Committee Members Present: G. Jamison, L. Bauer, T. Oedewaldt, T. Oliphant, R. Mahoney, T. O'Bleness.

Absent: M. Peck, V Koceda

Support / Other Attendees: A. Harcourt (ARP), N. Pyle (ARP)

Public:

Agenda:		Discussion:	Action Item:
1.	Call to order	Meeting called to order by G. Jamison at 600pm	
		Started with Pledge of Allegiance	
2.	01/04/18 Minutes	Motion to approve: G. Jamison	
		Second: T. Oedewaldt	
		Approved unanimously	
3.	Position Statement Update	The Position Statement was approved by the BOH, City of Libby, and the Commissioners.	
	•	The statement has strong support throughout the county. The Position statement has	
		also been shared with the EPA and DEQ. M. Peak stated that he felt he had a good	
		response from the Advisory Committee on his recent trip to Denver.	
4.	Summary of O&M/ IC	The O&M/IC Summary was given to the committee to review. The committee discussed	
	expectations and tools	the EPAs data base and making sure it is accessible into the future.	
5.	Identification of Common		
	Elements		
6.	IC Discussion.	The committee discussed data management and some of the resources needed to	
		support the ICs.	
7.	Public Comment		
/.	Public Comment	N/A	
		ויין ח	

# 02.01.18 IC Steering Committee meeting minutes 6:00 PM Courthouse

8. Next Meeting	22 February, March 5th	
9. Adjourn	Motion: L. Bauer Second: T. Oedewaldt Adjourn time: 7:32pm	

# Lincoln City-County Board of Health

418 Mineral Ave Libby, MT 59923



Douglas Benevento, Administrator U.S. EPA, Region 8 8OC-EISC 1595 Wynkoop Street Denver, CO 80202-1129

> Re: Public Health Emergency Designation Libby Asbestos Superfund Site Lincoln County, Montana

Dear Mr. Benevento:

As efforts progress to move the site into the post-construction phase, we are concerned that continuation or termination of the Public Health Emergency designation not be made without community input and thorough vetting of the issue.

In particular, we are concerned that rescinding the designation not jeopardize the availability to conduct future Operation and Maintenance activities, including funding, and other activities related to the long term protection of the remedy and public health. We also recognize there may be benefits to dropping the designation, under appropriate circumstances.

We would appreciate being part of a thorough examination of this topic.

Sincerely,

Jan Ivers, Chair

City-County Board of Health Lincoln County, Montana

CC:

**Lincoln County Commissioners** 

Mayor, City of Libby Mayor, City of Troy

Montana, Department of Environmental Quality (Attn: Tom Livers)

# REPORT OF RECOMMENDATIONS INSTITUTIONAL CONTROL STEERING COMMITTEE LIBBY ASBESTOS SUPERFUND SITE



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# REPORT OF RECOMMENDATIONS INSTITUTIONAL CONTROL STEERING COMMITTEE LIBBY ASBESTOS SUPERFUND SITE

#### INTRODUCTION

## Background:

The Record of Decision (ROD) for Operable Units (OUs) 4-8 of the Libby Asbestos Superfund Site reflected the intent of the Environmental Protection Agency (EPA) along with the Montana Department of Environmental Quality (DEQ) to closely engage with the community in the development of Institutional Controls (ICs) to protect the remedy selected for the Site. In Section 10.3.3 of the ROD EPA and DEQ acknowledged the first community input from an Institutional Control Steering Committee (ICSC), as part of the County Board of Health (BOH), to provide more detailed IC guidance than presented in CD<sup>1</sup>.

As a starting point, the ROD recognized the community d to have callerun institutional control (IC) program with federal and state support (both what l and ove (i). Generally comments received regarding the draft of the ROD expressed s ort for ICs such as the UDIG program and Montana Department of Transportation ment permit, as well as encro program, and permits for public access to property status/data, contractor ertifica disturbance of soil and building materials. Mo comm ort the need for updates to existing codes, ordinances, etc., but with ations and codes. Filing of utid new i site wide information in a permanent property file dvisori except where necessary was not generally supported.

# Purpose and Scope

CSC is to partic The purpose of the e in dexappment of ICs for the Libby Superfund Site, primarily by prov a input<sup>2</sup> for consid tion in drafting the ICs determined in the Institutional Control Implementation and Assurance Plan (ICIAP), and commenting on proposed documents mplemented and policies. ICs will part of the Operation and Maintenance Superfund Phase to protect the EP edies and provide long-term management of Libby lected r กร amphibole asbestos that re lace after cleanup is complete.

The Committee serves as advisors to the BOH and will work closely with Health Department Staff and BOH representatives as they work with federal, state, and local authorities to develop a proposed IC program. While primary focus will be on Operating Units 4-8, consideration and attention may be given to the other units to help assure consistency and compatibility. Site wide.

Goal:

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<sup>&</sup>lt;sup>1</sup> Initial efforts to constitute the ICSC in 2016 were not successful, and shortly thereafter the BOH was reorganized into the City-County Board of Health structure (late 2016). The ICSC was appointed on 10 May 2017.

<sup>&</sup>lt;sup>2</sup> Input may include proactively developing and proposing elements of the Operations and Maintenance (O&M) Plan and Institutional Control Implementation and Assurance Plan (ICIAP), and not limited to solely a reactive role.

The goal of the ICSC is to provide recommendations to the City-County BOH, Lincoln County Commissioners, and/or other affected public entities regarding ICs proposed by the EPA/DEQ. Recommendations will include ICs of approval, ICs with unresolved concerns, and/or ICs not recommended for approval (if any).

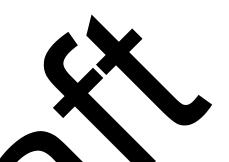
Once approved by the BOH, the proposed ICs and their underlying expectations outlined herein will be included in the EPA's ICIAP and O&M Plan for OUs 4 – 8 in site wide Superfund documents.

#### Committee Structure:

- · Members appointed by the BOH are:
  - Linda Bauer
  - Virginia Kocieda
  - Ron Mahoney
  - Tom O'Bleness
  - Terry Odewaldt
  - Tina Oliphant
- Focus Area Liaison(s) from the BOH, Communities additional (ex officio) members of the minute
- The committee is chaired by George mison; Clamise her Peck is the Vice Chair<sup>2</sup>
- Primary technical and provided a provided to be Asbestos Resource Program (ARP).

## Scope of Repor

This report presents to mmary of the obcess, approach, methods and results of the ICSC's efforts to document the process of ick afying community-acceptable and effective ICs to support recommendation to be Bros.



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#### PROCESS:

The process of developing ICs began with ICSC's agreement on the overall objectives of ICs for the Libby Asbestos Superfund Site. Once the objectives were outlined, conditions and concerns about meeting the objectives, along with institutional elements that are critical to meeting or measuring the objectives were identified. Once the institutional elements were identified, the ICSC organized these elements into potential ICs that are effective and likely acceptable to the community. These are presented herein and for the BOH's consideration to present to the EPA and DEQ.

While the ICSC recognized that potential ICs are embedded in the ROD for OU 4-8, and in ICIAPs or O&M Plans for other OUs, attention to those documents, as well as IC elements proposed by EPA and DEQ in site-wide O&M meetings, were stentionally deferred to avoid bias and allow the ICSC to focus on the objectives. The interest as a country by focusing objectively on public health, and provide a thorough evaluation of the lost of the extives to come to unbiased IC elements and considerations.

The following subsections detail the ICSC's process for development of IC aments including the evaluation of background site history and information mind in using brainstorming activities to evaluate novel ideas that would be community acceptant and the accomes that produce the ICs that will meet the expected objective of projection of the ICs.

# Site History and Information:

The first step in the process was to prot a detaile new of the site history, including EPA responses and remedial ials presented included methods, past and present. The ma ratory analyses, property specific remedial for site investigations mpling > cols, h designs, documen on, clean up o overall remedial design strategy (as presented tives. e EPA/ARP during the cleanup phase. The ICSC was in the Selected edy), and roles of also provided with nies of the ROD f DUs 4-8, and other EPA guidance documents. The intent of the education element was t chieve a common understanding of the site. rior involv ent with the site were helpful in providing their own Committee members w observations and experie

One of the important observations in this review of history and information was that variations have occurred over time regarding protocols for investigations, analyses, remedial designs, etc. Further, it was noted that although the ICSC was a result of comments addressed specific to the OU 4-8 ROD, a holistic site-wide approach should be taken due to jurisdiction areas and boundaries of the OUs. Some of the ICs developed clearly will have applicability to other OUs, and furthermore, existing or drafted O&M Plans may need attention if in conflict with recommended site-wide ICs.

# Mind Mapping Exercises:

After reviewing Site background, the next step in the ICSC's process was to frame the question of what has EPA been doing, or currently doing, in the remediation/cleanup phase. Knowing the remediation/clean-up process provided insight into the elements of remediation that EPA deemed appropriate and consistent with the selected remedy. These elements provided information on the elements that EPA considered necessary for the remedy (including the

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funding) to protect public health and the environment. Based on that understanding of the remediation practices, the next question the ICSC discussed was if or how does the focus change on the first day of the O&M phase.

The ICSC used mind mapping methods based on pre-O&M remedy period and post-remedy O&M scenarios to help the committee focus on what central needs could protect the remedy and human health, but also guide in developing detailed elements to meet those central needs. The mapping method, also known as spider diagrams, is a visual organization of information showing relationships of elements to the whole, or central root condition or concept. Each contributing element is rooted to the central theme, but may be hierarchical. Mind maps are not intended to be logic diagrams or be conditionally based, but help visualize the themes and elements in relation to each other. A central theme or root element is placed in the center of a map and then elements that affect that concept or are critical to that concept are connected to the central root element to show relationship and help identify ritical concerns or elements related to the root element.

The central root element for the mapping are elements the coln County property, cus on a ibole Asi ownership status, and remedy history relative to LA (Libby A) considerations. The mapping was conducted first for the pre-O&M condition (du or at close of remediation phase), followed by revisiting each element for the nediation or O&M phase. The siders portant during remedy, process helped the ICSC focus on the element nat EP and carry integral elements into post-remedy M alo stablishing additional important cussed below and included elements for post-remedy O&M. The mine ults a nak ing as Appendices A and B.

# Mapping Results:

The mind maps for the pre-O&M at the post a medy O&M central root elements are presented in Appendices A. B., respectively. The overall diagram for each condition as well as individual elements is provided. Brief a mments are provided below for each of the central root elements. In the interest of brevity, the lader should rely on a detailed examination of the mapping for a full under anding of each element.

- 1. Property Type, the example of the control of the
- 2. Property Uses. The ICSC realized that how a property was used (i.e. private residence, commercial/industrial, recreational/school, etc.) affects remedy and post-remedy O&M decisions. Current and future property uses will likely change. Current or future uses may have changes since sampling/cleanup activities and remedy completion. Changes in use can occur as the result of normal use, or unusual/natural events such as fire, collapse, flood, etc. Property uses are not static.
- 3. Property Transactions/Valuations. The ICSC recognized that a change in property type, use, or other property transactions could affect remedy and post-remedy O&M decisions.

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A variety of property transactions may trigger the need for due diligence, evaluations, or other activities. Valuations independent of ownership changes may warrant LA considerations.

- 4. Zoning/Land Use Restrictions. Zoning and land use restrictions are common ways that EPA and DEQ are able to enact ICs at other Superfund sites. While extensive zoning and land use restrictions are not prevalent at the local, state or federal level for the Libby Asbestos Superfund Site boundaries, consideration should be given to any conflicts with those that exist or the need for others.
- 5. Superfund Site Boundaries. Property location with respect to the Libby Asbestos Superfund Site boundaries and OUs could affect decisions in remedy and post-remedy O&M activities. Properties located within the Site boundaries can be influenced by which OU they occupy and by which agency/responsible party performed the remedy. The ICSC realized that some properties outside of the Site boundaries have been superformed to clean up/remedy activities under special conditions.
- 6. LA Related Informational (Data) Resources as so to a rmation is an essential element for almost all property owner decision making and so been characteristic been characteristic. See of accordance ecipient status, cost and completeness must be evaluated.
- 7. Existing Institutional Controls. Regalition and the graph to the existence of draft or adopted ICs in OUs 1, 2 and 5. Uniformly between silar OUs and consistency with site-wide elements should be considered for poly-regality O8.
- 8. Proprietary Controls and coes. Propostary Introls and notices are often used post-remedy to restrict land tree above the ear a remediate Such controls have been used sparingly or not at all for the Land Subsett Superfund Site, particularly proprietary controls that would limit future use Motices of Landrone Conditions have been filed for "non-responsive" owned.
- 9. Current series of LA Mater as. Understanding the status of LA in soils and building materials at each properties to taking post-remedy O&M decisions. This element relates closely to Element LA Related Informational (Data) Resources. The current status of LA materials for properties to war not investigated will be unknown. However, properties with investigations may have a mation that is outdated, or not available.
- 10. Investigation/Sampling for LA. This element envisions the need of a property owner or other individual to evaluate whether investigation and sampling is needed for post-remedy O&M. Complexities related to the nature and scope of any prior investigation/sampling and their adequacy for changed conditions are not likely to be resolved without the participation of professional level services who are familiar with the EPA documentation and the Site ROD.
- 11. Clean Up/Remedy Warranted. Evaluating if a property or activity on a property may be a concern from a public health perspective is not simple. This evaluation is dependent on the understanding the considerations of Element 10, and understanding the remedy decisions as outline in the ROD to determine if a cleanup is warranted. If a clean-up/remedy is necessary, additional elements will need to be address by a professional/contractor including scope, design, material disposal, inspections, funding, etc. appropriate resources are needed to make the evaluations and provide the professional services, as well as contractor support.

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- 12. Funding for Investigation/Sampling, Design, Clean Up & Restoration. Funding for LA related issues is an essential element that will drive decisions related to property ownership or development. During Site remedy, the funding is provided through the EPA cleanup effort, having been deemed necessary as part of the selected remedy. While some funding is available in O&M, the default position is that the owner bears cost responsibility.
- 13. Support Services and Resources. This element specifically focuses on where support services will be available, including professional services for investigation, analysis, design, remediation oversight, monitoring, documentation, etc. Currently the services and resources flow primarily from or through the EPA and the ARP.
- 14. LA Related Health Resources. This element is a placeholder recognizing that LA related health services are currently available, and that health needs will continue in the post-remedy O&M period. It also acknowledges the need for regular updates in health and toxicology studies that may influence the approach to the ingolar valuations and cleanups during O&M.
- 15. Educational. The ICSC recognized that education will be a precione of the O&M phase. This element recognizes that a strong, localized educational element as been very beneficial, and will continue to be the main impetus of offective.

# **Expectations and Potential Tools:**

ons for the O&M phase were As the post-remedy O&M mind mapping a J, exp f the p briefly listed as each element was discu d. Som ential tools were also listed. This was not intended to be an exhaustive rcise at th ther to capture extemporaneous ideas as they occurred. s and tools listed on the post-remedy O&M expecta mapping, as appropria ecta and tools formed the first conclusions and recommendations, effective Institutional Controls. the tools a oping

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#### **CONCLUSIONS:**

A summary of the mapping elements and sub-elements, expectations and potential tools (ICs) is presented in Appendix C. As the exercise developed, it became apparent that common elements ran through the expectations and potential tools. It should be noted that the expectations and potential tools (ICs) in Appendix C are based on the first iteration of the ICSC through the post-remedy O&M mapping process. Other subsequent efforts, discussed and presented later, were focused on returning to each element to specifically list potential, effective ICs.

#### **Expectations:**

The following list of expectations are conclusions of the ICSC and serve as the basis for recommendations to the BOH<sup>3</sup>.

- As property use changes (which should be anticipated the temporal should remain effective (protective of human health and not increase exposure)
- Resources must be available to maintain the remedy as property use of the second second
- No limitations should be placed on property use
- Expectations related to protection of the rem of and purce availability are applicable to planned and unplanned changes in property se.
- Timely and complete information show the available to inform owners and the public regarding transaction and valuation matters.
- Limitations of current zoning/land use strictions in a rarea need to be considered.
- Property owners or take the secondary may warrant assistance with managing LA contaminated methals (at least the sant extent applied during remedial action), including information are esources.
- Arbitrary limits should not be impose due to which OU a property falls within (exceptions for OU3 and 6 are reconsized); consists by with site-wide O&M elements.
- Anyone should have as as to A senvironmental data EPA has collected related to the site (including locations outside the boundaries)
- Basic information will be readily available online, with the balance of information available by contacting a local Lincoln County office.
- There should be consistency in ICs and O&M elements between OUs where possible.
- The use of Proprietary Controls and notices are not anticipated to be used, with the limited exception of Notices of Environmental Conditions on refusals, and Notices/Proprietary Controls on specific properties in OUs 1, 2 and 5.
- Professional level services (local resources) should be available to property owners and prospective buyers, at no cost, to evaluate and make determinations regarding investigation/sampling needs.

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<sup>&</sup>lt;sup>3</sup> This listing may vary from the original summary in Appendix C based on the ICSC's continued examination of each mapping element and their efforts to list ICs and other O&M elements.

- If cleanup/remedy is required, there must be a standard defined and in-place for the cleanup process, including proper disposal, transportation, restoration, etc.
- Funding for all investigation/sampling, design, cleanup, and restoration costs should come from sources other than the property owner.
- Remaining remediation/settlement funds should be made available for O&M use.
- Support services and resources should be available locally (e.g., the ARP).
- The Libby Asbestos Superfund Liaison will be available to support decisions on the services and resources needed locally for O&M.
- Continued and regular efforts will be made to evaluate public health and the effectiveness of the remedy, the O&M elements, and ICs.
- O&M and IC decisions will not impact access to LA related
- Strong educational programs are needed to support MM elements and the ICs.

#### Position Statement:

Early in the process of developing the site model (mind mapping became evident that the goal of the O&M phase, maintaining the remedy to ensu it remains protective of ed unles adequate resources human health and the environment, could not be accom he IC2 were available to all property owners. To guid noing efforts, the committee developed the Position Statement include commendation to the BOH. in X D as being their position. The Statement was approved by the BQ on 10 Ja 018 a

#### The Statement itself is as follows:

"Indiscriminate protocolor of human analth are the environment will serve as the universal criterion for all O8 crelated actions a fractivity." Further, property owners will not bear the cost of any future trues related to the oby Asbestos Superfund Site. Support of or participation in O& Tements will be based on this position."

The Statement document as o included a brief explanation and rationale for the position. Again, for brevity, these are not document is encouraged.

With clarity of the BOH position, the ICSC efforts will be consistent with the statement, and conversely the ICSC will not support or participate in O&M elements that are not consistent with the Statement.

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# RECOMMENDED INSTITUTIONAL CONTROLS:

Insert IC summary bullet points.....as developed by Trihydro based on information from the ICSC and Noah/Mandy



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Appendix A - Mind Mapping, During Remedy – Pre Condition Appendix B - Mind Mapping, Post-Remedy O&M Condition Appendix C - Initial Summary of Expectations and Tools Appendix D - Position Statement

Appendix E - Acceptable and Effective Proposed ICs Matrix



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# **Draft IC Summation**

#### 1. Management

- a. ARP or similar program will generally function as the path to the other ICs
  - Must be operated locally
  - Appropriately staffed to meet public demands
  - Knowledgeable about the project and best management practices (BMPs) to protect against exposure
  - Dedicated to the indiscriminate protection of human health and the environment
  - Regularly coordinate with MT DEQ

#### 2. Resources:

- a. Professional services from investigations through cleanup and sealing remaining contamination in place, supporting the structure site, and or replacing excavated soil and re-seeding.
  - Maintain standards and practices consistent with EPA Asbestos abatement requirements/standards for the Libby Site, and as utilized by the Montana Asbestos Control Program
  - Consistency with EPA O&M practices for the site
  - Assist property owners and others in evaluating existing information
  - Assist property owners and others to determine whether additional investigation is warranted at the property based on current actual or planned uses
  - Perform site investigations, sampling, analyses, data interpretation, etc., and provide recommendations to property owners related to whether cleanup is warranted.
  - Provide property owner and/or contractor planning and design assistance for cleanup activities
  - If work is to be performed by the homeowner or their contractor then will provide property information, invasive wall inspections prior to demolition, BMPs, poly sheeting, poly asbestos labeled bags, HEPA filter vacuum, and free disposal at the Libby landfill.
  - Assist in disposal of Libby amphibole (LA) asbestos and vermiculite containing insulation (VCI) materials (see c. below)
  - Monitor cleanup, indoor encapsulation and outdoor backfilling and re-seeding
  - Document activities, and add information to public records
  - Provide or arrange funding support for services, including contractors
  - No cost to property owner for asbestos related issues
- b. Contractor coordination services (also see Professional services above)
  - Up to 3 licensed contractors to perform VCI / LA contaminated soil removal
  - Each contractor retained with guaranteed \$X amount of work each year paid up front
  - Provide homeowner with "clean" work environment to complete planned project
  - NO COST to homeowner for VCI and LA abatement work

- Removals provided to the homeowner is limited to materials used to lock contamination in place, support structure site, and/or restore in kind soil/lawn removals
- Anticipated time gap between visits to the same property barring emergencies
  or accidents. \*Set up for abatements are costly. To be financially responsible a
  contractor cannot be sent to a property month after month, year after year to
  do a single wall contamination removal at a time.
- c. Landfill/Disposal resource
  - LA and VCI material disposal available at no cost
  - 2-3 trained, HAZWOPER certified personnel available to run asbestos cell
  - Skid steer dedicated to work only within the asbestos cell and appropriate storage for the equipment
  - Rental of Kootenai Disposal roll off truck
  - Staging area for materials that follows NESHAP solid waste regulations
  - Data management system for manifest tracking
  - Scheduled time of operation/dumping events
- d. Small Scale Projects
  - Provide professional service, education/training, and information as needed to support property owner
  - Resources available to homeowners and local contractors
    - 1. Invasive wall inspection
    - 2. Poly Sheeting
    - 3. Poly Asbestos labeled bags
    - 4. HEPA Vacuum loan

#### 3. Education/Training:

- a. General Public information. In this form we provide information on the role of the ARP in Lincoln County, history on the vermiculite mine, material identification, and BMPs, how to prevent exposures, what is a small project and what is a large project, how to transport, and where to dispose (Libby landfill), as well as the resources available. Goal is to get everyone to call before they dig or demo.
  - Newspaper, billboards, and radio ads
  - Public events / health fair
  - School presentations
- b. Contractor licensing/information/training
  - Licensing of contractors to prevent exposures
  - Annual or biennial certification course for local contractors working the area. The licensing course will be given annually.
- c. Material identification and BMPs focused

#### 4. Information/Data:

- a. Ambient Air Testing
  - At 6 locations across Libby and Troy.
  - Additional ambient air stations established to support the Libby Asbestos Response Plan (LARP) in the event of a wildfire within OU3.
- b. UDIG Program

- ARP will provide a phone call response to every UDIG called within the Libby Superfund site boundary.
- ARP will provide caller with information on the property, best management practices, and options for available resources when necessary.
- c. Information and Data available at no cost to the public
  - Online resource for identifying LA and VCI and what to do when encountered
  - Online resource for public use that provides general information about a property such as removal status.
  - Local ARP point of contact for more detailed information/data
  - Information and data will be available, including the EPA remediation phase and O&M.
- d. Realty transactions and valuations within the site will be supported by providing printed packets of the LA/VCI information currently available on the properties of interest. Included in the packet will be a ARP coversheet describing material identification, hotline number, and available resources.
- 5. Local Contractor Permit (or Notification) Program
  - a. Program will mirror state DEQ requirements for asbestos abatement.
    - When a contractor is required to get an asbestos inspection completed prior to demolition or disturbance of buildings, they will additionally be required to get an ARP permit.
    - Permit will identify that the demo area has been inspected and that they have been briefed on what to do and what resources are available should they encounter VCI or LA.
  - b. UDIG Program will cover exterior work done by contractors.
    - All sites will be reviewed by the ARP prior to contractor digging.
    - ARP will relay information on the property, best management practices, and resources available.
  - c. Permitting will be at no cost to the contractor or property owner
- 6. LA Related Health Resources/Education
  - a. As a minimum, retain LA related health services and research
  - b. Embody mandatory review of public health and effectiveness of remedy into O&M documents
  - c. Regular input from the CARD Clinic
  - d. O&M and IC decisions should not adversely affect LA related health resources
  - e. Include strong health component in educational materials
- 7. Other Government Controls
  - a. Consider Limited use, if any, of zoning/land use controls
- 8. Local Government Support
  - a. The City-County Board of Health and Lincoln County's participation and support of O&M and ICs is contingent on agreement with the BOH Position Statement.
  - b. Development of O&M elements and ICs should recognize and incorporate this contingency.

## 9. Punitive Actions

- a. A trained contractor blatantly ignores provided information or best management practices. (digs without a UDIG, improperly collects/disposes of VCI or LA).
- b. A homeowner blatantly ignores best management practices and provided support and exposes neighbors to know Libby Amphibole Asbestos contamination.

