

CHAPTER 1

The Navy Mission: Restoring the Future

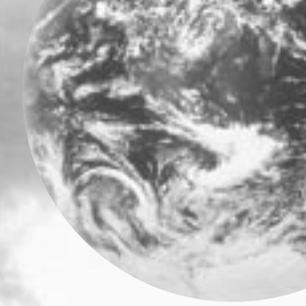
A Better Environment for Tomorrow's Generations

As one of the largest businesses in the world, and one that operates globally, we have a major responsibility to protect the environment. This is our job. We can't dismiss or shift these responsibilities. Environmental protection must be integrated into our defense mission, and into our everyday business. But if we are to be successful in this integration, our environmental programs will need to be recast to match the different size and different operating parameters of the post-Cold War Department of the Navy. Certainly, we must comply with the same environmental laws and regulations as other businesses in our country. But, we must do so in a more cost-effective manner than we are doing today. Taking a business approach to environmental protection can help do so.

**Honorable Robert B. Pirie, Jr., Assistant Secretary
of the Navy (Installations and Environment)**

The United States is a maritime nation, dependent on the seas for both commerce and defense. Maintaining a sustained forward presence is vital if the United States is to protect and project American interests around the world. Our naval forces provide strategic deterrence, crisis response, and humanitarian operations in support of national security objectives—including environmental ones—and our nation's global

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interests. Part of the equation is protecting the property under the Navy's stewardship, including the vast land holdings it uses for training, weapons maintenance, and other necessary activities. At many diverse sites, the Department of the Navy (DON) also seeks to provide conditions that protect human health and the environment. That means cleaning up areas where past Navy/Marine Corps operations contaminated the environment.

For the dual purposes of military readiness and environmental quality, the DON instituted the Environmental Restoration Program. The program works to restore and preserve the property in its custody for the future without interfering with its ability to perform missions. The result: maximum effectiveness and minimum disruption of the business of defending the United States. The DON is, in fact, already demonstrating through environmental restoration that defending the country and restoring the environment for generations to come are attainable, complementary missions.

Restoring the Future the SMART Way

The Navy/Marine Corps cleanup program centers on the key tenet of restoring the future—ensuring that in the years to come the DON will provide a healthy and sound environment for those who work and train on bases or live in nearby communities. It also encompasses awareness of and commitment to preserving and improving local ecosystems—the flora and fauna in and around these bases.

In a nutshell, the program identifies, studies, and cleans up past hazardous waste disposal sites on Navy and Marine Corps installations in the United States and its territories. Our policy goals for restoring the future are based upon eight fundamental principles:

Environmental restoration also encompasses awareness of and commitment to preserving and improving local ecosystems—the flora and fauna in and around Navy and Marine Corps bases.

- Fully comply with the law.
- Act immediately to eliminate human exposure that pose an imminent threat.
- Clean up the worst problems first.
- Partner with regulators.
- Involve local communities.
- Don't study. Act.
- Consider planned land use.
- Embrace new technology.

The cornerstone of this proactive approach to providing a safe environment for future generations is our "SMART" cleanup strategy. **SMART** cleanup **S**aves **M**oney and **A**lleviates **R**isk in a **T**imely manner. The **SMART** cleanup strategy provides guidelines for accomplishing DON Environmental Restoration Program goals and ensures that three objectives of the program remain paramount: saving money, reducing risk, and saving time.

The overall target is to have cleanup work finished at all 4,450-plus sites by the end of fiscal year 2014. Of course, the real measure of success for **SMART** will be its effect on the Navy and Marine Corps installations, both active and inactive.

In the following pages you will read about examples of **SMART** technology innovations, **SMART** partnering programs, and **SMART** business practices applied to real-life situations. You will also learn about the status of the Environmental Restoration Program through statistical representations. These cases illustrate that adherence to the guidelines saved money, reduced risk, and accelerated schedules. Most importantly, **SMART** cleanup is *restoring the future*.



A History of Action for the Environment

The Department of the Navy started the Environmental Restoration Program in response to the Superfund legislation of 1980, even though that legislation did not specifically apply to federal facilities. The Navy asked for information from each base about the activities that it conducted. After evaluating that information, the DON recommended further study of 79 bases and the cleanup program was underway.

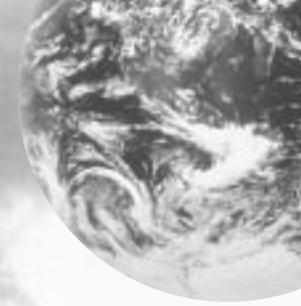
In 1986 Congress passed the Superfund Amendments and Reauthorization Act that brought all federal facilities under the umbrella of Superfund. It created the Defense Environmental Restoration Program along with funding through the Defense Environmental Restoration Account to clean up sites contaminated with hazardous material in the past. The law required the DON to follow Environmental Protection Agency (EPA) rules and regulations and to have a program equivalent to Superfund.

In 1997 Congress divided the Defense Environmental Restoration Account among the individual services to promote flexibility and improve performance. The new DON account was designated Environmental Restoration, Navy. Funds appropriated by Congress and placed in this account pay for the Department of the Navy's Environmental Restoration Program. The program plan, which is updated annually, documents site cleanups and projects future cleanup goals.

Volunteers from the Chesapeake Bay Youth Conservation Corps, SIMA Norfolk and Boy Scout Troop ONE work together to plant marsh grasses at Naval Base Norfolk.



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SMART Approach to Community Involvement

*Technical Assistance for Public Participation Award
Authorization Becomes Final February 2, 1998*

First DOD Award Goes to NAS Alameda



The former Naval Air Station Alameda in the late 1960s. Photo courtesy of NAS Alameda Public Affairs.

The successful operation of most Navy and Marine Corps bases is linked to their relationship with host communities, which provide civilian workers, housing, schools, and cultural and recreational amenities. With the post-Cold War closure of once-active bases, the DON has entered into exciting new partnerships as it cleans up environmental sites and readies many bases for civilian use.

Citizens advisory panels called Restoration Advisory Boards (RABs) are now active across the country. RABs consist of representatives from the local community (who are unpaid volunteers), DOD, EPA, and local, tribal, and state government agencies. They are co-chaired by a base representative and a community member, and all members have equal rank. Each RAB is structured to meet community needs as well as the needs of the base's cleanup program. Through the RAB, community members receive updates on site cleanup progress and review and provide comments on remediation plans and documents. Members, in turn, share this information with their constituent groups.

The strength of RABs as advisory bodies is their diversity and ability to apply common sense to issues often obscured by technical language and procedures. The review of environmental documents is a daunting and time-consuming task for those with less scientific or technical training. Outside help may be needed to assist the RAB members in interpreting and understanding these complex issues.

What TAPP Is:

- A way for the Government to obtain alternative support for those RABs and TRCs that desire technical assistance.
- A means for RABs and TRCs to better understand the installation's environmental cleanup process.
- A Government program using purchase orders to obtain support for community members of RABs or TRCs.

Technical Assistance for Public Participation

Recognizing the importance of citizen participation in the environmental restoration process, Congress authorized the provision for technical assistance to aid public participation through the 1995 and 1996 National Defense Authorization Acts. The Technical Assistance for Public Participation (TAPP) program became effective on February 2, 1998.

The TAPP program allows community members of a Restoration Advisory Board (RAB) or a Technical Review Committee (TRC), to apply for up to \$25,000 per year for technical support to understand scientific and engineering issues pertinent to the installation's environmental restoration activities. TAPP enables community members to obtain objective, independent, scientific and engineering support from the private sector through the use of Government purchase orders.

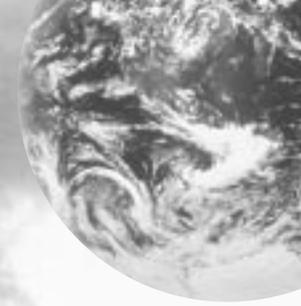
How Does TAPP Work?

Community members of RABs or TRCs decide on a task that will help them participate more effectively in the cleanup program at an installation and apply for assistance through the Navy or Marine Corps co-chair. The DON takes care of the administrative end—helping prepare a statement of work and

What TAPP Is Not:

- A requirement for RABs or TRCs to abandon existing working relationships or methods of obtaining meaningful technical support.
- A grant to RABs or TRCs, a blank check to use at their discretion.
- A means for RABs or TRCs to perform sampling or other functions that should be carried out by the installation.

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SUCCESS STORY

procuring a technical assistance provider. The community members may be called upon to support the procurement process by helping to define the services required and providing a list of potential providers. Because the TAPP program takes advantage of an accelerated procurement procedure using purchase orders, support should be available within a short time of establishing the need.

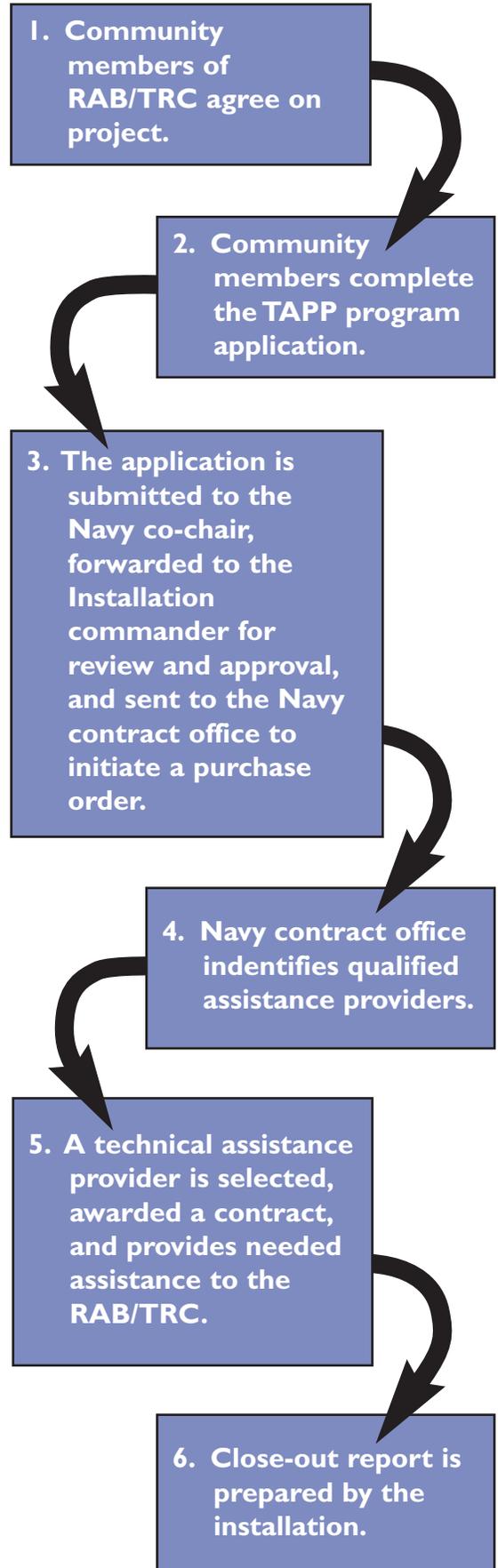
Once again, the DON is taking a leadership role to ensure that all Navy and Marine Corps RABs are informed about the availability of this new program. This approach is exemplified by the outstanding efforts of NAVFAC's Engineering Field Activity (EFA) West. EFA West personnel provided all DON RABs in the area specific guidance on how they may apply for TAPP funding.

Following on the heels of the successful Navy pilot of the TAPP program at NAS North Island, EFA West worked with the RAB at NAS Alameda to provide them with outside technical assistance to review a very complicated cleanup document. The challenge was to provide these services within a very short amount of time. Working closely with the RAB, the DON was able to guide the RAB through the application process, approve the funding and provide the technical assistance all within the short time frame specified. NAS Alameda became the first official TAPP recipient of this newly established public outreach program.

Eligible Projects:

- Review of restoration documents.
- Review of proposed remedial technologies.
- Interpreting health & environmental effects.
- Participating in relative risk evaluations.
- Certain types of technical training.

The TAPP Process:



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The 2,639-acre Naval Air Station Alameda was recommended for closure in September 1993 by the Base Realignment and Closure Commission. It was decommissioned on April 25, 1997, after 57 years of service to Naval aviation and the operating forces. Civilian reuse plans for the property, which is half an hour from San Francisco, include movie and TV production, manufacturing, conferences and special events, office complexes, storage and distribution, port facilities, a marina, the aircraft carrier USS Hornet sea-air-space museum, housing, and recreational facilities. The base must undergo cleanup before these plans materialize.

Over the decades, NAS Alameda was home port to numerous ships, though its primary contribution was the overhaul of Pacific Fleet aircraft. Environmental cleanup challenges resulting from those industrial activities were identified at 24 sites. Site types include landfills, offshore sediment areas, plating and paint shops, pesticide control areas, transformer storage areas, and a former oil refinery. Early in 1998, the Engineering Field Activity (EFA) West of the Naval Facilities Engineering Command (NAVFAC) notified RABs in the San Francisco bay area about the new TAPP program. The RAB at NAS Alameda immediately decided to apply for TAPP funding.

A RAB focus group was reviewing a very technical draft remedial investigation document consisting of four three-inch binders. The group was about 20 days into its 60-day review that was to include comments and suggestions to the full board. EFA West Remedial Project Manager Patricia McFadden spent many evening hours with the group, walking them through the document and providing advice on how to conduct the review. Ultimately this volunteer team would digest the huge document and develop its own recommendations.

Aided by EFA West's contracting team, the focus group prepared a TAPP application. The request was approved and a RAB-selected contractor was on board in just seven days. "We were pleasantly surprised at how easy the Navy made it for us. They gave us a lot of support and made a very quick response to our request application," said Jo Lynne Lee, NAS Alameda RAB community co-chair. "Without any technical assistance, I'm not sure we would have had as thorough an analysis of the document because we neither had the time nor the expertise to conduct a valuable review, especially in the area of the Human Health Risk Assessment," said Lee. "Even though we had some expertise on our team, regarding some technical aspects of the document, we think TAPP was a very useful tool for the entire RAB. We felt much more comfortable getting this through independent review rather than the limited review we would have been able to conduct ourselves."

"The TAPP application was something new for us," said Cathy Morris, contracting officer for EFA West. "We had a limited amount of time to make this request work for the RAB. We took on the challenge and agreed we would do everything we could to make this a 'win-win' situation for both the RAB and the Navy. The RAB focus group was extremely cooperative. Wayne Mayer, the group's chair, always made himself available. He came in on evenings and over the weekend so we could all work to quickly complete the selection process. We had mutual goals. The group wanted this funding and we wanted to make it happen."

The additional review by a neutral contractor proved beneficial to the Navy and federal and state regulators. This was the first Remedial Investigation report produced for the cleanup at NAS Alameda and many areas within it needed clarification or better documentation. The reviews by both the RAB contractor and the environmental regulators included requests for a revised draft of the document before a final one was issued. At the RAB's request, the Navy is completing the revised draft, which the RAB and the regulators will have an opportunity to review again. "TAPP has proven to be extremely helpful in bridging the technical information gap between planners and practitioners who do this 40-plus hours per week, and volunteers who are trying to ensure the right thing is happening for their community," said Steve Edde, BRAC environmental coordinator at NAS Alameda. "The short-term benefit of the TAPP was that it helped build team spirit between the Navy, regulators and the RAB and I think it has great potential for improving the process in the environmental cleanup program at NAS Alameda. There are at least three other large scale documents that will be able to use this report as a guide," said Edde. "We had a lot of hurdles in this one, but we have come out much better for it."

EFA West personnel provided all Navy RABs in the area with an overview of the Technical Assistance for Public Participation (TAPP) program and how they could use it. Next, at the RABs' request, contracting specialists offered specific guidance on how to apply for TAPP funding.

TAPP at a Glance

- Community members design the project and aid in selection of a provider.
- Government purchase orders procure technical assistance.
- Maximum of \$25,000/year or 1 percent of the total cost to complete restoration work, whichever is less. There is a limit over the life of the restoration efforts of \$100,000.

How Can You Get Involved in a RAB?

Most installations that have cleanup programs also have established RABs. This is especially true at closing installations. For more information about forming or participating in a RAB, please contact the Public Affairs Office at your local installation.

Ineligible Projects:

- Generation of new primary data.
- Reopening final DOD decisions.
- Epidemiological or health studies, such as blood or urine tests.
- Litigation or underwriting legal actions.
- Community outreach efforts.
- Political activity or lobbying.



The NAS Alameda Restoration Advisory Board is made up of men and women in the greater Alameda community who have an interest in providing community input into the Navy's clean up process. Pictured from left to right are: Lyn Stirewalt, Bert Morgan, Mal Mooney, Tom Palsak, Ken O'Donoghue, Ken Kloc, Walter McMath, and Michael John Torrey.



for more information,
consult the Directory of Restoration Advisory Boards
web site at:

www.dtic.mil/envirodod/rab/index.html

The NAS Alameda Restoration Advisory Board, calling the meeting into session.



Doug deHaan, member of the Alameda TAPP working group, reviews comments provided by the RAB's chosen environmental consultant.

Alameda Community RAB member Walter McMath, reviews CERCLA information presented by the California EPA regulator.



The NAS Alameda Restoration Advisory Board includes both community members as well as representatives from the Local Reuse Authority, the City, and regulators from California EPA and US EPA. Pictured from left to right are Elizabeth Johnson, Planner with the Local and City of Alameda, community members Doug deHaan, Tony Dover, and Steve Krival, and California EPA representative Mary Rose Cassa.

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