

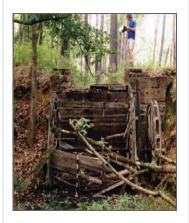
DEPARTMENT OF DEFENSE LEGACY RESOURCE MANAGEMENT PROGRAM

CULTURAL RESOURCES UPDATE

April 2010 Volume 7, Number 3

Now Available...

Historic Context:
Rural Industries of
the Sand Hills,
Georgia,
South Carolina,
and North Carolina



See pages 9-10

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"A busy start to the new year"...An Update from the Department of the Navy's Preservation HQs

At the Department of the Navy's annual CRM conference, held at Marine Corps Base Hawaii, Kaneohe Bay from March 8-12, senior Department of the Navy officials provided various status briefings. Presenters included the Deputy Assistant Secretary of the Navy for Environment (DASN-E), Mr. Donald Schregardus (who is also the Department's Federal Preservation Officer), and Ms. Sue Goodfellow, Head of Conservation, Headquarters, U.S. Marine Corps.

In his opening remarks, Mr. Schregardus noted that the Department of the Navy will be "changing the way we do business... changing our footprint worldwide," referring to energy management and the use of sustainable approaches. He stressed the importance of realigning energy reduction with the Department's stewardship and preservation endeavors, and noted that the Department's 2010 Quadrennial Defense Review (QDR) emphasizes the significance of sustainability. Mr. Schregardus also commented on the Department's look to harmonizing NEPA and Section 106 of the NHPA. To conclude, he stressed that it is "critical that CRMs utilize all the tools available to them to work towards our stewardship objectives while supporting readiness".

Ms. Goodfellow provided the "USMC big picture" following Mr. Schregardus. Her office is currently focused on initiatives that relate to growing the force, range alignments (mainly Guam) and expansions, the 2010 QDR and energy and sustainability. Dr. Goodfellow also stressed the need for "energy reduction and increased efficiency of systems to target existing infrastructure, including historic buildings". She concluded by saying, "Archaeological sites are inherently sustainable because archaeologists learn from the past for the benefit of the future".

Tribal Consultation & Coordination Implementation

In November 2009, the President issued an executive memorandum requiring federal agencies to draft plans to implement Executive Order 13175 on Consultation and Coordination with Tribal Governments.

Executive Order 13175, issued by President Clinton, details tribal consultation requirements of federal agencies and affirms and commits the federal government to work with Native American tribal governments on a government-to-government basis.

On 12 February 2010, Mr. Ashton Carter, Under Secretary of Defense for Acquisition, Technology and Logistics, provided DoD's Plan of Action in response to the November 2009 executive memorandum. DoD's Plan of Action outlines past achievements in working with tribal governments, as well as ways to increase the effectiveness of current related DoD initiatives. DoD Component-specific information on consultation activities will be included as a part of the Plan of Action.

CONFERENCES, MEETINGS, AND MORE

World Archaeological Congress

PLACE: VIENNA, AUSTRIA DATE: 6-10 APRIL 2010

Society for American Archaeology Annual Conference

PLACE: ST. LOUIS, MO DATE: 14-18 April 2010

<u>DEPARTMENT OF THE AIR</u> FORCE CRM CONFERENCE

PLACE: COLORADO SPRINGS,

DATE: 10-14 MAY 2010

NATIONAL PARK SERVICE'S 2010 ARCHAEOLOGICAL PROTECTION WORKSHOP

PLACE: KNIFE RIVER INDIAN VILLAGES NATIONAL HISTORIC SITE (NEAR STANTON, ND)

DATE: 24-28 MAY 2010

ENVIRONMENT, ENERGY
SECURITY AND
SUSTAINABILITY AND
EXHIBITION (E2S2)

PLACE: DENVER, CO DATE: 14-17 JUNE 2010

Cultural Heritage Consultation in Afghanistan

Central Command's LTC Dan Brewer, the Army Environmental Policy Institute's COL Tim Hill, and others toured International Security Assistance Force for Afghanistan (ISAF) bases and participated in an environmental consultation in Kabul. Cultural heritage was significant component of the consultation, which was organized by the U.S. Joint Engineers and the ISAF for Afghanistan and took place at the Army Corps of Engineers Headquarters, Kabul and also at the North Atlantic Treaty Organization (NATO) Headquarters, Kabul. Dr. Laurie Rush, a member of the U.S. Central Command's Historical/ Cultural Advisory Group, was also invited to participate.



The objective of the consultation was to continue on-going dialogue between relevant parties to coordinate and partner in environmental considerations, including cultural heritage. The mentioned U.S. Department of Defense personnel and others had the opportunity to meet with the new Deputy Minister of Information, Tourism, and Culture of the Islamic Republic of Afghanistan, His Excellency Omar Sultan, and also with Mr. Abdul Wasir Ferauzi, Director General for Heritage. Dr. Rush and Mr. Ferauzi gave a joint presentation on cultural heritage issues in Afghanistan. In addition, there was the opportunity to meet with staff from the ISAF Joint Engineers and from the U.S. Department of State (U.S. Embassy in Kabul) among others.

Results from the consultations included: Opportunities to provide archaeology awareness training that will reach all U.S. soldiers entering Afghanistan, including embedded expertise to be provided to the Tenth Mountain Division Command Group; Direct coordination with the U.S. Department of State Cultural Affairs Office and increased direct connections with relevant parties for archaeology reach-back information for in-country personnel.



(Central Command's LTC Dan Brewer and Mr. Ferauzi, Director General of Heritage, Afghanistan)

New NAGPRA Regulations on Culturally Unidentifiable Human Remains

The Department of Interior issued its final rule concerning the Native American Grave Repatriation Act (NAGPRA) regulations on the disposition of culturally unidentifiable human remains. The final rule (43 CFR Part 10) went into effect on 14 May 2010.

The final rule in its entirety was published in the Federal Register's 15 March 2010 edition (Volume 75, Number 49). In brief, "this rule pertains to those human remains, in collections, determined by museums and Federal agencies to be Native American, but for whom no relationship of shared group identity can be reasonably traced, historically or prehistorically, between a present day Indian tribe or Native Hawaiian organization and an identifiable earlier group. These individuals are listed on inventories as culturally unidentifiable Native American human remains. The rule requires consultation on the culturally unidentifiable human remains by the museum or Federal agency with Indian tribes and Native Hawaiian organizations whose tribal lands or aboriginal occupancy areas are in the area where the remains were removed. If cultural affiliation still cannot be determined and repatriation achieved, then the Indian tribe or Native Hawaiian organization may request disposition of the remains. The museum or Federal agency would then publish a notice and transfer control to the tribe, without first being required to appear before the Review Committee to seek a recommendation for disposition approval from the Secretary of the Interior. Disposition requests, which do not meet the parameters of the rule, would still require approval from the Secretary, who may request a recommendation from the Review Committee."

The rule also amends sections related to applicability of the regulations, definitions, civil penalties, and limitations. Additional rules are currently being developed to "cover disposition of unclaimed Native American human remains and cultural items from Federal and Indian lands (future 43 CFR 10.7)".

A Look at the Application of Predictive Modeling in Compliance Programs

Since 2001, DoD's Legacy Program funded several studies that investigated the integration of predictive modeling into DoD cultural resource management (CRM) compliance. The Advisory Council on Historic Preservation and the National Conference of State Historic Preservation Officers have been consulted regarding this possible integration. The DoD Strategic Environmental Research and Development Program and the DoD Environmental Security Technology Certification Program have also funded demonstration projects on this topic. To date, these studies have demonstrated that predictive models can provide a strong scientific foundation for decision-making about archaeological resources on DoD-managed lands.

A recent Legacy Program-funded pilot study/ workshop identified key processes in integrating modeling in CRM compliance and was also aimed at improving technical aspects of the modeling process. The workshop provided practical, problem-solving applications using both real world DoD examples as well as hypothetical scenarios. If predictive modeling is to be integrated into DoD CRM compliance programs, it is important that installation CRMs have the necessary training tools with which to create the best models possible. The workshop produced an Instructor's Guide as well as Participants' Workbook that can be used to introduce the predictive modeling application to installation CRMs. A technical report was also produced that outlines the workshop and its products. (These products are available for distribution and will soon be posted to www.DENIX.osd.mil. Reference Legacy Project 09-457)

SEMINARS, COURSES, AND MORE

ADVANCED SECTION 106 SEMINAR

PLACE: OMAHA, NEBRASKA
DATE: 21APRIL 2010
www.ACHP.GOV

NEPA COMPLIANCE AND

CULTURAL RESOURCES
PLACE: SEATTLE, WA

PLACE: SEATTLE, WA
DATE: 26-27 APRIL 2010
WWW.NPI.ORG

GIS: PRACTICAL APPLICATIONS FOR CULTURAL RESOURCE PROJECTS

PLACE: SAN FRANCISCO, CA DATE: 4-5 OR 6-7 MAY 2010 <u>www.NPI.org</u>

SECTION 106 ESSENTIALS SEMINAR

PLACE: SALT LAKE CITY, UT
DATE: 18-19 MAY 2010
<u>www.ACHP.GOV</u>

SECTION 106 ESSENTIALS SEMINAR

PLACE: RIVERSIDE, CA DATE: 15-16 JUNE 2010 WWW.ACHP.GOV

ADVANCED SECTION 106 SEMINAR

PLACE: SAN DIEGO, CA DATE: 18 JUNE 2010 <u>www.ACHP.GOV</u>

SECTION 106 ESSENTIALS SEMINAR

PLACE: KANSAS CITY, MO DATE: 7-8 JULY 2010 <u>www.ACHP.GOV</u>

ADVANCED SECTION 106 SEMINAR

PLACE: SEATTLE, WA DATE: 15 JULY 2010 <u>www.ACHP.GOV</u>

A Call for Creative Approaches toward Increased DoD Energy Efficiency

Federal agencies will submit their sustainability plans to the White House in June, in response to the President's goal to reduce the government's overall carbon footprint by 28 percent. The Defense Department has set an aggressive 34 percent emissions-reduction target and senior officials within the Pentagon's Environmental Management Directorate are optimistic the Department will achieve the goal. "I have great faith in the creativity of our folks to figure out how to get this done", said Maureen Sullivan, Director of Environmental Management.

The Legacy Resource Management Program, within DoD's Environmental Management Directorate, is uniquely positioned to assist in the Department's aim toward increased energy efficiency by providing funds to facilitate this aim. The Program is poised to fund activities that would use innovative approaches to energy management and sustainability and also serve to preserve the Department's cultural and/or natural resources.

Among the various Program areas of emphasis, the Legacy Program seeks proposals that would focus on the "Economics of Historical Preservation". For example, the 'greenest' building is the one that already exists, as it requires less to make a historic building compatible with sustainable elements than to build a new, 'green' building. Increasing energy efficiency and sustainability related to historic properties is a funding priority for the Program.

Specifically, the Program seeks proposals that would:

- Develop tools and guidance that would increase energy efficiency and that also meet Secretary of Interior Standards and Guidelines for historic property rehabilitation;
- Develop models to more effectively calculate the costs of rehabilitation completed for energy efficiency compared to new construction;
- Explore cost savings related to alternate uses or re-uses for common building types;
- Integrate the use of alternative energy sources into historic buildings, structures and other historic properties;
- Demonstrate how to rehabilitate standard building types for greater energy efficiency.

(The official call for project funding applications will begin when the Legacy Program posts its Request for Proposals in early April. At that time, individuals or organizations are invited to complete a pre-proposal form online at www.DoDLegacy.org. This will initiate the request for Legacy funds. Contact Cecilia.Brothers.ctr@osd.mil for more information about the process. Specific application time-tables will be provided at DoDLegacy.org and via this newsletter as they become available.)

Department of the Navy's Annual CRM Conference Re-cap

There were approximately 75 in attendance at the Department of the Navy's annual CRM conference, held at Marine Corps Base Hawaii, Kaneohe Bay from March 8-12. Among those in attendance were Deputy Assistant Secretary of the Navy for Environment, Mr. Donald Schregardus (who is also the Department's Federal Preservation Officer), the Navy's new Deputy Federal Preservation Officer, Mr. William Manly, Navy and Marine Corps headquarters' personnel, the Deputy Federal Preservation Officer for the Office of the Secretary Defense, Ms. Serena Bellew, as well as installation cultural resource managers from across the Department of the Navy. The conference was organized by Ms. Sue Goodfellow, Head of Conservation for Headquarters, U.S. Marine Corps.



(Continued on Next Page...)

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The annual conference provides important training to cultural resource professionals and contractor support personnel charged with efficient and effective management of cultural resources programs on Navy and Marine Corps lands. The first day of the conference featured a Risk Communications Workshop, which provided attendees with tools to effectively communicate risk management issues to stakeholders of diverse interests. The following days consisted of various presentations provided by senior Department officials, cultural resource managers from various installations and others directing or associated with related endeavors throughout the Department's commands and installations. A traditional Hawaiian blessing preceded the presentations.

Presentations given by senior Department officials included remarks and updates by the Deputy Assistant Secretary of the Navy for Environment, Marine Corps Headquarters, and NAVFAC Headquarters. The Deputy Federal Preservation Officer for DoD also presented. Approximately 25 other presentations followed, highlighting topics such as alternative energy, Cold War contexts, Program Comments, standard treatments, public-private ventures, adaptive reuse projects, sustainability, Native Hawaiian Organization policy and consultation, expanding CRM roles, Real Property Assets, Guam/CNMI, and curation issues.

Throughout the week-long conference, several hours were also devoted to highlighting and touring Hawaii's Naval and Marine Corps installations, particularly Marine Corps Base Hawaii (MCBH) in Kaneohe Bay, and Naval Station Pearl Harbor and Ford Island. MCBH-Kaneohe Bay encompasses a 2,951-acre peninsula on the windward side of Oahu Island. The installation features the Mokapu Burial Area, a National Register-listed archaeological site that stretches almost the entire length of the installation's northern facing shoreline among the sand dunes there, and Hanger 101, part of a National Historic Landmark.

(Photos: Left, section of Mokapu Burial Area; Center, MCBH CRM June Cleghorn briefs conference attendees; Right, Attendees visit Hanger 101)





ACHP Reports on Two DoD Undertakings

The Advisory Council on Historic Preservation's (ACHP) Winter 2010 Case Digest: Section 106 In Action features updates on two DoD undertakings that have warranted the ACHP's involvement, at Fort Hood, TX and relating to the Guam military build-up. The Case Digest "presents a representative cross-section of undertakings that illustrate the variety and complexity of federal activities that the ACHP is currently engaged in".

Both the Fort Hood, TX and Guam reports are contained in the following two pages and were taken directly out of the *Winter 2010 Case Digest: Section 106 In Action* (www.achp.gov/casedigest).

TEXAS

Project: Case Update: Fort Hood Army Alternate Procedures Implementation Agencies: U.S. Army, Department of Defense Contact: Sarah Killinger skillinger@achp.gov

Fort Hood, located about 70 miles north of Austin, Texas, has developed a plan under the Army Alternate Procedures to streamline Section 106 compliance. The plan will allow Fort Hood to identify, evaluate, determine effects, and mitigate effects, if needed, to historic properties through internal processes without project-specific review by stakeholders. Fort Hood submitted its plan for ACHP certification in January 2010. This case first appeared in the Winter 2009 Case Digest.

The plan under the Army Alternate Procedures (AAP) is known as a Historic Properties Component (HPC). The HPC is composed of a series of Standard Operating Procedures (SOP), each addressing a particular part of the Section 106 compliance process. By following the agreed-upon procedures in each SOP, Fort Hood will conduct all steps of the Section 106 process internally, and will report on its actions to consulting parties in annual meetings. Notification of adverse effects to stakeholders will occur primarily under the National Environmental Policy Act process, during which stakeholders have an opportunity to comment.

Fort Hood originally planned to submit the HPC for ACHP certification in February 2009. This submittal was delayed, however, when the Texas State Historic Preservation Office (SHPO) declined to sign the plan until several concerns had been addressed. It was then further delayed due to staff changes both at Fort Hood and the SHPO. The SHPO signed the HPC in December 2009, and Fort Hood submitted it to the ACHP for certification on January 11, 2010. The ACHP has conditionally certified the HPC, requiring Fort Hood to modify one SOP to be in accordance with the requirements of the AAP. Fort Hood has 60 days to make the change and resubmit; the final certification is expected in April 2010.



A chimney from a historic structure recalls the past at Fort Hood.

The Army and the ACHP worked together for several years to develop the AAP, which the ACHP approved for use by Army installations in 2001. Fort Hood notified the ACHP that it would be pursuing participation in the AAP in late 2002. Upon final certification, it will join Fort Sam Houston and Fort Benning in operating under the AAP. The goal of the AAP is to increase the efficiency of Section 106 compliance at installations by tailoring it to the installations' existing internal processes. The AAP also encourages installations and their consulting parties to work together to manage historic properties proactively, rather than on a reactive case-by-case basis.

Information on the Army Alternate Procedures in general can be found at www.achp.gov/army. html#aap.

GUAM, CNMI

Project: Ongoing Case: Guam Military Build-up Agencies: U.S. Navy (lead), Department of Defense; Environmental Protection Agency;

National Park Service

Contact: Louise Dunford Brodnitz

lbrodnitz@achp.gov

The Navy is the lead agency for a project in which the U.S. military would realign Marine Corps forces from Okinawa to Guam. This project will be partially funded by Japan under the Realignment Roadmap Agreement and would potentially affect historic properties on Guam and within the Commonwealth of the Northern Mariana Islands.

The project would relocate approximately 8,500 Marines and 9,000 dependents from Okinawa to Guam. In addition, the Navy will create a new deep-draft wharf with shore-side infrastructure in Apra Harbor, and the Army will establish an air defense facility with 600 military personnel and 900 dependents. The proposed realignment is in addition to ongoing efforts by the Air Force to increase capacity and personnel. The realignment is expected to increase Guam's population by about 24,000 Department of Defense (DoD) personnel and dependents. Construction on and off military land to accommodate the build-up will involve a temporary influx of civilian construction work force personnel and private development to accommodate the temporary construction workforce.

The island of Tinian will see increased use for training by all military services. It is further expected that DoD will increase land holdings on Guam through purchase or lease.

The proposed realignment is currently the subject of an Environmental Impact Statement (EIS) being prepared under the National Environmental Policy Act. The public comment period on the Draft EIS ended on February 17, 2010. The Navy has conducted cultural resource surveys throughout the project area and is conducting a series of public meetings and consultations. Adverse effects on historic properties will be avoided where possible. Development of a



Patrick Lujan (Guam Historic Preservation Officer) examines one of many lusong (stone mortars probably used with wooden pestles in preparing food) that remain at the Pagat site complex in Guam.

Programmatic Agreement (PA) is anticipated to provide for case-by-case consultation to resolve specific effects, once they are determined, with targeted mitigation.

Historic properties within the area of potential effect for this undertaking include archaeological sites, traditional cultural properties, and architectural resources, spanning multiple periods of significance (including pre- and post-contact indigenous and relocated populations, occupation by a series of nations, and scenes of significant wartime operations). Historic properties are expected to be affected through construction, operations, roadways and utility upgrades or reduced access, on military-controlled land as well as on non-federal lands. Private development projects to accommodate residents on Guam and the Commonwealth of the Northern Mariana Islands (CNMI) will require review by each island's Historic Preservation Office (HPO). These activities, coupled with the ongoing Section 106 review for this undertaking, will result in an increased workload for HPOs. Concern exists that this increased workload will significantly exceed HPO current capacity.

Section 106 consultation with HPOs, the ACHP, and consulting parties identified by the Navy is ongoing and tentatively scheduled for completion in March 2010. Various mitigation measures have been proposed for inclusion in the PA for the project. These include creating or updating preservation plans, archaeological monitoring, archaeological data recovery, interpretive displays, specialized surveys, and documentation. DoD is assisting the HPOs of Guam and the CNMI in identifying curation needs for existing collections and collections being generated by current studies and future construction projects. Also under consideration as mitigation is a program of public education to encourage protection and preservation of historic resources and deter vandalism.

Signatories in addition to DoD entities will include the Guam HPO, the CNMI HPO, and the ACHP. The National Park Service is participating as a consulting party and invited signatory.

For more information see: www.guambuildup.com and www.guambuildupeis.us

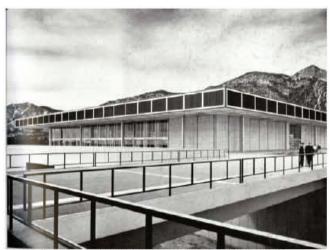


A Guide to Architecture and Engineering Firms of the Cold War Era

Project # 09-434

Background:

During the Cold War era, the Department of Defense (DoD) undertook a dramatic building campaign to keep pace with the demands of the military buildup. While standardized and prefabricated military buildings made up a significant portion of the work, projects that required a unique architectural and engineering approach also were undertaken. The aim of this project was to explore the role of architecture and engineering (A/E) firms in custom-designed projects. Currently, a large number of these Cold War resources are less than fifty years old. However, over the next ten years, a large number of these resources will be of age for mandatory National Register of Historic Places (NRHP) eligibility assessment. Prior to this study. little information existed on the role of A/E firms in this area of military construction, and as a result. analysis related to NRHP eligibility under Criterion C has been lacking an important context.



Dining Hall at the Air Force Academy, Colorado Springs, CO (Nauman, On the Wings of Modernism, 2004).

Objective:

By detailing the role and makeup of key A/E firms during the Cold War, the project aims to inform evaluation of NRHP eligibility under Criterion C, the evaluation required by Sections 106 and 110 of the National Historic Preservation Act. The report provides a biographical narrative and catalog of each selected firm's military work, demonstrating the range of commissions for custom-designed singular buildings. As a result, the project provides a necessary resource to aid NRHP evaluation efforts for Cold War era military construction.

Summary of Approach:

The project focuses on custom-designed resources constructed during the Cold War period (1946-1989). Primary research followed the following process: (1) identify prominent architecture and engineering firms during the Cold War period; (2) identify prominent architects and engineers within each firm and the overall design philosophy associated with the firm; (3) identify the types of projects undertaken by each firm, such as buildings associated with weapons development and testing, military administrative and residential buildings, and also prominent non-military buildings; (4) investigate the process for selecting and commissioning private architecture and engineering firms to construct DoD buildings during the Cold War era and (5) address overall conclusions.

Benefit:

The project provides the framework for future NRHP-eligibility assessments and evaluations for significance of architect- and engineer-designed buildings on DoD installations. By highlighting and examining the roles of these firms during the Cold War, the project aids NRHP evaluations relating to Criterion C for properties that possess distinctive design/construction elements and represent the work of a prominent architect or engineer. Overall, the intention of the project is to provide DoD with a useful tool in assessing the role of individual architectural and engineering firms during major building campaigns associated with the Cold War.

Accomplishments:

This project was funded in FY 2009 and completed in FY 2010. To date, the project includes a biographical narrative and catalog of Cold War-era military work for 107 selected A/E firms.

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CULTURAL RESOURCES UPDATE

To Contribute to the Discussion-

As a part of the DoD network of individuals devoted to cultural resource endeavors on DoD lands, you are instrumental in the cultural resource dialogue associated with protecting and enhancing resources while supporting military readiness. The Legacy Program welcomes information, news, briefs, announcements, photos, articles, suggestions, questions, etc. that would foster this dialogue via this newsletter. Please send information related to cultural resource activities on installations, within regions or information that generally pertains to DoD and military service cultural resource endeavors so that this information can potentially be included in this newsletter.

Email <u>Cecilia.Brothers.ctr@osd.mil</u> if you would like to contribute.





University of Maryland University College -Online Course Cultural Heritage Protection: Iraq

Designed specifically for DoD personnel, as well as for other relevant individuals, the "Cultural Heritage Protection: Iraq" online course offered by the University of Maryland University College is currently enrolling.

The course focuses on: examining changes in international law that have come about and may come about as a result of war; examining the development of the law of warfare as it pertains to cultural heritage protection; exploring the relationship between the international art black market and the looting of archaeological sites; identifying steps to protect this vitally important culture for those on the ground in Iraq and the general population.

Contact emteam@umuc.edu or 800-888-8682, ext. 2830 directly for more information on this specific course.

The Legacy Resource Management Program

The Legacy program was established by Congress in 1990 to provide financial assistance to DoD to preserve our natural and cultural heritage. The program assists the DoD in protecting and enhancing resources while supporting military readiness. A Legacy project may involve regional ecosystem management initiatives, habitat restoration and enhancement efforts, invasive species control, monitoring species at risk and species of concern, economics of historical preservation, cultural resources data management, communication, partnerships and public awareness, and/or context and model development.

Visit www.dodlegacy.org for more information.

Requests to be added to or removed from the Cultural Resources UPDATE distribution list may be sent to Cecilia. Brothers.ctr@osd.mil

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