

U M A T I L L A

ARMY DEPOT

Final Draft Comprehensive Plan Report

Prepared for:

Umatilla Depot Task Force

&

Oregon Economic Development Department

775 Summer Street NE

Salem, Oregon 97310

Submitted by:

The Benkendorf Associates Corp.

522 S.W. Fifth Avenue

Portland, Oregon 97204

(503) 226-0068

PACAM Engineering , Inc.

P.O. Box 775

Hermiston, Oregon 97838

EDAW, Inc.

753 Davis Street

San Francisco, California 94111

(415) 433-1484

Professor James C. Cornelius

Oregon State University

Corvallis, Oregon 97331

Economics Research Associates

20 East Jackson Blvd., Ste. 1200

Chicago, Illinois 60604

URS Consultants

500 N.E. Multnomah Street

Portland, Oregon 97232

Applied Geotechnology, Inc.

541 N.E. 20th, #103

Portland, Oregon 97232

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PROJECT PARTICIPANTS

UMATILLA DEPOT TASK FORCE

Alex Byler, Chair
George Anderson
Judge Louis Carlson
Matthew Doherty
Bill Hansell
Joyce Rohde
David Tovey

OREGON ECONOMIC DEVELOPMENT DEPARTMENT

Gabriella Lang, Project Manager
Martin Davis

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INTRODUCTION

The Umatilla Depot Task Force directed the preparation of a Comprehensive Long-term Development Plan for the Umatilla Army Depot in December 1992. The Task Force outlined a program at that time that would enable the residents of nearby communities, local governments and special districts to participate in the formulation of a depot reuse strategy. The purpose of the strategy is to assure that realignment and closure of the Depot by the United States Army is completed in a manner that is consistent with the objectives of the Task Force and provides opportunities for reuse and redevelopment of the Depot for community purposes.

The Task Force determined that the plan for the Depot must be organized to achieve ten specific objectives:

1. **Create as much employment as possible.**
2. **Maximize the long-term potential for reuse by carefully evaluating shorter term proposals for reuse.**
3. **Morrow and Umatilla Counties should share in the benefit of reuse.**
4. **A clear understanding of the location and condition of the existing infrastructure must be identified.**
5. **A "Vision" for the future should be created.**
6. **To the extent possible, the plan should be economically viable.**
7. **The reuse strategy should be implementable.**
8. **Communicate the plan as a positive long-term opportunity for the region**
9. **Encourage interim or phased reuse of the Depot properties.**
10. **Reuse proposals for the Depot should be responsive to the regional resource base.**

The Master Plan for the Depot has been specifically crafted to either achieve these objectives specifically or set the framework for their fulfillment in the future. This plan is the first step by the Task Force to transition this 17,055 acre site from the Army's defense related use to civilian use. As this transition occurs over the next decade, specific plans, policies, strategies and budgets will be prepared to completely fulfill these objectives.

The Task Force and the State of Oregon have taken specific measures to assure that formulation of the plan included many opportunities for public comment. These have included:

- o Public notification of all Task Force meetings.
- o Periodic public meetings specifically advertised in local newspapers.
- o Workshops with the surrounding cities, ports and counties.
- o Specific efforts to assure full disclosure of the process and progress of the Task Force in the press and radio.
- o Provision of information and draft reports to all interested parties.
- o Coordination with local jurisdictions, special districts, state and regional agencies.

As a result of these efforts, the Task Force has received many constructive comments, many of which have been considered in the preparation of this plan.

The Comprehensive Plan Report and the Technical Report comprise the reuse strategy for the Umatilla Army Depot. See Exhibit I. The Technical Report documents in detail the existing condition of the Depot property and improvements, and outlines the market opportunities for redevelopment. The Comprehensive Plan Report summarizes those conditions and describes in detail the Master Plan for reuse, expected costs of implementing the plan, and a Master Plan implementation program.

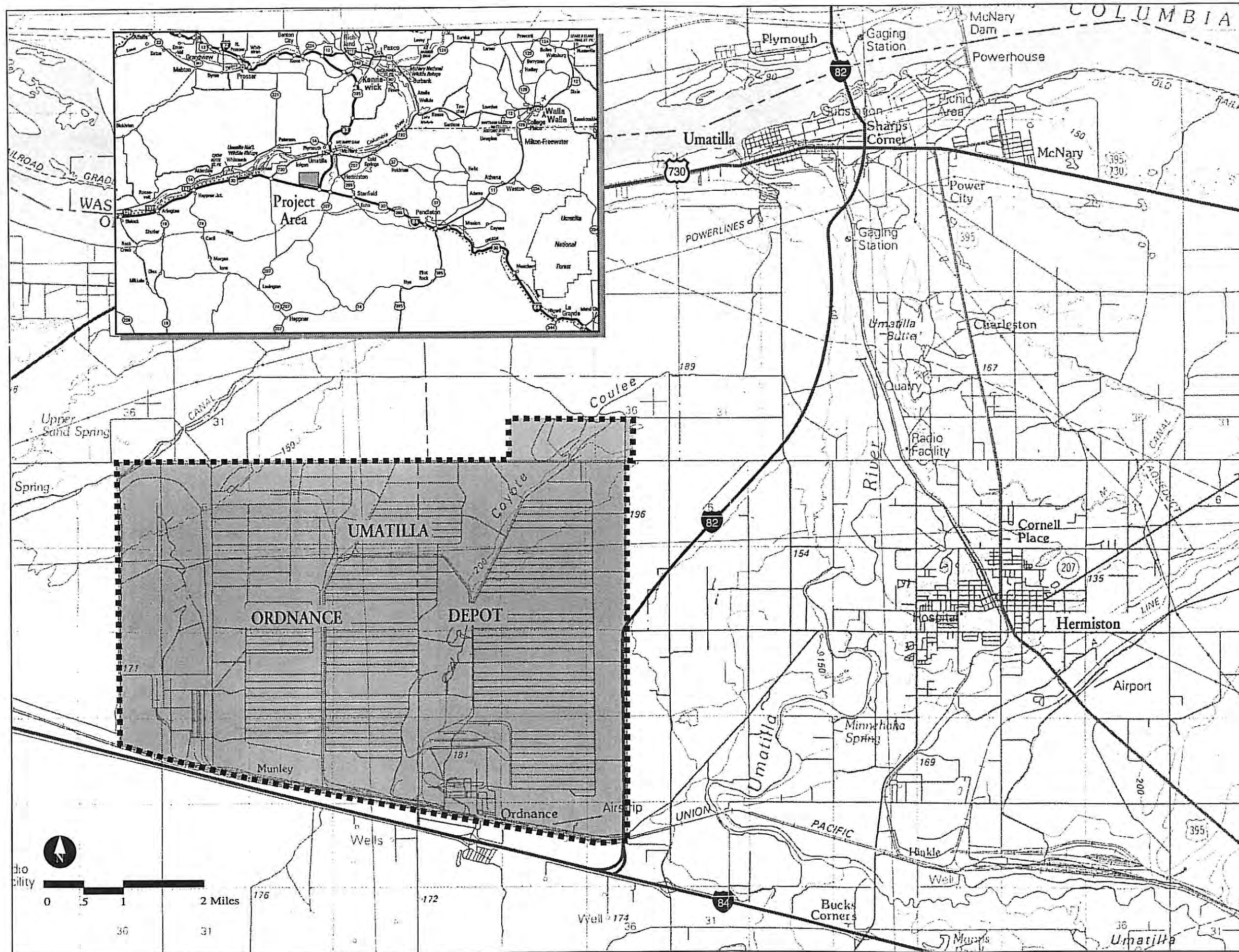
UMATILLA
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Comprehensive Plan Report

Exhibit

I

Regional Location



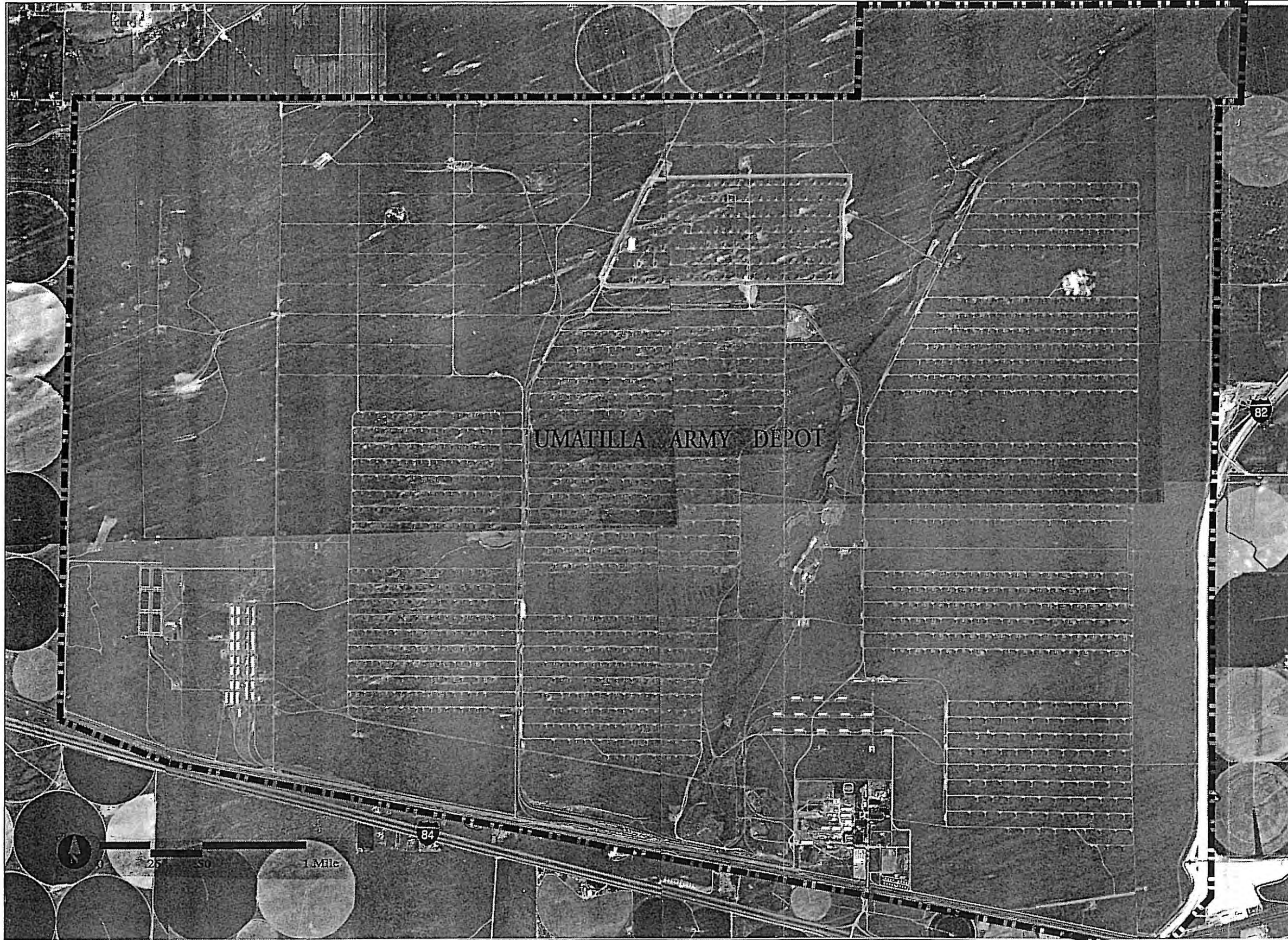
I. REGIONAL SETTING

The Umatilla Army Depot is located in northeast Oregon in the southern part of the Columbia Basin in a predominately agricultural setting. Centered between Umatilla and Morrow Counties, the Depot is within two miles of the Columbia River along its northern border, and about the same distance from the Umatilla River along its eastern border. The region is characterized by a sparse, but growing, population residing on the large and small irrigated farms in the area. The major commodities of the region are agricultural, the major imports into the region are petroleum products and fertilizer.

The small towns surrounding the Depot include Hermiston to the east, Boardman to the west, Irrigon to the north, and Umatilla to the northeast. The closest towns of larger size are Pendleton, Oregon, and the Tri-cities of Washington State. Other areas in the immediate proximity to the Depot are the Umatilla National Wildlife Refuge just west of Irrigon, and the McNary Dam, at Umatilla along the Columbia River. Further from the Depot, but of significant importance in the region, is the Umatilla Indian Reservation east of Pendleton. Most of the land immediately surrounding the Depot is in large-scale, irrigated agricultural production.

A strong transportation system links the Depot and the region to major urban centers throughout the Northwest. Interstate I-84 which runs just south of the southern property line of the Depot links Portland to Boise, and points to the east. Just outside the southeast corner of Umatilla Depot, I-84 interchanges with I-82, which runs north to the Tri-Cities. **See Exhibit II.**

Along the south property line of the Depot is a major line of the Union Pacific Railroad. To the north, on the Columbia River, the Ports of Umatilla and Morrow serve as shallow draft ports providing access for barges between the Columbia River ports and Portland, as well as other West Coast port cities transferring in Portland.



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II

Depot & Vicinity

II. EXISTING CONDITIONS

A. Environmental Conditions

1. Topography and Climate

The Umatilla Basin is an area of approximately 2,700 square miles which lies in a physiographic province known as the Columbia Plateau. The Depot lies two miles south of the Columbia River, in a subdivision of the plateau known as the Umatilla lowlands.

The Depot exists in a semiarid region, characterized as one of the driest areas of the Pacific Northwest, with only about 8 inches of precipitation per year. Average annual temperature is approximately 53 degrees.

The site occupies over 30 square miles of land on a thick sequence of igneous flood basalts. The plateau rises gently from the Columbia River toward the site. Elevations range from +370 feet MSL in the northwest corner of the Depot to +670 feet MSL along the northern rim of Coyote Coulee. The Coulee, a canyon carved into the site showing evidence of early floods of glacial melt water, dissects the eastern portion of the site. It is the one unique physical feature on the Depot site in an otherwise mostly contiguous rolling landscape.

2. Geology

The Columbia Plateau is characterized by a westward plunging synclorium (a regional system of basin-like folds), the axis of which is indistinct, but which roughly parallels the Columbia River. Basalts of the Columbia River Basalt Group (CRB) underlie most portions of the basin. Variable thicknesses of younger Pliocene to Recent period alluvial materials of the Alkali Canyon formation and Spokane Flood deposits cover most of the CRB bedrock.

Within the Depot, surface materials consist of eolian sands and loess (wind-deposited silts and sands) of Pliocene to recent age. These materials form a thin (0 to 10 feet thick) veneer over sedimentary rocks of the Alkali Canyon formation and Spokane Flood glaciofluvial gravels.

3. Water Resources

a. Research Conclusions

The only new source of significant volumes of groundwater that may be developed is in the Columbia River alluviums along the shore of the John Day Pool. Since this source is thought to be hydraulically connected to the John Day Pool and is highly dependent upon the pool operating levels, there is a high probability that a reliable water source cannot be developed from this aquifer.

There is almost no potential for developing a new source of groundwater in any of the basaltic aquifers surrounding the site, from the Ordinance alluvial aquifers, or from the Umatilla River.

For the large volumes of water required for most agricultural uses (including food processing) the only source remaining is the Columbia River. If all the well water on the base were directed to agricultural irrigation, a maximum of only about 500 acres could be irrigated. Therefore, the water rights associated with the base will cover only about 500 acres.

In the master plan, the agricultural use potentials reach upwards of 2,070 acres. It is readily apparent that additional, off-base irrigation water will be required to meet the production requirements indicated on the plan. In the near future, it will probably not be possible to acquire "new" agricultural water rights from the Columbia River, and there is a moratorium on new withdrawals from underground aquifers. Therefore, to develop more irrigated agriculture on the base would require the transfer of water from

other existing uses. There may be some additional water available for municipal and industrial uses through the ports or the Hermiston Development Corporation, but such transfers could not be applied to agricultural irrigation. There is a permit application pending for increasing irrigation diversions from the Columbia River, but approval is unclear, at least in the near term. For these reasons, there is no obvious source of water for new large scale agricultural production, unless it is transferred from an existing water right.

In this regard, development of additional agricultural acreage on the base likely would have to come at the expense of foregone agricultural production elsewhere in the area. If production on the base creates more economic value than the water use from the displaced acreage, then such a transfer is likely to occur and create increased economic benefits. It is important to emphasize that production potential exceeding 500 acres is dependent upon still undetermined availability of irrigation water. The most likely sources would be the permit applications pending from the Hermiston Development Corporation and/or the Port of Morrow. The Port of Morrow is located about 8 1/2 miles away, and has indicated that it has other users identified for its permit, should it be issued.

For smaller volumes of water, the most likely source is the Ordinance basaltic aquifer. The Umatilla Army Depot has permits for about 4,500 gallons per minute (10 cubic feet per second). If it can be proven that the water is not contaminated by activities (past or present) of the Depot, and that the aquifer will sustain the required level of pumpage, this is obviously the best source for volumes up to the maximum sustainable capacity of the existing wells, presuming that a change in type of use will be allowed by the Oregon Water Resources Department.

If the existing Depot permits cannot be transferred, if the aquifer will not sustain the required pumpage, or if the aquifer proves to be

unsuitable for use because of pollution, waters from the Regional Water Supply System proposed by the Port of Umatilla appear to be the best alternative. This permit excludes agricultural uses of the water. It is not probable that it can be modified to include them.

b. Recommendations

- i. Determine the water quality, the maximum sustainable yield, and the possibility of obtaining permits for a change in type of use for the existing Umatilla Army Depot wells.
- ii. Determine the possibility of obtaining municipal and industrial water from the proposed Port of Umatilla Regional Water Supply system.
- iii. Investigate the utilization of existing groundwater permits in the area by a change in type of use and a transfer of place use and point of appropriation. If it can be proven that the new place of use is in the same aquifer as the existing one and that the total amount of withdrawal from the aquifer is not increased, it is likely that the Oregon Water Resources Department will allow the transfer.
- iv. Consider the Columbia River as the only source of large volumes of water for either agricultural or industrial users. The most likely provider is the Hermiston Development Corporation (pending permit approval).

4. Environmental Clean-Up Program

In 1987, the U.S. Environmental Protection Agency placed the Depot on its National Priorities list (thereby making it a "Superfund" site) due to contamination at the former explosives washout lagoons. Following that action, the Army began a series of studies and investigations, including a Remedial Investigation/Feasibility Study (RI/FS) of the Depot. Initially, ten

operable units containing nearly 90 individual sites of potential contamination were identified. Through the course of investigations, the number of operable units was reduced to eight and some sites were found to not be contaminated. Decisions on site clean-up are presented in a formal document, Declaration of the Record of Decision, (ROD) signed by the Army, EPA, and Oregon's DEQ. To date, three ROD's have been signed and the remainder are expected to be issued in 1993/94. With exception of the Ammunition Demolition area, discussed below, the entire Depot property is expected to be available for future use.

Two areas on the Depot property will receive remedial action under the signed ROD's: (1) the contaminated soil at the explosive washout lagoon will be cleaned by bio-remediation and the contaminated groundwater will be extracted and treated; and (2) the contaminated soils at the deactivation furnace will be excavated and stabilized before it is disposed in the landfill. At the washout lagoons, soil work is expected to require about two years and the groundwater work may require from 10 to 30 years. Soil work at the deactivation furnace will be accomplished within one year. During clean-up, the actual area being cleaned would be unavailable for reuse or development. The clean-up work will restore these areas to levels that will allow unrestricted use in the future.

Along the western side of the Depot is the former Ammunition Demolition area. This 1,750 acre area is known to contain unexploded ordnances at unknown locations and elevations beneath the surface. Although a ROD has not been issued on this site, it is likely the site will never be clean enough to allow unrestricted use.

A Draft Environmental Impact Statement (DEIS) for disposal of chemical agents and munitions at the Depot was issued in October 1991. The DEIS was specific to the Depot and was based upon implementing incineration technology being given verification tests at the Johnson Atoll Island facility in the Pacific Ocean. Preliminary plans for incinerator construction have been prepared and application has been made for a RCRA permit to construct and operate the incinerator.

If the incinerator is constructed at the Depot, bunker block K and about 60 acres adjoining it on the southeast will be unavailable for any redevelopment until the disposal is complete. This may last until the year 2002 or later. Opportunities to redevelop nearby lands will be affected by security controls to be in place at the disposal facility. "Marketability" of nearby redevelopment may be affected by perceptions of risk.

5. Vegetation

The predominant vegetation of the Depot lands consists of large contiguous areas of drought-adapted steppe and shrub-steppe types. Sagebrush and bunchgrass communities dominate. The sagebrush-bluebunch wheatgrass association particularly contributes to a large portion of the site. In the canyon formed by Coyote Coulee, however, grasses dominate.

The Depot site also includes an Administration Area of approximately 200 acres at its southern border, a relatively small portion of the site. This area is dominated by landscape and ornamental species requiring constant maintenance, and served by an automatic irrigation system. The character of this area is that of open lawn areas and tree-lined streets. The maturity and quality of this landscape is a valuable resource.

There are no threatened or endangered plant species currently recorded as being on or near the Depot.

6. Wildlife

Wildlife occurring at the Umatilla Army Depot includes numerous species associated with shrub-steppe and grasslands environments. Mammals common to the region and represented on the Depot include: badger, black-tailed jackrabbit, coyote, Washington ground squirrel (listed as an ODFW sensitive species), pocket gopher, and several species of small rodents.

The site also includes a representative portion of those bird species found in the region, some resident and some migratory. Abundant species include the rock dove, horned lark, black-billed magpie, western meadowlark, and white-crowned sparrow. Several species of sensitive, threatened or endangered status use, or have been sighted on, the Depot.

Endangered or Threatened Species at the Umatilla Army Depot

Species	Designation
Burrowing owl	Oregon sensitive species
Long-billed curlew	Federal Candidate species
	Oregon sensitive species
Bald eagle	Federally threatened
	State threatened
Ferruginous hawk	Federal Candidate species
Loggerhead shrike	Federally sensitive species
Swainson's hawk	Oregon sensitive species

In addition to native species, pronghorn antelope were introduced to the Depot in 1969. The antelope are confined by a chainlink fence to the northwest corner of the site.

7. Cultural Resources

Much of the region's historical and archaeological significance dates back to various Indian tribes that resided in the area, and to the early passage of settlers along the Oregon Trail. No known archaeological or historic sites have been found on the Depot. However, both the Firehouse and Headquarters Buildings in the Administration Area have been determined eligible by the State for inclusion in the National Register of Historic Places.

B. Improvements and Site Conditions

1. Land Use

The Umatilla Army Depot breaks down into easily defined land use areas which precisely reflect the mission of the Depot. Defined in civilian terms, that mission is largely the storage and minor maintenance of ordnance, along with the shipping and receiving these supplies entail. Security is provided for the supplies and some demolition of ordnance occurs. The tasks themselves must also be administered, the structures and machinery maintained, and the staff comfortably housed.

Following these priorities, the largest acreage of land-use, 7,568 acres, is given over to storage of ordnance by type. Buffer zones, which supply security and safety from the explosive nature of the ordnance, follow at 7,525 acres. Together these two land uses account for over three-quarters of the 17,055 acres which, including leased easements, constitute the Depot.

The following table further subdivides the existing land-use categories by acreage.

Table II - 1
Depot Land Use Characteristics

Land Use	Acreage
Ammunition Storage	5,933
Open Space Buffer	4,851
Ammunition Demolition	1,716
Chemical Storage	852
Ammunitions Maintenance	815
Open Storage	783
Warehouse and Storage	646
Former Firing Range	621
Airfield	293
Standard Magazines	140
Administrative	136
Facilities Maintenance	40
Spoil Areas	32
Abandoned Landfills	20
Housing	15
Landfill	15
Utilities Service Area	7
UP Railroad (Lease)	140
TOTAL ACREAGE	17,055

There are 2,674 acres of land on the north and east sides of the Depot on which there is a restricted easement. The easement prohibits construction of any structure or residential dwelling unit.

2. **Transportation**

a. **Freeway**

The site is bounded on the east by I-82; no improved access is provided from this facility.

The site is bounded on the South by I-84. A diamond interchange provides the only freeway access to the Depot property.

b. **Railway**

A spur line from the Union Pacific Railway serves the entire south boundary of the Depot; a rail car classification and storage yard also exists in this boundary.

c. **Air**

A small airstrip exists in the southeast corner of the Depot. The bituminous runway is 3,000 ft. long by 50 ft. wide and in fair to poor condition. The airstrip is VFR (visual flight rules) only and has no navigational aids. The significant limitation to the airfield is the poor profile of the runway: it was constructed as a hump, or vertical curve, along its length. Hence, it is considered unsafe and is closed.

d. **Additional Access Points**

Connections to local roads do exist, at the northwest and southeast corners of the Depot, but they are presently locked and unused. The southeast access connects to Westland and Walker Roads and could provide a one-way route to the Depot from I-82. The northwest access connects to Summitt Road and Highway 730.

e. **Internal Roadways**

The Depot contains approximately 190 miles of internal roadway. These roads include: a "patrol road" on the perimeter, roads providing circulation routes within the Depot, access roads within the Administrative and Warehouse areas, and access roads serving the bunkers and munitions storage blocks. Approximately 160 miles

of the internal roads are surfaced, mostly with bituminous paving classified by the Army as either "light" or "medium."

f. Internal Rail

From the boundary spur line, the Depot is served by a looped rail system essentially adjacent to all munitions storage blocks. A dead-end rail line serves the warehouse area in the southwest corner of the Depot. In total, the Depot has about 50 miles of track; most of the track is 75-pound rail, the main-line and loop are 100-pound rail. Generally, the tracks are in good condition.

3. Buildings

Nearly all buildings within the Depot were constructed during the early years of the Second World War. A variety of materials and types of construction were utilized depending on the intended use of the structures. Provision of utilities such as electricity, water, sewer, telephone, heating, etc. also depended on usage. Buildings are categorized by usage and location. The three general categories are: Headquarters Area, Warehouse and Storage, and Ammunition Supply and Storage.

a. Headquarters Area

Approximately 47 buildings are located within this area. Most structures are single story. Usages include offices, security stations, maintenance shops, vehicle storage, warehouses, community center, heating plant, and related occupancies. There are a few two-story buildings being used chiefly for offices/personnel activities. Buildings range in size up to 30,660 square feet.

A breakdown of areas is as follows:

Over 10,000 S.F.:	6 buildings
5,000 to 9,999 S.F.:	6 buildings
Under 5,000 S.F.:	35 buildings

b. Warehouse and Storage

Located on the Southwest corner of the property, the warehouse and storage complex of buildings is well-served by both rail spurs and roads. There are thirty buildings located on the east side of the complex with an aggregate area of 455,210 square feet. Excluding very small buildings and minor structures, breakdown is as follows:

30,700-30,000 S.F.:	4 buildings
18,120 S.F.:	3 buildings
14,400 S.F.:	1 building
12,350-12,000 S.F.:	22 buildings

The three buildings of 18,120 S.F. are steel frame buildings with concrete floor slabs, corrugated steel siding and longitudinal crane rails for overhead traveling cranes. They also have large doors spaced along the longitudinal walls on both sides. Possibilities for future reuse of these buildings include light manufacturing, vehicle repair, metal fabrication, small foundry, boat building and similar activities. The remainder of the buildings are single story warehouse types for which future reuse also appears feasible.

There are six buildings on the west side of the complex with an aggregate of 518,400 square feet. The area of each building is over 44,000 square feet.

c. Ammunition Supply and Storage

This activity occupies most of the interior of the site. There are three basic building types: "Standard Magazines," "Bunkers," and "Miscellaneous Buildings and Structures." There are 14 Standard Magazine buildings, 1,100 bunker ammunition storage "buildings," and about twenty miscellaneous buildings within the Ammunition Supply and Storage area.

4. Utilities

a. Sewer and Waste Water

Only the Administrative area is served with a piped sanitary sewer system leading to a treatment facility. The entire system was installed in the early 1940s. Concrete pipes 6 to 10 inches in diameter collect sewage from this area and convey it to a treatment site approximately 5,000 ft. west. The treatment facility consists of two Imhoff tanks that discharge to a percolation drainfield. Only one of the tanks is presently in service, reported to be 43,000 gpd capacity.

The condition of the collection system, including all subsystems, is unknown, but due to the age of the system, further investigations should be conducted.

Individual septic tanks and drainfields provide for treatment of domestic sewage at locations other than the Administrative area. In some cases, such as the Warehouse area, several buildings are connected to one septic tank. The condition of these isolated systems is unknown; however, several of the buildings they serve are presently inactive.

b. Water

The Depot water system consists of wells, pipelines, and storage reservoirs. Chlorination at the well head is the only treatment required in the system. The system is in reality two systems: one serving the northwest and north-central portion of the Depot and the second serving the southwest (Warehouse) area and the Administrative area. The bunker areas are not served by the water system.

North system: The north system includes three wells providing 2,030 gpm and 120,000 gallons of elevated storage.

South system: The Administrative/Warehouse system includes three wells providing 2,120 gpm and 250,000 gallons of elevated storage. This system also includes a well that is not used due to high nitrate concentrations and a 1 million gallon ground reservoir that is not used due to lack of demand.

c. **Surface Water/Storm Sewer**

Most of the Depot surface water is simply allowed to run off hard surfaces to nearby ground, where it evaporates or percolates into the ground. In the Administrative area, a storm sewer collection system of catch basins and concrete pipe collect surface water and convey it to the southwest corner of the area.

d. **Electrical**

Electrical power is supplied to the Depot on overhead lines by Umatilla Electric Cooperative Association (UECA). The service is provided at 12,470 volts, three phase, four wire, 60 hertz. The Depot substation is located east of the main entrance. From this substation, the site electrical system is fed on overhead lines on wooden poles located along roadways similar to a rural electric distribution system. The lines have existed since the original construction and the poles are in poor condition.

In a 1987 Master Plan Report, the total transformer load for the Depot was approximately 6,000 kVA. The Umatilla Electric Cooperative Association (UECA) has stated the feeder is capable of supplying 10,000 kW with 5,000 kW of power going to the Depot. UECA is willing to increase the supply if a greater demand should develop in the future.

e. **Telephone**

The telephone service from Pacific Northwest Bell Telephone Co. enters the Depot on the southeast corner of the property. Services are a combination of overhead and underground lines going to all areas of the site. Most of the system is underground serving the administration and main outlying buildings. Remote areas have special mine-type units mounted on posts, or provisions for portable telephones.






f. **Lighting**

General site lighting conditions depend on the area and the frequency of use. The administration area street lighting is in good condition, well-maintained, and the poles are spaced to provide good illumination of the area. The street lighting around the outlying buildings has been shut off because of the age and type of the system. Building perimeters and parts of the streets are now illuminated by outdoor fixtures mounted on the outside walls of buildings.



C. **Site Opportunities and Constraints**

The specific site conditions and location of the Umatilla Depot can be defined in terms of the opportunities and constraints which must be evaluated in considering potential adaptive reuse of the Depot. The following opportunities and constraints have been identified from an analysis of the issues which have been discussed in this section and in the Technical Report. **See Exhibit III.**



Opportunities:

-  Industrial/Warehouse
-  Rail Corridor
-  Rail Corridor Switch Yard
-  Administration/Housing
-  Open

Constraints:

-  Environmental
-  Geological

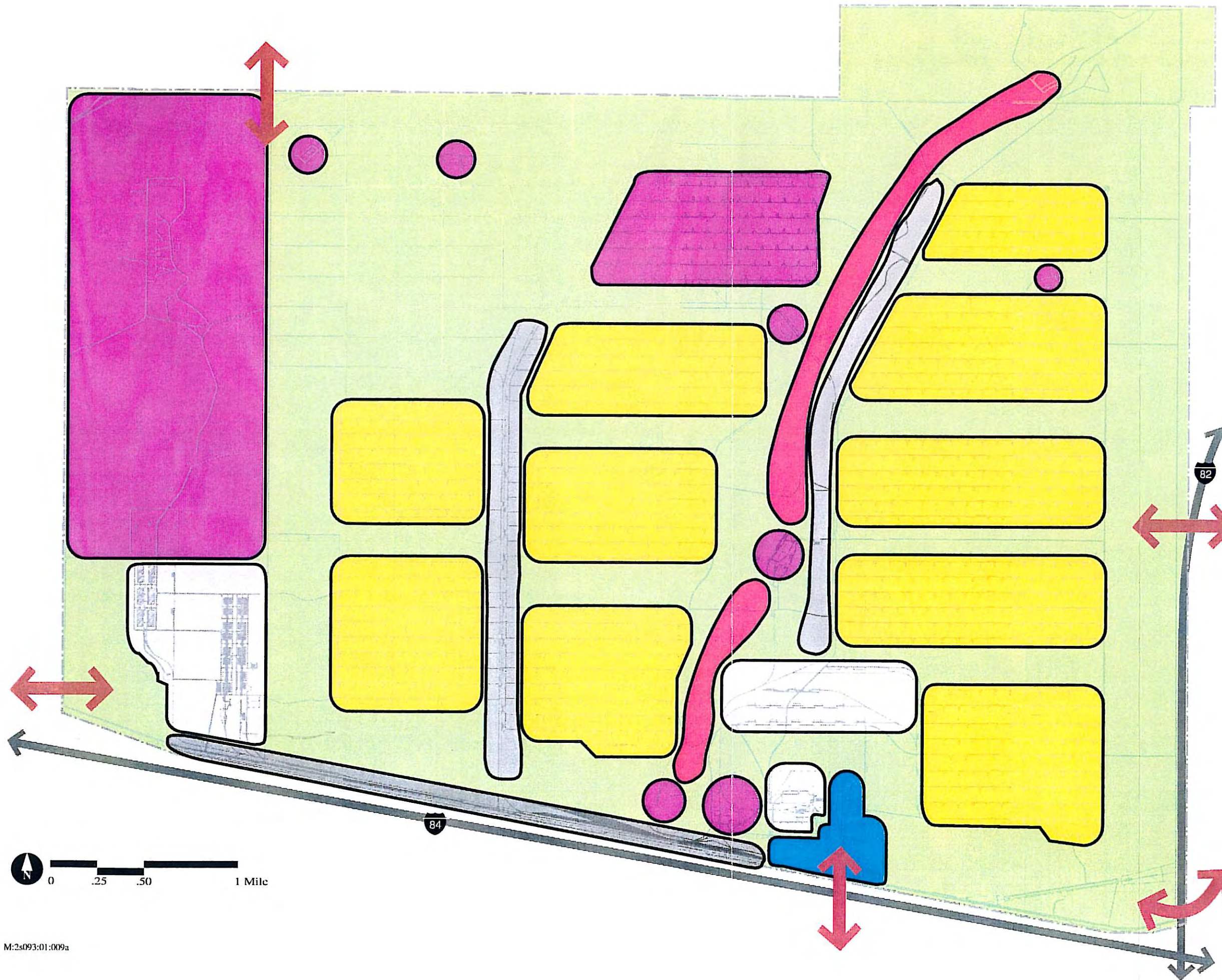
Physical Opportunities and Constraints:

-  Bunker Areas
-  Existing and Potential Access

Exhibit

III

Opportunities
and Constraints



1. **The Natural Environment**

a. **Constraints**

A critically limited water supply is the overwhelming constraint inherent in utilizing a dry, shrub-steppe type site with limited potential for increased water access, located in a "Critical Ground Water Area." Nearly all cultivated agricultural crops require more than the 8.1 inches of annual rainfall that falls on the Umatilla Depot.

The canyon formed by the Coyote Coulee as it runs through the site, presents another constraint. There is limited potential for the area described by the canyon. In addition, the coulee splits the entire site into east and west portions and limits convenient access between them.

Several sensitive, threatened and endangered species find support in the Depot's shrub-steppe and grasslands habitats. The need to protect and accommodate them is important.

b. **Opportunities**

The high yield potential for certain crops, such as potatoes, is an excellent opportunity for agricultural production if irrigation requirements can be met. This opportunity is supported by another feature of the site, its relative flatness.

The flatness of the site is an opportunity to consider many potential reuse options besides agriculture. Development of industrial and commercial uses becomes more feasible and cost-effective due to the topography of the site.

At a time of rapidly diminishing habitat for many wildlife species, the shrub-steppe and grasslands habitats of the Depot offer opportunities as well as constraints. The opportunity to aid in protecting several species of concern to both State and Federal agencies is of real value in itself, and can be augmented to provide other values.

For example, an opportunity for human recreation could be developed through a wildlife interpretive attraction on the Depot. Another possibility might be the use of some Depot land as a mitigation resource for habitat losses of the shrub-steppe type due to the construction of hydropower facilities on the Columbia River.

2. The Man-Made Environment

a. Constraints

Although there is a wealth of opportunity in the number of buildings and supporting infrastructure already existing on the site, the age and the uncertain development standards under which they were built qualifies as a constraint. The limited existing utility capacities are one example of this problem. The existing airport runway is another example of a feature which is non-operational and which, given its condition, would be unfeasible to renovate.

Another constraint is the structures for which no adaptive reuse is likely or possible, but which will be expensive to remove - the 1,100 bunkers which are spread out over approximately half of the site! The bunkers lower the habitat value of the land they occupy, and are a constraint to development as well.

If the Army relinquishes a portion of the Umatilla Army Depot, while retaining some operations on site, security regulations and requirements could constitute a development constraint over portions of the Depot.

Finally, the constraint of existing limited accessibility to the site would need to be addressed early if the site is to be developed for adaptive reuse.

b. Opportunities

The opportunity for adaptive reuse of the Umatilla Army Depot lies mainly in its existing structures, infrastructure, and miscellaneous facilities. A wealth of buildings of different types, many in good condition, offer potential for a variety of reuse applications. The headquarters area has a campus-like layout with attractive brick buildings, good roads, and even a mature ornamental landscape complete with an irrigation system.

The proximity of the Umatilla Depot to nearby ports and regional markets is an opportunity for the distribution of, and access to, goods. This has value for any enterprise potential to the site, whether agricultural, industrial or commercial. Another opportunity posed by the Depot's location is proximity to local labor markets. The intersection of two interstates at the southeast corner of the Depot is a transportation opportunity which, together with an excellent rail system, further enhances all of these benefits of location.

Due to its usefulness to commerce and industry, the rail infrastructure at the Depot is an opportunity of enough importance to stand alone. Rail access is available throughout the site. Areas of warehouse buildings have excellent railroad spur access. There are facilities for railroad car repair.

3. Environmental Concerns

a. Constraints

The major constraint to adaptive reuse of many structures at the Depot is the need for costly asbestos abatement. Testing of samples from 285 buildings disclosed that 42% of those buildings contained at least one friable asbestos containing material (ACM).

An additional constraint to reuse of the Depot is the number of areas with waste contamination. Most of the contaminated sites are relatively small in size, from a few hundred square feet to a few acres. An exception is the Ammunitions Demolition area of approximately 1,750 acres along the west side. For this parcel, remediation may not be feasible, and long-term administrative controls may be applied to limit future uses to those which do not involve excavation. Redevelopment or use of the other specific sites would be possible after cleanup is complete. Reuse of nearby properties in these cases would not be affected. However, the public's perception of danger and fear of contamination in any of these areas may act as a constraint on development options.

Well contamination is another constraint at the Depot. A groundwater pump and treatment system will be required for contaminated groundwater. The implication of a long-term pump and treatment system, from a land use perspective, is that some sort of use restrictions will be applied in the immediate area of the treatment.

Lastly, if an incinerator is constructed at the Depot to dispose of chemical agents and munitions, bunker block K and about 60 acres adjoining it will be unavailable for any redevelopment until the disposal is complete. This may last until the year 2010 or later. An additional constraint to redevelopment will be the need for security controls to be in place at the disposal facility. Again, marketability

of nearby redevelopment areas may be affected by perceptions of risk.

b. Opportunities

At present, there are a number of programs under way to identify environmental hazards and to determine the actions needed to clean up contaminated sites. Addressing these issues will be an integral part of the base closure process. In fact, several projects are already underway.

For example, in 1992, the Depot proposed cleaning up two former lagoons found to be contaminated with organic explosives and related compounds. This remedial work is presently underway and is estimated to require one year, after which the remediation objective would be met.

III. MARKET ASSESSMENT

Any major redevelopment project must account for the strengths and weaknesses of the local economic base and community. The Umatilla Army Depot is well-positioned to capitalize on future growth in the area, leveraging existing reusable resources on the base:

- Industrial buildings
- On site rail facilities
- Direct access to port facilities
- Administrative buildings with adaptive potential

The Depot's location, at the intersection of two interstates, extensive rail network, and the success of local agricultural businesses are positive factors creating strong opportunities for reuse potential. Local businesses see additional positive factors of the area such as the long agricultural growing season and the quality of the work force.

There are, however, a number of factors both on and off the base which will constrain or inhibit its reuse. Some of the major constraints include the left-over chemical munitions on the Depot, the old age of the base facilities and infrastructure, and the time delays associated with base closure. State regulations governing water use, the length of the water permitting process, and uncertainties concerning the supply of water are also limiting factors.

Socio-Economic Trends

The Depot is located on the border of Morrow County and Umatilla County. Compared to the State of Oregon, both counties have experienced dramatic population growth between 1970 and 1980. However, over the last decade the reverse situation occurred. The population of the state increased 7.9 percent, while the population increased by 1.4 percent in Morrow County and 0.7 percent in Umatilla County. The total 1990 population of the two counties combined was 66,874.

Employment in the area surrounding the Depot is primarily centered around agriculture. Over the last twenty years, farms have continued to supply the largest number of jobs

in Morrow County. The manufacturing industry, which consists predominantly of food processing companies that utilize the area's agricultural products, is prevalent in both of the counties. The 1992 unemployment rate in the two counties combined was 9.5 percent, 2.2 percentage points higher than the state.

Reuse Possibilities

Reuse of the Umatilla Army Depot offers challenges from a number of perspectives. Communities throughout the country with military bases slated for closure are experiencing problems and pressures as this transition occurs. Ultimately, the plan in Umatilla must be tied to:

- market-driven demand;
- unique opportunities that are identified and pursued;
- cost constraints, particularly the cost of retrofit and maintenance vis-a-vis potential income;
- existing legislation that controls transfer of surplus military land;
- local objectives;
- capacity of the community to market and use the land; and
- available financial incentives.

The Depot has begun to attract outside interest. Given the potential for conflicting demands for some portion of the base, reuse management and implementation must be done in a coordinated fashion by an entity that has the potential to offer a water supply, and the ability to handle infrastructure needs. Additional elements of a successful reuse plan for the Depot include coordination and cooperation between the two counties, an organized and effective marketing program that includes a printed information package on the Depot and incentives, and perhaps the establishment of a foreign trade zone or freeport to promote export and value added manufacturing.

A broad array of reuse possibilities have been suggested and many of these deserve further evaluation. The local economy, which is largely rural, will not, on its own, generate enough market demand for extensive base reuse activity. Most of the ideas below are targeted toward niche activities or one-of-a-kind opportunities:

Agriculture Related

- Irrigation targeting existing crops;
- hybrid, fast-growing poplar for paper production;
- mushroom growing in the bunkers;
- agricultural storage/potato storage (bunkers);
- recycling, pelletizing of agricultural processing waste;
- farm equipment training center; and
- agricultural products packaging.

Industrial/Manufacturing

- targeted assembly, manufacturing businesses;
- railroad activities- maintenance, repair; and
- distribution center- freeport (trucking); and

Other Activities

- recycling center;
- Oregon National Guard;
- police/fire training; and
- golf.

Over a period of time federal and state agencies or other institutions may surface ideas for reuse. These must be evaluated in terms of their positive benefits and the potential they offer to meet local goals and objectives.

IV. MASTER PLAN

The Umatilla Army Depot includes a unique mix of buildings, bunkers, and large areas of undeveloped land. Its relatively remote location in northeastern Oregon requires careful evaluation of potential uses and will require an aggressive marketing strategy of the reuse plan in order to make Umatilla economically viable in the long term. The major components of the Reuse Plan are those that have a high community priority and for which there is some market potential. Uses such as warehousing, and farming will have a stronger possibility of occurring than say commercial recreation.

Opportunities for redevelopment of the Depot are possible in both the short and long term. The site is well-positioned at the intersection of two major interstates, and is centrally located between the metropolitan markets of Portland; Boise, Idaho; and Yakima, Washington. In addition to freeway access, excellent rail opportunities exist due to the extensive amount of Union Pacific rail line on and adjacent to the Depot. Large, vacant warehouses in reasonably good condition exist in several locations, and can be used before the formal closure date occurs. Finally, a small well-defined administration area of significant historic buildings, and mature, attractive landscape, offer reuse opportunities. See Exhibit IV.

The potential uses evaluated in this report come from a variety of sources, including:

- o the Oregon State Economic Development Department;
- o the Umatilla Depot Task Force;
- o uses of other similar closed depot bases;
- o the consultant team's experience with reuse and redevelopment projects;
- o the analysis described earlier in this report, and the Technical Report.

Potential uses for the site were screened based on a number of criteria, including the following:

- o **Economic Suitability**

Is there a market for the potential uses? What is the forecast for these market uses? Will these uses create local employment opportunities?



Exhibit IV :

View of Looking North to
Education, Training &
Research Area

- o **Functional Suitability**

How well do the potential uses fit the site functionally? Are they appropriate to the site's regional location? Are there resources available to support them?

- o **Land-use Suitability**

How well do the potential uses fit the existing condition of the land? Is there the potential to mitigate damage already done to the land?

- o **Building and Site Suitability**

How well do the potential uses fit the existing buildings and site improvements?

The consultant team, with the cooperation and support of the Oregon Economic Development Department and the Depot Task Force, prepared six alternative reuse concept plans. Based upon a review of the opportunities and constraints, potential uses were listed that would be compatible with the local market, building and road infrastructure, and provide employment to the region. The first three alternative plans each emphasized a particular theme: industrial emphasis, agricultural emphasis, and public use emphasis. The second three alternatives evolved as mixed-use plans as hybrids of the first three plans. The development of the mixed-use plans evolved naturally due to the maximum flexibility provided to an area of uncertain market demand.

A. **Land Use**

After review with State officials and the Umatilla Depot Task Force, the plans were consolidated into the Final Comprehensive Plan. The Final Plan is a mixed-use alternative, developed to allow for interim use while the Army continues its mission. This plan provides for the following potential uses for the Umatilla Army Depot. **See Exhibit V.** Following the Plan is Table IV - 1 that details a summary of the land account.

Draft

Comprehensive Plan Report

Legend:

-  Short Term Industrial
-  Heavy/Light Industrial
-  Industrial/Warehouse/Storage/Maintenance
-  Highway Related Commercial/Industrial
-  Highway Related Retail
-  Commercial/Recreational
-  Education/Training/Research
-  Visitors Bureau/Military Interpretive Center
-  Regional Interpretive Center
-  Oregon National Guard
-  Police/Fire Training
-  Agriculture
-  Agriculture/Wildlife Management
-  Wildlife Reserve
-  Land Bank

Exhibit

V

Land Use Plan

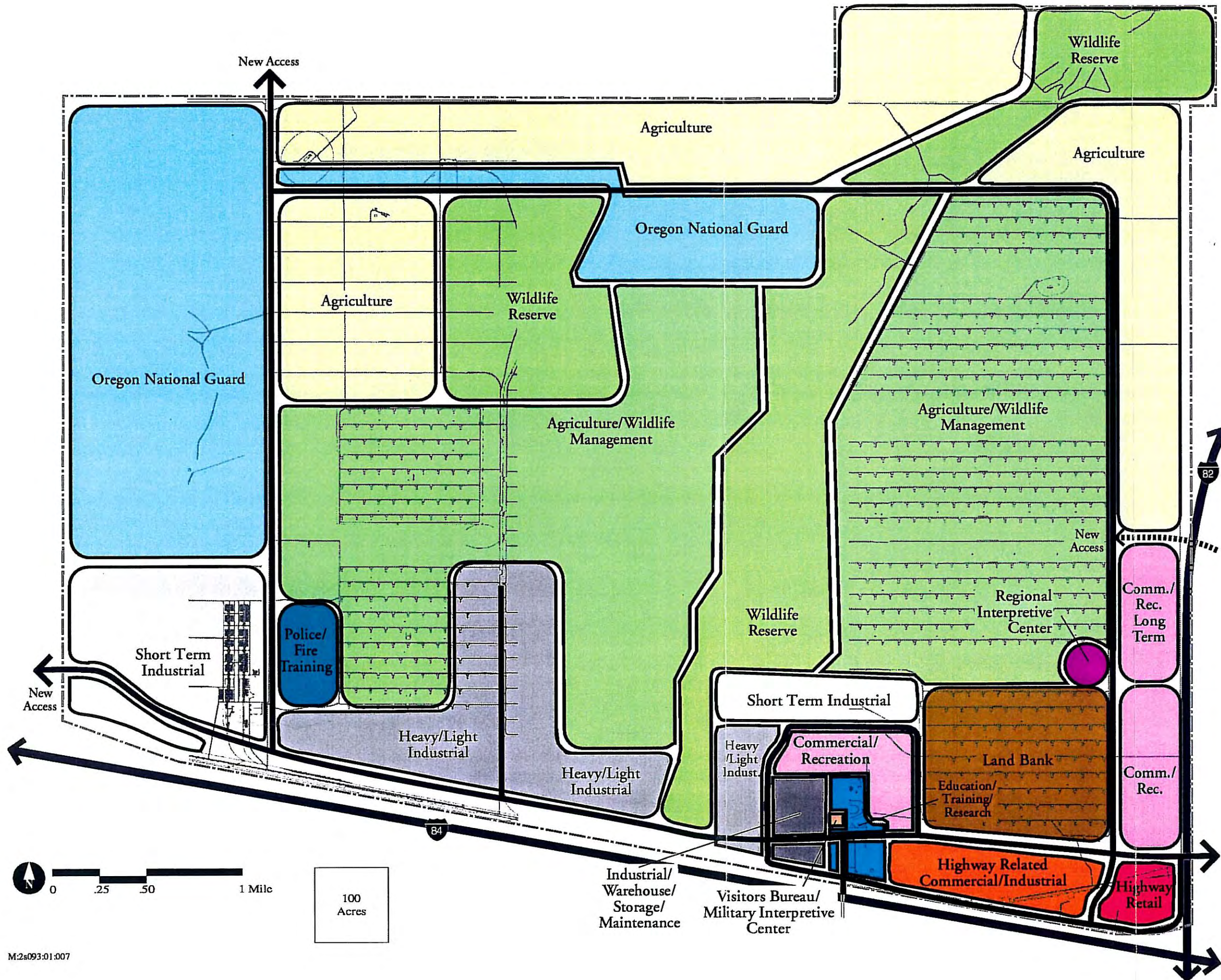


Table IV - 1
Land Use Plan - Land Account

Description	Land (Acres)	Existing		Proposed	
		Buildings (Sq.Ft.)	FAR*	FAR*	Buildings (Sq.Ft.)
Commercial/Recreation	370				
Commercial/ Recreation Long Term	170				
Agriculture	2,600				
Education/Training/Research					
Existing Buildings	40	93,565	0.05		
Proposed Buildings	40			0.20	348,480
Heavy/Light Industrial	960			0.10	4,181,760
Highway Related					
Commercial/Industrial	210			0.20	1,829,520
Retail	90			0.25	980,100
Industrial Short Term	700	1,130,788	0.04		
Industrial/Warehouse/ Storage/Maintenance	120	93,565	0.02		
Land Bank	500				
Oregon National Guard	2,400				
Police/Fire Training	110				
Wildlife Reserve	2,500				
Agriculture/Wildlife Management	4,700				
Visitor's Bureau/ Military Interpretive Center	5				
Regional Interpretive Center	20				
Sub-total	15,535	1,317,918			7,339,860
Roadways & Misc. Areas	1,520				
Total	17,055				

* FAR = Floor Area Ratio; the building square footage divided by the square feet of the total site area.

o **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. Soil conditions in the buffer zones are most likely to be superior to those found within the bunker areas (it is believed that most of the top soil between the bunkers was removed during construction, and spread over the completed structures, and seeded with native vegetation), and would allow for easy conversion to potatoes, grains and other crops, both traditional and specialty. Irrigation necessary for agricultural uses would be made available from existing sources in the region. Perimeter fencing would require adjustment to allow farm equipment and machinery access to the buffer zones.

o **Police and Fire Training Center (110 acres)**

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. Indoor facilities could include space for classrooms, conference rooms, small gymnasium, pistol range, and storage of equipment. Outdoor facilities could include a rifle range, test tracks for driver training (both police and fire units), and a large fire staging area to simulate real conditions. Adequate buffer zones around the fire staging areas, as well as increased water supply and pressure for fighting both ground and building fires will be required.

o **Oregon National Guard Training (2,400 acres)**

The Oregon National Guard requested use of the Test Firing Range in the northwest corner and the Chemical Storage Area (K Block bunkers) in the north-central section. The Guard would use the Test Firing Range for tank maneuvers. Current training procedures used by the Guard do not include the use of live ammunition, the tanks fire laser beams at their intended targets. These areas currently contain unexploded ordnance and stored chemicals, and require some minor cleaning by the Guard for their

purposes. As clean-up of these areas for other uses would probably be costly and time-consuming, the National Guard use would be the most appropriate. The Guard has also requested use of the K Block bunkers for training purposes, and there are several buildings available in that area for classroom and equipment storage purposes. An easement has been provided between the two areas to allow for the transport of tanks and other heavy vehicles.

o Industrial Short-term (700 acres)

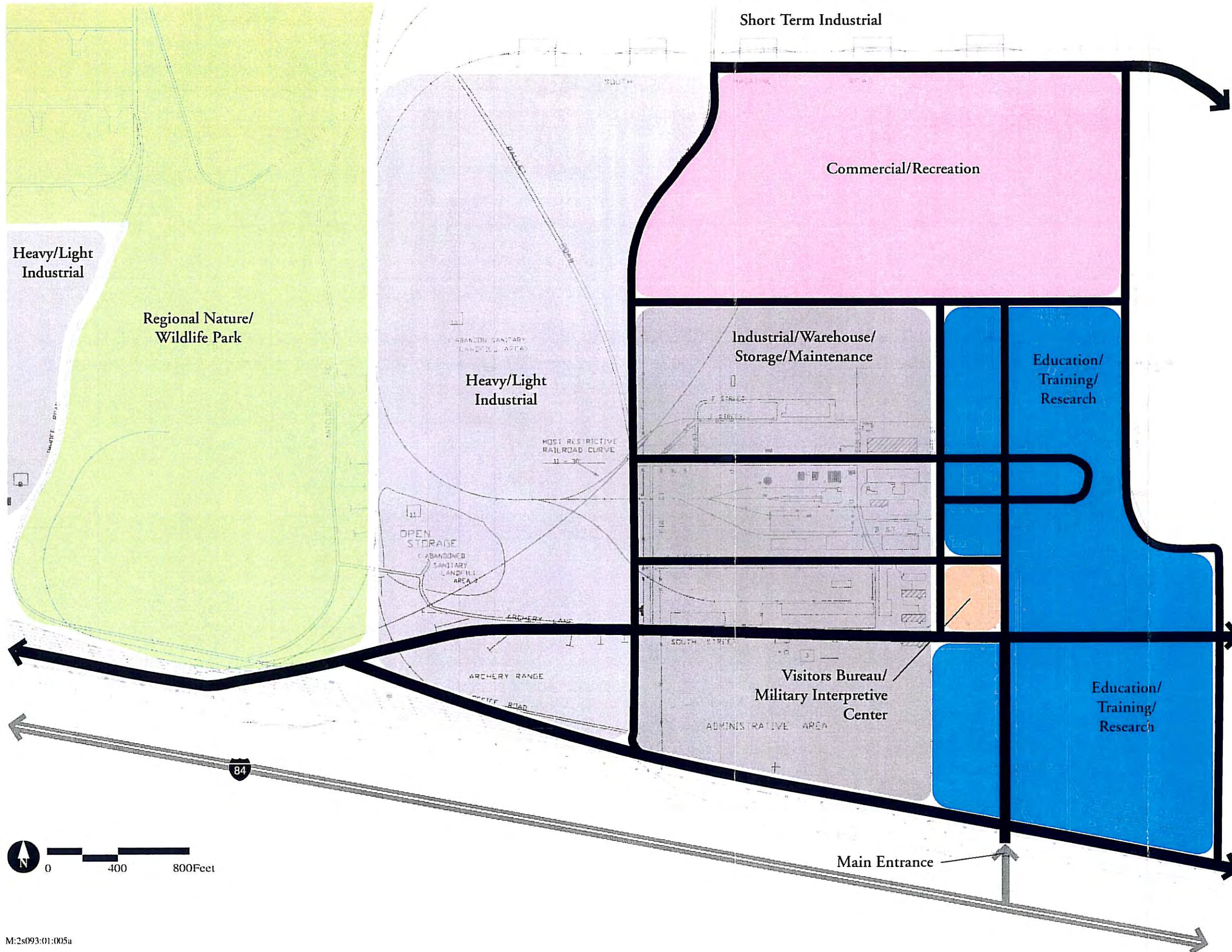
There are two areas designated for short-term industrial uses, and described below. The short-term designation implies that there are buildings and land currently well-suited for that use.

o Standards warehouses section (southeastern area, north of the administration area). The existing standards warehouses and land adjacent to them could be used immediately for industrial uses such as high-tech industry, warehousing for regional distribution centers, and maintenance and repair for vehicles, including farm machinery of all types. There are approximately 160,000 sq. ft. of space in the standards warehouses.

o Railroad yard and warehouse section (southwestern area). The existing warehouses in the southwest corner of the Depot could be used for light manufacturing, railcar refurbishing, agricultural processing, transportation testing and research, and other warehouse activities for a variety of users. Some of these include the Ports of Morrow and Umatilla and the U.S. Postal Service, and other public and private uses. There are approximately 1,000,000 sq. ft. of space in the warehouses.

o Education, Training and Research (80 acres)

The administration area (see **Exhibit VI**) located in the southeastern section contains many structures which can be used immediately or with minor



UMATILLA
ARMY DEPOT

Draft
Comprehensive Plan Report

Legend:

- Regional Nature/Wildlife Park
- Commercial/Recreation
- Education/Training/Research
- Heavy/Light Industrial
- Industrial/Warehouse/Storage/Maintenance
- Short Term Industrial
- Visitors Bureau/Wildlife Interpretive Center

Exhibit
VI
Administration Area
Land Use

improvements for educational purposes. Using the buildings for education uses will require compliance with ADA (Americans with Disabilities Act) codes and standards, as well as local regulations.

The use of the existing administration area for education and training purposes is well-suited, due to the sense of community provided by the well-defined street pattern, landscape, and historic structures. The opportunity to improve upon the overall character of the urban design is excellent, the infrastructure is in place to establish a high quality community that is focused on a college or vocational school. Other education-related opportunities could include the consolidation of various school district offices, and the provision of continuing education courses for local industries, such as agricultural crop management and agri-business economics. Job training workshops for displaced workers, unemployed residents, and Native American residents can occur in one of several facilities.

The administration area is also ideal for companies involved in research and development uses. The combination of research institutions and educational facilities, with the potential for industrial development, has proven to be a symbiotic combination which can provide a strong economic stimulus to an area, as it has in other areas of the West. Included within the administration area is dormitory style housing which could continue to house personnel from the Boardman Bombing Range and/or students that may need housing in association with the development of educational facilities. The recreation area and medical clinic would continue to serve proposed activities in the Depot as well as in the immediate area.

Infill of the existing open spaces along the existing street grid could easily be achieved, and further enhance the sense of community. New structures could be constructed after existing buildings have been fully leased, or constructed earlier if a specific user requires new space. There is approximately 190,000 sq. ft. of space within the existing area defined as the administration area in the Technical Report.

o Heavy and Light Industrial Uses (960 acres)

Located along the southern perimeter of the Depot, this area could be reserved for later development, with the possible exception of utilizing several of the bunkers. An improved roadway could be constructed to allow easy access to the bunkers in this area. The bunkers would be an ideal space immediately available for small start-up companies which may require a sealed, temperature-regulated environment. Other uses would include growing specialized crops such as mushrooms, storage of data records, or storage of chemical supplies associated with chemical testing and research. **See Exhibit VII.**

Due to the opportunity provided by rail access to this area, a corridor extending approximately 1000' on either side of the rail spur could be cleared for both heavy and light industrial uses. Large floor plate buildings requiring access for both rail and large trucks are envisioned within this zone. Assuming a very low land coverage floor area ratio (FAR) of .10, the Plan indicates that approximately 4,000,000 sq. ft. of potential development could occur within the designated areas.

o Commercial/Recreation Uses - Short-term and Long-term (540 acres)

Three areas in the southeastern corner are slated for commercial/recreation uses. Two of the areas are adjacent to I-82, and the other is adjacent to the education, training, and research area at the main entrance. The tourism industry has been growing, both nationally and internationally. The location of the Depot at the intersection of Interstates 82 and 84 make it an excellent site for an RV park and other freeway visible opportunities. In addition to providing a stopping-over point for travellers, it could become a destination for visitors to the Pendleton Roundup, Oregon Trail, Columbia River, and for activities which may be developed by the Native Americans in the area.



To further promote the area as a destination, a theme park could be developed. For local and visitor use, a well-designed golf course, a trap/skeet facility, and a motor sport track/raceway are possible uses. The proximity to the Oregon Trail and the proposed development of a Regional Nature and Wildlife Park also enhance this area as a destination.

o **Highway-related Retail (90 acres)**

Located in the southeastern corner of the Depot at the intersection of the two interstate highways, this section provides the best location for retail opportunities, such as motels, service stations, and restaurants. To take advantage of the neighboring Commercial/Recreation areas, a specialty retail complex could be tied to the RV Park and the golfing, trap/skeet, and raceway facilities.

o **Highway-related Commercial and Industrial (210 acres)**

This area along the southern boundary is the best location for future commercial and industrial businesses which require easy highway access and visibility. Uses that would occur here include farm equipment sales and service, development space for uses compatible with the Education, Training and Research areas, and expansion room for uses related to the Commercial and Recreation areas. Assuming an FAR of .20, approximately 1,655,000 sq.ft. of space is possible within this land designation.

o **Wildlife Reserve (2,500 acres)**

It is recommended that two large portions of land be set aside as a Wildlife Reserve. This designation would create large tract areas which would be retained as habitat for native plants and animals. The two areas designated as Wildlife Reserve include the 1,700 acre Coyote Coulee area and the 800 acre area to the west of K Block. Both of these areas offer valuable native plant species and wildlife habitat.

In addition to the ecological advantage for such a designation, there is potential for using the areas as tourist destinations with related marketing and educational tie-ins. Existing wildlife such as the antelope herd, coyotes, rabbits, burrowing owls, curlews, raptors, snakes and other assorted species would provide a rare opportunity to both local residents and visitors to visit one of the few remaining areas of native shrub-steppe habitat remaining in eastern Oregon.

o Agriculture/Wildlife Management (4,700 acres)

It is recommended that a large portion of the land be set aside for Agriculture/Wildlife Habitat uses. The earlier alternative plans devoted more land to commercial, industrial, agricultural and retail development. However, due to the large number of acres involved, it would be difficult to develop and maintain a successful concentration of businesses and other facilities if they were spread out over too large an area. In addition, it will take many years to absorb the amount of space proposed within the other land use designations. The unavailability of large amounts of reliable, potable water sources precludes the identification of this area for large scale agricultural development only.

The combination of a large tract of land which can be retained as habitat for local plants and animals near term, with the ability to leave the bunkers in place and utilize this area for agriculture in the long term, is a practical approach to this large area. This approach will assure enhancement of wildlife near term while maximizing the agricultural potential of these thousands of acres as additional water rights are obtained.

o 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.

- o **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 Department of Defense's weapon programs. It would provide general information on the area for tourists and also marketing and development information to the businesses and educational institutions which are considering locating at the Depot. **See Exhibit VIII.**

- o **Land Bank (500 acres)**

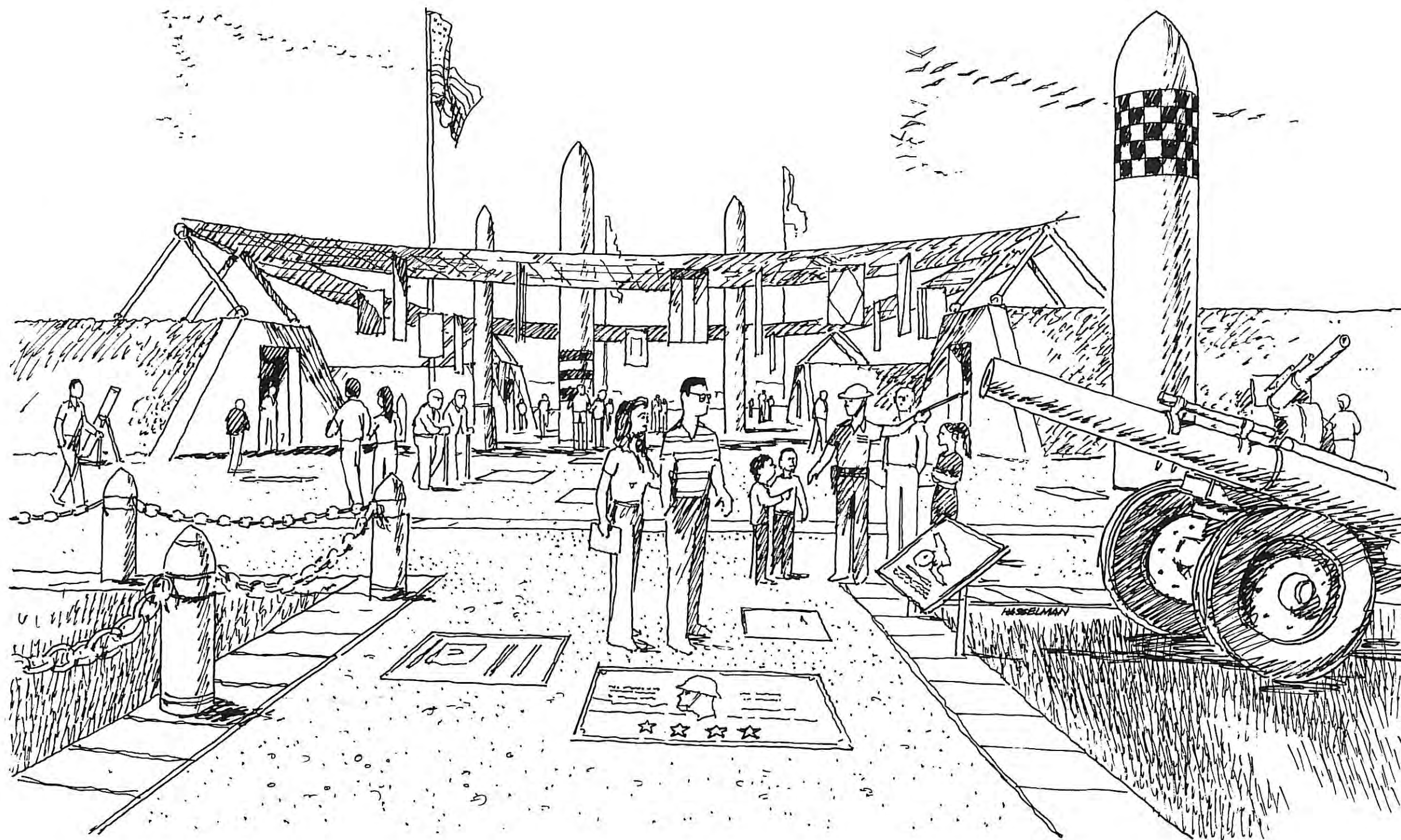
A small part of the southeastern section, including Block A bunkers, would be reserved as a land bank. This would preserve future bunkers for possible commercial development and/or allow for expansion of commercial and recreation uses.

- o **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 be required to widen and upgrade roads for increased traffic and landscape improvements.

B. Access and Circulation

Access to the proposed uses designated for the Depot would require additional means of entry, particularly in the western area to access the short-term industrial area, police and fire training area, and land designated for the Oregon National Guard. It is recommended that access to the southwest area occur through a road extended from Patterson Ferry Road paralleling the rail corridor, and entering the Depot through an existing gate. Access provided directly from the west would allow only minor changes to security fencing during the interim period before the



Exhibit

VIII

View of Military
Interpretive Center

Depot is converted to civilian use. An additional means of entry could be established from the north through an existing gate that leads from surrounding farm lands and connects to the City of Irrigon.

Access to the Administration area and eastern portion of the site would be from the existing main entrance at the I-84 interchange, the recently constructed I-82 on/off-ramp that is currently restricted by security fencing, and a possible third location from I-82 approximately two miles to the north.

Circulation on site would utilize existing roads where possible, but would require upgrading roadbeds to carry the heavier vehicles associated with manufacturing and farming operations. Where possible, site circulation zones would be established to limit conflicts between uses and the overloading of any particular access point.

C. Phasing Plans

A smooth transition from military to civilian use of the Depot is of critical importance in order to maximize the economically efficient use of this valuable site and infrastructure. This transition may be facilitated by allowing, over time, an ever-increasing civilian presence, starting at the perimeters and working toward the core. This phased approach toward non-military use of the Depot has been referred to as "rolling back the fence".

A major factor in determining the final phasing approach will be the required Army presence during the demilitarization of the stockpiled chemical ordnance on site. Two approaches presently exist for the demilitarization process. One is the demilitarization on-site through incineration and the other is to transport the ordnance off-site for demilitarization elsewhere. Two phasing plans have been developed due to the present uncertainty of which approach will ultimately be used.

The Phasing Plans (Exhibits IX and X) for the Depot each involves a total of six five-year phases, for a total of 25-plus 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.

I. Phasing Plan A

The following phasing plan assumes that the chemical ordnance will be incinerated on-site. See Exhibit IX.

PHASE I (0-5 years)

The first phase includes the Short-term Industrial area in the southwest corner, the Highway Retail area in the southeast corner and a portion of the Agriculture area on the northeast side.

Legend:

Phase

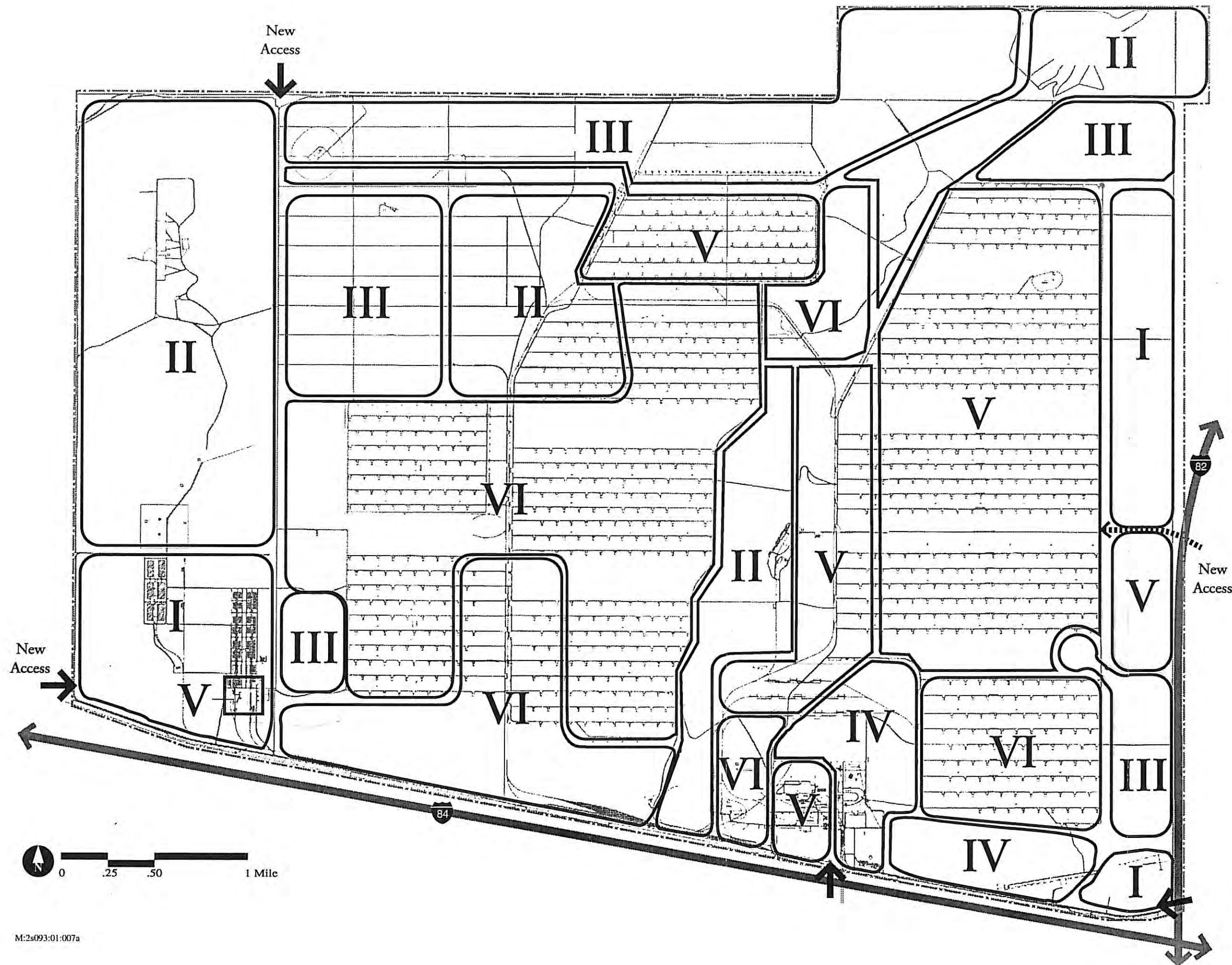
- I 0-5 Years
- II 5-10 Years
- III 10-15 Years
- IV 15-20 Years
- V 20-25 Years
- VI 25+ Years

Exhibit

IX

Phasing Plan A

(With Demilitarization Facility)



- o In the 700 acre Short-term Industrial area, the existing warehouse/storage buildings will first be utilized, with additional buildings constructed as demand dictates. The Oregon National Guard must temporarily remain as tenants within several buildings in this area until they can relocate in Phase IV. Access to this area is via the existing, to-be-improved road network from the east, as well as a proposed road from off site which will allow entry and exit from the west.
- o The 90 acre Highway Retail area is proposed for Phase I due to its exceptional location at the intersection of two major interstate freeways. The site will be accessed via the existing I-82 freeway ramp at this corner of the site. All internal roads and utility services must be developed since no infrastructure presently exists in this area.
- o The 500 acre Agriculture area in this phase is located to take advantage of the existing prime agricultural soils and to be adjacent to existing farm operations presently off-site. The size proposed for this phase is the maximum agricultural land which may be farmed based on existing water rights. Access to this area is via the existing on site road system as well as a future I-82 access road proposed nearby.

PHASE II (5-10 years)

The second phase includes the two Wildlife Reserve areas and the large Oregon National Guard area to the northwest.

- o The 2,045 acre Wildlife Reserve areas in this phase includes the most significant wildlife habitat lands. This phase excludes the portion of this designation which is within the dedicated corridor area required between the Demilitarization Facility and the Administration Area.
- o The 2,400 acre Oregon National Guard area is proposed for use as a long-term tank training facility. Long-term access to this site will be via a new road at the northwest corner of the Depot. Short-term access will be via the existing site road system.

PHASE III (10-15 years)

This phase includes the Tourist/Commercial area in the southeast corner, the Agriculture area to the north and northwest and the Police and Fire Training area in the southwest corner.

- o The 190 acre Tourist/Commercial area includes the Regional Interpretive Center. Access is via the existing I-82 ramp to the south or the long-term proposed I-82 access ramp to the north.
- o The development of the 2,100 acre Agriculture area in this phase is dependent upon the transfer of existing or acquiring new agricultural water rights for use at this property. These areas are relatively untouched lands with good farm soils and access via the existing Depot road network.
- o The 110 acre Police/Fire Training site is an area of open terrain. Access is via the existing on-site road network as well as the proposed southwest access route from Patterson Ferry Road.

PHASE IV (15-20 years)

Phase IV includes the Highway-related Commercial at the southeast corner, the eastern portion of the Short-term Industrial area north of the administration area, the Commercial/Recreation area, the Education/Training and Research and Depot Interpretive areas within the Administration area.

- o The 210 acre Highway-related Commercial/Industrial area has excellent access via the existing main administration area route as well as the I-82 interchange. The existing airstrip would have to be removed and an internal road system constructed and utilities installed.
- o The 180 acre Short-term Industrial area includes all the existing "Standard Magazine" buildings. Access is via the main I-84 interchange entrance as well as the existing, to-be-improved, on site road network.

- o The 180 acre Commercial/Recreation area is one of three such areas on the Depot. Access is via the main I-84 administration area interchange.
- o The 80 acre Education/Training and Research area is planned to reuse the extensive administrative and housing infrastructure within this area as well as benefit from the open/unused surrounding areas for possible expansion.
- o The Depot Interpretive Center is proposed for the existing fire and emergency facility building at the entrance to the administration area.

PHASE V (20-25 years)

Phase V includes the Agriculture/Wildlife Management area to the east, the Corridor area, the Industrial/Maintenance area within the administration area and the Oregon National Guard in the central northern area as well as the Long-term Commercial Recreation area on the east side of the Depot.

- o The 1,975 acre Agriculture/Wildlife Management area in this phase will encourage a low-technology approach to agricultural production. Water rights for these uses will have to be identified or transferred from existing agricultural uses, elsewhere.
- o The 530 acre Corridor area supplies a dedicated transportation route and buffer area between the Demilitarization Facility and the Administration Area. The planned land uses within this area are industrial at the south end and the Agricultural/Wildlife Management and Wildlife Reserve.
- o The 120 acre Industrial/Warehouse/Storage/Maintenance area is located within the administration area and includes all existing rail-related and maintenance type buildings.
- o Upon Army completion of demilitarization activities and withdrawal from K Block, this site will be turned over to the Oregon National Guard for tank training and maintenance. The Guard will also move their maintenance operations out of the Industrial area in the southwest part of

the site at this time. Access will be via the proposed route from the northwest corner.

- o The 170 acre Long-term Commercial/Recreation is designed to accommodate future expansion of the existing Commercial/Recreation development begun under Phase IV. Access is predominately via the I-82 interchange adjacent to the site.

PHASE VI (25 plus years)

The final phase includes the Agriculture/Wildlife Management area to the west, the Demilitarization Facility area, the Land Bank area and both Heavy/Light Industrial areas.

- o The 2,500 acre Agriculture/Wildlife Management area in this phase will encourage a low-technology approach to agricultural production. Water rights for these uses will have to be identified or transferred from existing agricultural uses elsewhere.
- o The 270 acre Demilitarization Facility area will include the incinerator and all related buildings as well as buffer areas. This facility is currently planned for removal by the Army after its mission is complete.
- o The 500 acre Land Bank concept is meant to maximize the market choice for the private sector in order to encourage an entrepreneurial approach to future development of this area. No specific use is proposed in the plan. It has excellent access to either freeway, yet contains numerous Bunkers.
- o This 855 acre Heavy/light Industrial area is located to benefit from the extensive rail infrastructure and a large amount of open, developable land area. In addition to the rail access, freeway access is via the existing main administration area as well as the proposed route from Patterson Ferry Road.

- o This 105 acre Heavy/light Industrial area is located to take advantage of the existing rail infrastructure and proximity to the administration area and other industry. Access is primarily via the main entrance road from I-84.

II. Phasing Plan B

The following Phasing Plan assumes that the chemical ordnance will be transported off-site for demilitarization. **See Exhibit X.**

PHASE I (0-5 years)

The first phase includes the Short-term Industrial area in the southwest corner, the Highway Retail area in the southeast corner and a portion of the Agriculture area on the northeast side. All elements of this phase are identical to Phasing Plan A.

PHASE II (5-10 years)

The second phase includes the two Wildlife Reserve areas, the Commercial/Recreation, Education/Training and Research uses and Depot Interpretive Center in and around the administration area as well as a significant land area for the Oregon National Guard at the northwest corner.

- o The 2,500 acre Wildlife Reserve areas are planned to preserve the most important wildlife habitat lands.
- o The 180 acre Commercial/Recreation area is the first of three such areas on the Depot. Access is via the main I-84 administration area interchange.
- o The 80 acre Education/Training and Research area is planned to reuse the extensive administrative and housing infrastructure within this area as well as benefit from the open/unused surrounding areas for possible expansion.
- o The Depot Interpretive Center is proposed for the existing fire and emergency facility building at the entrance to the administration area.

Legend:

Phase

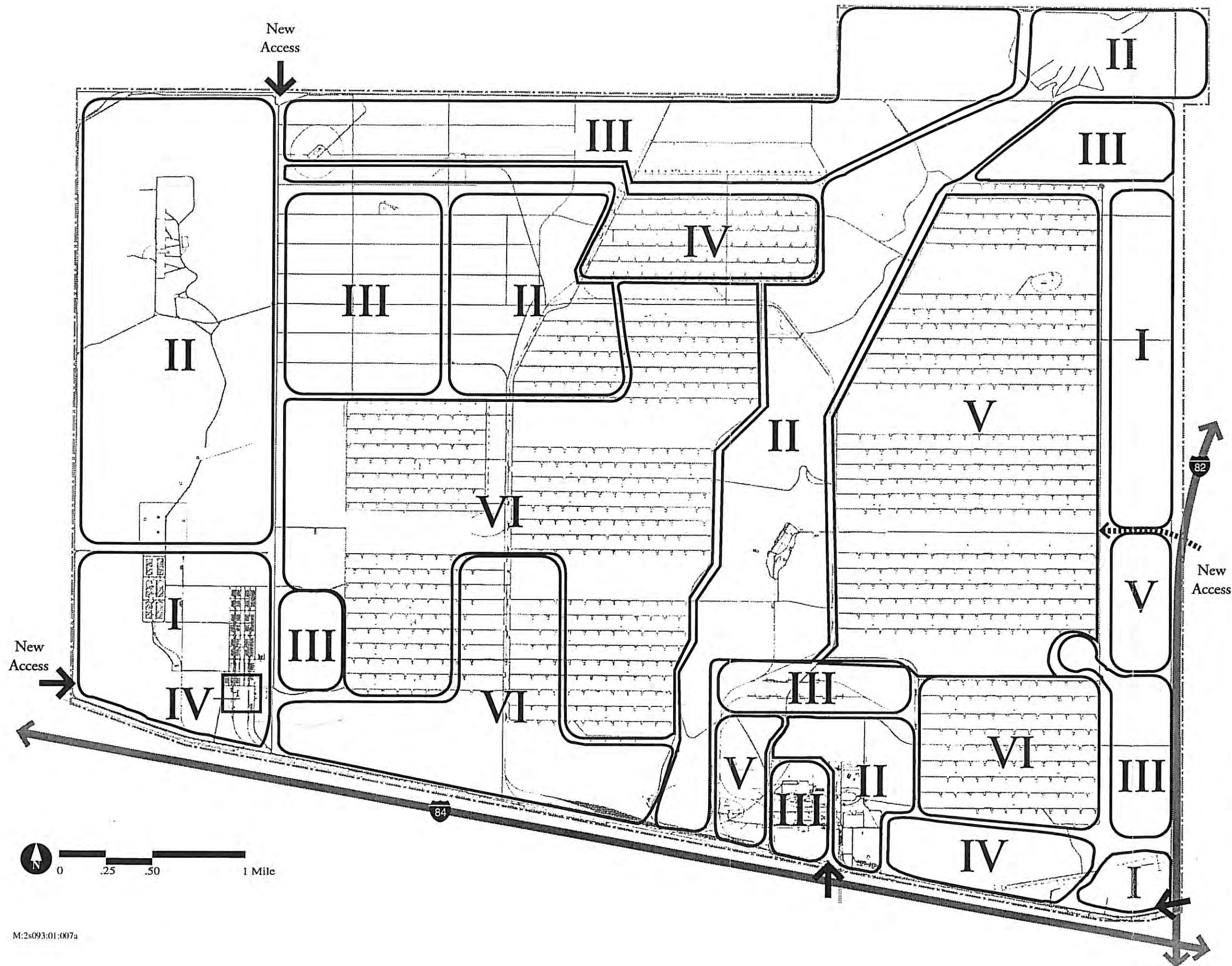
- I 0-5 Years
- II 5-10 Years
- III 10-15 Years
- IV 15-20 Years
- V 20-25 Years
- VI 25+ Years

Exhibit

X

Phasing Plan B

(Without Demilitarization Facility)



- o The 1,836 acre Oregon National Guard area is proposed for use as a long-term tank training facility. Long-term access to this site will be via a new road at the northwest corner of the Depot. Short-term access will be via the existing site road system.

PHASE III (10-15 years)

This phase includes the Tourist/Commercial area in the southeast corner, the Agriculture area to the north and northwest, the Short-term Industrial area to the north of the administration area, the Industrial/Maintenance area within the administration area and the Police and Fire Training area at the southwest corner.

- o The 190 acre Tourist/Commercial area includes the Regional Interpretive Center. Access is via the existing I-82 ramp to the south or the long-term proposed I-82 access ramp to the north.
- o The development of the 2,100 acre Agriculture area is dependent upon the transfer of existing or acquiring new agricultural water rights to this property. These areas are relatively untouched lands with good farm soils and access via the existing Depot road network.
- o The 175 acre Short-term Industrial area includes all the existing "Standard Magazine" buildings. Access is via the main I-84 interchange entrance as well as the existing, to-be-improved, on site road network.
- o The 120 acre Industrial/Warehouse/Storage/Maintenance area is located within the administration area and includes all existing rail-related and maintenance type buildings.
- o The 110 acre Police/Fire Training site is an area of open terrain. Access is via the existing on site road network as well as the proposed southwest access route from Patterson Ferry Road.

PHASE IV (15-20 years)

Phase IV includes the Highway-related Commercial/Industrial at the southeast corner and the Oregon National Guard at the north side as well as within the Short-term Industrial area.

- o The 190 acre Highway-related Commercial/Industrial area has excellent access via the existing main administration area route as well as the I-82 interchange. The existing airstrip would have to be removed and an internal road system constructed and utilities installed.
- o Upon Army completion of demilitarization activities and withdrawal from K Block, the site will be turned over to the Oregon National Guard for tank training and maintenance. The Guard will also move their maintenance operations out of the Industrial area in the southwest part of the site at this time. Access will be via the proposed route from the northwest corner.

PHASE V (20-25 years)

This phase includes the eastern Agriculture/Wildlife Management area, the Heavy/light Industrial area to the west of the administration area and the Long-term Commercial/Recreation area on the east side of the Depot.

- o The 2,200 acre Agriculture/Wildlife Management area is located within one of the highest concentrations of bunkers and will encourage a low-technology approach to agricultural production. Water rights for these uses will have to be identified or transferred from existing agricultural uses.
- o The 105 acre Heavy/light Industrial area is located to take advantage of the existing rail infrastructure and proximity to the administration area and other industry. Access is primarily via the main entrance road from I-84.

- o The 167 acre Long-term Commercial/Recreation is designed to accommodate future expansion of the existing Commercial/Recreation development begun under Phase III. Access is predominately via the I-82 interchange adjacent to the site.

PHASE VI (25 + years)

This final phase includes the western Agriculture/Wildlife Management area, the Land Bank area at the southeast corner as well as the Heavy/light Industrial area at the south side.

- o The 2,500 acre Agriculture/Wildlife area is located to benefit from the low intense use of the areas with extensive land area and quantity of bunker development.
- o The 500 acre Land Bank concept is meant to maximize the market choice for the private sector in order to encourage an entrepreneurial approach to future development of this area. No specific use is proposed in the plan. It has excellent access to either freeway, yet contains numerous Bunkers.
- o The 855 acre Heavy/light Industrial area is located to benefit from the extensive rail infrastructure and a large amount of open, developable land area. In addition to the rail access, freeway access is via the existing main administration area as well as the proposed route from Patterson Ferry Road.

D. Site Investment

1. Infrastructure

a. Assumptions

This section presents the estimate of infrastructure investments that could be required to support and implement the reuse scenario developed for the Umatilla Army Depot. The investment estimates are conceptual and broad based, and they should be considered as "order of magnitude" estimates. Once specific capital improvements under phased development have been identified, the actual investments desired or needed could vary significantly (increase or decrease) from these initial investments.

Not all the costs for redevelopment or reuse of Depot properties have been included in these estimates of investment. Costs which might not be considered essential infrastructure investment have been ignored for this comparison. These costs would be for items such as rehabilitation of structures, demolition of structures, asbestos abatement, and bunker removal. To the extent these costs might be experienced, they might be undertaken as infrastructure or they might be a part of the investment for development by others in a specific parcel.

b. Investment Elements

In accordance with the redevelopment plan, new access to the Depot would be provided at four locations: at the southeast corner the existing locked gate would be opened to provide access to Westland and Walker Roads; at the northwest corner the gate would be opened to provide access to Summitt Road and Highway 730; a new access would be developed at the southwest corner to connect with the I-84 interchange at Patterson Ferry Road; and interchange ramps would be built to provide an interchange access from I-82 in the vicinity of Bridge Road.

To provide connections to the new access points and provide for circulation on the Depot property, several internal roadways need to be rehabilitated or constructed. The improvements would provide for a 24-ft. wide asphalt roadway to serve all development areas. New roads are needed in the southwest to connect the new access to the main east-west roadway; in the northwest to replace about 1.5 miles of gravel road; in the north to provide an east-west route now served by gravel roads; and in the east and southeast to connect with the new and existing I-82 ramps. Rehabilitation of roadways shown in the plan would involve asphalt overlays and minor widening as needed to provide adequate widths.

The redevelopment plan makes good use of the existing water and sewer systems. However, not all the future development areas are now served by the existing systems. Watermains need to be extended to provide increased service in the southwest "Short-term Industrial" area, the "Heavy/Light Industrial" area, and in the southeast areas designated for commercial or recreational activities. Sewer lines would be extended into these same areas and/or localized systems with new septic tanks could be constructed. The existing sewerlines in the administrative area would be rehabilitated. Since reuse proposals might need more water than is presently available from the Depot system, the estimate includes a transmission main from the east to deliver a new municipal and industrial water supply from the Hermiston/Port of Umatilla system.

Power is provided to the Depot by the Umatilla Electric Cooperative Association who has indicated a willingness to increase supply if a greater demand develops in the future. Therefore, the estimate does not include additions or rehabilitation to the power substation. The existing pole line and overhead wire system running from the substation needs to be replaced because the poles are generally in poor condition. Although some poles and lines have already been replaced, the estimate assumes that all new lines will be needed to feed power to the new developments.

Telephone service to the Depot is provided by Pacific Northwest Bell Telephone Co. The main underground system was not laid out in a grid to serve future development areas. The existing lines will probably interfere with the new development. The estimate assumes the installation of new conduit and phone lines to serve development areas.

The existing airstrip is unusable and it interferes with the redevelopment plans in the southeast corner of the property. The estimate includes removal of the existing runway.

TABLE IV - 2
ESTIMATE OF INVESTMENT

	<u>Length</u>	<u>Per Mile</u>	Cost	<u>Total</u>
New accesses from off-site	2.7 mi.	\$450,000		\$1,202,000
New interchange ramps with I-82	1 ea.	1,720,000		1,720,000
New internal roads	7.2 mi.	400,000		2,880,000
Rehabilitate internal roads	12.9 mi.	190,000		2,451,000
New watermains	6.2 mi.	181,000		1,122,000
Transmission main for new supply	3.3 mi.	181,000		597,000
Sewer lines	5.3 mi.	264,000		1,399,000
Power lines	25.0 mi.	100,000		2,500,000
Telephone lines	15.0 mi.	180,000		2,700,000
Remove airstrip	1 ea.	81,000		<u>81,000</u>
TOTAL				\$16,652,000

2. Buildings

This section describes various existing buildings within the Depot and estimates investment needed to restore them for future reuse. Nearly all buildings were constructed during the Second World War, and appear to have been adequately maintained since that time. The information presented on the following pages is based on our site visit plus review of selected "as built" drawings obtained from the Tooele Depot and other relevant documents.

a. **Location**

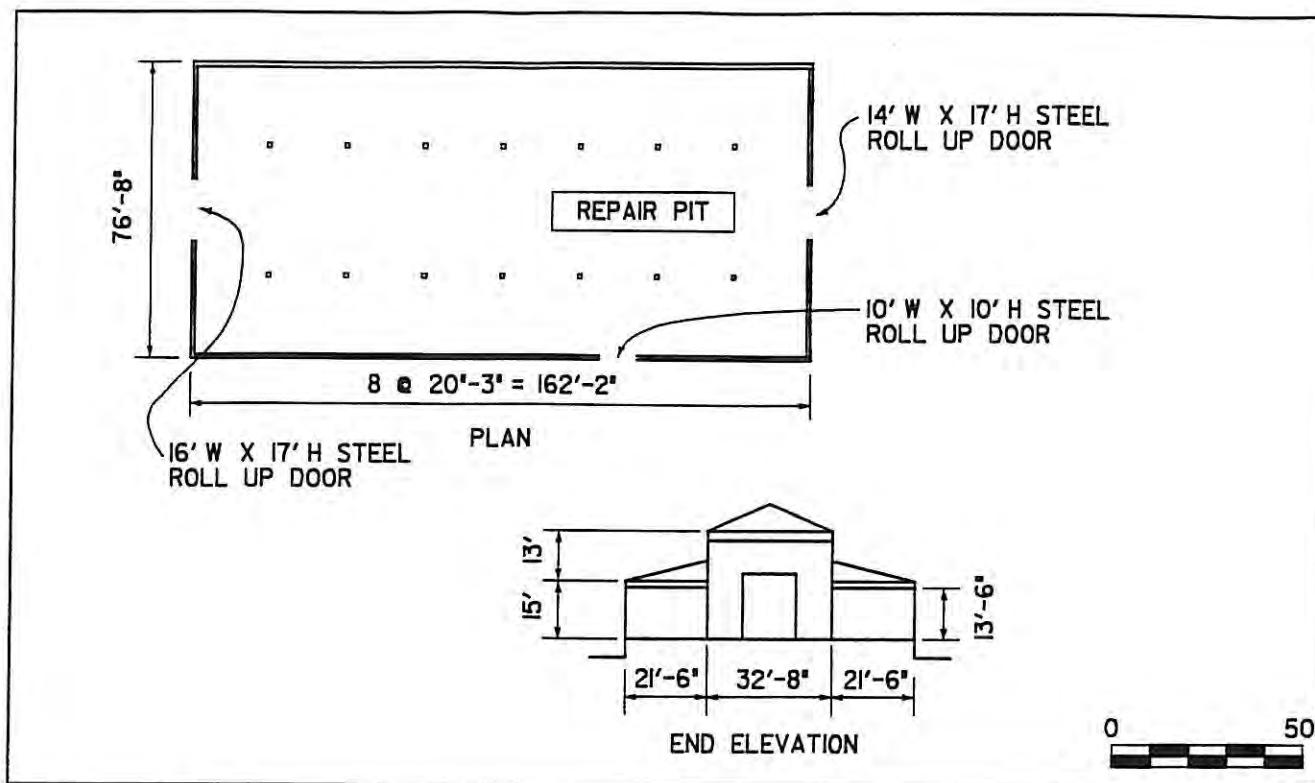
Buildings within the Depot are assigned identification numbers as follows: Headquarters area, south center of property, 1-99; warehousing areas, southwest sector of site, 100-199 and 200-299; and "Standard Magazines" immediately north of headquarters area, 401-414. The following pages are keyed to this official numbering system.

b. **Estimates**

The estimates include minor repairs and modifications needed to restore buildings for usage similar to existing or originally intended usage. Major remodeling, structural modifications and/or expansions to suit needs of individual users are excluded from the estimates. Also excluded are complete reroofing of buildings or other large repairs or maintenance items that may be revealed by a detailed inspection of a given structure. All dollar amounts are as of August 1993 and must be adjusted for inflation of construction cost between that date and the date work is undertaken.

c. **Asbestos Abatement**

The estimates do not include cost of removal or other abatement of asbestos that is present in nearly all buildings. For a description of asbestos occurrence and preliminary costs of abatement, see Final Asbestos Assessment Survey, Report No. CETHA-BC-CR-92018, prepared by Dames & Moore, August 1992. Some of the costs presented in this report are significant.



BUILDING 4

Area: 12,270 sq. ft.

Construction:

Foundations, Floor, Columns: Reinforced concrete
 Walls: Brick
 Roof: Wood framing & deck
 Asbestos shingles

Utilities:

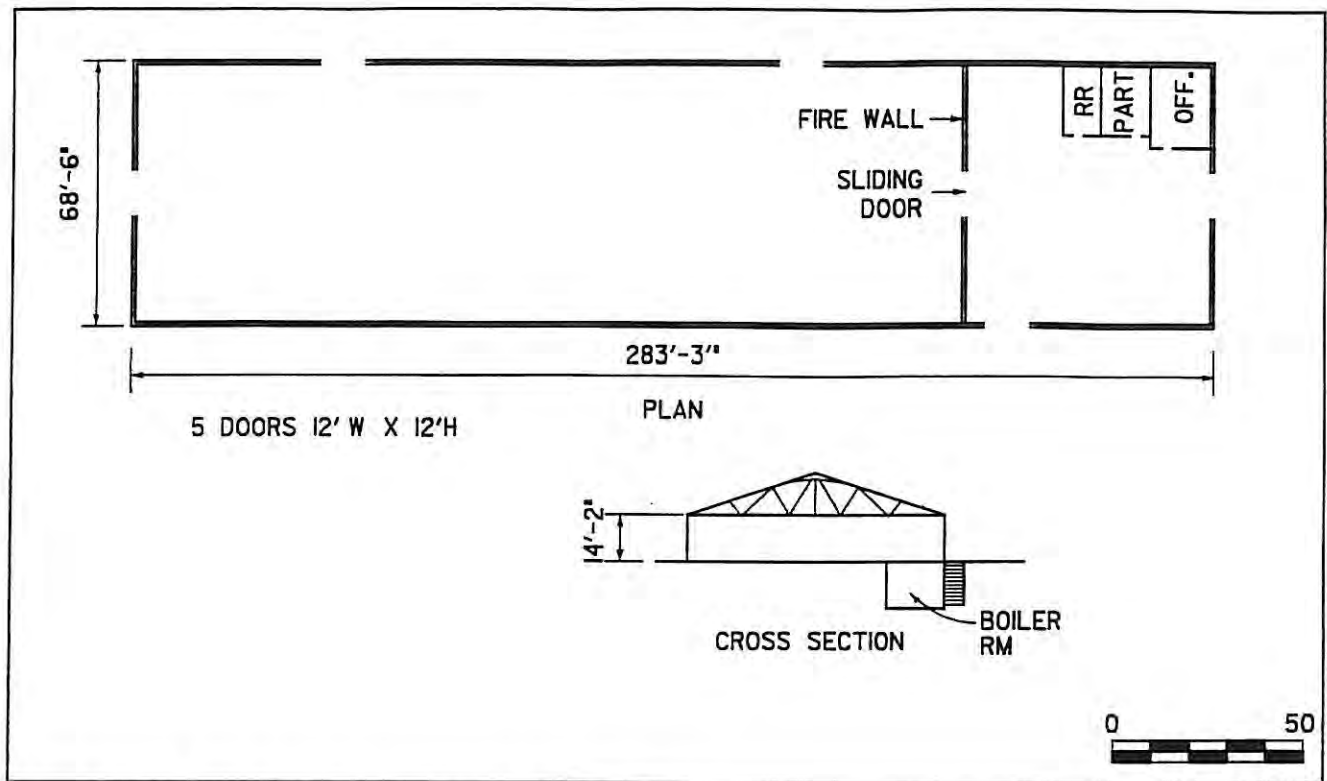
Electrical
 Water
 Sewer
 Telephone
 Heating
 A/C partial

Repairs & Refurbishing:

Structural: \$36,800 *
 Electrical: \$44,000 **
 Telephone: \$0.25 per sq. ft. of personnel area where required
 Asbestos Abatement not included.

* Includes minor roof repairs. Each building to be inspected prior to re-use to determine if reroofing is required.

** Replace incandescent lighting with fluorescent, add utility outlets and bring in compliance with current electrical code.



BUILDING 5 - "QUARtermaster GARAGE"

Area: 19,403 sq. ft.

Construction:

Foundation, floor, pilasters: Reinforced concrete
 Walls: Brick, concrete and glass
 Roof framing: Timber trusses
 Roofing: Asbestos shingles on 2 x 6
 T & G deck

Utilities:

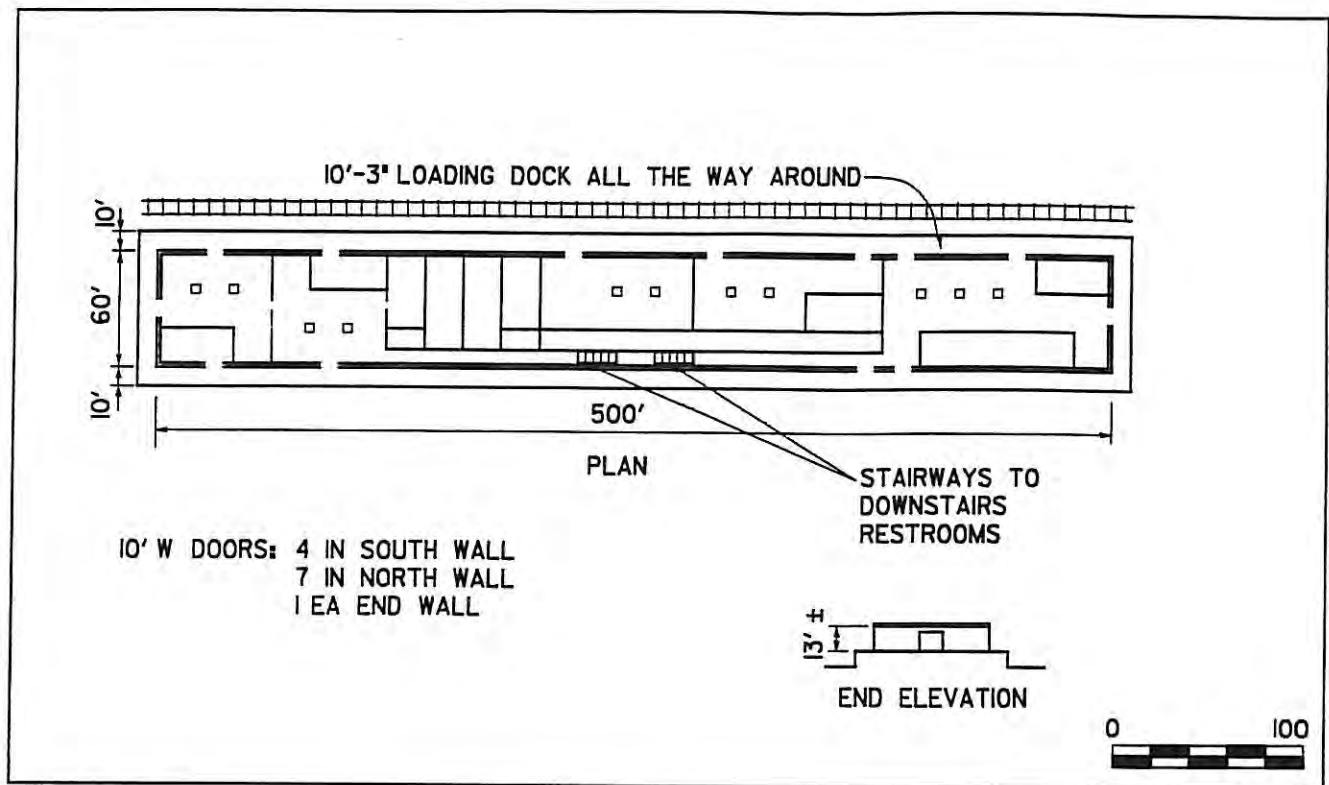
Electrical
 Water
 Sewer
 Telephone
 Heating/A.C.

Repairs & Refurbishing:

Structural: \$60,400 *
 Electrical: \$68,000 **
 Telephone: \$0.25 per sq. ft. of personnel area where required
 Asbestos Abatement not included.

* Includes minor roof repairs. Each building to be inspected prior to re-use to determine if reroofing is required.

** Replace incandescent lighting with fluorescent, add utility outlets and bring in compliance with current electrical code.



BUILDING 11

Area: 30,000 sq. ft.

Construction:

Reinforced concrete throughout
(floor, columns, roof, walls)
Interior partitions may be wood frame

Utilities:

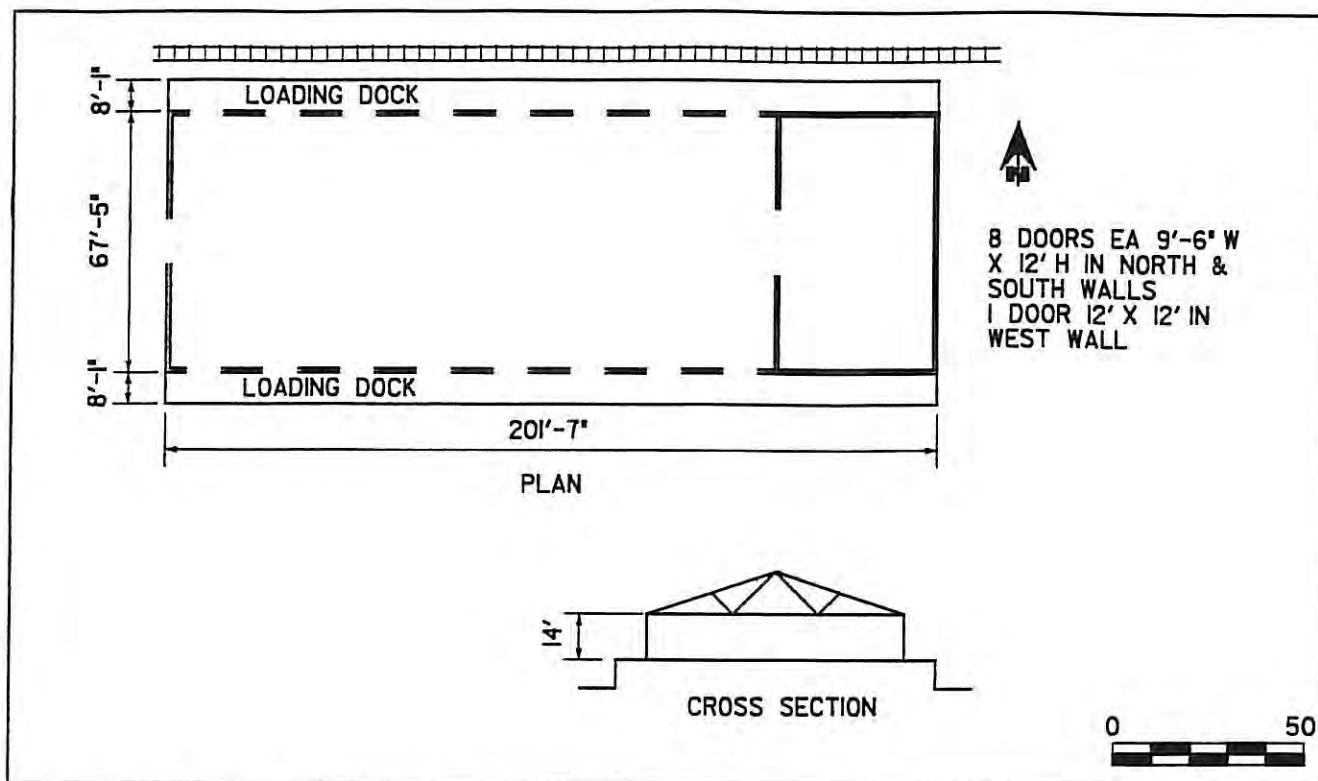
Electrical
Water
Sewer
Telephone
Heating, A/C

Repairs & Refurbishing:

Structural: \$ 90,000 *
Electrical: \$105,000 **
Telephone: \$0.25 per sq. ft. of personnel area where required
Asbestos abatement not included.

* Includes minor roof repairs. Each building to be inspected prior to re-use to determine if reroofing is required.

** Replace incandescent lighting with fluorescent, add utility outlets and bring in compliance with current electrical code.



BUILDING 17; BUILDING 18 may be similar

Area: 13,600 sq. ft.

Construction:

Foundation & Floor: Reinforced concrete
 Column & Roof Framing: Steel
 Walls: Brick
 Roofing: Corrugated metal

Utilities:

Electrical
 Water, Sewer: Men's & Women's Restrooms
 Telephone
 Heating

Repairs & Refurbishing:

Structural: \$41,900 *
 Electrical: \$40,600 **
 Telephone: \$0.25 per sq. ft. of personnel area where required
 Asbestos abatement not included.

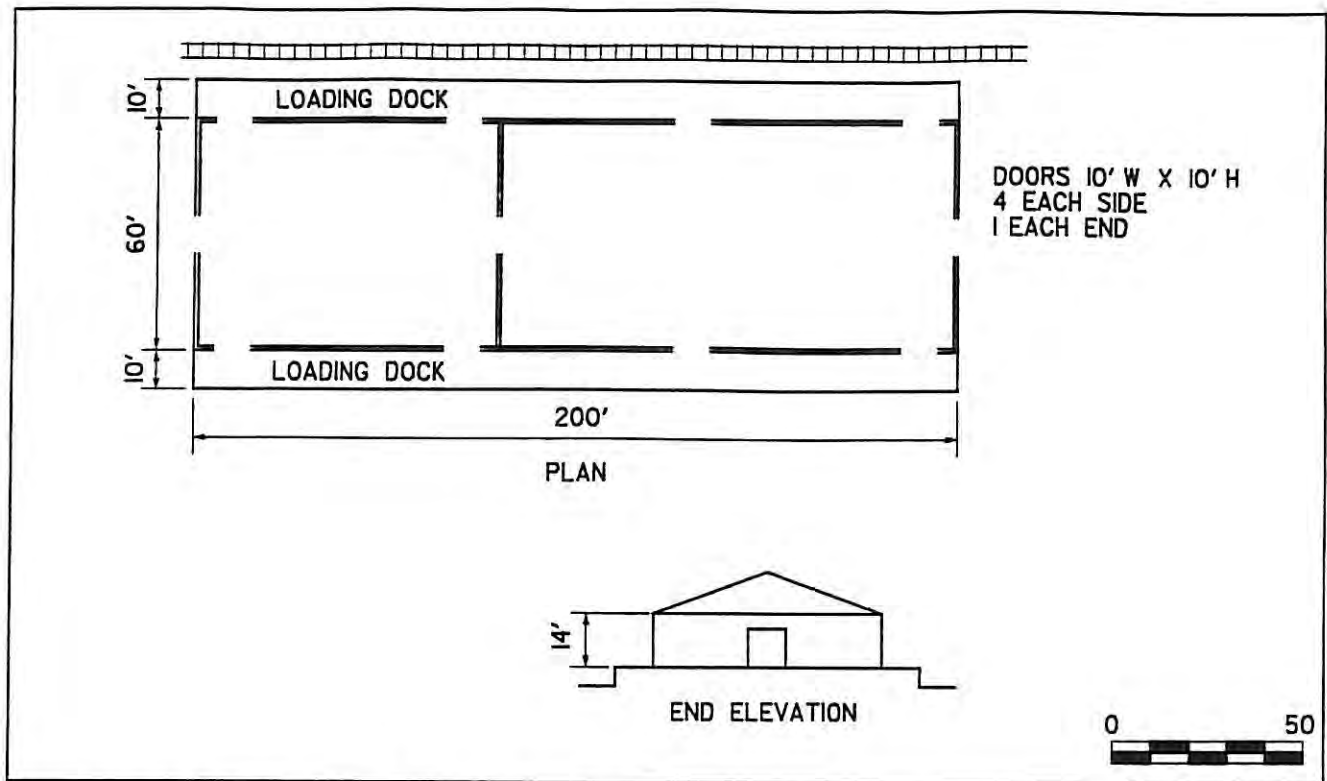
* Includes minor roof repairs. Each building to be inspected prior to re-use to determine if reroofing is required.

** Replace incandescent lighting with fluorescent, add utility outlets and bring in compliance with current electrical code.

OTHER HEADQUARTERS AREA BUILDINGS

For a number of buildings in the Headquarters Area, no plans are available. Some of these are of brick, others of wood frame construction, some two stories, others single floor buildings. Structural repair costs for these buildings were estimated on a basis of \$3.00 per sq. ft. assuming no roofs need to be replaced. Telephone service and upgrading existing phones would be done on an as-needed basis at \$0.25 per sq. ft. for warehouse or shop areas and \$0.50 per sq. ft. for office buildings. Excluding family housing and residences, these buildings are listed as follows:

<u>Bldg. No.</u>	<u>Sq. Ft.</u>	<u>Principal/Current Use</u>	<u>Estimated Structural Repairs (\$)</u>	<u>Estimated Electrical Repairs (\$)</u>	<u>Total (\$)</u>
1	8,759	Administration	\$26,300	\$43,800	\$70,100
2	11,436	Administration & Supply	34,300	57,200	91,500
7	4,300	Maintenance	12,900	12,900	25,800
8	1,567	Entomology, Inc.	4,700	4,700	9,400
9	1,567	Flammable Materials Storage	4,700	7,800	12,500
10	6,742	Vehicle Storage & Shop	20,200	20,200	40,400
18	13,641	Storage & Administration	40,900	47,800	88,700
27	1,800	Battery Shop	5,400	6,300	11,700
28	1,034	Heating Plant	3,100	3,100	6,200
30	15,787	Shop, Storage & Administration	56,900	55,300	112,200
32	8,294	Administration, Training	24,900	41,500	66,400
33	8,509	Training, Community Center	25,500	42,500	68,000
34	6,162	Barracks w/o Dining Room	18,500	21,600	40,100
36	5,383	Lunchroom	16,100	16,100	32,200
37	1,537	Heating	4,600	4,600	9,200
42	4,000	Storage	12,000	12,000	24,000
52	10,478	Administration	31,400	52,400	83,800
53	10,478	Administration	31,400	52,400	83,800
54	5,433	Administration	16,300	27,200	43,500



BUILDINGS 101, 102, 103, 108-113, 117-129

Area: 12,000 sq. ft.

Construction:

Foundations & Floor: Reinforced concrete
 Walls: Reinforced concrete
 Roof: Wood frame & deck, composition roof, sheetrock ceilings

Utilities:

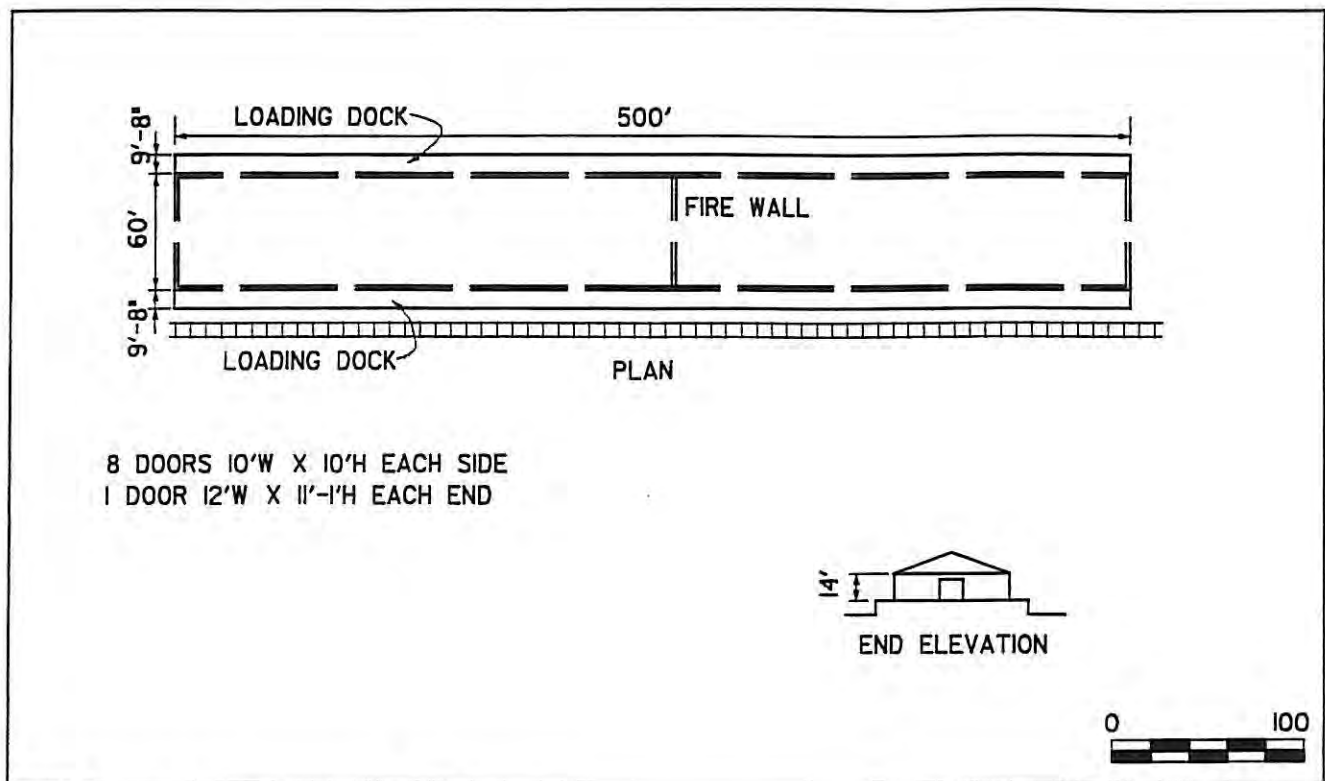
Electrical - All Buildings
 Water: 101, 102, 108-113, 117, 118, 126-129
 Heating & AC: 101, 102, 108-113, 117, 118, 126-129
 Sanitary Sewer: 101, 102, 129
 Telephone: 101, 102, 129

Repairs & Refurbishment:

Structural: \$36,000*
 Add Lavatory: \$15,000 (where required)
 Electrical: \$36,000 **
 Telephone: \$0.25 per sq. ft. of personnel area where required
 Asbestos abatement not included.

* Includes minor roof repairs. Each building to be inspected prior to re-use to determine if reroofing is required.

** Replace incandescent lighting with fluorescent, add utility outlets and bring in compliance with current electrical code.



BUILDINGS 105, 106, 107, 114

Area: 30,000 sq. ft.

Construction:

Foundations & Floors: Reinforced concrete
 Walls: Reinforced concrete (Building 114)
 Wood frame with asbestos shingles siding (Buildings 105-107)
 Roofing: Wood frame & deck
 "Mineral Surfaced Roofing"

Utilities:

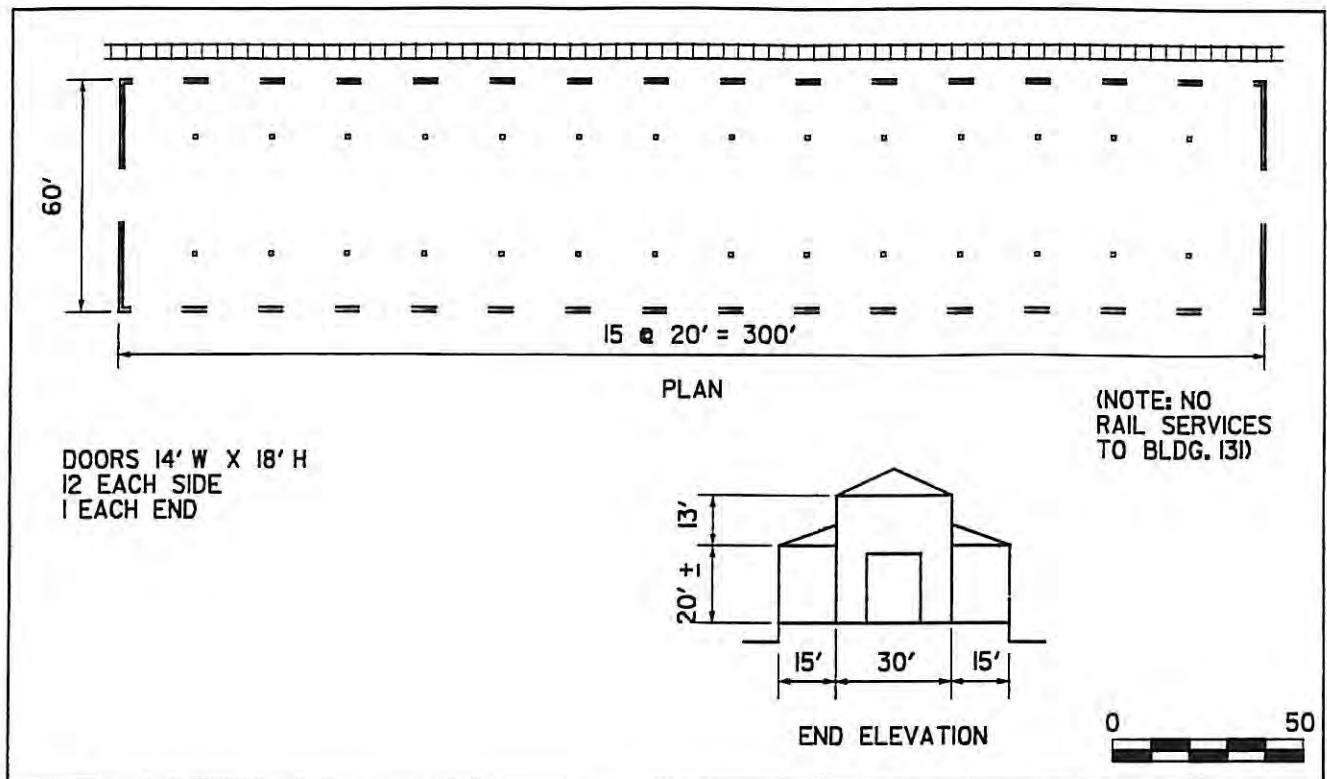
Electrical: All buildings
 Water: 114 only
 Heating: 105 only

Repairs & Refurbishing:

Structural: \$90,000 *
 Add Lavatory: \$15,000 (where required)
 Electrical: \$90,000 **
 Telephone: \$0.25 per sq. ft. of personnel area where required
 Asbestos abatement not included.

* Includes minor roof repairs. Each building to be inspected prior to re-use to determine if reroofing is required.

** Replace incandescent lighting with fluorescent, add utility outlets and bring in compliance with current electrical code.



BUILDINGS 115, 130, 131

Area: 18,000 sq. ft.

Construction:

Foundations & Floor: Reinforced concrete
Framing: Structural steel
Roofing & Siding: Steel

Utilities:

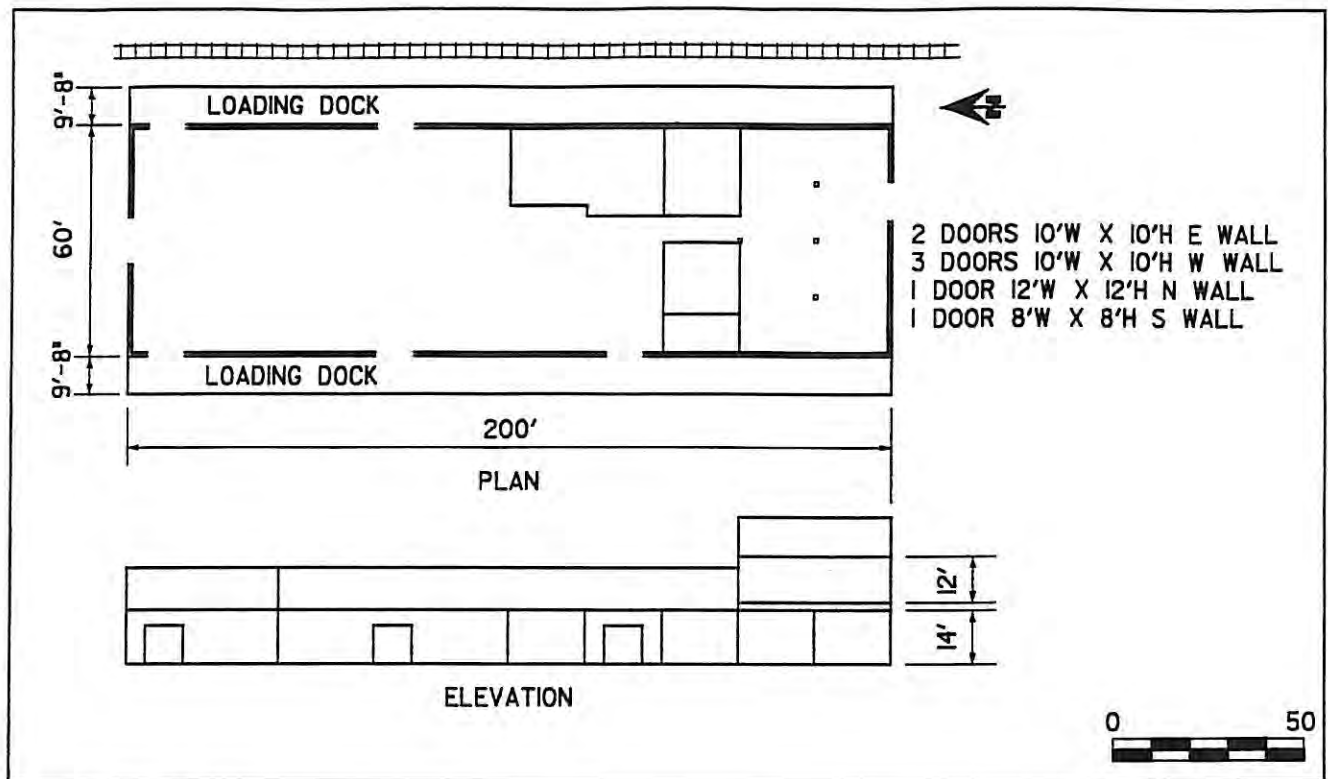
Electrical
Water
Heating, Partial A/C
Sanitary Sewer
Telephone: Buildings 130, 131 only

Repairs & Refurbishment:

Structural: Building 130: \$ 54,000 *
Buildings 115, 131: \$ 90,000 *
Electrical: \$144,000 **
Telephone: \$0.25 per sq. ft. of personnel area where required
Asbestos abatement not included.

* Includes minor roof repairs. Each building to be inspected prior to re-use to determine if reroofing is required.

** Replace incandescent lighting with fluorescent, add utility outlets and bring in compliance with current electrical code.



BUILDING 116

Area: 12,000 sq. ft.

Construction:

Foundations, floors
 Walls: Reinforced concrete
 Ceilings, roof: Wood frame, wood deck,
 "Mineral Surfaced Roofing"
 Ceilings are insulated

Utilities:

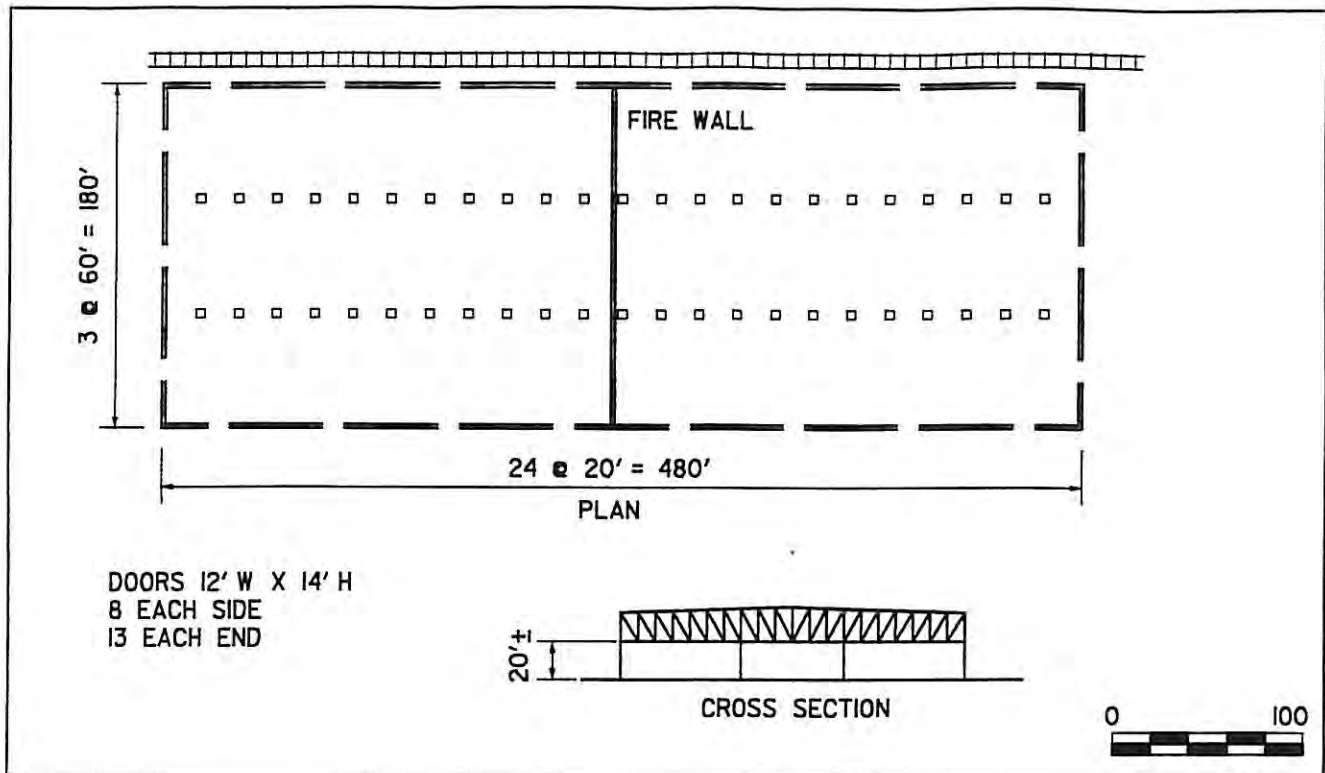
Electrical
 Water, Sewer: Men's & Women's
 Restrooms
 Heating/Air Conditioning
 Telephone

Repairs & Refurbishment:

Structural: \$43,000 *
 Electrical: \$42,000 **
 Telephone: \$0.25 per sq. ft. of personnel area where required
 Asbestos abatement not included.

* Includes minor roof repairs. Each building to be inspected prior to re-use to determine if reroofing is required.

** Replace incandescent lighting with fluorescent, add utility outlets and bring in compliance with current electrical code.



BUILDINGS 200-205

Area: 86,400 sq. ft.

Construction:

Floor & Foundations: Reinforced concrete
Walls & Roof: Timber framing & trusses
Metal roofing & siding

Utilities:

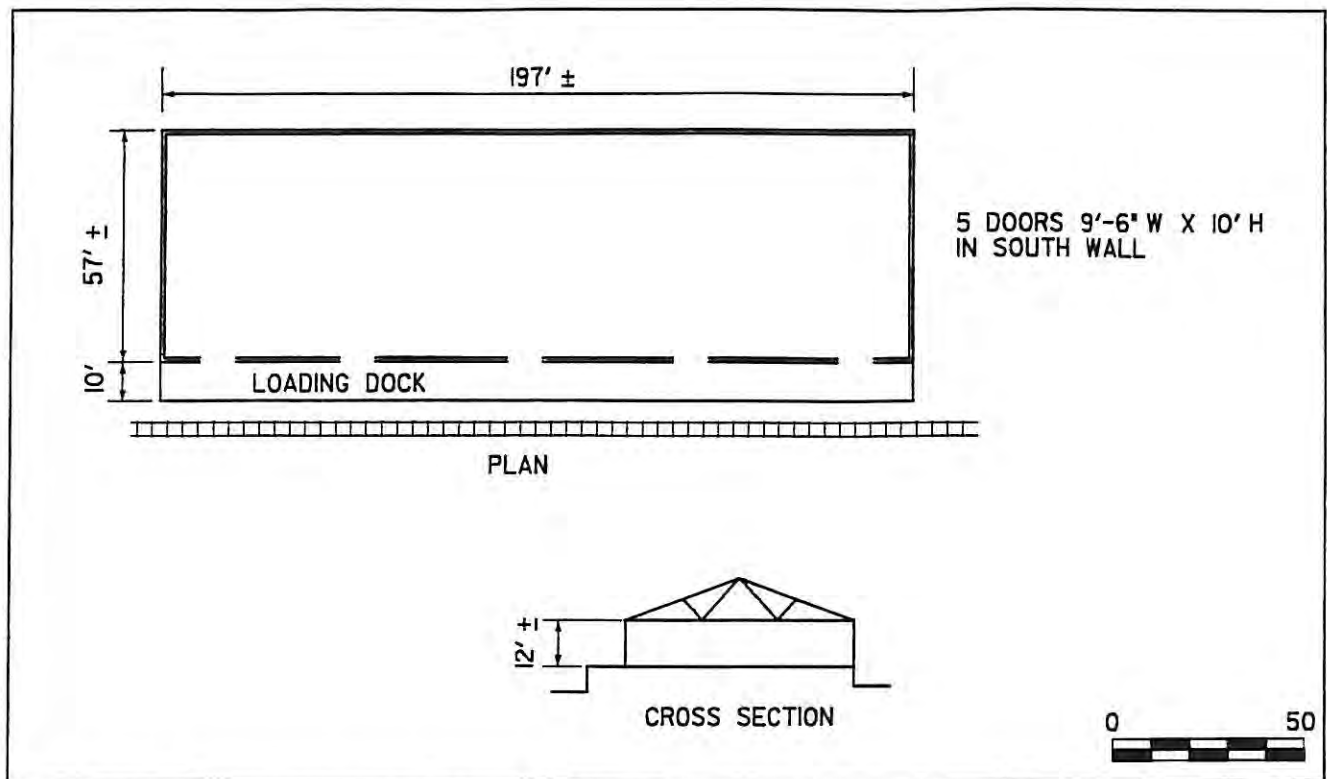
Electrical
Water
Sewer: Building 202 only

Repairs & Refurbishing:

Structural: \$260,000 *
Adding Lavatory: \$ 15,000 (where required)
Electrical: \$260,000 **
Telephone: \$0.25 per sq. ft. of personnel area where required
Asbestos abatement not included.

* Includes minor roof repairs. Each building to be inspected prior to re-use to determine if reroofing is required.

** Replace incandescent lighting with fluorescent, add utility outlets and bring in compliance with current electrical code.



BUILDINGS 401-414, "STANDARD MAGAZINES"

Area: 11,230 sq. ft.

Construction:

Foundations & Loading Dock: Reinforced concrete
 Floor: Timber (?)
 Walls: Brick facing
 Roof: Timber framing (?)
 Corrugated metal roofing

Utilities:

Electrical

Repairs & Refurbishing:

Structural: \$57,000 *
 Add Lavatory: \$15,000 (where required)
 Electrical: \$35,000 **
 Telephone: \$0.25 per sq. ft. of personnel area where required
 Asbestos abatement not included.

* Includes replacing roof.

** Replace incandescent lighting with fluorescent, add utility outlets and bring in compliance with current electrical code.

V. IMPLEMENTATION PROGRAM

A. Management of Depot Resources for Civilian Reuse

Implementation of the base reuse plan for the Umatilla Army Depot will be a significant challenge for the regional leadership. Current legislation and directives from the Clinton Administration have created a reuse environment that is changing, yet positive. The community will find that it faces a number of issues in dealing with the military bureaucracy. In addition, there are currently existing legislative requirements that are not easy to change. As a result, some reuse factors can be controlled by the local community; others are outside its jurisdiction. Because the reuse process has proceeded so slowly in many of the early Base Realignment and Closure (BRAC) communities, there has been a tremendous amount of pressure to change existing rules, guidelines, and policy. Key factors that the committee should be aware of are the following:

1. A consensus-based reuse plan must be in place, with stated goals and objectives as well as a definition of land uses before the Army will officially begin some parts of their decision process;
2. Change in ownership of the land and conveyance of the property must follow the guidelines of the Federal Property Act and other regulations which describe the order of priority in which entities can lay claim or request discounted property conveyances;
3. The military is committed to carry out a complete environmental cleanup of the property, guided by the types of uses which the community has identified. This process is likely to also cause some delays in the reuse activities;
4. An interim maintenance agreement (caretaker) and interim leases may provide tangible benefits for the community;
5. An appropriate management structure with certain legal capabilities will be necessary to carry out the reuse plan over a period of time;

6. Success of the reuse plan will only come about from an orchestrated and aggressive marketing program; and
7. The federal government has made available, through a number of federal programs, grants and assistance to help facilitate this process.

1. **The Reuse Plan**

Until recently, it was standard practice for two reuse plans to be developed. The first was prepared by the military as part of its environmental impact report. In what was often a parallel activity, the community's reuse committee developed their own plan. The community's plan, of course, is one that is generally consensus-based and presents a scenario which best reflects the goals and objectives of the local leadership. In contrast, the military developed its highest-and-best use scenario which identified the greatest, realistic development opportunities -- those which would generate the most real estate-related revenues and income.

As mentioned, in a number of other communities, until leadership presented a united front, and agreed on all key aspects of their reuse plan, the military would not begin the negotiating process for property conveyance. As a result, the final Record of Decision is dependent on this consensus plan. It is entirely possible that a base can be closed with neither the Record of Decision or firm reuse plan in place. Poorly prepared communities are also learning that follow-up dollars are not available until the plan is in place.

Until recently, the military plan could feasibly clash (and often did) with the community plan. There are cases in which the military largely ignored community priorities. However, recent shifts in federal policy dictate that the community-developed plan has become the basis for military reuse planning.

The plan must be complete and comprehensive. It is especially important to establish goals, objectives, and guidelines in as much detail as is feasible, yet building in some flexibility. Much of the required Umatilla Plan is already in place. Some of the remaining issues could be stumbling blocks, and it is important that some compromise decisions be made to ensure that potential delays do not cost the community reuse opportunities.

2. Environmental Clean Up

Until recently, the environmental clean up factors were the tail that wagged the dog. Previously, Federal requirements stated that the entire base be cleaned before any property disposal or transfer would be allowed. As a result of a push by the National Association of Installation Developers and interested legislators, a recent change in the law allows for parcelization and sale of the uncontaminated properties. While the military commitment ensures that the Depot will ultimately be fully cleaned, there are no guarantees as to the timing of this process. The reuse plan will dictate the level to which the property is cleaned; for example, an industrial designation would generate a different level of clean up than a residential designation.

Based on the experience of other military bases which are now undergoing their environmental clean up, the Umatilla community has experienced a process similar to the following (See Section II.A.4.):

1. As has already been completed, the Army is required to identify the environmental pollution, specifically the portions of the base which have problems and the issues involved;
2. Army environmental specialists have developed an action plan which outlines the proposed remedial treatment;
3. The community has reviewed and provided input at public hearings and the Army has incorporated the relevant comments;

4. The Army has developed proposals for remediation which have been reviewed both by the Environmental Protection Agency and DEQ;
5. These agencies have reviewed the proposed plans and submitted their comments;
6. After the Army further refines the action plan by incorporating these comments, a final draft proposal will be submitted and Records of Decision made accepting the type and level of clean up;
7. Over a period of time this clean up will be implemented;
8. Subsequently, the environmental agencies will conduct a period of oversight to ensure that the remediation is working both at the source and secondary areas of contamination; and
9. Once there is assurance that individual properties are clean, the Army will be given permission to convey the property.

This project can obviously take a period of years. Currently, many experts believe that the level of Federal funding available for clean up is currently inadequate to resolve the problems. We would expect that some creative solutions may be required. A number of these tasks are currently underway at Umatilla Army Depot and this facility may be ahead of schedule. Once these issues are resolved, the Army and the community must deal with the issue of property conveyance; keeping in mind that the clean parcels can be conveyed sooner.

3. Property Conveyance

The transfer of property to civilian use is guided largely by existing Federal law and GSA policy. This includes the order of priorities in which other

entities are given a first chance to request properties at the base. These are:

First: Other military departments are given the first opportunity at the property. This is not uncommon, particularly if another department seeks to have office space, training areas, or housing. Some communities, in fact, pursue this type of use because it can continue to generate jobs -- replacing those which are lost. For example, at Fort Sheridan, the Navy requested housing, the Army Reserves' needed buildings for office space, and the Department of Veterans Affairs has asked for land for a national cemetery.

Second: Other Federal agencies have the opportunity to request facilities. This could include:

- Federal Bureau of Prisons;
- Environmental Protection Agency;
- U.S. Post Office;
- U.S. Department of Agriculture;
- U.S. Dept. of Fish & Wildlife;
- Department of Labor: Job Corps
- Federal Aviation Administration.

The advantage of these agencies is that they offer the potential to create jobs and bring an institutional interface with military institutional facilities.

Third: The McKinney Act is next in this legal process. The McKinney Act enables sponsors of housing for the homeless to request not only housing units but also related support facilities for their programs. There are still unclear aspects of the law regarding the McKinney Act and the response at various military bases has differed. One of the key issues is that many of the bases are remote or rural and separated from health and social services that homeless households require. In addition, military housing often does not meet local building codes and would require substantial renovation. Demand for McKinney Act housing is linked to the number of potential local sponsors and the funding available to them.

Fourth: State and local governments are offered the opportunity to purchase base property as part of a negotiated sale, as long as the proposed uses meet criteria of "public benefit." In addition, public agencies can also pursue public benefit conveyances, which allow for sales of properties at discounts which range up to 100 percent. These include the following types of activities:

- education
- recreation
- airport (FAA approved)
- health and human resources
- historic assets

The characteristics of these conveyances are shown below:

<u>Public Use</u>	<u>Discount Provision</u>
Education	Up to 100% public benefit allowance
Health	Up to 100% public benefit allowance
Parks and Recreation	Up to 100% public benefit allowance
Historic Monument	No monetary consideration
Public Airport	No monetary consideration
Highway	No monetary consideration
Wildlife Conservation	No monetary consideration

The procedures of these conveyances are described below:

a. **Education**

After the Depot property is closed by the Department of Defense, part of the existing facilities could feasibly be proposed for some specific type of educational reuse. At that point, it is possible that the Department of Defense will assign the surplus property to the U.S. Department of Education for conveyance. With a specific proposal to be evaluated, Department of Education experts will use

existing criteria to determine if the proposal is bona fide for conveyance; acceptable uses include school, library, handicapped education, and research (related to an educational institution). Once the concept is agreed upon, with technical assistance from the Department of Education, the institution will prepare an application of record. After it is completed, representatives of the Department of Education will provide technical assistance to the applicants to ensure that the criteria will be met by the application. The Department of Education provides their review and comment on the proposal. If it is approved, a letter for request of assignment is prepared and sent to the Department of Defense. The DOD then assigns the property to the Department of Education through a letter; to convey the property to the ultimate user institution, the Department of Education transfers the property(s) to the applicants with a quitclaim deed that is recorded in the county recorder's office.

Under this process, the institution may qualify for a public benefit allowance (discount). For example, a public supported institution can get the property for as much as a 100% discount. The law provides for a range of 50% to 100% and a private school may get a lesser discount. As part of this conveyance, the deed of record will show that 1) the property must be used for 30 years continuously for educational uses as defined in the application of record; 2) the property cannot be encumbered in any way without prior written consent of the Department of Education -- easements, mortgages, sales, gifts, etc.; 3) the grantee will submit an annual utilization report, based on the information outlined in the application; 4) the applicant cannot discriminate on the basis of race, color, origins, sex, handicap, age, etc.

Each successful applicant acquires the property through a separate transfer document. Although it is a less uncommon occurrence, it is possible that a cooperative or consortium application would be considered. A consortium is an instance in which two or more

eligible applicants form a new entity with a new name and develop an agreement in which they allocate property-related expenses. In a cooperative application, the primary entity applies for conveyance of the property but is associated with another institution which is also eligible. In the application, the originator has an agreement with the other institution who pays a pro rata share of the cost. The other institution will pay a pro rata amount or per capita share for use. In this instance, the application originator must insure that the conditions of the property conveyance are kept. The Department of Education intermittently conducts on site compliance surveys to confirm that the use and maintenance are acceptable under the agreement.

b. Recreation

The process for property being put into park, recreation, or open space is somewhat similar to that followed under education. For Umatilla, the National Park Service (NPS) would be the agency which coordinates the conveyance. Their staff would work with the local applicant to prepare a document which shows need, capability to manage, reuse plans, and suitability of property for the proposed use. Within approximately 30 days, this application is sent to the Department of Defense and Corps of Engineers with a letter from the National Park Service requesting that the property be assigned to them for transfer. With an acceptable application NPS will receive a letter of constructive possession which enables them to prepare a quick claim deed for conveyance. Here also, the deed will stipulate the terms and conditions of this conveyance. The purpose for which the property was conveyed -- parks, recreation - - must continue in perpetuity. Should this be violated, the property would more than likely revert to the General Services Administration for disposal. Also, the new owner must follow civil rights legislation, provide barrier-free accessibility, and is not permitted to put any incumbrances upon the property. The decision concerning conveyances of this type are generally made by

the Washington, D.C. staff of NPS. Typically, all transfers receive some type of discount, with many of them receiving a 100% discount. The National Park Service will recommend the appropriate discount to be granted and they will make the final decision as to the level of discount. (As we understand it, preliminary discussions have already taken place and this type of conveyance is likely to occur to possibly State and municipal governments.)

In addition, proposals are pending to add another category for public benefit discounted conveyances. This would be for economic development-related activities (i.e., those uses which have potential to generate new jobs).

Finally, if there is no interest by the groups mentioned above, the property is made available to the private sector. The property is sold at a competitive sale with sealed bids or an auction. This process also requires that the property be appraised. Title is conveyed by a quit claim deed. Typically the highest bidder wins; however, the Army will take into account not only the bid price, but also the credit worthiness and financing of the bidder. A typical Land Disposition Table for the Depot Reuse Plan follows:

Table V - 1
Projected Land Disposition

<u>Description</u>	<u>Acres</u>	<u>Land Disposition</u>			
		<u>Purchased By Community</u>	<u>Federal Conveyed</u>	<u>Land Bank</u>	<u>Purchased By Farmers</u>
Commercial/Recreation	370	370			
Commercial/ Recreation Long Term	170	170			
Agriculture	2,600				2,600
Education/Training/ Research*	80		80		
Heavy/Light Industrial	960	960			
Highway Related Commercial/Industrial Retail	210 90	210 90			
Industrial Short Term	700	700			
Industrial/Warehouse/ Storage/Maintenance	120	120			
Land Bank	500			500	
Oregon National Guard	2,400		2,400		
Police/Fire Training	110		110		
Wildlife Reserve	2,500		2,500		
Agriculture/Wildlife Management	4,700				
Visitor's Bureau/ Military Interpretive Center	5	5			
Regional Interpretive Center*	20		20		
Sub-total	15,535	2,625	5,110	500	2,600
Roadways & Misc. Areas	1,403				
Total	17,055				

Clearly, base reuse committees put a heavy emphasis on discounted conveyances. Existing law allows for little flexibility in these rules and regulations and the applications for discounted conveyances are prepared when the reuse plan is in place. It is not unusual for the involved federal agencies to provide technical guidance in the process, which ultimately must be negotiated. Here also, these types of conveyances are dependent on timing of the clean up.

An issue that the Umatilla reuse leadership must be aware of is probable conflicts concerning the value of property as it is appraised for sale to either a public agency or private entity. Defining, and ultimately agreeing on this value continues to be an area of major contention. Typically, the community objectives are to invite uses which create jobs and economic development. Even though Federal policy is changing, the military is still directed to generate revenues through these sales. This conflict stems from the fact that most communities want to use the surplus facilities and land as an incentive for business attraction. As such, it is generally necessary to offer the space or land at a below-market sales or lease rate, which in turn implies that affordable sales are needed. Many involved in the conveyance process are highlighting the problems, which include such factors as central heat, under capacity or outmoded utilities, infrastructure which is not appropriate for civilian use, etc. In addition, it may be necessary to retrofit specific buildings for civilian use. Each of these activities requires either private or public investment during the initial stages of reuse and thus the agreed-upon property sales values must reflect this. Over time, it appears that the military (Army) is becoming more willing to negotiate.

Apparently, the military prefers an outright sale or discounted conveyance to transfer the property. However, other closure agencies have used creative ideas to accomplish the reuse process. For example, the reuse commission at Pease AFB negotiated a multi-year master lease for targeted areas of the base which were

intended for aviation and economic development. The authority is, in turn, negotiating subleases.

4. **Interim Activities**

In previous sections, the problems concerning the timing of disposition have been mentioned. Because several years may elapse before the property can be conveyed, it is critical that an aggressive **interim** program be developed. These activities will preclude the moth balling of the facilities and ensure some level of ongoing maintenance. In addition, there is a potential to provide jobs, business development, and revenues for the community. There are two concepts to consider: the first is interim leases which precede the ultimate disposition and sale. The second concept is the caretaker agreement in which the community has a role in ongoing maintenance. Also of concern is the personal property issue.

The interim lease concept is one in which civilian uses are promoted during the phase down and closure, while the Army is still in operation at the base. This policy has faced many difficulties, and in fact, only nine interim leases are currently in place among the approximate fifty bases in the early BRACs. A key problem is the character of the leases, in which the military requires them to be short-term; that is, with a short cancellation clause to return the property to the military should it be required for security interests. In addition, with ongoing environmental remediation activities, a number of legal hurdles exist with respect to indemnification of lessees against legal responsibility for the contamination. Like other parts of the base closure process, new concepts are evolving, and the Umatilla community should look into these potentials. The military has indicated its willingness to accept responsibility for the contamination it has created and is looking into effective ways of monitoring lessees to ensure that liabilities are kept separate. At the bottom line, the interim lease concept can work.

The second idea is the caretaker agreement between the local community and the Army. Most of those established have been between the Air Force and the local community. The military has stated its commitment and responsibility to maintain the base properties during the environmental clean up period until the property can be transferred. Maintenance can include a variety of activities including care and maintenance of the buildings, ongoing repairs and care of utilities, maintenance of roads, snow plowing, fire protection, and a minimum level of police security. In other reuse programs, the community leaders have developed a caretaker agreement in which the local authority contracts with the military for carrying out these activities. This creates both jobs and household income and helps to ease the transition. The process is extensive and the military requires detailed documentation and evaluation.

Another aspect of interim activities is the ongoing identification of personal military property which is needed to carry out the reuse goals and objectives. The military has indicated a willingness to leave non-military unique properties -- that is, those which are not essential to their mission. The advantage of this is that properties can be conveyed with the equipment and resources which will be needed for long-term use of the base. Unless these are identified and requested, they may be removed by the Army as the base is scaled back. Therefore, this element of the base reuse planning and implementation needs early attention.

5. Marketing Efforts

To effectively bring about a successful reuse of Umatilla Army Depot, there are three key approaches which should be implemented by the Task Force (or whatever entity is established). Clearly, the focus of the reuse of the base is job replacement and diversification of the local and regional economies. Preliminarily, a brochure or package of facilities available, identifying the characteristics, structural amenities, and personal property available will be needed. From a review of the materials which have been prepared as part of this project, some of the necessary steps are already started. This promotional activity must be aggressive, targeting carefully

toward niche opportunities which have been identified for the base. More effective programs have incorporated personal visits to prospective tenants. In Umatilla, this includes such business entities as food growers, food processors, paper production, etc. The executive director of the authority needs to be able to create deals and provide incentives for targeted tenants. The second area of marketing opportunity lies among institutional users as well as state and federal agencies. At Umatilla this may be somewhat limited because of the small amount of administrative building space, the few number of housing units on base, and the relatively non-existent recreational facilities. However, the mix of buildings offers some opportunities which should be considered. Some of the decision-makers within the institutions and agencies are carefully considering excess military bases as they become available, because the cost of retrofitting are substantially lower than new construction. Here again, the marketing approach is to identify the appropriate people and make personal contacts. The first entree should be to identify their space and locational needs, the job creation parameters they have, skill requirements needed among the local labor force, and potential timing of facility needs. From this information, there should be a matching between the community objectives and the facilities which can be offered. Again, some type of packaging and enticement activity may be necessary. But clearly, the linkage of positive impacts with marketing discussions is necessary.

The third area of opportunity for marketing and economic development may lie among incubator opportunities. This concept is one in which affordable space is provided for local start-up businesses who need space and supporting infrastructure -- training for business management, accounting, business development planning, technical assistance, etc. The two-county area offers this capacity through its existing community college system. The Task Force may wish to consider establishing an incubator center in which one-stop shopping is available.

At the bottom line, the marketing effort must identify potential reuses and specific policies to guide marketing activities. Marketing materials are needed to target and carry out the promotion plan. In addition, it may be

necessary to establish an incentives package early in the process and make an effort to cut out actual or perceived red tape and bureaucracy in business development activities.

6. Funding

Funding programs to facilitate the reuse and economic development process at surplus military bases continue to evolve. There is more and more focus on the need, and President Clinton has made a commitment to provide resources, technical assistance, and specific grants. His orientation is clearly on economic development. To carry out the business-development programs and other objectives of the reuse plan, it will be necessary to put together a patchwork of economic development and business incentive programs. Existing state programs are certainly one source of financial leverage, as are several types of federal programs.

The current orientation is to increase the level of preliminary planning as well as follow-up grants, specifically focusing on economic development programming. The first cut of this is the Office of Economic Adjustment (OEA) which has had its funding levels increase about ten-fold in recent months. Grants are becoming more flexible and more innovative programs are being financed. For example, an economic strategy for Fort Polk, which is undergoing a major base realignment, was recently completed. OEA has indicated that additional dollars will be available for a tourism development strategy. However, OEA, to date, has not allowed actual marketing activities to be covered by their grants.

The Economic Development Administration has also earmarked (preliminarily) \$50 million for targeted base redevelopment and reuse. The orientation is very much like the Title Nine program, which covers severe dislocations. Much like the traditional EDA focus, these are

targeted largely to infrastructure funding. Possible uses could include:

- upgrading of base access and on-base roads;
- modernization of utility systems;
- land development for new construction; and
- some building renovation.

One example of the innovative approaches that have been used in the past has been a grant for funding a new heating and individual boiler systems in separate buildings so that they are no longer part of larger, less flexible systems.

The Department of Labor has set aside \$150 million for job training, which has had limited draw down to date. Generally speaking, these programs can leverage other ongoing programs. The focus has been on retraining of base-oriented personnel who are without a job as a result of the base closure.

One final source deserves mentioning. The Army has established a \$200 million fund which is targeted to clean up munition production plants. It is still in its infancy stage, but Army officials have indicated that if the program works well, it could be expanded to cover clean up of left-over munitions and ordinance. As well, part of this could include a loan guarantee program.

In conclusion, a great deal of opportunity exists to implement base reuse. The evolving Federal legislation should be carefully watched to identify new opportunities for economic development. As can be seen in this section, there are additional details which need to be worked out during the final reuse and implementation program. As well, as the Task Force looks into programming, new concepts should be investigated and pursued.

7. Management

Developing consensus on the management structure and organization has been one of the key deterrents for base closure in other communities. This comes about as a result of local political dissention concerning control and perceived benefits.

The ongoing management for reutilization of the Umatilla Army Depot must have the following capabilities:

- Acquire/Negotiate for Property
- Receive Grant/Loans
- Issue Bonds
- Build/Rehabilitate
- Negotiate Utilities
- Negotiate Access
- Provide Maintenance
- Lease Real Estate
- Dispose of Property
- Plan/Budget
- Market
- Contract
- Form Start-up Capital

Once the design of the reuse plan is accepted, and the details of the future program are finalized, establishment of an authority should follow closely. The organization must be adequately empowered to deal with the broad range of issues in reuse implementation; these would include planning, financing, and management.

The Army requires coordination with one party, representative of the local communities. The communities that have been successful with base closure reuse have all had one entity managing the reuse program. For example, in Alexandria, Louisiana, specific legislation was passed to enable the establishment of the England Economic and Industrial Development

District. At Beeville, Texas, an authority was established with the consensus agreement of the governmental jurisdictions involved. Whether specifically enabled through special legislation or assembled voluntarily, it is clear that successful reuse programs are being managed by a single authority. Even additional planning funds which are available through the Office of Economic Adjustment (OEA) must flow through one authority, representative of local jurisdictions.

The Depot is divided by the Morrow/Umatilla County line, two counties are involved, two Ports are involved and the neighboring jurisdictions of Hermiston, Irrigon and Umatilla will be impacted by the Depot's closure. The counties, ports and cities are all involved in achieving their specific missions. Redevelopment of the Depot is a large complex task requiring the full attention of a single authority. The Umatilla Army Depot Task Force should be reappointed as an Interim Depot Reuse Authority by the Morrow County Court and Umatilla County Commission. The counties should establish a framework for the Task Force and its responsibilities by utilizing an intergovernmental agreement. The ports and the Hermiston Development Corp. are all working to achieve greater economic development in the region. They could contract with the authority to undertake specific pieces of the plan, if they so desired. The Tribe could also contract with the authority to undertake implementation of specific parts of the plan.

Further research will be needed to determine the type of management organization best suited for the long term. This research would include considering the options for ownership, acquisition, the transfer of ownership in phases, etc.

A wide range of enabling legislation already exists in the state to permit the establishment of such an authority. Special legislation could be crafted if needed.

B. Army Coordination Program

During the preparation of the Master Plan, coordination with the Commander and the staff was initiated. Tours of the Depot were conducted and information, to the extent available at the Depot, was supplied. A considerable amount of information was received from the Headquarters at Tooele Army Depot.

On July 2, 1993, President Clinton announced a new initiative for revitalizing base closure communities. The initiative proposes a five-point program to reinvest in communities impacted by base closure. The program includes:

- o Jobs-Centered Property Disposal that puts local economic redevelopment first.**
- o Easy access to transition and redevelopment help for workers and communities.**
- o Fast-track cleanup that removes needless delays while protecting human health and environment.**
- o Transition coordinators at major bases slated for closure.**
- o Larger economic development grants to base closure communities.**

The Transition Coordinator Program is a key turning point in assisting communities through the transition process from military use to civilian use of military properties. In the case of the Umatilla Army Depot, Mr. Fred McLaren has been named to act as Transition Coordinator, with Malcolm Walden, overseeing the coordinator program for six base facilities from Tooele. The transition coordinators have four key responsibilities:

1. Act as full-time advocates for the community with the Army.
2. Cut through red tape on property disposal and work with communities to identify reuse needs.

3. Keep environmental cleanup on a fast track and push for priority treatment of parcels with the potential for rapid redevelopment.
4. Support the Office of Economic Adjustment (a federal agency) and help communities identify sources of federal assistance.

While the transition coordinators have been named to function as advocates for the community, a close working relationship with the Commander of the Depot will be essential to the implementation of the Master Plan. This is particularly important at the Depot, where properties will probably be made available on a parcel by parcel basis and some Army presence may remain while civilian reuse is being initiated.

C. State of Oregon Agency Coordination

There are several State of Oregon departments that have been involved in the activities at the Depot in recent years. These include the Department of Environmental Quality, Oregon National Guard and the Department of Fish & Wildlife. More recently, the Oregon Economic Development Department has taken a lead role in managing the preparation of a Master Plan for redeveloping the Depot for civilian uses. In order to implement the Master Plan, coordination with other state agencies will be necessary. These include the Oregon Department of Transportation (ODOT), Department of Land Conservation and Development, State Historic Preservation Office, and the Oregon Water Resources Department. In addition, the departments involved with current programs will require continued involvement with the Reuse Plan.

1. Oregon Economic Development Department (OEDD)

The OEDD staff has been providing coordination and management services for the Task Force. The department has a vital interest in the economic redevelopment of the Depot and its role in the future economic base of the region. The future role of the department may include their current functions as well as coordinating regional business development opportunities with the Task Force.

2. Department of Environmental Quality (DEQ)

The DEQ has been closely involved in the hazardous waste and clean up programs at the Depot. The Depot is a Superfund site and the state and federal agencies have been working to implement the environmental clean up program. An issue that has been identified recently is the relationship between the reuse plan and the clean up program. According to DEQ staff, the clean up program "standard" is for residential reuse. No residential reuse is planned for the Depot and efforts should be made to coordinate the cleanup "standard" with the Reuse Plan. Recent Department of Defense policy revisions are very supportive of assuring consistency between the Reuse Plan and the Environmental Cleanup Program.

3. Oregon National Guard

The Oregon National Guard is currently utilizing several buildings and land areas on the Depot. The Guard is very interested in continuing to utilize the Depot for training purposes and the areas required by the Guard and agreed to by the Task Force are illustrated on the Master Plan. Until the K Block area is available for reuse by the Guard, their activities in the headquarters area and in the warehouse area in the southwest part of the site will continue. Because these areas are high priority for reuse, especially the warehouse area, careful coordination with the Guard's activities will be required.

4. Department of Land Conservation and Development (DLCD)

The Depot is currently unplanned and unzoned in the Morrow and Umatilla County's Comprehensive Plans because it is all in federal ownership. Therefore, the Depot is not currently planned or zoned in accordance with Oregon land use laws. Upon transfer of this ownership to civilian organizations, land use and zoning designations will need to be assigned before Occupancy Permits or Building Permits will be issued. How these designations are going to be assigned, and how the Depot

Master Plan is going to be acknowledged by the department has not been determined. Careful coordination with the department by the Task Force and the County Planning Departments will be necessary to assure implementation of the Reuse Strategy.

5. Oregon Water Resources Department

There are three issues that will require coordination with the Water Resources Department. First, there are the existing wells and water rights and how these can be utilized in the future for civilian purposes. The second is the ground water contamination clean up program in the lagoon area currently under way. The third is the determination of ways to transfer or acquire new water rights for irrigation of the proposed agricultural areas. All these issues are vital to the future reuse of the Depot.

6. Oregon Department of Transportation (ODOT)

Improving accessibility to the Depot is an important part of the Master Plan. The Task Force will need to coordinate these improvements with ODOT. The key improvements include increased use of the southernmost interchange on Interstate 82, new ramps at the next overcrossing on I-82 and a new East/West arterial connecting the southwestern corner of the Depot with the Patterson Ferry Road and the interchange with I-84.

7. Oregon Department of Fish & Wildlife (ODF&W)

The regional staff with ODF&W have been involved in maintaining the health and welfare of the herd of Antelope on the Depot. In addition, to continuing their role with the herd, impacts on other wildlife species and implementation of the Nature Theme Park should be coordinated with the department.

8. State Historic Preservation Office (SHPO)

SHPO has been extensively involved with the Depot over the past decade. They were involved in the declaration of the two administration area buildings as eligible for the National Register as well as a study which indicated that potentially significant archeological sites may be found elsewhere on site. Due to these archeological/historic concerns, future coordination with SHPO is important.

D. Land Use Implementation Strategy

The transfer of ownership of any part of the Depot from the Army to a civilian entity will require that the parcel be assigned a County Comprehensive Plan and zoning designation. These designations will be necessary before either county will issue an occupancy or building permit.

In order for the Master Plan to be implemented as now proposed and comply with Oregon land use law, an Exceptions Statement will be required. The purpose of the statement will be to permit urban levels of development outside an Urban Growth Boundary and in a rural setting. The Depot may be considered an Exception Area because urban levels of development and service already exist in the areas proposed for continued and expanded use. The consulting team believes that this can be accomplished given careful coordination with the county planning departments, and DLCD and by utilizing the information in the Reuse Plan documents as the basis for the exception.

A concurrent step would be adoption/incorporation of the Depot Master Plan into the county comprehensive plans. If both counties adopt the Master Plan and amend their comprehensive plans to incorporate the plan, then existing county comprehensive plan and zoning designations can be assigned to each of the parcels. The county planning directors have already indicated that many of the plan designations and zones are similar. In order for the authority to manage the Depot efficiently, the zones should be made identical to the extent possible.

Fortunately, Morrow and Umatilla Counties are scheduled to receive periodic review notices within the next four months from DLCD. With this notice, the counties will proceed to examine their plans and determine what changed circumstances within the last five years will require revisions to the plans. Closure of the Depot is a significant change and should be considered during this process. The periodic review procedure assures assistance from impacted state agencies and requires that the counties coordinate their plan review with the cities. This will be an opportune time to consider the impacts of Depot closure and reuse on the surrounding communities, also.

The management option described above and the land use process outlined, would result in a single authority managing the coordination with the Army and implementing the Master Plan for civilian use. The counties would exercise their traditional land use and development regulatory function. This approach would protect the public interest in the long term.