ORAL HISTORY INTERVIEWS

SAMMIE (SAM) D. GUY

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STATUS OF INTERVIEWS:
OPEN FOR RESEARCH

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Interviews Conducted and Edited by:
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Senior Historian
Bureau of Reclamation

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Record copies of this transcript are printed on 20 lb., 100% cotton, archival quality paper. All other copies are printed on normal duplicating paper.

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Brief Chronology of Career
Sammie (Sam) D Guy

1938–Born in Scottsville, Kentucky
1961–Graduated from the University of Kentucky in civil engineering
1961-1962–In the military
1963–M.S. in civil engineering
July 29, 1963-1966–Joined Reclamation in the Division of Research working in soil mechanics
1966-1968[1]–Worked in design in the Structural and Architectural Branch and the Technical Engineering Analysis Branch
1969–Worked in the Technical Evaluation Branch of the Office of Engineering Reference which was connected to the library
1970 or 1972–Moved to Section 1 within the Division of Construction's Contract Administration Branch
1972-1975–Moved to the National Park Service's service center in Lakewood, Colorado, to work in contract administration east of the Mississippi River as NPS prepared for the Bicentennial in 1976– including the National Visitor's Center at Union Station in Washington, D.C.
Fall 1975–Returned to Contract Administration at Reclamation

1. Note that the information from 1968 until 1972 relies upon Denver office phone books held in Reclamation's library in the Denver office. This means that the reliability of the information depends upon when Reclamation published phone books and when those books found their way into the collection. So, the dates may be somewhat inaccurate, but the chronology appears to be sound.

September 1978–Went to the Department of Interior Management Development Program in D.C.
July 1979-September 1981–Returned as head of the Contract Administration Branch in Denver
1981–Moved to D.C. as engineering staff to the commissioner and liaison to the Denver office
August 1984–Took over the international program
July 1995–Assigned to the World Bank, as a Bureau employee
January 3, 1997–Retired from Reclamation and assignment to the World Bank terminated at the same time.

STATEMENT OF DONATION
OF ORAL HISTORY INTERVIEWS OF
SAMMIE (SAM) D. GUY

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, Sammie D. Guy, (hereinafter referred to as "the Donor"), of Falls Church, Virginia, 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 February 1, and February 6, 1999, at Building 67 on the Denver Federal Center, Lakewood, Colorado, and prepared for deposit with the National Archives and Records Administration in the following format: tape cassettes and transcripts. This donation includes, but is not limited to, all copyright interests I now possess in the Donated Materials.

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Date: 2-6-99 Signed: Sammie D. Guy
Sammie D. Guy

INTERVIEWER:_____

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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.

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history program see:
www.usbr.gov/history

Oral History Interviews
Sammie (Sam) D. Guy

Storey: This is Brit Allan Storey, Senior Historian of the Bureau of Reclamation, interviewing Sammie D. Guy on February the 1st, 1999, at about 8:30 in the morning in Building 67 on the Denver Federal Center. This is tape one.

Mr. Guy, I'd like to ask you where you were born and raised and educated and how you ended up at the Bureau of Reclamation.

Born in Scottsville, Kentucky, in 1938

Guy: Okay. So this is Sam Guy, and the question was, where was I born. Scottsville, Kentucky, February 28, 1938.

B.S. and M.S. in Civil Engineering at the University of Kentucky

I went to high school there and went to the University of Kentucky, getting a bachelor of science in civil engineering in 1961, went back to graduate school after a year in the service and got a master of science in civil engineering in 1963.

Studied Soil Mechanics in Graduate School

Studied soil mechanics in graduate school and got interested in the research aspects of soil mechanics, and was interested in public service, so I looked three places: Bureau of Reclamation in Denver, the soils lab across the street; Federal Highway Administration in Northern Virginia; and the [U.S. Army][2] Corps of Engineers Research Station in Vicksburg, Mississippi.

Spent about Three Years Doing Research in The Lab in Denver

By luck, the Bureau was looking for three graduate students or people with graduate degrees that year, so myself and two fellows from the University of Illinois were the three that were hired.

Met Barney Bellport Through ASCE Activities

2. Note that in the text of these interviews, as opposed to headings, 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.

So I came to work at the Bureau of Reclamation to do research in soil mechanics, and after about three years in the labs, I came to know the then-Chief Engineer Barney Bellport through professional activities in the American Society of Civil Engineers.

Bellport Became a Mentor to Him

So he kind of became a mentor for me and a father figure, so we discussed career planning. He allowed as which I would do better to leave the Division of Research and diversify my career. So on his advice and counsel, I did.

Moved to Design in the Structural and Architectural Branch and then Moved To Engineering Reference

So I did some time in the design, Structural and Architectural Branch, I believe they called it in those days, did some time–"did some time," that sounds funny–worked for a while in what we called the Engineering Reference, I believe. We were trying to help ourselves stay current on the professional developments.

Then Moved to Construction Contract Administration

Then I moved to Construction Contract Administration. At that time what we called the "chief's office" in those days was contracting officer and chief engineer for all the heavy construction that the Bureau had throughout our project areas. So I worked in there until '72. That must have been about the end of the first term of [Richard M.] Nixon.

Moved to the National Park Service for Several Years

The Bureau's budget was going down sharply. At the same time, my immediate boss had just transferred across the street to the National Park Service. They have a service center up here on Alameda now. It used to be right across the street here. So I worked in Construction Contracting from '72 to '75. The Park Service had a major expansion preparing for the Bicentennial and had a lot of construction and contracting going on in D.C., Boston, Philadelphia.

Involved in Development of the National Visitors Center in Union Station in Washington, D.C.

Got involved in the very interesting project known then as the National Visitors Center. This is the conversion of the train station

in D.C., and that's a story in itself, but it doesn't relate to the Bureau.

Storey: That's okay.

Moved Back into Contract Administration in the Bureau of Reclamation in 1975

Guy: That was concluded in about '75-, '76. I could see that their budget was going down. In the meantime, Reclamation was gearing up again, so I came back to Construction Contracting in the fall of '75.

1978 to 1979 Participated in the Department of the Interior's Management Development Program

And then the next thing I did after, I believe three years, in August of '78, I went back to D.C. to participate in the Department of Interior Management Development Program. So that was an academic year from September '78 through June of '79.

Returned to Denver in Summer of 1979 and Became Head of the Contract Administration Branch

Came back to Contract Administration. At that time took over the branch, and with that was contracting officer. Then they moved the

contracting authority from the Chief engineer down through the chief of construction, down to our branch.

Construction Contracting Authority Was Moved from Denver to the Regions

About the same time, it was decided that construction contracting authority would be moved to the regions, as it is today, I believe. So we were winding up projects and contracts that *we* were contracting officer on and also assisting the contracting officers out in the region.

Moved to Washington, D.C., in 1981 as Liaison to the Engineering and Research Center and to Advise the Commissioner on Engineering Issues

In 1981, then, I moved to D.C. and became chief of engineering–I've already forgotten–engineering liaison, I believe. I've forgotten what they actually called the unit, but I was the engineering staff to the commissioner and liaison to whatever this office was called then, probably director of design and construction, they had so many names out here, but what's now known as the Technical Service Center.

In August of 1984 Took over the International Affairs Program

In July of 1995 Moved to the World Bank

So I did that for three years, and then in August of 1984, took over the international program and then in July of '95 took an assignment to the World Bank, *still* as a Bureau employee, and stayed at the World Bank as, I'll say, an in-house consulting group, not unlike the Technical Service Center, and we serviced two Asia regions of the World Bank. So we were the Blue Team, as we were affectionately referred to, or the Water Resources Group. So we were on a reimbursable basis, not unlike the Technical Service Center here is to the region, the two Asia regions. That was from, oh, say from Pakistan around to Korea, China, down to Indonesia.

Retired from Reclamation January 3, 1997

Then I retired from the Bureau on January 3rd, 1997, two years ago, and my assignment to the World Bank terminated at the same time. So that's kind of the summary of how I got to the Bureau and what I did with the Bureau.

You mentioned, talk about what *I'm* interested in. First of all, I'm delighted. I assume that part of this is to prepare for the centennial celebration of the agency. I've been stewing about that for several years, concerned that we

weren't going to do very much. So maybe after we finish or whenever you want to, Brit, you could give me some fill-in on what the Bureau's going to do for such a celebration, as I hope it will be a celebration.

"I've been very concerned about the deterioration . . . of Reclamation . . ."

I've been very concerned about the deterioration, if you will, of Reclamation, and I guess that's nothing new. You probably hear that from most of us retirees as well as some people that are still working. We've been a political agency. That's no secret. We still are. Most government agencies are. Been extremely controversial for many years now, particularly with the environmental movement coming on. We had the so-called Western Coalition of Senators back in–Floyd Dominy–by the way, are you aware that Floyd Dominy spoke here in town Friday?

Storey: No, I didn't.

Guy: You know who he is?

Storey: Oh, of course.

Guy: Yes. Well, he was here, spoke to some kind of a water association. I wish I'd been able to go.

Storey: I wish I'd known it.

Guy: Yeah. You should have been there.

Storey: I've done eight hours of oral history interview with Floyd.

Guy: Okay. Okay. Well, then you've got everything. I was at a party yesterday with one of our alumni, and he got to go hear him, said he was pretty sharp. What did he say? How old is he, eighty-five? I've forgotten how old he is now.

Storey: Something along those lines.

"A lot of the criticism we deserve, a lot we don't. Some people would say that the agency has outlived its usefulness, and that may be. Nonetheless, somebody is going to have to take care of the facilities that Reclamation is *now* taking care of. . . ."

Guy: But so we've seen a lot of, in my view, deterioration of the agency. A lot of the criticism we deserve, a lot we don't. Some people would say that the agency has outlived its usefulness, and that may be. Nonetheless, somebody is going to have to take care of the facilities that Reclamation is *now* taking care of. It's become kind of a popular whipping boy, *largely* because there is no Western coalition. I'm not sure there's

a coalition of *anything* in Congress these days, except impeachment. They seem to be pretty well shoulder to shoulder on that.

So, a big concern I've had has been what I'll say the demise, if you will, of the agency. I think that Reclamation has an opportunity to point out some of the positive things that it's done over the years, and I hope that you guys will use the centennial to accentuate the positive, if you will. We've been kind of beating ourselves, in addition to the public beating on us as an agency for many years, and, sure, if we had the luxury of going *back*, you know, almost a hundred years and knowing what might come downstream, we *might* have done–*would* have done, clearly, some things *different*, *but* at the time, the needs of the country were entirely different. And I am sure many have told you this, and you know it yourself. There were the Depression days and the Dust Bowl days and after War I and after War II economic stimulus. Why don't we criticize the railroads? We want to say everything's [unclear] tied our country together.

We were just another tool to hold our country together, in my humble view. Sure, there was economic needs and there was water needs, and there was the Dust Bowl, but I think some of our country fathers realized that we'd better do something for the West or we might not have fifty

states in our country today.

So that's been one of my main interests. I didn't, of course, know anything about that before I came to work, but as I worked here in the West and learned more about the agency, I came to really admire the agency, and I'm proud to have been a part of it, worked thirty-odd years with the agency.

". . . Reclamation is *still* held in *very*, *very* high esteem in the water resource arena around the world. . . ."

As far as career work is concerned, I think probably the most interesting things that I did would be in Construction Contracting and in the international arena. As you probably know, Reclamation is *still* held in *very*, *very* high esteem in the water resource arena around the world. As you were saying earlier, you can go to most any country, India, Indonesia, you name it, Pakistan, Thailand, and find *Design of Small Dams*, to find *Earth Manual* or *Concrete Manual*.

I was in India about, oh, I guess three years ago and found a 50s' version, I *think*, of the *Earth Manual*, the same one that *I* used when I started to work in '63. So among the things I did when I got back from that trip–I spent three weeks in India visiting three different states–I sent them,

I don't know, *Earth*, *Concrete Manual*, *Design of Small Dams*, a bunch of publications to each state, and this is 1996, and proud to have them.

So I think the most rewarding thing, I guess I'd have to say, would be the international work and to see the gleam, glow, whatever, in people's eyes when they talk about the Bureau. Several years ago I was in India also, now that I think about it, and this guy was showing me his organization, called himself "The Bureau" after the Bureau of Reclamation.

So I'm starting to ramble a little bit. Do you want to focus me here on anything, or shall I just ramble on?

Storey: No, keep going.

Three Gorges Dam in China

Guy: I sense that you're interested more in the international work. Construction was a mainstay of us for many, many years, but it's clearly a low emphasis of the agency now. Probably the most interesting and controversial international thing we've ever done is the infamous Three Gorges Project in China. You're familiar with that project?

Storey: Yeah.

Guy: And you've talked to people about it, I gather?

Storey: No, I've never talked to anyone about it before. Nobody's been involved. Jack Savage is dead, unfortunately.

Guy: By the way, there was and may be still–Leanna can tell you or Barb Fullwood–there's a room of records on Three Gorges somewhere in the building unless they've been–

Storey: They've all been classified.

Guy: Have they declassified them yet?

Storey: No, they're classified.

Guy: Do you have a clearance?

Storey: No.

Guy: Okay. All right, Three Gorges. Three Gorges is on the Yangtze River in China. It's been under consideration probably before the turn of the century, but as you mentioned Savage, Savage went over there in the mid-forties and stayed maybe a year or two. While I think about it, we were going to have some kind–yes, we were going to celebrate fifty years–it kind of escapes me now, but we had some kind of a celebration put together, and we were going to celebrate a

period of time, fifty or sixty years–it must have been sixty, mid-nineties–it must have been sixty years of cooperation with the Chinese Government and was going back to when Savage was there, so that's mid-forties, mid-nineties–no, it'd be fifty.

Storey: He was actually there in the thirties, I think. No?

Guy: '44, '45, or '46. And another one of our retirees, Ivyl Taylor–is that name familiar to you?

Ivyl Taylor

Storey: Just barely.

Guy: Okay. Ivyl lives here in town, as far as I know, retired about maybe a year or two before I did, but I'll say in the last three or four years, and Ivyl was writing an article on the cooperation between us and the Yangtze Valley Planning Office, and that's probably not classified. Barbara Fulwood or Leanna could lay probably her hands–and I think Ivyl still lives here in town. We were going to do several articles. I know he was writing one and, I think, at least got that drafted if not, in fact, in final form. So if you want to really get in on Three Gorges, that would be wonderful.

Darrell Webber

Darrell Webber–have you spoke to him?

Storey: Yes. I know Darrell.

Guy: Darrell was, of course, the chief engineer or whatever we–just ACER, I guess we called it in those days. He retired as ACER. And I think Darrell was writing an article. We can't get into the classified stuff. A lot of that's classified.

Anyway, we had then to go out on the Three Gorges. One of the three sites that Savage picked is the one that's being built as we talk. We had, I forget, somewhere around fifty or a hundred of their people here in the early fifties working on the design of Three Gorges when China closed and they pulled their people. They were here in the–well, this building wasn't built then, but I guess we were probably still downtown in the fifties. That was before my time, but we had quite a number of their people here in Reclamation working on the Three Gorges Dam.

So when things went to hell in China, so to speak, why, they had to go home, and nothing happened until Nixon and [Secretary of State Henry] Kissinger, when they reopened China and visit and all that, you know. So about 1983, their

Minister of Water Resources, Madame Qian,[3] came to Washington and Denver and asked the Bureau to get reinvolved with Three Gorges.

In '83 and '84, Hal Furman–let's see, Hal at that point must have been a Special Assistant to Commissioner Bob Broadbent. Hal Furman, Bob

3. Madame Qian (pronounced Shen) served as the Chinese Minister of Water Resources from 1975 until her retirement in1988.

"Qian Zhengying, who opened the proceedings, was an unlikely bearer of the news. This stooped 84-year-old with twinkling eyes was China's first woman engineer, and later became its longest-serving communist minister. She cut her teeth managing the Red Army's water supplies during the civil war and then, as Minister for Power and Water, implemented Mao's commitment to conquer nature, building a vast network of roads and power stations. Her most famous, or notorious, legacy is the Three Gorges Dam, the enormous project to tame the Yangtse that has displaced a million people to provide power for the booming cities of central China.

"The dam has become a symbol of industrialising excess. Yet Madam Qian's theme was the need to return to China's great traditions of harmony with nature. China needed to adapt to a new model of development, with more respect for wildlife and landscapes, clean air and water. What's even more surprising is that her words are not heresy but rather the new party line. At the recent 17th party congress, President Hu Jintao spoke of the need for China to be an "ecological civilisation", with a "circular economy" where waste is reused. Ambitious targets have been set for renewable energy and efficiency, and Beijing already has car regulations more stringent than America.

"The occasion for Madam Qian's speech was the second Shantou Dialogue . . ." Source: Geoff Mulgan, *The Times: The Sunday Times*, November 27, 2007, accessed at: http://www.timesonline.co.uk/tol/comment/columnists/guest_contributors/article2950882.ece

Towles, who retired as the regional director down in Boulder City several years ago, and another fellow–the name will come to me–who retired from the Bureau of Mines, he left us a few years ago, Jim Cook–Jim Cook, the three of them, I think, made three trips to China and negotiated a reimbursable agreement with the Ministry of Water Resources for Bureau Rec to send people to China and to bring their people over here, and it was on–fully reimbursable to us, China's own money.

And I think we spent somewhere in the neighborhood of two, maybe three, million dollars of their money between–I think the agreement was signed about the time I took the international program, so I'll say summer of '84, up until we terminated the agreement per direction of the current administration and Commissioner Dan Beard in December of 1993. We had–I would say we probably had fifty to a hundred people, Bureau of Reclamation employees, have visited China, and *more* than a hundred, I'm sure, of their people that's come over here and studied, visited our projects and whatnot.

We took the Corps of Engineers in as a partner to do the navigation part because, as you know, we don't do locks and that sort of thing. That's the Corps' expertise.

This administration, under Commissioner Dan Beard and–who was the Secretary, [Bruce] Babbitt. The first time I met Secretary Babbitt, they had took his division chiefs down with him to meet the secretary. So Dan said, "Well, just introduce yourselves," as we all did. So when it came my turn, Babbitt said, "Oh, you're the guy that's building Three Gorges." [Laughter]

So I said, "Well, not really, but I guess we'd better talk about that." So I kind of figured that–well, the heartbreak of that, in my view, number one, the dam's being built as we talk, as we knew it would be, with or without our assistance. They don't have the environmental assessment that the world, the World Bank, and certainly the environmental people of the world think is necessary, and that's probably true, but they did whatever they thought was appropriate.

And our position was, and still is–my position still is–that if we had remained involved, we could have *helped* them make a *better* project, and by simply withdrawing, we have no voice whatsoever. So the first heartbreak is–and I'm not being *too* out of order, I don't think, on Reclamation, because we've got some wonderful people, still have some wonderful people–we could have contributed and continued to contribute, and now we're out of it totally.

In addition to that, we were instrumental in getting a lot of the private sector involved with Three Gorges. I'm convinced that our private sector is *not* as involved and is *not* getting the amount of business that they may have gotten if we could have remained involved.

In about the late eighties, I escorted then-Secretary [of the Interior] Bill Clark.[4] He was– let's think. He was Secretary between Jim Watt and [Donald] Hodel, so that must have been second term of [Ronald] Reagan, I guess, so about mid-eighties–we went to China, and Secretary Clark was talking with the Minister of Water Resources, Madame Qian. In the conversation, he was asking what more we could do and that sort of thing, and she said, "Make me a concrete offer."

So with that, we came home, and Clark– and Darrell Webber can tell you more about this than I–Clark invited quite a wide range of private-sector people to Washington to be briefed on our trip over there, and by the way, we flew over on Air Force Two. We hooked a ride with– let's see, [Malcolm] Baldrige. Baldrige was Secretary of Commerce. He was the cowboy that got killed by a bucking–he's from up here in Wyoming, I think,

4. Secretary of the Interior William P. Clark of California served under President Ronald Reagan from November 18, 1983, until February 7, 1985.

seriously, got killed on a horse. He was quite a cowboy.

Anyway, he was taking a trade mission to China and Russia and, I don't know, somewhere else so had it set up for judge Clark, secretary Clark and Hal Furman–by now Hal was probably deputy assistant secretary for water and science–and then our commissioner, Bob Broadbent, or maybe Bob might have been assistant secretary by that time. So had a trip set up for Clark, Broadbent, and Furman to go with Baldrige on this trade mission, and they would just go as far as China, and then they'd turn around and come back, and then Baldrige and his bunch. So we ended up going on Air Force Two.

So I'm over at judge Clark's office with Broadbent and Furman, working on the details of this trip. Out of the blue, Broadbent says, "Well, Mr. Secretary, I don't think I'd better go, but Sam Guy will go in my place," so that's how I got to go on this trip with the secretary of the interior. So that was one of the highlights of our trip, was riding on Air Force Two to China. [Laughter] That was quite a thing.

Public and Private Sectors Worked Together to Propose to China That American Expertise Be Devoted to Project Managment on the Three Gorges Project

So when we got back, we were having this briefing session with the private sector, judge Clark telling–and he said, "I think we have quite an opportunity here, if you guys can get together and let's decide what they really need to get Three Gorges going, and what we, the U.S., can offer." So from that, Darrell was our person on it and Bob [unclear] Bechtel, and I think Kaiser was involved, and Allis-Chalmers, which is now Voight Hydro in York, Pennsylvania, was involved.

So, quite a few people were assembled in Washington for *several* weeks and *put together* a proposal centering around project management. It was our view that the biggest thing that China needed to do was to have the experience of Bureau of Rec and Bechtel and Kaiser and Allis and whoever, whoever, to put the thing together. We *realized* that they *couldn't afford*–the cost of Three Gorges being what it is–they couldn't afford to bring *too many* people in from outside, but they *could afford*, in our view, to bring people in at project management.

So a proposal was designed–and it's in the Three Gorges room downstairs or wherever it is now–and Dick *may have* a copy in Washington. I don't know if he does or if he'll admit to it or not. [Laughter] Because it should be classified. I

know there're some copies in existence that are not classified, between me and you and the gatepost, and you may want to delete this off the tape. [Laughter] But I know there is.

A rather comprehensive proposal was put together for *major involvement*, not only Bureau of Rec, Corps of Engineers, other–[U.S.] Geological Survey–but *heavy* involvement in the private sector. So judge Clark and Darrell and I don't–I didn't go on this one. I don't remember who all went. That proposal was taken to China and given to Madame Qian.

Storey: And this was for project oversight, basically?

Guy: Project oversight, *technical* assistance, *whatever* China needed.

Storey: But not the actual physical construction.

Guy: No. They just didn't have the money. We pay–we, the U.S., pay ourselves too well, whether it's Bureau of Rec or whether it's Harza or whatever. Harza did do a lot of engineering on a dam called Ertan in China that's just being completed now. I'm sure that what they did was have a relatively small number of people . . .

END SIDE 1, TAPE 1. FEBRUARY 1, 1999.
BEGIN SIDE 2, TAPE 1. FEBRUARY 1, 1999.

Guy: An interesting sideline of that, by the way, is that Harza, while they were–do you know who Harza is, by that way, Harza Engineering?

Storey: Yes. That's where Don Duck went after he left Reclamation.

Guy: That's right. Exactly. Okay. And Steve Ziegler's there now, a good friend of mine, so I have a contact there. Steve, who used to work for me in Contract Ad, has the job that Don took when he first went, and he was here for the playoffs, so I stayed–and he also went to the Super Bowl yesterday. So if you need anything out of Harza, I'll give you Steve's number, and you can contact him.

But Harza elected not to become involved in this combine, and that was too bad that they didn't, but that was their personal choice, because it cost a lot of money to put people in Washington and put this proposal together.

The Proposal from the United States Included $4,000,000 in Seed Money for the Three Gorges Work

So what we were looking at, as I remember, was four million dollars *seed* money to get this implemented and to show good faith with the Chinese.

The Trade Development Program at the State Department Ultimately Chose Not to Sponsor the Three Gorges Project Because of the Political Situation at the Time

So we went down to what was called then, and may still be in existence, Trade and Development Program, TDP, it's got a different name now, but it's close to that, and they're a part of State Department. They *claim* to be an independent agency, but I don't know if you know, there's State, AID, Agency for International Development, and TDP have a common boss that doesn't exist. So if you look on paper, there is an umbrella organization that State AID and TDP report to. This still exists today. It was never staffed. So TDP claims to be independent, but the fact of the matter is, both they and AID work for State. Now, you can get some arguments about that, but that's kind of the way.

So it went to TDP, and they were going to put up half of it, I think, and the private sector was going to put up the other half, and–now, this is mid-eighties by now–and it just got too hot, politically hot, the environmental groups, etc., so TDP backed out. TDP's mission is to support our private sector to get international work. So they would go in and finance, say, Harza to do an appraisal study, which is kind of a low-level planning study, say, in Pakistan or pick any

country. They would give Harza the money to do this appraisal study if Harza and Pakistan convinced TDP that there would be a strong likelihood of follow-on work. So they were using their budget–albeit small, something like thirty million a year at that time, I think–to help *our* people get a *toehold* into, say, Mekong, for example, mention that.

So it wasn't out of order or anything but appropriate for TDP to see this as an opportunity to put some seed money into our private sector, with the expectation that Allis-Chalmers would get the turbines, and that Harza would get the engineering and Bechtel would do construction management, and Rotech would put conveyer systems, and Caterpillar would put tractors, etc. So it made sense. It was a solid proposal, but it was just too controversial.

So–what was it called? Team America, I believe it was called–Team America proposal. Team America proposal died on the vine. So that was kind of the beginning of the end, I think. It took us another eight years to finally *totally* withdraw from Three Gorges, but that, I think, *really* had a lot of potential, and it was just too bad that we couldn't figure out *some* way to finance, and I believe there would be a lot more U.S. involvement in Three Gorges today than there is.

Now, Rotech is providing–they're a materials handler–they're providing conveyer system and so forth, and Allis-Chalmers is now Voight Hydro, a German corporation, but Voight Hydro at York, Pennsylvania, is an American corporation wholly owned by German interests. So they're in there working *with* the turbines, but rather than turbines being manufactured in York, they'll now be manufactured in Germany. So there's direct–I can point absolute direct, what it cost us to pull out of Three Gorges. Nonetheless, this administration and our commissioner, then Dan Beard, we had to finally write a letter telling the Minister of Water Resources that the Bureau of Reclamation and Corps of Engineers would no longer be able to assist them.

Guy and Commissioner Dan Beard Went to China When the Administration Chose to Withdraw from Support of the Three Gorges Project

So I told commissioner Beard that we owed it to China after all these years for him to go–I'd go with him–to explain to the Ministry of Water Resources why. Of course, they sat across the table and looked at us like, "What are you guys, nuts?" [Laughter] But we did. We went in January of '94 to China and tried to, in our best words, tell them that it wasn't within the priorities of President [William Jefferson] Clinton and this administration and etc.

There's people still in the building that worked on–I just ran into one a while ago as I came in, Chuck Anderson, and what did he say, he was working in Structural Analysis now. He's been to China a number of times. There's a retiree here in town, Bruce Moyes, —O-Y-E-S, and I mentioned Ivyl Taylor earlier. Bruce stayed in Wuhan, that's where the engineering was done and is being done in China. It's downstream from the Three Gorges site. For a few years I think Bruce might have been there a third to half time, and unfortunately he had a stroke, so he's not physically able to go back anymore. Then we used Ivyl, but I don't think Ivyl ever lived over there. He went over there frequently. And then Chuck Anderson got involved. So those three, if you really have an interest sometime in Three Gorges, are more accurate than I.

At this point I was running the international program, so I would go at *least* once a year to negotiate next year's work. We'd set down, usually in December, Darrell and I would go and lay out what we were going to do the next calendar year.

Storey: Darrell–

Guy: Webber.

Storey: Darrell Webber.

Concern about Inactive Landslides at Three Gorges Dam

Guy: Yeah. He was ACER at the time. And most of the work was done here in the building. Some was done from the regions, and, as I say, we farmed some out to the Corps of Engineers, all the navigation part. We got the Geological Survey involved. There's a lot of problems with landslides coming into the river, and if you create a *lake* and *wet* the lower end of a landslide that's been inactive for years, there's a chance of lubricating it, and it'll start getting active again. So that was a big concern on Three Gorges, was inactive landslides.

So, we're out of Three Gorges.

Storey: What reason did the administration give, or did they?

Some in the Administration Thought That U.S. Withdrawal from Three Gorges Would Kill the Project

Guy: Well, it's just an environmental disaster and it should not be built, and because China wanted the Bureau and the Corps as government agencies involvement, some people in this administration felt that we could use us as agencies, say, "If you don't do a better job on environmental

investigation and mitigation, we're going to pull out and kill your job." Well, pretty naive, but this administration can be pretty naive, but that was the idea, seriously, that we could use involvement of the government agencies as a pawn to put pressure on China to have them do, either, one, a better job, or maybe, hopefully, not build the job. Pretty naive, but that was the thinking.

Now we've got the same thing going in other countries. We have the World Bank and the other lending institutions of the world doing the same thing. The World Bank will go in and– well, we come back to that. China is not taking money from anybody. Taiwan said, "How much money you want? We'll give you all you want, just recognize our independence." [Laughter] China said, "Nah, I don't think so."

Storey: They didn't think that was a good deal, huh?

The World Bank Is Placing Environmental Requirements on its Loans Even Though it Knows the Counrties Will Not and Cannot Comply with Them

Guy: No. Twenty billion wasn't worth it. Japan, in their heyday, they were coming in pretty strong. Of course, they've hit on hard times now. The World Bank now, within the last, oh, I don't know, ten years or maybe more, they've become

not as stringent as our government, but have much more requirements on environmental assessments and environment treatment, environmental mitigation, and that's been brought on largely by our environmental people in our country but other countries as well.

So the requirements for *you*, as Pakistan or China or whoever you are, to get a World Bank loan, there's a lot more requirements now for environmental assessment, have an environmental mitigation, and whatnot. As a result, China said, "We don't want any World Bank money. We don't want any Asian development money."[5] So the money that's going in is largely China's own money and then concession financing. Voight Hydro, for example, will probably *loan* them a *sack* of money maybe at no interest or nominal interest in order to get the contract to build turbines. Maybe they'll do the same in Switzerland and Japan and whoever. That's the way the game is played now.

"So to avoid having the strict requirements of the World Bank, China says, 'We don't want your money.' And that's happening other places as well. . . ."

So to avoid having the strict requirements of the

5. Referring to the Asian Development Bank's Asian Development Fund.

World Bank, China says, "We don't want your money." And that's happening other places as well.

So anyway, getting back to your question "Why?," that was the thinking by this administration, that we would use the threat of pulling out government agencies to try to make them do a better job, and maybe they are. Maybe it worked. I believe we could have contributed, not only we, Reclamation, but the Corps and the Geological Survey, and as I said earlier, I think our private sector would have a lot more financial involvement. We estimated there would be, in mid-'80 dollars, a billion dollars bought external to China. And that's not a small amount of money.

Coming back to the World Bank, in *their* requirements they're getting quite hamstrung by environmental requirements. Their *intent's right*, and they're trying to get countries to do better, and they are. The problem you have is we're trying–we, the World Bank and we, this administration–are trying to impose America or France or Western Europe or Japan or whoever's standards on Somalia or Pakistan or Indonesia, and it just doesn't work. So they're having a *lot* of frustration. Well, *Russia* for example. *Russia's* environmental laws are more stringent than ours. They're just not enforced. That goes

on throughout the world.

So, [there's a] lot of frustration in the World Bank staff in policy and all the way to the President [James D.] Wolfensohn[6] about requirements that they're trying to impose on reciprocants of loans from the environmental perspective and what the reality is. So everybody knows that they won't do and can't do what's required, yet they're signing and agreeing to do that, and you're sending this World Bank sending staff out to monitor what you know isn't going to be done. Tough business. That's going on as we talk.

Storey: It doesn't sound like any fun, that's for sure.

Guy: No. It makes it tough on the reciprocant country because they know when *they sign* that they can't do what they're signing. So the World Bank–I gained a lot of appreciation for the staff at the World Bank for the year and a half that I was there. I told them all, I said, "You're trying to be everything to everybody, and you don't have enough people, you don't have enough money." See, what they do, they try to siphon a little money off the loan money that finances their own operation. So you have some poor slob that's a project manager with a meager staff going out

6. Served as president of the World Bank for two five-year terms from 1995 to 2005.

working with, say, Indonesia, where I went three times, to put together a program, a *project* as we would call it, and then finally, by the [unclear] get a loan in place, and then that same person and staff goes out periodically and visits to see what's happening, and everybody knows going in that it isn't going to come out like you planned it. So everybody's playing the game and going through it. So there's a *lot* of topnotch people in the World Bank, a *lot* of frustrated people in the World Bank.

Snowy Mountian Authority in Australia and the U.S. Reclamation Service

Maybe back to the Bureau and some of the–we've talked largely about Three Gorges. As you're probably aware, we got really into the international work in the teens. The Snowy Mountain Authority in Australia, have you heard of that?

Storey: Just barely have heard of that.

Guy: Well, Snowy Mountain Authority in Australia was being put together about that time.

Storey: In the 19-teens?

Guy: Yeah. So they had people over here, and we had people over there, and it will look a whole lot

like, if you get into the history of their organization, the Bureau of Reclamation. So that was probably Joe–I think he would say the same thing, Joe Cutschall, but that was kind of what we point to as the beginning of Reclamation's international involvement, was helping the Snowy Mountain folks. If you get Leanna [Principe] and Dick [Ives] and dig out some of the old pictures, you'll find some old slides of some of that involvement.

Then it probably–the next big surge–well, that wasn't a surge, that was kind of the beginning–but the surge would be the heyday of the thirties when we were building Hoover Dam and Grand Coulee and some of the other major structures, *post*-War I and post Depression time.[7] You know, we had a huge program going on back in those days. I think Hoover was finished in '35, I think. We celebrated the fiftieth anniversary–by the way, we brought our Chinese counterparts over to help us celebrate the anniversary of Hoover Dam in 1985 or '86, whenever it was.

But when we were in the heyday of the thirties, before War II, then we had a *lot* of people coming over here and spending time here in the Denver office and going out to the construction sites. I don't know, back in those days, if we

7. Referring, apparently, to the 1930s and the construction after World War II in the 1950s and 1960s.

were getting paid or not, but as you know now, most everything we do international, with a few exceptions–Dick will tell you about that, Dick Ives–is reimbursed. So we adopted a policy *several* years ago that if you spent *more* than two or three days–and Leanna can tell you what it is now; they may have changed it since I got out–but if you're here more than two or three days, you had to pay your way, and what that means is you paid your own personal expense, and if you spent two hours talking to somebody, we charged them for whatever your wages were. So it was kind of expensive.

But nonetheless, it seems to me like we count something around 15,000 people that we've had down through the years, either as a visitor or a trainee. We define the trainee as being reimbursable. And Leanna can give you the numbers on that. So that was kind of the heyday.

Reclamation and the Mekong River

Then it grew into having people in residence overseas. You mentioned Mekong. Probably the biggest program we ever had, as far as people overseas, I think when Wrestler [phonetic] and Joe and them were over there, I think we had somewhere in the neighborhood of fifty to seventy-five people in Bangkok designing some facilities.

Pa Mong Dam

Pa Mong was the name of the dam, and you were talking about it being built by those designs.

". . . somebody, will do something on the Mekong River. . . ."

I don't think so. I hope not. But it is . . . We will do–"we," somebody, will do something on the Mekong River. It's one of these that goes crazy in the monsoons and then goes *dry* in the dry season, and it's the one, you know, that comes across Vietnam and goes out and just raises Cain with the lower delta places. So something *will* be done.

Visited the Mekong Commission

When I was traveling out looking for work, why, I visited the Mekong Commission a number of times when I was–Darrell, I think, went with me at least one time. What happened during the war over there, the–what do they call it? The Mekong Commission, and they all fell out with each other. There's Vietnam, Thailand, Cambodia, Myanmar, China. The headwaters of the Mekong's up in China. So during their war years, they all had a falling-out, couldn't get along with each other, but there was what was called an "interim committee" formed, and now

they're kissing and making up. They had a meeting in Washington about three or four years ago. So they've about got it all back together now, and the organization still is in Bangkok, and the World Bank has a team devoted to the Mekong. So there's activity going on.

I think that they will–well, it'll be like everybody else. They're a developing country. Thailand's probably the most prosperous. China's probably next. Cambodia doesn't have a pot to pee in, if you will, or a window to throw it out. So you've got pretty much the gamut of the "haves" and have-nots" in the Mekong, but I hope that they will do an adequate job as far as environmental consideration and mitigation, but I'm *quite* positive that what we, the Bureau, had designed and planned for them will have to be updated, because that was all done in the sixties and early seventies, before the environmental movement came.

Also, the hydrology, as far as your buddy in the spillway, our knowledge of hydrology, you know, and all the safety-of-dams things that we've gone through all these years and Teton and all that–by the way, come back to Teton. I'll tell you about that.

Storey: We'll definitely talk about Teton.

Guy: So I'm sure that they can use a lot of the information that the Bureau developed. There's no question about that. But it will have to be updated, and is being updated, I'm sure, as we talk.

Storey: I guess I got the impression Pa Mong was–they were moving forward on it.

"China . . . built . . . twelve to fifteen [dams] on their part, on the upper reaches. People were getting pretty *nervous* about that, but they tell me that they're basically just hydro sites, that when you get that far up in China, the gradient's so steep that they virtually don't have any storage; they're just pulling power out as it comes down there, almost the run of the river. . . ."

Guy: Well, Pa Mong is one dam, and there will be–I don't know how many. China is probably now–have built and is building twelve to fifteen on their part, on the upper reaches. People were getting pretty *nervous* about that, but they tell me that they're basically just hydro sites, that when you get that far up in China, the gradient's so steep that they virtually don't have any storage; they're just pulling power out as it comes down there, almost the run of the river. So that they really are–the guys downstream would be like Mexico is with us on the Colorado. You know, we've got the Colorado so *controlled* now, we can

literally stop it or start it anytime we want to. We have an agreement, as you know, to pass ten percent to old Mexico, but the guys downstream, like Vietnam, down at the very end, they've got to get real nervous when people upstream starts building Hoover Dams or Lake Meads or Lake Powell, you know, because of storage and regulation.

But in the case of China, they tell me that they don't have enough storage up there to make a whole lot of difference. But when they start doing stuff like Pa Mong, if they're now doing that, and I don't think they are, but maybe they are, then that's when–that's the reason we have the Mekong Commission now that it's called. They have like a River Basin Commission like we have in our country, like Murray Darling in Australia and that sort of thing.

Pa Mong Dam Will Be Built on the Mekong River

I'm kind of lost, why we cut and went back to Mekong. Anyway, it *will* be built.

Now, the environmental groups are really nervous about it. The alternative for not letting hydropower go on the Mekong is what's going on now in Thailand. You know, they're burning that low-grade coal. It's really screwing up things, what we used to call acid rain here in our country.

So that's one of the alternatives if you don't do hydropower. But it'll be a long time coming.

The World Bank and Others Are Actively Following Developments Regarding the Pa Mong Dam

I don't know if Dick [Ives] is staying involved in the Mekong or not. I've encouraged him to, when I left. You might talk to him about it when you go back to Washington next week, what the thinking is. Like I say, there is an active group in the World Bank on the Mekong Basin. They expect to be a player. You know, there's an Asia Development Bank. Are you familiar? There's the World Bank and then there's regional banks. Asia Development Bank's out of the Philippines. They'll be a major player. Japan has donated a person–I met him–to run the Mekong Commission now. I'm sure they're going to be a major player, get their hand into the pie.

Storey: Tell me what the Mekong Project is. I hear flood control.

Flood Control and Navigation Are Concerns on the Mekong

Guy: Well, yeah. As I say, it starts up in China and comes down. The Mekong River, look at it as the

Colorado River, and it starts up in China like the Colorado River starts in Wyoming. It comes down across Myanmar, Cambodia, like the Colorado cuts through Colorado and Utah. The delta down in old Mexico is Vietnam. So the Mekong River and the Mekong Commission is looking at the river in total, or should be. I think there's been at least one bridge built now between Vietnam and Thailand, I think.

But they're looking at it–we've got to think about navigation, for example, and if you put in a dam, you have to put locks like they are in Three Gorges or you don't *use* the river for navigation. On the other hand, if you have storage, like we have on the Mississippi and the Missouri, then you can maintain navigation in the dry times if you've got enough storage to pass. So those considerations–so navigation is one, flood control. So it's a multi-purpose river basin development, and there's a lot of hydro potential on it. So it's no different than what we've done on the Colorado or the Columbia, the Mississippi. It's no different than what's *being* done on the Yangtze River, Nile River, name the major rivers of the world.

"The complication is that you've got countries, five, I believe . . . and all the problems that comes with it. . . ."

The complication is that you've got countries, five, I believe, as opposed to, what, ten states on the Colorado River, and all the problems that comes with it.

Storey: You've mentioned navigation on Three Gorges a couple, three times. I guess I had the impression this was a really *big*, high dam.

Navigation at Three Gorges Dam in China

Guy: It is. It's as high as Hoover Dam, and time and a half as long as our Grand Coulee Dam. They're going to put locks through it.

Storey: And they're going to lock navigation through it?

Guy: Yeah. I hope you get to see it sometime. It will be an impressive structure. Somewhere, I know, in the China room, in the Three Gorges rooms, there's pictures of it. I suspect, if they haven't been thrown out, there's pictures–well, ask Chuck Anderson. He's probably got some pictures on it. I know there's pictures in the building somewhere unless they've been burned. But the design–you're familiar with Grand Coulee?

Storey: Yeah.

Guy: You've got a small powerplant on either side of center spillway. If you look downstream, on the

right abutment we went in, in the eighties and built a big Third Powerplant.

Storey: Yes, in the seventies, I think.

Guy: Yes. In the seventies. So if you took the third powerplant away, then it would look very much like Three Gorges, and the ship locks will be on the left abutment. It's a fascinating project. So, yes, you're exactly right. And this is the reason we had the Corps of Engineers involved, and the Corps doesn't have *anything* close to the lifts that we're talking at Three Gorges. See, we've got to lift about three hundred feet. They'll do it in stages. I don't know if they finally settled on– they were talking anywhere from three to five stages, so you lock up, lock up, lock up or down.

Storey: Interesting.

Navigation on the Yangtze Has to Be Maintained During Construction of the Dam

Guy: In addition to that, they have to have traffic during construction.

Storey: River traffic.

Guy: Yes, maintain river traffic during construction, just like you're going to build Interstate 70 out here or–well, I-15 going through Salt Lake. You

know they're remodeling that for the Olympics and other reasons. You've got to maintain traffic while you're rebuilding your road. The same thing in Three Gorges. They've got to maintain river traffic while they're building the dam.

Storey: That must be an interesting issue for them.

Guy: It's fascinating. Oh, yeah. So we brought them over here–oh, I don't know, probably mid-eighties. Well, I'll tell you when it was. It was during the dedication celebration of fifty years of Hoover Dam. We went down to Tennessee-Tombigbee [Waterway}. Do you know what that is?

Storey: Yes, Tenn Tom.

Guy: Yes. We went down, took the Chinese there, and the Corps set it up for us and gave them a nice tour of the navigation facilities along the Tennessee-Tombigbee.

Storey: Interesting. Tell me how you became interested in engineering out there in Scottsville, Kentucky. Where is Scottsville, incidentally? I graduated from U.K. in '68 with my Ph.D.

How He Decided to Study Engineering

Guy: U.K.? Is that right?

Storey: Yes. Adolf [Rupp] was still here.

Guy: Yes. '68. So when did you start?

Storey: '63.

Guy: I graduated in '63. I'll be darned. My wife graduated in '69. She was an undergraduate in business while you were in–

Storey: At Kentucky?

Guy: Yeah. And then she went and got her master's at the University of Louisville.

The reason I got into engineering. When I was in high school, we had a good buddy, as everybody does, and we were going to be accountants. There was a business school there at Bowling Green. By the way, where is Scottsville? Scottsville is just off Interstate 65. Interstate 65 goes from Nashville to Louisville, so it's . . .

END SIDE 2, TAPE 1. FEBRUARY 1, 1999.
BEGIN SIDE 1, TAPE 2. FEBRUARY 1, 1999.

Storey: This is an interview by Brit Storey with Sammie D. Guy on February 1st, 1999.

Guy: So that makes Scottsville about 150 miles southwest of Lexington and 120 south of

Louisville, sixty miles north of Nashville. So, pretty good in arithmetic, as we said in high school, and there was a little business school down at Bowling Green, which is now part of the Western Kentucky University. So we were going to go down there and be accountants.

We didn't even have counselors in this small rural high school, but we had a *history* teacher, of all things, who took an interest in us boys, and one of my good friends had gotten–he wanted to study agriculture, and he had gotten a little scholarship to U.K., so our history teacher loaded up he and my other buddy and I, and we went to Lexington in about August to look at the campus.

In the meantime, my oldest brother was a tanker in War II, and after the war, why, he and Dad started a little business of light construction with bulldozers. So I kind of grew up in *that* environment. Dad had gone to some business training after the eighth grade. It wasn't even high school then. He was born in '96, so my parents were forty when I was born. So, nobody in the family had gone to college, but I had a lot of support from my family to do that. So we're up at Lexington now about–I don't know, maybe four weeks before school starts. We're graduated from high school. So the one buddy that's got the scholarship, he's promoting going to U.K.,

because you couldn't study agriculture at Western at that time, I think. My other buddy wanted to go to business school, but he was willing to go with us. So the net of it was, we go in to see the Dean of Men, Dean Martin. I think he was probably still there when you were there. And not only were we three weeks from school starting, we said, "We want to room together."

Now, Donovan Hall was fairly new at that time, as you may remember, there on Rose Street. There is one room in Donovan Hall that has four beds in it. All the rest of the building have two. As you come in on Rose Street to the left, somehow the way the building is, two rooms were put together and there's four beds. So we don't even know anything. So the dean said, "As a matter of fact, I've got a four-man room over in Donovan Hall, and you kids can have it."

We said, "Great." So now we're going to room together, so we're all going to go to U.K. So my buddy that was going to be the accountant, his parents didn't want him to go that far. They wanted him to go to Western so he'd be closer to home, and there was some concern about money. None of us had any money. So the net of it was, my ag guy and I went to Kentucky, and Clay, the other guy, went over to the business school.

So now we're a week or two from school

starting, got to think about what we're going to major in. So I guess it was probably the influence of my older brothers saying, "Why don't you be an engineer." "What do they do?" I had no clue, you know. So that's how I became an engineer. [Laughter] The rest is history, as we'd say.

Storey: Tell me about school. You went, and you got an M.A. ultimately.

Guy: M.S., master of science.

Storey: Master of science. You must have liked it.

Guy: Oh, yes. I was good in math and had to play catch-up. I had *no* chemistry, *no* physics, hadn't had solid geometry, hadn't had trig, which was not too uncommon for kids coming out of rural Kentucky. At that point, the university–if you had a diploma, you could go. So I had to take solid geometry non-credit, and really struggled with physics and chemistry, but I did have a good math background in algebra, exactly opposite of everybody else. I got As in algebra and a D in trig, the only D I ever got in college. We had one of those big lecture rooms over there in the math building, 150 or so of us in trig. I had no clue what that guy was talking about.

Anyway, we got through that and got interested, through a friend of mine, in the

fraternity, so I was Lambda Chi [ΛX] there.

At that time–see, I started in '56. At that time you were going to the Army one way or the other, unless you got married and had kids or you had a physical problem. So I decided that–oh, and at one time I considered going to West Point, by the way, too. Now, the family didn't support that, and as I looked into it some, I realized I didn't have the background, I'd have to go to a prep school. So that kind of fell by the wayside. But Dad was in War I, and older brother was War II, and the next brother was Korea time, and all of us, well I never–some went to ROTC.

ROTC Officer Training at Fort Knox

I ended up spending my ROTC officer training at Fort Knox. *Dad* was *moved* to Fort Knox when it *opened* in 1917 or '18, and my brother was a tanker trained there and the other brother. So all four of us ended up doing some time at Fort Knox. So I did ROTC, and in the meantime got married fourth year, I think, and my *wife* was a year behind me, two years behind me. Two years behind me.

So I figured out that I could start graduate school. So after four and a half years, I saved one course so I wouldn't graduate, because if I graduated, I'd get commissioned, I've got to go to

the Army. So I drug out my undergraduate to five years. In the last semester I took one undergraduate course and three graduate courses and then graduated in June of '61.

So I went to the Army and said, "I want to finish graduate school for a year." This way my wife, then, could get her baccalaureate degree. They said, "Yeah, that's okay. We'll do that."

Worked in the Highway Lab at the University of Kentucky

Meanwhile, I worked over at the highway lab. There was a little highway lab there behind Memorial Hall–I don't know if you ever paid any attention to it–but they were real good on hiring civil engineering students part time, and there was a little design office up there in the engineering building in the Quadrangle. There was a little design office there that hired us. So I got a part-time job over at the highway lab.

Joined the Army Reserves and by a Fluke Was Activated and Spent Only One Year on Active Duty

Well, one of my buddies there had been in the service and been to OCS [Officers Candidate School], so he was now a captain in the reserves. And he said, "Why don't you join my reserve

unit, and you can make a little money, and you'll start serving your active reserve time that you'll have to do when you get back." It made sense. So I joined. As it turned out, the day after I joined, our reserve unit was activated for the Berlin Crisis in August of 1961, end of the summer.

Well, meanwhile it was time to enroll in graduate school. I had it delayed to go to active duty. On the other hand, I've joined a reserve unit that's been activated. So I asked around and asked around, you know, and nobody–it never happened before, you know, so what am I supposed to do? So some officer out there in the reserve unit said, "What do you want to do?"

I said, "Well, I don't know. I guess I might as well go ahead and get started." Because meanwhile I'd signed up to be a pilot and became a licensed pilot assigned to fly in the service.

They said, "Yeah, it's probably true." They said, "Time we get down there, they'll figure it out and pull you out and send you off to basic flight school and so forth and so on." So my wife went ahead and signed up to go to school, and we take off to Fort Chaffee. So she finally ends up quitting, comes down and joins me. So the Army decided–there turned out to be about a dozen of us in the same situation, young officers,

no officer training, no nothing, just gotten graduated and commissioned. So the Army decided we were too critical, we couldn't be spared.

". . . I spent my military time in Fort Chaffee, Arkansas . . ."

So I spent my military time in Fort Chaffee, Arkansas, out by Fort Smith.

Well, meanwhile, we were a training division. They were opening up an old closed base to be a training division. Meanwhile, the Berlin thing blows over, and we ran a training division 'til the following summer, and I'm just expecting the Army will come any day and say, "Hey, Lieutenant, you've got to go to officer basic and you've got to go to flight school and do your three years, etc." Never did. Came time to go home. By then I'd figured out and found out, if you wanted to know what to do, go talk to a senior sergeant. [Laughter] So I went and found me a sergeant that knew what was going on, and he said, "Lieutenant, what do you want to do?"

I said, "Well, I'd just as soon go back home and finish graduate school."

He said, "If I were you, I'd just not say anything and go home with us then."

Reported to Reclamation in Denver on July 29, 1963

Sure enough, I did. So we got back in August, and went back to graduate school. Louise finished undergraduate, and I finished–had to do a little work in the summer and reported out here on July the 29th, 1963.

Storey: '63. So then you never had to go to the military really?

Guy: Just that year in the–what we did, what happened, they activated 150,000 of us as a show of force against the Russians, and we opened training centers. We opened one there at Fort Smith, and we actually trained recruits. I was in the–were you in the service?

Storey: No.

"So we actually ran a training center. . . . we got sent home, and I think they closed Fort Chaffee again . . . So I traded officer basic, flight school, plus three years for a ten-and-a-half month tour. So I came out smelling like a rose. . . ."

Guy: Well, they have–you have PT testing maybe three times in your eight weeks of training, and then halfway through you have a proficiency. If you're studying to be an infantryman or whatever

you are, you're tested on your ability to do this and that, and at the end of your training, you have to pass a physical and you have to pass a proficiency test. Well, that's what my company did. So we actually ran a training center. By the summer of '62, why, we closed–we got sent home, and I think they closed Fort Chaffee again about a year after us. So I traded officer basic, flight school, plus three years for a ten-and-a-half month tour. So I came out smelling like a rose.

My classmates and roommates, they were helicopter pilots in Vietnam. So I would have been in that. So I got lucky.

Storey: How did you get interested in soil mechanics? It was soil mechanics, wasn't it?

Interest in Soil Mechanics (Geotechnical Engineering)

Guy: That's right. Well, I guess probably part of that was having grown up on a farm, and in civil engineering you take a lot of introductory courses. We had to take, I think, two courses in geology, which is the rock side of it, and we had one or two courses in soil mechanics, undergraduate, and I just found it really interesting. We had a relatively young professor who'd come back from doing his Ph.D. in soil mechanics. So one thing led to another.

". . . I'd been working with the [Kentucky] highway department every summer and then part time at the lab and . . . I had a little research project with them through graduate school . . ."

> Because I'd been working with the highway department every summer and then part time at the lab and even through–I had a little research project with them through graduate school, so it just all kind of fell in place. I kind of thought I'd be in the Highway Department, and then that kind of led me into an interest in soil mechanics.

". . . I interviewed with the Bureau and the Corps of Engineers and the Federal Highway Administration and ended up out here. . . ."

> Then when I started studying that in graduate school, like I said earlier, I interviewed with the Bureau and the Corps of Engineers and the Federal Highway Administration and ended up out here. But it's just the engineering aspects of dirt. Of course, from Reclamation's perspective, we have a lot of earth-filled dams, for example. Like this building is sitting on shale, so you auger down and make piers for it, because shale expands. Bentonite, I'm sure–where do you live? Do you live on Green Mountain?

Storey: I used to, yeah.

Guy: Did you have a cracked basement? [Laughter]

Storey: No. Our house was designed for the bentonite. [Laughter]

Met Barney Bellport Through the ASCE in Colorado

Guy: Okay. Well, you know about swelling clay. So I just found it fascinating, the study of it. The irony of it is, like I said earlier, I only worked in it three years, and talking to Bellport–what I told him–this is an interesting story, too, maybe. He was the president of the American Society of Civil Engineers, State of Colorado. Back in those days, they may still, I don't know, the president and the secretary appointed a young person to be an assistant, and it was kind of a mentoring-type thing. So I had gotten to know him even though I'm two years in the organization and he's about ready to retire as the chief engineer. So he appointed me as his assistant. In the spring, they had a meeting over in Boulder at the university, and the assistant to the president ran the meeting. So this was my meeting to run over at Boulder. So he and I were driving over there to this meeting that night, so he was asking me what I'm going to do, and I said, "I want your job." You know, you're young, you say things like that. [Laughter] And that's how it all started.

Bellport Began to Mentor Him

He said, "Well, if that's true, the first thing you've got to do is get out of the labs." And that's why I left soil mechanics. And the rest is history, as the saying goes.

Storey: Tell me more about Bellport. What was he like?

Barney Bellport

Guy: Quite a gentleman. Quite a gentleman. An old construction hand, cigar smoker. You've seen pictures of him? We used to have chief engineer pictures around here. I don't know . . .

Storey: They're up in my area now.

Guy: Looks like a Kentucky colonel. In fact, they made him a Kentucky colonel. A buddy of mine from Kentucky–are you a Kentucky colonel, by the way?

Storey: No.

Guy: We made Bellport a Kentucky colonel. He came up through the construction ranks, built several dams out in California, and came in here from being a construction engineer to assistant chief, I believe. He used to just raised hell with the regional directors. At that time–before him–

Bloodgood before him was chief engineer and assistant commissioner. Barney became chief in February of '63, just before I started. So that was part of the story. I said, "Well, I know you just made chief this past February. So how do I get your job?" That's how that conversation went.

So he was construction oriented, and we were still–in the sixties we were building–probably just finished Glen Canyon and San Luis was under way and still had major dams to build. So it made an awful lot of sense for a person with strong construction background to come in as assistant, and then, like Harold Arthur–you know, followed along. But he was a reputation of being a crusty hard-ass construction stiff, but, of course, he was anything but. He was quite a kind gentleman and at least my–a lot of people were terrified of him, but I was too young to know that, I guess, so I really respected the guy, and once you got through all the gruff, he was quite a gentleman.

". . . he was pretty hard on some people and particularly the regional directors, one of which was Ellis Armstrong, who, as you probably know, became our Commissioner. So there was much bloodletting around here. . . ."

But he was pretty hard on some people and particularly the regional directors, one of which

was Ellis Armstrong, who, as you probably know, became our Commissioner. So there was much bloodletting around here. Let's see. Ellis was commissioner the first term of Nixon. So when Ellis–and incidentally, Ellis and Harold Arthur sat side by side in earth dam design way back when. Have you talked to Harold yet?

Storey: Yeah.

Ellis Armstrong and Harold Arthur

Guy: You've interviewed him, so maybe he's already told you that story. Ellis said, "I'm going to be commissioner," and Harold said, "I'm going to be chief engineer," and they both–anyway, so when Ellis became Commissioner, why Barney was tough on him out in Salt Lake as regional director that there was much hassling going on, and that was about '72, and that's when the chief engineer position was abolished and he became director of design and construction. Then we talked about Teton, you know, we lost Teton in '76. This place took a turn for the worse over that, as you know.

But back to Bellport. Bellport then probably retired–he lasted out Ellis. He wouldn't retire while Ellis was Commissioner just to be a pain in his side. [Laughter] Ellis Armstrong, he told the administration when Nixon was re-

elected, I think. They didn't say stay or leave. You know, frequently the commissioners and so forth turn over when the President's re-elected to a second term. I think it was Ellis that finally went in to them and said, "If you don't tell me to stay by such and such a date, the first of June, I'm leaving." They didn't say anything, so he left. So Barney retired shortly thereafter, but Barney was, I think, strong leader, *but*, you know, he was a different point in time. It was when they had plenty of budget and they had things to do and it worked out great. So that's my story of Barney.

Storey: What about Harold Arthur?

Guy: Harold and I got to know each other during Teton. As you know, we lost Teton on what, June 5, '76, or thereabouts. Harold was director of design and construction, as we called the organization then. I was down in Contract Administration. So when we lost Teton–has somebody told you about Teton? Do you know kind of the story?

Storey: No. Please tell me from your perspective.

Department of the Interior and Blue Ribbon Review Groups Were Created after the Failure of Teton Dam and Guy Served as the Go-fer for Both Groups

Guy: Well, when we lost Teton, among the things we

did, we commissioned the [Department of the] Interior Review Group. That was Harold, a Corps of Engineers fellow, Geological Survey, Soil Conservation Service, somebody else. Five people was the Interior Review Group, and Harold chaired that. Then we commissioned a blue ribbon panel. Arliss Chadwick [phonetic] was former president of ASCE, American Society of Civil Engineers, and some pretty renowned people–a guy out of Harza, Ralph Peck from Illinois, a guy out of Harvard, I forget his name now, a renowned soil mechanics person, so we had–

Storey: [Arthur] Casagrande.

Guy: Yes. Thank you. So we had people falling all over the top of us, and rightly so. So we decided to pick somebody to be the "go-fer." That was me. So my job was to–whatever needed to be done. So we went to the dam site, we duplicated the specs–

Storey: Now, this was for the Interior committee or for the blue ribbon?

Guy: Both.[8] Anybody and everybody wanted to look

8. Members of the Interior Review Group: Floyd P. Lacy Jr., Tennessee Valley Authority; Neil F. Bogner, Soil Conservation Service; Homer B. Willis, Army Corps of Engineers; Robert L.

(continued...)

into Teton. So the first thing we did was we shook down everybody in the building. *Anything* and *everything* that had to do with Teton was assembled, I think, down in the basement. I forget where we put it, but we had a war room for Teton. So anybody's copies or notes or anything that anybody had done on Teton was assembled in one place, and God knows how many trees we killed copying everything, because everybody wanted–and rightly so. They wanted a copy of the specs, a copy of the design, a copy of travel

8. (...continued)
Schuster, U.S. Geological Survey; Harold G. Arthur--Director of Design and Construction, Bureau of Reclamation. Beginning in 1977 the chair of the group was Dennis N. Sachs, deputy assistant secretary–Lands and Water Resources, Department of the Interior. Beginning in 1980 the chair of the group was F. William Eikenberry, office of the Assistant Secretary Land and Water Resources, Department of the Interior.

Members of the Independent Panel: Chairman, Wallace L. Chadwick, California Dept. of Water Resources, Consultant to California Division of Dam Safety; Arthur Casagrande, Professor of Soil Mechanics, Harvard University; Howard A. Coombs, Professor of Geology, University of Washington; Munson W. Dowd, Metropolitan Water System of Southern California; E. Montford Fucik, Hauser Engineering Company`; R. Keith Higginson-, Director of Idaho Department of Water Resources; Thomas M. Leps, Engineer and Member of California State board on failure of Baldwin Hills Dam; Ralph B. Peck, Professor of Foundation Engineering, University of Illinois, Urbana; H. Bolton Seed, Professor of Civil Engineering, University of California-Davis, Member of California Seismic Safety Commission; Executive Director, Robert B. Jansen, Chief of Design and Construction, California Department of Water Resources.

reports, anything and everything. So I did that for–oh, it was pretty intense for maybe six months to a year, to a year and a half. I can't remember how long that drug on. So I got to know Harold real well.

Meanwhile, his first wife, Fran, died of cancer right along in there somewhere. Maybe she died just before we lost Teton. So he was–I guess she had just died. Maybe that's what it was. He was going through all that, and I was going through a *divorce*, by the way, so we had something in common there. A death of your spouse and divorcing one is about the same, I think, in my view. So I got to know Harold pretty well. Incidentally, I saw him the other day at the alumni–you know we have an alumni lunch, and he was there. It was the first time I'd seen him in years.

"Harold was, again, a strong leader, was excellent for us during that investigation because we made mistakes at Teton, we know. The construction side of the family had gotten too strong as compared to the design or planning, and Robbie Robison, as you probably know, was our construction engineer. So there was changes did need to be made. . . ."

Harold was, again, a strong leader, was excellent for us during that investigation because

we made mistakes at Teton, we know. The construction side of the family had gotten too strong as compared to the design or planning, and Robbie Robison, as you probably know, was our construction engineer. So there was changes did need to be made. On the other hand, you know how the pendulum swings. It was going crazy out the other side. And Harold, having come up through the design side of the family, he was regional director, assistant regional director at Billings as a training before he [unclear].

Storey: Yes. He was the RD.

Guy: Yeah. He's from this building. This is his career, and he provided a lot of leadership, I think, *getting* us through the Teton mess. We *did* make changes, and changes were necessary, but I think it could have been a real disaster if we hadn't had a strong person like Harold. What I'm talking about is all the recommendations of not only the Interior Review Group, but also the blue ribbon panel and then, as they probably told you, we had hearings in Washington.

Congressional Hearings on the Failure of Teton Dam Were Led by Member of Congress Leo Ryan

We had to go prepare testimony and stand before "Leo the Lion," the congressman that–

Storey: Leo Ryan.

Guy: Yes, that drank the tomato juice or the jell-O down in Guyana or wherever it was, got did in over there, and we didn't lose too much sleep over that. He was pretty hard on us.

Providing Support During Testimony at the Congressional Hearings

So that was one of the two or three times I got to testify before Congress, was during the–my job was to sit beside Robbie or Harold or whoever and make witness books. I don't know if you've ever been through this process or not. We'd sit down and try to anticipate what the questions were going to be and then write an answer. So if you were testifying, my job, sitting beside you, is to listen to the question, and if we've got anything close, I'll flip to it and push it to you so you don't just go off the top of your head. You give the party line, if you will. So that was my job during the testimony, was to try to hear the question, anticipate it, and remember where something like it's in the book and then slide it over to whoever was doing the testimony, including Harold.

So those were interesting days. So that's the story on Teton. And, see, I had kind of a soil mechanics background. That's an earth-filled dam, so I was kind of interested in it from a

professional perspective, even though I'd been out of the labs ten years.

Storey: So you were watching all of this.

Guy: After the failure, yes.

Storey: And my recollection is, basically both groups couldn't arrive at definitive conclusions.

Construction Design Issues Identified at Teton Dam

Guy: Yes. See, what happened, it started on the right abutment and finally broke through, and it took out part of the right abutment as well as about a third of the structure. So where the actual breech started was eroded away. So, you know, *several* things we did wrong. Grouting–we were criticized about grouting. We were criticized for not having enough of a filter in the cut-off trench up on the right-hand side.

There was this theory of hydraulic fracturing, where you'd get a little deferential settlement and get a little crack through compacted earth and get some water in there, then the water tends to pop it open. That was *generally* the most common theory of what happened, that somehow we–as you place earth you tend to go a little bit dry-of-optimum to

minimize pore pressure build-up–I'm maybe glazing over here. I don't know if you know about this or not.

Storey: I've heard this before.

"So you tend to build structures dry-of-optimum, and that *tends* to give you the possibility of hydraulic fracture. . . ."

Guy: Okay. All right. So you tend to build structures dry-of-optimum, and that *tends* to give you the possibility of hydraulic fracture. So, as somebody's probably told you, we went over on the left side and dug out the left side and tried to find evidence, and some people felt we did find evidence of hydraulic–so that was generally–but we don't know. That's a fact. I'm sure you've seen the reports or should round them up somewhere. The general consensus was that we don't know for sure, but that's probably the most accepted.

". . . I was real proud of us for standing by the contractor, Morrison-Knudsen out of Boise. . . . But a lot of people wanted to hang the contractor, and we said absolutely not, it was our design, our people were there every day, we supervised the construction. Whatever we did, we did it. It was the Bureau's fault. It's not Morrison-Knudsen. . . ."

One of the interesting things on Teton, and I'm sure somebody's probably already told you, I was real proud of us for standing by the contractor, Morrison-Knudsen out of Boise. Of course, they're bankrupt now. But a lot of people wanted to hang the contractor, and we said absolutely not, it was our design, our people were there every day, we supervised the construction. Whatever we did, we did it. It was the Bureau's fault. It's not Morrison-Knudsen.

Storey: Yes, that was the way Rod Vissia responded also.

Rod Vissia and Neil Stessman

Guy: That's right. I was real pleased with us. You know, Rod was the RD then.[9] In fact, I guess that's when I first got to know Rod. And who else was involved very heavy was Neil Stessman.[10] Have you talked to Neil?

Storey: Yeah.

Guy: He came up there on the claims.

Storey: He did the claims repayment stuff.

9. Rod Vissia has been interviewed for Reclamation's oral history program.
10. Neil Stessman has been interviewed for Reclamation's oral history program.

Guy: Yes. Neil and I worked together down in Contract Ad. He was in Contract Administration when I came in, and he went on the Bureau Manager Development Program.

Storey: Were you offered jobs with anybody else besides Reclamation? Were you offered a job with the Corps or FHWA?

Getting a Job after college

Guy: I was trying to think if I ever really got a job offer or not. I can't remember. That's too bad. The Bureau made the first offer, and it may be the only one. I don't remember. I think in those days all you had to do was apply and you'd get a job offer. I think the Corps offered me a job in the Louisville District. There's a district in Louisville. I'd forgotten. I also applied or talked or something with the Soil Conservation Service. You know, they do some light engineering, soil mechanics. But I know the Bureau made the first offer.

We had what we called the College Contact Program. I don't know if they still do that or not, but we were sending out interviewers, which I'm sure we must do now.

Storey: Yes, we do.

Guy: Yes. And then we'd have senior people just go to the universities and just hang out. In undergraduate, I think, before I went to Chaffee, we had an interviewer came out, and by then I guess my soil mechanics professor had given me an organization chart of the Bureau so I could *see* that we had a lab and I could see there was a Soil Mechanics Section, so this was some gentleman from personnel. After the pleasantries, you know, I said, "I know a little bit about your organization, and I'm specifically interested in working in the laboratories in soil mechanics."

"The Bureau of Reclamation works in the seventeen Western states, and we..."

END SIDE 1, TAPE 2. FEBRUARY 1, 1999.
BEGIN SIDE 2, TAPE 2. FEBRUARY 1, 1999.

Storey: ...deal with the fact that you knew something, huh?

Guy: Yes. He just gives me the party line. I thought, "For Christ's sakes. This outfit's nowhere."

Well, I knew I was going into the Army, so I really wasn't–you know, it was at least two years away. This was before the whole Chaffee thing. So I just kind of thought, "Oh, that's another government agency. No big deal." Well, then after I get back from Chaffee, a fellow

named Ed Rose, who was head of the old Structure and Architectural Branch, came to Lexington on College Contact in the spring before I came out here in July. So we just gave him an office there in the engineering building, and you could just drop in. So I did, and Ed–I think he's deceased now, hell of a gentleman. So I sat down with Ed. I said, "I've got an organization chart. I'm going to get a master's this summer. I want to work in the laboratories, and I want to work in the Soil Mechanics Section."

So he came back with that and, like I mentioned earlier, Harold Gibbs, who was the head of the branch at that time, had decided they wanted three guys with advanced degrees in soil mechanics that year. So they sent me an offer right back, and the rest is history, hired two boys out of the University of Illinois.

Storey: Why would you choose Denver when you'd been offered Louisville right there in your backyard?

Didn't Accept an Offer from the Corps of Engineers in Louisville, Kentucky

Guy: Well, Louisville is–the districts of the Corps are not unlike our regional offices, and that wasn't what I was interested in at that point. I was interested in being in a central office, again in the labs. And also, I should add, when I got out of

the Army in August of ‘62, my folks came out, and my wife and I spent a couple of weeks driving through the West, and we did come through Denver, and I said any place that has a horse track and dog track can’t be all bad. [Laughter] Needless to say, I have a *strong* interest in horse racing.

So everything just fit. The work–the job was here, the place was okay. It was a long way from home. I married an only child. Her folks about thought we were going to the end of the world. But I was adventuresome–we were adventuresome enough to say, “Let’s give it a whack.” Our plan was–I should add this, our plan was to come out here and work a couple of years and get college debts paid off and then both get Ph.D.’s. At that time–well, maybe we still do–we had people coming in from universities periodically to give technical lectures, and so we had a deal with Berkeley. A fellow named H. Bolton Seed was well known in soil mechanics in those days, and he’d come out, I believe, on an annual basis and kind of give us a day’s lecture on whatever was going on. So I sat down with him and told him I was interested in coming to graduate school, and I’d gotten married before graduate school, so I was a pretty good student by then. I’d made all As, and that impressed him, even though our school was nothing of the quality of Berkeley.

But anyway, so our plan was that we'd both go to Berkeley–Louise had studied home economics–and stay as long as it took for both of us to get Ph.D.'s. So he sent the application forms and all that kind of stuff, and then we got cold feet and said, "I'm not sure we want to go back to school for five or six years." So that was the end of that.

Storey: Tell me about Mr. Gibbs. You said Gibbs was the head–

Harold Gibbs Headed the Soils Lab

Guy: Harold Gibbs. Harold was old school, a gentleman, a gentleman in all sense of the word, but a by-the-numbers–you know, "This is the way we do business here, and none of this original thinking. We've been doing it this way, and we're going to continue to do it this way." That's the way he ran his soils lab. So most of us coming in, youngsters from college, didn't see the utility in that, you know. [Laughter] We'd been a little freer spirits in school. So we had to reconcile with that. But from my perspective and most of us youngsters, we kind of figured out that probably these old guys do know a couple of things and we could learn a lot if we could settle down and listen.

So he was, as I say, old school and kind of

by-the-numbers and do a lot of busy work. That's how we perceived it. I'm sure some of it–for example, when we'd bring test samples in from a dam-site borrow pit, you know, and then we'd bring the fellows over from design, and we'd sit down and lay out a testing program which they would use the results of in their designs. We'd write a memo inviting him over. We'd write a memo back as to what we agreed to. We'd write an internal memo on who said what, you know. We'd say, you know, "We don't *need* all of this." Well, like Teton, in fact, we were glad to have some of that documentation.

Harold Gibbs Couldn't Believe Guy Was Leaving to Take Another Job

But Harold was a good boss and knew his work and very professional guy. I got along with him fine until I left. I told you about talking to Barney and him saying I should do something different. Meanwhile, then, I come to Ed Rose, who was the guy who'd come to the campus, and I told him that I'd talked to Bellport and I wanted to do something different. He said, "Yeah, I'll make room for you." So I went to tell Harold that I was leaving. Harold couldn't believe it. "You're leaving the soils lab?" And I found out later, my immediate supervisor, a fellow between Harold and I, Bob Ledzian–he called Bob in. "Why is he leaving? Has he got anything on us?"

I'm three years here! [Laughter] Like it's going to ruin Harold Gibbs' reputation that I leave and go across the street and be a designer. I said, "Are you kidding, Bob?"

He said, "No. That's what he said."

I said, "Okay."

". . . I came over here to design. Meanwhile, I'm talking to Barney about this, and he's kind of the same school, you know, you're a designer or you're a lab, you're a construction, you're whatever. It was pretty radical for me or anybody else to switch from one to another . . ."

Well, I came over here to design. Meanwhile, I'm talking to Barney about this, and he's kind of the same school, you know, you're a designer or you're a lab, you're a construction, you're whatever. It was pretty radical for me or anybody else to switch from one to another . . . [Recording interrupted]

. . . eight or nine somewhere along in–think we were a little parochial in those days? [Laughter] Lord.

Storey: Tell me about your job in Structural and Architectural Branch. That's where you went next, right?

Guy: Yes.

Storey: Who was that supervisor?

Bob Rising

Guy: Bob Rising, R-I-S-I-N-G. That was good and bad.

"I went over there basically to diversify, but I soon found out I *really* wasn't interested in design. Bob picked up on that, so he gave me some special projects that would incorporate my background in soil mechanics and my experience in the lab. So I was kind of a misfit. . . ."

> I went over there basically to diversify, but I soon found out I *really* wasn't interested in design. Bob picked up on that, so he gave me some special projects that would incorporate my background in soil mechanics and my experience in the lab. So I was kind of a misfit. I didn't get into being structural designer per se. So then he suggested maybe–computers were coming into the thing then. He said, "Are you interested in that, too?" I said, "No, I don't think so." So I stayed over there for just about a year. I was an eleven, and there were *sixteen* elevens senior to me.

Storey: In that branch.

"I put in for this position over in the engineering reference . . . without Barney. I didn't talk to him. I just did it. . . . This was not on his career path, but he accepted it, but he wasn't happy with it. . . ."

Guy: In that branch. I said, "I don't see a whole lot of future in this." [Laughter] So I put in for this position over in the engineering reference or whatever it was called, and got the twelve there without Barney. I didn't talk to him. I just did it. Well, that didn't suit him worth a shit. This was not on his career path, but he accepted it, but he wasn't happy with it.

So I'd been down there about a year or two, and my immediate boss, a fellow named Bill Waterhouse, and then his boss, who ran–we were under–let's see, the library was a sister branch to us. I've kind of forgotten how it was. Anyway, one of my friends, a colleague, my boss, and my boss' boss were coming off the elevator from lunch. Barney and the chief of construction and another one of his buddies get on the elevator with us. No big deal. We exchange pleasantries. We get almost to our floor. Barney looks over and says, "Sammie, when are you going to get out of the library?"

So what do you say? "Come on elevator, get me out of here. Let me out of here."

[Laughter]

Bill didn't say anything. Warren didn't say anything. I didn't say anything. I don't know what I did. I probably got redder than your tie. I don't know what I did. But it wasn't too long till I went to Barney's office and I said, "Well, I guess it's time for me to move again. Where do you think I should go?"

He said, "Yeah, it's time to get out of that library." He didn't like that.

I said, "Where do you think I should go?"

He said, "Well, how about planning?"

Approached Will Reedy about a Job in Planning

So I used to play a lot of tennis, still play a little, and I played tennis with the chief of planning, Will Reedy,[11] who's still alive, by the way. I saw him at luncheon the other day. So I went to Will, and I said, "You know, I'm kind of diversifying my career. I think it's time to move into planning." Well, Will's about like Harold Gibbs and some of the old–he's a good friend of mine, but he's old line. He said, "No, you need to go to the field and get a little planning experience.

11. Will Reedy has been interviewed for Reclamation's oral history program.

I don't think we have anything for you here in Denver."

Meanwhile, Louise is a teacher and it wasn't in the cards for us to move out of Denver at that point. So I said, "Okay. Well, thanks, Will."

So I went back to Barney, and I said, "Well, that didn't work. What else?"

Talked to Ralph Gullett about Contract Administration

He said, "Go talk to Ralph Gullett about Contract Administration."

Well, I knew Ralph from ASCE activities. So we used to have dinner dances. I don't know if anybody's told you this or not.

Storey: No. Tell me about it.

Met Ralph Gullett Through Dances That Were Given Within Reclamation

Guy: The Division of Research, Division of Construction, Division of Design, I think those three, maybe Planning–three or four would have a dinner dance every spring. So Louise and I were pretty social people. We'd always go to those.

So I'd come to know Ralph Gullett and his wife, Mildred, through not only ASCE activities, but our spring dinner dances. So I was comfortable going in to Gullett. So I went over– still young, you know–and told him I wanted to work in the Construction Division, Contract Administration. Well, he took that under advisement. I'm sure he went over and asked Barney about it.

Neil Stessman Worked in Contract Administration

Generally. everybody down in Contract Administration has come in from the field, and a lot older office engineers and people with experience and this and that, you know, and kind of a place to park, or it was young people like me and there was a couple of other people who were fairly young like Neil that had come in from–Neil was at–

Storey: Flaming Gorge.

Guy: Flaming Gorge, yeah, that's right. So Ralph got back to me in a day or two, whatever it was, and said, "When do you want to come? Whatever." So I just show up down in Contract Administration. And I'm sure–I didn't know. Everybody looked like, "Where in the hell is he coming from? Why is he here?" So that's how I got into Contract Administration.

Storey: Tell me what you did in this engineering reference thing before we talk about Contract Administration.

Guy: I'm in soil mechanics, as I was. How are we doing on time? About out of time here?

Storey: We're out of time when *you're* out of time. I have plenty of time.

How Contract Administration Got Technical Professional Information to Engineers in Reclamation

Guy: Okay. The idea was that you would profile yourself and your professional interests with key words. Did anybody talk to you about this program?

Storey: Um-mmm.

Guy: So let's say I'd say soil mechanics, civil engineering, triactional, laboratory testing, the things that kind of describe my professional interest, and then this was as computers were just coming around, so we probably had punch cards or whatever we had back in those days. So they would develop a profile for you. Then we would take, let's say, articles out of the *American Society of Civil Engineers, Soil Mechanics Journal*, for example, and that was about the time

that professional journals were having abstracts and having key words in those. I think they still do, probably some of the things you studied as well. So what we did, then, in this little group, we would take journals, and we would abstract– if it wasn't already abstracted, we would abstract and put key identifier words, and then you'd *match* the *journal* with your *personal* profile, and if you got three words, or whatever the system was, then you would either get sent that article or you'd be made aware that it was available to you. So the concept, then, was, rather than setting around having to read *Engineering News Record* or whatever, you had this stuff coming to you automatic, and then you could check off something and the article would come, or I've forgotten exactly how it–so I was one of the people–I did articles in soil mechanics for everybody in the Bureau, Bureau-wide. I did that for about two years.

"On one hand, you get to *read* a lot of professional information. On the other hand, it gets pretty damned *boring*. So that lasted for two years. . . ."

On one hand, you get to *read* a lot of professional information. On the other hand, it gets pretty damned *boring*. So that lasted for two years.

Storey: There was a guy in Washington named Ted

Mermel, who was very interested in some of this kind of stuff. Was he involved in this at all?

Ted Mermel

Guy: Ted.[12] Yes, he was. He was very forward-looking. He's still alive, by the way. I saw him at the bank two or three times when I was up there, had lunch with him a time or two. Ted was something like assistant commissioner for engineering or something like that, engineering research maybe, and he's very active in the International Commission on Large Dams. I can't remember who [Warren B.] McBirney, our boss–I guess we still had the chief engineer. When would that have been? That was about '67 to '69, something like that. So I think Warren reported to Barney.

"The Denver office, the chief's office, was very independent and kind of tolerated Washington, almost, in those days. The head of the Bureau was definitely in Denver, not in Washington, particularly after Dominy left. . . ."

The Denver office, the chief's office, was very independent and kind of tolerated Washington, almost, in those days. The head of the Bureau was definitely in Denver, not in

12. Ted Mermel has been interviewed by Reclamation's oral history program.

Washington, particularly after Dominy left. So I don't think there was any reporting.

Warren had a very close friend, Harry Avery, who was the predecessor for the job that I took when I went to Washington. So there was a *close* relationship between Warren and Harry, and I think Harry worked for Ted, but I don't think there was any reporting. There wasn't any formal reporting between this program and the Washington office. They accessed it. We profiled everybody in the Bureau that wanted to be–all the profession people. So they used the program, but I don't think there was any reporting structure.

Storey: You mentioned how the Denver office got along with Washington. Tell me how the Denver office got along with the regions.

Guy: Well, like I say, in the old days–

Storey: And the projects.

"If Barney got bored, he'd call up a regional director and raise hell with him. That was his favorite pastime. . . ."

Guy: If Barney got bored, he'd call up a regional director and raise hell with him. That was his favorite pastime. [Laughter]

". . . in those days we had construction offices and we had planning offices and we had O&M offices. So the Denver office was *very* closely aligned to the construction office. On paper the construction engineer reported to the RD, but in fact he reported to Barney, and that's the way it was. If he needed something out of that regional office, he'd kick them, rattle their chain, or whatever. And that all fell apart when Ellis became commissioner and Barney was switched to being director of design and construction . . ."

The projects–in those days we had construction offices and we had planning offices and we had O&M offices. So the Denver office was *very* closely aligned to the construction office. On paper the construction engineer reported to the RD, but in fact he reported to Barney, and that's the way it was. If he needed something out of that regional office, he'd kick them, rattle their chain, or whatever. And that all fell apart when Ellis became commissioner and Barney was switched to being director of design and construction and we were still going through all that mess when we got Teton.

"Part of the fallout on Teton was the construction engineers for real reporting to the RDs, as they do now . . ."

Then, let's see. Part of the fallout on

Teton was the construction engineers for real reporting to the RDs, as they do now, and some of them even report through a project manager or what we call it now area office or whatever. That evolution all started when Ellis went to Washington, and then–have you heard of the name Carl Rose? Is that name familiar to you?

Storey: No, I don't think I have.

"Carl [Rose] got together with Rod as the regional director in Boise. There was three regional directors: Bill Plummer, who retired as RD in Boulder City, and Joe Hall, I believe, was the other one. . . . So Carl was the orchestrator, and they had a coup while I was on training in D.C. . . . and that's when it was decided that the construction people would, in fact, report to the regions and that the contracting authority would be moved from Denver to the regions. . . ."

Guy: Okay. Well, Carl's a good friend of Rod [Vissia] and mine and others, many people. Carl was in personnel in Washington, and really ambitious. Let's see, what time frame would that have been? About the mid-seventies. You can ask Rod when you talk to him again. Here's my side of the story. Carl got together with Rod as the regional director in Boise. There was three regional directors: Bill Plummer, who retired as RD in Boulder City, and Joe Hall, I believe, was the

other one. You know who Joe is.

Storey: Uh-huh.

Guy: So Carl was the orchestrator, and they had a coup while I was on training in D.C., ‘78 or ‘79, and that’s when it was decided that the construction people would, in fact, report to the regions and that the contracting authority would be moved from Denver to the regions. I think that all happened about ‘78. So that was a *big* power struggle between the regions and the Denver office. I guess Harold was still–I can’t remember when he retired. Do you know when he retired?

Storey: ‘77.

Guy: That’s right. They said–okay, yeah, he was the sacrificial lion for Teton. They told him–he said he would stay as long as they wanted him, so they finally told him to get the hell out of here, and he retired. He said, “I don’t think I want to retire,” and they said, “Look, here’s the deal. You either retire or we’ll destroy the Denver office.” He said, “Well, now that you explain it to me that way–“ Did he tell you this?

Storey: No, he didn’t tell me this.

Bob Jansen

Guy: That's what happened. That's exactly what happened. You might want to cut that out of the tape, too. That's exactly what happened.

So then, meanwhile, we had the Division of Dam Safety. Bob Jansen–is that name familiar to you?

Storey: Yeah.

Guy: Bob came in because he was the executive secretary or whatever for the blue ribbon panel. So he came in as the dam safety. Then we decided that wasn't going to work. Then Bob became the director of design and construction.

Storey: Well, let's see. First, I think, he became assistant commissioner for construction and–

Guy: Dam Safety.

Storey: –whatever the Chief Engineer's job had evolved into. Then he became Dam Safety, right?

Guy: Is that it? Okay. Then Rod came in behind Bob. That's right. We created the dam safety thing to get rid of Bob, to move–to clear out the job, and then Rod came in. So it was kind of interesting. See, Rod and Carl and Bill and, I think, Joe [Hall] was the other one had orchestrated this coup to move all the power out to the regions, and then

Rod turns around and comes in here as ACER. And how long was he ACER? He went to Egypt. He came through. He was at our wedding, my current wife.

Storey: A couple of years maybe.

Guy: Yeah, because he went to Egypt in April of '82. When we got married, he happened to be in town and came to the wedding. So it was kind of interesting that he'd moved all the power out to the region then turned around and came to Denver.

Storey: Well, let's see, this change in the contracting function happened while you were heading the contracting, right?

Guy: Either while I was there or while I was on training. I think it happened while I was in Washington on the training program, and by the time I got back, we were already in the transition. So I was contracting officer from July of '79 through September of '81, about two years. No, it must have happened after I got back here, because we were still putting out specs. I can't quite remember how that all developed, but I was in the transition, and that was part of the reason why I really went to Washington, because I'd met my current wife, and we commuted for two years. While I was back there on training we met. So I

really went back there to be with her. She was interviewed out here and I interviewed back there, and, sure enough, she got a job with Storage Technology here in Boulder, and I got the job in D.C. I said, "Hell. Let's just move. We'll commute the other way for a while." [Laughter]

Didn't like Moving the Contracting Function out to the Regions

Yes. As a matter of fact, that's the only time I ever considered leaving the Bureau. That irritated me to the bone.

Storey: The change in the contracting?

Guy: Oh, yeah. That was a disaster. Still is, in my humble view. And about ready to kill Carl Rose and Rod and Plummer. That was all a part of the package. I said, "You guys, if you want to see what a disaster you're creating, go look and see how the Corps does business, and you'll see what we're creating," and it's true. It still exists as we talk.

So I interviewed with a consulting firm in Seattle, R. W. Beck. They're still around. Don Fillis, who lives here in town now, he went with Beck. He was a construction engineer down at Boulder City. Several of us interviewed. Three guy actually got so pissed off, they left. Don's

still here. I can't think of the other two names right now. I tried to get one of them to go to Pakistan for us.

Storey: One of them wasn't the guy at CAP, was it?

Guy: No. Let's see. One guy was a pipe expert that worked here in the office. Don was at Boulder City for Southern Nevada. The other was a construction engineer, too. He was out on a field job. I can't pull his name up right now.

". . . as I see it . . rather than weakening the Denver office, what we should have done is abolished all the regions and then staffed what we now call area offices according to program. . . ."

But the problem, as I see it–and it exists today–is, rather than weakening the Denver office, what we should have done is abolished all the regions and then staffed what we now call area offices according to program. You need five regional offices like you need a hole in the head. And for sure–well, you've got two choices: you can either don't have area offices or don't have regions. You don't need both. And then have a center of excellence or whatever you all call yourself here in this building that services a rather modest program.

"The Bureau's program, as compared to way back

when, is quite modest. You just don't have enough program to support the number of offices you have. . . ."

> The Bureau's program, as compared to way back when, is quite modest. You just don't have enough program to support the number of offices you have. I think we went wrong. We did chop two regions, as you know. We used to have seven way back when. We chopped it to five.

"Another disaster we did was close Denver [regional office] and save Billings [regional office]. . . ."

> Another disaster we did was close Denver and save Billings. Now, that makes a whole lot of sense, doesn't it?

Storey: Well, that was done for political reasons.

Guy: Of course. Of course.

Storey: A number of people have talked about that one.

Guy: Have they? Well, you know, you can close an office in Denver politically and you can't close one in Billings.

Storey: I'd like to continue, but I know that you have things to do today. So I'd like to ask if you're

willing for the information on these tapes and the resulting transcripts to be used by researchers.

Guy: Sure.

Storey: Great. Thank you very much.

END SIDE 2, TAPE 2. FEBRUARY 1, 1999.
BEGIN SIDE 1, TAPE 1. FEBRUARY 6, 1999.

Storey: This is Brit Allan Storey, Senior Historian of the Bureau of Reclamation, interviewing Sammie D. Guy in Building 67 on the Denver Federal Center, on Saturday, February the 6th, 1999, at about nine o'clock in the morning. This is tape one.

Last time I think we were talking about Contract Administration and your initial work over there after you left engineering reference.

Guy: Okay. You kind of have to refresh my memory of what we had talked about.

Storey: That was still in the days when the chief engineer was in charge of construction contracting, so you were seeing big projects, I presume.

Guy: That's right.

Working in Contract Administration to Make Sure Everything Was Moving as it Was Supposed to

Storey: What kinds of projects did you work on? What kinds of issues come up as you're working on those kinds of things?

Guy: Well, the first line of defense, the way we did it then and now, for that matter, was the field horses–the construction engineer and his office. So the issues were approval for drawings and other submittals that came through our office to designers, dewatering plans, all the kind of things that *could* impact the integrity of the design. So we were the focal point in Contract Administration for those kind of questions that came from the contractor and the construction people in the field, in to the designers, to say, "We've run into this problem. What do we do?" or, "Here's the submittals required. Are they okay?"

". . . the more interesting part was when the contractor felt that he had encountered something different than what the contract documents contemplated, and he would ask us for more money or directions . . . And if we agreed, why, then, we would just put out a change order or adjustment to the contract, and that would be the end of it. If we *didn't* agree that it was indeed an extra to the contract, why, then he had filed a claim . . . then we in Contract Administration would take over with the assistance of the field,

and come to some conclusion . . ."

So that was kind of the routine side of the business, and then the more interesting part was when the contractor felt that he had encountered something different than what the contract documents contemplated, and he would ask us for more money or directions on how to do something which would cost him more money. And if we agreed, why, then, we would just put out a change order or adjustment to the contract, and that would be the end of it.

If we *didn't* agree that it was indeed an extra to the contract, why, then he had filed a claim, and, again, the field forces would make an initial determination as to the merits of the claim, and then we in Contract Administration would take over with the assistance of the field, and come to some conclusion, either have negotiating sessions with the contractor's people, generally here in Denver, but maybe go out to the field site and look at the field conditions. If unable to reach an agreement at that point, then the contracting officer–as is still the case–would reduce the government's decision on the matter to writing, and then the contractor could either accept that or appeal it.

We'd go into some kind of a legal proceeding, generally a hearing before the Interior

Board of Contract Appeals, and ultimately to the court of Claims. So that was the more interesting aspect of our work. Most of it, of course, like anybody else's work, was a routine aspect, just day-to-day activity.

Storey: When Harold Arthur became assistant chief–well, assistant whatever they called it.

Guy: Director of design and construction.

Storey: Right. He was sort of forced to take that job by Barney Bellport, who said, ~~"You've got to have contract negotiation." Not contract negotiation. That's not the right term.~~ "You've got to be able to negotiate claims."

Guy: That's right.

Storey: What kind of contact did your office of Contract Administration have with the director of design and the assistant director of design?

Staffing the Contracting Officer

Guy: Well, we were doing the staff work as for the preparatory to, say, meeting with the contractor to negotiate a claim, whether it be Barney or whether it be Harold or whoever the contracting officer was at that time. We would review what our side was–that is, our field people, their side of

the story–and the contractor's side of the story, and then we would typically bring in our field people, whatever we felt necessary, and we would have in-house meetings and be the devil's advocate, pros and cons –where our side, our story is strongest and weakest. And then ultimately, the next day or two, we'd bring the contractor in.

So whoever the contracting officer was, Barney, Harold, or, in the late days, myself, would chair the meeting. On the other side of the table might be sometimes the owner of the company or a vice president, depending on how big a construction company. So we were the staff support to the contracting officer during those kind of claim negotiations. More often than not, you might have a conference room full of people. You might have half a dozen or a dozen on either side of the table if the issue warranted it.

After everybody had had their say and so forth, typically we'd have caucuses on both sides, where we'd let the contractor leave the room, we'd leave the room, and kind of go review what had been done. More often than not, the contracting officer, with maybe somebody from the solicitor's office, or just a couple of us, would sit down with the principals of the contractor and have a one-on-one or two-on-two negotiation. So that's kind of what you were talking about, that

Harold was being prompted to get involved with by Barney.

Storey: Do you remember any big contracts that you had negotiations on at that time?

The Contract for Buckskin Mountain Tunnel

Guy: Yeah. Sure. Let's see. Probably one of the bigger ones was Buckskin Mountain Tunnel. That's part of the Central Arizona Project. You know where that is?

Storey: Yes. Right at the end of the straw, as it were.

Guy: Yes. That was John Shea and his company.

Storey: What were the issues?

Guy: Generally in a tunnel, the condition of the rock, whether there's more faulting, what we do when we do exploratory work, we generally drill from the top of the mountain periodically down to the tunnel alignment and take out rock cores, and we look at them, and that helps us make our design. The contractor is invited to look at them and make his determination on how difficult the job is going to be.

Issues in Construction of Tunnels

Well, the real problem in rock is the fault, you know, where the rock breaks. And things being like they are, more often than not your few holes that you put down is not going to tell you how many faults are in there, how many cracks is going to be in there. Also, sometimes when you have what they call heavy cover–that's how deep the mountain is on top of the tunnel–you hit squeezing. So when you go in and make your hole–i.e., the tunnel–the pressure of the rock tends to come in.

". . . a lot of our major claims historically have been in underground construction, i.e., tunnels. . . ."

So the question always is, how much pressure is that going to be? And the way you hold that is to put steel circles to take the load, and then ultimately you put concrete in there. That's the lining of your tunnel. Well, that's not a very exact science, so it comes to a lot of interpretation. So a lot of our major claims historically have been in underground construction, i.e., tunnels.

I was trying to think of other tunnels. Way back when, there was three down in New Mexico: Azotea, Blanco, and I forget the third one, part of the San Juan-Chama Project. So a lot of the more–Water Hollow Tunnel over in Utah

was another one. We had a pipeline over in Utah. I think it was part of the Central Utah Project, a huge pipeline, maybe ten or twelve foot in diameter. It cracked.

Why did it crack? Was it a bad design? Was it bad manufacturing? Was it a bad installation problem? You can imagine, when you lay a pipe down, the heavy part of the load is in the cradle down here at the bottom. If you don't put enough side support, you get all this, you get a circle that starts squeezing like that and makes it crack. So we end up having to put a steel liner in it. You can imagine how expensive that was. So that was a real troublesome one.

I just had breakfast with some of my construction buddies, and sat beside Don Fillis. Don was the construction engineer on the part of the second phase, first or second phase, I forget. Second phase, I guess, of the Southern Nevada Water Project,[13] taking water out of Lake Mead into the Las Vegas Valley. We had a number of issues there, one of which was how hard the rock–a term "caliche." It's the way cementation and rock going across the desert there up to Las Vegas. So we had several claims and meetings to determine who was at *fault*.

13. The name has now been changed to the Robert B. Griffith Water Project.

"The issue is this: we, as owners, make a representation of what the contractor should expect. He has to draw his own conclusions on the basis of his *own* inspection and, more importantly, on our documents, what to expect. Then there's a term we use in our documents, called the 'differing site conditions.' . . ."

The issue is this: we, as owners, make a representation of what the contractor should expect. He has to draw his own conclusions on the basis of his *own* inspection and, more importantly, on our documents, what to expect. Then there's a term we use in our documents, called the "differing site conditions." One, were the conditions different than we represented? Second case is, were the conditions different than a prudent contractor–whatever that is defined as–should have expected.

So in the case--going back to the tunnel where we drill, if we didn't find the faults, is it to be *expected*, looking at the geology and *knowing* the geology there, there's going to be faults, and it would just be *luck* if you hit them or not. So that's the two conditions of a differing site condition. A lot of the claims have to do with geotech, and, of course, as you know, that's what I studied in graduate school. So the differing site condition clause in their contract is a risk allocation document, and it's trying to *fairly*

allocate the risks between the owner and the contractor. And that's open to discussion.

We had a huge claim, now that I think about it, the way we tapped Lake Mead, which is being done again, as we talk. We drilled a tunnel under Saddle Island, which is a little island sitting out there by the marina near Boulder City, and went down two hundred feet, went down under the lake, then came back up, tapped the lake under water, about a hundred foot of water, and so we had to come in from the top with a large like an auger, like a brace and bit, with a hundred-foot stem on it, sitting on a barge, and clear off a flat spot with divers and all this kind of stuff. So the net of it was, that contract was face value about 2.8 million, and after claims were all paid, it was more than like 5.6, so it was about double. So that was a real interesting contract that we got involved in.

Other Contracting Issue Areas Include Dam Foundations, Painting, and Roofs

But a lot of issues in foundations for dams. One of the more troublesome things from a claim perspective is paint, painting metal. We've had historic–and roofs. Roof on pumping plants and powerplants. You'd think both of those–

Storey: Flat roofs.

Guy: Flat roofs. Leaky flat roofs.

Storey: They're a real problem.

Guy: Yes. So we've had, down through the years, historically a lot of issues of is the paint what we specified and did it last, was it properly applied, and all that kind of stuff. Typically, we paint equipment in the factory and then scarred and chipping, just like getting a new car, getting it chipped up before you get it delivered and putting it back to reasonable condition.

Storey: I think this was about the time they were negotiating money on the Third Powerplant, maybe.

Third Powerhouse Contract Issues

Guy: Third Powerplant. One of the big issues–well, first of all, we had three sections in Contract Administration geographically. Third Powerplant was not in my section, but my boss was brought in to one claim and it had to do with the coffer dam. You know what the coffer dam is.

Storey: Yes.

Guy: You build a little dam to keep the lake out while you're excavating. Had to do with the amount of leakage going through the coffer dam. So my

boss, Leon Thygesen, was one of the section heads. He was given that specific claim. I worked on it a little bit, but I never went to Grand Coulee during my days.

". . . I made a practice, when I took the program, to go around to all the regional offices and some of the field offices and tell people what we were doing internationally to stimulate interest in the international program . . ."

First time I was ever at Grand Coulee was when I was doing the international program. And I made a practice, when I took the program, to go around to all the regional offices and some of the field offices and tell people what we were doing internationally to stimulate interest in the international program and also when they were receiving a lot of our visitors and trainees at Coulee, for example, and also we were soliciting people to go overseas.

"I think I mentioned the last time we talked that one of our projects was the rehabilitation of the Aswan High Dam Powerplant. So we were looking and *did* use some of the people out of Coulee to go to Aswan, Egypt. . . ."

I think I mentioned the last time we talked that one of our projects was the rehabilitation of the Aswan High Dam Powerplant. So we were

looking and *did* use some of the people out of Coulee to go to Aswan, Egypt. So that's the first and only time I have ever been to Grand Coulee, so during my Contract Ad days, I had very little contact with Grand Coulee.

Storey: Since you've mentioned foreign stuff again, I'd like to go back to that for a little bit.

Guy: Sure.

Storey: I was reading Floyd Dominy's oral history interview yesterday. He was talking about how when he became commissioner, the State Department was running the overseas program. I've forgotten the name of it. It was a different name than they use now, I think. And what they were doing was coming and saying, "We need two people to work here," or three people to work there or something like that. Then they were getting them over there and they would put them on jobs unrelated to their expertise, thinking, "Oh, hey, you're from Reclamation. You can do this."

And so the first time they came to him when he was commissioner, he insisted that they give Reclamation the job to do, and Reclamation would then determine the expertise that was needed overseas and would choose the appropriate people to go for whatever the task was. Did you run into any kinds of issues like this

while you were at the international program, or had that been smoothed out? How did it work?

Guy: Yeah. As a matter of fact, you just told me something I didn't know. I don't remember–see, Dominy goes back to–

Storey: He left in '68.

Guy: Yeah. He goes back. He was probably first commissioner under [Dwight D.] Eisenhower.

Storey: Yes.

Issues in the International Affairs Program

Guy: But it could have happened in the sixties, because I wasn't involved. No, I would say categorically that's not been a problem. What he just described to you, we would have, in the case of USAID, we'd have what's called a participating agency service agreement, and just as he suggested it be handled, we would kind of have a scope of work and a budget and a time frame and a schedule, you know, not real exact, because it's two government agencies working with each other. Then it was left up to us to recruit generally from within Reclamation. Once in a great while we'd go outside Reclamation and get somebody, but we always took the position they've come to us to do the task–"us," Reclamation–so we ought to give

them Reclamation expertise. But we did on occasion bring people in from the outside, but we made them Reclamation employees. There's a boy still in Saudi Arabia that we hired from the outside and he's, of course, been a Reclamation employee for several years now.

We have gotten into some controversy with particularly USAID, for example, in Egypt, is what the job really is. AID is a program manager, a funding entity. It has *very limited* technical expertise. So they would come to the Bureau, and say the Ministry of Water Resources or whatever it's called in Egypt now, needs some assistance in a certain area, whatever it might be. Well, we might have a difference of opinion after we get into it as to what assistance is really needed. What the agency that's the receiving agency *says* they need and what they *really* need when you get there is not necessarily the same and what AID's perception of what needs. So we get into some difficulty sometimes like that.

In a developing country–take Egypt; we'll pick on them for a little bit–you've got a lot of graft. One office we were working with, they were *literally* running a consulting office out of the agency, and the people that were on the payroll were doing private consulting work. So you get into those kind of issues where, notwithstanding what the agency in AID asked

you to do, sometimes it's just not doable.

So our difficulties in the international program that were largely along the lines of what the task is, what the locals will let you do, and what the funding entity–sometimes it's the World Bank, sometimes it's the host country themselves–but we really didn't get into the issues that Dominy described to you. I think he got that sorted out before my time.

Storey: Do we have difficulties culturally and politically with these countries when we go over?

Guy: Oh, yeah. Absolutely. I think that among the things that we didn't do as well as we could–and still, probably–and, for that matter, the State Department, the State Departments spends a *lot* of money, if you're going to Egypt and you're not at least conversant in Arabic, they'll probably send you to language school for several months, you know. A friend of mine was in the Navy, went to Japan. I think he went to California Language School for a *year* before he went over.

We just felt–and I think this was true back in Dominy's days–that if we did that, if we tried to make ourselves fluent in the local language, the cost would be prohibitive. State Department has their own budget. They're not reimbursable. They do whatever they think's necessary for the

protection of the interest of our country. We're a technical agency. So we did things like we would buy language tapes, encourage the employees to study French. Arabic is really a tough language. You study languages, but it's a bitch. But if it's something, Spanish or Portuguese or French or something you've got a shot at, we furnish tapes.

The State Department did make their orientation classes available to us, and we would typically send somebody that's going to be posted, you know, for a week or two, just kind of a quick and dirty. We had *full* access to the embassy or consulate or whatever we had in-country. But the fact of the matter is a lot of our people went over not very well prepared for the culture shock, and we've had to pull some people out during my tenure and before, and, I'm sure, since. We had a fellow that went to Egypt again, that just got paranoid, decided that people were talking a foreign tongue, and he just became a recluse and wouldn't go to work. We just had to bring him home. Fortunately, that didn't happen very often. But, you know, the cultures are different.

Now, the post reports–you know what those are? Those are reports that the State Department put out on every country for State Department people. We had access to those. It's a little booklet that tells you about customs, do's

and don’ts, and weather and currency and religion and that kind of stuff. For example, you know, all the Moslem countries, the Sabbath is on Friday, and Sunday is the first of the work week. You know, that takes a little getting used to, working on Sunday, you know, and Friday is the Sabbath, and things like that. So, yeah, that’s been an issue.

People have unintentionally been offensive to our host, and largely through ignorance. Sometimes they don’t give a hoot, maybe. But it’s been an issue, still is, always will be.

Storey: Have any stories about these kinds of things?

Guy: Well, let’s see. I’ll tell a story on myself. It’s more of a funny story. The first time or two I went to Egypt–and I’d never been in a–in fact, I’d never been anywhere other than Mexico or Canada, when I go out to Egypt, and my job is, as I think I mentioned last time we talked, to negotiate or assist in negotiating the contract between the Egyptian Electrical Authority and Allis-Chalmers for the turbines up at Aswan. So, yeah, we work on Sunday, and that’s fine. I knew to expect that. So we were in a meeting, and they said, “If it’s okay with everybody, we’d like to bring food in and not break for lunch.” Sure, that’s fine.

So this is probably '83, somewhere along in there. Kentucky Fried Chicken hadn't gotten as international as it is now, but they did find something. It was fried chicken, pretty close. So they laid out the lunch and, sure enough, it was fried chicken and whatever they had to go with it. So I kind of chuckled and I said, "Well, being an old Kentucky boy, this is a *traditional* Sunday dinner." It was fried chicken, but I'd never expected to have it during a workday in Cairo, Egypt, you know. But that was all said in fun.

But it was common. The devout Muslims, you know, they pray about, I think, five times a day, and they'll get up and sometimes just lay their rug down in the corner and do their prayer, and we just continue the meeting. They don't all do it. Some do, some don't.

I was trying to think of a serious problem with local customs. Well, one of the big problems we had, for example, in Somalia, we had a group in there doing some drilling along the Juba River[14] for a project area, to see what the soil would be like and what the problems would be. So we had to ship drills from here and vehicles and whatnot, and the *baksheesh*, as the say, or the bribes, were so common that we didn't have money to pay bribes, couldn't get our equipment out of the customs, I guess is what we'd call it. I don't

14. This is apparently commonly spelled Juba and Jubba.

remember what they called it. So our guys could go down and see their drilling rigs, but they couldn't get them out. And I don't know, I never asked, I suspect that we probably end up paying some bribes to get our equipment out. I don't know.

Storey: It's hard to put on your expense account, though. [Laughter]

Guy: We had a fellow that ran that team that had been out for a number of years, Dan McCura [phonetic]. He had street sense. You know what street sense is? He knew how to get things done. Sometimes you don't have to ask all the questions; just get the job done. So I don't know how he got it out, but somehow he got it out.

Storey: How many people did we have overseas when you were in international affairs?

Guy: Oh, probably I'd say that the maximum was in the neighborhood of thirty to forty, probably scattered over six or eight. Dick could tell you–Dick Ives–when you talk to him. He's probably got records back there if it's important. But I'd say in that neighborhood was the maximum. Again, that's from '84 to '96, I guess. And it's [unclear], and I think now there's probably just a handful out.

Storey: In addition to sending people overseas to assist other countries with projects, did we assist private groups?

Guy: Overseas?

Storey: Yeah.

Guy: No. We're prohibited from doing that. Under the Technical Foreign Assistance Act, which is administered by the Trade and Development Program–you remember we talked about that as potential funding?

Storey: Yes.

Guy: I think that's still–that authority's down there. When we go to assist another country *outside* of USAID funding, now, if it's USAID, they have their own authority, we enter into an agency agreement, and we're working under AID's authority. Absent that, like Three Gorges, for example, or Malaysia or wherever, then we went to TDP, and under *their* authority they had to make a determination that it was in the interest of the U.S. Government for us to assist a foreign government. We had no authority, nor do we still, to assist a private enterprise overseas. And for obvious reasons. If we went over and made a consulting engineer in Taiwan, for example, more viable, what do they do? They compete with our

Harza or Morrison-Knudson and whoever. So it would be clearly a conflict of interest.

In that regard also, we had ongoing discussions, continuing ongoing discussions, with the American Consulting Engineers Council about the merits of us going over and making a foreign government a Bureau of Reclamation counterpart, a more viable entity, the theory being keep them barefoot and pregnant and they'll come and hire us as a consulting engineer. If you make them more viable, then they need us less.

We had meetings many, many times with our consulting engineer friends about that issue. Most of them said, "Hey, the small amount that you're doing is not that significant to us, and an educated client is a better client." So a lot of them said, "If the agency knows how to do water resource development, it's easier for us to get a contract from them than if they're barefoot and pregnant." Ask Dick about that when you talk to him. That's still an ongoing issue.

I met with the consulting engineers and our commissioners, and I've taken, you know, Broadbent, Dan Beard. I don't know who all has been over and talked to them. Some people say it's fine and some people say it's not a good idea.

Storey: What about other aspects of the international

program? We've been talking mostly about going overseas. What about people coming to this country?

Foreign Trainees Coming to Reclamation

Guy: That, as I said the other day, has probably been the *bigger* part of the international program, as far as people involved, both from Reclamation and from our visitors and trainees coming overseas, and probably with the amount of money that's exchanged. Water is an entitlement in many countries.

END SIDE 1, TAPE 1. FEBRUARY 6, 1999.
BEGIN SIDE 2, TAPE 1. FEBRUARY 6, 1999. (Note: because of problems with the speed of the recording and the cassette recorder tape 1, side 2 had serious problems. The following information is not on the tapes that were reengineered to recover this portion of the oral history interview, and this part of the interview is not on all the cassette tapes labelled tape 1, side 2. The end of this section is also marked.)

". . . water is considered to be an *entitlement* furnished by the government and free to everybody, whether it be drinking water, whether it be irrigation or not. The idea of it being reimbursable, the idea of having an irrigation district form, as we have in Reclamation program, is fairly foreign to a lot of countries. . . ."

Guy: I was just saying, water is considered to be an *entitlement* furnished by the government and free to everybody, whether it be drinking water, whether it be irrigation or not. The idea of it being reimbursable, the idea of having an irrigation district form, as we have in Reclamation program, is fairly foreign to a lot of countries. And so it's been very interesting to countries to come and see our approach, where we subsidize–heavily subsidize, as we all know– at least we're not giving the water away free. And the Bureau of Reclamation does not interface *generally* with the farmers. There's the irrigation district between us. The Bureau doesn't do most of operation and maintenance; they do the heavy stuff. The light stuff's done by the district.

That whole concept, which we believe very strongly in–it's a good idea–is a foreign concept, or was. I think most every country in the world knows about us and our approach, in Western Europe and Australia, Canada, Japan. There's many other countries that do it similar to how we do it. But that whole concept of how we do business has been very marked and of much interest to people overseas.

Really, the best way for them to understand it is to come and live with us for a while. We've had people for maybe a year or

two, or, more commonly, they'll come for a few weeks or sometimes even just a few days. Almost always they come through the Denver office to see how we're organized here–the relationship between the Denver office and the regions, the relationship between the Denver office, the regions, and the area office, and frequently come through Washington.

"One of the problems . . . has been that people see a trip to America as being a reward either politically or for good work, and *all too often* they don't take very much advantage of the time that they have with us. . . ."

So that's been a very active program, continues to be. Leanna Principe, as you know, runs that side of the program for Dick Ives downstairs. One of the problems, when you talk to her, if you talk to her, has been that people see a trip to America as being a reward either politically or for good work, and *all too often* they don't take very much advantage of the time that they have with us. It's a frustration to Leanna, it's a frustration to people in the building, it's a frustration.

"Everybody wants to go to southern California. We don't have . . . very much work in southern California, but Disneyland's there. People want to go to Hoover Dam. Happens to be close to Las

Vegas. So we have that aspect. . . ."

Everybody wants to go to southern California. We don't have–"we," Reclamation, don't have very much work in southern California, but Disneyland's there. People want to go to Hoover Dam. Happens to be close to Las Vegas. So we have that aspect. It's an ongoing problem.

"People that come are, by our standards, very poor, but they're very well off in their country. Somebody pays them money, you know reimbursement or whatever, and people want to come just for the *money* that they can go home with, from whatever their reimbursement. . . ."

People that come are, by our standards, very poor, but they're very well off in their country. Somebody pays them money, you know reimbursement or whatever, and people want to come just for the *money* that they can go home with, from whatever their reimbursement.

So it's a problem. It's not a huge problem, but it's–for example, they're always in a mess finding somebody here in town that will rent motels and hotels for them, because rather than having their own room like you and I might, they'll double up three or four in a room and *cook* in the room to save money so they can take money back home with them. And the hotel has a

kitchen going on in one of their bedrooms. [Laughter] Leanna can tell you some stories about that.

"But, by and large, I think we're very proud of the number of people that's come to see us, and we like to believe that we've made very significant impacts on the water agencies around the world that have come to see us. . . ."

But, by and large, I think we're very proud of the number of people that's come to see us, and we like to believe that we've made very significant impacts on the water agencies around the world that have come to see us. The other side of that story is that we send people out for short term. There's literally hundreds of people out of this building and hundreds of people out of the field offices that have made overseas trips for short term to carry the message. It's a heck of a lot more efficient for us to go to them. Then we can talk to a hundred people or whatever. From a learning perspective, it's better for them to come to us. So, the best of all worlds is to do both, and we've tried to do that.

Storey: Good. Let's see. Anything else we should talk about your first stint in Contract Administration?

Guy: No, I don't–nothing comes to mind right offhand.

Moved over to the National Park Service

Storey: Were you actually *moved* to the [National] Park Service or were on *loan* to the Park Service for the National Visitors Center?

Experimental Work on the Stillwater Tunnel on the Central Utah Project

Guy: What we were doing, we had designed a project which was actually built conventionally– Stillwater Tunnel, part of the Central Utah Project. We decided to make it into a research project and use *different* methods of excavation, *different* methods of material handling, lining, and put *several* million dollars *extra* money, over and above construction cost, with the idea being that we would gain knowledge from this project that would be applicable to all the other tunnels that we were going to do.

I took that on as a personal assignment here, and that must have been about '70, '71, '72, somewhere along in there. Then we hit on hard times budget-wise, and our budget, Reclamation's budget, got cut so heavily that we had to abandon that concept. So it kind of left me without a job that I *really* wanted to pursue.

About the same time, the Park Service consolidated a Service Center out of D.C. and one

out of San Francisco across the street. We rented some space, they rented some space up above what used to be Joslin's out here in Villa Italia [shopping mall], and now they're over here~~, and now they're up here~~ on Alameda. So my boss, my section leader, Leon Thygesen, went over about the first of '72, so I told him, when he left, that Reclamation's program was going down, if he needed some help, I would come. So another fellow, Duane Venner, out of Contract Administration, and I followed Leon in about fall of '72. So I actually transferred from Reclamation to Park Service, permanent transfer. Had no intentions of coming back.

"So Duane and I divided the country. He had all the construction contracts west of the Mississippi and I had all of them east of the Mississippi. . . ."

So there was a couple of fellows that had come, one from San Francisco, one from D.C., who soon retired. So Duane and I divided the country. He had all the construction contracts west of the Mississippi and I had all of them east of the Mississippi. And we ran it that way, so that's what I was telling you about being involved in the National Visitors Center, the visitors center at Independence Park in Philadelphia, work up around Boston, Blue Ridge Parkway, Virgin Islands, anything going on.

"A *lot* of money was being spent along the *coast* because of the upcoming Bicentennial. . . ."

A *lot* of money was being spent along the *coast* because of the upcoming Bicentennial.

Storey: When was that?

Guy: We went over in the fall of '72, and the Bicentennial, of course, was in '76. So this was when all the construction was being cranked up. Then we got involved in the National Visitors Center. That must have been about spring of '73. Then I was having marital problems by the spring of '74, and I just went to Leon and I said, "I've got to quit traveling like I am now." So I dropped out somewhere, I believe, in the spring of '73, opened the National Visitors Center, but I still had responsibility for all the other construction out that way–Natchez Trace, for example.

Lateraled Back to Reclamation as a GS-13

Then by the time–by fall of '75, you could see that we kind of had built what we were going to build, and so their construction program was going to go way down. Meanwhile, the Bureau had kind of stabilized, and one of the three section heads' jobs came up, and I lateraled. I lateraled over there [to NPS] as a twelve, got a thirteen over there, and lateraled back as a thirteen in the

fall of ‘75. So they were both transfers.

Storey: I guess I had down that you went to Contract Administration from ‘72 to ‘75, so I’ve got those dates confused.

Guy: That’s part true. I went to Contract Administration in ‘69.

Storey: With Reclamation.

Guy: The Bureau.

Storey: So, about three years later you went over and did the *same sort* of a job.

Guy: Exactly.

Storey: Except you weren’t building quite the same structures.

Guy: That’s right. We were building trails, roads.

Storey: So were you involved, for instance, in that innovative design they used on the Ben Franklin House?

Guy: The Ben Franklin House.

Storey: They had the site, but they didn’t know anything about the building, so they just put up an outline.

Guy: Yeah. It's down there just about a block or two from the Visitors Center.

Storey: I think so.

Guy: Yes, that was done at the same time.

Storey: Interesting.

Guy: One of the interesting things we've done–have you been to the Visitors Center in Philadelphia?

Storey: Yes.

The Visitor's Center at Independence National Historical Park in Philadelphia

Guy: It's sitting on top of, unbeknownst to us–again, when you do a building, you do the same thing as you do with a tunnel, you do some site drilling. Turns out there was some old, I guess you'd say, vaults, brick vaults, which apparently stored tobacco in in the old days, and we didn't hit any of them. So we started drilling and they go into brick, and the next thing . . .

(Here is where the technical problems began with the tapes.)

Guy: We were working in Oregon, and of course Coulee was in Washington. You couldn't quite

do it geographically because the load would get off-balance. The sections were staffed about the same. So what you do as a project come on line, you'd kind of look–you'd do the whole project, obviously, because you'd get to know the construction engineer and the field people and if you got claims or something you want to be efficient on travel. So you had projects scattered throughout. So we had California, we had southern Nevada, we had Oregon–and when I say Oregon, I'm talking about a water supply project I forget the name of it now; had a dam up in Wyoming; had some work on the McClusky Canal.[15] Had some work down in Texas, I believe, and Oklahoma. So it was scattered about.

Storey: Were there any memorable one while you were head of the section?

"I think one of the most interesting projects was Auburn Dam. . . . we got it up to doing the so-called dental work, or the foundation work for the double curvature thin-arch dam, when the big shake came, and everything was stopped and, of course, we still haven't . . . The Auburn-Forest Hill Bridge was quite a challenge for us because that was about the time we getting out of bridge work–so we had several claims there. . . ."

15. On the Garrison Diversion Unit of the Pick-Sloan Missouri Basin Program.

Guy: Well, I think one of the most interesting projects was Auburn Dam. As you know, or probably know, we got it up to doing the so-called dental work, or the foundation work for the double curvature thin-arch dam, when the big shake came,[16] and everything was stopped and, of course, we still haven't–we had the big coffer dam with the fuse plug in it. The Auburn-Forest Hill Bridge was quite a challenge for us because that was about the time we getting out of bridge work–so we had several claims there. Buckskin Mountain Tunnel, I mentioned earlier, we had several claims with the whole Central Arizona Project.

Storey: Now they got their drill stuck, I believe, were there any claims out of that that you recall?

Guy: On boring Buckskin?

Storey: Yeah.

Guy: I don't remember the tunnel boring machine being seized. Hmmm, don't remember that. You're not thinking about the Straight Creek Tunnel are you, where the shield was seized–the highway department?

Storey: No, I don't think so.

16. Referring to the Oroville Earthquake–with a magnitude of 5.7 and centered near the town of Oroville, California, on August 1, 1975.

Guy: Well, we've had tunnel boring machines seized. I was thinking that we had one in the water hollow–one of the Central Utah Project's where we had to go in and mined around it to come out. See, as long as it's moving and going forward and you're putting in steel sets as close as you can, then you're all right. But if it breaks down and stops for whatever reason, for any period of time, the rock just keeps coming in, and then maybe you're in trouble. You can never get it restarted. So then you've got to go in and drill around it and free it and get it supported and then start again, you know. So that has happened. I couldn't tell you right off the top of my head which tunnels.

Leadville Drainage Tunnel

I'll tell you another interesting project just came to mind. Up here by Leadville, there was a adit put in under a bunch of mines up there to drain the water out of the mines, . . .

(This marks the end of the section of tape 1, side 2, February 6, 1999, that is only on some of the tapes and marks the beginning of the re-engineered version of the tapes.)

Guy: . . . because they were flooding the mines. So we, Reclamation, made a deal with the Bureau of Mines. I don't remember how they ended up with it, but it was their tunnel, so we gave them a

dollar and they gave us the tunnel and the water. Our idea was that we would take the water and augment–let's see. I don't remember what stream it came into. Probably–

Storey: Oh, that's the upper Arkansas.

Guy: Probably.

Storey: A tributary of the Arkansas.

Guy: Must be. Well, it turned out, number one, the quality of water was not nearly good enough to use, so that became an issue. But more importantly, and early on in what we got involved in, this drainage tunnel came under the road. It's probably the highway up to Leadville, as I remember. And we had I don't know how many millions of dollars, but what we call running ground, where it would squeeze in on us, and we put millions and millions. So I finally–the story going around was, we should take a wheelbarrow up there and put it in front of the tunnel, put *bundles* of *hundred-dollar* bills in it until somebody would take it from us, because it was costing us millions of dollars. [Laughter] So our water that we got for a dollar turned out to be a disaster. And I don't know what's ever–has anybody talked to you about the Leadville drainage tunnel? I don't know what's ever come of it.

Storey: Yes, they built a–of course, a lot of heavy metals. The pyrite breaks down and becomes sulfuric acid, leaches out the heavy metals, puts them in the Arkansas, I think is the story.

Guy: Are we treating it?

Storey: Yeah, we've got a big treatment plant there, treating the water before it gets into the Arkansas drainage.

Guy: [Laughter] That's one of those "it was a hell of a good idea at the time" stories. [Laughter]

Storey: Yeah. [Laughter] Didn't work out quite right.

Yuma Desalting Plant

Guy: We got involved in the–speaking of treatment plants–the Yuma desalting plant, too. I think I was more involved in that one after I took the international program, because in the Middle East there's a lot of desalinization, and we have people in Saudi Arabia. So I think that was in my later days, not in my contract ad[ministration] days.

Storey: Well, how did you decide that you wanted to go to the management development program? How did this come up?

Went into the DOI Management Development

Program

Guy: Well, I was telling you before that Bellport had kind of taken me over and was a mentor for me. After I left the labs and was in design, even the time I was in–I think it was called Engineering Reference, now that I think about it, that's what the organization was called–I really realized that I needed, having a civil engineering background, that I needed to get into taking all the personnel management training that I could, again aspiring to be chief engineer or whatever that job turned out to be. So I had quite a training resume by the late sixties, into the seventies.

Training in Reclamation

I kind of dropped out a bit when I went to the Park Service. That was much more task-oriented and they didn't have the kind of budget we had for training, so I didn't do so much while I was over there, but I'd taken O.D. [organizational development], you know, just about anything that came down the road.

"The people in the Construction Division and my boss in Engineering Reference were extremely supportive for people that wanted to take any kind of organizational management training. . . ."

The people in the Construction Division

and my boss in Engineering Reference were extremely supportive for people that wanted to take any kind of organizational management training. So I kind of loaded up on that area, and so the next logical step at some point was the management development program. We were out at–O.D. was a resident–organizational development–was a resident course, and the training officer out of D.C. at that time, a fellow name Frank Packerige [phonetic], happened to be at the O.D. seminar, and my good friend Jim Pierce, who you know, I think, Jim and I decided that we wanted to go to the management program, so we cornered Frank at the O.D. program and said not only were we interested, but we both wanted to go the same year, which was kind of unprecedented, because we only send three or four a year, kind of spread it out. But anyway, we were able to pull that off. So it was just a continuation of an interest in management development.

Storey: What did you do in the management development program? I believe you said a year in D.C.?

Guy: Yes. It was set up on–it's changed now. In fact, I think it's been eliminated. At that point it was set up on an academic basis, academic year basis, and so you started–seems like I believe the week of Labor Day, and we got out about the middle or late June. So, for example, we had two weeks in

the department of the commissioner of Reclamation, the director of Fish and Wildlife, Parks, Geological Survey, Mines and Minerals, and all the rest of them, would come and lecture to us for maybe a couple of hours, explaining what their mission was, what they did.

I've always–I don't know how you feel about Interior. I always describe Interior to our international colleagues as when they put together the Federal Government in the United States, they put things like the Department of Agriculture and Defense and the Post Office and things that logically went together and made a department out of it, and everything they had left over they made into the Department of Interior. [Laughter] Because we were such a diverse department, you know. You've got missions that are in conflict, of course.

So the objective for the first two weeks was to have people from the Secretary on down to come and talk to us and get us more familiar with what–because most of us–I'd been to two bureaus by that time, us and the Parks, but more often than not, all of us had been in one bureau or had been at the department level.

Shadow Assignments

Then we were encouraged to take

assignments, so-called shadow assignments, where, for example, I spent a week with then-commissioner–the guy from Idaho. Keith Higginson. And just sat in his office and saw how he did his job and what his calendar looked like. Unless it was extremely politically sensitive, you know, occasionally I'd get kicked out because there was a political meeting, but generally just sat with a manager and see how they do business.

". . . we were discouraged from having working assignments. . . . they said you're not there to do work, you're there to see how *other* people do their job. . . ."

Then we might have–we were discouraged from having working assignments. Some of us, they said you're not there to do work, you're there to see how *other* people do their job. But some people actually took–like the Council on Environmental Quality was kind of new. This was the [Jimmy] Carter administration.

END SIDE 2, TAPE 1. FEBRUARY 6, 1999.
BEGIN SIDE 1, TAPE 2. FEBRUARY 6, 1999.

Storey: This is [tape 2 of] an interview by Brit Storey with Sammie D. Guy, on February the 6th, 1999.

". . . we were strongly encouraged to take formal training . . ."

Guy: So we were strongly encouraged to take formal training, so I took two of the National Training Lab courses, and most of the other participants did. University of Southern California had an active doctorate program in D.C. I think it still exists. So we had some courses, management-oriented courses. We had courses from U.S. Department of Agriculture's graduate school.

"We were strongly encouraged to go to The Hill. I ended up spending, oh, I don't know, four or five weeks with then-Senator McClure from Idaho and his staff. Then I stayed on some several weeks with our Interior authorizing committee. . . ."

We were strongly encouraged to go to The Hill. I ended up spending, oh, I don't know, four or five weeks with then-Senator McClure from Idaho and his staff. Then I stayed on some several weeks with our Interior authorizing committee. I think probably those few weeks on The Hill, if they weren't the highlights of the program, it was close to it.

Storey: Tell me what struck you about being on The Hill.

". . . if you . . . aspire to be upper management in the agency, it's absolutely essential that you understand the political process and feel comfortable working in it. . . . some people are

intimidated by the Washington scene, but it was my view then, and still is, that you need to be comfortable being back there. If you're not, push yourself in that direction, because if you don't understand the situation in Washington, you're not going to be an effective manager . . ."

Guy: Well, I think by that point, see, roughly half– I've been around fifteen years, so I'm roughly half way through [my career], so I knew enough to realize how the appropriation, the authorization process goes, and if you, again, aspire to be upper management in the agency, it's absolutely essential that you understand the political process and feel comfortable working in it. Neal and RDs and Barney and all the people that have led this office, some of them more effective than others, some people are *intimidated* by the Washington scene, but it was my view then, and still is, that you need to be comfortable being back there. If you're not, push yourself in that direction, because if you don't understand the situation in Washington, you're not going to be an effective manager in not only Reclamation or any other agency.

So I was probably a little intimidated at that time going up on The Hill, but I understood that it was something I needed to understand. I think I'd recommend to *any* manager that if you're going to go in your organization, it's

essential that you have some time in D.C., and it's essential that part of that time be spent on The Hill.

". . . since we've moved some of the headquarters . . . out to Denver, that we're losing more contact with The Hill, and that's not serving you well as an agency. I think that was *among* the many mistakes Reclamation made in my tenure. . . . the compromise was to leave essentially what's back there now, including international. Even was going to move international out here. So I told a number of them I thought that's the *dumbest* idea I'd heard. . . ."

My sense is–and I don't know, but my sense is that since we've moved some of the headquarters of your agency out to Denver, that we're losing more contact with The Hill, and that's not serving you well as an agency. I think that was *among* the many mistakes Reclamation made in my tenure. The intent was to move everything out here. You're aware of that.

Storey: In '88, yeah.

Guy: Yes. And the compromise was to leave essentially what's back there now, including international. Even was going to move international out here. So I told a number of them I thought that's the *dumbest* idea I'd heard.

Congress being back there, the World Bank being back there, the USAID, all the embassies being back there, to take the international office out of Washington–which, by the way, we did way back when, when Joe was here.

Storey: Joe Hall?

Joe Cutschall Was Running the International Program from Denver, but in the '80s it Was Decided it Should Be in Washington, D.C., and Sammie Guy Took over the Program Because Cutschall Wanted to Retire in Denver

Guy: No, no, Joe Cutschall, my predecessor. As a matter of fact, that's how I got in international. When Broadbent came as commissioner, he brought two assistants– Jay Christensen [phonetic] and Dave somebody. I forget his name now. And international was out here. Joe [Cutschall] was running the program out here. So this is like '80, '81. And they had a lady and a couple of assistants in D.C. It was generally agreed, including Joe Cutschall, that that didn't make any sense to have the international program out here.

So Jay, I think, led a little study group and looked into it, and everybody concluded unanimously that it was a mistake to move it out here, and Joe and Dan Macura, Phil Roth, was out

here, Vernon Resler.

". . . we divided up and took generally the technical assistant side . . . back to D.C., and left the training and visitor side out here. . . ."

So we divided up and took generally the technical assistant side that I described earlier back to D.C., and left the training and visitor side out here. Joe at that point was a year off of retirement; he was fifty-four. And he said, "If you'll leave me out here for a year, get somebody else to run the program," and that's when I started. I forgot to add that.

So I think, coming back to my point–I always get sidelined here–I think it was really a mistake to the agency to move as many people as was moved in '88 or whenever it was, from Washington to out here. And one of the big losses is the connection with the Congress, Office of Management and Budget, etc. Out of sight, out of mind.

Now, WAPA [Western Area Power Administration] has done it very effectively since their existence. They were created out here in Golden. They never were in Washington. They've had a small half a dozen liaison. Joe, having been close to–maybe he went–did Joe work at WAPA for a while, or did he just work–

Storey: Joe Hall?

Guy: Joe Hall.

Storey: Yes, he was one of their deputy administrators.

Guy: So he saw that as a model and said it's worked very effectively for WAPA, it should be for Bureau of Reclamation. Joe, of course, was one of the main drivers on the big–he and [James W.] Ziglar [Assistant Secretary of the Interior for Water and Science] and others–on the big coup to bring it out here. But in my view, I think the agency made a mistake. That kind of relates back to why was I interested in the management program and how do I feel about Washington experience.

Historically, the Bureau has kind of gone back into at one time–more than once–decrees were put out, if you won't be an RD or you won't be head of the Denver office or whatever, certain jobs, unless you have one or more years of Washington experience, and we historically have backed off, because some very promising manager, for whatever reason, hasn't had Washington experience. So, again, proved to ourselves we can't have hard and fast rules. But I think it's *clearly* been recognized by the agency, the benefit of having had some time in "Disneyland East," as we say.

Storey: Yeah. After you were finished with your training, that took about a year, did it?

Guy: Yeah. I got home in roughly first of July ‘79.

Storey: So you went back into your old job?

Came Back to Denver to Take over the Contract Administration Branch

Guy: Yes. By then, Herb Stwalley–our Branch Chief, Curt Tyler, had gotten into the cancer business and he had to retire, and Herb had taken the branch over. I think his wife was in failing health, so he retired two weeks after I got home, and I was appointed to head up the branch. Technically I came back as section head. In two weeks he retired and I started acting, and then I was given the job after whatever hoops we had to jump through.

Storey: But you had to compete for it, right?

Guy: Oh, yes, of course.

Storey: So you had these three sections, then.

Guy: Yep.

Storey: How did the nature of your responsibilities change, going from a section head to heading all

of the contracting?

About That Time Contracting Authority Moved down to the Branch

Guy: Well, I think it was about the same time that we moved contracting authority down to the branch. I don't remember if Herb was contracting officer. He might have been contracting officer before I got back here. I can't quite remember. But it was almost very close to the same time, or maybe they moved it down from chief of construction division to the branch while I was gone, but I'm not exactly sure.

Consolidation of Processes in the Contracting Function

We also went through–that was the time we were moving authority out to the regions and the whole–so we merged the–I'll say specification, preparation, bid, and award process was a stand-alone branch, and we merged that together. So not only did I have the outfit that we had before, but you have a group in the–well, I don't know exactly how spec and preparation is put together now.

". . . specifications in the old days were drafted in a design unit, so if you're doing electrical, you do part of it, and if you're structural, you do part of it,

and mechanical, etc. Then it's brought together down in Construction Division and put out the book that we put out for bid. . . ."

But the specifications in the old days were drafted in a design unit, so if you're doing electrical, you do part of it, and if you're structural, you do part of it, and mechanical, etc. Then it's brought together down in Construction Division and put out the book that we put out for bid. That responsibility was in the construction, and that came to me. Then the *whole* bid-award process came to me, too, as contracting officer. So it was quite a different animal.

". . . the *new* contracts were going out to the region, so the focus was trying to resolve *old* outstanding claims and merge two branches together, which we never really got merged. . . ."

About the same time, the *new* contracts were going out to the region, so the focus was trying to resolve *old* outstanding claims and merge two branches together, which we never really got merged. I'll be honest about that. So it was kind of a different kettle of fish by the time I got back.

". . . I thought we made a big mistake moving the contracting authority out. We were carrying something in the neighborhood of 50 to 100

million dollars' worth of claims on our books, so we had plenty to do while the regions were getting cranked up. . . ."

But I still enjoyed the work. As I told you the other day, I thought we made a big mistake moving the contracting authority out. We were carrying something in the neighborhood of 50 to 100 million dollars' worth of claims on our books, so we had plenty to do while the regions were getting cranked up. Hopefully you don't get claims until the contract's been awarded and been under way for a while. Sometimes you can get them right off the bat, but generally–it kind of gave the new contracting officers a little time to get started up. Of course, we were pledged to assist them as we could. So it was a period of transition.

Storey: Did people move from this contracting office out to the regions or anything like that?

Guy: Not very much. No, not very much. There *were* contracting officers in the region for general procurement, expendable supplies, housekeeping-type things that we do. So in general those contracting officers became instant experts in construction and supply contracting, which is part of the fallacy in the whole thing, in my view. But there was contracting activities in the regions, so there was a staff. So, generally, I think most of

the regions staffed according to whatever they felt their program needs were, and, like I say, we had quite a plateful of old claims to resolve. So, as I recall, I don't think any of our people went to the regions.

Storey: I didn't ask you, when you came back to Reclamation in '76, had Teton already failed?

Guy: I came back in '75.

Storey: My notes are really messed up. [Laughter]

Guy: Well, we've talked a lot of different things, and I tend to jump around. I'm sorry. I came back, I don't know, fall of '75, and Teton failed in–

Storey: So you were here.

Guy: Yes.

Failure of Teton Dam

Storey: Tell me where you were and how you reacted and how the people around you reacted to the news. How did you hear about it?

Guy: Through the paper, radio. It happened on a Saturday morning, as you remember. Because it wasn't in my project area, I wasn't for sure that it was ours. You can imagine all the stuff you get

out of the media, so probably until Sunday, when it was confirmed it was Reclamation. Shock, disappointment, like all of us. We'd never had a dam to fail before. I think, to a person, anybody who had been around more than a few years knew what that meant to the agency, so I think it was a pretty devastating thing for all of us. I guess my feeling would be, if you didn't feel that, I'd question your loyalty to the agency. I mean, if you're a youngster. But, see, by then I'd been here thirteen years–well, ten years, less three at the Park Service. So it was a devastating thing for all of us.

Storey: What was the atmosphere in the office when you came in, do you remember?

Guy: How bad was it? What was the damages? What are we going to do about it? What's the next step? That kind of thing. See, having been in geotech, I knew an awful lot of people in earth dams, and, of course, it centered right on earth-dam design. That was Fred–I can't remember all their names, all the people in earth dams. I did part of my rotation–I did a rotation assignment through earth dams, so not only did we work together my years in the labs, but I knew most of the people on a first-name basis because I'd worked with them for three months. Fred Walker. Fred Walker was the head of earth dams when it failed. Elmer Peabody was one of the principal

designers. Robbie Robison, you've already talked to.

"I think we all felt sorry for us as a family, but also, most importantly, for those few people that had their name on a drawing. . . ."

I think we all felt sorry for us as a family, but also, most importantly, for those few people that had their name on a drawing.

As I told you, I just had breakfast with Pete Aberle. He was one of the field engineers. In fact, Don Fillis was sitting beside me this morning. I think maybe Don might have been one of the field engineers, too. So it was just a tough time for us.

Storey: Tell me about settling out all of these contracts claims that you were left with.

Finishing up the Major Construction Contracts in Denver

Guy: Well, really nothing different with them than we'd been doing for years. We were still the contracting officer. It was our responsibility, so we approached them no differently after the contracting authority for *new* contracts. That's the way they did it.

"They left us all the old contracts and they said,'Okay, new contracts will be awarded and administered by the regional people.'. . ."

They left us all the old contracts and they said, "Okay, new contracts will be awarded and administered by the regional people." So, like I say, it kind of made it nice for them. They had a little time to kind of get their act together and staff up before they got hit with major claims. So all the major claims stayed with us, and they were handled no differently than we'd handled them previously. So it was just a matter of business as usual.

Storey: How did it come about that you moved to D.C.?

Moving Back to Washington, D.C., in September of 1981

Guy: Well, when I was back there for management training, I met a lady who's now my wife, and so Marie and I commuted between Denver and D.C. from July of '79 till I moved back there in September of '81. So after a year or so, when we decided we wanted to make some kind of permanent relationship between ourselves, why, she's in the communication industry, so she interviewed in the general area. Her experience and interest was more at corporate headquarters level, than field operations, and at that time, and

somewhat still, the communication industry was highly regulated. So there tends to be a lot of corporate headquarters in communications in the D.C. area. So she kind of concluded that that's what she wanted to do and that she hadn't found anything that really interested her here.

So I said, "Well, being a Fed, I'm sure I can find something back there." So I started looking around and talking to people, and I mentioned, I think, my good friend Carl Rowe [phonetic] and his contributions to the agency. I made it known to Carl and to Rod Vissia, who was director of design and construction at the time, that I'd like to move back there.

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BEGIN SIDE 2, TAPE 2. FEBRUARY 6, 1999.

Storey: Harry.

Moved to a Job That was Engineering Support to the Commissioner's Office and Liaison to the Engineering and Research Center in Denver

Guy: By luck, Harry Avery was heading up the office that I took, and it was redesigned. I think we talked a little bit last week. It had been kind of engineering and research staff support to the Commissioner, and was redesigned by Carl and Rod to have the dual responsibility of being

liaison with this office and, at the same time, support. So, I had two bosses. So Harry retired and I applied for his job.

In the meantime, Marie interviewed with Storage Technology over here at Boulder and was offered the job, so at one time we had our choice. So Marie's ten years younger than I, so I said, "It's your choice. You're ten years less into your career than I am," so she chose D.C., and I took Harry's old job. That's how I came to be in D.C.

Storey: So you were doing liaison between them and–

Guy: And the Denver office, at the same time providing staff support in the same areas for the commissioner. So I had dual bosses.

Storey: So what did this mean you were doing?

Guy: Well, for example, when the research budget, which has always been controversial, still is, comes up for debate, then I would be the person that speaks for Research Division.

Storey: This is internally?

Guy: That's right.

Storey: When we're developing budget.

Guy: That's right. When we're going to the Commissioner. When it gets serious. Where it's out of the field's hands, and OMB says, "You've got to cut some more," or, "You've got too much here," or, "Too much there." And then you start looking and say, "Well, now, where are we going to cut?" We'd sit down and have discussions. If atmospheric research has–and I guess it's almost nonexistent now, but it was pretty active in those days, but very controversial, so I was Bernie Silverman's man in Washington, for example, or for general research, it was Frank McLean. He was head of research. You probably know Frank, don't you? He's down in geology or geotech, someplace. He was chief of research then.

If there was a problem, if the commissioner perceived whatever the problem may be in the engineering-research arena, why, I was the person that he called upon. Then if it's something might the staff could handle, we would, or we'd get hold of Webber. Rod left soon after–no, wait a minute. When did Rod leave? It was mostly Darrell. I think I worked for Darrell Webber more.

". . . I came out here frequently and tried to be aware . . . what the issues for the Denver office as Denver saw it, and then also as the commissioner. Still today, I think, you have very few people in the building that are very aware of how things happen

in D.C., and so I would like to believe I filled some of that void by bridging and helping people in the building not necessarily agree, but hopefully understand how things happen or don't happen in D.C. . . ."

So I came out here frequently and tried to be aware and be involved in what the issues for the Denver office as Denver saw it, and then also as the commissioner. Still today, I think, you have very few people in the building that are very aware of how things happen in D.C., and so I would like to believe I filled some of that void by bridging and helping people in the building not necessarily agree, but hopefully understand how things happen or don't happen in D.C.

Storey: That's quite amazing to folks from out here sometimes, I think.

Guy: [Laughter] Well, you know, you don't have to think it's right or wrong, but you need to understand. It's in your best interest, you know. A lot of things happen back there, as we say, interesting. That means we have no idea, nor is it describable. It's interesting.

Storey: So you sort of represented this office in Washington?

Guy: That's right.

Storey: And any other responsibilities?

"This was in the areas of research and engineering, because we also have operation and maintenance and have planning and environment, you know. So it wasn't all the Denver office; it's what's now known as the Technical Service Center . . ."

Guy: That was largely it. As I say, liaison with this office and staff support to the commissioner. This was in the areas of research and engineering, because we also have operation and maintenance and have planning and environment, you know. So it wasn't all the Denver office; it's what's now known as the Technical Service Center, the [unclear] side of it, plus–well, yes, I guess you've kind of merged research into that. [unclear] different arrangement now.

Storey: How did you evolve over into the international program?

Moved into International Affairs When Joe Cutschall Refused to Move Back to D.C.

Guy: As I said, when they made the decision to move the international back to Washington, Joe said, "I won't go back. If you'll let me have one more year out here till I'm fifty-five, find somebody else to run the program." And so Bill Spillers was

chief of personnel then, and he was acting for Bill Klostermeyer, who was responsible for the international. So Bill caught me in the hall, literally, one day, said, "Would you be interested in doing the international program?" And I said, "I'll think about it." Went back and said, "Yeah, why not." And that was a lateral. I was already a 15. I got a 15 when I went back to Washington, and the program was a 15, so we didn't have to advertise, so I just lateraled over.

Had Negotiated Work on the Aswan High Dam Previous to Taking over International Affairs

I guess what tweaked my interest in saying yes on that was that, as I mentioned a little earlier, while I was this engineering and liaison director, we were negotiating or assisting in the negotiation on the work at the Aswan High Dam Powerplant with Allis-Chalmers, and Rod was director of design and construction then, so he came, said, "Will you go over there with Gene [Albert E.] Rickett," who just retired a few years ago from mechanical, "And assist in negotiations." So we spent, oh, I don't know, I guess four to six weeks in Egypt, on three different trips.

So when Bill came by a couple of years later, a year later, whatever it was, why, I'd at least had had that experience, and I knew Joe Cutschall personally. He worked in contract

administration before me, so I knew. And in contract administration, in the labs, and everywhere I had worked, as many people in the building have, I had received visitors and trainees to talk about whatever I was doing at the time. So it didn't scare me. It intrigued me, and I said, "Sure. Why not." The rest is history.

Storey: This is a different kind of a program from what you were doing, obviously. How did it change? Had you done any international travel before this?

Guy: No. My first three trips was the three trips to Egypt, and that was the *only* international I had done before I was appointed director in August of '84.

Storey: It's a different kind of life, I would think.

Guy: Oh, yes, yes. I've probably been to thirty or forty countries and around the world twice. I don't know how much time I've spent overseas. Several weeks. Met a King. The only king I met was the King of Thailand when we were doing the weather modification program. The king was very interested in the cloud seeding. He happens to be an engineer by training, so Joe Hall and I went over and had an audience with the king.

Storey: This is Sianook?

Taking the Egyptian Minister of Water Resources in to See the Commissioner

Guy: I can't even remember his name.[17] But met a lot of relatively high-level people, a lot of our own ambassadors, a lot of cabinet-level. We typically would meet with the minister of water resources. One of the interesting–the Minister of Water Resources in Egypt, Roddi [phonetic], I'd gotten to know him, I guess, while I was in Egypt, but, you know, Arabic customs, men hold hands. Very common. I don't know if you've been to Arabic countries or not, but it's very *common* for two men to walk down the street holding hands, you know, and they kiss each other and whatnot. It's just their custom. So Roddi had come over to call on the commissioner. You know the Washington–you've been to the Washington office.

Storey: Yes.

Guy: So at that point, international was down on the opposite end of–

Storey: [unclear] corridor.

Guy: Yes, far down at the other end. So he had come to my office or we'd gone and gotten him, I don't know what. Anyway, he and I were walking

17. King Bhumibol Adulyadej assumed the throne May 5, 1950.

down for his call on the commissioner.

"The commissioner of Reclamation is about two notches down from God in these countries, you know. The commissioner of Reclamation is a big deal. . . ."

The commissioner of Reclamation is about two notches down from God in these countries, you know. The commissioner of Reclamation is a big deal. So I guess he was a little intimidated or nervous or whatever. About halfway down there, he reaches over and takes my hand. So, you know, I understood that was commonplace, but there was no way I was going past all these offices and walking into the boss' office hand in hand. [Laughter] But, you know, when in Rome, you do as Romans. We were best buddies, hand in hand, going to see the Commissioner.

Storey: Which commissioner would this have been, do you remember?

Guy: Probably Bob Broadbent, I'd guess. It was probably fairly early on. When Bob left, we had the regional director from Boulder City Acting for about a year. He never was Commissioner. Who was next? Dale Duvall. Probably Bob, I guess.

Storey: Olson, was it?

Guy: Bob.

Storey: I don't remember his name.

Guy: I can't think of it right offhand now. It was probably during Broadbent's years.

Storey: Tell me about some of your experiences on these trips.

Guy: Well, let's see.

Storey: Tell me about Broadbent first. I don't know why I forgot to ask you that.

". . . I guess we all kind of chuckled to ourselves when we found out that we were going to have a druggist for a commissioner, but that, of course, does Bob Broadbent a great disservice. He's quite a gentleman, and, I think, most of us would agree, one our more effective commissioners. . . ."

Guy: Well, you know, I guess we all kind of chuckled to ourselves when we found out that we were going to have a druggist for a commissioner, but that, of course, does Bob Broadbent a great disservice. He's quite a gentleman, and, I think, most of us would agree, one our more effective commissioners.

"I think he was extremely politically savvy. . . . he announced that he would have Cliff Barrett to run the Bureau and he would take care of the politics, so that was all right with Cliff, and Cliff proceeded to do that. . . ."

I think he was extremely politically savvy. I think I told you last time about he announced that he would have Cliff Barrett to run the Bureau and he would take care of the politics, so that was all right with Cliff, and Cliff proceeded to do that. That lasted about two or three months. As you know, Cliff got sent to Salt Lake as regional director. But, you know, that was fine. Bob was newly commissioner and he was feeling his way along.

". . . he was part of the [Paul] "Laxalt mafia" from Nevada, so he was very politically strong. . . ."

But I would certainly say that Bob was one of the most active commissioners, *extremely* politically savvy, and he was part of the [Paul] "Laxalt mafia" from Nevada, so he was very politically strong. I think he served us well as commissioner, not withstanding being a druggist, pharmacist.

Storey: What about Higginson?

Keith Higginson

Guy: Well, Higginson, his claim to fame was being Cecil Andrus' representative on the Teton thing, and he kind of rode that in to be commissioner, as you know. I think Keith, being a civil engineer, being a former state water engineer, state engineer, whatever his title was in Idaho, I think he had a hard time making the transition from that state position to running a Federal agency like Reclamation, and I guess I would question if he ever successfully made the transition.

Dan Beard and Guy Martin

In fairness to Keith, it was tough times. That was the Carter years and the hit list, and he was obliged to be a part of the administration. Dan Beard, by the way, was our deputy assistant secretary at that time. I don't know if he had that connection. So Dan was there and Guy Martin was the assistant secretary. Very strong-willed, Dan still is, and Guy is. So, you know, in fairness to Keith, he had kind of a tough tenure, but I think it's fair to say that Keith won't go down in the pecking order as a strong, effective commissioner as, say, Bob Broadbent will, for example. But I think he had extenuating circumstances. It would have been a tough time for anybody to have been a commissioner.

Storey: Before Keith, it was Gil Stamm.

Guy: Yeah. The last career person.

Storey: Well, a lot of people believe that, yes. [Laughter] Mike Straus, after World War II, was a newspaperman.

Guy: Yes. Stamm I really didn't know very well. I got to know him a bit because of the Teton days. We spent an awful lot of time in D.C. because of Teton. I think I explained that to you before.

Storey: Yes.

Guy: But I can't say I ever knew Stamm, so I really don't have an opinion one way or the other.

Storey: After Broadbent was Dale Duvall.

Guy: Well, Dale, he grew up in Reclamation country, as you probably know, up around Spokane or someplace up in there. But he had some experience in construction contracting, as basically an accountant/controller type as his background. Dale, not unlike Keith Higginson, had a lot of problems happen in his watch, too, that whole '78 thing, or '88 thing, of the power struggle between him and Jim Ziglar and Joe Hall and others. So that was a tough time. There was a good bit of turmoil. "60 Minutes" was on us for something. Dale was interviewed and was on "60 Minutes" during his tenure.

Storey: Was that the Reclamation Reform Act stuff?

Guy: I was trying to think. I was trying to remember why they were–I guess it must have been. So, again, I'd say, in my view, Dale was an adequate leader and politically savvy, but probably, again, will not go down as being a Dominy or a Broadbent or, you know, some of the strong leaders.

". . . our commissioner never had to be approved by the Senate until Reclamation Reform. That was one of the things we gave up. I don't know if you're aware of that or not. That's part of the Reclamation Reform; our Commissioner has to be approved by the Senate now. . . ."

Now, you know, some people might criticize Bob for–our commissioner never had to be approved by the Senate until Reclamation Reform.[18] That was one of the things we gave up. I don't know if you're aware of that or not. That's part of the Reclamation Reform; our Commissioner has to be approved by the Senate now.

18. Congress passed the Reclamation Reform Act of 1982, an act of October 12, 1982, Public Law 97-293, 96 Stat. 1261. §229 of the act specifically changed An act for the appointment of a Commissioner of Reclamation and for other purposes, act of May 26, 1926, ch. 401, 44 Stat. 657. That act provided that the president appoint the commissioner. §229 in the Reclamation Reform Act of 1982 required appointment of the commissioner with the advice and consent of the Senate.

Storey: Really.

Guy: Yes. Depending on where you stand, that's good or bad. [Laughter]

Storey: Well, let's see. After Dale, there was Dennis Underwood. Then Dan Beard.

Dennis Underwood

Guy: Yes. Dennis, being an engineer, it's kind of funny, as an engineering organization, a lot of us felt like that's great, you know, get another engineer. [Laughter] The reality has been, when you look at Keith or you look at Dennis, Dennis buried himself in details. He did to us what Carter did to the government; he tried to be too involved in everything. He used to carry–like lawyers carry those big square briefcases, he must have had fifty pounds of books. I traveled quite a bit with Dennis, and I've been on the receiving end of that damn briefcase. Dennis tried to do too much himself. I don't think he delegated enough. But from an international perspective, he was very supportive to our program and understood it, as did Dale, as did Bob. I was really blessed. Most of the Commissioners that–by the way, I've served for over half the Commissioners. In the old days they stayed for a long time. I think Eluid [Martinez] is–what is he, seventeen? He's the seventeenth Commissioner?

Storey: I don't know the numbers.

Guy: I counted up one time. I told Dan, because I had known him from DMDT [phonetic] days, told him one time I had worked for half the Commissioners. He didn't see the humor in that. [Laughter]

But coming back to Dennis Underwood, that's about the only knock I'd say on Dennis. He tried to do too much himself, rather than backing off to the big picture. Contrast him to Beard, for example, I think Dan was probably into higher order of things, and maybe too much, and let the details go, so somewhere in between them would have been a better balance.

Storey: When did you retire?

Guy: Two years ago, January the third, '97.

Storey: So Eluid would have been Commissioner then.

Guy: Yes.

Storey: So we need to talk about Eluid a little bit.

Guy: Yeah. In fairness on him, see, I went to the Bank in July of '95.

Storey: So you left while Dan was still there.

Guy: That's right. So technically I'd served under Martinez; in fact, I never worked in the building under him. So I don't know, if he walked in right now, if he'd know who I was. So, in fairness, what I know about him is more hearsay than personal.

I went down a couple of times to talk to him–well, to introduce myself, first of all, but also to tell him what I was doing. It cost us a lot of money for me to be at the bank–my salary and benefits and all like that. It wasn't cheap. So I thought he should know, you know, at least my view on why I was up there. I don't know if that's the company line or not, if I got turned out to pasture. Yes, I probably did. But nonetheless, I was there and spending his good money, and I felt, in my view, that we could benefit substantially from my tenure up there, and I kind of wanted to see how he felt about it. He was not interested *at all*. But from what I hear from others, it wasn't personal; he didn't pay any attention to *anybody*. That's what I hear from others. I don't know what your view of the commissioner is. So I really don't have an opinion of the man. That was one or two meetings I've ever had with him.

Storey: Why did you go to the World Bank?

Ed Osann Suggested He Take an Assignment

Outside Reclamation

Guy: At that point I was working for Ed Osann. They put Ed in between Dan and I. I felt–well, I guess I resented Ed coming in as an outsider. I don't know whether people feel differently. He's a pretty controversial guy–I suspect others have told you. It's fair to say that Ed and I didn't have a meeting of the minds about the you international program, and I'd been at it for a number of years, and felt like I understood what needed to be done, and I think at the same time he felt like we should move the international program in a different direction. So he and I were at odds, I think that's a fair statement to say.

I felt that I understood–see, I worked with Dan before Ed showed up. I forget what the exact timing was. So I felt like that Dan and I, on the other hand, kind of had a meeting of the minds, in that we were, if not in lockstep, we weren't at odds. I guess I wasn't as flexible or as attentive to Ed as I should have been, but it's fair to say that Ed and I didn't get along that well.

So Ed came and asked if I'd be interested in taking an assignment somewhere, and I really didn't much care what his motivation was. I kind of felt like I might know, but, you know, be fair about it. Down through the years, we've toyed with putting a senior person–we talked about the

Mekong the last time–of putting somebody out in the Pacific to manage and attract work, business development, whatever you want to call it, but also be our person out in the Pacific, because we had so much work out there. Darrell and I talked about that quite a bit when I worked for him.

Then there was the Caribbean Initiative a few years back, I think in the [Ronald] Reagan years. They came to us and said–did we run out of tape there?

Storey: We're getting close. Go ahead.

Guy: Said, "What can we do?" So we said, "Among the things we might do is to put a person up in the World Bank or USAID, where the responsibility is for that part of the world on a donation basis." So we'd toyed with this. Another one, when the [unclear], over in Russia, former Soviet Union . . .

END SIDE 2, TAPE 2. FEBRUARY 6, 1999.
BEGIN SIDE 1, TAPE 3. FEBRUARY 6, 1999.

Storey: This is Brit Storey interviewing Sammie Guy on February the 6th, 1999. This is tape three.

Guy: Okay.

Storey: The LLC, I believe you were talking about.

Guy: Yes. So we sent John back to State Department/USAID, and, gosh, I don't know, we donated, I will say, over $100,000. So we had some precedent of this.

So I just took Ed in good faith, and I said, "Well, as a matter of fact, down through the years we've had a number of opportunities and we've toyed with doing that, but thus far we haven't done it. Number one is cost. What's the payoff? What's the strategy? And whatnot."

So presume–well, you can assume whatever you want to, maybe he wanted to get rid of me, maybe he was interested, I don't know, but at that point it didn't matter too much to me, because I saw a positive benefit for me personally, as well for the agency, to go up and spend some time in the Bank. And if he and Dan were willing to spring for it, it was all right with me.

So that kind of started it. So I was a little concerned and curious, just protecting my back side, as to, you know, what is the true motivation here. So I went in to Beard and sat down with him. Dan, you know, like I say, he's a big-picture up-here kind of a guy, and he said, "Do you want to go?" I said, "Well, I really don't care. I wouldn't mind." So he never said, "I want you to go," "I don't want you to go." So it just kind of

evolved, and so I already had an idea of where I wanted to go. "If you guys want to pay for it, it's fine with me. If I'm in your way, I'll get out of your way. It doesn't matter to me one way or the other." So that's kind of how it developed. So I knew plenty of people at the bank, and I just went up. Because the price was right, you know.

"We were paying for everything. We paid my salary and benefits. The bank paid office space, travel, anything out of pocket. So it was a good deal, and the bank's not stupid; it was a good deal for them. . . ."

We were paying for everything. We paid my salary and benefits. The bank paid office space, travel, anything out of pocket. So it was a good deal, and the bank's not stupid; it was a good deal for them.

But the heartbreak of it is, I don't think that we, Reclamation, took advantage of the opportunity and got the benefit that we could have gotten. Now, part of it was Dan leaving and Eluid coming in, and his personality and his, let's say, narrow vision versus Dan's wider vision, pulling back on Three Gorges, getting out of the structural construction aspect of the program, which is one of the differences Ed and I had.

Storey: Did the administration ever give any reasons, or

did they just say, "We're pulling out"?

Guy: Three Gorges?

Storey: Yeah.

Why We Withdrew from the Three Gorges Dam Project in China

Guy: Well, the reason is because of the environmental influence in the administration saying that this is an environmental disaster, and we, Reclamation, should not be a part of it, plus what I told you before, if we threaten to withdraw something they want, the assistance from Reclamation, maybe they'll do a better job and maybe they'll even kill the project. That was their concept.

Storey: Well, let's go back and talk about your international experiences a little more. Did we have any unusual requests, for instance, come in?

Issues Doing Work in Saudi Arabia

Guy: I'm sure we have. Let me see if I can think of one that might be of interest to you. While I'm thinking, I'll tell you a little story about–this happened to be Saudi Arabia. The Saudis, like a lot of other countries concerned about us Americans and us Westerners coming in and undermining the culture and abandon their

language, and they've done things like take the English signs down, street signs, and put up Arabic so nobody can read them but them, but the "Saudization" is the term they used.

So one of the things they did, they insisted that between their contractors and us providing them technical assistance, that the communications be, of course, written in English, the contractor would write in English, and it be translated into Arabic, then it would have to be translated back into English so we could read it. Well, you can imagine–Arabic's a tough language, they tell me–how much can fall through the cracks.

So we were putting floor tile in a building, and so when the request got to the contractor that we sent, it said "relatch the floor." He thought about that. What does that mean? So he came to us and said, "What is it you want me to do?" "We want you to regrout the floor. The grout's bad." So we said, "Look. Here's the deal. Henceforth, we'll give you a bootleg copy of our letter so you'll know what you're supposed to do, because we know when it comes through in Arabic, you're not going to be able to read it."

Storey: So this was an English-speaking contractor.

Guy: Yes, and we're English-speaking, but we took our

letter and they translated it to Arabic, and then somebody else took it and translated it back into English. [Laughter]

Storey: What about Aswan? Did Aswan start up under you?

Aswan High Dam and Reclamation

Guy: Well, no. My first involvement in Aswan was the negotiation of the contract, and I don't remember if we–I don't think we had a participating agency service agreement in place. I'm not sure but what we gave that. We may have donated that to AID.

What happened back a year or two before that, chairman Scott of Allis-Chalmers was on some kind of a business development board for Egypt, and the turbines and the reliability of the powerplant was going downhill pretty bad. Who would it have been? Sadat or whoever was president then, asked chairman Scott to help him out, to convince USAID that we should give money to upgrade and rehabilitate the powerplant. So they came to the Bureau, and I think Rod himself and a couple of people went and looked at the turbines and said, yes, indeed, they're in poor repair and they need to be replaced. Well, that translated into AID giving money.

Then we went over and helped negotiate,

and then I think we actually negotiated the [unclear] while Joe was still running the program, and I think we *might* have started putting people in country before I took the program. I can't remember exactly. So to answer your question, it was probably started before summer of '84, when I took the program. And we had people in Aswan and/or Cairo up till, oh, gosh, I don't know, maybe '92, '93, '94, somewhere along in there.

Storey: That's a fairly big project, isn't it.

Guy: Yes. I don't know many million, quite a few million dollars that we, Reclamation, took from USAID.

Storey: What about other big projects like that?

Reclamation in Brazil

Guy: Well, Brazil was pretty big. I think we probably had a team of maybe eight or ten at the peak of Brazil, when Rod was the team leader down there. We're down to, I think, [unclear] two people down there now.

Storey: Rod Vissia?

Guy: Yes. You remember Rod went to Egypt with the World Bank, and then soon after he came back, or while he was over there, maybe, I can't remember

exactly the timing, he said he didn't want to come back to the domestic program, and about that time we were staffing the Brazil program, so we put him in as head of that. So he may have gone straight from Egypt to Brazil. I don't think he had a legitimate domestic job in between. He might have gone straight. I can't quite remember.

But, yes, Brazil was a very active program. Still is. I told people–and I think it's true today–that now Dick Ives, me in the old days, that if you turn me loose, I can use every person in Reclamation internationally. No question in my mind. You can do it today. If you want to be an international organization, the need is that great. And I'm not exaggerating.

"You can use all the capacity that your agency has today in international work, and be used effectively. So it's really up to you, and it was up to us. Historically, the international program has been about equivalent to 1 percent of your budget . . ."

You can use all the capacity that your agency has today in international work, and be used effectively. So it's really up to you, and it was up to us. Historically, the international program has been about equivalent to 1 percent of your budget, and that's about where it is now. So it's really an adjunct to the agency. And rightly so, because

you're a domestic agency. Cattle farmers in Nebraska would go apeshit on you. [Laughter] So, you know, it would require a whole different change in your charter and so forth. But the needs around the world in water resource development are just without–they're endless.

Storey: What else should I be asking you? What else should we be talking about?

Guy: Well, I don't know what your time frame is, but you said that you were interested in your paper on water, and I don't know what you have, so we're about to turn out of time, but I thought what you might tell me, or maybe you want to do this off the record, just what I can do to help you on that. I don't know if there's anything else. I guess at this point I'm kind of looking to you for questions. I can't quite remember what all I've told you, so I'm kind of looking at you a little bit now.

Storey: Well, I do not think of any other questions I want to ask you right now. So why don't we close the interview. Let me ask once again if you're willing for the information on these tapes and resulting transcripts to be used by researchers.

Guy: Yes, I am.

Storey: Great. Thank you very much.

END SIDE 1, TAPE 3 . FEBRUARY 6, 1999.
END OF INTERVIEWS.