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# SECTION 201 PROJECTS

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## HEARING

BEFORE THE

COMMITTEE ON WATER RESOURCES

OF THE

COMMITTEE ON PUBLIC WORKS

UNITED STATES SENATE

NINETY-FOURTH CONGRESS

SECOND SESSION

ON

AUTHORIZATION OF PROJECTS PURSUANT TO SECTION 201  
OF THE FLOOD CONTROL ACT OF 1965

JUNE 7, 1976

SERIAL NO. 94-H44

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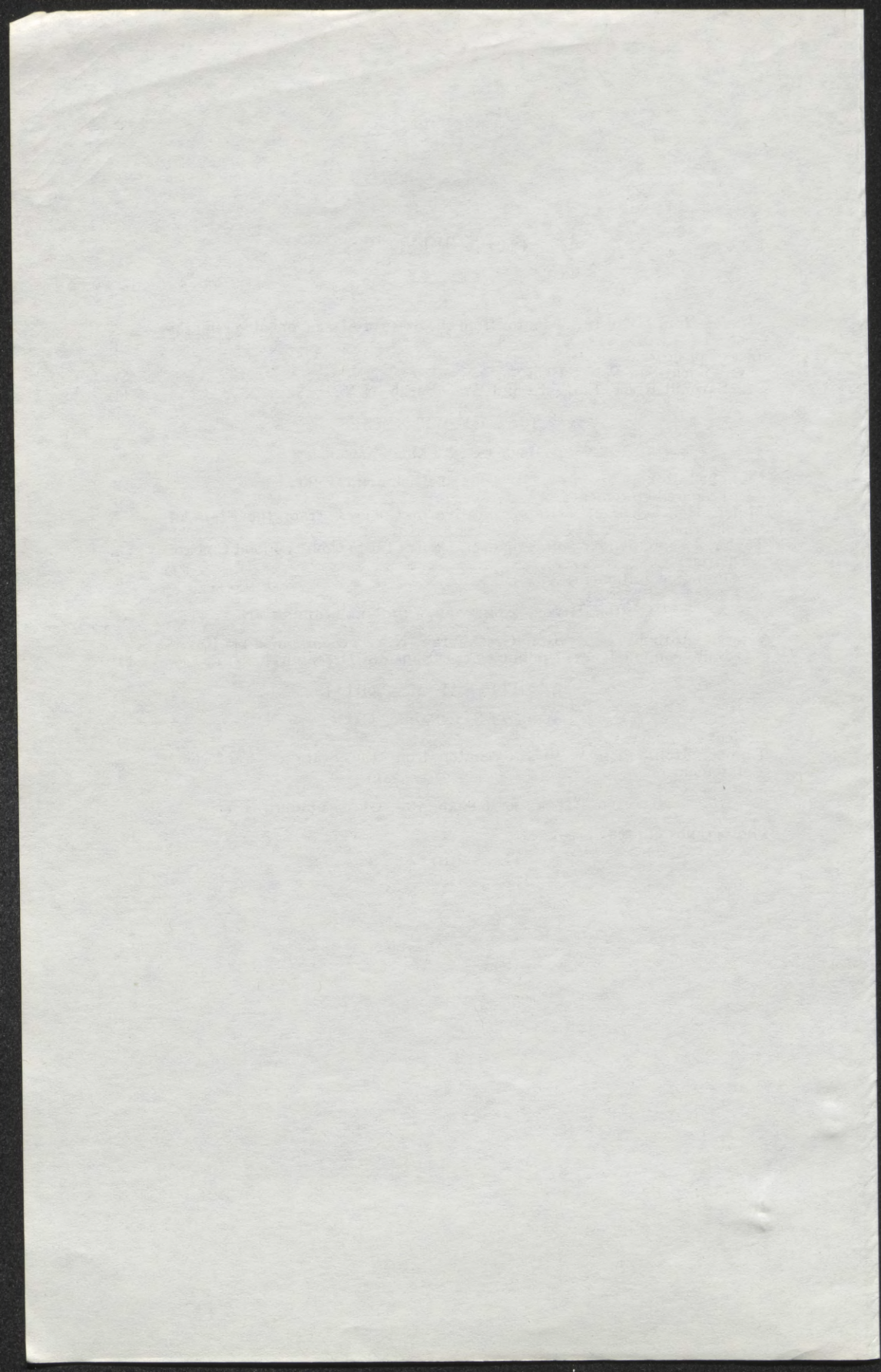
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## SECTION 201 PROJECTS

MONDAY, JUNE 7, 1976

U.S. SENATE,  
COMMITTEE ON PUBLIC WORKS,  
SUBCOMMITTEE ON WATER RESOURCES,  
*Washington, D.C.*

The subcommittee met at 10:10 a.m., pursuant to call, in room 4200, Dirksen Senate Office Building, Hon. Mike Gravel (chairman of the subcommittee) presiding.

Present: Senators Gravel and Domenici.

### OPENING REMARKS OF HON. MIKE GRAVEL, U.S. SENATOR FROM THE STATE OF ALASKA

Senator GRAVEL. The hearing will come to order.

This morning the subcommittee will consider two projects for possible authorization under section 201 of the Flood Control Act of 1965.

Under the provisions of this act, the Chief of Engineers is authorized to construct, operate, and maintain any water resource development project for which the Federal share is less than \$10 million. Such project must, however, be approved by resolutions adopted by the Committees on Public Works of both the Senate and the House of Representatives.

These projects have both been cleared by the Office of Management and Budget. They have the support of the local people in the areas to be served. The Corps of Engineers testified on these projects last month.

#### WILDCAT-SAN PABLO, CALIF.

We are honored to have with us this morning Congressman George Miller, who represents the Seventh District of California. He will be followed by two distinguished citizens of the Wildcat-San Pablo area. We will then hear from two witnesses representing the Elmsford-Greenburgh area of New York.

Congressman Miller, we are happy to have you. It is nice seeing you again, and proceed as is most comfortable to you.

### STATEMENT OF HON. GEORGE MILLER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. MILLER. Thank you, Senator. I just want to take a moment of your time to introduce two gentlemen—Bob Campbell from the Richmond City Council—Bob, why don't you come up and sit down—and Mr. Joe Taylor of the county flood control district, who will be more specific on the project.

Basically what we are talking about is an area of the county which I represent, which is a very low economic area, a great deal of vacant land, land that has potential for both residential and industrial use but which really can't go ahead without some kind of flood control project.

That has been studied since 1960 and has the endorsement of everybody in the area. What happens now is, because of development on the hills a great distance away, the water runs off into the storm drains and makes the area simply a lake at times during the heavy rains.

The area has no ability, really, to fund this project itself. It lies partially within the county and partially within the city, and it is the poorest area in the entire county. It is an area that, I would say in the last 4 or 5 years, has tried to pull itself together and develop some pride, some dignity in the community. But each time it rains they find out what the real facts of life are.

I appreciate the committee's taking this time to hear this matter. We have received the approval of the subcommittee in the Committee of Public Works in the House, a resolution, and we expect favorable reception in the full committee this week.

First I would like to turn the mike over to Councilman Bob Campbell.

Senator GRAVEL. Thank you very much, Congressman.

**STATEMENT OF ROBERT CAMPBELL, MEMBER, CITY COUNCIL,  
RICHMOND, CALIF.**

Mr. CAMPBELL. Thank you Congressman Miller and Mr. Chairman. As indicated, I am Bob Campbell of the city of Richmond City Council.

We prepared for you—and I believe you have a copy—this flood control position paper from the city of Richmond, which is one of the cities that has some jurisdiction in this area. Approximately one-third of the land is in Richmond. The other is in the county area.

Rather than read from the entirety, I would like to—

Senator GRAVEL. We will inset this in the record in its entirety.

Mr. CAMPBELL. Fine. Thank you.

[The statement appears at p. 3.]

Mr. CAMPBELL. Richmond's concern basically is that this is an area that has been neglected for some time, mainly because it lies between several jurisdictions—between the county and the cities of San Pablo and Richmond. There has been talk of annexation, and the question comes up that we can't afford to pay for and carry on with local taxes the flood control projects along with other items.

We feel if this is done—and the city feels in particular—that it would open the door for annexation to the city, which would probably mean more industry in the future. It would also mean better policing for the area, better fire protection for the area. It is the whole area at the western end of the county.

We have been talking, as many other parts of the country have been talking, about various types of consolidation, district consolidation, various kinds of other consolidations. We feel this project by itself would greatly assist us in this endeavor, and by doing this,

perhaps bring the area around some 10 years sooner than the way it would stand now. The unincorporated area has been pretty much the same since the war.

[Mr. Campbell's prepared statement follows:]

Good morning, Mr. Chairman, my name is Bob Campbell and I'm a City Councilman with the City of Richmond. I am here in support of the San Pablo-North Richmond Flood Control Project.

#### FLOOD CONTROL—POSITION PAPER

The incidence of blight and underutilization of resources is quite great in the City and County portion of North Richmond. These factors have been the primary reasons that such programs as Redevelopment, Model Cities, and Community Development have materialized over the years. While we have achieved some successes in terms of new housing, street improvement and public facilities, along with some open space, there is still much more to accomplish. The fact that these programs have been necessary demonstrates that problems far exceed our capability here at the local level to deal with them. One of our major priorities at this time is the correction of the flood problem in North Richmond, a section of our old Model Cities Impact Area.

In 1970, with the City of San Pablo and Contra Costa County, the City established a Joint Agency Study Committee, consisting of representatives from community agencies as well as public agencies. The purpose of this committee was to study the development of the North Richmond-San Pablo Bay Area. This area has had a history of flooding from various waterways due to rains and high tides from the San Pablo-Wildcat Canyon Creek.

The study area has been under review for some time. In 1960, Congress authorized the U.S. Army Corps of Engineers to survey the flood control situation in North Richmond. This survey indicated that the cost benefit ratio did not justify participation by the Corps.

Due to Richmond being designated a Model City under the City Demonstration Act of 1966, the Army Corps of Engineers agreed to reopen the issue of resolving the flood problem in North Richmond. Included in the Model Cities action plan was the goal to construct storm drains throughout the Model Neighborhood Area (which includes North Richmond). Resulting from the review of our application for grant funds from the Department of Housing and Urban Development for a water and sewer grant, HUD's Metropolitan Development Office indicated that, by Executive Order, they could not finance public works in flood-prone areas unless they were assured that flooding would be corrected. Model Cities prepared data that was later used by the Army Corps of Engineers to do a major re-study of the original flood control premises.

It was determined that there was sufficient cost benefit to justify the Corps' participation; furthermore, there were considerable social and environmental benefits. The Army Corps of Engineers determined from the data collected and their more detailed review that the principal benefits resulting from their involvement in the project would be to: (1) expedite the early construction of a storm drain and flood control system, (2) use the flood control project to enhance the existing residential community and provide physical incentives for expanded housing business and industrial opportunities and (3) provide for the commercial and public recreational needs of the community and the region and provide increased access to the bay. Additionally, it was determined that this project would enhance the environment rather than cause damage. The public hearings held by the Corps of Engineers revealed no opposition to this project.

The areas of North Richmond that are inhabited, contain 4,400 people on 120 acres of land, 12 percent of which is vacant. There are high percentages of unemployment, records of huge welfare loads, inadequate educational development and very low income levels. The area is plagued with substandard housing and low mobility potential.

All of this is further complicated by the recurring flooding problem. Runoff from winter storms, combined with backwater during high tides, causes Wildcat and San Pablo creeks to overflow their banks and water to flow into North Richmond, causing flooding or ponding along most of the streets. Since the storm drain system is totally inadequate, flooding results in overloaded sanitary sewer facilities.

North Richmond is a poor community, it lies one-third within the City of Richmond and two-thirds within the County of Contra Costa and is too small to support the facilities necessary to improve the quality of life in the area.

The most recent study by the Army Corps shows and projects multi-varied developments for the area closely related to recommended corrections for the flood conditions there. Among them will be an environmental educational reserve of marsh lands. Bike trails and massive park facilities will result from improving the flow patterns of the Wildcat and San Pablo creeks. With a controlling of environmental reserves comes the necessity of phasing out an area presently used as a sanitation land fill. This will free bay front land for various types of imaginative developments like homes, restaurants, shops and schools. There are unlimited possibilities as the Army Corps of Engineers has pointed out in its plan. We urge your support of funding for this very worthwhile project.

During the course of the North Richmond-San Pablo Wildcat Canyon Creek Flood Control study, the grass roots participation of the local citizenry was very unique and intensive. They were actively involved in the planning of concepts incorporated in the plan of improvements. Few studies have enjoyed such full local involvement and cooperation. The coordination was done largely through the efforts of neighborhood groups and Model Cities (a federally funded City department made up of employees, many of whom live in the depressed neighborhood being studied and wish to help plan their own community development).

Many of the general concepts used in the plan were devised prior to the active participation of the Army Corps. The Army Corps, realizing these facts, held workshops with citizens at convenient evening hours in community centers for the purpose of discussing the basic planning concepts and alternative solutions.

In total, there were twelve (12) informational meetings and working sessions with local interest groups (August through October, 1971). In addition, three (3) public hearings were held (April 16, 1964, January 19, 1972, and May 31, 1973). Some of the participants were:

#### *Federal agencies*

- Department of Health, Education, and Welfare.
- Department of Housing and Urban Development.
- Department of the Interior:
  - Bureau of Sport Fisheries and Wildlife.
  - National Park Service.
  - Bureau of Outdoor Recreation.
  - Bureau of Mines.
- Environmental Protection Agency.

#### *Non-Federal agencies*

- State of California:
  - Department of Water Resources.
  - Department of Parks and Recreation.
  - Department of Fish and Game.
  - Division of Highways.
  - State Water Quality Control Board.

#### *Local and regional agencies*

- Contra Costa County Board of Supervisors.
- Contra Costa County Flood Control and Water Conservation District.
- Contra Costa County Planning Department.
- City of Richmond.
- City of San Pablo
- Richmond Model Cities Program.
- East Bay Regional Park District.
- Association of Bay Area Governments.
- San Francisco Bay Conservation and Development Commission.
- North Richmond Neighborhood House.
- San Pablo—Parchester Community Organization.
- Contra Costa County Flood Control Zone No. 7.
- Richmond Model Neighborhood Citizens' Board.
- San Francisco Bay Area Air Pollution Control District.
- Richmond City Parks and Recreation Department.
- San Pablo Sanitary District.

*Conservationists*

National Audubon Society.  
 California Heritage Preservation.  
 Sierra Club.  
 Ecology Center.  
 League of Women Voters.  
 Contra Costa Shoreline Parks Committee.  
 East Bay Area Trail Council.  
 People for Open Space.  
 California Native Plants Society.  
 Save the Bay Association.  
 California Wildlife Federation.  
 California Tomorrow.

Mr. CAMPBELL. I would like to stop at that and defer to Mr. Taylor from the county.

**STATEMENT OF JOSEPH TAYLOR, DEPUTY CHIEF ENGINEER,  
 CONTRA COSTA COUNTY FLOOD CONTROL DISTRICT**

Mr. TAYLOR. Mr. Chairman, my name is Joe Taylor, and I represent the Contra Costa County Flood Control District and also the county of Contra Costa. I am here in support of the Wildcat-San Pablo Creeks flood control project.

We have filed with you a statement on some of the technical information involved. I would like to just stress a few points in the presentation, if I may.

The incidence of blight and underutilization of resources in the project area are quite great. The broad base of support evidenced by many groups for the project does seem to indicate concern over these factors.

Support groups such as Husicon, East Bay Regional Parks District and the Contra Costa County School System have expressed interest in the nature study aspect of the project as well as participation in some ongoing educational programs. Other groups have expressed support of the recreational nature of the project's trail system and picnicking facilities.

HUD has maintained a long-standing commitment to the area in assisting in upgrading the local storm-drain system, which was completed late in 1974, in anticipation of the overall flood protection which will accrue from the corps flood-control project.

There has been a concerted effort made to insure that the salt marshes in the project area will be preserved. Regional interests have been placed on the shellfish in the area, and in particular the Dungeness Crab. The Association of Bay Area Governments Environmental Management Committee has placed this as one of the high priority items.

Investigations are going on which show that the San Pablo Bay, such as the marsh areas around the Wildcat and San Pablo Creek, are vital to the life cycle of the crab. Provisions for maintaining the channels and appurtenances, once they are constructed, will become an obligation of the Contra Costa County Flood Control District.

The recreational aspects associated with the project are highly anticipated by all the affected jurisdictions, which include the county, East Bay Regional Park District, the city of Richmond, and the city of San Pablo.

The project will produce a linear park and trail system. And associated with this will be some nature-study areas with staging and parking areas with some comfort stations.

It is my hope that these facts will provide you with some of the technical information needed in considering a positive recommendation for project authorization.

Thank you, Mr. Chairman.

[Mr. Taylor's prepared statement follows:]

Good morning, Mr. Chairman, my name is Joseph Taylor and I represent the Contra Costa County Flood Control District. I am here in support of the San Pablo-North Richmond Flood Control Project.

#### FLOOD CONTROL—TECHNICAL INFORMATION

The incidence of blight and underutilization of resources in this project area are quite great. The broad base of support for the project seems to indicate concern over these factors.

In enhancing future development, we envision the stabilization of land use patterns. Since flood losses would be minimized, businesses and industries will be willing to locate into the more stabled area.

Support groups such as Husicon, East Bay Regional Parks District, and the Contra Costa County School System, have expressed interest in the nature study aspect of the project as well as the participation in some ongoing educational program. Numerous other groups have expressed support of the recreational nature of the project's trail system and picnicking facilities.

HUD has maintained a long-standing commitment to the area in assisting in upgrading the local storm drain system which was completed last year in anticipation of the overall flood protection which will accrue the Corps flood control project.

We have made a concerted effort to insure that salt marshes in the project area will be preserved. More and more effort and study is being made on the ecological benefits of the intertidal and salt marshes. Regional interests have been placed on the shellfish in the area and in particular the Dungeness Crab. The Association of Bay Area Governments Environmental Management Committee has placed this as one of the priority items.

Studies are ongoing which show that the San Pablo Bay, such as the marsh areas around the Wildcat and San Pablo Creek, are vital to the life cycle of the crab. These are the areas where the crab eggs hatch and rapidly grow to a size large enough to weather out to deeper waters of the bay and coast. Provisions for maintaining the channels and appurtenances will be made by the Contra Costa County Flood Control District.

The recreational aspects are highly anticipated by all the affected jurisdictions, which include Contra Costa County, the East Bay Regional Park District, the city of Richmond and the city of San Pablo.

The project will produce a linear park and trail system. Indirectly associated, but related to the project, will be the study areas with staging and parking areas with comfort stations.

It is my hope that these facts provide you with the technical information needed in considering a positive recommendation for project authorization.

Senator GRAVEL. Thank you. I only have one question. You are putting up quite a chunk of money, \$7,085,000. Is that in cash or in kind, or what is involved in this?

Mr. TAYLOR. If I may, the non-Federal contribution is \$7.1 million, I believe it is. Of that a little over half will be provided by the State in reimbursing the local agency for the acquisition of lands, easements, rights-of-way and relocation of utilities. For the flood control aspect of it, local people have to raise \$2.6 million, and for recreation somewhere around \$300,000.

Senator GRAVEL. Thank you. I think it is an excellent project and an excellent contribution.

Mr. MILLER. If I might say in summary, one of the things we have tried to say here—and maybe I can say it a little more concisely—without this project you have an area that is basically 100 percent black that is at the lowest of the socioeconomic levels. It has an incredible juvenile drug problem.

With all the efforts that have been made in that community through the churches, through various social organizations, there is no reason for them to continue if they are going to have this devastation carried on year after year after year. They have been told now for better than 10 or 12 years that the situation was going to be corrected. Many of them are there in houses that were financed by the Government in this floodplain. Many of them are there as a result of projects that were financed many miles away by the Government that have brought about the increase in the flooding.

It is the first real chance to have an opportunity to develop a community out there in what is basically an area that nobody wants. The county doesn't really want it, the industry doesn't really want it, and the city doesn't really want it, because nobody can afford to improve it. Once it is improved it could become a prime residential area for the current citizens. I'm not talking about forcing them out, but making it a decent place for them to raise their children.

Right now it has none of the aspects that you and I would like to have for our children. I think that is an important factor, more than just the flood control project. This incorporates all those efforts.

Senator GRAVEL. Thank you.

Senator Domenici?

Senator DOMENICI. Perhaps Mr. Campbell can answer this.

I didn't get a chance to read your whole statement, so maybe it is in there. In terms of developed property that is subject to flooding because of the situation that will be incurred by this project, can you discuss that with us? I know it is a floodplain area. But in terms of improvements, can you tell us what we are going to be protecting?

Mr. CAMPBELL. Yes, sir. To the north of this area there is a park maintained by the East Bay Regional Park District, part of which is usable because it has been improved. The other part has not been improved because of the flooding problem.

There are also some other industries in the general area. I am trying to think of some of the major ones. One of the largest is the Landowners of Richmond Sanitary Co.

Senator DOMENICI. Are there some residences?

Mr. CAMPBELL. There are 4,400 people living in the area and, I would say, approximately 700 or 800 homes, several businesses. There is a regular business district in the North Richmond area. The problem is the road facilities because of the inundation of the water in the creeks. There is also in the general area one of the largest nursery areas. A lot of their land is not usable because of the fact that this does flood.

Also, when the tide comes in, the tideplain sort of builds up, so that a lot of land is inundated with salt, for example, which makes the land unusable.

Senator DOMENICI. Have they had a recent flood?

Mr. CAMPBELL. Yes, sir. Last year we had a bad flood.

Senator DOMENICI. Did it do substantial damage?

Mr. CAMPBELL. About \$50,000 worth of damage.

Senator DOMENICI. Did it get any of the residences?

Mr. CAMPBELL. Yes, sir, quite a few. A lot of the homes are sort of on—I wouldn't say stilts—semistilts because of this problem, and a lot of them are starting to rot away. Some of them have been there since 1944, 1945, the postwar years, certainly, and some before. And that problem will continue.

We have a lot of problems also with the fact that a lot of homes are vacant because of this problem. A person would buy a home, maybe leave it because of the problem. We have a lot of boarded-up homes. There are youngsters in there with dope. We have had four or five fires last year because kids were inside these vacant homes.

From the standpoint of insurance, it is almost impossible to get insurance in that area, even with the California Fair plan, because if the houses are vacant more than 60 days, you can't get insurance. As a result, the property owner that owns that home is really taking a risk.

Senator DOMENICI. I assume with these improvements this flood-prone area will then qualify and no longer be subject to the Executive Order on Flood-Prone Areas and will qualify under HUD's Community Development Program for Flood-Prone Areas.

Mr. CAMPBELL. Yes, sir. I sort of dwelt on this only lightly, but right now we have nine city council members and five of us are committed to the annexation to the city of that area. Before that was not the case. I think that what has been happening now is we are waiting to see what is going to happen with this flood program. But I am convinced nothing is going to happen in the area until that becomes part of the city.

It represents some 4,400 people in a county area of some 200,000 people. And let's say politically that isn't many votes. It becomes more important in a city. And I think in terms of racial makeup, which is 37 percent black, 10 percent Spanish-speaking and the other, of course, Caucasian, those 4,400 people, which might mean some 2,500 more votes, would add significantly, percentage-wise, to the minority vote. I think they would have more say from that standpoint.

Senator GRAVEL. Thank you very much. And I feel very confident the committee will act favorably on this project.

Senator DOMENICI. Thank you, Congressman Miller.

[A statement from Senator Tunney and a project summary follows:]

#### STATEMENT OF SENATOR JOHN V. TUNNEY

Mr. Chairman, testifying before you today will be two representatives from Contra Costa County, City Councilman Bob Campbell from the City of Richmond and Mr. Joe Taylor from the County Flood Control District. They will be testifying in support of a project which I have already given my strong support.

In a letter to you, Mr. Chairman, and to Senator Stennis, the Chairman of the Subcommittee on Public Works Appropriations, I have stated the urgent need for the Wildcat-San Pablo Creeks Flood Control Project to be funded by Section 201 funds.

The Army Corps of Engineers has already recommended that this project should be included under those projects funded by Section 201 funds. There are two important reasons for funding this project. First, the remaining cost of completion falls well within the \$10 million limit required by Section 201. Second, such funding would significantly expedite the completion of the Wildcat-San Pablo Creeks project.

The project is one which I find of special interest because not only does it provide necessary flood control protection, but also places a special emphasis on providing a trial-based recreation area which will be very important to the citizens of Contra

Costa County. It is a fine example of how necessary public works projects can have both functional and aesthetic qualities.

Mr. Chairman, I again urge that the Wildcat-San Pablo Creeks project be selected for Section 201 funding so that an eventual funding in the Omnibus Bill will not result in lengthy delays.

I thank the Chairman and the Subcommittee for prompt attention to this important matter.

#### WILDCAT-SAN PABLO CREEKS, CONTRA COSTA COUNTY, CALIF.

*Location.*—Wildcat and San Pablo Creeks are located in the northwest portion of Contra Costa County, California, midway between the cities of Oakland and Vallejo and drain into San Pablo Bay.

*Authority.*—Section 208 of the Flood Control Act of 1960.

*Existing Project.*—There are no Federal flood control improvements in the area. There are four non-Federal surface water impoundments in the stream basins which are used for water supply purposes.

*Needs.*—The major problem in the Wildcat-San Pablo basins is the damage resulting from overbank flooding, a chronic seasonal problem, occurring more than once in some years. Unless protective measures are taken, it is estimated that average annual flood damages to existing and future development will amount to \$608,000.

#### ECONOMIC ALTERNATIVES FOR SATISFYING NEEDS

a. Reservoirs: Plans for a single or multiple-purpose reservoir for flood control and recreation were evaluated for Wildcat Creek. Preliminary investigation of foundations determined that damsites were unstable and the cost necessary to provide safe structures could not be economically justified. Since Wildcat Creek causes the major flooding problem, modifications or utilization of Briones or San Pablo Reservoirs on San Pablo Creek would not abate the primary flooding problem.

The reservoir concept would provide limited flood protection and offer some recreation; however, the recreation would not be in either the city of San Pablo or in the community of North Richmond where it is most needed. The reservoir plan would not facilitate the development of biological communities with associated education opportunities near the mouth of Wildcat Creek.

b. Diversion Channel at 23rd Street and Improvement of Stream Channels: A channelized floodway would be constructed from the vicinity of San Pablo Avenue on Wildcat Creek to a point downstream from 23rd Street Bridge. The floodflows of Wildcat Creek would then be diverted by an underground conduit to San Pablo Creek. The combined flows of the creeks would continue down San Pablo Creek through a concrete channel to the Southern Pacific Transportation Company tracks and into San Pablo Bay through a natural floodway. Wildcat Creek would continue to carry its channel capacity. All improvements on both creeks would terminate at the upstream edge of the salt marshes. Wildcat Creek downstream from its diversion would be improved for recreation and aesthetics. These improvements would include trails, picnicking and a nature study pool near Verde School and a fresh-water impoundment.

This alternative, however, would require extensive channelization on San Pablo Creek resulting in the elimination of existing riparian growth from 23rd Street downstream to the railroad tracks (approximately 11,200 lineal feet). This alternative was rejected due to a combination of factors including the effects on aesthetic or environmental features and choice of local people.

c. Diversion Channel at AT&SF Railroad Tracks and Improvement of Channels: A channelized floodway would be constructed from the vicinity of San Pablo Avenue on Wildcat Creek to downstream of the Santa Fe Railway tracks. The floodflow of Wildcat Creek would then be diverted by an underground conduit to San Pablo Creek just upstream from the Southern Pacific Railroad tracks. San Pablo Creek channel improvements would begin in the vicinity of 17th Street through a channelized floodway to the junction of the diversion. The combined flow of the creeks would proceed through a natural floodway to the salt marshes. Wildcat Creek downstream from the diversion would be improved for recreation and environmental quality. This improvement would include a pool and nature study area near Verde School, and a fresh-water impoundment. This alternative would also require extensive channelization on San Pablo Creek (about 9,400 lineal feet) and was rejected based on effects on environmental features of San Pablo Creek and choice of local people.

d. Combined Structural and Non-Structural Measures: Non-structural measures to prevent flood damages in North Richmond would not be practical because it would prevent full development of the flood plain which would defeat the objectives of the Richmond Model Cities Program. Therefore, the minimal solution is the construction of an earth trapezoidal channel on Wildcat Creek from the Southern Pacific Transportation Company (SPT Co.) tracks to the salt marshes to protect existing housing south of the creek. Existing and future development of the area north of Wildcat Creek and west of the tracks would have to be controlled by building codes that would assure prevention of flood damage. All existing structures would be floodproofed to an elevation of the design storm. New structures with working and living areas below the design storm elevation would not be permitted. This construction can be accomplished by land fill or designing the living or working areas on the second floor and using the ground level for easily movable equipment such as vehicles.

Channel improvement of lower Wildcat Creek would solve the North Richmond flooding problem and would permit the effective operation of an internal drainage system as an integral part of the Model Cities Program. The primary disadvantage of this plan is the limitation on the development of the common flood plain. This development is essential to the overall objectives of the Model Cities Program. This alternative would greatly increase the cost of developing the common flood plain.

e. No-Action: No-action would be taken to prevent flood damage through either structural or non-structural measures such as flood plain management. Because the present flooding patterns will continue, this alternative would be detrimental to the Model Cities Program. The "no-action" concept will not solve the primary problem of flooding, nor will it preserve or maintain any important environmental features which will add to the quality of life in North Richmond or the city of San Pablo. This alternative would permit the current riparian vegetation to remain along San Pablo Creek. Ecologically, there would be no damage other than that currently sustained during flooding. However, this alternative would prevent the creation of significant new biotic communities. Socially, the no-action alternative would have a great negative impact. By hindering the full development of a viable community, as envisioned under the Model Cities Program, a no-action course would assure continuation of the present poor living conditions.

Recommended Project: Provides for 15,900 lineal feet of channel improvements on Wildcat Creek; 9,600 lineal feet of channel improvements on San Pablo Creek; stilling basins and flow control weirs; recreational facilities; and environmental improvement and beautification features.

## ESTIMATED COST: OCTOBER 1975 PRICE LEVEL

	Flood control	Recreation	Total
Federal .....	\$7,520,000	\$395,000	\$7,915,000
Non-Federal .....	6,690,000	395,000	7,085,000
Total .....	14,210,000	790,000	15,000,000

## PROJECTS ECONOMICS: 6½ PERCENT INTEREST RATE—100 YEARS

	Federal	Non-Federal	Total
Annual charges:			
Interest and amortization .....	\$487,000	\$435,000	\$922,000
Operation and maintenance .....	0	115,000	115,000
Total .....	487,000	550,000	1,037,000

<sup>1</sup> Includes \$97,000 for recreation and \$18,000 for flood control.

Annual benefits:		
Flood control .....		\$1,064,000
Recreation .....		300,000
Area redevelopment .....		77,000
Total .....		1,441,000

Benefit-cost ratio: 1.4.

Local Cooperation: Local interests are required to provide all the usual flood control a-b-c's prescribed for local protection projects, adjust all claims regarding water rights that might be affected by the project, annually inform affected interests regarding the limitations of protection afforded by the project, and provide guidance and leadership in developing a flood plain management program to prevent unwise future development in the flood plain. The Board of Supervisors of Contra Costa County has indicated a willingness to assume these responsibilities. Local interest cooperation is required in the proposed recreational development in accordance with current policy based on Section 4 of the 1944 Flood Control Act as amended by Section 207 of the 1962 Flood Control Act. An expression of willingness to cooperate was also indicated by Contra Costa County Supervisors.

Environmental Impact of Proposed Project: Minor ecological degradation which includes the loss of riparian habitat in certain locations because of construction of channels along the existing natural streams.

Status of Environmental Impact Statement: Revised Draft Statement to CEQ on 23 May 1974.

COMMENTS OF THE STATE AND FEDERAL AGENCIES

State of California: Favorable.

Department of Interior: Favorable.

Department of Transportation: Favorable.

Department of Agriculture: Favorable.

Department of Health, Education, and Welfare: Favorable.

Environmental Protection Agency: Favorable.

SAWMILL RIVER, ELMSFORD AND GREENBURGH, N.Y.

Senator GRAVEL. Our next project is the Sawmill River Project in New York, and our witness is Mr. Anthony Veteran. Senator Buckley is ranking on this committee and would have certainly been here had he not had to be in your city for a meeting this morning, and he supports this project very strongly. I think that will carry much weight in the committee. Mr. Veteran, will you come forward, and you are accompanied by Mr. Kevin O'Neill.

STATEMENT OF ANTHONY VETERAN, SUPERVISOR, GREENBURGH, N.Y., ACCOMPANIED BY KEVIN O'NEILL, COMMISSIONER OF PUBLIC WORKS, ELMSFORD/GREENBURGH, N.Y.

Mr. VETERAN. Thank you, Senator. May I have Mr. O'Neill sit here for technical assistance?

Senator GRAVEL. Certainly.

Mr. VETERAN. And may I submit some photos that were recently taken of the area. This is in a normal condition, sir. I have noted them on the back of each picture. (See p. 13.)

My name is Anthony Veteran, and I am supervisor of the town of Greenburgh. I would like to take this opportunity to thank the Senator and the Chairman of this committee for the opportunity of being here this morning.

I would like to state also that the subcommittee in the House of Representatives has approved this project, and I would pray for your favorable consideration of the Greenburgh/Elmsford Sawmill River Flood Control Project No. 7801.

This is a problem in this area that has plagued this community for some 25 years. And in this 25 years there have been millions of dollars of damage, not to mention the anguish, fear and human suffering for residents of this area. In fact, in the last storm, Eloise,

in September 1975, there was some million dollars worth of damage caused by material loss, business loss, furniture and buildings, and so forth.

This problem in this area has been caused through the years, really, by indiscriminate zoning and by indiscriminate development of this area. There have been road improvements like the Springbrook Parkway, improvements of the Hawthorne Circle off the Springbrook Parkway. All these were done by Federal funds and by State funds and, really, without any real concern for what the development in the road structure of this area would do to the drainage problem of this area.

I would like to say also that the solution of this problem would create many jobs in the area. This is a depressed unemployment area, especially with the construction industries, who have been the hardest hit. And this would certainly help the construction industries and help the unemployment of this area.

In addition, the commercial developments, the industrial areas, and also the residential areas have continuously asked for decreased assessments in this area due to the flood damage that happens whenever there is a flash flood or any flood of considerable consequence.

Actually, many home owners in this area come to Town Hall on many occasions and plead for help. And, really, when you look at the plight of these people, you want to cry. Because, really, this area should not have been developed without the whole area being raised.

Of course, you can't beat hindsight. Hindsight is 20/20 as compared to foresight. But, nevertheless, you do have these people, you do have these homes. And many of these people have purchased homes for only once in their lifetimes, and every time there is a flood they have considerable damage.

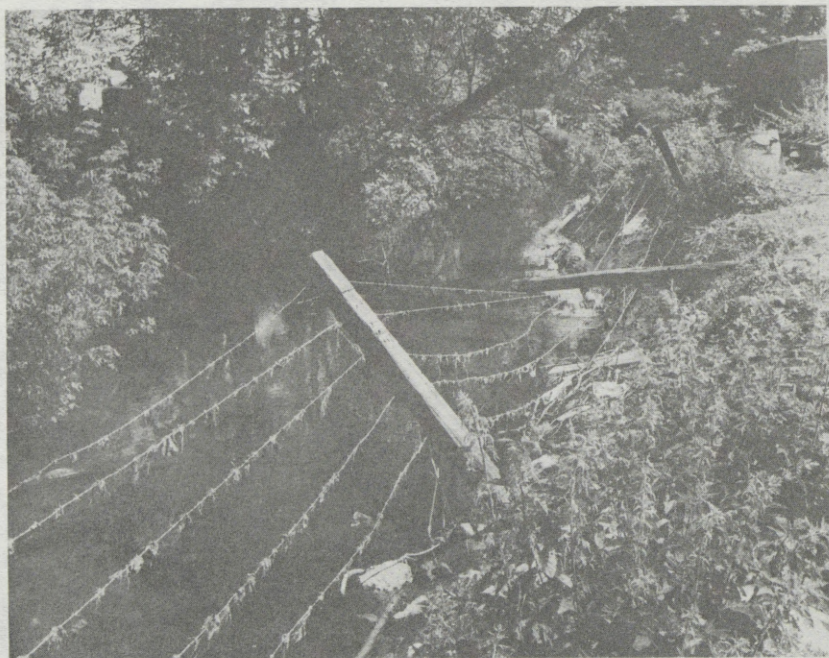
In addition to this, they do have flood insurance, but what good is flood insurance? What they really want is a solution of this problem. Their foundations have rotted. Their beams have rotted. And many of these people just throw up their hands in despair. And, as a public official, when you look at them, you wish that there was something you could do to help these people.

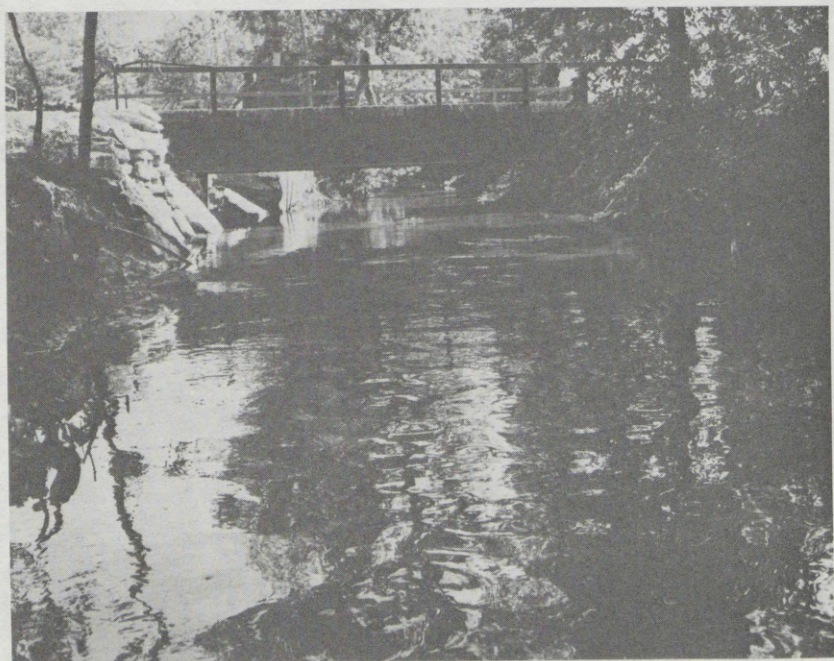
They are sort of in a box, because, even though they get a decree in assessments, they can't sell their homes. They can't get out. No one wants them.

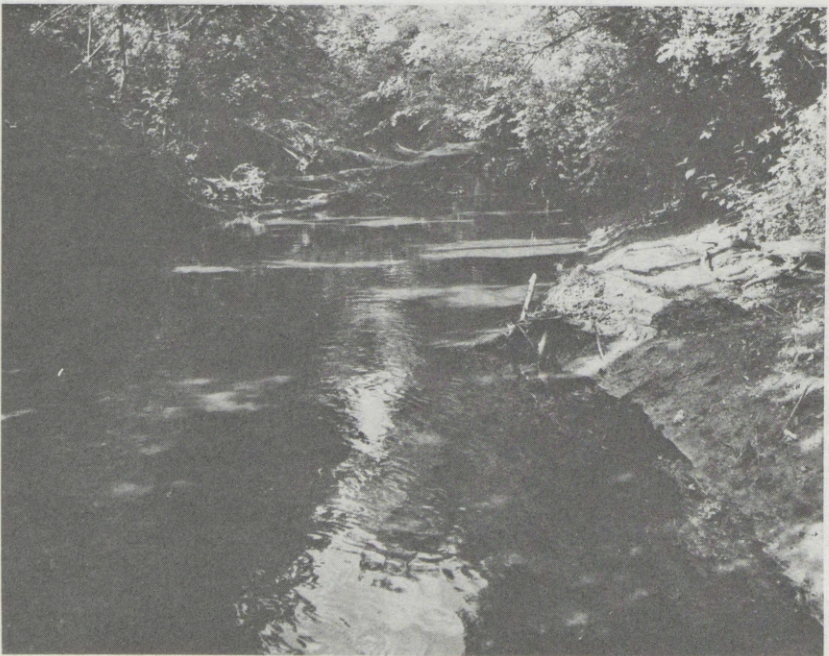
So we have a project here that not only would enhance the entire area, but it would increase assessability; it would turn the tide of deterioration in this area and provide additional reasons for development in this area that would return thousands of dollars to the area.

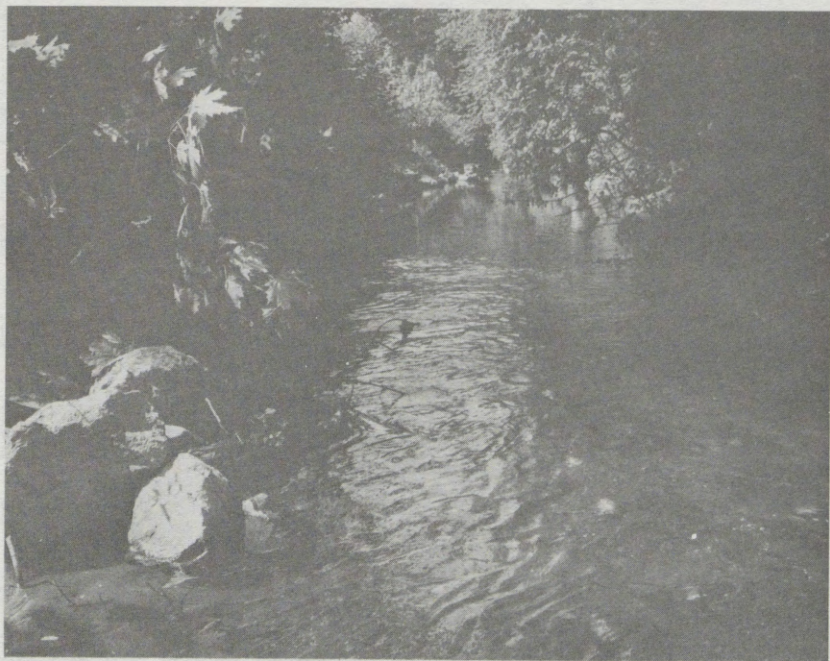
I would like to remind the committee, too, of a minor point, that this is an area that has contributed, through the years, through income taxes in the whole area, much more than it gets back in return. And I really feel that the amount of money involved here, compared to the moneys that would be saved through the years, makes it a project that warrants your favorable consideration.

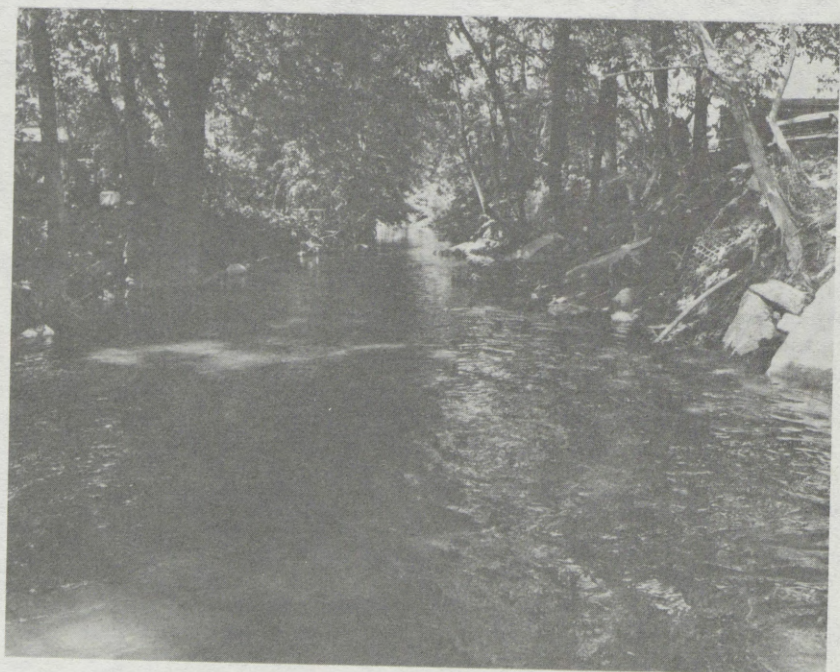
[The photos previously referred to by Mr. Veteran follow:]











Senator GRAVEL. We thank you very much. I have no questions. Senator Domenici?

Senator DOMENICI. I would just ask, Mr. Veteran, you have described what we are reaping as the fruits of improper planning in the past.

Mr. VETERAN. Absolutely.

Senator DOMENICI. What has the area done about the potential of this happening in the future?

Mr. VETERAN. We have changed the zoning laws. We have required different requirements for builders. As you may or may not know, I have inherited this problem. I have been supervisor for two terms now. This is my second term. We have put teeth into our zoning laws. We have put in additional requirements in certain areas that we want to retain as flood areas, retain as undeveloped areas for flood plains, and so forth, so this does not happen in the future.

I spent many years in public administration, this area of zoning. This area of developers coming in and developing and making their profit and then walking away without any responsibility has ended.

We have had a couple of developments in Greenburgh also in the flood plain where, before we allow the developer to develop, we bound him to put up certain amounts of money in escrow where he would pay his proportionate share of any flood problem in the future. The money he has put up in escrow would pay for his share of any future problems.

These are the things that we have done, because it just can't go on this way, really.

Senator DOMENICI. Thank you very much.

Senator GRAVEL. I am sure the committee will act favorably on this.

Mr. VETERAN. Thank you very much.

Senator DOMENICI. Mr. Chairman, I would like to discuss with you a procedure that I think would be helpful to me, and perhaps you would concur. I first would like to recommend that these two projects go to the full committee as soon as possible. And if the agenda is not too burdensome tomorrow, I would move we take them to the full committee tomorrow.

Senator GRAVEL. I think that is a very good suggestion.

Senator DOMENICI. Second, Mr. Chairman, as we are proceeding through piecemeal hearings of these projects with the goal being an omnibus bill and our goal at least being to set a certain limit this year by way of authorization, I wonder if we could ask our staff to give us a summary of how many more potential 201's are pending so that we might evaluate whether we want to continue to consider them and approve them piecemeal or would we want to start holding up some with the idea of taking a look at the total authorization.

Senator GRAVEL. We are proceeding ahead for the balance of the month with hearings on all parts of the package on the omnibus bill, and I think that this is the end of the 201's.

Ms. GARRABRANT.<sup>1</sup> There are several more that could be 201's but we don't anticipate authorizing them separately but keeping them for the omnibus bill.

Senator DOMENICI. That answers my question. Mr. Chairman, I think this is certainly not the need in each instance, but especially the kind we have here today there is obviously a very tremendous need to get something done. I think the question is the relationship

<sup>1</sup> Professional staff member, Committee on Public Works.

of the Federal Government in terms of resources for the accomplishment of these projects. We are far along in this process, and I think these two deserve immediate attention, and I hope we do that tomorrow.

Senator GRAVEL. They will be on the agenda tomorrow.

The hearing is adjourned.

[Whereupon, at 10:35 a.m., the subcommittee recessed, to reconvene subject to the call of the Chair.]



