

COMMUNITY RELATIONS PLAN

**Indian Head
Naval Ordnance Station
Indian Head, Maryland**

November 1989

THE COMMUNITY RELATIONS PLAN: AN OVERVIEW

WHY A COMMUNITY RELATIONS PLAN?

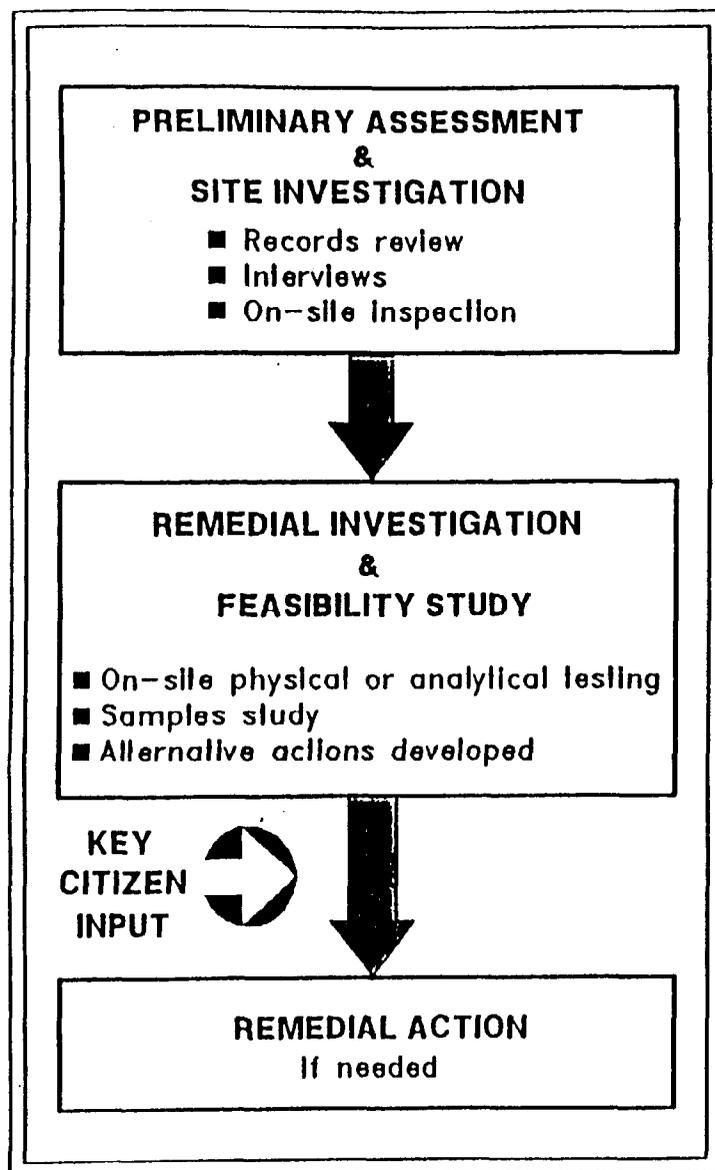
Since 1890, the United States Navy has used the site of the current Naval Ordnance Station at Indian Head to test munitions and manufacture propellants. In the process, large quantities of waste products and materials have been produced. Prior to the 1970s, burial of some of these materials was considered an acceptable means of disposal. More ecologically sound disposal practices have since been developed and are now Federally mandated. In response, the Navy has established a comprehensive, ongoing program to identify, evaluate, and remedy past disposal sites on Navy installations. This Community Relations Plan provides for community involvement in choosing the best clean-up solutions for specific sites that may be identified through this program.

The Navy's program to remedy past disposal sites, the Installation Restoration program, is part

of a much larger, nationwide effort by government, industry, and individuals to protect and restore the environment. Environmental concerns began re-shaping national policy in the early 1970s when environmental problems associated with the existing methods for disposing of industrial waste rose to national consciousness. In 1980, Congress passed an important piece of legislation -- the Comprehensive Environmental Response, Compensation, and Liability Act (known as CERCLA). The Installation Restoration program implements this law.

The Installation Restoration program is a comprehensive effort to assess past waste disposal practices and, as necessary, clean up past disposal sites to meet environmental standards. There are three major parts or phases: (1) a Preliminary Assessment and Site Investigation, (2) the Remedial Investigation and Feasibility Study, and (3) the Remedial Action.

...community opinions regarding the alternatives weigh heavily with the Station and regulators...



The object of the Preliminary Assessment and Site Investigation is to identify former disposal locations that warrant attention. Activities during this phase include interviews with current and past employees, on-site inspections, and a review of records. Recommendations of sites for further analysis are sent to the Environmental Protection Agency (EPA) and state regulatory agencies.

The Remedial Investigation confirms or rules out the presence of environmental conditions that require further study. During this investigation, on-site physical or analytical tests for suspected pollutants are conducted and samples are studied. On the basis of these tests, monitoring or clean-up of the site may be recommended. If so, alternatives for addressing the site clean-up are developed during the Feasibility Study.

It is at this point, the selection of a Remedial Action, that interested members of the surrounding community have a key role to play. Community members are encouraged to participate in the public meetings that are held at this time, since community opinions regarding the alternatives weigh heavily with the Station and regulators. Naturally, it is a knowledgeable, well-informed community that is best suited to play this important role.

The Naval Ordnance Station at Indian Head is currently involved in the Navy's Installation Restoration program to identify, evaluate, and clean up, as necessary, former waste disposal sites on Station property. This Community Relations plan will address any concerns that the Indian Head community may have during the Installation Restoration process and will help to prepare community residents for their role in the decision-making process. The plan is intended to keep nearby residents and community officials fully informed of planned and ongoing restoration program activities and to provide them with timely, factual information.

The plan is also designed to provide guidance to the Naval Ordnance Station's Public Affairs Officer on the community relations activities to be implemented during each phase of the Installation Restoration process. Revisions to the plan will be made as needed to address any new or changing community concerns.

The community relations activities planned are tailored specifically to the town of Indian Head and are designed to encourage two-way communication between members of the community and the Station. Planned activities enlist the support and cooperation of local officials and community leaders. These

individuals are thoroughly familiar with the Indian Head community and are committed to the community's best interests. They are a valuable resource in keeping the lines of communication open between the Station and nearby residents.

WHO HOLDS RESPONSIBILITY?

Commanding Officer Ed Nicholson, Indian Head Naval Ordnance Station, has implementation responsibility for the Community Relations Plan. Naval Facilities Engineering Command and its regional Engineering Field Division office, the Chesapeake Division, located in Washington, D.C., provides additional consultation and technical assistance.

STATION BACKGROUND

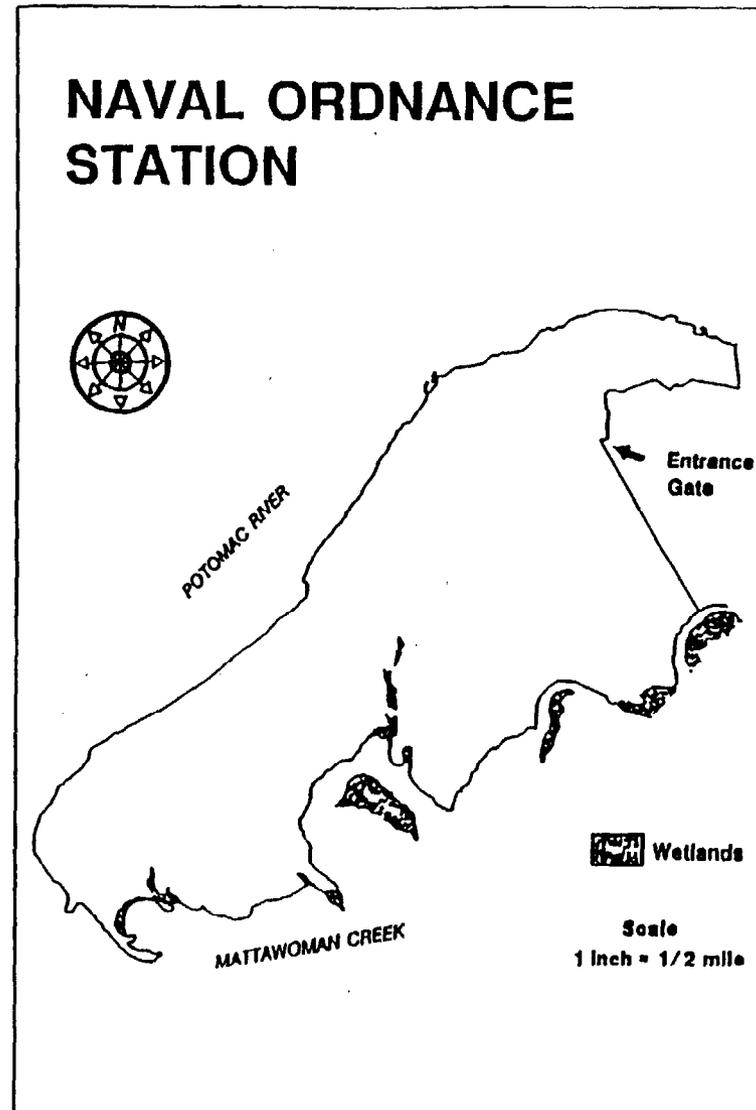
The Naval Ordnance Station is located on the Indian Head peninsula, occupying approximately 3,400 acres of gently rolling land. It is situated in the northwestern section of Charles County, Maryland, approximately 25 miles southwest of Washington, D.C. The Indian Head peninsula is bounded on the west by the Potomac River, on the east by Mattawoman Creek, and on the north by the town of Indian Head. The Station's Stump Neck Annex is located on a parcel of land

adjacent to the main peninsula and is bounded by the Mattawoman and Chicamuxen Creeks.

The Naval Ordnance Station is in the unique position of being almost entirely surrounded by water. The Potomac River is the largest waterway in the area and is a continuous, slow-moving tidal tributary of the Chesapeake Bay. Both the Mattawoman and Chicamuxen Creeks are tributaries to the Potomac River. Both creeks have large floodplains and contain large expanses of tidal wetlands and swamps. The Station's property is crossed by many small streams, most of which drain into one of the three major waterways.

The wetlands and floodplains on Station property serve as a valuable habitat for wildlife and an important water source. The wetlands are among the most productive natural ecosystems since they produce large volumes of food (plant material) for aquatic life and provide habitat for numerous fish and birds. The wetlands also serve as water filters, improving water quality by intercepting surface water runoff from land before it reaches open water.

The cattails, rushes, and lilies found in the wetlands, as well as the over 1,200 acres of pine and hardwood forest on the Station, serve as home to



a wide variety of wildlife. Four endangered species can be found within Station jurisdiction: the American bald eagle, rainbow snake, sensitive joint-vetch, and scaly blazing-star. The Station is committed to protecting these species as well as preserving its valuable wetlands, and will resist any action that may jeopardize their continued existence or destroy their habitat.

In addition to harboring an assortment of plant and wildlife, the Station protects a rich cultural history. A study conducted in 1985 discovered 45 historic sites on Station property. Four of these sites are eligible for nomination to the National Register of Historic Places, meaning they contain "information that will help further the discipline of archeology." One site contains the remains of a small Potomac Creek Indian village, one of very few such sites known in Maryland.

STRONG COMMUNITY TIES

The community of Indian Head has been closely identified with the Naval Ordnance Station throughout its proud history. The land now occupied by the town once belonged to the Station, as did Route 210 (also known as Indian Head Highway, the main road connecting the town to the Washington, D.C., metropolitan

HISTORY OF THE NAVAL ORDNANCE STATION

1890	Naval Proving Ground established at Indian Head, Maryland, to test and prove powder and naval guns
1909	First to produce smokeless powder
1901	Stump Neck annex properties purchased
1921	Renamed the Naval Powder Factory. Proving ground activities were moved to Virginia and emphasis at Indian Head shifted to fundamental research in rocketry and rocket propellant grains.
1958	Redesignated the Naval Propellant Plant and activities redirected to production of double-base and high energy casting powders
1966	Renamed the Naval Ordnance Station, approaching maximum production capability during the Vietnam conflict. Emphasis has since shifted to technical engineering and manufacturing for the U.S. Navy Fleet.

area). The community, originally a government-sponsored village, sprang up naturally as employees and businesses serving the Station and its employees chose to settle in close proximity to the Station. The Navy eventually deeded the land to the Town of Indian Head, which was incorporated in 1920.

The Station was completely open to the town for many years and, in fact, provided the town's only movie theatre, skating rink, and swimming pool. It wasn't until the era of the Vietnam conflict that national security concerns forced the Station to screen those entering Station property.

Although the population of Indian Head has grown to 2,200, it remains a close-knit town with a southern-flavor. The relationship between the community and the Station also remains close. Shared concerns for the economic well-being of the town, education, child welfare, and wildlife indigenous to the area characterize this relationship. A large percentage of the town residents work for or at the Station and many local businesses depend upon Station personnel as clients or customers. Indeed, the Station is the largest employer in Charles County. Station personnel play a dominant role in the annual county-wide science fair sponsored by the Board of Education. Children's soccer games are still played on Station grounds. In the early 1970s, the Station went with concerned

citizens of the town to the state capital to prevent a dredging operation that would have destroyed an important bass spawning area in Mattawoman Creek.

The growth of the Station and the growth of the community are largely compatible, particularly the growing number of retail businesses and family homes in the area. Increased traffic on the roads and waters surrounding the Station, however could potentially interfere with Naval Operations. The popularity of boating and fishing in the area has also made the community keenly aware of environmental issues.

AVENUES OF COMMUNICATION

The Community Relations Plan for the community of Indian Head recognizes the special blend of history, current events, and lifestyle that affect the local outlook. The long history of close association with the Station has become part of the community's self concept and has kept patriotism from becoming an old-fashioned word. The Station plays a major role in the economic life and identity of the town. Growth pressures on the town, however, have created some strain between the Station and pro-growth elements in the community. The relationship between the Station and the Indian Head

community is otherwise harmonious.

The community Relations Plan will build on the close-knit nature of the community and assign native civilian representatives of the Station to interact with concerned residents. The general tone of the Plan is low key and non-aggressive. The emphasis is on opening communications channels. The Plan implements a full disclosure policy on all issues connected with identified disposal sites and any potential risks to human health or the environment. In this manner, the Station can maintain its position of trust among community residents.

...a full disclosure policy on all issues connected with identified disposal sites

The growing number of professionals and technically oriented individuals in the community will be given the opportunity to direct their questions to technical personnel from the Station at small informal briefings. For this reason, the Station will send both native, non-technical representatives and technical experts to the briefings. The briefings will be supported by graphic presentations and informational handouts (Fact Sheets). All questions that cannot be answered on the spot must be carefully followed up with a full response. In a close-knit community such as Indian Head, rumors can spread quickly. The full disclosure policy and a telephone hotline will aid in defusing this

potential problem. Fact sheets will also be left with each individual who is interviewed or attends a briefing so that they may refer back to them if further questions occur to them later. Indian Head community leaders are long-time residents of the area who have earned the community's respect and trust. The Station will offer periodic workshops to these individuals to explain the status of clean-up efforts and the relevant legislation. Leaders who are fully informed of the complete Installation Restoration process will be able to answer citizens' questions, clear up misconceptions, and alleviate concerns.

It is expected that information dissemination will be accomplished through the following mechanisms:

- informal briefings of community groups
- publication of information centers
- distribution of fact sheets
- spots on the Station's established local cable television show
- spots on local radio
- notices in local newspapers
- telephone hotline
- public meeting

Each of these activities will be discussed in further detail in the following section.

OPPORTUNITIES AND GUIDANCE FOR COMMUNITY INVOLVEMENT

The Installation Restoration (IR) program is a long and complex process, particularly as the roles and responsibilities of various government agencies change throughout the response. Open and consistent communication with the community assures the public that their concerns have not been forgotten, even as site responsibilities change from one agency or work team to another. Open communication also helps the agencies and the State move more quickly toward the goals of site cleanup and protection of human health and the environment.

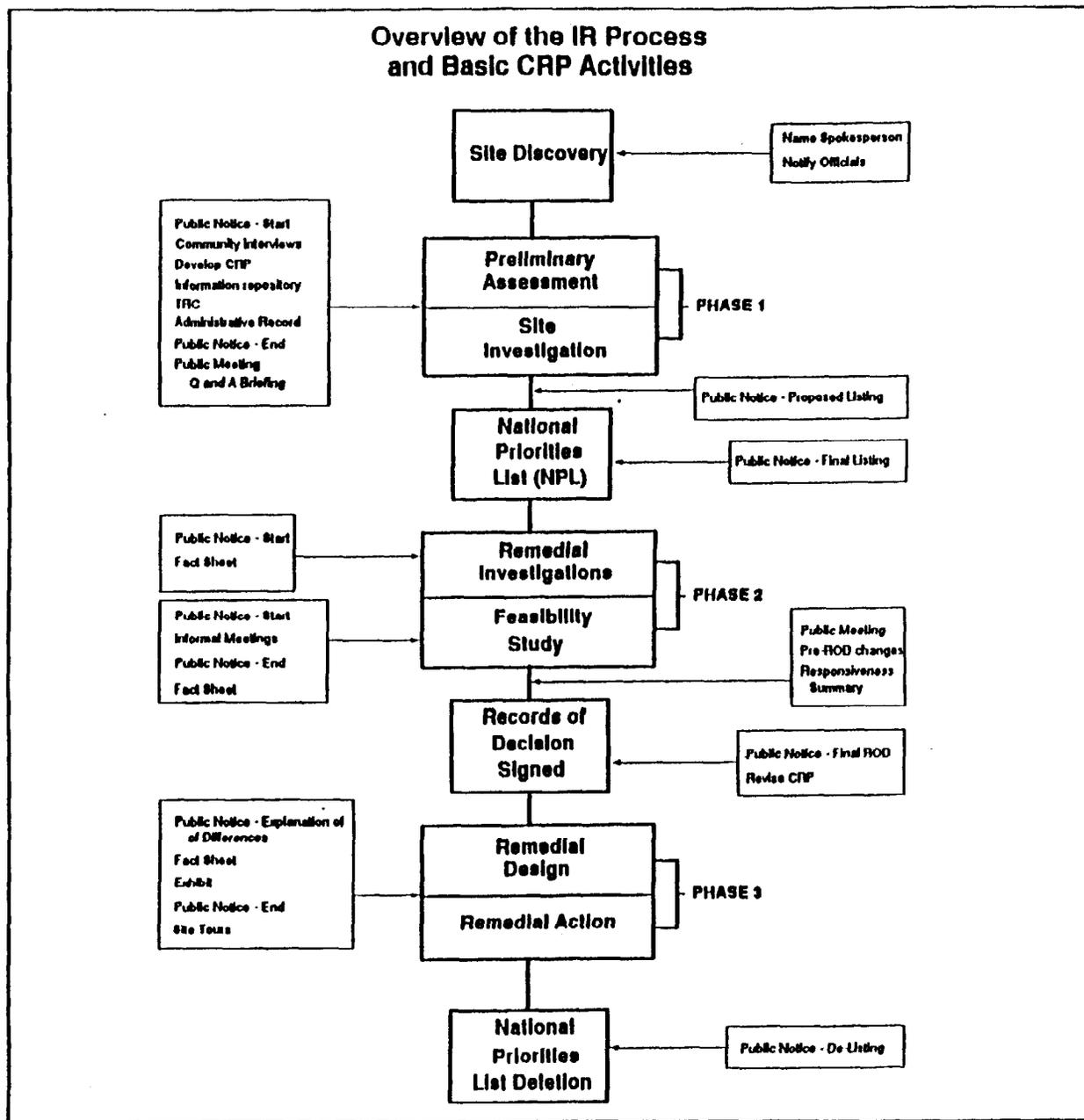
Throughout each step of the remedial response, specific actions (some mandatory under Federal and state regulations and some optional) are necessary to ensure a successful clean-up process. Figure 1 illustrates the IR process and the basic community relations activities associated with each phase. Figure 2 is a checklist of the basic and minimum community relations activities to be conducted within each phase of the process. Those activities in bold are required under the National

Oil and Hazardous Substance Pollution Contingency Plan (NCP), the Superfund Amendments and Reauthorization Act of 1986 (SARA), and various Environmental Protection Agency policy documents. Figure 3 is a matrix of community relations actions to be put into effect as appropriate to the perceived level of community interest. Generally, as community interest and concern increases, the Public Affairs Office (PAO) and staff should increase their personal contact with the public and increase the number of activities for information exchange between the Station and the public.

The following activities form the basic elements of a successful community relations program:

Identify an agency spokesperson: The Public Affairs Officer (PAO) is responsible for notifying Naval Facilities Engineering Command (NAVFACENGCOM), Chief of Legislative Affairs, Environmental Protection Agency (EPA) regional officials, Maryland Department of Environment (MDE) regional officials, and local officials upon discovery of a site. The PAO should handle all public questions regarding site activities. In contacts with the press, the PAO should coordinate with Station environmental personnel, EPA staff, MDE staff and Installation Restoration (IR) Program personnel.

FIGURE 1



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**THE REMEDIAL ACTION PROCESS AND CORRESPONDING
CRP RELATED ACTIVITIES CHECKLIST**

Discovery and Notification

**Designate agency spokesperson
(The National Oil and Hazardous
Substance Pollution Control
Contingency Plan [NCP] 300.67 (b);
Superfund CRP Mem of 1983)**

Notification of appropriate officials

NAVFACENCOM - CESDIV

Chief of Legislative Affairs

EPA Regional Official

MDE Official

Local Officials

PA/SI Phase

Public notification - Announcing beginning of phase

**Conduct community interviews
(Superfund Community Relations
Policy, 1983)**

**Develop CRP (NCP 300.67 [c];
Superfund Community Relations
Policy)**

**Establish information repository
(SARA 117[d])**

**Establish Technical Review
Community (TRC) (SARA 211)**

**Establish Administrative Record
SARA 113 [k]**

Figure 2 (nucl)
**THE REMEDIAL ACTION PROCESS AND CORRESPONDING
 CRP RELATED ACTIVITIES CHECKLIST**

Public notification - Announcing the completion of the study

Public Meeting (EPA recommendation)

Question and Answer briefing of findings of PA/SI

RI Phase

Public notification - Announcing beginning of phase

Fact Sheet

- a. Site history and background
- b. Regulatory justification
- c. Site map
- d. Description of the issues
- e. Schedule of activities
- f. Process for public involvement
- g. Lists of information repositories
- h. Contact person

Develop CRP (NCP 300.67 [c]; Superfund Community Relations Policy)

Establish Information repository (SARA 117[d])

Establish Technical Review Community (TRC) (SARA 211)

Establish Administrative Record SARA 113 [k]

FS Phase

Public notification - 21 days prior to the availability of the study

Informal meeting with public

Public notification - Announcing end of study and the beginning of the minimum 30 day public comment period (SARA 117)

Fact Sheet (SARA 117)

- a. Overview of the project
- b. Results of remedial investigation
- c. Summary of the draft feasibility study
- d. Identification of alternatives for response actions
- e. Discussion of the environmental consequences of each alternative as well as an estimate of cost
- f. An announcement of the public comment period and how and where the public can respond
- g. An announcement of the date, time and place of the public meeting
- h. Identification of a contact person, address, and phone number for more information
- i. List of the information repository locations

Figure (inued)
 THE REMEDIAL ACTION PROCESS AND CORRESPONDING
 CRP RELATED ACTIVITIES CHECKLIST

Public meeting (Transcript must be made available to the public) (SARA 113 and 117; NCP 300.67[d]; Superfund Community Relations Policy (1983)

Pre-ROD significant changes (SARA 117[b])

Prepare and distribute Responsiveness Summary (SARA 113 and 117; NCP 300.67[e]; Superfund Community Relations Policy, 1983)

Public notification - Announcing final Record of Decision (ROD) (SARA 113[k] [2][b] and 117[b] and [d])

Fact Sheet: Basis and purpose of the selected action must be stated (SARA 113 and 117)

Revise CRP (Superfund Community Relations Policy, 1983)

RD/RA Phase

Public notification and Explanation of Differences - Announcing beginning of the phase and any changes which may have occurred after ROD must be explained to the public (SARA 117[c])

Fact Sheet: Explanation of remedial technology (National Contingency Plan)

Prepare exhibit showing pictorial history of the site

Public notification - Announcing end of phase and the conducting of site tours

**FIGURE 3
CRP ACTIVITY/LEVEL OF CONCERN MATRIX**

Remedial Action Process Community Relations Activities	Community Level of Concern		
	LOW	MEDIUM	HIGH
Discovery and Notification			
Name spokes-person	X	X	X
Notify officials	X	X	X
Public notice - Start of remedial process		X	X
PA/SI Phase			
Public notice - Start of phase	X	X	X
Community interviews	X	X	X
Develop CRP	X	X	X
Information repository	X	X	X
Technical Review Committee (TRC)	X	X	X
Public notice - End of phase			X

**FIGURE 3
CRP ACTIVITY/LEVEL OF CONCERN MATRIX**

Remedial Action Process Community Relations Activities	Community Level of Concern		
	LOW	MEDIUM	HIGH
PA/SI Phase (cont)			
Public Meeting (EPA recommendation) Q and A briefing	X	X	X
Environmental/PAO Information exchanges		X	X
Personal contact with local officials and community members		X	X
Telephone Meeting		X	X
Fact Sheet - CERCLA/SARA program, study results			X
Informal meetings with community (Results PA/SI)			X
Exhibits			X
Presentations			X
Public notice - Information repositories			X
Public Notice - Proposed NPL listing	X	X	X

**FIGURE 3
CRP ACTIVITY/LEVEL OF CONCERN MATRIX**

Remedial Action Process Community Relations Activities	Community Level of Concern		
	LOW	MEDIUM	HIGH
Public Notice - Proposed NPL listing	X	X	X
Public Notice - Final NPL listing	X	X	X
RI Phase			
Public notice - Start of phase	X	X	X
Fact Sheet - Overview of site, issues	X	X	X
Personal contact with key community representatives			
Telephone		X	X
Meetings		X	X
Workshop on Superfund program		X	X
Informal meetings with community (Results RI)		X	X
Exhibits			X
Presentations		X	X

**FIGURE 3
CRP ACTIVITY/LEVEL OF CONCERN MATRIX**

Remedial Action Process Community Relations Activities	Community Level of Concern		
	LOW	MEDIUM	HIGH
FS Phase			
Public notice - Availability of study	X	X	X
Solicit public comments for evaluating/screening FS alternatives			X
Informal community meetings (Feedback FS Phase) X		X	X
Exhibits			X
Presentations		X	X
Personal contact with key community members	X	X	X
Telephone	X	X	X
Meetings			X
Public notice - End of study, start of minimum 30 day public comment period	X	X	X
Fact Sheet - Remedial alternatives	X	X	X
Public meeting	X	X	X
Exhibits		X	X
Presentations		X	X

**FIGURE 3
CRP ACTIVITY/LEVEL OF CONCERN MATRIX**

Remedial Action Process Community Relations Activities	Community Level of Concern		
	LOW	MEDIUM	HIGH
Pre-ROD significant changes	X	X	X
Public notice - Responsiveness Summary	X	X	X
Public notice - Final Record Of Decision (ROD)	X	X	X
Fact Sheet - Basis and purpose of selected action	X	X	X
Revise CRP	X	X	X
RD/RA Phase			
Public notice - Explanation of Differences, Start of phase	X	X	X
Fact Sheet - Remedial technology	X	X	X
Informal community meetings (remedial technology)		X	X
Briefing Naval Facilities Engineering Command			X

**FIGURE 3
CRP ACTIVITY/LEVEL OF CONCERN MATRIX**

Remedial Action Process Community Relations Activities	Community Level of Concern		
	LOW	MEDIUM	HIGH
Informal community meetings		X	X
Exhibits	X	X	X
Presentations			X
Site tours	X	X	X
Public notice - End of remedial process		X	X
Fact Sheet - Site O and M procedures			X
Public Notice - NPL de-listing	X	X	X
General Purpose CRP Activities			
Public Notice - Delays in site activity		X	X
Telephone Hotline			X
News Conferences (Accompanying public notices)			X
On-site Information Office			X

Conduct community interviews: If the Preliminary Assessment/Site Investigation (PA/SI) has identified sites for Remedial Investigation/Feasibility Study (RI/FS), the PAO and appropriate staff must conduct interviews with affected residents and community leaders to determine their level of interest in the site, major concerns and issues, and information needs. These interviews form the basis of the Community Relations Program.

Establish information centers: Information centers must be established at locations throughout the affected area. The number and locations will depend on the size of the community and level of interest. Fact sheets, technical summaries, site reports, the Community Relations Plan, and information on the IR Program must be placed in the information centers. All this information must be available for public inspection.

Establish Technical Review Committee (TRC): A Technical Review Committee must be established, by charter, to coordinate direction for IR actions and to resolve any questions that arise from field activities or submitted documents. The committee members will be required to review and comment on various IR Program data, technical documents, reports, studies, plans

and proposed response actions. They shall recommend necessary changes based on continuing review of IRP actions at Indian Head. At a minimum, the TRC should consist of Naval Ordnance Station environmental personnel, an EPA representative, a representative of the Maryland Department of the Environment (MDE), IR Program personnel, and a local community representative. It should be noted that the establishment and operation of the TRC should in no way be affected by the levels of public interest.

Public Notices: Public notices will be issued throughout the response process. Prepared statements will be released to local papers such as the *Maryland Independent*, the *Maryland Crescent*, and the *Washington Post*, or to local radio and cable television stations to announce particular milestones or the discovery of significant findings. The number of releases will be in direct proportion to the level of community interest in the site. The greater the interest, the more press releases. Keeping the public informed is of primary importance. At a minimum, public notices should be issued upon:

- the discovery of a site during the PA/SI Phase;
- the completion of the PA/SI Phase

(opportunity for a public meeting;

- the beginning of the RI/FS Phase;
- the end of the RI/FS Phase--beginning of the minimum 30 day public comment period (include date, time, and place of the public meeting);
- the signing of the Record Of Decision (ROD) (the final remedial action plan selected);
- the beginning of the Remedial Design/Remedial Action (RD/RA) Phase (availability of Explanation Of Differences); and
- the end of the RD/RA Phase (availability of site tours).

Prepare Fact Sheets: Brief reports summarizing current or proposed activities of the clean-up program must be prepared throughout the process. These help ensure that the public is informed of the status and findings of clean-up actions and that citizens understand the issues associated with the response. At a minimum, the facts sheets should be drawn up at the beginning of the RI/FS Phase, at the end of the RI/FS Phase, upon announcement of the ROD, and at the end of the RD Phase:

The fact sheet issued at the beginning of the RI/FS

Phase should include:

- Site history and background
- Regulatory justification
- Site map
- Description of the issues
- Schedule of activities
- Process for public involvement
- Lists of information repositories
- Contact person

The fact sheet issued at the end of the RI/FS Phase should include:

- Overview of the project
- Results of remedial investigation
- Summary of the draft feasibility study
- Identification of alternatives for response actions
- Discussion of the environmental consequences of each alternative as well as an estimate of cost
- An announcement of the public comment period and how and where the public can respond
- An announcement of the date, time, and place of the public meeting
- Identification of a contact person, address and phone number for more information
- List of the information centers

The fact sheet issued with the announcement of the Record Of Decision (ROD) should include the basis and purpose of the selected action.

The fact sheet issued the end of the RD Phase should explain the remedial technology.

Meetings with local officials: Meetings with public officials may be held throughout the entire process. The number of meetings will be in direct proportion to the level of community interest in the sites. The greater the level of concern, the more meetings should be held with local officials. Those local officials which have indicated that they want to be informed about site plans and findings should be identified to the public. A strong effort should be made to include EPA and MDE officials at these meetings.

Informal meetings with residents: Informal meetings may be used to clear up public misunderstandings, alleviate fears, or simply answer questions. They allow the Station to establish rapport with the public and will heighten the Station's sensitivity to the community's needs. These meetings can be used effectively during all phases of the IR process. The number of meetings should be directly proportional to the level of interest. The

greater the level of concern, the more meetings should be held.

A public comment period must be held: At the completion of the FS Phase, a minimum 30 day public comment period must be held to allow citizens to express their opinions on EPA's preferred alternative for remedial action at the site. Community input is highly encouraged and the EPA will consider public opinions and concerns in the ultimate decision or selection on remedial design and remedial action. A public notification must be made.

A public meeting: A public meeting must be held during the comment period so as to provide the Station, EPA, and MDE the opportunity to address public concerns and questions directly and discuss the recommended clean-up alternatives for the site.

Prepare a Responsiveness Summary: At the end of the public comment period, the Station will prepare a Responsiveness Summary. The purpose is twofold: (1) To provide EPA or MDE with the views of the community and Station regarding the remedial action, and (2) To document how EPA or MDE has considered the public comments in their decision making

process. The Responsiveness Summary should include:

- Overview
- Background on Community Involvement
- Summary of Comments Received and Responses
- Remedial Designs and Remedial Action (RD/RA) Concerns

Revise CRP: Based upon on-going Station/Community dialogue the CRP should be revised to address community concerns, particularly with regard to the RD/RA Phase. The CRP's main objective now becomes establishing effective communication during the RD/RA phase.

Explanation of Differences: If, after the adoption of the final remedial action plan, any remedial action differs in any significant respect from the final plan, the PAO will make certain the public is notified of these changes and the reasons for these changes.

Conduct site tours: Site tours should be conducted to allow the public the opportunity to see the results of the remedial action. These

tours will also encourage public involvement and responsibility during the close out and Operation and Maintenance phases of the response process.