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NAS PENSACOLA
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FACT SHEET 6 FOR PROPOSED PLAN AT SITE 1 NAS PENSACOLA FL
10/1/1996
NAS PENSACOLA

Naval Air Station Pensacola
Installation Restoration Program (IRP)

This is one in a series of fact sheets informing interested citizens about the environmental investigations and remedial actions at NAS Pensacola. Other fact sheets will be written at appropriate points in the program and in response to public interest. Distribution is coordinated through the Public Affairs Office at NAS Pensacola, (904) 452-2311.

FACT SHEET 6: U.S. Navy Proposed Plan
Site 1, Naval Air Station, Pensacola

This Fact Sheet will provide:

- ★ The results of the Remedial Investigation at Site 1 (page 3)
- ★ A summary of treatment alternatives developed, including the Navy's preferred alternative (page 5)
- ★ Information on how the public can participate in the decision (page 1)

INTRODUCTION

The U.S. Navy is issuing this **Proposed Plan** for Site 1, the inactive sanitary landfill, to provide an opportunity for public comment on **cleanup** alternatives. The Navy, in consultation with the U.S. Environmental Protection Agency (USEPA) and the Florida Department of Environmental Protection (FDEP), will not select a final alternative until public comment has been considered.

This Proposed Plan is issued under the public involvement portion of the Navy's Installation Restoration Program, and encourages community involvement in selecting the alternative. This plan provides background information on Site 1 and describes the alternatives evaluated. It also outlines the public's role in helping the Navy make a final decision.

This plan summarizes information in the ***Remedial Investigation** (RI) Report*, the *Focused Feasibility Study (FFS)*, and other documents. These documents can be found in the Administrative Record and **Information Repositories**, at the following public locations:

NAS Pensacola Library
Building 633
M-F 8 a.m. to 6 p.m.
Sat 9:30 a.m. to 5 p.m.
Closed every Saturday in July
Closed Sundays

John C. Pace Library
University of West Florida
M-Th 8 a.m. to 9 p.m.
Fri 8 a.m. to 5 p.m.
Sat 9 a.m. to 5 p.m.
Sun 1 p.m. to 5 p.m.

West Florida Regional Library
200 West Gregory Street
T-Th 9 a.m. to 8 p.m.
Fri, Sat 9 a.m. to 5 p.m.
Closed Sundays

COMMUNITY PARTICIPATION

The U.S. Navy relies on public comments to ensure that the selected alternative is fully understood and that community concerns have been considered. The Navy will be accepting written comments from *October 14 through November 27, 1996*. Public participation in the selection process is encouraged. The **comment period** includes the opportunity for a public meeting at which the Navy would present the RI report, FFS report, and Proposed Plan, answer questions, and receive comments from the public. A meeting will be held if there is a request from members of the public before the end of the comment period. Comments will be summarized and responses provided as part of the **Record of Decision** (ROD) for Site 1. The public can send written comments to the following person, from whom they may also request a public meeting or additional information:

Commanding Officer
NAS Pensacola, Code 00500
Attn: Ron Joyner
190 Radford Blvd
Pensacola, Florida 32508-5217

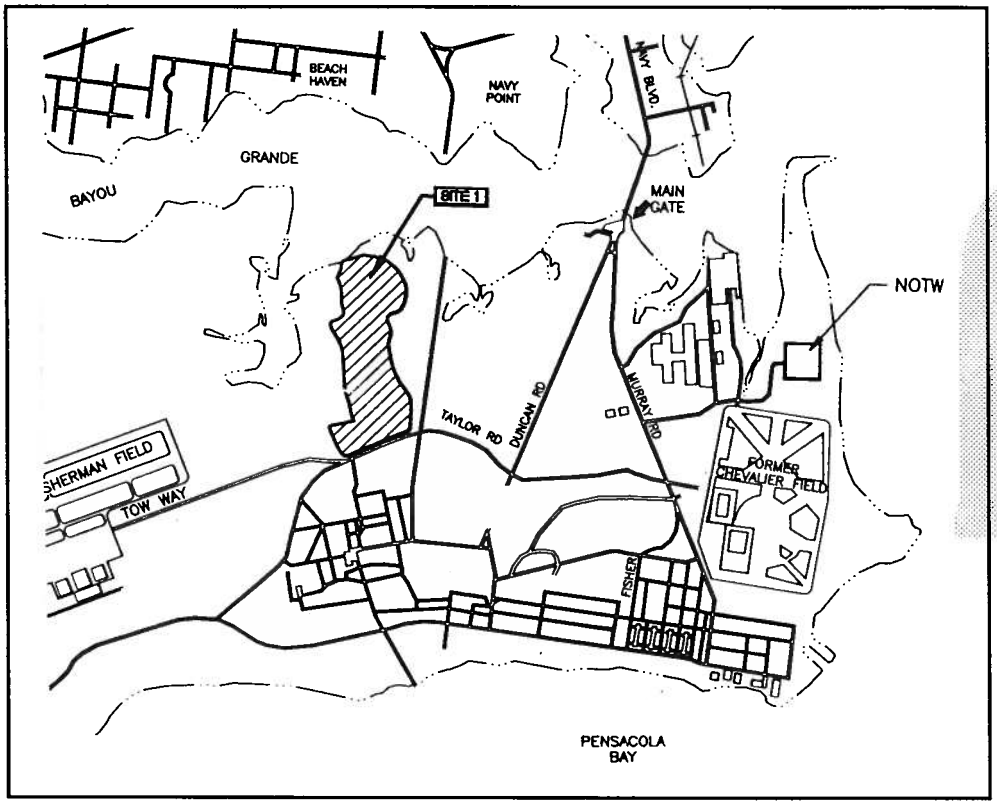
*Words that appear in **bold** are defined in the glossary, which begins on page 8.*

SITE BACKGROUND

NAS Pensacola was placed on USEPA's **National Priorities List** (NPL) in December 1989. The **Comprehensive Environmental Response, Compensation, and Liability Act** (CERCLA) governs cleanup for sites on the NPL. In addition, an environmental permit was issued in 1988 under the **Resource Conservation and Recovery Act** (RCRA). This permit ensures that ongoing activities are environmentally sound and that spills or leaks of hazardous waste and/or their constituents are investigated and cleaned up. The Federal Facilities Agreement (FFA), signed in October 1990, outlines NAS Pensacola's regulatory path through these federal laws.

Site 1: Inactive Sanitary Landfill

The landfill was used from the early 1950s until 1976 for disposal of solid and industrial waste generated at NAS Pensacola as well as outlying Navy installations. The site received various wastes, such as polychlorinated biphenyls (PCBs), solvents, pesticides, oils, plating solutions, mercury, asbestos, paint chips and sludge, medical waste, pressurized cylinders, and household garbage. In addition, a pit filled with tar was found just west of the landfill.



Site Map

The site covers about 80 acres and is about 250 feet south of Bayou Grande, 500 feet north of Taylor Road, and ½ mile west of the golf course. The landfill officially closed on October 1, 1976.

APPROXIMATELY 85 IN ROD

The southernmost portion of the site, used during the 1950s, is the landfill's oldest-known section. In the early 1960s, disposal moved approximately 3,000 feet to the northernmost portion of the site. Additionally, an area along the northwest border of the site was reportedly filled with construction rubble during the 1950s and 1960s.

From the late 1960s until the closure of the landfill, waste was disposed in its central portion. During the earlier years of disposal, waste commonly was burned before burial. However, this practice ended in the late 1960s because of concerns over air pollution.

SCOPE AND ROLE OF ACTION

This Proposed Plan addresses long-term cleanup of soil and groundwater. The purpose of this Proposed Plan is to set forth the alternatives from which the Navy, with regulatory approval, will select a remedy to prevent future exposure to contamination at the site from soil and groundwater.

REMEDIAL INVESTIGATION (RI) SUMMARY

The Site 1 RI Report, dated January 1996, concluded the area has been impacted by past activities. Waste buried in the landfill contains detectable levels from all contaminant groups analyzed. These groups are:

- *Inorganic compounds* — Typically elemental metals (such as aluminum, manganese, and mercury), but also compounds such as cyanide. Inorganics are naturally occurring compounds that can be toxic in large doses.
- *Volatile organic compounds (VOCs)* — Commonly used in solvents and industrial operations like electroplating and paint stripping.
- *Semivolatile organic compounds (SVOCs)* — Common components of asphalt, coal tar, jet and diesel fuels.
- *Pesticides* — Used to kill insects and other pests.
- *Polychlorinated biphenyls (PCBs)* — No longer produced, PCBs were used in electrical equipment and hydraulics.

RI Findings

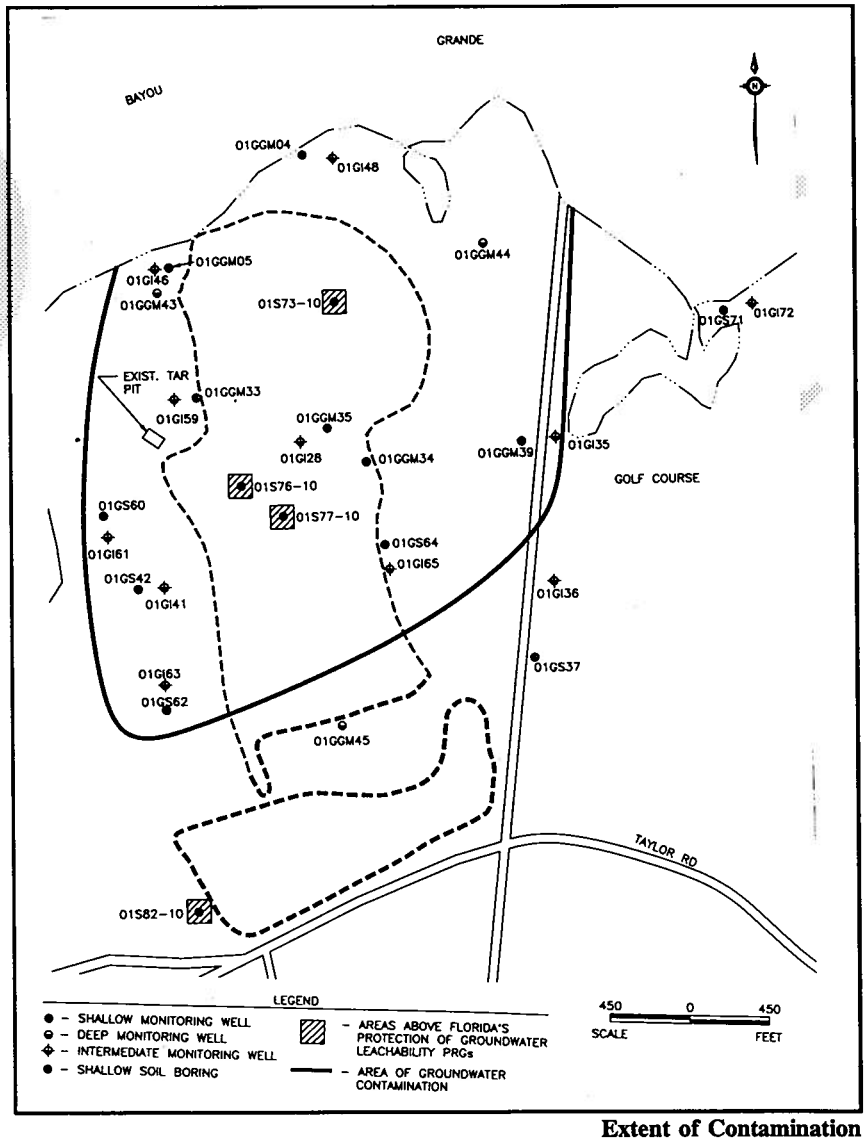
RI soil and groundwater sampling are discussed in the paragraphs below. Cleanup goals are included in Table 1 below.

Soil

Soil quality outside the landfill boundary appears to be similar to reference soil conditions. Reference conditions are the "natural" levels for compounds at sites known to be free of related contamination. However, soil within the boundary appears to have been impacted by landfill activities, resulting in inorganic and organic contamination. During the RI, soil from beneath the waste was tested and found to be higher than Florida's accepted levels for the protection of **groundwater**.

Groundwater

The nature and extent of groundwater affected by the landfill have been evaluated. Inorganic and organic constituents are present in the surficial zone (as deep as 78.5 feet) beneath the site. Based on 1994 analytical results, the impact from inorganics to surficial groundwater quality appears to be in the center of the site and along the landfill's eastern, western, and northwestern boundaries. Inorganics exceeding standards were found in areas within and around the landfill perimeter. Of these inorganics, aluminum, iron, and manganese occur naturally in this area at elevated levels.



Extent of Contamination

Organics have consistently been detected near Maximum Contaminant Levels/Florida Groundwater Guidance Concentrations (MCL/FGGC) in shallow groundwater. Organics were detected generally in the center of the site and along the eastern and western boundaries, similar to the distribution of elevated inorganics. Organics also extend from the landfill to areas along Bayou Grande's coastline, adjacent wetlands, and beneath the golf course. Except for a single pesticide detection, no inorganic or organic exceedances were detected in samples from the farthest downgradient monitoring well, located across the golf course opposite the landfill. This indicates that organic-impacted groundwater, migrating east-northeast from the landfill, is limited to the area beneath the golf course. As with inorganics, organics exceeding standards were found in areas within and around the landfill's perimeter.

Based on deep well sample results, groundwater quality within the main producing zone beneath the site has not been affected by site activities. This is not a current source of drinking water for NAS Pensacola.

Wetlands and Bayou Grande

Shallow and intermediate groundwater results were used to study the impact of contaminants at Site 1 on wetland sediment and surface water. ~~It is assumed that~~ SINCE contaminants may have moved from groundwater into surface water bodies, such as Bayou Grande and base wetlands. These areas will be further investigated during the Sites 40 and 41 remedial investigations.

Table 1
Cleanup Goals for Groundwater

Contaminant	Frequency of Detection	Detected Concentration Mean	Detected Concentration Maximum	Background (REFERENCE)	Cleanup Goal
	Groundwater (ppb)				
Manganese (Inorganic)	22/25	235.6	600	21.5	50[a]
Nickel (Inorganic)	1/25	253	253	39.9	100[b]
Benzene (VOC)	14/25	4	6	NA	1[b]
Chlorobenzene (SVOC)	17/25	35	120	NA	100[b]
1,1,2,2-Tetrachloroethane (VOC)	2/25	14.3	80	NA	1[c]
Vinyl Chloride (VOC)	6/25	5.2	12	NA	1[b]

DID THIS CHANGE

Notes:

a — Florida Secondary Drinking Water Standard or Secondary Maximum Contaminant Level, whichever is lower.

b — Florida Primary Drinking Water Standard or Maximum Contaminant Level, whichever is lower.

c — Florida Groundwater Guidance Concentration.

N/A — Not applicable

ppb — parts per billion

SITE RISK

CERCLA directs that a **Baseline Risk Assessment** (BRA) be done to determine if an NPL site poses an unacceptable threat, present or future, to human health or the environment if no cleanup measures are taken. This study provides a basis for determining whether cleanup is needed and what the cleanup levels should be. In the BRA for Site 1, the human health risk associated with exposure to contaminants in soil and groundwater was assessed for possible future site residents (under residential land use), and for possible exposure to site workers and trespassing children (under industrial land use). The full study can be found in the *Final Remedial Investigation Report*.

A risk level for potential cancer-causing chemicals is based on the level of the chemical present and its strength as a cancer-causing agent. The risk range USEPA set for protection of human health is represented as 10^{-4} (for

industrial areas) to 10^{-6} (for residential areas). This range would mean an increased chance of no more than one additional case of cancer in 10,000 people (10^{-4}) to one in 1 million (10^{-6}). The State of Florida considers anything less than 10^{-6} acceptable. Chemicals producing harmful effects other than cancer were compared with reference doses (highest levels not causing harmful effects) to calculate a Hazard Quotient (HQ). An HQ above 1 indicates remediation or cleanup may be needed to reduce potential exposure to a safe level.

For groundwater, onsite contaminant levels are also compared with state and federal drinking water standards. Cleanup levels are then established based on health-based levels as explained above or state and federal drinking water standards, where they exist, to determine the amount of cleanup necessary at an NPL site. Cleanup levels for groundwater and soil are presented in Table 1.

Human Health: Soil —
The BRA did not identify any risk to current or future onsite workers above the $1x10^{-6}$ (one in a million) threshold; therefore no further action would be required for protection of human health under residential or industrial use.
Human Health: Groundwater —
Exposure to the shallow/intermediate groundwater presents an unacceptable risk under ~~an unlikely~~ A future residential land use.

Ecological Risk: Soil — NO SIGNIFICANCE
Contaminated soil at Site 1 poses ~~an inconsequential~~ risk for plants and animals.

Ecological Risk: Groundwater —
A review of the factors that may affect the ability of chemicals to reach plants and animals from groundwater, and a critical assessment of the levels detected during the 1994 sampling activity, indicate no noticeable ecological effects ~~are expected~~ from groundwater discharge to wetlands near Site 1. All of the contaminants will be studied further during the Bayou Grande (Site 40) and NAS Pensacola wetlands (Site 41) investigations.

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DESCRIPTION OF ALTERNATIVES

Based on the USEPA guidance document *Presumptive Remedy for CERCLA Municipal Landfill Sites* four alternatives were developed and screened in the FFS:

① *No action.* This alternative, required as a baseline alternative by the **National Contingency Plan**, is to leave the site as it is, with no actions or preventive measures taken. This action involves no cost. SHOULD WE STATE WHY?

② *Natural attenuation.* This alternative is not the same as "no action." Under this alternative, contaminated soil and groundwater will be left in place, allowing natural processes to degrade the contaminants. Institutional controls (such as designation of the site as "industrial only") would be implemented to limit access and prevent the use of groundwater at the site. In addition, a sampling and analysis program would be conducted throughout the actual process to confirm that degradation is proceeding at rates that meet cleanup objectives. The tar pit that was identified during the RI would be excavated and properly disposed. Alternative 2 is estimated to cost $3,040,617. OVER HOW MANY YEARS

③ *Capping* includes the design and construction of a low-permeability surface cap (allowing very little water to enter) over the entire landfill area to reduce leachate generation (rainwater washing through the landfill) and infiltration into groundwater. This includes clearing and excavating the site. Under this alternative, the groundwater would be monitored and expected to meet remedial goals through natural processes. Institutional controls would also be used to limit site access. The tar pit that was identified during the RI would be excavated and properly disposed. Alternative 3 is estimated to cost $13,450,430, the highest of the four alternatives.

④ *Groundwater extraction* with treatment. In this alternative, the contaminated groundwater will be actively extracted and treated. Two subalternatives are considered, a) treatment with constructed wetlands and b) treatment with air stripping. Under this alternative, the groundwater would be monitored and expected to HOW LONG

meet remedial goals. The tar pit that was identified during the RI would be excavated and properly disposed. Institutional controls would also be used to limit site access. The costs for Alternatives 4a and 4b are similar, $5,216,477 and $5,629,545.

These alternatives were initially evaluated using the screening criteria described below. All the alternatives evaluated in the FFS are technically feasible, implementable, and have been developed and used at other sites. All alternatives except *"no action"* are generally protective of human health and the environment. All alternatives except *"no action"* and *Alternative 2* share similar short-term risks. State and community acceptance will be determined in the same manner for each alternative. The key criteria that distinguish the alternatives focus on long-term effectiveness, reduction of mobility, cost, and compliance with federal and state standards.

Criteria for Evaluating Remedial Alternatives

In selecting a preferred cleanup alternative, the Navy uses the following criteria to evaluate each of the alternatives developed in the FFS.

The first two criteria are essential and must be met before an alternative is considered further.

The next five criteria are used to further evaluate all options that meet the first two criteria.

The final two criteria are used to further evaluate the Navy's Proposed Plan after the public comment period has ended and comments from the community, USEPA and FDEP have been received.

- **Overall Protection of Human Health and the Environment** — Assesses the degree to which an alternative eliminates, reduces, or controls health and environmental threats through treatment, engineering methods, or institutional controls.

- **Compliance with Applicable or Relevant and Appropriate Requirements (ARARs)** — Assesses compliance with federal and/or state requirements.

- **Cost** — Weighing the benefits of a remedy against the cost of implementation.

- **Implementability** — Refers to the technical feasibility and administrative ease of a remedy.

- **Short-Term Effectiveness** — Length of time for remedy to achieve protection and potential impacts of construction and implementation of the remedy.

- **Long-Term Effectiveness and Performance** — Degree to which a remedy can maintain protection of health and the environment once cleanup goals have been met.

- **Reduction of Toxicity, Mobility, or Volume Through Treatment** — Refers to expected performance of the treatment technologies to lessen the harmful nature, movement, or amount of contaminants.

- **State Acceptance** — Consideration of the state's opinion of the preferred alternatives.

- **Community Acceptance** — Consideration of public comments on the Proposed Plan.

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COMPARISON OF ALTERNATIVES

Overall Protection of Human Health and the Environment NOT SIGNIFICANT

The BRA concluded that the ecological risks from contaminated soil at Site 1 were ~~inconsequential~~ for plants and animals, and no appreciable ecological effects are expected from groundwater discharge to wetlands near Site 1. However, Bayou Grande (Site 40) and the base wetlands (Site 41) will be further evaluated during the remedial investigations for those sites.

Alternative 1 does not protect future child residents (an unlikely use) from risk. Although Site 1 groundwater is not currently being used as a potable water source or for any industrial uses, Alternative 1 does not protect future users of the groundwater. Alternative 2 protects future residents through institutional controls. Ecological risks are, as stated above, minimal. Groundwater monitoring is required in this alternative.

Alternative 4 protects future residents through containment of groundwater. HOW Alternatives 3 and 4 afford long-term protection of the environment by significantly reducing the quantity of rainfall infiltrating through contaminated soil or by containing the contaminated groundwater. The clearing and excavation proposed in Alternative 3 will destroy a mature pine forest which is a significant habitat for many animals.

Compliance with Applicable or Relevant and Appropriate Requirements (ARARs, or "standards")

ARARs, or standards, that apply are specific to the chemicals involved, the action being taken, and the site's physical location.

Alternative 1 does not comply with standards. Alternatives 2 and 3 will meet all standards by monitoring and natural attenuation. Alternative 4 will meet standards through active groundwater remediation and monitoring. Alternatives 2, 3, and 4 will meet other standards associated with the tar pit removal.

Cost

Alternative 1 has no cost, as no action would be taken. Alternative 2 is estimated to cost $3,040,617. Alternative 3 is estimated at $13,450,430, the highest cost. Alternatives 4a and 4b are estimated at $5,216,477 and $5,629,545, respectively.

Implementability

All four alternatives are implementable at Site 1. Each alternative is technically MAINTAINCE and administratively feasible. Constructed wetlands (Alternative 4a) would require a large area of land to be set aside and requires substantial testing and planning but this alternative will not require extraordinary services or materials. Alternative 4b, Air Stripping, will require compliance with air permitting requirements before implementation could take place. Air stripping is a process which removes contaminants from soil or water with forced air. Before being released into the atmosphere, the air may require treatment itself.

Short-Term Effectiveness

No short-term effectiveness issues are associated with Alternatives 1 or 2. Under Alternatives 3 and 4, exposures to workers and the Site 1 area can be managed through engineering controls and use of correct personal protective equipment during grading and well installation. Field activity for these alternatives will be relatively short.

Long-Term Effectiveness and Permanence

Alternative 1 has no long-term effectiveness, as no remedial actions are taken onsite. Alternative 2 would provide long-term effectiveness and permanence. Alternative 2 would use institutional controls, which would be reevaluated two years after implementation of the monitoring program and again at the five-year review. Although this alternative would require additional time to meet the performance standards, it would be as effective from a long-term standpoint. Institutional controls, which are part of Alternatives 2, 3, and 4 are adequate for protection of human health, ~~because the site would have limited access~~. WHICH WOULD RESTRICT LAND USE TO INDUSTRIAL ONLY.

Alternative 3 would require long-term cover maintenance and monitoring for at least 5 years after performance standards were met to ensure continued effectiveness. Alternative 4 removes risk from groundwater with a well system designed for long-term operation. The wells contain contaminated groundwater for treatment. Five-year reviews would be needed to verify that the cleanup remained protective for all three alternatives.

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Reduction of Toxicity, Mobility, or Volume Through Treatment
Alternative 1 does not reduce toxicity, mobility, or volume of contaminants, as no treatment would take place. Under Alternative 2, reduction of toxicity, mobility, and volume can only be estimated but would likely reduce contaminants over time. Alternative 3 reduces the mobility of soil contaminants by containing them. Alternative 4 reduces toxicity, mobility, and volume of groundwater contaminants through treatment.

State Acceptance
The FDEP has been involved in RCRA activities, and both FDEP and USEPA have been involved in previous CERCLA activities. The Navy will obtain concurrence from the State of Florida and USEPA on the selected alternative.

Community Acceptance
The community's acceptance will be assessed following the public comment period.

PREFERRED ALTERNATIVE

Based on the comparison of the alternatives in the FFS, the Navy has identified Alternative 2 as its preferred course of action for remediating groundwater at OU 1. Alternative 2 will reduce risk from groundwater to the potential resident by limiting site access. This alternative would be protective, cost-effective, and would attain all federal and state requirements. However, the Navy will select a final remedy only after considering public comments and seeking Florida and USEPA concurrence.

GLOSSARY

This glossary defines terms used in this proposed plan describing CERCLA activities. The definitions apply specifically to this proposed plan and may have other meanings when used in different circumstances.

Baseline Risk Assessment: A study conducted as a supplement to a remedial investigation to determine the nature and extent of contamination at an NPL site and the risks posed to public health and/or the environment.

Cleanup: Actions taken to deal with a release or threatened release of hazardous substances that could affect public health and/or the environment. The noun "cleanup" is often used broadly to describe various actions or phases such as Remedial Investigation/Feasibility Study.

Comment period: A time for the public to review and comment on various documents and actions taken, either by the Department of Defense installation or the USEPA. For example, a comment period is provided when USEPA proposes to add sites to the National Priorities List. A minimum 45-day comment period is held to allow community members to review the Administrative Record and review and comment on the Proposed Plan.

Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA): A federal law passed in 1980 and modified in 1986 by the Superfund Amendments and Reauthorization Act (SARA). The act created a special tax that goes into a trust fund, commonly known as "Superfund," to investigate and clean up abandoned or uncontrolled hazardous waste sites.

Under the program the USEPA can either:

- Pay for site cleanup when parties responsible for the contamination cannot be located or are unwilling or unable to perform the work.
- Take legal action to force parties responsible for site contamination to clean up the site or pay back the federal government for the cost of the cleanup.

Feasibility Study: See Remedial Investigation/Feasibility Study.

Groundwater: Water beneath the earth's surface that fills pores between materials such as sand, soil or gravel. In aquifers, groundwater occurs in sufficient quantities for drinking water, irrigation, and other uses.

Information Repository: A file containing information, technical reports, and reference documents regarding an NPL site. Information repositories for NAS Pensacola are at the West Florida Regional Library, 200 W. Gregory Street, Pensacola, Florida; The John C. Pace Library, University of West Florida; and the NAS Pensacola Library, Building 633, Naval Air Station, Pensacola, Florida.

Leach/leaching: The ability of a chemical, pesticide, or other contaminant to wash out of the soil.

National Contingency Plan (NCP): The federal regulation that guides the *NPL* program.

National Priorities List (NPL): The USEPA's list of the most serious uncontrolled or abandoned hazardous waste sites identified for possible long-term remedial response using money from the trust fund.

Proposed Plan: A public participation requirement of SARA in which the lead agency summarizes for the public the preferred cleanup strategy, and the rationale for the preference, reviews the alternatives presented in the detailed analysis of the remedial investigation/feasibility study, and presents any waivers to clean up standards of Section 121(d)(4) that may be proposed. This may be prepared either as a fact sheet or as a separate document. In either case, it must actively solicit public review and comment on all alternatives under agency consideration.

Record of Decision (ROD): A public document that explains which cleanup alternative(s) will be used at NPL sites. The Record of Decision is based on information and technical analysis generated during the remedial investigation/feasibility study and consideration of public comments and community concerns.

Remedial Investigation/Feasibility Study (RI/FS): Investigation and analytical studies usually performed at the same time in an interactive process, and together referred to as the "RI/FS." They are intended to: (1) gather the data necessary to determine the type and extent of contamination at an NPL site; (2) establish criteria for cleaning up the site; (3) identify and screen cleanup alternatives for remedial action; and (4) analyze in detail the technology and costs of the alternatives.

Resource Conservation and Recovery Act (RCRA): A federal law that established a regulatory system to track hazardous substances from the time of generation to disposal. The law requires safe and secure procedures to be used in treating, transporting, storing, and disposing of hazardous substances. RCRA is designed to prevent new, uncontrolled hazardous waste sites.

Responsiveness Summary: A summary of oral and written public comments received by the lead agency during a comment period on key documents, and the response to these comments prepared by the lead agency. The responsiveness summary is a key part of the ROD, highlighting community concerns for decision-makers.

NAS PENSACOLA SITE 1
PUBLIC COMMENT SHEET

USE THIS SPACE TO WRITE YOUR COMMENTS

Your input on the Proposed Plan for Site 1 at NAS Pensacola is important in helping the Navy select a final remedy for the site. You may use the space below to write your comments, then fold and mail. Additional comments may be included with this form.

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Name _____

Address _____

_____

Phone # _____

NAS PENSACOLA SITE 1

PUBLIC COMMENT SHEET

Draft

Fold on dashed lines, staple, stamp and mail

Place Stamp

Name _____
Address _____
City _____ **State** ___**Zip** _____

Commanding Officer
NAS Pensacola, Code 00500
Attn: Ron Joyner
190 Radford Blvd
Pensacola, Florida 32508-5217

MAILING LIST ADDITIONS/CORRECTIONS

If you would like your name and address placed or corrected on the mailing list for the Installation Restoration Program at NAS Pensacola, please complete this form and return to Michele Harrison, NAS Pensacola Public Affairs Office, Code 00B00, 190 Radford Boulevard, Building 191, Pensacola, Florida 32508-5217.

NAME: _____

ADDRESS: _____

_____

TELEPHONE: _____

AFFILIATION (If any): _____

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DEPARTMENT OF THE NAVY

COMMANDING OFFICER
CODE 00B00
NAS PENSACOLA
190 RADFORD BLVD
PENSACOLA FL 32508-5217

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