

PLANNING AHEAD

Notes for the Planning and Policy
Community



US Army Corps
of Engineers

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A Note from the Leader of the Planning Community of Practice

We had a terrific turnout at our recent conference in San Francisco. Thanks to all 400 attendees and presenters for one of the most professionally enlightening conferences we have ever had. It was also great to have stakeholders in attendance. The learning and sharing that took place at the conference in itself demonstrates the value we place on collaboration. For those of you who did not attend, you will be heartened to know that the Corps leaders: MG Johnson, BG Schroedel, Steve Stockton, Harry Kitch, Doug Lamont and I all spoke to the critical importance of planning and policy capabilities in the Corps.

We also had the pleasure of announcing this year's planning awards. The Planning Excellence Award for 2005 was awarded to Mr. Greg Johnson of Omaha District. Mr. Johnson was selected based on his accomplishments in advancing a collaborative approach in solving water resource problems in the Yellowstone River Basin. The 2005 Outstanding Planning Achievement Award was awarded to the Alaska District Project Delivery Team for the Port Lions Harbor Feasibility Report and Environmental Assessment. The team was recognized for their innovative approach in formulating a solution that balanced the needs of the harbor users and the protection of the delicate ecosystem of the surrounding harbor area. We were also proud to announce the three most recent graduates of the Corps' Masters Degree Program: Jonathan Ayaay (Huntington District) and Cynthia Jester (HQ)—both from Johns Hopkins University and George Kalli (Alaska District) from the University of Arizona. We also announced tentative plans for the May 2008 conference scheduled to be held in Ft. Worth, Texas. I look forward to seeing you there.

I want to make sure that all of you are aware of the findings from the draft Interagency Performance Evaluation Taskforce (IPET) report pertaining to the design and construction of the coastal Louisiana hurricane protection system. These findings are quite sobering. You should all feel proud that the Corps through the Chief of Engineers commissioned this interagency team of experts in a very transparent manner. Our primary motivation is to learn what went wrong so that we can immediately apply these lessons to all work we do and now and in the future. The Taskforce reports are now available on the web: <https://ipet.wes.army.mil/>. Become familiar with the report, and learn from it.

These remain exciting and challenging times—be proud to be a part of an agency involved in over 90 countries around the world and the wide range of important work we do. It all starts with planning!

Tom Waters
Planning CoP Leader
Thomas.W.Waters@usace.army.mil

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

by Bruce Carlson, Headquarters

POST-CONFERENCE DOCUMENTATION IS POSTED

The 2006 Conference has been documented electronically in a “virtual proceedings”. With over 100 presentations given over the course of the three days, nobody could capture everything that went on during the event. And of course not everyone was able to attend. This forum gives everyone an opportunity to view any of the topics presented, and to follow up with presenters if there are items of interest to pursue.

The site contains schedules and all of the topic abstracts and power-point presentations and is available on the Planning CoP web page at HQ: http://www.usace.army.mil/inet/functions/cw/cecwp/2006_presentations/plnconf06.html

Please be aware that the site is still a work in progress, with a few presentations and other items to be added. If you spot errors on the site, please bring them to my attention as we will update the site periodically. Also expect that many of the presentations will be slow to load - please be patient (please don't email me about it being slow). Additionally, presenter biographies from the conference will be posted on the EKO Conference web site at a later date (for Corps access only).

We'll be having our next conference in Ft. Worth, tentatively scheduled for May 2008.

Until then, our challenge is to keep the energy of the Community of Practice going year round. Stay in touch with your colleagues, and participate in as many learning and sharing forums as you can.

ISO (In Search of) IWR-PLAN Version 4.0 Beta Testers

Leigh Skaggs, Institute for Water Resources

It's been a couple of years in the “making”, but the newest version of IWR-PLAN decision support software is being readied for deployment. As many of you are aware, IWR-PLAN automates cost effectiveness and incremental cost analyses, but it also can be used as a plan formulation tool and as a means of building and displaying an “effects matrix” for plan comparison purposes. The newest version, which will actually be called “IWR Planning Suite”, will incorporate modules for alternative plan generation, alternative plan analysis, and multi-criteria decision analysis.

In preparation for distribution, the IWR-PLAN development team is looking for a few (approximately 6-10) good men and women to help us beta test the software during an interactive web-based training session. Please note that volunteers should have experience with the current IWR-PLAN software due to the fast pace of the on-line training. Participants will be able to test the software, engage in the on-line and conference call discussion, and provide feedback from the comfort of their own offices during the one-day training session. This feedback will be valuable to the development team prior to release of the software to the field of general practitioners. The cost to beta testers is free, other than the commitment to provide approximately one full day of labor to work through the training materials and student exercises.

We expect to conduct the one-day web-based training session some time in July – a final date can be established based upon beta tester availability. All materials, software, and web training instructions will be provided to testers prior to the training session. If you are interested in participating, please contact IWR staff Leigh Skaggs at 703-428-9091 (Lawrence.l.skaggs@usace.army.mil) or Darrell Nolton at 703-428-9084 (Darrell.g.nolton@usace.army.mil).

House of Representatives Passes FY 07 Energy and Water Development Appropriations. Legislation Now Moves to the Senate

Ken Lichtman, Institute for Water Resources

On May 24th the House of Representatives passed the FY 2007 Energy and Water Development appropriations bill (HR 5427) by a vote of 404 to 20. The bill included a funding level of \$5 billion for the Corps' Civil Works program. The approved funding level was \$251 million more than President Bush requested in February and \$345 million less than the current fiscal year's appropriations, when adjusted for emergency supplemental funding.

After the House passed the appropriations bill it was sent to the Senate where it was assigned to the Appropriations committee for consideration. After the Senate completes its deliberation and passage of its version of the FY 2007 Energy and Water Development Appropriations bill, the House and Senate will hold a conference committee meeting to resolve their differences between the two bills. After agreeing to a final appropriations level, the House and Senate will vote on the bill and then present the bill for the President for his approval and signature. The fiscal year ends September 30, 2006. If the House and Senate do not finish their work on an FY 2007 appropriations bill by that date and the President has not signed an appropriations bill into law, then a continuing resolution will be required to fund agency operations.

A summary table illustrating the fiscal year 2006 enacted appropriations, the President's fiscal year 2007 budget request and the approved House FY 07 funding levels are shown in the following table:

Account	FY 2006 Enacted (000's)	FY 2007 Request (000's)	FY 2007 Approved (000's)
Investigations	\$162,360	\$94,000	\$128,000
Emergency appropriations (PL 109-148)	\$37,300		
Construction	\$2,348,280	\$1,555,000	\$1,929,471
Emergency appropriations (PL 109-148)	\$101,417		
Recission			- \$56,046
Flood Control, Miss. River and Tribs.	\$396,000	\$278,000	\$290,607
Emergency appropriations (PL 109-148)	\$153,750		
Operations and Maintenance, general	\$1,969,110	\$2,258,000	\$2,195,471
Emergency appropriations (PL 109-148)	\$327,517		
Regulatory Program	\$158,400	\$173,000	\$173,000
FUSRAP	\$138,600	\$130,000	\$130,000
Flood Control and coastal emergencies		\$81,000	\$32,000
Emergency appropriations (PL 109-148)	\$2,277,965		
General expenses	\$152,460	\$164,000	\$142,000
Emergency appropriations (PL 109-148)	\$1,600		
Office of the Assistant Sec. of the Army(CW)	\$3,960		\$1,500
Total-Dept of Defense-Civil Appropriations	\$8,288,719	\$4,733,000	\$4,983,803
Emergency appropriations	(\$5,329,170)	(\$4,733,000)	(\$4,983,803)
Emergency appropriations	(\$2,899,549)		

Text of HR 5427:

http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=109_cong_bills&docid=f:h5427eh.txt.pdf

House Appropriations Committee Report – HR 109-474:

http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=109_cong_reports&docid=f:hr474.109.pdf

Statement of Administration Policy:

<http://www.whitehouse.gov/omb/legislative/sap/109-2/hr5427sap-h.pdf>

Mahoning River, Ohio Environmental Dredging Project

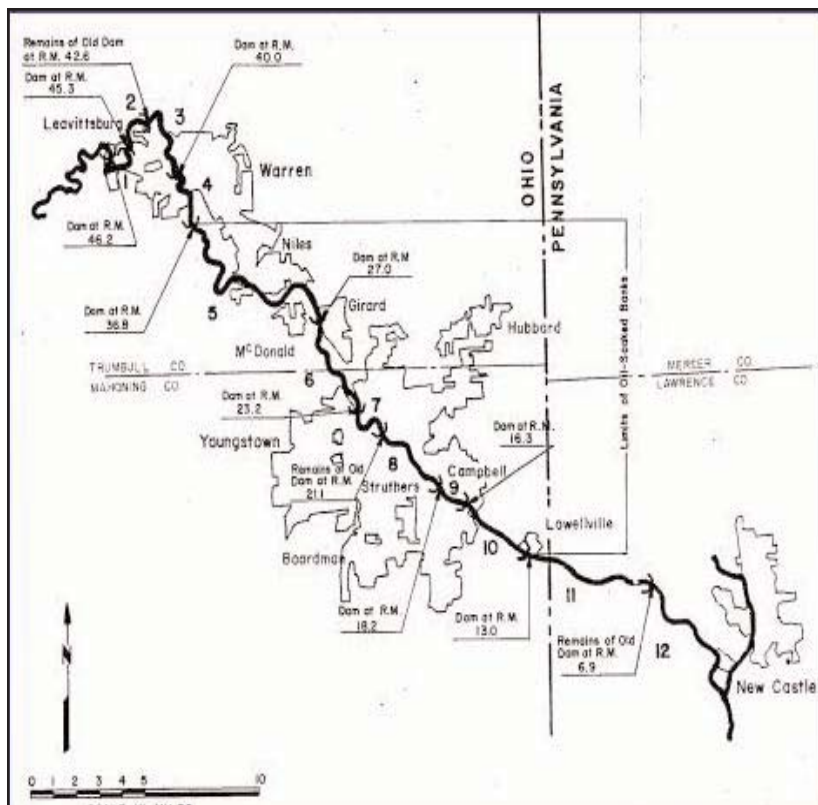
***Carmen Rozzi, P.E., Project Manager
Pittsburgh District***

Section 312(b) of the Water Resources Development Act of 1990 authorizes the Corps to clean up contaminated sediments from waters of the United States to enhance the environment and improve water quality. Under this authority, the District is studying a highly contaminated 31-mile section of the Lower Mahoning River that extends from Warren, Ohio through Youngstown downstream to the Pennsylvania-Ohio border.



Deformed fish.

For most of the 20th Century, the lower Mahoning River supported one of the most intensely industrialized steel-producing regions of the world. From 1920 through 1970, 15 primary steel mills and 35 steel-related plants used this 31-mile river reach as an unregulated sewer to dump untold tons of waste petroleum products and heavy metals. To make matters even worse, untreated domestic sewage was dumped into the river for decades.



Project Area

A series of low head dams constructed along the Mahoning River in the 1800s to provide pools for navigation were later used as industrial water supply sources. (Because these dams are only between 2.5 and 13 feet high, their pressure heads are relatively small, and thus they are typically referred to as "low head" dams.) The slack-water pools created by the dams allowed many of the discharged pollutants to sink and accumulate on the stream bottom. Much of the industrial contamination that collected behind these dams persists to the present day. It appears as a black, pudding-like, oily substance with a strong petroleum odor.

A layer of contaminated sediment also exists in places under the present stream banks. These contaminants were originally deposited on the river bottom. Over time the contamination lying on the stream bottom near the banks was slowly covered by cleaner material deposited by high water events. This caused the stream banks to move laterally riverward and encapsulate the contaminants. The low head dams contributed to this phenomenon by slowing high water flows sufficiently to allow sediment particles to settle and accumulate on the banks. Six low head dams have been targeted for removal as part of the Mahoning River project.

The District is currently preparing a Feasibility Report and Environmental Impact Statement (EIS) to determine the most

cost effective and environmentally sensitive way to clean up the 31-mile river reach. The feasibility report describes alternative clean-up strategies, and the EIS describes their positive and negative environmental impacts.

The proposed river clean-up is a large, complicated task. Finding solutions to this multifaceted problem has required the close coordination of many government and non-government entities. The current Feasibility Report and EIS represents the culmination of over four years of hard work by many individuals and reflects the complex studies that have been conducted to attempt to resolve major issues.

The Preservation of Factors Walk Retaining Wall

Dr. Elliott O. Edwards, Jr., Savannah Unit – Mobile/Savannah Planning Center

This is a volunteer community project that began over 21 years ago. It started when I was a graduate student at Georgia Tech in 1984, and wrote a paper on Factors Walk Retaining Wall. Factors Walk Retaining Wall is a stone ballast retaining wall reaching heights of 19 feet built during 1855-1869. The wall is constructed mostly of limestone brought over as ships ballast on European cargo ships. The ballast stone was used to construct the wall to reduce the eroding, forty-foot high sandy Savannah River bluff from further erosion. It was also built to protect Factors Walk, a narrow paved roadway where Factors displayed their products. I became interested in the history of the wall and over time I began to observe discrepancies with it. Figure 1 (next page) is photo of Factors Walk and the retaining wall at the east end looking west.

Tie-Back System

During field studies I noticed movement and tilting of some sections of the wall. The tilting became a major concern to me, because there could be the potential for overturning of some sections of the retaining wall. Shortly after this, I notified the city of Savannah in a letter report that there were problems with the wall and I described them using factual information in which I submitted to substantiate that the structural integrity of the wall may be in jeopardy. This induced several years of communications and meetings with the city. The report recommended that a foundation-consulting firm be contracted to conduct a structural analysis on the wall. Much conversation took place between the city engineering department and myself, and eventually the city formed an ad-hoc committee to investigate the feasibility of funding a structural study of the wall. At the end of six years, and with recommendation of the ad-hoc committee, the city agreed that a structural study should be done on the wall. The selected foundation consulting firm confirmed potential problems with the wall and recommended that a tieback system be installed in areas where overturning was possible. A tieback system was eventually installed at several locations along the wall in May 1990. The tieback system consists of large 30-foot long anchor rods that are drilled into the earth at a 45 degree angle from the horizontal and attached to steel plates on the face of the wall. Figure 2 (next page) is a photo showing the tie-back system at one of the trouble spots.

Erosion of Stone and Mortar

But my interests did not stop there. I took it on myself to examine the evident and fast growing stone and mortar erosion. For several years I collected evidence. The evidence suggests that salt and water intrusion is the major cause of erosion and acid rain is the secondary cause of erosion. But that is not to say that acid rain should be taken lightly, because it is a very serious problem worldwide. The photo in Figure 3 (next page) shows the erosion of the stone and mortar. Salt and water intrusion is a deteriorating process to some stone, and particularly to limestone because it is so porous. The secondary cause of erosion in the wall is acid rain. Let us remember, limestone is made up of calcium carbonate fossil fragments held together with calcite and dissolves readily in weak acid, a test often used in the field by geologists to identify the mineral calcite. Acid rain is a term that is used to characterize the way acids drop from the atmosphere. It can be any form of precipitation with a pH value of 5.6 and lower. Acid rain is formed through the combination of certain gases with atmospheric moisture. The compounds that create both dry and wet deposition can be blown by persisting winds into adjacent states and across national borders. Scientists have confirmed that the primary causes of acid rain are nitrogen oxides (NOx) and sulfur dioxide (SO₂). It has also been determined that approximately 1/4 of all NOx and 2/3 of all SO₂ exits into the atmosphere as a result of electric power generation where burning coal, a fossil fuel takes place. When these gases react with water, oxygen, and other chemicals in the atmosphere to form acidic compounds, the result is acid rain. The Savannah area experiences a pH of approximately 4.8.

Paper

In April 2005, I wrote and presented a paper on the history of the wall and its associated problems at the annual meeting of the Georgia Academy of Science (an affiliate of the American Association for the Advancement of Science). The paper was accepted for publication and it is scheduled to be published in the fall 2006 issue of the Georgia Journal of Science. This will be the first official paper ever published on Factors Walk Retaining wall. The following is an abstract of the paper that was published in the Georgia Journal of Science in the spring of 2005.

Factors Walk Retaining Wall is a stone ballast retaining wall built during 1855-1869. The wall was built of stone (mostly limestone) brought over on cargo ships to help reduce the eroding, forty-foot high sandy bluff from further erosion and to make use of the many tons of stone stacked along the river front. Erosion of the stone and mortar has been occurring for many years and the cause was investigated. It was concluded that salt intrusion is the main source of erosion and acid rain is the secondary source of erosion. The author recommends a course of action to rehabilitate the wall and also points out the need to educate the public about the increasing negative effects of acid rain in the southeastern United States.

Concluding Statement

Savannah should continue to preserve Factors Walk Retaining Wall for several reasons. It is a link to the nineteenth century, when European vessels entered the port to discharge ballast and take on cargo to transport back to their homeland. The stone wall built from the discarded ballast of those early vessels, stabilized the Savannah River bluff at Savannah. Moreover, the retaining wall protected Factors Walk, making way for the city's first generation of merchant traders and enabling the growth of commercial development along the riverfront that continues to this day.

Dr. Elliott Edwards can be reached at (912) 652-5766 or by e-mail at elliott.o.edwards@sas02.usace.army.mil.

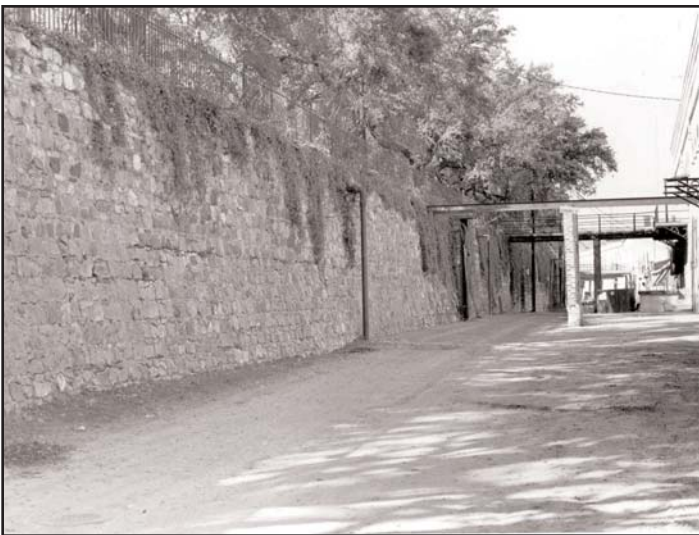


Figure 1. Factors Walk Looking West.



Figure 2. Tie-Back System Showing Anchor Rods and Face Plates.



Figure 3. Stone and Mortar Deterioration.

Air Base Dorm Takes Off in Arctic

JoAnne Castagna, Ed.D., New York District



The April 2005 issue of Planning Ahead contains a previous article by Ms. Castagna regarding the New York District's construction of a medical clinic at Thule Air Base in Greenland. They are continuing to do work up there...

Army Corps of Engineers project engineer Paul Kara gazes out a window at Thule Air Base, Greenland as he awaits a flight to his home in New Jersey. Kara, is going home from one of his twice monthly trips to Thule in northwest Greenland where he and his team are completing work on a much-needed dormitory on the base that is scheduled to be completed an entire season ahead of schedule.

Kara says in amazement to one of his colleagues, that during the 1940s, Greenland was barely an inhabitable area of the Arctic, and was under exploration.

Today the United States has a fully operational air base at Thule. This was made possible by the Corps of Engineers, who constructed several of Thule's facilities, often under extreme Arctic conditions.

To much of the world, Greenland was for many years extremely remote. The United States has maintained a military presence in Greenland for over half a century. Thule Air Base is located in a coastal valley in northwest Greenland, above the Arctic Circle between northeastern Canada and Europe and is a province of Denmark. The air base is home to the Air Force, U.S. and Danish contractors and Greenlandic personnel. Existing housing has been considered sub-standard, and lodging for visitors has been limited as well.

To improve housing and lodging conditions, the Corps designed and is constructing a 3-story dormitory which is designed to withstand the harsh Arctic climate. When completed, the building will have 72 rooms for junior and senior non-commissioned officer visitors.



JoAnne Castagna, Technical Writer. USACE, New York District stands in front of the dormitory in April 2006. Credit: Julio Santos, USACE, New York District.

A number of rooms will be divided into 4-bed-room modules with individual bathrooms, walk-in closets and a shared social space, housekeeping areas, and laundry rooms on each floor. There will also be a common area with a kitchen and appliances in the center of each floor with large windows over looking the base, providing occupants with a place where they can relax and socialize.

Construction is being performed by MT Hojgaard, a Danish firm with supervision by the Army Corps. Construction began in March 2005 and will continue until completed ahead of schedule in the summer of 2006.

"The team is completing the project one winter season ahead of schedule, are staying within budget and are providing a quality new landmark facility for American servicemen and women at Thule Air Base," said Kara.

The project is in the center of the air base and its bright red and blue exterior stands out against

the Arctic snow-covered landscape. The steel super structure has an insulated metal panel system exterior, a pitched standing metal roof and stands on concrete footings.

The building's interior mechanical, electrical, plumbing, fire protection systems are all designed to withstand the extreme sub-zero temperatures and the walls are constructed with a typical metal stud and gypsum board assembly.



Contractors inspecting installation of flooring system metal decking. Credit: Sterrett Daniels, USACE, NYD.



Paul Kara, Lead Engineer, inspects placement of concrete footings, all of which were installed within a 24-hour time period. Credit: Dino Vizzoca, USACE, NYC.

Constructing the dorm can be a challenge considering the severe weather conditions at times and limited exterior construction timeline. Due to the weather, outside construction at Thule is limited to a 3-month time frame - the summer and fall months (June to mid-September), because the weather during the winter season is too severe to work outdoors, ranging from -30 to -40 degrees Fahrenheit.

Kara has been involved in several construction projects at Thule for over 24 years, and is familiar with the working conditions, sometimes staying on the installation for months at a time. There are also times he travels to the contractor's home office and the U.S. Embassy, both in Denmark.

The exterior must be enclosed within this window of time. Once the building shell is completed, interior work can continue un-interrupted during the winter months. Kara's team worked 12-hour days during the summer months and worked inside throughout the long winter months which contributed to the project being ahead of schedule.

It is also during the summer months, which ranges in the 40 degree Fahrenheit range, that they receive building supplies. Greenland is locked in by ice nine months out of the year. During the summer months the island's frozen shipping lanes can be broken up to allow the supply ships in.

Outside construction is also limited by daylight cycles. Because of Thule's proximity to the North Pole, it has 24-hours of sunlight from May through August and 24 hours of darkness from November through February – once again leaving only the summer months for outside construction.

Because of the limited construction time, most of the building materials are pre-fabricated elsewhere before being shipped in. Pre-fabricating the parts helps the workers to rapidly perform the construction. Some of the materials that were pre-fabricated for the dorm included the concrete foundations, structural steel and insulated metal wall and roof panels.

One of the most significant considerations in constructing in the Arctic region is with the building's unique foundations. The land is primarily composed of permafrost, permanently frozen ground below the earth's surface from 6 feet in some areas and up to 1,600 feet in others.

Because of this terrain, building foundations need to be elevated. The building must sit on concrete supports or require air corridors to separate the building from the ground with one meter of clearance between the ground and the bottom of the building. Heat generated from the building will melt the permafrost and the building could sink if not elevated.



October 1, 2005 -- The dormitory was closed in from the severe Arctic weather. Credit: Sterrett Daniels, USACE, NYD.



Esben Petersen, MT Hojgaard, discusses the facility's electrical and communication wiring with Sterrett Daniels, Site Engineer, USACE, New York District.

Kara suggests that engineers who are working on projects with limited construction time due to the elements consider:

Minimizing construction delays by resolving contractor requests for information as soon as possible by thoroughly reviewing contract plans and specifications prior to construction; and resolving contractor issues promptly by being flexible and available.

Anders Fogh Rasmussen, Denmark's prime minister recently toured the dormitory. "He was very impressed with the way the dorm is being constructed, especially how the building is being highly insulated because this will lead to expected savings on fuel consumption," said Christian Levinsen, project manager, MT Hojgaard.

For additional information about Thule Air Base, visit their web site at: <http://www.thule.af.mil/> or the U.S. Army Corps of Engineer's military construction program, contact author Dr. JoAnne Castagna at email: joanne.castagna@usace.army.mil

Dr. JoAnne Castagna is a technical writer with the U.S. Army Corps of Engineers, New York District.

CULTURAL RESOURCES

Section 208 of WRDA 2000 - - Who Pays the Price for Reburying Native American Remains?

Paul Rubenstein, Headquarters

Section 208 of the Water Resources Development Act of 2000 authorizes the Secretary of the Army to recover and rebury "Native American remains" that were discovered on Civil Works project land and have been rightfully claimed by a lineal descendant or Indian tribe. The Secretary is further authorized to set-aside Civil Works land to rebury these remains for use as a cemetery.

In May 2001 and again in January 2003, HQUSACE issued Implementation Guidance for this statutory provision. The initial implementation guidance of 2001 established definitions for such terms as "Native American remains" and "project land." It directed Corps Commanders to identify suitable lands for use as reburial and cemetery areas and noted that recovery, preparation and reburial costs "will be performed at Federal expense." Supplemental guidance issued in 2003 further

refined our understanding of Congress' intent for Section 208. It added the definition of "recover" - - meaning the Secretary gets back, or regains, Native American remains discovered on Civil Works project land - - and clarified the point that the discovery of the remains would not be limited by an arbitrary land acquisition date for the project.

The two implementation documents seemed to address the needs and requirements for Section 208, but as the authority becomes more intensively applied by individuals, Indian tribes and Corps Commands, there appears to be greater focus on the meaning of the statutory phrase "performed at Federal expense." It is important to note that this commentary is not intended as a vehicle to establish new policy or guidance, but a discussion of the costs associated with the implementation of Section 208 and the contemplation of future considerations may be instructive for those having Section 208 responsibilities.

Until recently, when questions arose concerning what USACE would and would not pay for in implementing Section 208 actions, the standard headquarters answer was something like "what you do for one individual or group you should be prepared to do for all individuals or groups." This may have had the appearance of fairness and equity, but increasingly we are seeing that some Native American cultural elements, traditions and religious practices are unique and require more careful consideration in reaching a point of fairness and equity.

A case emanating from Northwestern Division is driving our interest in reburial costs and our acknowledgment and thanks go to Jennifer R. Richman, Assistant Division Counsel, whose considerable research in this area is liberally expressed herein. For the Northwestern Division reburial in question, a coalition of Indian tribes has requested that USACE finance the following: headstones, buckskins and tule mats for the interments; labor costs incurred by cooks, servers, drummers, spiritual leaders, tribal elders, bone handlers, grave diggers, THPOs, attorneys, museum curators, accountants and miscellaneous tribal staff; and, "honoraria" in the form of gifts for participants including blankets, medallions, bags, vests, shawls, towels, rugs, dishes and other non-specified items.

In researching the extent of our authority to finance a reburial effort, consultation of USACE's Real Estate regulations, found in ER 405-1-12, "indicates that, among other things, the Government may pay for delivery of the remains and any associated markers to the new location. It may also pay for transportation to and reinterment in the new site, as well as new caskets." (Richman 2006) This would appear to place narrow boundaries on our Section 208 interactions with Native Americans if we apply the "what we do for one we do for all" principle. Interestingly though, a review of Section 208 – related activities in other Corps Commands demonstrates a close consistency with the Real Estate regulations noted above. Commands are paying for the preparation of remains including boxes, caskets and animal hides. They are paying the travel costs for specified and limited numbers of Native American participants in the reburial. A Corps District paid for coffins, digging of graves and markers for the interments.

Returning to the Northwestern Division case, tribal representatives were presented with a list of items the Corps would pay for and a longer list of features the Corps would not pay for. The "no" list included labor, salary and wages; costs associated with a feast after the reburial and "honoraria" or gifts. Tribal representatives are reported to be dissatisfied with the Corps response, noting that some of these "no list" items are integral to their traditional and religious practices associated with burial rites. Even so, salaries, ancillary practices and gifts appear to fall within the realm of "things the Indian tribes do" and not "what we do for one we do for all." Having said that, though, are we missing Congress' intent when it gave USACE the specific authority to create Native American cemeteries and said "recover and rebury, at Federal expense?" And, perhaps as important, are we ignoring fundamental elements of religious practice in the limitations we place on Federal funding for Section 208? These are the complex matters of debate and controversy that lie in our path as we continue to implement this provision in ways that balance Federal authority and tribal interests.

PLANNING ASSOCIATES UPDATE

by Alicia Kirchner and Jason Needham

In early May, the Planning Associates (PAs) headed to the west coast to study flood damage reduction and participate in the Corps' First Planning Community of Practice Conference.

The rain finally stopped in Northern California as the PAs descended on IWR's Hydraulic Engineering Center (HEC) in the city of Davis. As the regional center of expertise for the Corps' flood damage reduction mission, South Pacific Division is responsible for this PA session. Course owner Clark Frentzen holds the course at HEC so the PAs can interact with those that develop and support tools key to understanding the nature of flooding. The week focused on recognition of flood risk,

economic analysis of traditional and nontraditional benefits, and measures to reduce damages caused by flooding. In addition to pulling instructors from HEC, Clark, with support from SPD's Boni Bigornia, share the course with Roger Setters, Larry Buss, Gene Barr, Falcolm Hull, and Carol Halloway, all members of the National Flood Proofing Committee. These committee members added in-depth curriculum on non-structural measures, which probably cannot be attained in any other Corps class.

The week specifically focused on flood damage reduction considerations unique to the planning process. Traditional and nontraditional measures were reviewed. Structural measures - such as dams, levees, walls, diversion channels - modify the flow of flood water. Non-structural measures – such raising, relocating, and flood proofing structures, flood warning systems, and land use regulations – modify the susceptibility of individual structures or groups of structures to flooding. Roger stressed the importance of the early steps, "Get the problem right." Economists extraordinaire Kevin Knight and Carol Halloway went over nontraditional benefit categories with an emphasis on non-structural benefits that often go unclaimed. The idea that recreation and ecosystem restoration benefits are often overlooked benefits when analyzing floodplain evacuation was stressed by many of the instructors.

Beth Faber did a great job explaining the concept of risk and how to communicate it to others. Gary House, Real Estate specialist with Sacramento District, provided the class with a better understanding of and tips for working with real estate during studies. (The magic phrase for reconnaissance study level estimates is "range of values cost estimate" as opposed to the "valuation" that comes during more detailed studies. Thanks Gary!) And Ken Zwickl of the SPD RIT discussed the Corps Floodplain Management Services and Planning Assistance to States programs, as well as the "miscellaneous General Investigation" programs that provide some opportunity to collaborate with local interests. Finally, Robyn Colosimo, Chief of Office of Water Project Review, gave an overview of the Civil Works Strategic Board and some tips to surviving it, which the PAs are happy to share with their home regions.



Darryl Davis

Instructors from HEC provided a good overview of the tools that are available for flood damage reduction project development. Retiring HEC director Darryl Davis shared some of the wisdom that he has gained in his 36 years with HEC. Chris Dunn, the newly appointed Director of HEC, spent over an hour introducing the PAs to HEC and the tools that HEC develops that are useful in the planning process. Most notable of the various tools is HEC-WAT, which will premier at the end of the calendar year and provide planners with the ability to perform comprehensive, coordinated, watershed studies that include hydrology, hydraulics, reservoir simulation, and flood damage reduction alternative analyses. Following the overview by Chris, Bill Scharffenberg and Stan Gibson provided some technical background on the nature of certain structural flood damage reduction measures.

The PAs spent a day in the field touring some existing and a proposed project site. The first stop was the Corps' multiple purpose Black Butte Dam, constructed in 1963 mainly for flood control, it also provides recreation and water supply. Mr. Burt Bundy with the Sacramento River Conservation Area Forum (and a past contributor to Planning Ahead) took the PAs to see homes being raised to provide protection from flooding along the Sacramento River in Tehama. He then took the PAs to the site of a proposed setback levee at Hamilton City, also along the Sacramento River, which will provide flood damage reduction and ecosystem benefits. Lastly, in Marysville, we had an opportunity to speak with Mr. Curt Aikens of the Yuba County Water Agency and Mr. Steve Bradley of the State of California, Department of Water Resources, about the critically important issue of dealing with high flood risk in existing and soon-to-be developed basins. There is a disturbing case study of the conflict of local land use planning, development pressures, and a recent determination of State liability, where levee improvements will be made to a partially developed basin that flooded in 1997 after funding is generated from new development. The question everyone ponders is "What is the Federal role?" and there is no easy answer. This question will be in front of the PAs and the Corps well into the future.

To successfully meet the tough challenges we all face surely will require an unprecedented level of coordination between State and Federal agencies, which is what the "Silver Jackets" program is attempting to accomplish. Tammy Conforti and Ron Connor, both with IWR, discussed how the Silver Jackets program is leveraging resources, building relationships, and spreading across the country to address the challenging issues associated with flood risk management. Further evidence of this is IWR's recent acquisition of Mr. Pete Rabbon, on loan at HEC from the State of California's Department of Water Resources. Welcome Pete!

After leaving Davis, the PAs traveled the relatively short distance to San Francisco where they met with SPD Commander General Joe Schroedel, who challenged the PAs to ask the questions, "What are we doing now that still applies?" "What is needed today that we did not anticipate?" SPN Commander Lt. Colonel Feir greeted the class and provided an overview



of SPN's program. The PAs toured SPN, then fellow planners Judy Sheen and Eric Thaut discussed challenges they face on some of their projects. Later in the day, PA program director Harry Kitch, program manager Joy Muncy, last year class member Amy Franz, Teresa Kincaid and all of the course owners met with the PAs to conduct an in-progress program review. Feedback all-in-all was great, with a few suggested improvements for next years program (applications are due to HQ by 01 August 2006!)

The PCoP conference was May 9-11. The main focus of the conference was collaboration and there was evidence of it everywhere, as Corps and non-Federal partners joined together to discuss the critical issues facing water resources. There was also lots of discussion in the halls about how current funding levels make such collaboration all the more challenging. It was great to look around the conference rooms and see an array of people that have spoken with the PAs during the year so far and many that we know we will be meeting with during the remainder of our class year. The sense of community was strong as colleagues came together to catch up and share experiences and new relationships formed.



This month's update on the Planning Associates was provided by Alicia Kirchner and Jason Needham. Alicia is a regional planning specialist from the Sacramento District, and Jason is a Hydraulic Engineer from the Hydrologic Engineering Center (IWR-HEC) in Davis, CA. If you are interested applying for the PA program, next year's application has been finalized. Visit IWR's training website at: http://www.water-resources.us/inside/products/train/trn_planningassoc.cfm or contact Joy Muncy at joy.d.muncy@usace.army.mil for more information. It is a great experience!

Planning Associates booth at PCoP Conference.

PLANNING WEBS AHEAD

IS SPOT LAUGHING?

Jim Conley, South Pacific Division

Is that European vacation out of reach this year due to high oil prices? Try this virtual tour: <http://www.arounder.com/>

(Be the first to identify this City in Europe and receive a \$10.00 gift certificate!)





Communication techniques may be more critical to project success than the underlying fundamentals. Power ultimately rests with the people and our projects must be accepted by the general public. Napoleon famously said "Power is based on opinion, What is a government not supported by public opinion? Nothing" And everybody knows that the public's perceptions are formed in various ways. The Public Involvement and Teaming in Planning Training Course examines communication techniques including the Internet. One approach recommends four stratagems of influence: create a favorable climate (pre-persuasion) and favorable image; message delivery (focus thought); and arouse an emotion, then offer a way to respond. Corps employees (engineers, biologists, economists etc.) are trained to weigh the objective evidence and choose the best answer. But how information is presented may influence the public more than the content--facts.

The Pajaro River, a San Francisco District Study, was recently designated as America's Most Endangered River. The American Rivers Organization annually identifies ten rivers that they judge to be the most endangered based on three criteria. This article is not about the study, but rather communication techniques that are employed to influence public opinion.



America's Most Endangered Rivers of 2006: (http://www.pajarowatershed.com/MER_full.pdf)



Words have powerful effects and careful selection can be used to frame issues. For example, "Natural Events, Unnatural Disasters" frames flood control works as unnatural and flood events as natural. Setting the stage for arguing that rivers left to themselves will do what is natural for them. And that structural flood control projects are unnatural and create disasters—this is an example of pre-persuasion or framing an issue. Pictures are also used to form favorable images, where people are very interested in pictures of children and animals.

The communicator needs to establish credibility in the eyes of the audience. Experts and celebrities have credibility, and quoting experts is a common and effective way to establish credibility. Effective message delivery favorably channels thoughts of the audience to the desired outcome. And distracts and minimizes thought away from the negative aspects. Finally emotions are aroused (for example empathy with victims or outrage at wrong doing) and a means provided to either get rid of negative emotions or enhance positive ones. American Rivers effectively provided an immediate response that sent a form e-mail to the San Francisco District Commander. To date, the district has received over four hundred e-mails since publication of the American Rivers report.

<http://www.americanrivers.org/site/PageServer>
<http://www.pajarowatershed.com/>
<http://www.pajaroriver.com/>

One organizational response was to provide factual bullets to the Public Affairs Office. The bullets corrected project opponent misstatements, and formed the basis for responses to media inquiries. The [Public Involvement and Teaming in Planning Course](#) presents an array of project communication techniques. This August South Pacific Division's regionally sponsored planning core curriculum course is offered once every three years. And at this time, there are a few spaces available for planners outside the region.

Course Logistic Contact

Finally, do you think your dog is laughing, new research indicates that she might be!



<http://www.petalk.org/LaughingDog.html>

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

ANNOUNCEMENTS

******The FY 08 Final Draft Budget EC 11-2-187 is located on the Civil Works Intranet website <https://corpsinfo.usace.army.mil/cw/> and the Internet website <http://www.usace.army.mil/inet/functions/cw/cecwb/index.html> (FY 2008 Program Development Guidance (EC 11-2-187) – Final Draft).

The FY 08 Final Draft EC Revisions List is also posted on the Intranet for your use to locate revisions made to the Final Draft EC.


Frequently Asked Questions (FAQ's) and Answers will continue to be posted to the website.

“Make it Great in 08”

(Susan Durden, Institute for Water Resources)

**** Job Opportunities ****

Jacksonville District

The Jacksonville District is recruiting for a GS-13 interdisciplinary navigation planning specialist for the Plan Formulation Branch, Planning Division. The vacancy announcement number is SCGV06295117R on the Army Civilian Personnel web site. The announcement opened on 19 May and will close on 19 June. The vacancy announcement is attached here 

PLANNING CoP CALENDAR

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

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.

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

WANT TO SUBSCRIBE TO PLANNING AHEAD?

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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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Monica Franklin	Editor	Institute for Water Resources
Larry Buss	<i>Nonstructural News</i>	Omaha District
James Conley	<i>Planning Webs Ahead</i>	South Pacific Division
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Monica Franklin	<i>Announcements, Planning CoP Calendar</i>	Institute for Water Resources
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