

BRAC Talk

▲ Environmental Base Realignment and Closure News ▲

Fall 1998



Mare Island Naval Shipyard: A vibrant new neighborhood

This story was produced by the U.S. Environmental Protection Agency Federal Facilities Restoration and Reuse Office in collaboration with the Department of Defense.

From time to time, we all have the opportunity to welcome a new neighbor. But for the city of Vallejo, California, the opportunity – and the challenge – is much bigger than that. Vallejo is welcoming an entire new neighborhood where the former Mare Island Naval Shipyard (BRAC 1993) is located. After its lease to the city and to

private owners, the former Navy base will be Vallejo's newest place to live, work, shop, and play.

Like many large military bases, Mare Island is undergoing a lengthy and complex cleanup. More than 100 years of industrial use there left low levels of hazardous waste in soil and groundwater, as well as concerns about possible radioactive contamination in many of the buildings and facilities at the base. To facilitate the rapid reuse of the base while cleanup activities continue, the Navy and the city of Vallejo turned their attention to the leasing of the base to the city. However, before any leasing would be allowed, a comprehensive radiation survey was required to address all potential concerns associated with the use of radioactive materials during past operations of the base as a nuclear submarine shipyard. Successful completion of that effort required a close partnership among the Navy, the U.S. Environmental Protection Agency (EPA), Region 9, and the California Department of Toxic Substances Control (DTSC). A key to the success of their efforts was the use of state-of-the-art technology to quickly and accurately identify areas of low-level radioactive contamination. The radiation surveys and cleanup were completed in a short two and one-half years, so that the base property could be leased once the base had closed—a credit to the teamwork and dedication of all involved.

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BRAC Talk

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"BRAC Success Story"
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Bolstered by strong agency support and cooperation, the city developed an ambitious reuse plan that will transform Mare Island into a unique combination of industrial and commercial property, residential areas, recreational facilities, and open spaces. Through use of creative leasing approaches, several businesses attracted by the facilities at the base already are operating at Mare Island. The new businesses, in turn, have brought more than 1,000 new jobs to the Vallejo area.

Environmental Background

Mare Island Naval Shipyard is located about 25 miles northeast of San Francisco in Vallejo, California. For more than 100 years, the base had been used for the construction, repair, and maintenance of ships, with nuclear submarines included for 40 of those years. A variety of industrial activities at the base caused contamination with low levels of hazardous waste, including battery acids, polychlorinated biphenyls (PCBs), lead, mercury, asbestos, and radioactive materials.

Because the base had been the region's largest employer, layoffs from downsizing and closure of the base severely affected the city of Vallejo and other communities in the area. Therefore, quick cleanup of the base was needed to prepare the installation so that new tenants could reuse the property and bring jobs to the community. That need was the challenge that faced the BRAC cleanup team (BCT).

State-of-the-art Equipment Accelerates Cleanup

The BCT is made up of a BRAC environmental coordinator, who represents the Navy, and representatives of both DTSC and EPA. The cleanup team worked with the Navy's radiological control office to conduct a radiation survey of the entire base, required before reuse could go forward. Completion of that effort required the investigation in less than three years of more than 200 sites that had potential for radioactive contamination. A tremendous investment of Navy resources and a close partnership with EPA and DTSC were required. To make available for reuse the more than 200 sites investigated for radioactive contamination concerns, more than 100,000 samples were analyzed, and 30 sites required cleanup work.

Key to the success of the effort was the use of state-of-the-art radiation screening equipment to address the most heavily contaminated site, the former scrapyard. The technology allowed a rapid, accurate, and complete survey of radiation at the site. Because of the accuracy of the survey technology, the amount of waste removed from the site was greatly minimized.

Partnering and Community Involvement Lead to Quick Reuse

With the announcement that Mare Island Naval Shipyard was to be closed by April 1996, the community immediately began to develop a reuse plan. The local reuse authority formed the Mare Island Futures

Group, with members representing business, labor, government, education, and environmental organizations, as well as private citizens. The group worked to develop a broad outline for the reuse of Mare Island. It identified goals for reuse including (1) creating jobs, (2) preserving the history of Mare Island, and (3) ensuring that individuals affected by the closure would be provided with new employment training and job opportunities.

Because final cleanup and transfer of the base might take many years, leasing became the quickest way to reuse the base. Originally, sites and buildings were leased individually, generating a large amount of paperwork and delaying the leasing process. The delays discouraged several potential lessees. The cleanup team worked together to agree to a solution to this problem. Together, they developed a process for leasing that involved dividing the base into 10 large parcels and leasing these large parcels, rather than individual sites or buildings, to the city. All buildings and parcels were leased to the city, regardless of whether they were ready for reuse. Many properties required additional environmental survey or cleanup work. Rather than wait until the work had been completed, the property was leased with restrictions on occupancy for those properties requiring additional work. The cleanup team then developed a one-page form to streamline the process of lifting or revising restrictions once the additional environmental work had been completed. That approach allows property to become available for reuse only days, rather than months,

after all the work on the property has been completed. Applications of that approach allowed the city and the cleanup team to move from a reactive to a proactive process under which the city could market property aggressively.

As of June 1997, tenant activities at the base had generated more than 1,000 new jobs, with a payroll of more than \$60 million. Economic redevelopment at the base is expected to continue for the next 30 years, which will allow Mare Island to remain a driving force in the economic growth of the entire area.

Community Benefits from Reuse

The first task in revitalizing the community was retraining shipyard workers. Colleges and universities in the region offered training classes at Mare Island to former employees. The Navy also trained 300 shipyard employees to perform cleanup work, providing them with continued employment after the shipyard closed.

In August 1996, the Mare Island Market Center opened to introduce prospective tenants to the reuse opportunities at the island. The marketing venture has attracted a wide variety of tenants, including federal agencies, other public-sector organizations, and private-sector companies.

In some cases, federal and local agencies have benefited directly from the cleanup and reuse occurring at the base. For example, the U.S. Fish and Wildlife Service received transfer of more than 670 acres of nontidal wetlands, where it plans to establish a

national wildlife refuge and research center. In addition, the U.S. Forest Service has established its new regional headquarters at the base, the Vallejo Unified School District now uses three buildings, and the city of Vallejo has added a ferry boat maintenance and fueling facility.

Private companies also have begun leasing properties at the base. Without a doubt, the most innovative use of property at Mare Island is that undertaken by the motion picture industry. Three feature films recently were shot at the base, providing publicity to the redevelopment effort, producing income and jobs for the community, and paving the way for other nontraditional reuse options.

The teamwork and creative thinking applied by the Navy, EPA, the state, and the city of Vallejo are promoting the use of new technologies and are encouraging the planned economic growth of the area. In a community shaken by the loss of its largest employer, the accomplishments at Mare Island demonstrate how effective cleanup efforts can benefit all parties involved.

For further information, contact Deborah Leblang at EPA, 202 260-8302.

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Wildlife will find home on the range

By John Peters

The Naval Facilities Engineering Command's Northern Division in Philadelphia is wrapping up perhaps one of the most interesting and challenging BRAC closures in the Navy.

Nomans Land, a 628-acre island, 2.7 miles southwest of Martha's Vineyard, Massachusetts, has been used as an aircraft bombing range since 1943. After World War II, the Navy retained control of the island and purchased it in 1952.

In 1975 the Navy and Department of the Interior signed a Joint Management Agreement which provided for continued military use of the island as well as restricting portions of the island for migratory birds and other wildlife. With the closure of NAS South Weymouth in 1996, Nomans Land Island was also closed. The island will be transferred to the U.S. Fish and Wildlife Service as a wildlife refuge. Because of the danger from buried unexploded ordnance, visits to the island will not be permitted.

A Navy Explosive Ordnance Disposal Team made a surface sweep of the island in 1997. Northern Division, through a Remedial Action Contract with Foster Wheeler Environmental Corporation, began clearing the island early in March 1998. The 30 workers travel to and from the island by boat daily, a two hour trip each way.

The first step was a controlled burn to clear away thick brush and ground cover to make ordnance debris easier to locate. Working in 60 square meter grids, the removal and demolition team has so far recovered over 500,000 pounds of metal ranging from small arms ammunition, 50 caliber and 20 mm rounds, up to 500 pound bombs from the surface of the island. The team expects to remove more than 1 million pounds of scrap metal by the end of the summer. About 1,000 'suspect' pieces will be detonated on site to render them harmless. Also slated for removal are four underground fuel storage tanks left over from the WWII Navy presence on the island, along with old tires, construction debris and old vehicle parts. Limited soil, groundwater and sediment testing will also be done. Cost of the cleanup will be between \$1.6 and \$2 million.

The Navy is working with the Massachusetts Department of Environmental protection and the U.S. Fish and Wildlife Service to make Nomans Land Island a safe wildlife refuge.

Story and photos by John Peters, Public Affairs Officer at Naval Facilities Engineering Command Atlantic Division 757 322-8005, DSN 262-8005



Some of the ordnance debris recovered from Nomans Land Island, awaits processing and disposal.



George Bridgeman, left, Foster Wheeler Health and Safety Supervisor, shows examples of recovered ordnance to reporters during a visit to Nomans Land Island in July.

Demolition project at Long Beach Naval Station

Demolition crews are working at the former Long Beach Naval Station (BRAC 1991). In the past two months, 36 duplex and fourplex housing structures were removed at a cost of \$590,000, about \$5.30 per square foot.

The California State University Long Beach (CSULB) Foundation demolished the former Navy housing structures to clear the site for construction of a new research and training center. Another 18 buildings will be renovated for immediate reuse as a small business incubator facility. The project was funded in part by a federal grant from the Economic Development Administration (EDA). Demolition costs which included asbestos and lead-based paint abatement, tree and road removal, and site grading, totaled \$12,268 per one-story fourplex building and \$17,121 per two-story duplex building.

The CSULB Foundation demolition project included five basic steps:

Step 1: Hazardous Abatement Plan

The CSULB Foundation hired ASSET Environmental Consultants, Inc., a firm using state-certified asbestos and lead inspectors to identify, locate and quantify all asbestos and lead-containing materials. This information, along with an engineering demolition plan, was reviewed by the City of Long Beach and the EDA.



Asbestos abatement must comply with both the U.S. Environmental Protection Agency's (EPA) National Emission Standards for Hazardous Air Pollutants and with the state's Asbestos Construction Safety Order. California has a lower threshold for asbestos-containing materials than any other state in the nation, regulating building materials containing more than one-tenth of one percent of asbestos, compared to most state levels of more than one percent.

The treatment of lead-based paint in demolition debris is subject to widely varying interpretation. Currently, regulations issued by the EPA require that demolition debris be tested for lead or that contractors, based on their experience, make a judgement call whether the debris will test below or above the designated threshold level set by EPA. Generally, lead levels in demolition debris are under the EPA-designated level and can be disposed of in a community landfill. It is seldom the case that lead levels are above the EPA threshold, but if they are the debris must be bagged and disposed of in a hazardous waste landfill. Because testing of construction debris

is difficult, EPA is expected to discontinue the testing requirement in a soon-to-be-released draft of a proposed rule on lead-based paint waste disposal. At this time, though, the state Department of Toxic Substances Control (DTSC) has released regulation guidance which states, "The Department does not generally expect intact painted building materials to exhibit a characteristic of a hazardous waste...A generator should consider the ratio of the mass of all materials in a waste to the lead content of the paint when determining the hazardous waste classification of intact demolition debris...However, if during the demolition or dismantling of the building, the paint is separated from the building (e.g., chemically or physically removed), then the paint waste should be evaluated independently from the building material to determine its proper management."

Step 2: Choosing the Contractor

In February 1998, the Foundation released a Request for Qualifications for asbestos and lead-based paint abatement and demolition. From four qualifying bids, the Foundation chose Specialized Environmental, Inc., a demolition firm also certified as an asbestos contractor by the State. The Foundation continued to use ASSET Environmental Consultants, Inc. as an independent consultant to monitor the demolition contractor's compliance with the project's abatement specifications and all applicable state and federal regulations.



Step 3: Acquiring the Permits

The asbestos-certified demolition contractor had to first acquire an asbestos abatement permit from the South Coast Air Quality Management District (SCAQMD). The permit, costing \$300, stipulates that all asbestos-containing materials will be removed in compliance with state and federal regulations.



Following the abatement work, the contractor was required to secure another permit from the SCAQMD allowing him to proceed with demolition. A third permit costing \$5,000 was obtained from the Long Beach Building Department.

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*“Demolition project at Long Beach Naval Station”
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Step 4: Abatement Work

Abatement work at the Long Beach site began in May 1998 when the first building was sealed with plastic sheeting and put under negative pressure, a process in which airborne particles are drawn into a large air filtration machine. Fully protected workers enter each building to remove all asbestos-bearing materials which are then double-bagged and deposited in a specially designated hazardous waste landfill. CSULB's Hazardous Waste Manifest Generator Identification Number was attached to each bag of waste allowing government regulators to monitor the location and transportation of waste ensuring that ownership and liability remain with the generator.

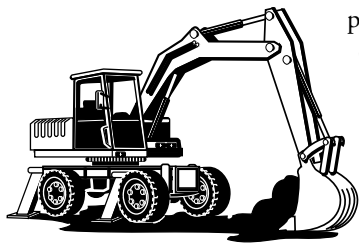


The contractor removed flaking lead-based paint from all buildings, double-bagging it as is done for asbestos waste, and depositing the material in a hazardous waste landfill. Wood demolition debris was also tested for lead, but levels were below the regulatory level.

Air and soil samples were analyzed by ASSET Environmental Consultants Inc., for each building, both before and after abatement. No further action was required if the post abatement samples were equal to, or less than, the highest prevalent sample collected for each building.

Step 5: Tearing Down Structures

Little salvageable material remained at the site by the time the property was conveyed to the CSULB Foundation, five years after the BRAC decision. Even though the site was protected by a chain-link fence and barbed wire, vandals had already removed most of the aluminum windows and copper wiring before demolition began.



“That was a dangerous time for the project because we were planning on reusing some of these buildings,” reports Frank Bersi, construction manager for the CSULB Foundation. “Looting was so organized that thieves even marked the buildings they had stripped with an X. In one night, vandals can

remove material worth \$1,500 on the recycling market but it will cost us about \$35,000 to replace this same material. It is especially costly to replace the underground copper wiring between buildings.”

Before demolition actually began at the site, utility poles and lines had to be removed. Gas, sewer and water lines were capped. Later, each building's roof was removed so that crews could salvage the ceiling rafters. A backhoe then tore down the remaining structure. Concrete block and metal items were separated for recycling while wood debris and stucco were hauled to a general purpose landfill after sampling indicated that lead levels were under a special threshold.

Because federal funds were used on the project, all worker - 1 a
ized Environmental, Inc. is a union shop, its employees are always paid the prevailing wage in the Long Beach area.

When asked if costs would be different if federal funds were not used and if the prevailing wage was not paid, Carlos Reyes, President of Specialized Environmental, Inc. said, “Trucks, equipment and landfill disposal fees are the cost factors in demolition jobs such as this one. If this were a private sector job without the prevailing wage requirement, worker's wages would be lower but more people would be hired. With more people, you can recycle more and your landfill disposal costs will be less.”

The CSULB Foundation property was formerly part of the Navy's Savannah-Cabrillo housing complex, a 135-acre, 1,280 unit housing development located on the west side of the City of Long Beach. The CSULB Foundation acquired 32 acres of the Savannah-Cabrillo property from the Navy in June 1996 by means of an Economic Development Conveyance (EDC). The Foundation agreed to pay \$1 million, with interest, with payments made from future project proceeds in years 1-16. The remaining sections of the Savannah-Cabrillo housing complex were conveyed at no cost to the U.S. Department of Labor (17 acres) for a new Job Corps site, the Long Beach Unified School District (62 acres) for a new high school, and a homeless services organization (26 acres).

Demolition cost for 36 wood frame, stucco-clad, one and two-story housing structures on eight acres

Abatement consultant	\$45,000
Abatement	\$357,411
Demolition	\$187,200
Total	\$589,611

Approximate total square footage	110,800
Demolition cost per square foot	\$5.30

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Navy announces record of decision on Hornet re-location

by Atlantic Fleet Public Affairs
NORFOLK (NNS)



The Navy announced May 18 that its East Coast F/A-18 Hornet squadrons will relocate to Naval Air Station Oceana in Virginia Beach, Virginia, and Marine Corps Air Station Beaufort in Beaufort, South Carolina.

The jets will move from Naval Air Station Cecil Field in Jacksonville, Fla., which was ordered closed by the 1995 Base Realignment and Closure Commission. Nine operational squadrons and the F/A-18 Fleet Replacement Squadron—a total of 156 planes—will move to Oceana. Two squadrons totaling 24 planes will move to Beaufort.

The first squadron will move this fall and all 11 fleet squadrons and the Fleet Replacement Squadron are expected to complete their moves by October 1999.

VADM John J. Mazach, Commander, Naval Air Forces U.S. Atlantic Fleet said, “There are many factors in a move this big. From the beginning, our goal has been to make the entire process as easy as we can for our Sailors and their families. Now that they know where they are moving, we can get on with it.”

The announcement is the final step in an extensive process which included the development of a three-volume Environmental Impact Statement that examined numerous environmental impacts in the communities that would receive the jets from Cecil Field.

The exact date of each squadron’s move is currently being decided. According to Mazach, “As we begin executing the schedule, we have to keep in mind deployment schedules, receiving facility preparations and other factors that will determine the timeline.”

“Nevertheless, the Navy’s focus on Sailors has remained,” Mazach added. “It is just as important, if not more so, to minimize as much as possible the impact on our families.”

This move will have significant economic and community impact on both cities receiving the squadrons. Hampton Roads, Virginia, will see an influx of 3,700 military and civilian employees for a total of 8,300 new residents including family members. The payroll will add more than \$150 million annually to the Hampton Roads economy. Beaufort, South Carolina, will welcome more than 500 new military and civilian employees for a total of nearly 1,100 residents including family members. These two squadrons will bring an increase of more than \$20 million annually to the local economy.

BRAC Talking

By Joyce Patterson



Our list of contacts (see insert) has a new look. We added email addresses to the list of BRAC Environmental Coordinators (BECs), EPA representatives, state representatives, and Base Transition Coordinators (BTCs). Please send your *BRAC Talk* questions and comments to:

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We want *BRAC Talk* to be your first choice for sharing Navy BRAC environmental news.

Thank you in advance for your input.

BRAC Installation web sites

NAS Barbers Point, Hawaii
NAWC Indianapolis, Indiana

www.bptnas.navy.mil/bptbrac.html
www.nawc-ad-indy.navy.mil/



Non-Navy Sites:

NAS Cecil Field, Florida
NTC Orlando, Florida
NTC San Diego, California
NAF Adak, Alaska
NSY Philadelphia, Pennsylvania
NSY Long Beach, California
NSY Mare Island, California

cecilfield.com/
www.ci.orlando.fl.us/departments/planning_and_development/ntc.html
www.firesafe.com/ntc/ntc_overview.html
www.adakisland.com/
www.netreach.net/~data/yardbird.htm
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www.navy.mil/homepages/navfac/env/

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Insert #1