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**COMPREHENSIVE LONG-TERM ENVIRONMENTAL
ACTION NAVY
CLEAN II**

**FINAL
UPDATED COMMUNITY RELATIONS PLAN
MARINE CORPS AIR STATION
EL TORO, CALIFORNIA
CTO-0063/0252**

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COMMUNITY RELATIONS PLAN

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EXECUTIVE SUMMARY

This Community Relations Plan has been prepared in support of the Installation Restoration Program (IRP) being conducted at the U.S. Marine Corps Air Station (MCAS) in El Toro, Orange County, California. The Community Relations Plan is intended to be used by the Marine Corps/Navy, by government regulators, and the public to develop and maintain effective two-way communication and the exchange of information during the IRP. The intent of the IRP is to identify, assess, characterize, and clean up or control contamination from past hazardous waste disposal operations and hazardous material spills at Marine Corps and Navy installations.

The objectives of the Community Relations Plan are as follows:

- to identify community concerns regarding the investigation and cleanup of hazardous waste sites at MCAS El Toro;
- to identify how the community would like to be kept informed about, and involved in the IRP; and
- to outline a community relations program for the Marine Corps/Navy that meets the community needs and federal and state public participation requirements.

An initial Community Relations Plan was prepared in 1991, and in 1993, it was revised to include an assessment of community relations program effectiveness and an update on community opinion. In 1995, the plan was again updated and revised to incorporate the most recent assessment of community issues, concerns, and information needs related to the ongoing environmental investigation and cleanup program at MCAS El Toro.

To identify concerns and information needs, members of the local communities were interviewed. Interviews were conducted with residents neighboring MCAS El Toro, representatives of local environmental groups and civic organizations, business leaders, property owners, and elected representatives. Concerns were expressed about the pollution and noise that could be created by cleanup activities, whether there would be sufficient funding for the cleanup, and how the costs would be managed. Generally, however, the greatest concern expressed by those interviewed was the issue of reuse of the property. It was stated that the Marine Corps/Navy should see to it that the property is clean and ready for reuse before closing the base. The community members interviewed also expressed a need for information about the progress of the IRP and for opportunities to provide input to the Marine Corps/Navy regarding the cleanup of hazardous waste sites at MCAS El Toro.

Information collected during community interviews also indicated that there is a sense of trust of the military among the local communities. Many southern Orange County residents have an affinity for the Marine Corps/Navy and trust that they will do the job necessary to get the base clean. It was stated that very little is known about specific cleanup activities at the base, and that concern about environmental issues will increase once the base is closed and reuse plans are developed. Skepticism toward sufficient congressional funding for adequate cleanup was expressed by some, while others stated that military credibility deserves a low rating.

The community relations program detailed in this document describes specific activities for keeping the community informed, including distributing fact sheets that provide current IRP information; maintaining an information repository where the public can access technical

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documents and program information; and disseminating information to the local and regional media. Included in the program is the ongoing opportunity to discuss environmental issues directly with Marine Corps/Navy representatives through the Restoration Advisory Board and other community involvement activities.

The Marine Corps/Navy is committed to conducting the community relations activities in this Community Relations Plan, and to addressing issues and concerns raised during the interviews.

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ACRONYMS/ABBREVIATIONS

BCP	BRAC Cleanup Plan
BRAC	Base Realignment and Closure
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CERFA	Community Environmental Response Facilitation Act
DERP	Defense Environmental Restoration Program
DoD	Department of Defense
DON	Department of the Navy
EE/CA	Engineering Evaluation/Cost Analysis
FFA	Federal Facilities Agreement
IRP	Installation Restoration Program
MCAS	Marine Corps Air Station
NCP	National (Oil and Hazardous Substances Pollution) Contingency Plan
NPL	National Priorities List
PCB	polychlorinated biphenyl
PCE	tetrachloroethylene
RAB	Restoration Advisory Board
RCRA	Resource Conservation and Recovery Act
SARA	Superfund Amendments and Reauthorization Act
SWDIV	Southwest Division Naval Facilities Engineering Command
SWMU	solid waste management unit
TAG	Technical Assistance Grant
TCE	trichloroethylene
TRC	Technical Review Committee
U.S. EPA	United States Environmental Protection Agency
UST	underground storage tank
VOC	volatile organic compound

Section 1 INTRODUCTION

This document describes the comprehensive community relations program that will be conducted throughout the investigation and environmental cleanup activities at the U.S. Marine Corps Air Station (MCAS) located in El Toro, California. This Community Relations Plan is being prepared in support of the MCAS Installation Restoration Program (IRP). The IRP was developed in 1980 by the Department of Defense (DoD) to comply with federal guidelines to manage and control past hazardous waste disposal actions (U.S. Department of the Navy [DON] 1992). The purpose of the Community Relations Plan is to identify concerns the community may have regarding the cleanup efforts, to determine the best communication methods for the local community, and to enhance two-way communication between the Marine Corps/Navy and the community.

The Marine Corps/Navy is the lead agency responsible for implementing the community relations program detailed in this plan. The U. S. Environmental Protection Agency (U.S. EPA) is the lead regulatory agency that will provide guidance and oversight for this program. The Community Relations Plan was developed in accordance with federal requirements outlined in the National Oil and Hazardous Substances Pollution Contingency Plan (NCP) and in U.S. EPA's Community Relations in Superfund: A Handbook (U.S. EPA 1992). Appendix A details all regulatory background and requirements.

For more information regarding this document, the IRP, and the MCAS El Toro community relations program, contact the following individuals or those listed in Appendix B.

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Base Realignment and Closure Environmental Coordinator
IRP Department
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MCAS El Toro
Santa Ana, CA 92709-5001 (714) 726-3470

Mr. Fraser Felter
Community Relations Coordinator
U.S. EPA
75 Hawthorne Street (H-1-1)
San Francisco, CA 94105 (800) 231-3075

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Marine Corps Air Bases, Western Area
Santa Ana, CA 92709 (714) 726-3853

1.1 OBJECTIVES OF THE COMMUNITY RELATIONS PLAN

The objectives of this document are to:

- identify community concerns regarding the investigation and cleanup of hazardous waste sites at MCAS El Toro;

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- identify how the community would like to be kept informed about, and involved in the IRP; and
- outline a community relations program for the Marine Corps/Navy that meets the community needs and federal and state public participation requirements.

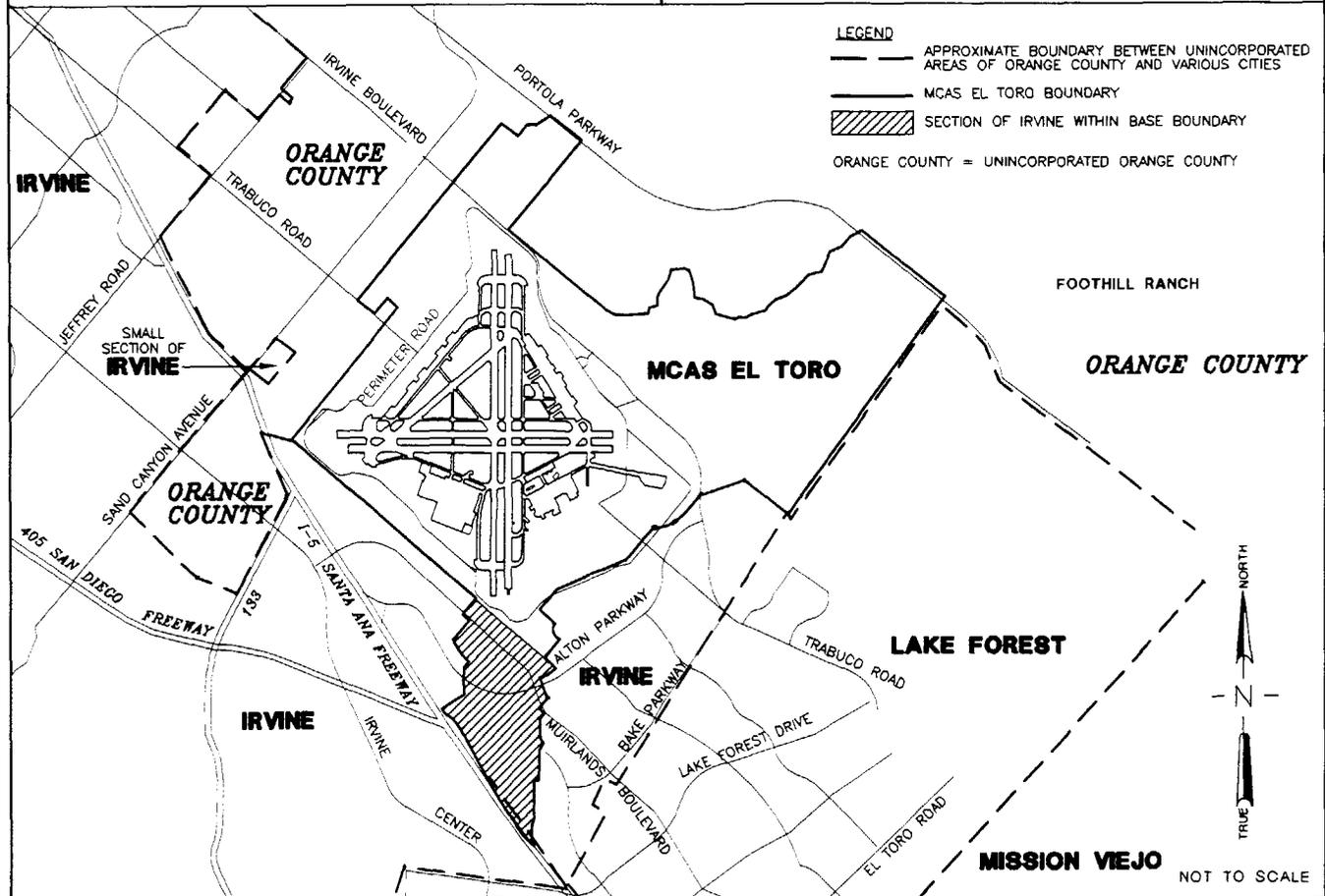
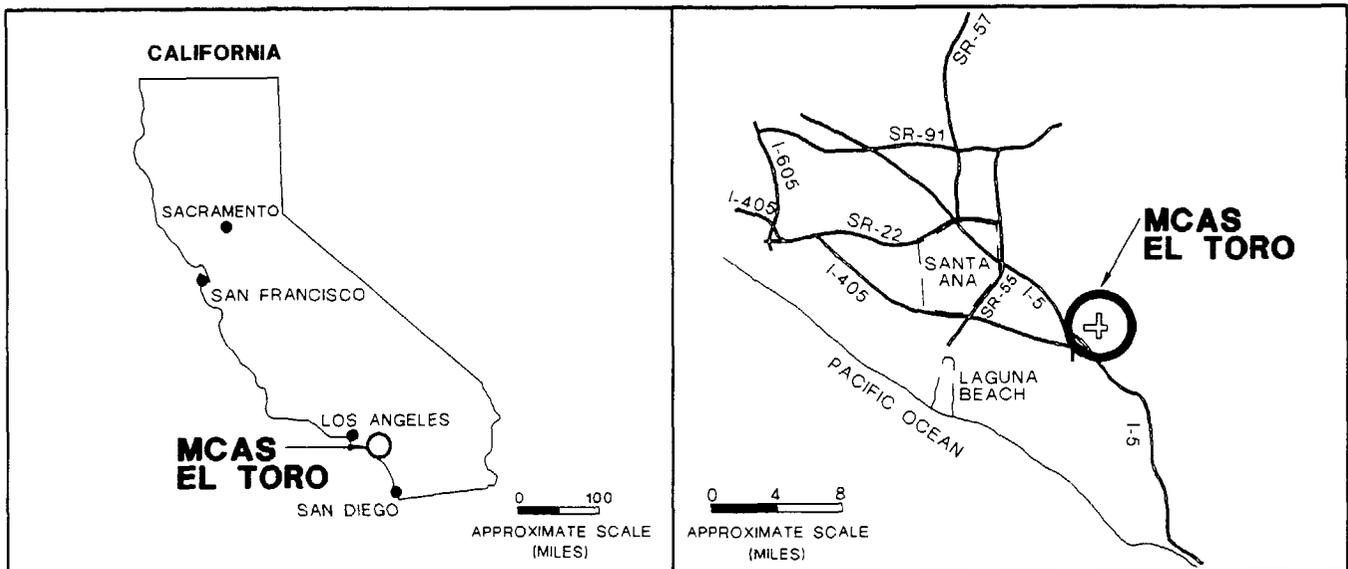
This document is intended to be used primarily by the Marine Corps/Navy as a guide during implementation of the community relations program. Representatives from regulatory agencies will use this document to oversee the community relations program and assure that regulatory requirements are met. The public also is invited to read and review this document. It is written to provide the public with an understanding of the activities that the Marine Corps/Navy will use to inform the community of opportunities for public involvement. This plan is also intended to provide an overview of current community issues and the sites under investigation. The community, as defined in U.S. EPA community relations guidance and throughout this document, is the people who are the most concerned about a site, those who consider their health to be endangered or perceive possible economic loss.

1.2 BACKGROUND ON MCAS EL TORO

MCAS El Toro is located in a semiurban, agricultural area in Southern California. Figure 1-1 shows the location of MCAS El Toro. The base is bordered by the cities of Lake Forest and Irvine and the unincorporated communities of Foothill Ranch, Rancho Santa Margarita, and Aliso Viejo. It is also situated close to residential areas in Laguna Hills. Most of the land northwest of MCAS El Toro is used to grow oranges and other agricultural crops. Land to the south and northeast of the station has been developed for commercial, light industrial, and residential purposes.

MCAS El Toro consists of approximately 4,700 acres and includes runways, aircraft maintenance hangars, training facilities, housing, franchise restaurants, and other support areas (SWDIV 1995). The support areas include a commissary, shopping center, family service center, and day care and child development facilities. The base also provides housing for 5,250 Marines and 2,000 dependents. Approximately 2,800 military personnel and 1,900 civilians live off-station, but work at MCAS El Toro. Additionally, many military personnel live in neighboring Irvine, Lake Forest, Laguna Hills, and the unincorporated community of El Toro.

The base was originally commissioned in 1943 as a fleet operation training facility for Marine Corps pilots. In 1950, the base was selected for development as a master jet air base and permanent center for Marine Corps aviation on the west coast to support the operations and combat readiness of Pacific Fleet Marine Forces. Today, MCAS El Toro continues to provide material and support for aviation activities of the United States Marine Corps.



Updated Community Relations Plan
Figure 1-1
Base Location Map

Marine Corps Air Station, El Toro, California

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In June 1988, the U.S. EPA recommended that MCAS El Toro be placed on the National Priorities List (NPL). The NPL is a list of the top-priority sites in the country contaminated with hazardous substances and eligible for investigation and cleanup under the Superfund program (see Appendix A for further discussion of environmental regulations). MCAS El Toro was recommended for placement on the NPL due to the presence of volatile organic compounds (VOCs), trichloroethylene (TCE), and tetrachloroethylene (PCE) in groundwater at the installation boundary and in agricultural wells to the west of the base. The TCE and PCE, known cancer-causing compounds, are a concern if found in drinking water supplies because of the potential for frequent exposure through drinking and bathing. Drinking water supply wells have not been affected by VOCs. MCAS El Toro was included on the NPL on February 15, 1990, when the Marine Corps/Navy signed a Federal Facilities Agreement (FFA) with the U.S. EPA and the State of California Department of Health Services (now, the California Environmental Protection Agency). The FFA includes specific schedules and milestones in the cleanup process, as well as a plan for long-term maintenance and operation of the cleanup procedures. Figure 1-2 details the location of all Installation Restoration Program sites at MCAS El Toro. Section 4 of this document and the Base Realignment and Closure Cleanup Plan contain more detailed technical information about the base and a summary of the environmental cleanup sites and facilities.

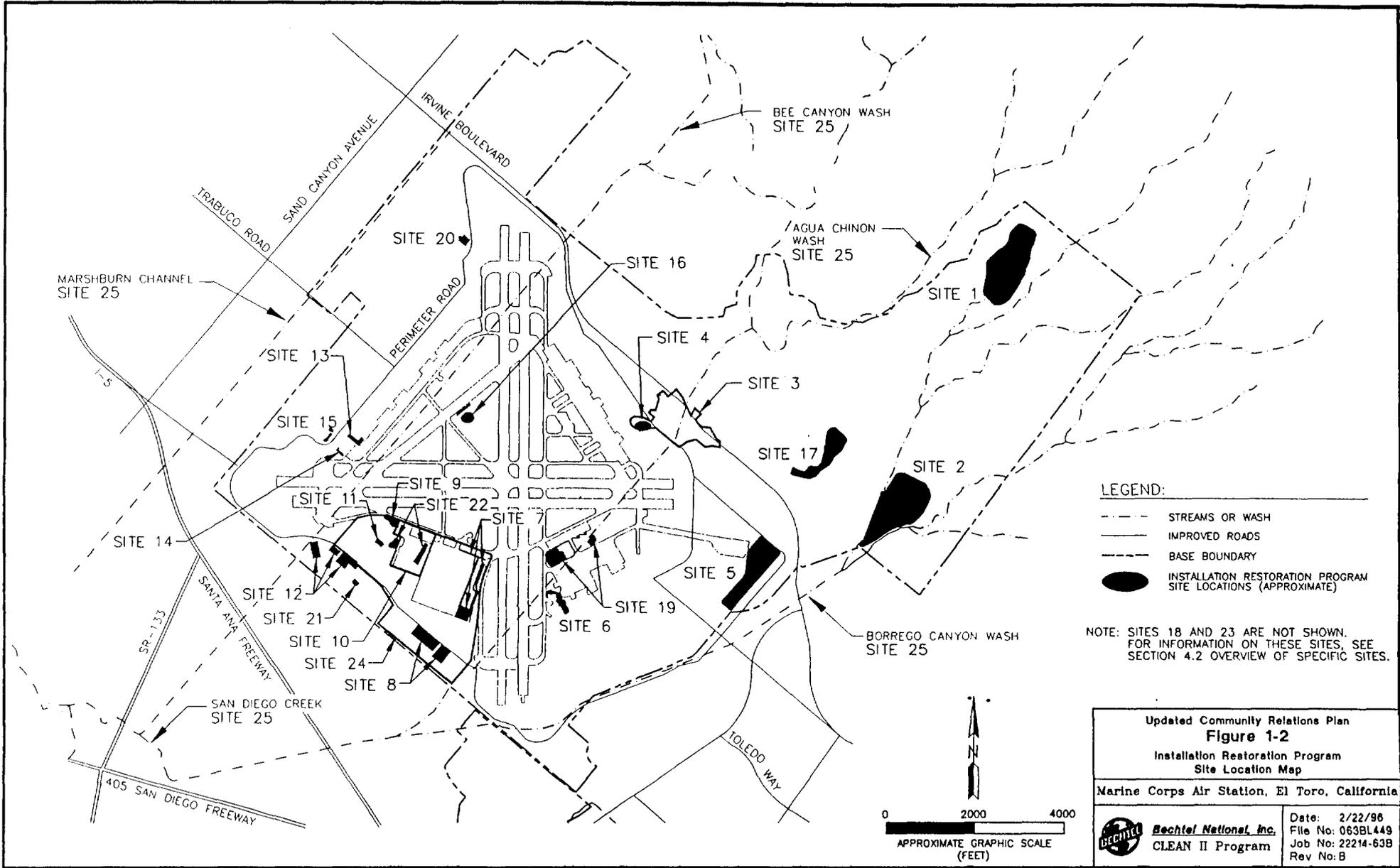
1.3 DESCRIPTION OF LOCAL COMMUNITIES

Cities and unincorporated areas neighboring MCAS El Toro are briefly described in the following paragraphs.

Lake Forest

Lake Forest borders MCAS El Toro to the south. Recent census data indicate that the city ranks third in population among the southern Orange County communities, behind Irvine and Mission Viejo. According to the City of Lake Forest, the community has been developed over the past few decades in response to tremendous residential growth in southern Orange County. Lake Forest households reflect a newer community with a predominance of young families (79 percent), an equal amount (79 percent) of those being Caucasian. Hispanics represent the second largest ethnic group in the city, comprising 10 percent of the city's population.

Many Lake Forest representatives have regular contact with MCAS El Toro representatives who participate in local business and Chamber of Commerce-sponsored events. Also, many retired MCAS El Toro personnel have remained in the area long after their term of service. One community member interviewed said, "Once the military transfers you out here, you realize how nice it is and you don't want to leave."



Section 1 Introduction

Irvine

Irvine is the nation's largest master planned community, with residential communities; commercial retail centers; two industrial complexes; a 1,500-acre university campus; and civic, cultural, recreational, and other support facilities. Residential and commercial construction continues to boom despite the recent Orange County bankruptcy. Ethnic breakdown of the city is 72 percent Caucasian, 19.6 percent Asian, 6.7 percent Hispanic, 1.6 percent African American, and 0.1 percent Other. The National League of Cities declared Irvine to be the safest city in the nation with a population of more than 100,000.

Many residents of the city, which borders MCAS El Toro to the north, are friendly toward the base and the military. A majority of community members see the base as an opportunity, not an environmental threat. Most residents and businesses look upon reuse as a revenue-raising package for the county, and they have confidence that the military will leave the land in suitable condition for reuse.

Laguna Hills

The City of Laguna Hills, while not maintaining a regular relationship with MCAS El Toro, has expressed an interest in military activities that influence the economics and environmental quality of the city, especially in terms of base closure and reuse. Similar to other communities in the area, Laguna Hills has felt the economic effects of the Orange County bankruptcy and is anticipating reuse of the base to generate money for the county. According to the City of Laguna Hills, the community has been quite vocal on reuse issues and has voiced its intent to participate significantly in decision-making for the future of the base.

The ethnic breakdown of the population is 86.2 percent Caucasian, 1.4 percent African American, 9.7 percent Asian/Pacific Islander, 0.3 percent American Indian, and 2.4 percent Other.

Leisure World

Leisure World Laguna Hills is an active retirement community in unincorporated Orange County southwest of MCAS El Toro. The community is entirely residential, with a population of more than 18,000. Leisure World has its own closed-circuit television service and an independently owned subscription newspaper. Its 12,736 housing units are more than 50 percent owner-occupied; residents' average age is 76. Residents can take free transportation within the community and to specific outside destinations nearby.

Aliso Viejo

Aliso Viejo is located in unincorporated Orange County adjacent to MCAS El Toro. Its 10,367 population is composed of 70.6 percent Caucasian, 16.8 percent Hispanics, 10.1 percent Asian, 1.8 percent African American, and 0.7 percent Other. Aliso Viejo's 3,884 housing units are 55.6 percent owner-occupied. A planned community, Aliso Viejo mixes

Section 1 Introduction

residential, light industrial, and commercial land uses. Residents are highly interested in reuse plans for MCAS El Toro.

Section 2

COMMUNITY INVOLVEMENT AND ISSUES

2.1 HISTORY OF COMMUNITY INVOLVEMENT

Two informational fact sheets were distributed by the Marine Corps/Navy through the project mailing list to local communities in 1992 and 1993, and several small community meetings were held with representatives from MCAS El Toro and the U.S. Environmental Protection Agency (U.S. EPA). Contacts made during the development of the original and revised Community Relations Plans added to an increasing list of interested and involved community members.

During the 1970s and the early 1980s, one group, Alliance for Survival, was active in antinuclear protests. The Alliance continues to be interested in base environmental activities. Individuals from local communities began to play an increasingly significant role in the environmental restoration process with the establishment of the Restoration Advisory Board (RAB) in 1994. Original membership in the board, which was solicited by the Marine Corps/Navy through paid newspaper notices, exceeded 50 business and homeowners' representatives, locally elected officials and local regulatory agencies, and interested residents. Several board members have taken information from the regular RAB meetings back to the groups they represent, thus contributing to an increased awareness of the installation restoration process.

2.2 COMMUNITY INTERVIEW RESULTS

An effective Community Relations Program stimulates discussion of key issues between interested, affected, and responsible parties. To learn about the public's information needs, 28 individual and group interviews were conducted during April and May 1995. The goal was to interview a cross-section of the community that included community leaders, representatives of local municipalities, elected officials, business leaders, environmental groups, minority-based organizations, and residents of the communities surrounding MCAS El Toro. Names of potential interview contacts were obtained from the 1991 Community Relations Plan, various directories of Orange County organizations, lists of regional and locally elected officials, RAB members, and referrals received from contacts who were interviewed.

The interviews were conducted in a general discussion format, with a focus on environmental and communication-oriented questions. The questions used to guide the interviews appears in Appendix C, along with a summary of the responses. A list of the individuals and groups interviewed can also be found in Appendix C.

Many of the community residents, the representatives from the environmental and civic organizations, and the elected officials interviewed expressed appreciation to the Marine Corps/Navy for involving them in this process and considering their concerns in the development of a community relations program.

Section 2 Community Involvement and Issues

2.2.1 Summary of Issues and Community Concerns

2.2.1.1 ENVIRONMENTAL

According to all categories of interviewees, environmental concerns in Orange County cover a range of topics, including safe drinking water, air quality, protection of endangered species habitat, and nuclear-free zones. While the majority of the surrounding neighborhoods and cities support the Marine Corps/Navy's presence, they hold the military responsible for the degradation of the land, air quality, and groundwater in the immediate area of the base, including that caused by leasing major land parcels for agricultural use. One individual interviewed expressed that soil contamination is of concern. It was also this person's opinion that the groundwater and trichloroethylene issues have been blown out of proportion because there has been no impact on drinking water wells. In general, environmental cleanup activities at MCAS El Toro are perceived to be a positive effort by the military, yet some of those interviewed expressed the following concerns:

- unnecessary years of studies and assessments;
- apprehension toward military compromise on cleanup efforts because of high costs, resulting in the military's inability to carry out its responsibility towards the base's environmental restoration;
- potential noise associated with cleanup activities;
- air pollution from the cleanup process itself (i.e., trucks and other equipment, vaporization of contaminants);
- safe transportation of wastes to environmentally responsible recycling and disposal facilities;
- potential use of contaminated groundwater in drip irrigation systems;
- potential impacts of contaminated groundwater on drinking water wells;
- proper handling and disposal of wastes currently generated on base;
- efficient management of cleanup costs;
- possibility that the past contractors may have misled and overcharged the military; and
- cleanup levels that are adequate and appropriate for base reuse.

Interviewees expressed that the community at large may not have sufficient information to know if other environmental concerns may exist or if current waste management practices are more responsible than past practices. It was also stated often that it is likely that when base reuse plans are finalized, and as parcels of land are identified for reuse, the environmental issues would be of greater interest to the general public. Also, if the military were to leave without addressing the environmental sites, there would be more public concern. Some respondents said they look to the government regulators to watch out for the communities' and taxpayers' interests. One group of interviewees was vocal

Section 2 Community Involvement and Issues

about their low rating of the military's credibility, which leads them to be dependent upon the State (of California) to actively monitor the project and protect the public's health and the environment.

Local communities have received the majority of their information on MCAS El Toro environmental issues and the Installation Restoration Program (IRP) through media coverage of base closure and reuse issues. However, it was stated that a sizable population in the area does not know what exists on the base and therefore cannot understand the environmental issues.

2.2.1.2 REUSE

Of greatest concern to the MCAS El Toro community are the economic impacts of base realignment and closure. Combined with the downsizing of military operations throughout Orange County, the relocation of defense industries outside the area, and Orange County's recent bankruptcy, the future economic stability of the area is perceived to be in question. These concerns have caused a heightened interest in the various reuse proposals being considered for both MCAS El Toro and its neighbor to the north, MCAS Tustin. Reuse and transfer of property at both bases have been expressed as a greater public concern than environmental investigation and cleanup issues. Consequently, the most common environmental concerns voiced in the interviews are the overall cost, expediency, and efficiency of base cleanup. Although there has been some media coverage regarding reuse, most interviewees felt that there has not been enough. It was recommended that more media attention be placed on this issue; this increased media coverage would also serve to educate the public on the importance of the environmental restoration efforts and the value of public involvement in the decision-making process. Liability of future landowners also was an expressed concern.

2.2.1.3 COMMUNICATION AND INVOLVEMENT

A range of responses regarding the effectiveness of past communication efforts by the Marine Corps/Navy was expressed in the interviews. Additionally, among the interviewees there was a contrasting range in the levels of interest and enthusiasm toward public involvement in the decision-making process of the IRP.

Several community members stated that the Marine Corps/Navy maintains a high degree of trust and credibility in the community; therefore, the public does not need to be actively involved in the decision-making process. It was also stated that even though residents might be interested in the cleanup activities, it is not likely that many would become actively involved, nor would they seek out information on environmental activities. It was, however, emphasized that efforts made by the Marine Corps/Navy to increase its public involvement and outreach activities would receive community support.

It was stated that the information previously available on environmental issues at MCAS El Toro lacked clarity. Mixed messages have been sent that problems exist but that "there is no impact on the community." It was also said that it is "hard to get an overall picture of the cleanup program." The dissemination of honest, clear information through normal

Section 2 Community Involvement and Issues

channels of communication was defined as a vital component of an effective relationship with the local communities.

A few respondents said that they probably would not use the information repository but it might serve a purpose for those who become interested. They expressly did not want the military to overspend tax dollars on "glamorous fact sheets, maps, or public relations campaigns." Printed material should, however, look interesting enough to catch the interest of the reader. To improve and maintain access to information, interviewees recommended using simple communication methods. Some respondents stated that their lifestyles, busy schedules, and the "non-immediacy" of base cleanup issues require that information be succinct, accessible, and provided as directly to them as possible.

The need for more media coverage of the environmental program was an issue commonly raised during the interviews. Many people receive information from the local community newspapers, the local cable access channel, and Orange County News (a community television news channel). The effectiveness of public notices was raised; some people consider them effective in reaching a large number of newspaper readers. Others said they have never seen the public notices announcing the establishment of the RAB, nor the regular notices for the board's monthly meetings.

Community members stated that regular news releases in the Los Angeles Times (Orange County edition) and the Orange County Register providing clear details about environmental issues would serve as good sources of information. Respondents recommended avenues for distribution of information on the base's environmental cleanup activities. These contacts are listed in Appendix D.

Despite hesitancy on the part of some community members, many of those interviewed expressed a significant interest in learning more about the environmental restoration efforts at MCAS El Toro and in being provided opportunities to participate in the decision-making process associated with these activities. Several expressed interest in future participation on the RAB, in workshops, and in taking site tours.

2.2.1.4 RESTORATION ADVISORY BOARD

Approximately half of those interviewed who were not associated with the MCAS El Toro RAB, were unaware of the RAB and its purpose. Of these, most indicated a desire to receive additional information on the RAB. Of the respondents who were aware of the RAB, half consider the board effective in its contributions to the base's environmental programs. According to one respondent, "the group has emerged as a leader and it's an identified way to get involved"; it's a place to voice an opinion and get details on cleanup activities. However, it is not considered an effective forum for local regulatory agencies to provide feedback to the Marine Corps/Navy, nor facilitate technical discussion at a regulatory level. The predecessor to the RAB, the Technical Review Committee, served this purpose more effectively.

A respondent stated that it is difficult to know if the current RAB membership represents the community interests. To improve its effectiveness and increase involvement and

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membership, suggestions were made that board members take the information from the meetings into their communities and that Marine Corps/Navy representatives be available to support these outreach efforts.

2.2.1.5 LEVEL OF CONFIDENCE IN MARINE CORPS/NAVY

The majority of those interviewed stated that there currently is a high level of confidence and trust in the Marine Corps/Navy's ability to manage environmentally threatening situations. Approximately one quarter of the interviewees stated that their low confidence in the military stems from the military's historic lack of openness and a belief that the Marine Corps/Navy is currently not interested in cleaning up the environment. There were concerns about whether the Marine Corps/Navy would accept responsibility for cleaning up groundwater contamination, including groundwater contaminated through agricultural practices on base property. A few people expressed that their lack of confidence stems from the existence of current environmental problems on base. Credibility could be improved through increased public knowledge of the activities, with a focus on demonstrated progress and action. "It's hard to feel good when the experts don't have all the information (on the contamination) yet."

Some of those interviewed said that they are more comfortable knowing that federal and state regulators are overseeing cleanup activities at the base. A few people expressed "cautious skepticism," unwilling to openly trust any government effort to protect the public's interests. Several respondents emphasized concern about the potential lack of commitment by the U.S. Congress to appropriate the money necessary for adequate and timely environmental cleanup; that this will adversely impact base reuse efforts. One interviewee stated an open mistrust of state government and the negative impact it has on business.

2.2.2 Summary of Community Recommendations

- It was recommended that the history of base activities which resulted in adverse impacts to the environment be explained to the public, in order to provide an understanding for the goals of the IRP. One respondent summarized three important messages: "One, the base will be cleaned up; two, let people know that there are community members involved and these people can be used to reach out to others; and, three, educate the media." The Marine Corps/Navy should also help the community understand the "big picture" of the cleanup efforts, communicate the magnitude of the problem, explain why costs are so high, and why the investigations and cleanup activities take so much time.
- It was suggested that information be distributed through the local city councils, chambers of commerce, homeowners' associations, and environmental organizations. All of these organizations have established leadership groups that may be helpful in disseminating information. Additionally, utility company mailings, schools, and the local parent-teacher associations and organizations were recommended as good resources for communication. It was often recommended that information be provided

Section 2 Community Involvement and Issues

when there is something significant to tell the public. It was also suggested that information be released regularly (monthly or quarterly).

- It was recommended that the Marine Corp/Navy address the potential impacts of the actual cleanup activities. Such impacts might include noise, traffic, or air pollution that these activities generate. It was requested that prior notification to local officials, leaders of local organizations, and the media be provided in advance of significant activities, particularly those with potential impacts on public health or the environment. If these issues are significant, a community meeting might be an effective avenue for discussion; "Don't just rely on the RAB to get the word out," as one person said.
- A community member summarized: "Basically, the typical citizen does not have time to research military activities, so the military (as well as all government) should provide open, honest information in the normal channels which people look to for news — newspapers and TV. We shouldn't have to 'dig' or 'ferret out' info about what our government agencies are doing. We should be automatically informed through everyday news outlets — and nothing should be left out or left to our imagination. As for the base, restore it to what it was when you acquired it."

Section 3

COMMUNITY RELATIONS PROGRAM

This section outlines the community relations program developed for the MCAS El Toro Installation Restoration Program (IRP). It describes specific activities that will be developed and implemented to keep the community informed about the cleanup and investigation of hazardous waste sites at the base. It also describes opportunities for the public to provide input to the Marine Corps/Navy regarding environmental restoration activities, and activities that support the administration of the community relations program. Federal and state public participation requirements for specific activities to be performed during the technical investigation and cleanup process, and in support of the program objectives, are included in this section.

The following community relations program objectives have been established based upon the intent of the IRP, regulatory requirements, and input received during the community interviews conducted in March and April 1995:

- pursue and maintain open communication between the Marine Corps/Navy and local residents and businesses, community leaders and officials, local, state, and federal government agencies, environmental groups, minority-based organizations, and civic organizations;
- use simple communication methods to widely distribute information and involve those interested parties that can assist in this effort;
- provide clear, accurate, and timely information to the general community, interested parties, and the media about the progress of the investigation and cleanup;
- establish a variety of opportunities for all interested parties to participate in the Marine Corps/Navy decision-making process regarding how the base will be cleaned up; and
- monitor community issues and concerns and revise this plan as needed.

3.1 FEDERAL AND STATE PUBLIC PARTICIPATION REQUIREMENTS

This section outlines the public information and participation activities required by federal and state regulations and programs (U.S. Environmental Protection Agency [U.S. EPA] 1992). The requirements vary depending on the type of action being taken at a hazardous waste site and the length of time the action will take. Generally, two types of actions can occur that require significant community relations activities: a remedial response action or a removal action.

3.1.1 Public Participation Requirements for Remedial Response Actions

Remedial response actions occur at those sites where immediate removal of the contaminants is not required. Remedial response actions provide the time to thoroughly evaluate the nature and extent of the contamination, and identify and evaluate potential remedial (cleanup) alternatives. The U.S. EPA defines a remedial response as a long-term action that stops or substantially reduces a release or threatened release of hazardous

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substances that is serious but does not pose an immediate threat to public health and/or the environment. Community relations requirements for remedial responses are outlined in the U.S. EPA's Community Relations Handbook (see Section 5, References) and are incorporated into MCAS El Toro's Community Relations Plan, as outlined in Section 3.2. Requirements include:

- conducting community interviews;
- preparing a Community Relations Plan;
- establishing an information repository and administrative record file;
- notifying the public of the availability of the Remedial Investigation/Feasibility Study and the proposed Plan;
- providing at least 30 calendar days for the public to review and provide written or oral comments on the proposed plan;
- preparing a Responsiveness Summary, which is a response to significant comments, criticisms, and new data submitted during the public comment period;
- notifying the public through a major local newspaper when the final remedial action plan is adopted;
- revising the Community Relations Plan prior to the remedial design stage; and
- issuing a fact sheet and providing, as appropriate, a public briefing prior to the initiation of remedial action.

3.1.2 Public Participation Requirements for Removal Actions

Removal actions are shorter-term responses that may last only a few days or may require longer-term measures. In the past, removal actions generally have been used at sites determined to be a significant threat to public health or the environment. Today, however, removal actions are also being implemented as a means of expediting the cleanup process under President Clinton's Fast Track Cleanup Program.

At MCAS El Toro, removal actions will focus on short-term and cost-effective cleanup methods and the combining of other removal actions to expedite the cleanup and increase cost-effectiveness.

Federal and state guidelines specify that certain public participation activities should be conducted, depending on the length of time required to plan the removal action and the duration of on-site activities. To meet both the regulatory guidelines and the communities' need to be informed and involved during the removal actions, the Marine Corps/Navy will implement all, or a combination, of the following activities:

- provide public access to work plans and other removal action documents in the public information repository and administrative record file;

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- place newspaper advertisements and/or distribute press releases announcing the availability of the documents, the public comment period, and a contact person for more information;
- provide at least 30 calendar days for the public to review and submit written comments on the removal action plan or Engineering Evaluation/Cost Analysis (EE/CA);
- prepare a Responsiveness Summary to address significant comments, criticisms, and new data submitted during the public comment periods;
- issue a fact sheet and provide, as appropriate, a public briefing prior to the initiation of the fieldwork;
- discuss the removal action plan at a meeting of the Restoration Advisory Board (RAB) and seek input from board members and the public; and
- meet with local fire and emergency response agencies, and other interested parties, to review transportation routes and safety precautions, when removal actions involve transporting materials off-base.

3.2 COMMUNITY RELATIONS ACTIVITIES

The following activities are the main components of the program and are organized into three groups: public information, public participation, and community relations program administration. This section also includes community relations activities required by federal law and regulations (see Appendix A for an overview of specific regulations). Table 3-1 illustrates the timing of community relations activities during remedial response actions. At any time within the longer term remedial response process, a faster-track removal action can be initiated. Table 3-2 illustrates the timing for community relations activities during removal actions.

3.2.1 Public Information and Outreach Activities

This section describes the printed material and other communications tools that will keep the community, the media, and all interested parties informed about the environmental restoration efforts at MCAS El Toro.

3.2.1.1 FACT SHEETS

Fact sheets will be written in clear and simple language to provide progress reports of the MCAS El Toro investigation and cleanup. They will summarize and highlight significant information and technical milestones, outline schedules, graphically demonstrate cleanup technologies, and announce upcoming opportunities for public involvement in the decision-making process. Fact sheets also will be issued upon completion of the basewide Remedial Investigation to explain proposed remedial response cleanup actions and announce a public comment period on the proposed action. A fact sheet will also be distributed to announce the selection of cleanup methods. These documents also may

**Table 3-1
Timing and Overview of Community Relations Activities for Remedial Response Actions**

Community Relations Techniques	Completion of the Work Plan	During Remedial Investigation	Completion of Remedial Investigation	During Feasibility Study	Completion of Draft Feasibility Study and Proposed Plan	Completion of Final Feasibility Study/Record of Decision	Start of Remedial Action
Information Repository/Administrative Record	Establish			Update Regularly			
Provide Information Contact	✓			Ongoing			
Meetings/Telephone Contact with Local Officials	✓			Ongoing			
Informal Discussion with Residents	✓	✓		Provide as Needed			✓
Develop Community Relations Plan	✓					Update	
Fact Sheets		✓	✓		✓	✓	✓
News Releases	✓		Provide as Needed		✓	✓	✓
Restoration Advisory Board Meetings	Establish			Hold Regularly			
Provide 30-Day Public Comment Period					✓		
Public Meeting with Transcript					✓		
Responsiveness Summary						✓	

**Table 3-2
Timing and Overview of Community Relations Activities for Removal Actions¹**

Activity	Removal Action			
	Emergency ²	Time Critical ³		
	On-Site Activity Lasts Less Than 30 Days	On-Site Activity Lasts Less Than 120 Days	On-Site Activity Lasts More Than 120 Days	Non-Time Critical ⁴
Designate spokesperson	✓	✓	✓	✓
Notify affected community members	✓	✓	✓	✓
Establish administrative record file	✓	✓	✓	✓
Notify public of administrative record availability		✓	✓	✓
Establish information repository*			✓	✓
Provide 30-day comment period; publish notice and description of EE/CA		✓	✓	✓
Prepare Response to Comments		✓	✓	✓
Conduct community interviews*			✓	✓
Prepare Community Relations Plan*			✓	✓

Notes:

- ¹ See Section 3.2 for detailed explanations of the activities.
- ² Those releases or threats of releases requiring cleanup activities to begin on-site within hours of the lead agency's determination that a removal is appropriate.
- ³ Including emergencies lasting 30 days, those releases requiring cleanup activities to begin on-site within 6 months of the lead agency's determination, based on the site evaluation, that a removal action is appropriate.
- ⁴ Those releases or threats of releases not requiring cleanup activities to begin on-site within 6 months after the lead agency's determination, based on the site evaluation, that a removal action is appropriate.
- * These public participation activities need not be duplicated if already developed and maintained under MCAS El Toro's ongoing IRP.

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address issues raised by the public. A mailing list request form and project contact names and telephone numbers also will be included. Fact sheets will be formatted in an easy-to-read manner and be printed on recycled paper. They will be widely distributed through the IRP's mailing list which includes, but is not limited to, elected officials, MCAS El Toro base housing residents, parent-teacher associations and organizations, minority-based organizations, local environmental groups, city councils, chambers of commerce, local businesses, homeowners' associations, members of the RAB, and members of the general public.

3.2.1.2 INFORMATION REPOSITORY

An information repository has been established at the Heritage Park Regional Library in Irvine to provide public access to technical documents and information regarding the activities at MCAS El Toro. The repository contains technical reports, the Community Relations Plan, fact sheets, transcripts from required public meetings, minutes from RAB meetings, the Record of Decision package including the Responsiveness Summary, and other relevant data and project information of interest to the community. It also contains the Administrative Record File Index and documents currently available for public review and comment.

The Heritage Park Regional Library is located at 14361 Yale Avenue, Irvine, CA, 92714. The telephone number is (714) 551-7151.

3.2.1.3 PUBLIC NOTICES, PRESS RELEASES, AND MEDIA EVENTS

Public notices will be distributed to the local and regional media to announce upcoming public meetings, workshops, RAB meetings, the availability of the administrative record file, the establishment of an information repository, and opportunities for public comment on proposed remedial and removal activities. A notice of the availability of the Record of Decision and the responsiveness summary will also be published. Paid public notices will be placed in the main news section of local newspapers with general circulation. Press releases will be distributed to announce significant environmental cleanup milestones. As appropriate, some fact sheets may accompany press releases to provide the media with background information about the project. Media events may be planned to coincide with press releases to provide the media with interview and photo opportunities and time-dated details on significant restoration program milestones. Videotaped interviews and footage of cleanup activities, when available, may be provided to local broadcast and cable stations. The Marine Corps/Navy public affairs officer will be available to respond to media inquiries.

Public service announcements will be distributed to the networks and local television stations serving the MCAS El Toro community, as appropriate. Cable stations will be requested to air public service announcements on their community bulletin boards. Also, local utility companies may be provided with information for the public, to be included in their billing statements.

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3.2.1.4 TARGETED OUTREACH

Prior notification will be provided to all or portions of the lists of community contacts detailed in Appendix D when significant or potentially controversial activities or decisions are announced. As requested in the community interviews, notification, by telephone or in writing, should designate a project spokesperson and will serve to maintain trusting and effective relationships between the Marine Corps/Navy and the community.

In appropriate situations, door-to-door notices announcing field activities will be distributed to Marine Corps/Navy base housing residents, neighboring homes, and local businesses. Generally, this type of notification will be used to inform those residents and businesses considered most directly impacted by the work, or when other forms of public notice are not considered sufficient. As an example, door-to-door notices would be appropriate to inform neighbors about relevant safety issues, particularly children's safety, when heavy equipment is being used in close proximity to base housing.

3.2.2 Public Participation Activities

This section includes activities that are designed to assist the public in becoming effective participants in the decision-making process.

3.2.2.1 RESTORATION ADVISORY BOARD

On July 2, 1993, President Clinton announced a five-part program to speed economic recovery at communities where military bases are slated to close. The Department of Defense (DoD) issued guidelines entitled "Fast Track Cleanup at Closing Installations" to implement the President's plan. Since MCAS El Toro has been targeted for closure, the environmental team at the base is following the fast-track cleanup guidelines. These guidelines provide an "Early Action Process" that saves time and money while continuing to meet strict environmental standards. In addition to initiating a faster investigation and cleanup process, President Clinton's plan called for improved opportunities for the public to be involved in the cleanup program. To meet the President's requirements, MCAS El Toro initiated and continues to support the RAB as described in the joint DoD and U.S. EPA Restoration Advisory Board Implementation Guidelines (see Appendix F).

Established in 1994, the MCAS El Toro RAB now operates in place of the Technical Review Committee. The RAB is designed to act as a focal point between the base and the local community for the exchange of information regarding the environmental restoration program. Its intent is to bring together community members who reflect the diverse interests within the local community, and encourage timely two-way dialogue between the community and MCAS El Toro. Although the board does not serve in a formal advisory capacity, it provides an opportunity for the local community to express concerns and needs directly to Marine Corps/Navy officials and regulators. Board members work in partnership with base officials and regulators on cleanup strategies through their review of and comment on documents relating to environmental studies and cleanup activities. The RAB does not, however, take the place of other public participation and outreach activities required by law, regulation, or policy.

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The Marine Corps/Navy co-chair and the community-elected co-chair are jointly responsible for conducting the meetings which are open to the public. Board members serve 2-year terms and meetings are held monthly. Currently, the RAB normally meets from 7:00 p.m. to 9:00 p.m., at either the City of Irvine Conference and Training Center, One Civic Center Plaza, or at the Irvine Ranch Water District Multipurpose Room on Sand Canyon Avenue. For up-to-date RAB scheduling information, contact the individuals listed in Section 1, Introduction. The board conducts business according to the MCAS El Toro RAB Rules of Operation and DoD guidance (which provides recommended procedures for operating boards). These documents are included in Appendix F.

3.2.2.2 PUBLIC MEETINGS

Required Meetings

As required by federal and state environmental regulations, a public meeting will be held to present preferred cleanup alternatives for remedial response actions. Public meetings at the conclusion of a site investigation, the conclusion of a remedial response action, or for removal actions are not required by law or regulation. However, if such meetings are held, they may present, for example, a summary of the investigation findings, present the economic and technical evaluations of cleanup options, and discuss recommended cleanup actions. Meetings will be advertised in local newspapers and the public will be invited to attend and provide input. Meetings will also be held for removal actions, as required by federal environmental regulations. Transcripts from these meetings will be made available at the Information Repository.

Other Meetings

Additional public meetings will be held if the project requires further technical or public input. Meetings or educational workshops may also be scheduled if the community expresses a need to discuss project issues. For community members interested in keeping informed of site activities more regularly, all RAB meetings are open to the public.

The Marine Corps/Navy will maintain a dialogue with local groups through the presentation and discussion of issues at smaller community meetings. They will provide speakers for meetings organized by local groups and encourage RAB members to participate in community meetings, city council meetings, and other outreach activities. A list of local community, environmental, and social organizations that have regular membership meetings is included in Appendix D, Part I, for use in planning meetings and tailoring information and outreach efforts.

Public Meeting Locations

Public meetings for the MCAS El Toro IRP will be held in Irvine, Lake Forest, or Laguna Hills. The specific meeting location, however, depends on the number of people expected to attend, the location most convenient for those attending, and the availability of facilities.

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See Appendix F for meeting locations recommended by the interviewees and those locations used successfully in the past.

3.2.2.3 SITE TOURS

Site tours may be conducted to provide RAB members and other interested individuals with a first-hand view of the investigation and cleanup activities at MCAS El Toro. Tours are most effective for providing interested community members with a better understanding of site locations and environmental conditions. Subsequent tours are effective for monitoring project progress. As appropriate, those touring the site may have the opportunity to see cleanup work being performed. The Marine Corps/Navy will assess opportunities for site tours as the community relations program progresses.

3.2.2.4 PUBLIC COMMENT PERIODS

A public comment period of at least 30 days will be held for all IR Program documents that are released for public review and comment. This includes Proposed Plans and Engineering Evaluations/Cost Analyses (EE/CAs). Public comment periods will be announced in public notices, and as appropriate and timely, in fact sheets and special mailings. Requests for an extended public comment periods will be considered by the Marine Corps/Navy if received in writing prior to the end of the original comment period.

Following the public comment period, a Responsiveness Summary will be prepared. A Responsiveness Summary contains the Marine Corps/Navy responses to significant public comments and records how comments have been considered in the selection of the final remedial or removal actions. The summary is prepared as an attachment to the Record of Decision (remedial actions) or the Action Memorandum (removal actions), which are the decision document that formalizes the rationale and selection of the final cleanup activity. The Responsiveness Summary will be made available for public review at the information repository prior to the beginning of remedial action.

3.2.2.5 ADMINISTRATIVE RECORD FILE

The administrative record file serves as a tool for the public to participate in the selection of a response action. It contains all documents that the Marine Corps/Navy relied upon when selecting response actions for sites at the base. This includes RAB and community relations materials, official correspondence, various meeting minutes, and field investigation reports and technical documents. The administrative record file may also contain historical records of the IRP.

Due to the quantity of information included in the administrative record file and the often limited space available at the repository, an administrative record file index is available at the information repository located in the Heritage Park Regional Library in Irvine. The index is a listing of all documentation maintained by the Marine Corps/Navy at the base and at the Southwest Division Naval Facilities Engineering Command in San Diego, California. During public comment periods, the actual documents and records that

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comprise the administrative record file supporting the proposed action open for comment will be provided for public review at the repository.

The documents compiled prior to the selection of a response action are referred to as the "administrative record file." Once a response action has been selected, the compilation of documents is referred to as the administrative record.

3.2.2.6 TECHNICAL ASSISTANCE GRANTS

To assist the public in understanding the technical information relating to the cleanup of MCAS El Toro, the U.S. EPA can award a Technical Assistance Grant (TAG) to eligible communities. This grant allows communities to hire an independent expert to help them interpret technical data, understand site hazards, and become more knowledgeable about the different technologies that are being used to cleanup sites. Community groups who are interested in receiving a TAG are encouraged to contact the U.S. EPA representative listed in Section 1.

3.2.3 Community Relations Program Administration

This section describes the activities required to implement the public information and participation activities of an effective community relations program for MCAS El Toro.

3.2.3.1 MAILING LIST

A mailing list data base has been established and will be maintained to support the implementation of this Community Relations Plan. Individuals interested in receiving project information can be added to this list. A mailing list coupon will be included in all fact sheets and will be available to the public at public meetings. All public information materials and notices will include the names of Marine Corps/Navy contacts. Anyone wanting to be added to the mailing list or get more information can contact these representatives and make their requests.

The project mailing list for distribution of fact sheets and other project mailings includes, but is not limited to:

- locally based media resources (see Appendix D, Part III);
- local environmental groups;
- homeowners' associations;
- chambers of commerce and local businesses;
- MCAS El Toro RAB;
- organizations, elected officials, and other individuals identified in Appendix D;
- individuals interviewed for this Community Relations Plan;

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- California Environmental Protection Agency, Department of Toxic Substances Control, Mandatory Mailing List; and
- members of the general public.

3.2.3.2 EVALUATION OF COMMUNITY RELATIONS ACTIVITIES

The public information and participation activities described in this plan will be reviewed quarterly by the Marine Corps/Navy and their community relations contractors for effectiveness in meeting community relations program goals and objectives. The lead regulatory agency, the U.S. EPA, as well as the State of California, Department of Toxic Substances Control, may evaluate activities for their effectiveness. Recommendations for improved community relations activities and enhanced public participation will be communicated in writing to the Marine Corps/Navy. Such recommendations also will be welcomed from members of the MCAS El Toro community.

3.2.3.3 COMMUNITY RELATIONS PROGRAM REVISIONS

Revisions to all or parts of the Plan may be made in order to incorporate new information, reflect changes in community concern, and adjust community relations activities to meet these changes. A revised Plan ensures that the Marine Corps/Navy remains sensitive to community concerns through all phases of the project. Regular revisions to the Plan will be scheduled for no later than 2 years from the issue of the current Plan, or at the start of basewide remedial actions, if this occurs sooner than 2 years. If necessary, additional interviews may be conducted to identify and reevaluate the needs and concerns of the community and support revisions to the plan. Revisions will outline activities appropriate to the design and implementation of remedial actions.

Section 4

SITE DESCRIPTIONS AND INVESTIGATIONS

4.1 FACILITY OVERVIEW

MCAS El Toro has been used for aviation activities for over 50 years. These activities have generated waste oils, waste fuels and solvents, paint residues, hydraulic fluid, used batteries, and other waste products. Standard waste disposal practices at the base over the past decades included draining jet fuel and other liquids into the soil and burying solid wastes. In the past, little was known about the effects of those wastes; there were few environmental rules and regulations and disposal technologies were very limited. Since the 1970s, it has been recognized that the wastes produced and disposed of on the base may be harmful to people and the environment. This awareness has resulted in laws and regulations governing their disposal. Disposal operations at MCAS El Toro have been adapted to comply with new, safer practices, and the Installation Restoration Program (IRP) has been initiated to clean up past disposal sites.

The base was placed on the National Priorities List in 1988. The Marine Corps/Navy environmental cleanup team is well on its way toward identifying all potentially contaminated sites on the base and determining the type and extent of this contamination. To date, 25 sites have been identified for more detailed investigations and evaluations, several of which are currently under way. These evaluations will help determine effective and cost-efficient cleanup technologies appropriate for these sites. Plans are being developed for a water-treatment plant that will clean up contaminated groundwater found beneath, and extending from, the site. As a result of the Base Closure and Realignment Act, MCAS El Toro is slated for closure by 1999.

4.2 OVERVIEW OF SPECIFIC SITES

To assist the public in understanding the environmental issues at MCAS El Toro, brief descriptions of contaminants and environmental conditions at each of the IRP sites are provided in this section. Figure 1-2 illustrates the location of each site. Additional detail on the IRP sites is available in the Base Realignment and Closure Cleanup Plan.

The sites under investigation for potential cleanup include:

1. **Explosive Ordnance Disposal Range.** This site is normally used for the disposal of munitions. Examples of this include flares and small ordnance. Whether explosives or drums are still present is unknown. Drums containing approximately 2,000 gallons of sulfur trioxide chlorosulfonic acid were disposed of in trenches and ruptured with small, explosive charges.
2. **Magazine Road Landfill.** This site was used as a landfill from 1959 until 1991. Reports estimate that approximately 800,000 to 1,000,000 cubic yards of wastes were placed in the landfill. Wastes consisted of construction debris, municipal waste, batteries, waste oils, hydraulic fluids, paint residues, transformers, and solvents. Methane has been detected within the landfill.

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3. **Original Landfill.** The original landfill was used from 1943 to approximately 1965. Wastes in the landfill include metals, incinerator ash, solvents, paint residues, hydraulic fluids, engine coolants, construction debris, oily wastes, municipal solid wastes, and various inert solid wastes.
4. **Ferrocene Spill Area.** Approximately 5 gallons of ferrocene and a hydrocarbon carrier solution were spilled in this area.
5. **Perimeter Road Landfill.** This landfill was in use from 1955 to the late 1960s. Approximately 50,000 to 60,000 cubic yards of wastes were disposed of in the landfill, including burned trash, municipal solid waste, unspecified fuels, oils, solvents, cleaning fluids, scrap metal, paint residues, and other waste materials.
6. **Drop Tank Drainage Area No. 1.** From 1969 to 1983, aircraft drop tanks were transported to this area, drained of residual jet fuel, and washed out on the concrete pad. The jet fuel and wash/rinse water drained off the concrete pad onto the adjacent area.
7. **Drop Tank Drainage Area No. 2.** Drop tanks from aircraft were drained of residual jet fuel and washed out on the concrete pad from 1969 to 1983. The jet fuel and wash/rinse water drained off the concrete pad onto the adjacent area. Waste lubrication oil from nearby maintenance buildings was also disposed of in this area. Portions of this area also served as an unpaved parking area. Lubrication oils were applied for dust control.
8. **Defense Reutilization and Marketing Office Storage Area.** This area has been used since the mid-1970s. The yard is used to store various scrap and salvage materials, such as mechanical and electrical components, and containerized liquids of unknown composition. In 1984, polychlorinated biphenyls (PCBs) were spilled on soils in the immediate area. Soils were excavated up to 1 foot below grade and the need for additional remediation is under consideration.
9. **Crash Crew Pit No. 1.** This area was used from 1965 to 1971. Materials used and ignited during firefighting training included jet fuel, aviation gasoline, and other liquid waste.
10. **Petroleum Disposal Area.** Approximately 52,000 gallons of waste crankcase oil, antifreeze, hydraulic and transmission fluids, motor oils, and solvents were applied to the ground for dust control.
11. **Transformer Storage Area.** Approximately 50 to 75 electrical transformers were stored in this area from 1965 to 1983. Five transformers leaked, spilling PCB transformer oil onto the concrete pad.
12. **Sludge Drying Beds.** From 1943 to 1972, MCAS El Toro operated a secondary wastewater treatment plant. The sludge generated from the wastewater treatment plant was dried in this area and subsequently was abandoned in the drying beds and plowed under. Chemicals of potential concern include silver, arsenic, cadmium, copper, mercury, nickel, lead, selenium, and zinc.
13. **Oil Change Area.** Waste crankcase oil was drained directly onto the ground at this site during vehicle maintenance.

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14. **Battery Acid Disposal Area.** From 1977 to 1983, battery acid was drained onto the soil from vehicles.
15. **Suspended Fuel Tanks.** Between 1979 to 1984, an estimated 500 gallons of diesel fuel leaked from nozzles and hoses of two, 500-gallon diesel tanks.
16. **Crash Crew Pit No. 2.** This area was used from 1972 to 1985. Materials used and ignited during training included jet fuel, leaded aviation gasoline, hydraulic fluid, and crankcase oil.
17. **Communication Station Landfill.** The landfill is reported to have been used from 1981 to 1983; however, there is some evidence that the area may have been used as a landfill as early as 1970 and as late as 1986. Wastes disposed of in this landfill include domestic waste and rubble, cooking greases, oils and fuels, empty drums, and other unknown materials.
18. **Groundwater.** Groundwater contaminated with volatile organic compounds (VOCs) that have migrated from the IRP sites at MCAS El Toro. This contaminated groundwater is located on- and off-base.
19. **Aircraft Expeditionary Refueling Site.** Six aboveground bladder tanks were used from 1964 to 1987. In 1986, one tank ruptured, spilling 15,000 gallons of jet fuel. A 300- by 60- foot area was excavated to a depth of 2 feet; the soil is stockpiled at the site.
20. **Hobby Shop.** The area is used by military personnel to service privately owned vehicles. The ground surface around an underground waste oil tank is stained black from oil. Until 1976, kerosene was routinely used to wash down the pavement in the area.
21. **Materials Management Group.** The area was used to store drums of contaminated materials. The hazard potential of these contaminated materials was not documented. In 1964, approximately 1,000 drums were stored in the area. By 1986, only 100 to 125 drums were stored in the area. No reported leaks or spills have occurred.
22. **Tactical Air Fuel Dispensing System.** This site has a history of undocumented spills and leaks of jet and other fuels.
23. **Wastewater Treatment Plant Sewer Lines.** This site was evaluated during the Resource Conservation and Recovery Act Facility Assessment that recommended no further action at this site is required.
24. **Potential VOC Source Area.** This newer site has been established for an expanded groundwater source investigation in the proximity of IRP sites 7, 8, 9, 10, and 22. Phase 1 of the Remedial Investigation indicated that one or more sources for the VOCs found in groundwater may exist in the vicinity of these sites.
25. **Major Drainages.** Site 25 includes the soil, subsurface soil, and surface water in Agua Chion Wash, Bee Canyon Wash, Borrego Canyon Wash, and Marshburn Channel.

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4.3 AGENCY COORDINATION AND OVERSIGHT

The Department of Defense (DoD) is the lead agency responsible for conducting the investigation and implementing the final cleanup plans at MCAS El Toro. The investigation and cleanup are being conducted according to guidelines established for the base IRP. The guidelines follow the requirements of the federal Superfund Program administered by the U.S. Environmental Protection Agency (U.S. EPA). Superfund regulations are detailed in the National Contingency Plan, in accordance with the Comprehensive Environmental Response, Compensation, and Liability Act and the Superfund Amendments and Reauthorization Act. Appendix A includes further discussion of these regulations and their relationship to the MCAS El Toro IRP.

With fast-track cleanup activities under way and the decision to close MCAS El Toro by July 1999, the DoD has formed a multiagency team to coordinate environmental cleanup programs that will both protect the environment and human health, and expedite the closure and reuse of MCAS El Toro. This Base Realignment and Closure Cleanup Team serves as the primary forum for assessing cleanup progress, obtaining consensus on problem issues, and eliminating confusion regarding the base's environmental activities.

Marine Corps/Navy representatives have joined with the U.S. EPA and the California Environmental Protection Agency, Department of Toxic Substances Control, to make up this core team. This core team is currently operating under a Federal Facilities Agreement (FFA) to reach technical milestones. The schedule from the FFA (U.S. Department of the Navy et al. 1990) is included as Appendix G. The FFA also outlines the working relationship between the Marine Corps/Navy and regulatory agencies and clearly lays out the mutual obligation of the parties to the agreement in implementing Superfund activities at MCAS El Toro. The U.S. EPA (Region IX) and State of California are signatories to the FFA with the Marine Corps/Navy. As such, the U.S. EPA and State of California provide guidance and oversight for the Installation Restoration Program. Additional information about the roles and responsibilities of the core team is available in the Base Realignment and Closure Cleanup Plan (BCP).

Section 5 REFERENCES

- Southwest Division Naval Facilities Engineering Command. 1995. *Base Realignment and Closure Cleanup Plan*. Marine Corps Air Station El Toro, California. March.
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- U.S. Department of the Navy. 1992. *Navy/Marine Corps Installation Restoration Manual*. February.
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Appendix A

REGULATORY BACKGROUND AND REQUIREMENTS

This appendix provides an overview of the regulatory framework for addressing environmental concerns applicable to MCAS El Toro. At Naval and Marine Corps installations, environmental restoration programs have been implemented under the Department of the Navy's (DON) Installation Restoration Plan (IRP) to clean up environmental conditions in these areas. Several acronyms are included in this section.

INSTALLATION RESTORATION PROGRAM (IRP)

The IRP focuses on the cleanup of contamination from past hazardous waste operations and past hazardous material spills. However, this is not an all-encompassing environmental program. Specific eligibility criteria are as follows:

1. The IRP is intended to address the cleanup of contamination and damage resulting from past, not current, activities.
2. The IRP is primarily intended to clean up hazardous substances. However, it may address any pollutant and or contaminant that endangers public health, welfare, or the environment, including petroleum, oil, and lubricant products. It also supports research associated with unexploded ordnance detection and range clearance.
3. The quantity of substances that trigger IRP eligibility is termed the reportable quantity. The reportable quantity varies from substance to substance and may be as low as 1 pound. Sites suspected of containing at least the reportable quantity of a substance may be included in the IRP.
4. The IRP addresses sites both on and off of the National Priorities List (NPL). The NPL is a list, developed by the United States Environmental Protection Agency (U.S. EPA), of the sites nationwide that pose the greatest risk to public health and/or the environment, and, thus, warrant priority responses.
5. The IRP includes sites on DON-controlled property or any off-base area contaminated by the migration of hazardous substances from DON-controlled property, and which are in the United States, its territories, or possessions.

FEDERAL LAWS – CERCLA, SARA, CERFA, AND RCRA

In response to environmental problems posed by past hazardous waste disposal methods, the U.S. Congress enacted the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) of 1980 (42 USC § 9601 et seq.), commonly referred to as "Superfund." The Superfund law authorizes federal action to respond to the release or substantial threat of release, into the environment, of hazardous substances, pollutants, or contaminants that may present an imminent and substantial danger to public health or welfare. CERCLA authorized the creation of a trust fund that can be used by the U.S. EPA to clean up emergency and long-term hazardous waste problems from past disposal sites. Congress set up a special trust fund outside of CERCLA to pay the cost of Department of Defense (DoD) responses to hazardous waste sites.

Appendix A Regulatory Background and Requirements

Following its closure on September 30, 1985, CERCLA was amended by the Superfund Amendments and Reauthorization Act (SARA) of 1986. SARA amended authorities and requirements of CERCLA and other associated laws. It also established a series of programs for the clean up of hazardous waste disposal and spill sites nationwide. One such program, the Defense Environmental Restoration Program (DERP) (10 USC § 9617, 9620 and 9621), was codified into law by SARA (Section 211). It details the special responsibilities with which DoD has been entrusted regarding environmental cleanup and correction of environmental damage. DERP objectives, as stated in the law, are:

1. Identification, investigation, research and development, and cleanup of contamination from hazardous substances, pollutants, and contaminants.
2. Correction of other environmental damage (such as detection and disposal of unexploded ordnance) which creates an imminent and substantial endangerment to the public health or welfare, or to the environment.
3. Demolition and removal of unsafe buildings and structures, including buildings and structures of the DoD at sites formerly used by, or under the jurisdiction of, the Secretary of Defense.

The Marine Corps/Navy IRP primarily addresses DERP's first two objectives for sites on currently owned installations. DERP and the IRP are funded under a special trust fund established by Congress to pay for DoD responses to hazardous waste sites. This fund is called the Defense Environmental Restoration Account (DERA), which was also codified in SARA (Section 221), (10 USC 2703).

DERA funding can be used for corrective action at Solid Waste Management Units under the Resource Conservation and Recovery Act (RCRA), as amended. RCRA provides for current and future hazardous waste management practices, as well as cleanup of past disposal sites at permitted or interim status Marine Corps/Navy installations.

CERCLA also mandated the President, through the U.S. EPA, to promulgate a regulation called the National Oil and Hazardous Substances Pollution Contingency Plan (National Contingency Plan or NCP) (40 CFR Part 300). The NCP provides the organizational structure and procedures for preparing for, and responding to, discharges of oil and releases of hazardous substances, pollutants, and contaminants. The NCP also outlines actions required upon discovery and following notification of a release of a reportable quantity of a hazardous substance.

The NCP provides for two general types of responses to hazardous substances releases or threatened releases: removal and remedial. Removal actions are short-term responses that address immediate and significant dangers to the public or the environment at any hazardous waste site, but are not necessarily final solutions. Remedial actions are final control or cleanup solutions that provide a permanent remedy for a contaminated site. The Marine Corps and Navy perform removal and remedial actions through the IRP. The Navy/Marine Corps Installation Restoration Manual provides program policy, guidance, and information for those who are responsible for its implementation.

Appendix A Regulatory Background and Requirements

In October 1992, the Community Environmental Response Facilitation Act (CERFA) was enacted. Under CERFA, DoD will prepare an Environmental Baseline Survey to Transfer that identifies uncontaminated parcels of real property to be transferred and made available to the public.

While CERCLA was enacted to address problems caused by past hazardous management practices, the management of ongoing solid and hazardous waste operations was addressed by the passage of RCRA (42 USC 6901), as amended by the Hazardous and Solid Waste Amendments of 1984 (PL-98-616) 6001, 3008(h) and 3004(u), and (v). RCRA provides for "cradle-to-grave" (beginning to end) tracking of hazardous material, including record keeping on generation, transportation, storage, and disposal of those materials. State and territories administer RCRA after the U.S. EPA has approved their program.

The 1984 amendments greatly expanded authorities for requiring corrective action for releases of hazardous wastes and hazardous constituents at facilities that manage these types of materials. This corrective action authority is exercised in RCRA. Now they extend to a wide range of responses to all media from waste management activities. RCRA requires corrective action be included as a permit condition for releases of hazardous waste at a treatment, storage, or disposal facility that is seeking or renewing a permit to address releases of hazardous wastes or constituents from any solid waste management unit (SWMU).

An SWMU includes any discernible waste management unit from which hazardous constituents may migrate, irrespective of whether the unit was intended for management of solid or hazardous wastes. Examples include landfills, waste piles, land treatment units, incinerators, abandoned petroleum underground storage tanks (USTs), USTs failing their initial leak detection tests, USTs leaking waste hydrocarbons (oils, fuels, solvents), container storage areas, and transfer stations.

Typically, RCRA facilities to which corrective action authority potentially applies, include treatment, storage, or disposal facilities, regardless of whether they are continuing operations or closing. Corrective action or other response measures include containment, stabilization, or removal of the source of contamination; studies to assess nature and health risks of contamination; identification and evaluation of the remedies; design and construction of the chosen remedy; implementation of the remedy; and monitoring to determine the effectiveness of the remedy.

Appendix B MARINE CORPS/NAVY AND REGULATORY AGENCY CONTACTS

Mr. Joseph Joyce
BRAC Environmental Coordinator
AC/S, Environmental (1AU)
P.O. Box 95001
MCAS El Toro
Santa Ana, CA 92709-5001
(714) 726-3470

Captain Brad Bartelt
Base Realignment and Closure
Public Affairs Officer
Marine Corps Air Bases, Western Area
Santa Ana, CA 92709
(714) 726-3853

Ms. Charly Wiemert
MCAS El Toro Point-of-Contact
AC/S Environmental (1AU)
P.O. Box 95001
MCAS El Toro
Santa Ana, CA 92709-5001
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Mr. Andy Piszkin
Remedial Project Manager
U.S. Navy Facilities Engineering Command
Southwest Division
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Ms. Bonnie Arthur
Remedial Project Manager
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Mr. Fraser Felter
Community Relations Coordinator
U.S. Environmental Protection Agency
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Public Participation Specialist
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Mr. Tayseer Mahmoud
California Environmental Protection Agency
Department of Toxic Substances Control
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Long Beach, CA 90802-4444
(310) 590-4891

Mr. Larry Vitale
Santa Ana Regional Water Quality Control
Board
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Riverside, CA 92507
(909) 782-4998

Mr. Roy Herndon
Orange County Water District
Hydrogeology Department
10500 Ellis Avenue
P.O. Box 8300
Fountain Valley, CA 92728
(714) 378-3373

Appendix C COMMUNITY INTERVIEWS

PART I – COMMUNITY INTERVIEW QUESTIONS AND SUMMARY OF RESPONSES

Twenty-eight individual and group interviews were held in April and May 1995 to gather up-to-date information for a revised Community Relations Plan. A variety of individuals and representatives from local organizations expressed their concerns about the MCAS El Toro's Installation Restoration Program (IRP) and commented on the effectiveness of the various public communication vehicles available to the local communities.

The interviews were carried out in a general discussion format, although the discussion was tailored around a series of environmental and communication-oriented questions. The questions used to guide the interview appear below in bold type. The summarized responses received are listed below each question.

History

1. How long have you lived or worked in this area?

- residents: from 6 to 36 years
- business, agency, and organization representatives at work in the area: from 6 to 50 years

2. Are you familiar with the Marine Corps/Navy Installation Restoration Program or hazardous waste/environmental issues associated with MCAS El Toro?

- most are familiar with IRP and environmental issues
- several believe that it's a part of the reuse program
- aware of concerns – mostly with cost and management
- only familiar with base closure terms and program – still have lots of questions about funding and the bureaucracy

a. If yes, where have you received your information about the program?

- five have had involvement in the RAB; one holds an elected position in local government; one serves on local environmental commission
- most information received originally through newspapers (articles and public notices calling for RAB members); reuse and closure usually mentioned environmental conditions at the base
- through the reuse process (land use planning and distribution), the community is also learning about the base's environmental activities and how these issues are related; this reuse information most often comes from the media
- nuclear waste concerns were raised in public forums

Appendix C Community Interviews

- learned through business – wanted to know more about own community – found information in the Los Angeles Times and as a RAB member
- received fact sheets mailed by MCAS El Toro
- learned about IRP through local reuse meetings
- through active and concerned residents
- through local, non-political, neighborhood improvement group
- some information from the media
- through City of Irvine newsletters
- former Technical Review Committee (TRC) member

Concerns

3. Do you have concerns about these environmental sites at MCAS El Toro?

- noise associated with cleanup activities
- air pollution from the cleanup process itself – trucks and other equipment
- don't yet have enough information to know what other concerns may exist – expressed by several interviewees
- believe concerns are being addressed by the Marine Corps
- concern that cleanup money is not used efficiently – doesn't know how funding priorities are set (having more information would be helpful in managing concerns)
- concerned about whether environmental issues will be addressed and level of cleanup will be adequate prior to reuse
- wants an end to the “ticking time bombs” – property should be as pristine as possible
- if the military were to leave without addressing the environmental issues, there would be more concern
- hard to get overall picture of the cleanup
- believe that Marine Corps will find more than it thinks is really there; bigger than you think; constituents may be more concerned with extent than content
- impact of groundwater use in drip irrigation systems
- concerns about timely management of problems – if it gets financially out of hand
- concern about people downwind of base
- landfills not fully characterized yet – don't simplify the process just to save money – this may not be effective
- TCE plume and continuing sources – would like more wells and monitoring

Appendix C Community Interviews

- future of the desalter project – would like to see continued cooperation between base and Orange County Water District
 - impact of water runoff into San Juan Creek
 - future liability for landowners
 - want to know that current practices are more responsible than past practices
 - major business concern that Marine Corps not abandon either base until they are clean enough for reuse
 - great apathy among people that may remain no matter how much information provided
 - perception that MCAS Tustin is a city issue; MCAS El Toro is countywide issue
 - concern that groundwater contamination will eventually impact drinking wells
 - there is a sizable population in the area that doesn't know what is there; not aware of the environmental problems at the base
 - as a parent, I think it could be bad – hopefully, not what you hear around town
 - health and funding concerns are most important; I have a minimum expectation for a healthy environment – something is wrong if we can't expect this
- a. How did this concern come about?**
- from living close to the base; long-time resident
 - from experience with transportation of hazardous household waste
 - from information received at reuse and El Toro Reuse Planning Authority (ETRPA) meetings
 - through professional work on health and environmental projects

Community Involvement

- 4. What do you know about the history of community involvement concerning these sites?**
- very little is known
 - knows of several previously active groups – thinks the homeowners' groups represent only a small portion of the residents in their particular neighborhoods/developments. Those groups with a vested interest are active.
 - most neighbors not very concerned – not because of a lack of information, but just too busy to care. Other concerns are more important and young families don't have the time.
 - reuse is of greater concern than the environment is to the community
 - general lack of information – mixed messages that “there's a problem but there's no impact”; this is confusing to the public
 - people think anything can be done for reuse - due to a lack of understanding

Appendix C Community Interviews

- the military has been receiving input from public agencies through the Technical Review Committee
 - there's a concern for the soil contamination but the TCE issues have been blown out of proportion (it's only an issue if impacting wells)
 - good that Marine Corps started working with the public when problems were first identified
 - neighbors to the base don't know what's going on
 - remembers U.S. EPA community relations activities in early 1990s
 - environmental issues are not a hot topic in Orange County right now – people will become interested when the base is closed
 - elected officials offices interviewed have not received any calls from constituencies on environmental concerns
 - most businesses primarily concerned with economic survival of the area; they don't often understand the impact of the environment on the economy
- a. Have you personally been involved with environmental issues at the base in any way?**
- six interviewees involved through RAB membership
 - South County cities will become more involved when reuse plans materialize
 - one RAB member brings information back to neighborhood committee – would be helpful if Marine Corps representative could participate in this information exchange
- b. Are you aware of any individuals or groups who have emerged as leaders on this issue?**
- other than the RAB, no other organized public forum is known
 - lots of organizations with a broad issues orientation – few specifically for this issue
 - most of the organizations are founded on reuse issues; South County cities looking at environmental issues with reuse perspective
 - no one in particular known
- c. Are you aware of the Restoration Advisory Board? If yes, do you believe the Board is effective?**
- it is effective in itself but is not representative of the entire community
 - not effective in getting the word out – need more media involvement
 - needs more information on criteria for cleanup
 - need to take message of RAB into the community
 - does not have a clear mission statement – thinks it can change documents

Appendix C Community Interviews

- needs more input into the development of the final technical product, not just review after the contractor stage; bring the RAB in earlier
 - the group has emerged as a leader and it's an identified way to get involved; a place to voice opinions and get details on cleanup activities
 - too soon to tell if effective – RAB has not yet seen large volume of material; no technical frame of reference for consideration of documents; training might not be that helpful
 - document briefings are not that effective; could use more simplified language; acronym list; more useful color graphics
 - increased public involvement may not happen through the RAB
 - agenda development opportunities are helpful and administrative support nice so members don't have to worry about it
 - most interviewees did not know about the RAB (informed by interview staff)
 - believes the RAB has had no effect on cleanup plans
 - absolutely ineffective for regulators – old Technical Review Committee provided better forum for discussion
 - community far too interested in reuse – wouldn't be involved if not for our jobs
 - re-focus RAB on role as reviewers not formal advisory powers
 - provide written training to members; other training takes up too much time and doesn't allow for enough discussion
 - facilitation might be helpful to balance out the power struggle
- d. Do you feel these individuals/groups adequately represent your concerns?**
- thinks the RAB has too many people with vested interests
 - there appears to be some decision-making activities and intelligent input to the process
 - few minority representatives are active (considering the Asian population in the immediate area of the base); need to actively recruit here and work through schools to reach the students and younger parents
 - try to get involvement from all members of city councils of Irvine and Lake Forest
 - water quality issues are too sophisticated for many people and it's not that big an issue in this situation
 - people look to The Irvine Company to take a role and support corrective action
 - RAB forum does not provide enough time for local agencies to get feedback and give perspective; not a place to ask questions that might be alarmist but are vital to the process

Appendix C Community Interviews

5. Have you had any contact with local, state, or other officials regarding these sites?

- would like to see more involvement by local agencies (Regional Board, etc.)
 - no contact to date; not sure Irvine City Council even aware of environmental issues; information may just stop with the City of Irvine Environmental Commission
 - average citizen mistrusting of politics influencing reuse
 - send the military to speak in communities – don't send the regulators
- a. What was the nature of this contact?
- used to receive reuse mailings from the State
 - some exposure to officials or their representatives at RAB meetings
 - through the RAB and related workshops – several interviewees

Cleanup

6. Do you have confidence in the Marine Corps/Navy's ability to clean up this site?

- basic thought is that the base is being taken care of by Marine Corps; trust that they can do the job
- gut-level sense that there are problems but also a sense that Marine Corps will handle it
- Navy credibility is another story
- Lake Forest and most of southern Orange County has great respect for the Marine Corps and trusts they will do the job
- yes, but not confident DoD will provide the money needed
- yes, due to the federal mandate to clean it up; regulators will be watching
- don't have enough information to make a decision
- ability – yes; intent to be thorough – no
- Navy has an obligation that they won't skirt
- not an issue of Marine Corps/Navy credibility but a lack of drive and determination by Congress to spend the money
- it can be done with enough money and the right contractors; concern for integrity of contracts/quality assurance
- cautious confidence – hard to feel good when the experts don't have all the information yet
- Marine Corps' history with community has been good; responsive on TCE plume issues

Appendix C Community Interviews

a. How can their credibility be improved?

- area is well populated with retired Marines – as base moves out, the Marine Corps will need to maintain current trust that will not be there forever
- concern that the Marine Corps will be less credible after the realignment and closure
- more information will help; build credibility through knowledge (three responses)
- get all agencies/regulators on board to get things moving
- some things can't be done in the reuse timeframe; some technologies are difficult to implement and understand
- demonstrate action and progress; less studying of the problems
- regular news releases in L.A. Times and Orange County Register providing honest details
- remember that the more we don't say, the more we are holding back

Communication

We Would Like to Know How You Receive Information Regarding MCAS El Toro and Other Regional Issues

7. On which radio stations do you listen to the news?

- none – several interviewees
- KLOS
- KFWB
- KOCE
- the “Coast”

8. On which TV stations do you watch the news?

- Orange County News (OCN) – 24 hour cable news; broadcasts city council meetings
- Leisure World Television (Channel 6) – Rob Merrit
- typical network affiliates (ABC, etc.) and ESPN
- Channel 3's interview show
- PBS Channels 50 and 28 – environmental topics
- Channel 2 and Channel 7
- ComCast Channel 3 in Newport Beach (community service bulletin board)
- CNN

Appendix C Community Interviews

9. What newspapers do you take?

- Orange County edition of Los Angeles Times
- Orange County Register
- Irvine World News
- Orange Coast Weekly
- Leisure World News – 80 pages released on Thursdays
- Daily Pilot (Newport Beach)
- Saddleback News – Bill Diedenbach, Editor

Media Issues

- might have trouble with constant turnover of reporters – be sure to educate them
- media is full of propaganda from pro-airport groups – impression that less environmental work will need to be done if made into an airport
- target media that reaches people directly adjacent to base or impacted (Woodbridge development, etc.)
- haven't seen much environmental coverage in the media
- be sure to include small Foothill newspapers
- several interviewees say they have never seen display ads for RAB meetings
- newspapers may not be effective for noticing of meetings – no one reads the notices
- OCN doesn't always cover the issues well but Marine Corps could bring them on board with good information

10. What topics or types of information would you like to receive about Marine Corps/Navy environmental activities at MCAS El Toro?

- most important messages are: 1) the base will be cleaned up; 2) to let people know that there are community members involved and these people can be used to reach out to others; and 3) educate the media
- funding sources, timelines, and contracts
- stop the hysteria with knowledge but don't be alarmist
- clear, concise information; nontechnical and general terms on restoration efforts
- summaries of documents – provide list to the RABs and remind them of Heritage Park repository; maybe make a sign at repository announcing its presence
- explain why it's taking so long to clean up
- help community understand the big picture of the cleanup efforts
- communicate the magnitude of the problem and why it's going to cost so much

Appendix C Community Interviews

- be honest about potential health impacts and the sources/practices that created this problem

How often?

- when there is significant activity
- every few months, so we remember what's going on
- monthly

11. What is the best way to provide you with information about MCAS El Toro's hazardous waste and environmental cleanup programs?

_____ **Fact Sheets**

_____ **Community Meetings**

_____ **Workshops**

_____ **Advisory Committee**

- fact sheets – slick and eye-catching
- community meetings with leadership groups – get invited to Rotary, Kiwanis, Exchange Club, city council meetings, Leisure World Aerospace Club (fourth Friday luncheons); be sure to include homeowners' associations
- people may not attend broad-based community meetings if not a significant message – lots of other pressing issues taking time on daily family level
- workshops might be helpful, if well advertised
- I wouldn't go to workshops
- weekend meetings/workshops might be easier for some people
- get back to community meetings for large issues – don't rely just on the RAB
- community meetings are the best way to get people in Irvine

Other

- public television – provide the press package
- bilingual school notices if needed for particular activities
- talk radio
- need more awareness of RAB – good opportunity for public involvement – show public how they can help
- make RAB members more proactive
- has never seen a public notice (several interviewees)
- send notices home through the schools
- use parent-teacher associations
- mass mailings might be effective once, but not after initial attempts

Appendix C Community Interviews

- keep the closest people satisfied
- information packages that reach homes through the schools
- use proactive risk communication
- keep local leadership informed – make them knowledgeable; provide them with written resources so information can flow out to the public; inform them of RAB’s function as a liaison and “eye” for the community (an extension of the general public); provide contact names and phone numbers
- make sure all meetings are on local media lists of community events
- insert in Irvine Ranch Water District newsletter or water bills (reaches all households)
- Hispanic Chamber of Commerce newsletter is far-reaching
- Irvine City Council meetings are televised; not hard to get on agenda (second & fourth Tuesdays)
- the Exchange Club of Saddleback Valley – come as a guest speaker
- churches and chamber of commerce can be possible avenues for communication
- use the Chamber’s newsletter
- contact the Board of Education for Saddleback Valley Unified School District

Can you suggest a convenient location for:

a) community meetings

- Leisure World has large auditorium and Administration Board Room
- Leisure World Golf Course Club House II
- water district offices
- high schools
- keep close to, or on the base
- Irvine is an ideal location (several interviewees)
- for RAB meetings, consider membership addresses – find a place in the most represented neighborhood
- make presentation at a televised Irvine City Council meeting

b) local information repository (where the public can review reports and cleanup-related information)

- advertise what information is available – inform the public
- Mission Viejo or Newport Beach might be a better location than Heritage Park

12. What, if any, communication problems have you experienced in the past?

- think the media’s perceptions of the problem are too basic

Appendix C Community Interviews

- people need to know that environmental problems are not unusual – that impacts to areas off-site aren't bad but they do impact reuse
- good responses in the past from base contacts
- direct quote: “Basically, the typical citizen does not have time to research military activities so the military (as well as all government) should provide open, honest information in the normal channels which people look to for news – newspapers and TV. We shouldn't have to ‘dig’ or ‘ferret out’ info about what our government agencies are doing. We should be automatically informed through everyday news outlets – and nothing should be left out or left to our imagination. As for the base, restore it to what it was when you acquired it.”

13. Can you suggest anyone else we should contact?

- Lake Forest II Master Association
- Leisure World Community Relations Director, Kirk Wadlow
- school districts
- do a general polling of the Irvine community – in front of grocery stores on weekends
- Royal Canyon Residents Association – Ray Chandos
- Foothill Ranch and Foothill communities – Mark Whaling
- water districts
- city councils and representatives

14. Do you have any other comments or recommendations?

- would like to see more involvement from the state and U.S. EPA
- what is happening at other bases?
- seeking public confidence in cleanup is important
- elected officials would like information before community starts to call them
- have RAB members provide more information back to the community (several interviewees)
- doesn't think the community knows as much as it could – it's a good time to notify people; be up front about the costs
- respond to RAB comments with more sensitivity – descriptive and informative
- keep communication at a first level – simple
- impressed with Marine Corps' effort to seek community input – shows concern for public
- solicit wider range of RAB members – not so many seniors
- would like to know about minority business subcontractor opportunities

Appendix C Community Interviews

- great that Marine Corps is out in the community – the more people are informed and involved the better
- an example of concern for costs – “Do the benefits of community relations efforts (like these interviews) outweigh the cost of conducting them?”

Suggested Media

- Union Espana
- Seminario Azteca, Santa Ana
- El Excelsior (owned by Orange County Register), Anaheim

Appendix C Community Interviews

PART II – INDIVIDUALS INTERVIEWED FOR COMMUNITY RELATIONS PLAN

Elected Officials (or staff representative)

The Honorable Marian Bergeson
Orange County Supervisor, District 5

Mr. Jim Bieber
Legislative Assistant to State Assemblyman Mickey Conroy

The Honorable Marilyn Brewer
State Assembly Member

Ms. Dina Gartland
Staff Assistant to U.S. Rep. Christopher Cox (R-47)

The Honorable Jim Morrissey
State Assembly Member

Mr. Gregg Smith
Field Representative for U.S. Rep. Robert Dornan (R-46)

Mr. Mike Ward
Mayor, City of Irvine

Business

Mr. Anthony Aguilar
President, Hispanic Chamber of Commerce

Mr. Jerome Carrasco
President, Lake Forest/El Toro Chamber of Commerce

Mr. Bill Culbertson
Chairman, Environmental Committee, Irvine Chamber of Commerce

Mr. Ivan Edwards
President, Rotary Club of Lake Forest - El Toro

Mr. Ken Moore
Orange County Chamber of Commerce and Industry

Mr. Sat Tamaribuchi
Senior Director of Environmental Issues, The Irvine Company

Environmental/Special Interest Group

Ms. Jean Bernstein, President
Alliance for Survival

Appendix C Community Interviews

Ms. Genni Cross, Director of Urban Forestry
California ReLeaf – Trust for Public Land

Mr. Amin David
Los Amigos of Orange County

Mr. Tom Edwards
President, Airport Working Group & Member, City Council of Newport Beach

Ms. Evelyn Hintze
President, League of Women Voters of Orange Coast Area

Ms. Marian Pack, Director
Alliance for Survival

Ms. Marilyn Vassos, Environmental Chair
Women For Orange County

Ms. Harriet Walther
National Issues Forum of Orange County

Community-at-Large

The list of private community members interviewed is maintained separately to protect their privacy.

Local/County Representative

Mr. Bob Allen
Hazardous Waste Specialist, Orange County Health Care Agency

Mr. Peter Hersh
Manager of Planning Services, Economic & Environmental Development
City of Irvine

Ms. Janet Houston
Executive Director, League of California Cities
Orange County Division

Appendix D CONTACTS FOR TARGETED INVOLVEMENT AND OUTREACH

PART I – ORGANIZATIONS

MCAS El Toro Restoration Advisory Board
Ms. Marcia Rudolph, Community Co-Chair
(714) 830-9816

Orange County Chamber of Commerce and Industry
Mr. Ken Moore
(714) 634-2900

League of California Cities, Orange County Division
Ms. Janet Houston, Executive Director
(714) 972-0077

Lake Forest/El Toro Chamber of Commerce
Mr. Jerome Carrasco, President
(714) 830-9970

Alliance for Survival
Ms. Marian Pack, Director
(714) 547-6282

National Issues Forum of Orange County
Ms. Harriet Walther
(714) 832-6299

Leisure World of Laguna Hills
Mr. Kirk Wadlow, Director of Community & Government Relations
(714) 837-3550

League of Women Voters of Orange Coast Area
Ms. Evelyn Hintze, President
(714) 859-5652

California ReLeaf - Trust for Public Land
Ms. Genni Cross, Director of Urban Forestry
(714) 557-2575

Los Amigos of Orange County
Mr. Amin David
(714) 758-8090

Hispanic Chamber of Commerce
Mr. Anthony Aguilar, President
(714) 870-3257

Appendix D Contacts for Targeted Involvement and Outreach

Airport Working Group

Mr. Tom Edwards, President
(714) 871-1132

Irvine Chamber of Commerce

Mr. Bill Culbertson, Chair, Environmental Committee
(714) 583-7268

Rotary Club of Lake Forest - El Toro

Mr. Ivan Edwards
(714) 859-1341

Saddleback Valley Unified School District

Mr. Tom Tuller, Safety Officer
(714) 586-3335

Amigos de Bolsa Chica

Ms. Adrienne Morrison, Executive Director
(714) 897-7003

Shepard of the Hills United Methodist Church

Julius Del Pino, Senior Pastor
(714) 837-2941

Orange County Department of Education

Ms. Cathy Boggs
(714) 966-4243

Appendix D Contacts for Targeted Involvement and Outreach

PART II – LOCAL MEDIA RESOURCES

(all telephone and fax area codes are 714 unless otherwise noted)

The Daily Pilot

Steve Marble, Managing Editor

330 W. Bay Street

Costa Mesa, CA 92627-2020

642-4321

646-4170 (Fax)

Los Angeles Times Orange County Edition

Bill Nottingham, Managing Editor

1375 Sunflower Avenue

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Orange County Business Journal

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Orange County Metro

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Orange Coast Magazine

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(213) 464-2526 (Fax)

KCOP-TV (Channel 13)
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Marian Bergeson
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Mr. Mike Ward
Mayor, City of Irvine
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Irvine, CA 92713
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Mayor, City of Lake Forest
23778 Mercury Road
Lake Forest, CA 92630
(714) 707-5583

Appendix E INFORMATION REPOSITORY AND MEETING LOCATIONS

INFORMATION REPOSITORY

Orange County Regional Library
Heritage Park Branch
Reference Section
14361 Yale
Irvine, CA 92714
(714) 551-7151
(call library for current hours)

MEETING LOCATIONS

Irvine City Hall
Conference and Training Center
One Civic Center Plaza
Irvine, CA 92713
Contact: Daniel Jung
Community Development Department
(714) 724-6424

Irvine Ranch Water District
Multipurpose Room
15600 Sand Canyon Avenue
Irvine, CA 92718
Contact: Victoria Cupo
Coordinator
(714) 453-5316

Leisure World of Laguna Hills
P.O. Box 2220
Laguna Hills, CA 92654
Contact: Kirk Wadlow
Director of Community & Government Relations
(714) 837-3550

MARINE CORPS AIR STATION EL TORO
Installation Restoration Program
Restoration Advisory Board Mission Statement and Operating Procedures

The Restoration Advisory Board (RAB) mission statement and operating procedures, herein referred to as "the mission statement and operating procedures", is entered into by the following parties; U. S. Marine Corps (USMC); U. S. Environmental Protection Agency (USEPA), Region 9; California Department of Toxic Substances Control, Region 4 (DTSC); and the RAB. Marine Corps Air Station (MCAS) El Toro has developed a Community Relations Plan (CRP) which outlines the community involvement program. The RAB supplements the community involvement effort. A copy of the CRP is available at the information repository located at the Heritage Park Regional Library, 14361 Yale Avenue, Irvine, CA 92714.

I. Mission Statement of the RAB

a. The mission of the RAB is to promote community awareness and obtain timely constructive community review and comment on proposed environmental restoration actions to accelerate the cleanup and property transfer of MCAS El Toro. The RAB serves as a forum for the presentation of comments and recommendations to USMC, USEPA, and DTSC Remedial Project Managers.

II. Basis and Authority for this Mission Statement and Operating Procedures

a. This mission statement and these operating procedures are consistent with the new Department of Defense (DoD), USEPA Restoration Advisory Board Implementation Guidelines of September 27, 1994, and the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) of 1980, as amended by the Superfund Amendment and Reauthorization Act (SARA) of 1986, particularly Sections 120 (a), 120 (f), 121 (f), and 10 U.S.C. 2705, enacted by Section 211 of SARA, and September 9, 1993, DoD policy letter entitled, "Fast Track Cleanup at Closing Installations".

III. Operating Procedures

A. Membership

1. All RAB members must reside in or serve communities within Orange County.
2. Members shall serve without compensation. All expenses incident to travel and review inputs shall be borne by the respective members or their organization.
3. Members are expected to attend all RAB meetings and fulfill member responsibilities. If a member fails to attend two consecutive meetings, or fulfill member responsibilities, the RAB co-chairs may ask the member to resign.
4. Members unable to continue to fully participate shall submit their resignation in writing to either of the RAB co-chairs.

5. Total membership in the RAB shall not exceed 50 members.

6. Open application for RAB membership vacancies will take place once a year. This process will begin September 1, 1995. Applications will be reviewed and approved by Remedial Project Managers from USMC, USEPA, and DTSC. The candidates will be notified of their selection by October 30.

7. Each community RAB member is considered equal, whatever their position in the community, and has equal rights and responsibilities.

RAB Membership Responsibilities

a. Review, evaluate, and comment on technical documents and other material related to installation cleanup; all assigned tasks are to be completed in the time assigned.

b. Attend all RAB meetings.

c. Report to organized groups to which they may belong or represent, and to serve as a mediator for information to and from the community.

d. Serve in a voluntary capacity.

B. RAB Structure

1. The RAB shall be co-chaired by the MCAS El Toro Base Realignment and Closure (BRAC), Environmental Coordinator (BEC), and a community co-chair member. The BEC shall preside over the orderly administration of membership business.

2. A community co-chair will be selected by a majority vote of the RAB community members in attendance. Elected officials and government agency staff members of any legally constituted MCAS El Toro reuse groups are excluded from holding the co-chair position. Community co-chairs will be selected annually on the anniversary of the effective date of the agreement.

Community Co-Chair Responsibilities

a. Assure that community issues and concerns related to the environmental restoration/cleanup program are brought to the table.

b. Assist the USMC in assuring that technical information is communicated in understandable terms.

c. Coordinate with the BEC to prepare and distribute an agenda prior to each RAB meeting, and for the review and distribution of meeting minutes.

d. Assist subcommittees in coordinating and establishing meeting times/locations.

e. The RAB community co-chair may be replaced by a majority vote of the RAB community members present at the meeting in which a vote is undertaken.

3. The RAB shall meet quarterly. More frequent meetings may be held if deemed necessary by the RAB co-chairs. The BEC will facilitate in the arrangement of the meetings and notify members of the time and location.

4. Agenda items will be compiled by the co-chairs. Suggested topics should be given to the BEC or community co-chair not later than two (2) weeks prior to the meeting. The BEC shall be responsible for providing written notification to all RAB members of the upcoming agenda and supporting documents, at least two (2) weeks prior to the date, time, and place of scheduled RAB meeting.

5. The BEC shall be responsible for recording and distribution of meeting minutes. Also, the BEC shall collect a written list of attendees at each meeting, which will be incorporated into the meeting minutes. For quarterly meetings, the minutes will be distributed 30 days prior to the following meeting. For more frequent meetings, the minutes will be distributed as soon as possible.

6. A copy of the RAB meeting minutes will be sent to all RAB members. Supporting documents will be available for public review in the information repository and other repositories as identified.

7. RAB members will be asked to review and comment on various environmental restoration documents. Written comments may be submitted individually by a member, or by the RAB as a whole. Written comments will be submitted to the community co-chair on the subject documents within the schedule as provided for regulatory agency comments. The community co-chair will consolidate comments from RAB members and provide all comments received to the BEC. The BEC will ensure that a written response is provided to the RAB in a timely manner.

8. The RAB will develop subcommittees, which will provide a concentrated focus on assigned issues. Assignments will be based on the needs of the RAB.

a. Subcommittees will consist of standing subcommittees and ad hoc committees. Membership on subcommittees will be comprised of volunteers, or may be selected by the BEC and the Community Co-chair. Subcommittee membership will generally be limited to seven (7) people, but may be supplemented at the discretion of the subcommittee chair. All subcommittees will set their own agendas and meeting times, will be open to the public, and will notify the BEC and co-chair of the meeting times and places. Each subcommittee will elect a chair. The

subcommittee membership may dismiss a subcommittee chair by a majority vote. Subcommittee chair removal is determined at the meeting where removal is addressed by majority vote of the RAB members present.

b. RAB members may serve on one or more subcommittees, but may not chair more than one subcommittee.

c. Standing subcommittees are established as follows:

- (1) BRAC Clean-up
- (2) General Environmental
- (3) Community Environmental Response Facilitation Act/Environmental Baseline Survey (CERFA/EBS)
- (4) Compliance/Resource Conservation and Recovery Act-Facility Assessment (Compliance/RFA)
- (5) Operable Unit One (OU1) - Ground Water
- (6) Operable Unit Two (OU2) - Landfills
- (7) Operable Unit Three (OU3) - All other sites

d. Membership on the BRAC Clean-up Subcommittee will include at a minimum, the BEC, the Community Co-Chair, and the chairs of each of the other standing subcommittees.

e. Standing subcommittees will be reviewed annually, in September, to determine if their continued existence is required.

f. Ad hoc subcommittees will be established as needed and will be limited to one year.

9. MCAS El Toro has established an information repository for all public documents relating to restoration activities at MCAS El Toro. The repository is located at the Heritage Park Regional Library, 14361 Yale Avenue, Irvine, CA 92714. RAB members, as well as the general public, are authorized access to any documents, studies or information, which have been placed in the repository or distributed at RAB meetings. The RAB community co-chair will be provided one copy of all draft documents. Each subcommittee will be provided up to seven copies of draft documents.

IV. Effective Date and Amendments

a. The effective date of this mission statement and operating procedures shall be the date that the last signatory signs this mission statement and operating procedures.

b. This mission statement and operating procedures may be amended by a majority vote of the RAB members present. Amendments must be consistent with the MCAS El Toro Federal Facility Agreement (FFA), and the statues stated in Part II of the mission statement and operating procedures, (Basis and Authority for this Mission Statement and Operating Procedures).

V. Terms and Conditions

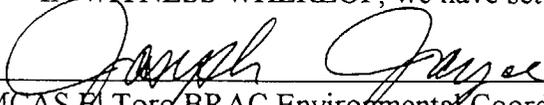
a. The terms and conditions of this RAB mission statement and operating procedures, and DON's endorsement thereof, shall not be construed to create any legally enforceable rights, claims or remedies against DON or commitments or obligations on the part of DON, and shall be construed in a manner that is consistent with CERCLA, 10 U.S.C. Section 2705, and 40 CFR Part 300.

VI. Termination

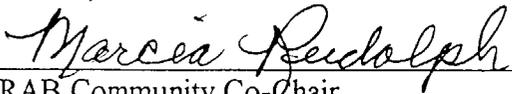
a. This mission statement and operating procedures will be terminated upon completion of requirements as stated in the FFA. However, after implementation of the final remedial design, it may be terminated earlier upon a majority vote of the RAB membership.

VII. Signatories to the Membership Mission Statement and Operating Procedures

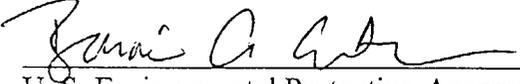
IN WITNESS WHEREOF, we have set our hand this 28th day of FEBRUARY 1995.



MCAS El Toro BRAC Environmental Coordinator



RAB Community Co-Chair



U. S. Environmental Protection Agency RPM



California Department of Toxic Substances Control
RPM



THE DEPARTMENT OF DEFENSE
AND
THE UNITED STATES ENVIRONMENTAL
PROTECTION AGENCY



WASHINGTON, DC

SEP 27 1994

SUBJECT: Restoration Advisory Board (RAB) Implementation Guidelines

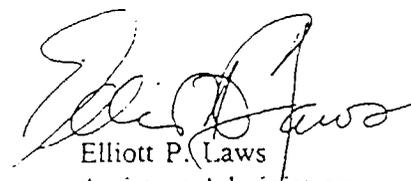
The Department of Defense (DoD) is taking steps to increase public participation in its cleanup program. New DoD policy, which resulted from DoD's participation in the Federal Facilities Environmental Restoration Dialogue Committee, calls for Restoration Advisory Boards (RABs) to be formed at all closing installations and at non-closing installations where the local community expresses interest.

RABs are an expansion of DoD's Technical Review Committee (TRC) concept. The boards are a forum for exchange of information and partnership among citizens, the installation, EPA, and State. Most importantly, they offer an opportunity for communities to provide input to the cleanup process. It is our view that RABs will improve DoD's cleanup program by increasing community understanding and support for cleanup efforts, improving the soundness of government decisions, and ensuring cleanups are responsive to community needs.

The attached document entitled "Restoration Advisory Board Implementation Guidelines" provides recommended procedures for establishing and operating RABs. It is intended to be a resource for installation, EPA, and State personnel and citizens who participate in RABs. The guidelines were developed by a joint DoD/EPA working group which is a model for interagency cooperation.

The agency points of contact on RABs are, for DoD, Ms. Marcia Read. 703-697-9793; for EPA, Ms. Marilyn Null 202-260-5686.


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


Elliott P. Laws
Assistant Administrator
Office of Solid Waste and Emergency
Response
U.S. Environmental Protection Agency

Attachment



DEPARTMENT OF DEFENSE
AND
UNITED STATES ENVIRONMENTAL
PROTECTION AGENCY



**Restoration Advisory Board
Implementation Guidelines**

September 1994

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These guidelines are based on the "Interim Guidance for Implementing Restoration Advisory Boards", November 1993, drafted by California Environmental Protection Agency, Department of Toxic Substances Control.

U.S. ENVIRONMENTAL PROTECTION AGENCY
AND DEPARTMENT OF DEFENSE
RESTORATION ADVISORY BOARD IMPLEMENTATION GUIDELINES

I. BACKGROUND

The United States Environmental Protection Agency (EPA) and the Department of Defense (DoD) recognize the importance of public involvement at military installations that require environmental restoration. Therefore, EPA and DoD have developed joint Restoration Advisory Board (RAB) guidelines. DoD policies on community involvement can be found in the "*Management Guidance for Execution of the FY94/95 and Development of the FY96 Defense Environmental Restoration Program*," April 14, 1994.

RABs bring together people who reflect the diverse interests within the local community, enabling the early and continued flow of information between the affected community, DoD and environmental oversight agencies. DOD is creating RABs to ensure that all stakeholders have a voice and can actively participate in a timely and thorough manner in the review of restoration documents. RAB community members will provide advice as individuals to the decision-makers on restoration issues. It is a forum to be used for the expression and careful consideration of diverse points of view. The RAB complements other community involvement efforts, but does not replace them. The DoD installation will continue to be responsible for fulfilling all statutorily mandated public involvement requirements.

This document provides guidelines to assist DoD installations on how to develop and implement a RAB and the role of environmental oversight agencies in this process. It is intended to be flexible so the DoD installation can adapt the RAB to meet the individual needs of the community.

The guidelines are based on recommendations contained in the February 1993, "Interim Report of the Federal Facilities Environmental Restoration Dialogue Committee." While not identical, they are generally consistent with the Committee's recommendations.

Although these guidelines are intended to apply at all military installations, EPA's involvement on a RAB will vary based on the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) National Priorities List (NPL) status of the installation. EPA is committed to full involvement on RABs as the Federal regulatory agency for all DoD installations on the NPL or at base closure sites where EPA has received resources from DoD. EPA's involvement will be at the discretion of EPA's regional office for non-NPL, non-base closure or base closure installations where EPA has not been given resources from DoD.

For this document, the term "stakeholder" is defined as parties that are actually or potentially affected by restoration activities at an installation.

II. RAB DEVELOPMENT

Most DoD installations have already established Technical Review Committees (TRCs) to provide interested parties with a forum to discuss and provide input into site restoration activities as required by 10 USC 2705(c) and Executive Order 12580, "Superfund Implementation." The DoD RAB policy calls for existing TRCs or similar groups to be expanded or modified to become RABs rather than create a separate committee, as long as the RABs meet the statutory requirements for TRCs. RABs provide an expanded opportunity for ongoing community input and participation in all phases of installation restoration activities and decision-making.

The RAB is not a replacement for other types of community outreach and participation activities required by law, regulation, or policy. Therefore, all existing public involvement requirements must still be completed, including the community relations requirements of CERCLA as amended by the Superfund Amendments and Reauthorization Act (SARA); and public involvement requirements of the Resource Conservation and Recovery Act (RCRA), National Environmental Policy Act (NEPA), and any state environmental regulations.

Although the DoD installation has the lead responsibility for the formulation and implementation of the RABs, the state and EPA, as appropriate, should be involved in all phases of RAB planning and operation.

Preparing for the Initial RAB Information Meeting

Before the initial RAB information meeting, the DoD installation should begin the process of informing and educating the community about the purpose of the RAB and opportunities for membership and participation. This is especially important at installations where a TRC has not been formed or where the community has had limited participation in the TRC. This can be accomplished by completing the following suggested activities.

Fact Sheet

The DoD installation should prepare and distribute a brief, one-page fact sheet describing the RAB prior to the initial RAB information meeting. This should be done in consultation with the existing TRC, the state, and EPA, as appropriate. It may be advisable to distribute the fact sheet using any existing public participation mailing lists unless a wider distribution is deemed desirable. The fact sheet should describe the purpose of the RAB, membership opportunities, the membership selection process, and state the responsibilities of RAB members. Copies of the fact sheet should be made available to the public in

information repositories established by the installation and widely accessible to the community. If a significant segment of the community is non-English speaking or visually impaired, the fact sheet should be translated. A sample RAB fact sheet is included as Enclosure 1.

Public Notice

A paid public notice should be issued to advertise the initial RAB information meeting in at least one newspaper of general circulation serving the affected communities around the installation, as well as in the installation newspaper. The public notice should be published in advance of the meeting and include the following information:

- time and location of the meeting
- notice of the intent to establish a RAB or transition the TRC to become a RAB, if applicable
- RAB purpose
- membership opportunities
- meeting is open for public attendance and participation
- name and phone number of contact person(s) for more information
- topics for consideration at the initial RAB information meeting

The public notice should be placed in a prominent section of the newspaper likely to be read by the majority of community members. A sample public notice is included as Enclosure 2.

Agenda

An agenda for the meeting should be developed by the DoD installation in consultation with the state and EPA, as appropriate. The agenda should reflect community restoration concerns as identified by existing community involvement activities (i.e., interview with key community leaders, review of correspondence, review of media coverage, etc.).

Press Release

The DoD installation's public affairs office should prepare and distribute a press release to explain the purpose of the RAB and the time and location of the meeting. Depending on local media coverage of installation environmental issues, it may be appropriate to prepare a more extensive media packet of information to update the local media regarding installation restoration issues and activities.

Initial RAB Information Meeting

The initial RAB information meeting should be sponsored by the DoD installation as

soon as possible to ensure the expeditious execution of the RAB. This can be accomplished at the next regularly scheduled TRC meeting, as long as sufficient public notice is given, or at a community meeting held specifically for this purpose. Where a TRC currently exists, the TRC must evaluate its member composition and operation using the RAB criteria and modify, as appropriate. The DoD installation should consult with the state and the EPA, as appropriate, well in advance of the initial RAB information meeting on all matters related to the meeting.

The initial RAB information meeting may be facilitated by the DoD installation. If appropriate, the meeting could be facilitated by a professional facilitator with meeting facilitation skills and experience. A professional facilitator should be considered where a controversial situation is anticipated and a sense of independence will avoid, minimize, or even diffuse acrimonious deliberations.

The focus of the meeting should be to introduce the RAB concept to the community and begin the membership solicitation process. Some of the suggested topics to address include:

- overview and purpose of the RAB
- goal of representing diverse community interests
- difference between the RAB and the TRC
- membership opportunities
- member selection process and time table
- member responsibilities and what is expected of members
- overview of installation restoration and/or conversion activities and plans (as appropriate)
- open discussion/question and answer period
- co-chair opportunities
- potential conflict of interest concerns

The date and location of the meeting should be chosen with the goal of making it convenient for a majority of community members to attend and participate. The meeting, as with all RAB meetings, should be held in a central location. Input from the community should be strongly considered regarding convenient meeting locations and times. The DoD, the state, and EPA should ensure that a representative and/or designee is in attendance at all RAB meetings.

The DoD installation should prepare meeting minutes summarizing the topics discussed at the meeting. The minutes should be a concise summary of the meeting rather than verbatim transcripts. Translation of meeting minutes should be provided if a large segment of the local community speaks a language other than English or members of the community are visually impaired. The minutes should be made available to the public at the information repositories and/or other places within two weeks of the meeting. The DoD installation may want to consider mailing copies of the minutes to all community members

who attended the meeting, existing TRC members and/or to people identified on the installation's community relations mailing list.

Converting a TRC to a RAB

If an installation already has a functioning TRC, it should be converted into a RAB instead of establishing a separate committee. Some of the tasks that need to be done to accomplish the conversion are: adding a community co-chair; increasing community representation; and making all meetings open to the public. The ultimate goal of the RAB is to improve communications among stakeholders and solicit input to be used in the decision process.

As a part of the initial member selection process, the DoD installation, with input from the EPA, as appropriate, and the state, should evaluate diversity of the current membership of the TRC. DoD membership should consist of 1 to 2 members. As a general rule, TRC members should be given preference for a seat on the RAB to preserve continuity and the "institutional history" of the restoration process. This should be balanced against the preeminent need to form a RAB truly representative of the community's diverse interests.

Formulating the RAB

Ensuring Membership Diversity and Balance

RAB members should be identified by a selection panel, see "Selecting Community Members." The RAB should be comprised of members from the local community and representatives from DoD, the state, and EPA, as appropriate. Community members selected for RAB membership should reflect the diverse interests within the local community. RAB members should live/work in the affected community or be impacted by the restoration program. The following list of potential interests should be considered for representation on the RAB. This list is illustrative and not all inclusive. Each RAB should be developed to reflect the unique mix of interests and concerns within the local community.

- local residents/community members (including minorities and low income)
- local reuse committees
- Technical Assistance Grant (TAG) recipient
- current TRC members
- local government officials/agencies
- business community
- school districts
- installation employees/residents
- local environmental groups/activists
- civic/public interest organizations
- religious community
- other regulatory agencies

- local homeowners organizations
- medical community
- Native American tribes

DoD, the state, and EPA, as appropriate, will generally have one member each on the RAB. While it is anticipated that other members of the installation and regulatory agencies will regularly attend and participate in RAB meetings as resources, the majority of RAB members should be from the local community.

Soliciting Community Members

For an effective RAB to be established quickly, the DoD installation, in coordination with the EPA, as appropriate, and the state, needs to inform and educate the local community about the formulation of the RAB, its purpose, and the opportunities for membership. The public outreach effort should be tailored to the individual community at each installation and may include letters to local government officials and community members. This is especially important at installations where there has been limited community involvement opportunities or where there has been minimal community and media interest in the installation.

Every effort should be made to ensure that all individuals or groups representing the community's interests are informed about the RAB and given the opportunity for RAB participation. Based on the results of member recruitment efforts, it may be necessary to directly solicit some groups or organizations. A sample RAB member recruiting letter is included as Enclosure 3 and may be useful in such efforts. For ease in tracking community interest, a community interest form, Enclosure 4, can be developed and distributed at the initial meeting, made available at local information repositories or other suitable locations, and mailed to persons who write or call.

Determining the Size of RAB

The initial size of the RAB will be determined by the RAB selection panel. Once the RAB is operational, procedures should be developed to address the addition and removal of RAB members. The RAB may want to re-evaluate the current RAB size, diversity and balance, and add members. To facilitate constructive dialogue, the RAB should generally be no larger than 20 individuals but no smaller than is necessary to adequately reflect the diversity of community interests regarding installation restoration. If RAB membership significantly exceeds 20, efforts should be made to consolidate and eliminate any duplicate representation of similar view points. If the RAB is larger than 20, the use of sub-committees should be considered.

Selecting RAB Members

The transition period between the meeting to initiate RAB formulation and the

implementation of a fully functioning RAB will likely be a busy, challenging period. Although the length of time required to complete the transition to a RAB will vary from installation to installation, most RABs should set a goal to be in full operation within six months from the meeting to initiate RAB formulation. During this period of time the following key activities should be completed to ensure successful development and implementation of the RAB.

Selecting Community Members:

Selection Panel. The installation Commanding Officer (CO) in consultation with the state and EPA, as appropriate, should identify community interests and solicit names of individuals who can represent these interests on the selection panel. Once the selection panel nominees have been provided, the CO in consultation with the state and EPA, as appropriate, should review the selection panel nominations to ensure balance and diversity. If nominations represent the diversity of the community, they will become the selection panel. The panel should establish and announce the following items:

- procedures for nominating community RAB members
- process for reviewing community interest forms
- criteria for selecting community RAB members
- list of RAB nominees

Final Selection: RAB membership selection should be in an open and fair manner using the panel. The panel will evaluate interest forms and develop a nomination list for the CO. The CO, in consultation with the state and EPA, as appropriate, should review the list to ensure that nominees represent the diversity of the community. If the list lacks diversity, the CO will ask the selection panel to provide a revised list. A lack of diversity or balance is the only reason a list can be rejected.

The selection panel may want to contact those who expressed interest but not selected for RAB membership to thank them for their interest and willingness to participate in the RAB. A letter to them should explain selection criteria, why they were not chosen and should encourage them to attend and participate at the RAB meetings as members of the general public. Their interest forms should be kept on file for consideration when future membership openings occur.

Additions to and removals from the RAB can be made at any time the RAB deems necessary. Procedures for additions and resignations should be outlined in the operating procedures.

NOTE: DOD contractor personnel should not be RAB members. However, for community RAB members who have business interests, membership on the RAB should not limit ability to compete for contracts. All information provided the RAB members should also be made available to the general public.

Selecting Government Members:

The DoD installation, state and local governments, and EPA, as appropriate, should be represented on the RAB. Members may include the Remedial Project Manager (RPM) from the service, state, and EPA, as appropriate, and representatives from local agencies. Representatives should dedicate the time necessary and have sufficient authority to fulfill RAB responsibilities. Whenever, possible, each entity should be represented by one individual. Other government officials such as public health officials from the Agency for Toxic Substances and Disease Registry (ATSDR) may attend RAB meetings as their expertise may be needed.

In the case of closing military installations, the Base Realignment and Closure (BRAC) Cleanup Team (BCT) will be a member of the RAB. The BCT consists of representatives from the DoD service, EPA, and the state.

III. RAB OPERATIONS

This section presents some important issues related to RAB operations. Once the RAB is officially formed, the RAB should develop and implement its operating procedures.

Selecting Co-Chairs

Co-chairs' responsibilities should be jointly held between the installation and community and they will serve as equal partners. Selection of the DoD installation co-chair is by the installation's CO. The community co-chair should be selected by the community members of the RAB. The co-chairs should have sufficient authority and ability to fully undertake RAB chairperson responsibilities.

The length of the term to be served by the co-chairs should be decided upon by the RAB and outlined in the RAB's operating procedures, one- or two-year terms should be considered. This will allow for continuity, but also timely change if necessary. Co-chair termination procedures should be articulated in the RAB's operating procedures.

Distributing a Fact Sheet

After the RAB is established, the RAB should consider preparing and distributing another brief fact sheet to announce that the RAB has been formed and publish the names of RAB members. The fact sheet could also announce the RAB meeting schedule, publicly thank all community members who expressed interest in RAB participation, and encourage ongoing community attendance and participation at future RAB meetings.

Developing a RAB Mission Statement

Each RAB should develop a mission statement that articulates the overall purpose of the RAB. The statement can be brief. For example, "The RAB mission should be to establish and maintain a forum with all stakeholders for the exchange of information in an open and interactive dialogue concerning the installation's restoration program."

Developing RAB Operating Procedures

The RAB should develop a set of operating procedures. The operating procedures should include policies on attendance, meeting frequency, procedures for removing, replacing co-chairs and replacing/adding other members, membership and co-chair length of service, methods for resolving member disputes, process for reviewing and responding to public comments, and procedures for public participation.

Training for RAB Community Members

Once selected, RAB members may need some initial orientation to enable them to perform their duties. The DoD installation should work with the state, EPA and environmental groups to develop methods to quickly inform and educate the RAB members to promote the rapid formation of a fully functioning RAB. This may be accomplished at initial RAB meetings or at special orientation sessions and may include the following:

- formal training sessions
- workshops
- informal briefings
- briefing booklets, past fact sheets, maps
- site tours

Technical support staff from state, federal, and local agencies that have involvement with restoration and reuse issues may be asked to attend RAB meetings to provide information in their areas of expertise and will be available to provide information and explanation to RAB members.

Providing Administrative Support to the RAB

The DoD installation needs to ensure that adequate administrative support is made available to establish and operate the RAB. It is especially important to provide for ongoing administrative support for closing or closed installations. Administrative support will usually include the following:

- meeting facilities
- preparation of meeting minutes and other routine word processing tasks
- copying/printing of RAB documents, notices, fact sheets

- conduct mailings
- distribution of public notices in local newspapers
- management of RAB mailing lists
- translation and distribution of outreach and other RAB materials
- meeting facilitation

Funding for RABs

Administrative and logistical support to meet the RAB's mission should be provided by the DOD installation, using the Defense Environmental Restoration Account at non-BRAC installations, and BRAC funds at closing installations.

Technical Assistance

Community members of the RAB at NPL installations may establish an organization and apply for a Technical Assistance Grant from EPA, provided that a TAG has not already been awarded to another community group at the installation.

Scheduling Meetings

RAB meetings should be scheduled on a regular basis. The individual RAB members should decide the scheduling and frequency of RAB meetings. The frequency of RAB meetings should be to ensure timely and effective communication. Closing installations may require more frequent meetings.

Location

The RAB meetings should be held in a location agreed upon by the RAB members and in a location that is accessible to the physically impaired. The development of the RAB concept was meant to ensure and enhance community involvement in the process; providing the community with the opportunity to suggest meeting locations should assure this.

Special Focus Meetings

When necessary, the RAB may meet for special focus meetings. These are meetings where a single topic or specific document may be reviewed, discussed, and commented on. This may occur when the RAB determines the need for input on specific issues in order to move ahead or the co-chairs agree that a special meeting is necessary.

Attending Meetings

Ongoing and consistent involvement of all board members is essential to the success of the RAB. Regular attendance by all members or designated alternates is expected. Early in the process, the group should jointly establish groundrules for participation, including

meeting attendance. Representatives from the DoD, environmental regulatory agencies, and the community should attend all RAB meetings. This will aid in the operation of the RAB as a team.

If after selection, a RAB member is unable to fully participate, the RAB, using pre-established rules, should ask the member to submit his/her resignation in writing to either of the RAB co-chairpersons. Procedures for replacing/adding members should be decided by the RAB.

Conducting the Meeting

Each meeting should have a purpose and an agenda. Because these meetings are open to the public, a translator should be provided where a large portion of the community is non-English speaking or hearing impaired. If the RAB deems that an outside facilitator is necessary, arrangements should be made accordingly.

Nature of Discussions

DOD will consider all advice provided by the RAB whether consensus in nature or provided on an individual basis, including advice given that represents the minority view of members. However, because DOD does not intend for Federal Advisory Committee Act (FACA) requirements to apply to RABs, consensus is not a prerequisite for RAB recommendations. Each individual should provide advice as an individual, not as a group. At the same time, while consensus is not required or asked of the board members, in the natural course of discussions consensus may evolve.

Format

The meeting format of the RAB will vary. The format will be dictated by the needs of the RAB. Generally, a basic format should include:

- review of "old" business
- presentation or update by project technical staff and RAB member discussions
- question/answer/input/discussion period for non-RAB community participants
- list of action items for the RAB members
- discussion of the next meeting's agenda

Meeting Minutes

The RAB should prepare meeting minutes summarizing the topics discussed at RAB meetings. The minutes should be concise summaries of RAB meetings rather than verbatim transcripts to facilitate effective communication with the local communities. Before copies of the meeting minutes are distributed to existing members of the RAB and made available for public review, the co-chairs should review and approve them. These minutes should be

made available to the public within two weeks of the meeting. A public notice should be prepared to announce the availability of the meeting minutes and the next meeting. The DoD installation may want to consider mailing copies of the minutes to all community members who attend the RAB meetings and to those on the community relations mailing list.

The meeting minutes should be translated if a large segment of the local community speaks a language other than English or members of the community are visually impaired. The DoD installation is responsible for distributing copies of the meeting minutes and all documents to the RAB for review and comment and that this same information is consistently available for public review in the information repositories.

Responding to Comments

The RAB should regularly review, discuss, and provide comments on a wide variety of technical documents and plans. This information should simultaneously be made available for public review and comments at the local information repositories. Public comments should be seriously considered before these documents or plans are finalized.

Public Comment Periods Required by Regulation

The DoD installation should solicit and respond to comments from the public as specified in applicable regulations. In some cases, e.g. RCRA, the regulatory agency is required to obtain public input on corrective actions. Accordingly, it may not be necessary for the DOD installation to seek public comment.

The public is the community at large, not only the RAB.

Other Comments

As a general rule, all draft and final documents deliverable to regulators should be distributed to the RAB and the public for review and comment when they are given to the regulators and should be made available for at least 30 days for review. For documents where a review period shorter than 30 days applies to regulatory staff, this same shorter review period would also apply to the review by the RAB and community members. Every effort should be made to provide the RAB and community members with an adequate review period based on the length and complexity of the document. Where necessary, special focus meetings of the RAB may be called to review and comment on key documents.

To demonstrate commitment to meaningful consideration of comments, the DoD installation should prepare formal written responses to all substantive comments received from the RAB and the general public. In some cases, RAB meeting minutes may suffice to document responses to specific comments.

Addressing Non-restoration Issues

Because RABs provides a direct channel for communication to the installation, community members may raise some non-restoration issues during RAB discussions. Although these issues may not be appropriate for discussion within the context of the RAB, DOD should be responsive to these concerns by referring them to the appropriate offices at the installation or to alternative forums more appropriate for the issue (i.e., at closing installations, non-restoration issues should be referred to the local Reuse Committee, the Base Transition Coordinator, or the BRAC Cleanup Team).

IV. ROLES AND RESPONSIBILITIES

Department of Defense Installation Co-Chair

1. The DoD installation co-chair should coordinate with the community co-chair to prepare and distribute an agenda prior to each RAB meeting. If the RAB will address restoration related to base closure activities, the DoD and community co-chair should coordinate with the BRAC Cleanup Team, the Base Transition Coordinator, and the reuse committee.
2. The DoD installation co-chair should ensure that DoD participates in an open and constructive manner.
3. The DoD installation co-chair should attend all meetings and ensure that the RAB has the opportunity to participate in the restoration decision process.
4. The DoD installation co-chair should ensure that community issues and concerns related to restoration are addressed when raised.
5. The DoD installation co-chair should ensure documents distributed to the RAB are also made available to the general public.
6. The DoD installation co-chair with assistance from the RAB should ensure that an accurate list of interested/affected parties is developed and maintained.
7. The DoD installation co-chair should provide relevant policies and guidance documents to the RAB in order to enhance the RAB's operation.
8. The DoD installation co-chair should ensure that adequate administrative support to the RAB is provided.
9. The DoD installation co-chair should refer issues not related to restoration to appropriate installation official for them to address.

10. The DoD installation co-chair should report back to the installation.

Community Co-Chair

1. The community co-chair should coordinate with the DoD installation co-chair and RAB community members to prepare an agenda prior to each RAB meeting.
2. The community co-chair should ensure that community members participate in an open and constructive manner.
3. The community co-chair should ensure that community issues and concerns related to restoration are raised.
4. The community co-chair should assist with the dissemination of information to the general public.
5. The community co-chair should report back to the community.
6. The community co-chair is expected to serve without compensation.

RAB Community Members

1. The RAB community members are expected to attend meetings.
2. The RAB community members are expected to provide advice and comment on restoration issues to the decision makers.
3. The RAB community members should represent and communicate community interests and concerns to the RAB.
4. The RAB community members should act as a conduit for the exchange of information between the community, DoD installation, and environmental oversight agencies regarding the installation's restoration and reuse programs.
5. The RAB community members should review, evaluate, and comment on documents and other such materials related to installation restoration and closure, where applicable.
6. The RAB community members are expected to serve without compensation on the RAB.

State Regulatory Agency Member

1. The state member should attend RAB meetings.

2. The state member should serve as an information, referral and resource bank for communities, installations and agencies regarding installation restoration.
3. The state member should review documents and other materials related to restoration.
4. The state member should ensure that state environmental standards and regulations are identified and addressed by the DoD installation.
5. The state member should facilitate flexible and innovative resolutions of environmental issues and concerns.
6. The state member should assist in education and training for the RAB members.

U.S. Environmental Protection Agency (EPA) Member

1. The EPA member should attend RAB meetings.
2. The EPA member should serve as an information, referral and resource bank for communities, installations and agencies regarding installation restoration.
3. The EPA member should facilitate flexible and innovative resolutions of environmental issues and concerns.
4. The EPA member should ensure that federal environmental standards and regulations are identified and addressed by the DoD installation.
5. The EPA member should assist in education and training for the RAB members.

BRAC Cleanup Team (BCT) at Closing Installations

1. The BCT should maintain a close working relationship with other members of the RAB.
2. The BCT should provide timely and accurate information to the RAB.

ENCLOSURES

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RESTORATION ADVISORY BOARD (RAB)

(name and location of installation)

(add site-specific logo if available)

Background

At *(name of installation)* the *(name of service)* will be pursuing installation restoration activities as part of the Department of Defense's Installation Restoration Program (IRP). *(Provide a brief description of the restoration activities projected at the installation.)*

What is a RAB?

The RAB is an advisory body designed to act as a focal point for the exchange of information between *(name of installation)* and the local community regarding restoration activities. The RAB is intended to bring together community members who reflect the diverse interests within the local community, enabling the early and continued two-way flow of information, concerns, values, and needs between the affected community and the installation.

RAB members will be asked to meet regularly and review and comment on technical documents and plans relating to the ongoing environmental studies and restoration activities at *(name of installation)*. Members will be expected to serve as a liaison with the community and be available to meet with community members and groups. Membership terms will be decided by the RAB. All RAB meetings will be open to the public. Technical support staff will be available to provide informational support and explanation to RAB members.

How to Become a RAB Member

Community members interested in finding out more about the RAB are invited and encouraged to attend a community meeting that *(name of installation)* will conduct on *(date and time)*. At the meeting, you will learn about the purpose of the RAB, membership opportunities and responsibilities, and hear an update on the status of installation restoration activities and future plans. RAB membership applications will be available at the community meeting. The community meeting will be held at the following address:

(List location, address, date, and time of meeting)

If you have questions about the RAB or are interested in applying for RAB membership, community interest forms may also be obtained by contacting:

(List name, title, address, and telephone number of contact)

All Community Interest Forms must be received by *(deadline for forms)*. Forms will be reviewed and approved by the selection panel. The selection panel is organized by the Commanding Officer of *(name of installation)*. The selection panel members are representatives from the DoD installation, state, community and EPA, as appropriate.

Enclosure (1) Sample RAB Fact Sheet (continued)

Community Expectations

Community members are expected to serve as volunteers on RABs to provide advice to the decision makers about restoration plans for the *(name of installation)*.

PUBLIC NOTICE
(name of installation)
Formation of Restoration Advisory Board
Membership Solicitation

The Department of Defense recognizes the importance of stakeholder participation for Installation Restoration Programs (IRP). Therefore, *(name of installation)* is announcing the establishment of a Restoration Advisory Board (RAB). The RAB is intended to improve public participation by involving the community in the restoration decision-making process.

The existing Technical Review Committee (TRC) will be modified to become a RAB. The RAB will include community members who reflect the diverse interests of the local community. RAB members will be asked to review and comment on plans and activities relating to the ongoing environmental studies and restoration activities at *(name of installation)*. RAB members will have the opportunity to provide input on activities that will accelerate the restoration. Members will also be expected to serve as a voluntary liaison between the community and the RAB and be available to meet with community members and/or groups. RAB meetings will be open to the public.

Community interest forms can be obtained by contacting:

(List name, title, address, and telephone number of contact[s])

Members will be expected to serve a one- to two-year term and attend RAB meetings regularly. Forms will be reviewed and approved by the selection panel. The selection panel members will be representatives from the *(name of installation)*, *(name of state environmental agency)*, the community, and the U.S. Environmental Protection Agency, as appropriate. To qualify, interested parties must be local residents of *(name of cities or counties)* that are impacted/affected by *(name of installation)*.

The initial RAB information meeting will be held:

(list location, date, and time of meeting)

For additional information, please contact *(name, address, and telephone number of contact)*.

Enclosure (3) Sample RAB Recruiting Letter
(Issued by Selection Panel)

RESTORATION ADVISORY BOARD FORMATION

Dear *(name of community member)*:

The Department of Defense recognizes the importance of stakeholder participation in our Installation Restoration Programs (IRP). Therefore, *(name of installation)* is announcing the establishment of a Restoration Advisory Board (RAB). The RAB is intended to improve public participation by involving the community in the restoration decision-making process.

The RAB will include community volunteer members who reflect the diverse interests of the local community. RAB members will have an opportunity to provide input on installation restoration activities. RAB community members can expect to spend *(number of hours/days)* per year supporting the RAB.

RAB members will be asked to meet regularly and review and comment on plans and activities relating to the ongoing environmental studies and restoration activities at *(name of installation)*. RAB members will be expected to serve as a liaison with the community and be available to meet with community members and groups. Members will be expected to serve a term. All RAB meetings will be open to the public.

If you are interested in participating on the RAB for *(name of installation)*, please complete the enclosed Community Interest Form and return it to the following address not later than *(deadline for applications)*:

(List name, address, and telephone number of contact)

Forms will be reviewed by a panel comprised of representatives from the community. The panel will nominate a list of community members for the RAB to the *(name of installation)* and appropriate regulatory agencies.

Sincerely,

(name of selection panel member)

Enclosure

Enclosure (4) Sample RAB Community Interest Form

COMMUNITY INTEREST FORM FOR
(NAME OF INSTALLATION) RESTORATION ADVISORY BOARD

Conditions for Membership:

Restoration Advisory Board (RAB) members are volunteering to serve a term and attend all RAB meetings. Duties and responsibilities will include reviewing and commenting on plans and activities associated with the Installation Restoration Program at *(name of installation)*. Technical experts will be made available to the RAB. Members will be expected to be available to community members and groups to facilitate the exchange of information and/or concerns between the community and the RAB. RAB community members can expect to devote approximately *(number of hours/days)* per year to support the RAB.

Priority for RAB membership will be given to local residents that are impacted/affected by the *(name of installation)*.

Name: _____

Address: _____

Street

Apt.#

City

State

Zip

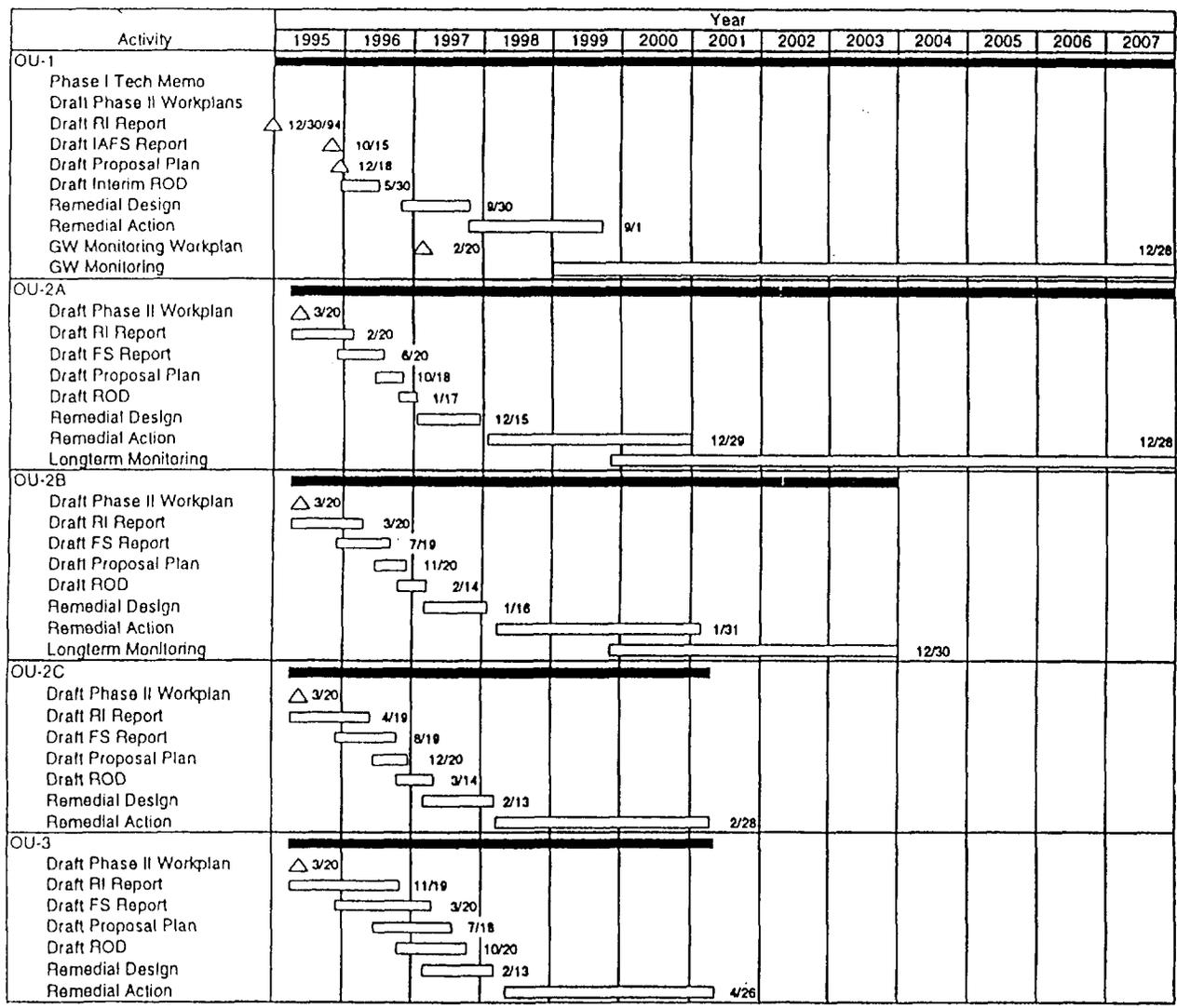
Phone: () _____ () _____ () _____

Daytime

Home

Fax

1. (OPTIONAL) Are you affiliated with any group related to restoration or base closure activities? If yes, list the group and your position, if applicable.
2. Briefly state why you would like to participate on the RAB.
3. What has been your experience working as a member of a diverse group with common goals?



LEGEND
 △ Milestone
 Summary
 Task

OU - Operable Unit
 ROD - Record of Decision

This figure presents the Federal Facilities Agreement schedule.

Source: U.S. Department of the Navy et al. 1990

Southwest Division		
Naval Facilities Engineering Command		
MCAS El Toro, CA		
Master Program Schedule		
Installation Restoration Program		
File No.		Date
1038g51.ppt		1/16/96