

**Military Munitions Response Program
Restoration Advisory Board Internal Procedures Handbook
Former Lowry Bombing and Gunnery Range, CO**

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INTRODUCTION

The Former Lowry Bombing and Gunnery Range (FLBGR), formally known as Buckley Field, is located in Arapahoe County, Colorado, about 20 miles southeast of Denver. The range encompasses approximately 92 square miles. The FLBGR was originally established on land acquired from the City and County of Denver in 1937. It opened in 1942 as an Army Airfield, and was part of the Army Air Corp's Western Technical Training Command during WWII, when it was used to conduct armament and bombing training. The training consisted of bombing practice using both practice and high explosive (HE) bombs at numerous bombing and gunnery targets across the site.

From 1942 through 1963, numerous tenants, including the Air Force, Army, Navy, and Air National Guard, used the range for various training exercises. The range was also used to support training exercises during the Korean and Vietnam wars. Between 1960 and 1980, the extent of the range was either sold or transferred to other non-Federal parties.

In June of 1991, the Former Lowry Bombing and Gunnery Range (FLBGR) was established as a Formerly Used Defense Site (FUDS). The FLBGR is administered under the FUDS program, which was formed as a part of the 1986 amendment to CERCLA (see [Glossary](#) for an explanation of CERCLA) and assigned to the Department of Defense (DoD). The FUDS program is designed to address risks to human health and the environment due to past military activities in an area.

The FUDS Program requires public involvement in the decision-making process. A comprehensive program to inform the public and solicit public input throughout the investigation and cleanup process is outlined in the *Community Relations Plan (CRP), Former Lowry Bombing and Gunnery Range, Arapahoe County, Colorado*, dated June 1997.

The procedures contained in this handbook were created as a resource to be used when requiring guidance or implementing the recommended activities outlined for the Restoration Advisory Board (RAB). This handbook should be used in concert with the most recent version of the FLBGR RAB Charter. This procedures handbook presents guidance and work samples for use in implementing RAB activities on behalf of the FLBGR.

This document is for the RAB's internal use only; it is not intended for public review. Consistent with the Privacy Act, the points-of-contact listed in Section 6 should not be made available outside of the RAB.

PRINCIPLES FOR INTERACTION

Based on the history of the Lowry FLBGR RAB, meetings are held in the spirit of cooperation among RAB members. This translates to members working towards consensus, discussing subjects where there are varied opinions, and keeping formal voting to a minimum. With this basis in mind, the following principles are provided as a reminder to RAB members as a basis for interaction in the RAB forum.

1. HAVE THE RIGHT PEOPLE AT THE TABLE

- a. Provide representatives from the parties with authority to make the decision(s) under discussion.

2. BE HONEST, OPEN AND PROFESSIONAL

- a. Act professionally at all times; treat all participants with courtesy and respect.
- b. Be open to change and new ideas, and be willing to change direction.
- c. Be willing to communicate the bottom line.
- d. Clarify and confirm; seek first to understand before commenting or presenting your position.

3. FOCUS ON THE ISSUE AT HAND

- a. Address the issue rather than criticize the person or undercut the organization. Receive criticism of issues constructively.
- b. Only reopen an existing agreement when there is a significant basis and communicate this to all parties

4. WORK TOWARD SUSTAINABLE SOLUTIONS

- a. Look for the “win-win” solution.
- b. Back up your assertions and opinions to support the discussion (e.g., provide regulatory or technical rationale to support the discussion). Specify the difference between requirements and preferences and incorporate accordingly into the decision process.
- c. Seek to understand the impacts and tradeoffs associated with making or modifying a decision (e.g., risk, environmental protection, source removal, cost, schedule, resource impacts).
- d. Avoid paralysis by analysis. Identify when there is enough information and reach a decision. Make sure that all discussions and changes add value to the final decisions.

5. ACT ON DECISIONS EFFECTIVELY

- a. Document all decisions and actions, including responsibilities, and distribute to all participants prior to implementing decisions and actions.
- b. Communicate decisions throughout organizations and honor those decisions unless and until changed by agreement of the parties.

6. CONSISTENTLY AND COOPERATIVELY RESOLVE DISPUTES

- a. Follow the issue resolution process for non-enforcement disagreements among the parties.
- b. Communicate enforcement actions among the parties before communicating to outside groups.

SECTION 1 RESTORATION ADVISORY BOARD: CHECKLIST, TIPS, AND ISSUES

Following is a checklist of tasks to be performed prior to, during, and after a Restoration Advisory Board (RAB) meeting.

Tasks Before the Meeting:

- Identify need for a RAB meeting and establish a meeting date.

The FLBGR RAB has established a goal of holding RAB meetings at least quarterly. RAB members have expressed a preference for holding meetings on Wednesday nights (from 6:00 p.m. to approximately 8:00 p.m.).

However, additional meetings may be necessary in the event a RAB Stakeholder identifies the need for a meeting in light of completion of key milestones or emergence of issues at a site. Meeting dates and times will be determined by the Co-Chairs.

- Develop the meeting agenda.

The Co-Chairs will develop the meeting agenda. The agenda should be prepared at least two (2) weeks prior to the meeting date in order to identify topics and start preparation of the presentation(s).

- USACE is responsible for preparing and providing RAB meeting materials.

RAB Meeting Tasks:

- Should the RAB determine that technical advisory services are needed to educate and advise the RAB regarding site activities and documents, a Technical Assistance for Public Participation grant can be submitted.
 - The Technical Assistance for Public Participation (TAPP) program is designed to assist RAB community members in participating more fully in the cleanup process affecting DoD installations and FUDS. TAPP allows community members to obtain objective, independent scientific and engineering support concerning the restoration process through the issuance of government purchase orders to small businesses.
 - Community members of RABs are eligible to apply for technical assistance under the TAPP program. A minimum of three community members must sit on the RAB to qualify. A majority of members in good standing must agree on the type of assistance that would most enhance their ability to participate effectively in the restoration program.

Tips to Consider:

- If questions or issues can not be addressed within the time allowed for the presentation, offer to meet with the questioner following the meeting to discuss the issues further, or let the questioner know he/she will be provided the information following the meeting, and set a time by which he/she will be contacted.
- Upon request by RAB members, the USACE co-chair will provide technical documents. In the event that the requested document is voluminous, the USACE co-chair may request interested RAB members share one copy.

SECTION 2 RAB MEMBER SELECTION PROCESS

This section outlines the process to be used for selecting new RAB members.

Selection of Stakeholders to the RAB

- Share notification of RAB openings with each RAB member's constituency.
- Facilitate/Assist with posting notices of RAB openings on applicable city, county, and state websites, or other locations accessible by RAB members as appropriate.
- Review the RAB application as used in the 2007 selection process, and modify it as necessary to meet current needs.
- Participate/Support a sub-committee to lead the process and review/interview interested candidates. The sub-committee will be responsible for nominating candidates to the full RAB.
- At the close of the application period, invite applicants to the next RAB meeting and request that they arrive about one (1) hour early to participate in an informal interview with members of the sub-committee.

Selection of the Community Co-Chair

Per suggestion of the RAB Selection sub-committee, when the Community Co-Chair position is vacant it is recommended to wait until two (2) meetings following any new member addition to the RAB, to elect a Stakeholder to the Community Co-Chair position. Otherwise, following conclusion of the incumbent Community Co-Chair's service at the end of two (2) years, the position is open for selection from Stakeholders or re-election of the incumbent Community Co-Chair.

SECTION 3 RAB VOTING PROCESS

This section outlines the process to be followed when RAB members are to vote on a matter before the Board.

Based on a RAB member attendance of 12 Stakeholders on average, it was felt by the RAB Selection sub-committee that a quorum could be made up of seven (7) people. It also was agreed that when a matter requiring a RAB vote is anticipated, special notice should be provided to all RAB members as to the need for their attendance at the designated RAB meeting so a minimum amount of RAB Stakeholders could be present for the voting. Stakeholders present at a meeting where a vote is to occur will determine if a quorum is achieved and if the vote should proceed.

Each Stakeholder is entitled to one vote. Alternates have the same rights when acting for the primary Stakeholder; however, if both the primary and alternate Stakeholder are in attendance at the same meeting when a vote is held, only the primary Stakeholder is considered the official representative and is able to cast a vote.

While the Federal Agencies and regulators can participate in discussion and provide their viewpoints, they do not have voting rights.

SECTION 4 RAB CONFLICT OF INTEREST

This section outlines the procedures to be followed when a matter comes before the Board for consideration and/or voting and a RAB Stakeholder has a potential Conflict of Interest.

It is expected that RAB members will make any potential conflict of interest known to other RAB members during discussion of a subject or a vote. If it becomes known that there was an unacceptable conflict of interest for any RAB member who voted on an issue (as determined by the RAB), the vote becomes null and void, and must be redone.

**SECTION 5
POINTS-OF-CONTACT**

Consistent with the Privacy Act, the points-of-contact listed below should not be made available outside of the RAB.

Member	Affiliation	Telephone	E-mail
Jerry Hodgson <i>Co-Chairperson</i>	USACE Omaha District, Project Manager	402-221-7709	Jerry.L.Hodgson@nwo02.usace.army.mil
Vacant <i>Co-Chairperson</i>			
Joyce Bartell	Community Member	303-343-0384	JBartell@recycleamerica.com
Sylvia Crowell	Air Force		Sylvia.crowell@randolf.af.mil
Larry Falsetta	Community Member - Crosswinds R/C Club	303-378-8993	lfalsetto@aol.com
Joe Freund	Community Member – Rancher	303-341-9310	jfreund@myedl.com
Mark Harding	Range View Metropolitan District	303-292-3456	mharding@purecyclewater.com
Bob Hastings	Community Member	303-261-9440	eclecticct@aol.com
Julio Iturreria	Arapahoe County	720-874-6657	jiturreria@co.arapahoe.co.us
Karan Holmes	U.S. Navy	360-396-0080	karan.holmes@navy.mi
Carol MacLennan	Tri-County Health Department	303-220-9200	cmaclenn@tchd.org
Pete Pagano	Community Member – Landowner	303-791-0538	ppaganojen@aol.com
Lynn Robbio Wagner <i>Alternate</i>	Tri-County Health Department	720-322-1550	lwagner@tchd.org
Jeffrey Swanson	CDPHE	303-692-3416	jrswanso@smtpgate.dphe.state.co.us
James Schrack	City of Aurora	303-739-7555	jschrack@auroragov.org
Melissa Yoder	State Land Board	303-866-3247	melissa.yoder@state.co.us

Additional Contacts:

Jill Solberg
USACE Omaha District
Public Affairs Office
402-221-3908
Jill.C.Solberg@nwo02.usace.army.mil

Warren Smith
CDPHE
Community Involvement Office
303-692-3373
Warren.Smith@state.co.us

APPENDIX A

GLOSSARY

Appendix A: Glossary

Administrative Record File: A file containing documents that were considered or relied on by USACE to form the basis for the selection of a response action. This file is to be available for public review.

Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA): A federal law, commonly known as Superfund, passed in 1980 and modified in 1986 by the Superfund Amendments and Reauthorization Act (SARA).

Community Relations Plan (CRP): A plan specifically designed to address the public's communication needs during investigation and response activities. The plan is designed to encourage stakeholder input into the decision-making process.

Decision Document: A formal record of significant decisions on cleanup alternatives for a particular site. Decision documents are typically prepared to record the following decisions: No further action; selection of a remedy; or implementation of a sampling or monitoring program.

Formerly Used Defense Sites (FUDS): A subprogram of the Defense Environmental Restoration Program (DERP). Restoration of military land was extended to formerly used sites in 1983 under Public Law 98-212 (Department of Defense Appropriations Action of FY84).

Materiel: The equipment, apparatus, and supplies of a military force or other organization.

Military Munitions: All ammunition products and their components, produced or used by the armed forces for national defense and security. Military munitions are used in training for combat, munitions testing, and weapons research development, testing, and evaluation.

Restoration Advisory Board: RABs are to serve as forums for discussion and exchange of information between agencies and affected communities. They provide an opportunity for stakeholders to have a voice and actively participate in the review of technical documents, to review restoration progress, and to provide individual advice to decision makers regarding restoration activities.

Stakeholder: Stakeholder refers to those people or organizations with an interest in the outcome at a federal facility or site. These people or organizations are typically regulatory agencies, the property owner/manager, and the public. In many cases, other interested or associated groups or people will also be included as a stakeholder.

Superfund Amendments and Reauthorization Act (SARA): Enacted in 1986, this legislation establishes standards for cleanup activities, requires federal facility compliance with CERCLA, and clarifies public involvement requirements.