

FEDERAL FACILITY SUPERFUND PROGRAM

Former Military Bases Now Host Dynamic Mixed Uses, Address Economic and Community Priorities

McClellan Air Force Base and Fort Ord
Sacramento County and Monterey County, California



Innovation at two former federal facilities in California – McClellan Air Force Base in Sacramento County and Fort Ord in Monterey County – has increased the efficiency of cleanups and enabled the restoration and reuse of these properties. For example, McClellan Business Park supports 17,000 jobs and has generated \$580 million in public and private investment.

Cleanup Privatization – Brief Overview

As part of these projects, a military agency and a local government or reuse authority negotiate an Environmental Services Cooperative Agreement (ESCA). The local government or reuse authority assumes ownership of the land and responsibility for cleanup and receives a grant funding the full estimated cost of cleanup. EPA and state agencies oversee the cleanup. At sites with a federal facility agreement, the military agency retains oversight responsibility.

Between 2005 and 2007, the privatization agreements negotiated for McClellan AFB and Fort Ord were among the first in the country to be used at federal facility Superfund sites. These success stories show promise for further use of this innovative approach; other sites with similar agreements include the South Weymouth Naval Air Station in Massachusetts.

“EPA’s role has been central to the project’s success.

The Agency is much more than an equal partner – it’s an advocate for getting work done the right way, making sure the message reaches the community and bringing agencies together.”

*- Michael Houlemard,
Fort Ord Reuse Authority Executive Director*

"All of the stakeholders have a singular purpose – completing the cleanup and putting the property back into productive use."

– Alan Hersh, McClellan Business Park



McClellan Air Force Base

History and Cleanup

This 3,452-acre Air Force base was an active depot from 1936 to 2001; it was one of the largest employers in the Sacramento area and the largest industrial facility in northern California. Over time, aircraft maintenance and other industrial activities at the base contaminated soil with solvents, heavy metals and other hazardous wastes. In 1987, EPA placed the site on the Superfund program's National Priorities List (NPL).

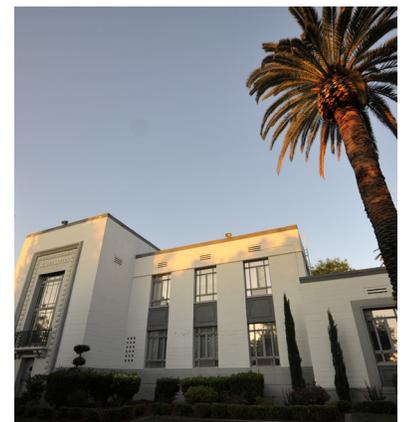
During preparations for the base's closure, the U.S. Department of Defense (DOD) worked closely with Sacramento County on plans for the site's cleanup and reuse, with EPA and state agencies providing regulatory oversight. Under the site's ESCA, Sacramento County assumed ownership of portions of the site as well as responsibility and funding for their cleanup. In turn, Sacramento County signed an agreement with a developer to assume those responsibilities while the County retained control of cleanup funding. Between 2007 and 2015, the privatization agreement expanded to cover 1,357 acres of site property.

Air Force and privatized cleanups have included removal of contaminated soil and tanks, capping of part of the site, groundwater treatment, and alternate water supplies for area residents. Cleanup was coordinated with redevelopment plans so that high-priority areas were returned to use as rapidly as possible.

Reuse

Sacramento County focused on an early and seamless transition to reuse, moving county offices on site immediately after the base's closure announcement in 1995. As the Air Force vacated buildings, it turned them over for reuse. Since the 2007 ESCA agreement, McClellan Business Park has been funded by about \$580 million in public and private investments. It currently offers 8 million square feet of facility space, with an occupancy rate of 70 percent.

- The business park provides space for hundreds of companies as well as local, state and federal agencies.
- Tenants – General Dynamics, Northrup Grumman, the USDA Wildfire Academy and the Twin Rivers School District – employ more than 17,000 people on site.
- Redevelopment and facility expansion are ongoing. At full buildout, the property will support another 6 million square feet of new buildings, creating the potential to employ a workforce of 35,000 at full capacity.



Former Air Force buildings have been restored and reused for office space and other facilities.

In September 2018, EPA recognized project partners' exemplary work transforming the former McClellan Air Force Base into a successful business park with its first annual National Federal Facility Excellence in Site Reuse award.

Fort Ord

History and Cleanup

The U.S. Army's 27,827-acre Fort Ord was an infantry training and staging facility from 1917 to 1994. Improper materials handling and waste disposal practices left contamination at the facility that included leaking underground storage tanks, a 150-acre landfill and other smaller dumping sites, and areas that posed threats from unexploded ordnance. EPA placed the site on the NPL in 1990.

After the base's closure in 1994, the State of California created the Fort Ord Reuse Authority (FORA) to lead reuse planning, funding and implementation efforts. A 2007 ESCA with the Army enabled FORA to lead the cleanup of munitions and explosives for a 3,340-acre portion of the site. The Army retains cleanup responsibility for the rest of Fort Ord, including groundwater treatment, landfill capping and gas treatment, and removal of contaminated soil and debris.



From 1940 to 1975,
an estimated 1.5 million
U.S. soldiers trained at Fort Ord.

Throughout the cleanup, FORA works closely with the Army. EPA, the California Department of Toxic Substances Control, and the Central Coast Regional Water Quality Control Board provide oversight. FORA also manages the protection of endangered species and critical habitats at the site.

Reuse

Extensive community engagement laid a strong foundation for FORA's redevelopment efforts, while local, state and federal grants funded building removal, infrastructure improvements and collaborative redevelopment projects. At full buildout, Fort Ord will be home to 37,000 residents, host 18,000 jobs and offer 3 million square feet of public services and commercial space. To date:

- Over 5,000 homes have been built or restored; 14,600 people live on site.
- More than 660,000 square feet of commercial space have been completed; 4,200 people work on site.
- A veterans medical clinic, higher education institutions, a shopping center, federal agency offices, housing complexes (including low/assisted income housing), a veterans cemetery, a hotel and movie theater, and other businesses have opened their doors.
- Fort Ord National Monument and Fort Ord Dunes State Park provide open space and recreation areas.

On the parcels addressed under the ESCA, FORA has made road improvements and established the California Central Coast Veteran's Cemetery. Future redevelopment on site will include a resort, golf courses, mixed-use projects and additional housing.

Fort Ord Dunes State Park offers access to 979 acres of dunes and four miles of ocean beach with beautiful views of Monterey Bay. It is part of a network of six parks that link 21 miles of the California coastline. Photo Credit: Rob Starobin



ESCA Benefits

- Integration of cleanup remedies with reuse plans allows redevelopment authorities and developers to maximize project efficiencies and return properties to use more quickly.
- Dedicated cleanup funds – rather than annual funding authorizations – provide project certainty and foster cleanup efficiencies.
- Performance-based contracting creates strong incentives for timely cleanups.
- Local governments can adjust cleanup plans to accommodate changing priorities.
- Dedicated funding as well as long-term cleanup and reuse strategies create stability for potential tenants and purchasers.

“Performance-based cleanup agreements encourage contractors to work more quickly and efficiently, streamlining the auditing process for the local agency.”

*- Alan Hersh,
McClellan Business Park*



FORA continues to guide and oversee all redevelopment efforts at Fort Ord. FORA's governing body comprises 25 representatives from area cities, Monterey County, special districts, public educational institutions, the military, and state and federal legislators. (Photo Credit: FORA)

Reuse in Action: ESCA Results at Fort Ord



Fort Ord National Monument opened on site in April 2012. This coastal gem preserves some of the last undeveloped natural areas and public lands on California's Monterey Peninsula. More than 86 miles of trails provide opportunities to hike, bike or ride horses through rolling hills, pockets of chaparral and oak woodlands. Diverse habitats include streamside corridors, grasslands, maritime chaparral, oak woodlands and seasonal pools. (Photo Credit: U.S. Bureau of Land Management)



For More Information

Please visit www.epa.gov/fedfac for more information about federal facility cleanups, including success stories, descriptions of new initiatives, policy and guidance documents, and newsletter updates.

To learn more about McClellan Business Park, please visit www.mcclellanpark.com.

To learn more about the Fort Reuse Authority, please visit www.fora.org.