

BRAC Talk

▲ Environmental Base Realignment and Closure News ▲

❄ Winter 1999 ❄

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2000

Hot turnover of Cecil Field flightline to Jacksonville Port Authority

By Scott Glass



It was September 1998. A major groundwater plume on the flightline had just been discovered, cleanups of two major petroleum sites had not yet started, and a multitude of smaller BRAC “gray sites” and Underground Storage Tank (UST) sites still required cleanup. All this, and Operational Closure was only one year away. Closure of NAS Cecil Field, Florida (BRAC 1993) would culminate with the “hot turnover” of the flightline parcel to the Jacksonville Port Authority (JPA). A “hot turnover” would mean direct hand-off of over 6,000 acres of flightline assets from Commander in Chief, Atlantic Fleet to the JPA, thereby eliminating the need for Southern Division, Naval Facilities Engineering Command to assume caretaker responsibilities for this coveted property. The Navy would turn this valuable asset over to the community in the shortest possible timeframe. This transfer was a major goal for the Navy and a high priority for the JPA. This vision remained a key focus, even though a substantial amount of environmental cleanup remained.

Faced with the reality that not all necessary cleanup of the sites on the flightline parcel

would be completed by the scheduled transfer date, the Navy began looking for ways to make the hot turnover of the flightline happen. Early discussions of pursuing a covenant deferral request to facilitate an early transfer were not enthusiastically received by the JPA or the regulatory agencies involved with the cleanup of Cecil Field. Early transfer was a new concept that had not yet been successfully accomplished by the Navy and too many concerns existed to make this a viable option. The Navy did not consider simply leasing the flightline to JPA acceptable, since the primary goal was to transfer the property from Navy ownership, and JPA was extremely interested in taking title of the property as soon as Cecil Field ceased operations as a Naval Air Station.

It became apparent that the only way to put the entire flightline into the JPA’s hands was to “carve-out” the sites where environmental work remained and to lease those areas. A combination Finding of Suitability to Transfer (FOST)/Finding of Suitability to Lease (FOSL) was used. This enabled the

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BRAC Talk

Environmental Base Realignment
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Overhead view of the Cecil Field flightline.

"Hot turnover" *continued from page 1*

Navy to transfer by deed approximately 95% of the flightline and allow the JPA to take control of the entire flightline. Supporting this FOST/FOSL approach, an Environmental Baseline Survey to Transfer (EBST) was developed to describe the environmental condition of the entire flightline parcel. The FOST described those areas found suitable for transfer, and the FOSL described those areas requiring additional cleanup, based on the EBST.

The BRAC Cleanup Team (BCT) reviewed the condition of all the sites and agreed on the extent of the area that had to be "carved out" of the JPA parcel. Each of these sites was surveyed to provide a legal description of the areas not included in the transfer. This information was provided to the Land Management Department for inclusion in the deed. The Environmental and

Legal Departments streamlined the internal reviews of the transfer documents and the BCT conducted an on-board review of the transfer documents to support the short timeline for completion of the documents necessary to meet the scheduled transfer date. Land Management also streamlined the review and approval process to greatly reduce the amount of time required to approve a transfer.

As a result of the commitment and teamwork of the Navy, regulators and support contractors, the FOST/FOSL was signed August 13, 1999 and the transfer of the flightline was accomplished on schedule. This was a major victory for the Navy and a tremendous gain for the JPA and the City of Jacksonville.

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New DSMOA funding process

The following letter was sent to States participating in the *Department of Defense and State Memorandum of Agreement (DSMOA)* Program. *DSMOA* is an agreement between DoD (Military Departments) and a state for the planning, estimating and reimbursement by DoD for state oversight costs in the cleanup program, and is administered for DoD by the Army Corps of Engineers.

The letter announces a new Cooperative Agreement (CA) process for budget planning. A CA covers a two-year period from July 1 through June 30 of year two. State funding associated with future CA's will no longer be tied to BRAC Caps. BRAC Caps were legal limits on total annual discretionary spending. They were calculated at 1% for DERA* and 1.5% for BRAC of the estimated total cleanup costs (CTC) from the most current Annual Report to Congress. The new CA process is designed to improve cost estimating and will also help control DSMOA costs within the Services.

*Defense Environmental Restoration Account



ACQUISITION AND
TECHNOLOGY

OFFICE OF THE UNDER SECRETARY OF DEFENSE

3000 DEFENSE PENTAGON
WASHINGTON DC 20301-3000

OCT. 06 1999

Dear DSMOA State Representative:

Under the Department of Defense and State Memorandum of Agreement (DSMOA) Program, reimbursement for your support above certain lifetime caps requires a waiver from my office. The new Cooperative Agreement (CA) Guide process will provide a more effective means for estimating and controlling DSMOA costs; consequentially, this new process will replace the cap beginning in FY00.

The new CA process, with its six-year state funding profiles, will be an effective tool to track and control costs in the DSMOA program. The CA Guide relies on functioning partnerships. Because DoD and the states build their budgets together, each party knows what is expected, and how much funding will be available for current and future cleanup activities. This will reduce the likelihood of exceeding available funds. If a state needs additional funds, it should submit a written request to the DSMOA Program Office as early as possible, explaining why additional funds are needed. In no event should a state incur additional costs without prior approval by the DSMOA Office.

I look forward to the continuation of our valuable partnership in environmental cleanup through the DSMOA program. If you have any questions regarding this policy, please contact Ms. Mary Raguso with my office, 703-697-9106, or Mr. Paul Lancer, DSMOA Program Office at the U.S. Army Corps of Engineers, at 202-761-8884.

Sincerely,

Gary D. Vest
Acting Deputy Under Secretary of Defense
(Environmental Security)

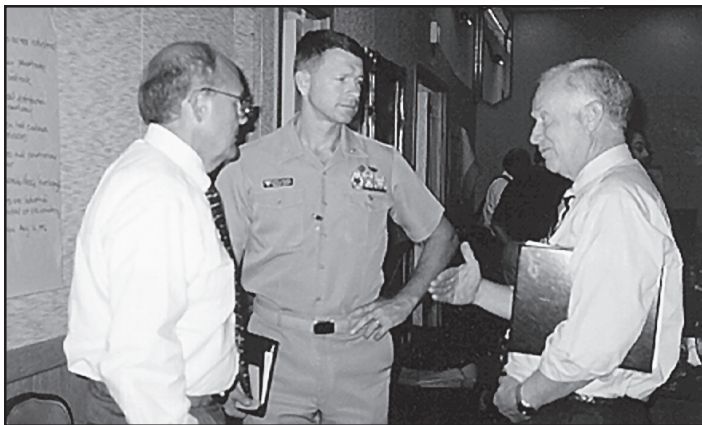
Environmental Security  Defending Our Future

Overcoming the Barriers

Identifying and overcoming barriers to success

Transfer by when!? Sometimes the obstacles that get in the way of progress seem to be overwhelming. Identifying and overcoming these barriers to success was the focus of the Base Realignment and Closure (BRAC) Strategy Workshop hosted by Southern Division, Naval Facilities Engineering Command (NAVFAC) on August 4 and 5, 1999 in Charleston, South Carolina.

Eight BRAC project teams within Southern Division's area of responsibility were invited to participate in this two-day workshop: Naval Air Station (NAS) Dallas ; Naval Training Center (NTC) Orlando; Naval Air Station Cecil Field; Naval Air Warfare Center (NAWC) Indianapolis; Naval Surface Weapons Center (NSWC) Louisville; Charleston Naval Complex; Naval Air Station Memphis; and Naval Air Station Glenview . Each team, comprised of the key stakeholders for the facility, includes Navy, State, Environmental Protection Agency (EPA), and Contractor representatives. Each team is empowered to adjust their membership to match the team's situation. As an example, the NAS Dallas team includes a City of Dallas representative as an official core team member because they are the property owner and, therefore, a major stakeholder. Management representatives from most of the stakeholder organizations also participated in the forum. This included State representatives from Florida, South Carolina, Texas, Kentucky, Illinois, and Indiana and EPA representatives from Regions 4, 5, and 6.



Earl Baham (Land Management Department Head), Captain Greg Shear (Executive Officer), and Sid Allison (Environmental Department Head), all from Southern Division, Naval Facilities Engineering Command, discussing the outcome of the workshop.

Southern Division recognized that these teams were under a lot of stress to meet mandated schedule commitments. Captain Greg Shear, Southern Division's Executive Officer, set the stage for the workshop by challenging the teams to develop creative solutions, take reasonable risks, and work together to be in a position to transfer all property before the end of September 2001. At the end of fiscal year 2001, the funding for environmental work at BRAC bases expires and funding for any future work will be in direct competition with all other Navy environmental funding needs. Dr. James Wright, NAVFAC; Jon Johnston, EPA Region 4; and James Ferro, Southern Division, discussed the current realities of BRAC, one Region's perspective of BRAC, and early transfer options, respectively. Jon Johnston noted that the Navy's deadlines were unrealistic but very real. Workshop moderator, Rick Davis of Southern Division, then asked each team to think about three questions:

1. Based on your current project schedule, what key barriers do you see in meeting the Finding of Suitability to Transfer (FOST) dates?
2. What potential solutions do you see to overcoming some or all of these barriers?
3. Do you have any lessons-learned that may be helpful for the rest of the teams to know about?

A breakout session ensued to allow each of the teams to work through these questions on their own. Some teams dissected their schedule item by item to determine if anything would prevent them from meeting their commitments. Other teams created a list of what they believed were their "pinch points" using the brainstorming technique. The group reconvened and each team presented their results to the management representatives and the other BRAC project teams for discussion and comment.

Many of the potential roadblocks identified by the teams had solutions manageable within the team. The key was taking the time to look ahead for barriers before they became real, then developing a work-around plan. Transitioning of contractors, incremental transferring of property being delayed until underlying groundwater contamination could be addressed, and lengthy document review times were some of the items that teams felt they could tackle and solve effectively on their own.

Nine issues were identified as beyond the control of the project teams. Some were specific to only an individual team while others were more global. The items, listed by general topic, were prioritized as follows:

1. Land use controls implementation (the Navy must assure regulators that the Land Use Controls (LUCs) are implementable)
2. Issues with specific Local Reuse Authorities (LRAs); some will not accept land use controls or early transfer
3. Resource Conservation and Recovery Act (RCRA) permit issues
4. FY00 funding limitations
5. Offsite contamination migrating onto Navy property
6. Converting from a Cost Plus Award Fee contract to a Fixed-Price contract at one facility
7. A utility company becoming involved as a stakeholder at one facility
8. Changing cleanup levels
9. Residual petroleum contamination (sometimes cleanup goals for property transfer differ from cleanup goals for reuse)

Subsequently, the management representatives discussed each item and initiated some of the actions necessary to move towards resolution.

In addition, presentations of the lessons learned during the property transfer at NAS Key West and at NAS Glenview were made.

Dudley Patrick, Southern Division Remedial Project Manager (RPM) for **Key West**, credited much of the Key West team's success with team chemistry. Some specific tips:

- keep the BRAC Closure Team (BCT) to a manageable size (6 to 8 people)
- address issues, not persons
- address outcomes up front
- make full use of the skills around the table
- assign meaningful action items
- consider all stakeholder needs up front
- work closely with the Navy's real estate representatives
- work closely with the LRA
- keep focused on the missions
- document/celebrate successes

Steve Nussbaum from the Illinois EPA and Gary Schafer from EPA Region 5 related the reasons for success at **Glenview**. They had a strong Navy BRAC Environmental Coordinator (BEC) and RPM; they had highly valued property; they had strong contractor project managers who communicated well and provided quality documents; they had the support of the Commanding Officer from the start; and they had an LRA with a stable reuse plan.



The NAWC Indianapolis Team hard at work.

Other tips from the Glenview team:

- establish some incentive for lease holders to give up their lease (i.e., incremental leases)
- rely on the EPA and state representatives to help solve problems (i.e., trust that the regulators will come back with all options, not just the one that the regulators want)
- involve and understand the LRA
- develop master sampling plan documents
- develop base-wide background numbers
- agree on screening criteria
- work closely with real estate
- empower responsible and skilled project team members
- have the BCT interact with a Restoration Advisory Board (RAB) that is comprised of key community members
- establish open communication with the LRA

This forum enabled these BRAC project teams to:

1. Understand Southern Division's funding constraints, goals, and deadlines.
2. Take the time to identify issues that might have caused them not to meet their commitments.
3. Create work-around plans for the issues within their control.
4. Identify directly to management the issues that require higher level intervention.
5. Share lessons learned among the teams.
6. Provide Southern Division management with insight as to where their money will "buy" the most progress.

This workshop was just one step in the right direction. These project teams and management representatives still have quite a few challenges ahead of them before celebrating the successful transfer of all Navy-owned BRAC property on September 30, 2001.

For more information, contact Debra Wroblewski at Tetra Tech NUS, Inc., wroblewskid@ttnus.com

BRAC Talk on the Internet



Don't forget! All BRAC Talk issues are posted on the Internet in an Adobe Acrobat PDF (Portable Document Format) file at: www.navfac.navy.mil/brc/links/navalst.htm

Speaking of surfing,

NAVFAC BRAC Program

www.navfac.navy.mil/brc/

Public information including introduction, mission, roles and responsibilities, history, and accomplishments of the Naval Facilities Base Realignment and Closure Program.

DoD BCTO website move

<http://emissary.acq.osd.mil/oea/home.nsf>

New address for the DoD Base Closure and Transition Office website; Office of Economic Assistance (OEA), Defense Assistance.

BRAC Cleanup Plan Abstract Analysis

www.dtic.mil/envirodod/brac/publish.html

The FY98 BCP Abstract Analysis is DoD's summary of the environmental restoration status at 205 BRAC-funded cleanups.

BRAC Cleanup Team (BCT) Directory

www.dtic.mil/envirodod/brac/bct-cont.html

Contact info, similar to the BRAC Talk insert "BRAC Cleanup Contacts," for all of DoD, not just Navy



Naval Facilities Engineering Command's Navy & Marine Corps Site Cleanup Conference

15-17 February 2000

Embassy Suites Resort at Mandalay Beach
2101 Mandalay Beach Road
Oxnard, CA 93035

RESERVATIONS
(800) 362-2779
800-EMBASSY

VOICE
(805) 984-2500

FAX
(805) 984-8339

- **Get the Washington Perspective**
- **Get the latest from our technical workgroups**
- **Find out who will be NAVFAC's Restoration Employees of the Year**
- **Get training and information you just can't get anywhere else**

The purpose of the conference is to promote information exchange and fast-track cleanup of the Navy's past hazardous waste sites.

The target audience is Remedial Project Managers (RPMs) and their supervisors involved in the cleanup of Navy and Marine Corps bases (BRAC and non-BRAC).

This year, presentations will be posted on the NAVFAC Intranet and electronic (PowerPoint slides projected from a computer). No hard copy hand outs of presentations will be made. Instead, a CD of conference proceedings will be mailed to attendees after the conference. RPMs should check with their supervisors for details on making a presentation at the conference. All PowerPoint slide shows must be received by 28 January 2000.

For more information, contact Joyce Patterson at:

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Naval Station Brooklyn cemetery reuse being developed

Research conducted during 1999 for the U.S. Navy by an independent archaeologist indicates that at least 517 unmarked burials of military personnel, dependents, and civilians may still remain in the former Naval Hospital Cemetery at Naval Station Brooklyn, New York (BRAC 1988).

The Naval Hospital Cemetery operated from 1831 to 1910. Naval Station Brooklyn, a 28-acre facility, closed in 1993. During the base closure and disposal process, the Navy was made aware of community and civic concerns regarding the possibility of burials remaining in the 1.7-acre Naval Hospital Cemetery. Preliminary information indicated that all burials in the cemetery were relocated to a Veterans' Administration cemetery on Long Island in 1926.

To further investigate these community concerns, the Navy conducted three cultural resource evaluations, in 1990, 1994 and 1997. The effort was captured in the study, *State of the Research, Naval Hospital Cemetery, NAVSTA Brooklyn Historical Documentation 1999* that more fully addresses the nature and magnitude of the issues surrounding the cemetery. The primary goal was to determine, if possible, the number, name, rank/rate, and other information

on any burials at the cemetery that were not documented as being removed in 1926.

The research suggested that a number of contributing factors resulted in burials not being documented as removed from the Naval Hospital Cemetery; most important were the poor condition and/or non-existence of grave markers, lack of accurate plot plans, and clerical errors.

The Executive Summary of the current study and lists of names may be found on the Internet at www.efdnorth.navfac.navy.mil

Since 1993 the Naval Facilities Engineering Command has been working with the City of New York and the local community to develop a reuse plan and complete environmental cleanup. Transfer the property to the city is expected in 2000. Covenants in the deed will ensure the cemetery is maintained appropriately to honor the Sailors and Marines who remain buried there.

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petersje@efllant.navfac.navy.mil*

DUSD (Installations) BRAC Conference

The Office of the Deputy Under Secretary of Defense (DUSD)(Installations) BRAC Conference, set for 13-14 March 2000, will focus on Economic Development. The conference will be held in downtown Boston, Massachusetts at the Boston Park Plaza Hotel and Towers: Monday 13 March is the plenary session. The morning of Tuesday 14 March is for the Services to meet with their communities. Thursday afternoon will be Service-only breakout sessions.

BRAC Talking

By Joyce Patterson



What was that address again?

Have you noticed that Internet addresses change? Homepage layouts change. Menus and option buttons change. You might expect a website to send you to a changed URL or show you a screen with a hyperlink to the changed URL. This won't always be the case.

Please keep this in mind when BRAC Surfing. Our last issue (Fall 1999, page 6) listed a few web addresses that were not working or had changed by the time you got your issue in the mail.

One more quick note - we are changing the frequency of our BRAC Cleanup Contacts insert. Instead of twice a year, we'll be doing it once a year, in the Fall (end of September).

Happy New Year,

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BRAC Installation web sites

Southwest Division Environmental Internet

Click on Restoration Advisory Boards

El Toro MCAS, CA
 Long Beach Naval Complex, CA
 Salton Sea Test Base, CA
 San Diego NTC, CA
 Tustin MCAS, CA

<http://www.efdswnavfac.navy.mil/Pages/Envrnmf1.htm>

Southern Division Intranet BRAC

Disposal schedules for SOUTHDIV BRAC sites

<http://204.4.86.119/disposal>



Non-Navy Sites

Adak NAF, AK
 Alameda NAS, CA
 Annapolis NSWC, MD
 El Toro MCAS, CA
 Long Beach NSY, CA
 Mare Island NSY, CA
 Mare Island NSY, CA
 Memphis NSA, TN
 Moffett Field, CA
 Orlando NTC, FL
 Philadelphia NSY, PA

<http://www.adakisland.com/>
<http://www.ci.alameda.ca.us/bagnet/>
<http://www.davidtaylorannapolis.com>
<http://eltoroairport.org/index.html>
<http://home.att.net/~drydock-1/index.html>
<http://www.geocities.com/SouthBeach/Boardwalk/5147>
<http://209.21.13.19/mareisland/>
http://www.zaptek.com/millington/base_reuse.html
<http://george.arc.nasa.gov/jf/mfa/>
http://cityinter.ci.orlando.fl.us/departments/planning_and_development/ntc.html
http://members.xoom.com/ex_Yardbird

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