

"We are committed to working in partnership with other federal agencies, states, tribal nations, Congress, citizens, and industry to expedite the cleanup process, reduce costs, and strengthen cleanup decisions. Our approach to environmental protection and restoration reflects the President's policies to create environmental partnerships."

Sherri W. Goodman
Deputy Under
Secretary of Defense
(Environmental
Security)

Partnering

According to the April 1996 final report of the Federal Facilities Environmental Restoration Dialogue Committee,

"Because federal facilities cleanup issues are so complex, federal agencies, state, tribal, and local governments, communities, and other stakeholders must forge partnerships that will enable our nation to make the best decisions possible to address environmental contamination at federal facilities. Through collaborative processes, the federal government and its stakeholders will rise to the challenge posed by federal facilities cleanups . . ."

DoD actively encourages the use of partnering in environmental restoration activities. As identified in the *Partnering Guide for Environmental Missions of the Army, Navy, Air Force (Partnering Guide)*, published in July 1996, the three major benefits of partnering are:

- ▶ Encouraging more efficient use of cleanup dollars by promoting better communication and teamwork among installations, contractors, contract managers, and communities
- ▶ Reducing time gaps between studies and actions
- ▶ Maintaining performance with reduced budgets



An electronic version of the *Partnering Guide* can be found on the World Wide Web at <http://www.hq.usace.army.mil/cemp/c/partner.htm>

"Partnering is a process by which two or more organizations with shared interests act as a team to achieve mutually beneficial goals."

Partnering Guide
July 1996

Partnering is a tool for building teamwork between diverse individuals or organizations. DoD actively seeks partnerships with its stakeholders in the cleanup of sites at both active and closing installations, and Formerly Used Defense Sites (FUDS). In DoD environmental cleanups, stakeholders may include states, communities, local governments, other federal agencies, tribal nations, industry, and environmental organizations. With so many differing viewpoints, partnering can be the framework to reach the common goal of all stakeholders—the protection of human health and the environment.

Partnering With States

"Congress [should] provide and sustain an adequate level of funding for the DSMOA program to ensure successful state involvement..."

DERTF Annual Report to Congress for FY96 November 1996

DoD strongly encourages the active participation of states in every aspect of its environmental restoration program. DoD has several initiatives in place to foster partnering with states.

The Defense and State Memorandum of Agreement (DSMOA) program has enabled DoD, states, and territories to work together closely on environmental cleanups. To date, 48 states and territories have entered into agreements with DoD and 45 have requested funding through cooperative agreements. Prior to DSMOA, some states lacked adequate resources to review DoD documents in a timely manner, which caused numerous delays in the cleanup process.



The goal of any partnering effort is to improve working relationships in order to achieve a common goal. Since 1995, representatives of the Air Force, the U.S. Environmental Protection Agency, the state of Florida, and industry have met regularly to help expedite cleanup activities at [Patrick Air Force Base and Cape Canaveral Air Force Station](#). The state of Florida was able to use DSMOA funds to attend these meetings.

The Air Force must study and produce a work plan or report for nearly 150 potentially contaminated sites at the two installations, and these documents must be approved by the regulatory agencies. Thanks to this partnering effort, the team members streamlined the document review process and increased the number of approved documents from 18 in 1995 to 46 in 1996. In addition, the approval time was expedited, from an average of 18 months in 1994 to less than 3 months in 1996. These results are proof that partnering efforts can improve communication among stakeholders, which can improve the restoration process.

In FY96, the [Washington Army National Guard](#) and the U.S. Army Corps of Engineers transferred the restored Ruston Way waterfront property to the city of Tacoma. Prior to the transfer, DoD removed approximately 1,000 cubic yards of contaminated soil from the site. Thanks in part to resources provided by the DSMOA program, the Washington Department of Ecology provided technical oversight and timely review of cleanup documents. This partnership allowed the cleanup to be completed within a year and a half, instead of the estimated four years. The city of Tacoma will extend the boundaries of an adjacent park to include this waterfront property.



"The day-to-day coordination between state environmental regulators and DoD is of prime importance. The ECOS/DoD Environmental Committee will

Under the DSMOA program, states and territories are reimbursed for services they provide in support of the environmental restoration and Base Realignment and Closure (BRAC) programs. These services include, but are not limited to, document review, participation in a Restoration Advisory Board (RAB), site visits, and attending DoD meetings. One benefit of the DSMOA program is the pooling of resources, including technical expertise, by federal and state governments.

strengthen the bond between states and DoD by lifting barriers to communication. By resolving issues together, as a team, we can make significant progress by addressing environmental matters that are important to all of us."

Gary Vest
Principal Assistant
Deputy Under
Secretary of Defense
(Environmental
Security)

During FY96, the DSMOA program budget was approximately \$33.5 million. Compared to the overall environmental cleanup budget, this modest investment has yielded significant cost avoidance, accelerated cleanups throughout the country, and improved community relations. In addition, better communication and working relationships have helped DoD and the states resolve conflicts, and have avoided time-consuming litigation, which was often the case before the DSMOA program came into being.

In FY96, DoD took another step to strengthen working relationships with states by jointly forming the Environmental Council of the States (ECOS) - DoD Environmental Committee. The mission of the committee is to forge a stronger partnership between DoD and states by fostering early and constructive dialogue on relevant environmental issues to enhance the protection and remediation of the air, land, and water resources of our nation.

"By involving the state in cleanup efforts with the Department of Defense and other federal agencies, we have been able to effect a quicker cleanup, avoid some of the bureaucratic hurdles, and make sure that community concerns are heard."

Michele Brown
Commissioner,
Alaska Department of
Environmental
Conservation

The committee is co-chaired by Gary Vest, the Principal Assistant Deputy Under Secretary of Defense (Environmental Security) and Michele Brown, Commissioner of the Alaska Department of Environmental Conservation. According to the ECOS/DoD Environmental Committee charter, their goals are to:

- Create an open and trustful environment between states and DoD
- Coordinate and direct environmental policy to better address state and DoD needs
- Increase the effectiveness of state and DoD initiatives by steering issues toward the most appropriate forum for resolution
- Create a forum for the exchange of information, ideas, and concerns on environmental matters

Partnerships in Support of Base Realignment and Closure

"We've worked hard on this base closing problem all over California. I was just up in Monterey

As more and more installations are turned back to communities, it is evident that quick, efficient environmental cleanups are crucial to economic development and revitalization. At installations where property will be made available for reuse, a BRAC cleanup team (BCT) is appointed to facilitate this

County where Fort Ord has become the California State University at Monterey Bay. I was in the Presidio the other day, where a military base went from being a closed base to a national preserve and an environmental treasure for the whole United States of America. These things are things that can be done."

President William J. Clinton during a visit to the Port of Long Beach, California, August 1996

process. Members of the BCT include a BRAC environmental coordinator (a DoD employee), and representatives from the state environmental regulatory agency and the U.S. Environmental Protection Agency. The RAB and the Local Redevelopment Authority also are encouraged to work closely with the BCT regarding environmental restoration issues and provide input on reuse priorities and decisions. BCTs are charged with finding ways to expedite cleanup actions, by developing common goals and then making decisions and setting priorities based on these goals. This team approach is the most effective means by which to achieve less costly and faster cleanups.

Another important partnership related to the BRAC program is the Defense Environmental Response Task Force (DERTF), a federal advisory committee which was reestablished in 1993 by Congress. The DERTF has been charged with recommending ways to expedite and improve environmental response actions at closing installations, while monitoring the progress of affected federal and state agencies in implementing their recommendations.



More information about the DERTF is available on the World Wide Web at <http://www.dtic.mil/envirodod/envbrac.html>



[Port Hueneme Naval Civil Engineering Laboratory \(NCEL\)](#), California, selected for realignment in 1993 by the Base Realignment and Closure Commission, is a good example of how former DoD property may be converted to a variety of new uses. The Oxnard Harbor District and the City of Port Hueneme approved a cooperative agreement under which the 33-acre oceanfront property will be transferred to the municipality. This transfer will increase the size of the overburdened commercial port by 50 percent. The Oxnard Harbor District plans to upgrade the port's cargo infrastructure and in the process will create almost 250 new jobs.

Following are some of the conclusions of the *DERTF Annual Report To Congress for FY96*:

- ▶ The cleanup of closing and realigning installations is dependent upon the open communication, partnership, and trust between stakeholders
- ▶ Adequate funding is critical to ensure the continued success of cleanup and reuse at closing and realigning installations
- ▶ BCTs are crucial to the progress of Fast-Track Cleanup

Partnering with Communities

"We take great care to keep our base communities informed of what we are doing on base, and involve local citizens in making environmental cleanup decisions. These are people who work on our bases; support our troops; and who are key members of our effort to maintain a quality force."

William Perry
Former Secretary of Defense

Restoration Advisory Boards (RAB) are a focal point for DoD to partner with communities. No longer a new policy, more than 250 installations are participating in a RAB. RABs provide a forum through which members of nearby communities can provide input to DoD's environmental restoration program at active, closing or realigning installations, and formerly used defense sites (FUDS). RABs complement an installation's community outreach program and have helped to improve DoD's relationship with communities.

RABs are comprised of representatives from DoD, the local community, EPA, and state, tribal, and local government agencies. RABs are jointly co-chaired by an installation and community representative, while every member holds equal standing. Community RAB members are not paid for the many hours they serve on a RAB. Their willingness to receive training and attend meetings have contributed to the success of this important initiative.

DoD policy requires that RABs be established at installations where there is "sufficient, sustained community interest" in the environmental restoration program.

DoD/EPA Joint
Guidelines for
Restoration Advisory
Boards, 1994

RABs are successfully operating in almost every state in the nation and in several U.S. territories. Each RAB is tailored to meet the needs of the community and the status of the installation's cleanup program. RAB members perform a variety of functions, and have contributed to the cleanup process by:

- **Increasing Community Understanding.** RABs help increase community understanding of DoD's cleanup objectives and the complex regulatory requirements under which DoD must conduct cleanups. RAB members often become vocal proponents for DoD's cleanup plan; with community support, cleanup typically proceeds more smoothly and quickly.
- **Reviewing Plans and Documents.** One of the most fundamental roles that RABs play is the review of cleanup plans and documents. These documents are the foundation for decisions regarding cleanup. RAB members often raise questions or issues which reflect the concerns of the community. Resolution of these issues is an important step in the cleanup process.
- **Site and Project Prioritization.** Many RABs participate in relative risk site evaluations, prioritization of sites and sequencing of projects, making recommendations which impact an installation's work plans. In this manner, sites

which are of most concern to the community can be addressed first.

- ▶ **Provide Advice.** RAB members provide advice to decision-makers on many aspects of the cleanup program, perhaps most significantly in selecting a remedy for sites. This makes the installation aware of which option or options the community is comfortable.
- ▶ **Resource for the Community at Large.** Many RABs take seriously their responsibility to keep the community informed of installation cleanup activities. Some RABs have helped the installation prepare community relations plans, compose fact sheets, information bulletins, and newsletters for the community.

During FY96, the RAB initiative achieved several milestones which included:

- ▶ **The RAB Rule.** The FY96 National Defense Authorization Act required DoD to issue regulations regarding RABs. In August 1996, DoD published a proposed rule in the *Federal Register*, and sought public comment. The proposed rule was based on existing DoD RAB policy and guidance and experience in RAB operations since 1993. When comments are considered and incorporated, the rule will be finalized.



The proposed RAB Rule can be found on the World Wide Web at

◊ http://www.dtic.mil/envirodod/rab/rab_fedr.html

- ▶ **Technical Assistance for Public Participation (TAPP).** During FY96, DoD worked diligently to develop a program to facilitate public participation in its restoration program. Authorized by the FY96 National Defense Authorization Act, the TAPP Program allows DoD to obtain for a RAB or Technical Review Committee, independent technical assistance for interpretation of issues regarding the nature of environmental hazards at an installation and the restoration activities conducted, or proposed to be conducted, at an installation. DoD hopes to pilot-test the TAPP program during FY97.



The proposed TAPP rule is available on the World Wide Web at

<http://www.dtic.mil/envirodod/rab/61fedreg-tapp.html>

Arnold Air Force Base,
Tennessee RAB
members attend a
training class on
landfills



➤ **RAB Resource Book.** The *RAB Resource Book* provides a summary of DoD policy on various aspects of establishing and operating RABs, outlines key steps involved, and lists other sources of information. It is a practical tool and useful reference for DoD personnel as well as for community members.



The *RAB Resource Book*
is located on the World Wide Web at
<http://www.dtic.mil/envirodod/rab/rabresource/>

"We remain firmly committed to involving the community in the environmental cleanup process through RABs. We see early and continued participation and advice from the community resulting in better and quicker cleanup decisions."

Patricia A. Rivers,
P.E.



The RAB at March Air Force Base in California is keeping the community informed of cleanup actions. Through annual membership drives, the RAB assures that voices from a wide cross-section of the community are heard. These new members receive training in environmental regulations, technical processes, and installation reuse. In addition, RAB members participate in site tours and field trips that further enhance local training efforts. To date, remedies are expected to be in place years ahead of schedule at approximately 60 percent of the previously estimated costs. As of FY96, of the 4,345 acres available for redevelopment, 665 acres are leased and an additional 2,341 acres are environmentally suitable for transfer.

Assistant Deputy
Under Secretary of
Defense
(Environmental
Cleanup)

". . . the restoration of
the land for the
benefit of the tribe
and its members is a
critical issue for their
future well-being,
health and welfare."

David Vader
Native American
Coordinator,
U.S. Army Corps of
Engineers



The U.S. Army Corps of Engineers is conducting cleanup activities at the [Former Badlands Bombing Range](#) in South Dakota. The range straddles two counties and resides within the boundaries of the Pine Ridge Indian Reservation, home of the Oglala Sioux Tribe. The need to balance the concerns of the Native American community with the technical requirements of the restoration process is an essential part of this project. A RAB was established in 1995 to address these considerations and includes representatives of DoD, the Oglala Sioux Tribe, the National Park Service, and the state. The RAB is credited with building the community's trust in the cleanup process.

RAB members have received training in explosive ordnance recognition, land ownership, tribal cultural awareness, the Lakota decision-making process, and jurisdictional authority on the reservation. In turn, they are educating the local community and have successfully launched an unexploded ordnance safety and awareness campaign.

Overall, RABs have made the environmental restoration program stronger, more robust, and more responsive to community needs.

"One of my first acts as DUSD(ES) was to establish Restoration Advisory Boards (RAB). ... RABs, and the openness and trust they inspire, have made an enormous contribution to improving the Department's environmental record, and to putting in place cleanups that are responsive to community needs. It has been a pleasure to meet with RAB members around the country, and I am always struck by their dedication and enthusiasm. They are an asset to the Department of Defense and the communities they serve."

Sherri W. Goodman
Deputy Under Secretary of Defense
(Environmental Security)



More information on RABs
is available on the World Wide Web at
<http://www.dtic.mil/envirodod/rab/>