

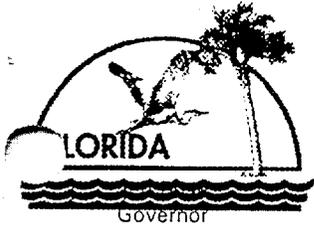
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LETTER REGARDING REGULATORY REVIEW AND COMMENTS ON DRAFT RECORD OF
DECISION AT OPERABLE UNIT 3 (OU 3) NTC ORLANDO FL
1/4/2000
FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION

Department of Environmental Protection

09.01.03.0013

00296



Twin Towers Building
2600 Blair Stone Road
Tallahassee, Florida 32399-2400

David B. Struhs
Secretary

January 4, 2000

Mr. Wayne Hansel
Code 18B7
Southern Division
Naval Facilities Engineering Command
P.O. Box 190010
North Charleston, South Carolina 29419-0068

RE: Draft Record of Decision, Operable Unit 3, Naval Training
Center, Orlando, Florida

Dear Mr. Hansel:

I have completed my review of the Draft Record of Decision (ROD) for Operable Unit 3 (OU-3), dated October 1999 (received October 19, 1999), prepared and submitted by Harding Lawson Associates. I have the following comments that should be addressed in the final ROD:

- (1) While the intended reuse of the properties at Study Areas 8 and 9, which comprise OU-3, is non-residential as stated in the ROD, it should be more accurately stated that the properties are to be restricted to recreational use only. The Interim Remedial Action conducted in April and May of this year was intended to remove contaminated soils to reduce risks to an acceptable level for a future recreational user.
- (2) The section on page 1-2 concerning institutional controls needs to be altered. The institutional controls discussed are those implemented at the time of property transfer when a deed is issued for the property, however, the Department does not believe that this property will be transferrable until a determination is made by the EPA that the selected remedy is operating properly and successfully. Since the attenuation of arsenic in groundwater by natural processes is a very slow process, it is doubtful that the property will be deemed suitable for transfer in the near future. Because of this, there needs to be a section identifying the mechanism the Navy will use to restrict land and groundwater use on the property until such time as the property has been deemed suitable for transfer. As groundwater monitoring of the site will be ongoing for the foreseeable future, I do not believe that this will be a difficult process for the Navy to implement. As part of the monitoring program, the

Navy or its contractor could identify whether restrictions on the property have been maintained.

- (3) Institutional controls on the property at the time of property transfer would be implemented through a restrictive covenant in the deed providing FDEP with a perpetual conservation easement that may be enforced in a court of competent jurisdiction or through other available remedies. The restrictions could be removed only through FDEP concurrence that groundwater cleanup target levels have been achieved or that soil contamination has been addressed to reduce risks to an acceptable level for residential use.
- (4) The institutional controls section concentrates solely upon groundwater use restrictions. A land use restriction to recreational use is also to be applied to the property. The Naval Detachment's soil removal left contaminated soils in place at Study Area 8 and Study Area 9 that exceed FDEP's residential and industrial soil cleanup target levels. Also, at Study Area 8, soils that exceeded the recreational soil cleanup target level agreed to in the Memorandum of Agreement between the FDEP, the City of Orlando and the Navy, were left in place to the west of the fenced area adjacent to the wetlands. Further, it was agreed by the team to affect the wetland area as little as possible. Therefore, and because of the limited extent of this remaining contamination, this area was deemed suitable for recreational use.
- (5) The groundwater monitoring plan as proposed in the ROD does not appear to be acceptable. For the purpose of determining costs in the Feasibility Study, nine wells appeared to be a reasonable number of wells to monitor at each study area. However, I disagree that three upgradient, three source area and three downgradient wells per Study Area is a viable plan. The continued monitoring of six wells upgradient of the source areas seems wasteful and provides little benefit. While the occasional testing of an upgradient well could provide some useful information on background water quality, this could be accomplished with fewer wells and less frequent monitoring. The monitoring plan should concentrate more on wells that are contaminated. TetraTech is currently monitoring 14 wells at each Study Area.
- (6) Decreasing the monitoring frequency to annually after the first year before the data has been collected is not acceptable at this time. However, it is anticipated that, if after the first year, contaminant levels remain stable or show steady decrease, then the monitoring frequency could be decreased.

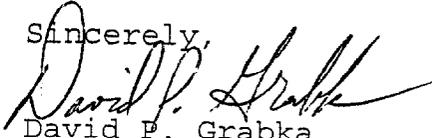
- (7) The rationale for removing target analytes in groundwater samples is flawed. Removing an analyte to be analyzed for on the basis of two rounds of a well testing clean for that analyte may be acceptable for some wells, but is not acceptable for downgradient wells. Analytes in downgradient wells are expected to remain below regulatory levels. The analytes to be tested for in downgradient wells are those detected above regulatory levels in upgradient wells.
- (8) Specific contaminant reduction target levels and specified time frames for those reductions should be proposed in the ROD for FDEP approval. (See comment 15)
- (9) The signature section on page 1-3 should be removed from the ROD. Only the Navy should be a signatory to this part of the ROD.
- (10) Figures 2-3 and 2-4 do not clearly show the areas excavated by the Naval Detachment in April and May of this year. The gray shaded areas do not stand out enough to show all areas excavated.
- (11) Section 2.5.3 should mention the Naval Detachment's removal actions of April/May 1999 for Study Area 8 as was done for Study Area 9. It may also be helpful at this point to place a reference here to Section 2.11.1 which describes the soil removal actions in more detail.
- (12) The last sentence in Section 2.5.3 is incorrect. Soils, which exceed soil cleanup target levels for recreational use, were left in place at Study Area 8. Because the exceedances were isolated, adjacent to and within a wetland, and the overall exposure to the area would be protective of recreational users, the soil was left in place. (See comment 4)
- (13) The ROD refers to the recent March 1999 groundwater sampling event and uses the results to bolster the case for the selected remedy, groundwater monitoring. However, the results from the more recent July/August 1999 groundwater sampling event were not mentioned in the ROD. If anything, the latest results have created doubts about the selected remedy and several statements made in the ROD. Arsenic contamination in well point OLD-08-14, adjacent to Lake Baldwin, contained arsenic and lead at levels exceeding Florida surface water quality standards. The herbicide MCPP was also detected in groundwater at concentrations exceeding its groundwater cleanup target level.
- (14) The statement in section 2.11.2 that the soil removal actions in 1997 and 1999 have improved groundwater quality

- has not been proven. In fact, based upon the July/August 1999 groundwater monitoring results, the opposite has been proven as arsenic concentrations in groundwater have increased overall from the March 1999 sampling event. It is possible that the soil removal operations disturbed the site and is the cause for the higher concentrations detected.
- (15) In section 2.8.1.1, it is stated that alternatives G-1 and G-2 may achieve action levels only after a sufficient period of time. This is too vague and subjective. A specific time frame should be stated so that as data is collected in the future, it may be reviewed to determine if concentrations will be reduced to acceptable levels within that time frame. The Department does not want to be involved in post-ROD discussions as to what is an acceptable time frame for aquifer recovery by natural processes.
- (16) Section 2.7.1.5 should be corrected to state that the substantive requirements of an NPDES permit administered by the EPA would be met. The FDEP does not have authority over NPDES permitting at federal facilities.
- (17) While I am not adverse to the selected remedy of monitoring groundwater for contaminant concentration reduction by natural processes, the conditions whereupon this remedy would be discarded and more active remediation selected, have not been adequately described. The selected remedy will remain acceptable only if there are no complete exposure paths that pose unacceptable risk. Exposure to soils and groundwater at the site are to be reduced through adequate institutional controls; exposure of aquatic biota to groundwater discharging to Lake Baldwin is to be monitored as part of the selected remedy to ensure that groundwater meets surface water criteria in wells adjacent to the lake.
- (18) The areas where land use and groundwater use controls are to be implemented have not been delineated in the ROD. The areas should be surveyed in and a site map provided showing those areas requiring institutional controls.
- (19) In section 2.6.1.1, Exposure Assessment, it is stated that the proposed land use scenario near Study Area 8 is multi-family residential and that an undeveloped recreational buffer zone bordering Lake Baldwin will encompass most of Study Area 8. A site map should be provided showing the future proposed land use for the area. The same should be provided for Study Area 9. Also, a map should be provided showing which portions of Study Areas 8 and 9 will be addressed by the developer in accordance with the Memorandum of Agreement between the City of Orlando and the Navy.

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- (20) A table should be provided listing the ARARs and TBCs that are to be achieved through the selected remedy. These would include, but not be limited to, regulations concerning groundwater, surface water and wetlands.
- (21) Most of the information supplied in the appendices should be summarized and provided in the body of the report.

If I can be of any further assistance with this matter, please contact me at (850)488-3693.

Sincerely,

David P. Grabka
Remedial Project Manager

cc: Barbara Nwokike, Navy SouthDiv
Nancy Rodriguez, USEPA Region 4
Richard Allen, HLA, Jacksonville
Steve McCoy, TetraTech NUS, Oak Ridge
Al Aikens, CH2M Hill, Orlando
Bill Bostwick, FDEP Central District

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