Acknowledgments

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Cover photos

» **Front/back**: Close-up aerial view of Bayport confined disposal facility at the Port of Green Bay. Photo courtesy of the Port of Green Bay.

» **Pictured left**: Times Beach Nature Preserve bird watching area, built with remediated dredging materials. Buffalo, NY. Photo courtesy of Ken Winters, ACE-IT Buffalo.

» **Pictured right**: Aerial photos of Port of Toledo. Photo courtesy of Ken Winters, ACE-IT Buffalo.

» **Inside back cover**: Calumet River and Harbor, Port of Chicago.
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Introduction

Maritime transportation in the Great Lakes, both commercial and recreational, relies on the maintenance of adequate water depth in harbors and connecting channels for navigation. Maintaining that depth where there is natural accumulation of sediments requires a program of periodic dredging. Each year navigation dredging in the Great Lakes produces 2 - 3 million cubic yards of sediment from the dredging of numerous federal Great Lakes commercial ports, recreational harbors, and connecting channels maintained by the U.S. Army Corps of Engineers (Corps). In addition to this is sediment dredged from the many non-federal navigation sites including state parks and harbors, municipal and private marinas, and launch ramps. Slightly more than half of the dredged sediment bears enough contamination from past industrial discharge, agricultural runoff and other activity to require confined disposal, typically in specifically designed "confined disposal facilities," or CDFs. Clean sandy material is often used for beach nourishment, and much uncontaminated sediment dredged from Great Lakes harbors has historically been placed in the open lakes where states allow it, although that practice can face certain challenges at both the state and local levels.

Open lake placement has historically been the most common practice for managing dredged sediment in the Great Lakes; it is often the least cost alternative when the sediment is determined to be clean enough for placement in the open waters of the lake. Currently some 30 - 50 percent of sediment dredged from Great Lakes harbors and channels is transported for placement in the open waters of one of the Great Lakes. This practice is currently allowed in waters of five of the Great Lakes states—Illinois, Indiana, Michigan, New York and Ohio—when the material meets Clean Water Act requirements. Pennsylvania, Minnesota and Wisconsin have policies (based on state laws/policies outside the Clean Water Act) that attempt to prohibit open-water placement, with limited exceptions for beneficial use such as beach nourishment.

Among U.S. federal agencies, Great Lakes states and individual communities, there is an increasing awareness that much of the material dredged in the Great Lakes for navigation is clean enough to be managed not as a burden—and in some states, a solid waste—but as a sustainable resource: a commodity with value. Recognizing that value, and identifying ways to maximize it, is the concept behind "beneficial use" as an environmentally sound, practical and sustainable approach to dredged material management in the Great Lakes.

Why we dredge

Safe, reliable navigation on Great Lakes harbors and connecting channels has defined the North American mid-continent’s economic development, and remains critical to job growth and investment in those areas today. Without regular navigation access to some 60 deep-draft commercial ports that require maintenance by periodic dredging, the Great Lakes states would not be able to sustain core industries such as steel-making, mining, heavy manufacturing, agribusiness and power generation. An average of over 300 million tons of cargo move on the Great Lakes St. Lawrence Seaway system annually. The Great Lakes navigation system provides an estimated transportation rate savings benefit of $3.6 billion per year. According to a 2011 economic impact study, this movement generated 130,000 U.S. jobs directly and supported another 400,000 in related industries. The total economic impact of Great Lakes marine freight transportation made possible by the maintenance of harbors and connecting channels was estimated at $34.6 billion.

In addition, the largest freshwater recreational boating industry in the world is...
also made possible by some 80 federally authorized recreational harbors, and hundreds more recreational waterways maintained by state, municipal and private interests. A study released in 2008 identified spending by over 900,000 recreational boaters on the Great Lakes at $2.36 billion per year on boating trips alone and another $1.44 billion per year on boats, boating equipment and supplies. This activity supports over 60,000 jobs with $1.77 billion in personal income and enhances quality of life for millions of Great Lakes residents and visitors to the region. The value of maintaining access to Great Lakes shallow-draft harbors goes beyond that associated with recreational boating. Such harbors are home to ferry operations, Coast Guard search and rescue stations, harbors of refuge, and subsistence harbors, upon which isolated island communities rely for goods and services.

Technologies and applications of beneficial use

Engineered uses of dredged material

» Beach nourishment is the placement of sandy dredged material in the nearshore area or along the shore to provide a source of nourishment for natural sand movement or to restore a beach.

» Capping is the placement of clean or relatively clean dredged material on top of other sediment in the aquatic environment. Usually this is done to provide a layer of cleaner material over slightly more contaminated material so that the contaminated material will not be harmful to human health or the environment.

» Land creation and improvement includes the building of dikes and berms for shore protection; filling, raising and protection of submerged and low-lying areas; and applying material to areas where the quality of existing land is poor, such as mineland or brownfields reclamation. Land creation and improvement with dredged material is often associated with other benefits, such as capping or habitat creation.

» Replacement fill includes use of dredged material to replace soils or other materials moved or removed for construction and landscaping projects; it essentially functions as material otherwise known as fill dirt.
Other product uses

» Construction materials can use the sand component of dredged material in road construction and rip-rap. Dredged material can also be used as an ingredient in the manufacture of bricks, ceramics and concrete.

» Top soil enhancement usually involves drying out finer dredged material and applying it alone or mixing it with other materials to make topsoil. Dredged material is commonly composed of silt, clay and organic matter—all important components of topsoil. This use of dredged material often also requires the addition of other components such as biosolids (manure) or processed municipal yard waste.

Environmental restoration and enhancement

» Habitat creation or restoration using dredged material can occur in aquatic, wetland or upland environments. Upland wildlife habitats can be created in pre-existing dredged material containment areas that are no longer used, as well as by placement of dredged material on degraded lands or habitats. Native vegetation is then re-established to provide food and cover for wildlife. In aquatic or wetlands environments, dredged material can be used to nourish, restore or improve habitats.

» Fisheries improvement can be the result of aquatic placement of dredged material to create shoals or shallower areas for fish habitat, or to create/enhance wetlands or aquaculture ponds for fisheries.

Policy related to beneficial use

Federal oversight of beneficial use of dredged material in upland sites is covered by several authorities and primarily relates to material with some level of toxicity. There are no federal regulations specifically governing the beneficial use of clean dredged material. Section 404 of the Clean Water Act (CWA) requires permits to be obtained for discharges of any dredged material into U.S. waters, making it directly applicable to beach nourishment or placement in a wetland. Section 404 permits are also required for effluent from upland sites. In addition, Section 401 of the CWA requires a state issued certification ensuring compliance with state water quality standards whenever a section 404 permit is required. The National Environmental Policy Act (NEPA) and the Endangered Species Act (ESA) respectively require consideration of adverse environmental impacts and specific impacts on threatened or endangered species. These acts apply to all federal agency actions, including permit issuance. The Resource Conservation and Recovery Act (RCRA) and the Toxic Substances Control Act (TSCA) have a number of requirements regarding the handling, transport, and disposal of wastes; depending on the contaminants and level of contamination, different provisions of these acts may apply. If a dredged material qualifies under any of the criteria of these acts, some or all beneficial uses may be precluded. The Coastal Zone Management Act (CZMA) administered by the National Oceanic and Atmospheric Administration (NOAA) provides financial and technical assistance to states to develop and implement their own coastal zone management programs. The CZMA gives states broad flexibility for coastal resource management and protection, which can be used as a mechanism to promote beneficial use of dredged material.

The Great Lakes states do not have a uniform regulatory framework for beneficial use of dredged material. While dredged material is regulated as solid waste in some states, there are exceptions to this classification depending on test results and end uses. Where exceptions do not exist, the material is subject to some or all solid waste rules and regulations for processing, storage and public distribution. Solid waste regulations are based primarily on design concepts for containment of wastes and leachate, and on provisions for protection of groundwater quality such as at landfills. Depending on the state regulatory process, beneficial reuse may be subject to dredging regulations or discharge permit regulations, rather than solid waste regulations. The format and language of these regulations may differ among the various regulations. Concentrations of contaminants, location and regulatory requirements for groundwater protection heavily influence choices in design of facilities. Locational standards are often listed in regulatory codes as setback distances from homes, private or public water supply wells, roads, and public buildings or property. These standards can be set either at the state level or by local ordinances. Performance standards are often expressed as requirements for compliance with groundwater standards, surface water discharge standards, air standards and protection of wetlands and critical habitat. For some beneficial uses, dredged material is expressly exempt from many requirements depending on the contaminant levels. In other cases, exemption may be requested if it can be demonstrated that the material will not be detrimental to the environment or human health in the specified placement.
Examples of beneficial use in the Great Lakes

Duluth, Minnesota – Superior, Wisconsin

The Port of Duluth-Superior is the largest and busiest on the Great Lakes by tonnage, handling an average of 40 million tons annually of commodities including iron ore, coal, limestone and grain, plus heavy-lift and project cargo. Situated at the mouth of the St. Louis River, natural sedimentation requires the dredging of some 100,000 to 125,000 cubic yards of material a year from the harbor’s navigation channels. For the past three decades, most of the material has been deposited in the 89-acre Erie Pier Confined Disposal Facility built in 1979 with a 1.1 million cubic yard capacity and a life-expectancy then projected at 10 years.

Thanks to the raising of interior dikes and better than expected sediment settling, the facility’s capacity has been significantly increased and it currently holds approximately 2.26 million cubic yards of dredged material. With the objective of extending Erie Pier’s useful life even further, the Duluth Seaway Port Authority now operates it as a dredged material recycling facility—termed a Processing and Reuse Facility (PRF). Under a management plan created by the multi-agency Harbor Technical Advisory Committee/Duluth-Superior Metropolitan Interstate Council, dredged materials are hydraulically sorted at Erie Pier (based on size) into two grades: coarse and fine. The coarse material, basically sand, has been utilized in area road and other construction projects since the late 1980s. It meets Minnesota Pollution Control Agency (MPCA) Tier I standards, which permit its use in any upland location and a local contractor has a five-year agreement to use up to 50,000 cubic yards a year for general construction and use in making asphalt material. The Wisconsin DNR has issued a five-year low hazard exemption permit for use of this coarse material, and one for the Erie Pier fine material, for use in public projects anywhere in Douglas County, Wis.

The fine material—best described as “reclaimed soil”—has also been tested and found to meet MPCA Tier I standards for re-use. It is being utilized in a number of projects around the Twin Ports, such as turf restoration at a local golf course and a stormwater berm at a cement plant and Minnesota’s Iron Range, as well as in a pilot project in Wisconsin to restore turf at the Superior landfill. In a recent demonstration project, some 30,000 cubic yards of Erie Pier fine material was trucked to an iron ore mining operations tailing basin over 50 miles away to provide cover for the reclamation of the tailings basin. In an example of beneficial use of dredged material for habitat restoration, the Corps of Engineers is working with the Minnesota Department of Natural Resources and the MPCA in developing plans for a site in the Duluth Superior harbor known as the 21st Avenue West Pilot Project. The 21st Avenue West area is a large open bay with a channel that was formerly part of the federal navigation channel in the harbor but has since been de-authorized and is now designated as a site for potential in-water placement of suitable dredged material. Currently scheduled to begin in 2013, the objective of the pilot project, ultimately, is to create wetland habitat on the 75-acre site with small islands and shallow pools. The pilot project is set to begin by utilizing three years worth of material dredged from the harbor in three 100,000 cy/yr placements. If successful, the pilot project could lead to much more material continuing the habitat restoration of the site and could total over 800,000 cubic yards of beneficially used dredged material.
Examples of beneficial use in the Great Lakes

Grand Haven, Michigan

Grand Haven Harbor, located on the eastern shore of Lake Michigan, receives just under 1 million tons a year of water-borne coal, stone and cement. The harbor’s outer navigation channel is dredged annually, with the dredged material placed in the nearshore as beach nourishment. The harbor’s inner channel has a dredging frequency of every two to four years with approximately 20,000 to 40,000 cubic yards of sediment dredged each time.

From the 1970s to the 1990s the sediment was deposited in a CDF but that facility was capped in 1992 and the subsequent search for an alternative CDF has been unsuccessful. By 2004 the harbor was in critical need of maintenance dredging. Bulk carriers calling at the port had to reduce their loads, particularly in increasingly prevalent low water conditions. With a growing urgency for alternative solutions, community leaders realized that the future of commercial shipping in Grand Haven largely depended on a sustainable strategy to deal with dredged material on an ongoing basis. The result of this collective concern was formation of a Harbor Task Force involving harbor users and several local governmental officials.

The group, headed by the Grand Haven Chamber of Commerce, worked closely with the Michigan Department of Environmental Quality and the Corps of Engineers to identify the most viable beneficial use solution, which turned out to be the manufacture of a high quality topsoil product by combining harbor sediment with composted local municipal yard waste. The city developed a temporary placement site to dry the material for mixing with the compost. The first product was introduced in August 2004 and successfully used in a number of landscaping and construction projects, including public recreational areas. It is now successfully marketed and sold by Grand Haven’s Verplank Dock Company, a main harbor constituent, under the brand “Bottoms Up.” Some material from this site that contained a high percentage of sand has been used for construction projects, most recently for the U.S. 31 bypass project.

Chicago, Illinois

The Peoria Lakes are essentially two wide spots in the Illinois River in central Illinois. Together the lakes are 20 miles long and have an upstream drainage area of 13,765 acres of some of Illinois’ richest agricultural land. The lakes were created in 1900 when Lake Michigan water was diverted to the Illinois River, inundating some floodplains. Continuous sedimentation over the past century, however, has reduced the lakes’ volume by 77 percent, greatly curtailing navigation and recreational boating activity.

Because of its composition of rich agricultural soils and the fact that it is relatively free of toxic materials, sediment dredged from Peoria Lakes backwaters was judged to be clean enough for beneficial use, most specifically as topsoil. However, given the abundance of fertile farm land in central Illinois, the benefits of local deposition as topsoil were minimal. About 165 miles to the northeast, US Steel closed its massive Chicago South Works plant in April 1992 and all structures were removed leaving a 573-acre site at the mouth of the Calumet River covered largely with slag, some concrete foundations and roads. Following completion of environmental remediation and clean-up, the Illinois Environmental Protection Agency approved the site for redevelopment by the Chicago Park District in 1997. The Illinois Department of Natural Resources saw the potential of addressing the needs of both Peoria Lakes and the Chicago Park District by barging sediment dredged from the lakes up the river to Lake Michigan and to the South Works site. In 2003 it conducted a series of studies and demonstrations to assess the concept’s feasibility and the Chicago Department of Planning and Development was awarded a $5 million grant from the State of Illinois for work at the South Works site. Of that, $1.4 million was earmarked to transport 105,000 tons of wet Peoria Lakes sediment up the river by barge to the South Works site.

Intergovernmental agreements among the Chicago Park District, the City of Chicago and the Illinois Department of Natural Resources were signed and the project, named “Mud to Parks,” began in April.
2004. Wet sediment deposited in Chicago was consistent enough to be handled efficiently and remain where it was placed. The sediment dried well and formed soil structures similar to those observed in the demonstrations. Within a year, and with no seeding, the formerly barren brownfield on the shore of Lake Michigan was lush with vegetation.

**Green Bay, Wisconsin**

The Port of Green Bay handles a diverse cargo throughput of about 2.5 million tons a year of bulk materials including pig iron, coal, cement, limestone, gypsum and salt. Dredging of the Fox River navigation channel to access port facilities produces about 50,000 cubic yards of dredged material a year, while maintenance of the channel’s eight-mile lower reach into Green Bay produces another 100,000 cubic yards of relatively clean sediment. The total amount of material dredged from the harbor each year is approximately 150,000 to 250,000 cubic yards.

Needing new placement capacity for the material, a major project has been initiated to reconstruct with dredged material a series of barrier islands in Green Bay. These islands originally existed as recently as the 1960s before eroding away due to hardening of the shoreline and high water levels. The Cat Island Chain Restoration Project begins with a 2.5-mile wave barrier built atop the remnant shoals to create and protect 1,200 acres of nearshore and wetland habitat, and 200 acres of island habitat. The site is known to be favored by such avian species as double-crested cormorants, American white pelicans and black-crowned night herons.

The project will build three islands temporarily connected by causeways to facilitate trucking the construction materials, with capacities to, ultimately, receive 630,000, 720,000 and 1 million cubic yards of dredged material respectively. The dredged material will be hydraulically deposited at the site. Because of its beneficial use objective tied to habitat creation, the total project cost of under $20 million was largely supported by the federal Great Lakes Restoration Initiative with a 35 percent non-federal cost share provided by the Wisconsin Department of Transportation’s Harbor Assistance Program, a Natural Resources Damages Assessment Grant, and the Brown County Port & Solid Waste Department. Construction of the wave barriers and dikes defining the three islands is planned for completion in 2014, after which they will supply the port with enough course dredged material placement capacity—about 2.3 million cubic yards—to last the next 30 years.

In addition, the Port has utilized approximately 30,000 cubic yards of fine dredged material from their Bayport CDF for final cover material for the county’s landfill. Also, approximately 513,000 cubic yards of fine dredged material from the Bayport facility will be used as cover material to assist with the Renard Island CDF closure. Recently, the Port has secured a State of Wisconsin low hazard grant of exemption to utilize 412,000 cubic yards of fine Bayport material in construction projects, such as the local highway 41 reconstruction project by the Wisconsin Department of Transportation.

**Cleveland, Ohio**

With annual tonnage of over 10 million tons and an economic impact of more than $800 million in job support alone, maritime commerce on Cleveland’s Cuyahoga River is a major contributor to the northeastern Ohio regional economy. The port is also one of the most heavily dredged facilities on the Great Lakes, requiring some 250,000 cubic yards of sediment to be removed each year for placement in 300,000 cubic yards of sediment was removed from CDF 10B in Cleveland and used to cap a 58-acre Brownfield site off Pershing Avenue. The site is slated for redevelopment as an industrial park. Photo credit: Skip Jacobsen, Cleveland-Cuyahoga County Port Authority.
Regional framework for testing and evaluating dredged material for upland beneficial uses

The lack of adequate regulatory guidance was one of the obstacles to beneficial use of dredged material identified by the Great Lakes Beneficial Use Task Force and described in the final task force report, published by the Great Lakes Commission in 2001. The lack of guidance is particularly acute regarding beneficial use of dredged material in upland environments. The Beneficial Use Task Force report noted that most upland beneficial uses are evaluated on a case-by-case basis using various types of guidance or regulations aimed at solid waste, hazardous waste and sewage sludge.

The task force recommended that regional guidance be developed for beneficial use of dredged material. This recommendation became one of the top five priorities for the Great Lakes Dredging Team, which served in an advisory capacity to the Beneficial Use Task Force. This Regional Framework brings together and builds on the body of existing case studies, policy, guidance and regulations used by the individual Great Lakes state regulatory agencies to make decisions regarding beneficial use of dredged material.

It also includes relevant rules and regulations implemented by the Corps of Engineers and the U.S. Environmental Protection Agency. The Regional Framework adds structure to what has been a piecemeal approach to beneficial use decision making. The Corps has updated the information in the Regional Framework with their 2007 publication, Summary of Available Guidance and Best Practices for Determining Suitability of Dredged Material for Beneficial Uses. In addition, the Corps and USEPA collaborated in producing the 2007 guidance manual, Beneficial Use Planning Manual, Identifying, Planning, and Financing Beneficial Use Projects Using Dredged Material.

Beneficial use in Cleveland

CDFs. Cleveland’s CDFs are all approaching their designed capacity. In an effort to extend CDF life, some 300,000 cubic yards of material was removed from the port’s CDF 10B near the Burke Lakefront Airport to be beneficially used for brownfield redevelopment on a 58-acre site near the ArcelorMittal steel mill in Cleveland. The Cleveland Cuyahoga County Port Authority and the Corps of Engineers are continuing to look at other upland settings where dredged sediment could be used beneficially for such applications as habitat restoration, landfill cover, gravel pit fill and recreational areas.

Tips and resources to help communities become involved with beneficial use

The success of any beneficial use program requires community involvement. Communities play an important role in identifying local projects that might be able to use dredged material instead of an original source material. Road construction projects, parks or a brownfield reclamation project may all be suitable for the use of dredged material.

 Communities can also pool their resources to promote dredged material recycling by forming a committee, task force or subgroup within existing local government entities. An important first step for communities is to discuss project ideas and engage in dialogue with local officials, a port authority and relevant businesses. Researching planned or current beneficial use projects underway and inquiring about plans, project proposals or needed permits will be helpful in setting up partnerships and organizing public meetings for input or information sharing.

As presented in this brochure, dredged material can be beneficially used for a variety of purposes including habitat restoration, topsoil enhancement, general fill, landscaping and road bed construction. Mildly contaminated dredged materials can often be beneficially used for daily landfill cover, capping more contaminated sites, and as aggregate for construction materials that “lock in” the contaminants.

One valuable resource for communities is a web-based tool developed by the Great Lakes Commission in partnership with the U.S. Army Corps of Engineers and the Great Lakes states. This website (glc.org/rsm) is a preliminary screening tool to help communities and other customers identify potential sources of sediment for reuse. Information provided from this website is generated from data provided by the U.S. Army Corps of Engineers. The site provides valuable information including: 1) Frequently Asked Questions for general inquiries; 2) a MapFinder for getting detailed information on specific sediment locations around the Great Lakes; and 3) an Advanced Query that allows a user to find material closest to a potential project suitable for a project’s specific needs.

It is clear that dredging of Great Lakes ports and harbors is essential to the economic health and environmental integrity of the region. This brochure has aimed to educate and inform resource managers, communities, elected officials, business leaders and other stakeholders about the importance of beneficial reuse as a desirable option over confined disposal of dredged material. There is no single right way to get involved but interest and involvement is necessary for success. Being determined and asking a lot of questions will likely lead to answers and results that will keep the Great Lakes “great” for many generations to come.
The Great Lakes Dredging Team is a partnership of federal and state agencies created to assist the Corps of Engineers and the Great Lakes states to assure that the dredging of U.S. harbors and channels throughout the Great Lakes, connecting channels and tributaries is conducted in a timely and cost effective manner while meeting environmental protection, restoration and enhancement goals. The Great Lakes Dredging Team includes representatives from federal agencies including the Department of Defense/U.S. Army Corps of Engineers, U.S. Environmental Protection Agency, Department of the Interior/U.S. Fish & Wildlife Service, Department of Transportation/Maritime Administration, Department of Agriculture/Natural Resources Conservation Service, Department of Commerce/National Oceanic and Atmospheric Administration, and the Department of Homeland Security/U.S. Coast Guard. In addition, each Great Lakes state also designates two representatives to serve on the Great Lakes Dredging Team to assure that state natural resource and commerce interests are represented. The Team may also expand its membership, upon consensus, to other agencies, organizations or groups. The Great Lakes Dredging Team is co-chaired by one federal and one state representative. These co-chairs are selected by the federal and state team members, respectively, on a biennial basis. The state co-chair also leads the State Caucus, which has as its membership the Great Lakes states and the Great Lakes Commission.

The Great Lakes Commission was established in 1955 with a mandate to “promote the orderly, integrated and comprehensive development, use and conservation of the water resources of the Great Lakes basin.” Founded in state law with U.S. federal consent, with membership consisting of the eight Great Lakes states and associate member status for the provinces of Ontario and Québec, the Commission pursues four primary functions: communication and education, information integration and reporting, facilitation and consensus building, and policy coordination and advocacy.

Each member jurisdiction is represented by a delegation consisting of three to five members who are appointees of the respective governor or premier, legislators or senior agency officials. A board of directors, consisting of the chair of each delegation, is the Commission’s executive body.

In carrying out its initiatives, the Commission works in close cooperation with many partner organizations, including U.S. and Canadian federal agencies, binational institutions, tribal/First Nation governments and other regional interests. Representatives appointed by partner entities participate extensively in Commission activities through a formal Observer program. The Commission is supported by a professional staff in Ann Arbor, Michigan.