

Track 1
Plug-In Approval Memorandum
Multiple Sites, Groups 1 - 5
Former Fort Ord, California

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United States Department of the Army
Base Realignment and Closure (BRAC)
Former Fort Ord, California

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SEE EACH GROUP SECTION FOR LIST OF TABLES, PLATES, FIGURES,
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GLOSSARY

Glossary of Munitions Response Program Terms

Administrative Record – A compilation of all documents relied upon to select a remedial action pertaining to the investigation and cleanup of Fort Ord.

Approval Memorandum – For the purposes of No Further Action, a document submitted for regulatory agency review with supporting documentation of eligibility that will serve as a record that no further action is necessary at a site upon approval.

Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA, otherwise known as Superfund) – A federal law that addresses the funding for and cleanup of abandoned or uncontrolled hazardous waste sites. This law also establishes criteria for the creation of decision documents such as the RI, FS, Proposed Plan, and ROD.

Cultural Debris – Debris found on operational ranges or munitions response sites, which may be removed to facilitate a range clearance or munitions response, that is not related to munitions or range operations. Such debris includes, but is not limited to: rebar, household items (refrigerators, washing machines, etc.), automobile parts, and automobiles that were not associated with range targets, fence posts, and fence wire.

Discarded Military Munitions (DMM) – Military munitions that have been abandoned without proper disposal or removed from storage in a military magazine or other storage area for the purpose of disposal. The term does not include unexploded ordnance, military munitions that are being held for future use or planned disposal, or military munitions that have been properly disposed of consistent with applicable environmental laws and regulations. (10 U.S.C. 2710(e)(2)).

*For the purposes of the basewide Military Munitions Response Program (MMRP) being conducted for the former Fort Ord and this Record of Decision, DMM does not include small arms ammunition .50 caliber and below.

Ecological Risks – The potential effects of site-related chemicals on plants and animals present in areas of contamination.

Feasibility Study (FS) – An evaluation of potential remedial technologies and treatment options that can be used to clean up a site.

Impact Area [formerly Multi-Range Area (MRA)] – An 8,000-acre portion of the base where multiple ranges were used for high impact military munitions training. The location of the Impact Area is shown on Plate 2.

Military Munitions [formerly OE] – Military munitions means all ammunition products and components produced for or used by the armed forces for national defense and security, including ammunition products or components under the control of the Department of Defense, the Coast Guard, the Department of Energy, and the National Guard. The term includes confined gaseous, liquid, and solid propellants, explosives, pyrotechnics, chemical and riot control agents, smokes, and incendiaries, including bulk explosives and chemical warfare agents, chemical munitions, rockets, guided and ballistic missiles, bombs, warheads, mortar rounds, artillery ammunition, small arms ammunition, grenades, mines, torpedoes, depth charges, cluster munitions and dispensers, demolition charges, and devices and components thereof.

The term does not include wholly inert items, improvised explosive devices, and nuclear weapons, nuclear devices, and nuclear components, except that the term does include non-nuclear components of nuclear devices that are managed under the nuclear weapons program of the Department of Energy after all required sanitization operations under the Atomic Energy Act of 1954 (42 U.S.C. 2011 et seq.) have been completed. (10 U.S.C. 101(e)(4)).

Military Munitions Response Program [formerly OE Cleanup Program] – Program established by the Department of Defense to manage environmental, health and safety issues presented by MEC.

Munitions Debris [formerly OE Scrap] – Remnants of munitions (e.g., penetrators, projectiles, shell casings, links, fins) remaining after munitions use, demilitarization or disposal. Munitions debris is confirmed inert by technically-qualified personnel.

Munitions and Explosives of Concern (MEC) [formerly OE and UXO] – This term, which distinguishes specific categories of military munitions that may pose unique explosives safety risks, means:

- (A) Unexploded Ordnance (UXO), as defined in 10 U.S.C. 101 (e)(5);
- (B) Discarded military munitions (DMM), as defined in 10 U.S.C. 2710 (e) (2); or
- (C) Munitions constituents (e.g., TNT, RDX), as defined in 10 U.S.C. 2710(e)(3), present in high enough concentrations to pose an explosive hazard.

*For the purposes of the basewide Military Munitions Response Program (MMRP) being conducted for the former Fort Ord and this Record of Decision, MEC does not include small arms ammunition .50 caliber and below.

Munitions Response Area (MRA) – Any area on a defense site that is known or suspected to contain MEC. Examples include former ranges and munitions burial areas. A munitions response area is made up of one or more munitions response sites.

Munitions Response Site (MRS) [formerly OE Site] – A discrete location within a MRA that is known to require a munitions response.

No Further Action – Determination following a remedial investigation or action that a site does not pose a significant risk and so requires no further activity under CERCLA.

Ordnance and Explosives (OE) – Consists of either (1) or (2) below:

- (1) Ammunition, ammunition components, chemical or biological warfare materiel or explosives that have been abandoned, expelled from demolition pits or burning pads, lost, discarded, buried, or fired. Such ammunition, ammunition components, and explosives are no longer under accountable record control of any Department of Defense organization or activity.
- (2) Explosive soil, which refers to mixtures of explosives in soil, sand, clay, or other solid media at concentrations such that the mixture itself is explosive.

Proposed Plan – A plan that identifies the preferred alternative for a site cleanup, and is made available to the public for comment.

Range-Related Debris [formerly Non-OE Scrap] – Debris, other than munitions debris, collected from operational ranges or from former ranges (e.g., targets). Range-related debris is considered inert after inspection by technically-qualified personnel.

Record of Decision (ROD) – A report documenting the final action, approved by the regulatory agencies, that is required at Superfund sites.

Remedial Investigation (RI) – Exploratory inspection conducted at a site to define the nature and extent of chemicals, and in this case, MEC present.

Superfund – See Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) above.

Unexploded Ordnance (UXO) – Military munitions that:

- (A) have been primed, fuzed, armed, or otherwise prepared for action;
- (B) have been fired, dropped, launched, projected, or placed in such a manner as to constitute a hazard to operations, installations, personnel, or material; and
- (C) remain unexploded whether by malfunction, design, or any other cause. (10 U.S.C. 101(e)(5)).

*For the purposes of the basewide Military Munitions Response Program (MMRP) being conducted for the former Fort Ord and this Record of Decision, UXO does not include small arms ammunition .50 caliber and below.

1.0 INTRODUCTION

The Munitions Response Remedial Investigation/Feasibility Study (MR RI/FS; formerly ordnance and explosives [OE] RI/FS) program for the former Fort Ord is being implemented to evaluate and address all areas within the base with regards to known and suspected areas containing munitions and explosives of concern (MEC) from past military training activities. The MR RI/FS program is being completed by grouping areas and sites within the former Fort Ord as a series of “tracks” numbered 0 through 3 that are based on MEC-related characteristics to expedite clean-up, reuse and/or transfer of Fort Ord property. The Track 1 portion of the MR RI/FS program addresses sites where military munitions were suspected to have been used, but based on the RI/FS for each site, it falls into one of the following three categories:

- Category 1: There is no evidence to indicate military munitions were used at the site, (i.e., suspected training did not occur); or
- Category 2: The site was used for training, but the military munitions items used do not pose an explosive hazard, (i.e., training did not involve explosive items); or
- Category 3: The site was used for training with military munitions, but military munitions items that potentially remain as a result of that training do not pose an unacceptable risk based on site-specific evaluations conducted in the Track 1 OE RI/FS. Field investigations identified evidence of past training involving military munitions, but training at these sites involved only the use of practice and/or pyrotechnic items that are not designed to cause injury. In the unlikely event that a live item of the type previously observed at the site is found, it is not expected that the item would function by casual contact (i.e., inadvertent and unintentional contact).

The Record of Decision, No Further Action Related to Munitions and Explosives of Concern—Track 1 Sites, No Further Remedial Action with Monitoring for Ecological Risks from Chemical Contamination at Site 3 (MRS-22) dated April, 2005 (Track 1 Record of Decision [ROD]) addresses twenty-one sites, and also provides a Plug-In process to address future sites that are considered eligible for inclusion into the Track 1 process.

This Approval Memorandum provides the required documentation specified in the Track 1 ROD to include several additional munitions response sites (MRSs) into the Track 1 Plug-In process subsequent to finalization of the Track 1 ROD. This memorandum addresses a total of nine sites and three parcels that have been grouped as single or multiple sites based on their locations within the former Fort Ord and proximity to selected reuse parcels. The sites have been grouped as follows: Group 1 (MRS-2), Group 2 (MRS-27F, MRS-45A, and MRS-59B), Group 3 (Parcel L23.5.2), Group 4 (MRS-15 MOCO 01, MRS-15 DRO 01A, MRS-15 DRO 02A, MRS-43A, MRS-46, and Parcel L6.1) and Group 5 (Parcel E20c.1.1.1) (Plate 1). With the exception of MRS-15 DRO 02A and a portion of MRS-46, all of the sites and the three parcels have been identified as eligible as Track 1, Category 1, 2, or 3 Plug-In sites based on their location, physical features, types of past training activities, and munitions debris (MD) found. MRS-15 DRO 02A and MRS-46 were identified as variant Track 1 sites, because although the investigation activities that occurred within these sites included subsurface investigations (geophysical sweeps using digital geophysical equipment), no MEC or munitions debris were found and the sites meet the definition of a Track 1 site. When the written concurrence from the United States Environmental Protection Agency (USEPA), and acknowledgement from the California Environmental Protection Agency’s Department of Toxic Substances Control (DTSC) are received, this memorandum will serve as the decision document stating that no further action regarding munitions response is required for the nine sites and three parcels. If in the future, should any military munitions-related item be found within these sites or parcels, the Army will take an appropriate immediate action (i.e., removing the found item, recording the incident),

and within 90 days of the discovery, submit a plan for appropriate follow-on action to USEPA and DTSC for consultation, pursuant to Section 7.7(b) of the Fort Ord Federal Facility Agreement (FFA).

In the Track 1 OE RI/FS (*MACTEC, 2004*), no further munitions response was recommended for 21 suspected munitions response sites (MRSs) at the former Fort Ord. The public comment period for the Track 1 Proposed Plan was completed in November 2004. The Record of Decision selecting no further action regarding munitions response for the 21 MRSs and establishing a plug-in process was completed in April 2005. The following sections provide an overview of Fort Ord; the Track 1 process; and site-specific documentation including history of the sites, future use, and rationale for inclusion of each of the eleven sites and parcels into the Track 1 Plug-In process.

1.1 Fort Ord and MR RI/FS Background

The former Fort Ord is located in northern Monterey County approximately 80 miles south of San Francisco (Plate 1). The former Army base is made up of approximately 28,000 acres of land next to Monterey Bay and the cities of Seaside, Sand City, Monterey, and Del Rey Oaks to the south, and Marina to the north. The former Fort Ord is bounded to the east and north by the Salinas Valley. A Southern Pacific Railroad track and Highway 1 pass through the western portion of the former Fort Ord, separating the beach from the rest of the base. Laguna Seca Recreation Area, Toro Park, and Highway 68 border former Fort Ord to the south and southeast.

The U.S. Government bought the present day East Garrison and nearby lands on the east side of Fort Ord in 1917 to use as a maneuver and training ground for field artillery and cavalry troops stationed at the Presidio of Monterey. No permanent improvements were made until the late 1930s, when administrative buildings, barracks, mess halls, tent pads, and a sewage treatment plant were constructed.

In 1940, additional agricultural property was purchased for the development of the Main Garrison. At the same time, the beachfront property was donated to the Army. The Main Garrison was constructed between 1940 and the 1960s, starting in the northwest corner of the base and expanding southward and eastward. During the 1940s and 1950s, a small airfield within the Main Garrison was present in what is now the South Parade Ground. In the early 1960s, Fritzsche Army Airfield (FAAF) was completed. The Main Garrison airfield was then decommissioned and its facilities were redeveloped as a motor pool and other facilities. Significant construction activities at the former Fort Ord have not occurred since that time.

Since it was established in 1917, Fort Ord served primarily as a training and staging facility for infantry troops. Fort Ord was a basic training center from 1947 to 1975; served as a base for 7th Infantry Division after 1975; and was selected for closure in 1991. Fort Ord was officially closed in September 1994 in response to the 1991 Base Realignment and Closure Act (BRAC). No active Army division is stationed at Fort Ord; however, Army personnel operate the areas of Fort Ord still held by the Army (*Army, 2000a*). Much of the Installation has been or will be disposed to federal, state, local, and private entities through economic development conveyance, public benefit conveyance, negotiated sale, or other means.

Because various Army divisions used portions of Fort Ord for maneuvers, target ranges, and other training/staging activities, military munitions may be present at the former Fort Ord. In preparation for transfer and reuse of Former Fort Ord property, various military munitions-related investigative and removal/remedial activities have been performed since 1993. Potential chemical contamination at the Former Fort Ord was investigated under the Basewide Remedial Investigation/Feasibility Study (*HLA, 1995b*).

In 1998, the Army agreed to evaluate military munitions at former Fort Ord in an MR RI/FS consistent with the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA). A FFA

was signed in 1990 by the Army, USEPA, and the DTSC (formerly the Department of Health Services or DHS) and the Regional Water Quality Control Board. The FFA established schedules for performing remedial investigations and feasibility studies and requires that remedial actions be completed as expeditiously as possible. In April 2000, an agreement was signed between the Army, USEPA, and the DTSC to evaluate military munitions at the former Fort Ord subject to the provisions of the Fort Ord FFA (*SMART, 2000*). The MR RI/FS utilizes a “tracking” process that categorizes areas with similar MEC-related characteristics to expedite clean-up, reuse and/or transfer of Fort Ord property. According to this “tracking process,” an area under investigation is assigned one of four tracks, Track 0 through Track 3, which are described as follows:

Track 0: Areas that contain no evidence of MEC and have never been suspected as having been used for military munitions-related activities of any kind. Details of the Track 0 program and areas addressed are provided in the Track 0 Record of Decision (ROD; *Army, 2002*), and the Track 0 Explanation of Significant Differences (ESD; *Army, 2005b*)

Track 1: Sites where military munitions were suspected to have been used, but based on the RI/FS for each site, it falls into one of the following three categories:

- Category 1: There is no evidence to indicate military munitions were used at the site, (i.e., suspected training did not occur); or
- Category 2: The site was used for training, but the military munitions items used do not pose an explosive hazard, (i.e., training did not involve explosive items); or
- Category 3: The site was used for training with military munitions, but military munitions items that potentially remain as a result of that training do not pose an unacceptable risk based on site-specific evaluations conducted in the Track 1 OE RI/FS. Field investigations identified evidence of past training involving military munitions, but training at these sites involved only the use of practice and/or pyrotechnic items that are not designed to cause injury. In the unlikely event that a live item of the type previously observed at the site is found, it is not expected that the item would function by casual contact (i.e., inadvertent and unintentional contact).

Details of the Track 1 program and sites addressed are provided in the Track 1 Record of Decision (ROD; *Army, 2005a*).

Track 2: Sites where MEC items were present and MEC removal has been conducted.

Track 3: Areas where MEC items are known or suspected to be present, but MEC investigations have not yet been completed.

The Track 1 Plug-In process, which addresses future Track 1 sites, is described below.

1.2 Track 1 Plug-In Process

This section describes the Track 1 program and summarizes steps to address future sites eligible for Track 1 through the Plug-In process.

As described in the Track 1 ROD, No Further Action decisions for future Track 1 Plug-In sites (e.g., Group 1-5) will be proposed and documented in Approval Memoranda. This memorandum provides the same level of information that was included in the RI Site Reports in the Track 1 OE RI/FS (*MACTEC, 2004*), and describes the rationale for Track 1 designation. In accordance with the Track 1 ROD, the Approval Memorandum for Groups 1-5 includes the following:

1. A description of the site;
2. A description of the historical use of the site;
3. Rationale for the designation of this site as Track 1; and
4. A map of the site detailing its location and any pertinent available MEC-related information.

There will be a public review process for all Approval Memoranda, and these memoranda will be primary documents under the Fort Ord FFA. Each Track 1 Plug-In Approval Memorandum will be submitted and finalized according to the agency consultation process outlined in Section 7 of the FFA. Following the agency review of draft Approval Memorandum and necessary revisions, the Army will submit the Approval Memorandum for a 30-day public review and comment period. A public notice will be posted in a local newspaper announcing the opportunity to review and comment on the proposed decision(s). Subsequently, the Army will submit to the agencies a summary of public comments and responses to the comments, and any needed revisions to the Approval Memorandum, at which time the Approval Memorandum will be considered a draft final document as defined in the FFA. Within 30 days of this submittal, the agencies will, in writing, either concur with or acknowledge the Army's decision(s), or initiate a dispute per Section 12 of the FFA.

When the written concurrence from the USEPA and acknowledgement from DTSC are received, a public notice will be posted in a local newspaper. Planned and completed 'No Further Action Related to MEC' site determinations will also be described in Fort Ord environmental cleanup newsletters (formerly *The Advance*) prepared by the Army for local residents. Notification of these proposed and completed activities will also be distributed to appropriate local agencies. The Proposed Plan and ROD for Track 1 and other tracks, as well as all associated Approval Memoranda, will be placed in the former Fort Ord Administrative Record and the local information repositories.