

CHAPTER 10

Management in Transition June–October 1980

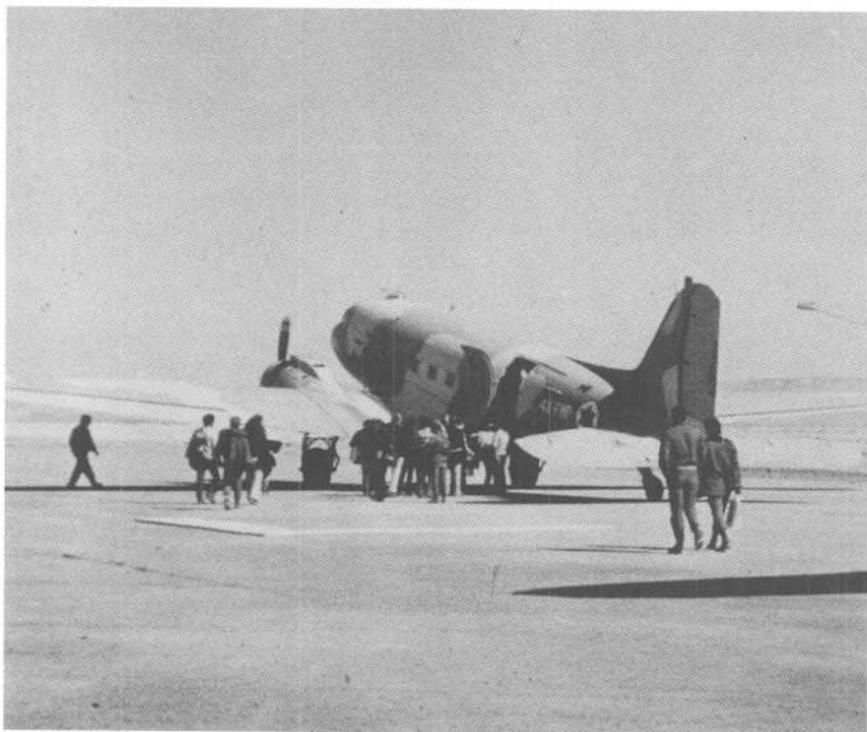
It's very hard to relinquish a pet project, particularly without a clear understanding of what went wrong.

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In many ways change represented the normal condition for a fast-track program. While many understood this, some of the program adjustments transcended the normal and expected. By the summer of 1980 two changes in the original management of the Near East Project Office had taken place. Gilkey's command of the office had ended with the four-month period during which Noah was detailed as the senior engineer officer. In this ambiguous situation Gilkey retained nominal control, and the office's reports referred to the pair as "General Noah and the Project Manager."² In May General Wall was placed in charge, with Gilkey staying on as his deputy. That change clarified one aspect of the management situation for the duration of the project.

The changes that brought Wall into the project manager's job gave rise to another one, this time in the chain of command. Lewis, who had been a forceful and eloquent spokesman for installation of a general officer in Tel Aviv, had himself alluded to the implications of this change for the organizational structure. The reasons he had given Morris for making the assignment included his perception of the Near East Project Office as the equivalent of an operating division. He saw the two area offices under Tel Aviv's jurisdiction as "mini districts." They differed from conventional districts because they each had only one project, but they were commanded by colonels with contracting officer authority.³ The fact that both Curl and O'Shei had already been district engineers underscored the parallel.

Sooner or later the logic inherent in Lewis' analysis should have led to an awareness that in at least some respects there now



Reporters boarding an Israeli Air Force C-47 for the daily shuttle between the sites and Tel Aviv.

existed a division in Tel Aviv commanded by a division in New York. When Morris had agreed to send Noah to Israel, he told Lewis that he saw his general in Israel as the primary manager and that he wanted management to come primarily from Tel Aviv. Noah would set up procedures that eventually would relieve Lewis of involvement in daily operations.⁴ Noah himself came to view the office in Tel Aviv as the functional equivalent of a division headquarters, lecturing the staff after one maladroit administrative action "that it was time that we started acting like a division staff in these matters."⁵

As the months passed, Morris sharpened this perspective. He had originally relied on North Atlantic Division's commander for senior control, but Lewis had convinced him that additional seniority and experience were needed in Tel Aviv. Had he placed a general there at the outset, Morris reflected in April 1980, he probably would not have involved North Atlantic. Still, for the sake of stability, he intended to maintain the link between Tel Aviv and New York for the time being. With major personnel changes

in Israel expected during the months to come, including replacement of both area engineers, he wanted to avoid adding "to the personnel turbulence and loss of continuity." For the long run, Morris kept his options open. He would wait until Wall settled into his "very difficult job." Afterward, Morris told Lewis, "organizational adjustments may be appropriate."⁶

The issues surrounding the chain of command involved more than whether Wall would report to Lewis in New York or to Morris in Washington. Other questions related to the level and nature of North Atlantic Division's support to the project. During the planning stage, before and shortly after Corps people started to arrive in Tel Aviv, the division's senior staff had been active in project development. Vinitzky, Hewitt, and Pagano, with the regular participation of Johnson and Bazilwich, had shaped the project office and nursed it through its infancy. Others on the staff, including James Canfield, chief counsel, and Herbert Howard, engineering division chief, had become involved as needed. Consultant Schechet, who helped get the project's engineering organization under way, had recently retired from North Atlantic. Johnson himself left his mark in the form of the Palace Hotel arrangements and had personally chosen Hugh Bartley as Gilkey's primary assistant and as his own eyes and ears. For his part, Gilkey maintained regular telephone contact with New York and drew heavily on the staff for advice and aid.

North Atlantic's office at 90 Church Street was not the only New York location important to the newly formed Near East Project Office. Less than a block away was the project's stateside support group. Usually called NEPO-Rear, this element remained vital to the project. With as many as 150 people there working for the government and all three prime contractors, in some respects the office contrasted markedly from the division. From comfortable and well-appointed quarters that differed sharply from the division's offices, the support group helped Tel Aviv in logistical and financial areas, working alongside contractor representatives in procurement, running the accounting system, and reimbursing the contractors for costs incurred. Alfred Lellis, the manager of the group, balanced the needs of Tel Aviv with external pressures from the Maritime Administration for use of American vessels and from congressional delegations on behalf of constituents. He and several others on the staff came from North Atlantic. So the division's involvement extended beyond the main office.⁷

Support from the division office itself changed during the early months. The character of the relationship between New York and Tel Aviv began to shift when Lewis took over. While he delved

deeply into the operation of the Israeli project, his staff became less involved. Lewis wasted no time in putting his mark on the job. He forced the office in Tel Aviv to define its objectives clearly. He also identified major structural and managerial problems that eventually convinced Morris to send in a general. Lewis' perception of Gilkey's situation also led to physical separation of the project office from program management. Surprised by his own staff's lack of knowledge of contracting options, he also started a Construction Engineering Research Laboratory study of the contractual relationships and propelled contract negotiations forward.⁸ His influence was clear and pervasive.

Lewis was concerned although not surprised that his staff did little to advance the effort. He believed few top managers in the Corps understood the nature and needs of such a project. His own people could have contributed more but gave only occasional temporary assistance. Sometimes this help proved very useful. However, the division did not provide a cadre for the management team that Lewis thought was so badly needed in Tel Aviv.⁹ Why his subordinates lost interest is unclear. Perhaps the intensity of Lewis' own personal involvement discouraged them.¹⁰ Certainly the senior members felt able to deal with the project. Hewitt had at one time considered the resource management job in Tel Aviv, and as Vinitzky said, "We had the expertise." But, he added, "I kind of backed out of the total program, I guess, just about when General Lewis came on board, and people started going over there."¹¹ In response to Lewis' request in April for reports on their involvement in the project, none of his staff sections could cite any contributions that were critical to the project's well-being.¹²

Lewis may have found that the division staff was not as conversant with operating an overseas project as he had presumed originally. He could not get the information he wanted from New York on the various types of cost-plus contracts. In addition, he had to turn elsewhere for insights into the problems common to projects in foreign countries. Col. Maurice H. Leiser, who had commanded Al Batin District in Saudi Arabia before he became executive director in Wray's directorate in 1979, stepped in to provide Lewis with information on his experience.¹³ The execution of overseas construction projects may have been part of North Atlantic's tradition, but it did not appear to be part of its usable memory.

Headquarters noticed the shift in the nature of New York's role. McNeely said that Lewis appeared to be running the project by himself. The construction division head rarely could convince anyone else from North Atlantic to visit Israel for a look at the job. Overall, McNeely said, the staff "just wasn't on top of it."¹⁴ General Wray in

the Military Programs Directorate agreed. "Only MG Lewis," he wrote Morris in March 1980, "seems to be actively involved at the Division level." He urged Morris to make a change. With the contracts definitized, most positions filled, and some permanent work under way, Wray believed it was time for Tel Aviv to report directly to Washington. Even then, "The present daily operating practices [did] in fact have OCE dealing directly with NEPO . . . instead of through NAD." So such a change would only reflect reality.¹⁵

Wray understood that the chain of command should evolve with the program. North Atlantic had contributed significantly to mobilization of the project, but, he noted, "The initial build-up phase is over and we must now closely monitor construction placement." The project was very important, and he wanted to be able to provide policy guidance "more effectively and expeditiously." Mindful of the precedent set in the early 1960s when the Corps of Engineers Ballistic Missile Construction Office had been started within Los Angeles District and then placed directly under the chief's office after it was organized, Wray recommended "that NEPO be placed under the direct command and control of OCE."¹⁶ However, with Morris still maintaining the standard organization, Wray's idea stood little chance on its operational merits.

By the summer of 1980 North Atlantic clearly was not much of a factor in management. Some in Israel may have forgotten the important part the division played early in the program; others had not been on the job long enough to know. But by mid-1980 it was plain that the Near East Project Office disregarded its ties to New York. Wall considered support from the division to be minimal. He recognized the importance of "the dynamic leadership" provided by Lewis, but both Wall and McNeely were aware that Lewis alone handled the program in New York. Wall thought few people in the New York office had had any military construction experience.¹⁷ His staff agreed. In a rare example of consensus between the headquarters and the area offices, people at the sites concurred with this assessment. There too managers noted the contrast between the personal involvement and contributions of Lewis and the diffidence of the staff.¹⁸ John Brown, the project office attorney, reflected the general view regarding North Atlantic's role: "Somebody had to kick it off."¹⁹

While the inactivity of the North Atlantic staff made it less relevant to the project, the intensity of Lewis' involvement became the source of stress and conflict. Lewis inclined toward constant contact with the engineer manager in Tel Aviv. When Noah was there, he and Lewis talked by telephone several times a week. Noah was comfortable with this arrangement. Wall, on the other hand, was not. Wall "was upset," Lewis recalled, "and told me he didn't want

me to call him at night; he said he needed the sleep.”²⁰ The calls, Wall said, tended to be “long and inquisitorial at times.”²¹ With so many compelling problems before him during his first few weeks in Israel—relating to procurement, staff relations, and pressure from the Israeli press—Wall grew exasperated. He had been in Israel barely a month when he pondered three choices, at least one of which did not appear promising: “Wall out—NAD out—work w/NAD but don’t believe will work.”²²

Lewis’ regular contact with Israel reflected his deep interest in the project that he considered his most critical mission, the one job at which the Corps of Engineers could not fail. It also mirrored a management style that seemed to Wall to zero in on virtually every issue and that was diametrically opposed to his own approach. Wall did not consider all problems equally important. He always had a list of the most compelling issues, and the list changed as the job did. He also thought some problems were “best left unsolved and left to fester and some of them will just cure by, heal by, themselves.”²³ Lewis’ way left no room for the natural evolution of solutions. “General Lewis,” Wall observed, “can be intense and very probing, almost to distrust.” Wall thought Lewis took the same approach with people outside the Corps who were involved in the program. He “played very hard,” Wall thought, with the ambassador, Hartung, and the Israelis and helped create a situation in which “relations with these players are very intense and appear acrimonious.”²⁴

Lewis went to Israel often. Preparing for his visits became a preoccupation; his departure left the staff trying to catch its breath. In September 1980 Wall went so far as to ask for estimates of the hours of preparation involved.²⁵ Once on the scene, Lewis demanded quick answers to complex questions. On the September trip, an architect who worked for one of the contractors told him that the Israelis had rejected some design modifications. As a result, he contended, some structures “would ‘fall apart’ within one year.” Lewis then asked for a report of all changes suggested by the contractors, those that were rejected, and the consequences, all in four days. For the record, the engineering division’s Edgar Moon noted that, “idle statements such as the one made by this architect always lead to extra efforts that could be better spent toward productive work.”²⁶ In Israel as well as back at headquarters, a consensus was building. North Atlantic had to go, not because of any operational logic or the evolving needs of the program, although such justification existed, but because so many people involved with the job found working with Lewis extremely difficult.²⁷

Only one of the three generals in Tel Aviv saw positive aspects in Lewis' style of management. Bar-Tov, who was himself persistent and intense in his approach to the project, saw the similarities between himself and Lewis. He defended Lewis' need, by virtue of his position, to be familiar with every aspect of the effort. In fact, Bar-Tov himself tried to do exactly that. However, he asserted by way of contrast, "I don't do it by remote control."²⁸

Wall considered such close supervision by Lewis from New York intolerable. Responding to the telephone calls with their "what if" questions took too much time," and he wanted to break free of them. From Wall's point of view, the project was not big enough for both of them.²⁹ He raised the issue of removing North Atlantic and Lewis from the chain of command with the headquarters in Washington. Wall wanted to report directly to the Military Programs Directorate, where Maj. Gen. Drake Wilson was about to take charge. Wray, who favored a direct link between Washington and Tel Aviv, was soon to replace the retiring James Johnson as deputy chief of engineers.³⁰

Wall was not alone in seeking a change in the chain of command. The embassy also lobbied Morris, directly and through Wray, for a new arrangement. Ambassador Lewis had argued with General Lewis, and the latter thought that their disagreement in part accounted for the embassy's support for Wall. General Lewis also thought the Air Force, particularly Under Secretary Chayes and General Hartung, had encouraged the embassy to discuss changes with Morris.³¹

Chayes visited the project in late May. Wall jotted down that she had come "to get rocks to throw."³² She certainly contributed to the complex and somewhat Byzantine set of indirect discussions. To Secretary of Defense Harold Brown, she questioned the adequacy of Corps of Engineers management in general and General Lewis in particular. Her complaint, "full of gloom with dire predictions," found its way back to Lewis. So at least in this one instance he had the opportunity for a face-to-face meeting at which he tried unsuccessfully to convince her that she was wrong. According to Lewis, Chayes still held firmly to the original Air Force position: "She had as a principal objective getting the Corps out of the management chain or, failing this, placing the Corps firmly under the DOD Program Manager." Lewis believed that "she wanted the DOD PM to control project funds directly."³³

General Lewis also believed that the opposition to his continued participation represented two converging conspiracies. On the one hand, he thought that Wall had agreed to go to Israel only on condition that he ultimately would be able to report directly to

Washington. "I was told," he said about eighteen months afterward, "that the Chief agreed to this with John Wall before the assignment was made." He also thought Chayes influenced the ambassador, who along with Chayes, Hartung, and Bar-Tov formed "a very tight community." Ambassador Lewis in turn convinced Morris to break the connection with New York.³⁴ Wall's notebooks and recollections indicate that his efforts to change the command arrangement started weeks after he arrived in Tel Aviv, but certainly energies that should have gone into facilitating base construction were diverted to secondary and even counterproductive purposes.

In any case, soon after Wall's arrival in Israel, the embassy's deputy chief of mission, William Brown, spoke to Morris and "extolled General Wall's virtues and capabilities and suggested that Wall be allowed to report directly to OCE." At that time, Morris was already considering a change. He was "reevaluating the organizational structure at this time with the hope that a date for extracting NAD could be identified and passed to Ambassador Lewis."³⁵ Despite the outside pressures, the decision on North Atlantic's role belonged to him. Although he apparently inclined toward ending New York's involvement in June, Morris did not make his final decision until August. In doing so, he defended his original decision to send a colonel. He reiterated to Ambassador Lewis, who contended that a general officer should have been sent to Tel Aviv at the outset, that there was "absolutely no reason why the airfields could not have been constructed satisfactorily under the management of a Corps of Engineers colonel with over 25 years' experience." What set the Israeli job apart, Morris told the ambassador, was "the role and interest of your office, the Israeli Government, and the USAF, in this work and their close proximity to it." Morris added that "numerous officials who quite properly have a deep interest in *what* we are doing also became involved in *how* we get it done."³⁶

With the job so thoroughly politicized, Morris saw little hope for a return to a more normal construction environment. "The externalities over which I have no control and which created the need to put a general officer in Tel Aviv some months ago," he noted, "probably have not changed." As far as Morris was concerned, Wall or any other general would "have little more likelihood of success than did Colonel Gilkey if outside pressures keep Wall and his staff from giving adequate attention to their primary role of building the airfields." While Morris wanted to be responsive, the demands for information and the constant unsolicited advice threatened to affect construction adversely.³⁷ At the same time that he sought to enlighten the ambassador about his plight, he defended General Lewis' contributions to the program. After all,

Lewis had been first to see the need for a general officer in Tel Aviv. Moreover, he had done a great deal to bring construction management to what Morris considered "its present good posture." He was "the one Corps individual," Morris contended, "with the strength and capacity to deal with all facets of the program."³⁸

Morris decided to go ahead with the change during his visit to Tel Aviv in August. He arrived expecting that the ambassador would again raise the issue. During their meeting on 6 August, Morris apparently approved the change in the chain of command. Then he told Wall, "You call Ben Lewis."³⁹ On 7 August, just after Morris left, Wall informed Lewis that Morris had told a Near East Project Office staff meeting that he would make the change, although it was contrary to his desire to keep the Washington office out of operations.⁴⁰ Four days later, Wall wrote Lewis that he "found relaying this decision to you a very difficult thing to do."⁴¹ Morris, on the other hand, took his time informing Lewis of his intentions. He spoke with Lewis on 11 August but did not broach the subject. Only on the next day, when Lewis met him in Washington, did he break the news.⁴²

With a general in Tel Aviv, Morris told Lewis, the project had evolved to a point where there was no need for North Atlantic in the chain of command. Morris praised Lewis' contributions and noted the progress since he became involved. He suggested several dates in the late summer and early fall for the changeover. They all seemed too early to Lewis, who wanted a chance to observe Wall's performance first. He also tried to convince Morris that changing the structure of the project would handicap the next chief of engineers.⁴³

Changing the command relationships involved two separate decisions. First was the timing, and Morris decided to complete the transition by 15 October. The second involved alternative solutions to the organizational structure. Morris had insisted that his office should not become an operational headquarters, so he did consider placing the Near East Project Office under another division or even a district.⁴⁴ Finally, however, he chose the arrangement favored by Wall and created a project management office in the Military Programs Directorate to oversee the work in Israel.⁴⁵

For the eighteen months prior to establishment of this small office, the directorate had monitored the air base project through the international programs branch of the construction division. Col. Gene A. Schneebeck, an assistant director of military programs with staff responsibility for Air Force construction programs in general and head of the new Israel project office, reported directly to Wilson. Schneebeck oversaw the staff of three, which included an engineer as his deputy, a personnel specialist, and an administrative as-

sistant. Wilson designated the office as point of contact for all staff actions regarding the job in Israel. Schneebeck replied to congressional inquiries, located technical experts needed for temporary duty in Israel, provided procurement and audit assistance, and coordinated the participation in the project of other staff elements at the headquarters. For his part, Wall required that his staff's communication with Washington go through Schneebeck. Later, when the program neared completion, the office was moved back to McNeely's construction division and managed by a civilian engineer.⁴⁶

Implementation of the decision involved more than issuing new organizational charts and changing office symbols. Communications facilities had to be set up so that documents and information could be passed directly to Washington. The office in Tel Aviv also sent a complete reference collection of directives and procedures issued by the program and project managers to Schneebeck's office. Continued support from New York in the areas of finance and accounting were arranged, albeit with some inconvenience because the transition did not coincide with the end of a fiscal year or even a reporting month. Morris' office also considered relocating the support group but decided to leave the operation in New York.⁴⁷

Not everyone thought the move was a great idea. Those in New York who had been associated with the project's management were particularly upset. Johnson, who had a prominent role in bringing the job to New York in the first place, called the change "categorically wrong." He attributed the change to the conflicts between Wall and Lewis, precipitated by their different approaches to management. The project itself, Johnson contended, was moving well toward completion. David Lipsky, the deputy public affairs officer at the division, agreed that the conflicts had not jeopardized the project. The work was still on schedule and appeared within budget. He thought the incessant disagreements between the Corps and the Air Force rather than any personal animosities had forced the change. In any event, he wondered whether it was possible to come out of such a high-pressure task without some bumps and bruises.⁴⁸

Johnson and Lipsky both believed removing the division from the chain of command severely damaged morale in New York. Jewish members of the staff seemed to take the situation especially hard. Probably none were as upset as Lewis, who acknowledged that he "was very disappointed to leave the project at the time I did." He began a vacation in Australia just before the actual change in the chain of command took place. Lipsky also noted that the change created an air of uncertainty at the support group. Most of the people in that office had come from the division and

now feared for their jobs. New Yorkers to the core, they worried for a time that their operation might be moved to Washington.⁴⁹

Removing North Atlantic Division from the chain of command solved two intertwined issues relating to Lewis and the division itself. In the case of the division office, there had been too little participation in the project. By nearly all accounts, the division offered hardly any help to Wall and his staff. On the other hand, Lewis was too heavily involved. He never could follow McNeely's advice and "turn the damn job loose" so that he could spend more time on other North Atlantic responsibilities, such as Philadelphia District's dredging mission.⁵⁰ McNeely put his finger on both aspects of the situation. On one hand, McNeely and several others "in OCE felt the NAD staff was completely out of the picture." On the other, Lewis "micromanaged the job from New York by a lot of phone calls and frequent trips which always took NEPO two weeks to recover from."⁵¹

When the senior officers were angry at each other, they all called each other micromanagers. Lewis applied the label to Bartov, Wall pinned it on Lewis, and area engineers hurled it at Tel Aviv.⁵² In Lewis' case, the appellation may have had some validity, given his deep personal involvement in the project.

Questions about management style should not obscure Lewis' lasting contribution. He saw the management tangle in which Gilkey was the odd man out, broke the impasse by separating him from the program managers, and convinced Morris to put a general officer on the job. He thereby set in motion events that provided an operational justification for his removal from the chain of command. Even Wall freely acknowledged that Lewis played a critical part. Wall credited him above all with energizing the project, bringing to it "a sense of urgency . . . that we didn't have before he came."⁵³ Now the project moved vigorously, Lewis and North Atlantic were out of the picture, and the three-legged stool was on its own.

Notes

1. Interv (telephone), author with David Lipsky, Nov 80.
2. NEPO Sitrep No. 25, 13 Jan 80.
3. Ltr, Lewis to Morris, 21 Nov 79, IABPC, 8/2.
4. MFR, Lewis, telecon with Chief of Engineers, 13 Dec 79.
5. MFR, Damico, sub: COE Staff Meeting 13 and 19 Jan. 1980, IABPC, 31/3.
6. Ltr, Morris to Lewis, 4 Apr 80, IABPC, 8/2.
7. Wharry, Information Paper, 29 Dec 80, sub: Israel Air Bases Construction Project, IABPC, 8/2; Organization Chart, CONUS Support Group, 20 Sep 79, IABPC, 88/5; Lipsky interview; Billiams interview; Cheverie interview. The support group consisted of a small management group (Lellis, his deputy, and a secretary), a personnel specialist, and a large resource management group under Joseph R. Shaw. In addition to Shaw, this section was authorized a staff of eleven: an accountant, a procurement officer, a procurement agent, a budget analyst, an accounting technician, a procurement assistant, a voucher examiner, a travel clerk, two accounting technicians, and a clerk-typist.
8. Lewis interview, Jan–Feb 82, part 1.
9. Ibid.
10. Ltr, McNeely to author, 17 Dec 87, IABPC, 93/6; Johnson comments on draft MS, IABPC, 92/2.
11. Vinitzky interview.
12. Eight DFs, 3–9 Apr 80, sub: Support to NEPO, IABPC, 9/7.
13. Ltrs, Col Maurice H. Leiser to Lewis, 20 Nov and 10 Dec 79, IABPC, 11/5.
14. McNeely interview, Mar 84.
15. Memo, Wray for the Chief of Engineers, 25 Mar 80, sub: Israeli Air Base Program, IABPC, 87/4; Wray interview.
16. Memo, Wray for the Chief of Engineers, 25 Mar 80, sub: Israeli Air Base Program. For a discussion of the possibility and utility of incorporating such a management transition in initial project planning, see Interv, author with Brig Gen George R. Robertson, May 85, Washington, D.C.
17. Wall interview, Aug 80.
18. Thomas interview, Aug 80; Interv, author with Janet Sales, Apr 81, Tel Aviv, Israel; Interv, author with John Blake, Aug 80, Ovda, Israel; Parkes interview, May 81.
19. Brown interview, Apr 81.
20. Lewis interview, Jan–Feb 82, part 1.
21. Wall interview, Aug 80.
22. Wall, Project Notebooks, vol. I, 20 Jun 80, IABPC, 90.
23. Wall interview, May 82.
24. Wall interview, Aug 80.
25. OAO, Master Diary, 27 Sep 80, IABPC, 84/2; McNeely interview, Mar 84.
26. MFR, Moon, 26 Sep 80, sub: MG Lewis's Visit to NEPO, 22–30 Sept. 1980, IABPC, 23/3.
27. Ltr, Wray to the author, 24 Feb 88; Wray comments on draft MS; Johnson comments on draft MS, IABPC, 92/2.
28. Bar-Tov interviews, Apr 81 and May 82.
29. Wall, Project Notebooks, vol. III, 21 and 24 Sep 80, IABPC, 90; Wall interview, Aug 80 and May 81.
30. Lewis interview, Jan–Feb 82, part 1.
31. MFR, Morris, 10 Jun 80, IABPC, 90/6; Ltr, Wray to the author, 24 Feb 88; Lewis interview, Jan–Feb 82, parts 1 and 3.

32. Wall, Project Notebooks, vol. I, 27 May 80, IABPC, 90.
33. Lewis interview, Jan–Feb 82, parts 2 and 3.
34. Ibid., parts 1–4.
35. MFR, Morris, 10 Jun 80.
36. Ltr, Morris to Ambassador Lewis, 14 Aug 80, IABPC, 7/5.
37. Ibid.
38. Ibid.
39. Ltr, Wall to Morris, 6 Aug 80, IABPC, 38/1; Wall, Notes from Chief's Visit, n.d., IABPC, 38/1; Wall, Project Notebooks, vol. II, 7 Aug 80, IABPC, 90.
40. Maj Gen Lewis, Notes on Telephone Conversation of 11 Aug. 1980 with Morris, IABPC, 7/5.
41. Ltr, Wall to Maj Gen Lewis, 11 Aug 80, IABPC, 38/1.
42. Maj Gen Lewis, Notes on Telephone Conversation of 11 Aug. 1980 with Morris; Maj Gen Lewis, Memorandum of Meeting, 12 Aug 80.
43. Morris interview; Ltr, Morris to Ambassador Lewis, 14 Aug 80; Maj Gen Lewis, Memorandum of Meeting, 12 Aug 80; Lewis interview, Jan–Feb 82, part 4.
44. The decision to transfer responsibility to Washington went against this conventional wisdom. A new perspective more tolerant of having headquarters supervise special projects may have emerged from the project, perhaps to become the cliché of the future. The new view is embodied in the analyses that advocate assigning special projects directly to the chief's office. See USACE, *The Israeli Airbase Program: Lessons Learned*, Engineer Pamphlet 5–1–5, p. 3; USACE CERL, *Project Manager's Handbook for Special Projects*, Technical Report P–85/01, p. 30.
45. DA, OCE, Permanent Orders 24–1, 23 Sep 80, IABPC, 87/9.
46. DF, DAEN-ZB (Wray), 1 Oct 80, sub: Designation—Israel Project Office (DAEN-MPI), IABPC, 87/4; DF, McNeely, DAEN-MPC, to DAEN-MPC-G, 24 Apr 79, sub: Israeli Program, IABPC, 87/4; Charles N. Dunnam, DAEN-MPC, Information Paper, 8 Aug 80, sub: Israel Air Bases Construction Program, IABPC, 87/4; DF, Wall, 28 Oct 80, sub: Communicating with COL Schneebeck, DAEN-MPI, IABPC, 18/7; McNeely interview, Mar 84.
47. Telex, Shaw, NEPO-Rear, to Chapla, NEPO Resource Manager, n.d. [but after 2 Sep 80], sub: Transfer of NEPO to OCE; Telex, Wong, NEPO, to Col Newton B. Morgan, OCE, 12 Oct 80, sub: Requirement for NEPO-OCE Fax Line; DF, NEPO Office of Administrative Services, 12 Oct 80, sub: Israel Air Bases Construction Project-Identification Symbol; Ltr, Wall to Maj Gen Drake Wilson, 26 Oct 80, sub: NEPO Organizational Change. All in IABPC, 33/4.
48. Johnson interview.
49. Ibid.; Lipsky interview; Lewis interview, Jan–Feb 82, part 4.
50. McNeely interview, Mar 84.
51. Ibid.
52. Lewis interview, Jan–Feb 82, part 1; Wall interview, May 82; Interv, author with Col Paul W. Taylor, Jun 81, Washington, D.C.
53. Wall interview, May 82.