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**PLUM TREE ISLAND RANGE
FUDS PROJECT NO. C03VA020201**

**Military Munitions Response Program
Remedial Investigation/Feasibility Study**

PUBLIC INVOLVEMENT PLAN

**Final Document
March 2009**



PUBLIC INVOLVEMENT PLAN
FOR
PLUM TREE ISLAND RANGE
POQUOSON, VIRGINIA

FINAL DOCUMENT

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LIST OF ACRONYMS AND ABBREVIATIONS

AFB	Air Force Base
AR	Administrative Record
ASR	Archive Search Report
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
DERP	Defense Environmental Restoration Program
DoD	Department of Defense
FUDS	Formerly Used Defense Site
MC	Munitions Constituents
MD	Munitions Debris
MEC	Munitions and Explosives of Concern
MMRP	Military Munitions Response Program
MPPEH	Material Potentially Presenting an Explosive Hazard
NASA	National Aeronautics and Space Administration
NCP	National Oil and Hazardous Substance Pollution Contingency Plan
PIP	Public Involvement Plan
PTI	Plum Tree Island
RAB	Restoration Advisory Board
SARA	Superfund Amendments and Reauthorization Act of 1986
Shaw	Shaw Environmental, Inc.
SI	Site Inspection
USACE	U.S. Army Corps of Engineers
USEPA	U.S. Environmental Protection Agency
USFWS	U.S. Fish and Wildlife Service
UXO	Unexploded Ordnance
VA	Virginia
VDEQ	Virginia Department of Environmental Quality

1.0 INTRODUCTION

The U.S. Army Corps of Engineers (USACE) has tasked Shaw Environmental, Inc. (Shaw) to prepare a Public Involvement Plan (PIP) for the former Plum Tree Island (PTI) Range located in Poquoson, Virginia (VA). The PTI Range is part of the Formerly Used Defense Site (FUDS) program. The Department of Defense (DoD) has established the Military Munitions Response Program (MMRP) to address DoD's sites suspected of containing munitions and explosives of concern (MEC) or munitions constituents (MC). Under the MMRP, USACE is conducting environmental response activities at FUDS properties for the U.S. Army, DoD's executive agent for the FUDS program.

The purpose of this PIP is to outline community issues and concerns related to MMRP activities, and to identify community outreach and involvement activities to be conducted during ongoing investigation and removal activities. This document was developed as part of USACE's efforts to ensure that local communities, stakeholders, and area users are informed about site safety concerns and progress of MMRP activities, and are aware of opportunities and ways to become involved in the investigation process.

1.1 BACKGROUND

The PTI Range consists of approximately 3,276 acres of land and is located near Williamsburg and Newport News, VA. The Range was created in 1917 to support operations at nearby Langley Air Force Base (AFB), including experiments involving bombing, photography, radio and telegraph, and testing of foreign aircraft (USACE, 1996).

Historical documentation indicates that the PTI Range was used for a variety of munitions training activities as is evidenced by the various ranges documented as being constructed in this area. Types of ranges constructed on the PTI Range included machine gun, gunnery, bombing, and rocket ranges. Boardwalks and observation towers were constructed to observe training activities, and range targets included personnel targets, a ship target, and a concrete pier target. The Range was used regularly from the time of range construction through 1959.

Once active use of the Range ended, people began to visit the PTI area, and encountered MEC that remained from training activities. According to historical records, four incidents were documented where PTI users encountered munitions. During two of these incidents, four people were injured and one was killed due to munitions encountered. Additionally, there are two recorded incidents of agency representatives encountering or observing munitions at PTI.

1.2 PROJECT OBJECTIVES

The purposes of the community involvement effort are to:

- Identify concerns the local community may have regarding planned military munitions response activities at the site.
- Establish effective and comprehensive mechanisms for informing communities about the military munitions response activities.
- Set forth a strategy for on-going, two-way communication between USACE and the community.

This PIP was developed using information obtained through community interviews conducted to identify and address stakeholders' informational needs and project concerns. The term "stakeholder" refers to area residents, interested or involved agencies, affected businesses, recreational users, and community or environmental organizations. Specifically, the PIP provides community members and project staff with an overview of the current issues and concerns identified through the community interviews. It also provides a discussion of the community involvement activities proposed to share information and to address these issues and concerns. Additionally, this document outlines the public involvement opportunities that USACE will provide to interested stakeholders as the military munitions response activities continue.

This PIP provides an overview of the project location, history, and need for the response activities (Section 2.0); a community profile of the area, a chronology of past public involvement activities, and a summary of community interviews (Section 3.0); the community involvement strategies and methods for public involvement (Section 4.0); references (Section 5.0); and resources to be used for this project (Appendices).

2.0 SITE INFORMATION

2.1 SITE LOCATION AND DESCRIPTION

The PTI Range consists of approximately 3,276 acres of land and is located at the southwest corner of the Chesapeake Bay in the City of Poquoson, VA. The site is located approximately 30 miles southeast of Williamsburg, and approximately 18 miles northeast of Newport News, VA.

2.2 PROJECT TEAM

The following agencies and companies are involved in this project and are hereafter referred to as the Project Team. Their roles and responsibilities are as follows:

- USACE, Baltimore District Military Munitions Design Center – The Baltimore District has overall management, contractual, and funding responsibility. USACE conducts the environmental cleanup work on former military land under the FUDS program.
- USACE, Norfolk District – The Norfolk District is the geographic district and provides local project support as needed.
- U.S. Fish and Wildlife Service (USFWS) – The USFWS owns and manages the majority of the land within the PTI Range FUDS boundary.
- City of Poquoson – The city is a primary stakeholder and has an interest in ensuring public safety and preservation of the site as a natural resource.
- Virginia Department of Environmental Quality (VDEQ) – The VDEQ is responsible for regulatory oversight for the State of Virginia.
- U.S. Environmental Protection Agency (USEPA) – The USEPA is the federal regulatory agency.
- Shaw Environmental, Inc. – Shaw is the primary contractor to USACE for the PTI Range Remedial Investigation and Feasibility Study project and is responsible for all aspects of conducting munitions investigation and removal work.

2.3 SITE HISTORY

The PTI Range was acquired in 1917 to support operations at nearby Langley AFB. The range was used for experimentation in bombing, photography, radio and telegraph, and testing of foreign aircraft (USACE, 1996).

From October to November 1933, construction/repair occurred on the PTI Range at a machine Gun Range located on the Back River opposite Messick Point and at a Bombing Range located near Plum Tree Point. This included the construction of boardwalks, several observation towers, and the installation of 12 sets of foundations for machine gun targets. By July 1935, the range also had developed the following targets in relation to the Gunnery Range: 750 personnel targets to the southwest, 30 type “C” targets to the southeast, a ship target also to the southeast, and a concrete pier target to the southeast. Targets built in relation to the Bombing Range included a 200-yard square target to the northwest, and a practice bombing target to the west. Shortly after its establishment as an experimental station, the PTI Range transitioned into an extensively utilized bombing, gunnery, and rocket range. Ordnance activity occurred on the PTI Range from the beginning of the ranges operational use until 1959.

In 1958, three children from Fox Hill, VA were seriously injured when trespassing on the island, ignoring warning signs, by accidentally exploding a practice bomb (USACE, 1996). An individual trespassing on the island was killed and another wounded in the late 1960s when a bomb exploded while being handled, according to an interview with the USFWS (USACE, 1992). In 1988, the USFWS observed corroded bombs at low tide near Plum Tree Point (USACE, 1996). In 1994, the Poquoson Police reported finding an old-style 100-pound demolition bomb casing, without explosives or hazardous components (USACE, 1996).

In 1959, the National Aeronautics and Space Administration (NASA) began using the area to test free-flight aircraft models and vertical take-off and landing airplanes. Langley AFB requested a permit to reserve the right to use the area as an emergency jettison area and for ordnance disposal activities (USACE, 1996).

In May 1971, the PTI Range was excised by the U.S. Air Force, and in June 1972, the land was turned over to the Department of the Interior, Bureau of Fish and Wildlife for use as a Wildlife Refuge. The site is known as the Plum Tree Island National Wildlife Refuge (USACE, 1996).

2.4 PREVIOUS AND PENDING INVESTIGATIONS

In June 1959, the U.S. Air Force conducted a site clearance. According to the Certificate of Clearance, the clearance included the visual surface inspection of all land above the high-water mark and the removal of all dangerous and/or explosive material reasonably possible to detect. The Certificate further recommended that all PTI Range land be retained permanently by the Federal Government and restricted to surface use only. Due to the inaccessible nature of most of the site, determination of the presence and clearance of sub-surface explosive hazards could not be completed (USACE, 1992). No specific details were found concerning the amounts of MEC or munitions debris (MD) removed from the site.

The USACE, Norfolk District completed an Inventory Project Report for the PTI Range in 1992. At that time, the site was determined to be formerly used by the DoD as an Army Aviation Experimental Station, and later as an Air Force Bombing and Gunnery Range. The signed Findings and Determination of Eligibility stated that the site consisted of 3275.60 acres and the DoD used the site from 1917 to 1972; therefore, the PTI Range was eligible for restoration under the purview of the Defense Environmental Restoration Program (DERP) FUDS. An Ordnance and Explosives Waste project, DERP FUDS Project No. C03VA020201, was proposed to address hazards associated with MEC remaining at the site from past use of military munitions on the FUDS (USACE, 1992).

The 1996 Archive Search Report (ASR) includes a description of previous investigation performed at the site, a site description, the historical ordnance presence, site eligibility as a FUDS, a visual site inspection, an evaluation of ordnance hazards, site ordnance technical data available, and a description of other environmental hazards. The ASR concluded that there is historical evidence indicating MEC and MD remain at the site. The ASR also concluded that the following munitions were used at the site: small arms, high-explosive and practice bombs, aerial rockets, and aerial practice rockets.

A Supplemental ASR was prepared in 2004 as part of the range inventory and further evaluated the MEC hazards associated with the property. Eight target areas were identified in the southern portion of the PTI Range. These target areas were identified as the Bomb and Rocket Targets, 220-Yard Targets, Practice Bombing Target, Gunnery Targets, 750 Personnel Targets, 3- Type "C" Targets, the concrete Pier Target, and the Ship Target collectively identified as Range Complex No. 1. The Supplemental ASR included a summary of MEC associated with each of the sub-ranges at the PTI Range including the munitions type, dates that the munitions were used, and a risk assessment code score for each sub-range as well as the Range Complex (USACE, 2004).

During a site visit in July 2004, two Refuge staff members observed what appeared to be 40 unexploded ordnance (UXO) items in the intertidal zone, scattered in the shallow waters along the southern portion of the Refuge (USACE, 2005). USACE designated the area around the PTI National Wildlife Refuge a temporary Danger Zone due to the observed presence of UXO items. This regulatory action prohibits anchoring or any other disturbance to the sub-surface bottom. The temporary Danger Zone covers the southern part of the old bombing range (from Bells Oyster Gut to Whalebone Island) where material potentially presenting an explosive hazard (MPPEH), MEC, and MD are known to exist. This boundary extends into the water 300 feet from the shoreline or original boundary, whichever is greater, into the waters of Back River and the Chesapeake Bay. During another site visit by USACE staff members in November 2005, MEC was again observed on the ground in the southern portion of the PTI Range (Alion, 2006).

USACE conducted a Site Inspection (SI) at the PTI Range in 2006 (Alion, 2007). The SI included site reconnaissance lines to identify surface MPPEH, and soil, surface water, and sediment sampling to

assess MC. The report concluded that MPPEH and MEC are likely present at the FUDS property. The report indicated that the media of concern likely to be impacted by MC are surface soil, sediment, and surface water. The presence of MEC/MC poses a potential risk to human and ecological receptors. It should be noted that the SI Report documented the finding of a suspected 20-millimeter projectile; however, this item has subsequently been identified as a .50-caliber cartridge and bullet.

2.5 POTENTIAL THREAT TO PUBLIC HEALTH AND SAFETY

As discussed above, the PTI Range was used as a military training site for many years. Both practice and live munitions were used in this training. During the time period that PTI was used, it was common to assume that there would be a 5 percent “dud” rate of munitions fired. That is, 5 percent of the munitions fired or dropped did not function as designed and, thus, remained hazardous. These military munitions could be present anywhere within the PTI project area and could potentially cause injury or death if encountered and disturbed in a manner that could cause detonation of the munition.

To date, there have been four reports of people encountering or observing military munitions in the PTI project area. Finding hazardous munitions on and around PTI prompted the USFWS to prohibit use of the PTI area and to restrict use of areas adjacent to it. Even though the PTI area is closed, there is concern that some area users will disregard this and continue to access the closed area.

2.6 REGULATORY BACKGROUND

This response activities project is being managed to be consistent with the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) and the National Oil and Hazardous Substance Pollution Contingency Plan (NCP). The PTI site is administered under the FUDS program, which was formed as part of the 1986 amendment to CERCLA and assigned to the DoD. The FUDS program is designed to address risks to human health and the environment from past military activities in an area.

CERCLA was enacted by Congress in 1980 and amended by the Superfund Amendments and Reauthorization Act of 1986 (SARA). CERCLA authorizes a federal response to the release or threatened release of hazardous substances into the environment, or a pollutant or contaminant that may present an imminent or substantial danger to public health or welfare. The CERCLA process is designed to make sure that contaminated sites are cleaned up in a timely manner, cleanup objectives are reasonable and achievable, and the affected community participates in selection of the removal measure(s), as appropriate for the site.

The NCP, which was established in 1972 under the Clean Water Act and revised in February 1990, identified the DoD as the responsible authority for incidents involving munitions. The NCP presents a framework for preparing and conducting response actions. In the 1990 revision, USEPA gave responsibility for removal response activities to the DoD. The DoD identified USACE as the appropriate DoD agency to conduct removal response activities.

3.0 COMMUNITY INFORMATION

3.1 AREA DESCRIPTION

The City of Poquoson is the community adjacent to the PTI Range project area. Poquoson and the PTI Range are located on a peninsula adjacent to York County, VA, with the larger communities of Newport News and Norfolk within a 15-mile radius. The actual size of Poquoson is about 16 square miles, and has come to be known as a “bedroom community” given the number of people that commute to jobs outside of Poquoson (City of Poquoson, 2008). The City of Poquoson started as a fishing village, but now attracts residents interested in small-town living (City of Poquoson, 2008). While most residents commute to jobs outside of Poquoson, there are still others who continue to make their living off fishing and other water-based activities.

3.2 COMMUNITY PROFILE

PIPs are used, in part, to assist project personnel in understanding the specific interests and needs of the local population and other interested people during the investigation and cleanup activities of a FUDS project. To gain this understanding, a community profile was developed based on available demographic information obtained from the *City of Poquoson, Virginia Comprehensive Plan, 2008-2028* (2008) and community interviews.

As stated above, the City of Poquoson is located on a peninsula adjacent to York County, VA. Larger cities in vicinity of Poquoson are Newport News to the southwest, and Hampton and Norfolk to the south-southeast. An estimated 11,858 people live in the Poquoson area. The majority (45 percent) of residents are in the civilian work force, specifically working in management, professional, and related jobs. As mentioned earlier, the majority of Poquoson residents (78 percent) commute to jobs outside the City of Poquoson. The City of Poquoson is not very racially diverse compared to other areas in Virginia – the majority of residents are Caucasian (96 percent), followed by Other (American Indian, Alaskan native, Asian, Native Hawaiian, another race, and persons of two or more races; 3 percent), and African-American (1 percent).

3.3 CHRONOLOGY OF COMMUNITY INVOLVEMENT

Public meetings were conducted as part of the SI process initiated in 2005. As part of this effort, a meeting was held at the Poquoson Yacht Club in Messick Point. Additionally, presentations were given to the City Council about the SI process and results.

3.4 COMMUNITY INTERVIEWS

For development of this PIP, interviews were conducted with a cross-section of the local population in order to identify and understand the concerns and informational methods and needs of all area users. Open-ended questionnaires were used to conduct the interviews so interviewees could provide answers as they saw fit in response to the questions. Questions covered topics such as awareness of project history, project area concerns, potential information sources, and the type, frequency, and format for project information distributed to the local community.

3.4.1 Community Interview Approach

During the week of 14 October 2008, a representative from the Corps’ contractor, Shaw, conducted 11 community interviews in and around the City of Poquoson. These interviews were conducted with elected officials, public employees, recreational users, stakeholder groups, and local residents. While 11 people were interviewed, not all respondents answered all questions or had multiple points in their responses. Therefore, the numbers associated with responses do not always equal the total number of respondents.

While results of the interviews represent comments from a cross section of community interests, the views expressed by the respondents should not be construed as a formal statement for their respective organizations or constituencies. Information presented in this section is a summary of responses, while more detailed results are presented in **Appendix B**. All interviews are kept confidential, and names are not attributed to specific statements.

3.4.2 Results of Community Interviews

In general, respondents were familiar about the history of the PTI Range area and the presence of military munitions as a result of training activities conducted there. Most respondents used the area recreationally, and were very interested in seeing the PTI area opened up for public use to some degree following remediation activities, provided it is safe to do so. Most people have participated in project-related activities that were open to the public, which was one of the primary methods by which they received information about the PTI area and related remediation activities. Respondents were interested in staying informed about the project and its progress, and provided a variety of suggestions as to how to share information with the local community.

The following are key points of information gathered from the interviews:

- Sixty-four percent of interviewees have lived in, worked in, or used the area for 21 years or more.
- The majority of respondents indicated they had concerns about safety in the PTI area given the presence of munitions, while one respondent indicated that they had no real concerns. The key concerns expressed focused on public access to the area, safety issues due to the presence of munitions, erosion around the PTI, and future development of the area.
- The majority of respondents felt that folks who live and/or use the area for recreational purposes were more aware of the presence of military munitions in the area, as compared to community members who did not live in proximity to PTI, were new to the area, or did not have any recreational use of the area.
- Primarily, people were interested in staying informed about the project on a regular, or as information becomes available, basis. The preferred method of receiving information was via email or newsletters, followed closely by media coverage and use of the City's public access channel. Other methods of getting information out to the larger public included using civic and other community groups.

The following sections summarize and describe interview responses with regard to level of awareness, concerns for the area, informational needs, and methods for gaining access to project information. Notes that express how comments were phrased also are included in each section.

3.4.2.1 Awareness of the Plum Tree Island Range Project Area

A majority of respondents indicated they were familiar with the PTI Range and its military history. Respondents had varying degrees of knowledge about PTI history and learned about site activities through newspapers, personal interactions, or professional activities related to the PTI Range project. Some respondents indicated there may be a generational difference in the level of awareness of and knowledge about historic activities at Camp Hale and in the surrounding area. Some respondents suggested that newer members of the local community were likely to be less familiar, if they knew at all about historical activities at PTI.

The following are excerpts of interview responses:

- Dad was a waterman; ...grew up hunting and fishing on the island – it was my playground; ...don't remember seeing actual bombing as a kid.
- Knew of the bombing range and heard from area residents how it was used for grazing cattle.
- Know it was a bombing range at one time; sails out there often; it's administered by the Fish and Wildlife Service.

Just over half of respondents (54 percent) use the area for recreational purposes. The most commonly cited activities included boating, fishing, and hunting. All respondents indicated an awareness of people using the area in some fashion. All respondents were aware of the presence of military munitions in the PTI project area. Just over half of respondents (54 percent) found out about the military munitions presence through project-related meetings and/or contact with project-affiliated representatives. Other methods of learning about the area included newspapers and word of mouth.

The following are excerpts of interview responses:

- Learned through the papers; the area is very important to Poquoson and fishermen use the area for coming and going.
- Just heard they're going to clean it up – after that, no idea; wish it was open to the public; they could plant things for the wildlife – team up with Ducks Unlimited to plant wild rice for the waterfowl.
- Knows about past events in general terms; has heard of the PTI project; couldn't attend the recent meeting but listened to the summary done by Tom Meree.

3.4.2.2 Concerns about the Area

Concerns mentioned by respondents ranged from specific concerns about the military munitions in the project area to general use impacts to the environment. Sixty-four percent of respondents indicated they had environmental concerns about the project area, and an equal number mentioned there should be some degree of public use of the area once munitions response activities are done. Specific concerns are as follows:

- Sixty-four percent expressed water-related concerns, such as erosion around the island; water contamination from nutrients and possibly from MC, particularly as a result of munitions disposal during this project; and the unlit or non-reflective poles that were placed around PTI that pose a potential hazard to boaters.
- Forty-five percent cited the need to remove the military munitions danger posed to public safety.
- Forty-five percent mentioned the need to address the safety concern posed by the munitions, whether or not the respondent actually thought they posed a hazard; concern was expressed for overall public safety.
- Eighteen percent mentioned a concern about the future development of areas adjacent to and including the Island citing past efforts to develop in the marshes.
- Nine percent each mentioned the delay in cleaning up the munitions, the need to get information out about the PTI project and associated safety concerns, and the understanding that only a portion of the Island was really affected by past military training activities.

The following are excerpts of interview responses:

- Concerned about the water and the munitions in the water; the cleanup will be good for all concerned.
- Just open it up to the public; no concerns, but would like to see it cleaned up so it's safe; looks the same now as when he was a kid; probably has some erosion problems.
- Would like to see it given to the City of Poquoson just for land/recreational uses; wouldn't want it developed unless they put another tower up.
- Believes there's a fair amount of shoreline erosion that's eroding the marshes; would like to see some sort of stabilization as part of the munitions project; the area has bay and sea-rise, so it's useless to clean up the island if it's just eroding away anyway and nothing is done to mitigate that.

From responses to the question about the local community's awareness and sensitivity to the presence of military munitions in the area, it appears 36 percent of residents who live or use the area have greater concern than those who live in other areas of Poquoson and do not really use the area. Several mentioned there is a clear connection between those who live further away from the area and a lower concern about the PTI area. Twenty-seven percent of respondents thought that local residents knew of the presence of munitions on PTI; however, they also felt that new residents would be less likely to know of the area's history and potential munitions hazards. Two respondents each, or 18 percent, mentioned that the cleanup needed to be done years ago, and once the cleanup is completed, they would

like to have more access to the PTI area. One respondent each, or 9 percent, commented that there was no MEC concern because of the rusting that has occurred of the munitions over time, and that people still go to the PTI area in spite of the warning signs posted.

The following are excerpts of interview responses:

- Think there's concern but need to get information out; new people in the area won't know about PTI and the associated concern; if people know, they'll be concerned.
- Community knows about the munitions – through the meetings a couple of years ago. After (Hurricane) Isabel, it was tightened up and raised awareness (about munitions on the island); general folks are not as concerned as folks who use the area.
- Depends on what part of the community you're talking about – on the eastern side, where the watermen are located, they are very concerned but they don't want any infringement and want to hunt over there; in the western part of the community, not very concerned about PTI at all.

3.4.2.3 Information Needs

The majority of respondents, between 54 and 36 percent, indicated they would first go to officials at the City of Poquoson, the USFWS, or USACE if they wanted more information about the area. Nine percent of respondents indicated they would either go to personal, non-official, contacts or the city's web site for information.

When respondents were asked how they would like to be involved in future activities, the majority indicated they would like to be kept up-to-date, with some indicating an interest in serving as a resource for the project if it would help.

Information Delivery and Frequency

Methods suggested for keeping the local community informed about project progress ranged from sending information updates via e-mail, and publishing information in local papers, to having public meetings or doing presentations at area civic groups. Other potential resources for providing information to the local community included providing project information to the city newsletter, posting regular updates on the city's web site, and running brief informational updates on the public access channels.

With regard to frequency, most respondents (64 percent) indicated that information should be made available whenever there is something new to report. Other responses included monthly updates (27 percent) and notification as to when work was to begin (18 percent).

The following are excerpts of interview responses:

- Would love to be involved in any way possible. Should have some meetings that are open to the public and gauge interest; duck hunters and boaters will be very interested – they would like to legally access the island.
- Use the town TV channel to share/post information; local papers – especially the Daily Press so folks over in Hampton know what's going on at the island; local press – let them get the word out about the good being done for the community.
- City web site – can put a link on there; would like to stay informed and connected through the wetlands board.

4.0 COMMUNITY INVOLVEMENT OBJECTIVES AND ACTIVITIES

4.1 OBJECTIVES

The objectives of the PIP are to:

- Identify concerns the local community may have regarding the planned military munitions response activities at the site.
- Establish effective and comprehensive methods for sharing information with the community about the military munitions response activities.
- Set forth a strategy for on-going, two-way communication between USACE and the community.

4.1.1 Objective #1: Identify Local Concerns

USACE and the Project Team will continue to work with local communities and stakeholders to identify questions or concerns that may arise during military munitions investigations or other response activities. Open dialogue between USACE, Project Team members, local community, and stakeholders is important to ensure community understanding of the project and USACE awareness of local issues.

This on-going dialogue between the Project Team and local and interested area stakeholders can be achieved through periodic information sessions where members of the public can talk directly with project staff about any concerns or issues they have, and use of the City of Poquoson's web site for sharing project information, including contact information for project representatives should web site visitors have any questions or comments about the project. Additionally, concerns and questions can be identified by updating the PIP as necessary for the duration of the project.

4.1.2 Objective #2: Establish Methods for Sharing Information

USACE, in cooperation with Project Team members, will distribute, or oversee distribution of, project information for planned investigation or clearance activities to community members and stakeholders in proximity to and interested in the affected areas. The distribution of project-related information to local communities and other interested groups through a variety of methods increases the likelihood that people will receive the information and stay informed about the progress of the project.

The primary recipients of this information would be those on the project mailing list and anyone who visits the project stakeholders' web sites. People will be provided with opportunities to be added to the mailing list at all public meetings, through fact sheets or other project-related mailings, or by indicating through contact with project representatives that they would like to be added to the mailing list. Additionally, the City of Poquoson has offered to distribute project-related information through their respective communication channels, which increases the number of interested people who will receive information.

4.1.3 Objective #3: Establish Two-Way Communication between the Project Team, the Community, and Stakeholders

Regular communication among the community, stakeholders, and the Project Team allows for understanding different perspectives with regard to the military munitions response activities for the PTI Range project area, and provides opportunities for educating community members about military munitions. This includes the timely awareness and notification of community involvement opportunities, as well as provision for and participation in various methods through which the community can share their questions and concerns with project staff.

The primary reasons for establishing two-way communication opportunities between the Project Team and the local community is to alert area users of work areas, to provide approximate response activity schedules, to provide information about munitions and work results, and to provide members of the public with various methods by which they can inform project staff about any potential areas of interest or suspicious items they have encountered. This can be achieved by attending information sessions, conducting small group presentations, and contacting project representatives.

4.2 ACTIVITIES

The activities described below are components of an overall community involvement strategy that addresses the above goals. This PIP should be considered a dynamic document that will evolve and be updated as the project progresses.

4.2.1 Fact Sheets

Regularly produced fact sheets can provide interested people with project information to keep them aware of and informed about the project and its progress. In addition to keeping interested members of the public informed about the project, fact sheets provide information about other resources available to the public to learn about or become more involved in the project. These additional resources include web site addresses, Administrative Record (AR) location, and information on how to be added to the project mailing list.

Fact sheets will be prepared semiannually or annually, as appropriate, for distribution to stakeholders and interested people to promote awareness of and to update the community on the status and issues associated with project actions and activities. Additionally, fact sheets will be available at the AR location.

4.2.2 Web Site Information

Web site information will be added to the USFWS and USACE – Baltimore and Norfolk web sites, and provided to the City of Poquoson to share PTI project information. Using stakeholder web sites will provide a dynamic environment within which project information can be provided more often than a regular mailing. Information contained on these web sites will include a brief overview of the PTI history, project status, safety information, maps and photographs, and contact information for the public to submit questions or concerns about the project. Web sites will be updated every 6 months, or as necessary, to reflect the status of project activities.

4.2.3 Community Mailing List

Mailing lists are an important component of effective community outreach by ensuring that interested community members, as well as other stakeholders and communities impacted by or interested in military munitions response activities are kept informed of activities and opportunities for community involvement. A mailing list is used to distribute news releases, fact sheets, and other types of pertinent information for the PTI military munitions project activities.

As this is considered one of the cornerstones of an effective outreach strategy, USACE will establish and maintain a project mailing list consisting of interested individuals, local officials, and media representatives. USACE will update this mailing list as necessary and appropriate, and will provide information in fact sheets, at public meetings, and on web sites as to how individuals and groups can be added to the mailing list.

Additionally, an e-mail mailing list will be developed for those community members and stakeholders who prefer to receive project information in an electronic format.

4.2.4 Administrative Record File

The AR File is the collection of documents that USACE used to make project-related decisions and is accessible to the public, per federal regulations. An AR must be in a centralized location where the community can access and review decision documents related to military munitions response activities, and is maintained throughout the duration of the project. The AR for this project will be established at the Poquoson Public Library (see **Appendix E** for location, phone numbers, and hours) and made available on the Plum Tree Island web site.

4.2.5 Information Sessions and Public Meetings

Information sessions are informal opportunities for stakeholders and interested people to meet with staff members/project personnel to discuss project activities, and/or community/stakeholder issues or concerns. These sessions differ from other types of meetings in that there tends not to be a formal structure to the meeting; people can move about the information stations at their own pace and a brief

presentation may or may not be given. Project personnel will manage the information stations. It is important that these personnel can answer and/or explain different aspects of project work, or be able to introduce a community member to someone who can answer their question or address a comment.

Public meetings are a more formal approach for sharing information with the community through a presentation and brief question and answer period. This format is particularly useful for conveying update information regarding military munitions response activities to a relatively large group of people at one time. Using an information station layout with poster boards complements this type of meeting.

These types of meetings are valuable because of the informal atmosphere that fosters communication between people. Information sessions or public meetings allow for a rapport to develop between project staff, the local community, and other interested stakeholders. These meetings will be held when the Project Team feels they would be useful in order to update interested community members and stakeholders on project activities or as requested by the community. The format of these meetings, e.g. an information session or a public meeting, will depend on the project status and/or community information needs at the time of the meeting. See **Appendix D** for suggested meeting locations.

4.2.6 News Releases

In recognition that community members rely on local news media outlets for timely information about local activities, news releases will be issued as appropriate or as project milestones are achieved. Additionally, these news releases can be sent to community organizations for inclusion in their publications or information updates to their members. Again, this multiple distribution of information increases the likelihood of area users not on the project mailing list receiving timely and pertinent information.

News releases will be prepared about project activities or other significant events and issued to the local media and key stakeholders. Media representatives will be invited to attend public meetings and observe other project-related activities as appropriate.

4.2.7 Public Notices

Public notices serve as official notification to the local community of project plans for environmental activities, upcoming public involvement opportunities, and the availability of documents in the AR. As a public notice is not the sole means of alerting the community of upcoming project activities, it is typically produced in conjunction with fact sheets to distribute information and operates on a similar distribution schedule. Public notices will be prepared and placed in local newspapers to announce public comment periods, public meetings, and other pertinent information.

4.2.8 Signage

The USACE installed more than 200 Danger/No Trespassing signs and nautical day marks around Plum Tree Island National Wildlife Refuge as a Temporary Danger Zone in July 2004. In addition to these signs, the USACE is preparing semi-permanent signs for posting at local marinas that describe the history and hazards of Plum Tree Island, and delineate the danger zone. Additional need for signage will be discussed by the Project Team and developed in conjunction with the USFWS as necessary for project activities.

4.2.9 Restoration Advisory Board

The objective of a Restoration Advisory Board (RAB) is to provide a forum through which local community members, stakeholders, USACE, and regulatory agencies can work together in an atmosphere that encourages discussion and exchange of information regarding USACE's activities during the military munitions response activities. Although RAB members do not make decisions about the cleanup process, their concerns, comments, and questions are important in helping the USACE and Project Team determine its approach to the military munitions response activities. This interaction is achieved through a commitment from all parties to attend and participate regularly in meetings and discussions and to review appropriate site documents.

As of this interviewing effort, surveyed interest suggests a RAB is not warranted to meet community information needs. Although there were no direct questions on the formation of a RAB, two

questions related to forms of communication. One question asked for an indication as to how respondents would like to be involved in future project-related activities; 2 out of 11 selected public meetings. Another question asked for the best format for providing project-related information; 1 out of 11 selected meetings. Formation of a RAB remains an option if sufficient interest develops. Information on potential RAB formation will be made available at public meetings and included in project fact sheets.

4.2.10 Briefings or Small Group Meetings

Project representatives will be available to conduct one-on-one briefings with local officials or presentations for small group meetings as requested. These types of interactions would focus on updating groups about project information and status. Project representatives can meet with small groups, such as civic, recreational, neighborhood groups, or schools, to discuss the project upon request. These presentations will be designed to share information about the project and provide an informal forum between project personnel and interested groups where they can discuss different aspects of the project. An important aspect to these types of interactions is that it involves project staff attending existing group meetings, in addition to interacting with stakeholders and community groups in a project-organized forum.

5.0 REFERENCES

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- Alion. 2007. *Site Inspection Report for the Plum Tree Island Range*. Final. August 2007.
- City of Poquoson. 2008. *Final Draft Comprehensive Plan, 2008-2028*. December 2008.
- U.S. Army Corps of Engineers (USACE). 1992. *Defense Environmental Restoration Program for Formerly Used Defense Sites Ordnance and Explosives, Inventory Project Report (INPR) for the Plum Tree Island Range, 1992*.
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- U.S. Army Corps of Engineers (USACE). 2005. *Environmental Assessment, Plum Tree Island National Wildlife Refuge Towers Removal*.
- U.S. Environmental Protection Agency (USEPA). 2002. *Superfund Community Involvement Handbook*. Office of Solid Waste and Emergency Response.

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).

Public Involvement Plan (PIP): 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).

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 (RAB): 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.

APPENDIX B

COMMUNITY INTERVIEW RESULTS

Appendix B: Community Interview Results

During the week of 14 October 2008, a representative from the Corps' contractor, Shaw Environmental, Inc., conducted 11 community interviews in and around the City of Poquoson. These interviews were conducted with elected officials, public employees, recreational users, stakeholder groups, and local residents. While 11 people were interviewed, not all respondents answered all questions or had multiple points in their responses. Therefore, the numbers associated with responses do not always equal the total number of respondents. Comments following questions are paraphrased from the interviews.

Q1: How long have you lived, used, or worked in the area?

Less than 10 years: 2

11 to 20 years: 2

21 to 30 years: 4

More than 30 years: 3

Q2. What do you know about Plum Tree Island's history? Are you aware of the extent of its historical (former) boundaries?

Not a lot regarding history: 2

Familiar with PTI-specific use: 7

Somewhat familiar: 2

Familiar: 6

Very familiar: 1

Q3. Do you know about the munitions in this area and the plans to address – e.g. extent and removal of UXO? How did you learn this information?

Yes: 11

No: 0

How did you learn of it?

Project meetings/TPP: 3

Newspapers: 2

Agency contact: 2

Word of mouth: 2

No answer: 2

Fish & Wildlife Service: 1

Q4. Do you participate in recreational or other activities in this area? What are these types of activities? How often?

Yes: 6

No: 3

Types of activities?

Boating: 3

Hunting/fishing: 3

Project-related activities: 1

Recreates in areas other than PTI: 1

Attended fish market at Messick Point: 1

Q5. What are your current environmental concerns about the PTI area? Have any of your friends or family members discussed concerns they have about the PTI area?

Area should have public use: 7

Safety: 5

Erosion: 3

Water contamination (includes contamination from nutrients and MC): 3

Future development of PTI: 2
Water quality: 1
Unlit/non-reflective poles in water: 1
Delay in cleanup: 1
Information should be shared with community members: 1
Only a portion of PTI was really affected by training activities: 1
No real concerns: 1

Q6. In your opinion, how aware/sensitive is the local community in general to the presence of munitions in this area?

Greater concern from people who live/use the area; knowledge depends on part of community you live in: 4
People know of MEC in the area: 3
New people won't know about issues at PTI: 3
Locals will want more access once cleanup is done: 2
Cleanup needed to be done years ago: 2
There is concern, but need to get information out: 1
Locals will not be nice due to delayed cleanup and recent use restrictions: 1
No MEC concern because of rusting: 1
People still go to the area despite signs: 1
Lots of watermen use the area: 1

Q7. Who would you contact if you had questions or wanted more information about this area?

Information from past outreach efforts (USACE): 6
City Council/City Manager/City Engineer: 5
USFWS: 4
City of Poquoson Mayor: 1
Local delegate: 1
Personal (non-city or agency) contact: 1
City web site: 1

Q7a. Who would be the 5 people you would contact for information about activities going on in your community?

City contacts: 9
Community points of contact: 2
Project contacts: 1
Watermen: 1
School: 1
Former Vice-Mayor: 1
Local pastor: 1
Civic Groups: 1

Q8. Have you participated in activities concerning the site – e.g. public meetings, open houses, etc.?

Yes: 6
No: 3
2005 Public meeting: 3
2008 TPP meeting: 3
Attended meeting for tearing down tower on island: 1
City Council presentations: 1
All project-related meetings: 1

Q9. How would you like to be involved in future activities? What would you suggest we do to involve your neighbors and friends in the area?

Keep up to date/use as a resource: 3
Put information in local papers: 3

Put information on the City web site: 3
Public meetings (use to gauge public interest in project): 2
Would like to be involved in any way: 2
Put information in the public library: 1
Put information in the City newsletter: 1
Talk with civic groups to get the information out (Kiwanis, Lions, American Legion): 1
Issue newsletters: 1
Local churches: 1

**Q10. How can USACE best provide you with information concerning the site and how frequently?
What kind of information would you like to receive?**

E-mail: 5
Mailers: 3
Newspapers: 3
Poquoson TV channel: 3
Library bulletin board: 1
Talk with civic groups and ask for their help: 1
Churches: 1
Word of mouth: 1
Meetings: 1
City web site: 1
City staff: 1

Frequency

As new information is available: 7
Monthly/periodic update: 3
Work start notification: 2
No answer: 2

Q11. Would you like to be on a general mailing list to receive information about the removal project?

Yes: 11

Q12. Can you suggest other individuals or groups that should be contacted for additional information or to be added to the mailing list?

Community members: 5
Citizens of Poquoson Environment: 2
Mayor/City Council: 2
City Planners: 2
Civic groups: 2
Press: 1
VA Marine Police Division: 1

Q13. Is there anything you would like to mention regarding this project that we have not yet discussed?

Distrust about City plans for island/surrounding area development: 2
Would like to see the area cleaned up: 1
More access for locals than current 3 days/year: 1
Clear up discrepancies between boat anchors and anchors used for gill nets and crab pots: 1
Get the work going/done: 1
Need to be clear about the dangers in the area and future use: 1

APPENDIX C
KEY CONTACT LIST

Appendix C: Key Contact List

Governor Tim Kaine
Office of the Governor
Patrick Henry Building, 3rd Floor
1111 East Broad Street
Richmond, VA 23219
Ph: (804) 786-2211
Fax: (804) 371-6351

U.S. Senators

The Honorable Jim Webb
222 Central Park Ave., Suite 120
Virginia Beach, VA 23462
Ph: (757)-518-1674
Fax: (757) 518-1679

U.S. Representatives

The Honorable Robert Wittman
1st Congressional District
4904 Geo. Washington Memorial Hwy, Suite B
Yorktown, VA 23692
Ph: (757) 874-6687

Virginia State Legislature

State Senator

The Honorable John Miller
District 1
PO Box 396
Richmond, VA 23218
Ph: (804) 698-7501

State Delegate

The Honorable Thomas Gear
91st District
General Assembly Building, Room 705
910 Capitol St., P.O. Box 406
Richmond, VA 23218
Ph: (804) 698-1091

City of Poquoson

Mayor of Poquoson
The Honorable Gordon Helsel, Jr.
710 Poquoson Avenue
Poquoson, VA 23662
Ph: (757) 868-6178

Arthur Holloway, Jr.
Vice-Mayor
11 Robert Bruce Road
Poquoson, VA 23662
Ph: (757) 868-9565

Herbert Green, Jr.
Eastern Precinct
12 Evans Circle
Poquoson, VA 23662
(757) 868-6442

Tom Meree
Eastern Precinct
5 Carmines Court
Poquoson, VA 23662
Ph: (757) 868-6894

Poquoson City Manager
Charles Burgess, Jr.
500 City Hall Avenue
Poquoson, VA 23662
Ph: (757) 868-3000
Fax: (757) 868-3101

Agency Contacts

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Norfolk, VA 23510
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Gerald Rogers
U.S. Army Corps of Engineers, Norfolk District
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Ph: (804) 333-1470

Rodney Sobin
Virginia Department of Environmental Quality
629 E. Main Street
Richmond, VA 23219-2429
Ph. (804) 698-4382

Benjamin McGinnis
Virginia Marine Resources Commission
Habitat Management
2600 Washington Ave., 3rd Floor
Newport News, VA 23607
Ph: (757) 247-8028

APPENDIX D

POTENTIAL MEETING LOCATIONS

Appendix D: Potential Meeting Locations

Poquoson Public Library (for small meeting group)

500 City Hall Avenue

Poquoson, VA

Ph: (757) 868-3060

Poquoson Yacht Club

417 Messick Road

P.O. Box 2044

Poquoson VA 23662

Ph: (757) 868-PPYC (7792)

City of Poquoson Municipal Building

Area Hotel

APPENDIX E

ADMINISTRATIVE RECORD FILE LOCATION

Appendix E: Administrative Record File Location

The Administrative Record File for the USACE's Plum Tree Island Range military munitions response activities is located in the Poquoson Public Library. This repository contains general information about the response activities and technical documents regarding specific clearance activities. Interested parties may review these documents at this location:

Poquoson Public Library

500 City Hall Avenue
Poquoson, VA 23662
Ph: (757) 868-3060

Hours: Mon. to Thurs. – 10:00 am to 9:00 pm
Fri. and Sat. – 10:00 am to 5:00 pm
Sun. – 1:00 pm to 5:00 pm