

ORAL HISTORY INTERVIEWS

Terry P. Lynott



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OPEN FOR RESEARCH**



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“ . . . the construction budget, which used to make up the <i>bulk</i> of whatever Reclamation got in its appropriations every year, is going to dwindle <i>rapidly</i> . The operation and maintenance budget will increase, I think, for a while, but not to the levels of dollar figures . . . that the construction budget enjoyed in its heyday. . . .”	60
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“The original recommendations of Assessment ‘87 had the commissioner of Reclamation and his key staff in Washington <i>moved</i> to Denver, Colorado. Left in Washington under the original recommendations were to be six people. . . .”	69
“Congress interceded. . . . A series of compromises were worked out in 1987, leading into early 1988, where the commissioner would stay in Washington, some of his staff would stay there, but the assistant commissioner for planning and operations . . . would relocate to Denver, Colorado, and be renamed . . . assistant commissioner for resources	

management . . .”	70
“It was also announced that a deputy commissioner’s position would be based in Denver, and originally the deputy commissioner was to be the chief day-to-day operating officer for the agency. . . .”	70
“All of that was expressed on paper, all of it was carried out with the naming of individuals. <i>None</i> of it has been successful from my perspective. Why hasn’t it been successful? I think from the outset, the strengthening, or at least the perceived strengthening, of the <i>Denver</i> Office was viewed as a real threat to the regional offices, and ironically, to the Washington office, even though the Denver office was in effect the commissioner’s arm based outside of Washington, D.C. . . .”	70
“I also felt we had too many layers of leadership in Denver as a result of the compromise reorganization. . . . I pushed, personally, for an eventual goal of having <i>one</i> leader in Denver—instead of one deputy commissioner and four assistant commissioners—one leader position that had everybody else reporting to that individual. . . .”	71
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“I was a part of that task force, and participated in the discussions on issues specific to projects in the Pacific Northwest. But the *other* flavor that I attempted to bring to the task force was the position of the commissioner in dealing with the issue of waterspreading westwide. . . .” 77

“It was as an advisory group. . . . the buck stopped with the Bureau of Reclamation. We took into account the advice and counsel of all the members of the task force, but when it came to drafting the policy, it was our responsibility. . . .” 78

“. . . triggers for tension were generated in a variety of ways: . . . anything the Bureau wrote about waterspreading had the potential of causing tension. But as time went on, it also had the potential of generating a lot of understanding of Reclamation’s position . . . the various communities on the task force came to appreciate in large measure just what the Reclamation family was up against as it was dealing with this issue called waterspreading. . . .” 79

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 “His influence at OMB, on The Hill, especially with staffers of the committees that Reclamation dealt with, and in the Department, was at times legendary. . . .” 84

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Commissioner Bob Broadbent 88

Acting Commissioners Robert Olson and Cliff Barrett 88

Commissioner C. Dale Duvall 88

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Reorganization in 1993-1994 90

 “From the perspective of resources management. . . I see this recent reorganization as trying to continue to apply the band-aids that will in the short and long haul serve really no useful purpose. . . . It is going to require, from *my* perspective, a very *concerted* effort by the top leadership, both from the administration and the career side, to spell out exactly what resources management is to be in the Bureau of Reclamation. . . .” 91

 “One of the faults I guess I would categorize most of these reorganizations as having is the sense of, ‘We’ll put together an organization, and then we’ll go out and find something for it to do’; rather than trying to determine what the problem is, what

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“We’ve <i>added</i> to the mix—and I think properly so—an expanded role at the area office level. But at the same time, if we’ve done anything at all with those other offices, we’ve confused <i>their</i> roles. We now have an Operations Office based in Washington, D.C., that has some staff in Denver. We have a Program Analysis Office based in Denver that has some staff in Washington, D.C. There appears, at least on paper, to be a lot of intertwining on what those respective offices are expected to accomplish. . . .”	92
“A major area that leaps out to me immediately is—and it’s been said by others—is getting more out of what we’ve already developed. . . .”	93
“I think this agency could play an instrumental role in changes of <i>use</i> of water as a part of getting more out of the resource . . . take agriculture out of production, and use the water for other purposes, including environmental. . . .”	93
“There potentially exists a lot of opportunity for this agency in the ‘irrigation arena,’ if you will, nationwide, and I think in other areas of water resources management, for which the skills we’ve developed over the years can easily be adapted. . . .”	94
“. . . this program of oral history is a prime example of that. It took the folks who were heavily in support of this program a heck of a lot of effort to convince some of the managers in the agency that it was worth doing. . . .”	94
Dan Beard and His Plans for the Senior Executive Service Employees of Reclamation	94
Does Not Believe Commissioner Beard Is Trying to Destroy Reclamation	96

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Brief Chronology of Career

1939–Born in Toledo, Ohio

1952–Moved to Ottawa, Illinois

1957–Attended Northern Illinois University in DeKalb

1962–To the University of Oregon studying Geography and

1964–To the Bureau of Reclamation in Boise as a reports writer

1970 –To Denver to work on the Western U.S. Water Plan–“Westwide”

1974–In June transferred to the Water Resources Council staff in Washington, D.C.

1978–Moved back to Denver to staff the representative of the Secretary of the Interior and Represented Reclamation on the Missouri River Basin Commission

1981–Moved into the planning office in Reclamation’s regional office in Denver and downgraded at the advent of the Reagan Administration

October 1981–Became Assistant Chief of Planning in the Division of Planning Technical Services in the Engineering and Research Center

1985-1986–Worked on Dale Duvall’s strategic plan which was never published. Then worked on Jim Ziglar’s team to develop Assessment ‘87.

Fall 1986–Became Assistant Commissioner for Planning and Operations in the Washington, D.C., office–during reorganization in 1988 title changed to Assistant Commissioner-Resources Management (ACRM)

1988–Became Division Chief for Program Services Office within ACRM

1994–Under the Intergovernmental Personnel Act, began serving with the National Association of Conservation Districts [NACD] under the Loaned Executive Program

1996/1997–Retired from Reclamation???

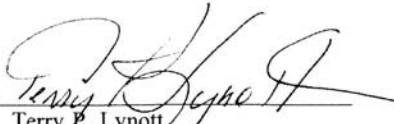
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**STATEMENT OF DONATION
OF ORAL HISTORY INTERVIEW OF
TERRY P. LYNOTT**

1. In accordance with the provisions of Chapter 21 of Title 44, United States Code, and subject to the terms, conditions, and restrictions set forth in this instrument, I, Terry P. Lynott, (hereinafter referred to as "the Donor"), of Lakewood, Colorado, do hereby give, donate, and convey to the National Archives and Records Administration (hereinafter referred to as "the National Archives"), acting for and on behalf of the United States of America, all of my rights and title to, and interest in the information and responses (hereinafter referred to as "the Donated Materials") provided during the interviews conducted on September 29, 1993; October 20, 1993; August 25, 1994; and September 29, 1994, at Lakewood, Colorado, and prepared for deposit with the National Archives and Records Administration in the following format: cassette tape recordings and transcripts. This donation includes, but is not limited to, all copyright interests I now possess in the Donated Materials.
2. Title to the Donated Materials remains with the Donor until acceptance of the Donated Materials by the Archivist of the United States. The Archivist shall accept by signing below.
3.
 - a. It is the intention of the Archivist to make Donated Materials available for display and research as soon as possible, but the Donor places the following restrictions upon their use: cassette tapes and transcripts will be available for research one month after Terry P. Lynott leaves Reclamation.
 - b. The Archivist may, subject only to restrictions placed upon him by law or regulation, provide for the preservation, arrangement, repair, and rehabilitation, duplication, and reproduction, description, exhibition, display, and servicing of the Donated Materials as may be needful and appropriate.
 - c. For Donated Materials with restrictions, the National Archives will provide access to the Bureau of Reclamation, if the Bureau of Reclamation presents written permission of the Donor specifying the types of information and proposed uses of said information.
4. Copies of the Donated Materials that do not have Donor restrictions on their use, may be deposited in or loaned to institutions other than the National Archives, including the Bureau of Reclamation. Copies of unrestricted Donated Materials may also be provided to researchers. The Bureau of Reclamation may retain copies of tapes, transcripts, and other materials if there are no Donor restrictions on their use, and Reclamation may obtain copies of tapes, transcripts, and other materials at the time that Donor restrictions on the use of the materials ends.
5. The Archivist may dispose of Donated Materials at any time after title passes to the

National Archives.

Date: Oct. 28, 1994

Signed: 
Terry P. Lynott

INTERVIEWER: 
Brit Allan Storey

Having determined that the materials donated above by Terry P. Lynott are appropriate for preservation as evidence of the United States Government's organization, functions, policies, decisions, procedures, and transactions, and considering it to be in the public interest to accept these materials for deposit with the National Archives and Records Administration, I accept this gift on behalf of the United States of America, subject to the terms, conditions, and restrictions set forth in the above instrument.

Date: _____

Signed: _____
Archivist of the United States

Introduction

In 1988, Reclamation began to create a history program. While headquartered in Denver, the history program was developed as a bureau-wide program.

One component of Reclamation's history program is its oral history activity. The primary objectives of Reclamation's oral history activities are: preservation of historical data not normally available through Reclamation records (supplementing already available data on the whole range of Reclamation's history); making the preserved data available to researchers inside and outside Reclamation.

The senior historian of the Bureau of Reclamation developed and directs the oral history program. Questions, comments, and suggestions may be addressed to the senior historian.

Brit Allan Storey
Senior Historian
Land Resources Division (84-53000)
Policy and Administration
Bureau of Reclamation
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For additional information about Reclamation's history program see:
www.usbr.gov/history

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**Oral History Interviews
Terry Lynott**

Storey: This is Brit Storey, the senior historian of the Bureau of Reclamation, interviewing Terry Lynott, the director of policy and programs in the office of the assistant commissioner—resources management, of the Bureau of Reclamation on September 29th, 1993, in Building 67 on the Denver Federal Center, this is Tape One. We are beginning at about 9:00 in the morning.

Mr. Lynott, could you tell me about where you were born and raised and your educational background, your professional background, how you came to Reclamation as it were?

Born in Toledo, Ohio, in 1939

Lynott: Be happy to. I was born in Toledo, Ohio, 1939, my family that likes to point out that I've lived in seven decades. (Storey: Laughter)

Lived in Ottawa, Illinois, Beginning at Age Thirteen and Attended Northern Illinois University in DeKalb, Illinois, Graduating in 1961—“. . . majoring in geology, minoring in geography—in those days geography was known more as earth sciences . . .”

At the age of thirteen, I moved with my family to Ottawa, Illinois, my father was an executive with Libby Owens Ford Glass, makers of automobile glass and glass for homes, etc., two days before the start of my freshman year in high school. . . completed high school in Ottawa, went to undergraduate school [at] Northern Illinois University in DeKalb, Illinois, majoring in geology, minoring in geography—in those days geography was known more as earth sciences—graduated in 1961, laid out a semester to decide what I was going to do with my life.

“Had never been west of the Mississippi River . . . so as a sort of a lark focused on graduate schools . . . west of the Mississippi. . . I decided . . . to accept the offer at the University of Oregon. . . .”

And during the course of that time, worked a couple of jobs just to make some money and explore graduate schools. Had never been west of the Mississippi River to that point in time in my life, so as a sort of a lark focused on graduate schools, in geography in particular, that were west of the Mississippi. Four schools came to the fore: Kansas, Kansas State, Oregon, and Oregon State. I contacted all four of them: two offered me scholarships—Kansas State University and the University of Oregon. I decided purely on the basis of distance, and seeing country I had never seen, to accept the offer at the University of Oregon.

“The focus in those educational areas in graduate school was on man’s influence in changing the face of the earth. I did my thesis work on impacts of an interstate highway in the Willamette Valley . . .”

So I started two years of graduate work at the University of Oregon in

geography—a combination of doing graduate work and teaching in the undergraduate school. The focus in those educational areas in graduate school was on man’s influence in changing the face of the earth.

“ . . . in the process of living out there got interested in water because water is a big issue in the West. Where I grew up, water was never a problem. . . .”

I did my thesis work on impacts of [an] interstate highways in the Willamette Valley, but in the process of living out there got interested in water because water is a big issue in the West. Where I grew up, water was never a problem. As the time in graduate school started to wind down, it became apparent I needed to become gainfully employed so as anyone hearing this would recall, the president at that time was John Fitzgerald Kennedy and I paid particular attention to his public values and decided to explore public service.

Interviewed with the Bureau of Reclamation

Spent quite a bit of time in the spring of both 1962 and 1963 talking with government agencies as they made their annual tour of campuses. In ‘63, an agency called the Bureau of Reclamation sent two individuals from Boise, Idaho, to Eugene, Oregon. The gentlemen were Don Price¹ and Gilbert Vincent Schirk. Mr. Price and Mr. Schirk talked to several of us who were in graduate work in geography about the possibility of coming to work for a water resources construction agency, and that’s the way it was phrased. I can remember that like it was yesterday. They eventually decided that people with a background in earth sciences and an understanding of man’s influences on changing the face of the earth *might* serve well in an engineering organization. At that point in time Reclamation was enjoying its heyday in construction. Most of the great big ones [projects]² had recently been completed but there were still a couple of big things on the horizon, plus a lot of projects that would not store millions of acres of feet of water, but several hundred thousand. They told some intriguing stories about what the Bureau did. They interviewed, I believe about ten, at both Oregon State and the University of Oregon. Those interviews culminated in a group session with students from both schools sitting down with these individuals in a hotel conference room in Eugene. They brought the folks down from Corvallis to attend this. Out of that, eventually, I believe this was in April and May when these interviews occurred, in ‘63, out of that in June came job offers to six of those [who]

1. Reclamation’s oral history program includes interviews with Don Price.

2. A note on editorial conventions. In the text of these interviews, information in parentheses, (), is actually on the tape. Information in brackets, [], has been added to the tape either by the editor to clarify meaning or at the request of the interviewee in order to correct, enlarge, or clarify the interview as it was originally spoken. Words have sometimes been struck out by editor or interviewee in order to clarify meaning or eliminate repetition. In the case of strikeouts, that material has been printed at 50% density to aid in reading the interviews but assuring that the struckout material is readable.

The transcriber and editor also have removed some extraneous words such as false starts and repetitions without indicating their removal. The meaning of the interview has not been changed by this editing.

In an effort to conform to standard academic rules of usage (see *The Chicago Manual of Style*), individual’s titles are only capitalized in the text when they are specifically used as a title connected to a name, e.g., Secretary of the Interior Gale Norton as opposed to Gale Norton, secretary of the interior; Commissioner John Keys as opposed to John Keys, commissioner. Likewise formal titles of acts and offices are capitalized but abbreviated usages are not, e.g., Division of Planning as opposed to “planning;” the Reclamation Projects Authorization and Adjustment Act of 1992, as opposed to “the 1992 act.”

that were in the room. Fortunately, I was one of the six, and I was offered a position in Boise, Idaho, to start in September.

September of 1963 Joined the Planning Staff in Boise as a Technical Writer

The type of work I would be doing would be to serve as a writer, technical writer, on the *planning* staff. In those days, Reclamation's regional organizations were numbered, and Boise, Idaho, was Region One. Covered the same territory that's covered now. The states largely of Oregon, Washington, Idaho, portions of Montana, Wyoming, and a little bit of [Nevada.] ~~Utah~~. So, after a week or two of agonizing over whether this was the right choice, at the same time I was looking at some other opportunities, I decided to go with Reclamation and was flown to Boise in June to sign the papers so to speak.

Reclamation Paid Moving Expenses into a First Job Only for Engineers When He Moved to Boise

The only thing the Bureau paid for in my move to Boise, Idaho, was that airplane ticket to sign the papers in June. When I moved in late August with a young family, a wife and a baby, we did it all on our own, because, in those days, Reclamation did not pay to move *anyone* to a new position unless you were an engineer. That obviously has changed since then in most cases.

Sent to Interview a Secretary to Accompany the Commissioner's Plane on a Tour of the Pacific Northwest

I started on September 3, 1963, as a report writer with the Bureau of Reclamation in the regional office in Boise. I was on the job *one* week when I was called to the front office.

Regional Director H. T. Nelson

The regional director in those days was a man by the name of H. T. Nelson. As I learned after spending some time there, the H. T. stood for Harold Thomas but among the rank and file in the organization, the H. T. stood for "High Tension." (Storey: laughter.) He was a fairly volatile individual who really knew his stuff—but the epitome of the classic Reclamation engineer: proud to wear engineering boots, proud to be out on construction sites, etcetera, etcetera.

Harry Stivers

Anyway, I got called up front about a week after I was there, and told that I was to accompany Harry Stivers who was at that point in time an assistant to the regional director for public affairs. Mr. Stivers and I were to go to one of the projects within the general Boise area, it was Black Canyon Dam, and our purpose there was to interview and pick a secretary to accompany the commissioner of Reclamation on a tour of all the projects in the Pacific Northwest. I accompanied Mr. Stivers, got to know him on the trip; he eventually became a near and dear friend. On the trip he showed me some of the project areas as we headed toward Black Canyon Dam. I would then learn a little

bit about the Boise Project, the Owyhee Project, the Payette Division of the Boise Project, and some of the grand plans that were being worked on at that very moment which would add significantly to the water development and the irrigation development in southwestern Idaho and southeastern Oregon. When we got to Black Canyon Dam, there were only three or four secretaries in that office, and *now* I realize there was only one secretary that we were going there to actually interview. The interview as I know now was pro forma. She was asked to pack a bag and to join us later that afternoon for a return trip to Boise. When we finished [“the interview,”] ~~then~~, Harry and I then toured the local project along the Payette River and when we got back to the office, she joined us with a packed bag. We went back to Boise and out to the airport where the regional director was awaiting a plane from Washington, D.C., which had as one of its occupants the commissioner of Reclamation. The plan was the commissioner, the regional director, and this secretary would join the two Bureau pilots in the Bureau airplane to tour projects in the Pacific Northwest. [Obviously, being on the job only one week,] I did not know [of] this commissioner. On the way back to the airport I learned his name and subsequently learned much about his history. The man’s name was Floyd Dominy.³ The young lady who, by the way was a very attractive young lady plus a very competent secretary, was charged with the responsibility of assisting those on the airplane with the capturing of a record of what Mr. Dominy saw and what his observations were as he toured the Pacific Northwest over a period of four or five days. I can only surmise what her other duties may have *been*, given now the history that I know of the great Floyd Dominy. It was a . . . in hindsight, it was a remarkable first week for a guy that had just arrived in Idaho for the first time in his life and begun work with the Bureau of Reclamation.

Gilbert “Gib” Schirk Was One of Lynott’s Three Mentors at Reclamation

My first supervisor was a man I mentioned at the outset of this interview Gilbert V. Schirk or “Gib” Schirk as he liked to be called. I consider him one of my three mentors who taught me more about Reclamation and about what I should be doing to first learn my job and then eventually to aspire to bigger and better things. Gib was a godsend to a kid who was joining public service with no knowledge about what an agency did. The man took hours of time to enlighten me, he took me to meetings that normally “neophytes” weren’t permitted to attend. He did everything within his power to give me the opportunity to fail and to learn from those failures. He also gave me every opportunity to succeed and to gain from the successes.

North American Water and Power Alliance and Similar Water Development Proposals

Some examples, the North American Water and Power Alliance, the Ralph Parsons activity, was really hot in those days. This was the grand plan to move water from Alaska to Mexico, basically, with *tremendous* diversion schemes, great distribution systems, reversing of rivers, just some of the most colossal dreaming any group of individuals could ever hope to do. Parallel with the Parsons effort, Federal agencies were getting involved, other consulting firms, engineering firms, were coming up with their own plans.

3. Reclamation’s oral history program includes interviews with Floyd Dominy.

“Gib asked me to learn as much as I could about all of these different proposals. . . it culminated in me preparing data sheets on all these plans and comparative analysis of them which resulted in a report . . . I was asked to go to Washington, D.C., in December of 1963, to present all this information to the commissioner and his immediate staff. . . .”

Gib asked me to learn as much as I could about all of these different proposals. This resulted in me being sent to headquarters offices of these big firms—again now, mind you, as an employee of the Federal service who had been there for a month, or two months, during this particular span of time. And it culminated in me preparing data sheets on all these plans and comparative analysis of them which resulted in a report which went back to the commissioner of Reclamation, and eventually to the Secretary of the Interior. As a part of this, I was asked to go to Washington, D.C., in December of 1963, [to] ~~and~~ present all this information to the commissioner and ~~to~~ his immediate staff. Again, here’s a guy with three months of experience sitting down with the “head muckety-mucks” in this agency that I was rapidly becoming in awe of because at the same time all this was going on, I had been charged by Mr. Schirk to learn everything about what it is the Bureau does.

“Not much attention was paid to environmental concerns in those days. . . .”

Obviously, I spent a lot of my hours thinking, reading, discussing Reclamation and a lot of my hours thinking, reading, and discussing these various massive diversion schemes. Not much attention was paid to environmental concerns in those days. The diversion schemes were looked at as “pet” projects: that *all* it took was a Federal commitment and a massive amount of dollars, and by golly, from an engineering perspective, we could get it done. It was a great opening experience for a guy who’s trying to learn the water business in the western United States. A lot of opportunities to meet some of the great names in Reclamation as a result of this. Names I’ve mentioned already. Dominy, Nelson, but add to that the Gil Stamms, the Ellis Armstrongs, the Norm Moores, the great engineers that were . . . the chief engineers in those days here in the Denver Office, all of those folks, the [Barney] Bellports people like that became folks that I sat down with, talked to, and gained insight from as a part of these particular assignments that Gib Schirk put me on.

“. . . I was asked to participate in regional teams that were planning the next great round of projects within Reclamation. . . .”

At the same time, I was asked to participate in regional teams that were planning the next great round of projects within Reclamation.

“. . . one of the first things that caused the environmentalists to really join the fray was our look at storage potential of the Salmon River—the last remaining river in Idaho of any magnitude that had absolutely *no* storage on it. . . .”

Projects that included the development in southern Idaho, the hereformentioned Boise Project—another would be Salmon Falls to look at what we might do with Upper Snake River’s ~~some more~~ storage—to look, and as I soon found out, one of the first things that caused the environmentalists to really join the fray was our look at storage potential of

the Salmon River—the last remaining river in Idaho of any magnitude that had absolutely *no* storage on it.

Various Projects under Study at the Time

Also, [I] was involved in projects in other States throughout the Pacific Northwest. We looked at the Touchet Project, the Chelan Project, the Okanogan, all in the State of Washington. Spokane Valley was another . . . the completion of the Columbia Basin was yet another that I was involved in. [In] ~~At~~ Oregon, we looked at the Umatilla, the John Day, and started to look a little bit, among others, at some things in the Willamette Valley which [thrust] ~~threw~~ me into my next series of assignments.

Looking at Projects in the Willamette Valley

The Willamette Valley was the bastion of the Corps of Engineers. It, from a water perspective, is a water-rich area in the State of Oregon. It lies between the Cascades and the Coast Range, thus receives significantly more precipitation than does *most* of the rest of the State of Oregon—where *Reclamation* is more in the purview or more viewed as the water resources Federal agency. But because we were looking at some things in the Willamette, from a planning perspective, Gib and I were placed on airplanes and flew to Portland on several occasions to sit down with the Corps to let them know what we were doing and to assure them that we were not trying to wrestle our way into their territory. That was our official message.

Gib Schirk Hated the Corps of Engineers

Gib was a hater of the Corps of Engineers, I guess is a good way to put it, he used to be envious of their facilities not so much for *how they looked* but for the fact that they were very proud of the notion that the Corps designed and built them and showed that through visitor centers, signs, and using Gib's own colorful language always a very prominent display of the Corps flag, which as most people know is a castle with two turrets on it. Gib used to refer to that very symbol as a "twin turreted shithouse" owned and operated by the Corps of Engineers. We, through the next couple of years, had many, many meetings with the Corps. This was a tremendous learning experience for me. It permitted me an opportunity to see how someone, and I might mention Schirk at this time had thirty years of experience with Reclamation, how someone of that nature deals with another very headstrong, very competent Federal agency. It was a *wealth* of experience for myself.

Worked on a USGS Effort to Bring Water Resources Information to the Public

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During that same timeframe, there was an effort made by the Geological Survey to learn about the water resources of every state in the United States; these were to become a series of documents with some technical support but largely to be written so the lay public could understand what goes on in the water resources arena within their particular state, and their state then broken down by component territories. Reclamation was assigned the seventeen Western states to assist the GS in this effort. In turn, I was assigned the responsibility for gathering data in Oregon and in Washington. And the end result of all of those efforts, which took about a year, was

that I wrote documents on those two states and their water resources which became important components of overall documentation by the Geological Survey on water and minerals in each of the states.

“I collected the data, I did the first analysis, I took the results of Gib’s analysis of mine, I wrote the documents, I accounted for Gib’s comments on those documents, I put my name down as author. I watched it become second author as Gib Schirk became the principal author on the first of those documents. Again, a learning process . . .”

I collected the data, I did the first analysis, I took the results of Gib’s analysis of mine, I wrote the documents, I accounted for Gib’s comments on those documents, I put my name down as author. I watched it become second author as Gib Schirk became the principal author [on the first] ~~of both~~ of those documents. Again, a learning process for me, but what a valuable one. [As a sort of tribute to my efforts, I became principal author on the second document.] Those documents, although they’re now twenty-five years old or older, still prove to be of much utility to folks [who] ~~that~~ are interested in water resources, and in fact mineral resources, in each of the states of the United States. From time to time over the next fifteen years, the GS approached us with a notion of perhaps updating portions of those documents, but, without exception, there never appeared to be enough money to get those kinds of updates accomplished.

So for the first eight years of my career, I worked in the Planning Office in Boise, got a wealth of experience through Gib Schirk, through Don Price, through a series of planning officers that moved through while I was stationed there . . .

Selected to Lead a Department of State-Sponsored Tour for Foreign Students in the Pacific Northwest

Another plum, I will call it, in my basket was being selected by the secretary of the interior in year seven of my tenure with Reclamation to serve as a representative for foreign visitors, students in particular, who wanted to learn more about the United States. What that permitted me to do was to literally develop and get approved a three-week program for six foreign students in graduate school throughout the United States to accompany me on a tour throughout the Pacific Northwest, paid for entirely by our Government. What a delight and what a great experience that turned out to be. First of all, to actually put the tour together, to find out the interests of these students, a fascinating group of individuals by the way, and to put together places, facilities, *and* individuals, experts if you will, who could talk about these things and would be willing ~~to take the time~~ to spend time with these students as we made this over 3,000-mile swing throughout the Pacific Northwest. It took three months to plan, it took three and a *half* weeks to accomplish, and that time flew as fast as any I have ever been involved in. Not only did the students learn a tremendous amount, but so did yours truly. I took the approach of involving every Federal agency I could *think* of or read about that’s in the resources business. In addition, I involved the states, I involved locals, I sat in with the environmental representatives, we sat in with Indian nations. We did things like sleep out all night under the stars, to stay in the most palatial hotel in Spokane, Washington; we toured, VIP style, some of the facilities that the general public can’t get into, the Hanford atomic works for example, looking at that from the perspective of

resources and water, Grand Coulee Dam would be another, Libby Dam that the Corps built in Montana would be yet another. We toured fish hatcheries, ~~we permitted some of these guys to fish[ed] for the first time in their lives. or caused that to happen.~~

We traveled in a van, a 1967 Government van, and because most of these [young men] ~~kids~~ were from ~~Africa~~ or African nations [and were quite good at it], we carried a soccer ball with us, and we became quite adept, in the evenings, at kicking a soccer ball around. And in several of the local communities, we were viewed as a touring, barnstorming soccer team, which of course we were *not*. But having that capability eased us into many informal situations and evenings where we were invited to join picnics, barbecues, to talk about what we were doing, and to learn more about the local area. It was a phenomenal experience and to this *day* two of those students and I remain in contact.

The following year, the program was run again—another employee in the regional office was given the opportunity. I fortunately was asked by that employee to help him put his program together. Sadly, that set of activities died in the late '60s. I think the last year was 1969 that such a tour and such a learning experience was offered not only to the students but to everyone they came in contact with. One of the major benefits that I saw gained by Reclamation and by other Federal agencies was the opportunity to learn how water resources were dealt with in these students' homelands. They were selected because of their interest in natural resources and their knowledge and background and their undergraduate work in those particular areas.

One quick vignette. One of the six students was a vegetarian and as long as we were in some of the larger cities on this tour, cities like Eugene, even Coos Bay, Redmond, Washington, places like that, we didn't have too much difficulty making certain that this gentleman could find things to eat. But I could see ahead on our schedule a boat ride with the National Park Service up Lake Chelan to their very rustic headwaters camp. And I dreaded the end result of that trip because a meal was planned, and I had seen a proposed menu from my contacts with the Park Service that had wild game . . .

END SIDE 1, TAPE 1. SEPTEMBER 29, 1993.

BEGIN SIDE 2, TAPE 1. SEPTEMBER 29, 1993.

Lynott: This gentleman's name was Jackson Danseau. His real name was Quiku Danseau, but when he came to the United States he wanted to anglicize his name—Quiku meant Wednesday in his language, that was the day he was born, so he picked Jackson. So, here's my man Jackson Danseau a beautiful and gifted black man heading up the [lake on a NPS] boat with the rest of us and I'm worrying about what this guy is going to eat. Well, we get to the camp, we are treated royally by the Park Service, no roads, no nothing, everything is moved up there by boat. We're given a walking tour and about 4 o'clock in the afternoon we come back to this absolute feast spread out for kings. There was a young lady with the Park Service who was in charge of the meal and the program from that point forward. I took her aside and said "I have a problem, one of my students is an avowed vegetarian, and I don't quite know how to deal with this." She looked at me and she said "we will have no problem, my head waitress is a vegetarian and she has been dying for somebody to come up here who practices what

she practices ‘cause she will create a feast for this guy separate from ours but will still be part of our activities.” So they brought this young lady out, and when she heard that was the situation she squealed with great delight. I brought Jackson over and introduced ~~her to~~ him to this young lady, and they just had a royal time together. And he ate like a king just like the rest of us. But it was *that* kind of interaction that occurred throughout this particular tour. A great, great experience. Something from my perspective personally that taught me a lot in dealing with people from other countries, people with other cultural backgrounds. We finished our particular tour with a big party at my house at which I invited several from the Boise Reclamation family and their spouses to join us. We taught these students things like broom dances, square dancing, different kinds of things that are done in the Western United States that they had had little or no experience with. [It was truly a great experience for me and, hopefully, for all involved.]

Congress Directed Development of a Western U.S. Water Plan in 1968

[But work continued to beckon.] A law was passed in 1968⁴ dealing with the Colorado River that had as a section in the law the requirement for the Bureau of Reclamation, actually the secretary of the interior, to develop a “Western U.S. Water Plan.” In 1970, Reclamation started to seriously look at what that might entail. We were delegated by the Secretary the responsibility to develop such a plan as laid out in the 1968 legislation.

Management Team Put Together by Reclamation for the Western U.S. Water Plan in 1970-1971

A management team approach was contemplated by the Bureau, and in ‘70 and early ‘71, that came to fruition under the leadership of the *second* gentleman I put on my list of mentors.

Wally Christensen, Who Headed the Western U. S. Water Plan for Reclamation, Was Lynott’s Second Mentor at Reclamation

This man’s name is Wally Christensen. Wally put together a team that involved Reclamation employees and, interestingly enough, employees from other agencies to begin to tackle just what a Western U.S. Water Plan might become.

He along with two other individuals who were part of his core group, actually, there were three, Kenny Kaufman, Ed Barbour, and Dick Nash, toured Reclamation offices interviewing employees about their interest in participating, in *some* manner, on the development of a Western U.S. Water Plan. When they got to Boise, word had reached ahead of them that this, ~~is~~ in fact, [was] what they were there for. They presented information on their vision of what this activity might be and then asked over the course of several days for employees to volunteer from literally every discipline area to sit down and talk with them to explore whether or not they might be interested in taking a role in this effort. Needless to say, I was interested. So I scheduled some time to sit down and talk with these guys. Our interviews were along the lines of what my knowledge was, in terms of Western water, what my experiences had been in

4. Title II of the Colorado River Basin Project Act of September 30, 1968 (82 Stat. 885; 43 U.S.C. § 1501).

dealing with states, with local interests, and, interestingly enough, with environmental groups.

This is the first time I can recall an increased emphasis in environmental matters. I think the passage of NEPA⁵ had something to do with this in 1969, but I also feel very strongly that the “cosmopolitan” nature of Wally Christensen and his great career with the Bureau of Reclamation also brought focus to these areas. After a series of interviews, I was asked if I’d be interested in uprooting my family and moving to Denver, Colorado, to serve on the management group for the Western U.S. Water Plan. There was great reluctance in my family to move, we had become comfortable in Boise, we had added a second child, we saw what we thought were opportunities to stay in Boise and have a meaningful and fulfilling career with Reclamation. But something gnawed at me that said in effect you’ve learned a lot about the territory you’re in right now but there are parts of or all of fourteen other states that Reclamation’s involved with, and you know *nothing* or basically nothing about them. So I convinced my family that it was time to move.

Moves to Denver to work on the Western U.S. Water Plan (Westwide) in 1970

In 1970, we moved to Denver and joined the management team of the Western U.S. Water Plan. What a phenomenal experience that turned out to be! This management team had representatives from Reclamation, from the Department of Agriculture, the Corps, Fish and Wildlife, National Marine Fisheries, Environmental Protection Agency, Bureau of Land Management, U.S. Geological Survey, Bureau of Mines, *and* through advisory committees and through other means, representatives from the seventeen Western states and through other groups that were interested in water resources—all aspects of water resources.

“Almost from the outset, the program was besieged by ‘you can’t do this, you can’t create a plan for the seventeen Western states.’ These critics came from outside the organization and especially *inside* the organization. . . .”

Almost from the outset, the program was besieged by “you can’t do this, you can’t create *a* plan for the seventeen Western states.” These critics came from outside the organization and especially ~~so~~ *inside* the organization[.] ~~and~~ [N]ow after these many years of experience, I can see why regional directors, assistant commissioners, project managers, etc., would view the development of a plan for the West as something which would potentially usurp their responsibilities as the managers of Reclamation’s activities in whatever territory they were responsible for.

“Because we were besieged almost from the outset, we were constantly rescoping what ‘Westwide’ turned out to be—‘Westwide’ became the slang term for Western U.S. Water Plan. . . .”

Because we were besieged almost from the outset, we were constantly rescoping what “Westwide” turned out to be—“Westwide” became the slang term for Western U.S. Water Plan.

5. National Environmental Policy Act of 1969 (83 Stat. 852; 42 U.S.C. § 4321).

“It was to originally have encompassed seven years, resulting in a comprehensive report to Congress on our findings. It was terminated after *four* years . . . four very volatile years, yet four very enriching years . . .”

It was to originally have encompassed seven years, resulting in a comprehensive report to Congress on our findings. It was terminated after *four* years . . . four very **volatile** years, yet four very enriching years because of the experiences gained.

Westwide “. . . resulted in an Executive Summary on the findings, a major document on the problems and opportunities facing each of the states *and* river basins in the seventeen Western states, and a series of technical appendices which presented the multitude of data and information gathered throughout the four-year process. . . .”

The termination in four years resulted in an Executive Summary⁶ on the findings, a major document on the problems and opportunities facing each of the states *and* river basins in the seventeen Western states, and a series of technical appendices which presented the multitude of data and information gathered throughout the four-year process. Once folks realized we were not a threat to their livelihood, most everyone jumped in and assisted at making this an effort that from my perspective more than satisfied the intent of Congress.

“. . . if one would read the Executive Summary and the document talking about the major problems, you will find that most of them still are ‘front and center’ for the seventeen Western states and, in fact, for the United States as a whole. . . .”

To this day, if one would read the Executive Summary and the document talking about the major problems, you will find that most of them still are “front and center” for the seventeen Western states and, in fact, for the United States as a whole.

What do we gain by that? Hard to say. I guess what I’ve learned is that we were able to bring focus to those issues more than twenty years ago; we have not been able to bring focus to their resolution in any meaningful way over that ensuing period. A lot to be gained, from my perspective, from that kind of historical knowledge. I would urge those who pursue a career in public service in water resources management, as the phrase is now popularly coined, I would urge those individuals to gain as much as they can from the historical perspective of what this agency and others in the water business have gone through. Can we stop a second?

Storey: A brief rest break occurred here. Okay.

Reclamation Realized it Had to Place Employees as Westwide Was Winding down

Lynott: As Westwide was winding down, it became apparent that Reclamation needed to do something with the employees they brought together in this management group. Without exception, this was a talented group of individuals, if I may be so *immodest* as to include myself in that particular cast of characters. Still remaining here in Denver

6. *Executive Summary of Critical Water Problems Facing the Eleven Western States: Westwide* (U.S. Department of the Interior, Bureau of Reclamation; Washington, D.C., April 1975).

with that group in fact presently in the ACRM [pronounced ak rum] organization are George Wallen, Darrell Adams, Dick Schaefer, and Bruce Glenn. Bruce joined the group in about 1973; the other three were original members along with myself in the Westwide management team. When you look at the backgrounds, particularly that George and Darrell have, one begins to realize that this may have been one of the first efforts to bring more of an equal perspective to environmental matters and social matters—people matters. Wallen brought with him significant environmental skills, Adams brought with him a background involved with analyzing social aspects and public involvement.

Offered a Position at the Water Resources Council with the Department of the Interior

But as Westwide wound down, it became apparent people had to be put places, and it also became apparent there were less places than there were people if, in fact, we all wanted to stay in Denver. In my case, an offer was put on the table to increase my experience, breadth if you will, by affording me the opportunity to accept a position in Washington, D.C. At that point in time, the Water Resources Council was enjoying a significant amount of visibility and the Department of the Interior was becoming a more instrumental player in Water Resources Council activities. The U.S. Water Resources Council emanated from an act,⁷ I forget the date, but it was a water act that, at that point in time, had significant impact throughout the United States. It established the Water Resources Council. It established river basin commissions in many areas of the United States. In those areas that did *not* have river basin commissions, interagency committees composed of Federal agencies and states were formed. So in effect, the entire United States was covered by organizational units that brought the states and the Federal agencies together to discuss water and related resource issues.

June of 1974 started to work at the Water Resources Council

Given the choice of going to Washington, D.C., or accepting a downgrade to stay in a pool of writers in Denver, I packed up and moved to Washington, D.C., in November of 1974. I actually started my work in Washington in June of that year but in the first several months served as, in effect, a commuter going back and forth between the two locations. In those days, back and forth meant you went to Washington in June, you went back to Denver for the Labor Day weekend, you went to Washington after the Labor Day weekend, you went back to Denver to pick up your family and your belongings and move. You were *not* afforded the opportunity to go back and forth every weekend—or every other weekend.

“In Washington, I . . . *stayed* a Reclamation employee . . . but I was assigned to a group in the Department of the Interior. . . .”

In Washington, I became a Reclamation employee, or *stayed* a Reclamation employee I should say, but I was assigned to a group in the Department of the Interior. Another Reclamation employee was assigned to that group as the lead. That man’s

7. The Council was created by the Water Resources Planning Act of July 22, 1965 (79 Stat. 244; 42 U.S.C. § 1962).

name [is] ~~was~~ Darrell Mach,⁸ who also continues to work for Reclamation now as a Senior Executive Service member running the budget and program formulation or program coordination shop in Washington. While on Darrell's staff, I was given a crash course in how Interior participates in Water Resource Council activities. I then was transferred as Reclamation's representative to the Office of Land Use and Water Planning, a departmental office which at first reported directly to the Deputy Secretary Under Secretary.

The man who headed up that organization is a man by the name of Lance Marston. In that very same timeframe, land use planning was enjoying a significant amount of attention as a follow-on to the attention that water resources planning had received in the previous years. So Mr. Marston had a group of about fifteen employees gathered from other agencies and, in a couple of instances, hired off the street, who worked out of an office, first on Pennsylvania Avenue, then on K Street, and by and large operated independently of the rigors of the line agencies in the Department of the Interior.

This was a heyday period. We were lobbying The Hill on land use, we were going to the Water Resources Council meetings on water issues—I eventually became the alternate to Mr. Marston on the council of representatives for the Water Resources Council. I was a GS-14 at that point in time and thought the sun didn't set on where I'd gotten to in terms of my career. It was a zenith period.

“In 1976 President Carter was elected and early 1977 he was moved into office and changes began almost immediately. . . . For the first time, during *my* career with Reclamation, a commissioner of Reclamation was appointed who was *not* a career Reclamation employee. . . . Keith Higginson . . .”

In 1976 President Carter was elected and early 1977 he was moved into office and changes began almost immediately. Republicans were moved out; Democrats were moved in; career people were moved around. For the first time, during *my* career with Reclamation, a commissioner of Reclamation was appointed who was *not* a career Reclamation employee. For the very first time! From that point forward, we have had non-career commissioners in Reclamation. The first was Keith Higginson,⁹ a man with significant *water* experience, since he served as state engineer and director of water resources in the State of Idaho. He was appointed by the former *governor* of Idaho, then the Secretary of the Interior, Cecil Andrus,¹⁰ to serve as the commissioner of Reclamation.

I continued to serve as Reclamation's representative to the Office of Land Use and Water Planning *until* the new administration *abolished* that office. That occurred after Congress voted down national land use legislation. It became very apparent that the issue of [defining the] Federal role in water planning and in land use planning was changing significantly. We were not the “ghostbusters,” if you will, of our business; we were not the complete package; we were [no longer] ~~not~~ “get it all done” types of

8. Reclamation's oral history program includes interviews with Darrell Mach.

9. Reclamation's oral history program includes interviews with R. Keith Higginson.

10. Cecil D. Andrus served as governor of Idaho from 1971 to 1977 and from 1987 to 1995. He served as Secretary of the Interior from 1977 to 1980.

organizations. Other players wanted a role in both water resources business and the ~~lands business=~~ land use business.

Appointed Acting Head of a Water Resources Unit in Department of the Interior Where He Worked with Deputy Assistant Secretary Dan Beard

When the office was abolished, I was appointed acting head of a water resources unit assigned to the assistant secretary for water and power—in those days. That assistant secretary was a man by the name of Guy Martin. His principal *deputy* assistant secretary was a man by the name of Dan Beard.¹¹ That's who I reported to beginning in 1977. Mr. Martin *shifted* the emphasis of his staff significantly by bringing in major players from environmental organizations largely based in Washington, D.C. Brought to that staff for varying periods of time were individuals like John Leshy, Joe Browder, Eileen Murphy, Steve Lannich, and several others who didn't have quite the influence *on me* that Mr. Beard and those folks did.

I had learned through my years of experience literally how to get along with anybody but there were times when some among those I listed, and others, taxed my capability to be a team player in the water resources business. But as I'll mention later, this was nothing compared to what occurred when ~~another assistant secretary took over during the . . .~~ another *secretary* and assistant secretary took over during the 1980s.

Moved to Denver to Work in the Office of the Representative of the Secretary of the Interior to Become Interior's Representative to the Missouri River Basin Commission

I continued to work for Mr. Martin and Mr. Beard as a Reclamation employee until early 1988 when I was summoned to the commissioner of Reclamation's office and told that I was being earmarked for yet another move to serve as Interior's representative to the Missouri River Basin Commission in Omaha, Nebraska. When I left Ottawa, Illinois, in 1961, I did *not* do that to move back to Omaha, Nebraska. My intent was to stay in the West or Washington, D.C., as it turned out, to fulfill my career objectives. Nonetheless, when word came down that I was to take this position, I accepted it, and, in the process of preparing to move to Omaha, was subsequently informed by the commissioner that the secretary was reestablishing the Denver secretarial representative office and was putting a man in there to be his Western representative, and I, in fact, would *not be* moving to Omaha but back to Denver to serve as his key staff person for water and related resource issues. Thus, in 1978, the family and I moved back to Denver, Colorado.

I also continued to serve as ~~Reclamation's representative to this group and as this group's and~~ Interior's representative to the . . . Missouri River Basin Commission. That entailed a significant amount of travel to Omaha and throughout the Missouri Basin states. It also afforded *me* an opportunity to learn a lot about the water issues in states on the *eastern* side of Reclamation's territory—the *then* seven states that made up the Missouri Basin.

“ . . . Reclamation had two regions that were involved in Missouri Basin activities;

11. Reclamation's oral history program includes interviews with Daniel (Dan) P. Beard.

one of my jobs was to coordinate with *both* of those regions in providing Reclamation input to *Basin* activities and to instilling results of the *Commission's* efforts back down to the Bureau of Reclamation. . . .”

In those days, Reclamation had two regions that were involved in Missouri Basin activities; one of my jobs was to coordinate with *both* of those regions in providing Reclamation input to *Basin* activities and to instilling results of the *Commission's* efforts back down to the Bureau of Reclamation. That went swimmingly for two years. In 1980, Ronald Reagan was elected President of the United States. In 1981, he was appointed, or anointed, however one may wish to think of it. In any event, in January of '81 he took office.

“The second week Mr. Reagan was in office, it was announced that Water Resources Council and river basin commission activities would cease . . .”

The second week Mr. Reagan was in office, it was announced that Water Resources Council and river basin commission activities would cease—that this administration through executive order would *no longer* support those types of activities. A feverish amount of activity took place as a result of that announcement. The states were up in arms; they wanted some means for *Federal* interaction. The *Federal* agencies were upset, at least to some degree, because *they* were, through painstaking efforts, beginning to understand state positions, state rights, and through river basin commission processes, were forced to *sit down* with states and at least some of their representatives to hash out issues that were necessarily of a Federal-state nature. All of this was to in effect go away because of the executive order from President Reagan. We were successful for roughly six weeks in keeping that order from reaching fruition. We also labored under the assumption during that same timeframe that maybe second thoughts were occurring, that perhaps some means was being considered to keep alive field representation that would permit the Department to carry a message to the hinterlands and also permit that message to be conveyed out to the various bureaus and to, in particular, in my case, Reclamation.

“. . . I also was key staff to the Interior field committee. This field committee was made up of the directors of *all* the agencies in Interior that were in the Rocky Mountain Region and again was a very active group up until 1980. . . .”

I should say that while I served in this particular capacity, I also was key staff to the Interior field committee. This field committee was made up of the directors of *all* the agencies in Interior that were in the Rocky Mountain Region and again was a very active group up until 1980. One of the regional directors was a man by the name of Darrell Thompson; he was the regional director of the Heritage Conservation and Recreation Service. “Hookers” as it was affectionately known. Mr. Thompson at first participated with the other regional directors in bringing to question the Reagan administration’s intent to bring all this down if you will. But as I look back in hindsight toward the end of that same six-week period I described, Mr. Thompson became strangely silent and was *not* an active participant in trying to get this group’s opinions across.

Moves to Bureau of Reclamation in Denver

It all culminated in a fiery ~~day of weeks, or a week of days~~ (laughing), it felt like a day of weeks, in March of 1981 at which time Mr. Thompson walked into the Interior field representative offices as a courier of James Watt and announced to R. J. Bruning who was the . . . at least had the title of Secretary Field Rep[resentative] “you are out of here in a day.” And announced to myself “Mr. Lynott, you are to be in the Bureau of Reclamation’s regional office in building twenty tomorrow morning. Everything you can’t get packed up and get out of here will be destroyed.” So in one day’s time, the Interior field representation was changed from [the Andrus-Bruning approach.]

END SIDE 2, TAPE 1. SEPTEMBER 29, 1993.

BEGIN SIDE 1, TAPE 2. SEPTEMBER 29, 1993.

Storey: This is tape two of an interview by Brit Storey with Terry Lynott on September the 29th, 1993.

Lynott: . . . to the James Watt-Darrell Thompson approach to getting the Interior message out to its field entities. It was obviously a period of turmoil. The river basin commission to which I was representing the Department of the Interior strived to stay alive. The states continued to meet, but there were no formal *Federal* agency representatives. The Reagan administration effectively squelched all of that. It took a significant amount of time to recover, I feel, from those particular actions. [To this day, I’m not sure that Federal-state relationships regarding water have recovered.]

“ . . . I packed up and went over to the regional office—and was downgraded from a GM-15 position I had gained in my move to Denver to a 13 [GS-13] on the regional planning staff. *But*, I had a job! . . . ”

In my case, though, I packed up and went over to the regional office—and was downgraded from a GM-15 position I had gained in my move to Denver to a 13 [GS-13] on the regional planning staff. *But*, I had a job! I had work to do, and I still had a paycheck. The regional director at that point in time was Joe Hall.¹² ~~We were at that point in time Region Seven. We became the Lower Missouri Regional Office around that same time frame.¹³~~ My work was in the planning organization; I was given two or three special projects to accomplish.

Narrows Project

One of those special projects involved a planning activity and a series of other technical studies on the South Platte River in Colorado focusing primarily around the *Narrows* Project. I developed [developed in put for] and participated in a series of public meetings at which several Reclamation employees made presentations. The State of Colorado was represented and the public had an opportunity to react to what we were saying. The [subject of the] meetings themselves [was] ~~were~~ not meaningful, ~~the subject of the meetings~~, because Narrows has never gone anywhere, but one thing

12. Reclamation’s oral history program includes interviews with Joe Hall.

13. In 1972, to avoid confusion with the standard federal regions which were identified with numbers during the Nixon Administration, Reclamation renamed its regions. Region 7, headquartered in Denver became the Lower Missouri Region.

that became of particular note to me is that my counterpart at these meetings from the state was a man by the name of Bill McDonald¹⁴ who presently is my *boss* as assistant commissioner for resources management. Bill and I had known each other previously from Water Resource Council and River Basin Commission days, and I found him to be a very persuasive spokesman for the state and for their views and interests in the water resources business.

“ . . . the year of 1981 . . . I *watched* the very organized *destruction* of river basin commissions, interagency committees, and the Water Resources Council. At the same time I watched the increased influence of James Watt as the Secretary of the Interior, and observed the appointment of the next round of commissioners and assistant secretaries, again *none* of them coming from the career side of Reclamation. . . .”

For a year, the year of 1981, I continued in this work in the regional office, again, happy to have a job. At the same time, I *watched* the very organized *destruction* of river basin commissions, interagency committees, and the Water Resources Council. At the same time I watched the increased influence of James Watt as the Secretary of the Interior, and observed the appointment of the next round of commissioners and assistant secretaries, again *none* of them coming from the career side of Reclamation. Bob Broadbent was named commissioner of Reclamation by ~~Assistant Secretary, or excuse me by~~ Secretary Watt in 1981.

Appointed Assistant Chief in the Division of Planning and Technical Services in the Denver Office

At the end of 1981, I applied for and received the position of Assistant Chief of ~~Planning~~ in the Division of Planning Technical Services in the Engineering and Research Center here in Denver. So, in October of 1981, I went from the regional office in Building 20 to the Engineering and Research Center in Building 67. At that point in time I went to work for a man who I had known since the '60s because *both* of us came out of what was then Region One, now the Pacific Northwest Region.

Bob Lanky, the Third Mentor at Reclamation

That man's name is Bob Lanky. Over the course of my six years with Mr. Lanky, I came to regard him as the *third* of the three mentors in my life with Reclamation. So it was Gib Schirk, Wally Christensen, and Bob Lanky. Lanky brought a wealth of engineering experience gained in the smallest of project offices through area offices, regional offices, and the Engineering and Research Center. He also served stints in Washington and in other regional offices. A very gifted man, quiet, unassuming, but tremendously knowledgeable about the water business. He taught me tons. He also taught me how to deal with people from a perspective that I had not used much in the past. And that was the perspective of the quiet approach if you will, as opposed to the more hands-on, dynamic, interactive approach.

“ . . . learning a lot about how Reclamation was carrying out its planning program and discovering along with him that Reclamation does a lot of planning in areas

14. Reclamation's oral history program includes interviews with J. William (Bill) McDonald.

other than general investigations which, until that point in time, was the sole source of dollars to carry out a planning program. . . .

From that fall of 1981, until the fall of 1986, I served as Bob's deputy—learning a lot about how Reclamation [was] ~~is~~ carrying out its planning program and discovering along with him that Reclamation does a lot of planning in areas ***other than*** general investigations which, until that point in time, was the sole source of dollars to carry out a planning program.

We were an adaptive bunch. Our responsibilities were to develop technical guidance for the constantly changing planning program in the Bureau of Reclamation. We were the ones that took the principles and standards, the principles and guidelines, and other edicts from the [various] administrations and turned them into technical guidelines for those in the field who were responsible for carrying out planning programs. We were also responsible for providing technical review of the results of those efforts. We were assigned to an assistant commissioner for planning and operations; that assistant commissioner was based throughout that period in Washington, D.C. So in effect, Mr. Lanky's boss was 1,600 miles away but because of his demeanor, his capability, and his experience, he was able to make that work and work very effectively.

There was a counterpart organization here in Denver for the operations side [and environmental activities] as was there in Washington. Thus, we had a division chief for Planning Technical Services, a division chief for Operational Technical Services[, and an Office of Environmental Technical Services]. ~~At that point in time, the environmental and social aspects of our *business* was part of the planning organization as it relates to *Denver* in particular, regional offices did it—that type of activity—of their own free choice.~~

. . . I began to learn, with no uncertainty, that Reclamation was composed of by and large seven or eight or nine separate fiefdoms. . . . we had seven regional offices, the E&R Center in Denver, and the Washington Office. . . .

This was also the period of time that I began to learn, with no uncertainty, that Reclamation was composed of by and large seven or eight or nine separate fiefdoms. At that point in time, early in my work with Bob, we had seven regional offices, the E&R Center in Denver, and the Washington Office. We had nine separate almost independent activities that were brought together ~~by and large~~ through a series of quarterly meetings called by the commissioner to discuss what was going on from an overall Reclamation perspective. But regional directors were largely left to their own devices to get their programs accomplished. Our role was to provide guidance of a general nature in Denver and to [observe that] ~~provide~~ policy oversight [was being provided by] ~~from~~ those folks who resided in Washington.

Implementing a Groundwater Recharge Program

One of the assignments I got while working with Bob during that '81-'86 period

was to take the legislation passed on the groundwater recharge program¹⁵ and turn it into something for Reclamation to get accomplished. What a challenge that turned out to be.

“ . . . I learned during this period of time . . . there is *nothing left* that Bureau of Reclamation could start work on, get completed, and turn in. Other people wanted to be involved, representing other interests, other agencies, and it became very apparent that one of the areas of skills, that individuals needed to gain significantly in, was dealing with other interests and managing diverse groups—if they were going to have any chance of success at all. . . . ”

Another thing I learned during this period of time is that again there is *nothing left* that Bureau of Reclamation could start work on, get completed, and turn in. Other people wanted to be involved, representing other interests, other agencies, and it became very apparent that one of the areas of skills, that individuals needed to gain significantly in, was dealing with other interests and managing diverse groups—if they were going to have any chance of success at all.

“ . . . the work that I initiated and that has been subsequently accomplished through others in the groundwater recharge demonstration program has proven to be a success story for Reclamation. . . . ”

I think by and large, the work that I initiated and that has been subsequently accomplished through others in the groundwater recharge demonstration program has proven to be a success story for Reclamation. We have constantly had to hold the hands of the Environmental Protection Agency, the U-S-G-S, and the Fish and Wildlife Service, in particular. We have also had to hold the hands of the states involved in the recharge program. Internally, within Reclamation we've had to hold the hands of the regions, we've had to hold the hands of Washington, and we've had to hold hands of others inside the Denver operation. But to our credit, we were able to put together a process which accomplished most of that and got the program underway. It has *always* been *underfunded*, it has *always* been *suffering* from lack of attention at critical times when either political or high-level legislative attention was needed—by political I mean administrative.

It was a good, solid period of time for me. I learned a lot. I also was provided an opportunity to run an organization many times on a day-to-day basis while Bob carried out other activities, but even more often to participate with him in providing the expertise that we had gathered inside planning technical services to others throughout Reclamation and other agencies. Tremendous learning experience, and, I think, a tremendous opportunity for me to impart things that I had gained in my twenty years with the agency to that point in time. Again, a great mentor as far as I'm concerned.

Work on Development of Commissioner Dale Duvall's Strategic Plan in 1985-1986

In 1985, late, I was approached by a political appointee for the then

15. The High Plains States Groundwater Demonstration Program Act of 1983 (P.L. 98-434) was enacted on September 28, 1984.

commissioner, recently appointed, Dale Duvall,¹⁶ regarding my interest in participating in a group which would develop a strategic plan for the future of the Bureau of Reclamation. I expressed interest. At the end of 1985, and the first few months of 1986, several meetings were held at which time an agreement among gentlemen was forged that we would put a group together, and operating under a general charge of Dale Duvall, would develop a strategic plan for the future of the Bureau of Reclamation. A letter was sent to all employees in May of 1986 announcing this team and we were put to work. In fact, we had been working unofficially prior to that point in time. The team consisted of Rolly Dolly, who was this political employee of Dale Duvall, a bright young guy out of South Dakota, who brought a refreshing perspective to the team effort over the course of our deliberations. Also on it were Frank Knell,¹⁷ still a Reclamation employee now based in Washington, D.C., Darrell Webber,¹⁸ recently retired, assistant commissioner for engineering and research; Rick Gold,¹⁹ presently assistant regional director, Upper Colorado Region, Roger Patterson,²⁰ presently regional director, Mid-Pacific Region, Dennis Schroeder,²¹ presently project manager, Arizona Project Office, and yours truly. And did we have some times, putting together this strategic plan. We argued, we battled, we agreed, we watched agreements fall apart, we put them back together, we gathered data, we interviewed, we made every attempt to honor the data. We ended up putting together a strategic plan.

Significant to that development was actions going on within the agency at the same time. I think it's fair for me to say there was a lot of envy among others at the level of regional director and assistant commissioner, especially from those who were not part of this team. We had no regional directors on the team, in other words, Patterson was not an R-D at that point in time. The only assistant commissioner at that point in time was Darrell Webber. Several among our peers felt that Webber was having undue influence on the rest of the team. That was not the case. There were others who felt they should have an opportunity to provide input to the team's deliberations. That was accomplished through several means. A massive amount of interviews were done with Reclamation employees throughout the organization. An all-employee survey was conducted, unofficial, but it was conducted, to gain data and information. In addition, a couple of special teams were put together to go outside Reclamation to gather information from proactive supporters and to gather information from known detractors of the agency. All of this was used to put together what has become the most *infamous* of the strategic plans, Dale Duvall's strategic plan for the future of the Bureau of Reclamation. As it reached its point of being drafted, it was modified by the commissioner and from my perspective, modified to *lessen* significantly its influence.

Jim Ziglar Appointed Joe Hall to Lead an "Assessment Report"

At the same time, a new assistant secretary was appointed. That man's name is Jim Ziglar. Mr. Ziglar showed a *significant interest* in Reclamation and its future and through a rather unique means brought to an end the efforts on the Dale Duvall

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16. Reclamation's oral history program includes interviews with C. Dale Duvall.
 17. Reclamation's oral history program includes interviews with Frank Knell.
 18. Reclamation's oral history program includes interviews with Darrell Webber.
 19. Reclamation's oral history program includes interviews with Rick Gold.
 20. Reclamation's oral history program includes interviews with Roger Patterson.
 21. Reclamation's oral history program includes interviews with Dennis Schroeder.

strategic plan. In early 1987, Mr. Ziglar commissioned the development of an “assessment report,” and appointed to head up that effort not Dale Duvall or a permanent career employee of the Bureau of Reclamation. Rather, he selected a former Reclamation employee who subsequently had gone to the Western Area Power Administration and had reached the position, I believe, of assistant administrator. Mr. Ziglar tapped Joe Hall to head up *Assessment ‘87*. You can imagine the ripple throughout Reclamation when one of their *former* regional directors rejoined, in effect, to analyze what the future of the agency should be. Mr. Duvall was very upset, obviously—insisted [on having] ~~to have~~ some role in the Joe Hall effort and was told by Mr. Ziglar that he could have one person serve on the Joe Hall team—that Joe in fact would pick the other people. Joe picked his folks—to his credit most were from Reclamation’s rank and file—all but one. After Mr. Duvall saw the Joe Hall list, and realized that there weren’t “high level people” from Reclamation involved in this activity, he asked me to serve as his “bridge” between his strategic plan effort and the Jim Ziglar–Joe Hall effort.

Becomes Assistant Commissioner for Planning and Operations, Washington, D.C. in 1986

Over this same course of time, from late 1986 [through] ~~and~~ early 1987, I moved back to Washington with my family to become assistant commissioner for planning and operations. Mr. Duvall did an excellent job of convincing my wife that Washington wasn’t as [difficult] ~~bad~~ the second time around as it was the first. We had a lot of personal trials and tribulations for the family in making that particular move, but, as it turned out, everything went very well. So in November of ‘86, we were back in Washington, D.C.

Development of Assessment ‘87 and Implementation Plan ‘87

The Joe Hall effort launched in the spring of ‘87 was very, very intensive. Two men ended up writing *most* of *Assessment ‘87*; those two individuals were Jerry Wright, a man appointed to the team by Joe and myself. My role as both the writer of *Assessment ‘87* and assistant commissioner for planning and operations presented some unique opportunities for me to talk with my peers. Several among my peers were very, very wary of what Mr. Hall and Mr. Ziglar were endeavoring to do. I learned over time that it was more of a realization that the Bureau, in fact, did have to change, and I felt in hindsight that I was given every opportunity to influence how the documentation would capture these changes and this need for change. So to make a long story short, we did accomplish a document we called *Assessment ‘87*.²² We also developed a supporting or companion document [*Implementation Plan ‘87*]²³ that *did not* use this

22. The Ziglar sponsored document: United States Department of the Interior, U.S. Bureau of Reclamation, *Assessment ‘87: A New Direction for the Bureau of Reclamation*. Washington, D.C.: Department of the Interior, 1987. In the letter transmitting the document to Secretary of the Interior Donald P. Hodel Assistant Secretary Ziglar stated “I want to emphasize that this assessment was prepared by a team of career employees of the Bureau of Reclamation under the direction of Joe Hall. It is a bold and visionary document that heralds a renewal of the Bureau of Reclamation’s role in developing and managing one of the Nation’s most precious resources, water. . . .”

23. U.S. Bureau of Reclamation, *Implementation Plan: A New Direction for the Bureau of Reclamation*. Washington, D.C.: Bureau of Reclamation, 1987. The letter transmitting this document to Assistant Secretary James W. Ziglar was signed by the assistant commissioners and regional directors, but it was not signed by Commissioner
(continued...)

team to get it done; rather used the Permanent Management Committee which was the predecessor to [the] present day Executive Management Committee.²⁴

“In late summer of ‘87, into the fall, Mr. Ziglar took a more proactive role in literally attending and in fact *running* the Permanent Management Committee with the commissioner of Reclamation sitting there more as an observer than a participant. . . .”

In late summer of [‘87,] ~~‘77~~, into the fall, Mr. Ziglar took a more proactive role in literally attending and in fact *running* the Permanent Management Committee with the commissioner of Reclamation sitting there more as an observer than a participant. It presented some interesting scenarios for those of us in the room as assistant commissioners and regional directors.

“We had an assistant secretary actively involved; we had the commissioner of Reclamation *not* actively involved; we had an outside individual brought in to run *Assessment ‘87* actively involved—earmarking himself, I believe, originally for the commissioner’s position and eventually settling for deputy commissioner. . . .”

We had an assistant secretary actively involved; we had the commissioner of Reclamation *not* actively involved; we had an outside individual brought in to run *Assessment ‘87* actively involved—earmarking himself, I believe, originally for the commissioner’s position and eventually settling for deputy commissioner.

Early Drafts of Documents at this Time Suggested Moving Most Reclamation Staff to Denver Where the Bureau Could Function as a Regional Organization— Only a Few Staff Would Remain in D.C.

The first drafts of both Duvall’s strategic plan and *Assessment ‘87* suggested that Reclamation was a regional organization not unlike the power administrations, not unlike TVA, and in fact as a result of that should consider having its headquarters operation within the geographic territory that it was in charge of. Early drafts went so far as to say the commissioner and most of his staff should be moved to Denver, Colorado. One draft, presented as a straw man, suggested that [about] six people should be left in Washington to serve in a liaison capacity and it picked ~~six~~ broad programmatic areas where this kind of expertise would be useful from a liaison perspective. Politics never let that [suggestion] see the light of day. A rather intensive letter writing campaign by staff in Washington to The Hill *plus* [I believe,] Mr. Duvall desiring to keep his job as commissioner, and not have it move out of Washington, led to a series of compromises. These compromises resulted from several meetings *on* The Hill with influential congressmen and senators at which time many of us, including me, were told how the cookie was going to crumble for the Bureau of Reclamation.

23. (...continued)

Duvall. Later the Permanent Management Committee (PMC) prepared another document for Reclamation’s employees: U.S. Department of the Interior, Bureau of Reclamation, *Implementation Plan: Update ‘89*. Washington, D.C.: Bureau of Reclamation, November 22, 1988. The letter transmitting this document to Reclamation’s employees was signed by the members of the PMC, including Commissioner C. Dale Duvall.

24. These are variations on an executive committee composed of Senior Executive Service employees of Reclamation.

The Published Documents Moved Away from the Idea of Moving Reclamation into the Region Where it Operated

Thus, the final version of *Assessment '87* and *Implementation Plan '87* reflects the “crumbling of that cookie.” It retains the commissioner’s position in Washington, it retains a significant amount of staff in Washington to do certain things. It takes ~~its~~ specific activities like contracts and repayment and keeps [them] ~~that~~ in Washington. That was an area where the letter writing campaign was most focused, and, as it turns out, [where] the political realities [surfaced.] ~~became~~— Let me put it this way, the message that I gained from that is “you are not going to take something as influential as contract approvals, the basis of negotiation approvals, and move them 1,600 miles away from us.” Congress wanted to not necessarily have a day-to-day role in those but wanted them right at their chair side. So, [last minute] changes were made in the organization structure to reflect that.

Moved to Denver in 1988

“ . . . the only high level position *to move* was the assistant commissioner for planning and operations. At the SES level, several fifteens [GS-15s] moved. . . .”

In addition, the assistant commissioner for administration who also I believed did not want to move to Denver availed himself of the opportunity to keep his position in Washington, so the only high level position *to move* was the assistant commissioner for planning and operations. At the SES level, several fifteens [GS-15s] moved. The only high level position to be created and moved from Washington to Denver was the deputy commissioner position. Joe Hall was named to the deputy commissioner position and was charged with day-to-day responsibility for operating Reclamation, i.e., the chief operating officer.

“From my personal perspective, the reorganization was doomed from the outset. . . .”

All of this officially came to be in June of 1988. Prior to that was a series of meetings of all employees[, with] ~~up on~~ The Hill, [and with] other interests, at which a lot of haranguing occurred. From my personal perspective, the reorganization was doomed from the outset.

“ . . . one of the precepts was that the general investigation’s budget was getting so small that the Bureau of Reclamation could no longer afford to have teams of planning capability which in effect could plan and formulate a Columbia Basin Project in every one of the regions”

As a part of the 1988 reorganization, one of the precepts was that the general investigation’s budget was getting so small that the Bureau of Reclamation could no longer afford to have teams of planning capability which in effect could plan and formulate a Columbia Basin Project in every one of the regions in the seventeen Western states. That was too much duplication of capability. So, part of the reorganization in ‘88 was to bring those planning and operation skills out of Washington that were policy related—bring those *planning* skills out of the field that

were *investigations*-related into Denver to [form and] operate a matrix team concept to provide service to clients. We had labored long and hard in late '87 and early '88 to put processes together to bring that very goal to fruition. I learned it was doomed from the outset, and it was largely doomed by the regional directors who as a group could not agree on what roles and responsibilities Denver had as opposed to what they had in the regions.

“A couple of the regions *sent* significant amounts of people and program to Denver. One region sent *no one* and lost *no one* in the process . . .”

A couple of the regions *sent* significant amounts of people and program to Denver. One region sent *no one* and lost *no one* in the process, they had . . . (Storey: Which region?) That was Mid-Pacific under the leadership of David Houston and I don't have *time* to go into Mr. Houston's career with Reclamation. I'm sure you'll get that elsewhere.

Becomes Assistant Commissioner-Resources Management

“. . . my analysis even as early as late August of 1988 was that this reorganization was doomed. . . . we needed 400 plus people . . . to effectively carry out the program. The regional directors *balked* at that number. . . .”

But my analysis even as early as late August of 1988 was that this reorganization was doomed. We[, the dedicated staff of my organization,] made a very thorough analysis which would indicate we needed 400 plus people in this new assistant commissionerhip for resources management, which the name became in June of 1988—[a] ~~my~~ name [I coined], by the way—that we needed more than 450 people to effectively carry out the program. The regional directors *balked* at that [number]. . . .

END SIDE 1, TAPE 2. SEPTEMBER 29, 1993.

BEGIN SIDE 2, TAPE 2. SEPTEMBER 29, 1993.

“Our overriding goal in this reorganization was to create a one-stop shopping enterprise that a regional director could say ‘. . . here's my problem—here's my constituency. I need this analyzed and results presented to me so that I can decide what to do with them.’ Sounds real simple, but you could never get the regions to play the kind of role they should play in that type . . . scenario. . . .”

Lynott: . . . Our overriding goal in this reorganization was to create a one-stop shopping enterprise that a regional director could say “I need—here's my problem—here's my constituency. I need this analyzed and results presented to me so that I can decide what to do with them.” Sounds real simple, but you could never get the regions to play the kind of role they should play in that type of one-stop shopping scenario. We had the capability to get the work done, to get the problems analyzed, to get the solutions formulated, to get *them* analyzed, and to get a recommendation made. We *did not* have the skills to interact with the locals; we maintained all along the regions should continue to do that. But it should be done in tandem with this core capability [to get the issue analyzed] in Denver. That never happened.

“Regional directors could not let go, regional planning officers, by and large, could not let go. So I knew as early as August of that year that the reorganization was doomed. . . .”

Regional directors could not let go, regional planning officers, by and large, could not let go. So I knew as early as August of that year that the reorganization was doomed.

The Permanent Management Committee (PMC) Did Not Find His Selected Deputies Acceptable

At that very same time, I was trying to pick two deputies to help me bring the reorganization to actuality. I advertised, and out of the slate of candidates, selected two individuals. Both of these individuals had been heavily involved in my efforts to lay out processes to make this transition as smooth as possible. Both came from significant planning backgrounds. One came out of Washington; one came out of Denver. The two were Jim Wiley and Bob Lanky. [Incredibly, to me,] *neither* were acceptable to the members of the Permanent Management Committee. In those days, the filling of positions was “bought off” upon by the P-M-C; I’m not sure things have changed much now for positions at that level. Both of these gentlemen had committed to me to give me three [more] years [before retiring] of their effort to make this thing work. *But*, I was told both were *unacceptable*. *I balked* at that and continued to fight for both of them.

Removed as Assistant Commissioner-Resources Management (ACRM)

The end result of that, and there may have been other actions that caused this to happen, but in November of 1988, I was removed from the position of assistant commissioner for resources management, and Billy Martin,²⁵ a regional director, was brought down [from Billings] to assume the position. One of the things I had been told was that I had to pick a deputy that had operation experience. I interviewed candidates that had that kind of background and found no one who was acceptable to me to make this new organization work; they all brought with them, *from my perspective*, baggage that represented the “old way” of doing business.

Ray Willms Was Supported by Some Members of the PMC, but Lynott Didn’t Find Him Suitable as One of His Deputies

One particular individual that was thrust upon me by Bill Martin and by others is the, ironically, present deputy assistant commissioner for resources management, Ray Willms.²⁶ I interviewed Ray on two occasions; *both* interviews left me dissatisfied with his capability to serve the kind of role I felt needed to be served to bring this new organization to bear.

“ . . . after *Bill Martin* was appointed assistant commissioner one of his first actions was to appoint Ray as his deputy. . . .”

Well, as it turns out, after *Bill Martin* was appointed assistant commissioner one of his

25. Reclamation’s oral history program includes interviews with Billy (Bill) E. Martin.

26. Reclamation’s oral history program includes interviews with Ray Willms.

first actions was to appoint Ray as his deputy.

Becomes Division Chief for Program Services/Director of Policy and Programs within ACRM

In 1988, when I was removed from the assistant commissionership, I was put in the position of division chief for program services, the predecessor to the director of policy and programs. I learned over time that I could work with Ray because that's the position I was thrust into—Bill Martin operated on the basis of he didn't want anything to do with his division chiefs on a day-to-day basis, that was Ray's job. Martin had that experience and operated that way throughout his career in Reclamation. He stayed in that job [as Assistant Commissioner-Resources Management for] one year and then retired and moved to California, and the position was vacant for several months at which time Ray assumed acting.

“ . . . I watched the *intent* of the 1988 reorganization become dismantled, if you will, block by block. . . . ”

During the course of that same time, I watched the *intent* of the 1988 reorganization become dismantled, if you will, block by block.

We clung to some things that we tried to start, like activity management, like special coordinators, like bringing expertise in that would cover unique discipline areas where *I felt at least* this agency was headed, or *had* to be headed, if it was to be a viable water resources management agency for the indefinite future. There were some successes but there were many more failures from my perspective. I would *to this day* say the reorganization is still at a major state of flux; I think that's borne out by the fact the present assistant commissioner, Bill McDonald, after he came on in 1982 . . . no '81 . . . (Storey: '91, I think . . .) in 1991, made his own reorganization [in 1992]. In his reorganization I became ~~that~~ director of policy and programs. The latest round of activities emanating from the CPORT²⁷ effort, I strongly believe, will bring yet another reorganization, and it could very well be at that time that ACRM²⁸ ceases to exist as we know it now. It has died by increments since June of 1988.

But, all in all, it has been a worthwhile career, one that has been enriched by the people that I have come to know and in many instances come to really care for. I have been enriched by those who turned out to be enemies but even more so enriched by those who have turned out and continued to be friends.

“I would trade my career for nothing, but I think it's important to also share that I have instilled in my children a philosophy, if you will, to not seek public service with the fervor I did back in the '60s. . . . ”

I would trade my career for nothing, but I think it's important to also share that I have instilled in my children a philosophy, if you will, to not seek public service with the fervor I did back in the '60s. They have seen me come home in every possible

27. Commonly referred to as CPORT (pronounced “see port”), this was the *Report of the Commissioner's Program and Organization Review Team* of August 1993.

28. Assistant Commissioner-Resources Management.

condition a person can come home in. All of it evolving from activities that have occurred throughout my career in Reclamation. I have had the highest of highs and nearly the lowest of lows, but throughout it all, I have had the opportunity to work with and continue to have the opportunity to work with the most outstanding group of skills and talents as represented in one of the best group of people any person could ever hope to know. Thus, I would trade it for nothing. I have enjoyed the thirty years. I hope to look forward to several more but I am prepared to do whatever. I think that's about the end.

Storey: Okay, well thank you. There are a few things I'd like to clear up. Gilbert Schirk's name? How do you spell his last name?

Lynott: S-C-H-I-R-K.

Storey: S-C-H-I-R-K, alright. Same with Wally Christensen.

Lynott: C-H-R-I-S-T-E-N-S-E-N.

Storey: S-E-N. Okay. These are the questions that have arisen out of your narrative. So, I would like to do this again, where I can ask you questions and we can go more into depth into some of the areas.

Lynott: I'd be pleased to do it.

Storey: In the meantime, our time is just about up.

Lynott: Okay.

Storey: And I'd like to ask you whether you are willing for Reclamation researchers and outside researchers to use the tapes and the transcripts from your interview to do research at this time.

Lynott: I would leave it open.

Storey: Okay. So that's permission, right?

Lynott: Yes.

Storey: Okay, thank you very much.

END SIDE 2, TAPE 2. SEPTEMBER 29, 1993.

BEGIN SIDE 1, TAPE 1. OCTOBER 20, 1993.

Storey: This is Brit Allan Storey, senior historian of the Bureau of Reclamation, interviewing Terry Lynott on October the 20th, 1993, at about 9 o'clock in the morning in a conference room in Building 67, on the Denver Federal Center. This is tape one.

One of the things I was interested in Mr. Lynott is—I believe you said you were recruited to join the Bureau of Reclamation. What was the profession of the recruiter?

Reclamation Recruitment Practices When He Joined Reclamation

Lynott: Both gentlemen who visited the University of Oregon campus were from the planning organization out of Boise, Idaho.

Gib Schirk Originally Trained as a Soil Scientist

The gentleman I eventually went to work for, Gib Schirk, by academic training was a soil scientist. He spent many years of his career with the Bureau in soils, but as a part of a reduction in force in the Eisenhower administration he magically became a technical writer. Because through that process, they were able to keep him from being RIFed in the reduction in force.

Don Price Was the Administrative Officer for the Planning Division in Boise

The other gentleman, Don Price, was the administrative officer for the planning officer, the regional planning officer. His role was to keep the whole planning organization running smoothly. In those days, planning in the old Region One, the Pacific Northwest Region, was accomplished both out of the regional office and also out of three area offices: one in Spokane, one in Salem, one in Boise. And Mr. Price's job was to keep all of the planning activities running smoothly from an administrative perspective. He was knowledgeable about budget processes related to general investigations, he kept the internal workings of the Planning Division operating smoothly, and he was also the gentleman in charge of all the support activities for the Planning Program. By that, I mean he was the supervisor for the clerk typists and the transcribers, those types of folks who worked for us in putting together the various documents that typically represented the accomplishment of something in planning. In those days, the planning program was full of vitality. There were numerous study activities going on at any one point in time, and, typically, they resulted in a report to the Congress from the commissioner along with expansive[ly] detailed supporting documents in the forms of appendices and other types of technical compendiums. ~~if you will~~. Don Price's role was to make certain that the people were available to get those things packaged in a way that they supported what the regional director was telling the commissioner should be done with regards to any particular study activity.

Storey: So neither of these folks was really from personnel?

Lynott: No.

Storey: Was that typical of recruiting efforts in those days, do you happen to know?

Lynott: Yes it was. They would go out and recruit, talk to individuals, *and then* if there was interest expressed, [representatives from] personnel would enter into the scene.

One of the rules, either written or unwritten in those days, was the only folks Reclamation would actually *move* for the first time to their starting office were engineers. Since none of us that were part of the earth sciences corps in both Oregon and Oregon State had an engineering background, these two gentlemen were very up front in telling us "now if you do come to Reclamation, you're going to have to pay

your own way.” So, with that kind of information as background and with much more attention to the type of work you would do as opposed to what your benefits are and that kind of thing, they knew starting salaries, they knew what the general sense of opportunities were in that line of work, but in terms of the specifics related to what your benefits were as a Federal employee, that was not discussed at any great length during the first set of interviews with both Gib and Don. Once we expressed an interest in learning *more*, then we were put in contact by telephone with a representative from the personnel office. The man’s name was Milo Placik.

Storey: Placik?

Lynott: Yes. [Mike] ~~Michael~~ Placik we called him.

Storey: Were they then specifically recruiting for their . . . for jobs in their areas?

Lynott: Yes.

Storey: And would they interview other people who might be interested in other areas of Reclamation?

“ . . . the region made a conscious decision to really beef up their writing capability and they didn’t want, after exploring a bit, to hire strictly English majors. They wanted people who had an understanding of natural resources and could still show the ability to write. . . . ”

Lynott: I’m not aware that they did, Brit, but that could have happened. In the case of the interviews, the region made a conscious decision to really beef up their writing capability and they didn’t want, after exploring a bit, to hire strictly English majors. They wanted people who had an understanding of natural resources and could still show the ability to write. So it was a recruiting effort from the perspective of satisfying those needs and literally casting about to see what was in the academic arena in terms of undergraduates and graduates, students that might fit that kind of bill. They took some risks, but I think when I look at the six of us [who] ~~that~~ were hired thirty years ago, those risks paid off in rather handsome dividends for the agency.

Storey: Do you remember who the six were?

Lynott: I can remember most of them. One man [is] ~~was~~ still with the Bureau, he’s now the chief of planning in the Pacific Northwest, Bob Riley²⁹ was one of the six. Another man who stayed with the Bureau for the first, oh, ten or twelve years, came out of University of Oregon. His name was Bill Delanty. He went from the Bureau to the Corps of Engineers and finished his career with the Corps within the last year or so. A successful career, I might add. A fourth man was Dave Dunahay who stayed in Reclamation for seven or eight years but showed an interest as time went by more in the administrative and personnel side of government business and now, I believe, is the director of personnel for the Bonneville Power Administration. Another gentleman was a man by the name of Chuck Laythe—L-A-Y-T-H-E . . . Charlie was hired out of Oregon State, good guy, he worked a long career with Reclamation, retired two or

29. Reclamation’s oral history program includes interviews with Robert (Bob) J. Riley.

three years ago, and then passed away about a year ago. But he spent his entire career in the Pacific Northwest in reports. There was a sixth person hired and right now the name escapes me, that individual didn't stay very long. But five of the six stayed in Government service—I know who I'm thinking of, Fred Stillings was another one hired, maybe that's the fifth one. Let's see, Lynott, Delanty, Laythe, Dunahay, Stillings, and Riley. No, I got all six. Fred Stillings was hired and placed in the Boise Area Office, and I thought from an overall knowledge perspective was probably the brightest of the six. Big, burly guy who could really work well in public situations but didn't like to do it. Nonetheless, he had a very distinguished career in Boise, he spent all of his time in Boise, and retired probably six or seven years ago. He was a little bit older than the rest of us and did have some previous Federal experience, I believe with the Forest Service, and then went back to graduate school. So that was the unholy six, if you will, that were recruited and hired some thirty-one years ago, thirty to thirty-one years ago.

Storey: Was it typical for Reclamation, say they wanted engineers, would they send out engineers for these contacts in these universities?

Lynott: In this region, Pacific Northwest, my experience was that on occasion, yes, they would. Oregon State was a "hot bed university" for providing engineering and economics talent to the Bureau of Reclamation at least in that region. And there were periodic recruiting missions, and true to the pattern they typically would send either the regional engineer or the regional *planning* engineer, a man by the name of Ed Kapernick ~~in that case~~, to be the lead contact on the recruiting. And it made sense when you look back at it that the first people you talked to are the folks that if you were interested you would work with for quite a period of time. If it's personnel coming out talking to you, they know their spiel, but how much contact do you have with personnelists once you're signed onto the job; you're trying to learn the particulars of what you've been asked to do, and you certainly don't get that kind of background from people in personnel. I thought it was an effective recruiting technique. It certainly gave us a lot of background in the kinds of things Reclamation does. It did leave us a little short in the area of personnel, but if we were interested in going to work, that was soon filled through the telephone process.

Storey: What was Schirk like?

Gib Schirk

Lynott: Phenomenal man. As I mentioned before, he's one of my three mentors throughout my career. He [always offered] very sage advice[;he was] knowledgeable about every aspect of planning. He was a self-starter; if he didn't know it, he studied it, learned it so that by golly he did—he could be very expressive if you will in literally any one of the fields or disciplines that typically make up a planning program. He was very supportive of the people who worked for him, he would challenge and do so in a way that you *knew* you were being challenged, and you relished the opportunity to show the man that you could get something done. He would admonish but do so in a way that you learned from it, you never left his office feeling like "boy, I screwed up and there's *never* anything going to be good for me from here on in the Bureau of Reclamation." It was always, without exception, a learning process with him. He was a father figure type of an individual. I ~~can recall instances in Boise~~, ~~in particular~~, when I joined the

planning staff, *every one* of the branch chiefs had thirty years of service without exception, and that was a remarkable group of individuals. Very, very talented folks, including Gib, of course. But as I got a little more confidence, I would start to speak up in these meetings as would some of the other younger folks that had been brought on.

The Boise Regional Office Was Consciously Looking for the next Generation of Managers

This region made a conscious effort to realize that, with all of these people having thirty years of experience, they needed to start to focus on where the next group of individuals were coming from to take these folks' place as they started to pursue their other rewards after service with the Bureau of Reclamation. So at least in Region One a conscious effort was made to do that, and one of the learning devices that Gib used was to take us into these meetings, and we'd have three or four a week on various projects, various studies. And with the kinds of very strong-willed individuals that were in fact part of that staff, at first the new kids on the block were intimidated to say anything other than their name—just sit and listen. But Gib would instill a sense of confidence, [by telling us] “Don't be afraid to speak your peace, you learn from being wrong, you also learn a great feeling from being right.” And so, as time went by, we started to work our way into these deliberations.

Don Street

And occasionally, we'd get slam-dunked by somebody else around the table. One individual, in particular, who enjoyed doing that was a man by the name of Don Street who was the regional economist. Again, a very bright individual but could be *acerbic as hell*, and he took some delight in taking a shot at folks around the table that weren't part of his particular ilk in the organization[, especially the young engineers]. But without exception, Gib would let that go only so far and then bring it back to focus real quickly. Even though he was not the regional planning officer when I first started, Gib was viewed as a real leader in the planning program in that region. He eventually became, before I left Boise, the assistant regional planning officer[—the first non-engineer to attain this level in the region, perhaps in all of Reclamation]. I think, as I mentioned, one of the most remarkable people I've ever had an opportunity to work for.

We did a lot of work on weekends, he made it so much fun to work on things that I think almost without exception the younger folks on that planning staff would relish the opportunity to come in on a weekend and spend some time just chewing the fat with Gib on stuff. He had a particular weekend outfit that he would love to wear. It would be coveralls over an old flannel shirt, especially in the winter, and we were in World War II barracks at this point in time in Boise. And, Gib was very adept at playing the harmonica, and you always knew he was coming on a weekend because he'd be playing the harmonica coming up and down those old barrack hallways. And, once you got to know the different kinds of songs he'd play, you could tell what he was coming for almost by listening to the type of music. If he was playing an upbeat, happy song you knew there was just going to be some lighthearted conversation. But if you were hearing something dirge-like coming down the hall, you knew something was wrong and there was going to be some rather intense conversation about getting

something rectified, if you will, or some problems straightened out. He was put in charge of the last big project activity in the Pacific Northwest [Region] and that was the development of the program, development of the studies, completion of the documents that led to the Third Powerplant at Grand Coulee Dam. He and I wrote that document, presented it to Congress.

Worked on Planning the Third Powerhouse at Grand Coulee Dam

Another opportunity he gave me was to participate with the higher level muckety-mucks in Reclamation and the Department, as one of the new kids on the block with less than ten years of experience[, on the Third Powerplant]. I participated in hearings in front of Congress as a person that sat in the row behind the [witness] row and fed the notes and provided information to questions. In working with him directly on the Third Powerhouse documentation that led to the authorization for that *last* big construction project in the Pacific Northwest, it was a capstone to his career and a real crown for me to learn how a process goes from its inception to actual fruition to actually seeing the project start under construction. And to be able to go through all of that with a guy who was instrumental in seeing that every step was accomplished—what a joy.

Storey: And again, this was when?

Lynott: 1964 through about '68.

Storey: Okay and then construction on the Third Powerhouse in Grand Coulee was in the mid '80s, I believe.

Lynott: Well, it was earlier than that.

Storey: A little earlier.

Lynott: Yeah, it was in the '70s.³⁰

Storey: Okay, so the project took maybe ten years before it got off the drawing boards?

“ . . . in those days . . . a typical planning process study was averaging about twenty-two-, twenty-three years. . . . ”

Lynott: That's fair to say, yes, but in those days that was short term, because a typical planning process study was averaging about twenty-two-, twenty-three years. And ~~this was done inside of a=~~ from inception to authorization, [this] was done in about four years.

Storey: And why such a fast track for that project?

Lynott: First of all, it was needed. All of the projections showed energy shortfall in the Pacific Northwest. In those days, the aluminum industry was burgeoning and projections showed it almost having an unlimited potential and with the resource sitting there because Grand Coulee Dam already stored the water, and a tremendous head that was

30. Construction on the Third Powerplant began in 1967 and continued into the early 1980s.

in effect going [largely] unused, the opportunity was ripe for looking at needs, projected needs, and an opportunity already in place, and given the tenor of those days it enjoyed a fast track. And it was fun to work on, had a *lot* of intense efforts, a *lot* of visibility, and a tremendous amount of interest.

Storey: You've been saying Gib . . . his first name was Gilbert, I believe. So that's Gib?

Lynott: G-I-B, right.

Storey: What did he look like?

Lynott: He was oh about six two, silver haired, rugged looking guy, was a football player in his college days, kept himself in shape until the very end, when he got real sick, and then he put a little bit of weight on. But he was a real impressive figure, he could command a room just by his presence. As I indicated, he could dress all the way from a sharp suit to a pair of coveralls that he truly loved and an old flannel shirt. He was from the school in Reclamation that knew how to kick a dirt clod, knew how to talk to a farmer, all the way to talking to an environmental leader and/or a congressman. And do it with the same degree of confidence about what he was talking about and the same degree of confidence in his presentation. Very impressive man.

Storey: Have any habits that were interesting or annoying? Besides his harmonica?

Lynott: The harmonica was a real interesting one. He also had a penchant for very, very cute sayings, sometimes risqué. He used to tell the new kids in the organization that when we'd get frustrated, for example, that in a meeting or something of that nature he'd—one of his favorite phrases would be "Terry, you have the frustrated look of a puppy trying to screw a football." Those kinds of folksy things we—he would use from time to time to really bring things back into focus. He could filibuster with the best of them, he didn't like to do it, but he knew it was a necessary evil, but he also could snap it right back to the issue at hand. Probably the best I think I've ever seen at that.

Storey: What do you mean, he could filibuster?

Lynott: He could talk until the cows came home on an issue without repeating himself, without becoming totally boring. There were times when it became necessary to literally walk individuals or organizations through a painstakingly step-by-step description of what it is we were doing. And he could do that. Many times I saw that [approach] being used by others as a stalling tactic, to not really get to the issue at hand. And Gib would take the time to walk all the way through it, make certain they understood it, and if it took two days, if it took well into the night to get to the point of resolution, he was prepared to do it. I spent many a night in the old barracks with other folks who would be looking at their watches hoping to get home but because they were constantly leaving the impression that they needed to know everything about it—Gib was telling them everything about it. He was a master at that. He also loved life away from the place, too. He was very strong in instilling a sense of family in the new folks, he was a very strong supporter of getting away from work with the folks who you work with eight, ten hours a day in different kinds of settings.

Social Activities in the Boise Office

We used to, in Boise, have great picnics that would be sometimes spur of the moment or things like volleyball games after work, or softball games. Gib would show up and occasionally even play, things like volleyball, he had stopped playing softball some years before. Interestingly enough the other guy, Don Price, who is still alive, he's in his 80s now, he played softball until he was in his middle 60s and was pretty darn good at it. But those two individuals in that region were obviously instrumental for me signing on with the Bureau of Reclamation.

Storey: These picnics would just be the planning group?

Lynott: No, sometimes it would be Reclamationwide or regional office-wide. More often than not, though, it would be the planning group, a Friday afternoon thing where maybe on Wednesday we'd say "you know, what we ought to do is get half a keg of beer and everybody bring some food and we'll have a pot luck and go up to Mores Creek or one of the other parks around Boise and have a camp fire, play a little volleyball, do a little singing, and just get the families all together so that we can get to know each other in environments other than just work."

Storey: How big was the office?

Lynott: The regional office in those days was probably 300 people; the planning group was between forty and sixty during my tenure there. A couple of times we got up close to seventy when we had some special studies going on and the seventy, the increase, would typically be bringing people in from the area offices to spend some time on details. Gib was also a strong supporter of getting people from the regional office out on details into the area offices.

Spent Time in the Three Area Offices and Because of One of Those Assignments the Corps of Engineers Wanted to Offer Him a GS-11 Job, but Reclamation Promoted Him to Short-circuit That Offer

I spent time in all three area offices on extended assignments and it was a tremendous learning device. When I was a GS-9, I was on a detail to Salem, Oregon, under Gib's direction, working on some studies the Bureau had going on in the Willamette Valley. I had a number of meetings in Portland, Oregon, involving other agencies including the Corps of Engineers and I'd been a 9 [GS-9] for two and a half years. The Corps called the area planning officer and asked about this guy Lynott. The area planning officer's name was John Mangan; John told me about it. And he said the Corps would want to know if he'd like to come to Portland and be an 11 [GS-11]. Well I was interested in being an 11 [GS-11] and they were looking for some help in their planning program. So I said yeah, I'd like to talk to them. Well John called Gib directly, I did not know this at that time, and said "Gib, Lynott's doing a good job over here, he's working with the Corps in Portland, they're prepared to offer him a GS-11." I got a call the next day congratulating me on my GS-11 with the Bureau of Reclamation. So Mr. Schirk was able to pull some strings and get things accomplished in a very quick period of time. And in those days, a GS-11 made \$16,000 and I thought I was in Fat City.

Storey: It sounds to me as if Schirk ~~has~~ had a very sort of people-oriented, positive kind of a management style.

Lynott: I would say so, yes.

Storey: Was that typical of the managers in Reclamation in Boise then?

Lynott: I saw more of it there than I've seen any place else in Reclamation throughout my career. And I think part of it was because of the way that region did its planning program. They had planning engineers—and they were always engineers in those days who were the planning leaders—who, without exception, endeavored to surround themselves [with] ~~of~~ very capable people, and Gib, becoming a leader, infused that particular organization with a strong sense of people. Even some of the, what I would call the curmudgeons, in the organization became much more people-oriented as a result of both Gib and Don Price's influence, but Gib in particular. Don't get me wrong, that man *could be tough*, and there were times when I walked out of his office madder than hell, but when I calmed down a little bit I realized I wasn't mad at him I was mad at what had happened and my role in causing it to happen. That's how he was able to make people focus. I would wager that without him as my mentor-leader for the first [seven or] eight ~~or nine~~ years in Reclamation, I probably would have gone elsewhere.

Storey: Who was the regional director then?

H. T. Nelson Was Regional Director in Boise

Lynott: A man by the name of H. T. Nelson was regional director when I started. Harold Thomas Nelson, I believe, the Harold was right I'm not sure about the T., but he preferred to be called "H. T.," and the nickname that the rank and file put with that was "High Tension." Mr. Nelson was a regional director out of the old school in the Bureau and that was somebody who came up through the construction side and felt the agency had one mission and that was to build dams. That incidentally was one thing Schirk didn't feel was the mission; it wasn't just to build dams it was to manage water resources. He was the first one *I* knew that was a strong proponent of looking at all aspects of water resources development and management. But Nelson was an interesting guy, always wore engineering boots, when you got called into his office it usually was something that he was very interested in *or* something that was not going the way he wanted it to go. He was a regional director that at least at my level appeared to be more king-like, a sense of royalty when you walked into the front office suite. His office was *never* in the World War II barracks. They were in the building across the old parking lot that was part of the old Department of Agriculture in Boise, but Reclamation had taken over a couple of floors and Mr. Nelson and his

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“. . . you knew when you went into the office and started to talk whether or not he was going to listen to you. His desk was the old wooden type that had the two pullout writing leaves, and he would typically pull those out and you would . . .

learn after time went by that if he turned to his left and threw his engineering boots up on the left-hand side writing leaf, he wasn't listening to you because he couldn't hear much out of the right ear. But if he turned to his right, so that his left ear was facing you and threw his feet up on the right leaf, you knew you had your chance to get your point across. . . .”

Lynott: . . . [Nelson was deaf in] his right ear, I believe it was his right ear, and you knew when you went into the office and started to talk whether or not he was going to listen to you. His desk was the old wooden type that had the two pullout writing leaves, and he would typically pull those out and you would be seated on the other side of his desk in a[n] almost military-like [fashion] role talking to him and you would learn after time went by that if he turned to his [left] ~~right~~ and threw his engineering boots up on the left-hand side writing leaf, he wasn't listening to you because he couldn't hear much out of the right ear. But if he turned to ~~the left, or turned to~~ his right, so that his left ear was facing you and threw his feet up on the right leaf, you knew you had your chance to get your point across. Now I don't know if that ever was his style or not, but it certainly proved to be interesting going in there and seeing how that man would react to what we were trying to get across. I would put Nelson in the category of not being very much of a people-oriented person, *but* he had an assistant regional director by the name of Norm Moore who was. So that there were a lot of ways to get to Mr. Nelson. Norm had a tremendous ability to work with H. T. and an even greater ability to work with those that were below him in getting information pulled together and captured in a story that Nelson would listen to. H. T. let's see I think he was regional director throughout my entire reign in Boise. Ed Sullivan was there afterwards and moved up in Reclamation into Washington, in fact, he was, I believe, an assistant commissioner for awhile. But the regional director that most influenced or was there as a point of influence during my time in Boise was H. T.

Storey: Did you ever for instance have any meetings with him over the Third Powerplant at Grand Coulee?

Lynott: Constant, yes. And he was very interested in that because that was *building* something.

Storey: What were they about?

Lynott: Status reports, typically. He was very interested in the schedule we had put together and in the plan of study we had laid out. And he would keep a copy of that and periodically ask the regional planning officer, Schirk, and myself to come up and let him know what was going on. We probably did it twice a month during the zenith period of the documentation process. He was very, very interested in that because at that point in time it was *the* big ticket item in old Region One. Multimillion dollar effort, large-scale construction. We were talking about units in a powerplant that were at that point in time unheard of in terms of their size and that, of course, from an engineering perspective, was something of a very high degree of interest to H. T. Interestingly enough it was to Gib too, even though he was *not* an engineer, he really was fascinated by the sheer magnitude of what we were formulating in terms of a project.

Storey: Were there any issues or problems that came up during those meetings that had to be

resolved?

“There were issues with Canada . . . we had a lot of meetings with the Corps, and for the first time, at least during my career, we started to have meetings with local interests and environmental groups because this fluctuation was going to create a bathtub effect between Chief Joseph and Grand Coulee . . .”

Lynott: Nothing that we could not deal with. There were issues with Canada, but those were taken care of and became rather routine to deal with. There were issues with fluctuations below Grand Coulee because once this thing was going to be in operation we would be creating fluctuation walls, if you will, in flow differentials as high as forty-five feet between Grand Coulee and Chief Joseph Dam down below. So we had a lot of meetings with the Corps, and for the first time, at least during my career, we started to have meetings with local interests and environmental groups because this fluctuation was going to create a bathtub effect between Chief Joseph and Grand Coulee that was going to be phenomenal in terms of potential scour, in terms of impact on the resident fishery in that reach of the river. It really was a *backwater* reach because Chief Joseph almost backed to the face of Grand Coulee. But you can imagine with Third Powerplant in place and all the units running at full tilt and going from a standing start to a full bore, that’s a heck of a lot of water moving through a large facility. And the geography of the area below [Grand Coulee Dam] ~~Grand Canyon~~ created a situation where a lot of water would literally be pushed up into a wall because of the V shape of the canyon below Grand Coulee Dam. So we had a lot of negotiation, a lot of information to provide to a variety of audiences. But because we were so focused on getting that thing accomplished; we had the resources we needed to get the job done; we had state-of-the-art visual aid techniques to tell the story. We went throughout the State of Washington, for example, we went into Canada, neighboring states, just to let them know what was going to transpire with this thing.

“We also in those days had a grand plan of a fourth powerplant at Grand Coulee and the physical capability exists for that kind of thing to come to pass. I don’t see it in the future . . . but it was something that was in the minds of the dreamers . . .”

We also in those days had a grand plan of a fourth powerplant at Grand Coulee and the physical capability exists for that kind of thing to come to pass. I don’t see it in the future, especially now with much more attention to the environmental side of issues, but it was something that was in the minds of the dreamers anyway in the Pacific Northwest.

Storey: What kind . . . do you remember any of the groups you met with?

Lynott: Typically it would be, it could range from community leaders to clubs of interest groups like the Rotary Club, the Lion’s Club, frequently I was asked to make presentations to those types of groups—we met with the provincial governments of Canada. We also met many times with the state government in Washington. Even in those days, the water resources side of the business in the State of Washington was in the Department of Ecology. I think they did some trail blazing in that state, but, oh, I don’t remember any of the names per se of folks that I worked with, it was always a

pleasure to go to Olympia and work with the state. They too would like to come to the field and work with us as we visualized what would happen as that Third Powerplant went in across the river, and we could look from atop the bluffs at the imaginary flow of water and what the impacts might be as that power was being generated. As we began to get a better fix on how much of a capacity we were actually creating in terms of energy, we began then to talk with the prospective customers. Bonneville Power was always a player in the activities in those days, they were a power marketing agency before *all* of them became power marketing agencies, and they played a significant role—as did the Corps.

Public Utility Districts on the Columbia River below Chief Joseph Dam

The State of Washington had several public utility districts that had dams on the river below Chief Joseph. There was one, I believe, [near] ~~at~~ Chelan, another one at [Rocky Reach,] ~~Okanogan~~, I believe [that] was the name of it, and we would work with the PUDs³¹ to let them know because with this additional flush of water through the system, they had a potential of more generating capacity, too, if they had the capability to move it through their system. So it was a cascading effect in terms of the audiences that we talked with, and we talked with a lot of them.

Storey: And environmental groups?

Lynott: Not many. Individually, toward the end, we typically would let the Fish and Wildlife Service and, [it] used to be called the Bureau of Sport Fisheries and Wildlife, and the National Marine Fisheries Service deal with the environmental groups and to a lesser degree the Park Service. We probably, in this day and age, would have had a lot of involvement with Indian communities but we didn't then. The Indians weren't that interested.

Storey: Of course, Lake Roosevelt is half under the Colville Reservation (Lynott: Over) over the Colville (Lynott: That's right) Reservation (laughter).

Lynott: Yes

Storey: I'm interested in relationships with Canada. What kinds of discussions, what kinds of agreements, whether or not the State Department was involved, whether or not there was tension there if they were involved, those kinds of things.

Reclamation and Canada

Lynott: At my level of involvement with the government of Canada and the provincial governments, that would be both the national government of Canada and the provincial governments; ~~which~~ we spent more time with the provincial governments. This was at the time when they were getting ready to build their three large dams on the Columbia River System—in fact I think one of them may have been under construction then, so they were very interested in what was going on down in the United States portion of the basin and were also interested in the potential for cooperative agreements on power marketing, on resource exchanges, things of that nature. I was not involved directly in

31. Public Utility Districts.

those types of negotiations, but I know people in Boise were—along with people out of Portland [in] ~~and~~ B-P-A³² and ~~with~~ the Corps. It led to a series of agreements that the folks in Boise [and Portland] now are coming to grips with one more time because several of them are up for renewal. These would be energy agreements with the country of Canada, environmental agreements, etcetera, etcetera.

My recollections suggest to me that the Canadian provincial governments were ~~much~~ more environmentally oriented in those days although development was a key to them too because back in the '60s, they were not as well developed as they are now, they were more of a tourist [or recreational] type of an area if you will and that's what they focused their attention on from an economic perspective. Their dams helped to bring less expensive power into the area and resulted in additional and other types of economic development. We always kept the State Department apprised of these meetings; periodically State Department would send representatives to them. When the Water Resources Council came to be, we also worked with them because they were instrumental in working with other governments in water issues. So we were responsible for keeping the council apprised of our periodic status meetings with the governments of Canada. We would meet in their territories; they'd come to our [states], it would be kind of a back and forth exchange. Never, that I was aware of, any roadblocks or setbacks as a result of efforts at least at my level with the governments of Canada. The Pacific Northwest had a strong regionalism in those days. ~~There were a sense of the "have" states and the "have nots," so, in a lot of resource areas, so~~ As a result of that, the states were very interested in what was going on in any particular water resource development in the Basin. So periodic meetings were held that had a pre-river basin commission flavor, if you will. All the states would send somebody, typically somebody from their water resources department, and several of the Federal agencies would send representatives at which we'd make presentations on how things were going with the Third Powerplant—and the Columbia Basin as a whole.

Storey: And you participated in those meetings?

Lynott: Yes. I sure did.

Storey: Did you make the presentations?

Lynott: Sometimes. If it was a higher level session, typically Gib would make the presentation or sometimes the regional planning officer but I would participate in some of the breakout sessions when it was the higher level stuff, and usually be the "slide boy"—the guy that ran the projector for them or the overheads if that's what we used. In the staff level status sessions, which occurred anywhere between four and six times a year, *I* would make those presentations. What a tremendous learning experience!

Storey: Yes. It sounds interesting. What about other projects besides the Third Powerhouse at Grand Coulee? Were you involved for instance in anything else?

Lynott: In the Pacific Northwest?

Storey: Yes.

32. Bonneville Power Administration.

Tualatin Project

Lynott: Yes, I was involved in Tualatin.³³ I wrote the report that got that one authorized.

Storey: Was that while you were at the Salem Area Office?

Lynott: I worked on it at Salem, but the finalization of it was actually done in Boise—when I was back in Boise. It's the, those two are the last two I worked on where something was actually *built*. Tualatin and the Third Powerplant.

Salmon Falls Project in Idaho

I worked on the Salmon Falls Project in Idaho, it was, I think, ahead of its time. It involved both groundwater pumping and moving water out of the Snake without storage, without a dam. We were refurbishing a private dam that was within the project area, and the refurbishing was more or less from a safety perspective *and* to increase the confidence that there'd be a [storage] supply within the project area. It was sort of an offstream storage-type situation, but that project never was authorized. ~~it had to~~ Critics had thought we were drawing too much water and impacting the huge, underground Snake Plain Aquifer. I didn't feel we were, but we were never successful in getting a coalition together that really supported that project. It was predominantly irrigation with a little bit of fish and wildlife. It was toward the end of my time in Boise, and even then you could see that irrigation as a principal or primary function in a project was starting to get in trouble. As early as the late '60s, you could start to see that.

Storey: If you could see it then or start to see it then, why do you think it took Reclamation so long to begin to change?

Reclamation was slow to change “Because we had a pretty good-sized backlog of things to build. And that really was the focus of the agency. Our big dollars were in construction and we could paint the entire organization with construction dollars and not have to worry about money . . .”

Lynott: Because we had a pretty good-sized backlog of things to build. And that really was the focus of the agency. Our big dollars were in construction and we could paint the entire organization with construction dollars and not have to worry about money, basically. As everybody knows, big projects were under construction in the late '60s, others were on the drawing boards, and the *general* sense was we still had a great constituency in Congress and could almost get anything we wanted. That changed during the '70s in particular, but there was a general consensus that there was a lot of work to do, and these minor setbacks in planning for the future that emphasized irrigation [were] ~~was~~ viewed, at least from my perspective, during that time frame anyway, as an anomaly that maybe “well for awhile we won't emphasize irrigation.”

Bumping Lake Enlargement

33. The Congress authorized the Tualatin Project in “An Act to authorize the Secretary of the Interior to construct, operate, and maintain the Tualatin Federal reclamation project, Oregon, and for other purposes” of September 20, 1966 (Public Law 89-596; 80 Stat. 822).

I worked on another project in the Pacific Northwest called Bumping Lake [Enlargement]. That was an environmental[ly focused] project, probably one of the first. At least that's what *we* thought it was; ~~but~~ it was designed to create some storage [in-stream releases for] for anadromous fish. It's still being worked on. It too was the . . . taking an existing dam and enlarging it to increase the water supply. Some we would give to irrigation to firm up supplies in the Yakima . . . matter of fact I even think there was a little bit of new development with that one, but the bulk of the water was designed to create a resident fishery and to provide flows for anadromous fish in the Yakima and Columbia systems. So we were starting to [turn] even ~~turn~~ in those days.

“ . . . the major turning point, at least from *my* perspective, the *initiation* of the major turning point, was the Westwide Study, the Western U.S. Water Plan. Even though it was not successful . . . ”

I think the major turning point, at least from *my* perspective, the *initiation* of the major turning point, was the Westwide Study, the Western U.S. Water Plan. Even though it was not successful, if one would read the documents today, they would see that a group could be brought together, that had the flavor of Reclamation in its heyday, and realize that there were other things this agency needed to look at if it was going to remain a viable and a forceful entity in public service. And lucky for me, I got to go to Westwide too.

Storey: Yes. But before that, you were involved in the study to sort of connect together all the Western water resources?

Learning about the Proposed Grandiose Water Development Projects in the 1960s

Lynott: That was one of my first assignments in 1963 was to—that was in the heyday of the North American Water and Power Alliance, the NAWAPA Project. This was a consortium of consulting firms led by, I believe, Ralph Parsons and they put together the “mother of all plans.” If their plan would have been brought to bear, water would have been moved ~~to Alaska and Canada, or from Alaska and Canada,~~ down into the United States and into Mexico. It would also be *shifted* throughout the United States, *shifted* throughout Canada. Unheard of sized dams and conveyance facilities were considered in this pipe dream scheme, and out of it spun copycats for five or six or seven years, including some [worked on by] retired Reclamation people.

My job for Gib Schirk was to learn more about what NAWAPA was all about and to gain insight and information into the physical properties of some of these other pipe dreams.

“ . . . one of the pipe dreams was a huge, underwater pipe system that would start in the freshwater zone of the Columbia River and move underwater all the way out through the mouth of the Columbia, down the Pacific Coast, to California, all underwater. . . . ”

And I don't mean a pun when I say that, but one of the pipe dreams was a huge,

underwater pipe system that would start in the freshwater zone of the Columbia River and move underwater all the way out through the mouth of the Columbia, down the Pacific Coast, to California, all underwater. And freshwater would be moved out of the Columbia that way into the California systems to serve the Sacramento-San Joaquin and further down into the desert regions in southern California. It was another one of the grandiose plans.

“There were also diversion schemes from the Columbia and the Snake down into the Colorado River system. . . .”

There were also diversion schemes from the Columbia and the Snake down into the Colorado River system. The names escape me now as to who some of the pushers were for those types of schemes, but this was a period in time when there was a lot of visibility given to grand transbasin diversions, and ~~I think~~ in reflection I think it also [helped lead] ~~led~~ to the birth of the environmental movement in this country which ultimately resulted in the ‘60s and the passage of the National Environmental Policy Act.³⁴ These grand schemes would, if brought to fruition, change the ecology of areas in ways that even the best of dreamers couldn’t fathom. I think now that through modeling techniques and experiences on smaller scales with trans-basin diversions, we have learned to realize what those impacts might have been if in fact any of these were brought to fruition.

It was a fun time because we were reporting to congressional committees that were interested in it. Reporting to headquarter offices of all the agencies. Working on interagency teams. Here I was with less than a year of Federal experience right in the middle of these things. It was a heck of an experience.

Storey: What committees did you report to?

Lynott: In those days it was typically the water and power committees; that may not be the right title, Brit, but that was their areas of interest. Water development and power development.

Storey: Did you do any written reports?

Lynott: Oh yes.

Storey: And where did they go?

Lynott: They would be reports from the commissioner or the regional director to the commissioner[, the department, or] to Congress, and if they were of enough interest, typically, they’d come back to us in the form of a congressional committee report. And periodically, we’d see ourselves show up in print as a result of a committee of Congress presenting *their* findings. They would get our information in the form of testimony or response to letter requests and then make it part of the record, and feed it back to the public through the *Congressional Record* process.

Storey: Was Reclamation doing anything besides just watching?

34. National Environmental Policy Act (NEPA) of 1969.

There Was Some Reclamation Interest in the Grandiose Water Development Schemes

Lynott: Oh I think if you really dug into the records you would see pockets within our agency where we had proponents of doing this kind of [grand scheme] stuff, yes. I don't recall any attempt to get big studies authorized to look at transbasin diversions but I think it's fair to say that we did some work, some reconnaissance analysis, where we didn't have to have authorization to do it and looked at water supplies and areas defined as excess where there was a lot of water.

“In those days we used to talk in terms of the Columbia ‘wasting’ 120 million acre feet of water a year to the ocean. Well, ‘wasting’ is obviously not the right word, and we’ve learned that as time went by. . . .”

In those days we used to talk in terms of the Columbia “wasting” 120 million acre feet of water a year to the ocean. Well, “wasting” is obviously not the right word, and we’ve learned that as time went by. But I know of back room sessions where we would draw schemes up that would look at moving some of that 120 million acre feet of water into areas where—like the Colorado, where we thought there might be annually fifteen million acre feet of water available.

“. . . the emphasis in those days was *water* available to do things with, and doing something with it like staring at it in a stream or strictly for environmental purposes was not high on the totem pole. . . .”

But the emphasis in those days was *water* available to do things with, and doing something with it like staring at it in a stream or strictly for environmental purposes was not high on the totem pole. In many states, that was not a beneficial use and streamflows weren't a beneficial use.³⁵ I've seen that change as time's gone by too.

Storey: Tell me more about these back room meetings.

Lunch Meetings to Discuss Reclamation-related Topics

Lynott: Oh it was—maybe that's not the right kind of description, but it was typically a session, we used to do this in Boise. We'd all bring a lunch, and we'd go into a conference room and we'd spend an hour talking about something, somebody'd have a topic, we'd do a little reading ahead of time. In many instances during these transbasin diversion scheme periods we would look at, we'd maybe pick apart one of them or we'd say now if they did this or this or this, it looks like from an engineering perspective it would be more viable. Or, we'd have the economist come in and say economically we can support the development of dams in the Hells Canyon Reach of the Snake River, for example, for power development—that was another big study area during those days. Although a couple of the other guys in reports were involved more directly in that—I would sit in on the luncheon sessions when those kinds of things were talked about, but more often than not it was programs that I was involved in that we'd do these little

35. This statement refers to the fact that Western water law systems require appropriation of water for “beneficial use.” Without that “beneficial use,” as interpreted by the water law system in-place, a water right was not legally established.

sessions. And it was fun, you'd learn where people were coming from, you'd learn more about the geography of an area, that in many instances at that point in time I'd never seen. But most of these people had and they'd bring pictures and give you a sense that if you could daydream a little bit, you could get a feeling that you were there looking at what they were talking about.

The old Region One had some interesting physical features: we had the tremendous water resource of the Columbia River Basin and its associated streams, we had the significant development in the Snake River Basin already in place. We also had a river right above the Snake, or to the north of it, the next, basically the next basin to the north, in the Boise-Payette System where there was a water development tributary to the Snake; and then north of that was the Salmon River System where there was *no* development and the birthing of the movement to keep the Salmon with absolutely no dams on it. But I can tell you we had back room luncheon sessions where we looked at damming the Salmon River and the kinds of water supplies we'd get out of that and looked at pros and cons, that type of stuff. Tremendous learning device for younger people in the agency and an opportunity to convey our capability to some of the older hands in the organization.

Storey: And these were far from official planning or anything like that.

Lynott: Oh, *never* an official meeting

Storey: They were really B-S sessions.

Lynott: Exactly. Eat your lunch

Storey: But dealing with the agency's business in a way.

Lynott: Yes.

Storey: Yeah

Lynott: Yeah, there was a sense of spirit that, very candidly, I don't see now in Reclamation. It may exist still in the regional offices, but it certainly doesn't exist in the Denver Office.

Storey: And one of the discussions was about diverting Columbia River water to the Colorado?

Schemes for Diversion of Water from the Columbia and Snake Rivers

Lynott: Oh yeah. Columbia and Snake, both. We had diversion points on the Columbia in the area of ~~Pendleton~~, Boardman, Oregon, moving it almost straight south, the eastern side of the Cascades, dropping a little water off because that was a very arid area, between Bend and Burns for example. Moving it down across Nevada and dumping it into the Colorado River system in two or three places. Glen Canyon comes to mind, below that, points where the water would come in, and we even had one that went [to] Lake Mead. We had imaginary diversion points in the Snake River due south of Boise in an area called—oh Lord it began with a B

Storey: Bruneau?

Lynott: Bruneau, yeah. And also another one, south of Mountain Home, another one in the Glenns Ferry area.

Storey: But, no reality to any of this (laughter).

Lynott: No, no . . . none.

END OF SIDE 2, TAPE 1. OCTOBER 20, 1993.

BEGIN SIDE 1, TAPE 2. OCTOBER 20, 1993.

Storey: This is Brit Allan Storey, senior historian of the Bureau of Reclamation interviewing Terry Lynott on October 20th, 1993. This is tape 2.

If somebody was interested in doing historical research on these schemes, these monumental schemes of water diversion, beyond the Congressional reports, where would they go looking?

Many People Spent Their Entire Career in the Pacific Northwest Region

Lynott: I would wager that there still is in the files in Boise some of this background information. The reason I say that is that region and, maybe in part accurately so, is labeled the most provincial region within the Reclamation family. In my day up there and to this day, many of the folks' entire career has been in the Pacific Northwest Region. They go into Boise and into other areas in the Pacific Northwest and they just flat don't want to leave. And I can't blame them, many of the folks I started with for example—I'm digressing a bit but it's worth it I think, many of the folks I started with thirty years ago are still there and their houses are paid for. They might be 12s [GS-12s], 13s [GS-13s], and 14s [GS-14], but they were making their final house payments in the neighborhood of 200 to 250 dollars a month. Those of us who chose to move around to get ahead in Reclamation are at higher levels in some cases in terms of grade but our house payments are five and six times what theirs are because of the moving around and having mortgages that increased as time went by. But because of that attitude of "I like it here," there's a strong sense of keeping a history, a record, of what has transpired in that region. And a quick aside, Brit, if you haven't put some of those folks on your list to talk to, it might be worth going up there to talk to some of the older hands in that particular region.

Storey: Well, that's my next question. Who would you suggest that you know?

Lynott: That are still around that area? Bob Riley, right off the bat, would be one you should talk with before he gets out of there. There are some people in operations, guys like Max VanDenBerg³⁶ who is the head of operations. Another would be John Dooley; there are some retired folks still alive in that area that, if you could find them, would be worth talking to. Don Price, Ed Kapernick, Bert Malmquist, Harry Stivers, those come to mind immediately. If I had a chance to think about it awhile, I could probably come

36. Reclamation's oral history program includes interviews with Max VanDenBerg.

up with some more.³⁷

Storey: Well, I'd always welcome more suggestions.

Lynott: Good.

Storey: Can you tell me any more about environmentalists and the Salmon River? Was the move to protect the Salmon [River] under way while you were there, or was that after you left?

“ . . . impacts on the fisheries, the anadromous fisheries, were not well understood in the '60s and there still were significant runs into the Salmon River system of fish that made it past the main stem dams on the Columbia and those that were under construction on the Snake . . . ”

Lynott: It started while I was there. I don't recall specific names of organizations, Brit, but there were some very active people in high levels of government, state, Federal, and local interests, who were very supportive of keeping the Salmon in a free-flowing state. The impacts on the fisheries, the anadromous fisheries, were not well understood in the '60s and there still were significant runs into the Salmon River system of fish that [made] ~~couldn't make~~ it past the main stem dams on the Columbia and those that were under construction on the Snake—the Lower Snake Dams that the Corps was building. But even in the late '60s, you could start to see the declines in the runs in terms of sheer numbers. And as time has gone by, that's obviously become a major area of concern as witnessed now by the salmon studies ~~that are~~ underway in the Pacific Northwest [in which] ~~that~~ Reclamation's a key player[.] ~~in~~.

“We were very good, I thought, at holding meetings in the areas of interest from a geographic perspective when Reclamation was proposing to study something or to do something. But we also had the tendency to go to the constituents who traditionally were ours. . . .”

We were very good, I thought, at holding meetings in the areas of interest from a geographic perspective when Reclamation was proposing to study something or to do something. But we also had the tendency to go to the constituents who traditionally were ours. If we held a meeting it was in front of a water user's organization [or a power user's group] but others were invited[.] ~~or a power user's group~~. If we held a state-wide meeting, it typically was in front of the state irrigation council because, hell, that's what we were put together for was to develop water for irrigation, power, and then later recreation, fish and wildlife. So with the Salmon River at least in that piece of geography was a major point of focus for the environmental interests. There were others in the Pacific Northwest.

“The coastal streams . . . some planning studies . . . We had studies on all of those rivers and nothing ever came of them . . . There was . . . plenty of precipitation and not much in the way of land resource to develop for a need for

37. Later suggestions made by Mr. Lynott included Lowell Damek, Onni Perela, Reuben Wilske, Tim Sorensen, Jerry Gregg, and Jim Cole. Of these suggested interviewees, Reclamation's oral history program includes interviews with (Jerrold) Jerry Gregg.

irrigation. . . .”

The coastal streams, we forayed into a couple of the coastal streams for some planning studies: the Wynoochee was one I was involved with, the Umpqua, the Rogue [were others. We] had studies on all of those rivers and nothing ever came of them, first of all, there wasn't much in the way of need. There was quite a bit more precipitation in those river basins because they flowed through the Coast Range or were born in the Coast Range, and, as you know, there was certainly plenty of precipitation and not much in the way of land resource to develop for a need for irrigation.

Storey: Not a lot of flat land down there.

“We looked at, I believe it was Wynoochee, . . . There were some tidal areas that you could flood with freshwater and grow cranberries—but that never came to pass. . . .”

Lynott: No. No. We looked at, I believe it was Wynoochee, we looked at cranberry bogs as a potential agricultural development. ~~The flooding of areas where~~ There were some tidal areas that you could flood with freshwater and grow cranberries—but that never came to pass.

Storey: For those coastal rivers, was Reclamation going out on its *own* in studying these or was there some outside stimulus that caused us to go look at them?

“. . . it was a combination of both, congressional authority to look at things and also us of our own volition on a sub-reconnaissance basis looking at some of the streams in the coastal area. . . .”

Lynott: It was both. We had the unwritten authority to look at things on a sub-reconnaissance basis and we looked at several of the streams in the Olympic Peninsula on that basis. We also had Congress tell us to take a look at the Rogue, and in later years, after I was gone, to take a look at the Umpqua and a couple of the other rivers. So it was a combination of both, congressional authority to look at things and also us of our own volition on a sub-reconnaissance basis looking at some of the streams in the coastal area.

Storey: The ones that you're familiar with, can you characterize the results of Reclamation's reports?

Most Studies Did Not Result in Projects

Lynott: Books on a shelf, predominantly that would say things like “Oh there's some chance for development but it would not lead to much in the way of irrigation.” There may be an opportunity to create some flatwater recreation in an area where at least in those days it really wasn't needed. So I don't think we had *any* that suggested we were going back to Congress for large-scale development. A couple of exceptions, we did send a report on the Medford Division back to Congress where we suggested some additional development to that which the Corps already had underway. They were building, I think it was two dams for flood control, to protect the cities of Medford–Grants Pass I

believe was the other one—and we looked at the potential of adding some capability or facilities to do some irrigation. There was some land resource in the Medford-Grants Pass area that *would* support some irrigation development. Orchards, things of that nature. But other than a couple of small projects, there hasn't been any large-scale development by the Bureau. On the Umpqua, there has been a small Reclamation project built as a result of our initial look-sees, but that's been accomplished in the '80s.

Storey: And not by us?

Lynott: No, it was under the Small Reclamation Projects Act. So we didn't build it, but we moved it through the authorizing process under SRPA.³⁸ Nothing I'm aware of in the State of Washington and the coastal river systems is a result of Reclamation's efforts.

Storey: There is a community, a perspective, out there that Reclamation will do anything to build a project, including cook the figures. And . . . I'm sorry.

Lynott: . . . That's okay (laughter).

Storey: It seems as if these projects demonstrate to the contrary. I'm wondering about your perspective on that.

“I think because they weren't large-scale things, they weren't looked at with any great sincerity, let me put it that way, or aggressiveness. During my tenure up there, we were still big ticket item folks. . . .”

Lynott: I think because they weren't large-scale things, they weren't looked at with any great sincerity, let me put it that way, or aggressiveness. During my tenure up there, we were still big ticket item folks. We had a Third Powerhouse, we had a 500,000-acre ultimate ~~development~~—an additional development—on the Columbia Basin ahead of us. We had big irrigation development in the Garden Valley area of the Payette that we were pushing real hard on; we had some development potential in the Upper Snake River Basin that we were pushing hard on; Teton Dam was another we were pushing hard on. So we had some *big ticket* items that these coastal stream efforts were puny cousins to. So there wasn't much attention given to them other than to create a document that would summarize the record of information we had gathered and provide us[,] ~~with a means if in fact in~~ some day in the future it was worth going in and taking another look[,] ~~that we had~~ some data and some information from which to start[,] ~~with~~. I think it was just a matter of priority.

Storey: In terms of Reclamation projects, you can, in interpreting where they came, from you could probably make a case for a spectrum. On the one end, Reclamation is pushing for the project, created the project in its own mind, is the reason the project came to fruition. And at the other end, you could probably make a case, often, that Reclamation just sort of sat back and it was all *done* to them by the local political figures, by the

38. The Small Reclamation Projects Act of 1956, (Act of August 6, 1956, ch. 972, 70 Stat.1044). This act is much amended. Section 1 of the act states that “The purpose of the Act is to encourage State and local participation in the development of projects under the Federal reclamation laws and to provide for Federal assistance in the development of similar projects in the seventeen western reclamation States by non-Federal organizations.”

local state engineer, or whoever. In your mind, where in the spectrum is the reality?

“When I came on board and for the first decade at least, we were a ‘turnkey’ organization. By that I mean we could do everything. We could define your problem, we could develop alternatives to address it, we could pick one that turned out to be the best, we could show the supporting data in the ‘best light,’ and I’ll use that phrase, to make one of the alternatives look the best, we could get it authorized, we could get it built, we could get it into operation. . . .”

Lynott: Somewhere in between. And I’ve seen it shift over my career. When I came on board and for the first decade at least, we were a “turnkey” organization. By that I mean we could do everything. We could define your problem, we could develop alternatives to address it, we could pick one that turned out to be the best, we could [show the supporting data in the “best light,”] ~~fix the numbers,~~ and I’ll use that phrase, to make one of the alternatives look the best, we could get it authorized, we could get it built, we could get it [into operation.] ~~operated.~~ We could do it all.

If I looked at my career right now, if I’d looked at year thirty, there’s hardly any of those kinds of things left. We have, of necessity, become participators, partners, [cooperators,] providers of little pieces in the grand scheme of things, and in some instances just reactors. And that’s damn difficult for an organization that has been born, raised, and nurtured on being able to do everything. You know, there’s a real sense of pride when you see something that you started with come all the way to fruition and you watch it work and know that it’s working pretty much like you thought it would work twenty years ago. And when I started with the Bureau, that’s the kind of people that nurtured me, they were from the heyday, they were the folks that saw it [through] from beginning to end. Beginning to end *now* in Reclamation has an entirely different definition: there’s a lot of little beginnings and a lot of little endings. But they’re like pieces in a puzzle instead of the whole puzzle. In many instances, they’re still very critical pieces. In other instances, [our folks] ~~they want~~ [them] to be critical pieces because we hang onto these things from the perspective of “by God, I did it before, I should be able to do it again.” But the day of Reclamation being the “beginning to end” in any particular large-scale, complex activity is over. But we still from my perspective have a *lot* of important things and a lot of key capabilities that we can bring to bear. In areas like evaluating what we’ve done, and improving upon how we’ve got it done, and in adding new things to it, whatever “it” is, so that it works better.

Storey: But, still all water resource related?

Lynott: By and large, yes. I still think that’s where our skill base lies, but I think we’ve learned over time that “water resource related” is a much *broader* picture than it has been in the past. When I started, we didn’t talk much about archeology, cultural resources, [ecosystems,] impacts upon people, other than the folks we were building the project for. But that certainly has changed over time, and as well it should have. I think now we have the opportunity as an agency to [work with] ~~look at~~ all those vested interests and to draw [their] participation[.] ~~other than, and it’s~~ [This] participation [is] *much different* than it was in the past. In the past it was “here it is, tell me it’s good, and I’ll go get it done.” Now it’s, “hey we got this problem. What do you think about it?”

And get the input from the folks from the very outset and maybe the activity is solely problem identification. And that has a beginning and an end and once that's done, [Reclamation] ~~you~~ may be through with that particular group, or Reclamation may be through [with that assignment-period!] The determination may be made ~~or might be made~~ that there is no Federal role in taking [an activity] ~~this~~ any further than identifying and verifying a problem. If I would've [said this] ~~told that~~ thirty years ago to that room of people [who] ~~that~~ used to sit around at lunch time, I would've been "strung up, drawn and quartered, and summarily dismissed" from the Bureau of Reclamation. And it would've been *heresy* for me to say that kind of thing. But now, that's what we have to instill in our people. And *make* the transition that many of us know has been coming for at least the [last two decades.] ~~great majority of my career.~~ So in the overall spectrum of things, I see Reclamation as a moving target. We still have some cases where we do more rather than less, but even in those cases where we do more of the overall, beginning-to-end point [activities], we do it with [the involvement of] a lot more interests than we did it with in the past. And those interests represent both positive and negative interests, folks that want to see something accomplished or learned about and folks that say "nah, you shouldn't be in there, you shouldn't be doing that." I think we have to increase our skills in consensus building, in learning to listen, gathering viewpoints from a wide variety of interests, much wider than existed twenty years ago, in the water resources arena.

Storey: I want to get back into that kind of stuff a little later because I think it's very important, but back while you were still in Boise with Region One, you told about organizing and shepherding, if you will, a tour of foreign students.

Lynott: Yes.

Storey: And I'm interested in why Reclamation was doing that, how the students were chosen, why they were chosen, that sort of thing.

Organizing a Tour for Foreign Students on Behalf of the Department of State

Lynott: Let me tackle that from why we were doing it first. The State Department wanted these foreign students to have a sense of the [natural] resources of the United States. As a result, they came to the Department of the Interior, and I believe the Department of Agriculture, with the offer to put together a program that would take a span of time during the summer for these students when they were not in formal education activities as intensively as they would be during the remainder of the year. Give the students an opportunity to get out of the university setting and on the ground, see just what it is that the United States Government and other entities, both public and private, were doing in a wide variety of natural resource areas. So when Interior was approached, they talked to GS,³⁹ Fish and Wildlife, and Reclamation as I recall. And I believe in various areas of the country, each of those three agencies took it upon themselves to put together sessions with students.

I'm not familiar with how Fish and Wildlife and GS handled those that they had the lead on, but I do know in Reclamation's case, we determined that we were going to showcase some of the things we had accomplished and also showcase a lot of other

39. United States Geological Survey.

things through a process of touring and informal educating. So Harry Stivers, one of the names I mentioned earlier, and Norm Moore, the assistant regional director in those days, were instrumental in getting the Bureau of Reclamation and Region One in a voluntary mode to participate in this program. And once we were accepted, the leadership of the agency decided “well, let’s figure out who we got that might be able to put together a program using the resources we have in the Pacific Northwest, people resources in particular, and have them do a little dry run of a portion of the program for the leadership of the agency and then we’ll select some folks to actually put something together [for these] ~~and get some students together.~~” So I believe there were three, maybe four of us, who were asked[, using] ~~to, through~~ books and telephone calls, [to] learn about the Pacific Northwest and what we might put together in the way of a tour. So each of us did put together an imaginary three-week tour, ~~two and a half- to three-week tour,~~ of the Northwest, made contacts with folks in the area we were going to visit, and did it first on a “what-if” situation. If we came over there, what could you folks provide in the way of learning experiences for these students, and, further, in the case of the one I put together, what would you like to learn about these students? And it varied all over the place. Some entities said, “Well we just can’t handle that right now.” I contacted county government, state government, big corporations, little corporations, other Federal agencies, national parks, dam tenders, Indian tribes, literally anything I could think of—managers of wildlife refuges, etcetera, etcetera, and put together this imaginary program. And then I was asked to pick a couple days out of it and present it to our top management as if it was going to happen[.] ~~and then present it as if it actually happened.~~ What did we learn from it? And each of the three or four of us was asked to do this thing. Well out of that, two of us were selected and asked to ~~confirm and~~ firm up the trip for the students.

They were originally going to send twelve students to the Pacific Northwest from throughout the United States. Well, I put together my program and the other guy ~~’s name was, David Bigelow I think was his name,~~ put together his, but as luck would have it the State Department could only come up with six students, and it was agreed that since six appeared to be the most optimum level [for one program tour], they picked my program and asked me to go ahead and do it.

“ . . . I would have to say that it was one of the top five experiences I’ve had in the Bureau of Reclamation . . . ”

And I would have to say that it was one of the top five experiences I’ve had in the Bureau of Reclamation because we were treated like royalty. Part of what the State Department did was to give us, ahead of time, information on these students. And they came from very well-to-do families in their home countries. I had the son of a leading government figure from Uganda; I had a son of a tribesman who I think I mentioned in the previous interview; his name was Quiku Danseau and he wanted to Americanize his name so he called himself Jackson Danseau. And he was the vegetarian that I described that was well taken care of on our tour. But I had a great mix of kids and without exception just wonderful, wonderful young men—all six of them. And we left Boise about ten o’clock [in the morning on a] ~~, I forget which~~ day in August, after an orientation session with the top leadership of the agency, in a Government Travelall. Over 3,000 miles later and twenty stops anyway, we were enriched beyond our wildest dreams, all of us. We did just about everything you can imagine, camped or slept under

the stars in a BLM campground with the State Director of BLM telling us, along with some members of his staff, about what that agency does. We learned about Oregon and California timber lands as a part of that process. We spent time on a Fish and Wildlife, National Wildlife Refuge, in eastern Oregon where some of these kids saw creatures they'd never seen other than in pictures. We were dined royally by a major lumber company in a half-day session where we got to tour how they were doing their timbering and then treated to a lumberjack's dinner that night. The kids in many instances for the first time got to eat some campfire foods [which] ~~that~~ were new and unique to them. We participated with a commercial fishing venture, we spent some time with the Park Service at Crater Lake, we spent the day on an irrigated farm in the Yakima Valley, we toured Grand Coulee Dam, we spent some time at the Warm Springs Indian Reservation—a day and a night, participated in a very warm Indian ~~ceremony~~, evening ceremony, that was a real experience to these five black and one Middle Eastern students.

Two of the six were . . . prided themselves in being ladies men, so one of my additional chores was to make certain that they minded their “p”s and “q”s because we were in the spotlight throughout the Pacific Northwest. Many times we were visited by the local newspapers and [had] pictures taken, interviews, that type of thing. As I mentioned in the previous interview we had a soccer ball with us and to get some exercise most every night we'd stop at a park and kick the soccer ball around. And these kids were really good and in a couple of small towns, we were viewed, wrongly of course or erroneously, as a traveling soccer team (laughing) or one contingent of one just because the locals would ~~come out and~~ see these kids work a soccer ball, and, as I say, they were good. We got to tour canning factories, in fact the kids were put on the canning line to box some stuff and to see how vegetables were canned. They thought that was fascinating. We spent some time in Glacier National Park and were given a tour by the emeritus member of the Park Service who happened to be in the park that time. He was a former director, his last name was Rocky, and he took us on a tour—he was in his 70s—took us on a trail-walking tour and just enthralled these kids with his stories about how that park was formed and what was there in the way of flora and fauna and culture and history and things of that nature. We spent a day on the National Bison Range—none of these kids had seen a buffalo, and when they're right up next to the car, why it was quite a thrill. I didn't realize that six kids could squeeze to the center of an automobile as well as these kids did. With these big buffalo panting right outside the window. Another highlight was in the Thousand Springs area in Idaho, and that was our next to last day. I took them fishing and for three of the six, it was the first time they'd ever been fishing, and of course that's a fishing environment that is conducive to catching a heck of a lot of fish in a short period of time. These are the areas that feed many of the hatcheries with the waters that come out of the Snake Plain Aquifer and the Fish and Wildlife Service and state Fish and Game worked with us on this particular three- or four-hour venture and I know they had us in a pond where there were a lot fish. And these kids were catching trout—and *big* trout, and just absolutely thrilled beyond belief. We kept, oh, half a dozen or so of them and then had a big fish feed outdoors in a park . . .

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BEGIN SIDE 2, TAPE 2. OCTOBER 20, 1993.

Lynott: [At each stop, the students] had a chance to tell a little bit about themselves and learn an immense amount about the Pacific Northwest. After three weeks, twenty days, we came back to Boise and had a day of wonderful closeout sessions in the regional office, [we] even brought other Federal agency representatives into that closeout session that had folks participate through the course of this tour. [We] had the van break down in one place, but because we had planned [for] this so well ahead of time, we had the capability to get the thing fixed in a heck of a hurry, and we lost maybe an hour ~~as a result~~ in our schedule and just drove an extra hour to get right back on schedule for that day. We had days in the three weeks where driving was a little more intense and our learning was the kind where somebody was brought into the van with us who knew the area and could talk to the kids about what was going on, somebody following in a car to take that individual once we dropped them off back to where they came [from]. We had other days where we didn't drive at all, we just spent a day in an area being taken from place to place and enjoying things like that.

But [we enjoyed] boat rides and a train ride. We spent a lot of time in the automobiles; spent some time in a canoe[s] and that was a riot because some of the these kids had never been in anything like a canoe. Keeping it upright was a real challenge (laughter). We were not in fast water or anything of that nature. But what a tremendous learning experience for everybody involved.

We finished with [the] a closeout and then a big party for them, and, as I think I mentioned in the previous tape, to this day I still exchange Christmas cards with three of the six. I know that one of the six was killed in an uprising in his homeland after he'd finished schooling here. He got up fairly high in government and was, as a part of a coup, ~~was~~ murdered. The other [three I lost contact with,] ~~two just sort of dropped out of sight~~, but the [remaining two] ~~three~~, one is back in the United States and working in a law firm on the East Coast and the others ~~are~~ is back in [his] ~~their~~ homelands. But again I say, [this was] one of the highlight experiences for me in the Bureau of Reclamation.

Storey: Did you drive this . . .

Lynott: Yes, I did.

Storey: Travelall?

Lynott: I drove every day.

Storey: And who paid for it? Who paid for all of this?

Lynott: The State Department

Storey: The State Department paid, they transferred money to Reclamation or something.

Lynott: Yes, yes. And in those days, agencies would volunteer their services too, so although the State Department might pay BLM a little money to participate because they were so interested, they'd bring four times the number of people just to sit around in this kind of setting and learn a little bit about things that went on in the homelands of these kids

in terms of resource development, resource management. But a great experience, Brit.

Storey: I think you mentioned broom dances last time. What's a broom dance?

Broom Dances

Lynott: When we finished [the tour] with the big party that night, there was, it was popular in Idaho in those days to, at dances, have contests. And one of the[se] contests was a broom dance where there was always one more male than females on the floor. And when the music would stop, you'd change partners, and if you didn't end up with a partner, you ended up with [the] a broom! And you had to dance with that broom but once you were done and the music stopped, you could pass it on to somebody else who didn't get a female partner first. You were out, but you took the next person out, too. And the objective was the last person to end up with the broom was the winner of whatever that particular contest was. Well these kids were fascinated by this kind of a dance. They realized that dancing in the United States was a little different from dancing in their homeland, or at least left us with that impression. But here we would orchestrate these kinds of things where a song or series of songs was played and stopped by somebody and then people would scurry about on the floor trying to duck the guy with the broom, trying to find another lady, and they were fascinated by this. And we got them in the middle of one of these broom dances and once they got the hang of it, they were really good cause they were quicker than some of us older guys, and they could get a female partner faster than we could get them with [the] a broom. ~~And that was something that they took away and~~ I might mention that when they went back to their schools, they were required to give us a report on what they had learned, and that was one of the things that was mentioned in all six of the reports was the fun and the camaraderie they learned by doing broom dances.

Storey: Is there anything about the regional office further that we should discuss right now?

Lynott: I . . . the camaraderie within that region was absolutely great. To this day, when I go up there, or talk on the telephone with people that were there *when* I was there, it's the old feeling that I had *when* I was there of folks [who] are really interested in what you're doing, ~~and~~ are pleased that you got to where you were, and are pleased that they got to where they are and very willing to share and explore ideas related to that. Because of my experiences in that region, a lot of folks have no problem picking up the telephone and calling me when they've got something they want to talk about, or when they want to just pass the time of day or share some information about one of our comrades who either has passed on to a greater reward or has gone on to some other kind of work. The camaraderie and the spirit of friendship in that region was probably stronger than anywhere I'd seen in Reclamation.

Storey: In that region, what other Federal agencies were there close ties with?

Lynott: Fish and Wildlife Service; Bureau of Commercial Fisheries in the old days, now the National Marine Fishery Service; BLM; Department of Agriculture, especially in the State of Washington; National Park Service ,especially in the Upper Snake around Jackson

Storey: Around Jackson Hole, huh?

Lynott: Right. And also up in Montana around Hungry Horse—and Coulee to a degree. Park Service had a lot of interest in that area. And we had, before I left, a lot of working relationships with the Corps and the Bonneville Power Administration. They were probably the two most principal agencies from where I sat in the organization that we were involved with. Lots of work with the states . . .

Storey: Bonneville even then was functioning?

Lynott: Oh, yes, it was the first of the . . .

Storey: . . . of these big regional power . . .

Lynott: Power entities, yes. There was a southeast power agency, a southwest power agency, an Alaska power agency, and Bonneville. WAPA⁴⁰ was created *out* of the Bureau of Reclamation in 1979⁴¹ I think was the year.

Storey: It was a split of

Lynott: Yes. A lot of Reclamation people went to WAPA when they were created.

Storey: Okay. And after the regional job you went to?

Moved to the Western U.S. Water Plan Staff in Denver

Lynott: The Western U.S. Water Plan here in Denver.

Storey: That's West Side.

Lynott: Westwide.

Storey: Westwide, excuse me. Who else was involved in Westwide?

Lynott: That was a Reclamation-led effort, it came out of the ~~water supply—the~~ Colorado River Act of 1968.⁴² With Reclamation in the lead, we led the management team; the Corps was involved, had a person here; as did the Environmental Protection Agency; the Bureau of Land Management; Fish and Wildlife Service; Department of Agriculture had *three* people here; all part of this management team. It was the first effort, I was aware of anyway, in the Federal Government where a group was brought together to address a Westwide set of issues from a multi-agency perspective.

Storey: And Reclamation was the overseer?

Lynott: The lead.

40. Western Area Power Administration.

41. The Western Area Power Administration was created out of elements of the Bureau of Reclamation in 1977 by the Department of Energy Organization Act of August 4, 1977 (91 Stat. 565; 42 U.S.C. § 7101).

42. The Colorado River Basin Project Act of September 30, 1968 (82 Stat. 885; 43 U.S.C. § 1501).

Storey: Was the lead. Who were our people who were involved?

Lynott: The lead person was one of the other two folks who I consider a mentor, that's Wally Christensen. The other key members of his management team were Dick Nash, Ed Barbour,⁴³ and Ken Kaufman. They were the supervisory leads, [some of] the rest of the management team that I can still recall are some folks that are still here: George Wallen, Darrell Adams, Dick Schaefer (the Yogi Bear), myself, and later Bruce Glenn, were all part of the management team. Nels Jacobs worked with us toward the end also and when I say toward the end, in '73 and '74. The project was never completed as the law intended because of—variety of reasons. ~~Too big in scope—can you stop that a second?~~ Too big in scope for its time, lots of turf issues, you *just* didn't put one agency in the lead when you were addressing eleven Western state issues—I said seventeen before, it was actually eleven.

“The Corps had people there to participate but also to watch pretty closely what was going on, and I think the same can be said for the Department of Agriculture. And even agencies within our own Department—Interior. . . .”

The Corps had people there to participate but also to watch pretty closely what was going on, and I think the same can be said for the Department of Agriculture. And even agencies within our own Department—Interior. It was the first effort I was involved in that had active participation by the Environmental Protection Agency, so that brought an *additional* flavor to a rather complex activity. And I think as far as we were able to get, we were successful. I would challenge and encourage anybody in the Bureau of Reclamation these days to find a set of those documents prepared in the period '71 through '74 and read them because, if they would, they'd realize that many of the problems and issues we identified then are still with us now.

[The] ~~As a~~ Federal Government. ~~as~~ state governments, and ~~as~~ the wide variety of local interests that exist in the water resources arena. ~~We~~ did some trail blazing things with that effort. One of my jobs was to be in charge of an advisory committee that was made up of some thirty-plus national organizations—including the Sierra Club; Environmental Defense Fund; Nature Conservancy; and some of the major business organizations, the Chamber of Commerce was represented—National; and then some of the vested interests in water resources development, National Water Resources Association, its predecessor was represented; agribusiness was represented; forestry industry was represented—those types of organizations.

The advisory committee was an active group, we met [several] ~~two~~ times a year ~~at least and many times three and four~~ in areas throughout the West and took up issues that were very germane to what was going on with the study. [The members] ~~They~~ gave us good reaction to things that we were producing, [and some of them] participated ~~in~~, in the production in some instances. I guess in retrospect I would view that activity as a springboard to the kinds of things that the agency typically has to do now, maybe not on that grand a scale but perhaps as grand a scale from the different levels and interests of involvement in what it is Reclamation's charged with accomplishing. The advisory group was well treated throughout the course of the study. They had to pay their own way, and they could afford to do that but we would

43. Reclamation's oral history program includes interviews with Edmund (Ed) Barbour.

take them to places to actually see some of the problems that we were discovering and to see some of the opportunities and also see some of the results of previous development of the resources. We had them on major reservoirs, we met in corporate headquarters, we participated in nature hikes. All those different kinds of things that brought together a group of varied interests in an environment that was away from the “day-to-day grind” and [from] the telephone for *all of us* literally[.] [It] ~~and~~ permitted [us] an opportunity to speak our peace on a wide variety of Westwide-related issues. I think in retrospect it was a success point of Westwide.

I think, too, the problem identification both on a Westwide scale and on a state-by-state scale was another success. As I indicated, many of those are *still* in front of us in some way, shape, or form.

“I think the *Executive Summary* to the Westwide Study is the best way to bring to a close an activity that was never permitted the opportunity to do what Congress intended when it passed the law. But it’s fair to say even Congress changed its intent over the course of the study because of the political firestorm . . .”

I think the *Executive Summary* to the Westwide Study is the best way to bring to [a] close an activity that was never permitted the opportunity to do what Congress intended when it passed the law. But it’s fair to say even Congress changed its intent over the course of the study because of the political firestorm on the kinds of things that [the management group] *we felt* should be done as a part of Westwide in trying to satisfy the original intent of the law. One example of what we thought should have been done was very detailed basin plans for every *basin* in those eleven Western states. And of course one agency in the lead on something like that just didn’t set well with a lot of the other legitimate players and interests in each of the basins.

Storey: What was the objective of West Side?

Lynott: That’s Westwide.

Storey: Westwide, excuse me, I keep doing that.

“To identify the problems facing the eleven Western states in the water resources arena and to develop, to the degree we had data and information, means to begin to resolve those problems. . . .”

Lynott: To identify the problems facing the eleven Western states in the water resources arena and to develop, to the degree we had data and information, means to begin to resolve those problems. And to approach it on a . . . both a macro scale Westwide and a micro scale basin and sub-basin-wide. Potentially a phenomenal amount of work but *never* got to that point. We did a lot of work in four years but not anything that was part of the original grand scheme of things.

Storey: Did Westwide have a staff?

Lynott: Yes. The management group.

Storey: And it was composed of the Reclamation folks you've mentioned as well as the people from the other agencies?

Lynott: Yes sir.

Storey: How many people are we talking about?

Lynott: I think at its peak there were probably twenty-three or twenty-four folks.

Storey: And they were here in the Denver Office?

Lynott: Right here in this building, yes.

Storey: And of course there were the interagency problems going on. What were some of the major issues that were identified by the Westwide group?

Major Issues Identified in Westwide

Lynott: Indian issues—Indian water rights and how to resolve those was one area. Environmental concerns was another, in-stream flows in particular was a focus. Discovering that some states recognized it, a couple in those days, not many did. But now it's quite the opposite. Water quality, groundwater levels, water for energy development. This was just before the big oil shale and coal development period, the energy crisis[.], the Carter speech in '7(?) . . . when was the Carter speech? . . . Let's see he was elected in '76

~~Storey: Became President in '77.~~

~~Lynott: '77, but the Carter speech even though Westwide did not go that far, *we thought* tended, to give some validity to the water for energy concerns throughout the West. If oil shale or coal development would've gone to the degree that we saw projected, there wasn't enough water in the Colorado system, in particular, to satisfy those needs. Water for environment, fish and wildlife in particular, was another area that from a Westwide perspective we looked at. . . . The same law in 1968⁴⁴ enjoined the study group from looking at any trans-basin diversion, specifically of Columbia River waters to Colorado River waters for ten years. So we were precluded from looking at any trans-basin diversion schemes. We certainly had enough of them on the drawing boards from the back room sessions and the work of the consulting firms, but that was not a major part of the Westwide effort. Those, I think, capture by and large the major areas. "Water for People" was another one. We were seeing the growth in the desert areas population-wise and the concern about whether or not there was going to be enough water in places like Salt Lake City and Phoenix and Tucson, southern California. So there was a lot of *advanced* or far-reaching thinking, let me put it that way. And I think it's for the most part captured fairly well in the Executive Summary and the main documents that sprung from the Westwide effort.~~

Storey: Were you involved in any particular aspect of Westwide?

44. The Colorado River Basin Project Act of September 30, 1968 (82 Stat. 885; 43 U.S.C. § 1501).

“I was involved in the writing of the reports and in running the advisory committee. I played a key role in writing the Executive Summary along with a man by the name of Dan McCarthy . . .”

Lynott: I was involved in the writing of the reports and in running the advisory committee. I played a key role in writing the Executive Summary along with a man by the name of Dan McCarthy who was brought out from Washington to have the lead role in writing that document. I worked with him at some length. The thick document that describes *all* of the Westwide activities, I wrote a heck of a lot of or *edited*, I also played that role. So those two activities plus squiring the advisory committee were my principal roles in Westwide.

Storey: And did they ever get around to making recommendations on correcting things?

Lynott: Yes.

Storey: For instance on . . . I think you called it “Water for People.” What kinds of things might be accomplished?

Lynott: I’d have to read it again, Brit, but things that I would recall was more local attention to those types of issues, more state involvement. I think we were seeing [even] in those days that the Federal role was going to be one that was winnowing down as compared to the need for more local and non-Federal involvement, especially at the state level. We were not recommenders of grand Federal schemes to—well we had them authorized by that point in time, we were strong supporters of completing C-A-P⁴⁵ and C-U-P,⁴⁶ that type of thing. But that was pretty safe to say because they were already authorized and, in the case of C-A-P, under construction.

Storey: Well, I hate to say it but we’re at the end of our two hours again.

Lynott: Jeez, we did it again, didn’t we (laughter).

Storey: And there still remain a lot of things I’d like to talk to you about. Once again, is it permissible for Reclamation researchers and outside researchers to use these tapes?

Lynott: Yes.

Storey: Thank you.

END SIDE 2, TAPE 2. OCTOBER 20, 1993.
BEGIN SIDE 1, TAPE 1. AUGUST 25, 1994.

Storey: This is Brit Allan Storey, senior historian of the Bureau of Reclamation, interviewing Terry Lynott in his offices at 1978 South Garrison, Suite 109, in Lakewood, Colorado, on August the 25th, 1994, at about nine-thirty in the morning. This is Tape 1.

If you could, Mr. Lynott, could you tell me your perspectives on the

45. Central Arizona Project.

46. Central Utah Project.

reorganization that's just taken place in the Bureau of Reclamation?

Dan Beard's Reorganization of Reclamation

Lynott: Okay. The recent step in a series of steps dealing with reorganization occurred under the leadership of Commissioner Dan Beard.

“. . . reorganization and redirection for this agency has been a focal point, really since about 1985. . . .”

As I may have mentioned in an earlier interview, reorganization and redirection for this agency has been a focal point, really since about 1985. But rather than start back in 1985, let me focus first on at least my perception of the most recent reorganization.

“I think the leadership of Reclamation is generally right in assuming that budgets aren't going to be where they traditionally have been, and historically have been for the Bureau of Reclamation, that they *are* on a *downward* spiral . . .”

I think the leadership of Reclamation is generally right in assuming that budgets aren't going to be where they traditionally have been, and historically have been for the Bureau of Reclamation, that they *are* on a *downward* spiral, and are taking a different kind of shape than the agency enjoyed in it's heyday.

“. . . the construction budget, which used to make up the *bulk* of whatever Reclamation got in its appropriations every year, is going to dwindle *rapidly*. The operation and maintenance budget will increase, I think, for a while, but not to the levels of dollar figures . . . that the construction budget enjoyed in its heyday. . . .”

Said a little more specifically, the construction budget, which used to make up the *bulk* of whatever Reclamation got in its appropriations every year, is going to dwindle *rapidly*. The operation and maintenance budget will increase, I think, for a while, but not to the levels of dollar figures, anyway, that the construction budget enjoyed in its heyday. The general investigations budget has been at a bare-bones level for the last decade, and I don't see it changing over time. I'm aware that the agency has teams *looking* at budgeting processes and is endeavoring to find a way to shape its budget requests in a way that doesn't step on the toes of congressional committees, but at the same time gives the agency an opportunity to have a little bit more flexibility in trying to carry out new missions, reorientations, etcetera, etcetera.

“The end result of dollars going down is that the number of people in the agency necessarily must decrease. Reclamation's budget contains a significant amount of items that are “hardware-oriented” if you will. . . .”

The end result of dollars going down is that the number of people in the agency necessarily must decrease. Reclamation's budget contains a significant amount of items that are “hardware-oriented” if you will. When you look inside an operations and maintenance budget, we buy a lot of equipment, we buy a lot of “facilities,” if you will, or parts for facilities to keep them operating at *some* condition, anyway.

“The objective, of course, is *peak* condition [of Reclamation facilities], but given the constraints of dollars and time, we never really get there. . . .”

The objective, of course, is *peak* condition, but given the constraints of dollars and time, we never really get there. As I mentioned before, we have projects that are very, very old, and in many instances, operating with facilities that are *literally* worn out. The *focus* for the agency in the *foreseeable* future—from *my* perspective anyway—is going to be to get those facilities into a “modern-day era,” if you will, so that the reliability of projects will be increased, and that the agency will be able to fulfill its requirements of providing water for the authorized purposes that the water was developed for.

I’m setting that stage a little bit to get into something later on that will hopefully address the dynamics of water in the West. But the way we are changing our budgets, and the way we have changed our emphasis in overall program, impacts the dynamics of water in the West, and again, I’ll touch on that a little later in the interview.

Numbers going down in terms of people has become a reality for the agency, especially in the last two or three years. We recently finished a reduction in force that was focused primarily in Denver, although some of the regional offices and area offices also went through that process. We have recently completed a *westwide* or Reclamationwide buy-out, which also was enjoyed by a number of people who decided that enough is enough, and took the buy-out offer. It’s my understanding that we’re about to go through a *second* round of “buy-out,” if you will, that may in fact also be agency-wide. Rumors abound that some aspect of the buy-out may be focused on higher-graded individuals as opposed to lower-graded. But the story I’m hearing is that anyone who wants an opportunity to take advantage of the buy-out will be given that opportunity.

“As numbers go down, they must necessarily go down at all levels of the organization. . . .”

As numbers go down, they must necessarily go down at all levels of the organization.

Dan Beard Presentation to a Meeting of the Public Employees for Environmental Responsibility (PEER) Meeting in November 1993

Last November I listened to the commissioner at a national meeting of the PEER Group, P-E-E-R--[Public Employees for Environmental Responsibility] that’s Professional Employees for Ethics and . . . something. (chuckles) I don’t remember specifically, but I can get that information for you, Brit. This was a national conference in Bethesda, Maryland, that was held on a Friday and a Saturday. Typically PEER conferences are held on that kind of a schedule, because employees necessarily can’t take official duty time to attend those types of sessions unless the agency, on literally a case-by-case basis, grants employees official time to participate.

Reclamation Employee Organization for Ethics and Integrity (REOEI)

Reclamation has done that, they've given some of the employees who are part of their R-E-O-I-E [Reclamation Employee Organization for Ethics and Integrity] group, an opportunity to participate in these conferences on official time. That's just an aside.

Dan Beard Told the PEER Conference That Reclamation's Number of Employees Needs to Better Match the Budget and That Instead of Twenty-two SES Slots, He Thought He Could Get by with Fourteen or Fifteen

Mr. Beard spoke to the full conference on Saturday morning, and as a part of his presentation, indicated that his objectives *with* the reorganization was to get the numbers more in tune with not only what they needed to be from a dollar perspective, but to get the shape of the organization in a way that it became more decentralized, and that lessened the impact of influence by the Washington office and Denver office—especially in the area of day-to-day decisions that should occur at the field level. As a part of the goal of decentralizing decisionmaking, Dan indicated that at present—again, this was last November—he had some twenty-two Senior Executive Service [SES] employees at his beck and call in the Bureau of Reclamation. He indicated, in I believe his next sentence, that he didn't think he needed that many, that he could probably get by with fourteen or fifteen, given the shape of the organization that he was *pushing* the Bureau of Reclamation toward. Those numbers—I don't know if they had any official sanction within the Department of the Interior, but from *my* perspective, what the Commissioner [is] *are not* fully aware of, was that allocation of SES positions [is] *are* not an agency responsibility, they're a departmental responsibility, and *in effect*, the Department says how many SES positions each of the Bureaus shall have to carry out their programs.

“. . . since Mr. Beard announced his “*Blueprint for Reform*” and the follow-on steps in reorganization, the numbers and shape of SES positions *in* the agency have changed significantly. . . .”

Nonetheless, since that speech occurred, and since Mr. Beard announced his “*Blueprint for Reform*”⁴⁷ and the follow-on steps in reorganization, the numbers and shape of SES positions *in* the agency have changed significantly. The obvious example for my illustration purposes is the ACRM [pronounced ak rum; assistant commissioner for resources management] organization. ACRM existed up until about June of this year, and as it existed, there were three Senior Executive Service members making up the leadership of the ACRM organization. Since the reorganization, there is no ACRM and there are no three SES positions associated with that entity. That's not to say the three individuals who encumbered the SES positions have gone up in a puff of smoke. Specifically what happened to them is one has been detailed to the Solicitor's Office and moved to Sacramento, California. Another has announced his retirement, and it's my best guess that his position would *not* be refilled.

Began to Work with the National Association of Conservation Districts (NACD) in 1994

A third, yours truly, has been granted an IPA assignment— Intergovernmental Personnel

47. Department of the Interior, U.S. Bureau of Reclamation, *Blueprint for Reform: The Commissioner's Plan for Reinventing Reclamation*. Washington, D.C.: U.S. Bureau of Reclamation, 1993.

Act—under the Loaned Executive Program, and as a result, I am serving as an employee of the National Association of Conservation Districts [NACD], to help them formulate and carry out a nationwide initiative dealing with improvements in irrigation practices, not only in the seventeen western states, but in other states in the nation where irrigation is indeed a growing activity.

Those are just three examples of what happened to *some* of the SES cadre of talent. Others have retired. Others have been *named to replace* some of the retirees. The jury is still out on what eventually will transpire with some of the other Senior Executive Service positions. Of interest, at least to me, is the announcement last week of a *permanent* Senior Executive Service *vacancy* in the Bureau of Reclamation for the Native American Affairs Office. Heretofore that position was known as a term SES, filled by Joe Miller. That term ran out, and now the agency has determined that the activities of that office are important enough to the overall objective of the Bureau’s program, that they will at least advertise a permanent position at the SES level. I think the bottom line of all this is that we will not get [down] to fourteen or fifteen Senior Executive Service positions, but we will get to a number that is somewhat less than twenty-two. I also have been told by friends in the Department that in terms of an overall allocation, the Department of the Interior is in *no* trouble regarding the number of SES positions it has—both encumbered and vacant. So there may be a situation here that the Commissioner has ramped himself up a learning curve as time has gone by from his announcements in November to the PEER conference and the actual situation that exists today.

Storey: Could you tell me what you mean when you say that “Interior isn’t in trouble with its SES positions”?

Lynott: Let me see if I can elaborate a little bit on that, Brit. The way the process works is the personnel office for the Federal government allocates overall SES positions in terms of quantity to each of the Departments and the executive offices of the Federal government. The secretary of the interior then is delegated the responsibility of reallocating the total Interior number to the components of his Department. That makeup would be, of course, the different Bureaus, the assistant secretary offices within the main office of the Department itself, and his or her immediate staff, depending on who the Secretary of the Interior is. I have been told by reliable sources in the Department that overall the Department of the Interior has never had a problem with having more SES people than the number of positions it was allocated by the Office of Personnel [Management]. That’s both encumbered positions and vacant positions. I don’t know the specific numbers for the Department in terms of total SES, but when one realizes an agency, like the Bureau of Reclamation, with some 7,000 plus employees, having twenty-two SES positions to run a 7,000-employee organization *doesn’t* appear to be too extravagant to me. The end result is that—from *my* perspective anyway—is that yes, Reclamation will have a lesser number as the numbers of *total* employees go down, and could very well benefit from a redistribution of its Senior Executive Service positions—especially when one takes into account the reshaping of how the agency is going to carry out its mission.

“With more responsibility at the regional office and key area office level, it may stand to reason that more than one SES position should be allocated to each of

the regional offices. . . .”

With more responsibility at the regional office and key area office level, it may stand to reason that more than one SES position should be allocated to each of the regional offices. And right now that’s the case, with the exception, I believe, of Lower Colorado, where there still is a second SES position running the Phoenix Area Office. That may be something that’s in the future for the agency, and it could very well make a lot of sense. *Reduce* the number of SES positions in both Denver and Washington, and *add* part of that reduction, at least, to the field operation of the agency.

Does that help?

Storey: Yeah, thank you.

Lynott: Okay, good.

Storey: Could we explore how you as a loaned executive relate to the National Association of Conservation Districts?

Lynott: Yes.

Storey: Who pays the salary, the travel, all of those kinds of things?

How the Intergovernmental Personnel Act Assignment at the NACD Works

Lynott: As part of the Loaned Executive Program, I retain my benefits as a government employee. My time still counts toward retirement, the Bureau of Reclamation will pay my *base* salary, there are contributions from the public and private sector designed to . . . “match” is not the right word, because it isn’t a dollar-for-dollar match, but designed to be brought into this total operation so that things like the cost of my office, the cost of my telephone calls, the cost of my travel, the cost of getting any work accomplished in terms of paper and pencils and secretarial services, is paid by other than the Bureau of Reclamation. That is the way the agreement took shape. It is to run potentially for two years with the possibility of an extension beyond that of another year, but either party can bring the agreement to a halt by requesting so, and after thirty days of what I guess would be a cooling-off period, decisions would be made on how it might be reoriented. Right now we have non-Federal dollars to the tune of about 90,000 bucks thrown-into this “mix,” if you will, for the two-year period. It’s a bit of a bare-bones operation, but it’s designed to be that way, so that as we *prove* we can get some things accomplished, others are ready to bring additional dollars to the table, and potentially these are *big* dollars from the private sector to fund demonstration projects that this initiative will be shaping as time goes by.

Storey: Could you tell me about the initiative, please?

The Initiative at NACD to Which He Is Assigned

Lynott: You bet. It’s an outgrowth of two nationwide conferences that occurred in 1992 and 1993. And by nationwide, I mean attendees were there from literally everywhere in the

United States. These conferences focused initially on impacts caused by irrigation-induced erosion. *That*, obviously, became a matter of interest to the Bureau of Reclamation, as well as other Federal agencies that are involved in agriculture—especially agricultural activities that have irrigation associated with it. Out of the discussions at these conferences, it became very apparent that it would be much more effective if things in addition to irrigation-induced erosion could be evaluated. Those things would be poor land use practices, water application techniques, environmental concerns, water quality concerns, et cetera, et cetera.

As a result of the *second* conference, it was agreed that the National Association of Conservation Districts would explore the possibility of putting together a Federal/non-Federal initiative supported by people and dollars from both of those far-ranging communities—public sector and the private sector—to put together some ideas on how we might make the technology that literally exists today available to the stakeholders, the clients, that actually practice irrigation and are involved in agriculture activities for which irrigation is a key component. That conglomerate consists of a wide range of interests—all the way from . . . (coughs) Excuse me. The Federal government is represented by E-P-A [Environmental Protection Agency], Department of Agriculture, Bureau of Reclamation, and others. The states: a myriad of associations, including N-A-C-D [National Association of Conservation Districts], the American Fisheries Society, several environmental organizations, and, through an organization based in West Lafayette, Indiana, called the Information Technology Center—the private sector. And I must say the private sector is also involved through other associations like the Irrigation Association. The private sector largely is made up of the big chemical companies—Dupont, Monsanto, others; the big equipment manufacturing companies—John Deere, International Harvester, etcetera. They collectively have indicated that if an initiative can be put together that piques the interest of this country in literally each one of these areas to the point of, “Yes, we want to do some demonstrations,” and “Yes, we want to come up with ways to get technology transferred,” so that the user at the very localist of levels can make effective use and show improvement in their practices as a result. This conglomerate has indicated they would bring money to the table to get this initiative really underway. What I’ve been asked to do, as a thirty-plus-year representative of the Bureau of Reclamation, is to take my experience in working with varieties of groups, and my knowledge of water resources as a result of my career with the agency, bring it to this initiative, and direct a formation committee made up of private sector [and] public sector individuals in the formation, literally, of this initiative. We have started, we’re three weeks old at this very point, and we have started with a series of meetings at which I was able to bring this group to a point of expressing a series of goals that they would like to see fleshed out, and then “attacked,” if you will, from a “we’re going to implement them” perspective, and in the course of two years to three years, *get* an initiative on the ground that includes demonstration projects on a watershed basis, and includes the development of a series of clearinghouses at the local level for technology and information transfer to the stakeholders and the clients. It’s a formidable undertaking, but it has the support and the interest at a fairly high level of a variety of organizations. And I say “fairly” only from the perspective of I’m not walking into this thing expecting miracles to occur at day one. We’ve got to sell ourselves, but I think the opportunity really exists *for* us to sell ourselves and make this thing a nationwide incentive program that will, over time, cause some significant changes to occur in how

people who apply water to land to produce crops get their work accomplished.

Storey: And some of the goals that were agreed upon?

Goals of the NACD Program

Lynott: We started with basically four goals, as I indicated earlier. And in the at least preliminary agreement—I've got to capture these on paper in words that still permit this variety of interests to have a buy-in. Some of these goals include the development of demonstration projects, finding ways to learn what's going on out there right now in terms of demonstrations—and there are some in the United States. There's a very strong program in the state of Florida, believe it or not, for irrigation of citrus crops. Many of the contracts for crops of that nature now require irrigation, largely of a supplemental variety, but irrigation to protect from freezes, for example; irrigation to provide water if, in fact, there is an extended period of no natural rainfall; and thus Florida is one of the fastest-growing states, in terms of total acres irrigated, in the United States. And they have a number of demonstrations going on down there on practical application of water to land. We're going to learn more about that, and learn about its applicability to other parts of the United States. So *one* of the goals is to *gain* as much knowledge as we can about what's going on out there, and then find ways to take what we've gained and disseminate it elsewhere throughout the United States.

Another goal is to assist in the formation of what we're calling state alliances. In the state of Utah, an alliance has been formed of a variety of interests in irrigation, ranging from Federal agencies, down through the private sector. This state alliance is not a state-chartered agency, as such, but it is a *board* of representatives selected from among the interests that I described a bit earlier. The board is supported by a "forum," if you will, of all these other interests, and periodically they get together and talk about what's going on in terms of irrigation practices within the state of Utah. They have been formed for a couple of years now, and have begun the process of technology transfer at the very local level within watersheds in the state. They've had a lot of successes. We're going to *learn* about those successes *and* the failures, and try to use that to support a goal of establishing those types of alliances in areas that want some help in causing that type of activity to happen. We're aware right now of at least eighteen states where expressions of interest have occurred to form similar alliances to what's going on in Utah.

That's a couple of the major goals. We've got some other things in support of that that would provide "assistance and techniques," if you will, at the very local level, in the form of some clearinghouse-type activities, things that are already "on paper," if you will, things that are very close to being accomplished as a result of some very detailed research—places like Kimberly, Idaho, and some of the places in West Lafayette, Indiana, some of the activities going on back there. So there's a *lot* being accomplished. The problem is, not too many people know about what's going on. Our job is to try and increase the information base and the knowledge about that base, and get it disseminated in a way that people will avail themselves of the opportunity to at least learn about what is going on. It's a lot of work, but it's got a tremendous amount of potential, and from a personal perspective, a lot of excitement involved.

Storey: Well, if we could digress back . . .

Lynott: (laughs) Harken back into time.

Perspectives on Closing down the Assistant Commissioner-Resources Management Organization and Creating the Program Analysis Office

Storey: Yeah. Not too long ago, as you mentioned earlier, ACRM, the Assistant Commissioner for Resources Management organization disappeared in June. And it's been replaced by a new organization, the Program Analysis Office. And I believe you were involved in the discussions and the negotiations and whatever else you want to call them that led up to that transformation. Could you talk about your perspective on that transformation, the kinds of issues that went into it, and why it happened, and why it happened the way it did, and what you think of the result?

“The ACRM organization was born in 1988, and the objective of ACRM, from the outset, was to begin to reshape Bureau of Reclamation from a resource *development* agency to a resource *management* agency. . . .”

Lynott: Yes, I'd be happy to touch on those questions, Brit. The ACRM organization was born in 1988, and the objective of ACRM, from the outset, was to begin to reshape Bureau of Reclamation from a resource *development* agency to a resource *management* agency. I was instrumental in trying to make that swing in emphasis become a reality. It really stemmed, originally, back in 1985, from a—and I may have touched on this in one of the earlier tapes—from a request expressed by then-Commissioner [C. Dale] Duvall that . . .

END SIDE 1, TAPE 1. AUGUST 25, 1994.
BEGIN SIDE 2, TAPE 1. AUGUST 25, 1994.

Storey: So Commissioner Duvall had requested that the agency look at where it was going.

Movement Toward Changing Reclamation Began Back in 1985 with Commissioner Dale Duvall's Initiation of Development of a Strategic Plan

Lynott: Yes, he formed a task force of individuals from within the agency, and had his right-hand person, Roland Dolly lead the effort to do an analysis of what we had been doing, and do an analysis of what clients would *like* the agency to do in the future. It was a rather intensive exercise that occurred in late 1985 with the *real* efforts to do the data gathering and data analysis occurring in 1986.

“. . . Dale Duvall's strategic plan . . . suffered from a couple of things: one, I believe . . . the commissioner's personal desire to shape the document in a way that left the impression we were an organization that was going to change first, and then go out and look for something to do . . .”

Well, out of that came Dale Duvall's strategic plan, but it suffered from a couple of things: one, I believe, [that] caused it to suffer was the commissioner's personal desire to shape the document in a way that left the impression we were an organization that

was going to change first, and then go out and look for something to do, second. Rather than looking at what we had learned, first, about the objectives of the organization, about the mission, and then reshaping it—you'll hear a lot of that around here, by the way—reshaping it to become more attuned to what that reoriented mission should be. That was part of the problem as to why his strategic plan did not see the light of day.

There Was a Political Disconnect Between Commissioner Duvall and Assistant Secretary Jim Ziglar

The other part, I feel, was a political disconnect with the *then* assistant secretary for water and science, Jim Ziglar.

“In late 1986, Jim Ziglar jumped into the fray on the Bureau of Reclamation, and I don’t think solely from a political perspective, but more from the perspective of what this agency needs to do in light of the shape of the budget, the shape of its particular mission. Mr. Ziglar was very, very strong for emphasizing much greater attention to the operation and maintenance budget. . . .”

In late 1986, Jim Ziglar jumped into the fray on the Bureau of Reclamation, and I don’t think solely from a political perspective, but more from the perspective of what this agency needs to do in light of the shape of the budget, the shape of its particular mission. Mr. Ziglar was very, very strong for emphasizing much greater attention to the operation and maintenance budget. He wanted to do an assessment of what the Bureau of Reclamation was all about, as perhaps a replacement document for Dale Duvall’s strategic plan. Using then that assessment, and whatever other documentation came from that particular exercise to begin the process of influencing the administration and Congress on reshaping the Bureau of Reclamation.

“To get his assessment accomplished, he brought . . . an outsider to the Bureau of Reclamation . . . to lead the effort. And that outsider was Joe Hall, who came from the Western Area Power Administration. . . .”

To get his assessment accomplished, he brought an outsider to the Bureau—a then, at least at that point in time, an outsider to the Bureau of Reclamation—in to lead the effort. And that outsider was Joe Hall, who came from the Western Area Power Administration.

Joe Hall Served as a Career Employee at Reclamation Before Moving to the Western Area Power Administration

Now, Joe was no stranger to the Bureau, obviously: he’d been a regional director in the agency and had moved up through the ranks as a career person, prior to moving to the Western Area Power Administration. Joe formed a team of what turned out to be four individuals, the fourth of which was me.

Lynott Served on Joe Hall’s Team at the Request of Commissioner Duvall

And I was placed on the team at Dale Duvall’s request of Jim Ziglar. The thought there

was I would bring a sense of continuity from Mr. Duvall's strategic plan, since I was involved on his team to develop that thing, to the what became Assessment '87 exercise of Jim Ziglar under the leadership of Joe Hall. Fortunately, I'd known Joe for a number of years and was not viewed as a threat to either he or Ziglar's operation in putting Assessment '87 together. Our team went back through a lot of the work that was done on the strategic plan and also did a round of interviews in each of the regional offices, Washington, and Denver, to gain additional information internal to the agency.

Commissioner Duvall's Strategic Plan Spent Time Talking with Clients Outside Reclamation in Contrast to the Ziglar/Hall Work Which Focused More Internally but Did Use the Information Gathered for the Strategic Plan

The Duvall strategic plan spent quite a bit of time talking with clients outside the agency, both Federal and non-Federal. And that provided some pretty solid background for the formation of the findings of *that* particular document. Joe's effort focused more internally, and used the material *gained* through the Duvall exercise so that the end result was *Assessment '87*⁴⁸ had a flavor of both internal needs and client needs that Mr. Hall and Mr. Ziglar then moved forward with, both through the Department, OMB [Office of Management and Budget], and Congress—so both through the administration and through Congress.

“Assessment '87 led to Implementation Plan '87, Implementation Plan '89 Update, and other documents that served as a ‘string of continuity,’ if you will, from the initial efforts to recognize the need to reorganize in 1985 . . . One of the end results was the reorganization announced in 1988, which originally was to make the Bureau of Reclamation an agency similar to other regional agencies . . . the similarity would simply be that the leadership of the agency would be housed in the territory or the region that the agency covered. . . .”

*Assessment '87 led to Implementation Plan '87, Implementation Plan '89 Update,*⁴⁹ and other documents that served as a “string of continuity,” if you will, from the initial efforts to recognize the need to reorganize in 1985, through the end, basically, of the Reagan administration and the entrance into the Bush administration. One of the end results was the reorganization announced in 1988, which originally was to make the Bureau of Reclamation an agency similar to other regional agencies, like the Western Area Power Administration, the TVA [Tennessee Valley Authority] the Bonneville Power Administration, and the similarity would simply be that the leadership of the agency would be housed in the territory or the region that the agency covered. WAPA's [pronounced wahpah's; Western Area Power Administration] leadership is in Colorado; Bonneville Power's leadership is in Oregon; Tennessee Valley Authority's leadership is in Tennessee—in the regions that they “govern,” if you will, or have their program responsibilities.

“The original recommendations of Assessment '87 had the commissioner of Reclamation and his key staff in Washington moved to Denver, Colorado. Left in Washington under the original recommendations were to be six people. . . .”

48. Department of the Interior, U.S. Bureau of Reclamation, *Assessment '87: A New Direction for the Bureau of Reclamation*. Washington, D.C.: Department of the Interior, 1987.

49. See footnote on page 21.

The original recommendations of Assessment '87 had the commissioner of Reclamation and his key staff in Washington *moved* to Denver, Colorado. Left in Washington under the original recommendations were to be six people. As a quick note: WAPA has one or two people in Washington, so does Bonneville, TVA has a few folks, that serve the agency from the perspective of liaison with The Hill and liaison with others in the administration. Reclamation never got to that point.

“Congress interceded. . . . A series of compromises were worked out in 1987, leading into early 1988, where the commissioner would stay in Washington, some of his staff would stay there, but the assistant commissioner for planning and operations . . . would relocate to Denver, Colorado, and be renamed . . . assistant commissioner for resources management . . .”

Congress interceded. The employees in Washington led a campaign of letter writing, saying that we would be destroying the agency if we reduced from what then was somewhat over 200 people, down to the figure of six. A series of compromises were worked out in 1987, leading into early 1988, where the commissioner would stay in Washington, some of his staff would stay there, but the assistant commissioner for planning and operations, which existed prior to the reorganization, based in Washington, since planning and since operations were “western issues,” if you will, would relocate to Denver, Colorado, and be renamed to get away from the sense of the *old* Reclamation tradition of planning, designing, constructing, and operating. The rename eventually became “resources management.” So in early 1988 it was announced that an assistant commissioner for resources management would be located in Denver, and the assistant commissioner for planning and operations would cease to exist—the one based in Washington.

“It was also announced that a deputy commissioner’s position would be based in Denver, and originally the deputy commissioner was to be the chief day-to-day operating officer for the agency. . . .”

It was also announced that a deputy commissioner’s position would be based in Denver, and originally the deputy commissioner was to be the chief day-to-day operating officer for the agency. Since, again, the agency is a seventeen western state agency, it made sense to have their chief operating officer located within those seventeen western states.

“All of that was expressed on paper, all of it was carried out with the naming of individuals. *None* of it has been successful from my perspective. Why hasn’t it been successful? I think from the outset, the strengthening, or at least the perceived strengthening, of the *Denver* Office was viewed as a real threat to the regional offices, and ironically, to the Washington office, even though the Denver office was in effect the commissioner’s arm based outside of Washington, D.C. . . .”

All of that was expressed on paper, all of it was carried out with the naming of individuals. *None* of it has been successful from my perspective. Why hasn’t it been successful? I think from the outset, the strengthening, or at least the perceived

strengthening, of the *Denver* Office was viewed as a real threat to the regional offices, and ironically, to the Washington office, even though the Denver office was in effect the commissioner's arm based outside of Washington, D.C. Because of the "power," if you will, of the regional offices, and the continuation of the Washington-based operation, any chance for success in Denver over the long term, I felt was doomed from the outset.

"I also felt we had too many layers of leadership in Denver as a result of the compromise reorganization. . . . I pushed, personally, for an eventual goal of having *one* leader in Denver—instead of one deputy commissioner and four assistant commissioners—one leader position that had everybody else reporting to that individual. . . ."

I also felt we had too many layers of leadership in Denver as a result of the compromise reorganization. When you have a deputy commissioner and four assistant commissioners and then directors and division chiefs all based in Denver, you've created a layered hierarchy that caused individuals to *step* all over each other as time went by. I pushed, personally, for an eventual goal of having *one* leader in Denver—instead of one deputy commissioner and four assistant commissioners—one leader position that had everybody else reporting to that individual. We may get there someday. This reorganization, this *last* one, is a little bit closer to that—the last one being the one in June of 1994.

"From the time in early 1988 when this was announced, to the start of the Dan Beard reorganizations, there was constant change occurring under the leadership of Joe and of Dennis Underwood . . ."

From the time in early 1988 when this was announced, to the start of the Dan Beard reorganizations, there was constant change occurring under the leadership of Joe and of Dennis Underwood,⁵⁰ who replaced Dale Duvall as commissioner of Reclamation.

Commissioner Dennis Underwood Sponsored Development of a Strategic Plan Which Focused on Issues, Functions, and Activities

Dennis Underwood developed *his* strategic plan. It was a little bit different than everything done before it. It focused more on issues, it focused more on functions and activities. It also was viewed rather alarmingly by some, both on The Hill and within the administration, as a wish list or Christmas tree list, that if funded anywhere near its full potential, would take Reclamation's budget well back over the billion-dollar-a-year mark. And who knows? Maybe that's something that *is* needed over time—time will tell us whether or not that was perceptive or whether we're in trouble as an agency, and we've got a lot of catching up to do. Mr. Underwood's strategic plan⁵¹ had some twenty-five different elements in it that individually represented *significant* dollar expenditures *if* each of the elements' recommendations were to be implemented. That

50. Reclamation's oral history program includes interviews with Dennis Underwood.

51. Department of the Interior, U.S. Bureau of Reclamation, *Reclamation's Strategic Plan: A Long-Term Framework for Water Resources Management, Development, and Protection*. Denver, Colorado: U.S. Bureau of Reclamation, 1992.

went nowhere, other than to cause a lot of internal analysis, which over time I think people will begin to realize benefitted the agency significantly as it went through the throes of “What am I going to do? What am I going to be, given that my original mission is pretty well to the point of being completed.”

“There is a lot of good information in that strategic plan. But come the change in administration in 1992, the new leadership decided that probably we need to take a little different look than has been taken in the past. . . .”

There is a lot of good information in that strategic plan. But come the change in administration in 1992,⁵² the new leadership decided that probably we need to take a little different look than has been taken in the past.

Incumbents Vacated Several Senior Executive Service Positions as Commissioner Dan Beard Prepared to Take a Different Look at Reclamation Planning

Some changes were made, Joe Hall left, Darrell Webber left—two of the key proponents of both the Duvall plan and the Ziglar plan. Dave Houston left even earlier than those two guys—another key proponent of the Duvall plan, in particular. So there was some significant change in the top leadership of the organization. Bill Klostermeyer⁵³ is another one that left. He was involved in both the Duvall plan and the Ziglar plan, and left shortly after that. But he was a very strong, a very key, player. But some have seen their way through all of this: myself is one, obviously; Austin Burke is another; Roger Patterson is a third; John Keys.⁵⁴

“Several that are still with the organization have been involved in one way, shape, or form, through all of the throes of these reorganization analyses and the resultant report developments that talked about strategic plans, Assessment ‘87s, and the latest document under the leadership of Commissioner Beard, the *Blueprint for Reform*. . . .”

Several that are still with the organization have been involved in one way, shape, or form, through all of the throes of these reorganization analyses and the resultant report developments that talked about strategic plans, Assessment ‘87s, and the latest document under the leadership of Commissioner Beard, the *Blueprint for Reform*.

“The blueprint takes a lot of what has been gained in the previous exercises and adds the *significant* flavor of major decentralization in the Bureau of Reclamation”

The blueprint takes a lot of what has been gained in the previous exercises and adds the *significant* flavor of major decentralization in the Bureau of Reclamation—at least that’s what it says on paper. Whether that actually occurs remains to be seen.

52. Referring to the election of Bill Clinton to the presidency. He actually took office, and the administration changed, in 1993.

53. Reclamation’s oral history program includes interviews with William (Bill) Klostermeyer.

54. Reclamation’s oral history program includes interviews with John W. Keys III.

After the Dan Beard Reorganization There Now is a Director of the Reclamation Service Center and a Director of the Program Analysis Office

Part of the *Blueprint for Reform* reshaped Denver so that there no longer is a deputy commissioner, there no longer are assistant commissioners—there now is a director of a Reclamation Service Center, and under that director are other directors, I guess their titles would be, of specific components of that Service Center’s capability. Included would be the Technical Service Center; the Administrative Service Center; which is independent of this, but still its director reports to the overall director of the Denver operation; there is a management office director; and then a human resources director—all of which report to this director of the overall Denver Service Center. Jim Malila is that gentleman’s name.

But also based in Denver is yet another director who reports to Washington. And that director is, to my best estimation, the outgrowth of what the old assistant commissioner for resources management organization—at least some aspects of that—that’s what this director is in charge of. I’m not certain, and I have pretty much stayed out of it once I learned I was going to be doing something totally different—I’m not certain what the Program Analysis Office is designed to accomplish in this overall scheme of things for the Bureau of Reclamation. It’s got a formidable challenge ahead of it, I believe, because it and its employees are still in the position of having to prove themselves, perhaps with a little bit of a different mix now. They have to prove themselves to the rest of the Denver operation, because they’re *not* part of it, even though they’re housed in the same facilities. They have to prove themselves to the regional organizations, the same regional organizations that at least according to the blueprint are going to have increased responsibilities. They have to prove themselves to the area office mechanism, and assure those individuals that the skills housed in the Denver operation, which are formidable, are there to provide service, to provide assistance. That general theme of providing service and assistance has been fairly constant throughout all of these reorganizations. Being able to accomplish it is quite a different story. The Program Analysis Office also has to prove itself to the Washington office of the Bureau of Reclamation, because in this same reorganization, a Washington Policy Office was established, and the difference between program analysis and policy I still don’t quite understand, but apparently there will be some well-defined difference between the two. If there is a tone of chagrin in my voice, it’s largely due to the fact that I have a lot vested in what we were trying to do with the resources management concept in the Bureau of Reclamation, and I still think it’s a viable approach to getting the agency on the right track, and I’m very, very hesitant to say, with a lot of confidence, that the Program Analysis Office approach, the Policy Office approach, and the Operations Office approach will lead to that kind of a viable solution of legitimate resource management. Time, of course, will tell. Whether I have a role in the future of that organization after this particular assignment is completed, remains to be seen.

Storey: Mr. Lynott, am I correct in thinking that in your last few months with Reclamation you were involved in waterspreading quite a bit?

Waterspreading

“ . . . a task force was formed at the request of the regional director in Boise, Idaho, to evaluate waterspreading problems in the Pacific Northwest. The commissioner at that point in time when he agreed to the task force approach, asked that someone from his Denver operation serve on that task force to bring a westwide flavor to the deliberations . . . ”

Lynott: Yes, a task force was formed at the request of the regional director in Boise, Idaho, to evaluate waterspreading problems in the Pacific Northwest. The commissioner at that point in time when he agreed to the task force approach, asked that someone from his Denver operation serve on that task force to bring a westwide flavor to the deliberations—not to *lead* the deliberations, not to “*steer*,” if you will, but to provide some input from a westwide perspective, and to gain some insight from a westwide perspective, resulting from the deliberations of this task force. Task force had membership from the environmental community, from the states, from the irrigation community, and the Federal government. Its objective was to develop or draft a policy dealing with waterspreading issues that in fact occur throughout the seventeen western states, but the focus of this effort was directed toward those waterspreading activities in the Pacific Northwest.

Storey: Excuse me, before you go further, could you tell us what waterspreading is, please?

Explaining Waterspreading

Lynott: Sure. We had developed an official definition of waterspreading. I’ll try and paraphrase it a little bit: it’s the unauthorized use of *water* or *facilities* developed by the Federal government on lands or for uses which were not authorized as a part of the Federal government’s development. In simple terms, waterspreading can occur on projects, for example, which were authorized fifty years ago, and built, for which delivery was through surface laterals and other forms of distribution system, through gravity methods. Obviously, lands above canals and lands above distribution laterals couldn’t be served without being pumped to, and that was not part of the authorized package in many of those projects that are that old. But as time has gone by, and farmers have improved their capability to deliver water through the use of pumps, through sprinkler irrigation systems, through the burying of laterals and canals into pipe systems, additional land becomes available to be served. This additional land—it might be lands above a canal, for example, it might be lands that were highlands within a land area that was being served by gravity distribution—all of a sudden, under sprinkler, these lands can be served, because a sprinkler will run up and down a hill and put water out. Technically, that’s waterspreading, that’s serving lands that were *not* authorized originally as a part of the project. [phone rings, tape turned off and on]

Storey: . . . waterspreading.

Lynott: Let’s see, I gave you a definition, of sense, of some of the types of activities where waterspreading can occur. It can also occur, just as another quick note, in situations where farms have subsequently subdivided into smaller farms, hobby farms, retirement enclaves, etcetera, etcetera. And as a result, water is used in ways that were not originally authorized for the project. That is also a definition of waterspreading: water that no longer is used for commercial agricultural production, now being used for other

forms of agricultural production, or for nonagricultural uses, including domestic water supply in situations where that was not an authorized purpose of the project.

Developing Waterspreading Policy for the Pacific Northwest, Reclamation Hopes to have a Policy to Apply Reclamationwide

The attempt to get at the policy for the Pacific Northwest was based largely on deliberations by this task force, but the buck stopped, still, with the Bureau. It was the Bureau's responsibility to put the policy together, and to take the responsibility for what the policy says. It has enjoyed a rather tumultuous life (both chuckle) in its short existence. Part of the process to get word on the policy out was to open the task force meetings to the general public, and as a result we had as many as eighty people in the room at a couple of the meetings. But even more so, the process to get the word out involved a series of public meetings throughout the three states in the Pacific Northwest. And at those public meetings, again, in some instances, largely due to *mis*information, as many as 800 people showed up, just to learn what this agency was doing with the issue of waterspreading.

Where we stand now is the task force has completed its work. I think, although I've not seen anything, I think it's officially disbanded. The Pacific Northwest has drafted a policy that is being evaluated *in the* Department and has been taken around in draft to the public once again—or is in the process of being taken around in a series of meetings.

“The commissioner’s desire for this policy is to get it finalized and to get it finalized in such a way that it can have westwide application. . . .”

The commissioner's desire for this policy is to get it finalized and to get it finalized in such a way that it can have westwide application. And this I think serves as an example of our, quote, “new way of doing business,” unquote. The one region has taken the lead in putting the information together, and through the efforts of that region plus *my* input as a westwide representative, that policy is being couched in a way that other regions can build upon it as a general policy, and put together their regional policy in implementing directives that are specific to the situations occurring within their own territory.

That may be a very effective way to get future policies developed in this agency. It also could serve as a very legitimate role for the Program Analysis Office staff to provide—a role similar to what I did on the waterspreading task force. It's not the only way policy can be developed in this agency in the future, but it could be a very effective way. It takes a little more time, but it has a lot more “involvement,” if you will, of those who are eventually going to be impacted by the policy and those who have an interest in the results of what the policy causes to happen. All-in-all, I think it was a worthwhile exercise, and I would urge that the agency evaluate it from the perspective of maybe it's a fairly decent way to do business on at least *some* of these issues that are real thorns in the side of the agency as we speak.

Storey: Well, speaking of thorns in the side of the agency, if my reading of their speeches is correct, I think it's clear that both Commissioner Beard and Assistant Secretary Rieke

are interested in seeing the evolution of water use in the West [move] toward urban uses and more densely-populated areas. Does this waterspreading policy deal with those kinds of issues?

Lynott: I think it can be interpreted to deal with those kinds of issues, Brit. From a process perspective, given the way the *Blueprint for Reform* has been couched, I would not see the waterspreading policy statement itself getting that specific. It would point in that type of a direction, as an example, and the regions, in carrying out the policy, would build implementing directives that would address very specifically those goals that the assistant secretary and the commissioner are talking about.

“ . . . I in general support the notion that the use of water in the West is changing because of population increases. I also support the notion that there are not going to be large Federal dollars available to develop *additional* water supplies in the traditional way we developed them in the past. . . . ”

And I in general support the notion that the use of water in the West is changing because of population increases. I also support the notion that there are not going to be large Federal dollars available to develop *additional* water supplies in the traditional way we developed them in the past. But I think there's got to be a lot more understanding of what the real situation is—and I'm not sure I could define what the real situation is in every case out there. A lot more understanding by all of the vested interests in what is going on in the dynamics of water in the West, and a lot more dialogue regarding what is going on before *any* of the agencies involved in water espouse “now hear this” policies in the future. I think, for example, the initiative approach that the National Association of Conservation Districts is embarking upon, not only in the area that I'm involved in, in improved irrigation practices, but in areas dealing with grazing land reform, other types of things that NACD is involved in, are very clear examples of the types of activities and dialogues that must occur not only throughout the West but throughout the United States, when it comes to the use of our finite resources. I think we're on the . . .

END SIDE 2, TAPE 1. AUGUST 25, 1994.

BEGIN OF SIDE 1, TAPE 2. AUGUST 25, 1994.

This is Tape 2 of an interview by Brit Storey with Terry Lynott on August 25, 1994.

Lynott: . . . airs are to be heard in natural resources issues. As I say, we're on the leading edge of that, and I see over the next decade a lot more thought going into how we reshape resource use in this country. But I think as a part of that thought process, we've got to look and give ourselves some credit for what's been accomplished to date: both in terms of development of those resources, but also, equally, in terms of, in many instances, the effective use of the resource in a way that it continues to refurbish itself. In other words, we're not using them *up* to the point where at some future date there aren't going to be any left. We are starting to learn what conservation of resources really means. Now, we've got a long ways to go, but I think we've got a wealth of opportunity to continue to add to that particular database through these coalitions, initiatives, task forces, that are representative of not *just* the Federal government, or not *just* state government, but of *all* the vested interests in the water resources arena. The proof of the pudding, of course, will be in some success stories. And where we failed, literally as a nation in the past, is making newsworthy those success stories. We seem

to be more involved in the excitement of crises situations as opposed to the soothing attitudes caused by successes in areas dealing with natural resources. I'd like to be twenty years younger and involved in this stuff, because I think there is a wealth of opportunity for the younger people who want to stay in the middle of natural resources issues in this country. I also think there's going to be an opportunity to take the knowledge *gained* from that experience and spread it worldwide, and that may in fact be a role for the Bureau of Reclamation and other Federal agencies in the future. It's not there right now because we've got a lot to do within our own homeland. But the potential exists, I believe, for a significant amount of activity, and very positive activity in that area in the future.

Storey: When you were on the task force . . .

Lynott: Which one now? Waterspreading?

Storey: The waterspreading task force, yes. Are there others that we ought to be discussing?

Lynott: Oh, I've been on so darned many task forces, Brit! (laughter) We'll just stick with the latest one, waterspreading.

Storey: Okay. You were exploring the issues for the Pacific Northwest [PN] Region, is that right?

“I was a part of that task force, and participated in the discussions on issues specific to projects in the Pacific Northwest. But the *other* flavor that I attempted to bring to the task force was the position of the commissioner in dealing with the issue of waterspreading westwide. . . .”

Lynott: I was a part of that task force, and participated in the discussions on issues specific to projects in the Pacific Northwest. But the *other* flavor that I attempted to bring to the task force was the position of the commissioner in dealing with the issue of waterspreading westwide. He provided some very thoughtful commentary in a telephone conversation to the task force, including me, at our first meeting. And I used that in its written form as a “reminder,” if you will, when the task force in its deliberations tended to focus solely on issues in the Northwest, and perhaps “lose sight” is not the right phrase, but would set aside the westwide implications of the issues as they were discussing them. I think by and large we were successful, because at least the last version of the draft policy *I* saw, although it had facts and figures specific to the Pacific Northwest, looked to me to have applicability throughout the seventeen western states, from a general perspective.

As I said a minute or two ago, although it took a lot of time, and a lot of effort, [this] may very well prove to be of value, because we may not have to do it over and over and over again. That because of the process used, the approach taken, we have developed a policy that has immediate utility in the Pacific Northwest [Region] and eventual utility when the other regions get to the same data base point as the Pacific Northwest is—similar utility in those regions, as a result.

Storey: One of the things you run into is that, of course, Reclamation's P-N, Pacific Northwest

Region, has a specific set of responsibilities, and the waterspreading task force was made up not only of Reclamation people, but people from outside Reclamation, even people from outside the government, as I understood it. (Lynott: That's correct.) How did the task force relate to the region? Was it as an advisory group, or . . . And who financed all this?

“It was as an advisory group. . . . the buck stopped with the Bureau of Reclamation. We took into account the advice and counsel of all the members of the task force, but when it came to drafting the policy, it was our responsibility. . . .”

Lynott: It was as an advisory group. As I indicated earlier, the buck stopped with the Bureau of Reclamation. We took into account the advice and counsel of all the members of the task force, but when it came to drafting the policy, it was our responsibility. Funding of the activities was a mixed bag. All of the meetings were held in the Pacific Northwest, several of the members of the task force were Pacific Northwest-based, some were not. Those that were based in the Pacific Northwest were in many instances literally flown by the Bureau of Reclamation to task force meetings, in either the Bureau airplane or a chartered airplane, that would hopscotch all over the Pacific Northwest, picking people up and bringing them to either Portland, Oregon, or Boise, Idaho, where the meetings were held, for their attendance. The rest of the participation was on each of the entities' own nickel, or they'd pay for their rooms, and some of them actually paid *all* the costs of getting to the meeting and participating. N-R-D-C, for example, was a task force representative. Their individual was based in San Francisco, attended the first meeting by telephone, and then participated in the rest by getting theirself to the meetings and serving as a very active . . .

Storey: N-R-D-C?

Lynott: Natural Resources Defense Council—sorry! (laughs)

Storey: When you have this kind of situation where you have an advisory group, made up largely of experts, who are studying a very specialized issue, seems to me as if there could be some tensions about their opinions and their attitudes and what Reclamation felt ultimately they could responsibly propose. Did you see any of that? And if so, what were the areas where the tensions existed?

Lynott: I saw a lot of them, and it not only was between members of the task force and the Bureau of Reclamation, but between members of the task force. It was a great learning experience for the Bureau of Reclamation representatives. Walt Fite, who chaired the task force, is an assistant regional director in the Pacific Northwest, and he did an admirable job of dealing with the tension generated by differences of opinion on issues that surfaced as we carried out our deliberations over a series of several months. The first issues, of course, where tensions surfaced were issues in reaction to words put on paper by the Bureau of Reclamation *and* the Department of the Interior's Solicitor's Office. The Solicitor's Office was also involved in a ex officio capacity on the task force, and had somebody there at every meeting. But some of the legal-historical perspective that was captured on paper and presented to the task force caused some tension among some of the players. That was dealt with, very effectively I felt, through

continued discussions and an increase in understanding of what the Solicitor's opinions and directives *really* intended to accomplish as we looked at the historical perspective leading up to the development of this waterspreading policy.

“ . . . triggers for tension were generated in a variety of ways: . . . anything the Bureau wrote about waterspreading had the potential of causing tension. But as time went on, it also had the potential of generating a lot of understanding of Reclamation's position . . . the various communities on the task force came to appreciate in large measure just what the Reclamation family was up against as it was dealing with this issue called waterspreading. . . . ”

The triggers for tension were generated in a variety of ways: One, obviously, was anything the Bureau wrote about waterspreading had the potential of causing tension. But as time went on, it also had the potential of generating a lot of understanding of Reclamation's position, of the whole issue of waterspreading. And I observed as time went by, that representatives from the various communities on the task force came to appreciate in large measure just what the Reclamation family was up against as it was dealing with this issue called waterspreading. Because of the process used, where the meetings were open, I saw tension between irrigation district representatives and state representatives. I saw tension between irrigation district representatives and environmental representatives on the task force. I saw tension between individual farmers *sitting* in the audience and members of the task force—including tension between individual farmers and the Bureau of Reclamation, and irrigation district representatives and the Bureau of Reclamation. So the *tension* was literally shared by all, depending on the issue under discussion at the particular point in time. But because of the process used, at least a genuine and honest effort was made *to deal* with those tensions by focusing on the issues at hand, and staying at best away from personalities involved in the deliberations. I'm not here to say that everything was a success as a result of that, but I am here to say that as a result of that process, a *lot* more was learned about positions that individuals and organizations were taking on waterspreading issues, and a lot more was learned about how the agency and the districts were dealing with some of those waterspreading issues. And as a result of *that* a lot more understanding, and at times compliance with, the positions taken was generated in literally all the task force members.

A personal note: I wrote some thoughts on waterspreading for about the fourth meeting of the task force and ran it by the regional office and then gave it to the task force members, just as a “reflective piece,” if you will. The end result of that is that I was complimented and the agency was complimented by some environmental representatives who, as a part of their complimenting process, indicated they normally didn't do that to the Bureau of Reclamation. What I tried to capture in my thoughts on waterspreading was that times have changed, and that we, as an agency have done some things that probably in retrospect we would have done differently if we had the opportunity to think about it. But at the time they were being done, *we felt* we were doing the right thing, because that, in effect, was what we were told to do as an agency. But I also put out the “olive branches,” if you will, of . . . (phone rings) . . . never fails.

Storey: You were talking about waterspreading.

Lynott: Yes, I was talking about the paper I put together called “Thoughts on Waterspreading,” and how that generated some—using my words—some understanding among the players on the task force about issues that had bothered them, as we had continued our deliberations. What that also helped to generate—and I think this is largely due to Walt’s leadership—is that everybody on the task force then chose to write their own thoughts on waterspreading, or at least a page or so, talking about their entity’s views on the matter, and that database became a very important source of information that Reclamation used in developing its first cut at the policy. What that helped us do, I believe—and again, this took some time and took some effort—but what that helped the agency do was to shape its policy in a way that in the review process among task force members, which occurred a couple of times anyway, membership, individual members could begin to see a flavor of *their* views, at least, expressed, whenever it was feasible to express it, in the form of the policy statements. The data base, by bringing all these things together, these individual pieces of writing, and then feeding that back to the task force members so *all* saw how everybody’s views were at first originally expressed, and then to the best of the agency’s ability, reflected in the policy statement, that helped to bring real focus to the deliberations as we reviewed the draft in the process of getting it to a point of a final document. It was time-consuming to do that, but I think in the long run was time-saving, because it helped us bring a lot of *focus* to the activity, and kept us away from the extemporaneous types of things that typically happened when you looked at something cold, review it, throw back comments, look at it cold again, etcetera, etcetera. So from *my* perspective, I think it is an activity that’s worth evaluating. From an overall “should we do this type of thing again?” approach, as Reclamation’s PAO, Program Analysis Office, and Policy Office, continues to shape themselves and their roles in future policy development in the agency.

Storey: You mentioned earlier that one of your roles was to provide a westwide perspective and a commissioner perspective on this. And that sometimes the task force would become sort of tied up in just P-N—Pacific Northwest issues. Could you talk about some of the issues that are just related to the Pacific Northwest?

The Umatilla, Owyhee, and Columbia Basin Projects

Lynott: I think the best way to describe that, Brit, is to use the specific examples that were related to the Pacific Northwest. We had data on some eighteen projects *in* the Pacific Northwest. We did *not* have that similar level of data on projects elsewhere in the Reclamation territory. That in and of itself caused focus by this task force on those very specific projects. We had a decision on the Umatilla Project that involved the state, the environmental interests, on some very flagrant waterspreading activities that had occurred in a previous year—in fact, in a couple of previous years. And the data and information on those activities caused our focus specifically on the waterspreading activities on the Umatilla Project.

We had presentations to the task force by districts elsewhere in the Pacific Northwest which described their waterspreading situations, *and* their water *conservation* situations. The districts in question were the Owyhee and the Columbia Basin—Columbia Basin South, I believe, was the one that actually did the presentation. And they tied their visual presentations—slide shows, maps, etcetera—they tied together the water conservation and resulting waterspreading activities that had occurred within

both those projects. So we had very data-specific information for geographic projects within the Pacific Northwest. Another aspect of why we focused predominantly on Northwest issues was the notion that “saved water”—and I put “*saved water*” in quotes—can be used for other purposes. And several on the task force, not only the environmental community, but others—the Indian community, for example—wanted some of that “saved water” earmarked for fisheries, kept in the stream for *anadromous* fisheries in particular. As you know, a number of species, salmon in particular, have been named “endangered” in the Pacific Northwest, and there were some, I believe, at the task force level, who felt that waterspreading could be, in part, a panacea to solve the anadromous fishery problems. Well, that’s *not* the case. It can add to the mix, certainly, but there is not going to be enough water saved by stopping all waterspreading to resolve the issues of getting salmon moving up and down the Columbia River system and its tributaries. So there was some education involved there too. But because of those types of facts: the fact that we had a lot of data on specific projects in the Northwest, and the fact of the listing of endangered species in Pacific Northwest streams, plus the fact that many of the entities on the task force were Pacific Northwest oriented—not all, but many of them—led us to focus largely on projects in P-N. I would think it would be beneficial—and here’s a wild guess on my part—that the Mid-Pacific [MP] Region, which has very similar problems to P-N: anadromous fishery listings, water being spread, water being used in an extravagant manner—at least according to some—the potential of *some* savings, that Mid-Pacific could benefit from operating a task force similar to what PN is doing. That may not be the case in some of the other regions. If I was the manager of a region, I’d learn as much as I could about what PN did with its task force, and then I’d shape my efforts to fit the specific situation that my territory has, regarding waterspreading issues. The obvious example I just described: M-P has very similar issues to P-N, they may in fact want to go to a task force approach. Great Plains is a different kind of situation, although they’ve got the endangered specie listings—not anadromous fisheries, but other types of things: flying birdies as it were, yes. So they may want to do something that has a *mix* from a task force perspective that reflects concerns in those areas too.

It’s worth exploring, it’s worth evaluating, it’s worth probably getting Walt and one or two others, if possible, to talk their waterspreading stories to the others. And I understand that under some staff efforts in the Program Analysis Office, that kind of a meeting *is* going to take form sometime in September. So I’m hopeful that the experience gained through this operation will be diffused throughout the organization in an effective manner.

Storey: Well, we didn’t get to Westwide and the Water Resources Council, that I was hoping we would. And I’d also like to discuss Bill Klostermeyer at some point.

Lynott: Alright. Why don’t we set up another interview, then, because that’s probably another hour-plus worth. (Storey: Okay.) And I’m available literally . . . I’ve got to finish this stuff. That’s why I need some time this afternoon.

Storey: Okay. Well, in the meantime, is it alright with you if Reclamation researchers and outside researchers use the tapes and transcripts from this interview for research purposes?

Lynott: I still would be in that position, yes. What I'd like to suggest is I would take one more reading, and if there are some things that I'd like to say a little differently, I'd like the opportunity to earmark those, and then work with you to get them said in a way that I'm comfortable completely with it.

Storey: Good, thank you.

Lynott: You're welcome.

END SIDE 1, TAPE 2. AUGUST 25, 1994.

BEGIN SIDE 1, TAPE 1. SEPTEMBER 29, 1994.

This is Brit Allan Storey, senior historian of the Bureau of Reclamation, interviewing Terry Lynott at his offices at 1978 South Garrison Street, Lakewood, Colorado, about nine o'clock in the morning on September the 29th, 1994. This is Tape 1.

Storey: Mr. Lynott, I'd like to have you talk about Bill Klostermeyer. You mentioned him last time. What has your experience been with him, what's he like, how was he as a manager? Those sorts of things.

Bill Klostermeyer

Lynott: In 1974 when I left Westwide and went to Washington, D.C., my first *boss* back there was Bill Klostermeyer. Bill [is] a long-time career Reclamation employee. Very, very capable individual, especially in the area of budget and program development. [He] spent a lot of his years *in* Washington, and *as* a result, became, from my perspective, very powerful—both in the Department and with those that he needed to be powerful with up on The Hill. He also, as time passed, became quite influential in literally *any* administration that came into power. He had those types of skills, in dealing with people in particular. Very, very likeable guy. I wouldn't put him in my top three or four in terms of supervisors who influenced directions for my career. I was *lucky* enough—I guess that's the right word—to immediately upon joining the staff in Washington, be assigned to the Department of the Interior. So in effect, Klostermeyer was my boss, but he was more or less a boss from an administrative perspective: he signed time sheets, things like that. My day-to-day bosses were other folks who were either assigned to the Department for special types of activities, or part of one of the more or less permanent offices *in* the Department. The one at the outset was the Office of Land Use and Water Planning. A man by the name of Lance Marston was the head of that office, and he in effect became my boss from a day-to-day perspective. Klostermeyer handled my performance evaluations, which were few and far between, and also handled the administrative side of my job in Washington.

Bill could be tremendously effective, and that *especially* occurred in areas relating to budget and program formulation. He was acerbic when he needed to be, especially working with his peers. And when I finally got to the point of being one of those peers in the '80s, he at times would challenge me as "the new kid on the block," but more often than not was a supporter of some of the shifts and changes I was trying to instill in the philosophy about Reclamation as no longer a water development agency, but more of a water management agency. I don't recall any specific instances

where Bill and I were at cross-purposes, *perhaps* with the exception of one time. And it's probably fair to share that one time on this tape.

Bill was, by the nature of his job, basically, pretty much involved in reorganization activities, irrespective of where they occurred in Reclamation. I was the assistant chief of planning in Denver in 1985 when the reorganization was undertaken on combining the Lower Missouri Regional Office and the Upper Missouri Regional Office.⁵⁵ Bill was central in discussions at the highest level on *that* particular reorganization. Well, there was situation that occurred where a member of the staff that I was the assistant chief of, and an individual who *used* to be a member of that staff and subsequently became a regional director, got wind of some specific activities related to that reorganization, and talked about it. Said another way, the grapevine was working very well, and rumors started to surface that Mr. Klostermeyer heard, and Bill got very, *very* upset. He could not find Bob Lanky who was the Chief of the Planning organization. Bob was out in the field someplace—I believe he was in California, but I'm not sure. So he wanted to know who the hell the deputy was, and when he found out it was me, had me pulled out of meetings that were occurring at that time in Building 56, in the labs, to listen to him dress me and my organization down for being involved in rumor-spreading about the reorganization. The upshot of all of it is that he was going to have the heads of the two individuals in particular involved, as a first step. And he was going to make sure that *I* got the message through to my boss and to others in Denver that if this kind of thing happened in the future, there would be even more heads roll. Now my job rather rapidly became one of calming Bill down, and at the same time talking with the individual on *our* staff to make certain that the kinds of things that they had learned and heard about—which, incidentally, were all accurate—were not espoused over the grapevine in any further activities by the particular individuals involved. It took quite a while for Bill to calm down from that one. He would bring it up every time for the next six months he saw me or talked with me. I think in all my experiences with him, that's the closest I've ever seen him to being just absolutely *vividly* angry, and almost to the point where he was going to call for some heads. But over a short period of time, I was, I think, instrumental in getting him to calm down a bit, and in getting the rumor mill *shut down* also, which was critically important to seeing that Bill *would* calm down. The *upshot* of all of it is, the reorganization *was* accomplished, enough damage control was done that the Bureau didn't have egg on its face as those two regions were combined.

Played Santa Claus at Christmas Parties in D.C.

A final observation, perhaps, about Bill: He is a truly likeable guy, throughout both the public and private sector. His physical appearance has varied over time, to where with his always wearing "white beard"—and I put that in quotes—he would play Santa Claus at the Reclamation Christmas parties in Washington, D.C. His physical appearance changed enough over the years I've known him that he could be Santa Claus without any padding, and he finally got to the point where he needed padding to still be that Santa Claus. I am aware that even after he retired, he was welcomed back into Reclamation at Christmastime and continued to serve as Santa Claus at the

55. In 1985 Reclamation consolidated the Lower Missouri Region (Denver) with the Upper Missouri Region (Billings) to create the Missouri Basin Region (Billings). Then in 1988 Reclamation consolidated the Missouri Basin Region with the Southwest Region (Amarillo) to create the Great Plains Region (Billings).

Christmas party. If you ever get a chance to see the man, you'll know *why* he was always asked to serve as Santa Claus.

“His influence at OMB, on The Hill, especially with staffers of the committees that Reclamation dealt with, and in the Department, was at times legendary. . . .”

His influence at OMB, on The Hill, especially with staffers of the committees that Reclamation dealt with, and in the Department, was at times legendary. He kept Reclamation in the forefront, even during the difficult times of reorganization in the mid to late '80s, before he retired, and I think was a principal player in getting as much agreed to on the Bureau's reorganizations that occurred '86 through '88, as anybody.

Believes Klostermeyer, from Behind the Scenes, Helped Prevent the 1988 Reorganization Becoming Effective

The original intent of the 1986 [re]organization was to move the commissioner, Klostermeyer's position, and other key folks out of Washington to Denver, *leaving* in Washington, D.C., a staff of maybe six people who would serve as a liaison staff, very similar to the way the Bonneville Power Administration and some of the other *regional* agencies have liaison staff in Washington. *I think* Mr. Klostermeyer was a behind-the-scenes key player in making certain that *that* reorganization never saw the light of day. And I think the reason for that is that Bill didn't want to leave Washington, D.C., and as long as he was in *that position* as a critically-important assistant commissioner, from *his* perspective anyway, that assistant commissioner's position was never going to leave Washington—and that's been true until this day. Now Austin Burke sits in that similar-type position that Bill had, and I foresee, at least in the foreseeable future for this agency, that that position will remain viable and remain in Washington, D.C.

Storey: Do you have any idea why Klostermeyer retired?

Went to Bookman Edmonston after Retiring

Lynott: I think the opportunity on the outside was too good to pass up. The agency was going through this difficult transition, as I mentioned, and at this particular time, projects that we had on the drawing board, either authorized or close to authorization, were being looked at more as Reclamation no longer playing the kind of role it did in the construction of these projects—rather Reclamation would be a pass-through agency, where dollars would come from Congress, through Reclamation, to some other entity to get projects constructed. The Central Utah Project was a particular case in point. When that law was finally passed,⁵⁶ Reclamation was completely taken out of the loop—at least for all intents and purposes—and the Central Utah Conservancy District and the State of Utah were made the focal points for accomplishment of that project. They hired a consulting firm by the name of Bookman Edmondston to play a very critical role in getting those activities started up. Bookman Edmondston hired Bill Klostermeyer, and he has played—from *my* perspective, anyway—a very critical role in seeing that the Central Utah Project has gotten to the point where it is today. So it was a rather lucrative opportunity, I believe, that together with the uncertainty of what was

56. Referring to the Central Utah Project Completion Act (CUPCA) (P.L. 102-575), enacted on October 30, 1992.

going on in Reclamation, that he made, from his perspective anyway, the right decision to *get out* then, and get involved in some of these other types of activities.

Storey: During our last interview, you mentioned attending a meeting of a group called PEER–P–E–E–R. (Lynott: Yes.) Could you talk about that group, it’s role, and that sort of thing, from your perspective?

Dan Beard’s Presentation to the PEER Meeting in November of 1993

Lynott: I’d be happy to. I attended a meeting last November, November of 1993, of the PEER organization that was held in Bethesda, Maryland. And I was asked by Reclamation to attend it as an official representative from the higher echelon of the Bureau of Reclamation. It was a fascinating experience for me to observe literally hundreds of individuals, well-intended individuals, for the most part, talk about some of the problems they run into when they try to be, quote, “ethical,” unquote, in carrying out their duties and their responsibilities as public employees. The agenda for the couple of days that I was there—the accomplishment of that agenda, at times, approached a tent-revival-type atmosphere. These folks get fired up when there are success stories, and believe me they had some success stories. And they also get a high degree of visible concern when the stories are *not* so successful, when from their perspective, anyway, agency leaderships or leadership is putting their head in the sand or ignoring some of the concerns that these individuals—in their *representation*, anyway—feel are, they think are, occurring.

Several highlights at that particular conference: Some very, very *good* speakers from high up in the Clinton administration. It was noted at this meeting that this is the first time an administration had sent high-level people to a PEER meeting, that they had tried during the previous administration’s years to get high-level representatives [and] with *no* exception failed in every case. But that was *not* the case at this meeting. There was an assistant secretary from the Forest Service; the Secretary of Energy Ms. [Hazel R.] O’Leary, spoke to the group, and gave one of the best speeches I’ve heard in a long, long time. And she, from my observations anyway, has followed-up, probably to the best of *any* of those folks, in carrying out the message of her speech, which largely focused on *no retribution* for people who blow whistles when they find things wrong, and a lot of very open and visible attention to staff within the Department of Energy who feel there *are* some things going on that probably shouldn’t be going on. Other speakers included the now former director of BLM [Bureau of Land Management] who spoke I thought *very* much to the point; *and* the commissioner of Reclamation. There were some other speakers: the editor of *High Country News* who gave a rather enlightening and humorous talk. There were some representatives in a panel format from agencies and contractors involved in cleaning up hazardous waste sites. The Atomic Energy Commission activities in the State of Washington was the subject of one panel. And there were two or three others.

It was a very energetic conference, but there were aspects of it that trouble me personally. The commissioner of Reclamation, when he spoke on Saturday, talked in terms of it would be great if an organization like PEER didn’t have to exist. And that if he had his druthers, he’d find a way to make these types of meetings moot. I certainly agree with that philosophy, but I don’t think we’ll ever *get* to that point in terms of

public service. Dan's speech, from my perspective, was quite enlightening. He talked in a little bit more specificity about his top management, his objectives for top management both in terms of what they are expected to accomplish *and* in terms of how many of them he thinks he needs. He shared some numbers with his audience that haven't been reached yet, in terms of top-level executives, but we are headed, I believe, in that direction.

One aspect of what occurred that Saturday morning which troubled me is that Reclamation representatives in the audience had scheduled a meeting with the commissioner right after his speech. And these are representatives from Reclamation who are members of PEER. I am *not* a member of PEER, but I was *there* as an official representative of the agency. When they were getting ready to meet with the commissioner, their then-president, Dick Piper, was asked—I assume was asked, or at least was given the responsibility—to seek me out and tell me I was *not* invited to that particular meeting. I guess I can understand that they wanted an opportunity to talk with the Commissioner strictly from a PEER concern perspective, and not have . . . Well, I guess I was referred to by a couple of individuals there as “a spy in their midst.” I did *not* attend that session. I waited around to see if there was an opportunity to talk with any of the Reclamation members of PEER or the commissioner afterwards, but that did not occur.

Since that point in time, I continue to receive the newsletters from the PEER organization, and continue for the most part to support the notion of what they're trying to achieve. I guess I question sometimes the veracity of their efforts. There appears to be, at least from my perspective, some descriptions of things that occur from the perspective of individuals that tend to tell just one side of the story. And it would be, I think, a much more enlightening document, and a much more enlightened process, if an organization such as PEER would present both sides or all sides of any particular story.

REOEI and PEER

The Reclamation employees' organization—it's either R-E-O-I-E or R-E-I-O-E, or something like that—it's Reclamation Employees for Integrity and Ethics,⁵⁷ I believe, appears to be quite viable. Since I've been away from Reclamation for seven weeks now, almost eight, I have not had any real contact or any real reports on how R-E-O-I-E is faring in the overall ethics arena; but for the most part, they have been able to bring some focus to issues that top management needs to pay attention to inside this agency.

Storey: What kinds of issues do these groups tend to focus on?

Lynott: At that conference, and subsequent to that conference, I would see two or three major areas: one, obviously, as I mentioned, is related to hazardous waste activities, clean up, that type stuff. I mentioned the work in the State of Washington. There's also been some problems, apparently, in the State of Idaho at the Arco site.⁵⁸ There was some

57. Reclamation Employees Organization for Ethics and Integrity (REOEI).

58. Referring to the Idaho National Laboratory (INL) near Arco, Idaho.

mention of activities on Rocky Flats, also the [Rocky Mountain] Arsenal.⁵⁹ So that kind of gives some examples of the hazardous materials side of the equation.

But other areas that are front and center for the PEER organization from an Interior family perspective deal with the grazing of public lands . . . Several employees in BLM and in the Forest Service have been . . . recognized I guess is a good way to put it, as rather eloquent speakers for what they feel are activities occurring that support a “business as usual” approach to grazing on public lands, to use of public lands. That was one of the major areas of focus, both at the conference in November, and in subsequent periodic newsletters out of the PEER organization. From Reclamation’s perspective, issues that R-E-O-I-E have continued to bring to the center, surface in the form of recapturing subsidies to irrigated agriculture, Reclamation reform type activities, other forms of miscellaneous revenues, appraisal processes—those types of things appear to be the central focus of the issues that R-E-O-I-E is trying to get in front of both its management and the PEER organization. Each of the agencies in Interior were pretty well represented at that conference in November, and as best I can determine, Interior, Energy, and the Department of Agriculture, with *some* representation from E-P-A, appeared to be the majority of the Federal representatives at that conference, *and* seemed to cover most of the issues that appear in the periodic newsletters that surface from PEER itself.

Storey: I don’t believe I’ve asked you before about your experience with the various commissioners that you have known. Could you tell me about the Commissioners you have known, and your impressions of them and their management styles and capabilities, that sort of thing?

Lynott: It’s probably worth a few minutes to talk about “Commissioners I Have Known.”

Storey: You mentioned Dominy.

Commissioner Floyd Dominy

Lynott: Yes, he was the first. He was there when I came on in 1963. And of course his prowess and his skills are approaching legendary. Even though I was kind of a neophyte and wide-eyed at times, I would certainly have to put him in perhaps a category by himself as an effective commissioner for the Bureau of Reclamation. He was there during some of our heyday years, and he had influence in Washington greater than any other commissioner of Reclamation I’ve ever seen.

Commissioners Gil Stamm and Ellis Armstrong

He was followed by a series of individuals that were out of the career ranks of the Bureau of Reclamation. Those commissioners served until 1976: people like Gil Stamm and Ellis Armstrong, Warren Fairchild⁶⁰—no, I guess Fairchild was just an assistant commissioner—but Stamm and Armstrong were pretty effective as

59. Referring to the Rocky Flats Plant between Golden and Boulder, Colorado, a United States nuclear weapons production facility, and the Rocky Mountain Arsenal in Commerce City on the northeast edge of Denver, a United States chemical weapons manufacturing center.

60. Reclamation’s oral history program includes interviews with Warren Fairchild.

commissioners of Reclamation, obviously following in some very tough footsteps when Dominy left. But by and large, I would say both those individuals served the agency quite well, and served their respective administrations quite well.

“The first *non*-Reclamation-career Commissioner was Keith Higginson from the State of Idaho. . . .”

Where the big change came for Reclamation in commissioners was when the position was, in *my* terms, politicized, beginning in 1976. The first *non*-Reclamation-career Commissioner was Keith Higginson⁶¹ from the State of Idaho. Keith, however, was at that point in time the state engineer and involved very heavily in natural-resource-type activities, so he brought a fairly broad background into the Reclamation way of doing business, and as a result had experience that permitted the agency not to go through a series of hiccups when he began to serve his tenure. That may have been the last one, up until the *present* commissioner, where a hiccup process didn't occur.

Commissioner Bob Broadbent

Following Keith we had Mr. Broadbent who was a capable individual, but didn't know a heck of a lot about the water resources business. He was a pharmacist from Nevada. After that, gee, how soon I forget.

Storey: Robert Olson, Acting; Cliff Barrett, Acting.

Acting Commissioners Robert Olson and Cliff Barrett

Lynott: Right. Olson and Barrett were actors for a period of time while the Reagan administration tried to come up with somebody to serve as commissioner after Broadbent had been moved up into the assistant secretary's office. Olson and Barrett were out of the career ranks, and obviously, at least from *my* perspective, as a result, had *no* possible consideration for serving as permanent commissioners.

Commissioner C. Dale Duvall

After that, Dale Duvall was brought on board and his background was in accounting, and he too didn't know a heck of a lot about the water resources business. I don't know whether all of that has kind of contributed over time to the uncertainty that this agency began to face in the mid- to late '80s, and certainly faces at present, but it caused the rest of the top management in the agency—again, from my perspective—to have to deal differently as a cadre of talent, and deal differently with their leadership, than ever occurred in the past when that same leadership was coming out of the career ranks of the Bureau. The change in administration with Duvall going out and . . . Well, no, Mr. Underwood came on before Let me back up a second.

Commissioner Dennis Underwood

Mr. Underwood came on as the *Bush* administration came to power, so it really wasn't a change in administration, other than from Reagan to Bush, both Republicans.

61. Keith Higginson served as commissioner from 1977 until 1981.

Mr. Underwood brought a highly-detailed water experience to the position, which served him both very well, and served, from my perspective, very poorly. He was a *tremendously* detailed individual who literally looked at everything. He was tireless when it came to working on water issues, and left me, anyway, with the impression of wanting to make his mark on literally everything the agency did. A very, very likeable man. In fact, most of these people were very likeable folks. But Dennis in particular was an individual that *I* enjoyed working with. He could cause frustration probably with the best of them, because he *had* a tremendous knowledge about water issues, but he also had the trait of not wanting to let go of anything, and it was damned difficult to get stuff moving through both the Bureau of Reclamation and the Department of the Interior as a result.

Commissioner Dan Beard

That changed to a marked degree with the change in administration. Our present commissioner [Daniel P. Beard] is not that kind of a detail-oriented individual, although he brings a wealth of experience in the water and natural resources arena *to* the position. My personal perspective is that he operates like commissioners probably *should* operate. He focuses on bigger-picture issues and has at least a certain smattering of individuals under him that he . . .

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BEGIN SIDE 2, TAPE 1. SEPTEMBER 29, 1994.

Storey: He has individuals under him whom he trusts . . .

Lynott: . . . to deal with the day-to-day stuff. I guess from *my* perspective, it would be nice if he had a few more individuals that he would trust, and would spread that wealth around from a geographic perspective, so that everything didn't have to go through Washington, D.C. But that's an area from my personal philosophy that we have lost completely in the reorganization that emanated from the 1985-86 period. And be that as it may, we now have to, from a leadership perspective, take what we've been given, and make it work. Whether or not we get there still remains to be seen.

Without exception, the commissioners that I have known and worked with were very, very competent individuals, and for the most part decent "people persons," if you will. Even Floyd Dominy I would classify as a very decent people person, because he literally wasn't afraid to talk to anybody about anything. And with his outgoing and sometimes aggressive personality, folks would listen, and in most cases *do* as a result.

I think the agency has suffered a bit because of the politicizing of the position, but that again is a sign of the times that the United States Government is going through. Maybe it's idealistic on my part, but when we had career commissioners and career staff people supporting him, we seemed to get more accomplished than we do now with the political commissioners and political support people immediately under whoever that commissioner is. I realize that the issues are far more complex than they were back in the '60s and '70s, but the capability of individuals isn't any different, and it would have been kind of an interesting test to take some of the folks who *were* actively playing the water game in the '60s and '70s and see what they'd do now with the kinds

of issues that the agency is facing—but we’ll never be able to make that happen.

Storey: Do you have any stories about the commissioners that you’d like to share? You told me about the secretarial interview for Dominy—one of the earlier ones.

Lynott: Earlier ones? Nothing really comes to mind. Had some wonderful times both on and off the job with *most* of them. Hard-working moments at times, especially as I was reaching a more important or more responsible position within Reclamation.

Dale Duvall and his wife went out of their way to help us find a place to live when we moved back to Washington in 1986. And as a result, we had some pretty nice experiences with those two.

Dennis Underwood and I got along *very*, very well throughout his tenure. He valued my advice and counsel, tapped me on several occasions to serve on special activities that he wanted to see Reclamation play a key role in.

My experiences—and I think I’ve touched on this before—with Dan Beard have been good throughout the years I’ve known Dan, even though there were times when of necessity we were on different sides of an issue. When I was assigned in Washington to the Office of Land Use and Water Planning, which I mentioned earlier in *this* portion of the interview, eventually when that Office reached its demise in 1976, after that I was assigned to Dan Beard’s staff in the assistant secretary’s office. As a result of that, both of us being from a “geography background,” if you will, we found and developed a rather strong mutual respect for the attributes of each other. I think that’s carried over to the present in my discussions with Dan. He continues to listen to what I have to say, and to—from *my* perspective anyway—to value what I have added to the mix. He was instrumental in the shift that I recently took in joining the National Association of Conservation Districts to carry out this important nationwide initiative. Dan played a key role in making certain that Reclamation did provide a full-time coordinator’s position to cause this initiative to at least be evaluated.

That’s pretty much it, Brit.

Storey: Okay, well let’s talk about this most recent reorganization.

Lynott: Ah, yes, one of my *favorite*

Storey: About ‘93 to ‘94, I guess you would characterize it.

Reorganization in 1993-1994

Lynott: Yes, one of my favorite subjects. (laughs)

Storey: Of course we started reorganizing in ‘88.

Lynott: That’s correct.

Storey: How would you characterize this reorganization as different from ‘88, and as

continuing what they were trying to start in '88?

“From the perspective of resources management. . . I see this recent reorganization as trying to continue to apply the band-aids that will in the short and long haul serve really no useful purpose. . . . It is going to require, from *my* perspective, a very *concerted* effort by the top leadership, both from the administration and the career side, to spell out exactly what resources management is to be in the Bureau of Reclamation. . . .”

Lynott: From the perspective of resources management, which is the area that I’m most knowledgeable in, I guess, I see this recent reorganization as trying to continue to apply the band-aids that (chuckles) will in the short and long haul serve really no useful purpose. The notion of resources management in the Bureau of Reclamation is still just that—a notion. It is going to require, from *my* perspective, a very *concerted* effort by the top leadership, both from the administration and the career side, to spell out exactly what resources management is to be in the Bureau of Reclamation.

“One of the faults I guess I would categorize most of these reorganizations as having is the sense of, ‘We’ll put together an organization, and then we’ll go out and find something for it to do’; rather than trying to determine what the problem is, what the goals are, what the resources are to *meet* those goals, and *then*, after all that is known, forming an organization to get all of that accomplished. We seem to take just the opposite tack. . . .”

One of the faults I guess I would categorize most of these reorganizations as having is the sense of, “We’ll put together an organization, and then we’ll go out and find something for it to do”; rather than trying to determine what the problem is, what the goals are, what the resources are to *meet* those goals, and *then*, after all that is known, forming an organization to get all of that accomplished. We seem to take just the opposite tack. Granted, we had some pretty darned good data generated through the CPORT [Commissioner’s Program Organization and Review Team] Report, the R-E-O-I-E Report, but it appears to me that that data has kind of been “set aside,” if you will, and it’s more of a focus on, “Well, here’s my niche, here’s the technical services niche, here’s the program analysis niche, here’s the operations niche, and never the niches shall meet”—or if they do, it’s infrequent and rather contrived.

Thinks Moving Responsibility and Authority out to the Area Offices May Be a Success Story

I think one of the success stories, potentially, for the agency, is the concerted efforts to get more authority and day-to-day responsibility at the grass roots level. I feel if *anything* is going to work, it will be the area manager concept. But to have a level of rather complete success, that area manager concept is going to have to be supported directly by the regional directors in particular, and the other directors of the so-called “service sides” of the organization who should lead their staffs in supporting the day-to-day operational aspects of the area management approach. And we’re a long ways away from that—at least that’s what I would observe.

“I think it’s going to take the *attention* of the commissioner himself, which may be

darned difficult to get, because that's not Dan's forte, he's not really into the day-to-day operation of an organization. He's looking more at "big picture"-type items. . . ."

Can it be successful over time? I think it's going to take the *attention* of the commissioner himself, which may be darned difficult to get, because that's not Dan's forte, he's not really into the day-to-day operation of an organization. He's looking more at "big picture"-type items. But we need that kind of leadership so that those who are involved with the day-to-day operations get a sense that, yeah, they're doing the right thing, or no they're not, and that collectively, then, people can pull together to begin to meet the objectives that are spelled out for the Bureau of Reclamation. I guess I would observe that in a lot of folks' eyes, the objectives and the goals aren't that well understood. Whether they're out there in the form of the CPORT report, the *Blueprint for Reform*, things like that, maybe some people feel they are, but the universal understanding of that feeling doesn't exist in the agency. Can we get there? [phone rings, tape turned off and on]

Storey: . . . reorganization *can* take place.

"We've added to the mix—and I think properly so—an expanded role at the area office level. But at the same time, if we've done anything at all with those other offices, we've confused *their* roles. We now have an Operations Office based in Washington, D.C., that has some staff in Denver. We have a Program Analysis Office based in Denver that has some staff in Washington, D.C. There appears, at least on paper, to be a lot of intertwining on what those respective offices are expected to accomplish. . . ."

Lynott: I've got guarded optimism. Role definitions are *critical* to any success this reorganization might have. There's a very proud history in this agency of the respective and independent roles of the Washington office, the Denver office or offices, and the regional offices. We've *added* to the mix—and I think properly so—an expanded role at the area office level. But at the same time, if we've done anything at all with those other offices, we've confused *their* roles. We now have an Operations Office based in Washington, D.C., that has some staff in Denver. We have a Program Analysis Office based in Denver that has some staff in Washington, D.C. There appears, at least on paper, to be a lot of intertwining on what those respective offices are expected to accomplish. When you look at formulating a budget, formulating a program, formulating activities, *that* at least on paper appears to lie mostly within the realm of the Operations Office in Washington, D.C. Yet we have regional offices and a Program Analysis Office, a Technical Service Center, a Human Resources Office, that all have budget formulation responsibilities, I would think, and program formulation responsibilities. So *how* all these are to occur, and who is responsible for what, *I think* needs to be spelled out rather carefully, and then communicated *throughout* the organization with a checkpoint process, so that folks know that everybody has been told, and that everybody understands what the respective roles of the various entities of the organization are. And how that eventually manifests itself may be in the form of some letters from the commissioner, I don't know. *That* would put his stamp of approval on implementing the *Blueprint for Reform*. He very carefully went over the blueprint itself and put his marks into it, and then signed it. But as we get into the

implementation side of the business, I have a sense that his role is not as strong as occurred in the development of the direction espoused in the blueprint.

At the same time, there are a myriad of things going on. We're reinventing government, and that's bringing a lot of Reclamation people into the fray in a lot of different ways. We're *cutting* down on paperwork—or at least we were before I left—we're evaluating regulations. We're trying to cut the number of rules, guidance, that type of stuff, that we have created over the years. But all of this seems to be done—or a great majority of it—in sort of a helter-skelter manner that really doesn't have a game plan laid out for how they all fit together. It's as if we've got a lot of players and a lot of different types of games, but we're not certain of the field, the ball park, or the "court," if you will, that these activities and games should occur on. An analogy might be that we've got some fairly decent basketball teams put together, ready to play their game. The problem is, the stadium that we're playing in is a football field, with no hoops.

Storey: Where do you think Reclamation can implement resources management policies?

“A major area that leaps out to me immediately is—and it's been said by others—is getting more out of what we've already developed. . . .”

Lynott: A major area that leaps out to me immediately is—and it's been said by others—is getting more out of what we've already developed. And there are a variety of ways that Reclamation could influence that type of an activity happening. I think we could be the springboard for much more effective partnering in both the public and the private sector, and through the process of this partnering, getting more out of developed resources. A good example, obviously, is in the Central Valley of California. There is a fully-developed State Project, a fully-developed Federal project, and in many instances the facilities in those projects run parallel to each other. But there is little, if any, effort to coordinate or cooperate or get more out of what's been developed through partnering or memorandums of agreement or understandings or things of that nature. Those kinds of examples occur, in probably lesser scale, throughout the western United States.

“I think this agency could play an instrumental role in changes of *use* of water as a part of getting more out of the resource . . . take agriculture out of production, and use the water for other purposes, including environmental. . . .”

I think this agency could play an instrumental role in changes of *use* of water as a part of getting more out of the resource, in convincing the traditional users that in some instances anyway, it's probably better to use that finite resource in other ways—in other words, take agriculture out of production, and use the water for other purposes, including environmental. I think this agency, with its technical skills, can play a critical role from an action-oriented perspective, in getting some things accomplished: providing technical assistance to other Federal agencies, to states, to local entities, to literally anyone or any organization that could benefit from the kinds of skills that this agency has put together over the years. I think our ability to problem-solve from an *action* orientation perspective could also be brought to bear—not so much solely in the seventeen western states, but nationwide. One thing I'm learning from being involved

in this formulation of an irrigation water and land improvement initiative is that there are some fairly *rapidly*-growing irrigated areas outside the seventeen western states. It's a different *kind* of irrigation in many instances—supplemental water to natural water supplies—but nonetheless, it's irrigation, and those folks are running into some of the problems that we have had experience over the years in dealing with, and it would be, I think, of tremendous utility to this nation if Reclamation could bring its considerable skills to the forefront from a technical assistance perspective in areas like Florida, New Jersey, where high cash value crops are being grown and contracted for, and the only reason those contracts are in place is that those crops are being grown with guaranteed supplemental irrigation water supplies to cover those infrequent situations when drought occurs, or when the natural water supply isn't there when it's supposed to be.

“There potentially exists a lot of opportunity for this agency in the ‘irrigation arena,’ if you will, nationwide, and I think in other areas of water resources management, for which the skills we’ve developed over the years can easily be adapted. . . .”

There potentially exists a lot of opportunity for this agency in the “irrigation arena,” if you will, nationwide, and I think in other areas of water resources management, for which the skills we’ve developed over the years can easily be adapted. *But*, to get to that point, it's going to take leadership that actively wants those kinds of things to happen. And I guess I make one closing statement from the perspective of *my* experience has been in the last six or seven years in this agency, that generally the leadership is in a posture of, “No, we don't want to do that,” as opposed to, “Let's get out and get some things accomplished.” We are much more *reticent* as leaders now than we *ever* have been in the past.

“. . . this program of oral history is a prime example of that. It took the folks who were heavily in support of this program a heck of a lot of effort to convince some of the managers in the agency that it was worth doing. . . .”

I think this program of oral history is a prime example of that. It took the folks who were heavily in support of this program a heck of a lot of effort to convince some of the managers in the agency that it was worth doing. That type of a process, convincing top managers, literally has to occur with everything the agency tries to encompass.

Storey: I think I have one last question if you're willing to answer it. Are you willing to discuss the people who were chosen for various positions and why you think they were chosen? And also to discuss how the SES status of those folks affected the reorganization. Specifically, there's a rumor in my grapevine that the commissioner thought he was just going to dispose of a lot of SES people. And then he suddenly found out from the secretary that those people had bumping rights throughout interior, and the secretary informed him he wasn't going to be permitted to do that.

Dan Beard and His Plans for the Senior Executive Service Employees of Reclamation

Lynott: I heard a similar rumor, Brit, and if the rumor is in fact true, that situation is true—

Reclamation's top leadership has a number of SESers who would have clear bumping rights throughout the Department of the Interior. As I understand the Senior Executive Service, we really are employees of the Department, not so much that are allocated in terms of numbers to the agencies. And one of the stories I heard is that an agency of 7,000 employees like Reclamation has, can certainly *justify* twenty-one SES positions. Dan, at that speech in November to PEER, said he probably could get by with as little as thirteen to fifteen Senior Executive Service people. He did not get specific on how he would use those folks.

The very fact that with one exception all the positions filled in this latest reorganization came from the incumbent ranks of SES I think speaks to that very notion, that if you're past conditional phases in the Senior Executive Service, you have *rights* to positions in your agency, irrespective of how reorganizations take shape. The one exception to that was the filling of the regional director's position in Salt Lake City. A gentleman who was not incumbent in the Senior Executive Service, but who had gone through the development program for SES, was *chosen* for that position—a very capable fellow.

The rest of the individuals who were placed into key positions in the new organization—my personal perspective is it's a mixed bag. I think there is tremendous capability in the cadre of talent as a whole. I think one of the most important factors is the degree of confidence that this particular commissioner has in certain individuals being moved into certain positions. I think the director of the Program Analysis Office and the director of the Operations Office were placed in those positions in this reorganization *because* the commissioner has confidence in both those individuals. In the case of the director of the Denver Service Center, a similar situation exists, I believe. Plus, in that particular case, we have the luxury of a very competent career individual who really knows the administrative side of the business of this agency.

The other directors in Denver represent a major portion of the diversity that the agency has in its top-level cadre of talent: all very capable people, all fairly new to the kinds of things that they're expected to accomplish in the positions they've been placed in, and from my perspective all needing to have some time pass before the jury will rule whether they've been successful or not.

The commissioner has some very capable people in his top echelon now. If he's able to instill his philosophy in a way that those people feel engaged, involved, listened to, and are serving as active participants, there's a good chance that this reorganization will be more successful than its predecessors. But that hinges on one critical phrase that I used in that last sentence: *this commissioner's involvement*. The agency has been hammered for the last eight years by reorganizations, and it's time, at least from this SES member's perspective, for the very top leadership to take the bull by the horns, to *get* the roles defined in a way, and to *get* those communications out to *all* the rank and file of the agency as to how resources management is going to be accomplished in this new Bureau of Reclamation, and how he as the commissioner is going to provide the leadership to see that that, in fact, gets done. Whether we get there or not remains to be seen. I would observe that in the first few months of this reorganization supposedly being in place, there's been more stops than there have been starts, and there is a lot of confusion among the rank and file that *I* talk with,

and that represents a pretty good cross section of the agency, regarding whether or not there's been successes—a *lot* of confusion. A lot of confusion as to what it is that individuals are supposed to be doing, what value do they add from both an organizational perspective and a personal perspective, to the goals and objectives of the Bureau of Reclamation.

It's a critical time, and I hope that over the course of the next several months critical attention can be paid to that time, so that we *all* get a better sense that there are a lot more successes than there are failures.

Storey: It is a persistent belief, I think on the part of some staff, that Commissioner Beard is trying to destroy the agency. What do you think of that?

Does Not Believe Commissioner Beard Is Trying to Destroy Reclamation

Lynott: I don't believe that. I don't see that as a Dan Beard objective. He's being very *tough* on the agency, and he's got beliefs that have been developed over time, especially from his experience on The Hill, that the agency has been in bed too long with some of its traditional constituents, and he's trying to find ways to "find new bed partners," I guess is one way to put it. And from *my perspective, that's* needed in the Bureau of Reclamation. If we are going to be an effective water resources management agency, we've got to manage water resources for the benefit of all, not just for the benefit of the irrigator or the M&I [municipal and industrial] user.

I don't believe that Dan is trying to bring this agency to its knees. There are quicker, more humane ways to get that done, if in fact that's the goal. But as long as he's commissioner, *I don't see that* as one of his primary objectives.

I would also observe that the remainder of the top leadership needs to keep reminding—the rest of—themselves, I guess is a good way to put it, that that's a fairly prevalent theme going up and down the rank and file of the organization. And it deserves attention, because the Bureau overall can be much better served if those types of situations can be put to bed, and all of that energy focused on what *really* needs to be done to make the Bureau an effective water resources management agency.

Storey: Well, I believe since our last interview, and because of your improved understanding of the issue, you'd like to change the availability of the interviews and tapes from the four oral history interviews we've done, from open to closed until one month after you leave the Bureau of Reclamation. Is that correct?

Lynott: That is correct, yes. And that's based largely on me getting a better understanding of what all of those terms really mean.

Storey: Okay, good. Thank you very much.

Lynott: Thanks, Brit.

END SIDE 2, TAPE 1. SEPTEMBER 29, 1994.

END OF INTERVIEWS.

