

CHAPTER 2

► PROPERTY DISPOSAL AND REUSE PLAN ◀

This chapter describes the status of the disposal planning process at UMDA and the relationship between the disposal process and environmental programs at the installation. It also identifies property transfer methods being utilized or considered in the disposal process.

2.1 Status of Disposal Planning Process

BRAC I, enacted in 1988, identified UMDA for realignment. Realignment began September 30, 1991 and was completed by September 30, 1994. The realignment involved the transfer of the conventional ordnance stored at UMDA to Hawthorne Army Ammunition Plant in Nevada and the on-site destruction of any conventional ordnance that could not be transferred safely. The new mission at UMDA is the ongoing static storage of the chemical munitions. The U.S. Army has plans to site a chemical agent deactivation incinerator at UMDA, to be utilized for the destruction of the chemical munitions. When the incinerator is completed, UMDA's mission will change from storage of chemical munitions to destruction of chemical munitions.

The U.S. Army has initiated the property disposal process for the installation. This process has two elements: identification and disposal of property unnecessary for the current and future storage/demil mission of the installation; and disposal of all remaining installation property following the completion of the demil mission and disassembly of the incinerator in approximately 2006. This disposal process involves three interrelated activities: the National Environmental Protection Act (NEPA) process, development of a disposal plan and development of a community reuse plan. The process is designed to integrate goals of both the U.S. Army and the Counties of Umatilla and Morrow in order to provide for the efficient transfer of the UMDA mission within the U.S. Army and minimize the impact of closure on the community. Each of these activities is outlined below.

National Environmental Protection Act (NEPA) Documentation. NEPA documentation is required for significant federal actions, including installation closure/realignment and disposal/reuse planning. The Final Environmental Impact Statement (EIS) for BRAC actions at Fort Wingate Depot Activity, Navajo Depot Activity, Umatilla Depot Activity and Hawthorne Army Ammunition Plant was completed in August 1991. The goal of the realignment/closure EIS was to assess the impacts of the proposed realignment (and/or closure) of the four installations on environmental factors such as land use, socioeconomic environment, utilities, hazardous materials and waste management, and natural and cultural resources.

A Disposal and Reuse EIS for the UMDA is to be prepared in Fiscal Year 1995, by the USACE, Seattle District. This document will specifically address the impacts of the U.S. Army disposal of UMDA and the proposed reuse of the property. The scope of the EIS is to be determined. The document may assess the entire Depot or only property that is not necessary for the Chem Demil operation.

In addition to the Disposal and Reuse EIS, the U.S. Army will issue a Report of Excess for the Depot property deemed unnecessary for the continued operation of the U.S. Army mission. A Report of Excess has not been issued to date for UMDA.

Disposal Plan. A disposal plan has been developed for UMDA. The disposal plan provides for the identification and excess of UMDA property unnecessary for its new realigned mission and U.S. Army property unnecessary for the mission of the installation following disassembly of the deactivation incinerator in the year 2006. The plan fully considers the reuse planning goals of the local community and incorporates U.S. Army BRAC disposal hierarchy requirements established by Public Law 100-526 and the Federal Property and Administration Services Act. This hierarchy includes the following in the sequence provided: (1) Offer facility to Department of Defense (DoD) agencies for use; (2) Offer facility to other federal agencies; (3) Offer facility under Section 501 of the McKinney Act, (excluding property taken by DoD agencies), to sponsoring organizations for the homeless; (4) Offer facility to state and local government agencies; and (5) Offer the property through competitive bid to the private sector. The Pryor Act Amendment amended this process as it pertains to the identification of facilities for use by providers for the homeless. Rather than mandating a disposal screening outside of the community reuse planning process, a program has been introduced that provides for the identification of reuse opportunities by homeless providers through the cooperative effort of the reuse planning authority and representatives of local homeless providers.

Reuse Plan. The Umatilla Depot Reuse Task Force is a group of volunteers that was appointed by the Governor of Oregon in 1990. At this time, the Task Force is functioning as the Umatilla Depot redevelopment authority. In February 1995, a permanent redevelopment authority, the Umatilla Depot Reuse Authority, will be formed by an intergovernmental agreement between the counties of Morrow and Umatilla and the Ports of Morrow and Umatilla.

The goal of the reuse Task Force is to plan and implement reuse of UMDA in a manner that mitigates the negative impacts of the Depot's closure and meets communities long-term goals. To accomplish this, the Task Force was given the specific responsibilities of developing a Reuse Plan for the site and serving as an ongoing liaison with the U.S. Army and all other federal and state agencies concerning the installation realignment/eventual closure and subsequent restoration and disposal.

The Reuse Task Force determined that the reuse plan for the UMDA must help to achieve ten specific objectives:

- ▶ Create as much employment as possible;
- ▶ Maximize the long-term potential for reuse by carefully evaluating shorter term proposals for reuse;
- ▶ Ensure that Morrow and Umatilla counties share in the benefit of reuse;
- ▶ Identify a clear understanding of the location and condition of the existing infrastructure;

- ▶ Create a "vision" for the future;
- ▶ Ensure, to the extent possible, the economic viability of the plan;
- ▶ Ensure the implementability of the reuse strategy;
- ▶ Communicate the plan as a positive long-term opportunity for the region;
- ▶ Encourage interim or phased reuse of the Depot properties; and
- ▶ Ensure that reuse proposals for the Depot are responsive to the regional resource base.

To accomplish these goals, the Task Force, working in conjunction with the Oregon Economic Development Department, directed the preparation of a Comprehensive Long-term Development Plan (henceforth the Reuse Plan) for UMDA in December 1992. The Task Force also developed a program that would enable the residents of nearby communities, local governments and special districts to participate in the formulation of the Depot reuse strategy. All meetings have been open to the public and the committee has attempted to maximize public input and encourage public participation from all community constituents.

The UMDA Reuse Plan developed by the Task Force addressed two operating scenarios for the Depot: Phasing Plan A and Phasing Plan B. Each plan involves a total of five five-year phases, for a total of 25 years. The 25 years indicate the time period necessary to implement the plan, and is not intended to indicate the number of years needed for transition. Phasing Plan A assumes the chemical ordnance stored at the Depot will be incinerated on-site and Phasing Plan B assumes the chemical ordnance will be transported off-site for demilitarization. Based on current plans to construct the chemical agent deactivation incinerator, Phasing Plan A is the most likely scenario for the installation, therefore only Plan A is described in this section.

Phasing Plan A is a mixed-use alternative plan, developed to allow for interim use while the U.S. Army continues its new mission. The Plan has been specifically crafted to achieve the initial objectives set by the Reuse Task Force or set the framework for their fulfillment in the future. It provides for the transition of UMDA from the U.S. Army's defense-related use to civilian use. The plan provides for the following potential uses for the UMDA:

- ▶ ***Agriculture (2,600 acres).*** The current buffer zones located along the north and east perimeter of the Depot would become an extension of neighboring farmland and be utilized for crop production.
- ▶ ***Police and Fire Training Center.*** The area designated for Police and Fire Training would be utilized for both indoor and outdoor facilities for the training of police and fire units in the region.
- ▶ ***Oregon National Guard Training.*** The Oregon National Guard would use some surplus property parcels for tank maneuvers, and the ADA Area would be utilized

for a small arms live fire training area. No tank training maneuvers would take place in the ADA area.

- ▶ ***Industrial Short-term (700 acres)***. Two areas would be designated for short term industrial use: the standards warehouses and the small arms ammunition magazines. The short-term designation means that there are buildings and land currently available for that use. The standards warehouses section is located in the southeastern area and the magazines are located north of the Administration Area. There are approximately 160,000 square feet of space in the standards warehouses.
- ▶ ***Education, Training and Research (80 acres)***. The Administration Area located in the southeastern section contains many structures in a campus-like setting which would be used immediately or with minor improvements for education or administrative purposes.
- ▶ ***Heavy and Light Industrial Uses (960 acres)***. Located along the southern perimeter of the Depot, this area would be reserved for later development, with the possible exception of utilizing several of the bunkers.
- ▶ ***Commercial/Recreation Uses - Short-term and Long-term (540 acres)***. Three areas in the southeastern corner would be used for commercial/recreational uses. Two of the areas are adjacent to Interstate 82, and the other is adjacent to the education, training, and research area at the main entrance.
- ▶ ***Highway-related Retail (90 acres)***. Located in the southeastern corner of the Depot at the intersection of the two interstate highways, this section would be utilized as a site for retail opportunities, such as motels, service stations, and restaurants. These uses would be supportive of other businesses and complement the rest of the Depot.
- ▶ ***Highway-related Commercial and Industrial (210 acres)***. This area is located along the southern boundary. Future commercial and industrial businesses which require easy highway access and visibility would be sited here.
- ▶ ***Wildlife Reserve (2,500 acres)***. Two large portions of land are planned to be set aside as Wildlife Reserves. This designation would create large tract areas which would be retained as habitat for native plants and animals. The two areas designated as Wildlife Reserves include the 1,700-acre Coyote Coulee area and the 800-acre area to the west of K block.
- ▶ ***Agriculture/Wildlife Management (4,700 acres)***. A large portion of the land is planned to be set aside for agriculture/wildlife habitat uses.

- ▶ ***Agriculture (2,600 acres).*** The current buffer zones located along the north and east perimeter of the Depot would become an extension of neighboring farmland and be utilized for crop production.
- ▶ ***Regional Interpretive Center (20 acres).*** An interpretive center would be established on the eastern edge of the Depot. The center would provide interpretive information to individuals and school groups in both the natural history and ecology of the region as well as the significance of the bunkers. Staging areas would be established for parking vehicles and organizing tours.
- ▶ ***Depot Visitor's Bureau and Military Interpretive Center (Building 2, north end).*** A visitor's bureau and interpretive center would also be established in the combined Commercial/Recreation and Education, Training and Research areas. The Military Interpretive Center would illustrate the Depot's historical role in the manufacture, storage, and distribution of ordnance to support the DoD's weapon programs.
- ▶ ***Land Bank (500 acres).*** A small part of the southeastern section, including Block A bunkers, would be reserved as a land bank. This would preserve future bunkers for possible commercial development and/or allow for expansion of commercial and recreation uses.
- ▶ ***Roadways and Miscellaneous Areas (1,520 acres).*** Included within the overall acreage of the Depot are numerous roadways and rail spurs which will remain as part of future planning improvements. In many cases, additional roadway areas will need to be widened and upgraded for any increased traffic and landscape improvements.

The plan calls for the implementation of these land uses in 25 reuse parcels. Table 2-1 presents summary information on each of the UMDA reuse parcels and an approximate timetable for transfer for each parcel. The size, reuse priority, description, proposed reuse, known IRP sites, projected transfer date, transfer mechanism and recipient of each of the parcels is provided in the table.

Figures 2-1A and 2-1B graphically portray the latest version of the U.S. Army realignment footprint. Parcels outside the realignment footprint may be declared excess and be available for disposal and development in accordance with the disposal plan in the near future. Parcels inside the realignment footprint will not be available for disposal until U.S. Army determines that it is no longer necessary to support the UMDA mission. Figures 2-1C and 2-1D graphically portray the planned disposal and reuse parcels at the time of the Depot's closure in approximately 2006.

TABLE 2-1. REUSE PARCEL DATA SUMMARY

Reuse Parcel (See Figure 2-1C)	Acres (approx)	Priority	Description and Proposed Reuse	Known Sites or OUs	Projected Transfer Date	Transfer Mechanism	Recipient
A	1,790	Undetermined	ADA Area: Oregon National Guard Impact Area Leased through Redevelopment Authority	OU 4	5 to 10 years	TBD	TBD
B	735	Undetermined	Warehouse Area: Short-term Industrial	OU 1, Sites 3, 25, 26, 35, 37, 44, 46, 80, 81 (two of three parts of Location I)	0 to 5 years	TBD	TBD
C	138	Undetermined	Open Area: Police and Fire Training	Site 69	10 to 15 years	TBD	TBD
D	1,056	Undetermined	Railroad Yards and Parts of Igloo Blocks F&H: Heavy/Light Industrial	Sites 6, 30, 48, 64, 66, 81 (one part of 81-1 and 81-2)	>25 years	TBD	TBD
E	2,766	Undetermined	Igloo Blocks G, I, the western half of Igloo Block H, and the eastern half of Igloo Blocks F&J: Agricultural/Wildlife Management	Sites 25 (II), 34 and 82	>25 years	TBD	TBD
F	603	Undetermined	Open Area: Agriculture	Site 9	10 to 15 years	TBD	TBD
G	440	Undetermined	Open Area and west half of J Block: Wildlife Reserve	None	20 to 25 years	TBD	TBD
H	662	Undetermined	Igloo Block K: Oregon National Guard	None	>25 years	TBD	TBD
I	1,238	Undetermined	Area North of Igloo Block K and western half of QA Function Range: Agriculture	Sites 10, 45, 49, 63 and 65	10 to 15 years	TBD	TBD
J	543	Undetermined	Eastern half of QA Function Range and Open Area Northwest of Igloo Block E: Wildlife Reserve	Site 39	5 to 10 years	TBD	TBD
K	751	Undetermined	Open Areas North of Igloo Block E and East of Igloo Blocks C, D, E	None	0 to 15 years	TBD	TBD
L	2,261	Undetermined	Igloo Blocks B, C, D and E: Agriculture/Wildlife Management	Sites 11 and 53	5 to 25 years	TBD	TBD
M	1,271	Undetermined	Open Area within Coyote Coulee and Explosives Washout Plant Area: Wildlife Reserve	Sites 4, 5, 12 (1&3), 36, 43, 50, 51, 53, 62, 67	20 to 25 years	TBD	TBD
N	114	Undetermined	Open Storage and Inactive Landfill Area: Heavy/Light Industrial	Sites 12 B, D, E	>25 years	TBD	TBD
O	113	Undetermined	Western half of Administrative Area: Industrial, Warehouse, Storage Maintenance	Sites 22, 27, 42, 44, 70, 74, 75, 76, 77	20 to 25 years	TBD	TBD
P	220	Undetermined	Open Area North and Northeast of Administration Area: Commercial/Recreational	None	15 to 20 years	TBD	TBD

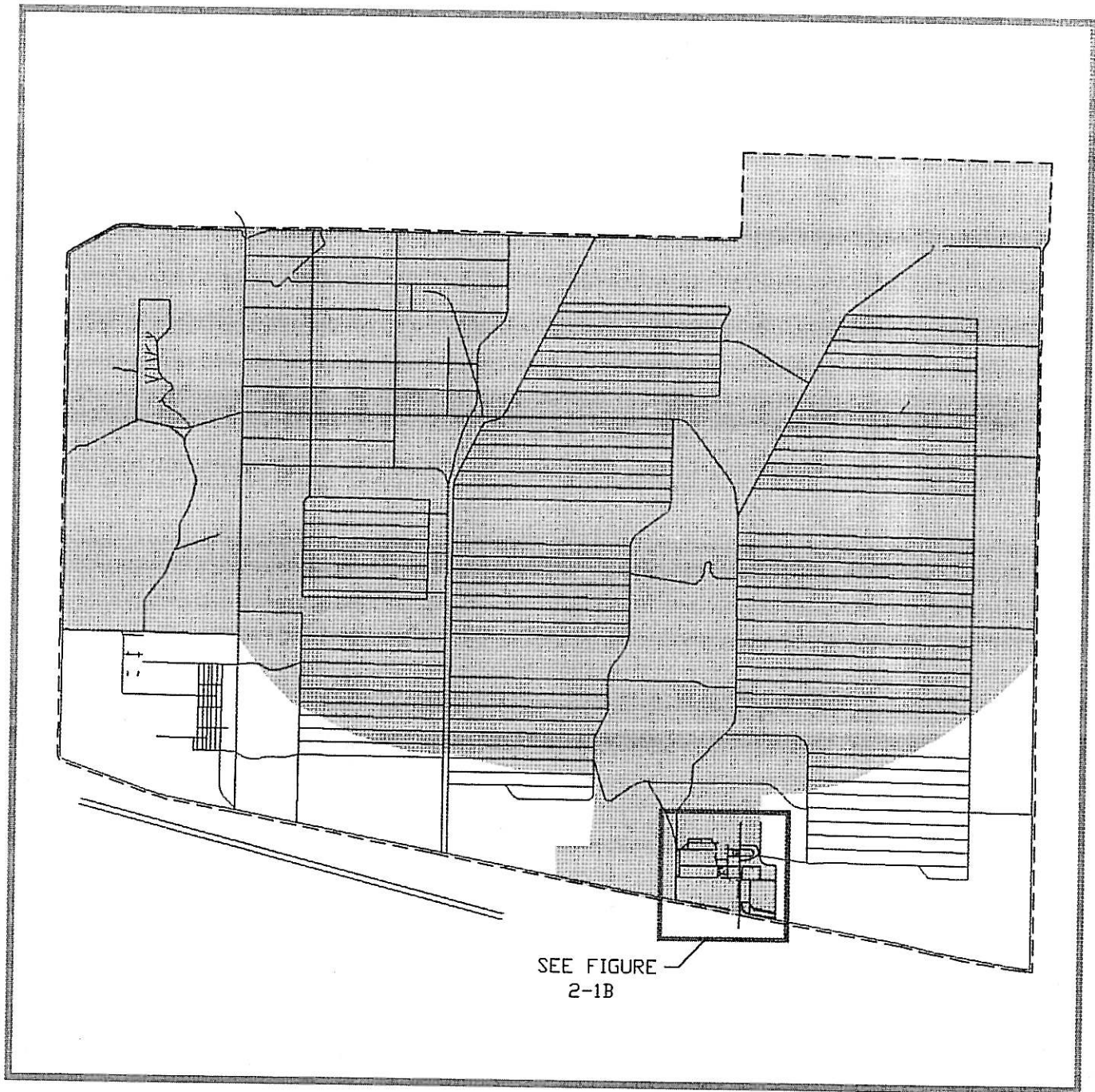
TABLE 2-1. REUSE PARCEL DATA SUMMARY

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
Reuse Parcel (See Figure 2-1C)	Acres (approx)	Priority	Description and Proposed Reuse	Known Sites or OUs	Projected Transfer Date	Transfer Mechanism	Recipient
Q	340	Undetermined	Magazine Area: Short-term Industrial	None	15 to 20 years	TBD	TBD
R	40	Undetermined	Eastern half of Administrative Area: Short-term Industrial, Commercial/Recreational, Education/Training/Research, Visitors Bureau/Military Interpretive Center	Site 71	15 to 20 years	TBD	TBD
S	5	Undetermined	U.S. Army Headquarters Building: Visitors Bureau/Military Interpretive Center	None	15 to 20 years	TBD	TBD
T	340	Undetermined	Open Area South of Igloo Block A: Highway Related Commercial/Industrial	None	15 to 20 years	TBD	TBD
U	142	Undetermined	Open Area in Southeast corner and Airfield: Highway Retail	None	0 to 5 years	TBD	TBD
V	196	Undetermined	Open Area East of Igloo Block A: Commercial/Recreation	None	10 to 15 years	TBD	TBD
W	463	Undetermined	Igloo Block A: Land Bank	None	>25 years	TBD	TBD
X	66	Undetermined	Open Area Southeast of Igloo Block B: Regional Interpretive Center	None	10 to 15 years	TBD	TBD
Y	202	Undetermined	Open Area East of Igloo Block B: Commercial/Recreational Long-Term	None	20 to 25 years	TBD	TBD

TBD = To be determined

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EXPLANATION

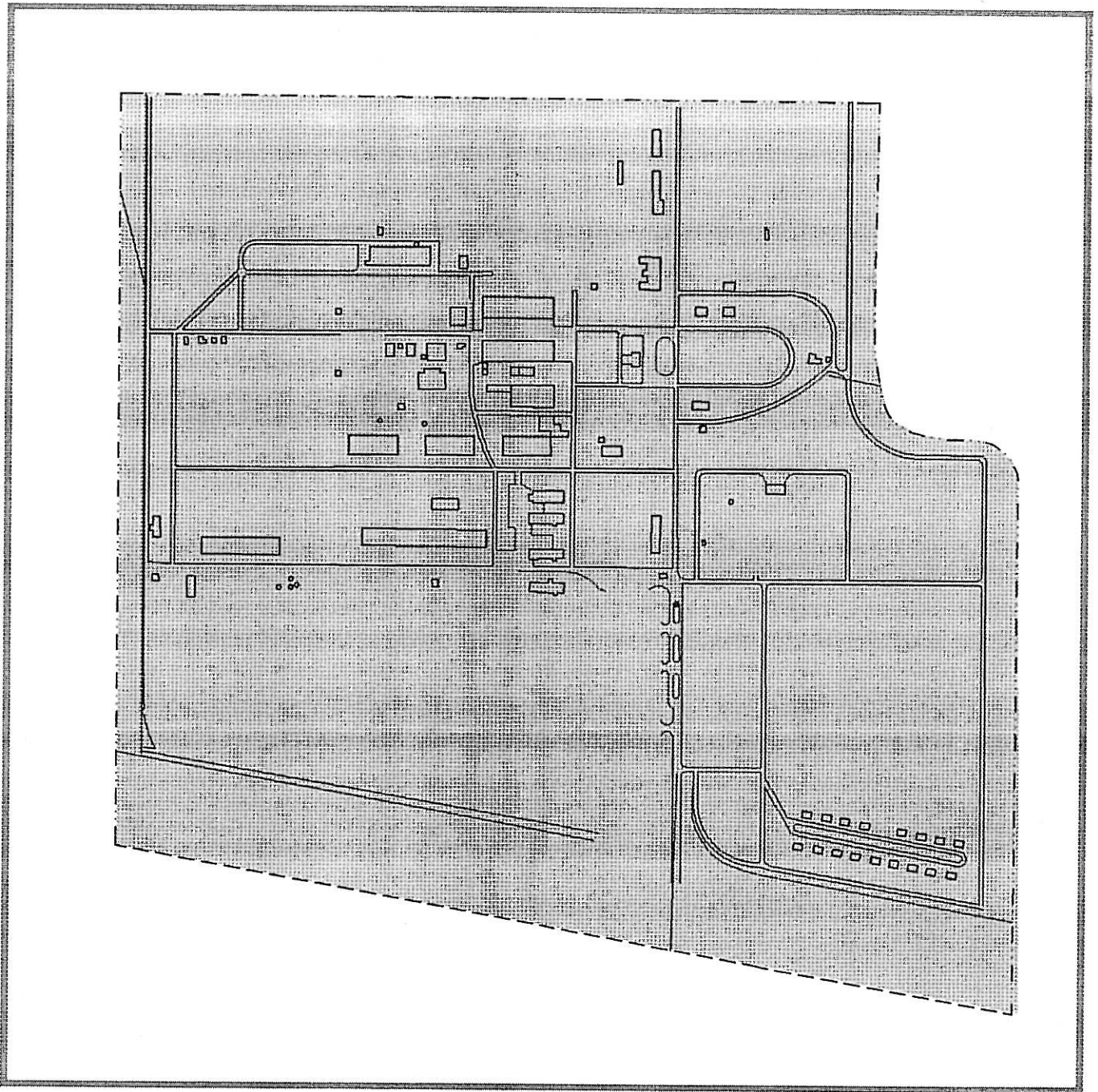
-  Army Realignment Property
-  Installation Boundary

Army
Realignment
Footprint






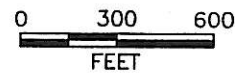
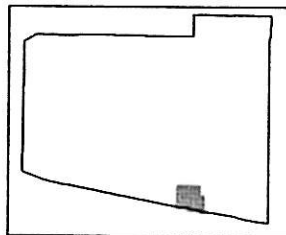
Figure 2-1A

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EXPLANATION

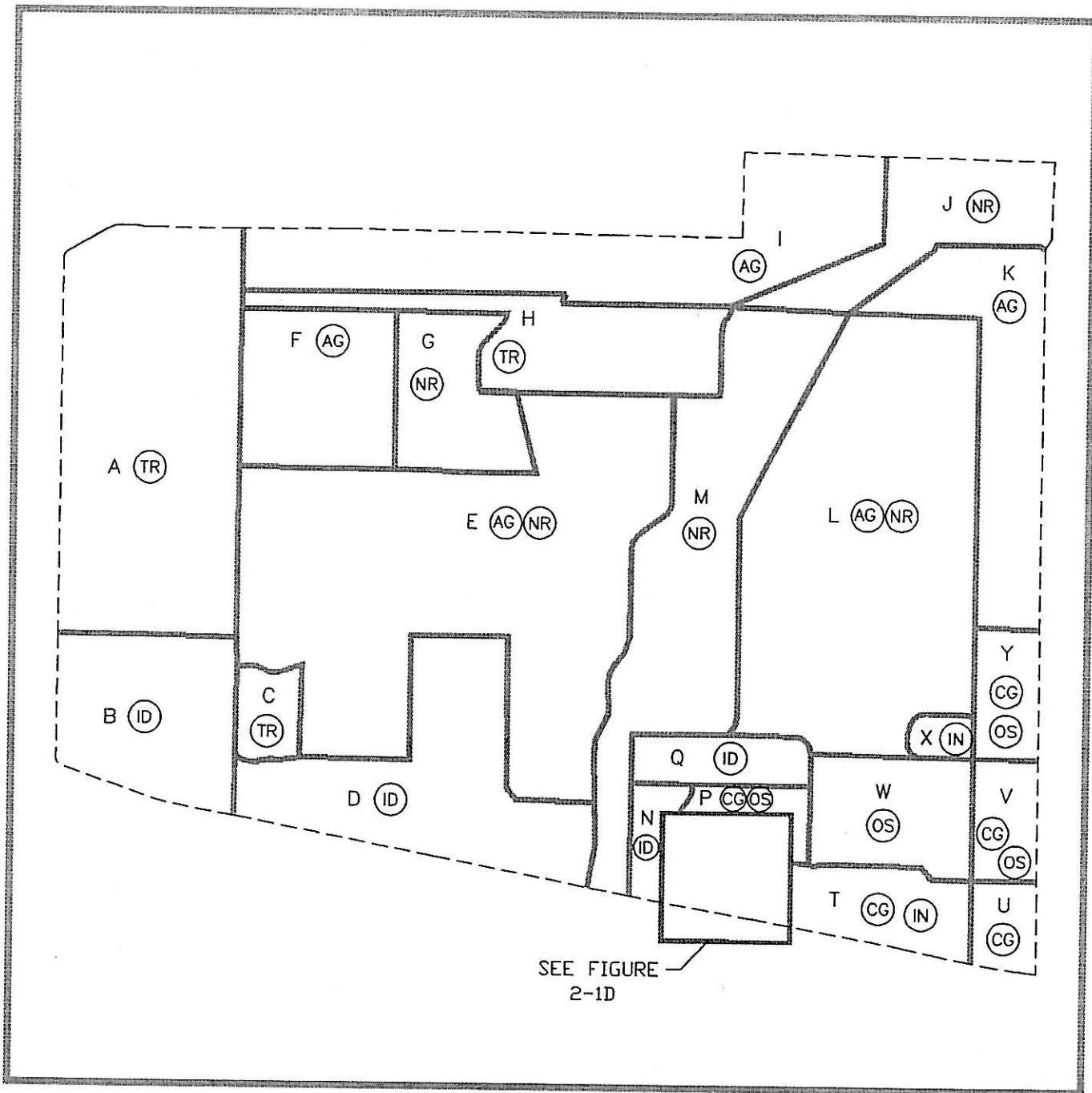
-  Army Realignment Property
-  Installation Boundary
-  Administration Area Boundary



Army
Realignment
Footprint
for the
Administration
Area

Figure 2-1B

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EXPLANATION

- | | | | |
|------|----------------------------------|------|------------------------|
| (OS) | Public Open Space and Recreation | (TR) | Training |
| (AG) | Agricultural | (UT) | Utilities and Services |
| (CG) | Commercial General | --- | Installation Boundary |
| (NR) | Natural Resources Conservation | A | Parcel Designation |
| (IN) | Institutional | | |
| (ID) | Industrial | | |

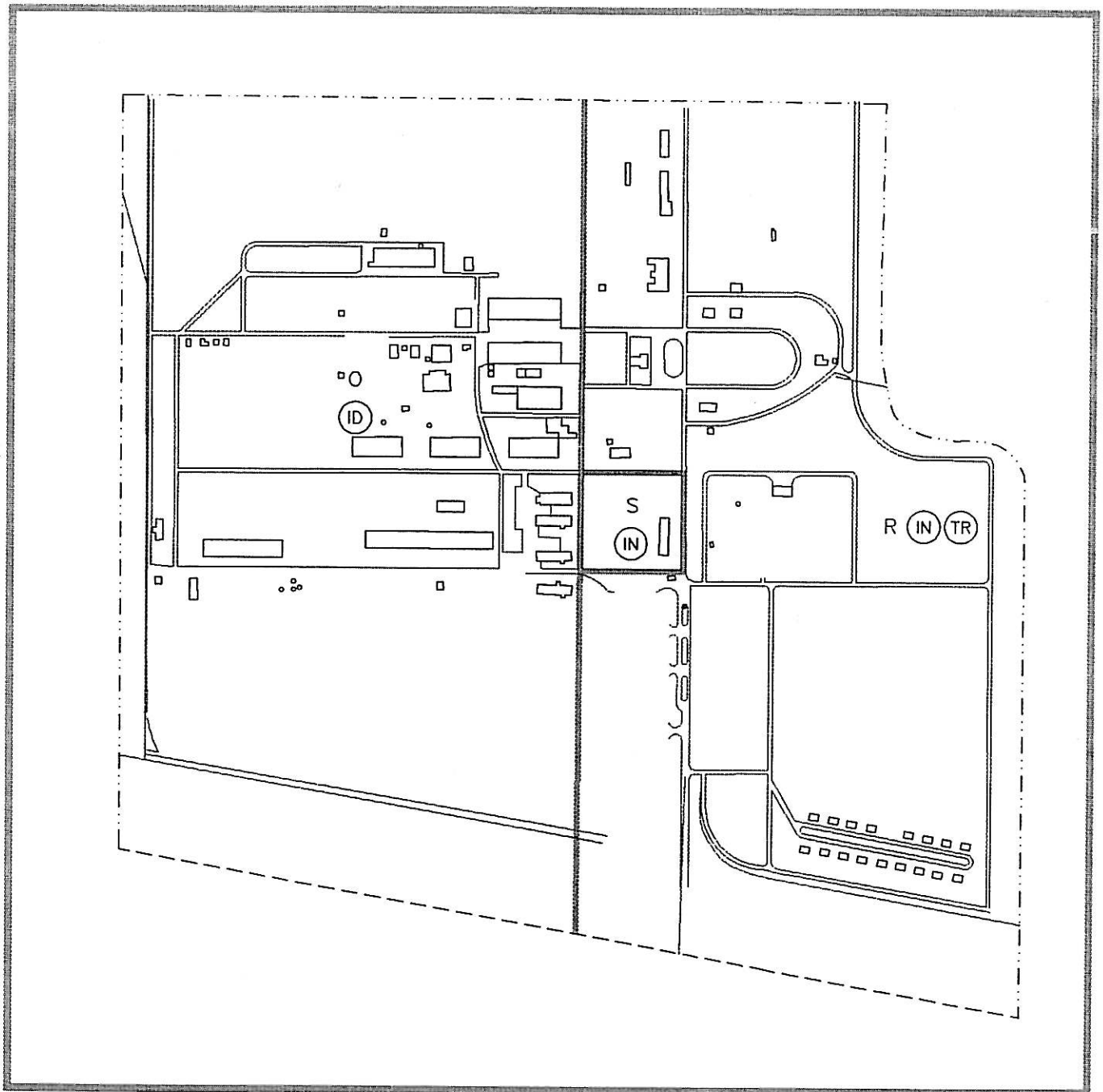
* See Table 2-1



Disposal and Reuse Parcels*

Figure 2-1C

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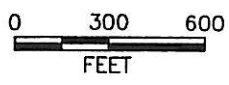
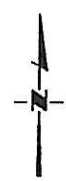
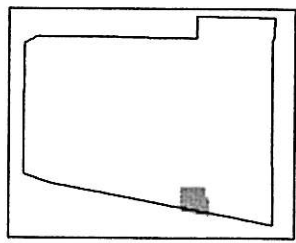
EXPLANATION

- ⊙ OS Public Open Space and Recreation
- ⊙ IN Institutional
- ⊙ ID Industrial
- ⊙ TR Training

A Parcel Designation

— — — Installation Boundary

- - - - Administration Area Boundary



Disposal and Reuse Parcels in the Administration Area

Figure 2-1D

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Key factors necessary for implementation of the Reuse Plan include:

- ▶ Consensus between community planning representatives and the U.S. Army on time frames for excess and disposal/reuse goals and environmental restoration schedules and cleanup goals;
- ▶ Property conveyance in compliance with the Federal Property Act and other regulations;
- ▶ Environmental cleanup of the property, guided by the types of uses which the community has identified;
- ▶ Institution of an interim maintenance agreement (caretaker) and interim leases to ensure property upkeep and expedite reuse of unused property;
- ▶ Formation of an appropriate management structure to carry out the reuse plan over a period of time with certain legal capabilities, i.e., Redevelopment Authority;
- ▶ Implementation of an orchestrated and aggressive marketing program;
- ▶ Pursuit of the federal grants and assistance by the community to help facilitate the process; and
- ▶ Assignment of County Comprehensive Plan and Zoning Designations for any property transferred to a civilian entity.

The Task Force, the U.S. Army, and the local community are working closely together to ensure that each of these factors are considered in the planning process so that the disposal and reuse of UMDA can occur.

2.2 Relationship to Environmental Programs

Disposal and reuse activities at UMDA are intimately linked to environmental investigations, restoration, and compliance activities for two basic reasons:

- ▶ Federal property transfers to nonfederal parties are governed by CERCLA Section 120(h)(3)(B)(i).
- ▶ Residual contamination may remain on certain properties after RAs have been completed or put into place, thereby restricting the future use of those properties.

CERCLA Section 120(h)(3)(B)(i) requires deeds for federal transfer of previously contaminated property to contain a covenant that all RA necessary to protect human health and the environment have been taken. All RA has been taken if the construction and installation of an approved RD has been completed, and the remedy has been demonstrated to the Administrator

of the USEPA to be operating properly and successfully. It further states that the carrying out of long-term pumping and treating, or operation and maintenance, after the remedy has been demonstrated to be operating properly and successfully, does not preclude the transfer of the property. This deed requirement applies only to property on which a hazardous substance was stored for one year or more, or is known to have been disposed or released. CERCLA also requires that deeds for property on which a hazardous substance was stored, for more than one year, released or disposed, include information on the type, quantity, and the time at which the storage, release, or disposal occurred.

The requirement for complying with CERCLA 120(h), the possibility of residual contamination at the Depot, and the remediation of the site based on future land use are factored into the property disposal and reuse process at UMDA in the following manner:

- ▶ UMDA is subject to the Defense Environmental Restoration Program (DERP) and the USEPA CERCLA "Superfund" Program for National Priority List (NPL) sites.
- ▶ The USEPA has an established protocol for the investigation and remediation of NPL sites. These protocols include the RI/FS process. The baseline risk assessment which was completed as part of the RI includes an evaluation of current human health and ecological impacts at the site and the surrounding area as well as future impacts based on reasonable reuse scenarios. The FS evaluates the effectiveness of various RA alternatives in mitigating risk for these reasonable reuse scenarios based on factors such as regulatory compliance, effectiveness, implementability, and cost. The FS also evaluates the human health and ecological impacts of the actual RA to onsite and surrounding area populations. The FS alternatives chosen for site implementation are recorded in the RODs for UMDA.

The UMDA environmental restoration strategy and schedule is designed not only to remediate sites in a manner consistent with reuse goals but also to streamline and expedite the necessary response actions associated with the 25 reuse parcels designated for the Depot in order to facilitate the earliest possible disposal. Because of the need to delineate between areas suitable for transfer and those which are not, the UMDA BCT has developed an environmental condition of property map and a suitable property for transfer map for UMDA (see text and figures in Chapter 3.4) using, in part, data from the Comprehensive Environmental Response Facilitation Act (CERFA) and RI/FS investigations of the Depot.

The environmental condition of property map allows the visualization of potentially contaminated areas and areas of no suspected contamination, and the relationship of these areas to disposal and reuse parcels. The suitable property for transfer map further defines those properties which have had no hazardous substance releases or which have had releases that have been remediated or have a remedy in place and are therefore available for transfer under CERCLA. The BCT will continue to update and refine the environmental condition of property and property suitable for transfer maps for UMDA as data become available and as site restorations are completed.

2.3 Property Transfer Methods

The various property transfer methods being utilized or considered in the disposal process at UMDA are described in this section. These transfer methods were identified based on U.S. Army disposal protocols established by Public Law 100-56 and the Federal Property and Administration Services Act. These methods consider the transfer of property determined to be excess to the future Chem Demil as well as the transfer of property after the completion of the future mission. Transfer methods which are not currently applicable, but which may be considered in future planning actions at the installation have also been identified.

The Secretary of Defense and the Secretary of the Army are committed to carrying out the intent of the President's Five Step Plan to economically revitalize communities affected by BRAC. Therefore, to the greatest extent possible, DoD and federal interest in property will be weighed against the economic needs and desires of the community, and as much as possible, community goals will be integrated into the installation disposal plan. The disposal and reuse of each parcel is ultimately based on environmental condition, market demand, as well as the reuse goals of the community as presented by the UMDA Comprehensive Plan.

2.3.1 *Federal Transfer of Property*

At this time, the federal screening process has not commenced, because excess property has not been identified. Upon identification of excess property, federal screening will take place. Following federal screening, local homeless organizations have the opportunity to express their property needs to the local redevelopment authority under the Pryor Amendment.

The BIA has inquired about turning the property (the entire 17,054 acres) over to the Confederated Tribes of the Umatilla Indian Reservation. The BLM is interested in reacquiring 8,440 acres of UMDA property that was formerly public domain land. These two requests are being reviewed by the U.S. Army with consideration of mission-related property requirements, statutory transfer requirements, environmental restoration requirements, and reuse goals identified in the Reuse Plan.

2.3.2 *No-Cost Public Benefit Conveyance*

There is no indication at this time that a no-cost public benefit conveyance would take place at UMDA.

2.3.3 *Negotiated Sale*

It is assumed that property not transferred via federal transfer will be conveyed to private ownership through a negotiated sale or lease in accordance with current regulations and the new procedures and regulations contained in Title XXIX and the Interim Rule (32 CFR Parts 90 and 91).

2.3.4 Competitive Public Sale

There is no indication at this time that a competitive public sale would take place at UMDA.

2.3.5 Widening of Public Highways

The U.S. Army has granted the State of Oregon Department of Transportation (DOT) an easement at the southeast corner of the Depot for Interstate 82 which passes just inside the Depot's eastern boundary. At this time, according to the USACE, Seattle District, there are no plans to transfer this property to the State of Oregon DOT. Disposal documentation for the property will include stipulations that the easement will continue to be granted by the next owner of the Depot property.

2.3.6 Donated Property

There is no indication at this time that any property at UMDA will be donated.

2.3.7 Interim Leases

The American Red Cross is in the process of applying for a lease to utilize some igloos, excess to the Depots current mission, for disaster relief storage. Such interim leasing for reuse will be relied upon heavily until property can be excessed and found suitable for transfer. Many other parts of the Depot will be available for civilian use, but the procedures for interim leases including issues such as the maintenance of Depot security, remain uncertain. Procedures for simplifying interim leases and transfer of parts of the Depot to civilian use need to be amended in order to capture the opportunities that already exist for new business development on the Depot.

Interim leases that may occur at the installation in the future, including the Red Cross lease, will be identified in Table 2-2.

TABLE 2-2. EXISTING LEGAL AGREEMENTS/INTERIM LEASES

Title Interim Lease/Legal Agreement	Building No./Areas	Date of Agreement	Reuse Parcel
	There are currently no legal agreements or interim leases associated with UMDA. Future changes will be reflected here.		

2.3.8 Other Property Transfer Methods

There is no indication at this time that any other property transfer methods will be employed at UMDA. However, economic development conveyance (in accordance with Title XXIX and the Interim Rule) is an additional property transfer method which is available and could be used in the future at UMDA, through no initial cost, or at less than fair market value.