



**Focusing on - DCO - The mission, organization, key personnel, and some ongoing programs and activities**

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**Peter D. Rabbon**  
**Director, National Flood Risk Management Program**  
**Institute for Water Resources**



Pete Rabbon joined the Institute for Water Resources in May 2006 to manage the new Corps National Flood Risk Management Program.

The National Flood Risk Management Program integrates and synchronizes the diverse flood risk management projects, programs, and authorities, both within the Corps of Engineers and with counterpart projects, programs and authorities of the Federal Emergency Management Agency (FEMA), other Federal agencies, state organizations, and regional and local agencies.

The National Flood Risk Management Program is a top priority of the Corps, and is being overseen by an executive group drawn from the HQ USACE Directorate of Civil Works. This

program also involves substantial regional partnership activities and serves to integrate a spectrum of initiatives and activities across a wide variety of USACE programs. These programs include, but are not limited to: engineering – dam/levee safety; operations – asset management; planning and policy – flood plain management services, and planning assistance to states’ programs, policy studies, and legislative reviews; emergency management – inspection of completed works program, flood preparedness, and flood fighting, etc.

Mr. Rabbon has over 35 years of professional engineering experience, with the last 20 years in the area of flood management for the State of California. In his most recent position, he served as General Manager of the California State Reclamation Board and Executive Officer of the California Water Commission. He has also worked in private practice as well as in County and State government.

Mr. Rabbon is a practicing civil engineer registered in California, Nevada, and Oregon. He received his Bachelor of Science and Master of Science degrees from the University of California at Davis. He is a licensed engineering and building contractor. POC: Peter Rabbon, [peter.rabbon@usace.army.mil](mailto:peter.rabbon@usace.army.mil).

## **The Directorate of Contingency Operations (DCO)**

The new Directorate of Contingency Operations (DCO) serves as the central point for USACE command and control of civil and military contingency operations. Ed Hecker is Director of the DCO. The organization leads the development of command contingency doctrine; maintains readiness; provides oversight of contingency program development and execution; and develops and publishes contingency plans. The organization is responsible for close coordination with impacted Regional Integrations Team(s) with respect to assessing, and recovering from, contingency impacts to USACE projects and assets.

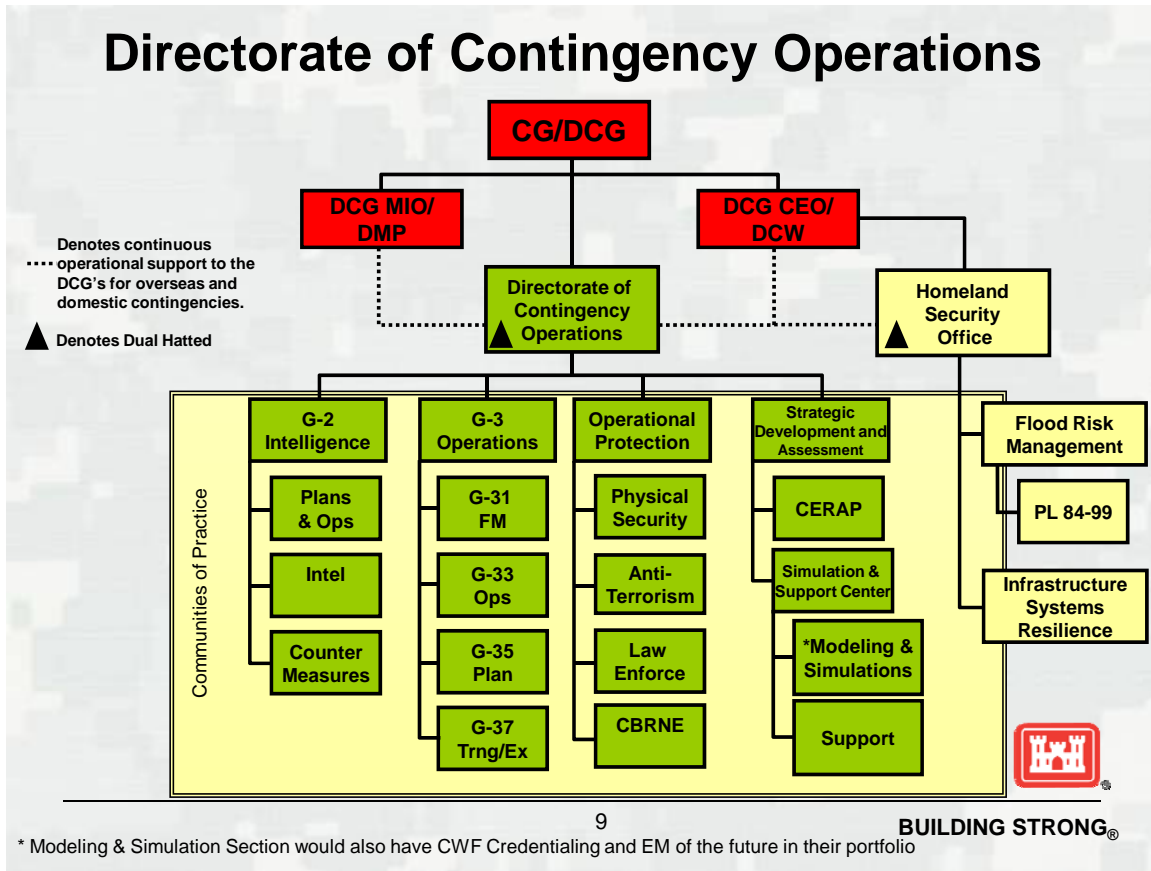
The DCO evaluates, maintains and reports the readiness of all contingency response assets within the Corps of Engineers. It is responsible for the execution of all contingency operation training, credentialing, exercising, evaluation and corrective actions. The DCO also provides liaisons to other federal agencies and organizations as required to support contingency operations.

The DCO is one result of the Readiness XXI initiative, which sought to achieve synergy by integrating Civil Emergency Management (CECW-HS) and Military (G-3/CEMP-O) contingency response planning and operations staffs. The original two staffs had separate authorities, separate funding sources, different political constraints, and to a lesser extent, different organizational constraints. Despite these differences, there has been considerable progress in capitalizing on joint response and planning activities resulting in a substantial increase in joint participation, coordination, training and exercises. Formally consolidating the Military Programs Office of the G-3 and the Civil Works Office of Homeland Security and fully integrating the civil and military response planning has maximized the efficient application of USACE capabilities during contingency operations.

Another Readiness XXI goal in creating the DCO was to unify the pool of talent managing contingency operations both domestically and internationally. It aims to create

synergy among the Civil Works and Military Programs components to not only share resources, but, more importantly, to share ideas, technology and mindset as we accomplish the common goal of meeting the nation's unforeseen needs in a more effective and efficient manner. All this will be executed in a manner that maintains current fiscal discipline and lines of authority.

The following chart depicts the structure of the Directorate of Contingency Operations.



The G-2 USACE provides relevant and responsive intelligence and security countermeasures support to the world's premiere engineer force of civilians, soldiers and partners throughout the full spectrum of USACE operations.

The Office of the G-3 serves as the focal point for USACE command and control of civil and military contingency operations; leads the development of command contingency doctrine and military readiness plans and programs. The G-3 has formed the following branches:

The Operational Protection Division develops policies, guidance, and supporting documentations to align and integrate USACE Antiterrorism, Physical Security, and Law Enforcement Programs with DoD and DHS initiatives.

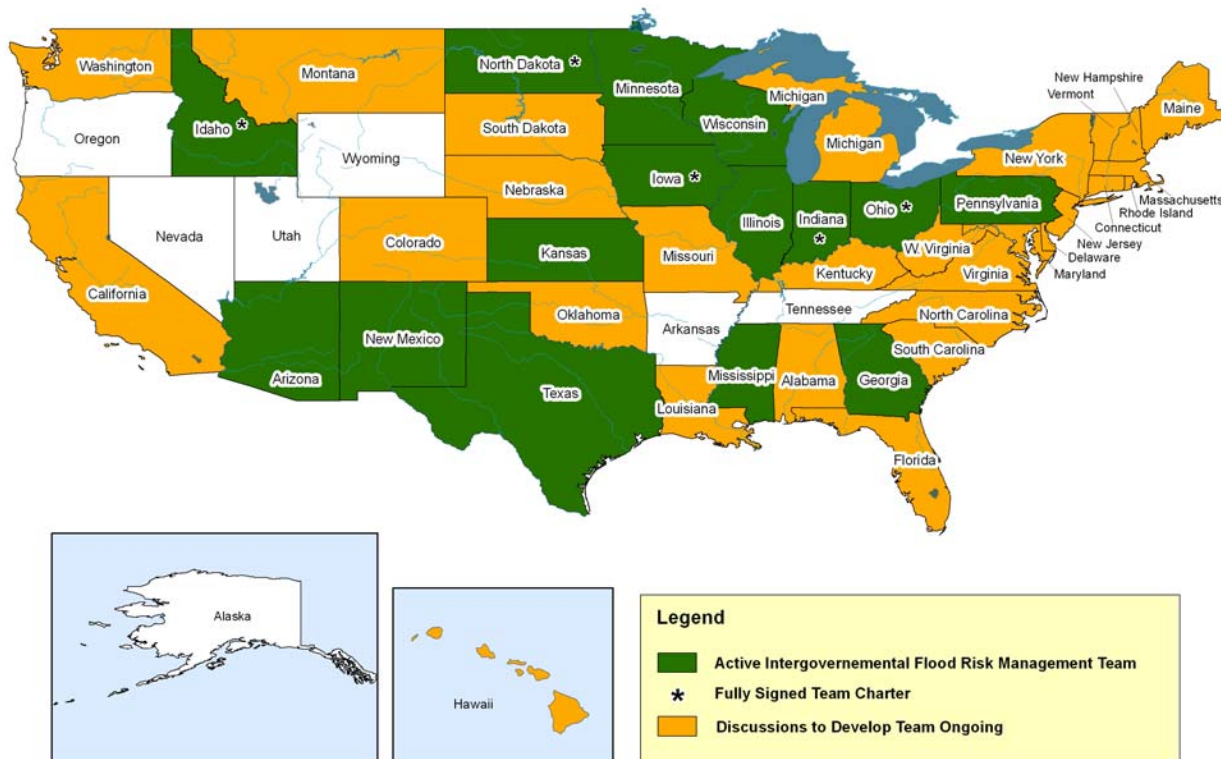
The Strategic Development and Assessment Division provides leadership and oversight of the Corps of Engineers Remedial Action program (CERAP) and Simulation and Support Center programs. The CERAP and the Readiness Support Center has been realigned within the Director of Contingency Operations. Location of the staff and facility will not change. POC: Jeffrey Jensen, [jeffrey.d.jensen@usace.army.mil](mailto:jeffrey.d.jensen@usace.army.mil).

## Who Looks Good in a Silver Jacket?

by Jennifer Dunn, IWR-at-HEC

If it translates into an opportunity to participate in a continuous, collaborative, state-led interagency flood risk management team, the answer is more and more states each month. Fifteen state teams are now active, and discussion to develop a team for another twenty-seven states is ongoing. From an organizational viewpoint, Silver Jackets is the state-level implementation tool for the Flood Risk Management Program (FRMP). The Silver Jackets program contributes to all FRMP goals, but most commonly integrates flood damage and flood hazard reduction programs across local, state and Federal agencies, improves public awareness and comprehension of flood hazards and risk, and provides current and accurate floodplain information to the public and decision makers.

### SILVER JACKETS PROGRAM STATUS



May 04, 2010

While the name of the program is certainly not self-explanatory, it does reflect a few important program qualities. First, it is an alternative to “government-ese” or a government acronym. The intent of the Silver Jackets program is to implement an alternate approach for states. Instead of having to work with each agency independently, states can come to the Silver Jackets to work with many agencies at once. This ensures improved communication and coordination, and easier leveraging of resources and relationship building. Funds provided



through the Silver Jackets program facilitate an ongoing intergovernmental forum through which all participants can access the many available programs and cohesively apply them to a state's hazard priorities. Secondly, the name refers to the public's view of federal emergency response. The silver jackets are symbolic. As a neutral color, silver is meant to symbolize unified federal action, instead of the red jackets of the U.S. Army Corps of Engineers (USACE) and the blue jackets of the Federal Emergency Management Agency (FEMA). Silver Jackets teams bring agencies together to strategically manage a state's flood risk throughout the flood risk management life-cycle. All aspects – mitigation, preparation/training, response and recovery – are within the potential scope of a team. The focus for each team will be determined by the state's priorities, and participation may vary accordingly.

Not surprisingly, different states have different visions of how to utilize Silver Jackets support, and the program is intentionally very flexible. In many states, a new team has been created, though not always with the Silver Jackets name. USACE and other Federal agencies may participate in existing state teams, and sometimes existing state teams will be formally associated with the Silver Jackets team. Occasionally a state may choose to establish a team to actively and collaboratively address their risk but will not desire a formal charter. Because each team creates or supplements a continuous mechanism to collaboratively solve state-prioritized issues and implement or recommend those solutions, these are all Silver Jackets in the eyes of USACE. POC: Jennifer Dunn, [jennifer.k.dunn@usace.army.mil](mailto:jennifer.k.dunn@usace.army.mil).

## **Improving Public Involvement in Flood Risk Management**

**Laura Zepp, IWR**

In September of 2008 the US Army Corps of Engineers (USACE) initiated a three phased study through the Institute for Water Resources (IWR) to develop a framework for improving public involvement in its flood risk management programs. The study was to “improve [the] framework and methods to encourage public involvement, with special emphasis on those who will bear the risk, in selecting the proper combination of structural, nonstructural, zoning, and emergency response components in the flood risk reduction system.”

The first of the three phases, completed in 2009, took the form of a concept paper. The paper defined and outlined the spectrum of public involvement activities, considering the role of public involvement within USACE flood risk management programs. It also proposed an outline for future development of a framework for improving public involvement within the USACE. Phase Two of the study is currently underway and focuses on developing an implementation plan framework for improving public involvement in USACE programs and activities relating to flood risk management. The future study Phase Three will put this implementation plan into effect.

Both Phase 1 and Phase 2 of this study have been conducted by a consultant team assembled by CDM Federal Programs under contract to the US Army Corp of Engineers Institute for Water Resources. The CDM team included nationally recognized experts in the fields of risk analysis, risk communication, public participation, and environmental justice. The study direction and product reviews are under the direction of a Corps Project Review Team. The Project Review Team consists of key staff from IWR who managed the contract, representatives of the Theme 3 program, and members of the Flood Risk Management Team.

The desired outcome from the Public Involvement study is a framework and implementation plan for public participation in flood risk management (FRM) decision making that has been fully vetted with stakeholders and incorporates their input. The study team is continuously seeking stakeholder input. To obtain further information about the study, and/or to provide input, please contact the Principal Investigator: Dr. Jim Creighton at: [Jim@publicparticipation.com](mailto:Jim@publicparticipation.com) or P.O. Box 1030, Los Gatos, CA, 95031. POC: Laura Zepp, [laura.j.zepp@usace.army.mil](mailto:laura.j.zepp@usace.army.mil).

## **Periodic Inspections of Levees**

**Jamie McVicker, MVS**

The US Army Corps of Engineers (USACE) Levee Safety Program uses various levels and frequency of screenings and inspections to help form levee system risk management decisions. Periodic Inspection is the next level in the levee safety program and is conducted by a multidisciplinary team led by a professional engineer. It includes a detailed, comprehensive and consistent evaluation of the condition of the levee system and is to be conducted every five years. Activities under the Periodic Inspection include evaluating routine inspection items; verifying proper operation and maintenance; evaluating operational adequacy, structural stability and, safety of the system; and comparing current design and construction criteria with those in place when the levee was built.

The American Recovery and Reinvestment Act of 2009 (ARRA) enabled the Corps to quickly move to this next level in its portfolio management process. ARRA provided \$90 million for USACE to conduct Periodic Inspections (PI's) on federally authorized levee systems, which represent approximately 60% of the USACE levee portfolio.

Through the ARRA, USACE is reducing the length of time required to accomplish PIs of approximately 900 systems, from an estimated five years to 24 months, while providing work for contractors and increasing the knowledge about the state of the nation's critical infrastructure as part of a broader national flood risk management strategy.

Although most USACE Districts conducted one PI in-house in fiscal 2009 and another in fiscal 2010, levee system PIs funded through the ARRA are being outsourced to architectural/engineering (A/E) contractors. All project task orders will be awarded prior to 30 September 2010, while work associated with the task orders may extend through 2014. Primarily, existing Indefinite Delivery/Indefinite Quantity (ID/IQ) Contracts are being used for the task orders. However, eight national contracts were procured through the St. Louis District to supplement these existing contracts.

Implementing this national project ensures consistency of work across all Corps Districts. This is being accomplished through a number of methodologies, the first of which includes development and distribution of a template scope of work and independent government estimate for use by participating Districts. Additionally, a series of three-day standardization workshops was facilitated throughout seven of the eight USACE Divisions. The first two days of the workshops provided an overview of the PI procedures. The final day focused on the Levee Inspection System (LIS), an electronic tablet for field use to collect data during an inspection. The final assurance each end product received, comparable to others throughout USACE, is the establishment of a National Consistency Review Team. Once the A/E submits the draft PI report

to the respective District, a quality assurance review will be conducted concurrent with the national review. The national consistency team plans to review a minimum of one PI report per District. All comments will be combined and relayed by the District to the A/E for consideration during development of the final PI Report.

Inspection findings, both ongoing or recently completed, have revealed numerous deficiencies. Many of these include excessive vegetation, structure encroachments and inadequate pipes. In the Huntington District a streambank failure was noted during the field



inspection and the process to repair it was immediately initiated. During a Memphis District's PI a fairly significant underseepage issue was discovered on one of its levee systems. The A/E contractor was inspecting the levee while there was 2 – 3 ft of water on the riverside toe and noted sheet seepage along with pin boils at the landside toe. District personnel followed up with a field inspection to verify the contractor's observations and not only noted the seepage at the toe but also full flowing sand boils in a seepage ditch located 60 ft from the landside toe. See photo.

The final PI rating is based upon the Routine Inspection items, and will include an acceptable, minimally acceptable or unacceptable rating. Additional PI information that will be shared with the system sponsor includes identification of components and features that require monitoring over time. A levee system that receives an unacceptable rating for the Routine Inspection items during the PI may become ineligible for Federal rehabilitation assistance if damaged in a flood or storm event.

Is all this effort worth it? Individual PIs will yield valuable information concerning our federal levee systems. This data will be uploaded into the National Levee Database (NLD) to continue building on the USACE repository of critical flood risk reduction infrastructure. As levee system PIs are completed through ARRA, Districts will be developing budgets and schedules to continue the path forward for future levee inspections in the coming years. POC: Jamie McVicker, [jamie.mcvicker@usace.army.mil](mailto:jamie.mcvicker@usace.army.mil).

## Regional Sediment Management (RSM) Workshop

The Annual Regional Sediment Management (RSM) Program Workshop will be held 14-16 September 2010 at the Casa Monica Hotel in St. Augustine, FL. As with past RSM workshops, the agenda will include a program review of active RSM program projects. Because 2010 is the 10th anniversary of the Corps' official implementation of RSM, the agenda will focus on progress over the past 10 years and RSM in the future. What do we need to move forward and meet future goals? On 16 Sep, the Jacksonville District will host a field trip to the St. Johns County RSM project followed by an eCoastal workshop to discuss recent updates to the application and user needs. POC: (ERDC) Linda Lillycrop, [linda.s.lillycrop@usace.army.mil](mailto:linda.s.lillycrop@usace.army.mil).

## Workshop on Beach Nourishment Design

The Coastal Working Group will host a 1-day workshop on beach nourishment design, Monday, 13 September, in conjunction with the Regional Sediment Management (RSM) workshop in St. Augustine, FL. The workshop will cover practical issues related to beach fill design including the pros and cons of the overfill ratio and equilibrium profile approaches for estimating design cross-section fill volumes, beach fill longevity tips and calculation techniques, cross-section design considerations and calculation techniques, physical and economic performance calculation approaches, and overall project lay-out considerations and construction issues. This workshop will be of greatest value to new coastal engineers with limited beach fill design experience. POCS: John Winkelman (NAE), [John.H.Winkelman@usace.army.mil](mailto:John.H.Winkelman@usace.army.mil); Lynn Bocamazo (NAN), [Lynn.M.Bocamazo@usace.army.mil](mailto:Lynn.M.Bocamazo@usace.army.mil); Mark Gravens (ERDC), [Mark.B.Gravens@usace.army.mil](mailto:Mark.B.Gravens@usace.army.mil).

## PROSPECT Courses FY 2010

No.	Title	Dates	Location
11	Coastal Project Planning	30 Aug – 3 Sep 2010	Duck, NC

**Additional Information:** <http://pdsc.usace.army.mil/downloads/PurpleBook2010.pdf>

## Conferences

*This listing is for information only and is not a complete list of FRM-related meetings. These meetings are not endorsed by the Corps of Engineers unless specifically stated.*

27 June – 1 July 2010 — Joint Federal Interagency Conference – 9th Federal Interagency Sedimentation Conference (FISC) and 4th Federal Interagency Hydrologic Modeling Conference (FIHMC). Las Vegas, NV <http://www.jfic2010.org/>

30 June – 5 July 2010 — International Conference on Coastal Engineering, Shanghai, China <http://www.icce2010.cn/>

10 – 14 Jul 2010 — 35<sup>th</sup> Annual Natural Hazards Research and Application Workshop, Broomfield, CO <http://www.colorado.edu/hazards/workshop/>

10 -12 Aug 2010 — Workshop on Streams and Riparian Areas for Water Quality, Restoration and Improved Ecological Functions, Colorado Springs, CO [Richard.A.Fisher@usace.army.mil](mailto:Richard.A.Fisher@usace.army.mil)



18 – 19 Aug 2010 — Aquaculture Engineering Society Issues Forum, Roanoke, VA  
[gboard@vt.edu](mailto:gboard@vt.edu)

23–27 August 2010 — Watershed Management Conference, “Innovations in Watershed Management under Land Use and Climate Change,” Madison, WI  
<http://content.asce.org/conferences/watershedmanagement2010/index.html>

1 – 4 Sep 2010 — Arizona Hydrological Society Symposium “Dryland Hydrology: Global Challenges, Local Solutions,” Tucson, AZ <http://www.hydrosymposium.org>

13 -15 Oct 2010 — American Shore and Beach Preservation Association “National Coastal Conference,” Charleston, SC <http://www.asbpa.org/conferences/conferences.htm>

17 – 20 Oct 2010 — DELTAS2010 – New Orleans, LA  
<http://www.americaswetland.com/article.cfm?id=1056&cateid=1&pageid=3>

2 – 5 Nov 2010 — Floodplain Management Annual Conference, Henderson, NV  
<http://www.floodplain.org/conference.php>

13 – 17 Nov 2010 – Fifth National Conference on Coastal and Estuarine Habitat Restoration, Galveston, TX <http://www.estuaries.org/conference>

17 – 21 July 2011 — Coastal Zone 2011, Chicago, IL <http://www.doi.gov/initiatives/cz.html>

5 – 9 September 2011 — Coastal Structures 2011, Yokohama, Japan  
<http://www.jsce.or.jp/committee/ocean/coastalstructures/>

## Subscribe – Unsubscribe – Feedback

To subscribe/unsubscribe: <http://operations.usace.army.mil/flood.cfm>.

We would love your input – recommended article length is ½ to 1 page. Articles should be submitted to Doyle L. Jones, Canvassing Editor, [Doyle.L.Jones@usace.army.mil](mailto:Doyle.L.Jones@usace.army.mil).

Also, we would appreciate your feedback. Contact Dinah McComas, Managing Editor, [Dinah.N.McComas@usace.army.mil](mailto:Dinah.N.McComas@usace.army.mil) or Doyle Jones.

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