



Restoration Advisory Boards

Introduction

Since 1993, the Department of Defense (DoD) has supported the development, implementation, and maintenance of the Restoration Advisory Board (RAB) program. Through the RAB program, communities provide input into the decision-making process of DoD's environmental cleanup program. Once viewed as a new initiative, the RAB program has matured and is now recognized as standard operating procedure at many DoD installations and Formerly Used Defense Sites (FUDS) properties in the United States and its territories. By providing opportunities for installations to develop partnerships with their surrounding communities, the RAB program has also enhanced DoD's overall community relations efforts.

In fiscal year 1998 (FY98), DoD continued to build trust with local communities surrounding military installations by strengthening the RAB program and making new resources available. The most significant of these efforts were the implementation of the Technical Assistance for Public Participation (TAPP) program and the revision of the Community Involvement – RAB Web Site. These and other FY98 RAB and TAPP initiatives are summarized in this report, which is prepared in accordance with the National Defense Authorization Act of 1996.

What is a RAB?

A RAB is a group, equally co-chaired by a DoD representative and a community member, that serves as a forum for exchange of information between government officials and members of the local community on installation cleanup issues. In addition to regular RAB meetings, a combination of activities may be conducted to enhance this process. Such activities may include coordinating installation site tours or providing interactive presentations with the use of cleanup technology models.



Community RAB members learn about environmental cleanup activities on site tour.

Twin Cities Army Ammunition Plant, Minnesota

Members of a RAB may include local citizens and representatives of the U.S. Environmental Protection Agency (EPA) and state, local, and tribal governments. The RAB team should reflect the diverse interests of the community and help identify possible issues associated with an installation's environmental cleanup program. RABs provide a link between the community and cleanup decision makers, and should complement other community involvement activities, such as holding public meetings, distributing informative mailings to the public on installation cleanup activities, and establishing local information repositories. RAB meetings are open to the public, and some installations make their meeting minutes available at an information repository or over the Internet.



WorldWideWeb

The following installations post RAB meeting minutes on their Internet home page.

- Fort Detrick, MD: <http://www.armymedicine.army.mil/detrick/rab/rab.htm>
- Fort McClellan, AL: <http://www.mcclellan.army.mil/RAB/default.html>
- Adak Naval Air Facility, AK: http://www.navy.mil/homepages/navfac_es/maps/ADAK/adakhp.htm
- Presidio of San Francisco, CA: <http://www.presidiosanfran.com/capresid/next.htm>
- McClellan Air Force Base, CA: <http://www.mcclellan.af.mil/EM/RAB/rab.htm>
- Los Alamitos Armed Forces Reserve Center, CA: <http://www.laafrc.org>

What do RABs do?

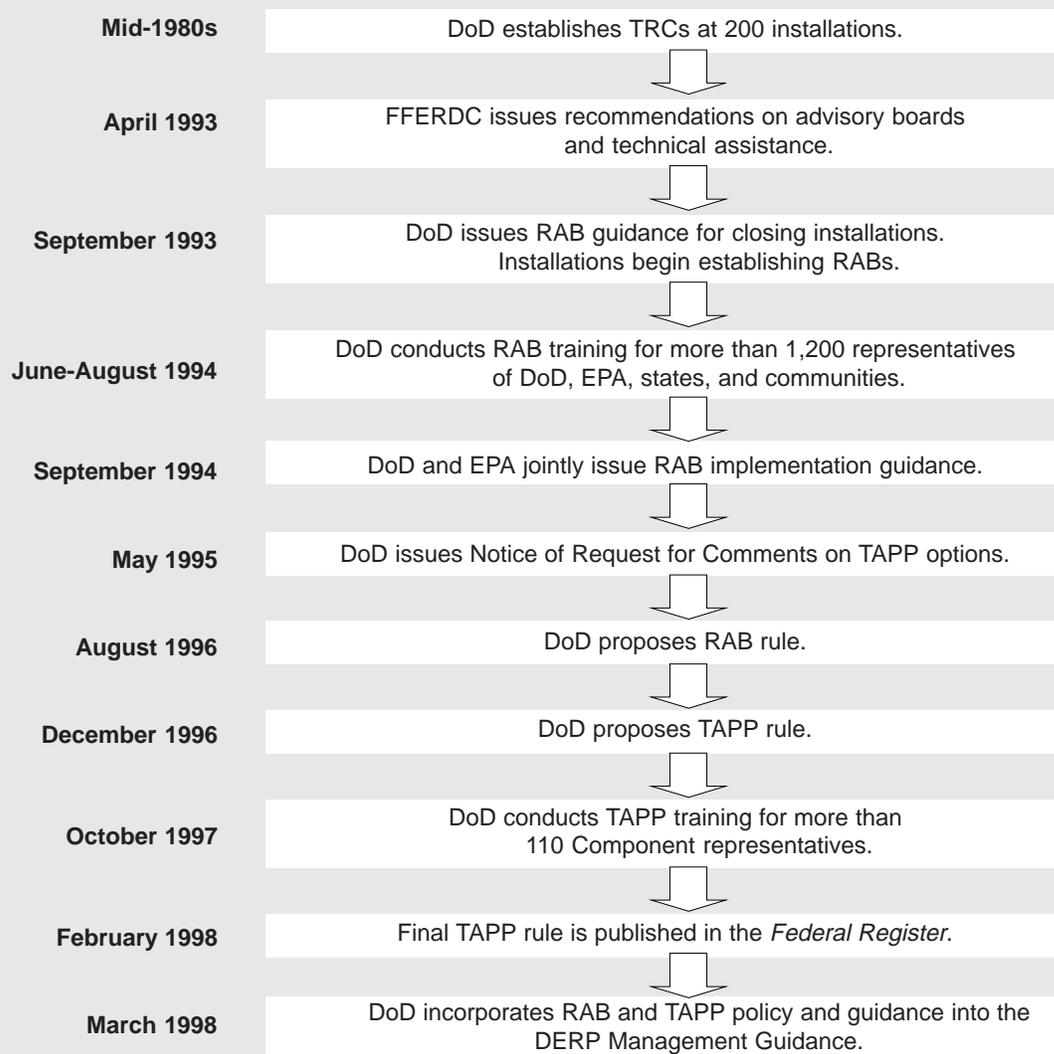
RABs meet regularly to provide input on environmental cleanup issues at DoD installations. Their duties may include reviewing and commenting on cleanup plans and reports, participating in relative risk rankings of sites, and possibly reviewing the scope and schedule of environmental studies. Another important duty is providing advice on cleanup issues to key decision makers, such as the installation commander and other federal agency representatives, or for FUDS properties, the district engineer. For example, RABs may offer advice on cleanup technologies under consideration by the installation. RABs are also conduits of information between the installation and the community at large. In this capacity, they are responsible for keeping the community informed of installation cleanup activities, and for relaying the community's views and concerns to DoD.

What is a Technical Review Committee?

Technical Review Committees (TRCs) typically consists of at least one representative from each of the following: DoD, EPA, state and local authorities, and the local community. TRCs review technical documents and provide input into the environmental cleanup process. They generally have fewer community members than do RABs, and many have been converted to RABs to increase community involvement opportunities. Such a transition takes place if there is sufficient and sustained community interest in cleanup issues. According to available information, more than half of the TRCs originally established have been converted to RABs. The requirements of statutory law (10 United States Code §2705), which directs DoD to establish TRCs, are also fulfilled by the establishment of RABs.

Historical Perspective

DoD's RAB program grew from the understanding that the decisions and actions that military installations undertook in the cleanup and reuse of their property would inevitably affect the surrounding communities. DoD originally began establishing TRCs in the mid-1980s; however, to give local communities an opportunity to participate in the planning and selection of cleanup options, in 1993 DoD began to expand the TRC concept by forming RABs. These RABs were also established in response to recommendations by the FFERDC (the Federal Facilities Environmental Restoration Dialogue Committee). Typically, RABs have more community members than do TRCs and offer a wider scope and greater opportunity for community involvement. The flowchart below illustrates the development of the DoD RAB and TAPP programs.





Cleanup Program in Action:

RAB Embraces “Green Technology”

Naval Undersea Warfare Center Keyport, Washington

The Naval Undersea Warfare Center (NUWC) Keyport in Washington State is a light industrial installation surrounded on three sides by the Puget Sound. Located just 25 miles west of Seattle, the installation is surrounded by a rural community that has historically taken an active role in local environmental affairs.

The installation formed a TRC in 1989. This was converted to a RAB in 1995 once the installation was identified for realignment. The RAB hosts a wide cross-section of community representatives as well as the Suquamish Tribal Government. These individuals bring a range of viewpoints to the cleanup discussions and truly reflect the concerns of the community surrounding NUWC Keyport. The diversity and the high number of community members serving on the RAB have contributed to this RAB’s success. The RAB is also quite active and has participated in several regional workshops; hosted open houses for the community; and received a state grant to develop a community outreach program. Since the Navy signed a Record of Decision (ROD) for NUWC Keyport, the RAB has also reviewed remedial design and cleanup implementation plans.

Of the 28 technologies available for the cleanup of groundwater contamination from a local landfill, the one that most interested the community was phytoremediation, a “Green Technology.” Phytoremediation uses plants (in this case, hybrid poplar trees) to clean up groundwater contamination. Once the trees are planted, their roots draw contaminated water up into the tree where about 97 percent of the solvents are metabolized. After consulting with researchers at the University of Washington (originally contacted by RAB community members), the Navy proposed using phytoremediation at NUWC Keyport. The RAB and the surrounding community supported this approach.

Phytoremediation will cost \$3.4 million compared with alternatives that cost as much as \$14 million. Ms. Christine Gover, the community RAB co-chair said, “The Navy has been very responsive to the RAB and the community at large and has incorporated our concerns into the cleanup remedy. Over the years, we have established a mutual trust among everyone involved in the cleanup of NUWC Keyport.”

RAB Operations and Funding

Although the RAB program was implemented in 1993, it was not until 1996 that DoD formally began collecting information on the activities of each RAB and the funds installations expended in establishing and operating their RABs. The main categories on which installations have reported have remained consistent since 1996, thus providing DoD with historical information on which an analysis and comparison can now be based. By analyzing and comparing this information, DoD obtains a clearer picture of the growth of the RAB program and developing trends. Evaluating this also enhances DoD’s understanding of RAB operations, their contributions to installation activities, and the level of funding they require. This section provides a summary analysis and comparison of the collected information. More detailed information about the activities and funding of each installation participating in a RAB is provided in the table at the end of this report.

Information collected on RABs during FY98 includes:

- RAB member representation
- RAB activities (such as reviewing plans and technical documents, enhancing the establishment of partnerships among interested parties, or participating in training sessions)
- RAB member advice provided to environmental cleanup decision makers (such as advice on future land use or remedy selection)
- RAB expenditures

Over the years, DoD has increased the number of RABs, and this has enhanced DoD's overall community relations efforts. The table to the right shows the growth of the RAB program and the number of installations participating in RABs from 1995 through 1998.

Year	Number of Installations Participating in RABs
1995	251
1996	283
1997	332
1998	341

Twelve new RABs were established in FY98, and only one RAB (Norton Air Force Base in California) adjourned. However, in a few additional cases, installations that were reported to participate in RABs in FY97 were not included in this report. In some instances, this change was related to completion of the cleanup work at an installation. For example, in FY97 Long Beach Naval Hospital in California was reported to be participating in a joint RAB with several other Navy installations. In FY98, Long Beach Naval Hospital did not participate in the joint RAB because it had completed its environmental cleanup program. In other cases, administrative changes affected an installation's RAB status. This explanation applies to several Navy installations in Guam. In this case, three installations that reported participating in RABs in FY97 (Guam FISC, NAVACT, and WESTPAC) were consolidated into a new installation called Guam COMNAVMARINAS. This new conglomerate installation now handles all RAB activities for the three installations. In both cases mentioned above, the same RABs existed in FY98 that existed in FY97, but the reporting installations changed. For these and similar reasons, the number of installations participating in RABs in FY98 might not agree with the number for FY97.

Component	# of RABs	# of Installations
Army	64	64
Navy	99	112
Air Force	97	123
Defense Logistics Agency	4	4
Formerly Used Defense Sites	27	38
Total	291	341

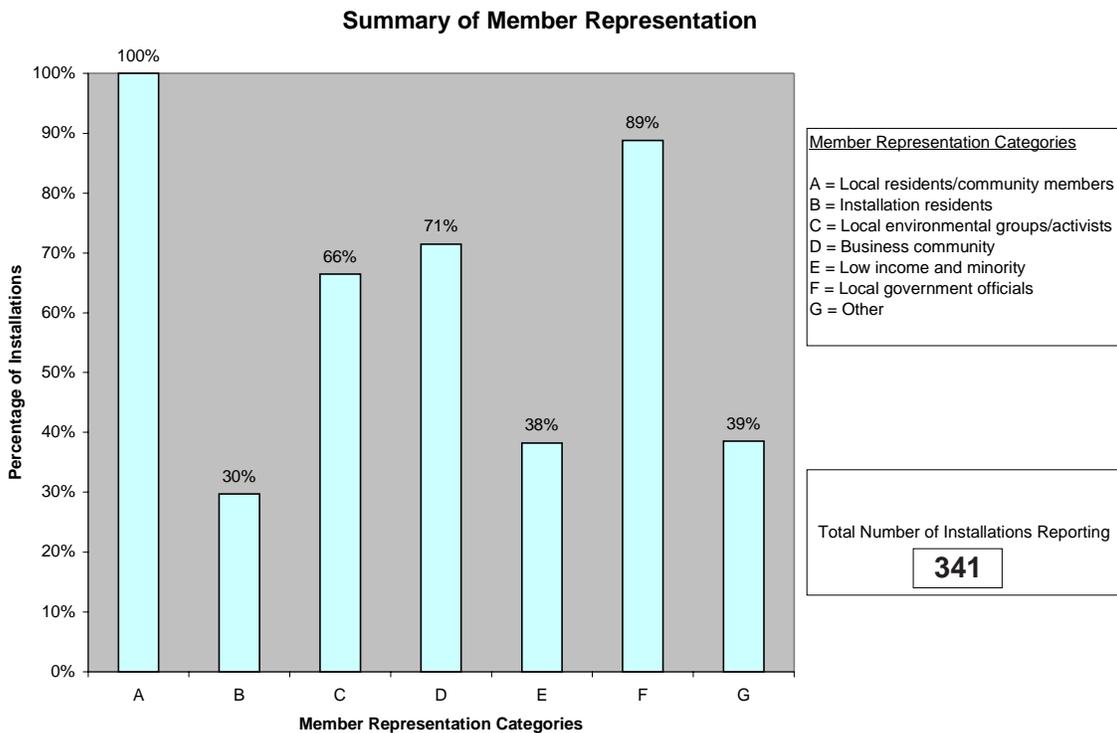
* Several military installations are in close proximity to each other and share similar environmental issues affecting the same communities. In these cases, joint RABs have been established. Therefore, the number of installations participating is greater than the number of operating RABs. There are 24 joint RABs.

Member Representation

RABs are intended to bring together people who represent the community as a whole and who have diverse interests, concerns, and values. A balanced, but diverse membership is especially important because not all communities are alike, nor can one group speak for the interests of everyone.

The data collected on RAB member representation in FY98 indicate that RABs are largely made up of local residents or community members. In addition, a large number (89 percent) of the installations reported that local government officials participate in their RABs. Approximately three-fourths of the RABs at the reporting installations include representatives of the business community, and more than half of the reporting installations include members of local environmental groups or environmental advocates. Most RABs include representatives from all of these groups. Other groups represented, although in smaller percentages, are installation residents (at 30 percent of RABs) and low-income and minority groups (at 38 percent of RABs).

In comparison to previous years, FY98 brought a slight increase in all member categories. The greatest increase in member representation was noted in the participation of low income and minority groups, local environmental groups, environmental advocates, and local government officials. The slight increase may be attributed to aggressive RAB membership drives that are reaching all facets of a community.

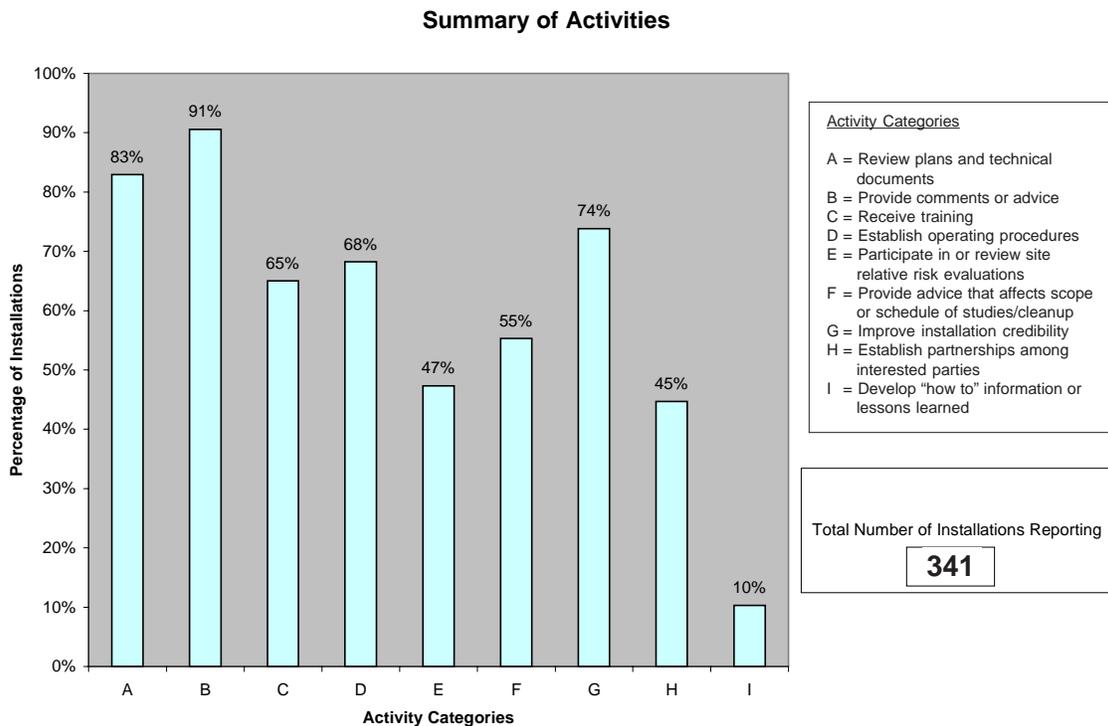


Activities

As previously mentioned, one of the main purposes of RABs is to give the local community input in an installation's environmental cleanup program and activities. In doing so, the RAB participates in several activities, including reviewing cleanup plans and technical documents, providing comments and advice on cleanup issues, and improving community understanding of, and support for, DoD's cleanup program. RABs also are effective in establishing partnerships among interested parties and often develop "how to" information or lessons learned.

The majority of installations reporting in FY98 indicated that their RABs participate in reviewing plans and technical documents (83 percent) and providing comments or advice on cleanup issues (91 percent). In fact, at 55 percent of reporting installations, RABs provided significant advice that positively affected the scope or schedule of environmental study or cleanup. The involvement of RABs in this capacity is helping DoD conduct more timely and cost-effective cleanup activities by identifying issues of concern early-on, thereby reducing potential communication problems that could result in cleanup delays. In some cases, RAB members have technical knowledge that has helped their installation develop cost-saving remedies. Such was the case at NUWC Keyport, where the chosen cleanup technology was phytoremediation. The chosen technology was supported by the RAB and saved the Navy significant expense compared with other cleanup alternatives.

One of the categories with the greatest observed increase in RAB activities in FY98 compared with past years was in their participation in training. In 1998, reporting installations indicated that 65 percent of RABs participated in some form of education



or training related to environmental cleanup (compared with 57 percent in FY96 and 59 percent in FY97). This steady increase may be attributed to the implementation of the TAPP program and the Components' commitment to providing training to their RABs.

Another significant increase was in the RAB's contribution to boosting installation credibility with the local community (74 percent of RABs reported doing this in FY98 compared with 62 percent in FY97). With each passing year, RABs are developing a stronger understanding of DoD's environmental cleanup process. Many RABs have now been in existence for several years, and over time community RAB members have become more educated on technical cleanup issues. RABs have also forged working partnerships with the representatives of the installation, regulatory agencies, and other community members. This combination has helped RABs become more proficient in their advisory roles and in presenting technical cleanup information to the community while bringing community concerns to the installation. By opening the cleanup process to outside scrutiny and taking the public's concerns into account, the RABs are helping installations build trust with communities and improving their standing with them.

Other activities, such as establishing operating procedures, participating in or reviewing site relative risk evaluations, and establishing partnerships among interested parties, remained fairly constant in FY98 compared with FY97.

Advice

For FY98, approximately half of all installations indicated that members of their RABs had provided advice in the following categories: scope of environmental studies, site prioritization, remedy selection, and site investigation or cleanup schedule. Installations also reported that RABs have provided advice on work plan priorities, relative risk evaluations, and future land use. A slight increase was noted for most all of these categories compared with FY96 and FY97 information. Of these categories, the most significant increase was for the number of RABs providing advice on future land use issues (45 percent in FY98 compared to 36 percent reported in FY96 and 39 percent reported in FY97). This increase may be a result of many closing and realigning installations nearing base closure and preparing for property transfer. In these instances, the community's interest and input regarding future land use issues would be more prevalent.

Compared with FY96 and FY97, the majority of increases associated with the topics on which RABs provide advice appear to relate to the technical aspects of cleanup, with the largest increase associated with RAB advice on site investigation or cleanup scheduling. In 1998, installations reported that 57 percent of RABs were providing advice in this area as opposed to the 42 percent reported in FY96. Again, this may be directly related with the fact that many RABs have been in existence for several years. These mature RABs have been trained on DoD's environmental cleanup program and have a greater understanding of the technical aspects of the program.



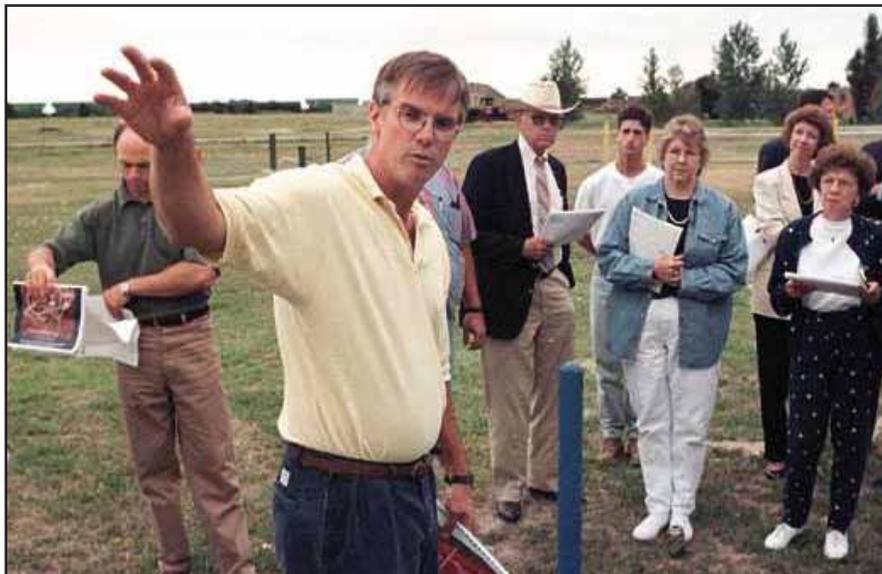
Cleanup Program in Action:

RAB Input on Cleanup Technology Decision Making Blaine U.S. Naval Ammunition Depot, Nebraska

In 1998, the Kansas City District, U.S. Army Corps of Engineers, earned the “Environmental Excellence Award for the Use of Innovative Technologies” from the Nebraska Department of Environmental Quality. This award was presented in recognition of the District’s use of innovative methods to clean up soil and groundwater contamination at Blaine U.S. Naval Ammunition Depot (NAD), a formerly used defense site in Hastings, Nebraska. The NAD RAB’s support in increasing community understanding and acceptance of the District’s cleanup program was critical to the program’s success.

The NAD cleanup team has recognized the RAB’s importance to the program’s success and has included it as a partner in the cleanup process. The cleanup team holds regular meetings with the RAB to discuss cleanup issues and to determine how best to communicate installation activities to the community. Through this partnership, the RAB has gained knowledge of the cleanup situation and has encouraged use of innovative cleanup technologies to address the soil and groundwater contamination at the property. According to Mr. Vincenzo Crifasi, the installation RAB co-chair, it is “through the partnering efforts of most of the members of the RAB [that] the District was successful in expediting cleanup design and construction efforts at the NAD.”

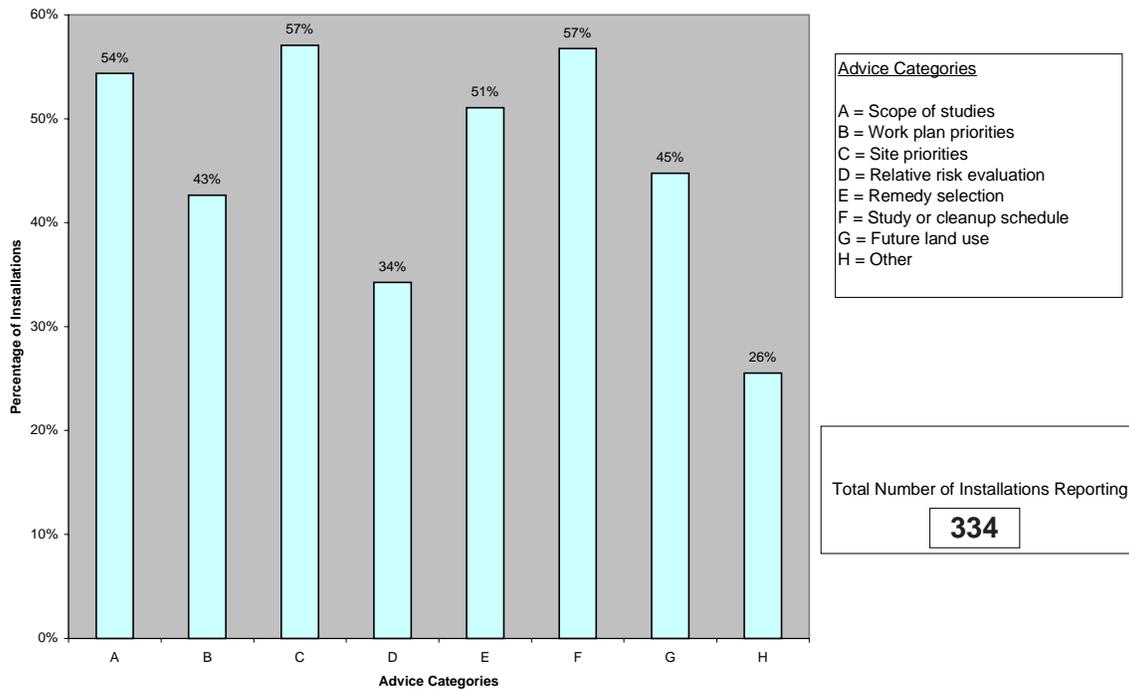
Working together, the RAB and the cleanup team developed a proactive approach to involving the community in the cleanup program. For instance, in 1998, the installation conducted a session for elementary school children to explain how the NAD’s various cleanup technologies work. State and federal regulators and the RAB also participated in this session. This effort was conducted as part of an annual community involvement program designed at the RAB’s request. This and similar NAD efforts illustrate how a strong partnership between the installation cleanup team and the RAB can increase community support and the overall success of the environmental cleanup program.



RAB members on site tour view innovative technologies used to clean up soil and groundwater contamination.

Blaine U.S. Naval Ammunition Depot, Nebraska

Summary of Advice



Funding Level and Trends

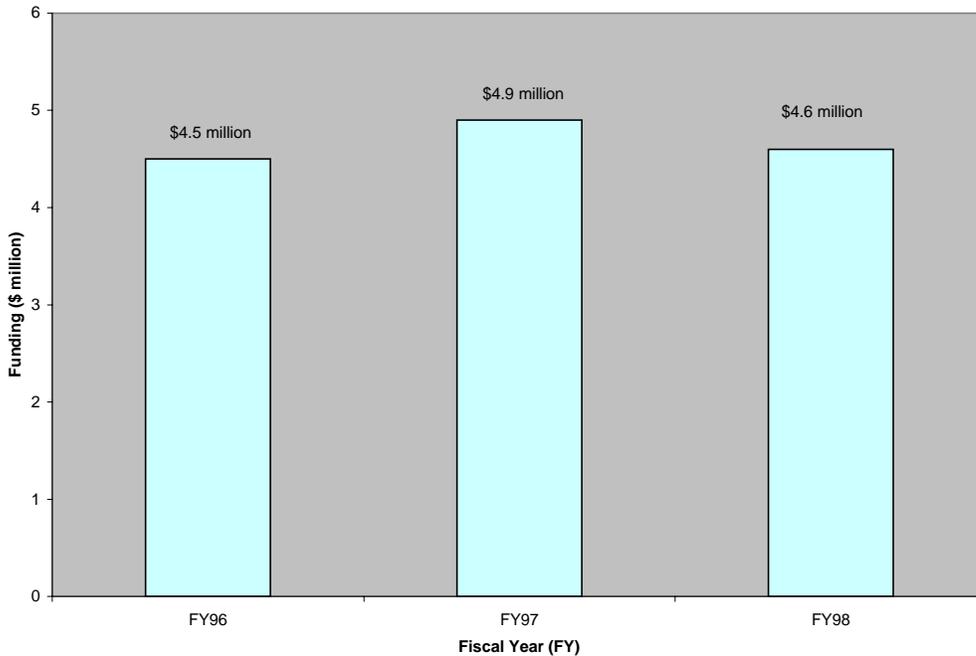
According to data from installations, DoD spent approximately \$4.6 million on RAB administrative activities during FY98, a slight decrease from the \$4.9 million spent in FY97. This decrease in expenditures may be attributed to the fact that fewer RABs were established in FY98 than in FY97: Twelve new RABs were formed in FY98 compared with 28 new RABs in FY97.

A second reason for the decreased RAB expenditures relates to the maturing of the RAB program. A large amount of RAB funding is generally spent on operation and training activities during RABs' first and second years of operation. Because the majority of DoD's RABs have now been in existence for at least three years, this RAB start-up expense has significantly decreased.

In addition, some closing installations are now at the point in their cleanup programs where the majority of the contamination has been addressed and the property transfer process is taking place. Since most of the cleanup activities at these installations have been completed, the associated RABs may have elected to decrease their number of meetings due to lack of cleanup issues or concerns. Such decreased activity may also contribute to the decrease in RAB expenditures for FY98.

Typical installations spent an average of \$13,600 on administrative expenses for RABs in FY98. Examples of these administrative expenses are meeting announcements; preparation of agendas; meeting materials and minutes; production of documents for RAB members; development of meeting logistics; and payment to facilitators.

RAB Funding Levels (FY96 through FY98)



RAB activity trends increased in training, enhancement of installation credibility, and the increased level of advice that RABs are providing. The increased training activity may be attributed to the implementation of the TAPP program. As RABs mature they seem to gain a better understanding of DoD’s environmental cleanup process and their installation’s environmental situation, as well as developing closer working partnerships with installation personnel. Therefore, both installation credibility with RABs and the willingness of the installations to receive RAB advice are improved.



Cleanup Program in Action:

**RAB Assists in Cleanup Program Video Development
Luke Air Force Base, Arizona**

One of the primary responsibilities of community RAB members is to inform the community about environmental cleanup projects taking place on DoD installations. To better meet this responsibility, the Luke Air Force Base (AFB) RAB developed a video to explain cleanup activities at the installation. The RAB’s intention in creating this video was to increase understanding of environmental cleanup by highlighting the successes and accomplishments of the installation’s program over the past 5 years.

The video has been presented at Lions and Kiwanis clubs; local public libraries; parent-teacher association meetings; and city, county, and chamber of commerce meetings. Dan Salzler, the RAB community co-chair described it as “an opportunity to spread the word about the proactive environmental cleanup effort that’s happening at Luke, using current visual technology.” Likewise, Martin Jeffries, another RAB community member stated, “We, here at Luke Air Force Base, are proud of what we are doing and have accomplished so far...we consider Luke an environmental success story.”



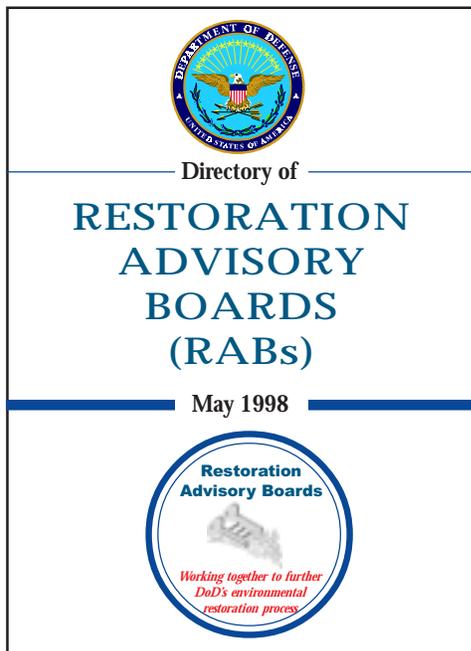
FY98 RAB and TAPP Activities: DoD Headquarters

While some RABs entered their fourth year of operation during FY98, others were just being established, and still others were considering adjournment because of the completion or near-completion of installation environmental cleanup programs. With RABs in these various stages of operation, DoD continues to facilitate communication among all interested parties while providing needed guidance and resources. RABs have become an important component of the environmental cleanup program; however, there is always room for improvement. During FY98, DoD initiated several activities to address the needs of the maturing RAB program and the newly finalized TAPP program. These activities are discussed below.

The RAB Program

Directory of RABs

In the belief that communication among RABs is beneficial, DoD maintains a Directory of RABs to give RAB members direct access to one another and the ability to share the lessons they have learned. The directory is updated semi-annually and includes the names, mailing and e-mail addresses, and telephone and facsimile numbers of DoD and community RAB co-chairs.



Because the RAB community co-chairs are private citizens, DoD must have their permission before publishing any information about them in the Directory of RABs. It is entirely up to each RAB community co-chair to decide whether or not to make information about himself or herself public. DoD is grateful to the community co-chairs who have agreed to publish their names, mailing and mail addresses, and telephone and fax numbers but has not sought similar information from all community RAB members out of respect for their privacy. Should anyone in the public wish to contact an individual RAB member, he or she can do so through the RAB co-chairs listed in this directory.

The community members who serve on RABs are all dedicated, unpaid volunteers. They give their time to DoD because of a commitment to their communities and to the notion that by working together DoD and the RAB can clean up the environment while protecting private citizens. It is DoD's hope that other citizens will use the directory to join a RAB or to learn more about the environmental cleanup activities in their community.



Cleanup Program in Action: RAB Involvement Enhances Cleanup Efforts Twin Cities Army Ammunition Plant, Minnesota

On May 7, 1998, the U.S. Army hosted a ground-breaking ceremony at the Twin Cities Army Ammunition Plant (TCAAP) to celebrate the beginning of the final phase of environmental cleanup at the installation. This last step will involve treating contaminated soil and groundwater on the installation. The TCAAP RAB was instrumental in gaining community acceptance for the remedy selected, and the selection process was a collaborative effort between the installation and the RAB. Members of the RAB received certificates of commendation recognizing their contributions to this cleanup milestone.

This success is especially significant because of the challenges associated with TCAAP (also known as the New Brighton/Arden Hills Superfund Site). The plant, located near Minneapolis/St. Paul, Minnesota, is one of the Army's most complicated sites. Contamination from the installation directly affects aquifers used for the drinking water supply of the installation, three nearby communities (with a combined population of 33,000), and 10 other metropolitan areas. Consequently the Army has provided safe drinking water to those communities since the early 1980s.

The TCAAP RAB was formed in January 1996 to ensure that the surrounding communities had an active role in the cleanup process. TCAAP viewed the RAB as a way of building trust with the community by involving a wide spectrum of community representatives, including University of Minnesota professors, pastors, elementary and high school teachers, medical doctors, lifelong neighbors, retired professionals, homemakers, and environmental professionals. The RAB meetings have helped heighten the community's awareness of the installation's cleanup program, which is reflected through a high level of community participation at public meetings, meaningful positive comments in response to public notices, and overall community acceptance of the cleanup activities. Bob Boesel, a RAB community representative said, "An enviable record of accomplishment at the Twin Cities Army Ammunition Plant has earned the respect and trust of the local community."

The TCAAP RAB reviewed studies and provided comments and concurrence for TCAAP's proposed plan for its final ROD. In addition, members of the RAB voluntarily attended the public meeting for the proposed plan and spoke in support of it. The credibility added by these community representatives' support for the proposed plan, especially support for continued industrial use of the installation, was a significant contribution to acceptance of the plan. The RAB followed through by using its influence obtain a timely signature on the ROD by the EPA.

To further encourage community involvement in the cleanup process, the monthly program managers (PMs) meetings to be held in conjunction with RAB meetings. This helps the RAB stay current on cleanup activities, keeps the PM apprised of community concerns, and ensures that issues raised at the RAB meetings are quickly addressed. As expressed by RAB member Mel Smyre, "TCAAP has a unique working climate of cooperation and openness with the community and regulators."



*RAB members participating in ground-breaking ceremony.
TCAAP, Minnesota*

**WorldWideWeb**

An electronic version of the Directory of RABs is available on the Internet at <http://www.dtic.mil/envirodod/rab/rabdir/index.html>

Updated Community Involvement – RAB Web Site

In 1996, DoD enhanced its outreach efforts by expanding the RAB section of its Environmental Cleanup home page. During FY98, this section (the Community Involvement – RAB Web Site) was updated to provide a comprehensive library of RAB and TAPP information. The site also now enables users to submit or post comments and questions 24 hours a day to DoD and other site users and serves as an information-gathering tool.

**WorldWideWeb**

The Community Involvement – RAB Web Site is located on the Internet at <http://www.dtic.mil/envirodod/rab/>

The main sections of the Community Involvement – RAB Web Site are described below.

The Resources Section:

<http://www.dtic.mil/envirodod/rab/resource.html>

This section features –



- RAB and TAPP publications and tools to assist RABs with everyday operations and policy questions
- DoD points of contact
- Links to related Web sites
- The Directory of RABs

The Bulletin Board Section:

<http://www.dtic.mil/envirodod/rab/bboard.html>

This section allows users to –



- Exchange information with each other and with DoD
- Share information and lessons learned
- Post questions or comments

**WorldWideWeb**

RAB Resources On-Line

- DERP Management Guidance; Joint DoD/EPA RAB Implementation Guidance; Proposed RAB Rule: <http://www.dtic.mil/envirodod/rab/pubs.html>
- RAB Resource Book; TAPP Rule: <http://www.dtic.mil/envirodod/rab/tools.html>
- Directory of RABs: <http://www.dtic.mil/envirodod/rab/rabdir/index.html>
- FFERDC Report: <http://www.dtic.mil/envirodod/rab/links.html>



Cleanup Program in Action:

Sharing Cleanup Program Information Enhances Relationship with RAB

Iowa Army Ammunition Plant, Iowa

The Iowa Army Ammunition Plant (IAAP) has served as a production and shipping site for various munitions since 1941. In 1990, IAAP was placed on the National Priorities List due in part to extensive contamination of the groundwater and soil as a result of past operations. The Army, which was charged with cleaning up the installation, has worked closely with the IAAP RAB, and through it has developed comprehensive, effective cleanup plans with the community's interest in mind.

The IAAP RAB participates in site visits, receives monthly progress reports, and assists in developing RODs for cleanup. The RAB also recommended that the Army publish RAB meeting announcements in the local paper and post environmental cleanup activities on the IAAP Web site. Community RAB members have also participated in educational training programs offered by the Army to increase their understanding of the technical and legal issues associated with the IAAP environmental cleanup program.

The Army plans to have the final cleanup remedy in place by 2005. In the meantime, cleanup of the groundwater and soil continues. "I am amazed at the progress that has taken place at the IAAP," said community RAB member Dan Kuechman. "The installation has done an excellent job of communicating program problems and successes that I was not aware of until recently. I admire an organization that admits problems and actively attempts to correct them."

The TAPP Program

The TAPP program was designed to help community members of RABs and TRCs better understand the scientific and engineering issues underlying their installations' environmental cleanup activities. Under TAPP, the installation may contract for an independent technical consultant to advise the RAB on a specific project, which must be identified in the TAPP application. This assistance fosters increased community trust, confidence, and involvement. Typical projects may involve reviewing proposed remedial technologies, interpreting health and environmental effects data, or reviewing cleanup documents.

Communities may obtain contracted services up to a cost of \$25,000 per year or 1 percent of the total cost of completing environmental cleanup at the installation, whichever is less. TAPP funding is limited to \$100,000 per installation over the lifetime of the installation's cleanup program.

FY98 TAPP Program Accomplishments

TAPP represents the fruition of congressional and DoD efforts to provide the public with technical assistance on environmental cleanup issues. In FY98 five installations awarded contracts worth a total of \$109,000 to provide TAPP assistance to their RABs.

TAPP Projects Awarded to RABs

Installation/Property	Amount Awarded
Picatinny Arsenal, NJ (Army)	\$25,000
Alameda Naval Air Station, CA (Navy)	\$9,000
Kelly Air Force Base, TX (Air Force)	\$25,000
Defense Supply Center Philadelphia, PA (DLA)	\$25,000
Former Lowry Bombing and Gunnery Range, CO (FUDS)	\$25,000
Total	\$109,000

During FY98, DoD performed the following TAPP-related activities:

- Publication of the final TAPP rule in *Federal Register*: February 2, 1998
- Implementation of the TAPP program at the installation level: Ongoing throughout FY98
- Issuance of TAPP implementation guidance as part of the DERP Management Guidance: March 17, 1998



WorldWideWeb

The TAPP application and other TAPP-related documents can be retrieved from the DoD Community Involvement – RAB Web Site in the TAPP tools section:
<http://www.dtic.mil/envirodod/rab/tools.html>

Who Qualifies for a TAPP Award?

Community members of RABs and TRCs are eligible to apply for technical assistance under the TAPP program. A minimum of three community members must sit on the RAB or TRC for the group to qualify. In addition, a majority of members in good standing must agree on the type of assistance that would most enhance their ability to participate effectively in the environmental cleanup program.



WorldWideWeb

TAPP Resources On-Line

- TAPP Final Rule; Component TAPP guidance and policy documents:
<http://www.dtic.mil/envirodod/rab/pubs.html>
- TAPP application; the TAPP brochure; TAPP fact sheet; TAPP training curriculum: <http://www.dtic.mil/envirodod/rab/tools.html>

Even in the TAPP program’s first year of operability, RABs that received TAPP support provided DoD with valuable lessons learned. An example is the Kelly AFB RAB that was presented with an innovative approach to help meet the needs of the local community in San Antonio, Texas. The RAB-identified TAPP project called for separate contractors to provide expertise in three environmental areas. Traditional contracting

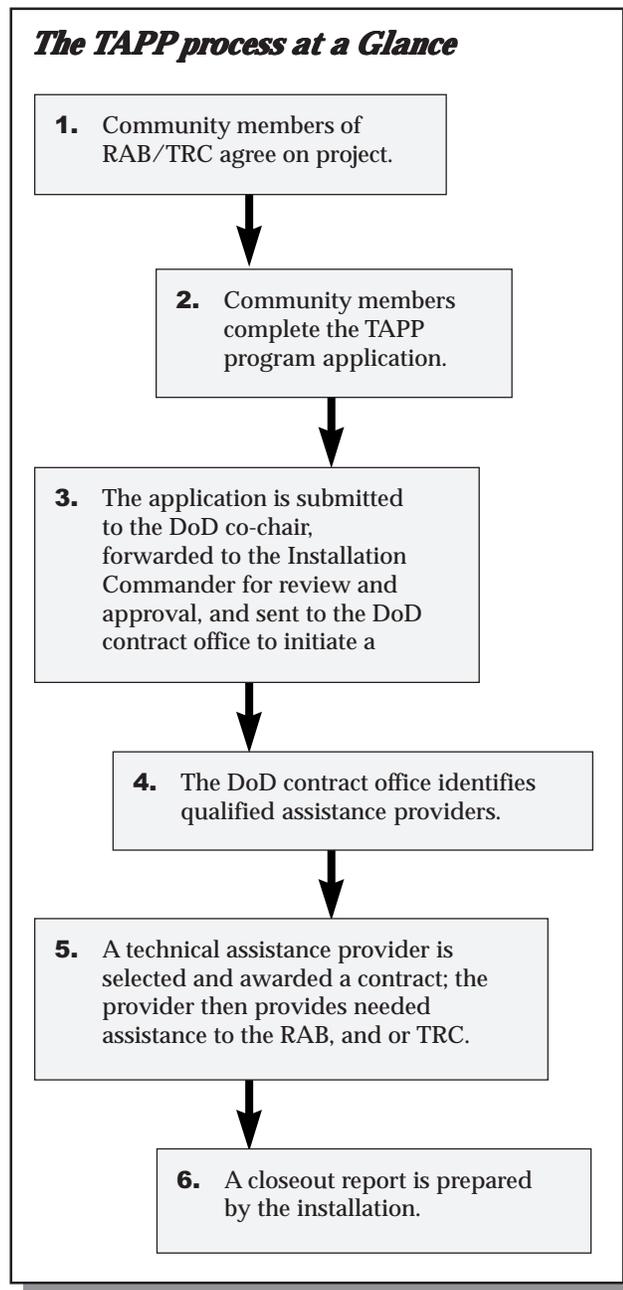
methods could not be used; therefore, a blanket purchase agreement was established with three consultants for ongoing data interpretation.

The Kelly AFB RAB received TAPP funding in September 1998 for \$25,000. The awards went to three TAPP providers for interpretation of technical documents. These contracts are expected to continue for 12 months.

Lessons Learned

Kelly AFB RAB community members were asked for suggestions that could improve the TAPP training process. The resulting recommendations produced significant improvements in the Air Force’s TAPP training program. The lessons learned at Kelly AFB are also applicable throughout DoD and are important to community members as well. These lessons learned are as follows:

- **Demystify the contracting process.** Many RABs are unfamiliar with the federal government’s contracting process and do not know where to go for technical resources. At Kelly AFB, the Air Force trainers developed a list of technical assistance providers who had either provided TAPP assistance to other RABs or had expressed an interest in doing so. Contracting resource lists containing names of qualified consultants were also provided to the Kelly RAB.
- **Develop a model statement of work.** At Kelly AFB, the TAPP team developed a model statement of work for each type of service available under the TAPP program. The statement of work contained standardized language with blank spaces so the RAB could fill in its specific information. To further facilitate the process, the TAPP team provided the work statement on computer disk. This greatly facilitated the process for the RAB community members.



- **To DoD: be creative.** Some RAB community members were concerned about how long it would take to get the funds in hand for beginning the contractor solicitation process. The TAPP team met with the Air Force financial management division and agreed on a process to make funds available at the local level within 30 days of receipt of the TAPP request. This process included a method of tracking the money, identifying excess funds, and obtaining the closeout report.

TAPP Training

During 1997, DoD sponsored four TAPP training sessions; more than 110 DoD representatives participated in these workshops. Since then, the Components have conducted additional TAPP training for their installation commanders, contracting officers, local residents, and other key members of the RAB community. All the Components (Army, Navy, Air Force, DLA, and FUDS) conducted TAPP training in FY98. The following examples show how the Army and Air Force assisted in TAPP training during FY98.

Army

The Army set a goal of informing all RABs and TRCs, of the availability of the TAPP program within 6 months of the program's promulgation, in February 1998. Army program managers visited every installation with a RAB or TRC (a total of 72 installations) and trained both Army personnel and community members on the TAPP program. This training highlighted opportunities for technical assistance and described how to apply for it; described eligible projects; and outlined the responsibilities of the installation commander, the contracting officer, the army RAB co-chair, and RAB community members.

Additional training was provided to all RABs and TRCs, that expressed an interest in obtaining a TAPP award.

Air Force

To facilitate Air Force use of the TAPP program, representatives of the Air Force Base Conversion Agency (AFBCA) Public Affairs Office, Contracting and Environmental Divisions formed a three-member team. This team produced a video explaining the TAPP program, and sent it to 33 installations for viewing by RAB community members. After the viewing, RAB members were polled concerning their interest in a TAPP project. At installations where there was interest, a comprehensive training session was scheduled.

Seven installations indicated an interest in a TAPP project and received training: K.I. Sawyer, Kelly, Lowry, McClellan, Chanute, Griffiss, and Wurtsmith Air Force Bases. The RABs at these installations are at various stages of TAPP implementation. Kelly AFB in San Antonio, Texas, was the only installation to receive a TAPP award in FY98; more awards are expected for FY99.

To date, the TAPP process is working well for the Air Force. Although many RAB community members have confidence in local technical staff, they expressed appreciation for the Air Force's willingness to expose itself to potentially opposing viewpoints.

TAPP Points of Contact

Further information on the TAPP program and component points of contact are available on the Internet at <http://www.dtic.mil/envirodod/rab/tools.html>.

Technical Assistance Provided by EPA

Technical Assistance Grants (TAGs) administered by EPA provide another option for RABs and TRCs seeking technical support. This program provides funds for qualified citizens' groups affected by a National Priorities List site for hiring independent technical advisors to help them understand and comment on site-related information. Grants of up to \$50,000 are available to eligible community groups, although, unlike TAPP, there is no limit to the amount of funding that can be received over the lifetime of the cleanup program. For information about TAGs, contact either Dottie Pipkin (703) 603-8889 or Lois Gartner (703) 603-9095 at EPA Headquarters. Information on TAGs may also be obtained by accessing EPA's Federal Facilities Restoration and Reuse Office home page at <http://www.epa.gov/swerffr/involve.htm>.

FY98 RAB and TAPP Activities: DoD Components



Army

In April 1998, the Army updated its October 1996 comprehensive guidance on RAB establishment, procedures, responsibilities, funding, and reporting. This guidance reinforced the Army's commitment to RABs and their role in the cleanup program. Major new additions to the guidance were RAB adjournment instructions and procedures for executing the TAPP program. As the Army moves closer to its goal of completing cleanup actions, RABs at Army installations will naturally consider adjourning. The specific criteria for RAB adjournment include installations' having all remedies in place or all cleanups completed and, most importantly, an agreement by RAB community members to adjourn. The April guidance also extensively addressed the TAPP program, which was promulgated in the *Federal Register* only 3 months earlier.



WorldWideWeb

Like all major guidance on Army restoration programs, the *U.S. Army Restoration Advisory Board and Technical Assistance for Public Participation Guidance* is available on the public menu of the Defense Environmental Network and Information Exchange (DENIX) at <http://denix.cecer.army.mil/denix/Public/Policy/Army/IRP/rabapr98.html>

Initiatives Begun and/or Completed

In FY98, Army headquarters directed every installation with ongoing or planned restoration activities to determine each community's interest in establishing a RAB. At installations with no RABs, the Army made presentations on the RAB program at public meetings, distributed fact sheets and surveys, and made announcements through the local media to solicit community interest in forming RABs. As a result, in FY98 the Army established the five additional RABs listed below, bringing the total number of Army RABs to 64.

- Anniston Army Depot, AL
- Fort Richardson, AK
- Sunflower Army Ammunition Plant, KS
- Volunteer Army Ammunition Plant, TN
- Radford Army Ammunition Plant, VA

The Army will continue to determine community interest in forming RABs at each active Army and BRAC installation without a RAB. The Army expects to establish four new RABs in FY99. Currently, 102 major Army installations do not have RABs. At many locations, the community has not expressed sufficient, sustained interest in forming a RAB. Installations must reassess interest at least every 2 years. If there is not enough community support, the installation must document the efforts to determine interest and must develop followup procedures for reevaluating interest on an ongoing basis until restoration activities are complete. The Army continues to conduct other community information and involvement activities for installations where no RAB exists.

In FY98, the Army reaffirmed its commitment to enhancing public and regulatory involvement in the cleanup program. The "master plan" for managing and executing restoration activities at operating Army installations is the Installation Action Plan (IAP). These plans are updated annually. Installations are encouraged to involve RAB community members in the preparation and updating of the IAP so that they may participate in the planning process. One of the benefits of RAB participation is that community members gain a better understanding of the extent and complexity of the Army's cleanup planning process. In FY98, five RABs participated in the update of their installations' IAP's. The Army anticipates that, with continued encouragement, participation in the IAP process by community members will increase in FY99.

TAPP Activities

The Army awarded one TAPP project in FY98. This \$25,000 project was provided on behalf of the RAB at the Army Research Development and Engineering Command

(Picatinny Arsenal, New Jersey). The installation selected an independent consultant to review project documents and interpret health risk assessment findings. The Army is currently working with five RABs that expressed interest in a TAPP project. To date, no TAPP request has been denied.

Army RAB Expenditures

The Army provides funds to installations for the administrative activities needed to establish and conduct RAB meetings. These activities include mailings, document reproduction, meeting logistics, and orientation training. In FY98, the Army spent \$1.3 million on administrative support for 64 RABs, with an average of \$21,000 spent at each installation. Most of the Army's RABs are in their third or fourth year of operation.



Navy

Public outreach and participation are critical elements in the success of the Department of the Navy's (DON's) cleanup programs on Navy and Marine Corps installations. RABs are the cornerstone of the public involvement process. The DON remains committed to nurturing and improving public involvement in the cleanup process through open dialogue with interested parties, by providing opportunities for meaningful input, and by assisting RABs in understanding technical cleanup issues.

Last year, DON provided over \$1 million in support of the more than 100 active and BRAC installations with established RABs. While not every Navy and Marine Corps installation with an active cleanup program has established a RAB, policy guidance requires periodic polling of communities around these bases to determine whether there is new interest in RAB formation. During FY98, in response to an increasing level of community interest in environmental cleanup, two new RABs were formed, at the Washington Navy Yard, Washington, D.C. and at the Naval Weapons Industrial Reserve Plant at Calverton, New York.

One of the Navy's major focus areas during the past year has been the TAPP program. In April 1998, DON issued TAPP guidance for all field activities, instructing them to inform established RABs and TRCs about the availability of TAPP funding. All RABs received training.



WorldWideWeb

The Navy's TAPP guidance is available on the Internet at
<http://206.5.146.100/ASN/TAPP>

In FY98, the RAB at NAS Alameda received the first official TAPP project since the final TAPP rule was published in February 1998. The RAB's TAPP project was a remedial investigation draft document. The document was highly technical, and the RAB wanted to get a better understanding of what was being proposed. Aided by the Navy's

contracting team, the RAB prepared a TAPP application. The request was approved and a RAB-selected contractor was on board within just 7 days.

Jo Lynne Lee, the NAS Alameda RAB community co-chair, said, “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. 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. Even though we had some expertise on our team to help clarify some of the 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 additional review by a neutral contractor proved beneficial to the Navy and the federal and state regulators. The TAPP consultant and the regulators both recommended that the draft remedial investigation report be revised to better clarify the data. The Navy is currently working on a revised document to address the RAB’s concerns.

According to Steve Edde, the BRAC Environmental Coordinator at NAS Alameda, “TAPP has proven to be extremely helpful in bridging the technical information between planners and practitioners who do this 40-plus hours per week and the volunteers who are trying to ensure the right thing is happening for their community.”

Air Force

In FY98, the Air Force continued to support existing RABs and engaged in discussions about the benefits of expanding the Air Force-community dialogue on all environmental topics.

An interagency work group headed by the Air Force Base Conversion Agency (AFBCA) continued its efforts to develop a process for completing environmental cleanup at closing or realigning installations. One recommendation made by the work group was for RABs, upon establishment, to determine how they will operate throughout every phase of the cleanup process (including their involvement after an installation has completed cleanup activities). This is important because community concerns about potential health risks, safety, and the environment often remain, even after final cleanup actions have been taken or actions are winding down.

The community may wish to remain involved after remedies are in place to ensure that:

- Selected remedies protect human health and the environment
- Remedial actions are in place and operating properly and successfully
- Contaminants are not migrating off site or off base property

- Remedies continue to be effective over the years
- DoD's departure does not diminish its commitment to environmental stewardship or translate into abandonment.



Formerly Used Defense Sites

The U.S. Army Corps of Engineers (USACE) continues to involve the public in FUDS-related cleanup activities. The USACE is committed to giving communities an opportunity to offer input into the cleanup decision-making process through RABs and other public meetings. Five new RABs were established in FY98, bringing the FUDS program total to 27 RABs for 38 FUDS properties. The following new FUDS program RABs were established in 1998:

- Moses Point, AK
- Chalan Kanoa Elementary School, Commonwealth of Northern Mariana Islands, Saipan
- Former Walker AFB, NM
- Marion Engineer Depot, OH
- Scioto Ordnance Plant, OH

Wherever feasible, the FUDS program collaborates with the other Components by participating in joint RABs. For example, the Point Barrow RAB in Alaska is jointly operated by the Air Force, the Navy, and USACE, saving taxpayer dollars. One FUDS property, Lockbourne AFB in Ohio, also participates in a joint RAB with Rickenbacker Air National Guard Base, an Air Force installation.

Although every effort is being made to establish RABs at projects where there is sustained community interest, USACE recognizes that not all properties or projects lend themselves to RAB establishment. Nonetheless, some kind of community involvement and public outreach is achieved on all FUDS projects. FUDS project managers and public affairs specialists are using a wide variety of community involvement techniques to keep the public informed and gather their input on possible cleanup actions that may affect them.

TAPP Activities

In July 1998, USACE issued TAPP policy implementation guidance to its Divisions and Districts throughout the United States. In addition, 25 District and Division FUDS coordinators were trained by DoD to disseminate information about the program to their RABs.

In March 1998, a TAPP contract was awarded for the Former Lowry Bombing and Gunnery Range to provide an independent review of the Engineering Evaluation and Cost Analysis along with other documents. The TAPP award was essential in obtaining community acceptance of USACE procedures and the methodology used for investigating and cleaning up the property. The community has been very pleased with the results and wishes to continue these services in FY99.



TAPP Program in Action:

TAPP Support Enhances Overall Understanding of Cleanup Program

Defense Supply Center Philadelphia, Pennsylvania

The Defense Supply Center Philadelphia (DSCP) is a Defense Logistics Agency (DLA) installation affected by the 1993 Base Realignment and Closure (BRAC) round. In 1998, the community members of the DSCP RAB applied for and received TAPP funding.

The purpose for requesting the TAPP funding was to help community members understand the technical aspects of DSCP's environmental cleanup program. The RAB agreed that "informed neutrality" would empower the community in local cleanup decisions. Although it is DoD's responsibility to procure the TAPP provider, the RAB was encouraged to cite contractor preferences in the selection process. A contract was awarded, and the consultant now performs a variety of tasks for the RAB to ensure that the community is fully informed of all restoration activities.

RAB members agree that in a matter of months, TAPP enhanced their overall understanding of DSCP's cleanup program. The TAPP process has also strengthened overall community support for, and acceptance of, DSCP's cleanup activities, facilitating the return of the property to the community for redevelopment. Ms. Gloria Inverso, RAB community co-chair, considers the TAPP consultant "our safety net and a conduit to bounce questions about the environment and get answers."

Lessons Learned

The DSCP RAB offers the following advice and lessons learned to other RABs interested in pursuing TAPP funding.

- **Stay informed.** The DSCP RAB tracked the status of TAPP legislation closely. By the time the legislation received final approval, the RAB had already gathered enough information to apply for assistance as soon as possible.
- **Get involved.** The DSCP RAB's community members, and the RAB community co-chair in particular, are dedicated, informed, and active environmental advocates. By staying abreast of local, state, and national environmental issues, RAB members have been better able to provide sound advice to the installation.
- **Recommend potential TAPP consultants.** The DSCP RAB's community members actively researched potential TAPP consultants and made recommendations to DoD. DoD must ensure that the hired consultant meets all legal contracting requirements and qualifications. In choosing the TAPP consultant, DoD considered the RAB's recommendations and this legal requirement. Because of the RAB members' involvement in the selection process, the consultant who was eventually hired had strong support.



Future Directions for the RAB/TAPP Programs

DoD is committed to strengthening its RAB and TAPP programs by building on the successes and lessons of the past. As these programs mature, DoD is continually assessing the needs of RABs. It is planning several activities for FY99 to ensure the effectiveness of its current programs and to identify possible improvements. These activities are discussed in detail below.

Assessing and Documenting RABs' Impact on the Cleanup Program

DoD will focus on evaluating the effectiveness of the RAB program, the impact on the environmental cleanup program, and areas where improvement is needed. This effort may be initiated through surveys or interviews with RAB members and with those directly involved in the RAB program.

Evaluating TAPP Effectiveness

DoD plans to evaluate the effectiveness of its efforts by contacting, and seeking input from, the installations that have been involved in the program. To date, the communities that have received TAPP awards have been pleased and have reported that their understanding of restoration activities did increase as a result of the program.

Sharing Resources

DoD participates with other public participation representatives in an interagency work group to share resources, information, and lessons learned in order to improve community involvement initiatives throughout the federal government.

Conclusion

DoD strongly believes that the long-term success of its environmental cleanup program depends on building trust with communities by “doing right by them.” DoD believes that “doing right” means involving the community in cleanup plans early in the cleanup process and is committed to sharing information on its program and to make the process of environmental cleanup as open and accessible as possible. The RAB program has improved DoD’s relations with communities, but as this report has discussed, there is always room for improvement. RAB members can post RAB- and TAPP-related comments or questions on DoD’s Community Involvement – RAB Web Site (<http://www.dtic.mil/envirodod/rab/index.html>), which is available 24 hours a day, 7 days a week. As DoD seeks ways of improving the RAB program, it will implement the initiatives described in this report and hopes to meet the expectations of Congress and other interested parties who share the common goal of protecting people and the environment.