Acknowledgements

It is important to note that this document does not establish any official opinions, positions, preferences, or recommendations by ASTSWMO, or by any individual ASTSWMO member or their respective State or region.

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“The mission of the Community Involvement Focus Group is to identify issues of common interest, encourage improved partnerships between States, Communities and Federal agencies, and produce issue papers and other products as necessary to promote State and Territorial interest on issues affecting public information and community involvement at cleanups across the country.”

ASTSWMO Community Involvement Guide
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1.0 INTRODUCTION TO COMMUNITY INVOLVEMENT AT FEDERAL FACILITIES

Community involvement at federal facilities has evolved over the years, and many lessons have been learned and shared. The old way of checking off the box for community involvement, Decide – Act – Defend (DAD), fell by the wayside as communities became empowered and environmental awareness became more commonplace. Communities now demand more information and a seat at the decision making table. In recent years, States and Territories (hereinafter collectively referred to as States), federal agencies, and other organizations have worked collaboratively with the public in planning for meaningful community involvement throughout the cleanup process.

The Association of State and Territorial Solid Waste Management Officials (ASTSWMO) Community Involvement Focus Group published a report in 2007 to assess the current status of community involvement programs at federal facilities. In response to the results, this Community Involvement Resource Guide was developed for State Federal Facilities Managers and staff who interact with the public on environmental concerns. This guide is a compilation of existing web-based resources commonly used to help communities increase their understanding of assessment and remediation processes and to effectively inform and involve communities quickly, clearly, and efficiently. The first two sections of this guide provide federal and State regulatory and policy resources and provide access to general community involvement guidance and informational materials provided by government programs. The next section provides specific information on technical assistance and training programs provided by U.S. Environmental Protection Agency (EPA) and the Department of Defense (DOD), with information on Restoration Advisory Boards (RABs). The final section provides additional sources of information that may be helpful to State Federal Facilities Managers tasked with conducting community involvement activities.

Sources of information were obtained from the websites of federal and State programs and organizations, and other websites. Much of the information contained in this guide can be customized to fit a specific site, thus reducing the costs of recreating the wheel. It is noted that one size does not fit all, and this guide may serve as a resource for selecting informational tools dependent on the specific needs of a given community. The focus group encourages Federal Facilities Managers to utilize a variety of community involvement tools and approaches; however, due to site-specific issues, ASTSWMO does not endorse one resource over another.

To obtain a copy of this guide, please visit the ASTSWMO website at:

http://astswmo.org/files/publications/federalfacilities/
2.0  FEDERAL COMMUNITY INVOLVEMENT POLICIES, GUIDANCE & RESOURCES

Community involvement requirements and processes are included in many federal regulatory programs. In addition, federal agencies have developed guidance and/or policies for use in conducting community involvement activities at federal facilities. In customizing site-specific community involvement plans there is a wealth of existing information to consider.

2.1  U.S. ENVIRONMENTAL PROTECTION AGENCY

The U.S. Environmental Protection Agency (EPA) is responsible for the implementation of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), as amended by the Superfund Amendments and Reauthorization Act (SARA), or Superfund. Superfund requires that regulators and responsible parties engage in community involvement activities in all phases of the Superfund process. This requirement is based on an affected community’s right to know.\(^1\),\(^2\)

The U.S. EPA has several resources for use in conducting community involvement activities at federal facilities under Superfund:

- Superfund Community Involvement - Overview
  [http://www.epa.gov/superfund/community/about.htm](http://www.epa.gov/superfund/community/about.htm)
  Basic information on community involvement requirements and activities in the Superfund Program.

- Superfund Community Involvement Homepage
  [http://www.epa.gov/superfund/community/index.htm](http://www.epa.gov/superfund/community/index.htm)
  Provides accesses to EPA Superfund’s community involvement resources.

- The Superfund Process
  [http://www.epa.gov/superfund/community/process.htm](http://www.epa.gov/superfund/community/process.htm)
  Step-by-step overview on suggested community involvement activities for each step of the Superfund process.

- Superfund Community Involvement Policies and Guidance
  [http://www.epa.gov/superfund/community/policies.htm](http://www.epa.gov/superfund/community/policies.htm)
  Provides access to EPA Superfund’s community involvement guidance and policy directives, including but not limited to the following:
  - Community Involvement Handbook

\(^1\) [http://www.epa.gov/lawsregs/laws/cercla.html](http://www.epa.gov/lawsregs/laws/cercla.html)
• Superfund Community Involvement Policies and Guidance
  
  o *Community Involvement in Superfund Risk Assessments*
    http://www.epa.gov/oswer/riskassessment/ragsa/ci-ra.htm
  
  o *Regional Public Liaison Guidance*
    http://www.epa.gov/superfund/community/pdfs/rplguide.pdf

• *EPA Superfund Community Involvement Toolkit*
  http://www.epa.gov/superfund/community/toolkit.htm

  Provides a compilation of materials designed to be used by Superfund Regional Site Teams and other staff for designing and improving community involvement activities. The Toolkit provides guides and examples to assist community involvement teams in designing site-specific tools such as community involvement plans, presentations, and public notices. The Toolkit also provides additional sources of information.

• Superfund Community Involvement Publications
  http://www.epa.gov/superfund/community/publications.htm

  Provides information for community members on activities conducted at Superfund sites.

• Regional Superfund Community Involvement Contacts
  http://www.epa.gov/superfund/community/regcontacts.htm

  Contains an updated listing of contacts and additional information for specific EPA regions.

• *EPA Federal Facilities Restoration & Reuse Office – Stakeholder Involvement at Federal Facilities*
  http://www.epa.gov/swerffrr/stakeholder.htm

  Contains information on community involvement activities specific to federal facilities, including information on collaborating with State, federal and community stakeholders, and access to outreach and training programs.

• Federal Facilities Environmental Restoration Dialogue Committee
  http://www.epa.gov/fedfac/fferdc.htm

  EPA established the Federal Facilities Environmental Restoration Dialogue Committee (FFERDC) in 1996. FFERDC’s mission was to provide a blueprint for all stakeholders - the public, regulators, and regulated agencies – for developing creative solutions to the challenges associated with environmental pollution at federal facilities.

### 2.2 DEPARTMENT OF DEFENSE

Congress established the Defense Environmental Restoration Program (DERP) in Section 211 of the SARA of 1986, which requires DOD to conduct environmental response and restoration activities in accordance with CERCLA provisions at sites formerly used by or under the jurisdiction of the Secretary of Defense. Information on the DERP is provided at:
In September 2001, DOD published the *Management Guidance for the DERP*. This publication provides the overall guidance for DOD and its components for conducting DERP activities. The guidance is based on DOD’s interpretation of CERCLA and other statutes, regulations and policies. According to the guidance, “it is DOD policy to involve the local community in the environmental restoration process as early as possible and to seek continued community involvement throughout the environmental restoration process.” Guidance for conducting community involvement activities under DERP, including developing community involvement plans, technical review committees, and RABs, is provided in Section 10 of the DERP Guidance:

https://www.denix.osd.mil/portal/page/portal/content/environment/cleanup/LA/Cleanup/guidb.html#10

The DERP Guidance also includes appendices useful in conducting community involvement activities:

- Appendix 5: Examples of Eligible and Ineligible RAB Administrative Costs
  https://www.denix.osd.mil/portal/page/portal/content/environment/cleanup/LA/Cleanup/guidc.html#5a

- Appendix 6: Examples of Eligible and Ineligible Technical Assistance for Public Participation (TAPP) Activities
  https://www.denix.osd.mil/portal/page/portal/content/environment/cleanup/LA/Cleanup/guidc.html#6a

- Appendix 7: TAPP Application
  https://www.denix.osd.mil/portal/page/portal/content/environment/cleanup/LA/Cleanup/guidd.html#7a

Each DOD component also has its own guidance(s) and/or policies for conducting community involvement activities. These include, but are not limited to:

- **U.S. Air Force – *Performance Based Management Master Guidance***

  The Air Force Center for Environmental Excellence (AFCEE) issued this guidance in November 2005 to support Air Force personnel responsible for implementing the DERP. The guidance contains “Community Involvement Support” as a performance objective.

- **U.S. Army – *Army Regulation 200-1: Environmental Protection and Enhancement***

  The Army issued its latest revision to Regulation 200-1 on December 27, 2007. The regulation “implements Federal, State, and local environmental laws and DOD policies” concerning environmental restoration, and applies to all Army organizations and agencies. Chapter 12,
Environmental Cleanup, Section 12-4, Program Requirements, states that the Army must establish an “effective community involvement program” at all active Installation Restoration Program cleanup sites.

- U.S. Army Corps of Engineers – *Engineer Regulation 200-3-1: Formerly Used Defense Site (FUDS) Program Policy*
  [http://140.194.76.129/publications/eng-reg/er200-3-1/entire.pdf](http://140.194.76.129/publications/eng-reg/er200-3-1/entire.pdf)

  The Army issued *Engineer Regulation 200-3-1* on May 10, 2004. The regulation provides guidance and policy to Army staff implementing the FUDS Program. Chapter 8, Public Involvement, provides detailed requirements and guidance for conducting community involvement activities at FUDS, including information on establishing RABs, public involvement plans (PIPs), and administrative records.

- U.S. Army Corps of Engineers – *Engineer Pamphlet 1110-3-8: Public Participation in the DERP for FUDS*
  [http://140.194.76.129/publications/eng-pamphlets/ep1110-3-8/toc.htm](http://140.194.76.129/publications/eng-pamphlets/ep1110-3-8/toc.htm)

  The Army issued *Engineer Pamphlet 1110-3-8* on April 9, 2004. The pamphlet provides detailed guidance for Army staff responsible for conducting community involvement activities at FUDS, and complements the requirements in *Engineer Regulation 200-3-1*. Several examples and models of community involvement tools are provided as appendices.

- U.S. Navy – *Navy Environmental Restoration Program (NERP) Manual*


DOD and DOD components also provide useful community involvement resources available on specific subject areas. These include, but are not limited to the following:

- U.S. Army Public Involvement Toolbox

  Provides several tools and information specific to conducting community involvement activities, including links to DOD and other agencies’ policies, guidance, examples and resources.

- DENIX UXO Safety Education Site

  Provides guides and outreach materials that are helpful in conducting community involvement activities at munitions response sites.

- U.S. Navy Community Involvement Homepage
Provides informational resources and updates on the Navy’s community involvement activities. This includes information on RABs, community involvement plans, information repositories, technical assistance, and training.

2.3 U.S. DEPARTMENT OF ENERGY

The U.S. Department of Energy (DOE) issued its Public Participation and Community Relations Policy, DOE P 141.2, on May 2, 2003. The policy states that “public participation is a fundamental component in program operations, planning activities, and decision-making within DOE,” and applies to all levels and programs of the DOE. The policy can be accessed at http://www.lm.doe.gov/documents/2_news/doe_public_plan.pdf.

Examples of DOE’s implementation of this policy include:

- **DOE Legacy Management – Stakeholder Relations Homepage**
  http://www.lm.doe.gov/stakeholder_relations/stakeholder.htm

  In December 2003, the DOE established the Office of Legacy Management (DOE-LM), which manages the Department’s post-closure requirements, including conducting long-term monitoring, land use planning, and community involvement activities. The Stakeholder Relations homepage contains several resources, including factsheets, program and project updates, and contact information.

- **DOE Environmental Management – Site-Specific Advisory Boards**
  http://www.em.doe.gov/Pages/ssab.aspx

  The DOE Office of Environmental Management (DOE-EM) developed Site-Specific Advisory Boards (SSABs) in the 1990s to encourage stakeholder participation in DOE-EM cleanups. SSABs are located in eight locations in the U.S., and include stakeholders from local governments, Tribal Nations, environmental groups and other interested parties. SSABs offer the opportunity for increased public involvement at sites managed by DOE-EM.

- **DOE-EM – State and Tribal Government Working Group**
  http://www.em.doe.gov/Pages/stgwg.aspx?TRID=1

  The State and Tribal Government Working Group (STGWG) consists of representatives from DOE, and States, Tribal Nations, and other groups affected by management, cleanup and/or disposal of hazardous wastes at DOE facilities. The STGWG helps ensure that all activities are conducted in compliance with all federal, State, and tribal laws and regulations in ways that protect human health, safety, and the environment.

2.4 OTHER FEDERAL AGENCIES

The following resources contain information on community involvement activities conducted by other federal agencies at federal facilities cleanups.
2.4.1 U.S. Department of Agriculture

The following resources provide information on community involvement activities taken by the U.S. Department of Agriculture (USDA) specific to the National Environmental Policy Act (NEPA).

- **Public Involvement in the NEPA Process**
  

  Provides public involvement requirements the Department of Agriculture must follow during the NEPA process.

- **People, Partnerships, and Communities**
  

  The USDA Natural Resources Conservation Service provides fact sheets and information materials on several community involvement activities and topics.

- **NEPA Fact Sheet**
  

2.4.2 U.S. Department of Interior & Bureau of Land Management


  

  BLM Manual H-1703, dated October 3, 2006, establishes BLM policy for BLM hazardous materials management and compliance with environmental statutes and safety guidance. BLM Management Objective 2 in the manual indicates that BLM shall “promote working partnerships” with communities, State, federal and local governments, and other stakeholders.

- **BLM Handbook 3720-1: Abandoned Mine Land Program Policy Handbook**
  


- **BLM Handbook H-1703-1: CERCLA Handbook (Internal)**

2.4.3 U.S. Department of Health and Human Services - Agency for Toxic Substances and Disease Registry

• Public Health Assessment Guidance Manual

  This manual provides guidance to health assessors when performing public health assessments. Chapter 4, “Involving and Communication with the Community,” provides detailed guidance for conducting community involvement activities during the public health assessments process.

• A Citizen’s Guide to Risk Assessments and Public Health Assessments

  This guide was developed in collaboration with U.S. EPA, State programs, and other stakeholders. It provides an overview on community involvement topics, risk assessment, and public health assessments.
3.0 STATE AND LOCAL COMMUNITY INVOLVEMENT POLICIES, GUIDANCE & RESOURCES

Some States have community involvement requirements that go beyond the federal requirements. In addition, State organizations often promote community involvement activities through partnerships with State, federal, tribal, and other stakeholders in order to ensure effective community involvement is being conducted at environmental restoration sites. This section provides links to State regulatory information, environmental programs, information on other State organizations that promote community involvement activities.

- U.S. Environmental Protection Agency: State-Specific Regulatory Information
  http://www.epa.gov/lawsregs/where/index.html

  Provides access to environmental programs and regulations of the States, and to resources on specific topic areas for each State, including:

  - State Plans and Programs Required by Federal Law
  - Designations developed by your state, district, commonwealth, or territory as required by federal regulation
  - State environmental laws, regulations, and administrative agencies
  - Compliance assistance, permits, and forms

- Association of State and Territorial Solid Waste Management Officials (ASTSWMO)
  http://astswmo.org

  ASTSWMO is an organization supporting the environmental agencies of the States and trust territories. ASTSWMO focuses on the needs of State hazardous waste programs; non-hazardous municipal solid waste and industrial waste programs; sustainability, recycling, waste minimization, and reduction programs; Superfund and State cleanup programs; waste management and cleanup activities at federal facilities; and underground storage tank and leaking underground storage tank programs.

  Since 2007, the ASTSWMO Federal Facilities Research Center’s Community Involvement Focus Group has published:

  - ASTSWMO Policy Position Paper on Community Involvement at Federal Facilities

  - Community Involvement Report: Working Together to Achieve Results

  - Risk Communication and Risk Assessment Primer and Fact Sheets

- The Environmental Council of the States (ECOS)
  [http://www.ecos.org](http://www.ecos.org)
  [http://www.ecos.org/section/sustainability_work_group](http://www.ecos.org/section/sustainability_work_group)

  ECOS is a national non-profit, non-partisan association of State and Territorial environmental agency leaders. The purpose of ECOS is to improve the capability of State environmental agencies and their leaders to protect and improve human health and the environment of the United States of America.

  The ECOS-DOD Sustainability Work Group provides a forum for dialogue between ECOS members, and DOD and U.S. EPA officials tasked with environmental management duties at defense facilities. It has drafted policy documents focused on community involvement and risk communication at federal facilities.

- Interstate Technology and Regulatory Council (ITRC)
  [http://www.itrcweb.org/homepage](http://www.itrcweb.org/homepage)

  ITRC is a State-led coalition working together with industry and stakeholders to achieve regulatory acceptance of environmental technologies. The ITRC Risk Assessment Resources team provides risk assessment and risk management resources to State, federal and other stakeholders.

- The National Governors Association (NGA)
  [http://www.nga.org](http://www.nga.org)

  NGA is a bipartisan organization of the nation's governors and helps to promote visionary state leadership, share best practices, and speak with a unified voice on national policy. The NGA’s Natural Resources Committee is committed to the implementation of environmental programs at the State level and effective oversight, cleanup, and management of hazardous waste and federal facilities.

- The Energy Communities Alliance (ECA)
  [http://www.energyca.org](http://www.energyca.org)

  ECA is an organization of local governments that are adjacent to or impacted by Department of Energy (DOE) activities and work to ensure that local governments have a role in DOE decision-making.

- The International City/County Management Association

  Brings together local governments faced with base closures to share information and experiences. The web link provides information on Environmental Justice.
4.0 TECHNICAL ASSISTANCE, TRAINING & RESTORATION ADVISORY BOARDS

The U.S. EPA and DOD provide technical assistance and training to States, Tribes, and communities through various programs. U.S. EPA offers several programs, including Technical Assistance Grants (TAGs), Technical Assistance Services for Communities (TASC), and training programs. A list of EPA resources is provided below.

- **Community Resources**
  
  http://www.epa.gov/superfund/community/resources.htm

  Provides information on how the EPA and its partners can assist communities through technical assistance and training, including information on TAGs, TASC, Community Advisory Groups (CAGs), Conflict Resolution, and the Superfund Job Training Initiative (SuperJTI).

- **Technical Assistance Grants**
  
  http://www.epa.gov/superfund/community/tag/index.htm

  TAGs provide money for activities that help communities participate in decision making at eligible Superfund sites.

- **Community Advisory Groups**
  
  http://www.epa.gov/superfund/community/cag/

  A CAG is a group made up of representatives of diverse community interests for the purpose of providing a public forum for community members to present and discuss their needs and concerns related to the Superfund decision-making process.

- **Technical Assistance Services for Communities**
  
  http://www.epa.gov/superfund/community/tasc/

  TASC is a program that provides independent, non-advocacy educational and technical assistance to communities affected by hazardous waste sites regulated by the RCRA and Superfund programs, including sites on federal facilities and tribal land.

- **Superfund Job-Training Initiative**
  
  http://www.epa.gov/superfund/community/sfjti/

  SuperJTI's mission is to provide or support job training opportunities in communities affected by Superfund sites, and encourages their employment in site cleanup activities.

DOD provides funding for independent technical assistance through the Technical Assistance for Public Participation (TAPP) Program, which serves a similar function to the TAG program administered by U.S. EPA. RABs benefit greatly by contracting with these consultants to cover gaps of expertise of DOD representatives and regulatory officials while simultaneously providing a neutral party that the community might trust more than regulatory officials. RABs
empower communities by allowing members of the public to participate in the decision making process.

Guidance for TAPP and the establishment of RABs can be found at the following links:


- DOD TAPP Handbook (February 2000)  
  http://handle.dtic.mil/100.2/ADA376044

- U.S. Army RAB & TAPP Memorandum & Guidance (October 2005)  

  http://www.epa.gov/fedfac/documents/rab.htm

- DENIX – RAB Rule Webpage  
  https://www.denix.osd.mil/denix/Public/News/OSD/RAB/rabule.html

- DENIX – TAPP Webpage  

- Defense Environmental Programs – Annual Reports to Congress  
  https://www.denix.osd.mil/portal/page/portal/denix/environment/ARC

Examples of RAB websites from around the country include:

- Spring Valley, Washington, DC  

- Aberdeen Proving Ground, MD  

- NAS North Island, San Diego, CA  
  http://www.nelp.navy.mil/ir.html

- Massachusetts Military Reservation, MA  
  - Air Force Program
www.mmr.org

  o Army Environmental Command Impact Area Groundwater Supply Program
    http://groundwaterprogram.army.mil

  • Hill AFB, Davis/Weber County, UT
    http://www.hillrab.org/
5.0 OTHER COMMUNITY INVOLVEMENT RESOURCES

Listed below are additional resources that might be useful when conducting community involvement activities. It is important to note that the information below contains only some of the many resources available.

- Open Government Requirements

  All federal government agencies operate under “open government” requirements established by the Freedom of Information Act (FOIA), 5 U.S.C. § 552 as amended by Public Law No. 110-175, 121 Stat. 2524 (2007). In addition, each State has established similar regulations, commonly referred to as “Sunshine Laws.” These regulations require governments to make certain government information available to the public. Access to each federal and State agency’s regulations can be accessed by visiting the following:

  - FOIA, 2007
  - FOIA Websites for Federal Agencies
    http://www.usdoj.gov/oip/other_age.htm
  - FOIA Contacts for Federal Agencies
    http://www.usdoj.gov/oip/other_age.htm
  - State Sunshine Laws
    http://sunshinereview.org/index.php/State_sunshine_laws

- The Center for Public Environmental Oversight (CPEO)
  http://www.cpeo.org

  CPEO promotes and facilitates public participation in the oversight of environmental activities at federal facilities, private Superfund sites, and Brownfields. CPEO educates public stakeholders on both the process and technologies for cleanup and environmental protection. CPEO conducts sites visits, convenes workshops and forums, publishes articles, and maintains a web-based “technology tree.”

- The National Environmental Education Foundation (NEEF)
  http://www.neefusa.org

  NEEF was chartered by Congress in 1990 to advance environmental knowledge and action. Its ultimate goal is to activate environmentally responsible behavior in the general public by utilizing a network of trusted professionals from several agencies and organizations.

- TOXNET
This website, provided by the U.S. National Institutes of Health, presents a collection of databases, literature, and guidance materials on hazardous chemicals, toxic releases, and environmental health, including information on community involvement, risk assessment, and risk communication.

- **Getting In Step: A Guide for Conducting Watershed Outreach Campaigns**
  

  The purpose of this EPA guide is to provide the strategies needed to develop and implement an effective outreach campaign as part of a State or local water quality improvement effort. Not just for water programs, these outreach and planning concepts are fundamental to community involvement campaigns.

- **A Ladder of Citizen Participation by Sherry Arstein, JAIP, Vol. 35, No.4, July 1969, pgs. 216 - 24.**
  

  This article discusses the rule of citizen participation in general.

- **Hazardous Substance Research at Kansas State University**
  
  http://www.engg.ksu.edu/CHSR/outreach/resources

  This site links to Environmental Science and Technology Briefs for Citizens compiled from Outreach programs administered by the Center for Hazardous Substance Research at Kansas State University.