

# BASE REALIGNMENT AND CLOSURE

## Community Profile

November 2009

### Umatilla Chemical Depot, Oregon

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#### Closure at a Glance

##### Local Redevelopment Authority (LRA):

Umatilla Army Depot Reuse Authority (UMADRA)

##### Geographic area affected by closing:

Morrow and Umatilla Counties in Oregon

##### Population of affected area (before closure): 100,000

##### Total Acres to be Disposed: 19,728 acres

##### Estimated Job Loss Impact: 1,173 total

Jobs Lost	
Military Personnel	304
Civilian Personnel	0
Contractors	869

Source: Umatilla Chemical Depot Public Affairs

#### Economic Adjustment Challenges

- Maintaining reusable assets during the lengthy process of chemical demilitarization and environmental cleanup.
- Managing the multiple and varying interests of a multi-jurisdictional LRA.
- The rural, remote location of the facility from neighboring communities.
- The unemployment rate in Oregon is the second-highest in the nation.

#### Key Reuse Planning & Property Disposal Milestones

11/17/08	Federal Surplus Determination
8/09	LRA Homeless Outreach Completed
Pending	Reuse Plan Received by Department of Housing and Urban Development (HUD)/Military Service
Pending	HUD Determination on Submission
Pending	National Environmental Policy Act (NEPA) Disposal Decision
Pending	Base Closure

## Organization

UMADRA was established in 1996 under a state law covering intergovernmental cooperation and agreements and recognized by the State of Oregon through Revised Statute 190. Although it was not formally recognized by the Office of Economic Adjustment (OEA) until January 2009, the 14-member board has been involved with planning for the future use of Umatilla Chemical Depot (UMCD) since the facility was first placed on the 1988 Base Realignment and Closure (BRAC) list.

UMADRA received funding from OEA in the summer of 2009 to engage a consultant to complete a Reuse Plan and Implementation Strategy. The consultants were officially engaged in July 2009, assuming ten tasks to complete the Reuse Plan and Implementation Strategy by spring of 2010.

The multi-jurisdictional Local Reuse Authority is comprised of five public bodies: Morrow County, the Port of Morrow, Umatilla County, the Port of Umatilla, and the Confederated Tribes of the Umatilla Indian Reservation (CTUIR).

The purpose of UMADRA is to plan for and implement a strategy to reuse the 19,728 acres of federally-managed property by the U.S. Department of the Army. The three overarching objectives of UMADRA's reuse of the UMCD include:

1. Economic development
2. Environmental restoration
3. Support for potential continued military interests

The State of Oregon has consistently been involved with the reuse process, and UMADRA currently has ex-officio representation from the Governor's Office and the Oregon Department of the Military.

## Reuse Plan/Other Studies

UMADRA contracted with a consultant to directly assist with planning, reports, public outreach, and BRAC requirements. A Web site to assist with outreach and communications efforts between the public and UMADRA can be found at [www.missionumatilla.com](http://www.missionumatilla.com).

The team will be responsible for the following tasks over the course of the project:

- Administration
- Initial Planning and Public Outreach
- Morrow and Umatilla County Social and Economic Assessment
- Umatilla Land and Facilities Assessment
- Infrastructure Assessment
- Environmental Assessment
- Market Assessment
- Homeless Accommodation Assessment
- Redevelopment Alternatives Assessment
- LRA Redevelopment Plan

Two unique aspects of the planning process include visioning through the use of:

- Values Mapping - a tool designed to constructively channel varying and competing interests into consensus decision making
- Building Communities - a proprietary economic development strategic planning tool identifying 85 key development success factors and 25 potential strategies for reuse

Initial planning is funded by OEA. The team will assist UMADRA to determine the need for additional funding and where and how it can be secured. UMADRA will submit a redevelopment plan to HUD and the Army in late spring or

early summer of 2010, as required by BRAC guidelines. The project schedule calls for the Redevelopment Plan to be complete by May 2010.

## Homeless Submission

UMADRA undertook a proactive public outreach program from the beginning, publishing the first Notice of Interest (NOI) in February 2009, just 24 days after the Federal Register notice. The notice established a NOI submission deadline 128 days from the date of publication. In June, a second notice was published, announcing the date and location of a workshop and extending the solicitation period to August, which was the full 180 days of the required solicitation period. A public and homeless outreach workshop was held in June 2009, and no public agencies or homeless service providers attended.

In August of 2009, under HUD guidance, it was decided the NOI deadline should again be extended and to hold another outreach meeting for the public agencies and homeless service providers. Certified and registered letters were mailed to area homeless service providers in August 2009 inviting them to the workshop and a tour of the Umatilla Chemical Depot. Ads for the Public Agency and Homeless Service Providers’ workshop and tour were placed in the Hermiston Herald and East Oregonian. Press releases were sent to the Hermiston Herald, East Oregonian, Oregonian, Tri-City Herald, and the Umatilla Tribe’s radio station KCUW 103.4FM. The NOI deadline was extended to November 2009.

UMADRA will utilize surveys/questionnaires and discussion groups to prioritize gaps in housing for homeless families and individuals.

Discussion group participants will be asked the following questions:

- What types of housing programs are most needed for the homeless in Morrow and Umatilla counties?
- What types of homeless populations are in the most need of housing?
- Which agencies would be best suited to provide this housing?

## Implementation and Partnering Strategies

Table 1 illustrates the challenges faced by UMADRA and the techniques and strategies to overcome them.

Challenge	Techniques and Strategies to Overcome Challenges
<p>Lengthy Process Leading Up to Closure (&gt; 20 years)</p>	<p>A Governor-appointed advisory committee was formed in 1988 to prepare for the anticipated closure of the Umatilla Chemical Depot. At the time, it was not expected that the closure would be delayed until 2010. As such, one of the most significant challenges of the process has been the process itself.</p> <p>The primary method to overcome this challenge has been the dedication of the members that now officially comprise UMADRA. In fact, two of the members currently serving on the authority were originally appointed by the Oregon Governor in 1988.</p> <p>The region is fortunate to have veteran officials including two county commissioner representatives that have 24 and 11 years of continuous county leadership service. In addition, UMADRA is well served by two port directors, each with more than 15 years of continuous service. Finally, the representation from the CTUIR is benefitted by a tribal organization that has significant sophistication in economic development and environmental restoration activities.</p>

Challenge	Techniques and Strategies to Overcome Challenges
	Two ex-officio members, both representing state government – the Governor’s office and the Oregon Department of the Military – contribute to the capacity of the local leadership.
Rural Location of UMCD	<p>Over 90 percent of the population base of Oregon resides in the 10 percent of land west of the Cascade Mountain range. Morrow and Umatilla County are statewide leaders in rural economic development, led by two port districts and the CTUIR.</p> <p>From an infrastructure and industrial development capacity standpoint, UMCD is surrounded by comparative advantages in developmental key success factors.</p> <p>The two-county region boasts superior transportation, telecommunications, and sewer/water infrastructure. Access to rail and barge is also superior, culminating in facilities managed by the two port districts.</p> <p>In recent years, the CTUIR has dramatically expanded its environmental restoration and development capabilities through a series of investments in personnel and development projects including an industrial park, casino, cultural center, and golf course.</p>
Economic Versus Environmental Considerations	<p>The multi-jurisdictional UMADRA has, at times, competing interests between environmental protection and economic pursuits.</p> <p>The contractor for UMADRA is utilizing a tool to facilitate productive conversations leading to an internal consensus on the future reuse of the facility. Forthcoming studies on the features of the property will help determine possible reuses.</p>
State-Wide Economic Challenges	<p>For most of the past year, Oregon has had the nation’s second highest unemployment rate.</p> <p>Typically, rural Oregon has an unemployment rate significantly higher than urban areas. For this recession, however, this has not been the case. Relatively rural areas such as Umatilla and Morrow counties have, perhaps through effective economic development efforts, lessened the blow of the significant economic challenges of our day.</p>
Deteriorating UMCD Assets	<p>The length of the chemical demilitarization process has taken a toll on many of the buildings and other industrial assets available at UMCD.</p> <p>Fortunately, the chemical demilitarization operation will yield surplus buildings outside of the main operations building that may provide significant industrial reuse opportunities.</p>

**Table 1: UMADRA Challenges, Techniques, and Strategies**

### Implementation Status

UMADRA is still in the early stages of the planning process. Part of this process will entail identifying an implementation strategy.

## Successes/Lessons Learned

The primary success of UMADRA thus far has been the steady participation from community leadership for over 20 years. Civic leaders from Morrow and Umatilla counties have demonstrated a consistent commitment to the process and are now poised to oversee the Reuse Plan and Implementation Strategy. The UMADRA has also successfully and proactively come to a consensus on the overarching goals of the reuse process.