

Charting the Course to Cleanup and Reuse



***Lessons Learned in Successful
LRA and BCT Coordination***

Lessons Learned

Communication:

- Open, honest, and frequent communication among the BCT and the LRA is critical to building trust and an understanding of each other's perspectives.
- The Base Transition Coordinator can play an integral role in facilitating free-flowing communication between the BCT and the LRA.
- An informed and involved community allows for a smoother BRAC transition. BCTs and LRAs should tailor their messages and the medium of communication to their target audience.

Mutual Understanding and Conflict Resolution:

- BCTs and LRAs need to recognize and respond to each other's needs and limitations. If one party cannot meet another's request or demand, that party should explain *why*.
- Focus on the issues at hand, not the conflict. Participants in the BRAC process need to accept that conflicts will arise and work to resolve the issues appropriately.

An Efficient Process and Innovative Tools:

- Early involvement of the LRA leads to a more successful and smoother transition.
- Creativity can save time and money. BCTs and LRAs can capitalize on opportunities by pooling their resources and looking for mutual benefits throughout the process.
- All parties should use good management practices to adapt the BRAC framework to meet their needs.

This brochure was made possible through the efforts of the BCTs and LRAs that have already charted the course to cleanup and reuse. We want to acknowledge and thank those installations that provided input and the BRAC Environmental Work Group members who assisted us in developing this brochure.

INTRODUCTION

The Base Realignment and Closure (BRAC) process often causes significant changes in communities adjacent to closing or realigning installations. To ensure a smooth transition, the Department of Defense (DoD) encourages teamwork between BRAC Cleanup Teams (BCTs) and Local Redevelopment Authorities (LRAs). By working together, these two groups can better achieve their respective goals of safe and protective cleanup and successful property reuse while minimizing disruption in the surrounding community.

Base transition is a learning experience for all parties involved. Across the country, BCTs and LRAs have discovered the challenges and rewards of integrating environmental cleanup with local land reuse efforts. Those that have developed productive “business partnerships” have been best able to serve their communities and successfully navigate the BRAC process to cleanup and reuse success. The course to success is sometimes rough, but BCTs and LRAs that coordinate and communicate effectively find that it is easier to maneuver through the process together.

This brochure highlights lessons learned and offers specifics on accomplishments of particular BCTs and LRAs in tackling the challenges associated with closure, cleanup, redevelopment, and real property transfer. The following accounts were gleaned from interviews with personnel from a number of BRAC bases. Three themes for successful BRAC coordination emerged from the interviews:

- *Communication*
- *Mutual understanding and conflict resolution*
- *Efficient process and innovative tools.*

⇒ Theme
⇒ Lesson Learned
⇒ Best Practice

Each theme has corresponding “lessons learned.” Each lesson is then illustrated through best practices that show how individual installations have effectively integrated that lesson into their cleanup and reuse efforts.

The best practices in this fact sheet represent only a sample of the many innovative solutions in use at BRAC installations. We hope that the lessons detailed in this brochure, from bases that have successfully integrated cleanup and reuse priorities, can help readers identify areas for improvement at their BRAC locations and serve as lessons learned for potential future BRAC rounds.

Navigating the BRAC Process

BCTs and LRAs need to work as a team to integrate cleanup and reuse much like sailors work together to sail a boat to its destination. The boat’s sails represent the BCT and LRA, which work in tandem; if these sails—or organizations—do not work with each other, neither will be effective. The BRAC process of cleanup and reuse can either be smooth sailing or rough waters. The compasses throughout the text denote lessons learned, while lighthouses direct the boat through each theme to the desired destination of completed redevelopment for the installation.



Lessons Learned...

- **Open, honest, and frequent communication between the BCT and the LRA is critical to building trust and an understanding of each other's perspectives.**
- **The Base Transition Coordinator can play an integral role in facilitating free-flowing communication between the BCT and the LRA.**
- **An informed and involved community allows for a smoother BRAC transition. BCTs and LRAs should tailor their messages and the medium of communication to their target audience.**



Open, honest, and frequent communication between the BCT and the LRA is critical to building trust and an understanding of each other's perspectives.

BCT and LRA members should develop solid working relationships that enable them to be well informed of one another's actions. An effective working relationship involves regular communication beyond what occurs at formal meetings. There is no prescribed method for communicating effectively. Some find that informal telephone calls and e-mails work for them, while others prefer to share office space. However, as the best practices below illustrate, well-structured LRAs with an established liaison to the BCT form effective two-way communication on cleanup and reuse issues.

Letterkenny Army Depot, Franklin County, PA

At Letterkenny, the LRA Executive Director meets regularly with the BCT to discuss issues of mutual interest. This continual high-level communication provides the BCT with first-hand information on reuse priorities and gives the LRA the same type of information on cleanup.

Rickenbacker Air National Guard Base, Columbus, OH

The LRA at Rickenbacker has hired consultants to help its members and the local community understand the complex issues associated with cleanup and reuse. The consultants speak directly to the BCT on behalf of the LRA; this ensures that the BCT is aware of the LRA's reuse priorities, and vice versa.



The Base Transition Coordinator (BTC) can play an integral role in facilitating free-flowing communication between the BCT and the LRA.

The BTC serves as an on-site DoD point of contact for the community and a liaison between the BCT and the LRA to facilitate cleanup and property disposal. While the level of involvement of the BTC varies across installations, the BTC can serve as a bridge between the BCT and the LRA when differing perspectives, contentious issues, or a lack of mutual understanding create obstacles to the process.

Army Materials Technology Laboratory (AMTL), Watertown, MA

The BTC at AMTL plays a vital role in fostering meaningful communication between the BCT and LRA. By attending all BCT and LRA meetings, the BTC clearly communicates to each group the other's needs and concerns.



Informed and involved stakeholders allow for smoother reuse and cleanup. BCTs and LRAs should tailor their messages and the medium of communication to their target audience.

Environmental cleanup and reuse issues are often complex. BCTs and LRAs consist of individuals with different technical backgrounds and specialties. Additionally, within the BRAC framework, BCTs and LRAs have different functions and priorities. Communities adjacent to BRAC installations are even richer in diversity. In light of the differences between each of these groups and the community surrounding each installation, BCT and LRA staff should be careful to use the appropriate terminology and level of detail for each audience. They should also make sure that the audience has the background information it needs to understand the information.

Risk communication is a tool for differentiating actual risk from perceived risks. For example, communities may want a site to be cleaned to residential levels even if the property will not be used for this purpose. The installation can use risk communication techniques to explain that the actual risks present do not endanger the community based on future land use.

Army Materials Technology Laboratory, Watertown, MA

One way of informing the community about the condition of the property is to host a Restoration Advisory Board (RAB) meeting or other community meeting on installation property. By having RAB meetings on the base, personnel at AMTL were able to make community members more comfortable with the condition of the installation. AMTL had to overcome a great deal of skepticism because the installation had been a restricted area in the center of Watertown for more than 175 years. However, because of the on-site meetings and informational tours of the remediation areas, residents became more comfortable with the environmental condition of the property and came to realize that it did not pose a hazard to them.

In addition to RAB or community meetings, some installations have open houses or poster sessions. One installation hosts information fairs with poster sessions in a local shopping mall to explain cleanup and closure issues to the community. At these fairs, an installation representative stationed at each poster explains a particular issue in non-technical terms. This gives local citizens a chance to ask questions and to speak with someone knowledgeable of the cleanup, on a one-on-one basis.

For more information on each stakeholder's role and how to better integrate your community's needs with a RAB, see the fact sheet, *Updating Your RAB to Meet BRAC Needs*, which is available on the Web in the publications section of DoD's Environmental Cleanup web page at <http://www.dtic.mil/envirodod/envdocs.html>.



***“A team approach of shared common goals
is the most effective means by which
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MUTUAL UNDERSTANDING AND CONFLICT RESOLUTION



Lessons Learned...

- **BCTs and LRAs need to recognize and respond to each other's needs and limitations. If one party cannot meet another's request or demand, that party should explain *why*.**
- **Focus on the issues at hand, not the conflict. Participants in the BRAC process need to accept that conflicts will arise and work to resolve the issues appropriately.**



BCTs and LRAs need to recognize and respond to each other's needs and limitations. If one party cannot meet another's request or demand, that party should explain *why*.

An important component of the BRAC process is to effectively integrate cleanup and reuse priorities. Experience shows that a community's redevelopment needs may change throughout the process as redevelopment prospects come and go. An installation's BCT and LRA must listen to each other, be responsive to each other's needs, and understand that the other group may have limitations in what it can do or achieve. The two parties also must continually inform each other of changes and respond appropriately to changing priorities. To have a constructive relationship, the LRA and BCT must be forthright and clear with each other.

Conflicts concerning decisions about specific land uses and cleanup levels for BRAC property often arise. While DoD is responsible for making cleanup decisions, the LRA is responsible for developing a reuse plan that includes proposed land use. DoD policy states that cleanup decisions will, "to the extent reasonably practicable," attempt to facilitate the land use stated in approved community reuse plans. Cleanup decisions and reuse decisions must be made in close coordination with each other, early in the cleanup process, and need to consider the past use of the property, fiscal and technical practicalities, and the desired future land use. DoD officials, regulators, RABs and LRAs must work closely together to reach

cleanup and reuse decisions that are both compatible and practicable. DoD will do its utmost to have property “environmentally suitable for transfer” in the time frame to meet the LRA’s reuse needs. While the BCT strives to support the desired reuse, cleanup to the extent desired by the LRA may not be practicable or technically possible in all cases. BCTs and LRAs need to work in partnership to strike the right balance between reuse and cleanup decisions.

To facilitate this needed communication, DoD has created a remedy and reuse matrix tool to help BCTs and LRAs communicate about the complex issues related to restoration and reuse of contaminated sites. For additional information, see the fact sheet, *Guide to Assessing Reuse and Remedy Alternatives at Closing Military Installations*, available on the Web in the publications section of DoD’s Environmental Cleanup web page at <http://www.dtic.mil/envirodod/envdocs.html>.

Stratford Army Engine Plant, Stratford, CT

At Stratford Army Engine Plant, the LRA originally wanted the Army to demolish all buildings on the site. However, the Army determined that this was inconsistent with BRAC environmental requirements and the cost of demolition was not an allowable environmental expense. The BCT explained why it could not fulfill the LRA’s original request, and the LRA, consequently, revised its reuse plan.

Army Materials Technology Laboratory, Watertown, MA

At AMTL, the initial goal of the LRA was to have the property cleaned to residential use standards. In working hand-in-hand with the BCT, the LRA realized the technical and financial limitations on restoration and the consequent limits on reuse. With the help of the BCT, the LRA was able to revise its reuse requirements so that they were more realistic and still allowed for safe, beneficial, and profitable redevelopment by the community. Commercial use turned out to be the most realistic and economically viable option.



Focus on the issues at hand, not the conflict. Participants in the BRAC process need to accept that conflicts will arise and work to resolve the issues appropriately.

BCT and LRA members who recognize the importance of avoiding adversarial stances find that they are more successful in communicating and achieving their goals. Closing, cleaning up, and redeveloping installation property is no small task. Because of the nature of the work, participants must make compromises along the way. In an effort to reach the best solution, candid dialogue sometimes leads to heated discussions. Disagreement often stems from differing perspectives. By recognizing this and taking appropriate action, the BCT and the LRA can avert a stalemate. It is important to prevent these conflicts from being detrimental to communication or interrupting the dialogue.

Here is one tip that has been put into use at many successful installations:

Refocus—approach the issue from a different angle, for example, that of a community member, a former employee of the military base, or a prospective developer.

Fort Devens, Fort Devens, MA

At Fort Devens, when a controversial issue is on the table, the BCT and the LRA use a third-party facilitator at meetings. The LRA (Massachusetts Development) and the BCT coordinate closely on the redevelopment plans for parcels. Several Finding of Suitability to Transfers (FOSTs) were expedited to meet urgent redevelopment requirements. In some cases, property was made available earlier by using cleanup levels appropriate for the proposed reuse. Overall, this cooperative effort has accelerated cleanup and closure of the Fort Devens and allowed for rapid redevelopment of the town.



“A team approach of shared common goals is the most effective means by which to accelerate cleanup.”

AN EFFICIENT PROCESS AND INNOVATIVE TOOLS



Lessons Learned...

- **Early involvement of the LRA leads to a more successful and smoother transition.**
- **Creativity can save time and money. BCTs and LRAs can capitalize on opportunities by pooling their resources and looking for mutual benefits throughout the process.**
- **All parties should use good management practices to adapt the BRAC framework to meet their needs.**



Early involvement of the LRA leads to a more successful and smoother transition.

LRAs and BCTs that work together from the beginning of the BRAC process establish a greater level of trust, achieve better coordination, and effectively integrate cleanup with reuse priorities. Before a BCT can respond to the reuse priorities of the LRA, the LRA must organize itself and coordinate with its community constituents to determine realistic redevelopment priorities. LRAs encounter fewer obstacles in seeking responses to their redevelopment needs when they are organized early in the process. Such early organization ensures that the LRA's needs are voiced throughout the process.

Glenview Naval Air Station, Glenview, IL

Several factors have allowed the expeditious and well-coordinated cleanup and reuse of property at Glenview. The Village of Glenview involved itself early in the BRAC process and developed an exceptional level of trust between the Navy and the Glenview community. The LRA formed as soon as the base was slated for closure and went to work immediately on its reuse plan. From the start, it has consistently maintained and worked toward its realistic redevelopment goals. The LRA has also benefited from continuity in personnel—key participants have been involved in the process since it began.



Creativity can save time and money. BCTs and LRAs can capitalize on opportunities by pooling their resources and looking for mutual benefits throughout the process.

While BRAC regulations and policies establish an overall framework for the closure process, there is flexibility in how the process is implemented. Cleanup and reuse are most effectively integrated when BCTs, LRAs, and the other community stakeholders establish an open dialogue and make use of all the avenues and tools collectively available to them. When BRAC stakeholders work together and pool their resources, cleanup and redevelopment run more smoothly and efficiently.

Fort Devens, Fort Devens, MA

When the LRA took control of the property at Fort Devens, it also took responsibility for the removal of the underground storage tanks (USTs). The LRA and the Army have a Memorandum of Agreement by which the LRA is responsible for UST removals and soil removals up to 100 cubic yards. The Army is then responsible for any required additional cleanup.

Oakland Fleet and Industrial Supply Center (FISC), Oakland, CA

At Oakland FISC, the Port Authority (the LRA) realized that the Navy's cleanup schedule could not accommodate its reuse plan. Therefore, the Port Authority worked with the Navy to assume responsibility for the cleanup. The Navy transferred the property to the Port Authority using early transfer authority with the Navy continuing to finance the cleanup performed by the Port Authority. This arrangement greatly expedited the redevelopment process by transferring FISC Oakland three years ahead of schedule.

Glenview Naval Air Station, Glenview, IL

The BCT and the LRA at Glenview capitalized on a mutually beneficial opportunity to integrate their work plans. The BCT obtained soil needed for backfill for a cleanup project from an area in which the LRA wanted to build a storm water retention lake. Thus, the LRA saved money and time on having the designated area cleared, and the BCT did not have to purchase the soil it needed to complete its other project.



All parties should use good management practices to adapt the BRAC framework to meet their needs.

Solid management practices are a part of any good business partnership. Innovative approaches to managing BRAC procedures and integrating cleanup and reuse have made a significant difference at certain installations. Some measures are small, some substantial, but all improve and expedite the process.

Griffiss Air Force Base, Rome, NY

At Griffiss, in an effort to keep the BCT informed about the work and priorities of the LRA, the LRA updates the BRAC Environmental Coordinator (BEC) on upcoming projects through 1- to 2-page proposals that include a map of the area in question.

Glenview Naval Air Station, Glenview, IL

Much to the benefit of the LRA, the BCT at Glenview established a land parcel matrix system. The matrix, which is updated monthly, facilitates ongoing communication by allowing the BCT and the LRA to obtain continual updates on each other's progress and schedule. The matrix allows the LRA to track the BCT's cleanup schedule and progress towards transferring parcels, while the BCT is made aware of the LRA's intended timeline for parcel reuse and transfer. The matrix also allows property to be properly grouped and regrouped into parcels for the most efficient transfer by deed. Making use of the land parcel matrix system, the LRA at Glenview implemented a successful approach to redevelopment—developing and marketing select portions of property. Once the property has a tenant, the LRA uses the funds obtained from that transaction to develop the next group of properties.

Stratford Army Engine Plant, Stratford, CT

The LRA at Stratford streamlined its BRAC process by implementing a policy of submitting draft documents to the BEC for information. The BEC is made aware of the community's reuse priorities earlier in the process. The earlier the BCT can become aware of the LRA's needs, the earlier it can shift cleanup priorities and sequencing of work to better meet the community's needs.

Fort Devens, MA

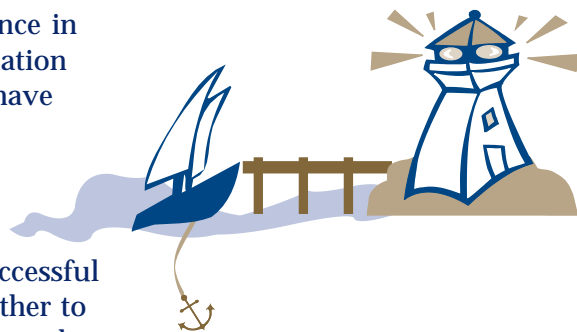
The LRA at Fort Devens works closely with the Devens Enterprise Commission (DEC). The DEC established a "one stop processing center" for new tenants in the area. This process allows tenants to complete all the necessary paperwork and permitting at one time, thereby easing the transition of new commercial developers into the area. In working with the DEC, the LRA at Fort Devens has formed a partnership that strengthens its redevelopment efforts.



“A team approach of shared common goals is the most effective means by which to accelerate cleanup.”

CONCLUSION

Installations that have achieved excellence in BCT-LRA coordination deserve appreciation and recognition. In this brochure, we have shared the successes of some of the installations we interviewed. There is no one way for BCTs and LRAs to achieve their respective goals of protective and efficient cleanup and successful reuse. BCTs and LRAs must work together to reach these goals. Their success hinges on the quality of communication and coordination between them. The opportunities to integrate cleanup and redevelopment efforts are numerous. BCTs and LRAs that are working together are capitalizing on these opportunities and charting a course to joint success.



The best practices highlighted in this brochure are an excellent resource for other BCTs and LRAs looking for innovative and proven ways to improve their own working relationships. Stakeholders in the BRAC process can learn much from one another's experiences. We encourage BCT and LRA members to reach out to their counterparts at other installations in their efforts to put BRAC property back to productive reuse. The practices illustrated here are drawn from a limited number of installations; we also recommend you visit the publications section of DoD's Environmental Cleanup web page at <http://www.dtic.mil/envirodod/envdocs.html>, particularly the BRAC section, for other tools and resources that may be helpful to your installation.

Tools and Resources

General Background

- *DoD Base Reuse Implementation Manual*: <http://emissary.acq.osd.mil/oea/home.nsf> (especially Chapter 2 - The Base Reuse Process Overview)
- *Overview of the Fast-Track Cleanup Program*: <http://www.dtic.mil/envirodod/envdocs.html>
- *Fast Track Cleanup at Closing Installations*: <http://www.dtic.mil/envirodod/brac/publish.html>
- *Fast Track to FOST: A Guide to Determining if Property is Environmentally Suitable for Transfer*: <http://www.dtic.mil/envirodod/brac/publish.html>
- *BRAC Cleanup Plan Guidebook*: <http://www.dtic.mil/envirodod/brac/publish.html>
- *Community Guide to Base Reuse*: <http://emissary.acq.osd.mil/oea/home.nsf>

Communication

- *Keys to Opening the Door to BCT Success*: <http://www.dtic.mil/envirodod/brac/publish.html>

An Efficient Process and Innovative Tools

All of the following documents are found on DoD's Environmental Cleanup Web Page (<http://www.dtic.mil/envirodod/envdocs.html>) unless otherwise noted:

- *A Guide to Assessing Reuse and Remedy Alternatives at Closing Installations*
- *DoD Future Land Use Policy*
- *Early Transfer Authority*
- *A Guide to Establishing Institutional Controls at Closing at Closing Military Installations*: <http://www.dtic.mil/envirodod/brac/publish.html>
- *Institutional Controls - What They Are and How They Are Used*
- *Using CERCLA ARAR Waivers in BRAC Cleanups*
- *Expediting BRAC Cleanups Using CERCLA Removal Authority*

Other Useful Web Pages:

- Nationwide directory of the BCT members: <http://www.dtic.mil/envirodod/brac/bct/>
- Office of Economic Adjustment Web Page: <http://emissary.acq.osd.mil/oea/home.nsf>
- U.S. EPA Federal Facilities Restoration and Reuse Office: <http://www.epa.gov/swerffrr/>
- U.S. Army Base Realignment and Closure: <http://www.hqda.army.mil/acsimweb/brac/braco.htm>
- Naval Facilities Engineering Command Base Realignment and Closure: <http://www.navfac.navy.mil/brc/>
- Air Force Base Conversion Agency: <http://www.afbca.hq.af.mil/>

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Charting the Course to Cleanup and Reuse: Lessons Learned in Successful LRA and BCT Coordination was prepared by the Office of the Deputy Under Secretary of Defense (Environmental Security) with assistance from the DoD Office of Economic Adjustment, the Services, and the U.S. Environmental Protection Agency.



We welcome and invite your comments on this guide as we seek ways to improve the information provided. Please send comments to the following address:

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