



US Army Corps  
of Engineers  
St. Paul District

# Crosscurrents

Vol. 18, No. 3

March 1995

## Activities and honors fill National Engineers Week



Photo by Peter Versteegen

Activities and honors filled National Engineers Week, Feb. 19-25. Judy DesHarnais, Management and Evaluation Branch, (PE-M) center, coordinated this year's events. At left is Ed Eaton, chief of the Water Control Section and panelist on the Engineering Mission of the Corps, one of the events sched-

uled for the week. At right is Tom Raster, PE-M. Other Engineers Week presentations included Mentoring and Being Mentored by Linda Wiley, Design Branch; and Floodplain Management Assessment with Dave Loss, assessment manager. For more on Engineers Week, see page 3.

# Corps maintains tribal trust duties with Native Americans

by Peter Verstegen  
Public Affairs specialist

"In a way, treaties with tribal governments are like a contract, with each party agreeing to do something," said Jody Rooney, tribal facilitator in the St. Paul District. "But these treaties have a higher, special duty. They are with governments that retain several sovereign powers."

"A trust responsibility grows from the fact that the federal government entered into treaties or contracts with individual Indian tribes," said Rooney. "In these contracts, the tribes gave up something—usually land—in exchange for something else—usually a reservation—where they were to be free from non-Indian influences."

"Since 1968, presidential policy has evolved and become more explicit," said Tom Crump, a project manager who has assisted with tribal relations.

## Project guidelines

Last year, a presidential memorandum, "Government-to-Government Relations With Native American Tribal Governments," provided guidelines for Corps projects involving tribal governments. The President issued the policy on April 29, 1994.

"The purpose of these principles is to clarify our responsibility to ensure that the federal government operates within a government-to-government relationship with federally recognized Native American tribes," said the memorandum.

It continued: "Each executive

## Key words defined

**Federally recognized tribes:** Indian groups: (1) for which Congress created a reservation either by treaty (before 1871), statutorily expressed agreement, or Executive Order or other valid administrative action; and (2) with which the United States has some continuing political relationship, such as providing services through the Bureau of Indian Affairs.

**Treaty:** A legally binding agreement between the U.S. Government and a tribe, or the tribe's legal successors.

**Tribe:** Any Alaska native corporation or group, Indian tribe, band, nation, Pueblo, community, rancheria, colony, or group recognized in statutes or treaties by the federal government.

department and agency shall assess the impact of federal government plans, projects, programs, and activities on tribal trust resources and assure that tribal government rights and concerns are considered during the development of such plans, programs, and activities."

The Corps of Engineers, as a federal agency within the Department of Defense, is legally bound to carry out the provisions of these contracts. This is called a "trust responsibility," to uphold a trust relationship between the federal government and the federally

recognized tribal governments.

"There is no comparable relationship between tribal governments and state governments in our district," said Rooney.

To date, the federal government maintains over 500 contracts with tribal nations—with over 200 in Alaska alone.

The St. Paul District maintains trust responsibilities with 25 tribes, 11 in Minnesota, 11 in Wisconsin, two in North Dakota and one in South Dakota.

"All districts in the North Central Division (NCD), except Chicago, have tribal facilitators," said Rooney. "Many divisions, including NCD, also have tribal facilitators. In our case, the NCD facilitator attends regional meetings and matches Corps programs with the Bureau of Indian Affairs (BIA), U.S. Geological Survey (USGS), Housing and Urban Development (HUD), Environmental Protection Agency (EPA) and the Indian Health Service."

NCD vies with North Pacific Division for the division with the third largest tribal land holdings. "At least six of the projects in St. Paul have common boundaries with tribal property," said Rooney.

## Communications challenge

Crisscrossing regulatory and civil works jurisdiction of three Corps districts also present a challenge for coordination and communication with the 25 tribes.

The St. Paul District coordinates with Omaha District, which has

*continued on page 8*

# Recognition, presentations complete Engineers Week



## ENGINEERS Turning Ideas Into Reality.

NATIONAL ENGINEERS WEEK,  
FEBRUARY 19-25, 1995



Photo by Peter Versteegen

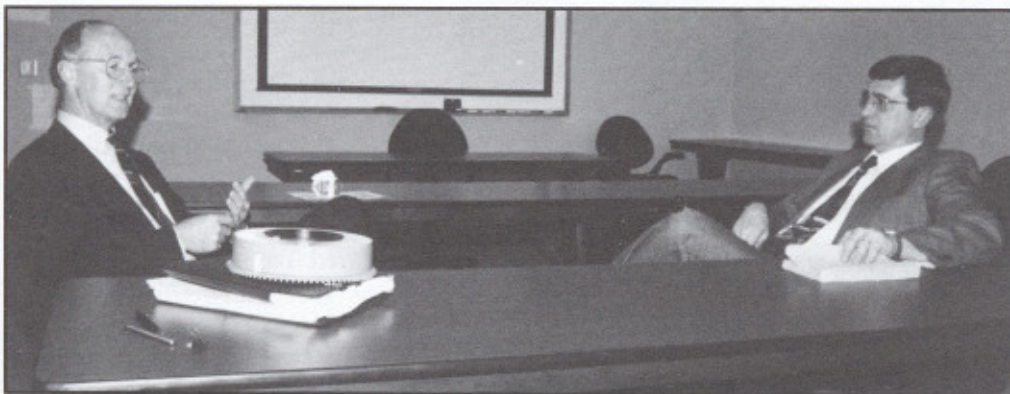


Photo by Peter Versteegen

Above, Dean Peterson, resident engineer in the Eastern Area Office, and Craig Hinton, Navigation Section, both did presentations on the Corps mission. In photo at left, Bob Post (left), chief of Engineering Division, wraps up the week's events with Dave Loss following a presentation on the Corps' Floodplain Management Assessment.

Inducted into the Order of the Engineer on Feb. 21 were, from left, John Bailen, Dennis Cin, Pat Foley, Wayne Knott, Bob Engeltad, Al Geisen, Dave Rydeen, Jim Mosner, Maj. Chuck Rogers, Deb Foley, Marsha Risch, Fred Beauvais, Dave Loss and Tom Eggum, the city Engineer for the City of St. Paul. Eggum was the featured speaker for Engineers Week. More than 70 attended the ceremony held in the skyway lobby of the Army Corps of Engineers Centre. The event included performance awards and refreshments.



Photo by William Hutchinson

## The history of St. Anthony Falls

### Board of Engineers recommends cutoff wall, protective apron and two dams to save falls



Photo courtesy Minnesota Historical Society

The above photo shows workers building the apron at St. Anthony Falls around 1870. Between 1870 and 1885, the federal government spent \$615,000 to save St. Anthony Falls.

*Last in a series about the Corps of Engineers effort to save St. Anthony Falls. The previous installment described the challenge presented by holes in the sandstone and scouring of the limestone riverbed.*

by Jane Carroll, historian

In the years between 1871 and 1874, the Corps, mill owners, and private citizens labored continuously at the falls to avert one crisis after

another. The Corps worked to clear debris, plug holes and line the walls of the tunnels to prevent further collapses.

In April 1873, a flood destroyed the dam on the west side of Nicollet Island, opening a gap 150-feet wide and flooding the tunnel. A month later, a great hole opened in the dam at the head of the limestone bedrock. The engineers discovered that the flood water had scoured a new channel under the limestone from its

head to the Eastman tunnel.

In response to these continued but unsuccessful efforts to save St. Anthony Falls, a special federal board of engineers met in Minneapolis in April 1874, to study the situation. The board recommended the construction of a cut-off wall or dike, a new apron to protect the edge of the falls, and two dams above the falls. This time, Congress recognized the immediate need for the dike and authorized the funds needed for the project.

In July 1874, the Corps began construction of the dike. First they excavated a 75-foot deep vertical shaft on Hennepin Island. Next they began digging a horizontal tunnel that was four-feet wide and eight-feet high just below the limestone for the removal of water and excavated material. Then the Corps began excavating for construction of the concrete wall. Building the dike proved to be a formidable challenge, as flooding, leaking, and collapses occurred frequently.

By November 1876, the Corps of Engineers had completed the dike, which was 40-feet deep and 1,850-feet long. Between 1876 and 1880, the engineers also completed the apron below the falls, built two low dams above the falls to maintain a safe water level over the limestone, and constructed a sluiceway to carry logs over the falls. Between 1870 and 1885, the federal government spent \$615,000 to save St. Anthony Falls.

In 1885, the Corps' work at St. Anthony Falls ended and the maintenance of the waterfall once again became the responsibility of the water power companies and the City of Minneapolis. The dike is still in place under the limestone, helping to prevent the erosion of the falls.

# Laying the groundwork for a pay back from quality

by Peter Verstegen  
Public Affairs specialist

"We are about ready to really get our feet wet and earn our pay," said Tom Heyerman, the district's quality coordinator and value engineer officer.

"Some of the benefits we expect are an increase in morale, greater job satisfaction, a more competitive district, and an increase in customer satisfaction."

Heyerman presented his reading of the district's Total Army Quality (TAQ) efforts to the Society of American Military Engineers (SAME) in St. Paul in February. He became coordinator for the district's quality efforts in January.

"We've developed our quality plan, chosen the processes to be improved, and selected our process action teams (PATs)," Heyerman said. "The teams are trained and their supervisors had TAQ awareness training."

"To date, we have a couple of publications to help us accomplish our quality plan," said Heyerman. "*Building for the Future: Applying Quality Management to Prepare the U.S. Army Corps of Engineers for the 21st Century* was written by Project Manager Deb Foley for her master's thesis. Another publication is the *Total Army Quality Handbook for the St. Paul District* by Al Geisen." Geisen, the former quality coordinator, is now chief of Specifications and Estimating Section.

PATs are examining six processes to make them more user friendly, practical, efficient and cost effective.

The Federal Information Processing System (FIPS), the Biddability, Constructability, and Operability (BCO) review, the Plant Replacement and Improvement Program (PRIP), blanket purchase agreements, travel orders, and purchase requests are under review.

"Our intent was to select processes that were meaningful, yet processes we thought we could have some success with," said Heyerman.

Objectives include cutting process time, eliminating non-productive steps, improving standard operating procedures and increasing the overall efficiency of each process.

Inter-office teams composed of individuals familiar with the processes are now meeting. "The individuals working on these processes will probably begin as Process Action Groups (PAGs) and

later, through metamorphosis, grow into PATs," said Heyerman.

Heyerman said that results will be measured four ways. An internal climate survey, a survey of external customers, estimated dollars saved, "and by intangible bullet statements such as 'made process more challenging, improves morale, etc.'" The surveys will establish a base line and will be given annually "to help measure improvement."

Heyerman may show *Do the Right Thing* with Lou Holtz, *Seven Habits of Highly Effective People* by Steven Covey, and other videos on quality for a series of brown bag lunches. The U.S. Army Management Engineering College showed the videos to first-line supervisors and PATs this February in St. Paul. "The videos inspired, entertained and educated us," Heyerman said.

## Walk for your health



Photo by Peter Verstegen

The heart healthy herbs and the "WALK" sweat shirt are just two incentives that district employees receive through their participation in Healthy Strides, said Linda Wiley, PE-D.

## New Real Estate chief



Photo by Peter Verstegen

Mark W. Nelson, formerly of the Omaha District, became the new chief of Real Estate Division on March 6. He is originally from North St. Paul and graduated from the University of Minnesota.

## Women's History Month

### He said, she asked: Communications styles impact job performance

by Evelyn D. Harris  
Armed Forces Information Service

Linguist Deborah Tannen did her early work in Greece and never planned to focus on male-female communication. But the popularity of her book, *You Just don't Understand*, showed her she was filling a need. Since then, she's written two more books, showing sometimes American men and women might as well be speaking Greek to one another.

Her book, *Talking From 9 to 5*, looks at conversations in the work place and the problems men and women have communicating there. Part of her book deals with communications aspects of the glass ceiling that prevent women from being promoted above a certain grade or position.

#### Women use indirect language

"Women often use indirect, self-deprecating language and couch things in a way that allows the other person to save face," said Tannen. "It works fine when both parties are playing by the same rules, but men can easily misinterpret it."

For example, a woman running a meeting may say to an unprepared subordinate, 'I should have reminded you about this.' She expects the subordinate to say, 'It's my fault; you did tell me.' But instead he may say to himself, 'Let her take the blame if she's willing.'"

Tannen said linguists refer to conversational patterns as "rituals." She once embarrassed herself by adhering to the female face-saving ritual, she said. She has a firm policy

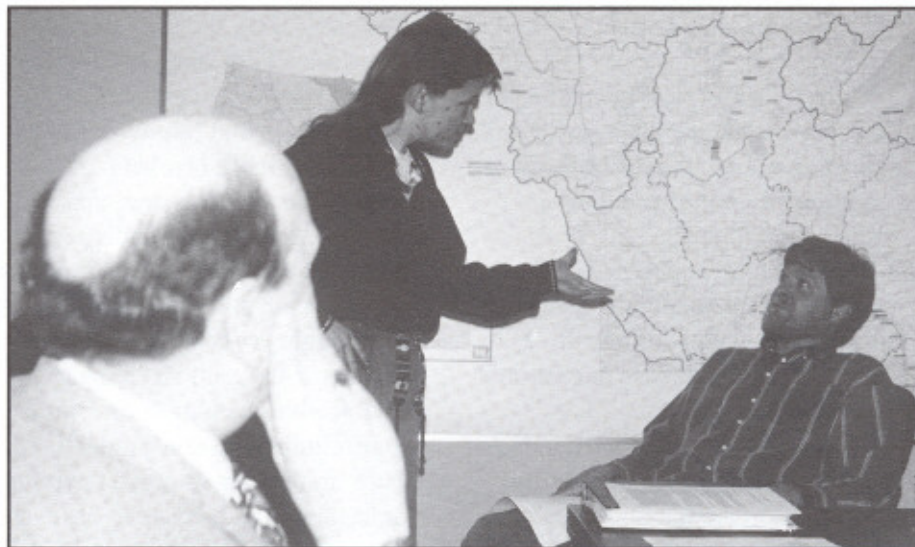


Photo by Pamela Spann

**Lisa Hedin and Pete Fasbender conducted role playing to demonstrate differences in communications styles between men and women. Both work in Engineering and Planning Division.**

of not allowing anyone to sit in on her courses, but once relented for a female reporter who claimed to have driven a great distance and waited for a long time. A student in the class was unprepared. Tannen said to the student, "Perhaps I didn't give clear instructions."

"Of course I had given clear instructions, I was just being nice, and my students knew that," said Tannen. "But the reporter led the story off with a statement to the effect that even the famous Dr. Deborah Tannen doesn't always communicate clearly."

#### Don't take undeserved blame

Although Tannen said she doesn't like to give tips, she suggests women bite their tongues before taking the blame they don't deserve.

Work-place communication is constantly being judged and weighs

strongly in promotions and other decisions, she explained. Because of that, it's a good idea to pay attention to communication styles and learn to be flexible," she said. "But I don't recommend adopting a style that makes you uncomfortable just because it works for someone else. It could backfire and have near-disastrous results."

Tannen gives an example of a military communication backfire taken from Carol Barkalow's autobiography, *In the Men's House: An Inside Account of Life in the Army by One of West Point's First Female Graduates*. Barkalow had just been promoted to company commander at Fort Lee, Va. Thinking it would give her an image of physical strength, she took up bodybuilding. She won second place in a competition, and the championship photograph showing

her in a bikini posing with the trophy ran in the base paper. Seeing the photo, the brigade commander exploded, telling her in no uncertain terms that such a photo would be interpreted sexually, not as a display of strength. Barkalow said the experience taught her women officers would have to learn to lead in their own ways.

A female surgeon learned the hard way that barking orders at nurses like her male mentor did wouldn't work for women. Another female physician got excellent support because she respected the nurses' expertise and asked for help, said Tannen.

Two women bosses profiled in the book are willing to "play dumb" to help men who work for them do a better job. Although they get good results, Tannen said someone from outside who watched the exchanges might not recognize the women's talent.

### Impact of asking questions

Comedians have almost made a cliché out of men's unwillingness to ask directions or other questions. According to Tannen, boys learn from an early age that asking question puts them in the one-down, or inferior, position. By contrast, many women have been taught to ask men questions to flatter them or put them at ease.

Tannen cites several examples where men's reluctance to ask could have serious safety consequences. In one, a male intern guessed at the medication dosage to give a critically ill patient rather than ask the resident, who was talking to another doctor. He chose to risk the patient's life rather than risk the double embarrassment of interrupting a superior and exposing his own

ignorance. Fortunately, he guessed right.

In another case, an amateur pilot running out of gas risked his and his daughter's life rather than radio the control tower and admit he was lost. He too was fortunate and spotted a landing field in the nick of time.

Another amateur pilot who had suffered a similar brush with death told Tannen he was sure the reluctance to ask for help had caused more than one private plane crash.

But the female willingness to ask questions can cause career fatalities. One skilled female medical intern failed to be recommended for resident. Her fellow interns, all male, were surprised because they recognized her as the best of the group. She asked her supervising doctor why. "You ask more questions, so you must not know as much," he told her.

Women should think before asking questions at work, said Tannen. If a quick answer is critical or there is no other way to get the answer, ask. If not, consider getting the information some other way.

### Giving and getting credit

Women also tend to give credit to the group when they alone did the work. By contrast, men will often take credit for the achievement exclusively accomplished by their subordinates.

"This is by no means universal," said Tannen. "A number of men are equally reluctant to blow their own horn. This holds them back in their careers."

People who feel they are helping their careers by eating lunch at their desks all the time may also be holding themselves back, she said.

"It's a good idea to talk with your boss when you can. People tend to

give good information about opportunities to people they talk to more often, people they feel comfortable with," said Tannen. "It's just human nature. If you get the chance to eat lunch with the boss, do so."

### Ignoring ideas

Women who preface suggestions with, "I don't know if you already thought of this," or "This may not work, but" or similar statements shouldn't be surprised if their ideas are ignored, she said.

To improve chance of success, Tannen suggests listening to how the people in the work place talk. This will give clues as to the styles that work best with them.

Tannen said in Greece and Germany, people enjoy spirited arguments with friends. Trading clever insults is a way of reinforcing friendship among Jewish men and women of East European origin.

"Approach people with respect," Tannen suggests. "And don't be too quick to assume negative intent. It may be just their style. If you are really offended, let them know how you heard their statement and ask if that's what they meant. You may be surprised."

Improved communication doesn't guarantee promotions for women, said Tannen. "Sometimes you are not going to win, no matter what. And everyone has critics. Barbara Mikulski and Nancy Kassebaum are both effective senators from two different parties with two different styles. Mikulski is outspoken, and Kassebaum has a more traditionally feminine style. And yet, Barbara reports people are always telling her to be more like Nancy. Nancy said people tell her to be more like Barbara."



St. Paul District file photo

**The St. Paul District and Native Americans have a historic relationship. Above, six members of the Ojibway worked at Sandy Lake Dam around 1895. The Corps opened its first permanent office in St. Paul in 1866.**

*continued from page 2*

regulatory jurisdiction in North and South Dakota. In Minnesota and Wisconsin, St. Paul coordinates with Detroit District, which has civil works jurisdiction along Lake Superior.

The district now operates under the April 29, 1994 memorandum of the government-to-government policy of working with tribes.

### Training and education

Also, the district has reached out with training and education.

On Feb. 23, the Regulatory staff hosted a training session in Keshena, Wis., to give an overview of the Section 404 program to tribes from Wisconsin, Michigan, and Minnesota. Keshena is located on the Menominee Indian Reservation, northwest of Green Bay. Another session will be conducted in northern Minnesota during April.

"Many Indian tribes are interested in developing water quality standards

to have Section 401 authority delegated to them by EPA," said Char Hauger, chief of Central Permit Section. "EPA also can grant assumption of Section 404 to the tribes to regulate filling and excavating waters/wetlands on reservations."

Examples involving completed major regulatory actions affecting tribes include the Voyageur marina at Grand Portage, Minnesota and the Prairie Island marina on the Mississippi River near Red Wing, Minn. A current highly visible regulatory action for tribes, businesses and environmentalists is the Crandon Mine in Wisconsin.

On April 20, the district plans an in-house training session for people who deal with tribal governments. The district is also planning a workshop with local tribes. "This is a nationwide effort strongly supported by General Stanley Genega, director of Civil Works," said Rooney. Major Bill Waugh is planning the workshops.

## 1988 drought tested trust relations

by Peter Verstegen  
Public Affairs specialist

In 1988, the St. Paul District came face to face with its tribal trust duties. A severe drought forced it to examine the impact on tribal treaty rights of a water release from headwaters reservoirs.

That summer, the State of Minnesota asked the Corps to release more water from Headwaters reservoirs to the Mississippi River to meet the water requirements of the Twin Cities.

"To properly evaluate what action is in the public interest, and to fulfill my federal trust responsibility to your tribe, I need all available data on the nature and extent of the tribal resources that could be affected by an increase in flows from the headwaters reservoirs," wrote then District Engineer Col. Roger Baldwin to the Leech Lake tribe in July.

"Of significant concern in the Twin Cities area is the need for pollution abatement," said the commander.

District officials needed to know how lower water levels would impact wild rice beds and other activities in Headwaters lakes—Winnibigoshish, Leech, and Sandy—from which the tribes benefit.

Although rains came just in time, the district commander had followed policies established at the highest levels in the three branches of federal government which have upheld the trust relationship with the tribal governments.

The commander's actions reflected a growing sensitivity to tribal rights.



## Shades of Green may cure your cabin fever

Feeling confined by the long, frigid winter? The Shades of Green resort at Walt Disney World in Florida may have just the cure for your cabin fever.

The Army's Shades of Green resort serves currently employed Department of Defense civilians, the Reserves and National Guard and active and retired members of the uniformed services.

### Lush green landscape

While there's snow on the fairways here, Shades of Green offers tropical sunshine and temperatures in the 70s. For those tired of tolerating patches of dirty snow covering matted brown grass, two championship golf courses and a nine-hole executive course (part of the Walt Disney World resort) paint the landscape lush green.

The 287-room, three-story inn offers extra-spacious rooms for up to five guests, two lighted tennis courts, two heated swimming pools, a children's pool and play area, a health club, restaurant, lounge and sports bar, gift shop, video arcade and laundry facilities. All rooms have balconies and are the same rate regardless of view.

The resort sells discount tickets for the Walt Disney World theme parks and other Orlando area attractions. Guests can enter Disney World, Epcot Center or MGM Studios an hour ahead of the general public. The guest services arranges transportation to attractions such as Sea World and Universal Studios.

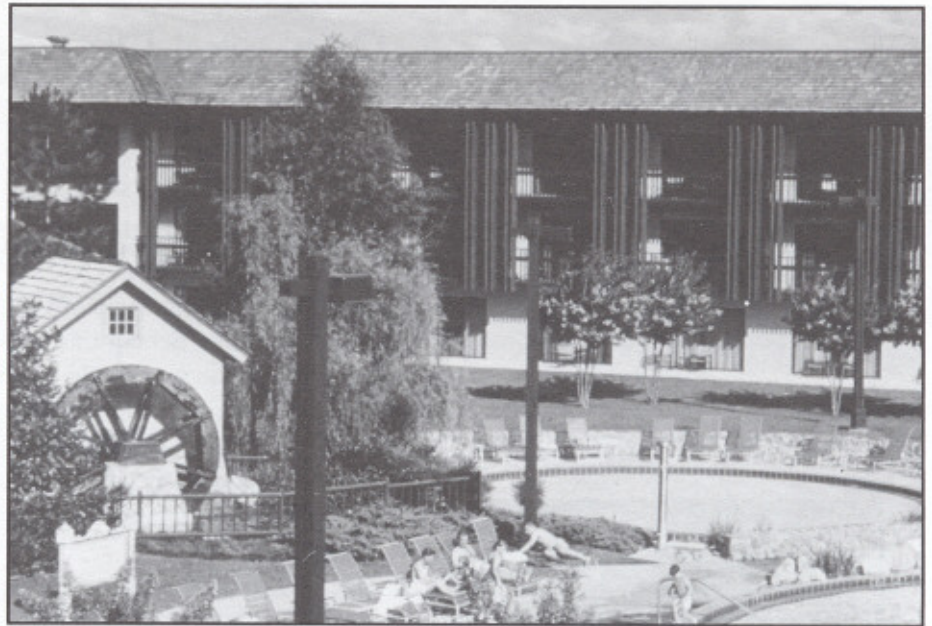


Photo courtesy of Shades of Green

### The 287-room, three-story Shades of Green at Walt Disney World.

But plan far ahead before trading your parka for your polo shirt. Shades of Green rooms book more than six months in advance. So, this is a good time to plan next winter's getaway.

And bring your military identification or your leave and earnings statement (LES) when you check in. You'll need it to verify employment.

The resort accepts major credits cards and reservations by phone, fax and mail. The Army Central Reservations Center also offers a toll-free reservations line. The Shades of Green reservations number is 407-824-3600; fax 407-824-3665. The Army Central Reservations number is 1-800-GO-ARMY1. Or write Shades of Green on Walt Disney World Resort, P.O. Box 22789, Lake Buena Vista, FL 32830-2789. The reservations line is busiest both early and late in the day.

A Reservation Request form (to fax or mail) and related information are available in Logistics Management, the technical library and the discount travel folder in Public Affairs.

The resort is an armed forced recreation center and operates with non-appropriated funds.

### Rank has its costs

Rooms rates are determined by civilian and military grade and apply to both active and retired personnel. Rates are:

E-1 through E-5: \$49;  
**GS-1 through GS-7** and E-6, E-7, 0-1, 0-2, WO-1: **\$73**;  
**GS-8 through GS-12** and E-8, E-9, 0-3 through 0-5, CW-2 through 5: **\$85**;  
**GS-13 and above**, 0-6 through 10: **\$92**.

Disclaimers: Add \$10 for each additional adult above two per room. Rates are subject to change without notice.

## Bits and Pieces

### From insurance to office automation Student makes an easy transition

by Pamela Spann  
Stay-in-School Program

Riding mountain bikes, skiing  
down the slopes and spending time



Photo by Pamela Spann

**Brandi Seman**

with her husband are some of the things that Brandi Seman finds enjoyable. Seman was newly married in August 1994, and came to work at the St. Paul District in November.

She heard about a position in the Stay-in-School Program from a fellow co-worker.

Her previous job at an insurance agency familiarized her with legal terminology--making for an easy transition to her new position as an automation clerk in the Office of Counsel (OC).

Seman said she enjoys working in the OC because of the friendly people, the exciting atmosphere, and the many interesting cases.

She attends Lakewood Community College, where she's in her third year. Upon graduating in June, she will receive her degree in Business Management.

### Hello

#### Construction-Operations Division

Daniel J. Boone, sandblaster  
John J. Brunet, laborer  
William J. Chelmowski, welder  
Mableann Cooper, office automation clerk  
Roger W. Gilman, laborer  
Thomas E. Hamilton, sandblaster  
Darrell T. Holzer, laborer  
John M. Jacobson, Sr., painter  
Joseph J. Kupietz, Jr., sandblaster  
Gerald E. Orlikowski, laborer  
Jay E. Stein, welder  
Kim A. Wenger, welder  
Randy L. Wheeler, laborer  
Loren E. Wiese, painter

### Good-bye

Deputy District Commander Maj. Chuck Rogers farewell luncheon will be held 18 April at 11:30 hours at Blackies on Tanners Lake.

#### Engineering and Planning Division

Richard J. Miller, civil engineer  
Marlin A. Munter, supervisory general engineer (retired)  
Winston P. Riedesel, civil engineer (retired)

#### Construction-Operations Division

Rosemarie E. Braatz, writer-editor (retired)  
James R. Jordan, lock and dam operator (retired)  
Robert D. Long, lock and dam operator (retired)  
Alfred H. Mathews, area lockmaster (retired)  
Timothy T. Tabbert, student trainee



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## Crosscurrents

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