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DEPARTMENT OF THE ARMY
OFFICE OF THE CHIEF OF ENGINEERS
WASHINGTON, D.C. 20314

REPLY TO
ATTENTION OF:

DAEN-CWP-E

1 May 1975

Mr. Norman E. Ross, Jr.
Staff Assistant
Domestic Council Staff
Old Executive Office Building
Washington, D.C. 20500

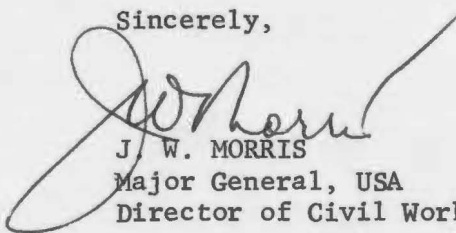
Dear Mr. Ross:

I am inclosing a copy of the Status Report on the Cross Florida Barge Canal. This Status Report was submitted to the Department of Justice on 15 April 1975 for transmittal to Judge Harvey M. Johnsen by 1 May 1975.

Submittal of this report was required by a ruling of Judge Johnsen on 13 August 1974 which granted an extension for completion of the restudy and EIS to 1 May 1975 and provided that any further extension of time would be predicated on the degree of completion, what remained to be done and reasons that it was not possible to complete the effort by 1 May 1975. The Status Report complies with Judge Johnsen's instructions and seeks a further extension to 30 September 1976.

A representative of the Office of the Assistant Secretary of the Army (Civil Works) will be contacting each member of the Washington Level Policy Group next week relative to the necessity for a formal briefing on the Cross Florida Barge Canal.

Sincerely,


J. W. MORRIS
Major General, USA
Director of Civil Works

1 Incl
As stated



5-5

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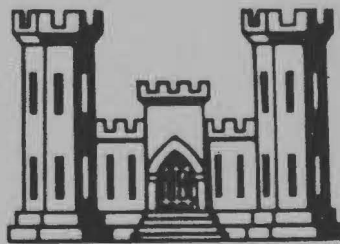
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J. W. MORRIS
Major General, USA
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CROSS FLORIDA BARGE CANAL

STATUS REPORT



DEPARTMENT OF THE ARMY
JACKSONVILLE DISTRICT, CORPS OF ENGINEERS
JACKSONVILLE, FLORIDA

APRIL 1975



SUMMARY

CROSS FLORIDA BARGE CANAL RESTUDY

In response to a request for an extension of time to complete the required studies on the Cross Florida Barge Canal Project, Judge Harvey M. Johnsen on 13 August 1974 ruled in part "An extension will accordingly be granted only to May 1, 1975, with any application for further extension being required to show what has been done; what remains to be done; and that it has not been reasonably possible for the task to be physically or processively completed by May 1, 1975." In accordance with Judge Johnsen's decision, a status report has been prepared showing progress to date and what remains to be done to produce a restudy report and Environmental Impact Statement. This Summary highlights the principal parts of the status report.

A field-level interagency coordinating group has been established to assist the Corps of Engineers in the studies on the canal. Participating agencies include:

Environmental Protection Agency

Department of Interior

Fish and Wildlife Service
Bureau of Outdoor Recreation
U. S. Geological Survey

Department of Agriculture, Forest Service

State of Florida

Department of Natural Resources
Canal Authority
Game and Fresh Water Fish Commission
Division of Planning

Corps of Engineers

Studies are now well advanced in analyzing the numerous alternative plans that were described in the 9 July 1974 Plan of Study. These alternatives include six variations of plans for completion and three plans for noncompletion. All plans have been treated equally. In order to achieve objectivity and unbiased studies, consultants are being utilized for a major part of the data collection and analyses.

Studies and principal activities that have been completed to date include: (a) Battelle Columbus Laboratories has performed a literature search and field reconnaissance and determined needed environmental data and methods and procedures for collecting and analyzing such



environmental data; (b) A. T. Kearney, Inc., has completed an interim report on transportation economics; (c) Bureau of Outdoor Recreation, Department of Interior has completed an interim report on recreation potentials of the project; (d) Corps of Engineers has prepared preliminary cost estimates for the various alternatives based on borings, well pump tests, topographic and hydrographic surveys; (e) U. S. Geological Survey has completed an interim report on pumping tests; (f) Joyce Environmental Consultants, Incorporated, has completed an interim report on aquatic vegetation; and (g) Corps of Engineers has held two public meetings and workshops on the studies. Total expended on studies through March 1975 is estimated to be \$950,000.

Studies underway include a number of environmental investigations which were initiated in December 1974 and January 1975 and which require a data collection period of approximately one year. Such studies include: (a) fisheries and wildlife, being prepared by the Game and Fresh Water Fish Commission, State of Florida; (b) plankton and benthos, Environmental and Research Technology, Inc., (c) aquatic vegetation, Joyce Environmental Consultants, Inc; (d) terrestrial vegetation, Department of Agriculture, U. S. Forest Service; and (e) water quality and quantity, Department of Interior, U. S. Geological Survey.

One additional contract will be awarded upon receipt of adequate funds. One facet of this contract will depend to a great extent on the environmental studies that will not be completed until about 1 March 1976. This final contract will include a socio-economic evaluation (secondary impacts), hydrologic and nutrient budgets, evaluation of air quality impacts, and an overall impact assessment of all alternatives. The total cost of all studies including those completed to date, is now estimated to be \$2,500,000. That amount represents an increase of \$639,000 over the estimates in the 9 July 1974 Plan of Study. The increase is the result of expanded scope and details in engineering (\$308,000), environmental (\$321,000), and economic studies (\$10,000). The need for expanded effort became apparent from interagency coordinating group meetings and public hearings and workshops.

The current status report presents a preliminary evaluation of the overall environmental, engineering, and economic analyses of the various alternative plans for completing or not completing the project, based on studies that have been beneficially completed to date. Environmental aspects have been identified, scoped and data collection is underway. Engineering investigations and cost determinations are progressing, but results to date are tentative. Preliminary economic analyses of completion alternatives indicate that the annual costs exceed the annual benefits at all interest rates unless consideration is given to additional possible future benefits. The consultant on transportation savings, A. T. Kearney, Inc., has identified potential waterway commerce in excess of 10 million tons with benefits of approximately \$15 million. As an example, transportation economics of coal and petroleum products are highly favorable to water transportation. Their future is essentially dependent on Outer Continental Shelf oil finds and decisions to be made on potential reconversion to coal power generation by the Florida utilities or use of coal in new plants. If this should happen, the transportation economic benefit could change



drastically. For the non-completion alternatives, studies have not progressed sufficiently to allow a preliminary determination of the resultant economic and environmental benefits.

Sufficient data and analyses are not yet available to permit the final determinations directed by the Congress and Court. The studies completed to this point in time are too preliminary to be conclusive with regard to project justification and alignment. It has not been possible to physically or processively complete the required work by 1 May 1975 because of the following circumstances: (a) a one-year data collection program was required for each of the environmental contracts in order to obtain meaningful data for each alternative for each season of the year (b) approximately two months were required to negotiate the environmental contracts with the Federal and Florida State agencies; (c) the final contract for socio-economic evaluation, hydrologic and nutrient budgets, evaluation of air quality impacts, and overall impact assessment is dependent upon the environmental data collection and analysis. In addition, because of the controversial nature of the project, there has been an intense interest expressed by Federal and Florida State agencies, environmental and commercial interests, and individual members of the general public in the study. Such interest indicates that an extensive amount of inter-agency coordination is required and that public participation in the planning process is desirable. Such coordination and participation is a time-consuming process.

A chronology of significant events that have occurred since 1 July 1974 follows this Summary. The current status report presents a schedule for completion of the restudy and EIS which indicates that submittal of the final EIS will not be possible until 30 September 1976.



CROSS FLORIDA BARGE CANAL RESTUDY

CHRONOLOGY OF SIGNIFICANT EVENTS (1 JULY 1974-31 MARCH 1975)

5 JUL 74 AWARD BATTELLE CONTRACT - PHASE 1

9 JUL 74 FINAL (APPROVED) PLAN OF STUDY

13 AUG 74 JUDGE JOHNSEN'S RULING ON EXTENSION OF TIME

22 AUG 74 ICG MEETING NO. 5 - MIDPOINT REVIEW BATTELLE CONTRACT -
COLUMBUS, OHIO

4 SEP 74 AWARD TRANSPORTATION ECONOMICS STUDY-A.T. KEARNEY INC.

4 OCT 74 ICG MEETING NO. 6 - REVIEW OF BATTELLE REPORT ON ASSESSMENT
METHODOLOGY

9 OCT 74 REPORT RECEIVED FROM BATTELLE

10 OCT TO
25 OCT 74 AGENCY REVIEW OF BATTELLE'S REPORTS AND PRELIMINARY
CAPABILITY DISCUSSIONS

13 NOV 74 ICG MEETING NO. 7 - REVIEW SCOPES OF WORK FOR ENVIRONMENTAL
FIELD STUDIES

3 DEC 74 TO
29 JAN 75 AWARD CONTRACT AND INTERGOVERNMENTAL AGREEMENTS ON ENVIRON-
MENTAL FIELD STUDIES

17-18 DEC 74 PUBLIC MEETING AND WORKSHOP, JACKSONVILLE, FLA.

18-19 DEC 74 PUBLIC MEETING AND WORKSHOP, OCALA, FLA.

6 JAN 75 COORDINATION MEETING WITH ENVIRONMENTAL CONTRACTORS

3 FEB 75 ICG MEETING NO. 8 - WORK ON SCOPE OF WORK FOR PHASE II
CONTRACTOR (SOCIO-ECONOMIC, HYDROLOGIC, NUTRIENT, AIR
QUALITY, OVERALL IMPACT ASSESSMENT)

14 FEB 75 BRIEFING IN JACKSONVILLE OF WASHINGTON POLICY GROUP
REPRESENTATIVES

28 MAR 75 KEARNEY INTERIM TRANSPORTATION REPORT RECEIVED



CROSS FLORIDA BARGE CANAL STATUS REPORT

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CROSS FLORIDA BARGE CANAL STATUS REPORT

I. INTRODUCTION AND PROJECT HISTORY

A. Authorization. The Cross Florida Barge Canal Project was authorized by Public Law 675, 77th Congress, dated 23 July 1942. The project would provide a barge waterway route between the St. Johns River at Palatka and the Gulf of Mexico at Yankeetown, a distance of about 110 miles (see figure 1). The project would include three dams, five locks, and a channel 12 feet deep and 150 feet wide.

B. Completed work. Construction of the project was started in February 1964 and terminated by the President in January 1971, after about 25 miles of channel, three of the five locks, the three dams and four bridges were completed (see figure 1). The President ordered that further construction be halted to prevent potential serious environmental damage and directed that work in progress be terminated in an orderly manner to leave affected areas in a safe condition. Approximately \$70 million have been invested in completed works and lands for the project.

C. Congressional and judicial impetus for this restudy.

1. The appropriation of funds and the requirements for the Corps of Engineers to undertake the restudy result from congressional action contained in Public Law 92-405. An excerpt from that law is attached as exhibit A.

2. Litigation had been in progress since enactment of the above referenced law and no funds had been allotted for the study. On 31 January 1974, Judge Harvey M. Johnsen, Senior Circuit Judge of the Eighth Circuit, sitting by designation, United States District Court, ruled in part that appropriate studies and reports should be prepared and he ordered that impounded funds should be released for that purpose. An excerpt from the Judges' ruling is attached as exhibit B. Subsequent to the above action, Congress appropriated \$1,000,000 for the studies in the 1975 Public Works Appropriations Act.

D. Corps of Engineers. The Corps is the lead agency responsible for the overall conduct of the restudy effort. The Corps is being assisted by an Interagency Coordinating Group formed at the field level by the Jacksonville District Engineer.



E. Interagency Coordinating Group (ICG). This field-level group, comprising interested Federal and State agencies, has been established primarily to minimize agency differences and determine the scope of a defensible EIS. Other purposes include: (1) assisting in preparation of the plan of study, (2) aiding in the development of criteria for work to be done under contract, (3) serving in an advisory capacity in the listing of potential consultants, and (4) providing input data to and participating in periodic meetings and workshops during the study effort. Participating in the ICG in addition to the Corps of Engineers are: (a) Department of Interior, including Fish and Wildlife Service, Bureau of Outdoor Recreation, and U. S. Geological Survey; (b) Environmental Protection Agency; (c) Department of Agriculture, Forest Service; and (d) State agencies, including Department of Natural Resources, Florida Game and Freshwater Fish Commission, Canal Authority, and Department of Administration. In addition to having representation in the ICG, the agencies will provide assistance with respect to their areas of jurisdiction and expertise, and many agencies in the ICG are involved in data collection programs for the study.

F. Washington Policy Group (WPG). A Washington-level policy group composed of representatives of the concerned agencies has been established by the Department of the Army to facilitate communication and resolution of policy problems. The Washington policy group is consigned to resolve substantive issues that have been referred in writing to the Jacksonville District Engineer by ICG members and not accepted by the District Engineer. Participating in the group are the Under Secretary of the Department of the Interior; the Deputy Administrator of the Environmental Protection Agency; the Chairman of the Council on Environmental Quality; the Associate Director for Natural Resources, Energy and Science, Office of Management and Budget; and the Office of the Secretary of the Army.

G. Plan of Study (POS). A plan of study was prepared with inputs provided by the ICG. The plan of study was finalized and published on 9 July 1974.

H. Request to Judge and constrained extension. On 16 July 1974, the Justice Department submitted the plan of study and accompanying papers to Judge Johnsen and requested an extension of time for completion of the restudy. On 13 August 1974, the Judge ruled in part that an extension of time would be granted only to 1 May 1975, with further application for extension of time being contingent upon explanation to the Court of why the task could not be completed by that date. An excerpt from the Judge's ruling is attached as exhibit C.

II. STUDY MANAGEMENT

A. Plan of study.

1. General. The purpose of the plan of study was to set out clearly the study objectives, establish procedures for study management and participation, address issues and determine alternative actions to be analyzed, to set guidelines for the required environmental, engineering, and economics studies and to develop schedules and costs for the various items of work. Members of the ICG assisted in the preparation of the POS, thus assuring that the special interests of each member and the general public would be fully known to the lead agency. The POS dated 9 July 1974 was reviewed by members of the WPG and has served as a management tool for studies to date. The ICG and WPG will review and comment on the restudy and EIS. Thus, great weight was given to their requirements to be covered by the restudy. The single most critical requirement in terms of time and money was the unanimity of opinion that a data collection period of not less than one year was essential for environmental aspects. This has been accepted because of the unique and extremely controversial history of the CFBC. The POS is now being revised to incorporate data on actions that have taken place and to include more definitive detail on work remaining to be done. The POS is not an inflexible plan nor an interagency agreement and will be revised as required throughout the course of the study.

2. Public participation. In view of the widespread interest in the CFBC project, the POS has been structured to include an intensive public involvement program. The program includes public meetings, workshops, news releases, monthly newsletters to the ICG and the WPG and other public information. Public meetings and workshops were held in December 1974 at Jacksonville and at Ocala, Florida. The purposes of these meetings and workshops were to advise the public of the history of the project, the full details of the planned studies, the issues that have been raised and how the proposed studies would address those issues, and to solicit public views on the adequacy and scope of study plans. Workshops were held following each meeting to afford local interests additional opportunity to ask questions and review study plans in further detail. Monthly newsletters are being prepared, and news releases are made for significant events.

3. Consultants. In order to achieve objectivity and seek a balanced approach in the study, the POS provides for the utilization of consultants for a major part of the data collection and analyses effort. In this regard, a contractor was retained to develop the scope of work for collecting and analyzing environmental data, a contractor is preparing a transportation economics study, and a number of consultants are being retained for various aspects of the environmental studies. A listing of contracts completed, underway, or anticipated is included as exhibit D.

B. Track I - Track II. Although it is anticipated that the overall restudy report and the environmental impact statement (EIS) will require until 30 September 1976 to complete, the Federal Court directed that a report be submitted by 1 May 1975. Therefore, a two-track study concept was developed. Track I has been directed at producing a status report by 1 May 1975 which will summarize what studies have been accomplished to date, what studies, if any, remain to be done and whether or not it had been possible to complete the overall restudy and accompanying EIS. The Track I report makes reference to interim reports on engineering, environment, and economics which are available to the Court upon request. Track II is directed at producing an objective and thorough restudy report and an accompanying EIS in full compliance with the congressional directive. The two study tracks have been pursued concurrently.

III. MAJOR ISSUES

A. Introduction. One of the purposes of the restudy report is to address the major issues that have surfaced during the history of the project and during the early part of this study. Several of the more critical issues that could affect any decision concerning the project are discussed in the following paragraphs.

B. Federal action. One of the basic issues in connection with the restudy of the project is the "proposed action" to be addressed in the EIS. There are those who feel that the proposed action should be "the Presidential order preventing further construction." Since the Court has held invalid the President's order of intended termination of the project, such cannot be the case. However, the EIS cannot deal with the project on a fragmentized basis. It must consider the entire project and all possible alternatives; i.e., complete the project or do not complete the project. The EIS will have to discuss the sub-alternatives of (1) leaving the completed portions of the project as is including methods of management and operation, and (2) restoring the areas to their original condition. Upon completion of the ongoing environmental, engineering, and economic studies and analysis of data, the "proposed Federal action" will be selected. Thus, the restudy must be completed prior to writing the EIS.

C. Level of detail. During the preparation of the Plan of Study and subsequent scopes of work for the various portions of the restudy, it became apparent that the level of detail needed in each portion was subject to considerable interpretation. Data collection and analysis and the scope of effort necessary in each portion were particularly critical items. Essentially, these items depend on the background data currently available, the depth of investigations required for a defensible EIS, the funds available, the state of the

art, and the ability of an organization (or consultant) to perform the work in a timely manner. The areas of secondary impacts, nutrient budget, and ecological modeling were of particular concern and are discussed in the following paragraphs.

1. Secondary impacts. Construction of the project may stimulate or induce secondary effects in the form of associated investments and changed patterns of social and economic activities. Potential impacts of the project upon the region and area will be identified and assessed. Areas to be investigated include but are not limited to the following:

- Changes in population and population distribution
- Changes in water use and water quality
- Changes in land use and land values
- Changes in air quality
- Changes in employment patterns and wage rates
- Increase in service levels and costs
- Nature and cost of infrastructure which may be required
- Negative or positive effect upon the area's tax base
- Changes in local customs and traditions
- Alterations in local traffic patterns.

The assessment of secondary impacts will be conducted jointly with the analysis of the physical impacts of the project on the environment. Identification and evaluation of these impacts has been the subject of considerable discussion. Various methods of analyzing the impacts are available and the exact method to be used will be determined during the continuing course of the study. The study will not be used for basic research into development of new evaluation techniques.

2. Nutrient budget. Nutrient budget analysis is an integral part of the study effort, as noted in the 9 July 1974 Plan of Study. The need for a complex dynamic nutrient model has been discussed at length at ICG meetings and some have considered such a model essential to a sufficiently comprehensive analysis of the nutrient budget. However, to our knowledge, there is not now a verified model available of the complexity necessary to accommodate all important nutrient elements and compartments directly. A monthly type mass balance nutrient model would aid in evaluating the effects of variations in nutrient concentrations on the several important nutrient compartments. Such a model, or similar one, will be used to help develop the nutrient budget. Compartmentalization will be limited to the most important nutrients.

3. Ecological modeling. It was proposed that an ecosystem model be prepared on the Cross-Florida Barge Canal project. This concept was thoroughly investigated and it was determined that such models were probably adequate as learning and planning tools. However, the present state of the art does not allow adequate prediction

from complex ecosystem models due to the many unknowns and sources of error in these large models. Current model results are deterministic, yet they are often used as definitive--a misapplication which should be avoided on sensitive projects of a National interest. Models are developed for specific uses; therefore, an original model would have to be developed and verified for the Cross-Florida Barge Canal, probably at considerable cost in time and money. Such work would not be consistent with the level of funding and time frame for the current studies. For these reasons, use of a full ecosystem model on the Cross-Florida Barge Canal was rejected.

D. Lake Ocklawaha (Rodman Pool). While awaiting final disposition of the total project, the need for an interim plan of regulation of Rodman Pool to maximize recreation, aid weed control and enhance fisheries management has been recognized. An interim plan was formulated and coordinated with various concerned State and Federal agencies. The plan adopted included a three-foot drawdown (from 18' to 15' m.s.l.) beginning 2 January 1975 and refilling to 18' m.s.l., starting 1 March 1975. The schedule and degree of drawdown reflects the consensus of Washington representatives of the Federal agencies most involved in the restudy of the Cross-Florida Barge Canal. The contention has been made that the drawdown disrupts and invalidates ongoing biological and water quality investigations. This contention would be valid if Lake Ocklawaha were a relatively stabilized habitat. However, since its impoundment, the reservoir has experienced many changes in water level elevation and the drawdown represents not only a continuation of past events but a technique which may possibly be required for future reservoir management. The interim plan should give valuable insight into the effect any future full scale winter drawdown program might have on aquatic vegetation and fish life.

E. Geohydrology. One of the features of the project that has been the subject of considerable concern is its potential effect upon the ground water, particularly in the Summit Reach. Recent pumping tests in the probable zones of principal outflow indicate that the exchange of water between the canal and the aquifer would proceed at a slow rate. The influence of the canal on the aquifer would be much less than previously estimated and would not extend very deep into the aquifer.

F. Land Ownership. The act authorizing the Cross-Florida Barge Canal requires that the local sponsor (the Canal Authority of the State of Florida) furnish to the government all lands required for construction, operation, and maintenance of the canal. The required lands for completion of the canal are in varying stages of acquisition. Principally, some lands and interest in lands have

been acquired by the Authority and transferred to the Federal Government; some lands have been acquired by the Authority and transfer to the Federal Government has not been consummated; inadequate interest in some lands has been acquired by the Authority and additional acquisition actions will be required before transfer to the Federal Government; at selected locations, the Federal Government has acquired lands to provide for recreational access; many areas required for the canal and recreational access remain to be acquired; and, transfer to the Corps of Engineers of the National Forest lands required for the canal has not been accomplished.

Insofar as the ultimate disposition of real estate interests is concerned, any alternative other than project completion presents numerous complex problems. If the project does not proceed to completion, examples of the problems range from whether or not water can continue to be impounded on lands acquired for the canal; can the Canal Authority be compelled to convey to the Federal Government those land interests they now hold which are essential to support the project works now in existence; the position of the Canal Authority regarding those lands acquired which are not required for the project in its present stage of construction; too, does the Federal Government have an obligation to compensate the Authority for funds expended for lands and relocations. These and similar problems are yet to be addressed in the restudy.

IV. CURRENT STATUS OF RESTUDY

A. Studies underway. The restudy has three major components; economic, environmental, and engineering.

1. Economic studies. These analyses include consideration of transportation savings to commercial navigation, recreation benefits to users and flood control benefits.

a. A study of transportation savings has been made by A. T. Kearney, Inc., a management consulting firm under contract dated 4 September 1974. Kearney has furnished an interim report as discussed in Section VIII of this report.

b. Recreation use is being estimated by the Bureau of Outdoor Recreation, Department of Interior. This work was initiated 27 December 1974 and interim results are available for use in this report (Section VIII). BOR's final study results are due in December 1975.

c. Flood control benefits that would be provided by the project derive from the flow conveyance that would be provided for flood waters accelerated by developments in the Four River Basins project and in areas adjacent to the canal route. This analysis will be completed as a part of the continuing studies. Flood control benefits are not expected to be a principal factor in the overall project evaluation.

2. Environmental investigations. In order to develop as accurate an evaluation as possible of the environmental factors and considerations involved in each of the alternatives considered in the Cross-Florida Barge Canal Restudy, a series of contracts were let or are scheduled to be awarded to private firms and governmental agencies with the necessary expertise. The informational material, assessments, and analyses developed under the contracts will be correlated with other work performed by personnel of the Jacksonville District, Corps of Engineers. When all studies are completed, the data will be analyzed and the results presented in the final Restudy Report. These data will form the basis for the environmental statement which will accompany the report. Data and analyses available for Court review at this time consist of results of literature searches, limited field surveys, and preliminary evaluations of some of the continuing studies. In general, all long term data contracts are underway but the work is incomplete at this time with collection and evaluation scheduled to extend through 1975 and into 1976. The areas of investigation, the contractors involved, and scheduled completion dates are given in exhibit D.

3. Engineering investigations. This work has included new studies of geology and geohydrology; basic hydrology and hydraulic designs; water quality; field surveys; and design and cost analysis for the various alternative plans. These studies are generally complete and an interim report is available if requested by the Court.

B. Schedule of future actions. It is anticipated that the Restudy Report will be completed with an analysis of the full array of alternatives by 3 May 1976. After appropriate review a recommended plan will be selected and an EIS will be prepared. The completed report and EIS are scheduled for submittal to the Court and to the Congress by 30 September 1976. At the same time the EIS will be filed with the President's Council on Environmental Quality. An outline of the schedule is shown on exhibit E.

V. ALTERNATIVE COURSES OF ACTION

Various alternative routes and plans were developed jointly with the ICG to address the numerous issues that had been raised on the project. Basically, there are two alternatives: (1) complete the canal, and (2) do not complete the canal. Completion of the canal in itself has various alternative ways of being accomplished. If a plan other than the authorized plan should ultimately be selected, it is possible that the plan would require resubmission to Congress for reauthorization of the modified project. The various alternatives and subalternatives selected by the ICG are being investigated during this study and are discussed briefly in the following paragraphs:

A. Completion of the canal.

1. Authorized alinement. This alternative (see figure 1) would provide for an evaluation of the project as authorized. Subalternatives to the authorized alinement are summarized below and are shown on figure 3.

a. Eureka to Highway 40 reach.

(1) Non-river alinement. This alternative would exclude the river proper. In this reach, the canal would be located along the northwest fringe of the flood plain and generally parallel the authorized canal alinement. Material from canal excavation and adjacent borrow areas would be used to construct a continuous levee from Eureka Dam to State Road 40 adjacent to the southeast side of the canal. A spillway would be provided to pass normal flows down the natural river channel between Highway 40 and Eureka and a lock would be provided to maintain recreation navigation on the Oklawaha River. This alinement would exclude about 20 miles of the Oklawaha River along with a group of lakes located east of the Oklawaha River in this area. Eureka Pool would be reduced from about 18,000 acres at elevation 40 feet to about 7,000 acres.

(2) Upland alinement. This is basically the same as the non-river alinement plan except the canal and levee between Eureka Lock and State Road 40 would be located further to the northwest on higher ground completely out of the flood plain. The tie-in and structure arrangement just north of State Road 40 would be the same as the above plan. This plan would remove the canal alinement from the flood plain downstream of Highway 40 and maintain essentially the entire flood plain in this reach.

b. Eureka to Bert Dosh Lock reach.

(1) Non-river alinement. This would be an extension of the alternative discussed in a(1) above, in that the levee would extend further south to terminate at high ground in the vicinity of Bert Dosh Lock. This plan would maintain an additional 2,000 acres of the Oklawaha River Valley (Dead River Swamp) as close as possible to the natural state.

(2) Upland alinement. This is basically the same as the plan for Eureka to Highway 40 upland alinement plan except the canal and levee between Eureka Lock and State Road 40 would be located further to the northwest.

c. Summit Reach plans. Several plans are being investigated in the Summit Reach in consideration of the impact on existing water quality and ground-water levels. These would include but not be limited to the following:

(1) Additional lock or locks to minimize the depth of cut in the Summit Reach.

(2) Paving, channel lining, dental work and grouting should seepage into the aquifer become a problem.

(3) A pumping station at Dunnellon to provide flexible use of the overall system's water supply.

(4) Operational and administrative techniques to minimize the impact of developing the area.

d. West End plans. This alternative includes consideration of measures to decrease salinity conditions and to improve flushing action for the Withlacoochee River or other structural measures to make maximum use of available water supply.

2. Lake George alternative. The alinement for this plan would extend from a point near Highway 40 bridge on the Oklawaha River in an east-northeast direction across the Ocala National Forest to Lake George. The plan would require two or three locks and lockage water would need to be pumped from Lake George. The alinement is shown on figure 2.

B. Do not complete canal.

1. Preserve completed works. Studies are being made to determine the most effective and practicable plan to make maximum use of completed project works, including navigation, recreation, flood control, and other environmental objectives.

2. Restore original condition. This would require removal of project works and restoration of preproject conditions insofar as possible.

3. Abandonment. The overall impact of complete disinvolvement with the project is also being considered.

C. Related projects and plans. The Barge Canal project as authorized would have served as the floodwater discharge route for the Four River Basins Federal multi-purpose project. Flood discharges from the Oklawaha and Withlacoochee River basins of that project would enter the Eureka Pool and Lake Rousseau, respectively. Hydraulic designs were prepared to accommodate those discharges for the various alternative plans for the Barge Canal. These studies are generally complete and an interim report is available if requested by the Court.

D. Assessments and conclusions. Information to date is just not sufficient to allow complete and specific judgments on the feasibility of the various alternative plans. There is a notable lack of information in the environmental area as discussed elsewhere in this report. From an engineering standpoint, some limited conclusions can be drawn:

(1) There is little difference in total costs of the various plans for the alternatives between Eureka Dam and Highway 40 or Bert Dosh Lock.

(2) The Lake George alternative is approximately 25 percent more costly than the other completion alternatives. However, until full evaluation is made of the environmental costs and benefits in Track II of this study, a final decision on this alternative cannot be made.

It should be noted that any plan other than the authorized plan may require additional authorization by Congress and a new agreement with the State sponsoring agency.

VI. DISCUSSION OF ENVIRONMENTAL ASPECTS

Due to the existing and potential environmental conflicts surrounding this project, it is necessary to acquire considerable data on the existing natural and imposed or artificial elements and features that constitute the physical environment of the study area and their relationship to each other and to the region as a whole. It is then necessary to determine how each of the alternatives under consideration would affect the existing elements and features of the study area and what the effect would be on the existing interrelationships. It is the purpose of the series of intensive investigations now in progress, or scheduled, to produce the data and analytical expertise necessary to make the environmental judgments as accurate as possible. These investigations are listed on Exhibit D. Data collection covering the environmental aspects of the project and alternatives was commenced in early January 1975 after appropriate consultation with the Interagency Coordinating Group concerning the scopes of work. As noted on Exhibit D, contracts have been awarded to numerous Federal and State agencies as well as private consultants. Most of these contracts span a period of one year to allow collection and analysis of data over the various seasons. To date, interim reports have been prepared only on recreation, water quantity, and aquatic vegetation. These are discussed in the Environmental Report that is available if requested by the Court. The results are to be incorporated in the final Cross-Florida Barge Restudy Report. Analysis of the environmental impacts will be accomplished during the latter part of the study. It is presently planned to have an independent contractor analyze and evaluate the many different kinds of data assembled, determine the linkages or relationships that integrate the diverse data, and evaluate the environmental, social and economic impacts of the alternatives.

VII. DISCUSSION OF ENGINEERING ASPECTS

A. Introduction. Engineering studies have been conducted to develop engineering plans and cost estimates for the alternative courses of action discussed previously. Investigations conducted in various areas are discussed in the following paragraphs.

B. Field surveys. Field hydrographic surveys necessary to prepare survey scope cost estimates have been completed for the entire project. The principal surveys were profiles, and cross sections required to adequately study the Eureka to Highway 40 non-river alignments. Additional surveys have been made in Lake Ocklawaha to develop an adequate contour map between elevations 11 and 20 feet, m.s.l., and in the Summit Reach to locate pump test sites.

C. Hydrology and Hydraulic Design. Basic hydrological data have been reviewed and updated to ascertain the effects of project construction to date and to evaluate the effects of existing and prospective development and changes in the regimen of runoff in the tributary area which would result from each of the alternatives under consideration. These include runoff rates, point inflow data, area-capacity relations, reservoir routings, design capacities for spillways, lockage demands, pumping station sizes, availability of water supplies for the pumps, and probable seepage losses where significant head differentials can be expected. Hydrologic and hydraulic design studies were needed to evaluate options based on not constructing the barge canal. These include alternative flood outlet facilities for Oklawaha and Withlacoochee River areas of the Four River Basins project. Operation alternatives and structural measures are also being analyzed.

D. Foundation and seepage studies. Foundation investigations including core borings have been completed. These investigations were made to determine materials to be excavated, materials available for levee and dam construction, and foundations of structures necessary for survey scope designs of the alternate plans. Borrow areas have been located to provide materials necessary to supplement the canal excavation for embankment construction. Dry rod probings are being taken along the proposed levee and dam alignments and canal cross sections in those areas that indicate peat and other unsuitable materials to determine thickness and extent of soft compressible soils and if stripping would be required. Samples of typical materials along the canal alignment and from the borrow areas have been obtained and are being evaluated. Field pumping tests were made in the principal outflow zone from the Summit Reach to the aquifer south of Silver Springs. Studies are being conducted jointly with the U. S. Geological Survey, Department of Interior. Data derived will be used for detailed quantitative analyses of groundwater hydraulic characteristics, including flow volumes and rates in later studies. Resultant information will be used in the water quality and quantity evaluations of the environmental impact assessment.

E. Design and Construction cost estimates. Alternative plans have been studied so that selections of most feasible canal, levee, dam, and structural designs of survey scope can be made. The studies include earth dam designs and cross section analysis of alternate channel, levee and dam designs to properly estimate costs. Site plans for locks, spillways, and pumping stations were developed as necessary to establish construction procedures. All analyses necessary to arrive at the most feasible structure design within survey scope have essentially been made. Preliminary cost estimates are summarized in Section VIII.

VIII. DISCUSSION OF ECONOMIC ASPECTS

A. Background. The Cross-Florida Barge Canal was first authorized as a Federal project in 1942, and was subject to a number of benefit-cost studies prior to the initiation of construction. Each of these studies resulted in a favorable benefit-cost ratio. The principal studies were:

1. "Economic Restudy of the Cross-Florida Barge Canal," 10 Jan. 1958, Jacksonville District, Corps of Engineers. The study resulted in a benefit-to-cost ratio (BCR) of 1.05.
2. "Economic Evaluation Report of the Cross-Florida Barge Canal," 13 March 1962, Jacksonville District, Corps of Engineers. The study resulted in a BCR of 1.01.
3. "Potential Traffic and Transportation Cost Savings of the Cross-Florida Barge Canal," March 1962, Arthur D. Little, Inc. This study and the 1962 study by the Jacksonville District were utilized by the Chief of Engineers in June 1962 to prepare a study entitled "Cross-Florida Barge Canal, Chief of Engineers Evaluation." The study produced a BCR of 1.17.

B. Current study.

1. General. Preliminary benefit and cost data have been developed for each of the alternative courses of action described in Section V, Alternative Courses of Action, except for the Summit Reach and the West End Plans, which are minor variations of the completion alternatives.

2. Costs. Preliminary cost data for canal excavation are based on current bid prices for similar work. Costs for bridges and other structures have been escalated from previous estimates using the ENR Building Cost Index. Land costs are based on current market values. Average annual charges have been computed for three interest rates: 2-7/8%, the rate at which the project was authorized; 5-7/8%, the current rate of interest used for analyzing water resource projects;

and 6-7/8%, the rate that had been proposed under the Principles and Standards of the Water Resources Council. The annual charges at 2-7/8% were computed with and without the cost of completed works. The annual charges at 5-7/8% and 6-7/8% do not include the cost of completed works.

3. Benefits. An interim report on transportation economic benefits has been developed by the A. T. Kearney Co., and includes benefits for commodities now moving by other modes, benefits for commodities that may shift origin or destination or both, due to provision of the project, and future potential traffic. Additionally, Kearney has identified potential waterway commerce in excess of 10 million tons with benefits of approximately \$15 million. As an example, transportation economics of coal and petroleum products are highly favorable to water transportation. Their future is essentially dependent on Outer Continental Shelf oil finds and decisions to be made on potential reconversion to coal power generation by the Florida utilities or use of coal in new plants. If this should happen, the transportation economic benefits could change drastically. Transportation economic benefits have been considered identical for each of the completion plans due to the minor differences in project length and configuration. Preliminary recreation benefits were developed by the Bureau of Outdoor Recreation and the Corps of Engineers. Such benefits vary appreciably between the various plans for completion primarily due to the variance in surface area of reservoirs and the length of canal cuts. For this Track I study, benefit estimates have not been completed for flood control or for through navigation by pleasure craft and work boats. In addition, benefits or losses have not been included for fish and wildlife enhancement or degradation, regional development, secondary impacts and/or social well-being.

4. Analyses. The preliminary benefits and costs for the various completion and non-completion options are shown in the following tables. For the completion alternatives, it will be noted that the preliminary data indicate that the annual charges exceed the annual benefits at all interest rates unless consideration is given to additional possible future benefits. For the non-completion alternatives, studies have not progressed sufficiently to allow a preliminary determination of the resultant benefits. A table showing currently available preliminary data on the non-completion alternatives is also included.

C. Studies remaining.

1. Costs. Following completion of the engineering and environmental studies required for Track II, the cost estimates for the various completion and non-completion alternatives will be recomputed and included in the final report.

2. Benefits. Following public scrutiny of the interim transportation economics study prepared by A. T. Kearney, Co., a final transportation economics study will be prepared for Track II which

will include any additional transportation savings that become firm. Recreation and flood control benefits will be finalized for Track II as will benefits for through navigation by pleasure craft and work boats. In addition, a study will be completed on the fish and wildlife aspects, and a study will be initiated and completed on socioeconomic aspects and secondary impacts.

3. Analyses. The final benefits and costs for the various completion and non-completion alternatives will be computed and displayed for Track II in a format similar to those included in this section.



TABLE 1

RANGE OF PRELIMINARY ANNUAL BENEFITS AND COSTS FOR COMPLETION ALTERNATIVES

April 1975

	TRANSPORTATION AND RECREATION BENEFITS (\$000) 1/			ANNUAL COSTS (\$000)			
	2-7/8%	5-7/8%	6-7/8%	2-7/8% including completed works	2-7/8% excluding completed works	5-7/8% excluding completed works	6-7/8% excluding completed works
Authorized alinement	14,400/29,400*	13,900/28,900*	13,800/28,800*	20,386	16,300	26,461	30,488
Non-river, Eureka to Bert Dosh Lock	12,500/27,500	12,000/27,000	11,900/26,900	20,496	16,410	26,637	30,696
Non-river Eureka to Highway 40	12,500/27,500	12,000/27,000	11,900/26,900	20,549	16,462	26,725	30,797
16 Upland, Eureka to Highway 40	11,700/26,700	11,200/26,200	11,100/26,100	20,503	16,416	26,719	30,807
Upland, Eureka to Bert Dosh Lock	11,700/26,700	11,200/26,200	11,100/26,100	20,511	16,425	26,721	30,808
Lake George alinement 2/	9,400/24,400	8,900/23,900	8,800/23,800	24,526	20,459	34,143	39,595

1/ Includes constant benefit for transportation savings (2-7/8% - \$8,600,000; 5-7/8% - \$8,100,000; and 6-7/8% - \$8,000,000) and for value of saleable materials removed from Summit Reach (\$800,000). Recreation benefit estimates include benefits from completed works now estimated to be \$768,000 annually.

2/ No recreation benefits or costs included.

* Figures in this column include additional benefits from coal for utility plants, newly discovered oil off the Florida coast, residual fuel moves, additional mineable deposits of stone, sand and gravel, which are considered possible by Kearney and could produce additional overall transportation efficiency savings of approximately \$15,000,000 per year.

TABLE 2

PRELIMINARY ANNUAL BENEFITS AND COSTS FOR
NON-COMPLETION ALTERNATIVES

Non-Completion Alternatives

1. Preserve and Maintain Completed Works:

	<u>Investment</u> <u>(\$000)</u>	<u>Annual</u> <u>Costs</u> <u>(\$000)</u>	<u>Annual</u> <u>Benefits</u> <u>(\$000)</u>
a. Operate & maintain completed works	-	710	*
b. Incremental to above & maximize recreation	5,900	519-715**	1,800

2. Restoration to Original Conditions:

First Cost	\$38,180,000
Benefits	*

3. Abandonment of Project:

First Cost	\$ 100,000
Benefits	*

* Evaluation in progress

** Varies with interest rate



IX. CONCLUSIONS

Studies essential to a final resolution of the various alternatives for completing or for not completing the project are in progress.

Environmental aspects have been identified and scoped and data collection is underway. The collection program began early in 1975 and will extend to early 1976 to permit data collection over a full cycle of seasonal change. Completion of evaluation of these data will require additional time.

Engineering investigations and cost determinations are further along, but again, results to date are tentative. Additional field surveys and laboratory sample analyses are needed. Design and cost estimates are preliminary and have not been fully reviewed in Jacksonville District or other echelons of the Corps. The estimates are based on a projected level of costs that is not necessarily defensible in view of the current leveling of cost trends. Further refinement and analysis is needed.

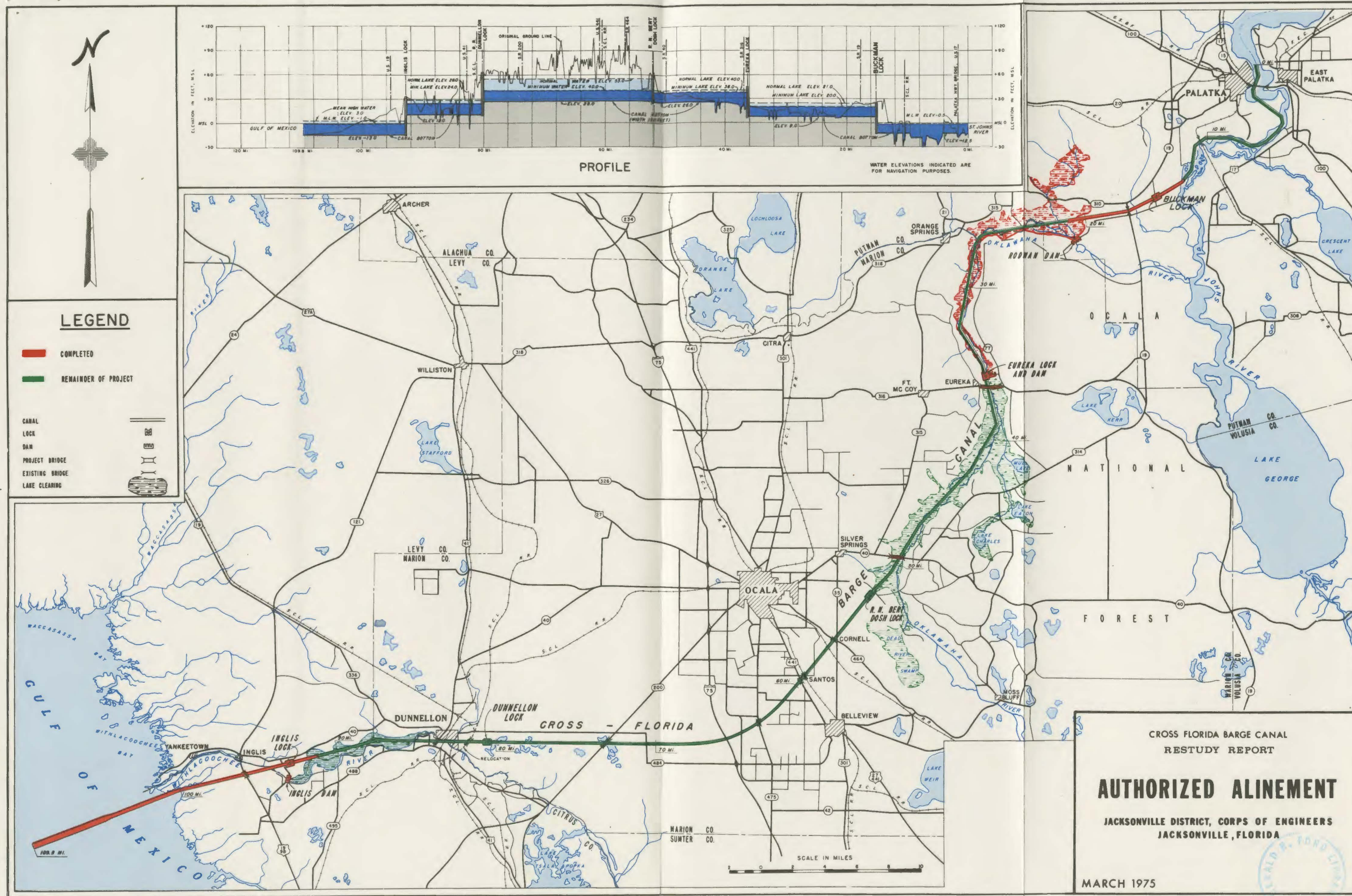
The consultant on transportation savings, A. T. Kearney, Inc., has completed an interim report. The scope of his work did not include possible completion of the adjoining Gulf Intracoastal Waterway or port facilities at the west end of the Cross Florida Barge Canal. Kearney's report is based on extensive interviews with potential users of the waterway and other interested parties. It is anticipated that publication of the summary of that report, March 1975, will generate considerable interest and may result in disclosure of new information that should be analyzed by Kearney with a view toward revision of the report findings. Additionally, Kearney has identified potential waterway commerce in excess of 10 million tons with benefits of approximately \$15 million. As an example, transportation economics of coal and petroleum products are highly favorable to water transportation. Their future is essentially dependent on Outer Continental Shelf oil finds and decisions to be made on potential reconversion to coal power generation by the Florida utilities or use of coal in new plants. The Kearney study did not find any specific plans for movement of coal into the service area. Critical energy problems and availability of fuel may necessitate a reconversion to coal or construction of new plants requiring coal. Should this occur, it could drastically change the economic viability of the project. At present, no decision has been made in this regard. It is essential, however, that the restudy and preparation of the EIS continue in light of energy needs and developing National policies. These potential movements are not included in the detailed benefit estimates since Kearney's interviews did not disclose specific plans for the movements. Corps' review of Kearney's Interim Report and public reaction to the report will influence a decision on whether and when to proceed with analysis of these potential project benefits. The critical nature

of this decision is indicated by Table 1, since the project costs are seen to exceed the benefits identified to date. On the other hand, Kearney's additional or alternative estimates could push the benefit total above costs on several project completion plans.

With important decisions still ahead in environmental fields, in engineering, and in economics, conclusive decisions regarding the future of the project cannot presently be made. The Congress and Court have directed that a study be made giving consideration to all environmental and other factors including those involved in the alternatives of completing or modifying the route and design and the appropriate actions to be taken in the management of completed portions of the project. Sufficient data and analyses are not yet available to permit the final determinations directed by the Congress and Court.

X. RECOMMENDATION

The studies should continue as outlined in the POS. A decision will be made (not earlier than mid-summer) relative to further analysis by Kearney after Corps review and public reaction to the interim transportation report. No change in on-going environmental or other impact studies is recommended at this time. An extension to 30 September 1976 is required for accomplishment of all studies necessary for completion of the restudy and EIS.



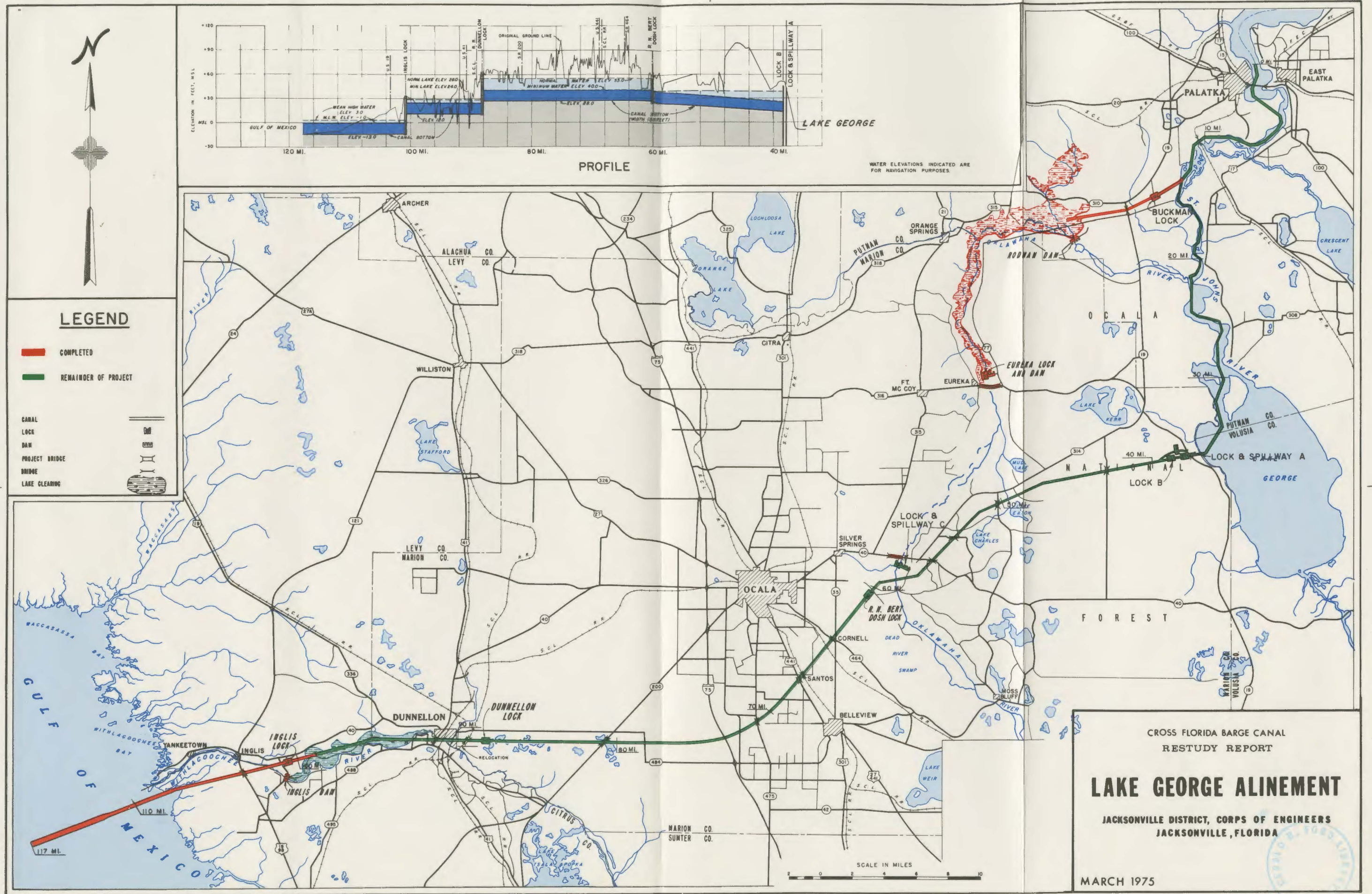
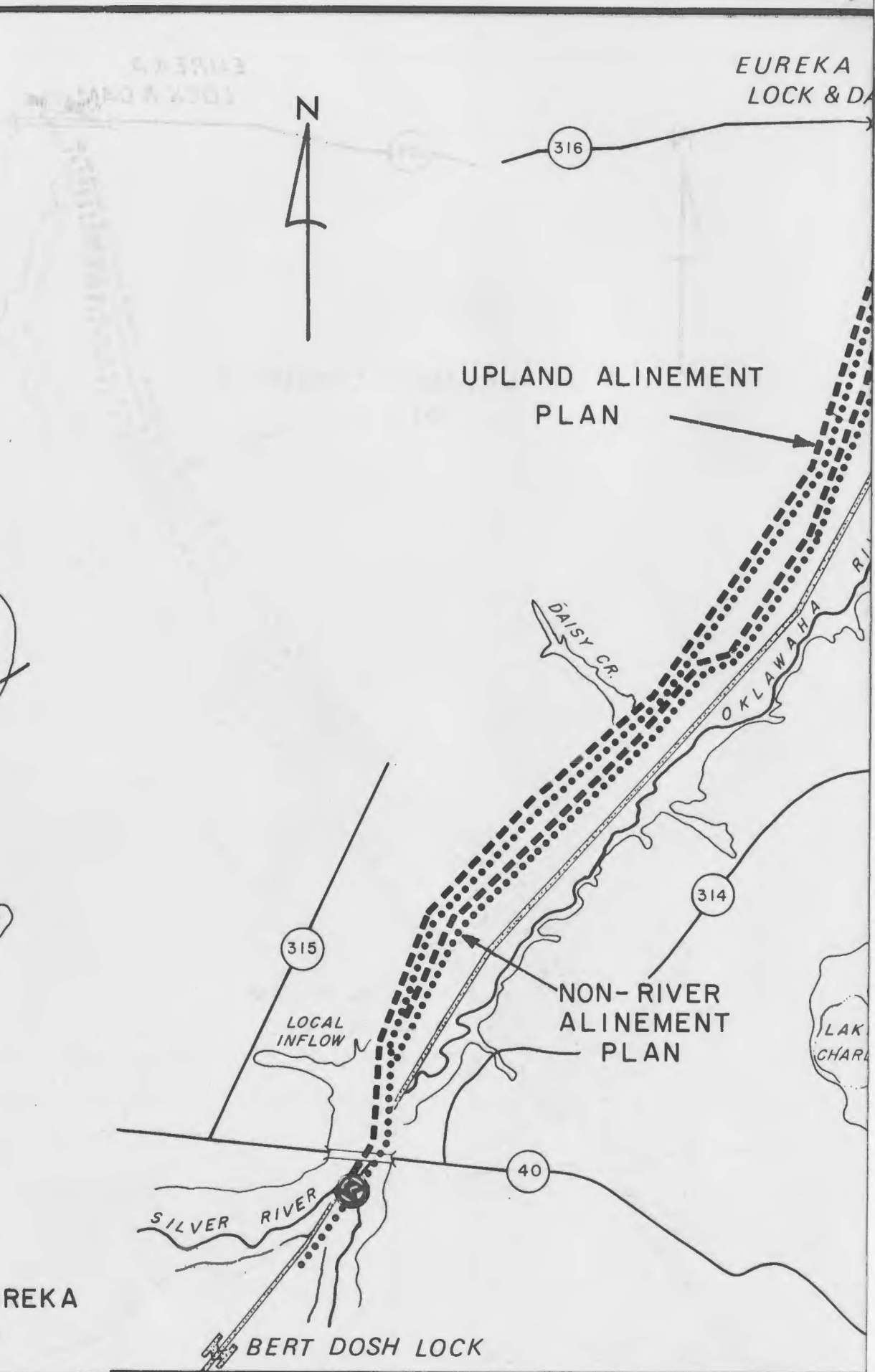
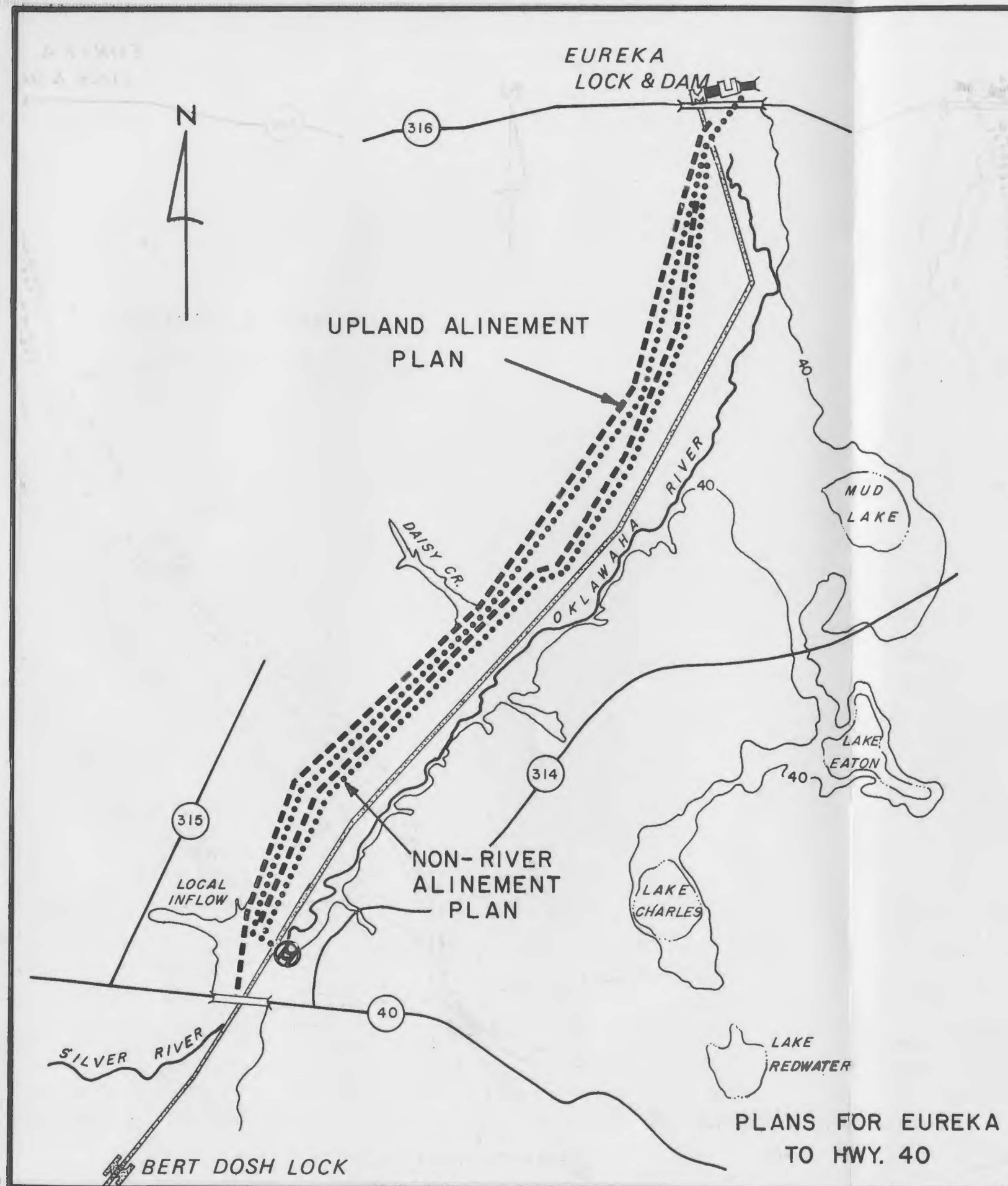


FIGURE 2





LEGEND

	EXISTING	AUTHORIZED	NEW
SPILLWAY			
LOCK			
PUMPING STATION			
LOCK AND SPILLWAY			
ALTERNATIVE BARGE CANAL ALINEMENT			
CANAL			
LEVEE			
BRIDGE			

PLANS FOR EUREKA
TO BERT DOSH LOCK

CROSS FLORIDA BARGE CANAL
RESTUDY REPORT
ENGINEERING
**EUREKA ALTERNATIVE
ALINEMENTS**
JACKSONVILLE DISTRICT, CORPS OF ENGINEERS
JACKSONVILLE, FLORIDA

MARCH 1975

FIGURE 3

EXHIBIT A. The following is excerpt from HR No. 92-1151, page 23, dated 19 June 1972:

"The Committee has recommended in the bill \$150,000 to initiate a detailed and complete environmental impact study of the project. The study should give consideration to all environmental and economic factors including those involved in the alternatives of completing or modifying the route and design. In addition, the study should include an evaluation of all environmental and other factors requisite to a determination of appropriate action to be taken in the management of completed portions of the project. Such a study, including the preparation of an environmental impact statement as required by Section 102 of the National Environmental Policy Act, has never been provided for the project, and the Committee believes that it is essential that such information be available before final determinations can be made concerning follow-on actions that are warranted in connection with the project.***"



EXHIBIT B. The following is excerpt from Judge Johnsen's 31 January 1974 ruling:

"*** The Director of the Office of Management and Budget is hereby directed to release and make available the \$150,000 funds appropriated by Congress for use by the Corps of Engineers to prepare or have prepared for it a detailed and complete environmental impact study of the project with the inclusion therein of all environmental and other factors requisite to a determination of appropriate action to be taken in the management of completed portions of the project."

" A period of six months from the entry of this Judgment is hereby granted for having such EIS task completed and the EIS filed herein, except as some necessary extension thereof may be granted for good cause shown..."



EXHIBIT C. On 13 August 1974, the Judge ruled in part as follows:

"The Court's opinion and Judgment dated January 31, 1974, allowed the Corps of Engineers a period of six months in which to prepare and file a study, evaluation, impact statement and recommendation on the Cross-Florida Barge Canal Project in its whole, except as some necessary extension thereof might be granted for good cause shown. The Federal defendants have filed a timely motion, with showing of cause, for an extension of this six-month period. The motion, however, seeks an extension to June 30, 1976. A blanket extension of such length ought not, in the Court's opinion, to be thus singly granted, thereby leaving the situation to stand without judicial check or safeguard as to the administrative task being carried on with due diligence and dispatch. An extension will accordingly be granted only to May 1, 1975, with any application for a further extension being required to show what has been done; what remains to be done; and that it has not been reasonably possible for the task to be physically or processively completed by May 1, 1975."



EXHIBIT D.STUDIES AND CONTRACTS

<u>ITEM</u>	<u>CONTRACTOR</u>	<u>DATE AWARDED</u>	<u>COMPL. DATE</u>	<u>REMARKS</u>
Phase I Contract Rpt.	Battelle Columbus Laboratories, Inc.	5 July 74	31 Jan 75	
Transportation Econ.	A. T. Kearney, Inc.	4 Sep 74	--	Interim rpt. rec'd 3/28/75
Aquatic Vegetation	Joyce Environ. Consultants, Inc.	3 Dec 74	6 Dec 75	Interim rpt. rec'd 3/5/75
Water Quality-Quantity	U. S. Geol. Survey	5 Dec 74	30 June 76	Interim rpt. on pumping tests rec'd 3/25/75
Terrestrial Vegetation	U. S. Forest Service	30 Jan 75	15 Feb 76	
Plankton & Benthos	Environ. Research & Technology, Inc.	19 Dec 74	1 Feb 76	
Recreation	Bureau of Outdoor Recreation	27 Dec 74	Dec 75	Interim rpt. rec'd 3/25/75
Fisheries	Fla. Game & Fresh Water Fish Commission	29 Jan 75	1 Mar 76	
Wildlife	Fla. Game & Fresh Water Fish Commission	29 Jan 75	1 Mar 76	
Socio-Econ. Assessment incl. Hydrologic & Nutrient Budgets & Air Quality	Not yet selected	(To be de- termined)		(Dependent on court action)



EXHIBIT E

