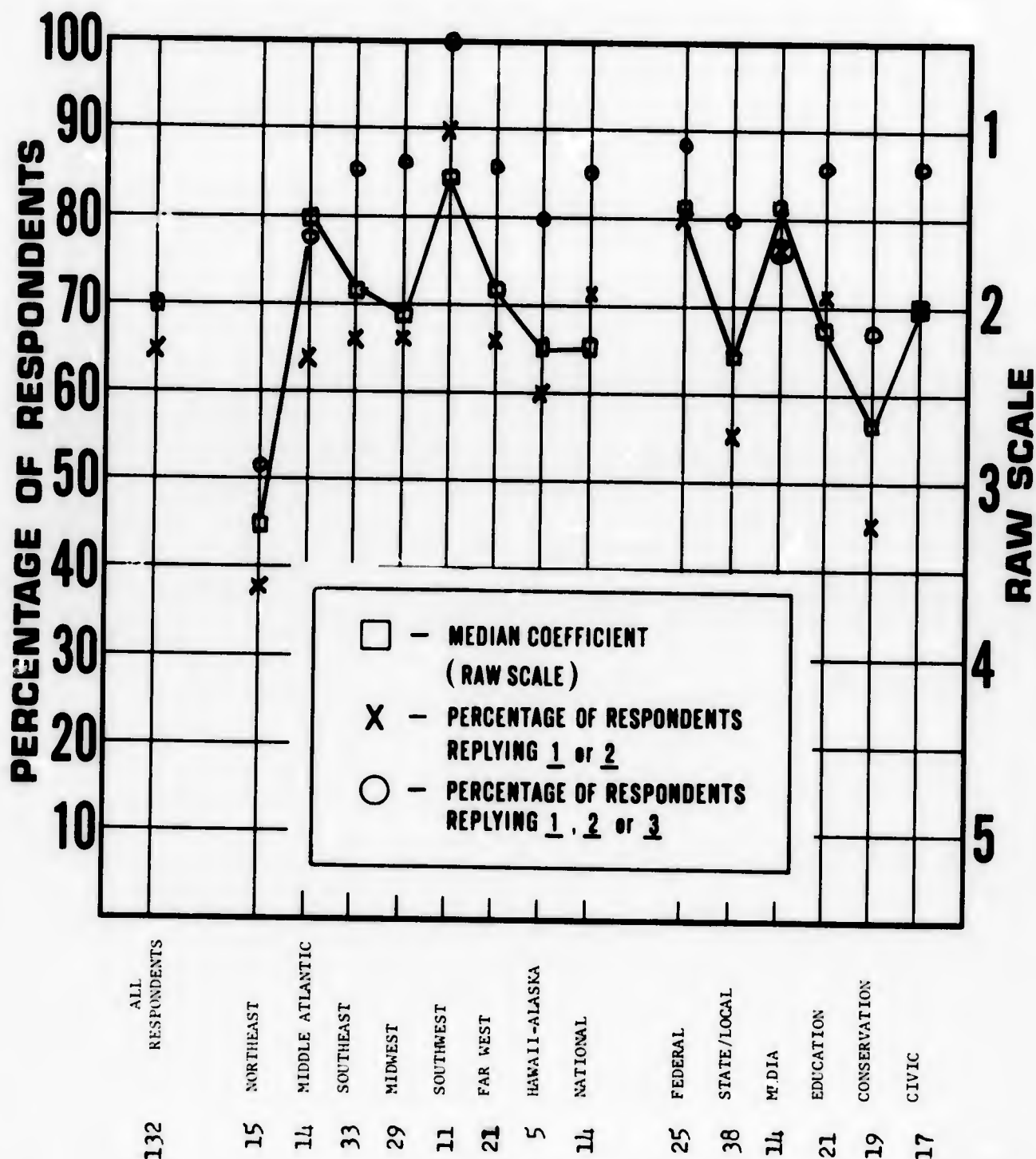


FIGURE 10

6. How does Corps coordination at the local level compare to that of other federal agencies?

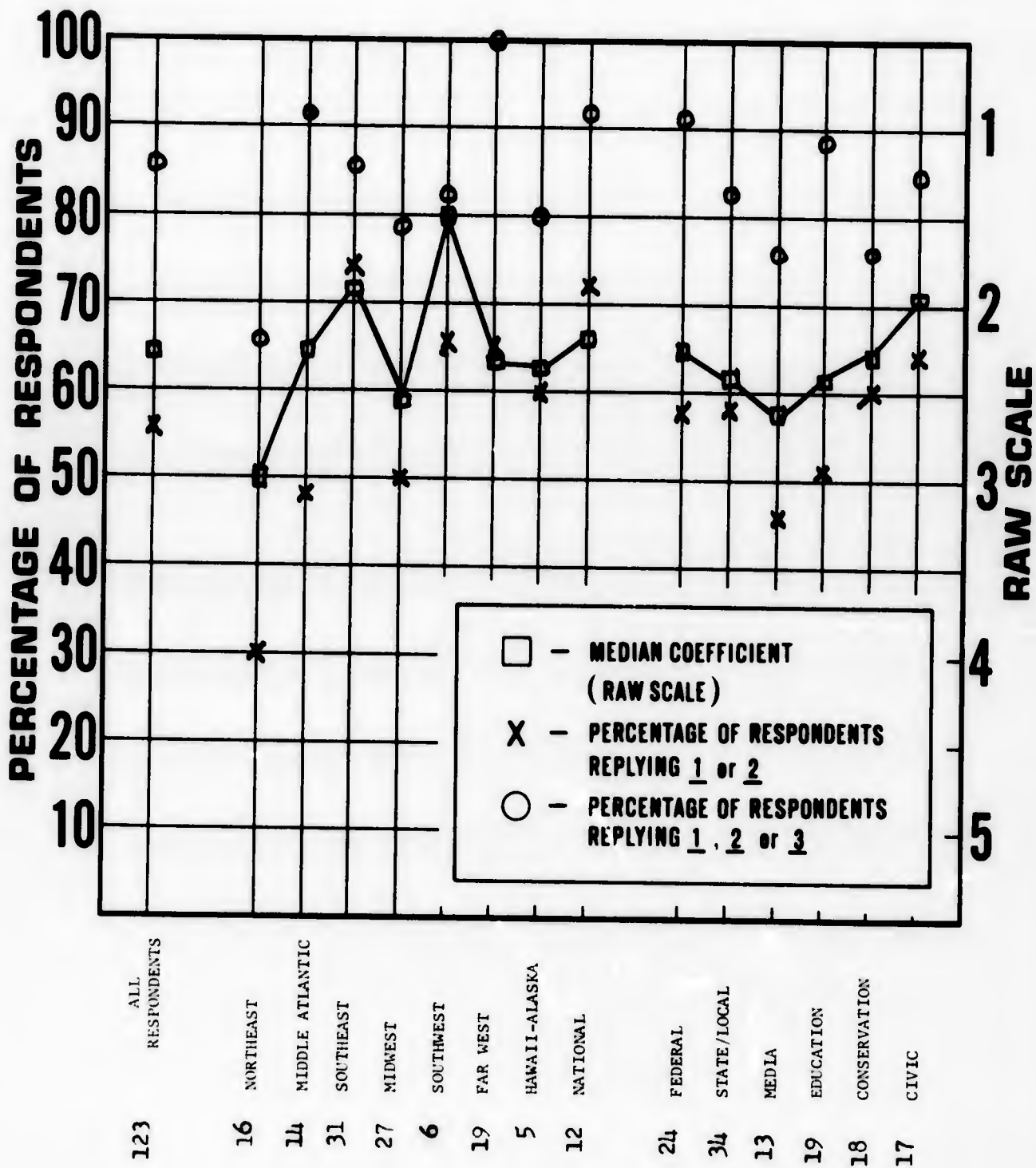
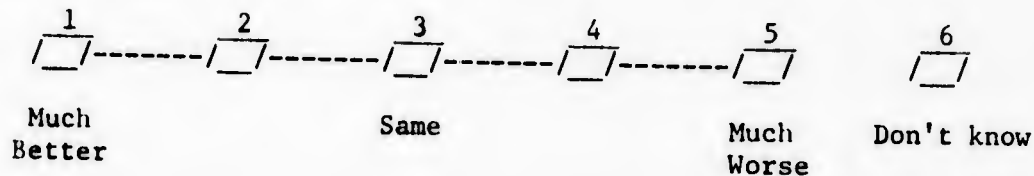


FIGURE 11

while 87% rated it the same or better. Of importance, conservationists generally gave the Corps good marks, while the median North Easterner looked on Corps efforts as being the same as those of other Federal groups. 50% of the replies from the Northeast were from State and local officials, which may tend to explain the relatively low favorable response rate.

Few state or local officials or Northeasterners made detailed comments. Part of the problem may stem from capability. Professor of Resource Economics at Cornell, David J. Allee notes that it is a complex issue--"state and local officials rarely have the interest and capacity to provide sustained participation." Many officials "know little of . . . [Corps] . . . activities or intentions," and, as the Director of City Planning in a large metropolitan area noted, "our ability to be kept aware of Corps activities which may or may not affect the city . . . has varied from poor to excellent. . . . [The Corps] frequently failed to recognize the overall responsibility vested in the city's administration." A conservationist claimed that the "smaller units of government are neglected at time; i.e., townships and villages."

Some lack of coordination is attributed to geography. A congressional aide notes that three Engineer Districts serve his state, with one of the Districts being situated in his state capitol. This District Engineer "has done an excellent job of coordination . . . [the] other District Engineers have not been so successful . . . this is in part directly related to the distance between the affected areas and the District office."

Where the District and state coincide, there have been excellent results. "The coordination and cooperation afforded by the District Engineer and his staff has always been excellent and, in fact, is better in some instances than that which exists between some of our own sister state departments." (Alaska)

There are also those, like Arthur Maass, who feel that there can be overcoordination. "Coordination procedures are so extensive that they inhibit the planning and design of projects in accordance with national objectives." Political Science Professor Hubert Marshall of Stanford feels, however, that the Corps ". . . should coordinate more frequently and at earlier stages."

How does the Corps' overall public involvement program compare with those of other Federal agencies? As a group, more than 50% of the respondents felt the Corps program was better, with only educators, Northeasterners, and Midwesterners dropping below the 50% (or better) mark. Eighty four percent saw the Corps' program to be as good or better (Figure 12).

Walter G. Cowan, Editor of New Orleans' States-Item, indicates that "over the years, [I] have noticed that the Corps of Engineers makes great effort for public participation." However, in a comment on the negative side, Richard Dalsemer of the Environmental Action Foundation states, "the Corps' record isn't much worse than other Federal agencies because their track record isn't so great, either."

SUMMARY

Is the system described above effective? The Corps has established policies, which if carried out, should bring the public more

into the decision process. These policies, by and large are being carried out in the field. Each district has its own specific approach and some are excellent and some not as good. In some areas it is a matter of catching up with the community; in others it is pioneering.

The Corps public involvement efforts are reaching many segments of the populace and are informing the populace of the Corps projects. The interaction between the Corps and the public, however, varies greatly with the sophistication of both the public and Corps' efforts.

While, as noted, there are problems with the program, it appears to be a genuine effort by the Corps to bring the public into the decision process. The problems that do exist are the problems that are inherent in the acceleration of any program--but they are problems that can be solved.

The field investigation is supported by several other sources. Senator Edward Kennedy, speaking on the floor of the Senate, commended the New England Division's efforts to work in tandem with local officials and a Citizen Advisory Committee on the once-controversial Charles River project.

The same area of the Nation that held the first town meeting and set the stage for truly representative government is that area that has been in the development of this plan the finest example of government-citizen participation. . . . All of us and our children . . . will benefit tremendously from . . . the recognition of this unparalleled achievement in cooperative planning.²³

Robert D. Wolff, as part of a Ph. D. dissertation at Stanford in 1971, looked, in detail, into the Corps' planning processes and ascertained, by questionnaire, the views of over 700 people who had

been involved at one time or another in the planning process, either as participants or spectators. He found that his sample population wanted to be involved, with 52% desiring public meetings and 47% also looking for workshops. Over two-thirds of those answering the questionnaire felt that the Corps' public meetings and plans provided adequate information in an understandable form. However, only 43% of the respondents felt that they were able to significantly influence the Corps' recommendations.²⁴

In a more current view Muddy Waters critic Arthur Mass praises the Corps for being progressive and comments that while the Corps "has always had elaborate procedures for hearing and responding to local interests," it has recently been experimenting with "alternative methods for improving public participation in resource development." He attributes to the Corps "a demonstrated capacity for change . . . [an] ability to adjust organizational values to reflect current public concerns."²⁵

In another field evaluation of public participation Daniel Mazamania of the Brookings Institution, along with Jeanne Nienaber a visiting scholar at the Corps' Board of Engineers for Rivers and Harbors, are appraising the effectiveness of public participation in five "typical" on-going projects in the New Orleans, San Francisco, Seattle, Buffalo, and Kansas City Districts. A survey of the citizens who participated in the planning of the project indicated that by and large they were satisfied with their relationship with the Corps and felt that their participation was meaningful with differences by area.

In a reversal of more typical roles, environmentalists in the San Francisco area even felt themselves aligned with the Corps approach to the surveyed project. (Needless to say this same overall "satisfaction" was not present in respondent appraisal of the ultimate plans--which did not do all things for all people.)²⁶

A look at the perceptions of the public involvement program by opinion leaders, as these perceptions pertain to the basics--meetings, workshops, cooperation and coordination--indicates that there is general agreement that the Corps is proceeding in the right direction. Some aspects of the program are well received, others less so. Most respondents note recent changes in the Corps approach to public involvement and applaud these changes, but many also feel that these changes have not carried the Corps far enough.

Many respondents saw specific problems with the approach taken by a specific district or by the Corps, in general, on a specific issue, taking the survey as the opportunity to express these complaints.

The effectiveness of the public involvement program is perceived differently by regions and professions or background.

Regional differences appear to transcend specific district boundaries, although there is a direct correlation between the regional differences noted in the survey and the perceptions of the author gained during field evaluation. These regional differences reflect the very nature of the areas involved.

Respondents from the Northeast and to a lesser degree the Midwest United States are less satisfied with Corps performance than those from

the Southwest and Farwest. These feelings would appear to reflect in part, the basic attitudes of the respondents as well as the Corps performance. Both the Northeast and central Midwest are being pressed by the population explosion, the lack of space and a frustrating inability to control growth. This is coupled with, especially in the Northeast, a myriad of State and local governments, each with its own perception of the direction to be travelled. There has also been in these areas a recent awakening to the problems of the environment, an awakening that would seem to follow that of the West by several years. And no doubt, the Corps, in these areas has similarly suffered from this environmental awareness lag.

The more neutral response of the Southeast and to a lesser degree, the Middle-Atlantic may reflect an even greater time lag--they don't know what they are missing. Certainly, the neutral response should be a signal for greater Corps investigation in these areas.

The favorable Western view may result from the more forward approach taken in the West towards the environment. Western states came to grips with many of the problems now facing the East, several years ago, and after a somewhat traumatic experience, learned to handle these problems more effectively. The Corps was involved in this learning experience and profited by it.

The differences expressed in the varying views of the professions or interest groups may also reflect their positional relationship to the problems of public involvement. Federal, State and local officials as well as the media are familiar with the problems of gaining public involvement and their responses may reflect a sympathy for the Corps efforts.

Conservationists on the other hand are results oriented and their dissatisfaction may be derived in part from the Corps failure to meet all of the expectations of these Conservationists--not in the plan formulation, but in the plan itself. The response of educators, appreciative but still critical may represent their comparison of the Corps activities, as they know them, to the ideal.

A look at the somewhat unfavorable response of state and local officials to Corps coordination may go into something beyond basic Corps efforts. Whenever the Federal government drops to the grassroots level to deal directly with the public, the opportunity for bruised prerogatives appears to be quite high. The unfavorable response may in part reflect this state and local disdain of federal activity in "their territory" and certainly should alert the Corps to the possible sensitivities.

CHAPTER IV

FOOTNOTES

1. US Department of the Army, Digest of Water Resources Policies and Activities, EP 1165-2-1, (Washington: Office, Chief of Engineers, 1972), pp. A-20, A-31.
2. US Department of the Army, Guidelines for Assessment of Economic, Social and Environmental Effects on Civil Works Projects, Regulation No. 110S-2-105 (Washington: Office, Chief of Engineers, 15 December 1972), pp. A-5, A-6.
3. US Department of the Army, Public Meetings on Planning, Regulation No. 1120-2-55, (Washington: Office, Chief of Engineers, 1 September 1970).
4. US Department of the Army, Environmental Program, EP 1105-2-500, (Washington: Office, Chief of Engineers, June 1973), p. 12.
5. F. J. Clarke (LTG USA), "A State of the Corps Report," Speech delivered at Fort Belvoir, VA, 4 May 1973.
6. John Morris (MG USA), "Briefing for the Secretary of Agriculture," unpublished paper, Office of the Chief of Engineers, 1972.
7. Angelo Tabita, "Implication of Public Involvement in Water Resources Planning," speech delivered to the American Society of Civil Engineers, Atlanta, Georgia, January 1972, pp. 2, 3, 17.
8. Proxy interviews were conducted for me by officers from the Army War College who directed certain specified questions at the person being interviewed. Responses were either recorded or taken in note form by the interviewing officer.
9. These documents included survey report, EIS, final reports, alternative documents, bulletins, announcements, brochures, questionnaires, mailing lists and press releases. Documents received were checked against current authorizations and appropriations to ensure timeliness.
10. US Department of the Army, West Coast Deepwater Study, (San Francisco District, 1973).
11. US Department of the Army, Little River Public Workshop, (Charleston; Charleston Engineer District, 27 April 1972), pp. G-1 H.
12. US Department of the Army, Pine Bluff Metropolitan Area Water Management Study, Minutes, (Vicksburg; Vicksburg Engineer District, 1974.) pp. 1-5.

13. US Department of the Army, "Mailing List, Arkansas River and Tributaries, Great Bend, Kansas to John Martin Dam, Colorado. (Albuquerque; Albuquerque Engineer District, July 1971).
14. Letter from District Engineer, Fort Worth to the Author, 5 April 1974.
15. US Department of the Army, "Questionnaire--American Falls" International Joint Commission and Buffalo, Engineer District, undated, and interview with Col. Robert Moore, Buffalo District Engineer, December 1973.
16. US Department of the Army, Nonconnah Creek Waen Resources Study, (Memphis: Memphis District, undated), pp. 1-5.
17. US Department of the Army, PB Newsletter, Vol. 1, No. 1, Vicksburg, Mississippi, March 1974.
18. US Department of the Army, Cedar Point Lake Project Newsletter, Tulsa, Oklahoma, 31 August 1973.
19. US Department of the Army, Rio Grande and Pecos Water Basin News, Albuquerque, New Mexico, January 1974.
20. Drew, op. cit. p. 53.
21. The questionnaire was designed so that answers of one were favorable to the Corps and five not favorable. The mid-position was normally neutrality. Points used in the figure are:
 - Point A-X-indicates the percentage of respondents answering one or two, in essence, favorable responses (In figure 6, 57% of all respondents answered one or two).
 - Point B-O-indicates the percentage of respondents answering one or two or three, neutral or favorable responses. (In figure 6, 73% of all respondents answered one or two or three).
 - Point C-O-indicates an artifical median value (In figure 7 it is 2.21).The artifical median was computed by first determining the class interval (.5 to 1.5, 1.51 to 2.5 etc) in which the actual median fell and then using linear interpolation to determine where in the class interval the median would have fallen if there had been a linear rise in values throughout the class interval. Lines are used to connect these coefficients to more graphically display variances.
22. Figure 6 provides data by sub-group and by the total respondent gr up. Data was separated by regions and also by profession or interest as indicated by the respondents in the returned questionnaires. Figures in parentheses indicate number of respondents in each sub group for the question. Each respondents view is included in the overall response, a regional response and a profession or interest response.
23. Edward Kennedy, Senator, Congressional Record Vol 120, No. 2 January 22, 1974, pp. S-207-208.

24. Robert D. Wolff, Involving the Public and the Hierarchy in Corps of Engineers Survey Investigations EEP 45, a PhD Dissertation (Stanford, Stanford University, November 1971), Appendix D.

25. Arthur Maass, Statement before the Subcommittee on Reorganization, Research and International Organizations Committee on Government Operations, United States Senate, February 27, 1974.

26. Daniel A. Mazmanian and Jeanne Nienaber, "Bureaucracy and the Public, A Case of Citizen Participation in the Corps of Engineers," paper presented at the Midwest Political Science Association Annual Meeting, Chicago, April 25-27, 1974.

CHAPTER V

CONSIDERATION OF ALL VIEWPOINTS

The previous section of the report dealt with the Corps' basic approach to involving the public in its decision process. Public involvement generates public views--divergent views with respect to whether, how, when, and where water resource programs should be carried out. Another look at the decision process of the Corps can be gained by examining the Corps reactions to the views articulated at hearings and other forums. To what extent does the Corps assess the varied positions put forth during contacts with the public or derived from national policy or gleaned from obvious citizen concerns? To what extent does the behavior of the Corps demonstrate a bias towards building or a particular technology? These questions will be examined in this chapter.

CORPS POLICY

"Environment" means many things to many people. To some it applies to land, wood, and water--to natural resources. To others it is the world--or the nation--around us in its broadest sense, cultural, social, historical, physical, ecological. And, it has been the view of the Courts that the National Environmental Policy Act (NEPA) defines the environments broadly, in this latter sense.¹

Engineer Pamphlet 360-1-1, Mission and Basic Environmental Goals, indicates that the Corps will:

-Be responsive to the full range of the social, economic, and other needs in the use of water and related resources.

-Consider a full range of alternatives to solving man's problems and meeting his needs.

-Apply nonstructural solutions wherever practical.²

The previously mentioned Digest of Water Resource Policies, EP 1165-2-1 indicates that "Corps studies will consider all practicable alternatives and their economic, environmental, and social effects. . . ." ³

Engineer Regulation 1105-2-105 establishes guidelines for the assessment of economic, social, and environmental effects of civil works projects and requires that all projects forwarded for consideration of natural resources (e.g., water, land, resource products, wildlife and fish, aesthetics, flora), energy resources, social effects (e.g., noise, housing, historic structures, educational opportunities, community cohesion), and ecological effects (e.g., air, water, animal, ecosystems to include food chains). The regulation is primarily aimed at objectives that have been overlooked in the past or which were not quantifiable and therefore not easily includable in the benefit-cost ratio. The regulation directs planners to "fully utilize all the public participation procedures . . ." and to seek . . . "informal exchanges with Federal, State, and private groups and with individuals . . . [to test] the adequacy of identification of effects . . . and [to provide] commentary on measures considered for project modification." The regulation notes that multi-objective planning has complicated the decision process from the earlier periods when only economic efficiency was involved. While a benefit-cost ratio will be prepared, "all pertinent factors--both tangible and intangible," must be taken into account in the decision process. The benefit-cost ratio will serve only as a "base line" against which other effects may be compared.⁴

Although less than two years old, this regulation will soon be superceded by another regulation which will extend the assessment procedure to comply with Water Resource Council requirements for a system of economic and environmental accounts. (The Corps worked very closely with the WRC in the development of these procedures.)⁵

By announcement in the Federal Register in May 1973, the Corps extended the applicability of ER-1105-2-105 from studies and projects to include assessment of requests for permits under Section 10 of the Rivers and Harbors Act of 1899.

The decision whether to issue a permit will be based on an evaluation of the probable impact of the proposed structure or work and its intended use on the public interest. Evaluation . . . requires a careful weighing of all those factors which become relevant in each particular case.⁶

To assist in keeping natural resource development balanced between economic and social needs and to bring key citizens into contact with the Corps decision process, in 1970, the Chief of Engineers established a six-member Environmental Advisory Board. The Board, which meets approximately four times each year, consists of critics of the Corps and focuses on bringing to the Chief's attention areas where the Corps is deviating from its established goals.⁷ The Board's sessions have been stormy and there has been little reluctance to point fingers at the Corps when appropriate.⁸

In his 1974 testimony to the House Appropriations Committee, LTG W. C. Gribble, the Chief of Engineers, indicated that this multi-objective approach is part of the Corps' program today and that the Corps is "integrating environmental considerations into all planning

and other decisions, and . . . providing a more positive role in the water resource related nonstructural field." He further pointed out that "the Corps of Engineers is in an excellent position . . . to develop solutions based on established economic principles which are in proper balance with recent and current environmental objectives."⁹

MG Morris, in speaking to the Lower Mississippi Valley Flood Control Association noted:

The Corps has been tagged with the build, build syndrome for a long time. . . . Now, we look at flood protection from the broadest possible base--nonstructural as well as structural solutions.¹⁰

In a field view, Colonel Howard L. Sargent, then District Engineer in Seattle, writing in Civil Engineering described "fishbowl planning" a technique used by his district to draw in the public works projects is highly visible to all interested organizations and individuals. . . . The public brochure depicts alternatives suggested by local people.

Colonel Bob Moore, Buffalo District Engineer, told personnel attending a symposium in Ohio that they must "understand there is a new direction . . . so that local and state attitudes and concerns can be incorporated into the decision-based on environmental, as well as economic, concerns."¹²

FIELD ACTIVITY

Corps policy and regulations on assessment of alternatives is reflected in the field in several activities. Planning efforts (meetings, brochures, workshops, etc.) provide initial opportunity for development or crystalizing of alternatives. During planning there are tools which can be employed to insure full consideration of all aspects

of the environment. The planning effort is reflected in the actual reports and environmental impact statements (EIS) prepared by the district. Special programs focusing on nonstructural aspects of water resource development provide other means of emphasizing the Corps' policy in this area. Lastly, the basic composition of Corps staffs in part can reflect the emphasis or lack thereof of consideration of multiple objectives.

The Seattle District's "fishbowl" approach provided much of the spark for Corps-wide presentation to the public of multiple alternatives. Under the "fishbowl" system, after initial meetings with the public, the district drafts a description of suggested alternatives to solve the particular problem (to include nonstructural solutions such as flood plain zoning, flood proofing or flood insurance, and no action at all) and mails this alternative document to all interested parties for comments on pros and cons (figure 12). A series of public meetings and workshops are then held to debate the alternatives and develop and evaluate new alternative documents. A final version which may represent as much as the sixth try is then made part of the project report. Almost all districts now use this or a similar approach in their initial contacts with the public. Some districts provide narrative alternative descriptions while others, like Buffalo, try a simple matrix approach (figure 13). Evaluation of the alternatives may parallel the Seattle approach, as is done by Rock Island (figure 14), or may involve a more complex tool such as the value weighted factor matrix prepared by an interdisciplinary team from the Kansas City District for evaluation of a unit of the Missouri River Levee System (see figure 15).

PUBLIC BROCHURE

ALTERNATIVES AND THEIR PROS AND CONS

GRAYS HARBOR MAINTENANCE DREDGING

GRAYS HARBOR COUNTY, WASHINGTON

AUTHORITY: The Grays Harbor and Chehalis River Navigation Project was authorized in the Rivers and Harbors Act adopted 30 August 1935 and modified 2 March 1945, 30 June 1948, and 3 September 1954. Annual dredging is required to maintain the channels at the authorized depths and widths.

PURPOSE OF THIS BROCHURE: To review known alternatives for dredging and disposing of material, and to consider other possible alternatives. This approach is intended to aid in determining the most acceptable alternative by clearly defining the PROS and CONS for each, through review and comment by responsible agencies.

SUMMARY OF SITUATION: A possible conflict has arisen between the annual maintenance of the harbor project and preservation of the estuarine ecosystem. The area of concern is the unconfined disposal of pipeline-dredged material north and west of Moon Island Airport. This tidal area has been used for unconfined disposal for approximately 30 years.

The situation has been under review by interested agencies for approximately five years, with the greatest concentration on the dredging and disposal of approximately 150,000 cubic yards per year west of the airport, miles 7 to 8.5. Recently, concern has been expressed on dredging and disposal of all material west of mile 5. The total annual dredging from mile 5 to mile 8.5 is approximately 400,000 cubic yards by pipeline dredge, and this area and quantity should be considered in the alternatives that follow.

In about 1968, several agencies reviewed dredging and disposal in the general area. They were the Federal Water Quality Administration, Bureau of Sport Fisheries and Wildlife, Washington Department of Fisheries, Washington Department of Game, Washington Water Pollution Control Commission, and Corps of Engineers. FWQA analyzed samples of bottom material taken by the Corps from the dredged area and found the material was unpolluted sand and silt. Corps surveys showed approximately 80 percent of all dredged material was confined to the disposal area. WWPCC found no significant turbidity outside the immediate disposal area and no reduction in dissolved oxygen. The Washington Department of Fisheries suggested that dredging not be performed during

SEATTLE DISTRICT, U. S. ARMY CORPS OF ENGINEERS
1519 ALASKAN WAY SOUTH, SEATTLE, WASHINGTON 98134
April '72 - 3rd Edition



Reproduced from
best available copy.

ALTERNATIVE 2 PRESENT PRACTICE CONTINUED

PROS

1. Minimum impact on ecosystem, minimum commitment of estuarine area until the model tests are evaluated, lowest cost, present dredging equipment usable. (L-2)

2. Least costly, yet preserve navigability. (S-3)

3. Slight increase in inevitable process of siltation in slow water area of harbor makes protection of other parts of the estuary more ecologically viable. (L-1)

4. Migratory waterfowl habitat needs are to maintain on-site suitable area for transient feeding and resting, but limitation in numbers are established by constant disturbance. (L-1) Existing waterfowl area are more than ample for feeding and resting. (L-1)

5. Represents less long-range impact than any other proposal, short-term effects would be total destruction in the immediate area, but in the long term, the area would be replaced by "new" tidal area further west. (L-1), (L-2)

6. Area presently zoned "Industrial." (L-1)

7. Poorly littoral drifts occur with or without spoils. Spoils return to channel not proven. Assume CON comment means "other suitable areas are available for waterfowl." (L-2) That is correct and should be a PRO. (L-1)

8. Destruction of 30 acres per year has not occurred. (L-2) Question agency's figure and "permanence" of destruction. (L-1)

9. Not clear - cutoffs pass through the area. (L-2)

10. Minimal "entering" of waterfowl in this area. Some new areas are being created by spoils. (L-2) Area is inundated twice a day. (L-1)

11. This material does not spread out over broad area. Underwater training structures would solve this, if true. (L-2)

12. Additional marsh can be created. (L-2) Destruction is temporary. (See PRO No. 8) (L-1)

*Added this draft.

CONS

*1. Incorrect. Turbidity has a major impact. (S-1)

*2. Over the long term will degrade or destroy the ecological success of this estuary. Without valid information concerning water circulation and interaction of the important physical, biological, and cultural factors, such consequences are likely to be early or dangerous. (P-2)

*3. We question the validity of this PRO statement. (S-1)

4. _____

*5. We question the validity of this PRO statement. (S-1)

*6. Spoil disposal site (Area "A" only) preferable to industrial zoning. (S-1) The value of creating industrial lands at the cost of the estuary is doubtful. (P-2)

*7. Although \$10,000 cheaper than other alternatives, spoils returning to channel requires additional dredging, offsetting savings, displace waterfowl but other suitable areas are available. (L-1), (S-1)

8. Permanently destroys estuary at rate of 30 acres per year. (S-3)

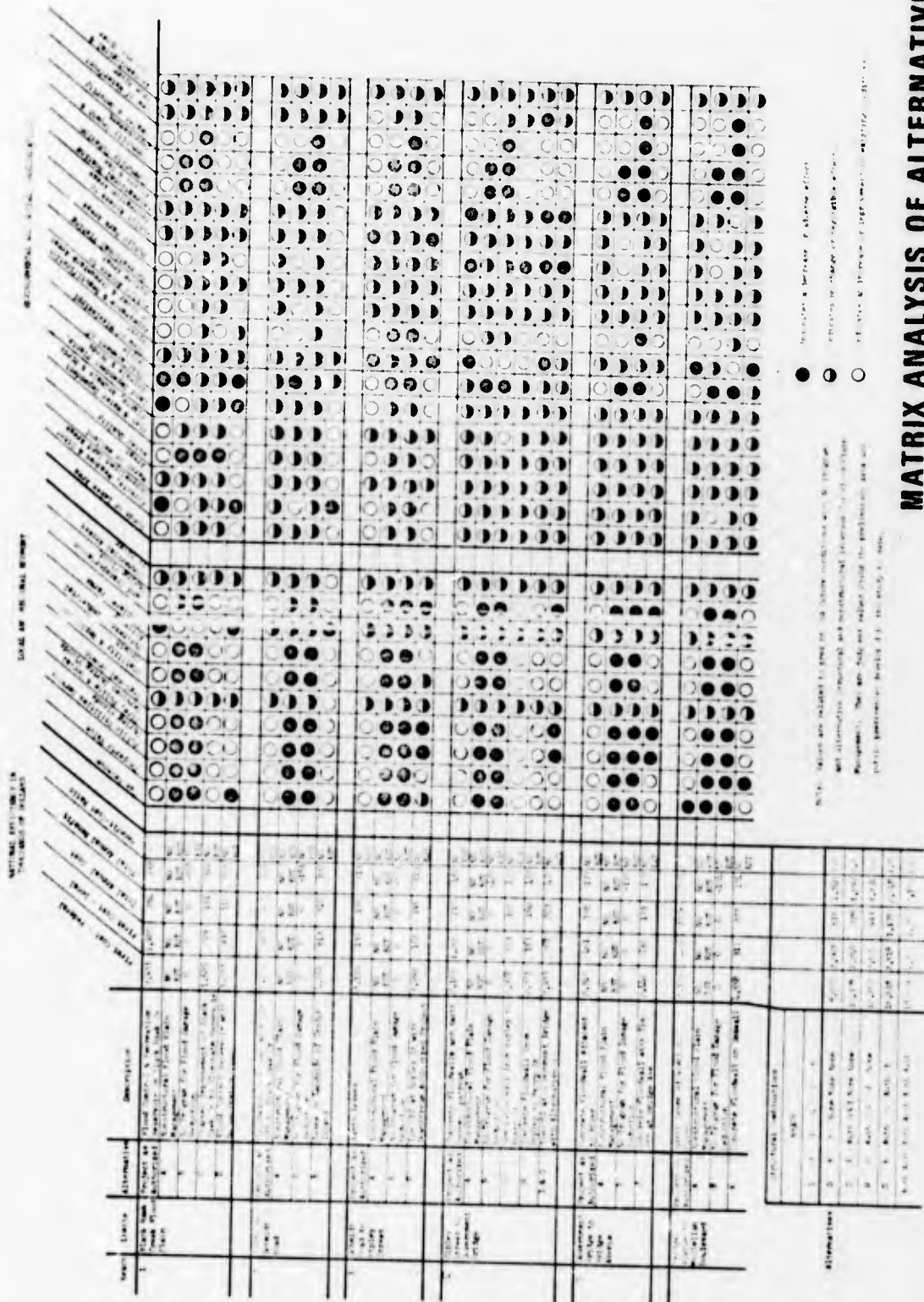
*9. Some loss of sea-run cutthroat trout habitat. (S-2)

10. Detrimental to an important wintering and nesting area for migratory waterfowl. (S-2)

*11. Unacceptable. This spreads the material out over a broad area and would allow some return of material to the water and harbor bottom. (S-1)

12. Existing salt marsh would be destroyed by construction is updated. (P-2)

FIGURE 12



ALTERNATIVES FOR FURTHER CONSIDERATION

| Study Objective | Channelization | | Reservoirs | | Flood Plain Management | | Flood Proofing | | Diversion Channels | |
|-------------------------------|---|---|--|--|---|---|---|---|---|--|
| | Reaches 0, 1, 3 | Reaches 0-4 | Sondridge | Sandridge Improvement | Reaches 8, 9 | Reaches 12, Griffenden | Flood Proofing | Marine Park to Tonawanda Creek | Antherst | |
| National Economic Development | Considerable urban flood damage would be reduced. (20 yr. protection) B/c 2.60 + | Major amount of urban flood damage would be reduced. (100 yr. protection) B/c 1.32 + | Considerable urban flood damage would be reduced. Recreation and fish and wildlife benefits B/c 1.05 + | Major amount of urban flood damage would be reduced. Recreation and fish and wildlife benefits. More costly than Plan 9 B/c 1.01 + | Minor reduction in flood damage. No federal participation B/c N/A + | Minor reduction in flood damage. Some recreational benefit possible. No federal participation B/c N/A + | Reduction in flood damage. Cost would be personal B/c 1.35 + | Considerable flood damage would be reduced. Recreational benefits. B/c 1.09 + | Minor amount of flood damage would be reduced. Recreational opportunities B/c 1.15 + | |
| Environmental Quality | Adverse effect on natural environment. Creek length reduced. Low protection. | Same as Plan 2 except greater protection. | Adverse effect on natural environment. Stream flow augmented to reduce stagnation water quality in lake. B/c 1.32 + | Some as Plan 1 except on length reduced. B/c 1.01 + | No adverse effect on environment. B/c 0 | Some as Plan 15 B/c 0 | Some adverse effect on man made environment. B/c 1.35 + | Adverse effect on natural environment. Some enhancement to man made environment. B/c 1.09 + | Adverse effect on natural environment. Some enhancement to man made environment. B/c 1.15 + | |
| Social Well Being | About 3,000 acres protected and create a better sense of security for residents of about 1,100 homes + | Same as Plan 2 except more than 6,000 acres and about 1,500 homes would be protected. Plus some businesses and essential services would be relocated. + | Protection to 6,000 acres, 1,500 homes and 1,500 square miles of shoreline. Area controlled and some businesses and essential services would be relocated. B/c 0 | Same as Plan 9 except on protection. + | Same as Plan 15 B/c 0 | Properties protected and create a sense of security and well being. + | Properties protected and create a sense of security and well being. + | Houses and businesses protected. Flooding still possible resulting in insecurity. + | Same as Plan 25 except dependable flood control. + | |
| Regional Development | Property exchanges would be easier and owner more apt to make improvements. Small businesses could be attracted to area + | Same as Plan 2 + | Same as Plan 2 plus beneficial effect to municipal water supply and flood flow. Job opportunities + | Same as Plan 9 + | Constrains local development. - | Constrains local development. - | Property exchanges might be difficult. Utilities and transportation networks still subject to flooding. + | Economic stability improved. A few jobs created. + | Same as Plan 25 + | |
| Total Effect (-, 0, +) | Plan is viable. Would exchange economy and social well being of people with minimal adverse effect on environment + | Same as Plan 2 except protection is greater + | Plan provides a multiplicity of benefits. But would have effect on social well being and environment + | Some effects as Plan 9. W/added protection + | Constrains local development. No adverse effect on environment + | Personal implementation necessary. B/c 0 | Avail plan, little change to Ellicott Creek. + | More viable than Plan 25 + | | |

Source: Public Brochure, Ellicott Creek, US Army Engineer District, Buffalo, New York

FIGURE 14

Reproduced from best available copy.

Table I. Summary of District Matrix Analysis

| <u>Alternatives</u> | <u>Impact on Environment</u> | <u>Impact on Social</u> | <u>Impact on Economics</u> | <u>Total</u> | <u>Net Impact Ranking</u> |
|---------------------------------------|------------------------------|-------------------------|----------------------------|--------------|---------------------------|
| 10-year | -35 | 0 | 117 | 82 | 4 |
| 25-year | -43 | 6 | 199 | 162 | 2 |
| 50-year | -68 | 2 | 278 | 222 | 1 |
| 100-year | -151 | -0 | 213 | 52 | 6 |
| Urban 100-year | -215 | -4.5 | 27 | -233 | 8 |
| SPF | -242 | -59 | 5 | -296 | 9 |
| No Action | -56 | -56 | -13 | -125 | 7 |
| Great Rivers Recreation | 130 | 7 | -48 | 89 | 3 |
| Flood Plain Regulation | 4 | 11 | 54 | 69 | 5 |
| Combination (GPRA with 50-year levee) | 115 68 | 90 115 | 256 | 461 | 1 |

x without combination

xx with combination

Source: L-15 Levee Improvement, US Army Engineer District, Kansas City

FIGURE 15

To assist in preparation of data to support full consideration of alternatives, the Engineer Agency for Resource Inventories (EARI), has developed over the last 10 years, a method by which an inventory of all relevant information on land and water resources, flora, fauna, ecosystems, cultural backgrounds, occupational predominances, etc. can be displayed on a series of maps which can be used by the planners. The EARI Inventory of South Louisiana, for example, contains 27 full-color maps and 148 pages of other information concerning the area.¹³ Inventories are prepared by EARI in close coordination with local residents and groups so that public involvement begins with the first EARI visit to the field by the inventory team. The Pittsburgh District, in working with EARI, is using local school children in some areas to provide input on wildlife and bird activity. These efforts of EARI, which spring from their similar work for the Agency for International Development, closely parallel those outlined by Ian McHarg in his widely acclaimed Design with Nature.¹⁴

EARI has completed inventories for parts of several districts and is continuing to work with several others.

Certainly part of the proof of this consideration of alternatives rests with the reports and statements issued by the Corps. A review of recent documents from the districts indicates that such consideration of alternatives is taking place.

A study of the flood and associated water problems in Contra Costa County, California, by the San Francisco District, considered eight alternative methods of providing flood protection to include pure nonstructural approaches, such as flood insurance. After consideration

of the environmental aspects and intensive coordination with local elements, the District Engineer selected a plan requiring levees for flood protection.¹⁵

In a study of the flood problems in Baytown, Texas, the Galveston District considered several structural and nonstructural approaches to providing flood protection for endangered areas. The District Engineer found that no structural plans were economically justified and recommended that a major section of the flood prone area be evacuated and that this flood plain be acquired by the federal and city government for management as a nature or similar area.¹⁶

In a similar action, the New England Division (an operating division with no districts), after reviewing possible alternatives for protection of the Charles River, Massachusetts, basin recommended that the Federal government acquire 8500 acres of upstream land in 17 natural valley storage areas to serve as reservoirs for downstream protection. This acquisition would halt urbanization of these swamps, marshes, and wetlands and the loss of the storage they afford and would eliminate the need for structural solutions to the downstream flood problems.¹⁷

In a most controversial decision in the Section 10 Permit area, the Jacksonville District recently granted a permit to the Tenneco Cooperation for construction of a major plant on Blout Island in the St. John River in Jacksonville-Duval County. The project was opposed by the Audubon Society and several citizen groups since the construction would destroy an ecologically valuable salt marsh. It was supported by the city and develops on the grounds that it would provide economic benefits to the community. The Black Coalition, the NAACP and other

minority groups supported the project on social grounds--Tenneco guaranteed to institute a major minority hiring and training program for Jacksonville's poor. In reaching a decision, the District Engineer reviewed the alternatives input from nearly 50 groups.¹⁸

Special Programs

To insure that nonstructural approaches to flooding are actively considered, the Corps has established in all districts, a flood plain advisory service. Under this program which cost \$11 million in 1973, the districts provide flood plain information and related technical services and guidance to states and communities. These agencies are informed of flood prone areas and are advised on methods to curb or eliminate development in these areas. As a result of these services, over 700 communities have adopted or strengthened zoning or land use ordinances.¹⁹

In an attempt to provide a broad-based systems approach to the long term water resource needs of urban areas, the Corps requested and was granted authority by Congress to study the problems of 29 metropolitan areas. The objective of these on-going studies is to develop, in conjunction with the local governments, realistic plans--structural and nonstructural--which will help meet regional water requirements. These studies are tied to Environmental Protection Agency wastewater efforts, as well as general regional development plans.²⁰

Staffing

Another reflection of the multi-objective approach now being taken by the Corps, is the addition to district and division staffs of a wide

range of new talent in a variety of fields. Each district has established an environmental resources branch or section and has staffed the branch and other planning branches with such specialists as biologists, landscape architects, recreation planners, urban and regional planners, limnologists, economists, sociologist, zoologists, and foresters.²¹ Few of these disciplines were present in the Corps ten years ago, as the Corps was almost entirely civil-engineering oriented.

For the Northeastern US Water Supply Study (NEWS) being conducted by the North Atlantic Division, the study team assembled by the Division Engineer consists of a social scientist, a regional planner, a regional economist, a landscape architect, an urban planner, a sanitary engineer, an oceanographer, and several civil engineers.²² These men will each be free to call upon some of the finest talent in their fields through contracts with universities and private firms.

Problems

As with the public involvement program, there are noticeable differences between districts. Some districts are clearly imaginative and forward looking in their approach to the new "balancing of accounts." Other districts evaluate the alternatives but are weak in their approach to nonquantifiable values. The entire treatment of the social impact of a project may be contained in several paragraphs, where, perhaps several pages are really required to provide the public with the belief that these social values have really been considered. Nevertheless, the factors are being considered.

The new program, coupled with heavy EIS demands, is time consuming and costly. Full consideration of ecological aspects alone in design of projects has added approximately 10% of typical project costs.²³

There are still, within the Corps, at all levels a few--but very few, pockets of resistance to change. Almost all of these pockets gather around a few long-term civil servants who feel that what was good enough 20 years ago is good enough today. Awareness of the existence of these elements is at least half of the battle in dealing with them. The higher the level, though, the bigger the problem.

While new disciplines have joined the ranks of the civilian staffs of all the districts, two concerns exist. First, the infusion of new talent, so needed to properly assess the complex factors associated with current projects, must be continued. In some districts there is the impression that the company "social scientists" are on board and the interdisciplinary recruiting can now end. Districts and divisions, and even the Chief of Engineer's office must constantly be in search of those talents needed to cope with complex social issues and must not be reticent to add these talents to the organization.

Second, the infusion of new disciplines must be extended beyond the civilian ranks into the military members of the civil works organization. Stated Corps requirements for officer skills focus almost entirely on engineering.²⁴ Either through some expansion of these requirements to include social sciences or some form of cross training (social-science-engineering) in graduate school, the officers of the Corps should be exposed to a wider range of disciplines.

SURVEY EVALUATION

Several questions in the survey addressed the issue of bias and adequacy of consideration of alternatives.

Alternatives

Four questions looked into the general development of alternatives. In answer to a specific question concerning adequacy of Corps consideration of all reasonable alternatives (figure 16), 50% of the respondents saw the Corps carrying out adequate alternative structuring more than half the time. An additional 17% saw the Corps as doing this half the time, with the median respondent falling into the more than half the time bracket. While the lower scores from the Northeast, Midwest, national, and conservation sub-groups continued on this subject, educators and "others," the civic groups, tended also to provide more negative responses. Farwestern, Southwestern, and Federal sub-groups tended toward above average reports. A similar question (see figure 17) pointed toward the Environmental Impact Statement and its quality, brought in an almost parallel response.

To determine if satisfaction (or dissatisfaction) was related to isolated incidents or to the system as a whole, two questions (figure 18) addressed the issues of content (how much of the picture is shown correctly) and frequency (figure 19). While the response characteristics--which groups were high and which were low--appeared the same for both questions and the median response of the overall group was the same for both questions, it was obvious that there was concern on the issue of

20. Do recent Corps studies and surveys provide adequate consideration of all reasonable alternatives (to include no action at all)?

1 2 3 4 5 6
 /□/-----/□/-----/□/-----/□/-----/□/ /□/

Most of the time

Half the time

Seldom

Don't know

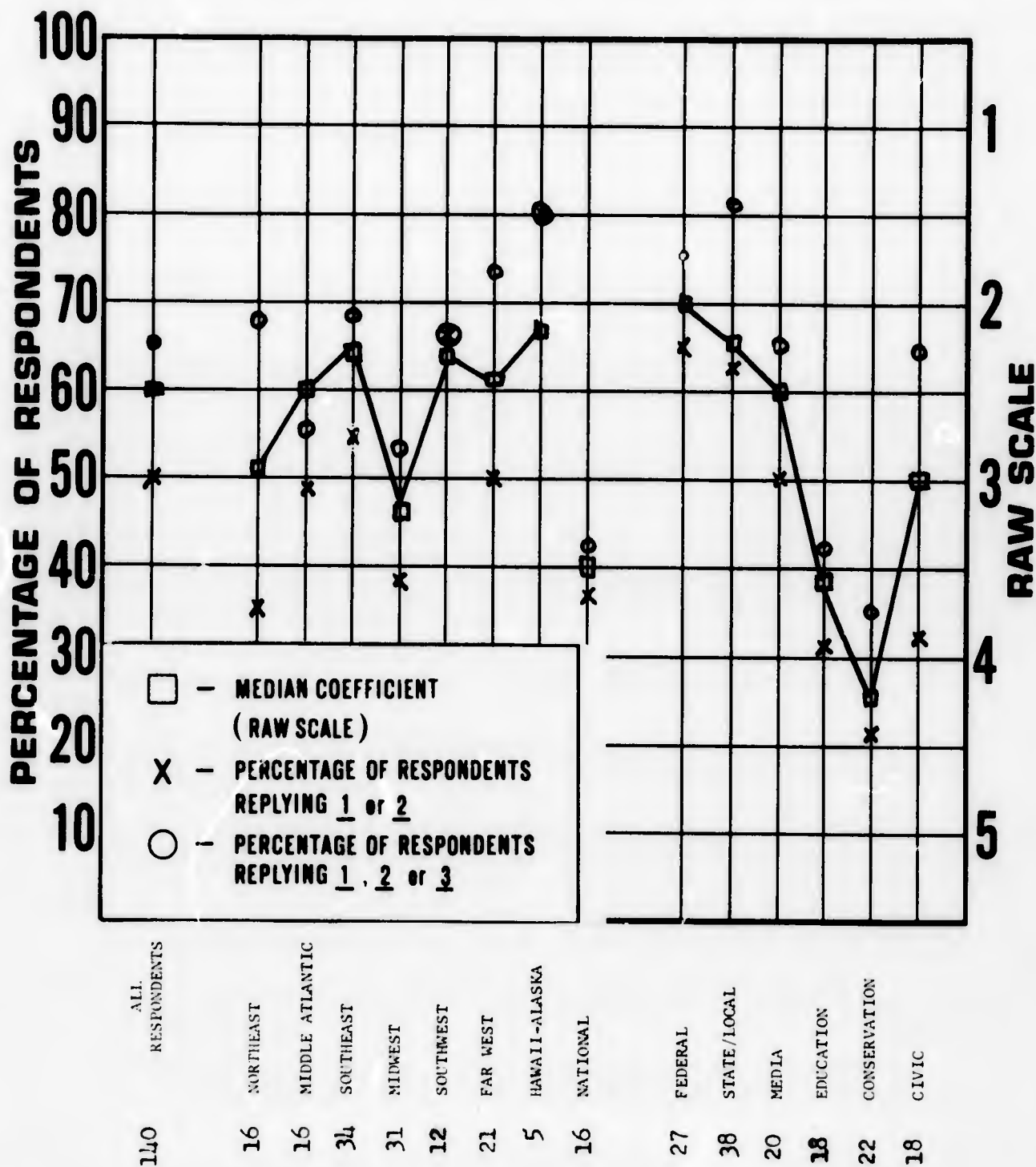


FIGURE 16

22. Do these Environmental Impact Statements generally reflect a true picture of the environmental impacts?

1 ----- 2 ----- 3 ----- 4 ----- 5 ----- 6

Most of the time

Half the time

Seldom

Don't know

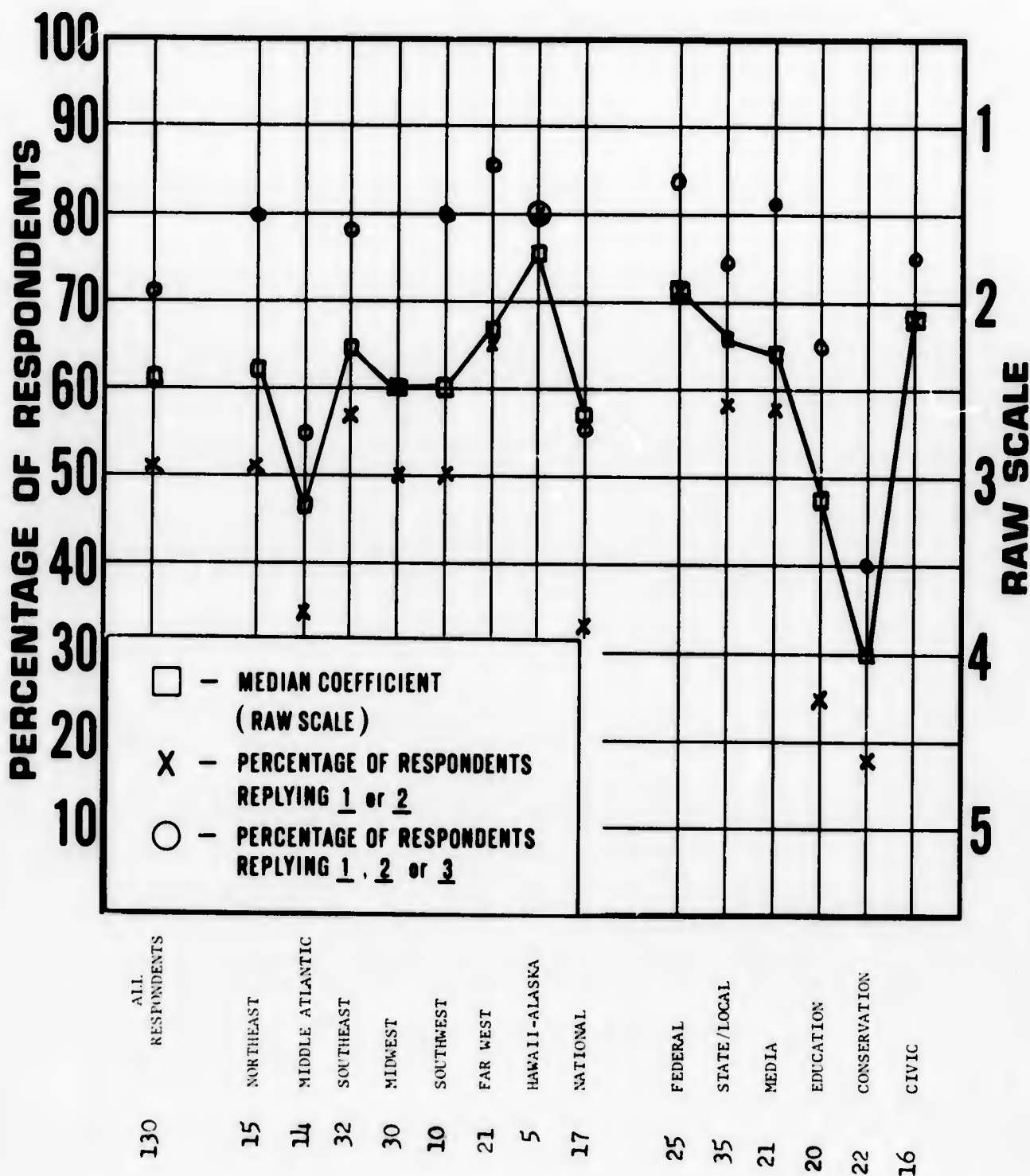


FIGURE 17

In your opinion, do studies and survey reports prepared by the Corps accurately reflect the picture as it exists on the ground?

19. Content (How much of the total picture does the typical report represent)

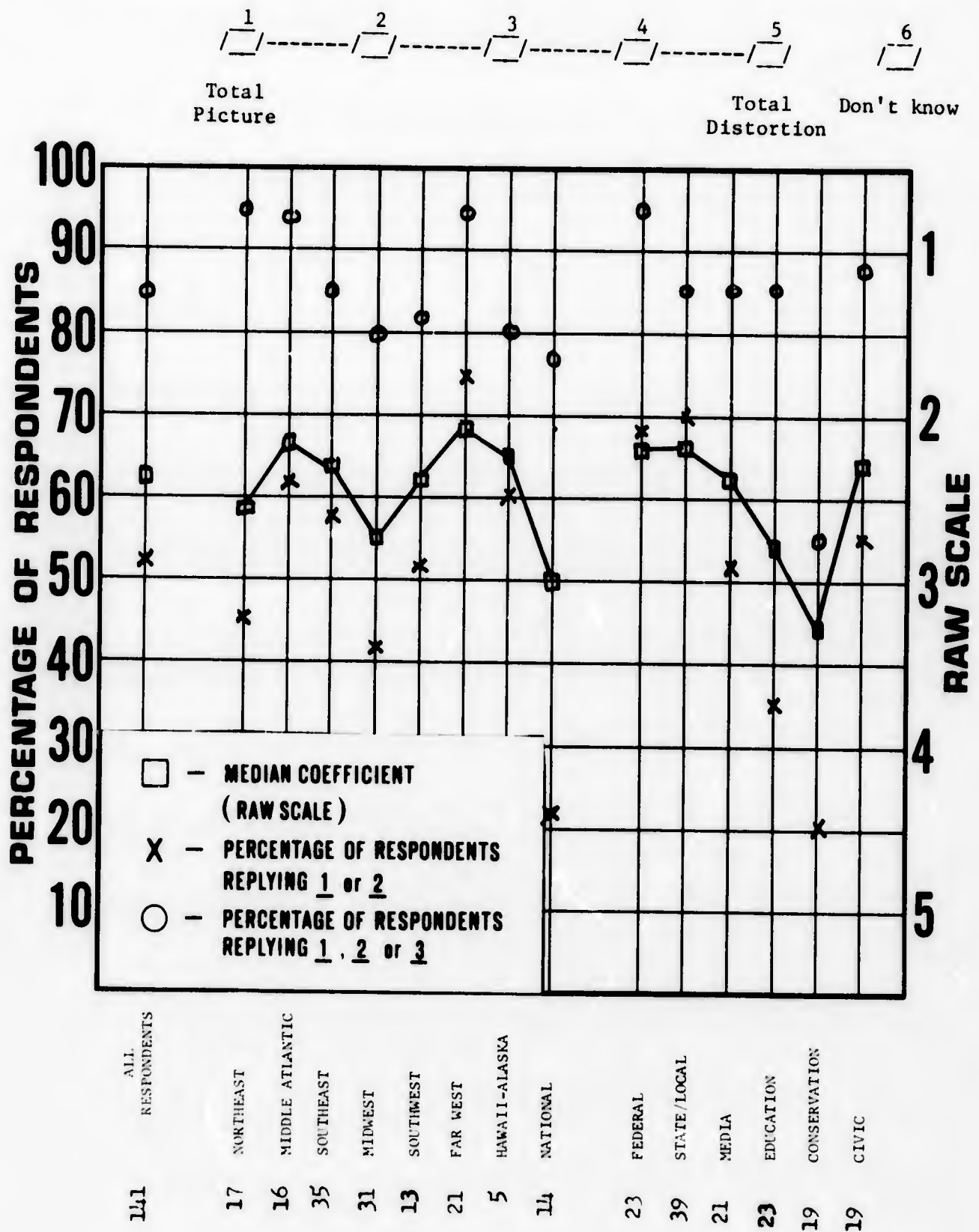


FIGURE 18

18. Frequency (How often do they accurately reflect the situation)

$\frac{1}{\square}$ ----- $\frac{2}{\square}$ ----- $\frac{3}{\square}$ ----- $\frac{4}{\square}$ ----- $\frac{5}{\square}$ $\frac{6}{\square}$
 Always Half the time Seldom Don't know

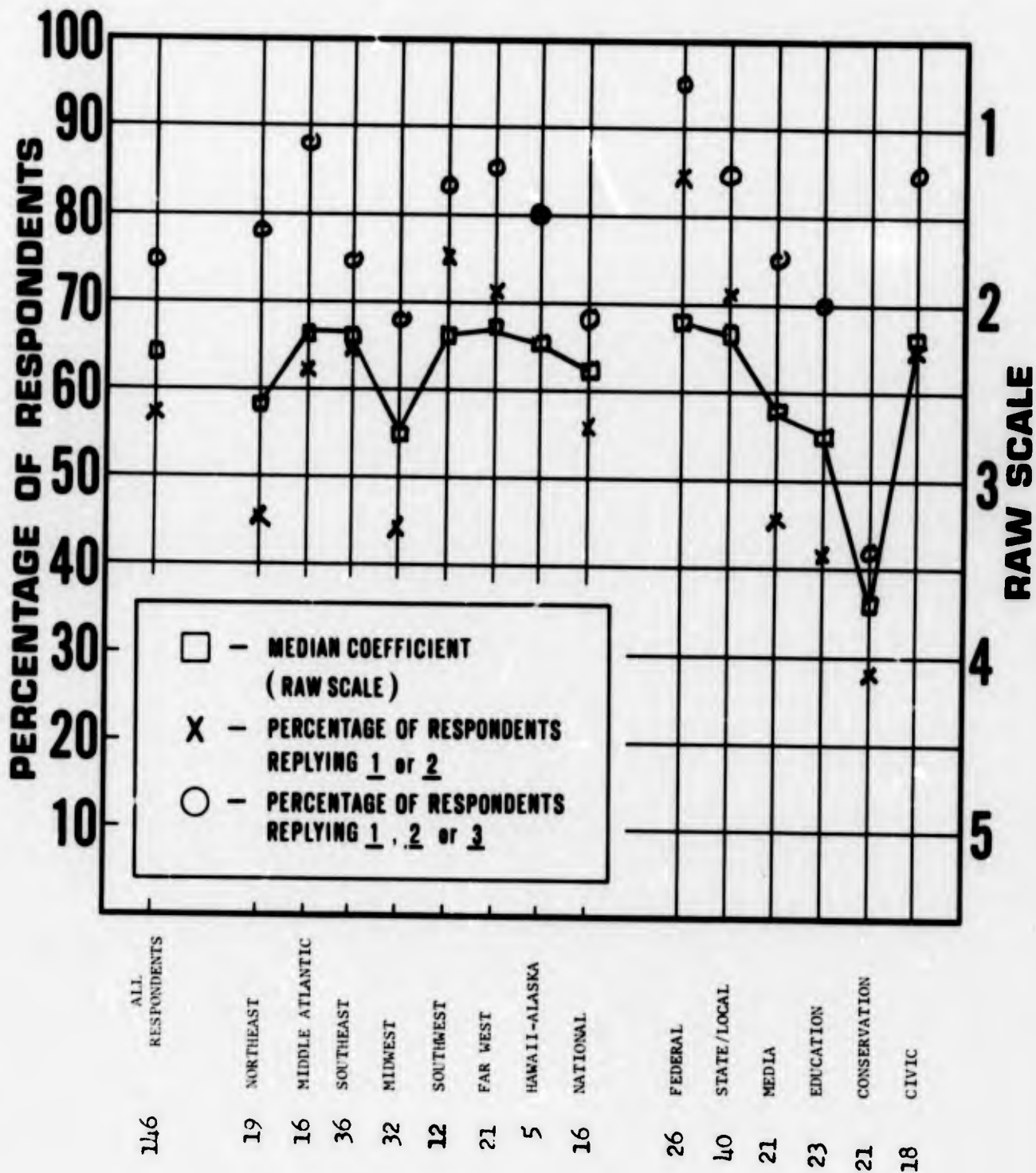


FIGURE 19

content--that is, fewer respondents gave the Corps above average marks on content than they did on frequency. Again educators and conservationists joined with Midwesterners and Northeasterners and the national group in giving the lower scores.

Comments on these questions followed along "standard" lines. Most respondents, while not necessarily giving the Corps high marks, noted the changing situation. "Great improvement." "Change in this attitude in recent years." Researcher Paul Culhane at Northwestern University said, "This is changing. . . . Corps is giving more real consideration to nonstructural and 'no action' alternatives." Mayor Hans Tanzler of Jacksonville commented that "The Corps was formerly strongly structural solution oriented, but has shown appreciable change toward non-structural alternatives in recent years."

Conservationists like Virginia Prentice see that, "The Corps' definition of reasonable [alternative] is equaled to economic . . ." rather than a social or environmental cost point of view. Conservationist Bryan speaks for many:

Quite often reasonable alternatives or combinations thereof are completely ignored, the no action alternative is generally dismissed with the comment that it will not allow achieving of project benefits.

Farmer Hans Goeppinger of Iowa sees it to be that "The Corps lacks imagination and sees dam as the only solution in too many cases."

While there was considerable complimenting of the engineering aspects of reports (Professor James Hackett of VPI commented the "Quality of technical analysis is good"), many felt like Larry Williams

of the Oregon Environmental Council . . . The "enr good (sic) . . . environmental still primitive," or like Forest Economics Professor John C. Callahan "Geologic-engineering, yes. The rest is a big question." A senior US Senator sees indications that content is "bent to reflect the Corps' overview on the project itself.

Bias

Four survey questions looked into the question of assessment and the related issue of bias. The first question in the series asked whether there was Corps bias towards construction; the other three followed with inquiry into the accuracy of the Corps assessment of social, economic, and environmental costs and benefits--the bases on which any overall biased or unbiased assessment must rest.

In response to the bias question (figure 20) more than 50% of the respondents felt that there was more than occasional bias towards construction. With few exceptions, the previously encountered patterns of differences between sub-groups continued. The overall picture clearly indicated less than total satisfaction with the Corps' perceived assessment program.

Overall, the group gave the Corps credit for accurate economic assessments, with the -median respondent indicating that the Corps was accurate more than half the time (see figure 22). However, the median respondent indicated that Corps efforts in the environment area were inaccurate more times than they were accurate and that the social assessment picture was even less accurate (see figures 21, 23).

21. In selecting the preferred alternative does the Corps have an obvious bias towards approaches requiring construction?

1 2 3 4 5 6
 / / / / / /
 Almost no bias Occasionally bias Always bias Don't know

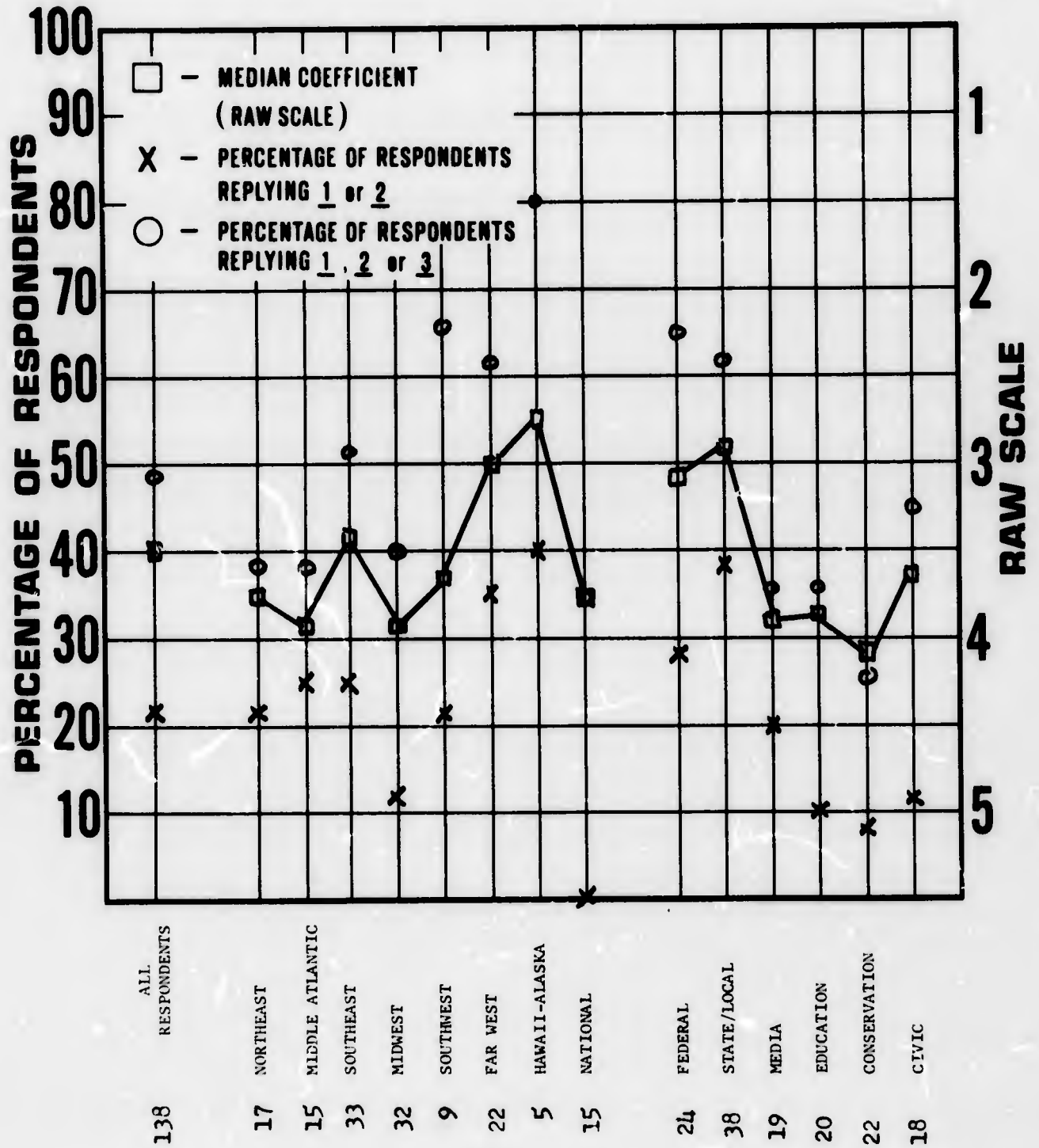


FIGURE 20

25. Do current Corps reports accurately assess social costs and benefits?

1 ----- 2 ----- 3 ----- 4 ----- 5 ----- 6

Almost always

Half the time

Seldom

Don't know

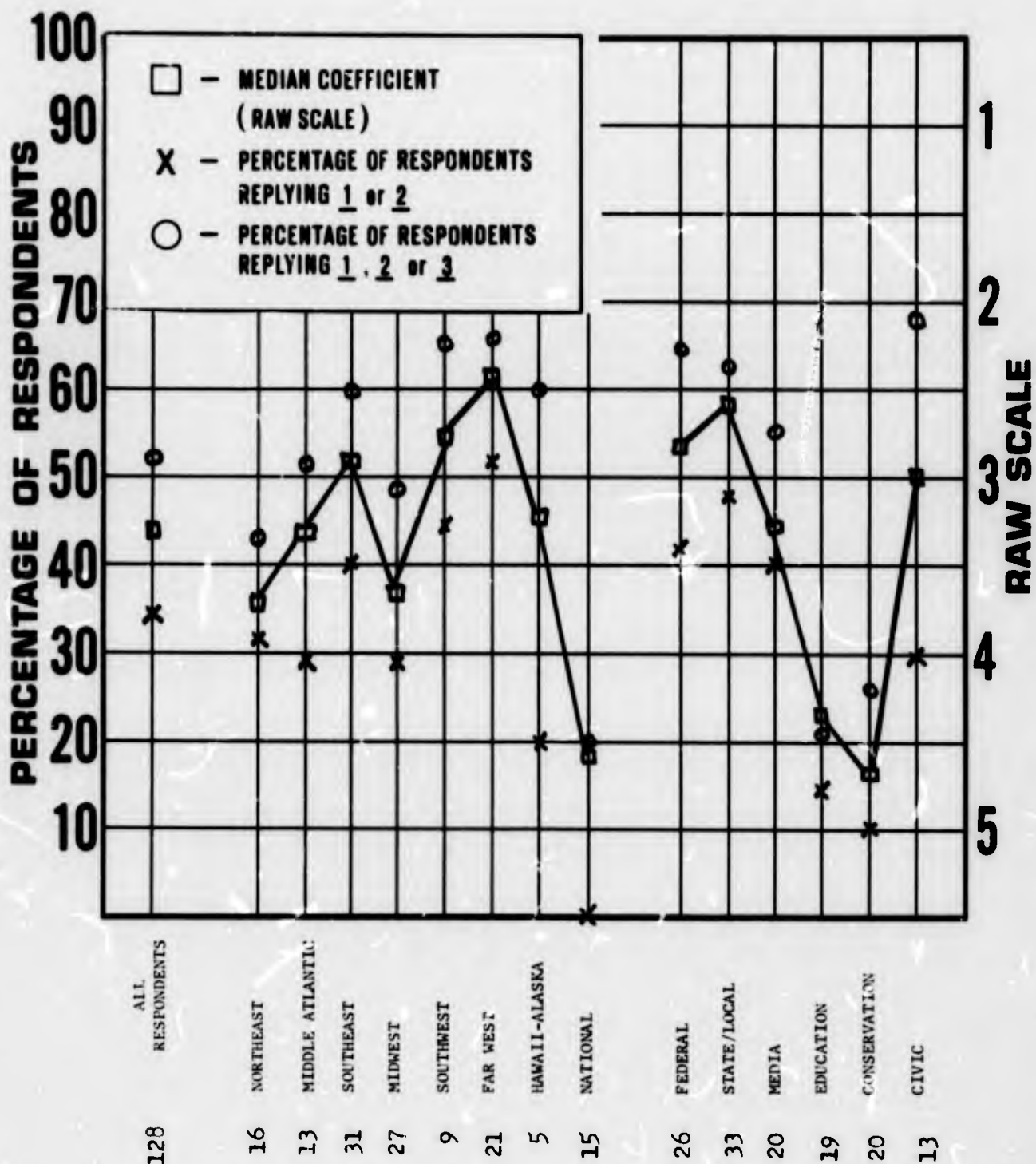


FIGURE 21
82

24. Do Corps reports accurately assess economic costs and benefits?

1 ----- 2 ----- 3 ----- 4 ----- 5 ----- 6

Almost always

Half the time

Seldom

Don't know

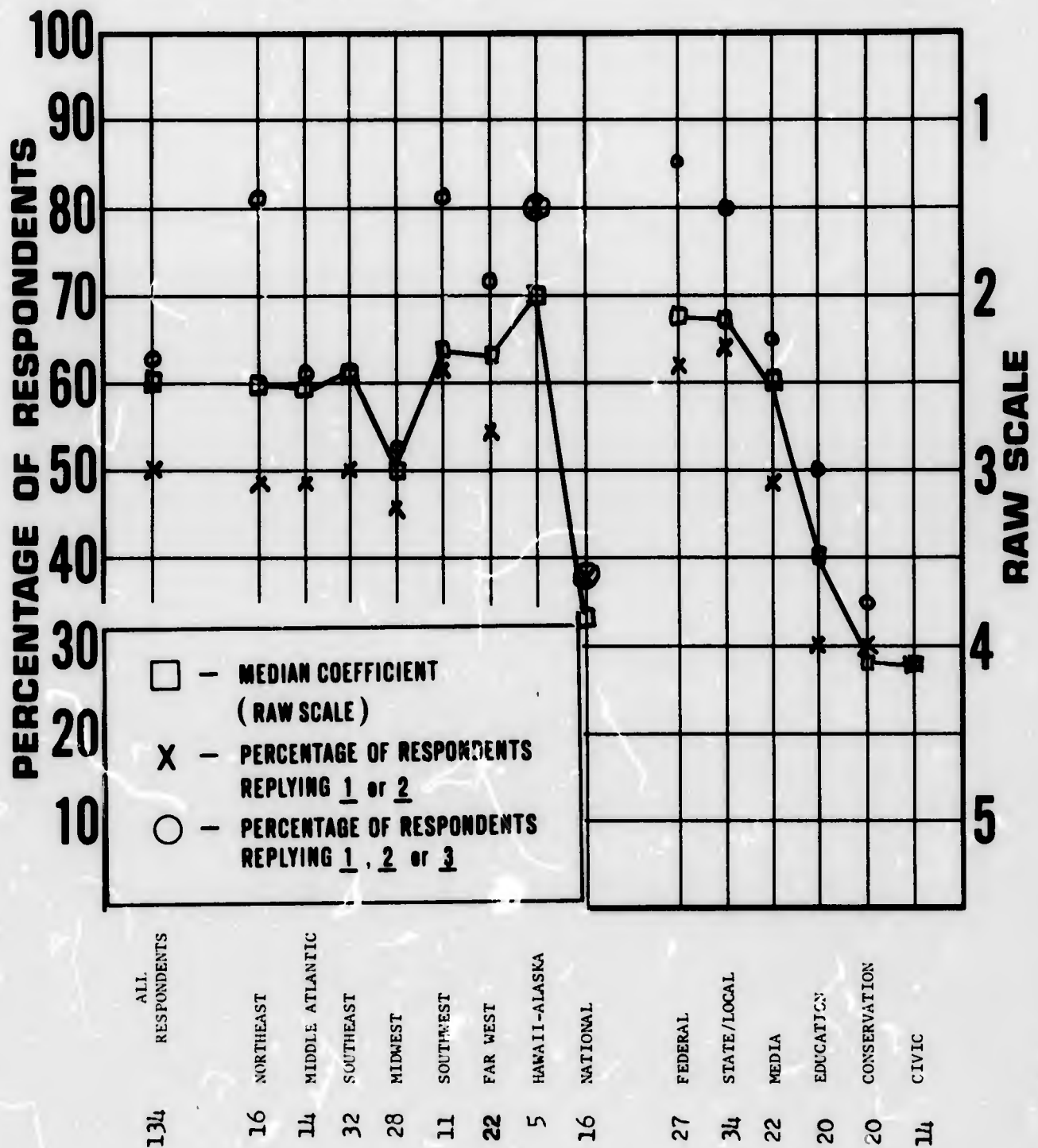


FIGURE 22

26. Do current Corps reports accurately assess environmental costs and benefits?

1 ----- 2 ----- 3 ----- 4 ----- 5 ----- 6
 [] ----- [] ----- [] ----- [] ----- [] ----- []
 Almost always Half the time Seldom Don't know

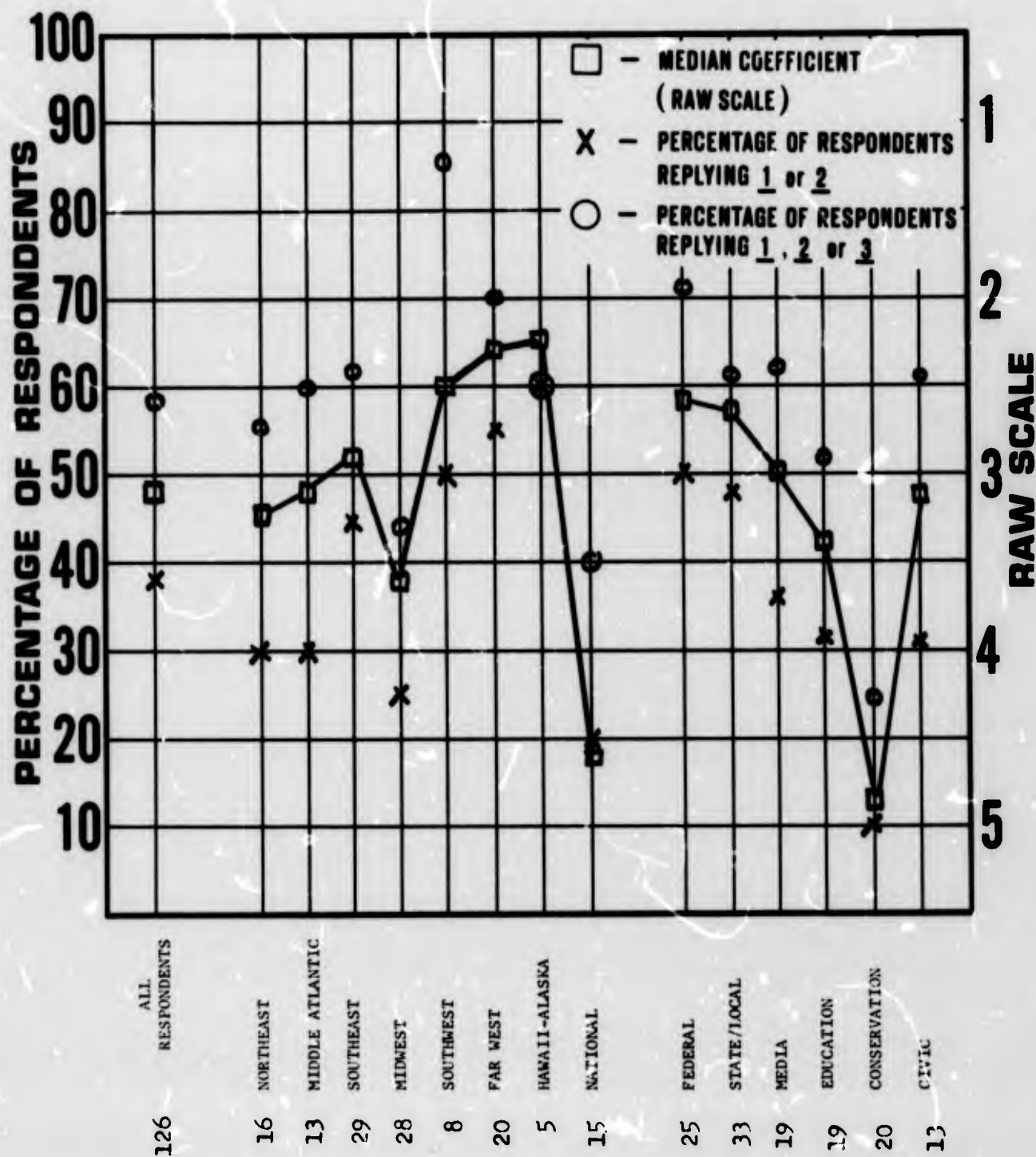


FIGURE 23

The comments accompanying the numerical responses, continued to highlight the very dynamic nature of the situation. Civil Engineering Professor Robert Smith of the University of Kansas, stated that "The trend appears to be towards elimination of structural bias." Professor Joseph B. Franzini of Stanford indicates that "The former bias of the Corps toward structural measures seems to have almost disappeared." Arthur Maass sees that "The recent employment by the Corps of landscape planners and similar professionals leads to this result [better reports] in part.

On the other side, the Director of a Midwest State Conservation Department indicates that the proof is in the Corps work. "The Corps plans we receive indicate they are [biased]." Harold Gilliam of the San Francisco Chronicle finds that "long range costs and benefits are often neglected. Too little discussion of who benefits and who pays the costs." Others who see bias towards construction, see it to be a problem of the Corps' external or internal situation. Ms. Fran Bouldouf of the Florida League of Women Voters feels Corps "bias seems to be in favor of construction, apparently because of the Corps' organizational structure." Professor Martin Fogel of the University of Arizona sees occasional bias, "they [the Corps] prefer 'action' to 'non-action'." A conservationist indicates that "it would be utopian if the Corps would react to reasonable demands without creating a work force that would require a constant source of employment." Another noted that Corps personnel are "humanly enough primarily interested in perpetuating their jobs."

Comments on the actual techniques of assessment of social, environmental, and economic sub-elements of the report, except for a few "much improved" type views, focused on either poor assessment procedures or more often, the extreme difficulty involved in conducting such an assessment.

Robert Jenkins, Vice President of the Nature Conservancy indicated that:

In my opinion the problem boils down to this--the Corps appears to believe it has a mandate to re-plumb the nation, justified on the basis of short-term economic returns and apparent efficiencies. One cannot attempt this and simultaneously maximize social/environmental benefits.

Spinks sees it more simply as "slanted economic, social values, incompetent environmental assessment."

Daniel Jessup of The Arkansas Grange feels that the benefit/cost ratio is usually inflated and discounts the environmental costs while including every conceivable commercial benefit."

Others see problems inherent in evaluation of non-quantifiabiles.

Professor Dennis Thompson of the State University of New York sees that "modern cost-benefit analysis, particularly on marginal projects, is a hoax." John Gottshalk of The International Association of Game, Fish and Conservation Commissions believes that "the mechanics for accurately assessing these various costs and benefits simply do not adequately exist." One university professor does not "believe that any agency can do this accurately," while another educator, Callahan, sees that . . . the analyses are based on a mixed bag of obsolete pricing data, calculations of the immeasurables, speculation of the

future, long-time frame and phony interest rates." A Congressional staffer comments that "the state of the art does not permit the assessment of these [benefit/costs] in any numerical way and the attempts distort the picture."

A southern private planner, while feeling that the "state of the art in social and environmental evaluation is crude--a basic problem--" the Corps is to be commended for its attempts.

SUMMARY

Overall the Corps' program to emphasize full consideration of all alternatives appears to be operative. At the present time there is a substantial effort underway among field personnel to evaluate objectively the tangible and intangible costs and benefits of Corps projects. No obvious bias towards construction alternatives was uncovered during field visits.

However by the very nature of the problems with which the Corps must deal, water control, many if not most solutions will be heavily oriented towards structural solutions. Once people are living in an area and the consensus of the people in the area favors remaining in the area, it is difficult to develop and find acceptance for anything but a structural solution to a flood-control problem.

Where possible the Corps is looking at non-structural approaches and no action at all and the cited examples are representative.

In looking over the Contra Costa report, the Department of the Interior's Bureau of Outdoor Recreation (not normally a Corps fan) noted that the report involved "extensive consideration of alternatives,

broad local agency participation, imaginative designs, and an obvious effort to expand the scope of traditional flood control studies. . . ."25

Senator Kennedy's pride in the Charles River planning has already been discussed.

Community support of the flood plain advisory services speaks for itself--although this is not without attendant dangers. After town fathers in Springfield, Vermont, discovered that the Corps had labeled part of the town as flood prone and that most lending establishments were thus prohibited from putting out money for construction in these areas, they are seriously considering appealing the designation--they cannot afford it!²⁶

There are basic problems in the actual balancing of the social, environmental and economic accounts. Some districts are coping well with the problems--others not so well for it is a new area. The Corps has been evaluating its projects on multi-objective basis for a number of years. Stemming in large part from the Harvard Water Program Task Force Report of 1962, the evaluation techniques initially focused on the measurable benefits of flood control, irrigation, power, and more recently recreation and wildlife enhancements.²⁷ While multiple objective project evaluation in those terms was difficult it was somewhat manageable. Add to the evaluation then, such intangibles as "the environment" "social and cultural aspects" and "the quality of life." In perhaps an understatement, Duke University Political Science Professor Richard Leach of Duke notes that this is "obviously a most difficult chore . . . and we're just getting into it."²⁸

McHarg, Haveman, White, Mines, Ostrom, Hufschmidt, Krutilla, and Margolis are but a few who have pointed to the difficulty in determining the "greatest social benefits--least social costs."²⁹

Today, engineers no longer ask, as Gene Marine noted, "what good is a swamp?"--but rather, "how do we put an economic value on the ecological systems that exist in the swamp, the beauty of the swamp or its unrecoverable values?"

The new programs are also expensive and administrative short-cuts like combining the EIS and the survey report might be explored. The nation, however, must be prepared in an era of environmental awareness to pay the cost for ecological safety.

While some die-hards of the old school still remain in the Corps and occasionally make their influence felt, the officer Corps, which Maass credits with having "endowed the organization with its recently demonstrated capacity for change,"³⁰ together with the countless dedicated senior civilian engineers and great bulk of the recently hired professionals, with their interdisciplinary approach, appear to have sufficient strength eventually to wipe out this "resistance" where it exists.

Again Maass:

The Corps has taken the lead in multiple objective planning so that future water resource projects will be designed for environmental quality and regional development as well as for national economic growth [the old B/C ratio].³¹

Reaction to "fishbowl planning" has been most favorable. Ann Widditsch, of the Washington State League of Women Voters calls it "a vast improvement over the past."³² Bernard Kelly, chairman of the

Northwest Federal Regional Council sees that under "fishbowling" all . . . "Corps' mechanism are completely open to the public including educators, editors, conservationists, federal, state, and local officials."³³ So where effective multiple objective planning takes place it is appreciated.

Opinion leaders across the country, in spite of many criticisms of the program, recognize that the Corps has made major efforts to improve the development of alternative solutions for meeting water resource problems. Most respondents appeared to remain unconvinced--but ready to be proved wrong--about the Corps losing its bias towards construction. The majority of respondents found some problems with Corps assessment of costs and benefits--more in the intangible social and environmental areas than the economic. This reflects the Corps' experience.

There was widespread agreement that the Corps is operating in a new and difficult methodological area where most problems are yet to be solved.

The responses continue to bring out regional and professional sensitivities. From a geographic standpoint, the Northeasterners and Midwesterners express a deeper concern, perhaps again founded on the recent arrival in these areas of new environmental awareness. The correlation between the "fishbowl" approach pioneered by the Seattle District (and followed up rapidly by the other Western districts) and the greater satisfaction of the Westerners appears quite high and is supported by the field investigation. The middle ground of the Southeast continues to reflect the in-between status of the area.

While Federal, state and local officials appear to provide some support of Corps multiple objective planning efforts, educators, conservationists and the media representatives as well as civic groups find considerable dissatisfaction with Corps results in this area. Educators press for a broader-based Corps approach. Conservationists reflect their dissatisfaction with the results of the planning process, while the media and civic groups appear to display a skepticism about any social-environmental orientation of the Corps.

The field investigation indicated that the program to insure multiple-objective assessment was operative and regionally effective, yet the opinion leaders reflect a more pessimistic picture.

Part of this may stem from time lag--the time between Corps' actions and public awareness that these actions are in fact taking place. Part may be reflected in the Corps' inability to develop any socially or environmentally driven projects that are saleable at the Washington level. Part may come from poor performance and part no doubt comes from a failure of the Corps to get its message across.

CHAPTER V

FOOTNOTES

1. See US Supreme Court in Mineral King case (Sierra Club vs Morton--1972), US District Court (Houston) in Trinity River Project (Sierra Club vs Froehke et al--1973), US Circuit Court of Appeals (DC) in Calvert Cliffs case (Calvert Cliffs Coordinating Committee vs AEC--1971), 10th US Circuit Court action against Bureau of Indian Affairs November 1972.
2. US Department of the Army, The Corps Mission and Basic Environmental Goals, EP 360-1-1, (Washington, Office Chief of Engineers, March 1973), p. 1-3.
3. EP 116S-2-1, op. cit. pp. A31, A-58.
4. ER 110S-2-10S, op. cit. pp. A-1-A-7.
5. Since the WRC has a very small permanent staff it must rely heavily on input from the agencies concerned with its activities.
6. "Permits for Activities . . ." op. cit. p. 12219.
7. US Department of the Army, 1972 Annual Report of the Chief of Engineers, (Washington, Office, Chief of Engineers, 1972), pp. 13-14.
8. Reuss, op. cit. p. 130.
9. Hearings on the Appropriations Bill, 1974, op. cit. p. 3S.
10. John Morris (MG,USA), "Moral Energy," speech delivered to the Lower Mississippi Valley Flood Control Association, December 7, 1973, p. 11.
11. Howard L. Sargent (COL,USA), "Fishbowl planning immerses Pacific Northwest Citizens in Corps projects," Civil Engineering, September 1972, pp. 54-55.
12. Robert L. Moore (COL, USA), "Waterways and the EIS" Speech delivered to Seminar on Environmental Impact Statements, Columbus, Ohio, 12-13 November 1973.
13. Press Release, New Orleans District, Corps of Engineers, December 20, 1973.
14. Data obtained from these surveys also can be digitized for manipulation by the computer.

15. US Department of the Army, Wildcat-San Pablo Creeks Feasibility Report (San Francisco: San Francisco District, August 1973), pp. 46-48.
16. US Department of the Army, Announcement of Public Meeting, (Galveston; Galveston District, 21 March 1974) p. 3.
17. US Department of the Army, Charles River Massachusetts Main Report (Boston; New England Division, 28 April 1972).
18. Interview with district staff, Jacksonville 5 April 1974.
19. Hearings Before . . . Appropriations, op. cit., p. 215.
20. Ibid. p. 212.
21. EP 1105-2-500, op. cit., Appendix D.
22. Interview with study team members, New York, 10 April 1974.
23. Hearings Before Appropriations, op. cit. p. 260.
24. Office, Chief of Engineers submission on requirements to Army Education Review Board, May 1974.
25. Wildcat-San Pablo Creeks, op. cit. p. C-1.
26. "Town Fathers of Springfield Find Federal Flood Category Surprising," Herald, (Rutland, Vermont), March 11, 1974.
27. Interview with Arthur Maass, Boston, 3 April 1974.
28. Richard H. Leach, remarks to Natural Resources Management Track, American Society for Public Administration Convention, Syracuse, 6 May 1974.
29. See Mines, The Last Days of Mankind, (p. 87; Maass, Gilbert F. White and Ostrom in Politics, Policy and Natural Resources; Robert Lind in Water Resources Management and Public Policy, (p. 63); and, Hufschmidt, Krutilla and Margolis, Report to the Bureau of the Budget.
30. Maass Statement, p. 4.
31. Ibid.
32. Howard Sargent, op. cit., p. 55.
33. Letter from Mr. Kelley to the author.

CHAPTER VI

THE CORPS AND SPECIAL INTERESTS

One of the major criticisms of the Corps deals with its "coziness" with special interest groups and the Congress. Allegedly, these ties unite the Corps in a relationship with these special groups to the detriment of the public interest. This chapter will examine these relationships. First, Corps policy will be examined. Then the Corps' current activities will be reviewed and the results of the survey questionnaire discussed.

CORPS POLICY

Little is written by the Corps on treatment of interest groups per se or on "how to handle Congress." The Corps views these groups to include the Congress as part of the "public." ER 1165-2-500, Environmental Guidelines, indicates that:

as a public agency, the Corps responds to the public interest. That interest synthesizes many needs, desires, and aspirations. It finds expression in the views of individuals and groups and their representatives at local, state, and federal levels of government. . . . Our relationship with the American public requires a continuing dialogue; without it, we cannot know public interest." [emphasis added]¹

As previously noted, Engineer Pamphlet 1105-2-500, Environmental Program, indicates the Corps "seeks to obtain the wide range of views which make up the public interest."² EP 1165-2-1, Digest of Water Resource Policies and Activities, indicates:

Groups, organizations, and individuals involved in Corps planning are as representative of the general public as possible. Communication will not be limited to those sectors traditionally dealt with or interested in water resources. Water resources development impacts broadly on people with different philosophies and points of view and on plans, programs, and aspirations of other agencies, groups, organizations, and individuals.³

There are no specific guidelines for treatment of the Congress, but EP 1165-2-1 reflects the Corps' view of the important role of Congress:

The basic legislation which governs the conduct of the Corps civil works program consists of numerous separate enactments of the Congress. . . . While the public laws governing water resources are the source of formal, explicit policy, the Congressional intent which may be deduced from the documented history of these legislative statements is also an important policy source.⁴

Perhaps significantly, there are few policy statements by senior Corps personnel on this subject. The stress, apparently, is on "public" involvement in its broadest context.

FIELD ACTIVITY

The Office of the Chief of Engineers, situated in Washington, is in the midst of the lobby capitol of the world. Construction organizations, navigation interests, developers, regional and river basin associations, and an almost infinite variety of conservation groups troop the halls of Congress and the Federal departments attempting to influence in some way the actions of government. While most groups do maintain contact with the Office of the Chief

of Engineers, they seem to focus their real attention on the Congress.⁵ Since significant changes in Corps policy are promulgated in the Federal Register for comment prior to implementation, there is ample opportunity for these groups to make their opinions known. Comments on specific projects are directed more toward Capitol Hill than the Forrestal Building, the home of the Corps.

LTG Gribble sees interest groups to be just a part of the Washington scene. "We are going out of our way to expose the complete public view. I have found no tendency on the part of the Corps to bend in any way to interest groups. We must be looked on as the 'honest broker,' capable of sifting all views."⁶ MG Morris sees the pressure to be the same. "I've found little evidence of 'pressure' from interest groups. Their effect is much more indirect than direct. They are pretty sophisticated. They know the source of our directives and authority."⁷

BG J. L. Kelly, the Deputy Director of Civil Works, feels that "groups must operate at the local level--do their convincing at the local level. They must muster local support."

Discussions with civilian personnel in the Chief of Engineers' Office corroborate General Gribble's view. Special interest groups and lobbyists are treated with courtesy and their views are given consideration. Many times they bring points overlooked by the Corps to the staff's attention. None saw any one group (e.g., the National Waterways Congress--the old Rivers and Harbors Congress) to be any more influential than another.

District offices are closer to the firing line and are in frequent contact with the myriad of groups that operate within their geographic boundaries. More than likely, groups originated a given project request and, as originators, will continue to push it through its tortuous life. Other groups by their objectives will be in opposition--"soybeans versus birds." In most cases, while there are no sides, there are differing viewpoints.

In conducting the Wastewater Management Study for the Cleveland-Akron area, the Buffalo District found that groups all over the affected area took a deep interest in the project. Letters were received from or contact established with, in part:

| | |
|---|--|
| Sierra Club--Midwest | Willard Conservation League |
| Ohio Environmental Council | State and County Regional Planning Commission |
| League of Women Voters--Rivers Group | League of Women Voters--Northeast Portage County |
| Big Darby Creek Commission | Mansfield Chamber of Commerce |
| Procter and Gamble | Springfield Chamber of Commerce |
| Canton Chamber of Commerce | Lake County Citizens Organization for Clean Air |
| Shaker Heights City Schools | Massillon City Council |
| Akron Chamber of Commerce | Children's Crusade to Save Molabar Farm |
| League of Women Voters--SW Cuyahoga | Health Planning Association of NE Ohio |
| Izaak Walton League | Sierra Club--NE Chapter |
| Huron County Regional Planning Commission | Huron County National Farmers' Organization |
| Mahoning Valley Health Planning Association | Pomona Grange |
| Village of New Washington Council | Ohio Farm Bureau Federation ⁸ |
| League of Women Voters--Kent | |
| Cleveland Engineering Society | |

District personnel felt that each organization's views were heard--but that none had a predominant role.

In the previously mentioned Jacksonville, Florida, Section 10 Permit action, the principal public meeting in October 1973 heard speakers representing:

| | |
|----------------------------------|--|
| AFL-CIO | Audubon Society of Jacksonville |
| Jacksonville Board of Realtors | Citizens Committee of 100 |
| Black Coalition | Jacksonville Planning Commission |
| NAACP | The Mayor of Jacksonville |
| Longshoremen | Duval County Planning Commission |
| Jacksonville Chamber of Commerce | Jacksonville Port Authority |
| Jacksonville Power Company | Izaak Walton League |
| Audubon Society of Florida | North Jacksonville Chamber of Commerce |
| Retail Merchants Association | Jacksonville School Board |
| National Park Service | Urban League ⁹ |

In this action, while district personnel indicated that each group was given consideration, Audubon Society personnel felt that not enough credit was given to the views of the Audubon Society. As a result, the Corps was taken to court. After a six-month delay which involved the hearing mentioned above and a complete review of the EIS, the Corps was allowed to issue the permit.

On a nationwide basis, Corps personnel contacted felt generally "unpressured" by special interest groups. It was clearly acknowledged by all that the districts work more closely with some groups than others--but these associations are more by the nature of the group's actions than by any overall design. River basin associations, levee districts, and improvement leagues, many of which are quasi-governmental in nature, maintain close liaison with the districts. Many of these groups have full-time paid employees whose sole mission is staying on top of projects of interest to the organization. These same groups attend all public meetings on projects of interest to

them and invite the District Engineers or their staff on a regular basis to speak to group meetings. One District Engineer noted, "I'd be happy to establish closer ties with the Audubon Society, but I'm never invited to their meetings, and they never visit me here in the office." There appear to be a few--but only a few--Corps employees who still see environmentalists to be "little old ladies in tennis shoes." (Only five of over 100 employees I met expressed this negative view of environmentalists.) The vast majority recognize them as important, albeit highly vocal, members of the community.

On the other hand, the Corps' relationships with the Congress are quite structured. The authorization and appropriations processes follow the chain of command from the Chief of Engineers through the Secretary of the Army and OMB to the Congress. There is no question that OMB, primarily, and the Secretary of the Army are calling the shots. Programs submitted by the Corps must be and are in line with those of the President. OMB sets specific limits on the size and nature of the budget which may be submitted. This budget has generally been less than the Corps' capability or desired level. "We are part of the Executive Branch. I have never taken one issue to Congress to circumvent the Executive's decision process," notes MG Morris. LTG Gribble's policy is clear, "We don't recommend things that are not in the President's program."

The Chief of Engineers, his principal staff members, and the Division Engineers testify each year before the Appropriations and,

as appropriate, Public Works Committees of Congress. The testimony before the Congress is straightforward. The Corps personnel present their proposed budget as approved (and limited) by OMB. The Congressmen are aware that the budget has been limited and will often ask the Corps witnesses to report to Congress the unconstrained (by OMB) capability of a division or a district to carry out construction or planning. Each witness, under ground rules established by the President, "tells it like it is," and it is this "capability versus budget" dialogue that has resulted in Committee additions to the President's budget.¹⁰

Each district as it prepares its budget, notes on the document the budgeted and the "capability" figures. Once the budget has been passed to Congress without the "capability" figures, the District Engineer, Division Engineer, or Corps staff may answer specific Congressional inquiries for capability information; however, each such reply is prefaced by an OMB blessed statement:

The capability amount is ____ for the ____ project considering the project by itself without regard to the Corps overall program capability, fiscal constraints or the Administration's assignment of appropriate national priorities for Federal investment.

There is close liaison between the Corps and the Congress--but not unnecessary or unethical liaison. Both in Washington and in the field the Corps is responsive to calls from the Congress for information (as is any Federal department). Assistant Directors of Civil Works maintain close contact with principal committee staffers and are available to provide the Corps position on a given subject to any

Congressman. District Engineers, shortly after taking their post, visit the Washington offices of each Congressman in their district. Calls between Congressional staffers (in Washington and in the home areas) and the district are frequent, and the staffers appreciate frank, up-to-date information on projects of interest to their superiors. Frequently, Congressmen themselves will call the District Engineer to discuss important issues and arrange meetings in their home districts.

To the District military personnel interviewed, there is no question that their chain of command does not run through the Congress. District Engineers are evaluated by the Division Engineers. Promotion Boards faced by the District Engineers are dominated by, if not entirely composed of, Army general officers who are generally unfamiliar with the civil works program and who would be unimpressed or adversely affected by any hint of Congressional influence. Because of their longer, if not indefinite, tours, senior district civilian personnel do establish longer-lasting relationships with individual members of Congress; however, the effect of this relationship would appear to have little value other than as a facilitator of communication.

MG Morris feels that "Congressmen are representatives of the public, and their views must be heard. Through the public involvement efforts, other views of the public are gathered and the views of all are joined together to provide some form of public consensus."¹¹ As senior members of the government and elected representatives of

the people, Congressmen are treated in a responsive and courteous manner. No evidence was found of substantial Congressional influence on the Corps budgeting or project decisions.

SURVEY EVALUATION

The survey included five questions which addressed the role of special interest groups in Corps' activities. Two questions looked into interest groups and their influence vis-a-vis the influence of individuals. Two questions examined the relationship of the Corps and Congress, and a final question explored the makeup of the "public."

Special Interest Groups

In answer to a question concerning undue influence of special interest groups on the Corps (Figure 24), 28% of the respondents indicated that the Corps was partially influenced by these groups, with an additional 30% indicating that the Corps is "less than" partially influenced. The median respondent indicated that the Corps was a little more than partially influenced. As with previous questions, respondents from the Northeast, the national perspective, and conservation groups rated the Corps significantly lower. Westerners and Federal and state officials felt that the Corps was less influenced. An obvious problem with this question was the definition of "undue."

A companion question (Figure 25) looked at the treatment given by the Corps to individuals as opposed to interest groups. The

9. Is the mechanism (procedure) within the Corps of Engineers Organization unduly influenced by special interest groups and lobbies?

1 2 3 4 5 6

Uninfluenced

Partially Influenced

Significantly Influenced

Don't know

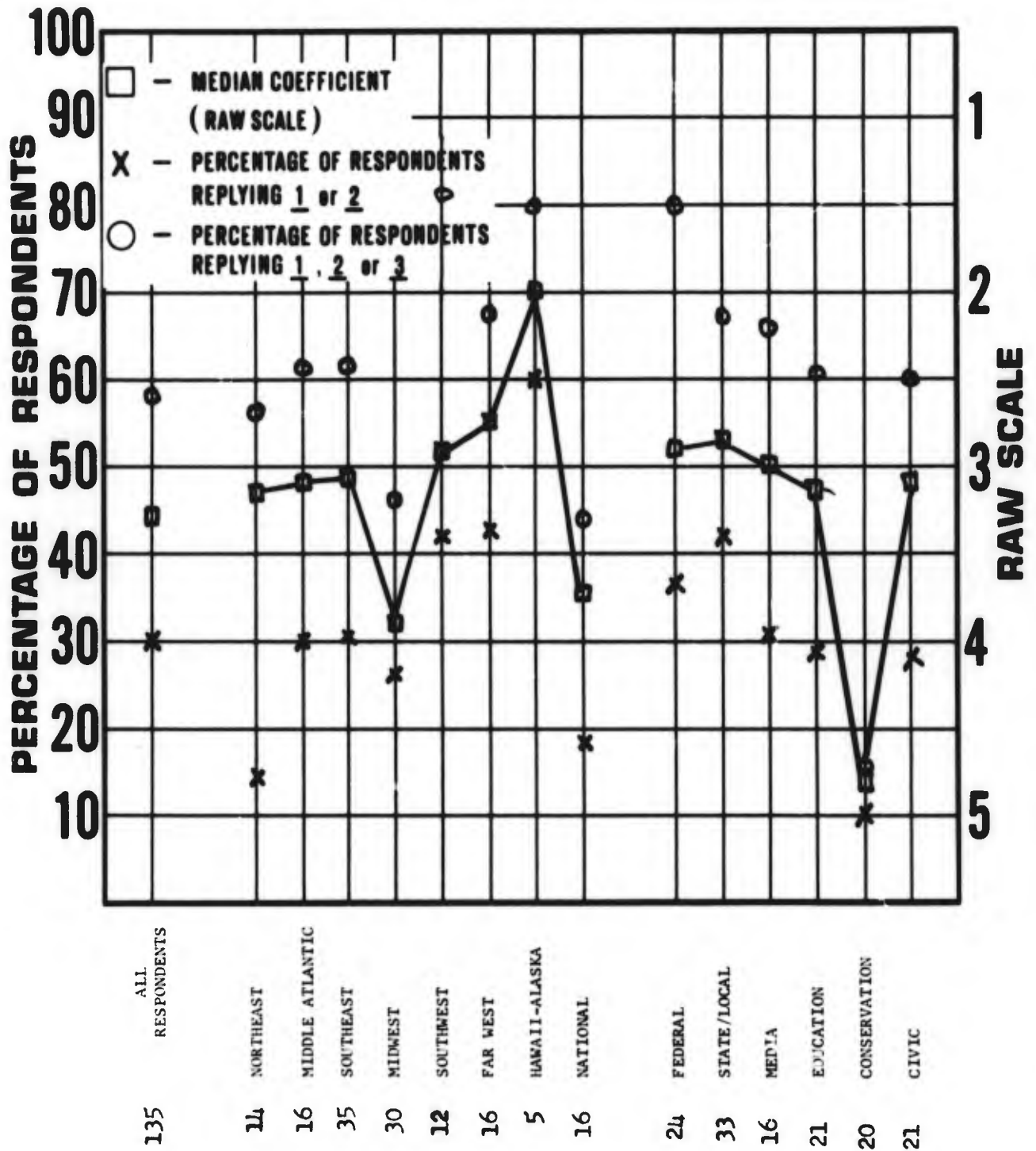


FIGURE 24

4. Does the Corps permit interested and effected individuals to receive treatment equal to that rendered special interest groups (developers, conservationists, etc)?

1 ----- 2 ----- 3 ----- 4 ----- 5 ----- 6
 Most of the time Half the time Seldom Don't know

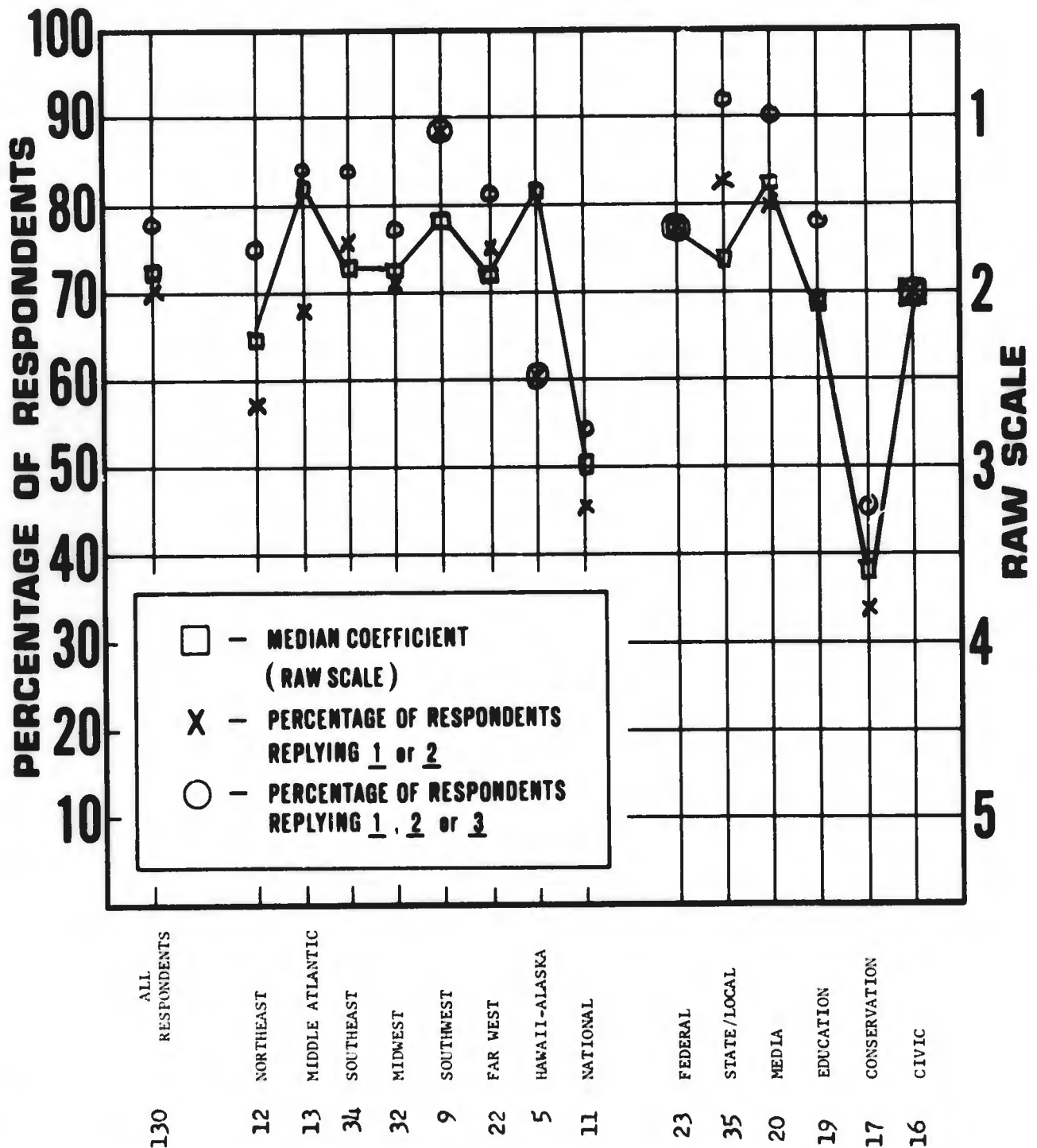


FIGURE 25

reaction of the entire group was significantly more favorable to the Corps on this question than on the previous question, with over 70% crediting the Corps with providing interests and individuals equal treatment more than half the time. The median response was closer to "most of the time" than "half the time." On this question Hawaii-Alaska respondents joined the low rating group.

In commenting on these questions, the respondents continued to express a wide variety of views:

William Lee, Chief Engineer of the Missouri Water Resources Board, finds that individuals are given a chance to be heard; "The opportunity is usually available, but it is often not taken advantage of." Congressman Charles W. Sandman, Jr., of New Jersey, feels that "the key word here is 'unduly.' Everyone connected with the Federal government is influenced by special interest groups to varying degrees." The Executive Director of a Midwestern State Resources Department sees it to be inevitable: " . . . these are the people who show interest in the projects, either for or against." Arthur Maass says simply, "Of course, the procedure should be influenced by them [interest groups]."

Professor Marshall takes a more negative view: "'Significantly influenced' toward developers in part because that is also the bias of the Corps and perhaps even more because that is the bias of Congress. . . ." A Southeastern planner agrees: "Local interests--with an axe to grind--initiate most projects, either through District or to Congress through District." Roland Clement feels " . . . the

initial demand is, by definition, from special interests (developers, politicians, bureaucrats)." Gordon Harmston, Executive Director of Utah's Department of Natural Resources, asks, "What is politics but catering to special interest groups and [trying] to advance the public good?"

Professor Allee of Cornell summed up a frequently repeated view:

The influence is significant and biased in favor of those who can sustain their participation--I'm not sure this should be called 'unduly.' The Corps is very responsive to diffused interests when they are widely recognized in Congress; e.g., the environment special interest--Is that 'unduly'?

By letter reply, Public Administrator-emeritus Robert Moses finds the Corps overly swayed by some groups: "The ecological environmental extremists have taken [the Corps] for a ride. The ecologists and ekisticians deserve consideration but not control."

In looking at individuals versus groups, Congressional Aide Emmon Mahoney points out that "in the nature of the democratic process the views of ten people generally are entitled to more attention than the views of one" Gene Ruoff, Director of Public Services, Paducah, Kentucky, feels that "no agency, city, state, county, or Federal 'treats' individual requests equal to group requests." Donald Sterling of the Oregon Journal comments that in "most such matters (not just Corps Affairs) 'special interest' groups tend to have the advantage of prior organization, funding, and special knowledge." Roger Powers of Keep America Beautiful also sees that

"traditional supporters of the Corps may have a slight edge because 'they know whom to call.'"

Some, like Louisiana conservationist Barry Kohl, challenge the definition of interest groups. "I protest the inclusion of conservationists as a special interest group. Conservation groups in the most part are nonprofit organizations." Others, like environmentalist Dalsemer, see that "the Corps generally attempts to discourage citizen and citizen group interest." The head of environmental affairs for a national civic organization is a bit cynical. "I think the regulations under which the Corps operates permit equal treatment, but I think it would be naive to say that individuals get equal treatment when compared to groups."

Congress and the Corps

Figure 26 highlights the response to a question concerning the alleged "special" relationship between the Congress and the Corps as it pertains to the Executive Branch. The median respondent indicated that less than half the time the Corps bypasses the Executive in dealing with the Congress. Overall, the group seemed to be slightly skeptical of the relationship. Other than the now-predictable low value given the Corps by conservationists, the subgroup ratings did not follow the usual pattern. Far-Westerners, educators, and "others" seemed to sense that the relationship was less than satisfactory.

The following question (Figure 27) more directly addressed the Corps-Congressional relationships, and respondents were asked to

32. Does the Corps ignore the executive branch (Office of Management and Budget, Interior, Agriculture, Secretary of the Army) in its (the Corps) dealings with the Congress?

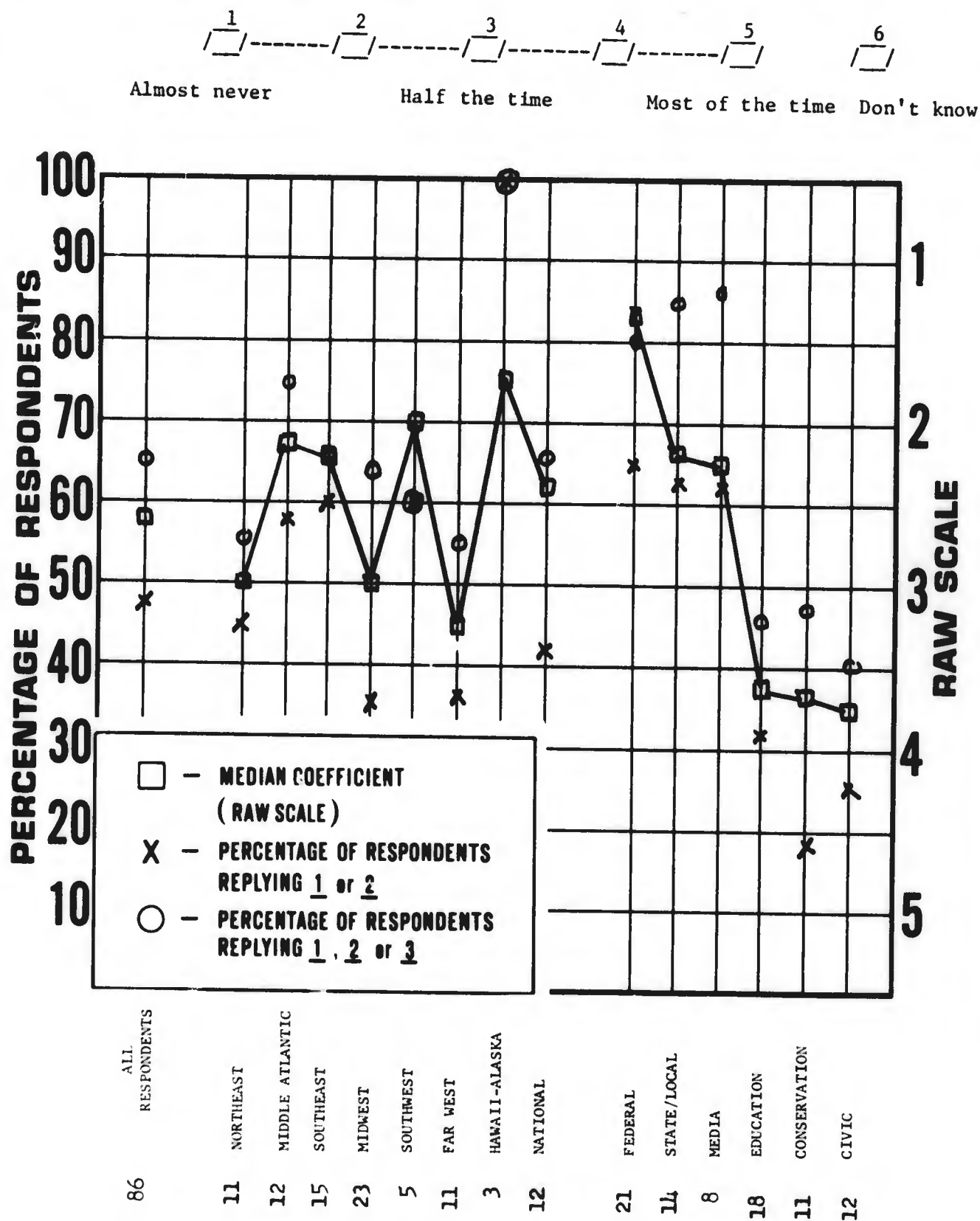


FIGURE 26

33. Does the Corps push uneconomical projects to "please" the Congress?

1 2 3 4 5 6

Almost never

Half the time

Most of the time

Don't know

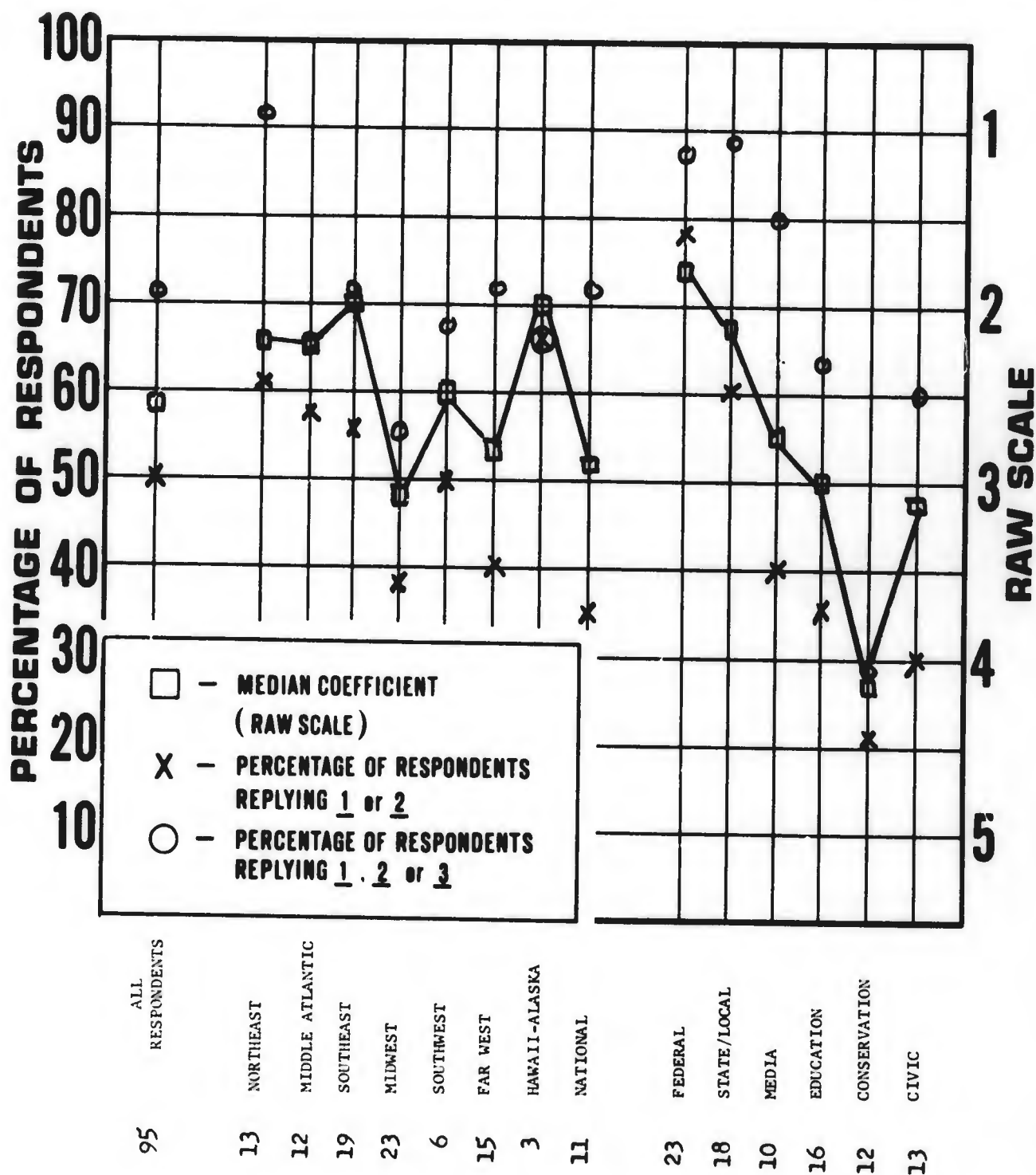


FIGURE 27

identify how projects might be "pushed." Overall, respondents' reactions almost paralleled the reaction to the previous question. Other than a Northeastern turn to the Corps, subgroup reactions remained about the same.

The reactions of those who saw a too-close Congressional-Corps tie were typified by those of conservationist Micka, "It would be very difficult to ignore an agency that exercises veto power over the activities of the Corps in so many ways," and conservationist Jerry Gandt of Wilderness Watch, "Projects generally are 'pork barrel.'" They see, as Professor Franzini comments, the Corps to be pushing projects by "exaggerating benefits," although Franzini notes that the pushing "is much less prevalent now than formerly." Allen Kneese of Resources for the Future generalizes Corps pushing in "biased evaluation techniques--usually." Most educators focus on "criteria slanted in the Corps' direction."

Many respondents commented on the time sensitiveness of their views, like Maass: "There has been a marked change in the Corps . . . since the 1950's." Others, like Urban Planner Ernest Bartley, feel that pushing "used to happen frequently. I have a \$2 hunch it still does."

A few, like Editor Cowan, " . . . don't really believe the Corps pushes projects just to please Congress." Congressman Wright can't see the Corps bypassing OMB to get to Congress; "Don't be silly . . . the President is Commander-in-Chief, remember, and OMB is his tool." A US Senator sees Congress to be the "pusher," "If Congress is

pushing a project, chances are the area residents want it--or something similar that will meet an existing need."

Who Is the Public?

One question addressed to the broad issue of "Who is the public--where does the public interest lie?" (Figure 28). While there was some variance, generally respondents tended to emphasize the area residents, affected parties, and local groups, and to play down elected representatives and non-local groups, with a definite lower position to the last group. Respondents were not limited to one choice. Except for the 15 who chose "none of those listed," the majority of respondents selected all groups as being part of the public.

Comments accompanying this question placed the respondents in several camps. Avery Wood, of the Mississippi Game and Fish Commission, indicated that the public is "the total electorate and citizenry . . . the general taxpayer." A Hawaiian educator concurs and sees the public as the "unorganized." Conservationist Bryan calls the public "every tax-paying citizen."

Some related the public to a locale. One mayor saw the public to be "anyone with a legitimate interest . . . but the nearer the site, the more legitimate the interest." Congressman Wright agrees and finds that "national groups, removed from the problem (i.e., floods) and blissfully ignorant of it, have issued sometimes ridiculously inaccurate assessments . . . they should leave their protesting to locals who have some familiarity with it."

13. Who are the public? (More than one answer may be checked)

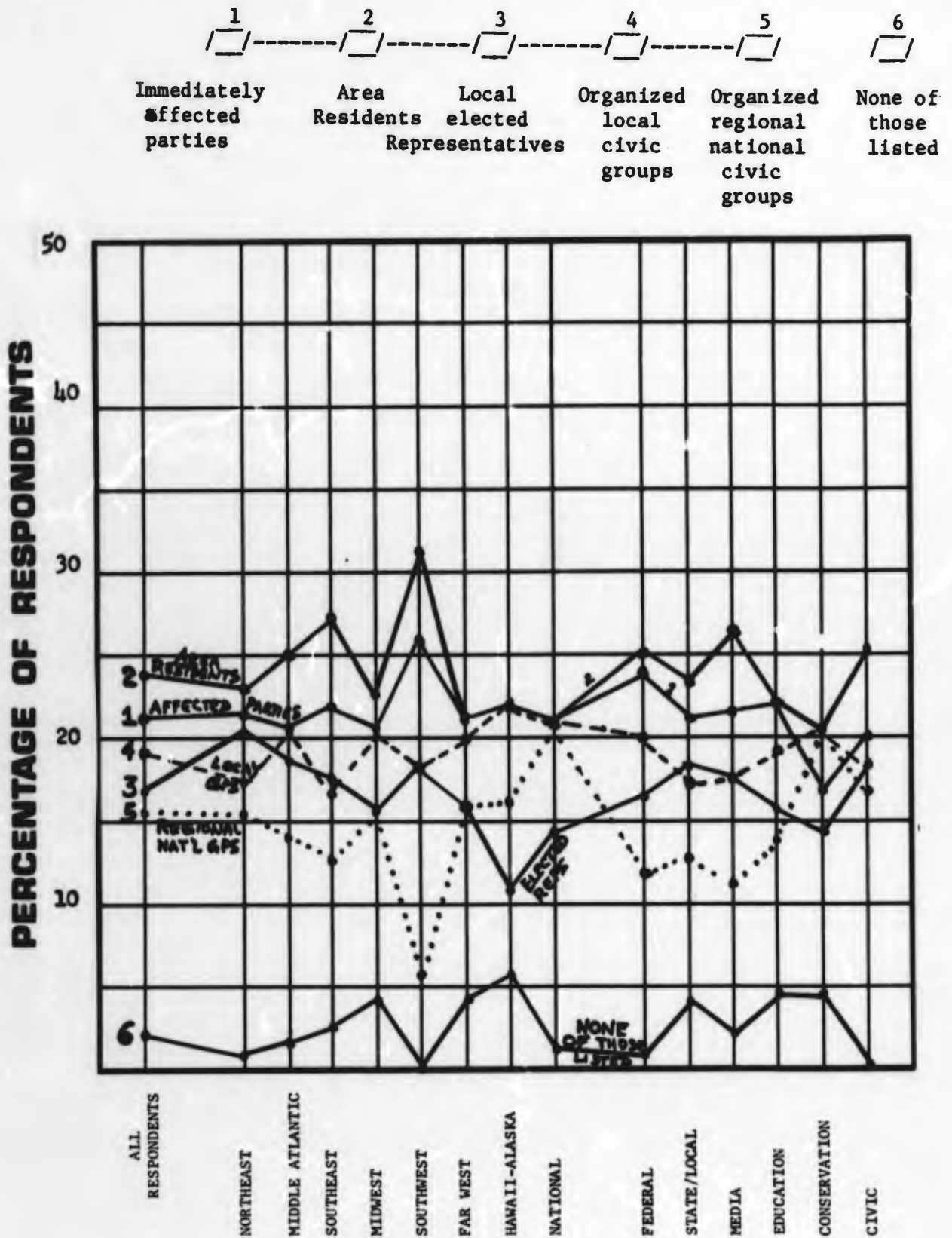


FIGURE 28

At the other end of the spectrum, those like Daniel Poole of the Wildlife Management Institute:

. . . do not believe local people are qualified or should be asked to make . . . determinations, especially when project construction involves the expenditure of public money and when the ramifications of project location, construction, and operation frequently extend far beyond the horizon of local thought and attention.

Or as one pundit commented, "there is no good answer."

SUMMARY

In the course of the field investigation no indication of undue influence by special interest groups or the Congress was encountered. The key of course is the word "undue," for there is influence spread throughout the entire system. The Corps is expected to listen to the diverse views of all groups, carefully weigh them and make its recommendations.

The Corps field organization is listening to all groups coming forward with views. (If a problem exists, it is a problem of the possible underrepresentation of the unorganized--those who do not step forward. However, advisory groups of the nature of those described in Chapter IV will do much to bring out these views.) The Corps field organization also appears to be weighing each of these views and crediting to them the importance and credibility to which they are entitled.

Because of the tortuous project authorization and funding process, there is little the Corps can actually do to materially accelerate a

project for a given Congressman. In the course of field visits and surveys for this study no indication was found of any lobbying on the part of the Corps with the Congress. While it may be grist for 11th grade civics classes, there is little field evidence of anything other than an efficient, responsive, administratively proper relationship between the Corps and the Congress. The dimensions of this relationship are known to and accepted by the Secretary of the Army and Executive Office of the President. The unanswered questions remain, "Who is the public and where is the public interest?"

In theory, it might be possible to prescribe a formula or an approach to determining the consensus of the public. In actuality the problem is obviously far more difficult. Three projects would point this out.

Few people in the nation have not heard of the Cross Florida Barge Canal. To the casual reader, however, the picture is quite one-sided. Conservationists and public spirited citizens were able to successfully demonstrate to the President the enormous environmental costs and the "economic folly" of building a canal across northern Florida to tie into the navigable St. Johns River. In 1971, President Nixon ordered a halt to the project.

In reality, there are others who feel there is merit to the project--economic, recreational and social. These people felt strongly enough about it to take the President to court and, in February 1974, the US District Court, Jacksonville, ruled that,

in effect, the President had illegally stopped work on the Canal. At the present time an Environmental Impact Statement is being prepared by the Corps which will lead to a re-evaluation of the project. Throughout Florida, the Southeast and to a degree, the nation, the debate rages. Who is the public?¹²

Another St. John's River is the scene of a similar controversy. Running wild through the northern part of Maine, this St. John's River has been a haven for outdoorsmen for many years. Located in a relatively undeveloped part of the state it has remained relatively inaccessible to most. Back in 1965, the Corps was authorized to construct the Dickey-Lincoln Dams on the St. John's to provide flood control for the lower reaches, power for the northeast power grid, and recreation for New England. As the time for appropriation of funds drew near the battle began in earnest. One school sees Dickey-Lincoln as salvation in the face of the energy crisis, a logical flood protection effort and the opportunity for hundreds of thousands as opposed to just thousands to enjoy the picturesque beauty of Northwestern Maine. Foes of Dickey-Lincoln cite the loss of "white water," the opening of the door for development of this virgin territory and the many alternatives that exist to provide power for the Northeast.

The Northeastern Congressional delegation largely supports Dickey-Lincoln. Power companies, once foes of the project have joined in with downstream residents to support the effort. The Audubon Society and Sierra Club are leading the opposition. Who is the public?¹³

Another battle rages over the need for a flood-control structure on the Red River in Kentucky. Several years ago, Supreme Court Justice

Douglas successfully led a fight to move the site of the proposed dam out of the Red River Gorge and into a less environmentally destructive area. Now a new controversy exists. Kentucky Governor Ford and local Congressman Perkins both support the need for the project. Senator Marlo Cook, along with several conservation groups, stands in opposition. Both sides have many supporters.¹⁴ Who is the public? Who represents the public?

The survey respondents' view of the public supports the amorphous nature of the concept. It would appear that "special interest" exists in the eye of the beholder. The often encountered polarity of the opinions on the relationship of project location to the location of the interested individual or group points out the difficulty in arriving at a consensus. Most seem, however, to be genuinely concerned over the "rights" of the unorganized masses.

Overall, the respondents appeared to be skeptical of the relationships that may exist between the Corps and the Congress or special interests. There appears to be a considerably greater sensitivity to Congressional relationships than to interest group relationships, perhaps because the former is so much more difficult to observe.

The respondents as a group, admit to placing considerable stock in "history" and to being somewhat out of touch with this facet of the Corps' activity. They recognize that things may have changed. Maass' strong Congressional testimony tends to support this change.

Regional perceptions of the Corps-Congressional relationship fell from the normal pattern with the Westerners appearing to be unusually concerned by these contacts. Comments accompanying the questionnaires offered no explanation for this anomaly nor could any reasons be deduced.

Educators also appeared to be unusually skeptical of Corps relationships. Comments would indicate that this results from a general skepticism over influence actions in government operations in general.

Conservationists expressed deep concern that the "other side," the developers, had too much influence with the Corps, yet some of these business interests as represented in part by the Civic respondents expressed a counter-concern that environmentalists were playing too large a role.

CHAPTER VI

FOOTNOTES

1. US Department of the Army, Environmental Guidelines, ER 1165-2-500 (Washington: Office, Chief of Engineers), 30 November 1970, Appendix A, p. 6.
2. EP 1105-2-500, p. 12.
3. EP 1165-2-1, p. A-32.
4. Ibid., p. A-12.
5. Interview with personnel of Office, Chief of Engineers, January, March, April, May 1974.
6. Interview with LTG Gribble, Washington, 13 May 1974.
7. Interview with MG Morris, Washington, 13 May 1974.
8. US Department of the Army, Wastewater Management Study for Cleveland, Akron-Metropolitan and Three Rivers Watershed Areas (Buffalo: Buffalo District), August 1973, Volume VIII, Public Involvement.
9. Transcript of Public Meeting on Offshore Power Systems, Jacksonville, Florida, 15 October 1973 (Copy from Steno-Jax, Stenographers).
10. By virtue of the size of its organization, a district has a given capability to support design or construction. Since budgets are prepared under OMB guidance, frequently the design and construction covered by a district's budget request does not fully utilize the district's assets and a surplus capability exists.
11. Morris interview.
12. Hearings Before . . . Appropriations, pp. 69-108.
13. Ibid., p. 890-903.
14. Interview with Col Charles Fiala, Louisville District Engineer (telephone), May 1974.

CHAPTER VII

CONCLUSIONS

FIELD INVESTIGATION

The field investigation of Corps activities indicates the process by which Corps decisions are made is by and large open to the public. Corps efforts are good--commendable--but not perfect. There is room for improvement.

The Corps has developed and implemented an effective public involvement effort that is pushing the state of the art. Public meetings, workshops, seminars, brochures, bulletins are but a few of the tools the Corps is using to draw citizen participation into its programs. The basic program is not new--only the emphasis and techniques. As a boy, I frequently attended chicken dinners in small Arkansas towns following Corps public meetings in the local school or church. Now the pace is faster and the involvement more general.

Corps efforts to handle the myriad aspects of multiple objective planning have been imaginative. Along with members of the academic community, the Corps is pioneering in efforts to develop reasonable methods for the assessment of the tangible and intangible costs and benefits of its projects. New disciplines have joined the Corps and the Corps has embarked on non-structurally oriented programs such as the flood plain management effort. Corps approaches to date are sound but represent only a start in the satisfactory handling of this complex issue.

The Corps is influenced by special interest groups--as it should be. But it is not unduly influenced by pressure groups, lobbies or the Congress--all of which have their places in the definition of the public. Clearly, special interest groups, be they environmentalists or developers, are more vocal. They are organized and funded. Their existence, however, does not prejudice their effectiveness. As MG R. H. Groves notes, "The Corps must be the advocate of the total public interest."¹

There are differences in the public involvement efforts among districts, differences in style, emphasis and imagination, in dealings with the media and with state and local officials. In multiple-objective assessment, most districts have blended the new disciplines into their organizations. A few have practiced a form of tokenism and only marginally have accepted the new concepts and ideas.

There are areas where Corps-wide concern is merited. Social costing is difficult and imprecise and there are few aids for the man in the field who must grapple with these problems. This ties in part back to problems with bringing new disciplines on board. State and local officials are concerned by the Corps' growing influence at the grass roots level and the Corps' unique boundary patterns cause them problems of coordination. There is reluctance throughout most of the Corps to try new public information techniques for fear of being charged with "selling." Use of TV spots, newspaper ads, etc., may be a necessity to get even the basic message to the people.

SURVEY EVALUATION

The survey evaluation of the decision process of the Corps indicates that, overall, the opinion leaders felt that the Corps is making progress in the public involvement area, that it was changing its stance on multiple objective planning (from a previous position of bias towards construction) but that it is too early to judge the success of this effort. The respondents felt a degree of skepticism over Corps-interest group and Congressional relationships.

The most significant feature of the survey response was the clear recognition by the respondents of the change that has occurred and is occurring within the Corps. Of the 103 respondents who made comments on the questionnaire, 66 made some positive remark about the Corps' changing attitude.

As with the field investigation, the respondents found differences between districts and these differences were reflected in both regional appraisals associated with each question and the comments accompanying the questionnaires. Respondents' support of some districts was overwhelming while other districts came under frequent criticism. These differences were accentuated when the respondents were able to view the performance of several districts and could note the obvious dissimilarities. Most differences could be characterized as attitudinal, that is reflecting the attitude of the various district personnel. Respondents were quick to note any perceived appearances of hostile conduct or lack of imagination on the part of District Engineers or their staffs.

As was noted earlier, these regional responses may reflect more than simply the differences between districts. They may reflect regional attitudes, regional responses to new issues in the area. The generally lower rating given the Corps in the Northeast and Midwest may tie closely to the demographic and geographic conflicts which have recently taken on new meaning in those areas, e.g. Boston's attempts to draw water from the Connecticut River over the objections of Connecticut residents. The high ratings in the West may relate to the fact that the basic environmental and social issues were addressed (not solved) in the West several years ago.

Questionnaires indicated that there was a visible pattern of response by interest or professional groups. Federal, state and local officials were generally supportive of Corps actions although the latter group appeared most sensitive to the need for close Corps-state/local government coordination. This support may result from an empathy growing out of related experiences with the public. Media and civic group representatives appeared in the middle ground, aware of Corps activities but not committed to any distinct pro or con. Educators, and to a much greater degree, conservationists tended to be skeptical of Corps progress but still willing to give the Corps credit for being in a process of change. Educators may reflect their search for the ideal system while conservationists' views certainly grow from this group's long-standing battles with the Corps over alleged destruction of the environment.

The respondents, as a whole, expressed a more general concern over three areas, the balancing of social, environmental and economic

accounts, a sensitivity to Corps relationships and the plight of the "unorganized."

In the minds of the respondents, the Corps is not yet performing satisfactory assessments of the environmental, social and economic costs and benefits of its projects. The respondents again recognize change. Some give the Corps credit for pioneering, most see the difficulties in performing such assessments but few are satisfied with the efforts to date.

The respondents find it difficult to put their fingers on any specifics regarding undesirable Corps relationships, yet still are not comfortable with what appears to be the close ties between the Corps and special interest groups and the Congress.

Lastly, the respondents expressed concern in their definitions of the "public" that care be taken to insure that the views of the "average citizen," "taxpayer," "man on the street" are taken into account and not overwhelmed by the voices of the organized groups, to the detriment of the decision process.

"Openness"

As a summary question, the survey group was asked to generally assess the "openness" to the public of the Corps' decision process. Nearly 80% of the respondents felt that the Corps was from generally to completely open (see figure 33). Sub-group variations continued to follow their normal track, with Northeasterners and Midwesterners, as well as conservationists, seeing somewhat less openness in the system.

14. Overall, is the Corps' mechanism (procedure) open to the public?

1 ----- 2 ----- 3 ----- 4 ----- 5 ----- 6
 / / / / / /
 Completely Generally Not at all Don't know

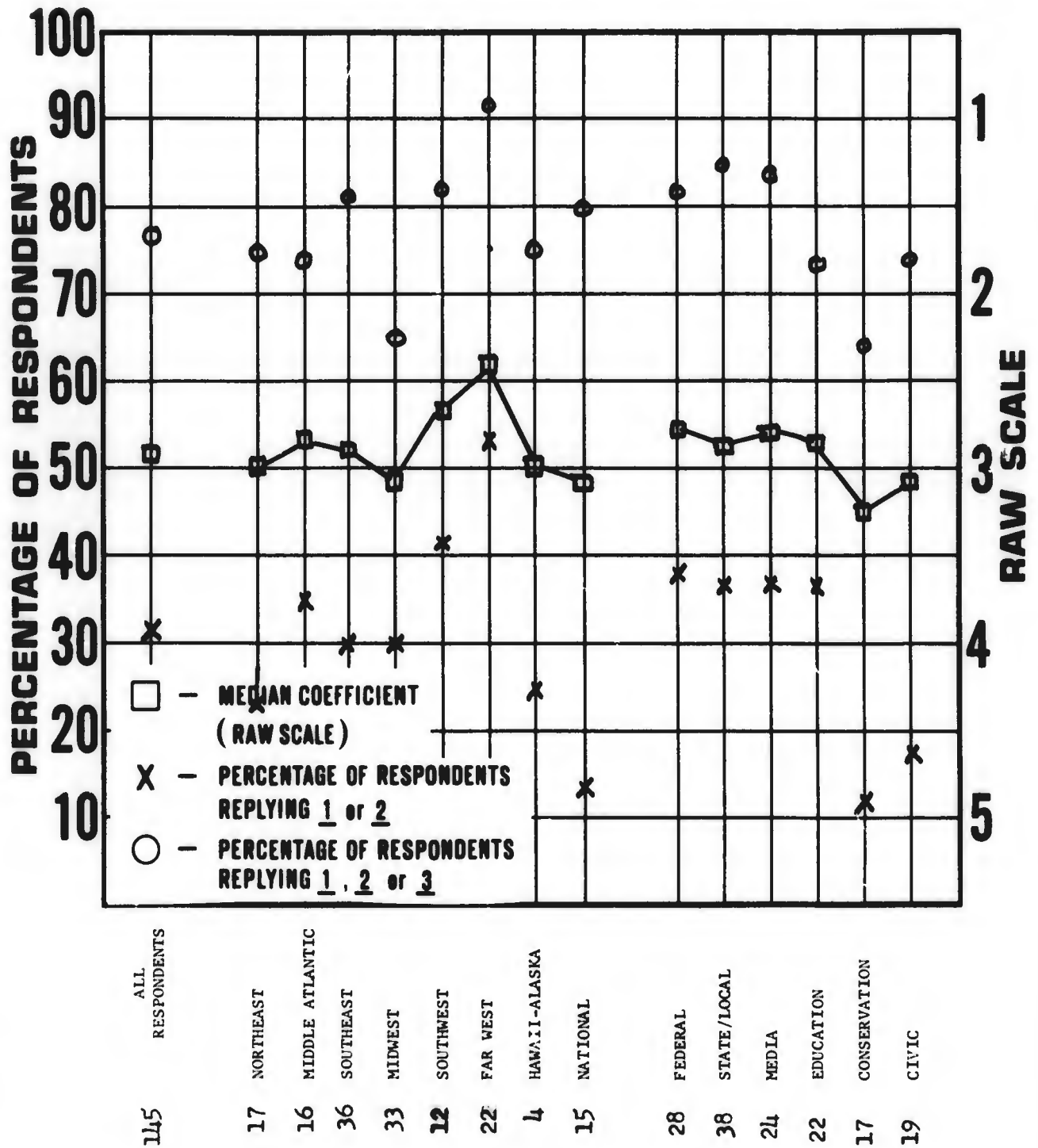


FIGURE 29

Comments and letters on this question and in general summary provided narrative support of these views:

While recognizing the existence of problems, respondents like Professor Marshall of Stanford laud the Corps for its efforts:

. . . I have never witnessed any gov't agency make such a determined and self-conscious effort to improve itself as has the Corps . . . The Corps is miles ahead at the Bureau of Reclamation in its openness to the public and in its recognition of its own shortcomings.

John Gottshalk of the International Association of Game Fish and Conservation Commissions joined Marshall in noting change:

The Corps has made great progress overall in recent years in reflecting broader general interest as opposed to the more specific interests of those that have been its beneficiaries in the past. It has made an effort to reflect public concern about environment problems. In general, it is staffed by concerned efficient, loyal public servants.

Others, while accepting more openness, see need for continuation of the change. Robert Moses noted: "The Corps has been intelligent, fair, objective and non-political, but terribly slow, overly cautious and often lacking in the close local contacts needed for shrewd, long-term policy decisions."

Professor Franzini: "I feel the Corps is much more aware of its role in society than formerly . . . I hope to see continued improvement in professional competency in meeting the needs of society etc. . . ."

Most suggested ways to improve this openness: "Greater use of committees," "more fishbowl planning," "Better scheduling," "Personal

interviews conducted at random," "Give the Corps the 'if I were in your shoes feeling.'" Or simply, get "more citizens involved." One Congressman suggested "publication of a booklet or a pamphlet which outlines the entire procedure, to be available for mass distribution."

Frank Leeming of the Philadelphia Inquirer sees that:

The Corps must come up with a way to counter some of the natural bad publicity. One of the greatest problems, for example, is convincing the public that the vast Mississippi River Valley projects are meritorious.

There was a clear mandate for the Corps to be more aggressive!

THE DIFFERENCES

How then can the differences between the results of the field investigation and the survey evaluation be reconciled? Are the differences substantial?

The differences do not appear to be substantial and may be explained, in part, by several factors.

There are obviously time lags between what the Corps is doing, the appearance of these actions in the form of project documents and the perception by the public that these actions have in fact taken place. The field investigation dealt with Corps actions and intentions and the most current of Corps documents (1972 to date). Many respondents admitted to a lack of currency in dealing with the Corps. Others, while recognizing Corps activity, are still waiting for documentary "proof" that the actions will turn into words.

There are obviously situation influences that bore heavily on some of the responses, whereas the field investigation was somewhat

more dispassionate. Several of the respondents are currently engaged in direct confrontations with the Corps. Others have recently completed such battles. While there is no doubt that these respondents have had a fine opportunity to view the Corps, their description may in some measure reflect the emotions of the struggles.

Some of the respondents were obviously influenced by external factors (see discussion, Chapter VIII), especially the lack of national water policies. Maass finds that many people fault the Corps for failing to be more vigorous in developing the social benefits of its projects yet are unaware that OMB has indicated that only economic benefits will carry any real weight in project assessment.² Others cite the Corps for its failure to adopt a realistic discount rate or for carrying too much of the project cost at the Federal level.

And, there are honest differences of opinion over the relative merits or effectiveness of certain Corps programs. The field investigation indicates that Corps efforts to develop meaningful techniques for assessment of non-quantifiable factors is progressing as rapidly as feasible yet many respondents believe the Corps could do more in this area faster.

CHAPTER VII

FOOTNOTES

1. Interview with MG R. H. Groves, New York, 10 April 1974.
2. Maass Interview.
3. Maass Statements.

CHAPTER VIII

IMPRESSIONS

In the course of field investigations, review of returned questionnaires and general analysis, several general impressions were gained. These were impressions of factors external to the Corps and over which the Corps has little or no control, of the overall performance of the Corps, and of challenges facing the Corps.

EXTERNAL FACTORS

There are several factors, either fully or partially external to the Corps that affect the public's perception of the Corps. It is recognized that each of these factors could be, and may have already been, a subject for a separate paper. Substantiation of the effect of these factors on the Corps' reputation or even the documentation of the existence of these factors is beyond the scope of this paper. Nevertheless, these factors were encountered so frequently that it appears appropriate to at least provide impressions of the nature of these factors.

Federal Water Resource Policy

Volumes have been written on the lack of a coherent National Water Resources policy. The first and second Hoover Commissions saw this as a major problem as did Harold Ickes before them. Caldwell, Haveman, Davies, Linton, Sax, to name but a few, have

pointed to the lack of regional and national approaches and at the interdependence of the basin, regional and national systems.¹

Congress and the Administration debate over who should be making policy, setting the standards, and defining the procedures.

Congressional opposition to the Administration's 1973 National Water Commission Report and the Water Resource Council's principles and standards was strong.²

As previously mentioned the level at which the OMB or the Water Resource Council (not the Corps) establishes the discount rate to be used in calculating the present worth of future benefits drives the nature of the projects which will have a favorable cost/benefit ratio. Raising the rate too high, for example, virtually eliminates navigation projects which gain their benefits from long-term usage. It is this use of the interest rate that has caused in part many of the charges of figure juggling.

Federal decisions on Federal-state-local community cost sharing can also have similar impacts on project viability. Raising the local share of the costs of coastal protection as suggested by the Water Commission might place unmanageable financial burdens on these areas and could result in curtailment of many of these efforts.

Federal policies are also reflected in national water resource analyses, so-called framework studies--and in river basin studies conducted under the aegis of the WRC. To date, completed framework studies cover only a fraction of the nation and few have been translated into more detailed river basin plans.³ Because of interdependence,

it would appear important that these national analyses precede local studies so that these local or project studies can be assessed in a systems context.

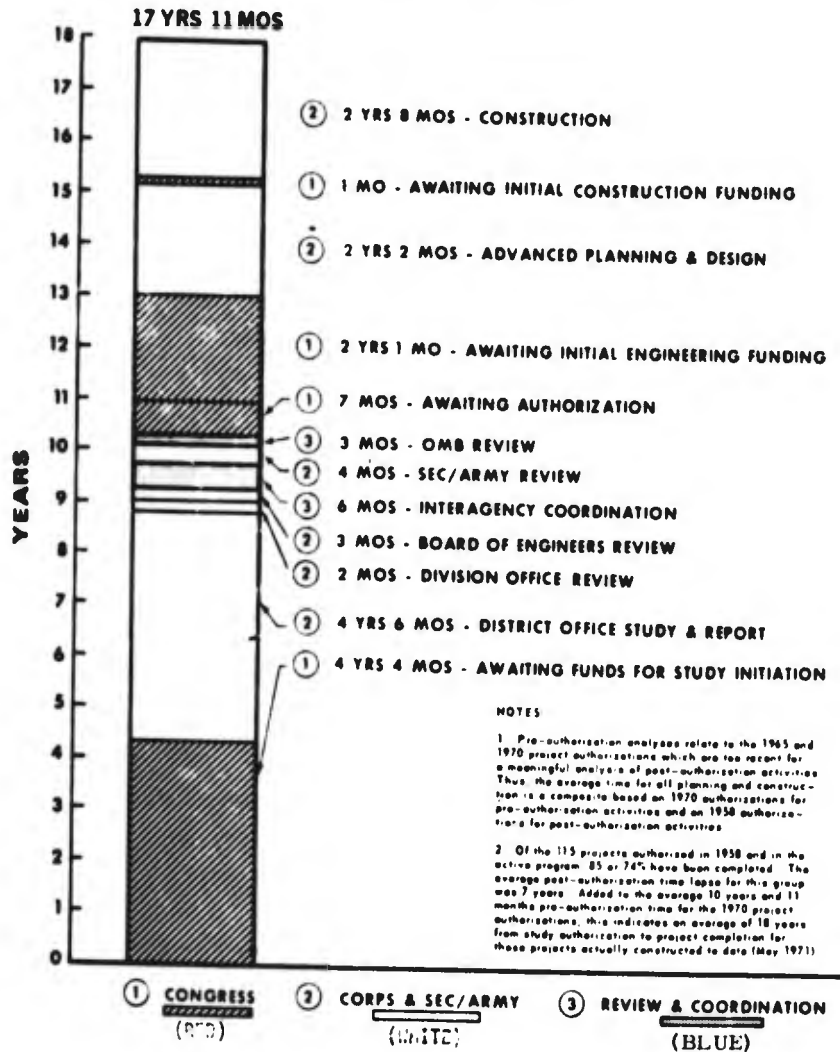
As a result of this vacuum, "policy" is often made in the field--in the form of operating decisions. Professor Max Reshkin of Indiana University found that, as a consultant to the Corps, engineering alternatives drove policy formulation in the field, rather than the more desirable and logical reverse situation.⁴ Governor Jimmy Carter of Georgia summed up the problem in the entire water resources area: "There are no federal plans for the future, no goals to tell us where we are going . . ."⁵ In this world of less than well defined goals, it is easy for the Corps to become enmeshed in conflicting federal policies.

Time

One pundit noted that it took the Egyptians less time to build the pyramids than it takes the Corps to build a dam. Perhaps, it's not that long, but Congressman Wright sees the process as "much, much too slow!"⁶

The previously mentioned 1971 Congressional hearings on "red tape" revealed that from the time a citizen sees the need for a project to the time it is completed, 17 years and 11 months have elapsed (see figure 30). Much of this time is devoted to design and construction, but more is devoted to administration--the approval process itself. By its very nature, public involvement coupled with the American legislative system demands time, and few

**CORPS OF ENGINEERS ANALYSIS OF AVERAGE TIME FOR
PLANNING AND CONSTRUCTION OF CIVIL WORKS PROJECTS
(MAY 1971 STATUS)**



Reproduced from
best available copy.

Source: House of Representatives
"Red Tape" Hearings, 1971.

FIGURE 30

29. Is the rivers and harbors project approval mechanism too slow?

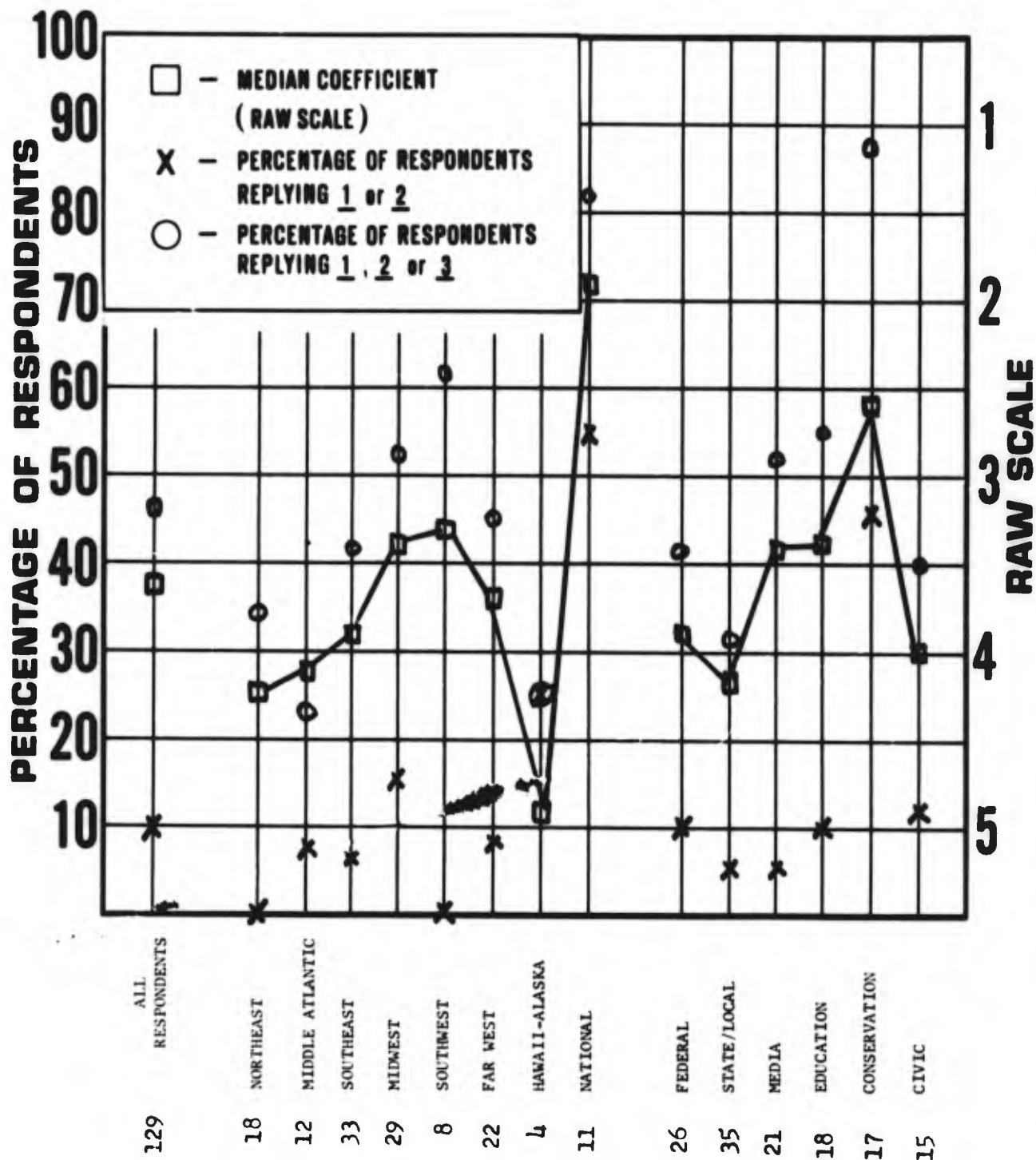
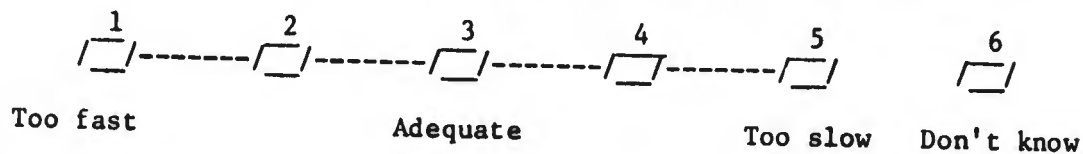


FIGURE 31

shortcuts have been found. Yet, a check of the questionnaire respondents (figure 31) indicated that over 50% felt that the system was less than responsive from a time standpoint. (Not too surprisingly, conservationists felt the process is too fast.) While most of the respondents recognized the inherent delays in Congress, most also felt that the Corps is a major party to the problem. The "red tape" hearings, however, pointed out that most of the delays resulted from projects standing in line for funding and that little could be done to dramatically accelerate other segments of the process.⁷

The Appropriations Process

The somewhat secretive nature of the appropriations process causes many to lose faith in the openness or effectiveness of the Corps' public involvement program. While it is included in the planning effort, the public, to include state and local officials, by OMB directive, is excluded from the budget development process. While there may be general discussion of the projects between Corps staffers and state and local officials, decisions on priorities and multi-year funding concepts are made within the Corps and the Executive Branch, without benefit of general public involvement. OMB may eliminate or drastically curtail a project. To the state or individual involved, this action appears arbitrary and capricious. One state administrator, in response to the questionnaire, indicated:

The Corps budget recommendations and the Executive Budget should be made available to the public. If this is not possible, the budget

16. Is there adequate public involvement following submission of the budget by the President and prior to appropriations action by the Congress?

1 ----- 2 ----- 3 ----- 4 ----- 5 ----- 6

Adequate Partially Adequate Inadequate Don't know

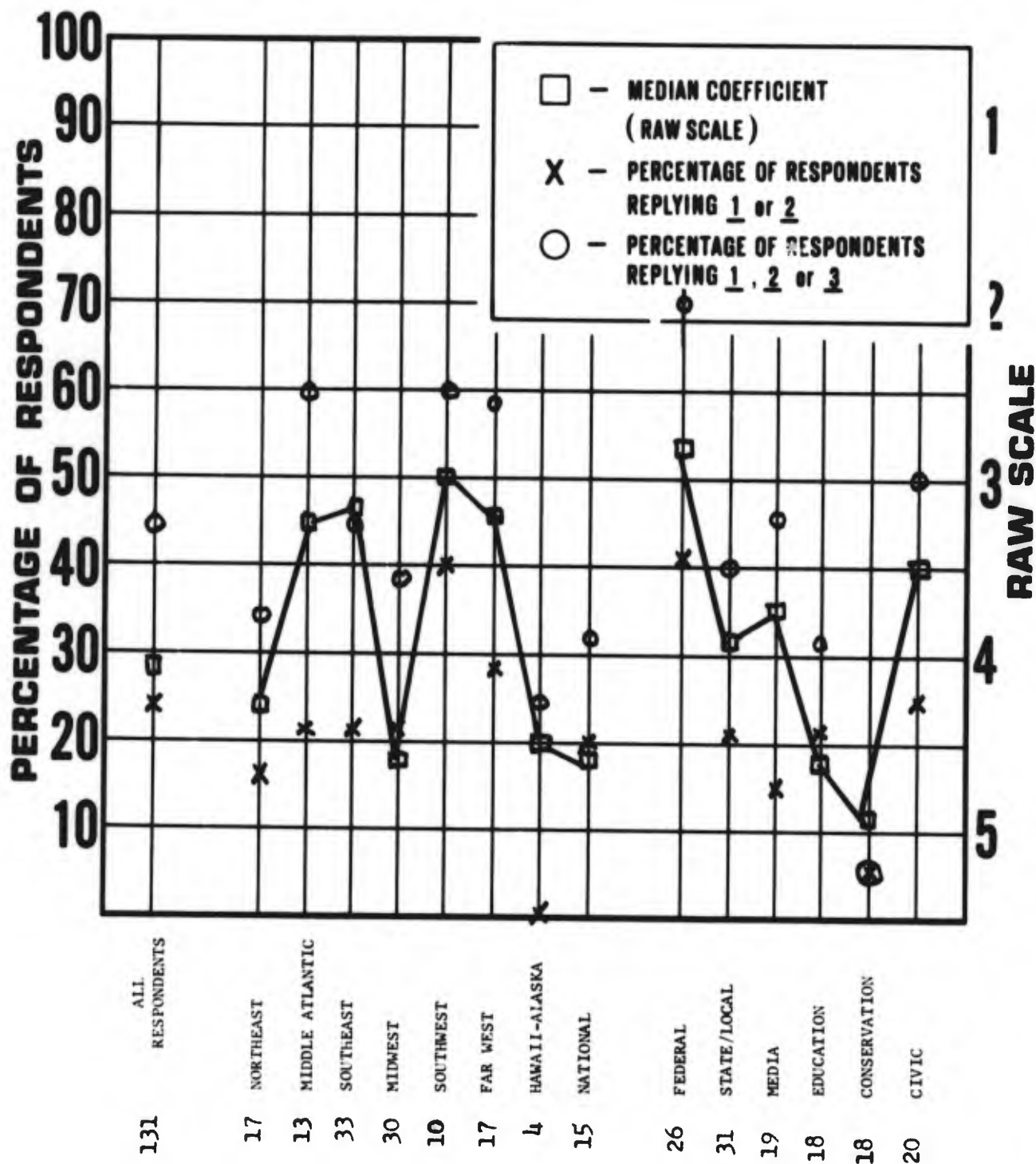


FIGURE 32

17. Is there adequate state and local government participation in this appropriations process?

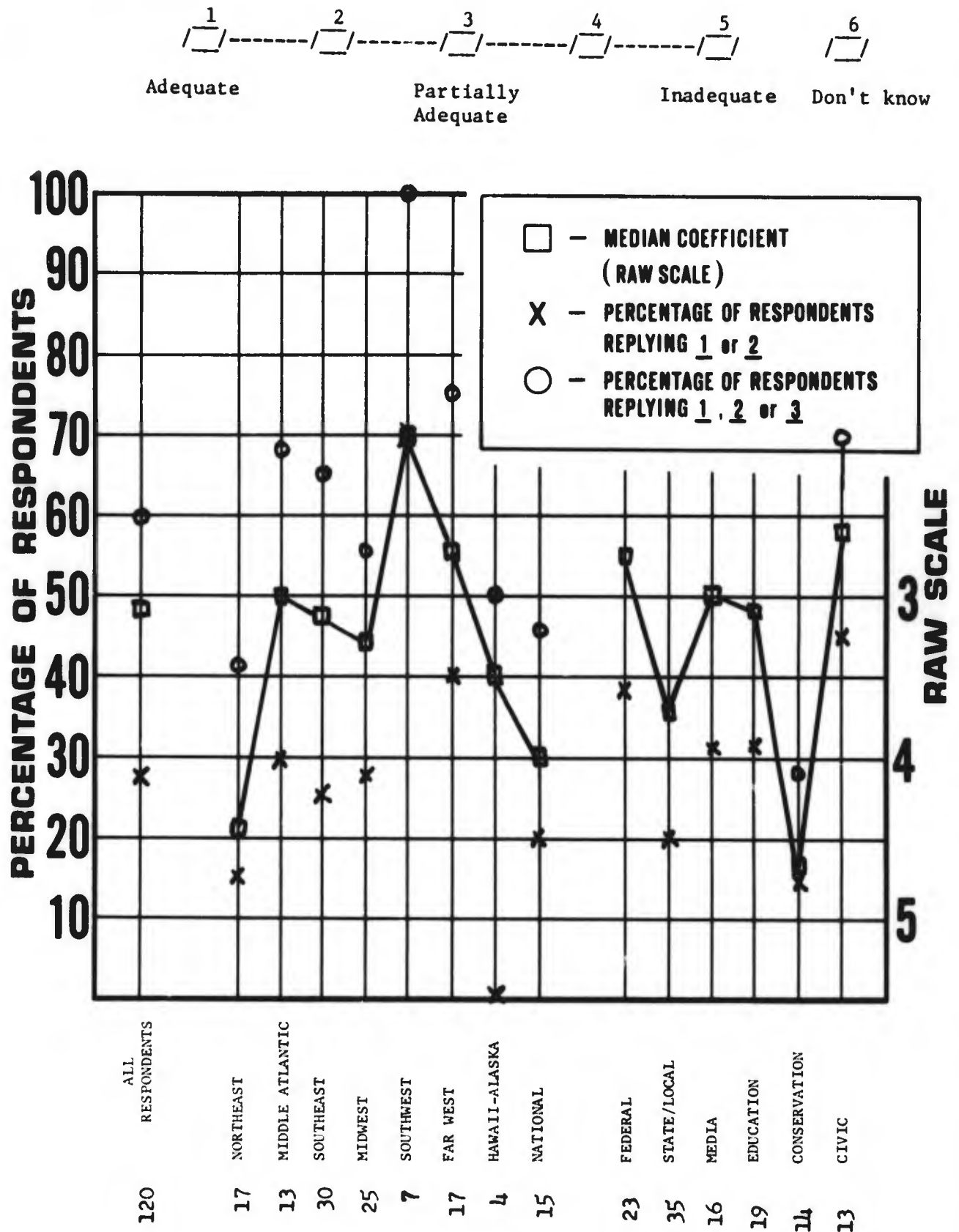


FIGURE 33

documents, should at least be made available to state and local governmental agencies.

Figures 31 and 33 provide a general overview of respondent feeling on this subject.

Pork Barrel

Pork Barrel--a governmental appropriation or bill which supplies funds for local improvements designed to ingratiate Congressmen with their constituencies . . .

A Dictionary of Americanism

Closely tied to the definition of the public is the use of the term "pork barrel." Critics of the current Congressional procedures label any public works project as pork barrel. Others see pork barrel as only an occasional occurrence. Senator James J. Buckley found that:

. . . among good and honest men, there is no consensus as to what constitutes "pork" in the pejorative sense of the word. By my definition it is any federal expenditure benefiting a particular locality that lies outside the context of an established national policy . . . Others . . . see as legitimate and proper an expenditure approved by the Congress that will in fact prove to be a worthwhile investment on the basis of careful cost benefit studies . . . I believe strongly that federal financing of local projects that lie outside established policy is inherently arbitrary and political.⁸

Senator Mike Gravel, however, feels that:

Where a real need exists in one area of the country, it can be properly met with federal help, even though the need does not exist in precisely the same form elsewhere . . . to label the entire water resources bill as "pork" is an injustice to citizens who will benefit from the flood protection and other public projects it authorizes.⁹

His views are shared by Congressman Wright:

The old, cynical tongue-in-cheek attitude which looks upon water developments as so much boondoggling will have to go. It has long since outlived its time--if it ever had a time . . . There are certain tired or unimaginative journalists in our country who can never refer to the Omnibus River and Harbors development bills . . . or to the annual Public Works appropriations--without trotting out again that weary, old, shopworn cliché 'pork barrel.' The term is both inappropriate and misleading.¹⁰

"Politicking"

Governor Jimmy Carter, along with others, has accused the Corps of "politicking." In his case he indicates that after he had "vetoed" the Spewrell Bluff Dam on Georgia's Flint River by officially advising the Corps of his oppositions to the project, he found "the Corps politicking (for the dam) in the Georgia legislature. In fact they prepared the resolution for the legislature that would override my veto."¹¹ In actuality, following Governor Carter's veto, the Corps was contacted by a Georgia Congressman and asked to review a draft resolution to be used by a State legislator to indicate Georgia support of the Dam. The Corps reviewed and modified the resolution to make it "operable."

The Corps was prompt and complete--responsive (maybe too) to a valid Congressional request.

Similar situations have occurred with the Congress. Frequently, on learning that the President's Budget does not include a project in which they have an interest, Congressmen will contact the Corps and ask them to provide the basic project data. As mentioned in

Chapter VI, under guidance from the President, the Corps supplies this information as promptly as possible--but with the prescribed caveats as to the project's relation to the President's program.

I could find no instance where the Corps gratuitously offered information to the Congress or its committees. No doubt, some instances may exist. Dialogue in the field offices between district officials and Congressional staffers is often so frequent that it would be difficult to define the "which came first."

And, these actions are similar to those of the other federal departments and agencies. Clearly, however, many people perceive these Corps actions to be "politicking."

CONCLUSIONS

Overall, the Corps is doing a good job. Its decision making process is open. To borrow from Maass, "The Corps today is . . . progressive, responsible and one of the most intellectually honest of all Federal resource agencies."¹² It is not perfect, nor is it close to perfect. However, most of the criticisms cited in Chapter III appear outdated or to be gross exaggerations. Few of the respondents shared the more critical outlooks expressed in that Chapter.

The Corps' "openness" is predicated on a continuation and expansion of its current efforts. If this change continues, it would be reasonable to expect the public perception of the Corps to vastly improve.

The Corps' efforts in public involvement and the more intangible social and ecological accounting may offer a preview of new concepts in public administration. The massive and institutionalized involvement of all segments of the public at the very beginning of the decision process may drastically curtail the options available to decision makers at points beyond this initial public entree. This decision freedom is limited further by the consideration during these initial sessions of the full range of feasible alternatives and an assessment of all the costs and benefits associated with the project. In effect, public involvement and multiple objective assessments limits the so called "wiggle room" of public officials. Public involvement carried to its limits gives to decision makers from the local level to the Congress a clear message from the public which can not be easily ignored.¹³

There may be dangers in carrying public involvement too far without insuring that the public is in fact involved and adequately prepared for this involvement. Mere public information programs will not succeed. The public must be provided the opportunity to dig into the subject matter, to become "educated" in the new field prior to assuming significant roles in the decision process. A partially or ill-informed public could make substantial negative contributions to the public interest.

The regional differences noted in this paper may point to future problem areas. The West, and the Corps with it, met and adjusted to the pressures of environment and growth. The Northeast and Midwest

are now grappling with these problems. The Southeast (with the exception of Florida) would appear to be next. Both field visits and respondent views would tend to support the characterization of the Southeast as an awakening giant. Properly prepared, the Corps can assist the South through the transition that must soon come.

CHALLENGES

While the Corps of Engineers can be proud of its service to the country and its pioneering actions in refinement of public involvement techniques and multiple-objective assessment, challenges are ahead. As noted, the Corps is not perfect--nor will it or any agency ever be--but it can be improved. These challenges are in several areas.

The Corps must accept the conclusion that there are visible differences in the programs of its Districts, differences that can and should be corrected. While I would give the Corps overall a "grade" of "A", some districts are below this level and some are above.

****Differences exist in the quality of the public involvement program--in the attitude, product, imagination and initiative of the districts. Efforts must be made to pass around the good programs and ideas. The current Institute of Water Resources efforts in evaluation of public involvement should be continued not only as a check of progress but also as an excellent tool for "passing on the word."**

****Some districts by geography and attitude are not as responsive as others to the need for coordination with state (and sometimes local)**

officials. This difference becomes all the more apparent when one or more of the districts dealing with a state are dynamic in their approach and the others are not. Efforts must be made to insure that the states do not feel neglected, or worse, ignored by these districts.

Overall, the Corps must be more aggressive in its public information activities not only with respect to public involvement but also with respect to the entire area of the Corps performance. As I traveled around the country and as I reviewed correspondence resulting from the questionnaire I was frequently asked "why doesn't the Corps tell its story?" This plea came from friends and foes, Congressmen and private citizens. As one senior Senator said, "I think more needs to be done to . . . fully explain what the Corps is all about . . . what the specific procedures on a project are, what various options are available."¹⁴ Other Congressmen suggested brochures explaining the decision process. One man noted that the Corps seems to think everyone knows and understands the Corps--but they don't. The Corps at the grass roots level must speak to the hostile as well as the friendly. Speaking engagements at colleges must address social scientists as well as engineers.

**This public information program must recognize that its purpose is to involve the public in the Corps efforts. Education on the problems is as much of a part of the needed information as is discussion of possible solutions. Corps personnel must be sensitive to the capabilities of the public to understand Corps reports. Editors and writers might be useful additions to district staffs.

**In the public involvement area, study should be made of the role of the media. The media does not look on itself as an advocate for the government. While press releases get some attention, if the message must get out, then the Corps must be prepared to buy ads or TV time--as a few districts have done.

The Corps must insure that the efforts to broaden the professional base of Corps personnel--military and civilian--through introduction of new--primarily--social sciences continues and that these new voices are heard. It will be difficult if not impossible effectively to balance social, ecological and economic factors without this interdisciplinary support. This broadening must involve the officer corps as well as the civilian force.

The Corps must be overly sensitive to the prerogatives, imagined or otherwise, of state and local governments. As Professor Smith noted, "a growing segment of the public is becoming disenchanted with direct Federal implementation of public involvement programs. We have long needed procedures to strengthen 'federal system' inputs, i.e., more emphasis needs to be placed on requiring official state and local policy positions." The Corps must not become part of this 'disenchantment.'

The Corps must, in its relations with Congress or any group, be like Caesar's wife. Public perceptions are developed based on appearances and in the future of this country, reeling from Watergate, these perceptions will count.

"Essayons"--we will try; the motto of the US Army Corps of Engineers.

CHAPTER VIII

FOOTNOTES

1. See Caldwell, Environment (p. 23); Haveman and Krutilla, Unemployment, Idle Capacity and the Evaluation of Public Expenditures (p. 87 ff); Davies, The Politics of Pollution (p. 112); Linton, Terracide (p. 344); and Sax, Defending the Environment (pp. 31 ff).
2. See footnotes 12 and 13, Chapter II.
3. US Water Resources Council, First Annual Report to the Congress of the United States on Level B Planning (Washington: Water Resources Council), 1973, pp. 8-10.
4. Interview with Professor Reshkin, Syracuse, 7 May 1974.
5. Interview with Governor Carter, Syracuse, 7 May 1974.
6. Comment accompanying questionnaire.
7. Hearings into Red Tape, pp. 313ff.
8. James J. Buckley, Letter to the Editor, The Washington Post, 31 December 1973.
9. Mike Gravel, Letter to the Editor, The Washington Post, 31 December 1973.
10. Jim Wright (Congressman), The Coming Water Famine (New York: Coward-McCann), 1966, pp. 232-233.
11. Carter interview.
12. Maas statement.
13. The "wiggleroom"--term--originated with Col Fiala.
14. Comments accompanying questionnaires.

BIBLIOGRAPHY

BOOKS

- Anderson, Walt (ed.), Politics and Environment, Pacific Palisades
Goodyear Publishing Co., 1970.
- Baldwin, Malcom and James R. Page Jr. (eds.), Law and the Environment,
New York: Walkes and Co., 1970.
- Caldwell, Lynton Keith. Environment, Garden City: Natural History
Press, 1970.
- Campbell, Rex R. and Jerry L. Wades (eds.), Society and Environment;
The Coming Collision. Boston: Allyn Bacon, 1972.
- Campbell, Thomas H. and Robert O. Sylvester (eds.), Water Resources
Management and Public Policy. Seattle: University of
Washington Press, 1968.
- Citizen's Committee for the Hoover (report). Digests and Analyses of
the Nineteen Hoover Commission. Washington, DC: Citizens
Committee, 1956.
- Crumm, Irvin. Our Army Engineers. New York: Dodd Mead and Co., 1954.
- Dasmann, Raymond F. A Different Kind of Country. New York: The
MacMillan Co., 1968.
- Davies, J. Clarence III. The Politics of Pollution. New York:
Pegasus, 1970.
- DeBell, Garrett (ed.). The Environmental Handbook. New York:
Ballantine Books, 1970.
- Detwyler, Thomas R. (ed.). Man's Impact on Environment. New York:
McGraw Hill, 1971.
- Dworsky, Leonard B. Water and Air Pollution. New York: Chelsea House,
1971.
- Drury, Alan. Advise and Consent. Garden City: Doubleday, 1959.
- Halberstam. The Best and the Brightest. New York: Random House, 1969.
- Haveman, Robert H. The Economics of Public Sector. New York:
Wileys' Sons, 1970.
- Haveman, Robert H. and Julius Margolis (eds.). Public Expenditure and
Policy Analysis. Chicago: Markham, 1970.

- Haveman, Robert H. and John V. Krutilla. Unemployment, Idle Capacity, And the Evaluation of Public Expenditures. Baltimore: Johns Hopkins Press, 1968.
- Helfrich, Harold W. Jr. (ed.). The Environmental Crisis, New Haven: Yale University Press, 1970.
- Heuvelmans, Martin. The River Killers. Harrisburg: Stockpole, 1973.
- Itschner, Emerson C. The Army Engineers' Contribution to American Defense and Advancement. New York: Newcomen Society, 1959.
- Kerr, Robert S. Land, Wood, & Water. New York: Fleet Publishing Co., 1960.
- Kneese, Allen V. and Blain T. Bower. Managing Water Quality: Economics, Technology, Institutes. Baltimore: Johns Hopkins Press, 1968.
- Krutilla, John V. and Otto Echstein. Multiple Purpose River Development. Baltimore: Johns Hopkins Press, 1958.
- Lineberry, William P. (ed.). Priorities for Survival. New York: H. W. Wilson, 1973.
- Linton, Ben M. Terracide. Boston: Little Brown, 1970.
- Maass, Arthur; Maynard Hufschmidt; R. Dorfman; H. Thomas; S. A. Marglin; and G. M. Fair. Design of Water Resource Systems. Cambridge: Harvard University, 1962.
- (This book pioneered multiple-objective planning concepts.)
- Maass, Arthur. Muddy Waters. Cambridge: Harvard University Press, 1951.
- (With Ickes foreword, Muddy Waters is one of the best known criticisms of the Corps.)
- Marine, Gene. America the Raped. New York: Simon and Schuster, 1969.
- McHarg, Ian L. Design With Nature. Garden City: Doubleday, 1969.
- Mines, Samuel. The Last Days of Mankind: Ecological Survival or Extinction. New York: Simon and Schuster, 1971.
- Mitchell, John G. and Constance L. Stallings (eds.). Ecotactics. New York: Dodd Books, 1970.
- Moreell, Ben. Water Resources--Policies and Politics, Chicago, University of Chicago Press, 1954.
- (Expands Morells Hoover Commission views on role of Corps of Engineers.)

- Morgan, Arthur E. Dams and Other Disaster, A Century of the Army Corps of Engineers in Civil Works. Boston: Porter Sargent, 1971.
- Moses, Robert. Public Works: A Dangerous Trade. New York: McGraw Hill, 1970.
- (Expands Moses' Hoover Commission views on role of Corps of Engineers.)
- Moss, Frank E. (Senator). The Water Crisis. New York: Fredrich A. Praeger, 1967.
- Ridgeway, James. Politics of Ecology. New York: E. P. Duttons Co., Inc., 1970.
- Rockefeller, Nelson A. Our Environment Can Be Saved. Garden City: Doubleday and Co., 1970.
- Saltonstall, Richard Jr. Your Environment and What You Can Do About It. New York: Walker and Co., 1970.
- Sax, Joseph L. Defending the Environment. New York: Alfred A. Knopf, 1971.
- Thompson, Dennis L. (ed.). Politics, Policy and Natural Resources. New York: Free Press, 1972.
- Thompson, Paul W. (Ltc.). What the Citizen Should Know About the Army Engineer. New York: N. W. Nolton and Co., 1972.
- Udall, Stewart L. The Quiet Crisis. New York: Holt, Rinehard, and Winston, 1963.
- Wandesforde-Smith, Geoffrey and Richard A. Cooley. Congress and the Environment. Seattle: University of Washington Press, 1970.
- Wilson, Raymond H. Toward A Philosophy of Planning. Stanford: Stanford University, 1971.
- (Provides an insight into views held by Corps planners.)
- Wolff, Robert D. Involving the Public and the Hierarchy in Corps of Engineers Survey Investigation, Stanford: Stanford University, 1971.
- (A detailed analysis of Corps public involvement efforts; relates public views to those of key Corps planners.)
- Wright, Jim (Cong). The Coming Water Famine. New York: Coward-McCann, Inc., 1966.

Zurhorst, Charles. The Conservation Fraud. New York: Cowles Book Co., Inc., 1970.

GOVERNMENT DOCUMENTS

Dunn, Carrol H. Base Development in South Vietnam, 1965-1970, Vietnam Studies, Department of the Army, Washington: GPO, 1972 (DS557 V50545 D8).

US Commission on Organization of the Executive Branch of Government, Concluding Report, Washington: GPO, May 1949.

_____, Department of the Interior. Washington: GPO, March 1949.

_____, Water Resources and Power. Washington: GPO, June 1955.

_____, US Congressional Record, Vol. 111, No. 119.

_____, Vol. 119, No. 80.

_____, Vol. 119, No. 136.

_____, Vol. 120, No. 2.

_____. Vol. 119, No. 111.

US Department of the Army, Army War College, Military Strategy, Carlisle: USAWC, 1974.

_____, Chief of Engineers, Annual Report, 1972. Washington: GPO, 1972.

_____, Civil Works Study Board, A Report to the Secretary of the Army. Washington: Office of the Chief of Engineers, January 1965.

(Also available as a Committee Print from Public Works Committee, US Senate. Provides in-house (Army) review of civil works program activities and brief comments on civil-military relationships.)

US Department of Defense, Annual Defense Department Report, FY 1973, Washington: GPO, February 15, 1972.

US Executive Office of the President, Papers Relating to the President's Departmental Reorganization Program. Washington: GPO, February 1972.

(Nixon Administration plans for a Department of Energy and Natural Resources.)

US Federal Register, May 10, 1973.

(Contains Corps' Section 10 permits regulations.)

_____. September 10, 1973.

(Promulgates standards and principles of Water Resources Council.)

US House of Representatives, Hearings Before the Subcommittee of the Committee on Appropriations, Public Works . . . Appropriations Bill, 1975. Washington, GPO, 1974.

_____, Hearings Before the Subcommittee of the Committee on Appropriations, Investigation of Corps of Engineers, Civil Works Program. Washington: GPO, 1951.

_____, Hearings Before the Subcommittee on Investigations and Oversight of the Committee on Public Works into Red Tape. Washington: GPO, 1971

US Joint Logistics Review Board. Logistic Support in the Vietnam Era, Monograph 6 Construction. Washington, GPO, 1970. (JCRB-LSUE MON 6).

US Public Law, 92 236, 2 January 1974 Regional Rail Reorganization Act of 1973, Section 202 (2)(7).

US Senate, Hearings before the Subcommittee on Disaster Relief of the Committee on Public Works. Washington: GPO, 1973.

US Special Advisory Commission on the Future Development of Academic Facilities for the US Naval Academy. Report, Annapolis, USNA, 1961.

(Discusses intangible nature of benefits derived from integrity and duty concepts of military organization.)

US Task Force on Natural Resources, Task Force Report on Natural Resources, The Commission on Organization of the Executive Branch of the Government. Washington: GPO, January 1949. (Hoover I).

US Task Force on Public Works, Task Force Report on Public Works, The Commission on Organization of the Executive Branch of the Government. Washington: GPO, January 1949 (Hoover I).

US Task Force on Water Resources and Power, Report on Water Resources and Power, The Commission on Organization of the Executive Branch of the Government. Washington: GPO, June 1955 (Hoover II).

US Water Resources Council, First Annual Report to the Congress of the United States on Level B Planning. Washington: Water Resources Council, 1973.

PERIODICALS

Anderson, Totton J., "Pressure Groups and Intergovernmental Relations," Annals, Vol. 359, May 1965, pp. 116-126.

"Army Engineers Host to Critic." The New York Times, November 23, 1969, p. 80.

(McHarg lectures Corps on multiple-objective planning.)

Buckley, James J., "Letter to the Editor," The Washington Post, 31 December 1973.

(Buckley gives his view of "Pork Barrel.")

Carter, Luther J., "Dams and Wild Rivers, Looking Beyond the Pork Barrel," Science, October 13, 1967, pp. 233-235.

Clayton, C. E., "Wildlife Be Damned," Hunting, December 1973, pp. 20-22.

Dillin, John, "Governor Rips Georgia Dam Project," Christian Science Monitor, October 15, 1973, pp. 1-2.

"Ditched Again," Nation, November 1, 1965, p. 290.

Drew, Elizabeth. "Dam Outrage," Atlantic, April 1970, pp. 51-62.

(A detailed attack on Corps programs. While critical of current efforts, considers new missions for Corps.)

Duncker, Peter F., "The Sickness of Government," The Public Interest, No. 14, Winter 1969, pp. 3-23.

Editorial, "The Anomalous Army Engineers," The Washington Post, February 22, 1970, p. D-6.

Eisenberg, Wilbert S., "Environmental Aspects of Jacksonville Harbor Project," Journal of the Waterways, Harbors, and Coastal Engineering Division (ASCE), May 1970, pp. 265-277.

"EIS Impact on Dam Project," Civil Engineering--ASCE, February 1974, p. 83.

(Philadelphia District Environmental Chief discusses role of EIS.)

Gravel, Mike, "Letter to the Editor," The Washington Post, 31 December 1973.

(Gravel provides his view of Pork Barrel.)

Javeman, Robert and Paula Stephan. "The Domestic Program Congress Won't Cut," The Reporter, February 22, 1968, pp. 36-37.

Houck, Oliver A. "The Best Present of All," Ranger Rick's Nature Magazine, April 1974, pp. 24-29.

(Ranger Rick introduce General Waters who dams up rivers and drowns beautiful valleys.)

Josephy, Alvin A., "Cornplanter, Can You Swim?" American Heritage, Vol. XX, No. 1, December 1968, pp. 4ff.

Lear, John, "Environment Repair: The US Army Engineer's New Assignment," Saturday Review, May 1, 1971, pp. 47-53.

Maass, Arthur. "Congress and Water Resources," American Political Science Review, Vol. 44, No. 3, September 1950 (pp. 576-593) (A parallel to Muddy Waters.)

Maass, Arthur, "Public Investment Planning in the United States: Analysis and Critique," Public Policy, Winter 1970, pp. 211-249.

(Footnote 7 to this article is Maass' first major acknowledgement of changes in Corps of Engineers attitudes.)

Miller, James, "Rape on the Oklawaha," Readers Digest, January 1970, pp. 54-60.

Miller, Leslie A., "The Battle That Squanders Billions," Saturday Evening Post, May 14, 1949.

Morgan, Arthur E., "Damning the Army Corps," Environmental Quality, July 1972, pp. 34ff.

"Planner McHarg on Cities, Cars, and Chicken Dung," People, April 1, 1974, pp. 480-51.

Reuss, Henry S., "Needed: An About-Face for the Corps of Engineers," Readers Digest, November 1971, pp. 129-132.

Sargent, Howard L. (Col, USA), "Fishbowl Planning Immerses Pacific Northwest Citizens in Corps Projects," Civil Engineering-ASCE, September 1972, pp. 54-57.

Sherrill, Robert G., "The Pork-Barrel Soldiers," Nation, February 14, 1966, pp. 180-183.

Starnes, Richard. "Gotcha!" Field and Stream, January 1974, pp. 12-14.

(Discusses GAO report on Spewrell Bluff, GA, Dam.)

"The Taxpayers' Own Diggers and Builders," Fortune, April 1964, pp. 122-131.

"Town Fathers of Springfield Find Federal Flood Category Surprising," Rutland vt Herald, March 11, 1974.

(A town wants its flood plain designation removed.)

Werner, Robert and John Wall, "The Army Corps of Engineers and NEPA," Military Engineer, March-April 1974, pp. 111-113.

Wilson, George C. "Hickel Asks Shift of Army Engineers," Washington Post, February 20, 1970, p. A-2.

UNPUBLISHED DOCUMENTS

Abrams, Creighton (Gen, USA), Remarks at swearing of LTG William C. Gribble as Chief of Engineers, Washington.

Biles, Shelton B. (Col, USA), "A Future Role for the Army in Water Pollution Control," USAWC Student Thesis, 11 March 1970.
(Outlines potential role for Corps in water quality control).

Clarke, F. J. (LTG, USA), "A State of the Corps Report," Speech delivered at Fort Belvoir, VA, 4 May 1973.

Eisenhower, D. D. (Gen of the Army), Statement before the Committee on Armed Services, US Senate, 16 July 1947.

Fleishman-Hillard Opinion Research Inc., "Attitudes of Residents and Leaders of the St. Louis Metro Area Toward Management of Water Resources." Report to the St. Louis Engineer District, October 1973.

Galloway, Gerald E. (Major), "A Historical Study of United States Army Engineer Operations in the Republic of Vietnam, January 1965-November 1967." Unpublished Masters Thesis, USACGSC, 1968.

HOK Associates, "Report of Task Force on Civil Works Planning" (The Mathe Report), Office of the Chief of Engineers, Washington, May 25, 1971.

(A detailed look at Corps planning processes and attendant administrative problems. Arthur Maass served as consultant for group.)

- Hufschmidt, Maynard M., John V. Krutilla, and Julius Margolis,
"Standards and Criteria for Formulating and Evaluating Federal
Water Resources Development," A Report to the Bureau of the
Budget, Washington, June 30, 1961.
- Johnson, Harold K. (Gen, USA). Statement before the Senate Subcommittee
on Executive Reorganization, Committee on Government Operations,
19 October 1967.
- (Supports National defense needs for Corps civil works program.)
- Keegan, Carol. "The Corps, Criticism, Controversy, Communication,"
Report to the Public Affairs Officer, Office Chief of Engineers,
Washington, August 28, 1970.
- (Report by a summer intern on the Corps' problems with the media.)
- Leach, Richard H., Remarks to Natural Resources Management Track,
American Society for Public Administration Convention, Syracuse,
6 May 1974.
- Leary, Arthur J. "The Role of the US Army in Nationbuilding," USAMC
Student Thesis, 6 March 1970.
- LeCuyer, Jack A. (Captain), "The US Army Corps of Engineers, Congress
and Federal Water Policy Assessment." Unpublished term paper,
Harvard University, May 10, 1973.
- Maass, Arthur A., Statement before the Senate Government Operations
Committee, Washington, February 27, 1974.
- Mazmanian, Daniel A. and Jeanne Nienaber, "Bureacracy and the Public,
A Case of Citizen Participation in the Corps of Engineers,"
paper presented at the Midwest Political Science Association
Annual Meeting, Chicago, April 25-27, 1974.
- Morris, John N. (MG, USA), "Briefing for the Secretary of Agriculture,"
Office, Chief of Engineers, 1972.
- Morris, John W. (MG, USA), "Moral Energy," Remarks to Lower Mississippi
Valley Flood Control Association, New Orleans, Louisiana,
December 7, 1973.
- Moore, Robert L. (Col, USA), "Waterways and the EIS," Remarks to
Seminar on Environmental Impact Statements, Columbus, Ohio,
12-13 November 1973.
- Resor, Stanley R. Statement before Senate Subcommittee on Executive
Reorganization, Committee on Government Operations,
October 19, 1967.
- (Secretary of the Army provides a strong defense of Corps
military-civil ties.)

Schweiker, Richard C., Statement before the Subcommittee on Disaster Relief, Senate Public Works Committee, Washington, September 12, 1974.

(Proposes Corps assume federal disaster relief coordination role.)

Sones, Vernon B., "The Kinsua Dam Controversy," Masters Thesis, University of Pittsburg, 1966.

(Provides another view of the Kinsua Dam project--see Josephy article.)

Tabita, Angelo, "Implication of Public Involvement in Water Resources Planning," remarks to ASCE National Water Resources Engineering Meeting, January 24-28, 1972.

US Department of the Army, Combat Developments Command, "Guide to Military Questionnaire Writing," Fort Belvoir, September 1972.

_____, Office, Chief of Engineers, "Command Briefing," Washington, June 1973.

_____, "Corps of Engineers Functions and the National Interest," A study of the effect of reorganization proposals on the national defense and on development of water resources. Washington, April 1953 (Two volumes).

(A primer on the Corps of Engineers position on the relationship between national security and the Corps Civil Works mission. Provides, in Volume II, a considerable number of testimonials in support of Corps Civil Works efforts and their tie to military duties.)

_____, Memorandum to the Secretary of the Army on the Hoover Commission Proposal to Transfer Civil Works From the Corps of Engineers, Washington, 10 January 1950.

(Provides data on civil works relationships to national security and letters from several sources in support of this relationship.)

_____, "OCE CW Study Board," A collection of papers gathered by the Civil Works Study Board, 1965-1966 on file in Engineer Library, Office, Chief of Engineers, Washington, DC.

(Papers relate to military-civil works relationships.)

_____, "US Army Corps of Engineers, The Contribution of Its Civil Works to National Preparedness," a paper, July 1964.

(Provides an excellent bibliography covering Corps activities in the 1941-1964 period.)

_____, "Utilization of the Corps of Engineers Overseas," Information Paper (DAENZCC), 15 April 1974.

US Department of the Army, Corps of Engineers Ballistic Missile Construction Organization, "Introduction to the CEBMCO Historical Report," December 1962.

_____, General Staff, "General Staff Study of Proposed Transfer of Engineer-Civil Functions to Interior Department" with cover letter from Chief of Staff, US Army, Washington, 1950.

(Army Staff, in response to first Hoover Commission, strongly supported retention of Civil Works mission by Corps of Engineers.)

_____, New Orleans Engineer District, Press Release, (Environmental Inventory of Southern Louisiana), December 20, 1973.

Wall, John, "The Civil Works of the United States Army Corps of Engineers, Program Modernization," PhD Dissertation, Cornell University, 1973. (Two Volumes).

LETTERS/MEMORANDA

(Only letters cited in paper or of special importance are shown. Letters were received from all Divisions and Districts in the United States except two.)

Califano, Joseph A. (Special Assistant to Secretary of the Army), Memorandum to Willis Hawkins (Assistant Secretary of the Army (R&D). Undated (1964).

(Provides Califano's view of close ties between Corps military and civil missions.)

Douglas, William O. (Justice), letter to the author, 10 June 1974.

(Indicates designation of Corps as Public Enemy Number One was jocular. Expresses high respect for Corps.)

Gray, Gordon (Secretary of the Army). Letter to Frank Pace, Director of the Budget, 7 February 1950.

LeTellier, C. N. (BG, USA). Letter to the author, 22 March 1974.

McHarg, Ian L. Letter to the author, February 13, 1974.

Moss, Frank (Senator). Letter to LTG William Cassidy, Chief of Engineers, November 19, 1965.

Resor, Stanley R. (Secretary of the Army). Letter to Senator John McClellan, 18 October 1967.

(Provides Secretary of the Army position for retention of Corps' Civil Works mission, responds to Moss proposals for reorganization.)

Sheard, Joe (Col, USA), Fort Worth District Engineer to the author, 5 April 1974.

CORPS OF ENGINEERS REGULATIONS AND PAMPHLETS

Regulations

10-1-1, "Mission and Command Organization of the Chief of Engineers, 9 March 1973.

1105-2-105, "Guidelines for Assessment of Economic, Social, and Environmental Effects on Civil Works Projects, 15 December 1972.

1105-2-507, "Preparation and Coordination of Environmental Impact Statements," 20 August 1973.

1120-2-55 "Public Meetings in Planning." 1 September 1970.

1165-2-500, "Environmental Guidelines," 30 November 1970.

Pamphlets

360-1-1, "The Corps Mission and Basic Environmental Goals," March 1973.

360-1-5, "The Corps and the Natural Environment," September 1973.

1105-2-500, "Environmental Program," June 1973.

1165-2-1, "Digest of Water Resources, Policies, and Activities," 1972.

INTERVIEWS

(Only those interviews cited in the paper and/or cleared for open discussion are listed.)

Callaway, Howard H. (Secretary of the Army). Washington, 30 May 1974.

Carter, Jimmy (Governor of Georgia). Syracuse, 7 May 1974.

Fairchild, Warren (Director, Water Resources Council). Washington, 30 May 1974.

Fiala, Charles (Colonel, Louisville District Engineer), Telephone, May 1974.

Gribble, William C. (LTG, Chief of Engineers). Washington, 13 May 1974.

Groves, Richard H. (MG, Division Engineer, North Atlantic Division). New York, 10 April 1974.

Kelly, J. L. (BG, Deputy Director of Civil Works), Washington, 13 May 1974.

McHarg, Ian L., Philadelphia, 4 April 1974.

Moore, Raymond, Carlisle Barracks, 28 March 1974.

Moore, Robert L. (COL, Buffalo District Engineer), Buffalo, 3 December 1973.

Moreell, Ben (Admiral, USN-Ret), Pittsburg, 9 April 1974.

Morris, John W. (MG, Director of Civil Works), Washington, 13 May 1974.

Moses, Robert, New York, 10 April 1974.

Palmer, Bruce (General), Carlisle Barracks, 6 February 1974.

Rees, Marvin (COL, Vicksburg District Engineer), Vicksburg, 8 April 1974.

Rishkin, Max, Syracuse, 7 May 1974.

Sax, Joseph, Carlisle, 16 February 1974.

SELECTED PROJECT AND RELATED DOCUMENTS--DISTRICT LEVEL (Representative Documents)

US Department of the Army, US Army Engineer District . . .

Alaska, "Chena River Lakes Project, Recreation Report," 20 December 1973.

_____, "Final Environmental Statement, Tesoro Petroleum Products Transfer Facility and Access Channel," November 1972.

_____, "Public Hearing Transcript, Tanana River Basin," 20 October 1967.

Albuquerque, "Announcement of Public Meetings, Garden City, Kansas, Lamar, Colorado," 3 December 1973.

- _____, "Mailing List for Announcement, Public Meetings," Garden City Lamar, November 1973.
- _____, "Water Resources Investigations, Arkansas River and Tributaries, John Martin to Great Bend," undated.
- _____, "Letter, SWAED-E. Citizen Participation," 11 August 1971.
- _____, Arkansas River Water Basin News, January 1974.
- _____, Rio Grande and Pecos Water Basin News, January 1974.
- _____, "Feasibility Report, Pecos River Basin, March 1974.
- _____, "Design Memorandum, No. 10, El Paso Local Protection," June 1973.
- Buffalo, "Wastewater Management Study for Cleveland-Akron Metropolitan and Three Rivers Watershed Area--Public Involvement," August 1973.
- _____, "Final Environmental Statement--Diked Disposal Area, Buffalo River," 16 February 1973.
- _____, "Review Report on Cooperative Beach Erosion Control Project, Fresque Isle," November 1973.
- _____, "Summary Report, Ellicot Creek Basin, New York," August 1973.
- Charleston, "Transcript of Public Meeting on Turkey Creek," 19 July 1973.
- _____, "Letter, SANGP-F, Public Meeting, Mocks Corner SC," 22 February 1974.
- _____, "Mailing List for Public Meeting, Cooper River Rediversion," April 1974.
- _____, "Public Meeting Attendance Record," 6 January 1972.
- Chicago, "Public Meeting Notice, Duplicate Locks, Illinois Waterway," 21 January 1973.
- _____, "Announcement of Public Meeting, Illinois Waterway," 4 April 1972 (with mailing list).
- _____, "Illinois Waterway--Duplicate Locks, Study, Plan Formulation, Advisory Committee Meetings," 1972.
- _____, "General Design Memorandum, Duplicate Locks," 5 January 1973.

- _____, "Wastewater Management Study, Chicago South End Lake Michigan, Summary Report with Appendices," April 1974.
- Fort Worth, "Public Meeting Announcement, Aubrey Lake," 25 September 1972.
- _____, "Public Meeting Announcements, Laredo Texas Flood Protection," 2 February 1973.
- _____, "Wastewater Management Plan, Colorado River and Tributaries, Texas--Volume II, Basin Plan," September 1973.
- Galveston, "Announcement of Public Meeting, White Oak Bayou," 20 March 1974 (with alternative documents).
- _____, "Announcement of Public Meeting, Burnett, Crystal and Scott Bays Area Flood Problems," 21 March 1974.
- _____, "Announcement of Public Meetings, Neches River, Beaumont," 24 February 1972 (with alternative documents).
- _____, "Announcement of Initial Preconstruction Planning, Corpus Christi Beach, Texas," 25 February 1974.
- Huntington, "Statement of Proposed Actions, Elk River Basin," 8 March 1974.
- _____, "Public Meeting Announcement--Upper Guyandotte River Basin," June 1973.
- _____, "Excerpt--Public Participation, Cabin Creek Feasibility Report," 1972.
- _____, "Household Survey, Cabin Creek Strip Mine Demonstration Redamation Project," November 1972.
- _____, "Summary of Data on Alternatives--Elk River Basin," 5 December 1973.
- Jacksonville, "Notice of Public Meeting, Tampa Harbor," 15 March 1974.
- _____, "Letter, SAJWE, Ad Hoc Committee," 28 March 1972.
- _____, "Draft, Environmental Impact Statement, Tampa Harbor," February 1974.
- _____, "Final Environmental Impact Statement, Blount Island Development Permit, January 1973."
- _____, "Survey Review Report, St. Lucie Inlet," 21 March 1973.

Kansas City, "Announcement of a Public Meeting--Indian Lake, Tomahawk Lake, Kansas," August 1973.

_____, "Public Participation Program, Unit L-15 Missouri River Levee System," October 1972.

_____, "An Urban Study, Kansas City Metropolitan Region, Public Involvement," March 1974.

_____, "Excerpt, Design Memorandum, Blue River Missouri," April 1974.

Little Rock, "Planning Meeting, Welborn Branch, Arkansas," November 1972.

_____, "Planning Meeting, Polk Bayou, Arkansas," December 1973.

_____, "Planning Meeting, Dark Hollow, Arkansas," November 1973
(with mailing list and alternative documents).

_____, "Planning Meeting, Bell Foley Lake, Arkansas," January 1972.

Los Angeles, "Information Brochure, Alternative Proposals for Flood Control and Allied Purposes, Calleguas and Conejo Creeks, Ventura County," undated.

_____, "Final Environmental Statement, Cucamonga Creek," August 1973.

_____, "Final Environmental Statements, Indian Bend, Wash, Arizona," October 1973.

_____, "Report on Cucamonga Creek by Citizens Advisory Committee," 12 June 1972.

_____, "Information Brochure, Santa Ana River Basin," May 1973.

Louisville, "Public Information Brochure, Beargrass Creek Basin, Kentucky," January 1974.

_____, "Announcement of Public Meeting, Beargrass Creek Basin," January 1974.

_____, "Lexington Kentucky Area Studies, Public Brochure #1," March 1974.

_____, "Draft, Environmental Impact Statement, Coordination, Comment, and Response," Beargrass Creek," 1974.

Memphis, "Nonconnah Creek, Water Resources Study (Questionnaire)," undated.

_____, "Transcript of Second Public Meeting, Nonconnah Creek Improvements," 29 June 1972.

- _____, "Transcript of Third Public Meeting, Nonconnah Creek Improvements," 7 May 1973.
- _____, "List of Speakers, 1973, Nonconnah, Creek Study," 1973.
- Mobile, "Urban Studies Program, Northwest Florida," January 1973.
- _____, "Public Meetings on Pensacola and Tallahassee Urban Areas," October-November 1973.
- _____, "Survey Report, Apalachicola River Below Jim Woodruff Lock and Dam," 1973.
- _____, "Transcript, Public Meeting, Thomaston Georgia, Spewrell Bluff Lake," 28 September 1972.
- New Orleans, "Announcement of Public Meeting--Ports of Baton Rouge and New Orleans," 30 July 1973.
- _____, "Plan of Study, New Orleans--Baton Rouge Metropolitan Area, Water Resources," January 1974.
- _____, "Draft Report--Grand Isle and Vicinity--Coordination and Local Cooperation," 1972.
- _____, "Information Brochure--Tentative Findings Ports of Baton Rouge and New Orleans," December 1973.
- Norfolk, "First Citizen Participation Meeting--Richmond, Virginia Flood Protection," June 1973.
- _____, "List of Attendees, Second Participation Meeting, Richmond Flood Protection," August 1973.
- _____, "Notice of Public Meeting, Flood Studies, Richmond," August 1973.
- _____, "Preliminary Studies, James River Basin," August 1973.
- Philadelphia, "Information Bulletin, Hay Creek," 4 January 1973.
- _____, "Announcement of Public Meeting, Hay Creek, 18 December 1972.
- _____, "Interim Report, Atlantic Coast Deep Water Port Facilities Study," June 1973.
- _____, "Announcement of Public Meeting, Pomona New Jersey," March 1974 (with alternative documents).
- _____, "Tocks Island Dam," undated (1973).

Omaha, "News Release, Omaha Council Bluffs Urban Study," July 23, 1973.

_____, "Plan of Study, Metropolitan Omaha, Council Bluffs,"
October 1972.

_____, "This Land is Your Land--Brochure," undated (1973).

_____, "Plan of Improvement, Upper Cheyenne River Basin," June 1973.

Pittsburg, "Public Meeting Notice, Union City Dam," May 1973.

_____, "Proposal for Public Participation Plan, University of
Pittsburg--Metro Wheeling Study," March 1974.

_____, "Alternative Document--Bolivar New York Flood Protection,"
1974.

_____, "Public Meeting Notice, Muddy Creek Reservoir (with
alternatives)," April 1974.

Portland, "Notice of Public Meeting, Luckiamute River, Oregon,"
January 1974.

_____, "Columbia River and Tributaries, Public Workshop Plan,"
November 1972.

_____, "Mailing List, UMQUA River Basin," March 1972.

_____, "Letter, Tillamook County Board of Commissioners--Do you
have a stake in the future of Tillamook," June 1973.

Rock Island, "Public Brochure, Flood Damage Reduction, Monticello,
Iowa," July 1973.

_____, "Four Mile Creek Neighborhood Meeting," 1 November 1973.

_____, "Phase I Report, Chelsa Iowa Flood Control," August 1973.

_____, "Alternative Solutions, Mississippi River Levee, Muscatine
Island Iowa," October 1972.

Sacramento, "Public Brochure, Planning Study, Redbank Funcher and
Big Dry Creeks, California," November 1973.

_____, "Public Meeting Announcement, Redbank and Fancher Creeks,"
November 1973.

_____, "Transcript of Public Meeting, Northern California Streams,
Redding California," 9 August 1973.

_____, "Public Advisory Committee Charter," Redbank and Fancher
Creeks Study, July 1972.

St. Louis, "Metro Study, An Overview," December 1973.

_____, "Design Memorandum No. 1, Blue Waters Ditch Improvements,"
November 1973.

_____, "Maline Creek Interim Study, Survey Report, January 1974."

_____, "Maline Creek Interim Study, Environmental Statement,
January 1974.

San Francisco, "Summary of Public Workshops, West Coast Deepwater
Port Facilities Study," 17 April 1973.

_____, "Public Notice 73-106, Mountain View Permit," June 1973.

_____, "Public Information Pamphlet, Wildcat and San Pablo Creeks,"
December 1971.

_____, "Wildcat, San Pablo Creeks, Feasibility Report," August 1973.

Savannah, "Metropolitan Atlanta (Water Resources), Plan of Study,"
July 1973.

_____, "An Evaluation of the Public Involvement Program,
Metropolitan Atlanta Study," 1974.

_____, "Minutes of Second Public Meeting, Savannah Harbor Extension,"
12 December 1973.

_____, "Public Meeting Announcement--Dunn Branch, Woodbine Georgia,"
8 March 1973.

Seattle, "Draft Environmental Impact Statement Grays Harbor," current.

_____, "Final Environmental Impact Statement, Willapu River,"
May 1972.

_____, "Letter to News Editor, NPSA, 7 February 1974 (with brochure).

_____, "Brochure, Libby Damand Lake Koocanusa," February 1973.

Tulsa, "Planning Workbook, Mid Arkansas River Basin Project," July 1973.

_____, Navigation Extension Project Newsletter, 8 March 1974.

_____, "News Release, Mid Arkansas Basin Study Sessions,"
19 March 1973.

_____, "Public Information Packet, Arkansas River Tributaries Studies," 1973-74.

Vicksburg, "Public Meeting Notice--Ascalmore Creek Tippo Bayou," December 1972.

_____, "Pine Bluff Metropolitan Area, Urban Study, Public Involvement Program," 1974.

_____, PB Newsletter, March 1974.

_____, "Mailing List, Public Meeting, Greenwood Mississippi," December 1972.

Wilmington, "Remarks by COL A. C. Costanzo to Fayetteville Chamber of Commerce," 27 February 1974.

_____, "Summary of Third Meeting, Crabtree Citizens Assistance Committee," May 1973.

_____, "Announcement, Public Meeting, Randleman Dam and Howard Mills Lake," February 1974.

_____, "Open Letter, Land Aquisition, Falls Lake Project," May 1972.

US Army Engineer Division, New England, "Flood Plain Information, Springfield Vt," March 1969.

_____, "Charles River Massachusetts, Main Report," April 1972.

APPENDIX A

THE SURVEY QUESTIONNAIRE

This appendix provides general information on the questionnaire used as part of this study. The basic purpose of the questionnaire was to determine the general nature of the perceptions of the civil works mission of the Corps by opinion leaders throughout the nation from national, regional and professional standpoints.

QUESTIONNAIRE DESIGN

The questionnaire was written by the author with the technical assistance of Dr. Donald D. Penner, PhD, Capt Darryl Steiner of the US Army War College and Dr. Harold Gilmore of Pennsylvania State University. The questionnaire format was designed to elicit, from the respondents, a subjective appraisal of a variety of Corps activities. Questions were posed to permit selection of responses along a continuum of from bad to good with five points providing the spectrum. Questions were also formatted to simplify data extraction for use on punch cards and comment synthesis sheets.

Draft versions of the questionnaire were pre-tested by 10 members of the staff and faculty at the Army War College and six members of the Office, Chief of Engineers in Washington. Three iterations of the pretest were necessary; however, not all member of the test group participated in all three reviews.

The completed questionnaire is at Inclosure 1. The portions of the questionnaire blanked-out do not pertain to this study effort.

QUESTIONNAIRE TARGETS

Questionnaires were sent to members of six professional interest groups geographically distributed across the nation (in the case of conservation groups a large number of the groups are located in the Washington area). The target groups were selected as follows:

--Federal Officials

*17 Senators and 37 Representatives selected at random, one per state, except that 8 members of the Public Works and Appropriations Committees were selected at random and then forced on the geographic selection (Total 54; 28 Democrats, 26 Republicans).

*Nine chairmen or key members of the Congressional Staffs selected at random from among water resource related committees.

*Four former Secretaries of the Army.

*10 Chairmen, Federal Regional Councils.

*10 Miscellaneous Federal Officials--Sub Cabinet level.

--State and Local Officials

*20 Governors; 22 Heads of State Departments of Conservation, Natural Resources, Water Resources or Environment; 17 Mayors; selected at random to provide generally one respondent per State, except for several larger states where two individuals were polled.

--Media

*43 Editors of major daily newspapers, three editors of regional weeklies and three magazine editors (there was some cross-over between media and conservation categories as several conservation groups also publish magazines or papers). Selection of newspapers was generally based on the largest daily in each state.

--Educators

*47 Professors of Political Science, Economics, Water Resources, Government, Engineering, Public Administration and Environmental Affairs. Primarily, selections were based on interest in the fields of Public Administration/Management related to the Corps of Engineers as expressed in books, articles, and in courses. (Curricula at over 75 universities were reviewed to determine course content/interest.)

--50 Conservation leaders, selected on the basis of both national prominence and geographic distribution. Names were obtained from books, magazines, association lists and Corps of Engineer mailing lists.

--58 Civic leaders selected on a geographic basis, essentially one per state. Names of local leaders were obtained from the national headquarters of the Grange, Jaycees, American Institute of Planners, League of Women Voters and from the mailing lists of various Corps of Engineer Districts.

Each questionnaire was forwarded by a cover letter (Inclosure 2). Each letter was addressed to an individual (as opposed to a position) and was accompanied by a three or four line personal note from the author generally noting the reason for the addressee's selection and urging return of the letter.

RESPONSE RATE

Overall 351 questionnaires were dispatched during the week 4-8 February. As of 15 May, 164 completed questionnaires had been returned, a raw response rate of 44%. In three cases, however, state governors

had more than one agency reply to the questionnaire. 14 individuals did not answer the questionnaire but provided some narrative comments in place of the questionnaire. An additional five individuals responded with a 'no comment' type reply. Two individuals contacted the author by telephone for discussions and/or follow-up interviews. Six questionnaires were returned with "incorrect address" or "individual moved" notations. With the exception of the Congress, returns generally followed the distribution pattern. To summarize:

| | |
|------------------------------|-----|
| Questionnaires sent | 351 |
| Returns | 6 |
| Probable Non-Receipt (1.0%) | 4 |
| Total Received by addressees | 341 |
| Questionnaires returned | 164 |
| Other responsive returns | 16 |
| Total responsive returns | 180 |

$$\text{Effective Return Rate} = \frac{\text{Number responsive returns}}{\text{Number received by targets}} = \frac{180}{341} = 53\%$$

A comparison of addressees who returned questionnaires to those who did not, indicates no basic differences in the nature of the addressees.

All respondents were given the opportunity to return the questionnaire with a guarantee of anonymity. 47% chose to disassociate their names from their replies. A list of those respondents who agreed to use of their name is at Inclosure 3.

SURVEY RESULTS

Survey results are at Inclosure 4. Additional detail is found in the study itself.

Respondents were given the opportunity to comment on each question. Additional comments were often provided in cover or separate letter. Extracts of these comments are at Inclosure 5.

February 1974

Current Criticism of the US Army Corps of Engineers

Questionnaire

"The question is not how things are but rather how people perceive things to be."

Instructions: Each question is followed by six possible answers. One answer is "don't know." The other answers may be on a continuum or distinct basis, e.g.,

Continuum - Does it snow in Florida?

1 2 3 4 5 6
☐ ☐ ☐ ☐ ☐ ☐

Almost never

Half the years

Every year

Don't know

Check the block which best indicates the location on the continuum of the best answer

Distinct - Who has the best pro football team?

1 2 3 4 5 6
☐ ☐ ☐ ☐ ☐ ☐

Dallas

MNPL's

Miami

Los Angeles

Washington

Don't know

Check the block(s) that in your opinion, best answers the question. In some cases, more than one block may be checked. Space is normally provided after each question for any comments and comments are encouraged.

Please answer each question as it pertains to your geographic area and based on your own knowledge of experience.

Incl 1

In the mechanism (procedure) by which river and harbor projects are conceived and authorized (see Appendix - last page), provisions are made for public involvement and coordination by the Corps of Engineers with other federal, state, and local government agencies. This involvement/coordination is undertaken to insure that "solution to water resource problems satisfy the needs and preferences of the public to the maximum degree possible."

IN YOUR OPINION

1. Do public hearings and related meetings held at the engineer district level provide sufficient opportunity for the public to adequately express their views on Corps projects.

1 2 3 4 5 6
/ ☐ / ----- / ☐ / ----- / ☐ / ----- / ☐ / ----- / ☐ / / ☐ /

Most of the time

Half the time

Seldom

Don't know

Comments _____

2. Is the information presented by the Corps prior to, at and following the public meetings presented in "language that is understandable to non-technical minds?"

1 2 3 4 5 6
/ ☐ / ----- / ☐ / ----- / ☐ / ----- / ☐ / ----- / ☐ / / ☐ /

Always
Understandable

Half the time
Understandable

Always
too
Technical

Don't know

Comments _____

3. Does the Corps adequately publicize its public meetings?

1 2 3 4 5 6
/ ☐ / ----- / ☐ / ----- / ☐ / ----- / ☐ / ----- / ☐ / / ☐ /

Most of the time

Half the time

Seldom

Don't know

Comments _____

4. Does the Corps permit interested and effected individuals to receive treatment equal to that rendered special interest groups (developers, conservationists, etc)?

1 2 3 4 5 6
☐-----☐-----☐-----☐-----☐ ☐

Most of the time Half the time Seldom Don't know

Comment _____

5. Does the Corps at District Engineer level adequately coordinate with state and local agencies prior to submission of its reports?

1 2 3 4 5 6
☐-----☐-----☐-----☐-----☐ ☐

Most of the time Half the time Seldom Don't know

Comment _____

6. how does corps coordination at the local level compare to that of other federal agencies?

1 2 3 4 5 6
☐-----☐-----☐-----☐-----☐ ☐

Much
Better

Same

Much
Worse

Don't know

Comment _____

* * * * *

Part of the authorization mechanism involves Corps effort and part involves other federal government agencies and the Congress.

IN YOUR OPINION

9. Is the mechanism (procedure) within the Corps of Engineers Organization unduly influenced by special interest groups and lobbies?

1-----2-----3-----4-----5-----6

Uninfluenced

Partially
Influenced

Significantly
Influenced

Don't know

Comment _____

13. Who are the public? (More than one answer may be checked)

| | | | | | |
|--|--|--|--|--|--|
| <u>1</u> / <input type="checkbox"/> / | <u>2</u> / <input type="checkbox"/> / | <u>3</u> / <input type="checkbox"/> / | <u>4</u> / <input type="checkbox"/> / | <u>5</u> / <input type="checkbox"/> / | <u>6</u> / <input type="checkbox"/> / |
| Immediately effected parties | Area Residents | Local elected Representatives | Organized local civic groups | Organized regional national civic groups | None of those listed |

Comment _____

14. Overall, is the Corps' mechanism (procedure) open to the public?

| | | | | | |
|--|--|--|--|--|--|
| <u>1</u> / <input type="checkbox"/> / | <u>2</u> / <input type="checkbox"/> / | <u>3</u> / <input type="checkbox"/> / | <u>4</u> / <input type="checkbox"/> / | <u>5</u> / <input type="checkbox"/> / | <u>6</u> / <input type="checkbox"/> / |
| Completely | | Generally | | Not at all | Don't know |

1 2 3 4 5 6

☐ ☐ ☐ ☐ ☐ ☐

Very Neutral Obstructive Don't know

Helpful

Comment _____

* * * * *

IN YOUR OPINION

1 2 3 4 5 6

☐ ☐ ☐ ☐ ☐ ☐

Adequate Partially Adequate Inadequate Don't know

Comment _____

1 2 3 4 5 6

☐ ☐ ☐ ☐ ☐ ☐

Adequate Partially Adequate Inadequate Don't know

Comment _____

21. In selecting the preferred alternative does the Corps have an obvious bias towards approaches requiring construction?

¹
☐ ----- ☐ ----- ☐ ----- ☐ ----- ☐ ⁶
☐

Almost no bias Occasionally bias Always bias Don't know

Comment _____

* * * * * * *

As a result of the National Environment Policy Act (NEPA), Corps reports must be accompanied by appropriate Environmental Impact Statements (EIS) and Corps construction must be carried out with minimum feasible environmental disruption.

IN YOUR OPINION

22. Do these Environmental Impact Statements generally reflect a true picture of the environmental impacts?

¹
☐ ----- ☐ ----- ☐ ----- ☐ ----- ☐ ⁶
☐

Most of the time Half the time Seldom Don't know

Comment _____

* * * * *

Evaluation of most Corps projects is accomplished through use of cost vs benefit and environmental enhancement analyses. Current (post-1972) Corps regulations require that these analyses consider economic, social and environmental costs and benefits of these projects.

IN YOUR OPINION

24. Do Corps reports accurately assess economic costs and benefits?

☐ ¹ ----- ☐ ² ----- ☐ ³ ----- ☐ ⁴ ----- ☐ ⁵ ☐ ⁶

Almost always

Half the time

Seldom

Don't know

25. Do current Corps reports accurately assess social costs and benefits?

☐ ¹ ----- ☐ ² ----- ☐ ³ ----- ☐ ⁴ ----- ☐ ⁵ ☐ ⁶

Almost always

Half the time

Seldom

Don't know

26. Do current Corps reports accurately assess environmental costs and benefits?

☐ ¹ ----- ☐ ² ----- ☐ ³ ----- ☐ ⁴ ----- ☐ ⁵ ☐ ⁶

Almost always

Half the time

Seldom

Don't know

Comment _____

* * * * *

IN YOUR OPINION

* * * * *

The Corps has been occasionally criticized for taking too long to move a project from an initial study phase to construction.

IN YOUR OPINION

29. Is the rivers and harbors project approval mechanism too slow?

1 2 3 4 5 6
/ / / / / /
Too fast Adequate Too slow Don't know

Comment _____

* * * * *

Much has been written about alleged overly close ties between the US Congress and the Corps. These ties allegedly permit the Corps to bypass the executive branch and to deal directly with Congress. In return for Congressional protection, the Corps allegedly pushes projects wanted by the Congress.

IN YOUR OPINION

32. Does the Corps ignore the executive branch (Office of Management and Budget, Interior, Agriculture, Secretary of the Army) in its (the Corps) dealings with the Congress?

☐ 1 ----- ☐ 2 ----- ☐ 3 ----- ☐ 4 ----- ☐ 5 ☐ 6

Almost never Half the time Most of the time Don't know

On what did you base your answer? _____

33. Does the Corps push uneconomical projects to "please" the Congress?

☐ 1 ----- ☐ 2 ----- ☐ 3 ----- ☐ 4 ----- ☐ 5 ☐ 6

Almost never Half the time Most of the time Don't know

How does the Corps insure that "pushed" projects have a favorable cost-benefit ratio? _____

Do you have any general comments? _____

Name _____
 Position _____
 Address _____

(Use of name will be governed by your clearance below)

50. Geographic area of residence or interest:

| | | | | | | | |
|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| <input type="checkbox"/> 1 | <input type="checkbox"/> 2 | <input type="checkbox"/> 3 | <input type="checkbox"/> 4 | <input type="checkbox"/> 5 | <input type="checkbox"/> 6 | <input type="checkbox"/> 7 | <input type="checkbox"/> 8 |
| North-east | Middle Atlantic | South-east | Mid-west | South-west | Far West | Hawaii | National Alaska |

51. Profession:

| | | | | | | |
|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| <input type="checkbox"/> 1 | <input type="checkbox"/> 2 | <input type="checkbox"/> 3 | <input type="checkbox"/> 4 | <input type="checkbox"/> 5 | <input type="checkbox"/> 6 | <input type="checkbox"/> 7 |
| Federal Govt | State Local Govt | Media | Education | Law | Conservation Group | None of the listed |

52. Overall my opinion is based on:

| | | | |
|----------------------------|----------------------------|----------------------------|----------------------------|
| <input type="checkbox"/> 1 | <input type="checkbox"/> 2 | <input type="checkbox"/> 3 | <input type="checkbox"/> 4 |
| Actual experience | Info from media | Info from others | Other Sources |

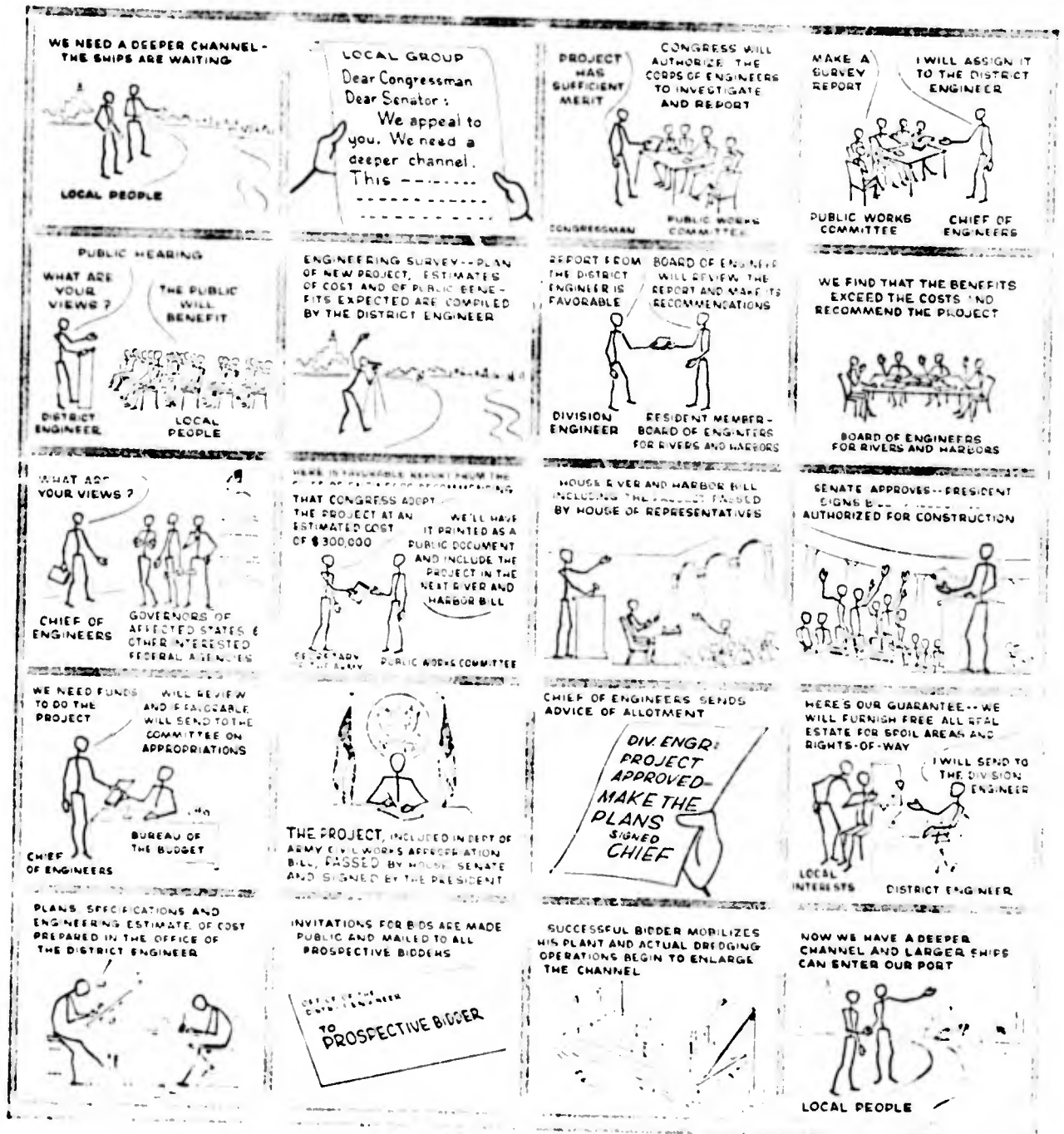
Data from this questionnaire will be incorporated in data gathered from many respondents. There will be obvious anonymity in this grouped data, however, your comments will also provide valuable information and we would like to be able to freely quote you by name.

☐ You have my authority to "quote" me by name concerning the information supplied in this questionnaire.

☐ I desire that my name not be directly tied to my answers.

☐ Please send me a summary of survey results.

The mechanism by which River and Harbor Projects are CONCEIVED, AUTHORIZED and CONSTRUCTED



APPENDIX

Reproduced from best available copy.



DEPARTMENT OF THE ARMY
US ARMY WAR COLLEGE
CARLISLE BARRACKS, PENNSYLVANIA 17013

IN REPLY REFER TO:

AWCSC

1 February 1974

Dear

Over the past several years, some members of the academic community, the media, environmental groups, and the US Congress have been critical of the public (civil) works activities of the US Army Corps of Engineers. They charge the Corps with a lack of responsiveness to the public in its flood control, navigation, and shore protection activities. They cite the Corps for damaging the environment and for improperly assessing the social costs of its efforts. They allege that the Corps is easily swayed by pressure groups.

On the other hand, proponents of the Corps of Engineers point to the Corps' long record of outstanding service to the country. Its list of credits extends from Mississippi River flood protection to construction of space launch facilities at Cape Canaveral. Even its severest critics praise it for its integrity and basic abilities.

As part of the Commandant of the Army War College's Student Military Research Program and in cooperation with the Public Administration Program of Pennsylvania State University, we are conducting an independent evaluation of the current criticisms of the public (civil) works activities of the Corps of Engineers. The results of this evaluation will be submitted to Headquarters, Department of the Army, and to the Chief of Engineers.

A critical element of this evaluation will involve a nationwide survey of educators, editors, conservationists, federal, state and local officials, and similar personnel who may have had frequent contact with the Corps. The attached questionnaire provides the means through which the survey will be accomplished.

We earnestly request your assistance in completing the questionnaire. Although we would prefer to be able to quote you on your answers, your anonymity will be maintained, if you so desire.

184

"Not To Promote War, But To Preserve Peace"

INCL 2

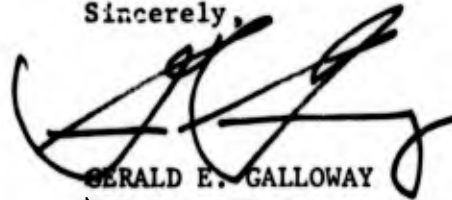
AWCSC

1 February 1974

Thank you in advance for the 30 or so minutes it will take you or your aide to complete this survey. If you so indicate (on the questionnaire), we will provide you a summary of the survey.

If you have any questions, I may be contacted by telephone at Area Code 717 - 245-3183. The Pennsylvania State University monitor is Dr. Daniel Poore, Chairman, Public Administration, the Capitol Campus, Middletown, Pennsylvania 17057.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Gerald E. Galloway', written over a horizontal line.

GERALD E. GALLOWAY
Colonel, US Army
Project Leader

1 Inclosure:
Questionnaire

Inclosure 3

Respondents (Questionnaires and Letters) authorizing use of name:

FEDERAL GOVERNMENT

Justice William O Douglas
Rep. Jim Wright, Texas
Rep. Charles Sandman, New Jersey
Sen. Pete V. Domenici, New Mexico
Rep. Dave Martin, Nebraska
A. W. Busch, Regional Administrator, USEPA, Dallas
Bernard Kelly, Chmn. Federal Regional Council, Seattle
Emon Mahoney, Legis Asst., Sen. John McClellan
Warren Fairchild, Director, Water Resources Council

STATE/LOCAL GOVERNMENT

Mike O'Callaghan, Governor of Nevada
Arthur Brownell, Mass Commissioner of Nat'l Resources
Gene Ruoff, Dir. of Public Svcs, Paducah Ky
Lyndon Bond, Chief, Fishery Res and Mgmt, State of Maine
Randolph Hodges, Director Florida Department of Nat'l Res.
Gordon Harmston, Director Utah Department of Nat'l Res.
James Harrington, Secretary, North Carolina Dept, of Nat'l Res.
Hans G. Tanzler, Mayor of Jacksonville
Hugh Swingle, Ala Dept of Consv and Nat'l Res.
C. R. Burback, Va Div of State Planning & Comm affairs
Clair P. Guess, Director, South Carolina Water Resources Commission
Avery Wood, Mississippi Game, Fish and Consv Comm
William Lee, Missouri Water Resources Board
Don Stater, Alaska Dept. of Public Works

MEDIA

Reg Murphy, Atlanta Constitution
Thomas Waring, Charleston Evening Post
Robert Mason, Norfolk Pilot
Donald Sterling, Oregon Journal
Frank Leeming, Philadelphia Inquirer
Thomas Inmen, Raleigh News and Observer
Wally Judd, Wilmington (Del) News Journal
Jack Doughty, Seattle Post-Intelligencer
Oscar Stauffer, (Kansas) Stauffer Publications
Walter Cowan, New Orleans States-Item
Cathy Huck, Cadiz (ky) Record
Harold Gilliam, San Francisco Chronicle

EDUCATORS

Rex R. Campbell, University of Missouri
Lynton K. Caldwell, Indiana University
James E. Hackett, VPI
David J. Allee, Cornell
Hubert Marshall, Stanford
John C. Callahan
William Buckley, Oregon State University
Joseph B. Franzini, Stanford
Dennis Thompson, SUNY
Arthur Maass, Harvard
Paul Culhane, Northwestern
Jameson Doig, Princeton
Robert L. Smith, University of Kansas
G. S. Birkhead, Syracuse
Martin Fogel, University of Arizona
Ian McHarg, University of Pennsylvania

CONSERVATIONISTS

R. P. Van Gytenbeek, Trout Unlimited
Lee Botts, Lake Michigan Federation
Larry Williams, Oregon Environmental Council
Thomas Kimball, National Wildlife Federation
Richard Micka, Point Menville (Mich) Waterfowlers
Robert Jenkins, The Nature Conservancy
Warren Jones, Willamette Basin Association
Thomas Jarvis, Rivers, Nat'l Parks and Conserv Assoc.
John S. Gottshalk, Intl Assoc Game, Fish and Conserv Comm
John L. Spinks, Wildlife Society
Barry Kohl, Orleans Audubon Society
Jerry Gandt, Wilderness Watch
Daniel Poole, Wildlife Management Institute
Richard Dalsemer, Environmental Action Foundation
Roland Clement, National Audubon Society
Virginia Prentice, Mackinac Sierra Club
Richard Bryan, Louisiana Wildlife Federation
Roger Powers, Keep America Beautiful Inc.

CIVIC GROUPS/BUSINESS

Alan Geiger, AIP, Ohio
J. D. Jones, Alabama Power Company
Allen V. Kneese, Resources for the Future
Barbara Lucas, Oregon
John Bearden, Lower Mississippi Valley Flood Control Association
Hans Goeppinger, Iowa Citizens to Save Ledges Park
Fran Boudolf, Florida League of Women Voters
Ernest Bartley, AIP, Florida
Daniel Jessup, Arkansas State Grange
H. S. Kuyper, Red Rock Lake Association (Iowa)
Gerald Ganapole, Alaska Exploration Corp
Robert Moses, New York City

RESPONSE TO
SURVEY CONCERNING ACTIVITIES
OF US ARMY CORPS OF
ENGINEERS

US ARMY WAC COLLEGE
MAY 1974

Copyright © 1974 Gerald E Galloway

QUESTION NUMBER 1

| | | |
|--------------------|-----------|------|
| RESPONSE | FREQUENCY | % |
| 1 | 46 | 31.3 |
| 2 | 39 | 26.5 |
| 3 | 23 | 15.6 |
| 4 | 13 | 8.8 |
| 5 | 26 | 17.7 |
| TOTAL | 147 | |
| AVERAGE | 2.55 | |
| MEDIAN COEFFICIENT | 2.21 | |
| STANDARD DEVIATION | 1.46 | |

1. Do public hearings and related meetings held at the engineer district level provide sufficient opportunity for the public to adequately express their views on Corps projects.

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐

Most of the time Half the time Seldom Don't know

QUESTION NUMBER 2

| | | |
|--------------------|-----------|------|
| RESPONSE | FREQUENCY | % |
| 1 | 21 | 14.7 |
| 2 | 52 | 36.4 |
| 3 | 48 | 33.6 |
| 4 | 17 | 11.9 |
| 5 | 5 | 3.5 |
| TOTAL | 143 | |
| AVERAGE | 2.53 | |
| MEDIAN COEFFICIENT | 2.47 | |
| STANDARD DEVIATION | 1.00 | |

2. Is the information presented by the Corps prior to, at and following the public meetings presented in "language that is understandable to non-technical minds?"

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐

Always Understandable Half the time Understandable Always too Technical Don't know

QUESTION NUMBER 3

| | | |
|--------------------|-----------|------|
| RESPONSE | FREQUENCY | % |
| 1 | 51 | 35.4 |
| 2 | 49 | 34.0 |
| 3 | 17 | 11.8 |
| 4 | 12 | 8.3 |
| 5 | 15 | 10.4 |
| TOTAL | 144 | |
| AVERAGE | 2.24 | |
| MEDIAN COEFFICIENT | 1.93 | |
| STANDARD DEVIATION | 1.30 | |

3. Does the Corps adequately publicize its public meetings?

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐

Most of the time Half the time Seldom Don't know

QUESTION NUMBER 4

| | | |
|--------------------|-----------|------|
| RESPONSE | FREQUENCY | % |
| 1 | 47 | 36.2 |
| 2 | 45 | 34.6 |
| 3 | 10 | 7.7 |
| 4 | 13 | 10.0 |
| 5 | 16 | 11.5 |
| TOTAL | 131 | |
| AVERAGE | 2.24 | |
| MEDIAN COEFFICIENT | 1.93 | |
| STANDARD DEVIATION | 1.30 | |

4. Does the Corps permit interested and effected individuals to receive treatment equal to that rendered special interest groups (developers, conservationists, etc)?

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐

Most of the time Half the time Seldom Don't know

.....
 * TOTAL = 13*
 * AVERAGE = 7.26
 * MEDIAN COEFFICIENT = 1.90
 * STANDARD DEVIATION = 1.35
 *

QUESTION NUMBER 5

 * RESPONSE FREQUENCY X
 * 1..... 44 33.3
 * 2..... 43 32.6
 * 3..... 21 15.9
 * 4..... 17 12.9
 * 5..... 7 5.3
 *

.....
 * TOTAL = 137
 * AVERAGE = 2.24
 * MEDIAN COEFFICIENT = 2.01
 * STANDARD DEVIATION = 1.20
 *

QUESTION NUMBER 6

 * RESPONSE FREQUENCY X
 * 1..... 28 22.8
 * 2..... 42 34.1
 * 3..... 34 27.6
 * 4..... 13 10.6
 * 5..... 6 4.9
 *

.....
 * TOTAL = 123
 * AVERAGE = 2.41
 * MEDIAN COEFFICIENT = 2.30
 * STANDARD DEVIATION = 1.10
 *

5. Does the Corps at District Engineer level adequately coordinate with state and local agencies prior to submission of its reports?

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐
 Most of the time Half the time Seldom Don't know

6. How does Corps coordination at the local level compare to that of other federal agencies?

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐
 Much Better Same Much Worse Don't know


```

QUESTION NUMBER 9
*****
* RESPONSE *
* 1000 *
* 2000 *
* 300000 *
* 4000 *
* 500000 *
*****
* TOTAL = 139 *
* AVERAGE = 3.24 *
* MEDIAN COEFFICIENT = 3.17 *
* STANDARD DEVIATION = 1.36 *
*****

```

```

*****
* FREQUENCY *
* 17 *
* 25 *
* 30 *
* 19 *
* 36 *
*****
* X *
* 12.6 *
* 18.5 *
* 28.1 *
* 14.1 *
* 26.7 *
*****

```

9. Is the mechanism (procedure) within the Corps of Engineers Organization unduly influenced by special interest groups and lobbies?

| | | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 1 | 2 | 3 | 4 | 5 | 6 |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Uninfluenced | | Partially Influenced | | Significantly Influenced | Don't know |

QUESTION NUMBER 13

| RESPONSE | FREQUENCY | X |
|----------|-----------|------|
| 1 | 118 | 21.3 |
| 2 | 133 | 24.1 |
| 3 | 98 | 17.4 |
| 4 | 106 | 19.2 |
| 5 | 85 | 15.6 |
| 6 | 15 | 2.7 |

TOTAL = 554
 AVERAGE = 2.91
 MEDIAN COEFFICIENT = 2.77
 STANDARD DEVIATION = 1.46

QUESTION NUMBER 14

| RESPONSE | FREQUENCY | X |
|----------|-----------|------|
| 1 | 17 | 11.7 |
| 2 | 31 | 21.4 |
| 3 | 67 | 46.2 |
| 4 | 28 | 19.3 |
| 5 | 2 | 1.6 |

TOTAL = 145
 AVERAGE = 2.77
 MEDIAN COEFFICIENT = 2.87
 STANDARD DEVIATION = 0.94

QUESTION NUMBER 15

| RESPONSE | FREQUENCY | X |
|----------|-----------|------|
| 1 | 44 | 41.1 |
| 2 | 44 | 41.1 |
| 3 | 9 | 8.4 |
| 4 | 7 | 6.1 |
| 5 | 3 | 2.8 |

TOTAL = 107

13. Who are the public? (More than one answer may be checked)

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐

Immediately effected parties Area Residents Local elected Representatives Organized local civic groups Organized regional national civic groups None of those listed

14. Overall, is the Corps' mechanism (procedure) open to the public?

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐

Completely Generally Not at all Don't know

15. When a local citizen or group requests assistance from the Corps local office in preparation of or gathering information on which to base a project request to the Congress, is the Corps office helpful?

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐

Very Helpful Neutral Obstructive Don't know

* AVERAGE = 1.89
 * MEDIAN COEFFICIENT = 1.72
 * STANDARD DEVIATION = 1.00

QUESTION NUMBER 16

| RESPONSE | FREQUENCY | X |
|--------------------|-----------|------|
| 1 | 16 | 12.2 |
| 2 | 16 | 12.2 |
| 3 | 26 | 19.8 |
| 4 | 12 | 9.2 |
| 5 | 61 | 46.6 |
| TOTAL | 131 | |
| AVERAGE | 3.66 | |
| MEDIAN COEFFICIENT | 4.12 | |
| STANDARD DEVIATION | 1.47 | |

QUESTION NUMBER 17

| RESPONSE | FREQUENCY | X |
|--------------------|-----------|------|
| 1 | 18 | 15.6 |
| 2 | 17 | 14.2 |
| 3 | 38 | 31.7 |
| 4 | 11 | 9.2 |
| 5 | 36 | 30.0 |
| TOTAL | 120 | |
| AVERAGE | 1.25 | |
| MEDIAN COEFFICIENT | 3.16 | |
| STANDARD DEVIATION | 1.41 | |

QUESTION NUMBER 18

| RESPONSE | FREQUENCY | X |
|--------------------|-----------|------|
| 1 | 17 | 11.6 |
| 2 | 70 | 47.9 |
| 3 | 25 | 17.1 |
| 4 | 25 | 17.1 |
| 5 | 9 | 6.2 |
| TOTAL | 146 | |
| AVERAGE | 2.52 | |
| MEDIAN COEFFICIENT | 2.30 | |
| STANDARD DEVIATION | 1.09 | |

QUESTION NUMBER 19

| RESPONSE | FREQUENCY | X |
|----------|-----------|------|
| 1 | 14 | 9.4 |
| 2 | 62 | 44.0 |
| 3 | 46 | 42.6 |

16. Is there adequate public involvement following submission of the budget by the President and prior to appropriations action by the Congress?

1 ☐ Adequate
 2 ☐ Adequate
 3 ☐ Partially Adequate
 4 ☐ Inadequate
 5 ☐ Inadequate
 6 ☐ Don't know

17. Is there adequate state and local government participation in this appropriations process?

1 ☐ Adequate
 2 ☐ Adequate
 3 ☐ Partially Adequate
 4 ☐ Inadequate
 5 ☐ Inadequate
 6 ☐ Don't know

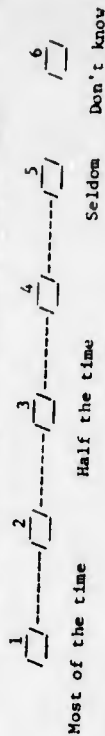
18. Frequency (How often do they accurately reflect the situation)

1 ☐ Always
 2 ☐ Half the time
 3 ☐ Seldom
 4 ☐ Seldom
 5 ☐ Don't know
 6 ☐ Don't know

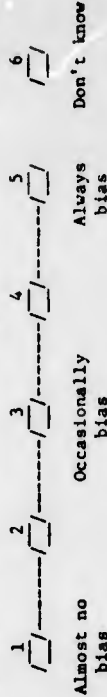
19. Content (How much of the total picture does the typical report represent)



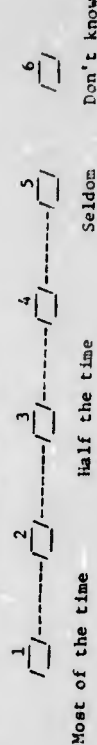
20. Do recent Corps studies and surveys provide adequate consideration of all reasonable alternatives (to include no action at all)?



21. In selecting the preferred alternative does the Corps have an obvious bias towards approaches requiring construction?



22. Do these Environmental Impact Statements generally reflect a true picture of the environmental impacts?



QUESTION NUMBER 20

| RESPONSE | FREQUENCY | X |
|---------------------------|-----------|------|
| 1 | 25 | 17.9 |
| 2 | 45 | 32.1 |
| 3 | 21 | 15.0 |
| 4 | 20 | 14.3 |
| 5 | 29 | 20.7 |
| TOTAL = 140 | | |
| AVERAGE = 2.88 | | |
| MEDIAN COEFFICIENT = 2.50 | | |
| STANDARD DEVIATION = 1.42 | | |

QUESTION NUMBER 21

| RESPONSE | FREQUENCY | X |
|---------------------------|-----------|------|
| 1 | 13 | 9.4 |
| 2 | 19 | 13.8 |
| 3 | 37 | 26.8 |
| 4 | 45 | 32.6 |
| 5 | 24 | 17.4 |
| TOTAL = 138 | | |
| AVERAGE = 3.35 | | |
| MEDIAN COEFFICIENT = 3.50 | | |
| STANDARD DEVIATION = 1.19 | | |

QUESTION NUMBER 22

| RESPONSE | FREQUENCY | X |
|---------------------------|-----------|------|
| 1 | 25 | 18.4 |
| 2 | 46 | 33.8 |
| 3 | 26 | 19.1 |
| 4 | 21 | 15.4 |
| 5 | 18 | 13.2 |
| TOTAL = 136 | | |
| AVERAGE = 2.71 | | |
| MEDIAN COEFFICIENT = 2.43 | | |
| STANDARD DEVIATION = 1.30 | | |

QUESTION NUMBER 23

QUESTION NUMBER 24

| RESPONSE | FREQUENCY | X |
|---------------------------|-----------|------|
| 1 | 24 | 17.9 |
| 2 | 43 | 32.1 |
| 3 | 18 | 13.4 |
| 4 | 20 | 14.6 |
| 5 | 29 | 21.6 |
| TOTAL = 134 | | |
| AVERAGE = 2.90 | | |
| MEDIAN COEFFICIENT = 2.50 | | |
| STANDARD DEVIATION = 1.63 | | |

QUESTION NUMBER 25

| RESPONSE | FREQUENCY | X |
|---------------------------|-----------|------|
| 1 | 14 | 10.9 |
| 2 | 31 | 24.2 |
| 3 | 23 | 18.0 |
| 4 | 23 | 18.0 |
| 5 | 37 | 28.9 |
| TOTAL = 128 | | |
| AVERAGE = 3.30 | | |
| MEDIAN COEFFICIENT = 3.33 | | |
| STANDARD DEVIATION = 1.39 | | |

QUESTION NUMBER 26

| RESPONSE | FREQUENCY | X |
|----------------|-----------|------|
| 1 | 15 | 11.9 |
| 2 | 34 | 27.0 |
| 3 | 24 | 19.0 |
| 4 | 21 | 16.7 |
| 5 | 32 | 25.4 |
| TOTAL = 126 | | |
| AVERAGE = 3.17 | | |

24. Do Corps reports accurately assess economic costs and benefits?

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐

Almost always Half the time Seldom Don't know

25. Do current Corps reports accurately assess social costs and benefits?

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐

Almost always Half the time Seldom Don't know

26. Do current Corps reports accurately assess environmental costs and benefits?

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐

Almost always Half the time Seldom Don't know

* MEDIAN COEFFICIENT = 3.08 *
 * STANDARD DEVIATION = 1.36 *

QUESTION NUMBER 29

 * RESPONSE FREQUENCY *
 * 100 7 5.4 *
 * 200 10 7.8 *
 * 300 45 34.9 *
 * 400 22 17.1 *
 * 500 45 34.9 *

 * TOTAL = 120 *
 * AVERAGE = 3.08 *
 * MEDIAN COEFFICIENT = 3.01 *
 * STANDARD DEVIATION = 1.19 *

29. Is the rivers and harbors project approval mechanism too slow?

1 ☐ ----- 2 ☐ ----- 3 ☐ ----- 4 ☐ ----- 5 ☐ ----- 6 ☐
 Too fast Adequate Too slow Don't know

QUESTION NUMBER 32

| RESPONSE | FREQUENCY | X |
|----------------------|-----------|------|
| 1 | 21 | 24.4 |
| 2 | 20 | 23.3 |
| 3 | 16 | 18.8 |
| 4 | 17 | 19.8 |
| 5 | 12 | 14.0 |
| TOTAL = | 86 | |
| AVERAGE = | 2.76 | |
| MEDIAN COEFFICIENT = | 2.63 | |
| STANDARD DEVIATION = | 1.39 | |

QUESTION NUMBER 33

| RESPONSE | FREQUENCY | X |
|----------------------|-----------|------|
| 1 | 23 | 24.2 |
| 2 | 24 | 25.3 |
| 3 | 20 | 21.1 |
| 4 | 17 | 17.9 |
| 5 | 11 | 11.6 |
| TOTAL = | 95 | |
| AVERAGE = | 2.67 | |
| MEDIAN COEFFICIENT = | 2.53 | |
| STANDARD DEVIATION = | 1.33 | |

QUESTION NUMBER 34

32. Does the Corps ignore the executive branch (Office of Management and Budget, Interior, Agriculture, Secretary of the Army) in its (the Corps) dealings with the Congress?



Almost never Half the time Most of the time Don't know

33. Does the Corps push uneconomical projects to "please" the Congress?



Almost never Half the time Most of the time Don't know

QUESTION NUMBER 50

```

*****
* RESPONSE                                FREQUENCY  X
* 1000                                20    11.8
* 2000                                17    10.1
* 3000                                39    23.1
* 4000                                34    20.1
* 5000                                13     7.7
* 6000                                24    14.2
* 7000                                5     3.0
* 8000                                17    10.1
*****

```

```

*****
* TOTAL = 169
* AVERAGE = 4.07
* MEDIAN COEFFICIENT = 3.75
* STANDARD DEVIATION = 2.06
*****

```

50. Geographic area of residence or interest:

| | | | | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| North-east | Middle Atlantic | South-east | Mid-west | South-west | Far West | Hawaii | National Alaska |

QUESTION NUMBER 51

```

*****
* RESPONSE                                FREQUENCY  X
* 1000                                29    15.4
* 2000                                41    20.7
* 3000                                26    15.7
* 4000                                25    15.1
* 5000                                2     1.0
* 6000                                22    13.3
*****

```

51. Profession:

| | | | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Federal Govt | State Local Govt | Media | Education | Law | Conservation Group | None of the listed |

52. Overall my opinion is based on:

| Actual experience | 1 | 2 | 3 | 4 | Other Sources |
|----------------------|---|---|---|---|------------------|
| 1 | 1 | | | | |
| 2 | | 1 | | | |
| 3 | | | 1 | | |
| 4 | | | | 1 | |
| Other | | | | | 1 |

QUESTION NUMBER 52

```
*****  
* RESPONSE          FREQUENCY X *  
* 1000000000      137    48.9 *  
* 2000000000      50    17.9 *  
* 3000000000      65   23.2 *  
* 4000000000      28   10.0 *  
*****  
* TOTAL = 287 *  
* AVERAGE = 1.94 *  
* MEDIAN COEFFICIENT = 1.56 *  
* STANDARD DEVIATION = 1.06 *  
*****
```

Inclosure 5

QUESTIONNAIRE AND LETTER COMMENTS

This section contains comments extracted from questionnaires and letters in response to the questionnaire. These comments were selected as representative in style and number of all the comments.

To protect Corps of Engineers organizations and personnel from any embarrassment, names of districts, locales and personnel have been deleted from the comments.

1. Do public hearings and related meetings held at the engineer district level provide sufficient opportunity for the public to adequately express their views on Corps projects.
- * Things appear to be improving. Lack of timely availability of impact statements often precludes optimum citizen participation.
 - * For many, many years, the Corps has held public hearings on all projects in the survey or planning stage. This procedure has been so powerful that the Corps was criticized in the period 1940-1960 for giving too much attention to local opinions and desires and insufficient attention to national policies.
 - * Public is usually pushed aside by government speakers.
 - * Corps interest seems to get by rather than asserting public opinion.
 - * As good as can be expected, but only special interests can be expected to attend. Public doesn't grasp meaning of the meetings.
 - * Public Hearings allows expression of "organized" viewpoints--Agencies and organized groups, generally in opposition. Very poor device for true communication.
 - * Depends greatly on attitude of the District Engineer and his staff--practices vary among district.
 - * Perhaps the public can be better informed about public meetings and participate more if the notices on such meetings are published in the legal section of the newspapers. Publication of such notices in the newspapers is the usual procedure for meetings held by the State government.
 - * The public is strangely apathetic to hearings unless they are on some very hot subject, such as school busing or the cost of meat. But when the public is or might be interested in attending, it's seldom they know about the hearing. They miss any notice of the hearing that might be in the newspapers.
 - * The opportunity is there. Public perception of the basic issues is often limited; especially at hearings held at the start of the study period.
 - * Efforts to increase public input seem to have increased during the past year.
 - * Proponents always given first opportunity to speak out. The pro's portion lasts so long that opponents have to leave or else other have left. The general public is seldom involved. Pro groups are pre-informed. Opposition groups have to seek out information.

- * I take it the answers are in 1974 time frame. 10-15 years ago, the answers would be very different!
- * "Opportunity" perhaps. Do they provide adequate motivation; maneuver?
- * We find a considerable number of people with strong views on the various projects do not lend themselves well to the formal hearing procedure.
- * The degree to which the testimony received at public meetings actually reflects public attitudes is questionable.
- * If properly conducted and not allowed to become "stages."
- * Most of the time the meetings are held at a time when it is difficult for people with jobs to attend. Paid lobbyists, etc. are always in attendance.
- * Organized interests do have adequate opportunity. Individuals or latent interests and those whose interest arises later in the process do not.
- * Public hearings are frequently a poor forum to establish facts. More often they reflect opinions and emotions.
- * Most Corps meetings seem designed to provide a forum for the Corps rather than to elicit a response to Corps ideas; ideally such affairs should do both.
- * It is hard to comment or project if no solid data available at the time of the hearing such as EIS--no hearing on maint dredging programs and little info available on spoil sites.
- * The important question in my mind is not the expression of views, but the accession & utilization of data combined with preferences or opinions.
- * Public hearings are generally loaded with organizations with special interests. The public at large frequently does not even know the hearings are held.
- * Have only had experience with _____ District. COL _____ was most patient and gave all enough time to speak or ask questions.
- * The district level meetings do provide adequate opportunity for local interests to express their views on Corps projects. Many times, however, there are national interests who will not be present at district level public meetings. These interests have other forums in which to express their views.

2. Is the information presented by the Corps prior to, at and following the public meetings presented in "language that is understandable to non-technical minds?"

* Generally speaking, presentations are made in non-technical language. However, this is a matter which is under the sole control of the person making the presentation and, therefore, there is a strong probability that on some occasions some presentations will be made in overly-technical language.

* Interested parties can readily understand because they have the necessary background. John Q. Public must have the background explained and everything explained in simple ABC fashion. The Corps tries, however, and any lack is not the Corps' fault.

* The information and format used by the Corps in their presentations are usually easy to follow and understandable. Visual aids are almost always used in presentations.

* My experience has been that very little information is presented.

* Technical issues are not always the source of confusion. Inadequate knowledge of the provisions and limitations of the law and/or of the administrative directives is equally responsible for the confusion which is encountered.

* The problem is not just "professional to non-technical," many interested citizens have professional competence in some aspects. Corps communications are in a very stylized form developed over the years. Corps language is incomprehensible to many professional people.

* It often appears that Corps personnel use technical language as a barrier to communication; I believe many persons in the Corps do not perceive how they "hide behind graphs."

* Sometimes a slide presentation illustrating, e.g. what is meant by "clear & snag" as distinct from "channel improvement or channelization" would help--also maps showing flood frequency & magnitude should be explained; also public needs better explanation of C/B ratio & how it is calculated.

* Lack of know-how in communicating with media.

* Often projects are so complex that any description is, of necessity, too complex for an average citizen.

* Cost/benefit information is confusing & misleading.

* Most of the time it does not contain enough detail--C/B, alternatives, etc.

* The Corps is very responsive to Public input. They'll never escape criticism since most people wait & criticize the finished product if it doesn't follow their wishes.

* Most always understandable to the layman.

3. Does the Corps adequately publicize its public meetings?

* It is good among special interest groups--but inadequate for the general public and specifically those in the area effected.

* I rate the Corps efforts high. Actualy results are mixed because performance is very much a function of the effectiveness of the local media.

* Their mailing list on the distribution of notice on public meetings is very comprehensive and covers most agencies, organizations, etc., but the notices are not always printed in the newspapers.

* Often, notice is too short, and necessary information is not released prior to the hearing.

* District offices think of the "public" as local officials and do not seem aware of the plethora of non-governmental organizations that want to know about Corps public meetings. Need to know long ahead if ngos are to get themselves organized.

* The Corps does the best it can. It issues notices to the news media. But the public may not see or hear the news release. Interested parties, however, can get a direct notice. The Corps tries and it's not a blame for any failure.

* Some unalert persons will always complain of not knowing despite mailings, press releases, etc. Corps' efforts considered fully adequate.

* The issue is rarely the sending of the message but rather the problem of reception.

* Most citizens seem to feel the Corps does the absolute minimum the law allows.

* We feel the Corps should pay for news space, if necessary, to publicize meetings with clarification of subject matter.

* News coverage could be better.

* The Corps itself, I think, does all that could be expected of it. Sometimes local newspapers are remiss in failing to give prominent notice.

* Insufficient lead time and is major complaint. Especially true if meeting is to review or comment on Corps' documents (plans, etc.)

* My experience indicates that people don't read official public notices. There needs to be front page articles announcing public meetings.

* There should be newspaper ads 30 days + 5 days ahead of hearings in each official newspaper in all affected counties.

* Notices are published in local papers but not in other areas where there is considerable interest.

* Could be improved i.e. public service spots on radio/TV.

* Traditional public notice and announcement procedures are not adequate. Corps is now doing better at this with its use of extensive mailing lists, etc.

4. Does the Corps permit interested and effected individuals to receive treatment equal to that rendered special interest groups (developers, conservationists, etc)?

* Not consistent between districts.

* In fact, at _____ the _____ district allowed individuals to testify first, because it was apparent that the majority of individual citizens favored the Corps project.

* In most such matters (not just Corps affairs), "special interest" groups tend to have the advantage of prior organization, funding and special knowledge.

* This appears to vary among districts. Corps practice has been more open and even-handed in recent years.

* Difficult for individuals to gain access to the "man with the answer."

* Does the Corps permit interested and effected individuals to receive treatment equal to that rendered special interest groups (developers, conservationists, etc)?

* The odd question! There is a difference between "permitting them to receive" equal treatment and asking whether the Corps "gives equal treatment." I think the regulations under which the Corps operates permits equal treatment but I think it would be naive to say that individuals get equal treatment and specialization groups.

* Often, the Corps takes the bulk of the available time to make its own sales pitch, leaving little for interested citizens.

* At the public and formal level, yes. Otherwise not known the answer lies in deep-rooted bureaucratic "professionalism" problems.

* The trouble is that the special groups, having the background, talk over the hands of ordinary citizens attending. The ordinary citizen is thus made to feel inadequate. This, again, is not the fault of the Corps though maybe its spokesmen should take time to explain what it is that the special group has said.

* They do at public hearings although opposing views have been permitted to be ridiculed at times in the past. Don't know about reviews of the hearing after all comments are in, only recently have known opposition groups been informal on environmental impact of projects.

* The opportunity is usually available, but is often not taken advantage of.

* Recently on District Engineer rejected a factual presentation because it was "emotional"; in my opinion he found it difficult to recognize the facts because he himself reacted emotionally to the criticism.

* Present practice of hearing all proponents first is often unrealistic. Suggest giving first 30 minutes to proponents and then alternating by 30-minute periods until all are heard.

* There is a difference between interested and affected individuals. Affected individuals are part of the special interest groups. It is the "interested" public with only a general interest, whose views are seldom adequately heard.

5. Does the Corps at District Engineer level adequately coordinate with state and local agencies prior to submission of its reports?

- * State legislators know little of your activities or intentions.

- * Coordination with _____ of Public Works is good, with the _____ Wild Life and Fisheries Commission less than satisfactory.

- * Usually make appropriate gestures to comply with guidelines and directives, but often fail to seriously consider some type of input. Some apparent lack of coordination may be due to other agencies rather than always the Corps.

- * Some of the smaller units of government are neglected at times; i.e. townships and villages affected by Corps projects. The smaller units of government must not be neglected in the decision making process. The same goes for regional councils of government.

- * They try--sometimes response is not so good from state agencies.

- * Coordination procedures are so extensive that they inhibit the planning and design of projects in accordance with national objectives.

- * Only after there has been a "public outcry" one way or the other is the project in question.

- * Primarily when such agencies are supportive of Corps projects and programs.

- * I believe that this aspect is pretty well done--although there is a lack of sufficient advance contact on future projects which may be a year or more away.

- * This high rating is based on a personal conviction that most of the breakdown in coordination results from ineffective state and local response. Recent federal procedures are tending to compound this problem.

- * Many times we found out about Corps projects and plans only through third parties under contract to the Corps.

- * Members of Congress must share part of the blame for this, but few have staff assistance sufficient to break-out all of the relevant projects from the federal budget and background each one for the individuals concerned.

- * Two of the three districts working in _____ do an excellent job. The third seems to approach coordination casually.

* In _____, the Corps did not previously coordinate with state and local agencies to the extent it does today. That coordination has been greatly increased.

* Coordination poor to adequate depending on District.

* District Engineer should coordinate more frequently & at earlier stages.

* Strong efforts are made.

6. How does Corps coordination at the local level compare to that of other federal agencies?

- * Is not as good as most federal agencies.
- * Somewhat above average as compared to other agencies also operating without local offices. Not as effective as those agencies having local (e.g., county level) offices.
- * The Department of Agriculture seems to have better coordination at the local level by giving them a voice in planning policy decisions.
- * The Department of Agriculture seems to have a better rapport with local units of government.
- * Believe Corps sincerely tries and is usually more successful than most agencies.
- * The law itself, of course, compels some of this. But the Corps was going a good job in this regard long before recent legal requirements.
- * The Corps of Engineers has learned a great deal about coordination at the local level in the last 20 years.
- * Maybe it is because the Corps projects require proportionately more private property for completion so they avoid stirring up property owners who are to be affected until it's too late for them to do anything about it.
- * Better than the Coast Guard. Worse than the EPA.
- * Again it depends upon the project. If the Corps wants the project the coordination is very good.
- * Corps beats SCS and TVA all hollow!
- * Depends on agency--some much better . . . some even worse than COE.
- * Some agencies are worse than Corps (especially nowadays); EPA is doing the best job currently. AEC is far worse.

7. How do Corps provisions for public participation compare to those of other federal agencies?

* It seems to me that the Corps is taking a leadership role in public participation.

* As good or better than the _____, much better than the _____. However, the provisions differ from district to district with _____ the best and _____ and _____ unsatisfactory in regard to participation on impact statements.

* We think the Corps is perhaps more continually conscious of this need than many other agencies. The Corps has been criticized so much (mainly unjustly) that it makes a special effort to gain public participation.

* Better than many, worse than some; EPA operates under new laws managing a great deal of citizen participation. Some old line agencies provide for very little public participation. It is hard to judge from limited experience with the gamut of federal agencies.

* Other Federal agencies are more reasonable and have more lenient requirements on allowing the State government to place matching fund in escrow on large construction projects. Also, the provisions on the "Hold and Save Harmless" clause should be modified or deleted from the requirement on local assurances.

* All about comparable on paper.

* Recently Corps has been trying to provide for public participation but often the way this is done precipitates adverse reactions; evidently Corps does not understand public participation.

* Compare favorably with Bureau of Outdoor Recreation citizen participation forums on the Nation Wide Outdoor Recreation Plan etc.

* Generally better--SCS, for example, blatantly caters to agricultural interests.

* Depends on your definition of "better"--more elaborate, certainly.

* Over the years, have noticed that Corps of Engineers makes great effort for public participation.

* In our area, the US Forest Service does better than the Corps, but Corps is better than most others.

* Much better than the SCS.

8. Does the Corps at District Engineer level adequately coordinate with local representatives of other federal agencies prior to submission of its reports?

* Not generally adequate.

* All are fairly considered. Changes are made when local objections are really valid. Degree of consideration believed to be near ideal.

* For some reason federal agencies such as the Department of Interior that maintain offices at the State Capitol are often misses on distribution of Corps reports. These agencies are very important in the decision making process and should not be overlooked or underestimated.

* As in other areas, I think the Corps has improved its coordination with other Federal Agencies.

9. Is the mechanism (procedure) within the Corps of Engineers Organization unduly influenced by special interest groups and lobbies?

- * There is a natural tendency in any organization to support and promote its duties and responsibilities. Special interest groups take advantage of this tendency to further their own interests at public expense.
- * "Significantly influenced" toward developers in part because that is also the bias of the Corps and perhaps even more because that is the bias of Congress. Developers contribute heavily to Congressional election campaigns and Congressmen receive "credit" from their constituents for visible public works projects. The cost in taxes is relatively invisible & is spread throughout the country.
- * Yes--by nature of the way projects are initiated. Local interests--with an axe to grind--initiate most projects, either thru District or to Congress then District.
- * We believe the Corps is not unduly influenced by any special interest groups or lobbies.
- * But influence need not be "undue." There is not reason to think people would be better off if the professionals in the Corps made all decisions without being influenced.
- * I have never observed the corps to submit to "undue" influence. Obviously, the bigger the project the greater the influence.
- * The Corps seems to be primarily motivated by a desire to preserve itself--to perpetuate and expand Corps projects and influence.
- * Very responsive to strong pressures both political and economic.
- * Any such influence would not come to the Corps directly but through Congressmen and Senators. Influence on the Corps even from this source seems nil. Otherwise a lot of planned projects in the Delaware River Basin would have been completed by now instead of still being in the planned stage.
- * Projects that seem to have no public support continue to surface again and again--obviously being pressed by certain special interest groups.
- * _The most influential special interest groups is the hierarchy at the helm of the Corps Empire--followed closely by congressional and industrial pork barrel interests.
- * Not so much today as 10-15 years ago.

* The very basic policy that the Corps will not step in without an invitation from local officials makes it impossible not to be influenced. What is politics but catering to special interest groups & try to advance public good.

* At District level the Corps generally is partial in most parts of the country to pro-development--growth influences.

* No agency is totally immune.

11. Is the mechanism, outside of the Corps of Engineers Organization unduly influenced by special interest groups and lobbies?

* Opponents of proposed projects seem to have more influence than proponents. In these matters the Corps is neutral, doing only what the Congress authorizes and funds.

* Politicians are influenced by their constituency whether they be special interest groups, lobbies or the next door neighbor. Who is to say what constitutes "undue" influence unless you consider corruption? Such has never existed in _____ to my knowledge.

* Groups are organized to lobby for Corps projects.

* Although economic & development interests are often supportive of Corps projects, the Corps is still its own best lobby--particularly outside its own organization.

* The question would appear that you are trying to determine whether there is undue influence. The answers posed seem to question whether there is influence. I believe there is influence, and on occasion there is undue influence. However, I think over all there is very little undue influence.

* As far as the public works committees of Congress are concerned it depends entirely on which special interest groups. As a general rule they ignore or even insult those who oppose any public works project.

* By developer interests.

* Especially after planning stage. When citizens have no organized lobby out power, reclamation navigation groups have money to visit Washington & lobby public works committee.

* Again, this is how our system works--Corps is often scapegoat for frustrated democrats.

* The news media's freedom is too frequently abused by being unduly responsive to special interest groups who claim to be protectors of the environment, and who often endeavor to attack or project, not by statement of facts, but by charges of environmental pollution or damage merely because of identification with the Corps of Engineers, the recognized "ditch diggers" or spoilers of the earth.

* Local officials--city councils, etc.--tend to bend much more easily to these groups and compromise their position with what may be for the overall best interests of the community.

* Money talks.

* This is our political system. Each case is different and depends on ones own view. By and large I think the Congress and the agencies try to get the best program adopted.

13. Who are the public? (More than one answer may be checked)

- * A material group is part of the public only if its local members are concerned. Corp projects should be local & regional affairs.
- * Local elected representatives are apt to be more sensitive to local pressure groups than their constituency on matters concerning the Corps.
- * The general public unorganized by any group is my definition of the public
- * Under 5 I think it depend on whether the project has national or only regional or local implications. The needs and wishes of the effected area should in most instances be controlling.
- * These taken together are the spokesmen for the "public".
- * I did not check the fifth box because the authorizing process is primarily oriented toward local determination of public works projects. Whether the people of _____ want soybeans or oak trees grown and the proportion of each should be, in my opinion, a matter for them to determine. In addition, I believe more weight should be accorded the citizens of local areas who will be most affected by the project.
- * Organized regional & national pressure groups. The taxpayers generally.
- * Should also include those unorganized, not immediately affected part INTERESTED parties.
- * If area is broadly defined--one dam may affect all citizens in the state if it eliminates a recreational or scenic river, even though all are not landowners or immediate area residents.
- * The public consists of every tax paying citizen of this country.
- * Citizens of the United States--resident or non-resident--organized or just human.
- * Elected officials, and special interest groups (those that are paid by businesses) are not representative of the public's interest.
- * Usually effected parties will rally support among area residents, who is taking all pressure, political representatives, then organized groups appear.
- * The public is the total citizenry since the many comes out of the common pot in Washington, DC.
- * I here take "civic" to include business--oriented groups, promoters, etc.

* Anyone who has a stated interest in a given project. The parameters are difficult to define because the level of interest varies from project to project. It is not solely area residents however, because people far from the development site can be affected due to a change in migration habits of birds, etc.

14. Overall, is the Corps' mechanism (procedure) open to the public?

- * Selectively to segments of public.

- * Reduce influence of special interest groups on both the Corps & congressional participants--public must perceive that the system is fair & not impacted by special interests before it actively participates.

- * Draft reports should be circulated to known opponents of projects.

- * Corps contact people should have backgrounds which allow for--if I were in your shoes--feeling.

- * I have the impression that most projects are pretty thoroughly developed before most of the public becomes aware of them.

- * I mean the public has to go & get from the Corps.

- * Don't know what you mean by "open." It is not easy getting all needed data by letter. Often times must use congressional inquiries to probe deeper than a citizen letter will go.

- * Hell no. The Corp makes up its mind & then goes through the minimum legally required motions to stay inside the law, or as in our case they violated both spirit & intent of the laws they are bound by. In college we used call this process in chemistry "dry-labing," well the Corps does this wher they make their decisionmaking process come to an already set answer.

- * Local news media have ready access Corps staff for updating and explanations. Individuals may also make such contacts for information.

- * In theory, yes; in practice, no.

- * Ostensibly, but no actually . . . Average citizen would have difficulty knowing what information was relevant to any project in which we were interested.

- * It is open, but up to the public to avail itself of the opportunity.

- * Generally open, if you know exactly what questions to pose, and to whom they should be addressed. The Corps doesn't deliver much info on long range plans.

14A. How might the procedure be improved to provide more openness?

- * Divorce Corps from attachments to developers pork barrel projects.
- * Scheduling the meetings when the maximum number of people can attend, i.e. after work, on weekends.
- * Hearings at three stages: before authorization; before design; before construction.
- * More openness is not needed.
- * Reports & planning documents placed in public libraries or university libraries.
- * Communication could be better and might contribute to greater public understanding and acceptance.
- * How do you get an agency to be unbiased about their project and not so goal oriented that they avoid conflict or upset when the project is developed.
- * By greater use of committees and sub-committees of affected local citizens appropriate organizations. However, a project can be killed by over coordination and studying it to death.
- * A new public communication and public involvement approach.
- * Certainly not be requiring more meetings which would delay action even further.
- * Define a way for the public to request and get a formal hearing. Provide a means for formal hearings after a project has been modified significantly or if major related projects are announced that have a
on the original proposal.
- * More openness or awareness may be achieved by increasing the extent to which procedures are made public.
- * Bring hearings into backyards of those affected.
- * Better public notice. Specific invitations to interested groups in advance of decisions.
- * Constant updating of mailing lists.
- * By fully notifying public before a decision has been made.
- * Again I say the Corps has improved. I think where private property is to be acquired notice should be given prior to meetings and access to studies be made available to those individuals affected directly by

- * By making the B/C tableaus available for inspection to interest groups.
- * The issues are too complex to expect the "average citizen" to be involved effectively. He or she is usually at their own jobs when hearings are held and can afford neither the time nor expertise. He hopes "someone in government" is protecting interests.
- * There needs to be more opportunity for public participation in the planning process. Planning involves evaluation alternatives. This should be done by people as well as by computer.
- * Occasional personal interviews conducted at random.
- * Abolish Public Works Committee of Congress or, at least, the omnibus bill which offers pigs in a poke.
- * Be more cooperative when citizens go to CE office to peruse materials. Make copies of the materials most frequently referred to available in larger (carry home) quantities, e.g. summary of project plans, even prior to approval from Corps.
- * Public doesn't have the same handles on the mechanism for planning and appropriation of funds that Chambers of Commerce and developers have.
- * How might the procedure be improved to provide more openness? Sever Corps civil and military functions entirely: The public should be brought into the planning process from the very beginning a project formulation.

15. When a local citizen or group requests assistance from the Corps local office in preparation of or gathering information on which to base a project request to the Congress, is the Corps office helpful?

* I have no heard of any instances where the Corps did not extend all available assistance.

* Always go out of their way to assist.

* Depends upon which district involved and upon competence of local citizen or group.

* Too often Corps expands to include areas on which assistance not requested in order to continue or expand Corps Bureaucracy.

* Compared to other agencies, local, state and national, the Corps is very open and helpful.

* The Corps does it well here in _____. However, the best image can be hurt by other incomplete thoughtout proposal.

* Many citizens have claimed that District offices refuse to make documents available to what the Corps considers the opposition even when access is guaranteed under the Freedom of Information Act.

* We are trying to get a 6 to 7 million barrier dam built by them to protect the unique part of a park visited by 511,000 people in 1973 and they certainly have not been overjoyed by our efforts and their responses show it.

* The Corps seems traditionally more than anxious to get additional projects.

* I suspect they're helpful--or it may depend on the nature of the project.

* A lot depends on the group making the request. Groups like the river valley associations which traditionally praise the Corps probably get more help than groups which on occasion criticize the Corps.

* More projects--more work.

* As helpful as really needed and could be reasonably expected.

* I have had varying experiences with respect to this--sometimes yes, sometimes no.

* Much depends upon the kind of project that is being suggested.

* Have had excellent cooperation.

16. Is there adequate public involvement following submission of the budget by the President and prior to appropriations action by the Congress?

* This is because of difficulty of public influence on the House of R. sub-committee on appropriations. Financially interested parties enjoy a practical advantage.

* At this stage too much dependent upon whether person or group has good access to Congress.

* On many project the final EIS is not available before it goes to Congress for action--Congressional committees--for the most part--are not responsive to critics.

* OMB policy unfortunate.

* There is next to none. This is why public involvement has to be done adequately by the districts.

* None--no formal setting of priorities occurs, and no hearings are conducted at regional and state level on federal budget. Lobbying only "public involvement"--and the budget is complex, bulky & difficult to analyze.

* In the average year, the House and Senate Committees on Appropriations hear more outside witnesses on appropriations for the Corps than on appropriations for other government programs.

* Very basic question, again. Is the Corps researching this at all?

* For portions of the public (organized) very adequate. For other portions (unorganized) of the public the system borders on the impossible.

* The power of the OMB is too pervasive and should be reduced; the Corps budget should be available to the public both those funds requested by the Corps and those granted.

* The public should have been involve prior to this time.

* The Appr. Committees have a difficult time hearing everyone. Meetings are usually poorly attended by members, and hearings somewhat perfunctory much too brief to understand projects well.

* Believe there could be more public participation at this point--a brief hearing, perhaps, where proponents and opponents could restate cases briefly.

* The budget and appropriation hearings for all federal agencies is inadequately reviewed by the public.

17. Is there adequate state and local government participation in this appropriations process?

- * Often adequate consultation is lacking--particularly with the local level.

- * It might be better if state and local government had less influence on Corps projects. Especially if these state and local agencies are appointive, not elected, bodies.

- * There are some exceptions. Some states and local government agencies have organized special lobbying groups that participate and are very effective.

- * Better at this point than in the planning--they take appropriations seriously--planning is too early in the process for them to commit their source or sources.

- * Once the Governor's blessing is received, the project is largely locked in. Where there is disagreement, Congress regards the Governor as representing the people of his state. If he is in favor, and the state's congressional delegation is satisfied, Congress considers the state and the locals as having been heard.

- * The policy on prohibiting disclosure of budget recommendations should be changed. State and local governments have a difficult time in planning and budgeting for the matching fund for various civil works projects because the Corps' budget documents are not made available to the State and local agencies. All budget information including prior appropriations and expenditure, current budget requests, and future requests should be made available to the State or local governments.

- * The states are now very active in the appropriation process.

- * Corps is frequently left alone in this process without state/local backing.

- * State & local governments are usually not given the opportunity to directly participate in the appropriation process.

- * Local & state governments--of the "right" political persuasion--do appear to get projects funded! Pet projects of powerful congressmen & senators also do get funded--often when public support is only lukewarm.

- * I suspect state & local gov. participation is more of a lobbying nature than that of a body giving "expert testimony."

- * Our State Legislators are basically unaware of your philosophies or activities.

18. Frequency (How often do they accurately reflect the situation)

- * They are usually single-minded professional reports, unconditioned, standing alone on their merits. As far as they go they're right, but the time picture is not available.
- * Benefit-cost studies often tend to maximize benefits and minimize costs. Environmental statements often do not adequately reflect environmental damages or adequately consider alternatives.
- * Corps survey reports reveal more information, on the average, than reports of other government agencies on their proposed programs and projects.
- * Heavy on the technical information and rather simplistic on the social, economic, and political situations.
- * The Corps at least has factual information but frequently is inhibited by arbitrary decisions at OMB.
- * Corps reports are sound in terms of engineering but often quite defective in economic analysis. They underestimate costs and overestimate benefits.
- * In our case Corp studies + reports regarding botanical damage to park are so wrong in the face of Corps own projected depth, duration + frequency of inundation projection as to bring into question the veracity or sanity of the Corp personnel involved.
- * Especially in the West, the Corps rarely gives much if any weight to environmental factors or the longrange effect of some projects.
- * Very much better than it used to be!
- * Generally I feel the Corps makes an honest effort to present an accurate assessment of the situation.
- * Biological and environmental assessments frequently inadequate.
- * Artists rendering of a project always improves on the reality.
- * Usually biased.
- * Too often they look only at physical factors from a particular point of view and ignore special and economic aspects of problem.
- * Quality of technical analysis is good.
- * The answers have to depend on a point of view. There is some tendency to down plan adverse features of a project.

19. Content (How much of the total picture does the typical report represent)

- * In terms of physical considerations, pretty good. In terms of biological/ecological considerations--lousy.

- * These reports need a section by a Devil's Advocate stating what's wrong, or inadequate about the project.

- * Generally Corps reports tell what the Corps thinks about a project as well as what it knows about a project.

- * Appraisal of alternatives sometimes buried in appendices. There has been a steady improvement, however, over the years.

- * The report plus the planning documents with EIS give the total picture.

- * "Sins" are usually of omission, rather than distinction in this district.

- * Deficient in the social-institutional areas.

- * Too technical for average guy.

- * Engineering instead of social and environmental considerations are given disproportionate emphasis. The engineering considerations, often enough, exclude overall scientific questions. The scanty thought given to biological and geological side effects of water control projects is an example.

20. Do recent Corps studies and surveys provide adequate consideration of all reasonable alternatives (to include no action at all)?

* This was true in past. Now the Corps is considering non-structural solutions.

* Great improvement. "Adequacy" difficult to define. "Value systems" much at odds today.

* Quite often reasonable alternatives or combinations of alternatives are completely ignored. The no action alternative is generally dismissed with the comment that it will not allow achieving of project benefits. This in no way adequately evaluates the tradeoffs, but automatically assumes the benefits outweigh the damages.

* Recent acknowledgment of flood plain reservations and nonstructural approaches are very encouraging. However, there is great need for their greater use.

* Now they do, but some districts do it better than others.

* While many alternatives are identified, reasonable non-structural alternatives are seldom studied in detail, many are offered only as lip-service to satisfy new procedural requirements.

* The Corps of course does not administer such "non-structural" programs as land use planning, insurance, etc. It is charged by law with making recommendations for structural solutions where a problem exists and other solutions are either non-existent or unavailing.

* Believe Corps was formerly strongly structural solution oriented, but that has shown appreciable change toward non-structural alternatives (where appropriate) in recent times. Believe this recent change is good.

* Most congressional directives specifically direct the Corps to investigate the desirability and feasibility of structural improvements. In addition, the Corps has the authority for the implementation of structural alternatives whereas the implementation of non-structural alternatives must be done by state and local authority.

* Usually the "do nothing" alternative is glossed over, due no doubt, to the fact it would not meet the objectives of the authorization.

21. In selecting the preferred alternative does the Corps have an obvious bias towards approaches requiring construction?

- * The statutory & funding systems are still biased in favor of structural.

- * Most are slanted toward the original proposal and alternatives are not adequately considered.

- * It takes a group of planners from different disciplines to examine all the possible alternatives before project construction. Setting up an advisory committee is one way to do the job.

- * Human value mining.

- * Some districts appear quite objective about non-structural solutions, others favor construction.

- * The plans are received indicate they are. They avoid land acquisition, environmental events and flood plain zoning as alternatives.

- * Because of established regulations of policy such as the 50 year design criteria, etc, the corps staff is unduly restricted in their choice of designs. In many cases a 25 year design criteria would be adequate.

- * It might have at one time when present-day alternatives had not come into existence. But today the Corps is as aware of alternatives as any other agency.

22. Do these Environmental Impact Statements generally reflect a true picture of the environmental impacts?

- * The statements are improving, unfortunately Congress isn't obligated to read the statements or act in response to them. Both the _____ and _____ districts of the Corps have on several occasions denied us the right to comment on draft EIS.
- * Most EIS's are indiscriminate compilations of data without sufficient interpretation of project effects.
- * These are getting better as districts become more experienced in preparing EIS.
- * In those cases when the EIS were insufficient, the deficiencies have generally been spotted and corrected.
- * EIS statements are usually too voluminous and go into too minute a detail to expedite their use by the decisionmakers (i.e. Congress, the local people, etc.)
- * These environmental impact statements have become so long and so complex that their real value may be questioned. If kept short and simple, though thorough, they could be of great value. They seem to be cluttered with verbiage and trifling matters.
- * Cost is a factor here. Most Corps employees have little insight into environmental impacts beyond identification. Environmental studies usually require time, and the hiring of outside consultants. While the situation is steadily improving, there is still a long way to go.
- * The Corps is perhaps a bit lax about this and all other constructors.
- * Since Corps began its studies, they are apparently only token studies and are nearly always challenged by national and state environmental groups . . . and with good reason.
- * Corps statements notorious for not listing many viable alternatives that are most divorced from Corps goals.
- * The Corps has not come of age in this era of environmental concern. The image of bulldozers and drag lines has not disappeared. The threat of channelization projects and the talk of grandiose feats such as the "All American Canal" continue to cloud issues fraught with ecological concern.
- * Problem is not peculiar to the Corps. No one does adequate enviro. impact statements nor do they appear to know how.

24. Do Corps reports accurately assess economic costs and benefits?
25. Do current Corps reports accurately assess social costs and benefits?
26. Do current Corps reports accurately assess environmental costs and benefits?
- * The economic cost/benefit ratio should not be the sole basis to determine the feasibility of projects. Intangible benefits should be the prime factor in determining the feasibility of certain projects such as those on safety with low economic cost/benefit ratios.
 - * The benefit/cost ratio is usually inflated and discounts the environmental costs while including every conceivable commercial benefit.
 - * As a result of several court decisions requiring the Corps to re-submit EIS these are improving.
 - * Losses of habitat and wildlife are ignored. However, claimed benefits from construction and project operation are figured in. Mitigation is more of a political weapon than an actuality.
 - * Social and environmental costs and benefits frequently being intangible, are impossible to assess in an economic sense. However, as entities to be considered in accordance with WRC guidelines, they must be weighed substantially in the "go-nogo" decision on a project. Economic justification alone is not sufficient to account for a project decision. The public must be made aware of the prices paid for the benefits received, and know that they will pay for them. Uncle Sam should not foot the bill, except in emergency circumstances (natural disasters).
 - * Not good at including lost opportunities in costs and benefits derived from doing nothing.
 - * Major fault is inadequate attention to social and environmental cost analysis of alternatives that have been considered economically disadvantageous. Corps attempts to justify its choice rather than document alternatives that might be chosen by agency or person having a different set of values.
 - * The criteria are still inadequate.

29. Is the rivers and harbors project approval mechanism too slow?

* This has been caused more by the entire system rather than the Corps. It is costly both to the taxpayers and the effected people. Congress should revise the system so that authorized projects move faster.

* This is a major failing of the Corps program. But the responsibility for it is due in part to the time-consuming procedures imposed by the WRC.

* Too much time elapses between time study money is appropriated and the time construction starts--shorten stops in between.

* While considered to be quite slow, it is difficult to see how it could be hastened without sacrifice of safeguards.

* It is too slow in physical reality, but often too fast for social response. I suppose it balances out.

* 17 years from initial desire to completion at project is too long!

* Projects accomplished under the special continuing authority of the Chief of engineers for small projects are faster. The \$1,000,000 ceiling should be raised so more projects can be accomplished by this route.

* If a project has merit--it should move much faster--otherwise it should be set-aside. Decisionmaking process is too complicated and cumbersome.

Sometimes too fast for understaffed state agencies to adequately assess projects. Major problem here is the understaffing rather than the speed of Corps action.

32. Does the Corps ignore the executive branch (Office of Management and Budget, Interior, Agriculture, Secretary of the Army) in its (the Corps) dealings with the Congress?

* The Corps works through the local organizations rather than directly to bypass the normal constraints on bureaucracy.

* I believe quite to the contrary. The Office of Management and Budget particularly ignores corps recommendations. The Office of Management and Budget is prone to withhold information from the Congress which the Congress needs to perform its function.

* They don't ignore but they don't appear to give great weight to outside inputs.

* The Corps is a part of the executive branch and this type of dispute can be settled by the executive department according to its policy. I cannot see where this is a public matter. Congress is the final authority and the corps should respond to Congress.

* Until recently the regulations for the Corps came from Congress. Now through the Water resources council the executive branch is exerting more influence.

* Our local Corps people work very closely with federal, state and local agencies. I don't know about nationally.

* I would think that it would be almost impossible to bypass or ignore the executive branch in every case.

* Congress frequently assigns mission to the Corps appropriate coordination follows.

33. Does the Corps push uneconomical projects to "please" the Congress? How?

- * Biased evaluations techniques--usually.
- * Inflating benefits; ignoring costs.
- * (Statistics can be used to substantiate any point of view!) Corps uses out-of-date data, overemphasizes some factors, neglects to consider others, etc.
- * While Corps is properly responsive to Congressional inquiries, no instance is known where the Corps has recommended projects with unfavorable B/C ratios.
- * The Corps "lives" on pork barrel legislation. They may not push the legislation, but they certainly would not discourage it.
- * Our local Corps will not "push" any projects, choosing to remain neutral, insisting that a project must have wholehearted community support.
- * Benefits are "optimistically" overstated: costs are "conservatively" kept on low side.
- * By adjusting the B/C ratio using variable factors and a flexible formula depending on the project. If Congress is "pushing" a project--chances are the area residents want it--or something similar that will meet an existing need.
- * The famous canal between Lake Erie and the Ohio is an example of how this can be done when the Congressman desiring a project has enough clout.

Do you have any general comments?

* I've noticed a big improvement in the last 6 years. I feel their projects are better prepared & more nearly represent a consensus.

* In Hawaii, the Corps has a good reputation. It may be due to the fact that the Corps has not been involved in large scale construction in Hawaii. Or, Hawaii did not get enough required attention from the Federal level to their needs. Indeed, Hawaii is very small. However, it stands as the gateway to the Far East. I don't see any reason that Hawaii should not be given special care from the Union.

* My contacts with the Corps have always been pleasant. There has always been an effort to be helpful. There has been a noticeable change in Corps philosophy in the last two or three years--whether that change has been "forced" on the Corps or not, I can't really say. Twenty years ago the Corps definitely had one of the most powerful lobbying groups in Congress--not directly but through local Chambers of Commerce, etc. I have watched surreptitious calls for "assistance" go out and have observed the responses. This is no longer the case, or at least it is now more covert than overt, if it exists. I happen to believe that bureaucracy, like individuals, can change. The Corps is singing quite a different tune today than it was even ten or fifteen years ago, and I definitely like the change. There is still, however, a long way to go.

* In my observation, the District Engineer can have major influence over many areas covered by the questionnaire, and the accomplishment within a district is dependent to a large degree on his effectiveness.

It is unfortunate that the usual 3-year tour of duty in a district leaves much of the responsibility for project continuity with the civilian district staff, and their incentive of perpetuating their positions is a force that a transient District Engineer may find difficult to overcome.

In this respect, it would seem desirable to consider a policy of regularly elevating the Assistant Engineer to the District Engineers position, so the tour at one station could be increased to 6 years.

The present District Engineer has been one of the most capable and effective in my knowledge. If both he and his assistant are moved at the same time, I think the loss of leadership in the district will be detrimental during the period when new officers are assuming responsibility.

The present District Engineer has demonstrated qualities beneficial to the Corps and to the public, and is helping to overcome a bad image. This is evidenced by these things:

He makes frequent on-site inspections of projects and activities.

He's readily available for consultation, listens to opposing opinions, but has no hesitation in expressing his own.

He backs up his promises with action.

He has the courage to make decisions without endless buck-passing up the line.

He readily recognizes and admits an error.

* For twenty years I have been in close contact with state and federal agencies dealing with water and land related matters. Acting as a liaison between the local people, Congress and these agencies I have had a chance to observe the way the system works. Most of my experience with the Corps has been with the _____ District. My membership in and attendance at meetings of national organization has brought me in touch with people all over the United States. I have heard others indicate that their experience with the Corps has been different than mine. I have always felt that this was a matter of personalities rather than policy. Some people never learn how to deal with their government. The attack on water development agencies and policies in general and the specifics directed against the Corps is not valid when one considers the welfare of the nation and its people. Most of it is selfish and based on ignorance. I think that the Corps will recognize that my answers given here a very complimentary appraisal of the Corps and it is intended to do just that. It truly reflects my experience and in sense has been intended to respond with answers that are hoped for by the Corps.

* It seems to me that the performance of the Corps at the District level is a direct function of the commanding officer--his attitudes, his to staff. The _____ District is now open, responsive, candid & helpful--since COL _____ arrived. This was not always true in _____ and it does not appear to be true elsewhere, in _____ District, for example. The Corps needs more officers like _____!

* The Corps is an agency that is needed and have a useful purpose. I believe for them to free themselves from the bad image they have received and to become responsive to the people, and free from the stench of pork barrel grabbing politicians and state agencies. They need to come back to the people with a full and open review, working the information on their studies available to apponents as well as proponents. I believe the hearings should be coordinated so the people were heard from first so that the elected people could hear the views of their people before they took their stand.

* Although the Corps is changing, they still seem enamored of construction type projects. Part of their problems have developed from a lack of local participation in the planning process. The notion that "Here is the project, take it or leave it" is still evident. If local groups could be better involved they would have a proprietary interest in completion of the projects. The Corps should also insist that conservation groups participate in the planning rather than waiting to shoot at the finished plan.

* The omnibus bill approach is a disgrace--Congressmen have to buy the package to obtain anything, can't afford to vote against or even question it.

* The criticism of my City Engineer is to the effect that the Corps simply takes too long to come up with answers when questions are directed to it. No one questions its engineering competence.

* In the Corps of Engineers as in any other organization, the performance at the district level will vary with the personality and capability of the district engineer. For example Colonel _____, District Engineer for the _____ District, has had an outstanding public information program, and I think that you will find very little dissatisfaction among the public in his district. He also has done an excellent job of coordinating with local, state, and Federal officials. Other district engineers have not been so successful in the State of _____. This is in part directly related to the distance between the affected areas and the district office. It is of course more difficult to maintain good public relations in State A when one's district office is located in State B. It has been my general experience that district engineers have to contend more with public dissatisfaction, and do a better job of it, than any other group of Federal officials.

* The Corps has made great progress overall in recent years in reflecting broader general interest as opposed to the more specific interests of those that have been its beneficiaries in the past. It has made an effort to reflect public concern about environmental protection. In general it is staffed by concerned, efficient, loyal public servants. It is frequently in the dilemma of being caught between local pressure groups and the broad national interest.

Doubtless some of my comments about the Corps reflect frustrations with the organization that occurred several years ago.

* Pork barrel projects in Congress have not diminished nor has Corps involvement with such projects. Environmental assessment still inadequate. Corps is becoming more sensitive to environmental concerns but has yet to make major and meaningful changes within its operations.

* The Corps did not survive nearly two centuries by being unyielding and dogmatic. Its policies have changed to meet changing conditions. While there is some feeling of the Corps' over-reaction to present environmental emphasis, a policy more considerate of the environment is probably well taken and will probably be changed later to meet the abatement of preservationist extremes. The Corps is considered to be an efficient, capable and energetic agency, which is responsive to environmental matters and flexible enough to meet the changes of public opinion and value emphasis to a logical degree. Since the public needs civil works projects, the Corps should not be diverted from its construction role by capricious and undue concerns and emphasis on the environment. To allow this to happen can only tend to reduce standards of living, national security, employment, unfavorable balance of trade in the world market, and reduced gross national product.

* A project once proposed seems to take on a life of its own. It moves forward on its own impetus. Only a dramatic public outcry seems to stop a project. Opponents become frustrated because they haven't the means or expertise to challenge the Corps data, or the basic assumptions and structure of the cost-benefit formula.

* I must say that my association with the US Army Corps of Engineers has been very pleasant of course, not all requests or inquiries received favorable responses, but I cannot fault the Corps for that. I particularly appreciate having the District Engineer make periodic round to the Congressional offices, inquiring about the status of current projects, etc.

* The Congress (members) feel they benefit from men spending in the public works area. Large campaign contributions are made by contractors architected, consulting engineers, etc. So the public interest is frequently secondary in the process.

* After last year's flooding the people of Louisiana would probably question the Mississippi River flood protection project being one of the Corps' greater accomplishments. Unfortunately, the public in its haste to occupy and develop high risk areas has pushed the Corps into a hopeless catch-up game of flood protection that has resulted in too many levees and too little flood plain. What was needed 50 to 75 years ago was a coordinated basin wide plan that would have combined structural measures with flood plain zoning and given people incentives to live somewhere beside our river valleys.

Probably the greatest weakness of the present system is the three-way back scratching that occurs between the Corps, the Congress and the special interest groups who want development at any price. Among the solutions that I recommend are termination of the seniority system in Congress, a system whereby the Corps simply performs the engineering functions and does not have the authority to recommend projects, and a realization by the American public that bringing Federal dollars home is not a justification for sending a man to Congress unless that money is wisely spent.

* The district engineer office with which I deal must frequently has been making an admirable effort to improve the public information/public input activities project descriptions, impact statements, etc. are improving. The main flaw is the continued insistence on justifications of the project at every step. At the early stage, at least, they should be able to say "Here is a proposed project. These are the advantages and disadvantages. What do you, the public, think about it?"

Lower level personnel, the working staff, seem to have little proclivity for the construction syndrome, pork barrel philosophy. These are entrenched in the bureaucratic structure and nourished by the upper echelon "powers that be," . . . but the working staff is not the decision making body.

* The Corps representatives come in direct contact with the public on specific projects. So its' natural that it should hear the brunt of the criticism of disgruntled or unhappy people who are opposed to the specific project. The Congress is really to blame, if that's the right word, for authorizing, ordering the Corps to carry out projects that develop opposition.

* The Corps of Engineers has been most cooperative in providing information and assistance to the City of _____. So far as I know, the Corps is the only organization qualified to provide the flood plain surveys we need at the local level. Our experience with the Corps can only be described as excellent.

* There appears to be some improvement in Corps activities. Until, the past two or three years the attitude, supported by actions, was to dam, ditch, and drain and to ignore those who had contrary views.

* You will note that many of my comments were negative. Much of my criticism results from the structure of the Corps. Because it is funded by project (in large part) this forces the Corps into an advocacy role which precludes it from being neutral and presenting both sides. Further because most (or many) of the projects offer the potential for creating large economic gains, it creates special interests who lobby the Corp and the Congress (contribute money to political campaigns) for their projects. Because many of the people in the special interests are the real estate, financial & business leaders, this makes it difficult for small people to be heard.

Also the Corps has been dominated by engineers who naturally are oriented to material things--dams & other structures and not to human or environmental concerns. This could all be changed & the Corps could play a very important role in American life but it would require a major reorganization & reorientation. Good luck.

* I believe that the Corps is sincere in what they are trying to accomplish, but I do not feel that is the public impression. There is a view that the Corps pushes favorable projects that they want--and does not support others where the need may be equally as great or greater, but which do not "find favor" at the District level. I think more need to be done to:

- a) fully explain what the Corps is all about . . .
- b) what the specific procedures on a project are . . .
- c) what various options are available
- d) solicit full, frank and candid opinions from local and area residents relative to their ramifications of a given project. I would much rather see the Corps "err" on the side of openness--than go in the other direction.

* This is a worthwhile exercise, and I hope it will inspire Corps leadership to sponsor both experimentation and research.

- * The Corps has become more responsible in regards to environmental matters. By personal experience I know that the local district, sometimes does not seem to listen to their environmental section personnel.
- * The very fact of the questionnaire indicated a realization within the Corps that problems exist. I hope the results will be used to effect changes where they are indicated.
- * I would like to say that I have been in rather frequent conversation with US Army Corps of Engineers' personnel for over ten years and that all of my conversations have had to do with the _____ and no other project. In my opinion, the people with whom I have had contact are honest, conscientious, and reliable. They have been most cooperative in furnishing me information that I sought and I believe that they are trying to do their job well as they understand it.
- * I think that few people understand Corps procedures, but on the other hand they are pretty gross. The Corps in the venacular serves as the spigot on the congressional pork barrel.
- * The _____ District is responsible to media requests, but in many instances I find you have to know the questions to ask. Getting the contacts to do this is sometimes awesome.
- * Various people who work with the Corps project advise me that the Corps is much more open than in the past and it apparently has fairly good relations with other governmental units once beyond the traditional government rivalries that pervade any bureaucracy.
- * Attached is the questionnaire you requested of _____. I should point out that the time required to complete it was substantially in excess of the 30 minutes estimated in your letter. It was more like three to four hours and involved several staff members with some knowledge in the field. I might add that responsible Corps officials in this area have been more open in their dealings with media recently than has sometimes been the case.
- * I would suppose that the major complaint I have heard about the Corps is that it undertakes projects that are not necessary. The question, therefore, becomes not whether the process of preparing the project is adequate, but whether the project should begin at all. In this, I would suggest that your survey is deficient, for it deals almost exclusively with the system of getting a project under way, rather than whether the project should be initiated at all. This, I suppose, would get back to who initiates the project, and I'm afraid that in many cases it is the special interest.
- * Engineers are useful citizens, but they need to be enlarged and constrained by those more knowledgeable of the environment and man. In all of the planning which I practice and teach I advocate that the planning process--meteorologists, geologists, hydrologist, soils scientist, plant and animal ecologists. I am as concerned to utilize the perceptions of

social scientists to elicit the perceptions of the people to be affected by any plan. Cultural anthropologists, sociologists, epidemiologists and economists assist in formulating plans from expressed needs and desires and testing alternatives against public preferences.

* I have executed the attached questionnaire the way I see it from this part of the country. Basically, I think the Corps has developed a rather negative visibility in recent years, primarily because of the public's increased interest in the environment. There are some very influential people in this country who feel that no dams should have been built because of the damage to ecology. They cannot see the beneficial aspects of flood control structures, power development, or the tremendous recreational aspects of the Corps' reservoirs that draw millions of people annually. They have the pristine pure tunnel vision that does not take into consideration the fact that, with a couple hundred million people in this Nation, things will never be the same. The Corps was caught flatfooted and unable to defend themselves when the environmental movement hit this country. I thought Major General John Morris came up with a good idea when, as Division Engineer in Omaha, he developed a lapel button for his staff and himself to wear stating, "The Corps Cares". I believe it is important for the Corps to prove that point. There must be a balance between protecting the ecology and providing what I consider necessary structures for the protection of life and property.

* In many cases where my personal opinion may have been on of rating the Corp rather poorly, I frequently found that the Corps had been in touch with a specific department, board or agency of local government and may have worked closely with this organization in the planning stage, but this process frequently failed to recognize the over-all responsibility generally invested in the City's administration and the Council.

* During my 15 years as a member of local government, I have received nothing but the highest of cooperation from Corp personnel, both military and civilian. This cooperation, both formally and informally, has been in all areas of the Corps' responsibility including such matters as flood protection, flood insurance studies, urban uses in and over existing, as well as proposed levees, etc. At the same time we have obtained this excellent cooperation from the Corps personnel, our ability to be kept aware of Corps activities which may or may not affect the _____ has varied from poor to excellent.

MISCELLANEOUS COMMENTS ABOUT
CORPS PERSONNEL

- * As engineers, but they do not include very many social scientists other than economists. Some sociologists or anthropologists would help.
- * They are quite competent as engineers; they are seriously deficient in economic analysis. This is mainly the fault of schools of engineering. The Corps should give every new engineering employee a 3-month full-time course in economics.
- * Some appear to "look down on" civilian input and ignore requests for information by citizens. They have a very narrow outlook. Some of the engineering decisions have been in error.
- * Yes, but probably a bit more "political" and "public relations" oriented than the civilians.
- * The Corps is an admirable bureaucracy, intelligently led but poorly directed by the nation.
- * Especially the "new breed"--Great! I deal mainly with planners--not so much with power or navigation people.
- * As engineers 1-2. As political Administrators-3. As conservationists-5 1/2. You score it . . .
- * Too competent for their opposition. The battles are uneven.
- * Seems to be a predominance of engineering background at high level--more academic discipline needed, planning, land arch, etc.
- * Weak on planning & social interest.