



**DEPARTMENT OF THE ARMY**  
 U.S. Army Corps of Engineers  
 WASHINGTON, D.C. 20314-1000

REPLY TO  
 ATTENTION OF:

CECW-P

29 OCT 2001

MEMORANDUM FOR COMMANDER, MISSISSIPPI VALLEY DIVISION  
 (CEMVD-MD)

SUBJECT: Review of Upper Mississippi River Comprehensive Management Plan, Final Plan of Action

1. References:

- a. Memorandum, CECW-PM, 2 Aug 01, Subject: Upper Mississippi River and Illinois Waterway System Navigation Study-Project Guidance Memorandum.
- b. Memorandum, CEMVD-MD-PM, 23 Oct 01, Subject: Upper Mississippi River Comprehensive Management Plan

2. The purpose of this memorandum is to provide comments on the subject plan of action. Most importantly, we must proceed in a manner consistent with commitments made by the Chief of Engineers to the Secretary of the Army and the Congress. These include the commitment that he will be personally responsible for producing a sound report on this project and making a recommendation; that under the study restructuring he has directed that the U.S. Army Corps of Engineers develop a comprehensive plan in phases; that he expects to make an interim report to the Secretary of the Army in July 2002; that the interim report will present a conceptual plan for addressing navigation and ecosystem needs; and that he anticipated the release of a draft interim report for public review in spring 2002. Further, in response to findings of the National Academy of Science, he directed that scenarios and assumptions about world grain markets and competitive forces as well as macroeconomic considerations such as world competitiveness, transportation policy and national security issues will also be considered.

3. Based on our review of the subject plan of action, it appears that the plan, as currently described, will not be structured to meet these commitments of the Command to the Secretary of the Army and to Congress. We must work cooperatively to make sure that necessary adjustments are made. Therefore, please personally assure that members of the entire study team receive this guidance and understand it.

4. Specific direction on the interim and final reports was provided in the Project Guidance Memorandum, dated 2 Aug 01 (reference 1.a.) as follows:

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a. The first product will be completed as an interim report by July 2002. It will: (1) present a conceptual plan for modifying the existing navigation system to relieve lock congestion and achieve environmental sustainability; (2) address additional authorization that may be needed to investigate navigation, ecosystem and related needs in a comprehensive, holistic manner; and (3) it may address issues related to the study and implementation of project measures; and (4) it may recommend measures for meeting needs on an interim basis.

b. The second product will be a final report providing a detailed, comprehensive plan to serve as a framework for modifying the Federal navigation system to relieve lock congestion and seek to achieve environmental sustainability. The final report will present results of the evaluations using scenarios in a manner that will allow decision-makers to consider the relative impacts and risks of selecting a particular plan for implementation.

5. The following information is provided to assist you in developing the presentation of a conceptual plan for modifying the existing navigation system to relieve lock congestion and achieve environmental sustainability in the interim report. Step 1. Develop a range of scenarios reflecting alternative policies and/issues. These scenarios should generally be differentiated by associated levels of traffic and/or demand for waterway services. Step 2. Identify alternative sets of modifications that address the different levels of traffic and/or demand for waterway services associated with alternative scenarios. Step 3. Assess the performance of each alternative set of modifications on the basis of economic, environmental and other significant criteria under each scenario. This procedure does not replace the more detailed analysis required in the final plan, but takes a macroeconomic, qualitative approach that is more appropriate for the interim report.

6. The following comments are provided in order to align the plan of action with the Chief's intent and with previous guidance as described above:

a. Page ES-1. The name and focus of the study should not be changed from the original study. Although the scope of effort was expanded by the 2 August 01 PGM, it remains a navigation study; not a comprehensive multipurpose study.

b. Page ES-2. Per 2 Aug 01 PGM, The navigation study must focus on navigation, with consideration of environmental and flood plain management needs and issues. This should be reflected in the diagram with interlocking circles; the study should focus on the navigation circle and not the entire circle reflecting the comprehensive management plan.

c. Pages ES-2, 3. Navigation is not a component of this study, but rather its focus. Likewise, environmental and flood plain are not components; but in this study are factors affecting navigation.

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d. Page ES-3. The product is misstated; the interim report will not outline the framework for completion of the CMP. The PGM's paragraph 4.a describes the expected first (interim) product. That product is also described in paragraphs 4 and 5 above. The final report is a navigation study report, not a CMP report, as described in paragraph 4b of the PGM and in paragraph 4 above.

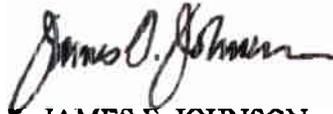
e. Page ES-4. Paragraphs d and e are incorrect per guidance described in two preceding paragraphs above.

f. Page ES-8. Revised Navigation Study Considerations. Remove "revised" but indicate these issues will be fully addressed in the detailed, comprehensive implementation plan. Note also that PGM guidance on treatment of navigation improvements such as in paragraph 9e and economic analysis in paragraph 12 will be incorporated in the study.

g. Page ES-9. For purposes of the interim report, paragraph 5 above describes generally a process that is consistent with the MVD approach recommended in paragraph 9a of the plan of action. The issue of *how* to formulate alternative plans and/or a NED Plan consistent with the Principles and Guidelines should be addressed while developing the interim report, but a NED Plan is not expected to be developed for the interim report.

7. In an effort to further assist you, we have assigned Mr. Richard Worthington as Senior Program Manager on the Upper Mississippi River and Illinois Waterway Navigation Study. He will be available to assist MVD as his highest priority, and will coordinate Headquarters and other USACE support as needed. In addition, I am prepared to offer my personal support in meeting with MVD and project stakeholders at any time to address planning and policy issues on this study. As a first step, Messrs. Rob Vining, Richard Worthington and I will meet with you on 1 November 2001 to discuss and clarify all study issues, including those contained in this memorandum.

FOR THE COMMANDER:



JAMES F. JOHNSON  
Chief, Planning and Policy Division  
Directorate of Civil Works