



**DEPARTMENT OF THE ARMY**  
U.S. ARMY CORPS OF ENGINEERS, SOUTH ATLANTIC DIVISION  
60 FORSYTH STREET SW, ROOM 10M15  
ATLANTA, GEORGIA 30303-8801

CESAD-RBT

20 April 2019

MEMORANDUM FOR COMMANDER, JACKSONVILLE DISTRICT

SUBJECT: Approval of the Review Plan for Flagler County Shore Protection Project, Flagler County, Florida

1. References:

a. Memorandum, CESAJ-EN-Q, 4 April 2019, subject as above.

b. Engineering Circular (EC) 1165-2-217, Water Resources Policies and Authorities Review Policy for Civil Works, 20 February 2018.

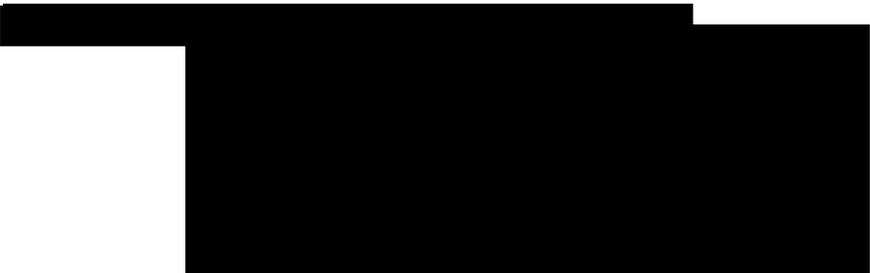
2. The Review Plan (RP) for Flagler County Shore Protection Project and reference 1.a noted above have been reviewed by South Atlantic Division (SAD). SAD concurs with the conclusion that a Type II Independent External Peer Review (IEPR) of the subject project is not required. The RP is hereby approved in accordance with reference 1.b.

3. SAD concurs with the District's RP recommendation that outlines the requirements for District Quality Control (DQC), Agency Technical Review (ATR), and Biddability, Constructability, Operability, Environmental and Sustainability (BCOES) Review. The Safety Assurance Review/Type II Independent External Peer Review is not required. Documents to be reviewed include the Plans and Specifications and the Design Documentation Report (DDR).

4. The South Atlantic Division Office shall be the Review Management Organization for this project.

5. The District should take steps to post the approved RP to its website and provide a link to CESAD-RBT. Before posting to the website, the names of Corps/Army employees should be removed. Subsequent significant changes to this RP, such as scope or level of review changes, should they become necessary, will require new written approval from this office.

6. The SAD point of contact is





DEPARTMENT OF THE ARMY  
CORPS OF ENGINEERS, JACKSONVILLE DISTRICT  
701 SAN MARCO BOULEVARD  
JACKSONVILLE, FLORIDA 32207-8915

CESAJ-EN-Q

4 APR 2019

MEMORANDUM FOR Commander, South Atlantic Division (CESAD-RBT), 60 Forsyth Street SW, Room 10M15, Atlanta, GA 30303

SUBJECT: Approval of Review Plan for Flagler County Shore Protection Project, Flagler County, Florida

1. References.

- a. Engineering Circular (EC) 1165-2-217, Review Policy for Civil Works, 20 Feb 18.
- b. Water Resources Development Act of 2016, Public Law 114-322, 16 Dec 16.

2. I hereby request approval of the enclosed Review Plan for the Flagler County Shore Projection Project in Flagler County, Florida, and concurrence with the conclusion that a Type II Independent External Peer Review (IEPR) of the subject project is not required. The recommendation not to perform a Type II IEPR is based on the EC 1165-2-217 Risk Informed Decision Process as presented in the Review Plan. The Review Plan complies with applicable policy, provides for Agency Technical Review, and has been coordinated with the CESAD. It is my understanding that non-substantive changes to this Review Plan, should they become necessary, are authorized by CESAD.

3. The district will post the CESAD approved Review Plan to its website and provide a link to the CESAD for its use. Names of Corps/Army employees will be withheld from the posted version, in accordance with guidance.

4. If you have any questions regarding the information in this memo, please feel free to contact me or contact [REDACTED].

Encl

# **PROJECT REVIEW PLAN**

For

## **Preconstruction, Engineering and Design Phase Implementation Documents**

For

### **Flagler County Shore Protection Project Flagler County, Florida**

Project P2 number: 113166

**Jacksonville District**

**March 2019**



**US Army Corps  
of Engineers** ®

THE INFORMATION CONTAINED IN THIS REVIEW PLAN IS DISTRIBUTED SOLELY FOR THE PURPOSE OF PREDISSEMINATION PEER REVIEW UNDER APPLICABLE INFORMATION QUALITY GUIDELINES. IT HAS NOT BEEN FORMALLY DISSEMINATED BY THE U.S. ARMY CORPS OF ENGINEERS, JACKSONVILLE DISTRICT. IT DOES NOT REPRESENT AND SHOULD NOT BE CONSTRUED TO REPRESENT ANY AGENCY DETERMINATION OR POLICY.

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ATTACHMENT B - Partial List of Acronyms and Abbreviations

ATTACHMENT C - ATR Report Outline and Completion of Agency Technical Review Form

## **1. PURPOSE AND REQUIREMENTS**

### **a. Purpose**

This Review Plan defines the scope of review activities for the Flagler County Shore Protection Project in Flagler County, Florida. As discussed below, the review activities consist of a District Quality Control (DQC) effort, an Agency Technical Review (ATR), and a Biddability, Constructability, Operability, Environmental, and Sustainability (BCOES) Review. Also, as discussed below, an Independent External Peer Review (IEPR) is not recommended. The Flagler County Shore Protection project is currently in the Pre-Construction, Engineering and Design (PED) phase. The implementation documents to be reviewed are Plans and Specifications (P&S) and a Design Documentation Report (DDR). Upon approval, this Review Plan will be included into the Project Management Plan (PMP) for this project as an appendix to the Quality Management Plan (QMP).

### **b. References**

- (1). ER 1110-2-1150, Engineering and Design for Civil Works Projects, 31 August 1999
- (2). ER 1110-1-12, Engineering and Design Quality Management, 31 March 2011
- (3). EC 1165-2-217, Review Policy for Civil Works, 20 February 2018
- (4). ER 415-1-11, Biddability, Constructability, Operability, Environmental, and Sustainability (BCOES) Review, 1 January 2013
- (5). 02611-SAJ Quality Control of In-House Products: Civil Works PED, 4 December 2017
- (6). Project Management Plan for the Flagler County Shore Protection Project

### **c. Requirements**

This Review Plan was developed in accordance with EC 1165-2-217, which establishes an accountable, comprehensive, life-cycle review strategy for Civil Works products by providing a seamless process for review of all Civil Works projects from initial planning through design, construction, and Operation, Maintenance, Repair, Replacement and Rehabilitation (OMRR&R). The EC provides the procedures for ensuring the quality and credibility of U.S. Army Corps of Engineers (USACE) decision, implementation, and operations and maintenance documents and other work products. The EC outlines five levels of review. The EC outlines five levels of review: DQC, ATR, IEPR, BCOES, and Policy and Legal Review.

### **d. Review Plan Approval and Updates**

The South Atlantic Division (SAD) Commander is responsible for approving this Review Plan. The Commander's approval reflects vertical team input as to the appropriate scope and level of review. Like the PMP, the Review Plan is a living document and may change as the project progresses. The Jacksonville District (SAJ) is responsible for keeping the Review Plan up to date. Minor changes to the Review Plan since the last Major Subordinate Command (MSC) Commander approval will be documented in Attachment A. Significant changes to the Review Plan (such as changes to the scope and/or level of review) should be re-approved by the MSC Commander following the process used for initially approving the plan. The latest version of the Review Plan, along with the Commanders' approval memorandum, will be posted on the SAJ's webpage. The latest Review Plan will be provided to SAD.

**e. Review Management Organization**

SAD is designated as the Review Management Organization (RMO). The RMO, in cooperation of the vertical team, will approve the ATR team members. SAJ will assist SAD with management of the ATR and development of the charge to reviewers.

**2. PROJECT INFORMATION**

**a. Project Location**

Flagler County is located on the northeast coast of Florida approximately midway between the Florida/Georgia state line and Cape Canaveral to the south. The county is bounded to the north by St. Johns County and to the south by Volusia County. Flagler County has approximately 18 miles of sandy shoreline, all of which were authorized for Federal study. See Figure 1.



Figure 1: Project Location

**b. Project Background**

The Flagler County shoreline is subject to erosion caused by storms and natural shoreline processes. The purpose of this project is to reduce the risk of coastal damages and improve conditions in the city of Flagler Beach. The local sponsor for this project, Flagler County, has indicated support for design and construction of this project along their shoreline and has declared willingness and the capability to share applicable costs as required.

In response to House Resolution 2676, adopted May 22, 2002, the reconnaissance phase of a feasibility study was initiated upon receipt of Federal funds in 2003. House Resolution 2676 stated the following:

“Resolved by the Committee on Transportation and Infrastructure of the United States House of Representatives, that in accordance with Section 110 of the Rivers and Harbors Act of 1962, the Secretary of the Army is requested to review the feasibility of providing shoreline erosion protection, hurricane and storm damage reduction, and related purposes to the shores of Flagler County, Florida.”

A reconnaissance study for Flagler County, Florida, completed in March 2004, recommended that this study continue into the feasibility phase based on the likelihood that a Federal project may be justified and implementable given available information.

The feasibility study was completed in June 2014, which evaluated the feasibility of providing hurricane and storm damage reduction within the Marineland, Painters Hill, Beverly Beach, and Flagler Beach reaches of the Flagler County coastline. Alternatives considered included: no action, non-structural measures (flood proofing, relocation, land acquisition, etc.), shore protection with hard structures (seawalls, revetments, groins, etc.), shore protection with soft structures (beach nourishment, geotubes, etc.), combinations of the above, and others. A Chief’s Report was submitted to Congress in December 2014, recommending the plan to reduce hurricane and storm damages for Flagler County, Florida, be authorized. The project was authorized in December 2016 under the Water Resources Development Act of 2016 (Public Law 114-322).

**c. Project Description**

The authorized project is the National Economic Development (NED) plan, consisting of a 10-foot dune extension including a 10-foot sacrificial berm between FDEP monuments R80 and R94 in central Flagler Beach. The plan shown in Figures 2 and 3 covers 2.6 miles of shoreline in length and mainly prevents damage to SR-A1A.

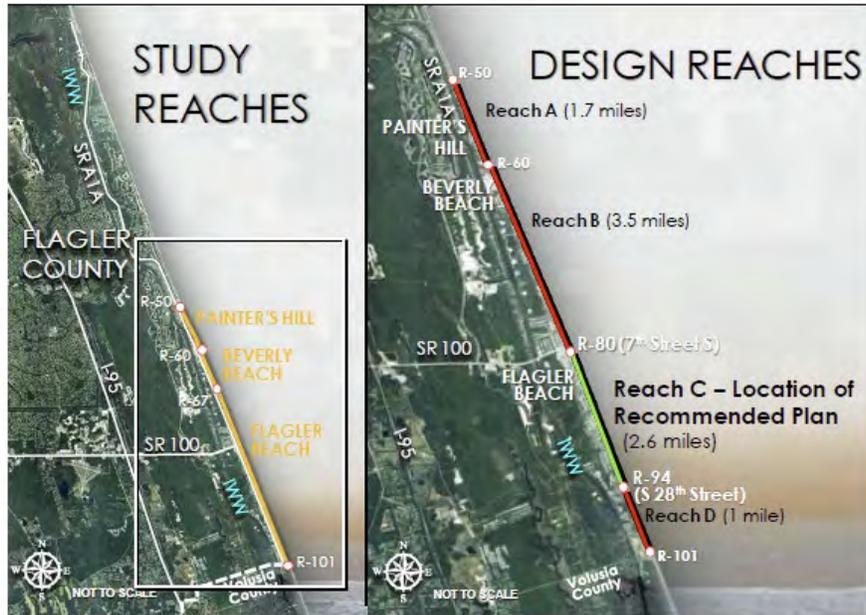


Figure 2: Location of Authorized Project

Construction of the project involves a sand borrow source located seven miles offshore of the project site in Federal waters. The Bureau of Ocean Energy Management (BOEM) has sole jurisdiction over the identified sand resources for this project under the Outer Continental Shelf Lands Act and is a cooperating agency on this project. The project will most likely be constructed with a dredge and land-based equipment typically used for beach nourishment projects. Initial construction and each periodic nourishment event will place 330,000 cubic yards. The renourishment interval is expected to be approximately 11 years, equaling 4 renourishment events in addition to initial construction over the 50-year period of Federal participation.

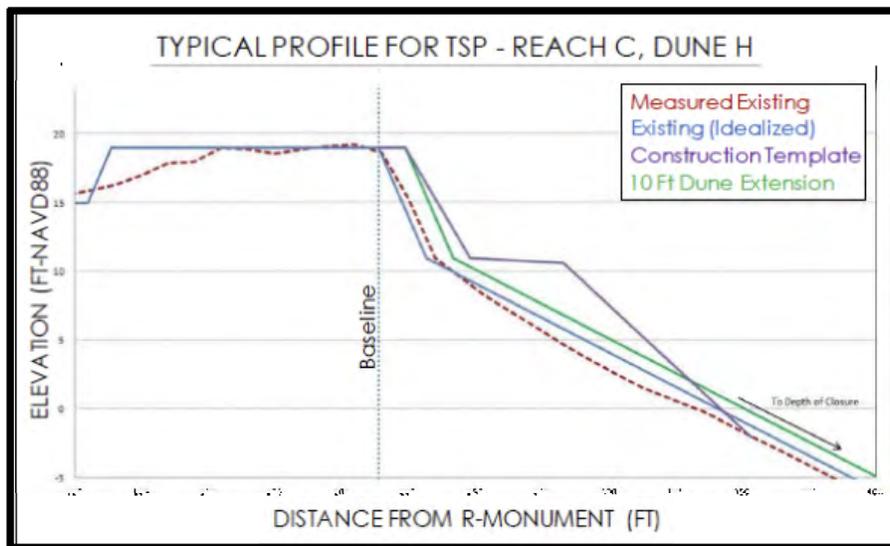


Figure 3: Typical Cross Section

**d. Public Participation**

The SAJ's Corporate Communications Office continually keeps the public informed on SAJ projects and activities. There are no controversial concerns, planned activities, public participation meetings, or workshops that could generate issues needing provision to review teams. The project Review Plan will be posted on the SAJ's webpage. Any comments or questions regarding the Review Plan will be addressed by SAJ.

**e. In-Kind-Contributions by Project Sponsor**

There are no in-kind sponsor contributions related to the P&S and DDR that will affect this Review Plan or related reviews.

**f. Civil Works Cost Engineering Mandatory Center of Expertise Review and Certification**

The cost related documents associated with this contract do not require external peer review or certification. Therefore, no additional review requirements will be executed by the Cost Engineering Mandatory Center of Expertise (MCX) for the implementation documents addressed by this Review Plan.

**3. DISTRICT QUALITY CONTROL**

**a. Requirements**

All implementation documents (including supporting data, analyses, environmental compliance documents, etc.) shall undergo a DQC. A DQC is an internal review process of basic science and engineering work products focused on fulfilling the project quality requirements defined in the PMP. DQC will be performed on P&S and DDR in accordance with SAJ's Engineering Division Quality Management System (EN QMS). The EN QMS defines DQC as the sum of two reviews, Discipline Quality Check and Review (DQCR) and Product Quality Control Review (PQCR).

**b. Documentation**

DQCRs occur during the design development process and are carried out as a routine management practice by each discipline. Checklists are utilized by each discipline to facilitate the review and to document the DQCR review comments. Certification of the DQCR is signed by the Branch Chief certifying that all design analyses and products have been completed in accordance with the EN QMS process prior to release from the Branch.

The PQCR shall ensure consistency and effective coordination across all disciplines and shall assure the overall coherence and integrity of the products. Review comments and responses for this review will be documented in DrChecks<sup>sm</sup>. The PQCR shall be QC certified by the Engineering Technical Lead (ETL), all applicable Section and Branch Chiefs, and the Division Chief. This PQCR certification signifies that all DQCR Certifications are complete, as well as the PQCR.

**4. AGENCY TECHNICAL REVIEW**

**a. Risk Informed Decision on Appropriate Level of Review**

PED phase implementation documents are being prepared. Therefore, an ATR of the pre-final P&S and DDR documents will be undertaken for the design of the initial construction project.

## **b. Agency Technical Review Scope**

ATR is undertaken to "ensure the quality and credibility of the government's scientific information" in accordance with EC 1165-2-217 and ER 1110-1-12.

A site visit will not be scheduled for the ATR Team. If necessary, additional data and photos of the project site required by the ATR team will be gathered by PDT members during plan-in-hand site visits. This information will be disseminated to the ATR Team by the PDT.

ATR will be conducted by individuals and organizations that are external to the SAJ. The ATR Team Leader will be a USACE employee outside the South Atlantic Division. The required disciplines and experience are described below.

ATR comments will be documented in the DrChecks<sup>sm</sup> model review documentation database. DrChecks<sup>sm</sup> is a module in the ProjNet<sup>sm</sup> suite of tools developed and operated at ERDC-CERL ([www.projnet.org](http://www.projnet.org)). At the conclusion of ATR, the ATR Team Leader will prepare an ATR Review Report that summarizes the review. An outline for an ATR Review Report is in Attachment C. The report will include at a minimum the Charge to Reviewers, ATR Certification Form from EC 1165-2-217, and the DrChecks<sup>sm</sup> printout of the comment resolution.

## **c. ATR Disciplines**

As stipulated in ER 1110-1-12, ATR members will be sought from the following sources: regional technical specialists (RTS); subject matter experts (SME) certified in CERCAP; senior level experts from other districts; Center of Expertise staff; experts from other USACE commands; contractors; academic or other technical experts; or a combination of the above. The ATR Team will be comprised of the following disciplines; knowledge, skills and abilities; and experience levels.

ATR Team Leader. The ATR Team Leader shall be from outside SAD and should have a minimum of 5 years of experience with shore protection projects. The ATR Team Leader may be a co-duty with one of the other review disciplines.

Civil Engineering/Dredging Operations. The team member shall be a registered professional engineer with 7 years of dredging operations and/or civil/site work project experience that includes dredging and disposal operations and shore protection project features.

Construction Management. The team member shall have 5 years of construction management experience with beach nourishment.

Geotechnical Engineering and Engineering Geology. The team member shall be a registered professional and possess a minimum of 7 years of experience with geologic and geotechnical analyses that are used to support the development of P&S for shore protection projects.

## **5. BIDDABILITY, CONSTRUCTABILITY, OPERABILITY, ENVIRONMENTAL, AND SUSTAINABILITY REVIEW**

The value of a BCOES review is based on minimizing problems during the construction phase through effective checks performed by knowledgeable, experienced personnel prior to advertising for a contract. BCOES review requirements must be emphasized throughout the planning and design processes for all programs and projects, including during planning and

design. This will help to ensure that the government's contract requirements are clear, executable, and readily understandable by private sector bidders or proposers. It will also help ensure that the construction may be done efficiently and in an environmentally sound manner, and that the construction activities and projects are sufficiently sustainable. Effective BCOES reviews of design and contract documents will reduce risks of cost and time growth, unnecessary changes and claims, as well as support safe, efficient, sustainable operations and maintenance by the facility users and maintenance organization after construction is complete. A BCOES Review will be conducted for this project. Requirements and further details are stipulated in ER 1110-1-12, ER 415-1-11, and SAJ EN QMS 02611.

## **6. INDEPENDENT EXTERNAL PEER REVIEW**

### **a. General.**

EC 1165-2-217 provides implementation guidance for both Sections 2034 and 2035 of the Water Resources Development Act (WRDA) of 2007 (Public Law (P.L.) 110-114). The EC addresses review procedures for both the Planning and the Design and Construction Phases (also referred to in USACE guidance as the Feasibility and the Pre-construction, Engineering and Design Phases). The EC defines Section 2035 Safety Assurance Review (SAR), Type II Independent External Peer Review (IEPR). The EC also requires Type II IEPR be conducted outside USACE.

### **b. Type I Independent External Peer Review Determination.**

A Type I IEPR is primarily associated with decision documents. A Type I IEPR is not applicable to the implementation documents covered by this Review Plan.

### **c. Type II Independent External Peer Review Determination.**

This project does not trigger WRDA 2007 Section 2035 factors for Safety Assurance Review (termed Type II IEPR in EC 1165-2-217). Therefore, a review under Section 2035 is not required. The factors in determining whether a review of design and construction activities of a project are necessary as stated under Section 2035, along with this Review Plan's applicability statements, follow:

- (1) The failure of the project would pose a significant threat to human life.

*Failure of the Flagler County Shore Protection Project would not pose a threat to human life. The project consists of the placement of sand along eroded beaches.*

- (2) The project involves the use of innovative materials or techniques.

*This project will utilize methods and techniques used by the USACE on other similar works.*

- (3) The project design lacks redundancy.

*The concept of redundancy does not apply to this project.*

- (4) The project has unique construction sequencing or a reduced or overlapping design construction schedule.

*The Flagler County Shore Protection Project does not have or pose unique sequencing or a reduced or overlapping design. The construction methods and procedures have been used successfully by the USACE on other similar works. This project is non-complex, beach nourishment project.*

Based on the discussion above, the District Chief of Engineering, as the Engineer-In-Responsible-Charge, does not recommend a Type II IEPR Safety Assurance Review of the P&S and DDR.

**7. POLICY AND LEGAL COMPLIANCE**

The SAJ Office of Counsel reviews all contract actions for legal sufficiency in accordance with Engineer Federal Acquisition Regulation Supplement 1.602-2 Responsibilities. The subject implementation documents and supporting environmental documents will be reviewed for legal sufficiency prior to advertisement.

**8. MODEL CERTIFICATION AND APPROVAL**

The project does not use any engineering models that have not been approved for use by USACE.

**9. PROJECT DELIVERY TEAM DISCIPLINES**

<b>PDT Disciplines</b>
Civil/Dredge Engineering
Construction Management
Coastal Geology

**10. BUDGET AND SCHEDULE**

**a. Project Milestones.**

<b>Task</b>	<b>Date</b>
DQCR	May 2019
PQCR/DQC*	June 2019
ATR Review	July 2019
ATR Certification	August 2019
BCOES Review	August 2019
BCOES Certification	January 2020

\*SAJ EN QMS 02611 defines DQC as the sum of DQCR and PQCR

**b. ATR Cost.**

Funds will be budgeted to execute ATR and schedule as outlined above. It is envisioned that each reviewer will be afforded 24 hours review plus 8 hours for coordination. The estimated cost range is \$25,000 - \$30,000.

**11. REVIEW PLAN POINTS OF CONTACT**

Title	Organization	Phone
Review Manager	CESAJ-EN-Q	[REDACTED]
Quality Manager	CESAD-RBT	[REDACTED]

**ATTACHMENT A: APPROVED REVIEW PLAN REVISIONS**

<b>Revision Date</b>	<b>Description of Change</b>	<b>Page / Paragraph Number</b>

**ATTACHMENT B: PARTIAL LIST OF ACRONYMS AND ABBREVIATIONS**

<u>Acronyms</u>	<u>Defined</u>
AFB	Alternatives Formulation Briefing
ATR	Agency Technical Review
BCOES	Biddability, Constructability, Operability, Environmental, and Sustainability Review
BOEM	Bureau of Ocean Energy Management
CAP	Continuing Authorities Program
CERCAP	Corps of Engineers Reviewer Certification and Access Program
CY	Cubic Yards
DDR	Design Documentation Report
DQC	District Quality Control
DQCR	Discipline Quality Control Review
EC	Engineering Circular
EA	Environmental Assessment
EN QMS	Engineering Division Quality Management System
ER	Engineering Regulation
ERDC-CERL	Engineer Research and Development Center – Construction Engineering Research Laboratory
ESA	Endangered Species Act
ETL	Engineering Technical Lead
FDEP	Florida Department of Environmental Protection
FONSI	Findings of No Significant Impacts
FSCA	Feasibility and Cost Sharing Agreement
FY	Fiscal Year
GRR	General Reevaluation Report
IEPR	Independent External Peer Review
LPP	Locally Preferred Plan
MCX	Mandatory Center of Expertise
MLLW	Mean Low Low Water
MSC	Major Subordinate Command
NAS	National Academy of Sciences
NED	National Economic Development
NEPA	National Environmental Policy Act
ODMDS	Ocean Dredged Material Disposal Site
OMB	Office of Management and Budget
OMRR&R	Operation, Maintenance, Repair, Replacement and Rehabilitation
P&S	Plans and Specifications
PED	Preconstruction Engineering and Design

<b><u>Acronyms</u></b>	<b><u>Defined</u></b>
PDT	Project Delivery Team
PM	Project Manager
PMP	Project Management Plan
PPA	Project Partnering Agreement
PQCR	Product Quality Control Review
QA	Quality Assurance
QCP	Quality Control Plan
QMP	Quality Management Plan
QMS	Quality Management System
RMC	Risk Management Center
RMO	Review Management Organization
RP	Review Plan
RTS	Regional Technical Specialist
SAJ	South Atlantic Jacksonville District Office
SAD	South Atlantic Division Office
SAR	Safety Assurance Review (also referred as Type II IEPR)
SME	Subject Matter Expert
USACE	U.S. Army Corps of Engineers
WRDA	Water Resources and Development Act

**ATTACHMENT C:**

**ATR REPORT OUTLINE AND COMPLETION OF AGENCY TECHNICAL REVIEW**

**Flagler County Shore Protection Project Implementation Documents  
Flagler County, Florida**

**ATR REPORT OUTLINE (Unneeded items, such as ATR Team Member Disciplines that are not identified as needed in the Review Plan, shall be deleted from the ATR Report.)**

**1. Introduction:**

**2. ATR Team Members:**

ATR Team Leader  
Civil Engineering/Dredging Operations  
Geotechnical Engineering and Engineering Geology  
Construction Management

**3. ATR Objective:**

**4. Documents Reviewed:**

**5. Findings and Conclusions:**

**6. Unresolved Issues:**

# COMPLETION OF AGENCY TECHNICAL REVIEW

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The Agency Technical Review (ATR) has been completed for the Preconstruction, Engineering and Design Phase Implementation Documents for the Flagler County Shore Protection Project, Flagler County, Florida, including the design documents, plans and specifications and DDR. The ATR was conducted as defined in the project's Review Plan to comply with the requirements of EC 1165-2-217 and ER 1110-1-12. During the ATR, compliance with established policy principles and procedures, utilizing justified and valid assumptions, was verified. This included review of: assumptions, methods, procedures, and material used in analyses, alternatives evaluated, the appropriateness of data used and level obtained, and reasonableness of the results, including whether the product meets the customer's needs consistent with law and existing US Army Corps of Engineers policy. The ATR also assessed the District Quality Control (DQC) documentation and made the determination that the DQC activities employed appear to be appropriate and effective. All comments resulting from the ATR have been resolved and the comments have been closed in DrChecks<sup>sm</sup>.

\_\_\_\_\_  
NAME  
ATR Team Leader

\_\_\_\_\_  
Date

\_\_\_\_\_  
NAME  
Project Manager

\_\_\_\_\_  
Date

\_\_\_\_\_  
NAME  
Review Management Office Representative

\_\_\_\_\_  
Date

## CERTIFICATION OF AGENCY TECHNICAL REVIEW

Significant concerns and the explanation of the resolution are as follows: [Describe the major technical concerns and their resolution.](#)

As noted above, all concerns resulting from the ATR of the project have been fully resolved.

\_\_\_\_\_  
NAME  
Chief, Engineering Division  
SAJ-EN

\_\_\_\_\_  
Date