

PLANNING AHEAD

Notes for the Planning and Policy
Community



US Army Corps
of Engineers

May 2006

Volume 9, Issue 4

A Note from the Leader of the Planning Community of Practice

As I write this article, we all are making plans for our Planning and Policy Conference in San Francisco next week. We have in place a terrific agenda and excellent presentations. I know that you will learn a lot, resulting in helping us chart the future of planning over the next few years. I look forward to seeing you there...

I would like to briefly discuss the issue of strategic communication specifically as it pertains to communication of risk and the planners' role in those communications. We learned in New Orleans that it was hard to drain floodwaters from the city and hard to rebuild levees quickly, but the hardest thing to do was communicate the goodness of what we're doing that promotes economic development balanced with continued risks. All team members on the PDT have the responsibility of communicating with stakeholders while certain team members have the responsibility to craft the message. This is not a responsibility to be relegated to the Public Affairs community, although they are critical communications experts on our team. Planners have a key role in working with project managers, engineers, and stakeholders to develop factual messages that people understand and to work with project managers to ensure consistency of messages up, down, across and out. Since planners are key advisors to stakeholders in all aspects associated with the planning phase of projects, you should always be extremely conscientious in communicating risks and benefits to stakeholders. The importance of risk communication is equally applicable in all areas including projects, funding, protection levels, schedules, policy, and process. Likewise, the planner is a key risk advisor to PDT and to the commander. Some lessons we've learned in these communications are as follows: be honest; be organized; relay messages in ways that people can understand; rely on communication experts such as the Public Affairs community for assistance in crafting messages; and be consistent.

Go forth, do well, and become experts at communication.

Tom Waters
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See Pages 20!***

Planning Community of Practice Conference 2006: “Collaboration for Integrated Water Resources Management”

Bruce Carlson, Headquarters

Here's more information about next week's Planning CoP Conference, scheduled for May 9-11, 2006 in San Francisco. More than 350 people have pre-registered – it's going to be a very busy and engaging week.

FINAL AGENDA AND SESSION DESCRIPTIONS ARE POSTED

The conference agenda has been finalized and is posted on the Conference web site. Session descriptions and abstracts are also posted, describing the more than 100 presentations by planners and others from around the nation. Please take a few minutes to peruse the wide variety of topics that will be addressed, and the many presenters represented:

http://www.spd.usace.army.mil/PCoP_Conference2006/

WATCH FOR POST-CONFERENCE DOCUMENTATION

The Conference will be documented electronically in a “virtual proceedings”. All of the presentation abstracts, power-point presentations and presenter biographies from the conference will be posted on the Conference web site shortly after the completion of the event. This gives everyone an opportunity to view all of the topics, and to follow up with presenters if there are items of interest to pursue.

Independent Technical Review Means Outside the Originating District

Bruce Carlson, Headquarters

One of the early lessons learned in experiences with the new Civil Works Review Board is that there is still some confusion about Independent Technical Review (ITR) and the requirement to have it conducted outside the District that prepares and presents the study report.

The requirement to have ITR performed by specialists from outside the district responsible for the study was issued in December 2002 by the Director of Civil Works. This requirement was issued as part of a broader memorandum addressing Quality Assurance / Quality Control plans at the MSC level, as well as the Planning Excellence Program. The memo http://www.usace.army.mil/inet/functions/cw/cecwp/General_guidance/20_Dec_2002_PEP_ITR.pdf is available on the Planning web site. The requirement applies to new feasibility studies with FCSA's signed after March 3, 2003. ITR outside the district is neither required nor prohibited for Continuing Authority Program studies.

Peer Review guidance issued in 2005 (EC 1105-2-408) <http://www.usace.army.mil/usace-docs/eng-circulars/ec1105-2-408/entire.pdf> extends the support for independence in review by assigning ITR responsibility to the Planning Centers of Expertise. This requirement applies to all studies that have decision documents that require authorization by Congress, with FCSA's that had not been signed by May 31, 2005. This guidance also discusses circumstances where review from outside the Corps is warranted (“External Peer Review”) and establishes procedures for preparing Review Plans (required at the FCSA stage, since peer review is cost-shared) in accordance with government-wide quality requirements established by the Office of Management and Budget.

Experiences with the CWRB to date show that the Board members expect to see ITR performed outside the district regardless of whether the stated dates of eligibility formally require it or not. They are committed to the goal of fully utilizing the ITR process to ensure we have sound defensible analyses, and project recommendations that are fully supported.

Planning for the Future of Coastal Louisiana

Leonard Shabman

Last winter a working group of prominent national and regional scientists and policy experts contributed their time to prepare a report on hurricane protection for Louisiana in the aftermath of Katrina and Rita. The report concluded that, in the long term, hurricane protection in Louisiana only can be secured with a combination of levees and a restored coastal landscape. A New Framework for Planning the Future of Coastal Louisiana after the Hurricanes of 2005 has been widely disseminated and widely recognized as providing sound and impartial information as government policies and programs continue to be developed. In the press release accompanying the report, Dr. Donald Boesch, President of the University of Maryland Center for Environmental Science and chair of the working group, stated "We know the Corps of Engineers is working to address the challenge of public expectations and Congressional mandates to enhance hurricane protection to include both levees and a sustainable coastal landscape. We hope our report provides useful analyses and perspectives to achieve this needed integration."

The working group squarely addressed some of the leading issues in the on-going policy and planning debate. The group concluded that despite land subsidence and sea-level rise the wetland dominated coastal landscape can be sustained through this century, but it will take aggressive action and bold, not timid, steps. The group expressed its concern that a continuous storm surge barrier along the coast would interfere with the natural processes that allow wetlands to survive over centuries. The group called for a better understanding of, and planning reforms that recognize, the interdependencies between and among wetlands systems, storm protection projects and navigation and port facility developments.

The group raised questions about the pre-Katrina wetlands restoration priorities in the Corps coastal restoration plan. Denise Reed, a member of the working group and of the Corps' Environmental Advisory Board, was quoted in the press release on this subject. "Under this new framework, the near-term coastal restoration projects proposed by the Corps and pending authorization by Congress should be re-evaluated. After the hurricanes, we now need to ask what these restoration projects contribute to a sustainable coastal landscape that also provides hurricane protection. We certainly don't mean to suggest that the ecosystem plan should be postponed, but Congress should grant sufficient flexibility to allow it to achieve integrated benefits."

My participation was as vice-Chair for the group, and one questions of special interest to me was how to bring sound comprehensive planning concepts to practical realization. The group made suggestions for organizational structures and procedures that would make our conceptual framework a planning reality. We were especially concerned over the rigidity and unpredictability of the Water Resources Development Act (WRDA) process and made suggestions that would led to timely and flexible implementation of an integrated management framework that included programmatic authorization and a joint federal state body to coordinate and integrate planning, decision making, and implementation. To provide predictable funding streams, the group described a coastal investment corporation that has the authority to sell federally guaranteed bonds and that could receive revenues from Federal appropriations, the state, offshore oil and gas revenues, and other sources.

There is much in the report that this short summary cannot convey. The Working Group report, as well as other related materials, can be located at www.umces.edu/la-restore. Events are moving quickly in planning for the future of the region. However, the report's findings and recommendations remain cogent and applicable to the future decision making.

My own continuing reflections can be found , in a brief article I co-authored with former Corps Chief of Planning Ed Dickey. (<http://www.rff.org/rff/News/Features/Making-Tough-Choices.cfm>).

Also, you are able to watch the proceedings of a seminar on the same subject that included my remarks as well as those of the Corps own senior Historian, Marty Reuss (<http://www.rff.org/rff/Events/Natural-Disasters-and-Policymaking.cfm>)

Leonard Shabman
Resident Scholar
Resources for the Future

and

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Third Regional Workshop on Coastal Engineering and Bird Conservation

**Richard A. Fischer, Engineering Research and Development Center
Lynn Martin, Institute for Water Resources**



The 3rd workshop on Corps coastal projects and bird habitat was held 14-16 March in Corpus Christi, TX, with a focus on issues and opportunities across the Gulf of Mexico region. The workshop, supported by the Corps' Dredging Operations Technical Support (DOTS) program and facilitated by the American Bird Conservancy, provided opportunities for exchanging information and ideas among Corps staff, resource agencies, and bird conservationists.

Discussions included identification of bird habitat needs in the region and related interaction with different types of Corps projects and management activities. Some of these included dredging and

dredged material management - beach nesting birds and beach nourishment projects, colonial waterbirds and dredged material placement, marsh birds and wetland restoration, and wintering and migrating shorebirds and coastal projects.

A presentation on the Regional Sediment Management Demonstration Program provided ideas on opportunities to integrate bird conservation needs with regional approaches that try to integrate a range of sediment management projects and activities within a region defined by a sediment system. A presentation on environmental windows suggested that they are intended to be preliminary measures that are adapted as science provides greater certainty regarding ecological resources. The workshop resulted in formation of a preliminary network of Corps-resource agency-bird conservation interests that can coordinate on future identification and implementation of projects that can benefit birds, as well as coordination monitoring to track management effectiveness in the region.



Information from this and the previous workshops can be found at <http://el.erdc.usace.army.mil/dots/coastalbirds.html>. The next workshop will focus on the Pacific coast, and will be held during 6-8 September in Santa Cruz, CA. These workshops hope to target Corps dredged material managers, biologists, project planners and engineers, regional resource agency staff, and individuals from bird conservation organizations. For more information about these workshops contact Dr. Richard Fischer, Environmental Laboratory, ERDC, 502-315-6707. Information on the American Bird Conservancy can be found at: <http://www.abcbirds.org/>, and on DOTS at : <http://el.erdc.usace.army.mil/dots/>



Costs Template for Threatened and Endangered Species (TES) Expenditures – FY06 Reporting

Jim Henderson, Engineering Research and Development Center

The Corps spent right at \$160M on TES during FY05. Reporting of FY05 TES Expenditures to Fish and Wildlife Service has been completed and summary reports can be viewed at <http://el.erdc.usace.army.mil/tessp/>, select Enter Costs Data on the left hand navigation pane, reports are linked to the first paragraph of Costs Template opening page.

Entering FY06 TES Expenditure

The Costs Template has been re-opened so that FY06 TES expenditures can be entered whenever Corps Planning, Operations, and Regulatory personnel are ready to do so. In developing the Costs Template, the intent was to have it open

during the fiscal year, so that costs could be entered as they are incurred. This would help ease the rush to pull together information after the data call from Fish and Wildlife Service --- which always coincides with the holidays, and use-or-lose leave season. A number of folks affirmed this idea as they were pulling together information last December.

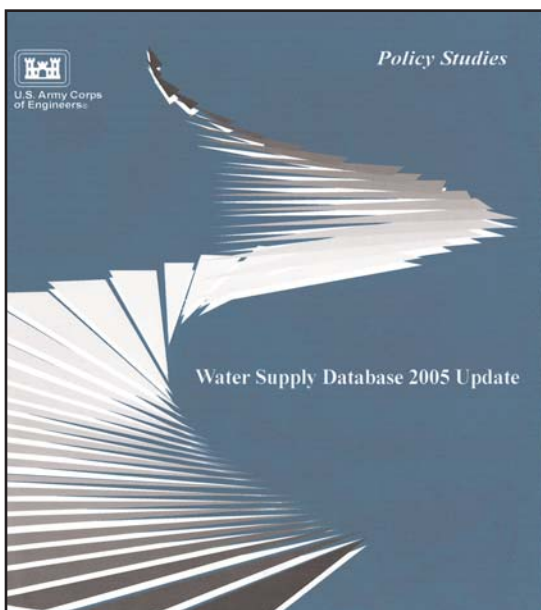
The Points of Contact (POC) for TES can begin entering FY06 data using <http://el.erdc.usace.army.mil/tessp/>, select Enter Costs Data on the left hand navigation pane. FY05 POCs can use their User ID and Passwords from FY05. If new POCs are entering data, they will need a new User ID and passwords.

POC for the Costs Template

Questions about the template, information from the FY05 reporting, or suggestions for the Costs Template should be addressed to Jim Henderson, 601-634-3305 (800-522-6937, ext. 3305) jim.e.henderson@erdc.usace.army.mil

The Water Supply Business Program

***Ted Hillyer, Water Supply Business Program Manager
Institute for Water Resources***



IWR Report 06-PS1 April 2006

First, the 2004 water supply database (<http://www.iwr.usace.army.mil/iwr/pdf/IWRReport05-PS-1.pdf>) has been updated to 2005 numbers. A 57 page report on the updated data has been developed by the Institute for Water Resources (IWR) and published as IWR Report 06-PS-1, "Water Supply Database 2005 Update," dated April 2006. [1st option. This report is available on the IWR reports web page at: <http://www.iwr.usace.army.mil/iwr/pdf/WSDatabaseFinal2005.pdf>.] [2nd option. This report will soon be available on the IWR reports web under Water Use at: <http://www.iwr.usace.army.mil/index.htm>.] The database shows there are 136 Corps reservoir projects that contain a total of 9.76 million acre-feet of storage space for municipal and industrial (M&I) water supply with a repayment value of \$1.46 billion. This storage space is covered by 307 water supply agreements administered by 23 of the Corps 38 districts. Of the total storage space, about 7.19 million acre-feet are under a present use agreement, another 2.17 million acre-feet are under a repayment agreement for future use and another 400,000 acre-feet were included under only an assurance. These "future" payment options were an integral part of the 1958 Water Supply Act, but through law and policy, are no longer permitted for Corps projects. The 136 reservoir projects are located in 25 states plus Puerto Rico. The report also updates the 2004 data on reallocations, type of non-Federal sponsor and the personal and household needs that could be met by our present use water supply agreements.

The updating of the 2004 database was the outcome of a separate "Water Supply Availability" initiative. This initiative was an attempt by the water supply business program manager to get a better understanding of the 2.57 million acre-feet of storage space covered by future use agreements and assurances for which costs are not being recovered. The reasoning behind this initiative was an attempt to respond to Office of Management and Budget examiners who always question this "unpaid" storage. By memorandum dated 15 March 2005, HQUSACE requested the MSCs and districts begin a four-phase "Water Supply Available" study to: 1) check the accuracy of the amount of storage space assigned to the two categories of future use, describe to the best of their ability what this storage space is currently being used for and a value of that use; 2) confirm the cost assigned to the storage space; 3) contact the local entities responsible for these costs to determine their plans for use of the storage; and 4) for that storage for which the local sponsor had no immediate plans, determine if the sponsor would release their right to that storage and then for the storage that would be released, for the Corps to try to market that storage space to others. While the results of the first phase of this initiative permitted the updating of the 2004 data, the first phase attempt to determine the use and value of this storage in many cases proved unsuccessful as the districts could not determine these values with any accuracy. But more importantly, many responses reported that efforts to "market" this storage would be time consuming, prove futile and could result in legal issues difficult to resolve. This initiative was further complicated in that funding to districts to carry out the actions required was not available. For these reasons, the "Water Supply Availability" initiative was not continued into the second phase and the study has been terminated. Additional information on this initiative is contained in IWR Report 06-PS-1.

The second major undertaking by the water supply business program is an effort just recently initiated to integrate water

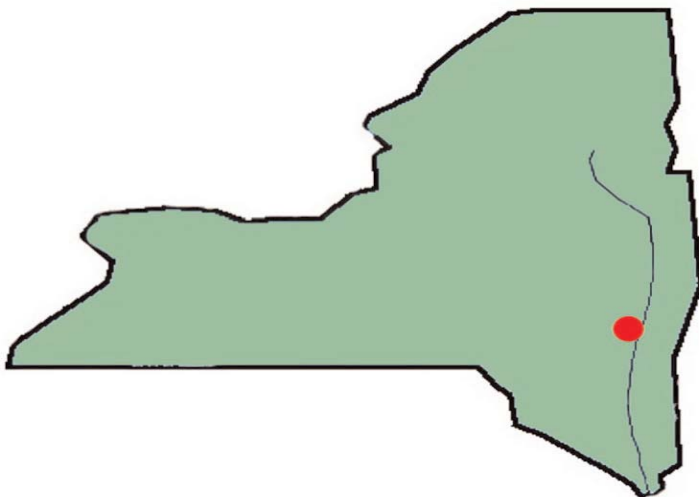
supply into the Operations and Maintenance Business Information Link (OMBIL) (<https://ombil.usace.army.mil/>). An initial meeting to accomplish this task was held during the week of 20 March 2006 in Carbondale, IL between the Corps of Engineers (represented by the IWR and the Ft. Worth District) and the contractor (CDM). The contractor is currently preparing the database tables and developing a draft design of the data entry forms. A session to train Corps employees on how to load the water supply data into OMBIL and learn how to keep the data updated on a yearly basis is currently scheduled for mid-November 2006. Training will be by Dave Lichy and Margaret Moses of IWR. The training session will be held in the Tulsa District and will be hosted by Janet Hotubbee.

The third major activity was the development of the Corps input to the Office of Management and Budget's (OMB) Program Assessment Rating Tool (PART). This is the first year that water supply has become a part of PART. PART is a major tool utilized by OMB to rate Federal programs. Information on PART can be found at the following OMB web site: <http://www.whitehouse.gov/omb/part/index.html>. The details of this program are at: http://www.whitehouse.gov/omb/part/fy2006/2006_guidance_final.pdf. The latter reference is a 92 page document that must be followed by all 1,000 or so Federal responders to this exercise (including ten other Corps programs). The Corps of Engineers water supply input to this program has been titled "Corps of Engineers: Water Storage for Water Supply 2006 Assessment" and was determined to be a Direct Federal Program. As shown in this document, it is necessary to not only answer the questions yes, no or not applicable, but also provide an explanation and evidence. Program performance measures (outcome or output) and targets are also required. The schedule for PART required the draft PART to be submitted to OMB by 14 April (that suspense was met). The initial Assessment Scores were: Program Purpose & Design 100%, Strategic Planning 88%, Program Management 84% and Program Results/Accountability 58%). The PART however is a work in progress and the final will not be complete until September 15th. The detailed schedule for the 2006 PART can be found on page vii of the 2006 Guide to the Program Assessment Rating Tool and as you can see, there is a lot of give and take over the next five months between OMB and the Corps.

And finally, the water supply portion of the 2006 Planning Associates Program is currently being developed under the leadership of Andrea Walker of the Northwestern Division. The class this year will be held in Kansas City, MO on 12 July and will be hosted by Valerie Hansen. Presenters will be Peter Shaw (SWD – National Perspective and Center of Expertise), Jim Fredericks (NWD – Economic Analysis), John Grothaus (NWK – Reallocation and Case Study/Exercise) and Ted Hillyer (IWR - Authorities, Policies, Procedures, Database, Model Agreements and Processing and Water Supply Business Program).

Dam Restoration Keeps Military Moving Forward

JoAnne Castagna, Ed. D, New York District



Lusk Reservoir Dam (USACE, New York District)

Area Map – USMA WP: New York State map with red dot which denotes USMA West Point and Hudson River.

Since 1802, the tradition at the U.S. Military Academy, West Point has been to graduate highly trained military officers. Over 900 cadets are commissioned annually and serve their country and ensure our American way of life.

For just as long, the U.S. Army Corps of Engineers began its roots at West Point and has worked with the Academy ensur-



1895 photo of Corps engineer standing on recently constructed Lusk Reservoir Dam.

ing the Army's officers are prepared for their important missions by providing optimum training and living facilities.

This past winter, the Corps' New York District began restoring a historic dam and reservoir, near the shore of the Hudson River on the grounds of the sprawling campus, to ensure a continuous fresh water supply and to prevent a potential flooding hazard.

The U.S. Military Academy was established in 1802, primarily to train engineers. The academy sits on the western shore of the Hudson River, approximately 50 miles north of New York City in lower Orange County. Since its establishment, the U.S. Military Academy at West Point and the U.S. Army Corps of Engineers has shared a close relationship.

In the late 1800's, the academy needed an additional source of drinking water. The Corps augmented the academy's drinking water system by constructing the Lusk Dam and Reservoir in 1895, now considered significant elements within the Academy's National Historic Landmark property.



Worker cleans calcite build-up on dam's masonry stones by sandblasting them with small coarse grained silica, glass-like particles, under water pressure (Credit: Milton N. Ricks, Project Engineer, Corps, New York District)

The Lusk Reservoir Dam serves the academy with fresh water. The reservoir dam is a large, arched masonry block structure – 225-feet long and 35-feet high. A few years ago it was observed during a Corps inspection that leaks were present behind a build-up of efflorescence raising concerns that there could be a more serious future problem down the road if the dam was left unmonitored.

The dam was constructed under the direction of Captain James L. Lusk, a West Point graduate. The dam created the reservoir. To date, water is piped in from area ponds, creeks and brooks into this reservoir and the water is purified by the academy's water treatment plant.

Since the dam is located upstream and adjacent to several high-occupancy academy facilities, such as the Association of Graduates building, any potential structural problems in the dam are unacceptable.

During the winter of 2005, the New York District, was assisted by Baltimore and Philadelphia districts and performed the dam's first cleaning in its 100 years of service.

The joints on the downstream face of the dam were cleaned of efflorescence, which is crystallization that had accumulated on its surface. Leaks that were covered by crystallization crust were located, cleaned and sealed. The cleaning provided the Corps a "fresh face" to observe and categorize leaks currently present at the dam and determine any further repairs that may be needed.

"Efflorescence is caused by the dissolving calcium carbonate in the dam's mortar with the reservoir water. The water up there is slightly acidic so it reacts chemically with the mortar between the dam's stones," said Marty Goff, Project Engineer, Corps, New York District.

"When efflorescence builds up over the stones, it becomes difficult to determine the location of leaks because the water from the leak is diverted. The water from the leak is moving under the efflorescence crust and away from the leak source. By cleaning away the efflorescence we will be able to see the actual location of the leak," said Goff.

Goff said that it took a month to clean the dam and that the cleaning technique they used was like cleaning a shower stall that has lime build-up.

The dam's stones were cleaned by being sandblasted with small coarse grained silica, glass-like particles, under water pressure to remove the calcite build-up along the seams of the dam's masonry stones.

Workers performed the cleaning by standing on a platform, similar to those used by high-rise building window washers, which were lowered over the side of the dam's stone balustrade and eight-foot wide brick walkway.

When the cleaning was completed, leaks were found, and are being repaired. In the near future plans include inspections of the structural condition of the dam's upstream face using a dive team because this portion of the structure needs to be visually examined.

Goff says that he hopes to correlate the leak locations on the downstream face with the upstream face cracks which will allow them to determine future work.

Suggestions for engineers who plan on performing similar dam restoration work include:

1-Work closely with your environmental and cultural resources staff on the project because they can be invaluable in the selection of the proper cleaning method. Even though the main focus of the project is dam safety, it's important to keep aware of the cultural and environmental resource impacts of the work being performed.

2-Ensure you have enough time to perform the project. For example, if the dam is located in a cold climate region avoid the fall timeframe which may cut your restoration time short.

"If we didn't clean the dam we would not be aware of the severity of the seepage problem which could be the result of a more significant problem," said Goff.

"The location and hazard classification of this dam makes it essential that we monitor and maintain it on a regular basis. If the dam were to ever experience a breach the potential for loss of life would be high."

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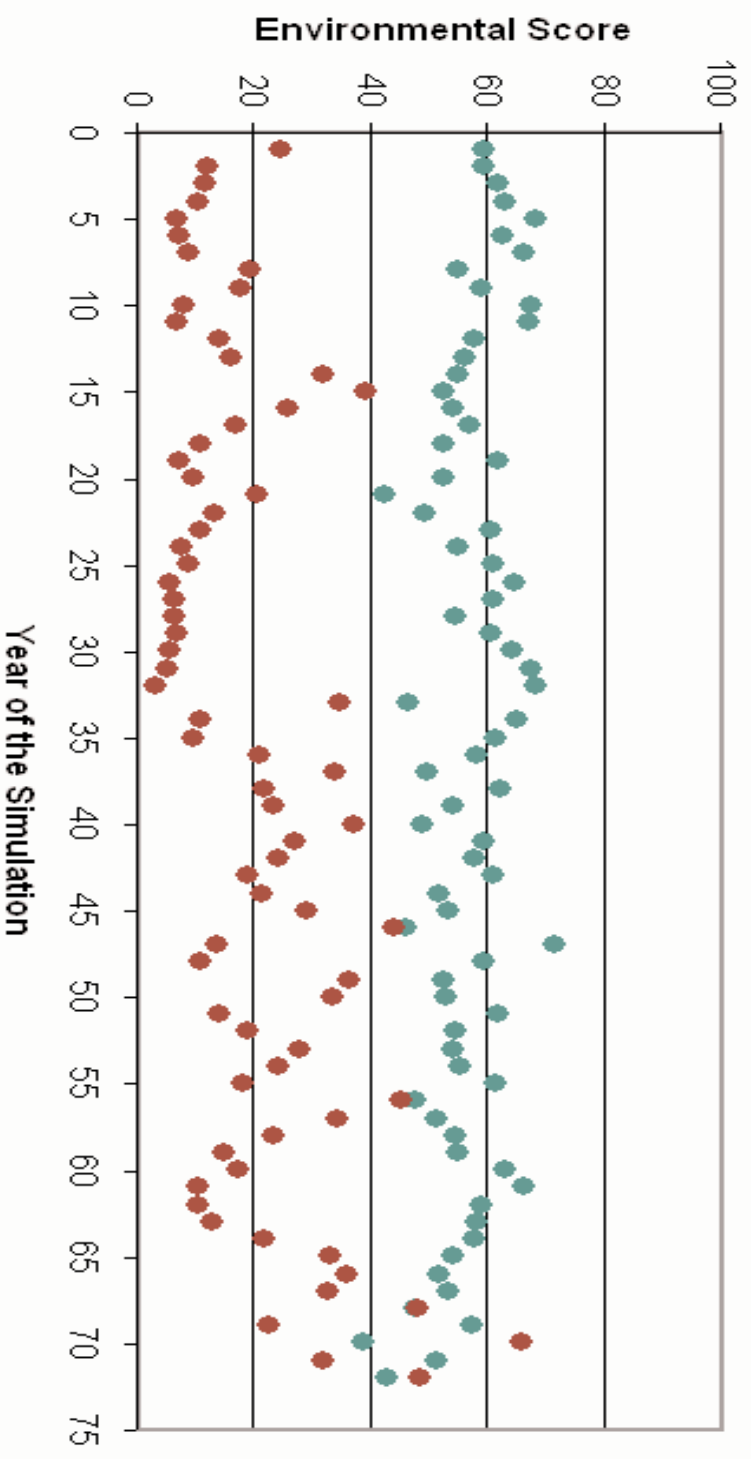
Interactive Data Visualization in Excel to Support Collaborative Planning

***Mark Lorie, Institute for Water Resources
Hal Cardwell, Institute for Water Resources***

So you're the lead planner for a feasibility study of a multi-objective project. Suppose the project is focused on beneficial use of dredged materials; or it could be a section 1135 CAP project; or maybe it's a watershed study. In any case, the study will involve the formulation of a variety of alternatives and probably several technical models for evaluating impacts. Furthermore, in today's increasingly collaborative environment, you're faced with the need to facilitate communication about the study among Corps team members, cost-share partners, partnering agencies, other stakeholders and the general public. This can be quite a challenge when the technical information is complex, the team is diverse, and, as always, the budget is tight. How will you facilitate communication about project impacts across a diverse group of team members and stakeholders? What's the best way to make technical information accessible and understandable?

Believe it or not, Microsoft Excel can be a very powerful tool for meeting these challenges. Excel comes with a variety of features that allow you to build interactive, highly visual decision-support tools. These decision-support tools include graphs, charts, and user-controlled options that allow project partners to explore the technical results of a study. Such Excel-based tools proved to be indispensable in a recent Shared Vision Planning study (see <http://www.iwr.usace.army.mil/iwr/svp/home.htm> for more info). The Excel tools were used by stakeholders, planners, engineers and decision-makers throughout the study. Furthermore, these Excel-based tools were used in stakeholder workshops to facilitate communication, learning, and negotiations.

Environmental Results -- Avg Scores for Each Year



Select Two Plans to Compare

Plan 1:

Plan 2:

Select an Environmental Score to Graph



[View Summary Table of Environmental Results](#)

It is important to emphasize that these decision-support tools are not actual models. Instead, they are used to “slice and dice” outputs from the planning models already used in Corps studies (e.g., HEC-RAS, economic models, environmental impact models). In other words, Excel decision-support tools are used as post-processors of data from other models to create interactive visualizations.

If you are comfortable with Excel and willing to experiment a little, an Excel-based tool could be useful for your study. IWR’s new “Short Guide on Interactive Decision Support Tools Using Microsoft Excel” (forthcoming in May) can help you learn how. This new Guide provides overviews of the different types of interactive, visual displays that can be developed in Excel and includes detailed tutorials (with screen captures from Excel) on how to do it. It is not an exhaustive “how to” guide, but will definitely get you started. The Guide will be available on IWR’s website, or you can request a CD from IWR, which will include the Guide and three example Excel tools developed in previous studies. The samples have a wide variety of interactive features and displays that can help you learn how to use some of these Excel features. In addition, IWR will have these CDs available at the Planning CoP conference in May and will demo some of these Excel tools in a presentation during the conference.

This example graph from an Excel-based decision support tool shows environmental suitability scores over time. The data come from a separate simulation model. The user can select two alternative plans to compare and the location of interest from the drop down menus. The graph shows the two alternatives in different colors. (previous page)

Looking At Kennewick Man Through A Wider Lense - - A Commentary

Paul Rubenstein, Headquarters

As we approach the tenth anniversary of the discovery of the ancient human remains, known alternatively as Kennewick Man or The Ancient One, much is being said and written about this individual. This should not come as a surprise since the discovery has been the subject of intense debate in scientific circles, the media, the Federal District Court for the District of Oregon and the Ninth Federal Circuit Court of Appeals. The legal contest pitting a group of professional Anthropologists against the Federal government reached a level of intensity such that a review by the Supreme Court of the United States was contemplated. That consideration was ultimately rejected by the Federal defendants and the litigation is largely a settled matter now.

The resolution of the legal questions has brought a new reality to the existence of the physical remains of Kennewick Man. Although a team of government scientists (including highly respected Physical Anthropologists such as Jerome Rose and Joseph Powell) conducted a comprehensive examination for the court proceedings, the plaintiff scientists in what is formally known as *Bonnichsen et al. v. United States* have conducted the first round of inspection of the remains, with more tests and studies to follow. The media is still intensely interested in the case and *Time Magazine* recently built a cover story on the peopling of the Americas around the Kennewick Man case.

What are we seeing so far from the ten year search for justice and truth in the Kennewick Man controversy? One of the Bonnichsen plaintiffs has already taken to the "lecture circuit" to address and explain some of the mysteries associated with the ancient human remains. His observations, initial findings and results have been presented in newspaper accounts along with his comparison of findings by the government-sponsored team of scientists. And the once respected *Time* has given us a newly refined, full-color cover image of Kennewick Man to help bring ancient man to life again.

From the latest investigations we now have a definitive statement that Kennewick Man was right handed. We are told that he was intentionally buried (not "quickly buried at death" as described by the government scientists) on his back, arms at his sides, palms down, with head elevated about 5 degrees. Kennewick Man was not as old at death as was originally reported. Rather than the 45 -50 year old individual we thought we knew, the Ancient One is now thought to have died in his mid- to late-30s. From the latest findings, *Time* constructed a revised Kennewick Man image that is described by the Native American columnist for *Indian Country Today*, Suzan Shown Harjo, as a "vaguely Slavic/Franco/Polynesian-looking fellow with dark hair, heavy brows and blue eyes . . . Yes, blue eyes. They're navy blue and baby blue, and glassy, like the creepy eyes of a museum mannikin."

The scientific analysis at the micro level will likely go on for some time and the media reports will flow from each microscopic finding. Those are the realms of science and science reporting and I mean no criticism of either. But as agents of the law, in this case the Native American Graves Protection and Repatriation Act (NAGPRA), we Federal experts and managers must distance ourselves from the individual find, even one as significant as Kennewick Man, and approach our work from a broader perspective. The courts are changing many things we thought were routine. The threshold questions we apply to inadvertent discoveries, namely are these human remains Native American and if they are, what is their cultural affiliation, no longer have the slam dunk answers we held to ten years ago. In order to be considered "Native American" under the statute, the human remains must be ". . . of, or relating to, a tribe, people, or culture that is indigenous to the United States." 25 U.S.C. § 3001(9) The Bonnichsen Courts held close to the plain language of the definition in finding that "Native American" required a connection to presently existing tribes, people or cultures. (emphasis added) Kennewick Man, they said, bears only incidental genetic resemblance to modern American Indians. Further, the determination of cultural affiliation that flows only from the definitive finding of Native Americaness must, in the view of the Kennewick Courts, show evidence of shared and significant genetic and cultural features. An affiliation case built on an oral history is not viewed as being sufficient grounds for a claim.

A principal question now becomes, in the absence of action by Congress to refine or amend the law, does the Kennewick decision affect how we implement NAGPRA? Until now, the answer to that question was largely found in the shrug of the shoulders. Now, however, we are beginning to consider other finds, collections and inadvertent discoveries in light of the Bonnichsen decisions. Tribal claims are being pressed for collections of human remains discovered in Corps lands and the analysis of these claims include evaluation of time periods during which the individuals lived. A site in the Corps Northwestern Division yielded human remains from a number of cultural and time periods. Some of the remains are less

than 2,000 years old and some are greater than 5,000 years old and the Kennewick findings are influencing the Corps analysis on which of these individuals are “Native American” under NAGPRA. This site could be a rare occurrence and so not really cause for wide concern. Upon reflection though, it seems that we have in the past, or may in the future, excavate multi-component archeological sites that yield human remains from such early cultural periods as the Archaic and such late periods as the Mississippian. Can we, and how do we, distinguish between those that have a connection to modern populations and those that do not.

These are the matters with which we will be contending as we administer NAGPRA. It is why our colleagues in academia and the private sector have the luxury of viewing the individual on the micro level and why we will have much more complex and broader fields of analysis to contemplate. For some, knowing which hand an individual used to wield an atlatl may be significant; for those of us administering the act, it may only be another piece of trivia that we read about in Time.

PLANNING CENTERS OF EXPERTISE

Independent Technical Review Lessons Learned

Becky Moyer (HQ), Kim Otto (CESAM) & Ken Claseman (CESAM)

The Deep Draft Navigation Planning Center of Expertise (DDNPCX) has participated in nearly two dozen independent technical reviews (ITRs) since its inception in August 2003. As current and former representatives of the DDNPCX, we wanted to share some of our insights to help all Districts improve the review process and get quality reports up through the chain of command. Each bit of advice stems from our recent real world experiences – good and bad. While some of the information that follows will seem obvious, we think it bears repeating and is relevant to other mission areas as well.

Scope the Review – EC-1105-2-408 provides guidelines for the levels of independent review. Coordinate with the vertical team and PCX early on to determine required reviews. A review plan should be prepared by the PDT for each study and this plan should be coordinated with the appropriate PCX. This plan will provide a clear understanding of expectations with regard to the review process. Proper scoping of the review is necessary for accurate cost estimates and coverage in required disciplines by technical experts. The guidance requires the PCX to publish review plans on their website. We have had to add reviews by specific disciplines late in the ITR process when it became apparent that additional coverage was necessary.

- “End of Product” Reviews – Don’t rely on “End of Product” reviews. They are a recipe for failure. Waiting until the end of the study process to conduct the ITR often allows problems to be compound unnecessarily. It also leaves the PDT in a dilemma, with unresolved issues, and no time or money to repair the damage. Process reviews generally work better. We recommend that the ITR team gets involved at key decision points, reviewing the Project Management Plan, the Feasibility Scoping Meeting documentation, the Alternative Formulation Briefing documentation and finally the draft report. And along with the District’s materials, we recommend that the ITR team gets access to the policy review documents (PGMs, compliance memos, etc) so that they are fully aware of any HQ issues.

- “Piecemeal” Reviews – We have had situations wherein each and every product developed by the PDT for a study was reviewed separately as it was completed. Sometimes this is necessary to expedite the review process. While piecemeal reviews are not recommended for most studies, they can help in situations where large numbers of issues are expected or many subsections are completed well in advance of the overall document. However, it is generally much more expensive to conduct piecemeal reviews. Piecemeal reviews can cause confusion for reviewers when not performed in the context of complete documentation. Further, it leads to limited-scope review in that reviewers do not receive all report documents for consideration in their respective reviews (i.e., reviewing one appendix does not allow for determination of consistency throughout the overall document).

Communicate Schedules - It is critically important to let the PCX know when reviews are scheduled well in advance, and to keep the PCX informed about any changes in schedule. We have had Project Managers (under tight schedule constraints) call on Monday and request that a review be completed by the end of the week. It is nearly impossible for a PCX to meet these types of expectations; especially if they have not been informed already that the review is coming up.

Fund Reviews - Obviously, reviewers need funding and it is important to have the funding in place when the review is scheduled to begin. Negotiate the review cost and get it set up in P2 as soon as possible. Districts have occasionally underestimated the amount of time that this administrative action will take.

Establish Points of Contact - A central point of contact should be designated for both the ITR team and PDT. The DDNPCX assigns an ITR team leader to serve as the central point of contact, though the assistant director retains oversight. Expectations and schedules are managed most effectively when communications are facilitated through central contacts.

Follow Review Format – We suggest using a comment / response format that identifies the concern specifically for the PDT, including the page, paragraph and/or table number, that cites the authority (policy, guidance, etc.) related to the concern, that explains the significance of the concern, and that describes how the concern can be resolved. This format helps to insure that review comments are directed toward improving the product.

Use DrChecks – We recommend the use of DrChecks for all reviews. It is a very intuitive web-based software package that has a reasonable amount of flexibility. It facilitates communication and provides a clear record of issues and the manner in which they were resolved. Furthermore, EC 1105-2-408 requires its use. It's convenient to use and mandatory.

Timely Response to Comments – PDT's should respond to comments in a timely fashion. Believe it or not, on more than one occasion, we have had ITR comments sit for a year or more without being addressed. Long delays can result in a wasted review. We have had cases where the product continued to evolve without resolving important issues and in the end the PDT had to go back over old ground and fix problems that could have been prevented by dealing with the ITR comments expeditiously.

Manage Comment/Response Style – First and foremost, the ITR team strives to focus on the significant issues, avoiding comments that relate more to personal preferences or have no bearing on the outcomes. In response to ITR comments, we recommend avoiding trite responses like "Concur" or "The revised report will include the requested information ...". Rather we recommend providing the intended response in the review document to fully close the issue, because "concurring" and then not incorporating the promised revisions keeps the issue alive in follow-on reviews and wastes resources. Everyone on the PDT and ITR teams is doing their best to produce a quality product. Your team members are often working under pressure so it is important to give them your full attention and respect. Finally, comments/responses should not be argumentative in nature.

Communicate between the PDT and the ITR Teams – It is important for the PDT and ITR teams to communicate about issues. If reviewers' comments are unclear, additional information or further instructions should be requested. Often an issue can be resolved by a simple telephone call or e-mail. The ITR team can be utilized as an extension of the PDT for their insights and practical technical advice.

Coordinate Unresolved Issues – Occasionally the PDT and the ITR teams will not be able to reach an agreement regarding a specific issue. After a reasonable attempt has been made by both sides to resolve the issue, the dispute resolution process identified in the PMP should be engaged. This usually requires the appropriate functional chief (i.e. the Chief, Planning, Chief, Engineering, etc.) in the District that is preparing the report to make a decision. It is wise to float significant issues of this type up through the RIT and to the Office of Water Project Review at HQUSACE for their concurrence.

Rely on the PCX – Since feasibility-level studies must have an ITR conducted by reviewers located outside of the District responsible for preparing the product, and EC-1105-2-408 now requires the use of a PCX for the ITR for most decision documents, employment of a PCX is a prudent decision. PCX involvement adds credibility and value to the decision document process. Because each PCX includes a virtual team of technical experts located throughout the Corps, the ITR team may include individuals from the responsible district's MSC. The PCX also adds value as an intermediary for identifying/coordinating required external peer reviews.

PLANNING ASSOCIATES UPDATE

Deep Draft Navigation &ERDC

By Shawneen O'Neill and Jeremy Weber

The fourth session of the Planning Associates Program found us traveling through the southeast: from Georgia, to Mississippi, to Louisiana. The session focused primarily on Deep Draft Navigation (DDN), but also included a tour of the Engineer Research and Development Center (ERDC) and of the damaged sections of New Orleans.

The Deep Draft Navigation Course was held in both Tybee Island and Savannah, Georgia.

“We’re famously hospitable, in fact, even by southern standards, Savannah’s called the ‘Hostess City of the South,’ you know.” – from *Midnight in the Garden of Good and Evil*, by John Berendt.

This famous hospitality was evident from the start, as LTC George T. Shepard, the Deputy Commander of Savannah District welcomed us to Georgia. Wilbert Paynes, the Director of the National Deep Draft Navigation Planning Center of Expertise (DDNPCX), also extended a warm welcome, and discussed South Atlantic Division’s perspective on and achievements in regionalization. Ken Claseman, the team leader for economic analysis in Mobile District and the Deputy Director for the DDNPCX, was the course owner, and, aided ably by Vongmony Var and Julie Watkins – two current intern economists with the Mobile District – insured that days were full, interesting, informative, and run smoothly.



Steve Cone, Mike Kidby (both HQUSACE), and Roger Burke (SAM) walked us through the Corps’ DDN mission, the Navigation Business Line, and plan formulation for DDN projects. Steve also presented an overview of the often confusing intricacies of cost sharing DDN projects.

Dennis Webb from ERDC came and discussed the elements of DDN projects and the support that ERDC can provide, whetting our appetite for the following week’s trip to Vicksburg. Carl Dyess (SAM) discussed O&M, and the merits and abilities of the various types of dredges available. He also pointed out the limits placed on the use of our own Corps dredges, and how endangered species concerns (turtles, in the southeast) can affect our projects.

Bill Bailey (SAS/SAM) arranged a boat tour of Savannah Harbor for our first field trip. After lunch in beautiful historic Savannah, Todd Boatman (SAM) did a presentation on the Savannah Harbor GRR, which was followed by a tour of the Georgia Port Authority (GPA). Hope Moorer (GPA), who had earlier participated on a Federal/Non Federal partnership panel with John Phillips of Georgia DOT and Daniel Parrott, the Chief of Civil Project Management at Savannah District, led us on a fantastic tour of the port. Unloading and loading containers; stacking chassis so that cargo can be driven quick-



ly out of port; the ship-to-railroad conveyance: we got to see it all, and later watched the ships that were being loaded roll on out to sea again for parts unknown (see photos below).

The final days of the course focused on economics and environment. Ian Mathis (IWR) instructed us on the ins and outs of the economic analysis of DDN projects while Susan Durden (IWR) championed incorporating watershed perspectives into DDN projects. Dennis Barnett (SAD) discussed environmental considerations and interagency coordination, which was followed by an environmental agency panel, where representatives from our sister agencies stressed “involve us early and often, and make sure working with us is incorporated into AE contracts,” and “don’t just cooperate...collaborate.”



Our time in Georgia was completed with a visit to the Savannah Dredged Material Disposal Site. Bill Bailey, with the help of a number of Savannah District employees in 4-wheel drive vehicles, drove us through the site, which is located across the river from the city. The placement of material has created a number of wetland areas that local and migratory birds flock to (see photo to the left).

After completing the course in Deep Draft Navigation, the PA class moved on to ERDC in Vicksburg, Mississippi. ERDC is one of the most diverse engineering and scientific research organizations in the world. It consists of seven laboratories at four geographical sites in Vicksburg, Miss.; Champaign, Ill.; Hanover, N.H.; and Alexandria, Va.; employs more than 2,000 engineers, scientists and support personnel. The PA class was treated to a whirlwind tour of the lab facilities in Vicksburg.

The Coastal and Hydraulics Lab (CHL) research and development addresses water resource challenges in groundwater, watersheds, rivers, reservoirs, lakes, estuaries, harbors, coastal inlets and wetlands. Physical facilities of approximately 1.7 million square feet allow the construction of physical models to test new research and provide insight on real world structures. We were able to see the model of the New Orleans 17th Street Canal which was built to support the investigation into the canal failure. Among the many areas of research conducted by the CHL are: navigation structures, fish passage structures, erosion control, and flood damage reduction. The CHL has a very impressive ship simulator that is used to model port designs. Getting to see the ship simulator (see photo below) after hearing about it in the Deep Draft course was a real treat.



The Environmental Lab (EL) is the problem solver for the Corps and the Nation in environmental science and engineering research and development in support of environmental systems. The staff supports the environmental missions of the Army, the Department of Defense, and the Nation through research, development, special studies, and technology transfer. EL conducts research and provides support for problems in invasive species control, aquatic ecology, wetlands ecology, and coastal ecology. They also provide support in bioengineering, environmental risk management and environmental modeling.

The Geotechnical and Structures Laboratory (GSL) develops solutions to problems in geotechnical and structural engineering and related disciplines. Its mission focuses on military engineering to develop innovative technologies for survivability and protective structures, airfields/pavements, and sustained maneuverability, and on civil works engineering to support water-resource infrastructure and geosciences. The GSL operates a number of unique laboratory and research facilities, including the world's most powerful centrifuge (see photo on page 16).



Data from the centrifuge is supporting the investigation into the New Orleans levee failures. Using the centrifuge with scale physical models allows them to perform as their real world equivalents do. The information obtained can be used to support computer modeling efforts as well as stand alone investigations.

The Information Technology Laboratory (ITL) is the engineering information technology organization in the Department of Defense (DoD). ITL supports the research missions of ERDC, other Corps activities, the Army, DoD, and other agencies by conceiving, planning, managing, conducting, and coordinating research and development in high performance computing, computer-aided and interdisciplinary engineering, computer science, information technology, and instrumentation systems [sorry no photos allowed]. Some of the ongoing efforts include research on carbon nano-tubes for use in structural engineering, risk analysis for dam safety, and data management.

There is so much going on at ERDC that it would be easy to spend the whole day at one lab and still not see everything.

Following the ERDC tour, seven members of our class were able to drive down to New Orleans. Our New Orleans District PA, Joan Lanier, arranged for us to view the damage done by Katrina and some of the ongoing repair efforts. Gary Rauber of New Orleans District gave us the perspective of a third generation New Orleanian as he conducted the tour and described the hurricane damage. The photo below shows the repair of one of the overtopped levees. The repaired levee will have a concrete curtain at the base to protect against scour from overtopping.



We look forward to sharing more of what we learned on our tour through the southeast during individual Home Office Back Briefs in our Districts.

The Planning Associates of 2006 wish to thank everyone who participated in making the Deep Draft Navigation/ERDC/New Orleans course memorable and beneficial to the future leadership of our organization. Next up for the PA class is a Flood Damage Reduction Course in Davis, California and attendance at the Planning CoP Conference in San Francisco.

Phishy-Emails

Jim Conley, South Pacific Division

Legitimate looking e-mails that provide a link for updating personal information should be deleted immediately. Someone with possibly a criminal intent may be phishing for your personal data. A recent example you may have received was one purporting to be from CHASE. Official Corporate web sites can be visited to check on phishy e-mails, but never use the link provided. Because phishers may use methods imbedded in the URL (link) planting “crime ware” that can record your computer’s key strokes. Please notify your IM guru if phishy e-mails are received on your corps’ computer. Phishy e-mails may also be reported to antiphishing.org which offers advice about not getting hooked.



CONSENSUS BUILDING

Power ultimately rests with the people and corps’ projects must be accepted by the general public. But who is the “public” and how much influence should a specific individual or group exert? The very nature of government work requires managers to make decisions on the public’s behalf. These decisions may be perceived differently depending on a stakeholders’ viewpoint. A public meeting could be viewed as highlighting a project’s positive aspects or by detractors as spreading propaganda. A dilemma for managers is that they are public servants but also help shape public opinion. Public opinions about corps’ projects are formed largely via the mass media. The line between project proponenty and public service is not always well defined. Project consensus building is always appropriate, but telling the whole truth is impossible. Equally true, misleading is always inappropriate, so when does highlighting positives turn into misleading? A leading author says that lying occurs when a person intends to deliberately mislead another without prior notification. Concealment, withholding information, is also misleading when there is an obligation to inform. The obligation may not be explicit, but implicit as part of the relationship, for example government/public. This August the [Public Involvement and Teaming in Planning Course](#) will present appropriate consensus building techniques.



[Course Logistic Contact](#)

TWO INTERNETS



There might be two internets if some big providers have their way and create a fast lane. Current “net neutrality” provides that transmission equipment owners may not dictate or interfere with Internet traffic flows. But some big providers would like to set up a “fast lane” for users willing to pay extra. Congress has been urged to pass legislation formalizing and enforcing net neutrality. But absent legislation, there may be nothing preventing big providers from prioritizing their own traffic. Worse yet, this may present providers opportunities to stifle emerging potential competitors.

[Network Neutrality](#)

DISCLAIMER: Providing hyperlinks does not constitute endorsement by the Corps for any site, information, products or services contained therein.

ANNOUNCEMENTS

****Job Opportunities****

San Francisco District

The San Francisco District Corps of Engineers is recruiting for a GS 13 Environmental Section Chief. To get a copy of the announcement, go to <http://www.cpol.army.mil> employment section and search for Announcement No. **WTKC06210412**; the announcement is scheduled to close 12 May 2006.

The Chief of Environmental Section B is responsible for overseeing a staff conducting environmental analyses on a variety of studies relating to the District's Civil Works mission (navigation, ecosystem restoration, flood damage reduction, and shoreline protection).


The District's area of operation includes over 40,000 sq. mi. of coastal California and southern Oregon, including the San Francisco Bay Area. Management and leadership in the District's area of operation are especially interesting and challenging as many of the sophisticated local sponsors are well funded and politically savvy.

Duty location is San Francisco, California. The San Francisco Bay area offers a wide variety of cultural, recreational, and educational opportunities. The climate in the bay area is very moderate with wet winters and dry summers. Additional information on the San Francisco area can be found at <http://www.sfvisitor.org/>.

Because of the higher cost of living, especially housing, the position salary includes a 28.68% locality payment. Housing costs decline as the commuting distance increases; however, there is excellent public transportation including, city and commuter buses, high-speed ferries, and van and car pools. Also, a subsidy is available if public transportation is used for commute purposes.

For additional information, contact Tom Kendall (Thomas.R.Kendall@usace.army.mil; 415-977-8532).

Other Vacancies...

Click Here  for additional Multidisciplinary and Economist current announcements, ranging from GS-7 to GS-13:

Alaska District
Jacksonville District
Kansas City District
Los Angeles District
Mississippi Valley Division
San Francisco District
Wilmington District

Letter to the Editor: “Where Credit is Due”

*Ken Orth, Retired 2006
Institute for Water Resources*

“Lillian and Monica: Thanks so very much for your kind words in the April issue of Planning Ahead. During my many years with the Corps I was fortunate to have worked with the best and shared in their successes, including:

Charlie Yoe, who taught me much about the craft of writing and the art of planning. Most of the words and all of the humor in the Planning Manual began with Charlie.

Bill Hansen and Ridge Robinson, who were co-sufferers in thinking about how to apply cost effectiveness and incremental cost analyses for ecosystem restoration planning, or, as we called it, supply-side ecology.

Stu Appelbaum and Russ Reed, who I was privileged to work for in developing the framework for restoration of first the Kissimmee and later the Everglades; and Carol Sanders, who put together a public involvement strategy that had everyone writing on the walls. It really was the world’s most dangerous study team.

Robin Mooney, who came up with the wickedly brilliant idea of having the planning leadership and senior planners throughout SPD serve as planning course instructors on the theory that you had to know it to teach it.

Skip Fach and Lillian Almodovar, who made teaching the Planning Principles and Procedures course a continuing joy and a provided an excuse to find new brewpubs across this great country.

Harry Kitch, Teresa Kincaid and Joy Muncy, who helped us reinvent the Planning Associates Program. Everyone in Los Angeles District Planning Section A, SPD Planning Division, and IWR’s Research Division/Group W who worked their tails off and made me look good as their boss.

Terry Breyman, Jim Johnson, Mark Ramsdell, Steve Stockton and so many others who were always generous with ideas, advice, support, and the occasional “you’ve gone too far” (although I rarely listened to that part).

Thanks to everyone for growing up with me over 32 years. Happy planning to all.”

Ken



PLANNING CoP CALENDAR

Planning Ahead submission deadline.....third Friday of every month

Planning CoP Conference.....9-11 May 2006

If you would like to post an item to the monthly calendar, please contact Monica Franklin at:
[Monica.A.Franklin @usace.army.mil](mailto:Monica.A.Franklin@usace.army.mil).

WANT TO CONTRIBUTE TO *PLANNING AHEAD*?

This newsletter is designed to improve the communication among all the planners and those we work with throughout the Corps. We hope that future editions will have mostly information and perspective from those of you on the front lines in the districts. We hope that these notes become a forum for you to share your experiences to help all of us learn from each other. We can't afford to reinvent the wheel in each office. We welcome your thoughts, questions, success stories, and bitter lessons so that we can share them on these pages. The articles should be short (2-3 paragraphs) except in some cases where you just have to say more, and should be a MS Word document. We highly encourage you to send pictures to accompany your article.

WANT TO SUBSCRIBE TO *PLANNING AHEAD*?

The deadline for material to be published in the next issue is: **Friday, May 26, 2006.**

Planning Ahead is an unofficial publication authorized under AR 25-30. It is published by the Planning Community of Practice, U.S. Army Corps of Engineers, 441 G Street. NW, Washington, DC 20314-1000

To subscribe to our distribution list, send an e-mail message to majordomo@lst.usace.army.mil with no subject line and only a single line of text in the message body. That single line of text should be: "**subscribe ls-planningahead**"

(Editor's Note: In the email address, the character following the @ sign is a lowercase "L". This is also true for the single line of text. The character immediately following "subscribe" is also a lowercase "L". If these are not typed correctly, you will receive an error message.)

To obtain a 'help' file, send only the word 'help' in the text of the message (nothing in the subject line) and address it to majordomo@usace.army.mil.

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