



**US Army Corps of Engineers**  
HEADQUARTERS

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# ***US Army Corps of Engineers*** ***Civil Works Recovery Act Plan***



***30 July 2009***



## Overview

***The American Recovery and Reinvestment Act (Recovery Act) is an unprecedented effort to jumpstart our economy, create or save millions of jobs, and address long-neglected challenges so our country can flourish in the 21st century. It is extraordinary response to a crisis unlike any since the Great Depression. Key components of the Recovery Act include mandates to educate the public about the Act; be transparent in showing how, when and where funds from the Recovery Act are being spent; and be accountable by producing data that allows the American public to evaluate the Recovery Act’s progress and provide feedback.***

The goals of the Recovery Act are to preserve and create jobs and promote economic recovery; to assist those most impacted by the recession; to provide investments needed to increase economic efficiency by spurring technological advances in science and health; invest in transportation, environmental protection, and other infrastructure that will provide long-term economic benefits; and to stabilize State and local government budgets, in order to minimize and avoid reductions in essential services and counterproductive state and local tax increases.

The Recovery Act provides funding to the U.S. Army Corps of Engineers (Corps) to accomplish these goals through the development and restoration of the Nation's water and related resources. There is also funding to support our permitting activities for protection of the Nation’s regulated waters and wetlands and cleanup of sites contaminated as a result of the Nation’s early efforts to develop atomic weapons.

The Recovery Act provides \$4.6 billion to the Corps Civil Works as follows:

» Investigations, Recovery Act	\$0.025B
» Construction, Recovery Act	\$2.000B
» Operations & Maintenance, Recovery Act	\$2.075B
» Regulatory Program, Recovery Act	\$0.025B
» Formerly Utilized Sites Remediation Action Program (FUSRAP), Recovery Act	\$0.100B
» Mississippi River & Tributaries (MR&T), <u>Recovery Act</u>	<u>\$0.375B</u>
» TOTAL	\$4.600B



This agency-wide Recovery Act Plan defines the Corps' Civil Works mission consistent with the Recovery Act objectives; provides an overview of the Civil Works Business Programs, and outlines allocations of ARRA funds for the Civil Works Business Programs.

Additionally, the plan addresses systematic processes in place for senior leadership to regularly review the progress and performance of the major programs, including identification of risk and appropriate application of corrective actions. As the plan is executed, and conditions change over the course of the next two years, program adjustments will be made as needed to achieve the performance targets as established by the plan. The Corps will oversee expenditure of funds with full transparency and accountability through the Corps Recovery Act web-site located at: <http://www.usace.army.mil/RECOVERY> .

### ***Organization of the U.S. Army Corps of Engineers***

The Corps is an executive branch agency within the Department of Defense and a Direct Reporting Unit within the Army. The Corps manages four program areas that include civil works, military construction, real estate, and research and development. The entire organization employs 32,400 people, including 728 Army officers. Approximately 22,000 of the civilian employees work within the Civil Works area. The Corps is one of the world's largest public engineering, design, and construction management agencies. It leverages its expertise through contracts with civilian companies for all construction work and much of its design work.

The Corps' organization consists of a headquarters located in Washington, D.C., nine divisions, and 41 districts, 38 of which carry out civil works responsibilities in the United States. Most of the division and district geographic boundaries are aligned with watershed boundaries. There are also several world-renowned research and development laboratories and other offices contributing to the civil works mission.

Oversight of the Corps' Civil Works Program is provided by a civilian Assistant Secretary of the Army for Civil Works who is charged with responsibility for overall policy direction and oversight for all aspects of the Civil Works mission. An Army officer serves as the Chief of Engineers to oversee execution of both the civil and military programs. The Chief of Engineers delegates authority for the leadership and management of the Civil Works program to the Deputy Commanding General for Civil Works and Emergency Preparedness and to the civilian Director of Civil Works.



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**Civil Works Mission and Business Programs**

The Civil Works Program was established in 1824. Civil Works projects are authorized by various Water Resources Development Acts and funded by annual appropriations for Energy and Water Development.

The Corps uses eight business programs to accomplish its mission. These programs represent the framework in forming a holistic systems approach to defining and solving our Nation’s water resources challenges: (1) Emergency Management, (2) Environment – which is comprised of Aquatic Ecosystem Restoration, Formerly Utilized Sites Remediation Action Program (FUSRAP), and Environmental Stewardship, (3) Flood Risk Management, (4) Hydropower, (5) Navigation, (6) Recreation, (7) Regulatory, and (8) Water Storage for Water Supply.

The program provides safe and reliable waterways; reduce risk to people, homes, and communities from flooding and coastal storms; restore and protect the environment; provide power to homes and communities; provide educational and recreational



opportunities; prepare for natural disasters and act when disaster strikes; ensure water supplies; and much more.

### ***Recovery Act Project Selection***

The Corps' list of Recovery Act-funded Civil Works projects includes approximately 172 construction projects, 523 Operation and Maintenance projects, 45 Mississippi River and Tributaries projects, 64 Investigations projects, and nine projects under the Formerly Utilized Sites Remedial Action Program (FUSRAP). Regulatory Program funds are distributed to Corps districts based upon workload. The projects selected represent a set of productive investments that will contribute to economic development and aquatic ecosystem restoration. Consistent with congressional guidance that the Corps' allocation of Recovery Act funds maximize national benefits, the Corps made its allocation of Recovery Act construction funds based on the economic and environmental return of its ongoing projects.

The Corps will follow the Recovery Act's general principle to manage and expend funds so as to achieve the Act's stated purposes, including commencing expenditures and activities as quickly as possible consistent with prudent management, and consistent with the President's direction provided in the Executive Memorandum of 20 March 2009 - Ensuring Responsible Spending of Recovery Act Funds. In that Memorandum, the President directed agencies to be sure that Recovery Act funds are spent responsibly and transparently and that projects are selected on merit-based principles.

Additional project selection criteria suggested in the Joint Explanatory Statement accompanying the Act states that projects, programs or activities (PPAs) accomplished with Recovery Act dollars will:

- Be obligated/executed quickly;
- Result in high, immediate employment;
- Have little schedule risk;
- Be executed by contract or direct hire of temporary labor; and
- Complete a project phase, a project, an element, or will provide a useful service that does not require additional funding.

The projects are distributed very broadly across the United States. The distribution of selected projects spreads the employment and other economic benefits across the nation. The lists of Corps projects and additional information on the Corps' role in the Recovery Act are available on the Web at:

<http://www.usace.army.mil/RECOVERY/Pages/ProjectLocationsbeta.aspx>

***Program Funding Table (Obligations & Outlays)*** - (see attachment)



## ***Competition on Contracts & Contract Types***

The Corps has developed a strategy for executing the requirements for Recovery Act work that supports Military and Civil Works, Facilities Sustainment, Restoration & Modernization (FSRM), Homeowners Assistance Program (HAP), and International and Interagency Services (IIS). The Corps plans to utilize a diverse mix/pool of contractors via previously and newly awarded Multiple Award Task Order Contracts (MATOCs), Single Award Task Order Contracts (SATOCs) and individual contracts. Task orders will be negotiated against an IDC or placed against a MATOC contractor through fair opportunity. We estimate that this contracting mechanism will save significant time in the procurement cycle of each project; further reducing overall costs. All contracts will be fixed price unless it is in the best interest to the government to choose another contract type.

The planned strategy is also indicative of the Corps' past support and continued commitment toward ensuring contracting opportunities for the Small Business community. Accordingly, set-aside awards with highly qualified firms from within the socioeconomic contracting categories of 8(a), HUB-Zone, Women Owned, and Service Disabled Veterans will be established to ensure that all customer goals and objectives are exceeded, in concert with the achievement of all Army Small Business goals. Small businesses will be utilized to the greatest extent possible, based on market research conducted within the region.

### ***Steps taken to maximize competition***

It is planned that all contracts and task orders will be competed using full and open competition procedures or fair opportunity. After award of initial indefinite delivery contracts IAW FAR 16.505(b)(1) and DFARS 216.505(b), competition among the pool of contractors for project specific, fixed price task order requirements is expected to result in fair and reasonable pricing and fair opportunity for all contractors in the subject pool. Task order proposals may require submission of a technical proposal in one package and the price proposal in a separate package in order to make a best value determination. Other task orders may be competed on the basis of price alone. The proposed procurements will be synopsisized in the Federal Business Opportunities for 30 days in accordance with FAR 5.203. All responsive, responsible firms may submit a proposal. Those projects advertised under the authorized set-aside programs will be restricted to firms meeting the eligibility requirements for that socioeconomic group. To maximize competition, the Corps will not require previous government experience on some projects. The Corps is planning to maintain the 91% competition goal for Recovery Act programs.

### ***Steps taken to remediate competition decline***

The Corps will continue to emphasize conducting market research, using sources sought notices, and holding industry days/outreach efforts to promote competition in FY09/FY10. The contracting divisions will aggressively pursue the development of



sources on each solicitation, through market research, publication of contracting opportunities in FedBizOpps, soliciting competition, and participating in source development events. These efforts will promote supporting competitive environments across the Corps for submission of bids and proposals. Specific plans for competition decline will include increasing acquisition training that is targeted towards identified needs of the districts, and continuing to challenge barriers that restrict competition, including unnecessarily restrictive specifications and statements of need.

### ***Management Oversight***

Upon implementation of the Recovery Act, the Corps consistently provides and coordinates the necessary resources to ensure overall program success. The senior accountable official for oversight of the Corps Civil Works is the Assistant Secretary of the Army for Civil Works. The Corps' headquarters senior management executive team oversees implementation and execution; establishes and publishes policies and procedures; and ensures balance and transparency in managing regular Corps work and Recovery Act work. The Corps Civil Works coordinates its efforts with the White House' Recovery Implementation Office (RIO), Office of Management and Budget (OMB), and the Department of Defense.

Additionally, the senior executive oversight team is facilitated by a Stimulus Project Delivery Team (PDT) that meets weekly to discuss and resolve Recovery Act matters. The team's responsibility includes the tracking of Recovery Act obligations, awards, and expenditures; and overseeing the reporting process. The PDT coordinates and shares its processes routinely with members of the RIO, Committee on Transportation and Infrastructure, Department of Defense Inspector General and with the American public through telephonic and web feedback. The PDT is represented by employees assigned to the Directorate of Civil and Emergency Operations, Directorate of Military and International Operations, Office of the Chief Counsel, Office of Internal Review, Office of the Engineer Inspector General, Directorate of Resource Management, Directorate of Contracting, Directorate of Corporate Information, Directorate of Human Resources, and the Offices of Small Business and Public Affairs.

### ***Program Risk Management***

The Corps will utilize the guiding principles of risk management in accordance with OMB Circular A-123, Management's Responsibility for Internal Control, to assist in identifying and assessing risks; and in developing and implementing controls that lead to making the right decisions. The Corps' Recovery Act Risk Management Plan builds upon its internal control program to ensure adequate controls are in place and operating effective to safeguard government assets. As part of this internal control program, division commanders and headquarters staff leaders are required annually to certify that they have reviewed existing controls and verified that the controls are in place and effective. To augment this annual process, the Corps will require subordinate commands and headquarters staffs to provide additional certification to ensure Recovery Act unique requirements are being met.



Throughout the Corps, numerous in-place assessment tools exist that include managing risks in all of our programs. The Corps supplemental guidance developed specifically for monitoring the use of Recovery Act funds provides additional controls to ensure the program's efficiency, execution and overall success. Recovery Act management control checklists are designed to capture progress and/or deficiencies in the areas of program performance, reporting, human capital, acquisition processes, financial controls and functionality of operational systems that monitor and report Recovery Act data.

Agency plans and public reporting are accomplished through a number of venues that are aimed at providing assistance and transparent information to the public related to the Corp's Civil Works Recovery Act Program. The Corps' Recovery.gov web-site will track and report the program's overall activities and progress. This information is located at: <http://www.usace.army.mil/RECOVERY>.

### ***Civil Works Business Programs***

Civil Works directly impacts America's prosperity, competitiveness, quality of life and environmental stability. In March 2004 the civil works leaders published a strategic plan that provides a framework for enhancing the sustainability of America's resources. The strategic goals listed in the plan support the strategic direction of the Corps over the five-year period from FY 2004 – FY 2009. The Civil Works Strategic Plan 2010-2014 entitled, "Sustainable Solutions to America's Water Resources Needs" is under final review for future release and publication. Our approved Stimulus projects consistent with guidance will identify performance measures to meet desired outcomes.

The Corps uses eight business programs to accomplish its Civil Works mission and represent the framework in forming a holistic systems approach to defining and solving our Nation's water resources challenges. While the Emergency Management Business Program did not receive Recovery Act funding, seven of the Corp's Business Line Programs including all three Environment Business Line sub-programs, are in receipt of Recovery Act funds for various programs, projects and activities. The nine business program-specific plans are published separately and can be viewed at [www.usace.army.mil/recovery](http://www.usace.army.mil/recovery). Recovery Act funded business programs and expected outcomes/efficiencies are outlined below.

\* Environment Program/Aquatic Ecosystem Restoration - Funds will be used to contract for data and reports that evaluate the needs and opportunities for projects to improve sustainability in watersheds and to advance planning of projects designed to restore aquatic resources.

\* Environment Program/Environmental Stewardship - Funds will be used to perform management of: cultural resources, vegetation and wildlife, natural resources and infrastructure.

\* Environment Program/FUSRAP - Funds will be used to minimize risk to human health and the environment, to maximize the cubic yardage of contaminated material disposed at a safe and legal disposal facility, to return the maximum number of affected individual





properties to beneficial use, and to have all remedies in place as quickly as possible within available funding limits.

\* Flood Risk Management (FRM) Program - Funds will be used to accelerate or complete actions leading to developing and maintaining projects and activities which will reduce flood risk across the country.

\* Hydropower Business Program - Funds will be used to support activities that involve repair, replacement, operation and/or maintenance of hydropower plants and associated facilities and equipment.

\* Navigation Business Program - Funds will be used to accelerate or complete actions leading to the development, construction, and maintenance of projects and activities that will improve navigation safety, reliability and efficiency across the country.

\* Recreation Business Program - Funds will be used to complete non-operational, non-routine maintenance activities such as road paving, roof replacement, erosion control or utility infrastructure repairs or replacement; accessibility improvements to accommodate persons with disabilities; and efficiency improvements.

\* Regulatory Business Program - Financial awards will be in the form of hired labor. These funds will be provided to Corps districts to enhance program performance and decision making and/or development of tools to support effective decisions.

\* Water Storage for Water Supply Business Program - Funds will be used to complete reallocation and an environmental impact studies; accomplish independent peer reviews; and conduct sediment, water supply and flood damage analysis studies.

## ***Summary***

At \$4.6 billion, the Recovery Act provides resources for the Civil Works program to pursue investments that will create and preserve jobs and yield good returns for the Nation in the future. Like spending of Recovery Act funds, the spending of regular FY 2009 Civil Works appropriations and the work funded in the President's FY 2010 budget will serve to accelerate the effects of investment in Civil Works activities and the delivery of Civil Works outputs and services for the betterment of the American public and the economy.



**Program Funding Table (Obligations & Outlays) - (Attachment)**

				Q4.2009	Q1.2010	Q2.2010	Q3.2010	Q4.2010	Total
				Total FY09	Cumulative (YTD)				
MISSISSIPPI RIVER & TRIBUTARIES (RECOVERY)	96X3113	ALL BUSINESS PROGRAMS	Obligation Projection	144,519,886	50,351,963	140,475,000	206,421,190	220,480,114	365,000,000
			Outlay Projection	62,420,616	50,138,183	91,138,520	136,250,341	191,837,056	254,257,673
		ENV-ECOSYSTEM	Obligation Projection	2,857,000	1,580,000	2,000,000	4,000,000	6,643,000	9,500,000
			Outlay Projection	1,836,143	1,557,973	2,558,000	3,558,000	4,435,000	6,271,143
		FLOOD DAMAGE REDUCTION	Obligation Projection	110,292,971	41,042,743	125,000,000	175,000,000	155,419,029	265,712,000
			Outlay Projection	46,380,988	38,831,121	74,614,261	112,573,800	150,952,056	197,333,044
		NAVIGATION	Obligation Projection	23,085,000	2,756,325	6,025,000	15,000,000	37,362,000	60,447,000
			Outlay Projection	12,533,080	5,820,795	7,795,787	10,752,000	20,725,000	33,258,080
		REC - RECREATION	Obligation Projection	8,284,915	4,972,895	7,450,000	12,421,190	21,056,085	29,341,000
			Outlay Projection	1,670,406	3,928,295	6,170,471	9,366,540	15,725,000	17,395,406
INVESTIGATIONS (RECOVERY)	96X3133	ALL BUSINESS PROGRAMS	Obligation Projection	16,038,157	2,796,085	5,159,848	5,853,443	8,961,843	25,000,000
			Outlay Projection	7,547,250	2,816,490	5,255,903	8,813,203	10,569,345	18,116,595
		ENV-ECOSYSTEM	Obligation Projection	3,455,000	93,067	552,861	598,671	1,545,000	5,000,000
			Outlay Projection	1,007,526	744,757	1,488,883	2,280,703	3,056,075	4,063,601
		FLOOD DAMAGE REDUCTION	Obligation Projection	9,522,838	1,703,018	2,826,988	3,179,771	4,787,162	14,310,000
			Outlay Projection	5,884,792	1,025,300	2,175,000	4,752,500	5,000,000	10,884,792
		NAVIGATION	Obligation Projection	3,060,319	1,000,000	1,780,000	2,075,000	2,629,681	5,690,000
			Outlay Projection	654,932	1,046,433	1,592,021	1,780,000	2,513,270	3,168,202



**Program Funding Table (Obligations & Outlays) - (continued)**

CONSTRUCTION (RECOVERY)	96X3134	ALL BUSINESS PROGRAMS	Obligation Projection	697,006,715	405,220,568	588,488,969	907,750,850	1,202,993,285	1,900,000,000	
			Outlay Projection	354,294,947	160,163,291	352,025,280	563,114,790	898,765,617	1,253,060,564	
	ENV-ECOSYSTEM	Obligation Projection	79,970,722	36,892,821	95,080,889	122,366,175	204,605,278	284,576,000		
		Outlay Projection	26,761,117	29,144,141	60,411,455	101,856,761	180,075,000	206,836,117		
	FLOOD DAMAGE REDUCTION	Obligation Projection	253,347,176	59,155,445	93,174,570	375,000,000	379,858,823	633,205,999		
		Outlay Projection	105,293,087	70,089,806	119,955,418	191,188,844	265,179,685	370,472,773		
	HYD - HYDROPOWER	Obligation Projection	23,861,407	36,792,347	40,292,511	41,428,896	58,356,593	82,218,000		
		Outlay Projection	2,668,272	3,972,535	10,305,285	18,016,551	28,845,880	31,514,152		
	NAVIGATION	Obligation Projection	278,551,048	251,154,029	330,407,995	337,284,883	411,448,952	690,000,000		
		Outlay Projection	189,572,471	41,017,433	129,931,541	197,990,063	284,665,051	474,237,522		
	INFRASTRUCTURE	Obligation Projection	61,276,361	21,225,927	29,533,003	31,670,896	148,723,639	210,000,000		
		Outlay Projection	30,000,000	15,939,375	31,421,582	54,062,571	140,000,000	170,000,000		
	OPERATION AND MAINTENANCE (RECOVERY)	96x3135	ALL BUSINESS PROGRAMS	Obligation Projection	1,289,668,580	338,388,588	415,599,150	584,160,967	775,331,420	2,065,000,000
				Outlay Projection	392,914,889	431,151,061	742,378,217	998,113,697	1,299,114,149	1,692,029,037
ENV-ECOSYSTEM		Obligation Projection	20,000,000	2,564,176	25,000,450	75,025,000	78,008,000	98,008,000		
		Outlay Projection	2,507,114	885,629	12,526,000	35,000,000	50,725,000	53,232,114		
FLOOD DAMAGE REDUCTION		Obligation Projection	289,236,266	176,130,924	202,564,509	211,854,673	336,727,827	625,964,093		
		Outlay Projection	84,222,903	102,222,715	199,866,121	291,001,285	365,490,249	449,713,152		
HYD - HYDROPOWER		Obligation Projection	131,692,452	59,633,081	70,805,725	75,805,600	78,307,548	210,000,000		
		Outlay Projection	33,321,797	51,736,690	95,258,139	123,236,009	148,893,861	182,215,658		
NAVIGATION		Obligation Projection	803,522,725	30,725,000	35,000,000	45,725,325	53,219,985	856,742,710		
		Outlay Projection	248,204,297	233,813,362	351,313,229	447,439,957	530,703,974	778,908,271		
REC - RECREATION		Obligation Projection	45,205,980	69,094,781	81,553,141	175,025,024	229,068,060	274,274,040		
		Outlay Projection	24,647,621	42,366,907	83,039,475	100,811,122	202,575,815	227,223,436		
WS - WATER SUPPLY		Obligation Projection	11,157	240,626	675,325	725,345	848,843	860,000		
		Outlay Projection	11,157	125,758	375,253	625,325	725,250	736,407		



**Program Funding Table (Obligations & Outlays) - (continued)**

REGULATORY PROGRAM (RECOVERY)	96x3136	ALL BUSINESS PROGRAMS	Obligation Projection	8,644,664	3,676,046	6,273,497	9,024,855	16,355,336	25,000,000
			Outlay Projection	5,941,038	3,951,892	7,672,136	11,525,165	14,325,000	20,266,038
	OTHER	Obligation Projection	8,644,664	3,676,046	6,273,497	9,024,855	16,355,336	25,000,000	
		Outlay Projection	5,941,038	3,951,892	7,672,136	11,525,165	14,325,000	20,266,038	
FORMERLY UTILIZED SITES REMEDIAL ACTION PROGRAM (RECOVERY)	96X3137	ALL BUSINESS PROGRAMS	Obligation Projection	42,731,665	24,404,394	26,404,394	26,404,394	52,268,335	95,000,000
			Outlay Projection	33,648,441	7,773,909	15,256,867	22,941,574	28,785,425	62,433,866
	OTHER	Obligation Projection	42,731,665	24,404,394	26,404,394	26,404,394	52,268,335	95,000,000	
		Outlay Projection	33,648,441	20,012,500	25,012,000	27,253,120	49,725,000	83,373,441	
TOTAL	ALL BUSINESS PROGRAMS	Obligation Projection	2,198,609,668	824,837,645	1,182,400,858	1,739,615,699	2,277,239,176	4,475,848,844	
		Outlay Projection	856,767,181	668,233,417	1,223,482,056	1,745,070,315	2,464,336,168	3,321,103,349	
	ENV-ECOSYSTEM	Obligation Projection	106,282,723	41,130,064	122,634,200	201,989,847	290,801,278	397,084,001	
		Outlay Projection	32,111,900	32,332,500	76,984,337	142,695,464	238,291,075	270,402,975	
	FLOOD DAMAGE REDUCTION	Obligation Projection	662,399,252	278,032,129	423,566,067	765,034,444	876,792,841	1,539,192,093	
		Outlay Projection	241,781,770	212,168,942	396,610,800	599,516,429	786,621,991	1,028,403,761	
	HYD - HYDROPOWER	Obligation Projection	155,553,859	96,425,429	111,098,236	117,234,496	136,664,141	292,218,000	
		Outlay Projection	35,990,069	55,709,226	105,563,424	141,252,560	177,739,741	213,729,810	
	NAVIGATION	Obligation Projection	1,108,219,093	285,635,354	373,212,995	400,085,208	504,660,618	1,612,879,711	
		Outlay Projection	450,964,779	281,698,023	490,632,578	657,962,020	838,607,295	1,289,572,075	
	REC - RECREATION	Obligation Projection	53,490,895	74,067,677	89,003,141	187,446,214	250,124,145	303,615,040	
		Outlay Projection	26,318,027	46,295,202	89,209,946	110,177,662	218,300,815	244,618,842	
	WS - WATER SUPPLY	Obligation Projection	11,157	240,626	675,325	725,345	848,843	860,000	
		Outlay Projection	11,157	125,758	375,253	625,325	725,250	736,407	
	OTHER	Obligation Projection	51,376,329	28,080,440	32,677,891	35,429,249	68,623,671	120,000,000	
		Outlay Projection	39,589,479	23,964,392	32,684,136	38,778,285	64,050,000	103,639,479	
	INFRASTRUCTURE	Obligation Projection	61,276,361	21,225,927	29,533,003	31,670,896	148,723,639	210,000,000	
		Outlay Projection	30,000,000	15,939,375	31,421,582	54,062,571	140,000,000	170,000,000	