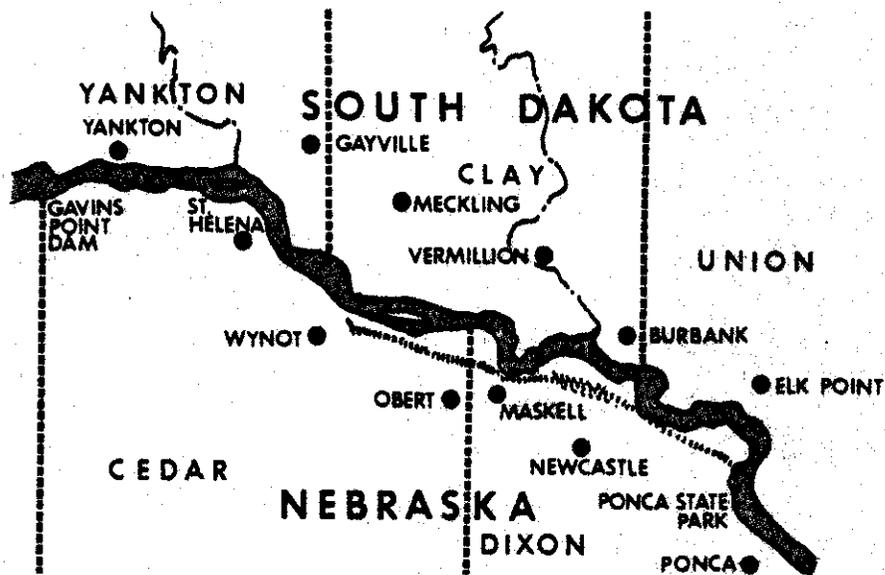


FUTURE USE and DEVELOPMENT
of a
FIFTY EIGHT MILE REACH
of the
MIDDLE MISSOURI RIVER

- A Citizen Perspective -



MARCH, 1983

**SIouxLAND INTERSTATE
METROPOLITAN PLANNING COUNCIL
(SIMPCO)**

FUTURE USE AND DEVELOPMENT
OF A FIFTY-EIGHT MILE REACH OF THE
MIDDLE MISSOURI RIVER
(A CITIZEN PERSPECTIVE)

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INTRODUCTION

This is a major portion of the Final Report of Proposal/Grant 033-8016378, National Science Foundation. The author is a Public Service Science Resident working under the Science for Citizens Program, in the Division of Intergovernmental and Public Service Science and Technology of NSF. The host or sponsoring organization in which the Resident is housed is the Siouxland Interstate Metropolitan Planning Council (SIMPCO) in Sioux City, Iowa.

The Title of the Grant is "Development of Environmentally Acceptable Land Use Options in a Recreation River Stretch of the Middle Missouri River."

After the various options were collected and considered via library research and discussions with knowledgeable professionals and governmental specialists, a series of citizen public education meetings was planned and conducted with the goal of presenting all reasonable or possible options for the future development of a 58 mile stretch of the Missouri River which has been designated by the federal government as the Missouri National Recreation River. After the presentation, participants were asked to complete a questionnaire which summarized the options and gave them an opportunity to express their opinions concerning the future development of the river and choose those options which they felt to be most desirable for the future. These questionnaires were then compiled and summarized and the results constitute the major body of this report.

BACKGROUND AND SOME RIVER HISTORY

The 58 mile stretch of the Missouri River under consideration is upstream from Sioux City, Iowa, and was a part of the wild, unpredictable, meandering middle Missouri River before the construction of the big dams in the middle and upper Missouri River in the 1950's by the Corps of Engineers. The river also was narrowed and channelized for barge traffic as far north as Sioux City, Iowa. The construction which gradually narrowed the river for the channel actually began upstream from Sioux City at the present site of Ponca State Park, Nebraska.

This left a 58 mile reach of the river between Ponca State Park and Gavins Point Dam (the first dam in the river as one goes upstream). This stretch was allowed to meander freely between the high banks. Since Gavins Point Dam and the other dams successfully controlled downstream flooding, the water was never allowed to go above the high banks after the completion of the big dams.

However, sometimes during high water periods, enough water was released at Gavins Point Dam so that high bank erosion in the 58 mile free-flowing stretch of the river was quite severe. This disturbed riverland owners very much and they began agitating periodically for high bank erosion control. At about this time (late 1960's and early 1970's), a group of businessmen, primarily in Yankton, S.D., began to push for the channelization of the river from Sioux City to Yankton so that barge traffic would terminate at Yankton rather than Sioux City. Largely as a response to this channelization effort, an environmental group, the Dakota Environmental Council, opposing channelization, developed with headquarters at Vermillion, S.D. At about this same time, also, the Missouri River Bank Stabilization Association came into existence with headquarters at Newcastle, Nebraska.

This environmental organization, initially developed by river landowners in the area, had as its primary thrust the solution of the periodic but severe high bank erosion problem on this reach of the river. Other environmental groups also were involved, particularly a SIMPCO committee called "The Missouri River Preservation and Development Committee".

The struggle against channelization to Yankton which developed was eventually won by the environmental and other downstream groups, and out of this effort came a positive program to solve the high bank erosion problem, a federal minimum bank stabilization program called Section 32 of the Water Resources Development Act of 1974, Public Law 93-251 and Section 161 of the Water Resources Development Act of 1976, Public Law 94-587.

Since the U.S. Army Corps of Engineers, Omaha, has been the primary federal organization involved with these developments, and also with the development of the compromise plan for the development of the Missouri National Recreational River, the historical treatment given in the Introduction of the booklet, "Missouri National Recreation River, Nebraska and South Dakota, General Design, Memorandum MRR-1, Omaha District Corps of Engineers, Department of the Army, July 1980" is quoted below. This statement is clear and brief and brings the historical statement up to the present time. It gives the background, authorizations, objectives, management plan summary and the current federal status concerning this stretch of the Missouri River.

"1. BACKGROUND: As a concept, the Missouri National Recreational River has had a diverse background. This is summarized briefly in the following paragraphs.

1.1 Preauthorization: The earliest efforts which recognized the many resource values of the Missouri River began in 1967. A Recreation Task Force, established for the Missouri River Basin Comprehensive Framework Study, identified the recreational potential and recommended that the 58-mile reach be considered for inclusion in either a national or state recreational rivers system. The recommendation was contained in the 1967 Recreation Task Force report and also in the Missouri River Basin Framework Study report published in December 1971.

The second effort in 1971 was initiated by the Bureau of Outdoor Recreation

(BOR)--now the Heritage Conservation and Recreation Service (HCRS)--when that agency began an investigation to determine the area's potential for inclusion under Section 5(d) of the Wild and Scenic Rivers Act. As a result of that investigation, BOR recommended that the values of the Gavins Point to Ponca segment were such that it should be given status under Section 5(d) of the Wild and Scenic Rivers Act. This would have assured that any future Federal planning and programs involving the segment proceed on a basis of a complete recognition of the natural, historic, and recreational values of the river and a clear understanding of how these values would be affected. However, this reach of the river was never included under Section 5(d).

The segment was also identified in the Framework Study for Nebraska's state water plan, dated May 1971, as one with attributes which would qualify it for preservation in its existing free-flowing state.

The proposed recreational river segment had received additional support at the regional level through the Missouri River Basin Commission. The Commission's Missouri River Basin Water Resources Plan published in 1977 recommended designation and development as a National Recreation River. Further, the Commission's 1979 Priorities Report cited the management plan study as the number two regional priority among nine proposed Federal implementation studies.

In the early 1970's, intense local concerns about conservation, erosion control, public access, and recreational uses of this river led to a grass-roots movement to seek ways to control a worsening erosion problem and yet preserve the values associated with the river. Diverse elements found a common meeting ground predicated on combining bank stabilization with retention of the then existing nature of the river. Emerging as the spokesman for these interests was the Missouri River Bank Stabilization Association (MRBSA), a local organization of landowners, environmentalists, hunting, boating and fishing interests and conservationists. Enjoying effective support from these diverse elements, the MRSBA has proved to be a highly successful organization, it was the driving force behind the movement which culminated in the inclusion of this segment of the Missouri River in the National Wild and Scenic Rivers System. Indeed, so effective was this citizens group that it earned the Outdoor Recreation Achievement Award from the Secretary of the Interior in 1978.

This reach of the river has also been named in a number of resolutions to consider bank stabilization, construction of a lock and dam, improvement for navigation, flood protection, and power development for which investigations have been carried out.

1.2 Umbrella Study: A review report for Water Resources Development, Missouri River, South Dakota, Nebraska, North Dakota, Montana published by the U.S. Army Corps of Engineers, Missouri River Division, August 1977, hereinafter referred to as the Umbrella Study, gave recognition to this segment. The report recommended a plan to be authorized for Phase I design memorandum stage of advanced engineering and design. The plan included designation of the reach from Gavins Point Dam to Ponca State Park, Nebraska, as a National Recreation River under Public Law 90-542 as amended, through establishment of recreation and scenic easements and development of new areas and access facilities. The plan also included construction of bank stabilization at 25 areas of active erosion between Gavins Point Dam and Ponca, Nebraska.

The selected plan as outlined in the Umbrella study was the basis for the authorized project.

1.3 Completed and Current Activities: Under provisions of Section 14 of the Flood Control Act of 1946, emergency bank protection measures were constructed along the right bank of the Missouri River between the Gavins Point tailwaters area and a location immediately upstream from U.S. Highway 81. The work was completed prior to the completion of Gavins Point Dam at a cost of \$578,791.

The Water Resources Development Act of 1974, Public Law 93-251, authorized bank protection measures along the left bank of the Missouri River in the vicinity of Yankton. The project was constructed to protect Sacred Heart Hospital, the city water plant, and the U.S. Highway bridge abutment. Cost of the project was \$191,000.

Under provisions of Section 32 of the Water Resources Development Act of 1974, Public Law 93-251 and Section 161 of the Water Resources Development Act of 1976, Public Law 94-587, streambank erosion control demonstration projects have been constructed along both banks of the Missouri River between Yankton and Ponca State Park. When the current program is completed, these measures will be in place at 12 locations. Total cost of these measures is estimated to be \$7,300,000.

The completed and ongoing streambank erosion control work will reduce the number of current active erosion areas from the 25 in the Umbrella Report to 13.

At the time of designation, an assessment of the 15 remaining high priority erosion sites was made. Ten sites were determined to be critical; these included 8 of the 13 identified in the Umbrella Study and 2 new sites determined to be critical, high priority erosion sites due to changing river conditions.

2. AUTHORIZED PROJECT: This segment of the Missouri River was designated as a National Recreational River and authorized by Section 707 of the National Parks and Recreation Act of 1978 (Public Law 95-625). Section 707 amended Section 3(a) of the Wild and Scenic Rivers Act (Public Law 90-542), referring to the Review Report for Water Resources Development, South Dakota, Nebraska, North Dakota, Montana for a description of the designated segment of the Missouri River. Project costs under the authorization are limited to \$21,000,000. In addition, Section 707 assigns primary responsibility for implementing this project to the Secretary of the Interior and subsidiary responsibility to the Secretary of the Army acting through the Chief of Engineers. The mechanism specified by Section 707 to more accurately define the responsibilities of each department in implementing this project is a Cooperative Agreement. This agreement was signed by the Assistant Secretary for Fish, Wildlife, and Parks for the Department of the Interior (DOI) on 1 January 1980 and the Chief of Engineers for the Department of the Army (DOA) on 1 February 1980. The Department of the Interior will administer the designated segment as a Recreational River under the provisions of the

Act. The responsibility for implementation and the day-to-day management of the designated river, including operations, maintenance and replacement of recreational and erosion control features and facilities, lies with the Corps of Engineers.

The total cost of the authorized plan limited to \$21,000,000 by the Act was adjusted from the plan presented in the Umbrella Study. The adjustment was basically on the bank stabilization program due to elimination of areas that were protected under Section 32, Public Law 93-251, and other authorities as discussed in paragraph 1.3 and due to elimination of areas that were not in the designated reach of the river.

3. OBJECTIVES: The objectives of the Missouri National Recreational River are based on the intent of Congress as outlined in the Wild and Scenic Rivers Act, Public Law 90-542, enacted 2 October 1968:

'It is hereby declared to be the policy of the United States that certain selected rivers of the nation, which with their immediate environments, possess outstandingly remarkable scenic, recreational, geological, fish and wildlife, historic, cultural, or other similar values, shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations. The Congress declares that the established national policy of dam and other construction at appropriate sections of the rivers of the United States needs to be complemented by a policy that would preserve other selected rivers or sections thereof in their free-flowing condition to protect water quality of such rivers and to fulfill other vital national conservation purposes.'

4. MANAGEMENT PLAN: After an interim Memorandum of Understanding (MOU) was signed by the Director, HCRS, DOI and the Chief of Engineers on 7 June 1979, an interagency planning team was organized by DOI to formulate a management plan for this project to meet the objectives outlined above. From 21 to 23 August 1979, the interagency planning team revised a draft management plan proposed by HCRS. Public hearings for the project were conducted in the evenings at Newcastle, Nebraska; Yankton, South Dakota; and Vermillion, South Dakota.

DOI defined the scope of this project with the Missouri National Recreational River Management Plan. The Plan shows the designated corridor and presents the goals and programs for identified resources to meet the objectives of the Recreational River.

The Management Plan was prepared to guide the administration of the authorized project consisting of the 58 mile reach of the Missouri River from Gavins Point Dam, South Dakota, to Ponca State Park, Nebraska, as a component of the National Wild and Scenic Rivers system. The document was filed in the Federal Register on 26 March 1980 and is the official plan for the Recreation River. Specifically, the plan provided Congress conceptual management programs for the administration of the Missouri Recreational River. Additional advanced planning and studies are required to specifically

identify resources to be preserved and to implement programs to preserve or protect these resources.

The Recreation River corridor as identified in the Management Plan consists of about 19,000 acres. This plan includes an additional estimated 15,000 acres identified as lands on which interest may be desirable for river management that were not included in the Umbrella Study. The Plan included other river resources considered to be of value and consistent with the objectives of the National Wild and Scenic Rivers Act in addition to the recreation, visual resources, and bank stabilization presented in the Umbrella Study. These included fish and wildlife, cultural and natural resources, minerals, grasslands management, woodlands, agricultural lands, and water.

5. CURRENT STATUS: Since the Management Plan was published, detailed studies, specified in the Cooperative Agreement, have been initiated to identify specific resources that should be preserved, and protected to meet the objectives of the National Recreational River designation.

Studies of the bank erosion areas, recreational features, and real estate acquisition procedures will be completed in Fiscal Year 1980. Studies of fish and wildlife and visual and cultural resources will be completed in Fiscal Year 1981. These ongoing study efforts are being integrated into feature design memoranda for the first segments of the plan to be implemented in the event funds are appropriated for that purpose."

As of this date Congress has appropriated only \$600,000 of the \$21,000,000 authorization for this project. Essentially nothing except planning and preliminary work is being done at this time.

A Missouri Recreational River Citizens Advisory Group, which consists of representatives from Federal and State agencies and local units of government in the vicinity of the Recreational River has been formed. This committee also has several at-large members from the local citizenry. It has met one time thus far, on August 26, 1982 at the Visitor's Center at Gavins Point Dam.

PROJECT PURPOSES AND PLAN

A primary purpose of this project was to examine the land use options for the future development of the 58-mile stretch of the Missouri River between Gavins Point Dam, South Dakota and Ponca State Park, Nebraska, the stretch now designated under the Wild and Scenic River Act as the Missouri National Recreation River. Other purposes included a public education program concerning these options and an effort to discover what the attitudes of the local citizens were toward these options.

Many public education meetings were arranged and held after extensive library research. Prior to the meetings, discussion sessions were held with appropriate personnel of the U.S. Army Corps of Engineers, Omaha office, the National Park Service, Department of the Interior, Omaha, appropriate government personnel in the two state governments involved, Nebraska and South Dakota, and government personnel from the five counties directly involved, Dixon and Cedar Counties in Nebraska and Union, Clay and Yankton Counties in South Dakota. The meetings included both public meetings advertised via newspaper and radio and private meetings with many clubs, i.e., Kiwanis, Optimist, Jaycees, Chambers of Commerce, etc. The purpose of these meetings was to discuss the land use options of all types, both environmentally sound and not sound. All aspects of the land use options were discussed: agricultural, economic, recreational, environmental, political and personal. After this public education presentation, which included a history of the work done on this stretch of the river, pictures of the river, past and present, were shown to illustrate changes that have occurred in the 58-mile stretch of the river during the past ten years. A questionnaire, developed by the author with the help of appropriate personnel from the

U.S. Army Corps of Engineers, the National Park Service, and the two state governments involved, was then distributed to each participant. Those who chose to complete it did so. This questionnaire listed essentially all of the viable land use options, and when completed, gave a clear picture of a particular individual's opinions concerning the future development of this stretch of the river.

These questionnaires have been studied, compiled and tabulated and the results constitute the main body of this report. These results constitute the effort to find out what land owners, river users and local citizens, in general, think, not only of the authorized federal project, but also of other possibilities for use and development of this beautiful, nearly natural meandering stretch of the middle Missouri River.

THE WORK SCHEDULE FOR THE PROJECT

A work plan and timetable for the project was developed and is presented in Table 1. This was followed closely. The only delay came about through the difficulty experienced in arranging meetings. This was far more difficult and time-consuming than anticipated. The plan called for the completion of all of the meetings by Christmas of 1982. This was not possible. In fact, the last meeting could not be held until February 24, 1983.

TABLE 1

WORK PLAN AND TIMETABLE FOR OSS-8016378

	1982									1983	
	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan.	Feb.	
1. Initial Newspaper, Radio & TV Publicity	█	█	█	█	█	█					
2. Meet with knowledgeable persons and groups concerning program, data and work plan	█	█	█	█							
3. Meet with state, county and city officers concerning program data and work plan	█	█	█	█							
4. Go to state, university and county libraries for data on river land use and zoning.	█	█	█	█	█	█	█				
5. Visit Corps of Engineers, other federal agencies, Missouri Basin States Association, etc. for data and ideas	█	█	█	█							
6. Develop citizen questionnaire to be used at Rivercade and public meetings	█	█	█	█							
7. Plan citizens meetings with local government officials and citizens	█	█	█	█	█	█					
8. Citizens, minorities, landowners, etc. meetings in each county	█	█	█	█	█	█	█	█			
9. Summarize land use and zoning options from questionnaire and all data	█	█	█	█	█	█	█	█	█		
10. Discuss and distribute results to government bodies and citizen groups	█	█	█	█	█	█	█	█	█	█	
11. Write Final Report and distribute	█	█	█	█	█	█	█	█	█	█	█
12. Quarterly Reports to NSF			█			█			█		
13. Take aerial and ground pictures of key areas along river and take river study trips.	█	█	█	█	█	█	█				
14. Write Final Evaluation of Project for NSF										█	

INFORMATION AND IMPRESSIONS CONCERNING THE FIVE COUNTIES

Superficially, one gets the impression, initially, that the five counties in the project area (Union, Clay and Yankton in South Dakota and Dixon and Cedar in Nebraska) are quite uniform in terms of people, interests and attitudes. However, this is not actually the case as was shown by the replies given in the questionnaire.

Yankton County, South Dakota, has the largest town, the County Seat of Yankton with a 1980 population of 12,011. Yankton has two small private colleges, a fine regional Catholic hospital and a veteran's hospital. In addition to being the County Seat, it is definitely a farmer's town, a buying center for a big area in South Dakota and south into Nebraska. The Gavins Point Dam and lake are five miles west so that it is quite an important tourist center during the summer. Many service clubs and private clubs of various types have their headquarters in Yankton. There are no other towns of significant size in the county. The City of Yankton has zoning regulations along the river but there are no county zoning regulations. An effort was made several years ago to develop zoning concepts in the county, but this was unsuccessful. In the Yankton area there is a rather even mix of rural and urban ideas and attitudes. Although an urban center, rural ideas and attitudes tend to predominate and the business community makes a special effort to cater to rural people.

Clay County, South Dakota, has only one town of any size, the County Seat of Vermillion, with a population of 10,136, including university students. Vermillion is the site of the state university, the University of South Dakota, and is very much a university town with all of the typical sophistication and intellectual snobbery characteristic of such towns.

Vermillion is not too important as a farmer's town, although it is the county seat. It has not developed itself as an important regional shopping center as has Yankton. It is oriented primarily to the university.

Vermillion has zoning regulations which extend to the river. Clay County also has land use zoning regulations which include the riverbanks. This is the only county in the group of five which has zoning regulations. Vermillion is the center for quite a few service clubs and private clubs. Because of the domination of the university, Clay County tends to be a center of more sophistication than any other county. Urban ideas and attitudes tend to dominate, also, even though there is a large and important rural population.

Union County, South Dakota, is a very long county north and south. The northern half is dominated by a good farmer town named Beresford, which has a population of 1,865. The people in the northern half are far away from the Missouri River and do not have much direct interest in it except as local tourists. The southern half has the County Seat of Elk Point. Elk Point is a smaller town, population 1,661. All of the other towns, Jefferson, McCook Lake and North Sioux City are also small towns and for the most part all are bedroom communities for Sioux City, Iowa. However, people in these towns, as well as the rural people in the southern half of Union County have strong interests in the Missouri River. There are no zoning regulations which apply to the Missouri River banks. The only zoning regulations in the county of any consequence were eliminated by a large majority in the last election. In general, rural and "blue collar" attitudes dominate the southern half of the county. Not many service clubs and private clubs exist and those which do tend to be quite small.

Both of the Nebraska counties are predominantly rural. Even the county seat towns are very small and are essentially rural towns.

Cedar County has its county seat at Hartington, a town of 1,730. It is a considerable distance from the Missouri River and many of the people living in the southern portion of the county have little direct interest in the future of the river. There are very few service clubs and private clubs in the county and those that exist are small. However, the Chamber of Commerce has strong support and the meetings are very well attended.

The attitudes are predominantly rural in orientation throughout the county. In general, the attitudes are conservative, anti-zoning and anti-big government. However, the support for the federal involvement in bank stabilization and high bank erosion control is strong, the general feeling being that the problems are so complicated and so costly that local governments and private individuals will not be able to solve them.

Dixon County may be the most conservative county of the five. The county seat is Ponca with a population of only 1,057. This is essentially a rural town with rural attitudes. The only other town near the river of any size in the county is Newcastle with a population of 348. It also is a rural town entirely dominated by rural attitudes. Both of these towns are quite near the Missouri River and the people are interested in its future. The anti-zoning and anti-big government feelings are very strong in Dixon County, perhaps even stronger than in Cedar County. But again, there is strong support among most of the river oriented people for the federal program of high bank erosion control and minimum bank stabilization on this stretch of the Missouri River. However, there is a strong minority opinion, particularly among hunters and fisherman, who would wish to leave the river as it is and only control water levels, primarily to enhance fish and wildlife populations.

This group feels that only the farmers and riverbank landowners want the federal program as authorized. The only large service club found in the county is a good private club called the Commercial Club and located in Ponca. This is a rather large group of businessmen and farmers interested in the economic future of Ponca and Dixon County.

No way was found to present the program to many captive audiences in the Nebraska counties because of the small number of service clubs. The combination of a smaller population and a lack of organizations interested in sponsoring the program made the available sample smaller than hoped for in both Nebraska counties. There was good advertising and publicity for the public meetings, and a resultant good attendance in Cedar County and fair attendance in Dixon County. Certainly, people of the counties were well informed concerning the meetings and those most interested actually participated. For that reason, a very good mix of riverbank landowners, farmers, businessmen and sportsmen was obtained in the Nebraska counties as well as the South Dakota counties.

GOVERNMENTAL GROUPS CONTACTED AS A SOURCE OF INFORMATION

The following governmental groups were contacted first, primarily to obtain whatever information these groups and individuals felt would be helpful in carrying out the project as planned. All aspects of the project were discussed so that each concerned governmental body would know what was planned and would have an opportunity to present input prior to the commencement of the meetings.

<u>Date</u>	<u>Event</u>	<u>Location</u>
<u>May</u> 19	Meeting with Corps of Engineers Group	Omaha, Nebraska
19	Meeting with National Park Service Group	Omaha, Nebraska
20	Meeting of Missouri Basin States Ass'n.	Omaha, Nebraska
<u>June</u> 1	Meeting with Brian Hisel, Director, and others from SD Planning District III	Yankton, South Dakota
2	Meeting with Rivercade Board	Sioux City, Iowa
16	Meeting of Missouri River Preservation and Development Committee	Sioux City, Iowa
22	Meeting with Clay County, SD Planning Comm.	Vermillion, South Dakota
23	Meeting with Generals Gianelli, Asst. Sec. for Army and Sisinyak, Missouri River Div. Engineer	Sioux City, Iowa
29	Meeting with Nebraska Game and Parks Commission and Natural Resources Group	Lincoln, Nebraska
<u>July</u> 7	Meeting with Corps of Engineers Group	Omaha, Nebraska
8	Meeting with National Park Service Group	Omaha, Nebraska
12	Meeting with City Planning Commission of Vermillion	Vermillion, South Dakota
13	Meeting with Dixon County Commissioners	Ponca, Nebraska
18--19	Meeting with Iowa Conservation Commission and Natural Resources Group	Des Moines, Iowa
20	Meeting with Union County Commissioners	Elk Point, South Dakota
29--30	Meeting with State Department of Water and Natural Resources and State Dept. of Game, Fish and Parks	Pierre, South Dakota
<u>August</u>		
3	Meeting with County Commissioners and other interested officials of Cedar Co., Nebraska	Hartington, Nebraska
6	Meeting with County Commissioners, Yankton City Commissioners and other interested officials of Yankton County, South Dakota	Yankton, South Dakota
26	Meeting of National Advisory Committee of Missouri National Recreation River at Gavins Point Dam Visitors Center	Gavins Point Dam, South Dakota

PUBLICITY

Some publicity for this project was obtained through booths at the Sioux City Rivercade, an annual river fair held at Sioux City, Iowa, and at the annual Clay County Fair in Vermillion, South Dakota. Neither of these were very successful because fair goers, in general, did not seem to be interested, at least while attending a fair, in a serious matter such as the future of the Missouri River.

Most of the good publicity was achieved through newspaper and radio stories concerning the project and reports on the meetings. There were several short TV presentations also. All were very well done and effective.

A list of the publicity interviews and presentations is given below.

August

- 6 Interview with radio station KYNT, Yankton, South Dakota. Radio program developed for the listening area.
- 4 Interview with newspaper editor, Yankton Press and Dakotan, Yankton, South Dakota.
- 6 Interviews with three Yankton radio stations plus Yankton Press and Dakotan, Yankton, South Dakota
- 11 Interview with reporter--Omaha World Herald newspaper, Omaha, Nebraska.
- 13 Developed two radio programs with radio stations WNAX and KYNT, Yankton, South Dakota.
- 20 Interviewed reporters of two newspapers for development of articles. Yankton Press and Dakotan, Yankton, South Dakota. Sioux City Journal, Sioux City, Iowa.

October

- 8 Publicity for the project via car and signs in Dakota Day Parade, Vermillion, South Dakota.
- 12 Interview with Editor, Vermillion Plain Talk, Vermillion, S.D., and reporter from Vermillion Radio Station.

November

- 15 Interview with newspaper editor of Hartington Shopper, Hartington, Nebraska.
- 29 Interview with editor of Cedar County News, Hartington, Nebraska.

February

- 7 Interview with newspaper editor, Ponca Leader (Dixon County), Ponca, Nebraska.

Three TV programs were developed concerning the project. One program each appeared on Channel 9 (ABC) and Channel 4 (NBC) in Sioux City, Iowa, and one on KELO Channel 10 and 11 (CBS) in Sioux Falls, South Dakota.

Three paid advertisements were run in newspapers in Cedar and Dixon Counties, Nebraska, one each in the following newspapers: the Cedar County News, the Hartington Shopper and the Ponca Leader.

There were ten articles in area newspapers, two in the Sioux City Journal, one in the Omaha World Herald, one in the Sioux Falls, South Dakota Argus Leader, two in the Vermillion Plain Talk, two in the Yankton Press and Dakotan and one each in the Cedar County News and the Ponca Leader.

There were several radio programs on the three Yankton, South Dakota radio stations, one on the Vermillion station and one on the agriculturally-oriented station KMNS in Sioux City, Iowa. There are no radio or TV stations in either Cedar or Dixon Counties in Nebraska.

RECORD OF MEETINGS HELD AND NUMBER OF PARTICIPANTS

The information which follows includes a record of all public meetings held plus meetings with various clubs. It gives the attendance at each meeting and the number of people who completed questionnaires. At first, an effort was made to contact people through fairs such as the annual Missouri River Rivercade at Sioux City. This effort was dropped when it was found that very few people attending fairs were willing to stop and discuss a serious matter such as the future of a portion of the Missouri River and very few were willing to take the time to fill out a questionnaire. A few stopped to examine maps, pictures, etc. of the river, but not many. Apparently, the motivation of those attending a fair are, at least temporarily, frivolous and light-hearted and people are not interested at that time in serious matters. A booth was also set up at the Clay County Fair in Vermillion but this was no more successful than the Rivercade booth.

A total of 41 meetings was held with 1787 participants and 449 questionnaires were completed. These were always filled out voluntarily. Eleven other organizations were contacted but chose not to sponsor the program.

The record of the meetings follows in Table 2.

TABLE 2. MEETINGS HELD AND PARTICIPANTS

Group	Location	Participants	No. of Questionnaires
Rivercade (Fair)	Sioux City, Iowa	300	5
Clay County Fair	Vermillion, SD	50	0
Yankton, County Pub. Mtg.	Yankton, SD	42	0
Optimists Club	Yankton, SD	21	12
American Legion	Vermillion, SD	23	0
Missouri River Preservation and Development Committee	South Sioux City, Nebraska	14	0
Commercial Club (Dixon Co.)	Ponca, Nebraska	55	16
Amer. Soc. of Public Admin.	South Sioux City Nebraska	18	0
Rotary Club	Vermillion, SD	41	25
Union Co., SD public meeting	Elk Point, SD	20	9
Jaycees	Elk Point, SD	7	0
Ducks Unlimited	Vermillion, SD	83	0
Izaak Walton Club	McCook Lake, SD	44	0
Lion's Club	Vermillion, SD	46	30
Veterans of Foreign Wars	Hartington, NE	34	0
Senior Citizens	Vermillion, SD	67	0
Exchange Club	Yankton, SD	15	10
Exchange Club	Vermillion, SD	12	4
Lion's Club (Union Co.)	Elk Point, SD	26	20
Rotary Club	Yankton, SD	37	25
Senior Citizens (Union Co.)	North Sioux City South Dakota	15	0
Senior Citizens	Yankton, SD	102	0
Amer. Soc. of Pub. Adm.	Vermillion, SD	16	0

Junior Chamber of Commerce	Yankton, SD	22	18
Midwestern Conference of State Governments	Yankton, SD	38	0
Sertoma Club	Vermillion, SD	14	10
Chamber of Commerce (Cedar County)	Hartington, NE	65	39
Yankton Co. public meeting	Yankton, SD	38	0
Jaycees (Cedar Co.)	Wynot, NE	10	6
Sertoma Club	Yankton, SD	21	15
Senior Citizens (Union Co.)	North Sioux City South Dakota	87	0
Clay Co. Public Meeting	Vermillion, SD	82	60
Jaycees (Union Co.)	Jefferson, SD	25	20
Jaycees (Clay Co.)	Vermillion, SD	15	10
Kiwanis Club	Yankton, SD	27	21
American Legion	Vermillion, SD	16	0
Cedar County Public Meeting	Sportsman's Club near Wynot, NE	55	38
Public Meeting Gavins Point Dam Visitors Ctr.	Gavins Point Dam, SD	14	12
League of Women Voters	Yankton, SD	26	6
Lion's Club	Yankton, SD	21	8
American Society of Public Administration	South Sioux City Nebraska	18	0

Retired Teachers' Association			
	Vermillion, SD	52	0
Public Meeting, Dixon Co.	Ponca, Nebraska	57	25
Chamber of Commerce	Sioux City, Iowa	17	0
Miscellaneous		<u> </u>	<u> 5 </u>
	Total	1,787	449

THE PROBLEM OF ACHIEVING ENVIRONMENTALLY SOUND LAND-USE ALONG THE RIVER

The stretch of the Missouri River under consideration in this study has already been altered by man through agricultural practices, development of river towns, development of private homesites and recreational activities, the development of several game refuge areas, the building of the big dams on the upper Missouri, and recently by the completion of the minimum bank stabilization project by the U.S. Corps of Engineers, the Section 32 program.

The present authorized program called the Missouri National Recreation River, which has not yet been funded except for initial planning and start-up funds, is an honest effort to solve some of the high bank erosion problems, preserve the natural beauty of the area through scenic easements, and develop appropriate but limited access areas and recreation facilities at intervals along the river. It represents a compromise, a good compromise, but not necessarily the best compromise.

There are other problems associated with achieving desirable environmentally sound land use options along the river. These are primarily associated with the intense feelings generally associated with land ownership and the pronounced anti-zoning feelings among the landowners in all of the counties except, possibly, Clay County, South Dakota.

The public education discussions held during each meeting during this project were designed to present the various options for land use, both environmentally sound and unsound. The hope, of course, was that people, when presented the various options, would tend to choose those that were scientifically and environmentally sound, but they were completely free to choose any option. The questionnaire used was designed to gather and make it possible to summarize the thoughts and opinions of the participants

concerning all of the options, both environmentally sound and unsound, and to find out what the people of the 5 counties involved actually think concerning the proper use and future development of this 58 mile stretch of the Missouri River.

It should be emphasized that people do not necessarily choose the most environmentally sound land use policy even when it is known. Selfish interests often tend to dominate and many interests are conflicting. These observations are clearly demonstrated in the results of the questionnaire.

THE QUESTIONNAIRE

A questionnaire concerning land use options along the 58 mile stretch of the river was developed with the aid of personnel from the U.S. Army Corps of Engineers, the National Park Service, Department of the Interior, State of Nebraska and State of South Dakota.

It was used where possible, but always on a voluntary basis. Senior citizens groups always chose not to complete it. Several other organizations also decided not to complete it. In most meetings, some of the people present chose not to complete the questionnaire. The numbers varied with different groups contacted.

In the final tally, 449 people out of a total of 1,787 participants chose to complete the questionnaire. It is assumed that the most concerned citizens chose to complete the questionnaire.

If a person did not complete a given question, it was assumed that this meant no opinion. In some cases, questions were not answered obviously because of either carelessness or discouragement at the end of the questionnaire. It was clear, also, that some started and lacked the interest to finish. Twenty-seven partially completed questionnaires were discarded for various reasons. Those with only a few blanks were kept. Because of the blanks, which represent mistakes or carelessness, the totals of different questions do not necessarily correspond to the total number of questionnaires. One of the blank questionnaires is included as Table 3.

Each of the questions and the probable implications of the answers will be discussed in detail. Table 4 gives the summary figures for each question of the completed questionnaires.

A detailed discussion of the implications of the answers to each of the questions follows. The first question (1) is geographical. The next group of questions (2 through 12) describe the respondents and their uses of the river. Most of the rest of the questions describe the attitudes, interests and opinions of the respondents. Three are evaluation questions. These are questions 31 through 33.

QUESTION:

2. A good sample of both farmers and urban dwellers was obtained. Actually there are only two towns of appreciable size in the study area. Both are on the South Dakota side of the river, Vermillion (about 10,000) and Yankton (about 12,000). These are the only towns which would tend to stimulate urban attitudes. A state university is located at Vermillion and two small liberal arts colleges are located at Yankton.

3. Eighty-nine of the 449 respondents were farmers. This was believed to be a large enough sample of farmers to obtain a perception of what farmers in the area were thinking about the river.

4. Only 40 females filled out the questionnaire. Most of these were farm wives. An effort was made to present the program to all of the women's groups in the five counties, but only one group in Yankton eventually allowed the program to be presented, and this meeting was not well attended. The reason for this apparent lack of interest in the river by women is not clear, but probably reflects the fact that far more men than women are interested in fishing, hunting, boating, etc.

5. About one-third (110) of those who filled out the questionnaire were riverbank landowners. This was gratifying. It is felt that an excellent

sample of the opinions of riverbank landowners has been obtained.

6. More than 3 out of 4 (344) respondents were landowners in one of the counties. This, too, was very gratifying. It was hoped that a majority of the people completing the questionnaires would be citizens who had strong financial and personal commitments to the area. This proved to be the case.

7. All county and city governing bodies in the 5 counties were contacted before any of the meetings were held. Many, in fact, most of these people did not attend the meetings. Only 23 members of county and city governments in the 5 counties attended meetings. Although this was not a large number, it was felt to be sufficient since all of the concerned government bodies had been contacted earlier and were given complete information concerning the content of the project.

8. Environmental organizations in these counties have been important during the past ten to fifteen years in helping to develop the concepts used in the federal programs which have emphasized minimum bank stabilization and high bank erosion control. However, in this present project, most of the participants and respondents were not members of environmental organizations. Only 45 members of environmental organizations filled out the questionnaire. The results of the questionnaire, therefore, do not represent an environmental bias, but rather represent the thinking pretty largely of male farmers, businessmen and landowners, certainly a principal group of taxpayers and influential citizens in the 5 county area.

9. The age of the respondents was spread fairly evenly over the 20-65+ age group, the responsible working age group. Only one person under twenty completed the questionnaire. No effort was made to contact teenagers either in high school or college. Several senior citizen groups were contacted, but none of these chose to fill out the questionnaire. Those over 65 who did complete the questionnaire were still actively working, and if retired, were still typically in control of the land they owned or worked.

10 and 11. Although an effort was made to attract Native Americans to the public meetings, only 4 came and completed questionnaires. There are no Indian Reservations in the 5 county area, but quite a few live in the region. Four Mexican Americans completed the questionnaire, and one Black. Very few Blacks live in these counties and only a small number of Hispanic origin. Hence, it is not surprising that only 9 people represented recognized minorities. It is interesting to note, though, that many farmers feel that they should be recognized as a minority, one that is imposed upon, misunderstood and discriminated against by our urban society. Ten farmers insisted that they be classed as a minority. Many others mentioned it, some facetiously.

12. The river is used for a great many purposes. More people used it for various types of pleasure than for any other purpose. The most common activities in order of their popularity were picnics and camping, fishing and hunting, boating, swimming and hiking. A large group either made their living on or near the river or live on its banks. Seventy respondents, a good strong sample, had boat or marina businesses. Eighty-one either had

fulltime or summer homes along the river, and 46 had riverbank farms. Of these, 13 irrigated from the river. Thirty-eight of the respondents did not use the river in any way.

Questions 13 through 30 were designed to find out what people's personal attitudes were concerning the most desirable present and future activities, uses and developments along this stretch of the Missouri River.

QUESTION:

13 and 14. Zoning, or governmental land use control, is not popular at all on the Nebraska side of the river. Neither of the Nebraska counties have zoning regulations, and there is no effort at all to zone or control land use along the river. On the South Dakota side of the river, all three counties have had zoning regulations, but in the last election, all zoning regulations were essentially eliminated in Union County. In Yankton County, the City of Yankton is zoned along the river, but there is no zoning at present outside of the city limits. A rather ambitious Yankton County comprehensive zoning plan was developed by Planning and Development District III of South Dakota, but this plan has never been adopted or implemented.

Clay County has zoning regulations along the river. There are Vermillion city regulations and also county regulations. This is the only county of the five which now has rather complete zoning regulations for the whole county, including the riverbank.

In question 13, there were 302 in favor of zoning and 118 against it, with 22 having no opinion. What is not apparent here is the anti-zoning attitudes of the Nebraska counties. These will be clear in Tables 5 and 6, which show the Nebraska county attitudes as compared to those in South Dakota.

The South Dakota attitudes from Clay and Yankton Counties tend to dominate the questionnaire simply because there are more people and more organizations in these counties, and hence, more participants.

In question 14, there were 282 in favor of counties and cities zoning the riverbank and 131 against. Again, 22 had no opinion.

15. It is clear from the answers to this question and several others that bank stabilization is by far the most popular program on the river. Even those who strongly oppose zoning and federal involvement in recreation and wild life programs seem to agree that the river itself and the control of high bank erosion is a federal responsibility. The choice was 399 for high bank erosion control and 35 against it, with 7 having no opinion.

16. Here again, it is clear that a large majority (395) of the respondents felt that the federal government should pay for bank stabilization and all high bank erosion control.

17 and 18. With the question concerning protection and preservation of natural beauty and vegetation, the opinions begin to vary tremendously. The authorized federal project got the most votes (192) but others, such as the voluntary set-aside (132), zoning and land use regulations by local governments (114) and control of water levels to maintain wetlands (106) all got over 100 votes. A surprisingly large minority (25) felt that nothing should be done. Even though a majority (231) felt that the federal government should pay the bill, strong minorities felt that intergovernmental cost sharing (134) should be employed or that the state governments (114) should pay for such a program. A rather strong minority (85) thought that private interests should pay the bill.

19. It is very interesting that a strong majority (346) felt that bank stabilization would preserve and protect the natural beauty more than any other activity. This strong bias in favor of bank stabilization is apparent in every question where bank stabilization is one of the options. There is also strong support for the preservation of wooded areas (311) and the removal of trash (232).

20 and 21. The authorized federal project (The Missouri National Recreation River) contains the most popular approach to the improvement of fishing and hunting conditions on this stretch of the river (272 votes). The maintenance of the present system was also popular with 177 votes. The maintenance of favorable water levels for fish spawning and for water fowl was often mentioned as well as the problem of riverbed degradation and the consequent lowering of the river level and flood plain water table. The opinions concerning payment for the costs of improvements in fishing and hunting potentials was fairly evenly divided between the federal government (199), the state governments (157) and intergovernmental cost sharing (165) with fairly strong minorities being in favor of county governments (52) and private interests (65) paying the bill. Clearly, where fishing and hunting is concerned, a strong minority (possibly a majority) seem to feel that it is not the federal government's responsibility either to control the programs or pay the bill.

22, 23 and 24. Most of the people who completed the questionnaire felt that recreational development in this stretch of the river was important. The development of access roads (292) was most popular, followed by boat ramps (250), picnic areas (237), nature trails, etc., (212) sanitary facilities

(194), tent camping areas (166), boat docks (140) and primitive trailer camping sites (120). A surprising number (105) favored the development of informative and interpretive programs for historical and archaeological sites. Playing fields (29) and full facility trailer camping sites (62) were the least popular developments.

Here again, a probable majority of the people contacted felt that intergovernmental cost sharing should be involved in paying for these developments with strong involvement by both state and county governments as well as the federal government. Here, too, a strong minority feel that private interests and developers should be involved primarily in recreational development along the river.

25 and 26. A surprising number of people felt strongly in favor of federal involvement in the preservation of archaeological, historical and cultural sites. There was strong support (275) for the authorized federal project and a surprising support for the importance of all of this preservation. A sizeable minority (128) felt that the states and/or counties (49) should develop the preservation programs, but these still emphasized the importance of the concept of preservation. There were 23 who felt that no preservation should occur and 30 thought that the landowners should furnish the protection, if any. Twenty-two did not express an opinion.

Here, again, there is a strong feeling that state and local governments should share the costs of these programs with the federal government in some form of intergovernmental cost sharing. Some (58) felt that the landowners should pay the bill. Again, 22 did not express an opinion.

27. When given a choice among eight land use options for this stretch of the river, most (291) chose the federal program as authorized by Public Law 95-625. The popularity of federal high bank erosion control and minimum bank stabilization can be seen when one adds to the figures above the two other options which included high bank erosion control. These were no federal program but erosion control (39) and federal highbank erosion control with state or county programs to develop access roads, etc. (60). The total favoring federal high bank erosion control then becomes 390, a very strong majority.

28. A strong majority (313) also favored the development of the Missouri National Recreation River as authorized. Here, again, from this question and question 27 as well as the results of several other questions, it is clear that the high bank erosion control and minimum bank stabilization concepts are very popular with most of the people contacted. The recreational and fish and wildlife developments are far less popular and many, perhaps a majority or at least a very strong minority, feel that these should be developed and paid for either by the states and counties or by some sort of a cost sharing program with the federal government.

29 and 30. There was rather strong support for all suggested facets of the authorized Missouri National Recreation River project except for the development of large parks which received only 50 votes. The screening of irrigation equipment with vegetation also received only 66 votes. Perhaps a surprising number (35) had no opinion and 21 voted to do nothing at all.

QUESTIONS:

31, 32 and 35. These questions were for evaluation purposes and to allow people to express their opinions freely if they wished to do so.

A very large majority (371) felt that the questionnaire was helpful in developing an understanding of the problems associated with resource use and zoning along this stretch of the river. A large majority (312) also felt that the meetings helped them understand more fully the scientific, environmental, economic, sociological and political aspects of land use and development along this portion of the river.

Most respondents had no comments. The most common comments concerned the importance of the authorized federal program (10) and that more people should be interested (4). Ten indicated that they felt that the meetings were excellent and most helpful. These thoughts were expressed in a variety of ways. Many more people expressed their appreciation orally. One facet of that sense of appreciation which does not appear in the questionnaire results was felt to be very important. People appreciated the public education aspects of the program, the fact that all land use options were discussed openly and without bias or pressure. Many people complained that all of the other federally sponsored meetings and hearings they had attended were strongly biased in favor of a proposed federal program. One man expressed the common opinion very well when he said, "I feel that all they want is to apply pressure and get quick rubber stamp approval of their program and I always resent that". The fact that they were under no pressure at these meetings was much appreciated. In the author's opinion, the federal government would be wise to spend much more money on public education such as

this where no pressure for a given program is applied, just an effort to find out what people are really thinking about important local problems. Such programs would not cost much and the money would be well spent in purchasing understanding and good will as well as discovering what people think concerning contemplated government programs.

TABLE 5-- MISSOURI NATIONAL RECREATIONAL RIVER QUESTIONNAIRE

The 58 mile segment of the Missouri River between Gavins Point Dam and Ponca State Park has been designated as a National Recreational River because of the remarkable natural and cultural values that are present on this stretch of the river. The federal program was authorized by Section 707 of the National Parks and Recreation Act of 1978 (Public Law 95-625) and is part of the Wild and Scenic River Act (Public Law 90-542). A \$21 million program was authorized, but thus far has not been funded by the present administration. Approximately \$600,000 was funded by the Carter Administration.

This questionnaire is an effort to find out what land owners, river users and citizens in general think of not only this authorized federal project, but also of additional possibilities for use and development of this beautiful nearly natural stretch of the river that are within the powers of local citizens and governments.

Please answer the questions carefully and thoughtfully. We really want to know what you think are the resource use potentials for this portion of the river and the appropriate ways to develop them.

1. Your state _____ Your County _____
2. I live in the country _____ In town _____
3. Are you a farmer? Yes _____ No _____
4. Are you a male _____ female _____
5. Are you a riverbank landowner? Yes _____ No _____
6. Are you a landowner in this county? Yes _____ No _____
7. Are you a member of county government at present? Yes _____ No _____
8. Are you a member of an environmental organization? Yes _____ No _____
9. My age is Under 20 _____ 20-30 _____ 30-40 _____
40-50 _____ 50-65 _____ Over 65 _____
10. Are you a member of a recognized minority in the U.S.A.? (answers to 10 and 11 are optional)
Yes _____ No _____
11. What minority? _____
12. How do you use the river and its banks?
 - Business--Boats, marina, etc.
 - Farming
 - Irrigation
 - Pleasure
 - Boating
 - Fishing & hunting
 - Swimming
 - Picnics and camping
 - Hiking and just looking
 - Other, please list
 - Home or summer home
 - Do not use

13. In general, do you believe in zoning to regulate land use?
 Yes No
14. Should the counties and cities in the area use their zoning authority to achieve land use objectives along the designated reach of the recreational river? Yes No
15. Erosion is a constant problem in certain portions of the high banks along this stretch of the Missouri River.
 Should this be controlled? Yes No
16. If it should be controlled, who should control it and pay for the expense?
- The federal government (the presently authorized federal project provides for bank stabilization and erosion control).
 - State government
 - County government
 - Conservancy sub-districts, N.R.D's, etc.
 - Private land owners
 - No control
 - Other, explain
17. How should the natural beauty and vegetation along the river be protected and preserved?
- By purchasing and maintaining a greenbelt 100-300 ft. wide on each side of the river.
 - By developing a mandatory set-aside program which pays private land owners to set aside a 100-300 ft. wide strip of land on each side of the river.
 - By purchasing scenic and preservation easements along the river (the presently authorized federal project provides for this).
 - By encouraging a voluntary set aside program among land owners along the river.
 - By encouraging local governments to develop zoning and land use regulations along the river.
 - By controlling water levels to maintain adjacent wetlands and marshes.

No effort should be made to protect or preserve the vegetation and beauty except as desired by each land owner.

Other. Explain.

18. Who should develop and pay for this preservation and protection program?

Federal government

Intergovernmental cost sharing

State government

Private interests and land owners

County government

Other. Explain

Conservancy sub-districts, N.R.D's, etc.

19. What activities do you think will improve the scenic quality of this portion of the river?

Bank stabilization

Removal of trash

Preservation of wooded areas

Cropping of all possible land along the river

Pasturing of land along the river

Doing nothing

Other. Explain

20. What should be done to manage and enhance fish and wildlife along this stretch of the river?

Nothing

Maintain the present system of controlled fishing and hunting

Eliminate all fishing and hunting

Maintain the present system and also establish additional wildlife management areas on the main islands and other key areas along the river (the presently authorized federal project provides for this)

Other. Explain

21. Who should pay for establishing additional wildlife management areas and any other similar land programs?
- Federal government
 - State government
 - County government
 - Intergovernmental cost sharing
 - Private interests
 - Other. Explain
22. What type of new recreational development should occur at key points along this stretch of the river? (Mark any you feel should be included).
- Access roads
 - Boat ramps
 - Picnic areas
 - Sanitary facilities (drinking water, toilets, etc.)
 - Tent camping areas
 - Trailer camping sites (primitive)
 - Trailer camping sites (all facilities)
 - Boat docks
 - Nature trails, historical trails, canoe trails, etc.
 - Playing fields
 - Informative and interpretive programs for historical and archaeological sites
 - Other. Please list.
23. Who should pay for developing and building these recreational facilities?
- Federal government
 - State government
 - County government
 - Intergovernmental cost sharing

- Private developers
- Other. Explain

24. Who should pay for operating and maintaining these recreational facilities?

- Federal government
- State government
- County government
- Intergovernmental cost sharing
- Private developers
- Other. Explain

25. How should archaeological, historical and cultural sites and values be preserved?

- They should not be preserved or protected
- An inventory should be conducted and a long-range plan for protecting, enhancing and interpreting historical, cultural and archeological sites and values should be developed (the presently authorized federal project provides for this)
- Each state should develop its own program
- Each county should develop its own program
- Each land owner involved should protect and preserve as he/she decides
- Other. Explain

26. Who should pay for this protection and preservation?

- The federal government
- State government
- County government
- Intergovernmental cost sharing
- Land owners
- Other. Explain
- No one

27. Below are eight land use options (alternatives) for this stretch of the river. Please indicate your preference by checking one.

a. No program

Implies unzoned and unregulated development of all types by private interests along river and no erosion control of banks.

b. No program except erosion control.

Implies unzoned and unregulated commercial and recreational development along the river and a federally funded program of high bank erosion or minimum bank stabilization.

c. No federal program

A state and county program of development of a few access roads and sites along the river.

d. Federal high bank erosion control plus state and county programs of development of a few access roads and sites along the river.

e. The National Missouri Recreational River

Federal program as authorized by Public Law 95-625. This includes bank stabilization structures for erosion control, purchase of scenic and preservation easements from willing sellers, purchase of recreation easements from willing sellers, and purchase of land for recreation development from willing sellers. Scenic and preservation easements will be used to preserve areas of scenic beauty, wildlife habitat and sites of historical or archaeological value. Project expenditures are limited to \$21,000,000. These funds will be spread among the project purposes.

f. A federal greenbelt river program like the National Recreational River program except that from 100-300 ft. strips be purchased by fee simple or condemnation on both sides of the river (this implies elimination of farming, homesites, commercial activities, etc., from the greenbelt strip).

g. Same as "f" except that the greenbelt would be developed via mandatory set-aside program for which the land owners would be paid by the federal government (Note, f and g are environmentally sound, but very expensive).

h. Other (your own program, if different from one of the above).

28. Do you think the Missouri National Recreation River should be developed as authorized and as planned by federal agencies?

Yes

No

29. If yes, which of the following should be included (check as many as you wish):

Bank stabilization and erosion control

Access to river for boaters

Development of small parks

Development of large parks

Preservation of scenic vistas

Preservation of critical fish and wildlife habitat; includes wooded areas, bogs, marshy areas, etc.

Preservation of historical sites

Preservation of archaeological sites

Allowing recreationists to hike, camp, picnic and swim on recreation easements

Screening of irrigation equipment with vegetation

30. If no, what would you recommend? (Be brief).

31. Was this meeting and questionnaire helpful to you in developing an understanding of the problems associated with resource use and zoning along this stretch of river? Yes No

32. Did it help you appreciate more fully the scientific, environmental, economic, sociological and political aspects of use and development along this stretch of the river? Yes No

33. Do you have any other comments? (Be brief).

TABLE 4--SUMMARY OF RESULTS--ALL COMPLETED QUESTIONNAIRES

QUESTION 1--

States involved- Questionnaires Completed	South Dakota 319	Nebraska 127	Iowa 3
South Dakota Counties Questionnaires Completed	Union 49	Clay 140	Yankton 130
Nebraska Counties Questionnaires Completed	Dixon 47	Cedar 80	
Total Questionnaires Completed		449	
Total Participants		1,787	

QUESTIONS:

2. I live in the country 120 In town 328
3. Are you a farmer? Yes 89 No 342
4. Are you a male 398 female 40
5. Are you a riverbank landowner? Yes 110 No 336
6. Are you a landowner in this county? Yes 344 No 95
7. Are you a member of county government at present? Yes 23 No 421
8. Are you a member of an environmental organization? Yes 45 No 389
9. My age is Under 20 1 20-30 63 30-40 133
40-50 86 50-65 115 Over 65 51
10. Are you a member of a recognized minority in the U.S.A.? (answers to 10 and 11 are optional)
Mexican 4 Yes 9 No 396
Native American 4
11. What minority? Black 1
Farmers-10. Some farmers insist they are a minority.
12. How do you use the river and its banks?
- 70 Business--Boats, marina, etc.
- 46 Farming
- 13 Irrigation
- 409 Pleasure
- 260 Boating *Other-Details
- 266 Fishing & hunting Birdwatching--2
Photography--1
- 195 Swimming Loafing--2
Scouting--1
- 271 Picnics and camping Studying--1
Coast Guard--1
- 118 Hiking and just looking Trapping--1
- * 9 Other, please list
- 81 Home or summer home
- 38 Do not use

13. In general, do you believe in zoning to regulate land use?
 Yes 302 No 118 No Opinion--22
14. Should the counties and cities in the area use their zoning authority to achieve land use objectives along the designated reach of the recreational river?
 Yes 282 No 131 No Opinion--22
15. Erosion is a constant problem in certain portions of the high banks along this stretch of the Missouri River.
 Should this be controlled? Yes 399 No 33 No Opinion--7
16. If it should be controlled, who should control it and pay for the expense?
- 395 The federal government (the presently authorized federal project provides for bank stabilization and erosion control).
- 119 State government
- 79 County government
- 94 Conservancy sub-districts, N.R.D's, etc.
- 27 Private land owners
- 15 No control
- 31 Intergovernmental Cost Sharing No Opinion--25
- 3 Other, explain No Federal Control
17. How should the natural beauty and vegetation along the river be protected and preserved?
- 55 By purchasing and maintaining a greenbelt 100-300 ft. wide on each side of the river.
- 70 By developing a mandatory set-aside program which pays private land owners to set aside a 100-300 ft. wide strip of land on each side of the river.
- 192 By purchasing scenic and preservation easements along the river (the presently authorized federal project provides for this).
- 132 By encouraging a voluntary set aside program among land owners along the river.
- 114 By encouraging local governments to develop zoning and land use regulations along the river.
- 106 By controlling water levels to maintain adjacent wetlands and marshes.

25 No effort should be made to protect or preserve the vegetation and beauty except as desired by each land owner.

5 Other. Explain.

18. Who should develop and pay for this preservation and protection program?

231 Federal government

134 Intergovernmental cost sharing

114 State government

85 Private interests and land owners

65 County government

8 No One

Other. Explain

39 Conservancy sub-districts, N.R.D's, etc.

20 No Opinion

19. What activities do you think will improve the scenic quality of this portion of the river?

346 Bank stabilization

232 Removal of trash

311 Preservation of wooded areas

*Other-Details

14 Cropping of all possible land along the river

Don't cut timber--1

54 Pasturing of land along the river

Plant Trees--2

16 Doing nothing

Have green belt--4

Control Bed Degradation--2

Stop dumping--1

* 10 Other. Explain
7 No Opinion

20. What should be done to manage and enhance fish and wildlife along this stretch of the river?

10 Nothing

177 Maintain the present system of controlled fishing and hunting

11 Eliminate all fishing and hunting

272 Maintain the present system and also establish additional wildlife management areas on the main islands and other key areas along the river (the presently authorized federal project provides for this)

* 15 Other. Explain

*Other-Details

16 No Opinion

Constant water level--7

Control bed degradation--3

Greenbelt wildlife refuge--3

Stop commercial fishing--1

Access only to landowners--1

21. Who should pay for establishing additional wildlife management areas and any other similar land programs?

- 199 Federal government
 157 State government
 52 County government
 165 Intergovernmental cost sharing
 65 Private interests
 14 Other. Explain
 No opinion

22. What type of new recreational development should occur at key points along this stretch of the river? (Mark any you feel should be included).

- 292 Access roads
 250 Boat ramps
 237 Picnic areas
 194 Sanitary facilities (drinking water, toilets, etc.)
 166 Tent camping areas
 120 Trailer camping sites (primitive)
 62 Trailer camping sites (all facilities)
 140 Boat docks
 212 Nature trails, historical trails, canoe trails, etc.
 29 Playing fields
 105 Informative and interpretive programs for historical and archaeological sites
 11 None
 * 5 Other. Please list.
 23 No opinion
- *Other -- Details
 Keep city people out--2
 Telephones--1
 Cross-country ski trails--1
 More game preserves--1

23. Who should pay for developing and building these recreational facilities?

- 173 Federal government
 150 State government
 56 County government
 194 Intergovernmental cost sharing

- 43 Private developers *Other: Details
 4 No One No one--4
 * 5 Other. Explain Users--1
 19 No opinion

24. Who should pay for operating and maintaining these recreational facilities?

- 146 Federal government
 161 State government
 72 County government *Other: Details
 172 Intergovernmental cost sharing Users--6
 59 Private developers No one--3
 * 9 Other. Explain
 27 No opinion

25. How should archaeological, historical and cultural sites and values be preserved?

- 23 They should not be preserved or protected
 275 An inventory should be conducted and a long-range plan for protecting, enhancing and interpreting historical, cultural and archeological sites and values should be developed (the presently authorized federal project provides for this)
 128 Each state should develop its own program
 49 Each county should develop its own program
 30 Each land owner involved should protect and preserve as he/she decides
 1 Other. Explain (all of above)
 22 No Opinion

26. Who should pay for this protection and preservation?

- 177 The federal government
 140 State government
 59 County government
 153 Intergovernmental cost sharing
 38 Land owners
 1 Other. Explain (Private interest groups)
 8 No one
 22 No opinion

27. Below are eight land use options (alternatives) for this stretch of the river. Please indicate your preference by checking one.

13 a. No program

Implies unzoned and unregulated development of all types by private interests along river and no erosion control of banks.

39 b. No program except erosion control.

Implies unzoned and unregulated commercial and recreational development along the river and a federally funded program of high bank erosion or minimum bank stabilization.

13 c. No federal program

A state and county program of development of a few access roads and sites along the river.

60 d. Federal high bank erosion control plus state and county programs of development of a few access roads and sites along the river.

291 e. The National Missouri Recreational River

Federal program as authorized by Public Law 95-625. This includes bank stabilization structures for erosion control, purchase of scenic and preservation easements from willing sellers, purchase of recreation easements from willing sellers, and purchase of land for recreation development from willing sellers. Scenic and preservation easements will be used to preserve areas of scenic beauty, wildlife habitat and sites of historical or archaeological value. Project expenditures are limited to \$21,000,000. These funds will be spread among the project purposes.

21 f. A federal greenbelt river program like the National Recreational River program except that from 100-300 ft. strips be purchased by fee simple or condemnation on both sides of the river (this implies elimination of farming, homesites, commercial activities, etc., from the greenbelt strip).

11 g. Same as "f" except that the greenbelt would be developed via mandatory set-aside program for which the land owners would be paid by the federal government (Note, f and g are environmentally sound, but very expensive).

2 h. Other (your own program, if different from one of the above).

Just control bottom erosion--1

Limited recreation program--1

63 i. No opinion

28. Do you think the Missouri National Recreation River should be developed as authorized and as planned by federal agencies?

Yes 313 No 83 No opinion--35

29. If yes, which of the following should be included (check as many as you wish):

- 309 Bank stabilization and erosion control
- 213 Access to river for boaters
- 198 Development of small parks
- 50 Development of large parks
- 175 Preservation of scenic vistas
- 216 Preservation of critical fish and wildlife habitat; includes wooded areas, bogs, marshy areas, etc.
- 188 Preservation of historical sites
- 158 Preservation of archaeological sites
- 159 Allowing recreationists to hike, camp, picnic and swim on recreation easements
- 66 Screening of irrigation equipment with vegetation
35 No Opinion

30. If no, what would you recommend? (Be brief).

Do nothing--21

State controlled with federal match--3

State, county, or private programs only--10

31. Was this meeting and questionnaire helpful to you in developing an understanding of the problems associated with resource use and zoning along this stretch of river? Yes 371 No 30 No opinion--28

32. Did it help you appreciate more fully the scientific, environmental, economic, sociological and political aspects of use and development along this stretch of the river? Yes 312 No 76 No opinion--37

33. Do you have any other comments? (Be brief).

Very good meeting--10

Federal program very important--10

As little federal involvement as possible. Keep river as it is--7

Need to know more about federal plans--4

More people should be interested--4

Advertise to get more tourists--1

Landowners should pay all benefits--1

Control boat speeds--1

ATTITUDES OF CITIZENS OF EACH COUNTY

The broadest set of attitudes and opinions in the survey tended to come from the private service clubs. These were captive audiences and most probably would not have attended public meetings. Hence, they gave a better picture of the average opinions of people in the counties.

By contrast, public meetings in all five counties tended to bring out the people who were much interested in the river and were either strongly biased for or against the authorized federal project. In the South Dakota counties, farmers and landowners dominated the Union County meeting, but the Yankton and Clay County meetings both had strong urban representations since the two largest cities in the five counties are the County Seats of Clay and Yankton Counties. In general, the urban people seem to be more supportive of the total federal program than the rural people.

On the Nebraska side of the river, both Cedar and Dixon Counties have largely rural populations. The attitudes toward zoning tend to be antagonistic and the support of federal programs seem to be somewhat less enthusiastic. To illustrate this point, the Dixon County public meeting results are presented in Table 5. These results can easily be compared to the totals given in Table 4 for the 5 counties.

The majority of the people attending this meeting lived in the country and were farmers. Most were landowners and 10 of 25 completing the questionnaire were riverbank landowners. Only 4 were members of county governmental bodies and only 4 were members of environmental organizations. There was only one minority citizen present, a Mexican, but several farmers insisted that they be classified as a minority. They are positive that they are discriminated against in many ways.

A majority (16) either had a business on the river or farmed the river-bank. A majority (17) did not believe in any form of zoning, quite a contrast with the total attitude of all 5 counties. However, a majority (17) thought that the erosion of the high banks should be controlled, but a fairly large minority (7) did not think so.

In question 19, a majority (18) thought that bank stabilization was the most important factor in improving the scenic quality of the river.

In question 25, only 9 thought that the federal program should be associated with protecting, enhancing and interpreting historical, cultural and archaeological sites. Nine thought that the states and counties should do this and 6 thought that the landowner should protect and preserve them, but only if they chose to do so. These opinions contrast markedly with those shown for all 5 counties.

In question 27, only 7 thought that the Missouri National Recreation River was the most desirable land use option for this stretch of the river. The same number (7) chose no program except high bank erosion control and 4 others chose federal high bank erosion control coupled with state and county programs to control and pay for other activities. The important point here is that a majority (18) did vote for federal high bank erosion control, but only 7 voted for the rest of the federally authorized project.

In question 28, there were 17 who thought the authorized program should be developed and funded as authorized. The opinion of many seemed to be that of the man who said, "All I want is erosion control, but since the damned thing is authorized, let's get it funded and do it."

Again in question 29, the majority (17) felt that the most important thing to do was to stabilize the banks and control the high bank erosion.

A majority (15) also wanted better access to the river for boaters.

There were some strong antagonistic opinions. These should be noted in questions 30 and 33 of Table 5. These were, generally, the attitudes of those who want the river to remain as it is and who are primarily interested in hunting and fishing.

ATTITUDES OF NEBRASKA CITIZENS IN BOTH COUNTIES

Table 6 is presented so that the Nebraska counties, which tend to be anti-zoning and pro federal bank stabilization and high bank erosion control can be compared to the attitudes from both states and those from the Dixon County public meeting. In general, the enthusiasm of the majority of Nebraska respondents is limited to federal bank stabilization and high bank erosion control.

In question 17, only 37 of 126 approved of the authorized federal projects program to preserve the natural beauty and vegetation. One more (38) chose a voluntary set-aside program and three less (34) chose control of water levels to encourage maintenance of wetlands and marshes, and 13 thought that nothing should be done.

In question 20, a slight majority (75) felt that the authorized federal program to manage fish and wildlife was the most desirable, but a strong minority (51), felt that the present program should be maintained without changes.

Only two types of recreational development in question 22 received a slight majority of the votes. These were development of more access roads (74) and boat ramps (67).

In question 25, only 39 of 126 possible votes supported the authorized federal project's plan concerning the preservation of archaeological,

historical and cultural sites. By contrast, a slight majority (70) felt that this should be done, if done at all, by state or county governments or by private landowners.

Only 52 of 126 possible votes were cast for the Missouri National Recreation River option in question 27. Twenty did not express an opinion. Thirty-seven others voted for federal high bank erosion control but not for the balance of the federal project.

A fair majority (83) voted for the developing and funding of the federally authorized project in question 28. But, notice that when bank stabilization and erosion control was mentioned specifically in question 29, a large majority (117) approved, whereas the other aspects of the project received much less support, the greatest being 55 votes for access sites for boaters.

A computer analysis is being made with non-federal funds which will analyze much more accurately the attitudes of the respondents in each of the 5 counties so that carefully analyzed county attitude profiles can be developed. These results when obtained will be published and will be available to the general public as well as to appropriate government bodies.

TABLE 5--QUESTIONNAIRE RESULTS--PUBLIC MEETING--DIXON COUNTY, NEBRASKA
(25 completed questionnaires)

1. Your state Nebraska Your County Dixon
2. I live in the country 14 In town 11
3. Are you a farmer? Yes 16 No 9
4. Are you a male 22 female 3
5. Are you a riverbank landowner? Yes 10 No 15
6. Are you a landowner in this county? Yes 20 No 5
7. Are you a member of county government at present? Yes 4 No 21
8. Are you a member of an environmental organization? Yes 4 No 21
9. My age is Under 20 0 20-30 5 30-40 9
40-50 4 50-65 8 Over 65 1
10. Are you a member of a recognized minority in the U.S.A.? (answers to 10 and 11 are optional)
Note: Three farmers insist they are a minority. Yes 1 No 24
11. What minority? Mexican
12. How do you use the river and its banks?
- 8 Business--Boats, marina, etc.
- 8 Farming
- 4 Irrigation
- 16 Pleasure
- 16 Boating
- 22 Fishing & hunting
- 12 Swimming
- 15 Picnics and camping
- 11 Hiking and just looking
- 1 Other, please list (loafing)
- 3 Home or summer home
- 1 Do not use

13. In general, do you believe in zoning to regulate land use?

Yes 5 No 17 No opinion 2

14. Should the counties and cities in the area use their zoning authority to achieve land use objectives along the designated reach of the recreational river? Yes 4 No 17 No opinion-2

15. Erosion is a constant problem in certain portions of the high banks along this stretch of the Missouri River.

Should this be controlled? Yes 17 No 7

16. If it should be controlled, who should control it and pay for the expense?

16 The federal government (the presently authorized federal project provides for bank stabilization and erosion control).

4 State government

3 County government

1 Conservancy sub-districts, N.R.D's, etc.

6 Private land owners

3 No control

1 Other, explain
No opinion

17. How should the natural beauty and vegetation along the river be protected and preserved?

2 By purchasing and maintaining a greenbelt 100-300 ft. wide on each side of the river.

1 By developing a mandatory set-aside program which pays private land owners to set aside a 100-300 ft. wide strip of land on each side of the river.

5 By purchasing scenic and preservation easements along the river (the presently authorized federal project provides for this).

4 By encouraging a voluntary set aside program among land owners along the river.

3 By encouraging local governments to develop zoning and land use regulations along the river.

7 By controlling water levels to maintain adjacent wetlands and marshes.

6 No effort should be made to protect or preserve the vegetation and beauty except as desired by each land owner.

Other. Explain.
1 No opinion

18. Who should develop and pay for this preservation and protection program?

- | | | | |
|----|---|---|--|
| 11 | <input type="checkbox"/> Federal government | 5 | <input type="checkbox"/> Intergovernmental cost sharing |
| 1 | <input type="checkbox"/> State government | 5 | <input type="checkbox"/> Private interests and land owners |
| 1 | <input type="checkbox"/> County government | 1 | <input type="checkbox"/> Other. Explain (no one) |
| 1 | <input type="checkbox"/> Conservancy sub-districts, N.R.D's, etc. | 1 | No opinion |

19. What activities do you think will improve the scenic quality of this portion of the river?

- 18 Bank stabilization
- 4 Removal of trash
- 10 Preservation of wooded areas
- Cropping of all possible land along the river
- 4 Pasturing of land along the river
- 5 Doing nothing
- Other. Explain

20. What should be done to manage and enhance fish and wildlife along this stretch of the river?

- 3 Nothing
- 8 Maintain the present system of controlled fishing and hunting
- 1 Eliminate all fishing and hunting
- 12 Maintain the present system and also establish additional wildlife management areas on the main islands and other key areas along the river (the presently authorized federal project provides for this)
- 1 Other. Explain (control water level for fish and wildlife).
- 1 No opinion

21. Who should pay for establishing additional wildlife management areas and any other similar land programs?

- 8 Federal government
 4 State government
 County government
 9 Intergovernmental cost sharing
 4 Private interests
 1 Other. Explain (no one)
 1 No opinion

22. What type of new recreational development should occur at key points along this stretch of the river? (Mark any you feel should be included).

- 13 Access roads
 13 Boat ramps
 6 Picnic areas
 3 Sanitary facilities (drinking water, toilets, etc.)
 4 Tent camping areas
 2 Trailer camping sites (primitive)
 1 Trailer camping sites (all facilities)
 4 Boat docks
 3 Nature trails, historical trails, canoe trails, etc.
 Playing fields
 4 Informative and interpretive programs for historical and archaeological sites
 2 Other. Please list. (none)
 3 No opinion

23. Who should pay for developing and building these recreational facilities?

- 9 Federal government
 4 State government
 1 County government
 12 Intergovernmental cost sharing

2 Private developers

2 Other. Explain

24. Who should pay for operating and maintaining these recreational facilities?

8 Federal government

5 State government

County government

8 Intergovernmental cost sharing

4 Private developers

2 Other. Explain (Either the user or no one)

1 No opinion

25. How should archaeological, historical and cultural sites and values be preserved?

1 They should not be preserved or protected

9 An inventory should be conducted and a long-range plan for protecting, enhancing and interpreting historical, cultural and archeological sites and values should be developed (the presently authorized federal project provides for this)

5 Each state should develop its own program

4 Each county should develop its own program

6 Each land owner involved should protect and preserve as he/she decides

Other. Explain

2 No opinion

26. Who should pay for this protection and preservation?

8 The federal government

4 State government

2 County government

6 Intergovernmental cost sharing

5 Land owners

Other. Explain

1 No one

2 No opinion

27. Below are eight land use options (alternatives) for this stretch of the river. Please indicate your preference by checking one.

3 a. No program

Implies unzoned and unregulated development of all types by private interests along river and no erosion control of banks.

7 b. No program except erosion control.

Implies unzoned and unregulated commercial and recreational development along the river and a federally funded program of high bank erosion or minimum bank stabilization.

c. No federal program

A state and county program of development of a few access roads and sites along the river.

4 d. Federal high bank erosion control plus state and county programs of development of a few access roads and sites along the river.

7 e. The National Missouri Recreational River

Federal program as authorized by Public Law 95-625. This includes bank stabilization structures for erosion control, purchase of scenic and preservation easements from willing sellers, purchase of recreation easements from willing sellers, and purchase of land for recreation development from willing sellers. Scenic and preservation easements will be used to preserve areas of scenic beauty, wildlife habitat and sites of historical or archaeological value. Project expenditures are limited to \$21,000,000. These funds will be spread among the project purposes.

0 f. A federal greenbelt river program like the National Recreational River program except that from 100-300 ft. strips be purchased by fee simple or condemnation on both sides of the river (this implies elimination of farming, homesites, commercial activities, etc., from the greenbelt strip).

0 g. Same as "f" except that the greenbelt would be developed via mandatory set-aside program for which the land owners would be paid by the federal government (Note, f and g are environmentally sound, but very expensive).

0 h. Other (your own program, if different from one of the above).

4 i. No opinion

28. Do you think the Missouri National Recreation River should be developed as authorized and as planned by federal agencies?

Yes 17 No 8

29. If yes, which of the following should be included (check as many as you wish):

- 17 Bank stabilization and erosion control
- 15 Access to river for boaters
- 7 Development of small parks
- 3 Development of large parks
- 5 Preservation of scenic vistas
- 11 Preservation of critical fish and wildlife habitat; includes wooded areas, bogs, marshy areas, etc.
- 10 Preservation of historical sites
- 8 Preservation of archaeological sites
- 8 Allowing recreationists to hike, camp, picnic and swim on recreation easements
- 4 Screening of irrigation equipment with vegetation
- 1 No opinion

30. If no, what would you recommend? (Be brief).

Keep river as it is and do nothing--3

31. Was this meeting and questionnaire helpful to you in developing an understanding of the problems associated with resource use and zoning along this stretch of river? Yes 17 No 4 No opinion-3

32. Did it help you appreciate more fully the scientific, environmental, economic, sociological and political aspects of use and development along this stretch of the river? Yes 16 No 5 No opinion-3

33. Do you have any other comments? (Be brief).
 It's my river. Let it alone.--2
 Hunting and fishing is ruined by bank stabilization--2
 Only the farmers want bank stabilization--2

TABLE 6--QUESTIONNAIRE RESULTS--NEBRASKA COUNTIES
(126 Completed Questionnaires)

		Dixon--45	Cedar--79
1.	Your state <u>Nebraska--126</u>	Your County <u>Knox--2</u>	
2.	I live in the country <u>49</u>	In town <u>75</u>	
3.	Are you a farmer? Yes <u>45</u>	No <u>81</u>	
4.	Are you a male <u>108</u>	female <u>16</u>	
5.	Are you a riverbank landowner? Yes <u>32</u>	No <u>91</u>	
6.	Are you a landowner in this county? Yes <u>95</u>	No <u>30</u>	
7.	Are you a member of county government at present? Yes <u>5</u>	No <u>117</u>	
8.	Are you a member of an environmental organization? Yes <u>9</u>	No <u>106</u>	
9.	My age is Under 20 _____	20-30 <u>12</u>	30-40 <u>59</u>
	40-50 <u>29</u>	50-65 <u>41</u>	Over 65 <u>6</u>
10.	Are you a member of a recognized minority in the U.S.A.? (answers to 10 and 11 are optional)	Yes <u>4</u>	No <u>113</u>
11.	What minority? <u>Mexican</u>		
12.	How do you use the river and its banks?		
33	<input type="checkbox"/> Business--Boats, marina, etc.		
18	<input type="checkbox"/> Farming		
5	<input type="checkbox"/> Irrigation		
87	<input type="checkbox"/> Pleasure		
73	<input type="checkbox"/> Boating		
88	<input type="checkbox"/> Fishing & hunting		
57	<input type="checkbox"/> Swimming		*Other-Details
70	<input type="checkbox"/> Picnics and camping		Loafing--2
56	<input type="checkbox"/> Hiking and just looking		Bird watching--1
	* 4 <input type="checkbox"/> Other, please list		Photography--1
31	<input type="checkbox"/> Home or summer home		
4	<input type="checkbox"/> Do not use		

13. In general, do you believe in zoning to regulate land use?
 Yes 61 No 53 No opinion--6
14. Should the counties and cities in the area use their zoning authority to achieve land use objectives along the designated reach of the recreational river?
 Yes 60 No 52
15. Erosion is a constant problem in certain portions of the high banks along this stretch of the Missouri River.
 Should this be controlled? Yes 107 No 13
16. If it should be controlled, who should control it and pay for the expense?
- 89 The federal government (the presently authorized federal project provides for bank stabilization and erosion control).
- 26 State government
- 17 County government
- 21 Conservancy sub-districts, N.R.D's, etc.
- 16 Private land owners
- 6 No control
- 2 Other, explain (Pay through user fees)
 5 No opinion
17. How should the natural beauty and vegetation along the river be protected and preserved?
- 10 By purchasing and maintaining a greenbelt 100-300 ft. wide on each side of the river.
- 14 By developing a mandatory set-aside program which pays private land owners to set aside a 100-300 ft. wide strip of land on each side of the river.
- 37 By purchasing scenic and preservation easements along the river (the presently authorized federal project provides for this).
- 38 By encouraging a voluntary set aside program among land owners along the river.
- 22 By encouraging local governments to develop zoning and land use regulations along the river.
- 34 By controlling water levels to maintain adjacent wetlands and marshes.

13 No effort should be made to protect or preserve the vegetation and beauty except as desired by each land owner.

Other. Explain.

18. Who should develop and pay for this preservation and protection program?

77 Federal government

26 Intergovernmental cost sharing

28 State government

19 Private interests and land owners

17 County government

4 Other. Explain (no one)

18 Conservancy sub-districts, N.R.D's, etc. ⁴ No opinion

19. What activities do you think will improve the scenic quality of this portion of the river?

106 Bank stabilization

53 Removal of trash

86 Preservation of wooded areas

5 Cropping of all possible land along the river

16 Pasturing of land along the river

7 Doing nothing

1 Other. Explain (Pass anti-dumping law)

2 No opinion

20. What should be done to manage and enhance fish and wildlife along this stretch of the river?

5 Nothing

51 Maintain the present system of controlled fishing and hunting

4 Eliminate all fishing and hunting

75 Maintain the present system and also establish additional wildlife management areas on the main islands and other key areas along the river (the presently authorized federal project provides for this)

* 4 Other. Explain

*Other-Details

6 No opinion

Maintain water level--3

Stop land filling--1

21. Who should pay for establishing additional wildlife management areas and any other similar land programs?

- 65 Federal government
- 43 State government
- 14 County government
- 36 Intergovernmental cost sharing Other-Details
- 17 Private interests No one--1
Conservation groups--1
- * 2 Other. Explain
3 No opinion

22. What type of new recreational development should occur at key points along this stretch of the river? (Mark any you feel should be included).

- 74 Access roads
- 67 Boat ramps
- 53 Picnic areas
- 49 Sanitary facilities (drinking water, toilets, etc.)
- 43 Tent camping areas Other--Details
- 28 Trailer camping sites (primitive) None--2
Keep natural--1
- 17 Trailer camping sites (all facilities) More game preserves--2
- 41 Boat docks
- 44 Nature trails, historical trails, canoe trails, etc.
- 5 Playing fields
- 25 Informative and interpretive programs for historical and archaeological sites
- * 5 Other. Please list.
5 No opinion

23. Who should pay for developing and building these recreational facilities?

- 65 Federal government
- 41 State government
- 20 County government
- 44 Intergovernmental cost sharing

- 12 Private developers
- 2 Other. Explain (no one)
- 3 No opinion
24. Who should pay for operating and maintaining these recreational facilities?
- 52 Federal government
- 43 State government
- 20 County government
- 38 Intergovernmental cost sharing
- 16 Private developers
- *4 Other. Explain
- 7 No opinion
25. How should archaeological, historical and cultural sites and values be preserved?
- 7 They should not be preserved or protected
- 59 An inventory should be conducted and a long-range plan for protecting, enhancing and interpreting historical, cultural and archeological sites and values should be developed (the presently authorized federal project provides for this)
- 36 Each state should develop its own program
- 20 Each county should develop its own program
- 14 Each land owner involved should protect and preserve as he/she decides
- 10 Other. Explain
- No opinion
26. Who should pay for this protection and preservation?
- 55 The federal government
- 37 State government
- 24 County government
- 31 Intergovernmental cost sharing
- 10 Land owners
- Other. Explain
- 2 No one
- 12 No opinion

*Other--details

No one--2

User fees--2

27. Below are eight land use options (alternatives) for this stretch of the river. Please indicate your preference by checking one.

3 a. No program

Implies unzoned and unregulated development of all types by private interests along river and no erosion control of banks.

18 b. No program except erosion control.

Implies unzoned and unregulated commercial and recreational development along the river and a federally funded program of high bank erosion or minimum bank stabilization.

4 c. No federal program

A state and county program of development of a few access roads and sites along the river.

19 d. Federal high bank erosion control plus state and county programs of development of a few access roads and sites along the river.

52 e. The National Missouri Recreational River

Federal program as authorized by Public Law 95-625. This includes bank stabilization structures for erosion control, purchase of scenic and preservation easements from willing sellers, purchase of recreation easements from willing sellers, and purchase of land for recreation development from willing sellers. Scenic and preservation easements will be used to preserve areas of scenic beauty, wildlife habitat and sites of historical or archaeological value. Project expenditures are limited to \$21,000,000. These funds will be spread among the project purposes.

3 f. A federal greenbelt river program like the National Recreational River program except that from 100-300 ft. strips be purchased by fee simple or condemnation on both sides of the river (this implies elimination of farming, homesites, commercial activities, etc., from the greenbelt strip).

2 g. Same as "f" except that the greenbelt would be developed via mandatory set-aside program for which the land owners would be paid by the federal government (Note, f and g are environmentally sound, but very expensive).

h. Other (your own program, if different from one of the above).

20 i. No opinion

28. Do you think the Missouri National Recreation River should be developed as authorized and as planned by federal agencies?

Yes 83 No 26 No opinion--11

29. If yes, which of the following should be included (check as many as you wish):

- 117 Bank stabilization and erosion control
- 55 Access to river for boaters
- 42 Development of small parks
- 11 Development of large parks
- 41 Preservation of scenic vistas
- 53 Preservation of critical fish and wildlife habitat; includes wooded areas, bogs, marshy areas, etc.
- 44 Preservation of historical sites
- 33 Preservation of archaeological sites
- 33 Allowing recreationists to hike, camp, picnic and swim on recreation easements
- 10 Screening of irrigation equipment with vegetation
9 No opinion

30. If no, what would you recommend? (Be brief).

Do nothing--4

Entirely county and state control--1

Keep large fast boats off the river--1

31. Was this meeting and questionnaire helpful to you in developing an understanding of the problems associated with resource use and zoning along this stretch of river?

Yes 103 No 8 No opinion--7

32. Did it help you appreciate more fully the scientific, environmental, economic, sociological and political aspects of use and development along this stretch of the river?

Yes 101 No 8 No opinion--8

33. Do you have any other comments? (Be brief).

- Excellent program--3
- Keep federal government out--3
- Preserve wild life--2
- Get bank stabilized fast--3
- It's my river. Leave it alone--2

SUMMARY AND CONCLUSIONS

This was a nine-month project designed as a public education program for the people of five counties along the 58 mile stretch of the Missouri River between Gavins Point Dam, South Dakota and Ponca State Park, Nebraska, which has been designated as the Missouri National Recreation River. A goal of the project was to discover through a questionnaire what the attitudes of the people in these five counties are toward the future development of this stretch of the river.

Public meetings were held in each of the five counties. Also, sessions were held in the 5 counties with all of the service clubs and private clubs that were interested enough in the future of the river to sponsor a meeting.

Publicity concerning the project was achieved through several TV programs, a series of radio programs on several stations and many newspaper articles in all of the newspapers that are of importance in the 5 county area. Two efforts, neither very successful, were made to contact the public through summer fairs in the region.

The format for each meeting was as follows: Initially, a presentation of the history of the developments on the 58 mile river stretch was given, including the effects of the big dams on the wild and free-flowing river and the recent completion of the Section 32 program of the U.S. Corps of Engineers which included minimum bank stabilization and high bank erosion control in critical areas between Ponca State Park and Gavins Point Dam.

The second stage of the meeting was a discussion of the various possible options for future development of the river, whether desirable or undesirable. Included in these options was a discussion of the federally authorized

project of the Missouri National Recreation River. No effort was made to push a particular option as being good or bad. Rather an attempt was made to show the advantages and disadvantages of each.

In the third portion of the meeting, a series of slides was shown which indicated how certain portions of the river looked in the past and what those same areas look like now after the completion of the Section 32 program. In particular, an effort was made to show how the river has changed or been changed in certain spots since 1974.

Finally, the people in attendance were asked to complete the 33 question questionnaire concerning the future of the river and were asked to specifically support or reject certain options or alternatives in river development.

There were a total of 1,787 participants in the meetings and 449 people completed questionnaires. A compilation of the results of these questionnaires showed the following as the predominant attitudes and opinions.

First, it was clear that there is strong support for any federal program which achieves high bank erosion control and minimum bank stabilization. A strong majority of the people involved feel that the Missouri River itself and its high banks are a federal, not a state, county or private responsibility. There was also strong support for the effectiveness of the Section 32 program, which has now been completed.

Second, it was equally clear that there is no definite majority support for the development of either recreation, wildlife, or other programs along the river. There is strong (but possibly not majority) support for state

and local (even private) control and financial support for these programs in the future. A program of intergovernmental cost-sharing seemed to be particularly popular.

Since the authorized Missouri National Recreation River project includes bank stabilization as a major portion of its budget, the support for this project was strong. But it is clear that many people contacted, perhaps a majority, were not happy about the recreation, wildlife, etc. portions of this authorized project. In the future it is clear that these people would want these aspects of any project to be controlled and supported locally. Certainly, the concept of local cost-sharing in federal projects was popular with a large segment, perhaps a majority of the people contacted in this study. This would be particularly true of any projects which included recreation or wildlife aspects.

A computer study of the data obtained from each county is in progress and when it is completed a much clearer picture of the precise attitudes and characteristics of the people in each county will be available. All that can be stated now is that the attitudes of those on the Nebraska side of the river are predominantly rural and conservative. The attitudes are harder to analyze without computer aid on the South Dakota side. There is a strong rural and conservative component in each county. However, the southern portion of Union County, South Dakota, is a "bedroom area" for greater Sioux City, Iowa, and this alters attitudes considerably. Clay County is dominated by the University of South Dakota at Vermillion. This strongly affects attitudes in that county. Yankton County has the largest commercial center, Yankton, in the five counties, but this is predominantly a farming city and rural attitudes are strong. However, there are 2 small colleges and 2 large hospitals at Yankton. These and other influences

alter attitudes of many people considerably so that Yankton County appears to be a county in which the urban and rural attitudes may be quite evenly balanced. The computer study in progress should clarify these comments considerably.

An effort was made to present this program to all of the women's service clubs, etc. in the 5 county region except for the church groups. Only one woman's organization chose to sponsor a meeting and this meeting was very poorly attended. Also, there were few who were willing to complete the questionnaire.

Only a small number of women attended the public meetings. Most of these were rural women or landowners. For the most part, other women appeared to lack interest in the river and its future.

Senior Citizen groups were contacted and the program was presented to them, but very few participants chose to complete the questionnaire. Minority groups were invited but few participated. There are very few blacks in the 5 county area and very few of Hispanic origin. No Native American reservations are in the 5 county area although several are not far away and quite a few American Indians live in the 5 counties. The reason for their non-participation is not known.

There was a strong minority of sportsmen who felt that water level control for fish spawning and migratory birds was the most important federal activity. They oppose bank stabilization and high bank erosion control and insist that only the farmers and riverbank landowners want it. They would prefer that nothing be done to the river banks.

There was much appreciation of the fact that these meetings were objective and primarily educational and that no effort was made to promote

one option more than another. People are very tired of being invited to public meetings where federal programs are essentially pushed down their throats. There is often a pretense of objectivity in these meetings, but in reality the purpose of the public meeting is to sell the federal project to those who are neutral or who object to it. A large number of people expressed their verbal appreciation of a meeting in which no program or project was being sold. Instead of that, options were being considered and opinions sought. Since projects such as this are quite inexpensive, the federal government and its agencies should seriously consider the importance of these comments and develop many more projects of this type where options are discussed and opinions are sought.

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