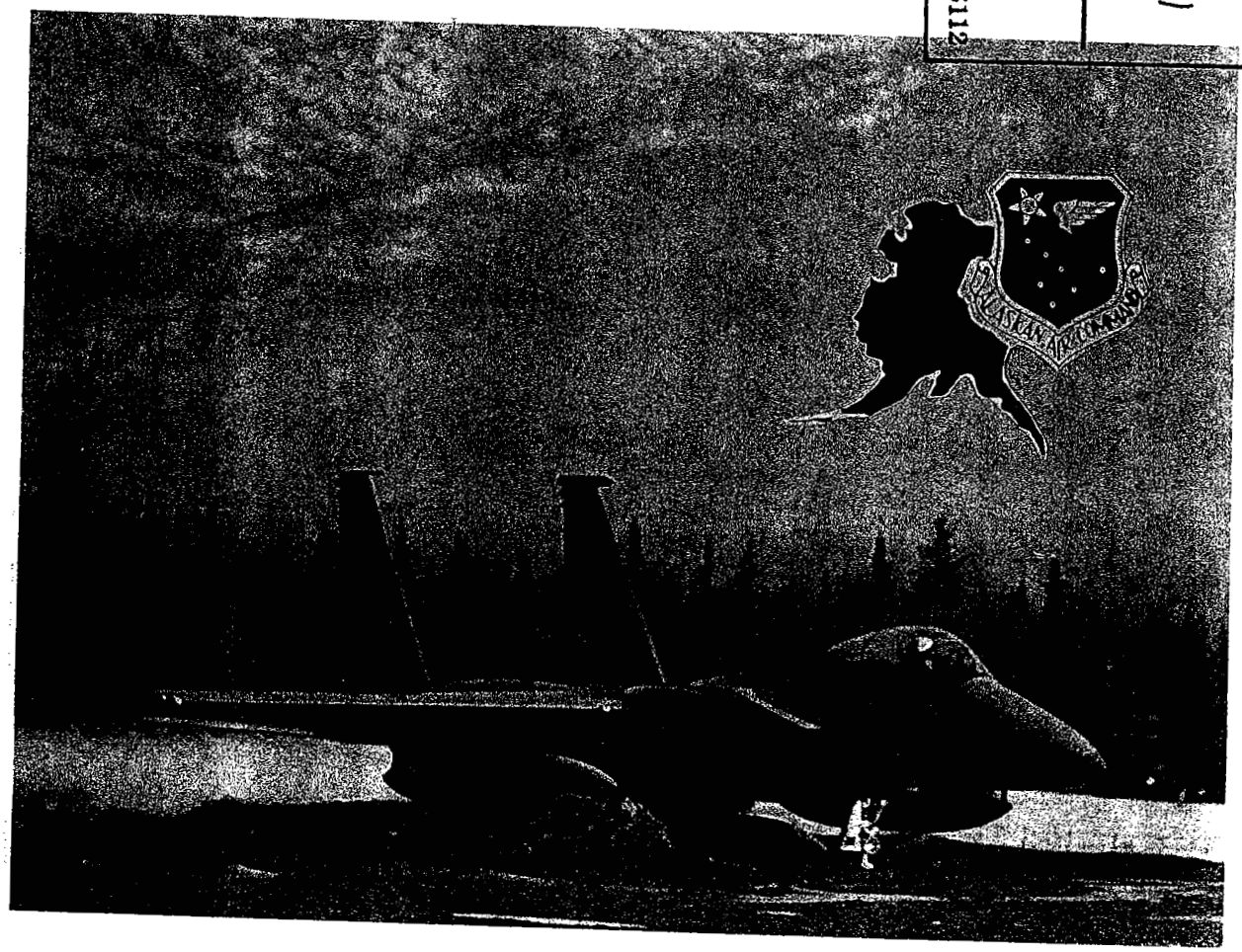
[redacted]

1982 HISTORY



UNITED STATES AIR FORCE
VOL XI of XXVI

[redacted]

Exhibits 140-193, Chapter II

HISTORY, AAC, 1982

THE UNIVERSITY OF LAVERNE

A STUDY OF THE SALVAGE AND DISPOSAL PROCEDURES ATTENDANT WITH DEACTIVATION OF EXCESS U.S. AIR FORCE INSTALLATIONS IN ALASKA

FOR

SEMINAR IN ORGANIZATIONAL THEORY

(ECBUS 553)

BY

PETER ROBLES, JR.

MAY 2, 1983

PREFACE

Disposal of excess military property and improvements is a unique process in Alaska. The physical scope alone is as vast as the state itself. Excess Air Force property exists all over the state, from the western end of the Aleutian Chain to the Canadian border, and from the Arctic Ocean to the Southeast corner of the Alaskan Panhandle. Disposal actions are further complicated by inaccessibility, arctic weather conditions, native land claims, and the state and federal bureaucracy. Other factors constraining property disposal are the presence of hazardous materials, salvageable property, solid waste and debris. Strong attention to the issue of excess property by the General Accounting Office (GAO) has contributed to the identification of the problem, but not to the solution. The recent discovery of hazardous materials, particularly polychlorinated biphenyls (PCBs) has greatly intensified pressure to undertake removal and disposal actions. Overshadowing all the factors complicating disposal actions is the lack of funds available to the Alaskan Air Command (AAC). methods must be found to salvage usable property and dispose of waste and hazardous material in the most cost-effective manner in order to expedite property disposal actions.

A number of AAC staff personnel were consulted during the research for this study. I give special thanks and acknowledgement to Lynn Keogh, Jacob Tuckerman and Betty Chandler for their assistance in developing the historical background for this research project. Richard Carmichael performed valuable assistance in helping with the field data. Finally, but most importantly, the word processing talents of Cathy Dwyer, Virginia Moseley and Donna Rogers were invaluable in putting together the final report.

CONTENTS

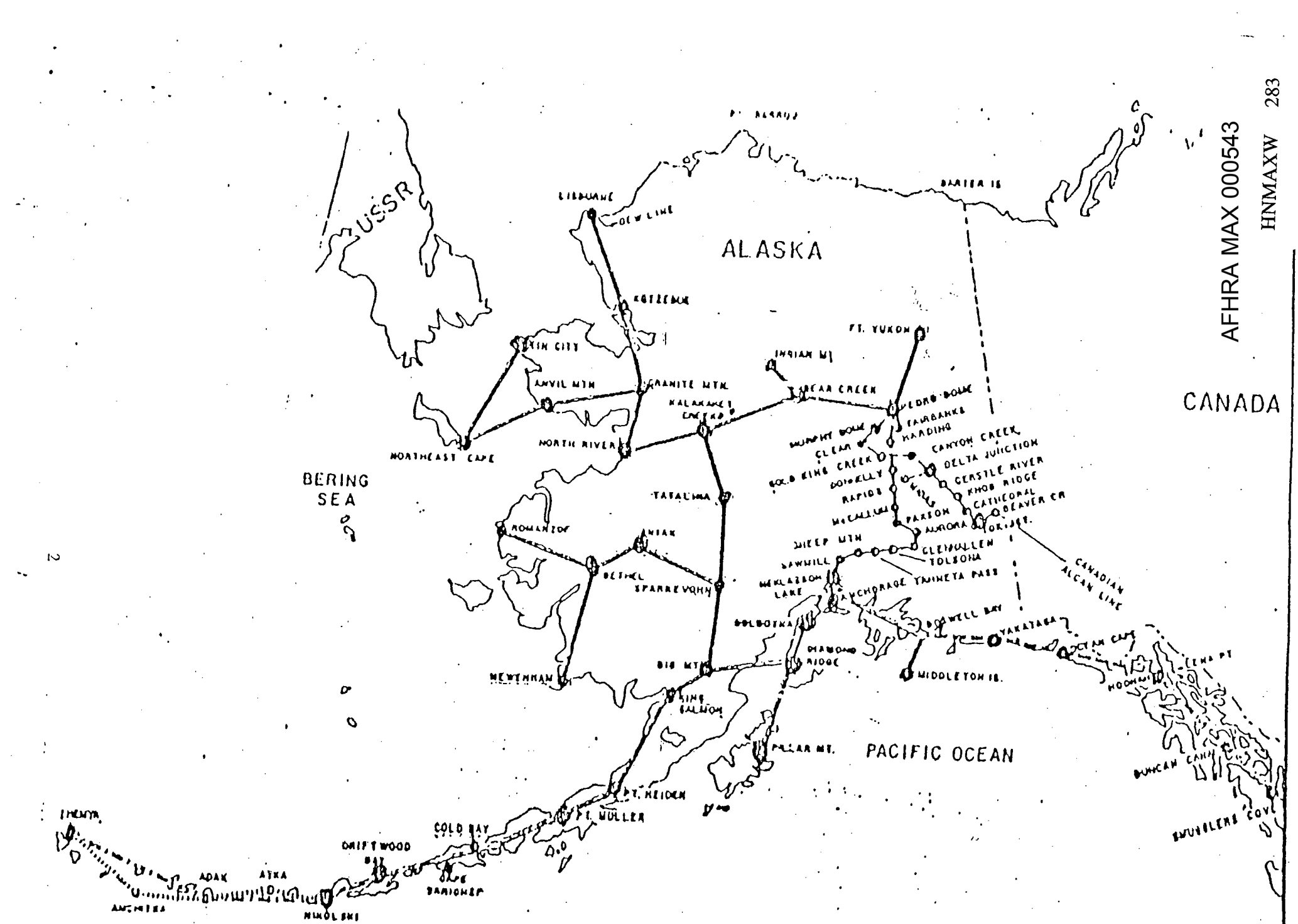
CHAPTER I

Introduction

In the early 1950s, the communications within Alaska were so weak and undependable that military defenses were jeopardized. American Telephone and Telegraph conducted a study for a complete communications network. Out of this study emerged the concept of the White Alice Communications System (WACS). In February 1955, the Air Force authorized Project White Alice, a code name for the communications system that was to provide reliable communication for the Alaskan Theater. This system was to employ the latest state of the communications-electronic art, on a larger scale than ever before undertaken. Figure 1 shows the completed WACS, all 6000 route miles.

The sixty-nine WACS fixed-plant facilities represent an investment of over $250,000,000 in the mid and late 1950s, in contemporary dollars. The cost was totally borne by the Department of Defense even though it greatly benefited state and private interests as well. Although WACS was built primarily as a military system, it carried federal and civil government communications and almost all of the commercial communications in Alaska. This use of a military communications system for civilian commercial traffic was legal, having been authorized in 1900 by Congress with the Washington (state) - Alaska Military Cable and Telegraph System.

Initially, it appeared as though more than military needs may have been considered when White Alice was conceived, for proposals to turn the WACS over to commercial interests quickly followed the completion of construction. The first study on selling or deactivating the WACS was done in 1959 only one year after the original sites were completed. This move, if inspired for ulterior reasons, was



thwarted by the lack of enabling legislation to authorize it. However, this void was filled in 1967 when Public Law 90-135, the Alaskan Communications Disposal Act, was passed by Congress. Subsequent to the enactment, the Secretary of the Air Force directed the Air Force to get out of the commercial long-line communications business in Alaska as soon as practicable by either:

a. selling government-owned communications facilities to a long-line common carrier or,

b. deactivating communications facilities not sold.

In order to facilitate sale or deactivation, it was decided to initially lease the WACS sites to a common carrier. This program was carried out in three phases. First the toll centers--Anchorage, Fairbanks, Juneau and Ketchikan--were sold to RCA Corporation in 1969. Secondly, six Alaskan panhandle sites, herein called "A" route, were leased to Alascom in 1974 and the two remaining "A" route sites were deactivated in 1976. The third phase was to lease to Alascom, in 1976, the sixty-one remaining sites. Subsequently, thirty-three sites leased in phase three were sold to Alascom and the remaining twenty-eight sites, not needed by Alascom, were deactivated during the period 1977-1980.

The significant factor behind the Air Force getting out of the White Alice business was the advent of Satellite Communications. The satellite-earth terminal concept rendered the White Alice System of tropospheric scatter communications obsolete. As part of the lease bargain, Alascom, then part of RCA, agreed to replace the outdated WACS with commercially owned and operated satellite-earth terminals. Alascom was given the option, which it exercised, to purchase portions of the WACS to augment the satellite-earth terminals and provide a communications network more cost effective and energy efficient than the WACS.

The disposition of the remaining property, supplies, and equipment that

Alascom determined not to purchase is the responsibility of the Air Force. This is a key to many of the current problems affecting the disposition of the Air Force's interest in the excess sites.

Although the "A" route (panhandle) sites were leased to Alascom in 1974, and efforts initiated to sell those sites outright to Alascom, the lack of responsive action affecting the whole WACS disposal issue appears to have resulted in the Air Foce "holding the buy" on these sites as their utility to Alascom terminates. Originally, the "A" route consisted of six sites, but during the six and one half year life of the lease, on site, Ocean Cape, was deactivated, another site, Duncan Canal, was returned to the Air Force, and a third site, Yakataga, was leased by Alascom to a mining firm, a fourth, Hoonah, was turned over to a native corporation. Three of the original six "A" route sites were "finally" sold to Alascom on 14 February 1980. The finality of the sale is questioned, not because of validity, but because some Air Force equipment still remains at those sites and Alascom is now preparing to deactivate those sites and turn them over to the local village corporations. Thus the Air Force must now make arrangements for recovery of the equipment. This specific case exemplifies the lethargy affecting WACS disposal. The "A" route sale was originally scheduled for January 1977 but was delayed for a number of reasons. Significant, however, is the fact that the Air Force has had over seven years in which to recover the equipment, but has not done so. The remaining site, Cape Yakataga, has not been sold due to pending settlement of mining claims and, as a result, may fully revert to the Air Force if Alascom loses interest. The Air Force did take action to recover property at Ocean Cape, of which I will discuss in more detail later.

The rest of the WACS was scheduled to be sold to Alascom on 1 July 1979 for nine million dollars. The sale has yet to be consummated due to to bureaucratic processing, which may take up to five years. Another significant factor in delaying the sale is slowness in getting rights-of-way (ROW) from the Bureau of

Land Management (BLM). Without Rights-Of-Way, Alascom has no assurance that the real property will be available to them for their on-going use. In this situation, the Air Force will not be able to terminate its interest in the "A" route sites land, nor will the sale of either the "A" route or remainder of the WACS be possible until Alascom has perfected its own land-use rights. Local BLM personnel have indicated that their processing for ROW applications may take as long as two or three years. ROW applications filed with the State of Alaska may take equally long to process. J. Tuckerman asked for action at the Cabinet level to resolve delays, but none was forthcoming,to date.[1] All this adds up to a possible extension of the sale date to 1985 or later. Meanwhile Alascom is leasing the sites they require to provide communications service. The number of sites leased by Alascom is now twenty-eight, with five already sold, for a total of thirty-three, a significant reduction from the original sixty-nine sites that made up the WACS when Alascom took over full-time operation. Further delay in consummating the proposed sale will allow Alascom to replace and reject major portions of the WACS equipment and withdraw from several more sites. Then, responsibility will revert to the Air Force, compounding the burden of accounting for, monitoring and recovering useful assets from those sites.

An interesting sidelight to the pending sale of the highway WACS sites was the proposal made by HQ AAC to HQ USAF to have a portion of the expected nine million dollar sale price to be set aside to pay for the cleanup and disposal of the WACS sites.[2] Actually it was a rather logical proposal, even having a sort

---

[1]Mr Jacob G Tuckerman, "Possible Delays in WACS and a Route Sales, Leases F23613-76-L-0001, A Route Real Property, A Route Personal Property." Letter to HQ Air Force Communications Service, Scott AFB, IL, May 17, 1979.

[2]Colonel Richard Ridolfi, "White Alice Communications System Closure." Letter to HQ US Air Force Comptroller, Washington D.C., May 8, 1979.

of a precedent in that the U.S. Forest Service uses the proceeds of a timber sale to defray the costs of new equipment needed to administer the sale, even to the extent of purchasing equipment to deal with the presumed increased threat of forest fire as a result of contractor operations. However, HQ USAF replied by stating that no authority exists which would enable the sale of proceeds to be returned to the Air Force Operations and Maintenance accounts. The sale proceeds are to be deposited as miscellaneous receipts in the U.S. Treasury as specified by United States Code and Public Law 90-135.[3]

Chapter seventeen of Public Law 90-135 deals specifically with Alaska Communications Disposal and stipulates that no transfer may be made unless the Secretary of Defense determines that,

a. the United States does not need to retain the property involved in the transfer for national defense purposes;

b. the transfer is in the public interest;

c. the person to whom the transfer is made is prepared and qualified to provide, without interruption, the communication service involved in the transfer; and

d. the long-lines communication facilities will not directly or indirectly be owned, operated, or controlled by a person who would legally be disqualified from holding a radio station license.[4]

Now it could be strongly argued that the whole WACS concept was initiated to construct a statewide communications system under the guise of defense spending and then turn it over to private industry after the extremely expensive construction

---

[3]Mr Joseph P Popple, "White Alice System Closure." Letter to HQ Alaskan Air Command, Elmendorf AFB, AK, August 3, 1979.

[4]U.S. Congress, Senate, An Act to Transfer Government Owned Long-Line Communications Facilities in and to Alaska. Pub L. 90-135, 90th Cong, 2d Sess., 1967, S.R. 223, p. 258-262.

was completed. This view could be said to be substantiated by the fact that the first move to sell the WACS came one year after it was completed, in 1959. However, the WACS would neither be the first, or the last, activity built with defense dollars for turnover to private interest. At any rate, the stipulations of P.L. 90-135 were well met, and most of the rest of Alaska was federally subsidized anyway, so it can be said the sale was in the national interest.

Chapter 2

DEACTIVATION

The term deactivation as used in Air Force regulations is the procedure required to place an active installation or facility in an inactive or caretaker status, pending its reactivation for Air Force use, or the installations being declared excess for transfer to another DOD or federal agency, or reported to the General Service Administration for disposal to an unknown recipient. On page 9 is the disposal procedures after an active installation or facility is declared excess. Before any disposal action is implemented, certain improvements may be levied at the agency that declares an installation or facility excessed. These improvements may come from other federal, state and local government bodies before any disposal procedure is finalized. Secondly, no land, installation or facility can be excessed to an individual for private use. This precludes any conflict of interest or favoritism by an individual or group within the agency implementing disposal action. All land, installation or facility will be turned over to an individual for public use or a group that is recognized by federal, state and local governments. Example: Indian Corporations, BLM for public domain, sale or lease to business corporations (Alascom, mining companies, etc.) forest service, Department of the Interior, Indian Reservations under the Department of the Interior, State of Alaska agencies, city, town or village government authorities, public school systems, etc. Any of these organizations may require the land, facility or installation be improved or brought back to its natural environmental condition before Air Force operations began. Due to the Native Claims Act, federal land is under legal, if not under actual, possession of the Native-American interest in the bush.

DISPOSAL PROCEDURES

However, before the question of disposing of the land and the improvements thereon can be dealt with, several limiting factors must be considered. These are,

a. removal of usable property,

b. removal of hazardous and toxic materials, and

c. cleanup of solid waste.

CHAPTER 3

Personal Property

The Air Force spent $250,000,000 in 1950s dollars to construct the WACS real property and utilities, and to install the communications equipment. Additionally, a myriad of supplies and equipment worth millions of dollars was required to operate the sites. Obviously, few of the real property facilities could be salvaged and returned to the Air Force inventory as usable, but some of the utility system appurtenances certainly qualified for salvage operation. But by far the most salvageable of on-site assets was the personal property and equipment left at the deactivated sites, for most had immediate use in the Air Force inventory. Even though the intended lessee, Alascom, intended to use only about half of the sites, the personal property was abandoned in place at all sites. Not only did this include the communications and electronic equipment, but also office furniture, tools, vehicles, lines, and other items that would appear to be easily packed and moved at the time of deactivation. Some sites were even abandoned with the dishes left on the table like the legendary ghost ships of the high seas. At one site, the clocks were stopped at five o'clock and french fries were left congealing in cooking fat in a deep fat fryer.

Definitions

In order to clarify the terms used in this paper, the following definitions are offered:

a. Real property - land and improvements, including buildings, antennas,

and associated utility systems.

b. Personal property - that property which is not permanently affixed to real property, i.e., cannot be removed without damage.

c. Related personal property - that removable property that is related to the operation of the site for general purposes, e.g., utility system spare parts, snowplows, and tools.

d. Unrelated personal property - that removable property that is not related to general use of the facility, but is needed for specific use such as a communications site, e.g., electronic gear, blankets, and parkas.

Retrograde of Property, Ocean Cape

In August 1976, the Air Force conducted an operation at Ocean Cape WACS site to evacuate and redistribute unrelated personal property. This operation enabled the Air Force to compare the value of government property at a typical WACS site, the value of property identified for redistribution, and the cost of property crating and evacuation. On 1 June 1976, Alascom advised they would be leaving Ocean Cape no later than 1 July 1976. From 1 July to 15 August 1976, a caretaker was hired, at a cost of $1,000 per week, to safeguard government property left at the site until the salvage team could arrive. A ten member team arrived on 4 August and the final load of property was airlifted out by C-130 on 17 August. The two week time limit placed upon the operation limited the amount of property screening done.

Cost analysis of the Ocean Cape operation is as follows:

1. Total value of property at Ocean Cape prior to deactivation:

Real Property	$3,276,003.00
Communications Electronic Equipment	800,000.00
Nonexpendable Equipment	212,500.00

Petroleum Products		7,257.30
	Total	$4,516,544.30

2. Total estimated costs for salvage team.

Wages	$3,950
Airfare	1,785
Packing Materials	1,500
Airlift	10,800
Total	$19,821

3. Value of salvaged property - $30,135[5]

On the basis of pure dollars and cents, the operation had over a $10,000 payback, or 52% of the cost incurred. It is also reasonable to assume that more property could have been salvaged at a small increase in costs, if the time spent on site was extended. However, the seeming success of the Ocean Cape operation paints a somewhat false picture. The site had not been idle long. Utilities were still available, as were dining and billeting facilities. The airfield was in good shape for C-130 operations. Future salvage teams would have to support themselves under field conditions, probably having to furnish their own power and heat. The supporting airfield would probably require repairs prior to C-130 operations. All these factors would significantly increase costs. An alternative to military airlift is the charter airlift available from commercial organizations, for example, the Fairchild C-82 Packet operated by Northern Air Cargo. This aircraft, and other privately owned airplanes, can operate from airfields that the Air Force can't unless under combat conditions. Alaska International Air (AIA) is more expensive than Military Airlift Command (MAC), costing approximately $5,100 per flying hour, with a $750 departure charge per flight. MAC's C-130s cost $2,500 per flying hour and the costs remain with the Air

[5]Colonel Theron J Jenne, Deactivation of the White Alice Communications System (WACS), Letter to HQ Air Force Communications Service, Scott AFB, IL, December 15, 1976.

Force, but they must be charged against the project. The direct costs of transportation and travel expenses were not the only expenses subsequently associated with redistribution of property. Additional personnel had to be hired at Elmendorf AFB to unpack, sort, identify and process the retrograded property. To counter criticism that these costs could have been avoided by the assignment of personnel already on the rolls to do the processing, it must be pointed out that even if additional employees were not hired, the opportunity costs of the lost productivity must be charged against the project. Thus, when the additional Elmendorf costs are considered, the benefit-to-cost ratio was significantly reduced. Unfortunately, these costs could not be specifically defined since they were intermixed with other costs. At any rate the cost analysis performed in December 1976 by the Commander, 1931st Communications Group led to the following determination.

"An examination of the deactivation of Ocean Cape and our anticipated costs for future site deactivations clearly questions the cost-effectiveness of this procedure. An alternative proposal is therefore presented. Under our recommended procedure, the 1931st Communications Group would transfer all supplies and equipment to the AAC Real Property Officer as related personal property...The Real Property Officer would then transfer all government property to GSA for excess reporting and redistribution. Under any proposal certain items will be fully identified and redistributed by the 1931st Communications Group (CGp). However, by adopting this second proposal, site deactivation costs would be minimized while insuring excess property reporting and redistribution."[6]

---

[6]Ibid.

Security

The proposal made by Colonel Theron Jenne was thoroughly studied and adopted in part; however, the assets remaining on site had to be safeguarded while disposition procedures were put into motion. Since Alascom was using the "A" Route and Highway sites, security of property was considered to be adequate. For the colocated sites, the site commander of the adjacent Air Force installation was charged with maintaining security. The biggest problems then, were the non-colocated sites. Although some of these were so inaccessible that the threat of trepass was minimal, especially during summer, most were near enough to villages that theft and vandalism were highly likely probabilities. Contract caretaker were obtained to visit the sites on the following schedule:

Site	Frequency	Cost/Yr
Aniak	By lessor	- 0 -
Anvil Mountain	Weekly in winter, 3 times/week in summer	$4,600
Bear Creek	Weekly	$2,080
Bethel	3 times/week	$1,560
Big Mountain	Monthly	$2,400
Driftwood Bay	Inaccessible	- 0 -
Duncan Canal[7]	Monthly, inaccessible in winter	$1,200
Granite Mountain	BLM in summer	- 0 -
Kalakaket Creek	Monthly	$2,100
Nikolski	Monthly	$2,600
North River	Weekly in winter 3 times/week in summer	$3,680

[7]An A Route site but returned to the Air Force by Alascom.

Port Heiden	By lessor	-0-
Port Moller	Weekly	$2,340
Cape Sarichef	Personal property removed in 1980	-0-
	Total	$22,640

Review of the individual site situations relating to vandalism and theft indicates that the best security is found at those sites where the caretaker is an official of the local village and the village is strongly interested in gaining the property, such as at Bear Creek and Port Heiden. Conversely, heavy depredation has occurred at Bethel and North River. Inspection of noncolocated sites by General Accounting Officer (GAO) auditors has highlighted the occurrence of vandalism and theft and resulted in strong criticism of the Air Force's procedures for safeguarding the property.[8] One of the subproblems surfaced by this study is wheterh or not to increase security. The previous rationale for developing the appropriate measure of security was on an economic basis only. To the Air Force, the remaining property had little value and with the funding austerity of the Carter years, and the scarcity of funding for disposal action under Reagan, only a minimal amount of security was contracted for. Doubling or tripling the frequency of caretaker visits, it was adjudged, would not significantly increase security. Only a live-in caretaker would provide adequate security and the estimated price of this proposed arrangement, $100,000 per site, would far exceed any economic benefit to be gained from the property being protected. However, the criticism generated by GAO precludes standing by economic arguments. Now the main rationale must be to respond to the criticism, a fallibility of United States military agencies, thus the frequency

[8] U.S. General Accounting Office, Draft of a Proposed Report, White Alice Communications Site Disposal in Alaska, February, 1981.

of caretaker visits would be doubled beginning 1 July 1981.

Retrograde of Property, Cape Sarichef

In addition to the retrograde of property from Ocean Cape, the Air Force, in 1980, removed all personal property from Cape Sarichef and shipped it to Elmendorf Air Force Base (AFB) for redistribution. I have been unable to perform an economic analysis since figures were not available for the cost of retrograde and the supply function at Elmendorf could not complete the sorting and identification process. The packing and crating operation at Cape Sarichef was done in conjunction with solid waste cleanup and costs were not segregated. Unlike Ocean Cape, however, where identification was done on-site and only selected high value items were salvaged, all movable property at Cape Sarichef was returned to Elmendorf for the sorting process, a highly inefficient process. However, Cape Sarichef is a special case, since the site is on land belonging to the U.S. Fish and Wildlife Service and that agency desires all property removed, thus a subjective factor controls the decisions made by management.

Some of the items of personal property that were at Cape Sarichef were as follows:

Item	Number	Acquisition Cost Per Item	Total
Straight chair	37	$ 27	$ 837
Dressing table	9	63	567
Vinyl/easy chair	13	81	1,053
Refrigerator	1	1,750	1,750
Bed w/springs & mattress	34	114	3,876
Resuscitator	1	349	349
Coffeemaker	1	303	303
Oscilloscope	1	625	625

Telephones	4	46	230
Mobile transceiver	2	462	924
Torch outfit	1	110	110
Battery charger	1	290	290
Typewriters	4	150	600
Motion picture projector	1	352	352
Pool table	1	539	539

The acquisition cost of all the unrelated personal property left at Cape Sarichef upon deactivation was $165,000. Most of it would have had value to the Air Force if retrograded immediately, as at Ocean Cape. The added costs of force redeployment and special transportation reduce the benefit-to-cost ratio. All property is now at Elmendorf awaiting redistribution.

Disposition of Property, Noncolocated Sites

Due to the inaccessibility of the noncolocated sites, it was decided to follow through on Colonel Jenne's recommendation to transfer the personal property to the real property accountable records.[9] At a meeting between HQ AAC and 1931st CGp on October 5, 1977, it was decided that since Alascom did not intend to purchase anything at Nikolski and Driftwood Bay, all of the personal property would be transferred to the real property records for disposition through the Real Property Accountable Officer, who was assigned to the 21st TFW.[10] Since this procedure was not specifically authorized by the General Services Administration (GSA) or the Defense Property Disposal Office (DPDO), their approval had to obtained. GSA is the agency charged with sale of real property, land and improvements after federal interests have been cleared, while DPDO has the

---

[9]Jenne, Deactivation of the White Alice Communications System (WACS).

[10]HQ Alaskan Air Command, Minutes, Representations Meeting, October 5, 1977. (Typewritten)

responsibility of selling excess personal property. On December 12, 1977, almost one year after Colonel Jenne's recommendation, a meeting was held at HQ Alaskan Air Command "for the express purpose of bringing together all command staff functions and all civilian federal agencies having varying degrees of responsibility in the closure of the White Alice Communication Sites."[11] Present were representatives of GSA, HQ AAC Logistics and Engineering, U.S. Army Corps of Engineers, 1931st CGp, and the Bureau of Land Management (BLM). The conclusion reached at this meeting was that the Air Force should proceed with their present plans to remove any assets for which an actual requirement existed. The remainder would be transferred to GSA as part of the real property for final disposition.[12] In order to obtain official sanction for this position, HQ AAC asked HQ Air Force Logistics Command (AFLC), the Air Force "property experts", for approval.[13] AFLC replied by message on January 16, 1978, approving the proposed deviation from procedures.[14]

It would seem that the stage was set for cost-effective disposal of the excess assets, however, an orderly implementation of what appeared to be a logical procedure was not forthcoming. First the Alaskan Air Command delayed matters by not reporting the noncolocated sites as excess to requirements until September 1979. Then it took HQ Air Force, the Department of Defense, and the U.S. Congress until March 1981 to complete the review and screening process, and request the U.S. Army Corps of Engineers to begin disposal actions. As a result

---

[11]HQ Alaskan Air Command, Minutes of Meetings, Closure/Disposal of White Alice Communications Sites (WACS), meeting of 12 December 1977. (Typewriten)

[12]Idid

[13]Colonel Lewis Campbell, Deactivation of White Alice Communications Sites, Letter to HQ Air Force Logistics Command, Wright-Patterson AFB, OH, December 29, 1977.

[14]HQ Air Force Logistics Command/LOL. Deactivation of White Alice Communications Sites, Message to Alaskan Air Command, Elmendorf AFB, AK, January 16, 1978.

of this delay, and the concomitant reports of theft and vandalism, GSA became disaffected with their previous espousal of combining personal and real property and stated that regular property disposal procedures had to be followed.[15] DPDO followed suit in March 1981.[16] These events could not have come at a more inopportune time as the Corps of Engineers was ready to begin screening of the property. Certain federal and state agencies had expressed strong interest in some of the sites and had waited patiently for Air Force and Congressional reviews to be completed. Examples of some of the activities interested are as follows:

a.	Aniak	State School District
b.	Anvil Mountain	City of Nome, Alaska National Guard
c.	Smugglers Cove	City of Metlaktla
d.	Granite Mountain	BLM
e.	North River	Unalakleet Native Corporation
f.	Port Heiden	U.S. Public Health Service, State School District
g.	Duncan Canal	U.S. Forest Service

Negotiations are now underway with GSA and DPDO to mitigate the situation and dispose of the property in the most effective manner. In the meantime, HQ AAC has asked DPDO - Anchorage to proceed with an on-site sale at Port Heiden.

Property Disposition, Colocated Sites

On the colocated sites, theft and vandalism were minimized due to the adjacent military presence. (However, several incidents were noted, having been caused by military or contractor employees from the active Air Force Station.)

---

[15] B.N. McVay, Letter to HQ Alaskan Air Command, October 20, 1980.

[16] Captain Denny R. Oliver, Deviation of Standard Turn-in Procedure for Personal Property, Letter to HQ Alaskan Air Command, March 24, 1981.

retrograde and redistribution of usable assets was just as important on these sites, but there was less sense of urgency. Here the 21st Tactical Fighter Wing (TFW), the action agency for property retrograde, continued to procrastinate and avoid any positive action, using lack of funding as an excuse. HQ AAC, in an effort to get the program moving, contacted HQ AFLC and asked for the use of special teams called Rapid Area Distribution Support (RADS) teams.[17] These teams came to Alaska in July 1980 and accomplished packing and crating of personal property at seven colocated sites, as follows:

Campion	Sparrevohn
Cape Lisburne	King Salmon
Tatalina	Indian Mountain
Cape Newenham	

However, their performance was not satisfactory as the 21st TFW performed no supervision or quality control of the RADS teams work. Consequently, crating and palleting was done improperly as crates and pallets were too large to go through doors. Toxic and hazardous materials were included in containers, without any identification. This led to a subsequent incident as leakage of hazardous materials from a container occurred during a C-130 flight airlifting these containers to Elmendorf. As a result, all retrograde of packed material was stopped until materials could be repacked and properly identified. As a direct result of a briefing given by the author to a HQ Air Force representative, the 21st TFW was directed to provide supervision and quality control to RADS teams efforts in 1981. This ~~should~~ greatly improve the utility of the RADS teams to AAC and avoid further incidents. The 1981 schedule for RADS team efforts were as follows:

King Salmon	8 May 81

[17]Lt General Winfield W Scott, Jr, Interview with the Commander, Air Force Logistics Command, May 19, 1980.

Fort Yukon	8 May 81
Cold Bay	8 May 81
Sparrevohn	8 May 81
Cape Newenham	8 May 81
Shemya	21 May 81
Galena	1 Jun 81
Indian Mountain	9 Jun 81
Cape Romanzof	14 Jun 81 (snow permitting)

The key to the success of this phase of property disposition was supervision and quality control. The rad teams where not called upon for Fiscal Year 1982 or 1983 because of the limited funds in AAC and Air Force Logistics Command. Redistribution of assets has taken longer, however, this study is only concerned with the factors that limit the disposal of the WACS sites, therefore, removal of the property from the site is sufficient to meet the goals of this project.

Chapter 4

Hazardous Waste

The leakage of the hazardous and toxic materials, described in chapter three, occurred on November 10, 1980 aboard C-130 Aircraft 37829. This shipment, from Indian Mountain Air Force Station (AFS), contained a variety of hazardous materials, such as poisons, acids and flammables. The flammable materials were in both gaseous and liquid form, and some were incompatible with each other, creating a highly volatile situation. The boxes showed signs of leakage, thus the shipment was opened for inspection. The contents of the containers appeared to have been thrown into the containers with no attempt to properly package them. There were acids and flammable liquids leaking from some of the containers.[18]

As a result of this incident, an airlift embargo was placed on all further shipments of White Alice property. A further consequence was the refusal by Hq AFLC to let the RADS Teams do any more packaging of the hazardous materials. This was not a bad decision, given the failure of the 21st TFW to properly control the RADS operation. It did however, lead to a whole new phase in WACS disposal -- hazardous waste removal.

National news has been replete with revelations of Love Canal in New York, and the "Valley of the Drums" in Kentucky. Congress responded by including hazardous waste provisions in the Resource Conservation and Recovery Act (RCRA).[19] This act explicitly defined a hazardous waste as a solid waste that may cause

or significantly contribute to serious illness or death,or that poses a substantial threat to human health or the environment when improperly managed.[20] Working from this definition, the U.S. Environmental Protection Agency (EPA), determined that a hazardous waste was a substance possessing any one of the following characteristics,

a. Ignitability-waste which poses a fire hazard during routine management.

b. Corrosivity-waste having ability to corrode standard containers or to dissolve toxic contaminants.

c. Reactivity(or explosiveness)- waste that during routine management tend to react vigorously with air or water, to be unstable to shock or heat, to generate toxic gases, or to explode.

d. Toxicity- wastes that, when improperly managed, may release toxicants in sufficient quantities to pose a substantial hazard to human health or the environment.

What types of hazardous wastes could be found at the White Alice sites? As it turned out, just about any that were anywhere else. All had one thing in common, they had been abandoned in place in the original containers, which were developed long before concerns over hazardous wastes became a criteria for industrial standards. In many cases, containers were deteriorated and leaking badly. Examples of hazardous wastes currently located at White Alice sites are:

Acids - hydrochloric, sulphuric, oxalic.

Bleaches - sodium and calcium hypochlorite.

Bottled gases - oxygen, acetylene, freon.

---

[20] U.S. Environmental Protection Agency, Identification and Listing of Hazardous Waste, Office of Water and Hazardous Waste, EPA 8700-12 (FR), Federal Register, Vol. 45, No. 98, 1980.

Cleaning solvents - naptha.

Paints - lead-based, oil-based.

Pesticides - 2-4D.

Petroleum products - lube oil, roofing tar, diesel fuel, gasoline.

PCBs - transformer/capacitor cooling oil, hydraulic fluid, adhesives.

PCBs

PCBs may be one of the most notorious, at least at present, of the hazardous wastes spreading fear through the environment-concerned community. What are PCBs? The term PCBs is short for polychlorinated biphenyls. PCBs belong to a broad family of organic chemicals known as chlorinated hydrocarbons. They are produced by attaching chlorine molecules to a biphenyl molecule. Although PCBs may be produced naturally in the environment, almost all in existence today have been synthetically manufactured.[21] Monsanto Corporation was the principal manufacturer of PCBs in the United States, marketing them under the tradename, "Askarel." Other PCB tradenames are Therminol, Pyrochlor, Pyralene, Pyranol, Diachlor and Chlorinol.[22] Of these, Pyranol is the one most found in containers at the White Alice sites. It is reasonable to assume that the WACS operating contractor, ITT Arctic Services, Inc., a subsidiary of International Telephone and Telegraph, bought most of their transformer and capacitor cooling oil from the same supplier.

What are the hazards represented by PCBs? PCBs possess the attributes of bio-accumulation and bio-magnification; simply stated, they accumulate in the tissues of living organisms and increase concentrations as they move up

---

[21] U.S. Environmental Protection Agency, EPA's Final PCB Ban Rule, Office of Toxic Substances, TS-799, June 1979.

[22] Ibid.

the food chain towards man. Some of the known adverse effects on workers exposed to PCBs are, impotence, skin disorders, digestive disturbances, throat and respiratory irritations and severe headaches.[23]

Due to U.S. and State of Alaska concerns over PCBs, Hq AAC had already placed in motion a program to remove all PCB material and containers from the WACS sites for shipment to and storage at Elmendorf[24] when the C-130 incident occurred. This incident, however, brought strongly to AAC's attention the presence of the other types of hazardous materials. It is here that the thrust of the program initiated by AAC fell upon me in my position as electrical engineer, Off Base Civil Engineering. I was immediately selected as project officer, and was charged to develop a plan and timetable for the removal and disposal of all hazardous materials from the WACS sites. I quickly promulgated a plan and proposed schedule of events. This efficient response was uncharacteristic of the 21st TFW and even outstripped their "kneejerk" attempts to stall the project. The plan developed by myself was logistically segmented into two phases as follows:

Phase I - Identify and plan for the removal and disposal of hazardous waste from White Alice sites.

Phase II - Dispose and remove hazardous waste from White Alice sites. Prepare material that cannot be disposed of on station for shipment to Elmendorf AFB.

---

[23] Ibid.

[24] Robert Steele, Polychlorinated Biphenyls (PCBs) at White Alice Communications Sites (WACS), Letter to 21st Tactical Fighter Wing, Elmendorf AFB, AK, September 30, 1980.

The methods being considered for on-site disposal are burning and burying of the waste. The bad publicity attendant to chemical dumps will make it difficult to gain State of Alaska approval for interment and large waste fires certainly will draw adverse criticism. An experimental method of burning volatile wastes using a high pressure spray arrangement was tested. This, method produced a smokeless, relatively vapor free burning, but under tight environmental controls, to be used in the field. Most toxic/hazardous agents will probably have to be packed and shipped to Elmendorf, or Eielson, for storage. The only approved method for disposal of PCBs is high temperature incineration and no facilities currently exist in Alaska to accomplish this.

Since the noncolated sites have been declared as excess and are pending sale or transfer, they have the highest priority for removal of hazardous wastes. With this consideration, the 1981 schedule was developed. A Disposal Assessment Team (DAT) consisting of a Civil Engineer and a Bioenvironmental Engineer travelled to the following sites in 1980 to determine the extent of the disposal effort required.

Cape Sarichef	Bear Creek
Port Heiden	Duncan Canal
Port Moller	Fort Yukon[25]

As an example of what the DAT discovered, the inventory developed at Duncan Canal is listed herewith,

16 lead-acid batteries containing sulphuric acid.

550 gallons of lubricating oil.

15 gallons of hydrochloric acid.

15 pounds of oxalic acid.

390 gallons of PCBs.

---

[25]Actually a colocated site but physically separated from Fort Yukon AFS. Congressmen Don Young is pressing for early disposal of this WACS site to the village of Fort Yukon.

200 gallons of hydraulic fluid.

165 gallons of anti-freeze.

27 bottles of compressed gas.

70 gallons of paint.

40 cans of spray paint.

Based upon this DAT assessment, a proposed disposal team was structured, consisting of a civil engineer, a bioenvironmental engineer, four packaging specialists, one equipment operator and one electrician.

Funding

The first task AAC had to accomplish to counter the almost routine objections of the 21st TFW was to assure availability of funds for the project. Cost estimates worked up from DAT findings indicated it would take $453,000 for the 1981 work plan, delineated as follows,

Duncan Canal	$75,500
Bear Creek	57,500
Cape Sarichef	80,000
Port Heiden	70,500
Port Moller	67,000
Fort Yukon	80,000
Elmendorf storage	20,000
Total	$453,000

The site figures were derived from the following cost analysis, e.g., for Duncan Canal:

Airlift	$41,400	(33.3 hours @ $1,241)
Equipment rental	7,400	
Packing and crating materials	15,000	
Fuel	4,000	
Per diem	2,600	
Contingencies (10%)	7,040	
Total	$77,440	

Figure 2 shows the location of the sites planned for hazardous waste removal in 1981. Although these are all remote sites they are fairly accessible by barge transportation. In order to provide economical, bulk material shipment to all costal and some interior sites, AAC established, through Project COOL BARGE, a contract overwater supply operation. By using COOL BARGE on its return trip, shipment of the packaged hazardous materials can be done at no cost. Unfortunately the tentative schedule developed for 1982 could not take much advantage of COOL BARGE due to the location of the seven sites planned for disposal action. As a consequence, requested funding was $625,000 for 1982 and $300,000 for 1983.

1981 - 1983 Schedule

The timetable for 1981 was predicated on two precepts; location of sites to a central staging area and political pressures concerning site sale or transfer. The two peninsular sites, Port Moller and Port Heiden were staged from Cold Bay and were worked during the period, June 1 to Jul 1, 1981. The other three sites were scheduled during July and August, 1981. Another factor complicating the disposal of property is the policy initiated by GSA in a letter of 29 May 1980. Quoting the provisions of the Toxic Substances Control Act, GSA required written certification on disposal documents for property reported as excess, that the holding agency is in compliance with those provisions.[26] The impact of this policy is that disposal documents for that property not retained by Alascom on A Route and Highway sites, such as antennas, must include the certification. This policy has greatly increased the number of survey visits

---

[26] Harold J. Hansen, Letter of Chief, Real Estate Division, Alaska District, Corps of Engineers, May 29, 1980.

this year, but AAC has provided the necessary funds to meet this increased workload. In addition, the sites scheduled for hazardous waste removal in 1982 are scheduled for assessment in 1981 so that a logistic work schedule can be developed well ahead of time.

The main ingredient for success is to have a well developed plan so that funding requirements can be readily identified and the work schedule incorporated into the overall yearly work plan. After the noncolocated sites have been completed, the same approach must be used on the colocated sites, although funding requirements will be much less since support facilities are already available on the adjacent active installation. In addition, not only will COOL BARGE be available for backhaul, but so will the regularly scheduled "channel" airlift that supplies the radar stations. Equipment will also be available on site, precluding the need for rental.

The Hazardous Waste Project was funded $361,000 for FY 1981. The requested amount was $453,000 but, $80,000 was excluded because Cape Sarichef was deleted from the project. The exact expenditures for FY 1981 is as follows:

HAZARDOUS WASTE PROGRAM

FY	SITE	COST
81	Port Moller	$44,000
81	Port Heiden	24,850
81	Ft Yukon	26,500
81	Bear Creek	13,000
81	Indian Mountain	12,000
81	Galena	-
81	Campion	60,350
81	Aniak	$180,800
	Grand Total (FY 81)	$361,000
	Funded	

The reason for the savings was the use of the prepaid airlift and barge service for hauling the team and materials from place to place. Ft Yukon, Indian Mountain, Galena and Campion have routine airlift paid by MAC (Military Airlift Command). Port Moller and Port Heiden can be gotten to by barge. Aniak Phase I was a special high interest, political itme with the State of Alaska. The school system wanted the use of the site and had spilled 300 gallons of PCB into the ground. This required immediate response from the (OBCE) Off Base Civil Engineering for cleanup. Twenty-five tons of contaminated ground material and transformer were removed from the site. Phase I was done in Sep 81 and Phase II in Oct 81.

In 1982, the project requested $625,000 for cleanup efforts. We received $411,000 for FY 83. The more isolated sites were scheduled for this year. The following is the expenditures:

HAZARDOUS WASTE PROGRAM

FY	SITE	COST
82 winter	Aniak Phase II	$26,784
82 winter	Shemya	10,530
82 winter	King Salmon	5,239
82 summer	Duncan Canal	
82 summer	Hoonah	116,000
82 summer	Yakutat	
82 summer	Kalakaket Creek	
82 summer	North River	
82 summer	Granite Mountain	208,258
82 summer	Anvil Mountain	
82 summer	Driftwood Bay	103,189
	Grand Total (FY 82)	$470,000
	Funded	$411,000

The reason for the overage is the addition of Driftwood Bay to the schedule. This was required because the town of Dutch Harbor wanted the land and building for their use. After two years of funding this project through AAC Command money, General Clark decided that unless USAF in Washington DC found money to continue AAC would not stop the project for any cleanup. This proved impossible because Senator Ted Stevens requested Smugglers Cove be done in FY 83. At present, Smugglers Cove is the only site scheduled for cleanup.

Alternatives

Contractural accomplishment was being considered as an alternative to the Air Force doing the removal/disposal operation in-service. However, the 1981 schedule had to be pushed to show immediate progress, thus immediately upon completion of the assessment phase, necessary for contract accomplishment also, the actual disposal operation was initiated. Contracting the packing and crating operation is still a definite consideration in the coming year. However, initial information indicates that a contract will not be cost-effective. A preliminary proposal to RCA Corporation to do the work at nine colocated sites elicited a bid of $200,000, compared to $88,000 for the Air Force to do seven sites. In view of the fact that the Air Force Disposal Team will have two years of experience, the logical choice appears to be to continue with in-service disposal. The constraining factor to this approach is that external pressures may require acceleration of the schedule, taxing in-service resources beyond their capability, thus forcing augmentation of the operation with contractural means. This study will recommend exploring the feasibility of performing disposal operations during the winter, at certain sites, to expedite completion of the project.

CHAPTER 5

Solid Waste

The third limiting factor to the disposal of the WACS installations is the presence of solid waste. Solid waste is just that, as opposed to hazardous waste, which is usually gaseous or liquid. Solid waste is the debris that has accumulated at the WACS sites since they were constructed, a period of twenty-five years. It includes thousands of 55-gallon drums, old vehicle parts, dilapidated structures, uncovered dumps and sanitary land fills, and other miscellaneous debris. Over the last few years, approximately $100,000 has been spent to clean up WACS sites. A total of three have been completed, all colocated. These three are Kotzebue, Indian Mountain, and King Salmon. It is true that there is little pressure at this time to dispose of solid waste. Funds have not been specifically set aside in the past to accomplish this work so it has not been done except on a casual basis. Solid waste is considered a natural part of the environment in Alaska with most villages generating it on a daily basis. In fact, much solid waste remains from the World War II period. However, most of these items are revered as historical antiquities.

As a rule, the main impetus for solid waste cleanup comes from other federal agencies who want public domain land cleaned up because it is on their "want" list. Even though no congressional, federal or state agency has pushed solid waste cleanup on a general basis, there is some evidence to indicate that cleanup may expedite disposal action. For instance, Kotzebue WACS site was cleaned up in 1979 and, shortly thereafter, was transferred to the Alaska

National Guard. Therefore, since the purpose of this study is to attack the problems that inhibit the disposal of the excess WACS installation; if solid waste removal is a constraining factor, it must be addressed. The 21st TFW has for several years been submitting a work schedule for cleanup of the WACS sites. As of October 1980, the Off Base Civil Engineering (OBCE), now the 5099 CEOS, projected a six-year program that reflected the following information.

1981

Site	Man-Hours of Work
Shemya	20
Port Moller	240
Port Heiden	200
Tatalina	2,850
1982	
Cold Bay	80
Driftwood Bay	480
Nikolski	480
Adak	2,400
1983	
Granite Mountain	1,440
Unalakleet	2,440
Campion	80
Kalakaket Creek	480
1984	
Fort Yukon	120
Anvil Mountain	450
Big Mountain	1,200
Cape Lisburne	90

Northeast Cape	15,000
Cape Romanzof	480
Sparrevohn	480
Bethel	840
Aniak	160
Bear Creek	480
Cape Newenham	430

Manpower estimates were developed from on-site assessment and the experience gained from previous cleanup operations. My research did not lead me to question the man-hour estimates but the sites scheduled for work did not appear to give the optimum benefits. Both Adak and Northeast Cape had been transferred to the Navy and no requests were forthcoming from that agency to clean up the sites. In addition, it was noted that several colocated sites are scheduled in 1983 and beyond, when other OBCE efforts are planned there at different times. Those OBCE activites included repair of runways, roads and seawalls, requiring the same skills and equipment used for solid waste disposal. Also, hazardous waste operations since 1981 should be augmented with enough personnel to complete the solid waste disposal on those sites. Solid waste disposal operations usually require two equipment operators and two laborers. The equipment required is generally one dozer, one loader and one dump truck. The work required is to pick up all scattered debris, pick up and crush the empty oil drums, deposit all in an existing or newly constructed landfill, and finally cover the landfill. These taks are well within the capability of any crew sent out to do already scheduled work.

With this in mind, the 5099 CEOS has revised the schedule as follows:

1981

Shemya	Campion
Port Moller	Aniak
Port Heiden	Bear Creek
Galena	Ft Yukon

1982

King Salmon	Anvil Mountain
Driftwood Bay	Yakatat
Kalakaket Creek	Hoonah
Granite Mountain	Duncan Canal
North River	

1983

Nikolski	Bethel
Tatalina	Cape Romanzof
Sparrevohn	Cape Newenham

Total cost for the schedule developed was estimated as follows:

1981	$108,000
1982	$622,300
1983	$150,000

However, the 1981 cost was significantly reduced by using the existing Young Adult Conservation Corps (YACC) activity presently stationed at Elmendorf. These personnel were paid the minimum wage rate and are primarily for use on environmental protection and resource conservation projects until the Reagan Administration deleted the program.

Another advantage of the work schedule that was developed was that it emphasizes completion of specific sites, placing those with the least amount of work in this year's schedule. This is purposely done so as to show progress to higher headquarters, Congress, et al. It is far more impressive to show an

increase in the number of sites than to quote the number of man-hours of work or amount of dollars spent. Additionally, one of GAO's major criticisms was the lack of a logical, cohesive program to accomplish anything constructive toward property disposal. Hopefully, the schedule developed on the basis of my research will satisfy that criticism. The actual solid waste cleanup was accomplished in conjunction with the hazardous waste cleanup plus sites not on the schedule. In Fiscal Year 1981 the following sites were done as follows:

SOLID WASTE CLEANUP

SITE	COST
Fort Yukon ACWS [a]	649.80
Campion ACWS	551.46
Cape Newenham ACWS	32,909.84
Cape Romanzof RRS [b]	7,362.00
Shemya RRS	3,070.62
Port Moller RRS	3,408.37
Port Heiden RRS	810.84
Tatalina RRS	12,320.30
Cape Newenham RRS	16,978.26
Cape Lisburne RRS	4,054.18
Campion RRS	828.18
Murphy Dome RRS	324.90
Bear Creek RRS	4,368.95
Aniak RRS	2,510.28
	90,145.98

([a] Aircraft Control and Warning Station, [b] Radio Relay Site)

In Fiscal Year 1982 the following sites were done as follows:

SOLID WASTE CLEANUP

SITE	COST
Driftwood Bay	66,800
Nikolski	72,200
Anvil Mountain	20,300
Adak	132,200
Bethel	59,700
Aniak	14,000
Big Mountain	52,900
Cold Bay	28,770
Total	$454,820

At present, Alaskan Air Command has not funded the Fiscal 1983 schedule.

CHAPTER 6

Real Property Disposal

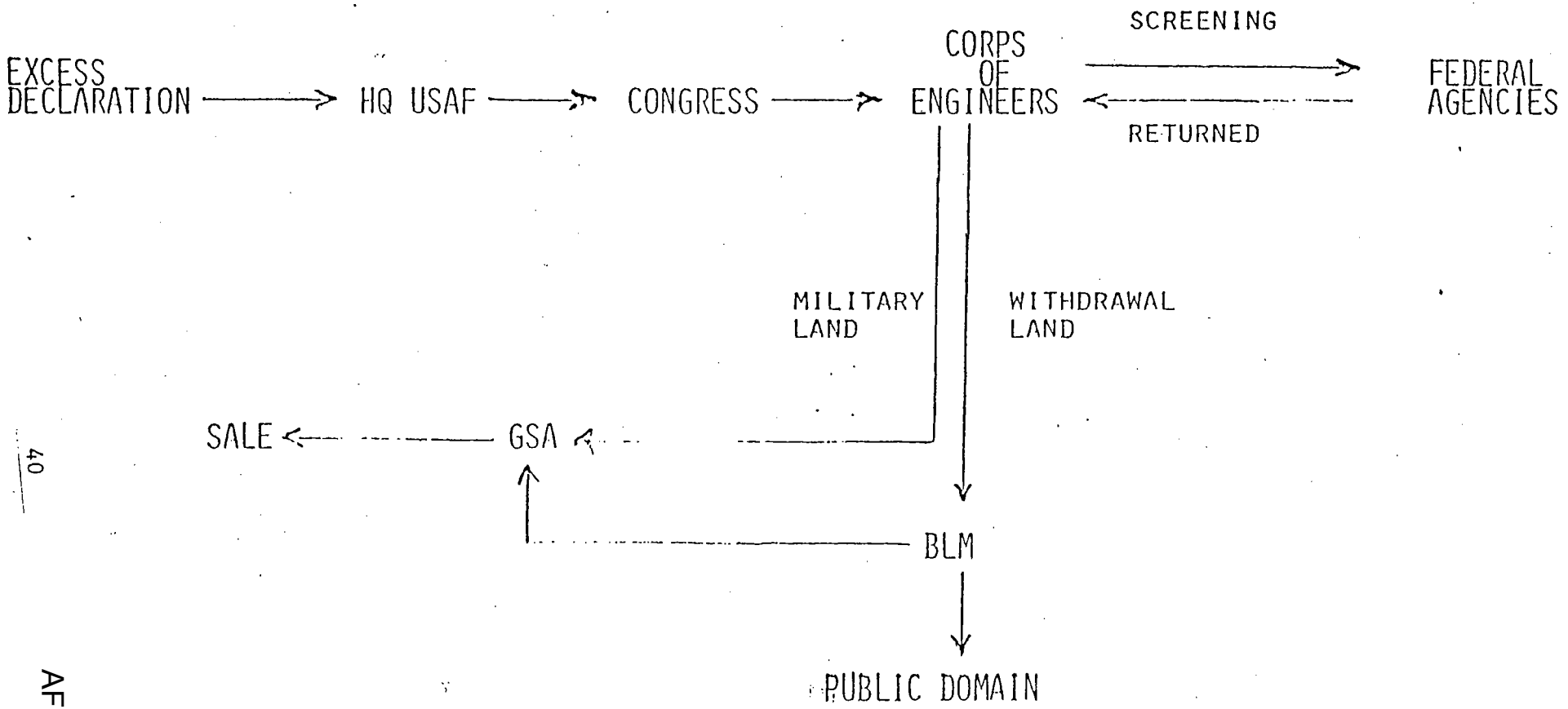
This is the real crux of the study, the bottom line, so to speak. The other areas I have discussed are really just the limiting factors affecting the eventual disposition of the excess land, buildings and improvements. On the surface, it would not seem at all complicated to dispose of the excess sites. As previously mentioned, most of the sites have a number of local, state, federal and private interests that want all or part of the land and the other real property. What complicates the matter is the variety of land interests that represent the total WACS land "package." This I have simplified below by totalling the various land interests as follows:

a.	Withdrawal from public domain	2546.15 acres
b.	Agreement with other federal agencies	381.98 acres
c.	Lease or permit from State of Alaska	155.04 acres
d.	Easement from private interests	2.25 acres
e.	Air Force owned	1.20 acres

Further complicating the disposal procedures are the Alaska Native Claims Act and the various Alaska Lands Withdrawal instruments which allow both the State of Alaska and the various native corporations to overfile on public domain land. The land disposal procedure is succinctly depicted in Figure 3. First the Air Force screens the excess property to determine if an Air Force requirement exist. This phase resulted in the removal of Nikolski from the excess property listing as an Air Force interest still exists.

After Air Force screening is complete, HQ Air Force reports the land to the

DISPOSAL PROCEDURES



Department of Defense (DOD). During DOD screening, Adak, Tin City and Northeast Cape WACS sites were transferred to the Navy. DOD then reports the excess installations to the Congress where the Armed Services committee of both legislative bodies review the excess declaration. If Congress approves, a declaration of excess is forwarded to the US Army Corps of Engineers. The first step taken by the Corps of Engineers is to screen the property with other federal agencies. If no federal agencies are interested, then the Corps screens the site through eligible state and local agencies. Here, however, is where overfiling of the native claims enters the picture. If the land is a public domain withdrawal and no federal agency is interested, then the native claims must be settled before any non-federal entity can be considered. Such a situation exists with Aniak. The local state school district was utilizing the WACS facility under a permit and should have been the natural successor to the land interest. However, GSA is attempting to cloud the issue by convincing BLM to develop an interest in the land. The local state school district won the battle. In addition, the overfiling by several native corporations further complicates the issue and what could have been a simple transfer took several years to complete.

Finally, if the land is public domain withdrawal, no state or native claims are overfiled, and no federal, state or local agencies are interested, the excess property is transferred to BLM for return to public domain. The whole process is very lengthy. For example, ten of the noncolocated sites were declared excess by AAC in September 1979, but it was not until March 1981 that Congress approved the excess declaration, 18 months later. The significant thing about this drawn-out process in that the Air Force retains the responsibility for the sites until finally sold or transferred.

However, not even those sites where the land was obtained through agreement with other federal agencies are easily disposed of. For instance, Cape Sarichef

is on land that is part of the Aleutian Islands National Wildlife Refuge. After the solid waste was buried and the personal property was removed, the site was ready for transfer back to the U.S. Fish and Wildlife Service. However, the USFWS wanted the buildings to be demolished.[27] There are six buildings on Cape Sarichef WACS site. The largest is the Composite Building, containing 30,000 square feet of floor space and constructed of eight-inch steel-reinforced concrete. Two other are Quonset type warehouses containing 3,500 square feet each. While the warehouses would present little problem in demolition, the Composite Building presents quite a challenge. AAC civil engineering personnel estimated a cost of $450,000 for explosive demolition and burial of all the rubble created by demolition. This includes shipment of heavy equipment to the site to do the burying. However, in September 1979, GSA stepped in and pointed out that the terms of the agreement between the Air Force and the Fish and Wildlife Service did not require demolition or removal of any buildings or improvements.[28] Based on this opinion, the Air Force terminated action to demolish the Composite Building. However, USFWS has not yet agreed to relieve the Air Force of responsibility for Cape Sarichef.

The colocated sites, land and improvements, will be processed for disposal on a site-by-site basis, depending on how the White Alice site relates to the adjacent Air Force station. Fort Yukon was scheduled for disposal in 1984, as soon as effort in removing personal property and hazardous wastes contaminated is satisfactorily completed. WACS sites at Shemya and Tin City are already planned for other DOD uses, leaving twelve colocated sites to dispose of.

---

[27] Sandy Dauenhauer, Letter to Commander, Alaskan Air Command, May 8, 1979.

[28] Walter H Henson, Letter to Commander, Alaskan Air Command, September 11, 1979.

CHAPTER 7

Conclusion

The overriding factor constraining the disposal of the WACS sites is completion of the preliminary actions concerning the disposal of personal property, hazardous waste and solid waste. When these actions are completed, the only constraint will be the sale/transfer time required by the disposal agency, GSA or BLM, to obtain a taker for each of the WACS sites. However, the Air Force's problems will be minimized with the environmental irritants removed.

Limiting Factors

The main limitations to an orderly, timely process of disposing of the WACS sites is that Air Force cannot take unilateral actions to dispose of these sites even though there are many interested parties waiting to take over. The profusion of federal agencies charged with some piece of the disposal "pie" greatly complicates the process. Add to this the antipathy developed between the State of Alaska and federal agencies during the Carter & Reagen Administration, and you have the ingredients for years of delay before the Air Force can shed responsibility for these excess and inactive installations. The Air Force's best recourse, as I see it, to mitigate the effects of these limiting factors is to determine the most apparent potential activity to take over a site, and work informally with that activity to bring pressure to bear on the disposal agency to speed up their processing. Otherwise White Alice disposal will be an ongoing action in the year 2000.

Recommendations

In order to reduce the effect of the limiting factors and to show definite progress in the disposal of the excess property, the following recommendations support the information and conclusion contained in this study.

a. Continue use of RADS teams to retrograde personal property from the colocated sites. Initiate on-site sales of property at noncolocated sites through DPDO. Closely coordinate with GSA and DPDO to minimize any objections to on-site sales.

b. Follow up on hazardous materials assessment survey. Fund the disposal teams and remove hazardous materials from remaining sites until completed. Complete assessment visits to all sites in order that schedules can be developed. Explore possibilities of scheduling disposal team visits to colocated sites during the winter time frame.

c. Tailor solid waste disposal schedule to coincide with other work. Insure that sites with lowest waste accumulation are scheduled first, if possible, in order to show progress.

d. Evaluate colocated sites for possibility of initiating excess action. Develop a list of activities interested in each site. Work closely with them to bring maximum amount of pressure on applicable disposal agencies to expedite processing time for sale or transfer of site assets.

e. Thoroughly document the above recommendations with a well-organized and responsive plan.

BIBLIOGRAPHY

Campbell. Colonel Lewis, Deactivation of White Alice Communications Sites, Letter to Hq Air Force Logistics Command, Wright-Patterson AFB, OH, December 29, 1977.

Dauenhauer, Sandy, Letter to Commander, Alaskan Air Command, May 8, 1979.

Hansen, Harold J., Letter to Chief, Real Estate Division, Alaska District, Corps of Engineers, May 29, 1980.

Henson, Walter H., Letter to Commander, Alaskan Air Force, September 11,1979.

Jenne, Colonel Theron J., Deactivation of The White Alice Communications System (WAC), Letter to Hq Air Force Communications Service, Scott AFB, IL, December 15 1976.

McVay, B.N., Letter to Alaskan Air Command, October 20, 1980.

Olivier, Captain Denny R., Deviation of Standard Turn-In Procedure for Personal Property, Letter to Alaskan Air Command, March 24, 1981.

Popple, Joseph P., White Alice Communications System Closure, Letter to Alaskan Air Command, August 3, 1979.

Ridolfi, Colonel Richard, White Alice Communications System Closure, Letter to Hq Air Force Comptroller, May 8, 1979.

Scott, General Winfield W., Jr., Interview with the Commander, Air Force LOgistics Command, May 19, 1980.

Steele,Robert, Polychlorinated Biphenyls (PCBs) at White Alice Communications Sites (WACS), Letter to 21st TFW, September 30, 1980.

Tuckerman, Jacob G., Possible Delays in WACS and A Route Sales, Leases F23613-76-L 0001, A Route Real Property, A Route Personal Property,

White Major David B., Jr., Report of Item Discrepancy, 616th Aerial Port Squadron, Elmendorf AFB, AK, 17 November 1980.

U.S. Air Force, Alaskan Air Command, Minutes of Meeting, Closure/Disposal of White Alice Communications Sites (WACS), meeting of December 12, 1977.

U.S. Air Force, Alaskan Air Command, Minutes, Representations Meeting, October 5, 1977.

U.S. Air Force, Air Force Logistics Command, Deactivation of White Alice Communications Sites, Message to Alaskan Air Command, January 16, 1978.

U.S. Congress, Senate, An Act to Transfer Government Owned Long-Lines Communications Facilities in and to Alaska, Pub. L. 90-135, 90th Cong. 2d sess., 1967, S.R. 223, p. 258-262.

U.S. Environmental Protection Agency, EPA's Final PCB Ban Rule, Office of Toxic Substances, TS-799, June 1979.

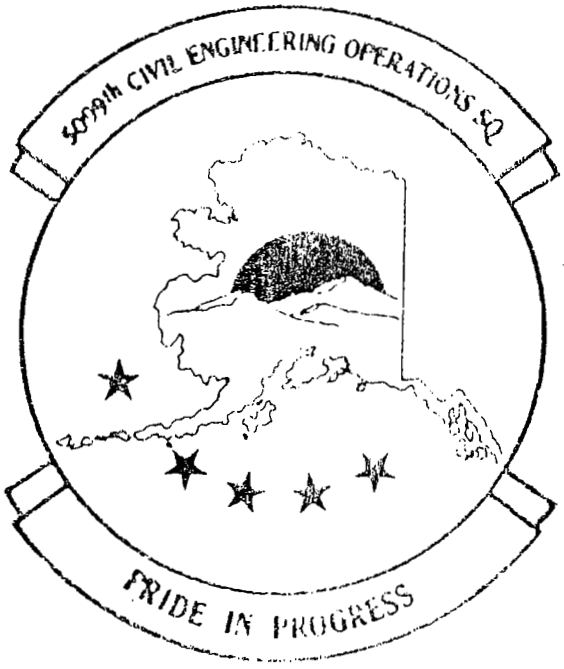
U.S. Environmental Protection, everybody's problem: hazardous waste, Office of Water & Waste Management SW-826, 1980.

U.S. Environmental Protection agency, Identification and Listing of Hazardous Waste, Office of Water and Hazardous Waste, EPA 8700-12 (FR), Federal Register, Vol. 45, No. 98, May 19, 1980.

U.S. General Accounting Office, Draft of a Proposed Report, White Alice Communications Site Disposal in Alaska, February 1981.

5099th CEOS

ELMENDORF AFB ALASKA



Briefing presented to Gen Clark and Staff on 12 May 83 by Capt Peter Robles, 5099th CEOS.

WHITE AL[illegible] CLEAN UP

NO. OF STATIONS	DESCRIPTION
20 —	HAZARDOUS & SOLID WASTE 100% CLEANED UP
4	PCB LIQUID & SOLID WASTE REMOVED, CONTAMINATED DIRT REMAINS
5	HAZARDOUS WASTE REMOVED, SOLID WASTE REMAINS
12	HAZARDOUS & SOLID WASTE REMAIN
41	

NOTE: 2 STATIONS HAVE NOT BEEN SURVEYED YET

HAZARDOUS WASTE REMOVED, SOLID WASTE REMAINS

SITE	ESTIMATED COST
SHEMYA	200,000 WAG
INDIAN MOUNTAIN	190,090
SARICHEF	42,700
DUNCAN CANAL	135,627
KALAKAKET CREEK	30,000
TOTAL	598,417

RECOMMENDATIONS

1. HQ USAF/LEEV BE INVITED TO COME TO ALASKA AND ASSIST IN SITE SURVEYS.
2. REQUEST AIR STAFF SUPPORT FOR $1.7 MILLION CLEAN UP FUNDS.

FY 84		FY 85		FY 86	
BETHEL	70.0	DUNCAN CANAL	135.7	GRANITE MOUNTAIN	188.0
SMUGGLERS COVE	135.0	HOONAH	19.4	KALAKAKET CREEK	30.0
NIKOLSKI	89.1	BIG MOUNTAIN	96.2	SHEMYA	200.0
DRIFTWOOD BAY	66.8	SARICHEF	42.7	SPARREVOHN	132.8
INDIAN MOUNTAIN	190.1	YAKATAGA	106.0	LISBURNE	35.0
FORT YUKON	4.7	NORTH RIVER	39.0	NEWENHAM	31.0
KOTZEBUE	3.8			ROMANZOF	25.0
				TATALINA	29.0
	559.5		439.0		670.8

COLLOCATED SITES

SITE	HAZARDOUS WASTE	SOLID WASTE
CAPE LISBURNE	19,000	35,000
CAPE NEWENHAM	19,000	31,000
CAPE ROMANZOF	19,000	25,000
SPARREVOHN	19,000	132,754
TATALINA	19,000	29,000
TOTAL	97,000	252,754

PCB LIQUID & SOLID REMOVED, CONTAMINATED DIRT REMAINS

SITE	ESTIMATED COST
KOTZEBUE	3,796
FORT YUKON	4,667
HOONAH	19,400
NORTH RIVER	39,000
TOTAL	66,863

BETHEL RRS - 15 AUGUST 1983

1. USE NATIONAL GUARD C-130 TO TRANSPORT EQUIPMENT TO BETHEL.

2. COLLECT PCB AND PREPARE FOR TRANSPORT BACK TO ELMENDORF AFB.

3. USE COMMERCIAL AIR TO TRANSPORT CREW.

4. RETURN EQUIPMENT BY GUARD C-130.

YAKATAGA RRS - 1 AUG 1983

1. BARGE EQUIPMENT TO YAKATAGA RRS (UNDER FURTHER INVESTIGATION).
2. COLLECT PCB, PACKAGE TRANSFORMER AND PREPARE FOR SHIPMENT.
3. CLEAN UP SOLID WASTE.
4. USE CHARTER AIR TO TRANSPORT CREW.
5. BARGE TO ANCHORAGE/SEATTLE.

GRANITE MOUNTAIN RRS - 13 JULY 1983

1. TROY AIR - $625 PER HOUR (BOX CAR).
   A. 3,500 POUND PAY LOAD
   B. FIVE HOURS - $3,500 EA - $14,000 TOTAL.
   C. USE COOT FOR TRANSPORTATION AND HAULING.

2. COLLECT PCB AND TRANSPORT BACK TO KOTZEBUE/ELMENDORF AFB.

3. USE CAP TO RELIEVE CREW AND RESUPPLY TEAM.

BIG MOUNTAIN RRS - 1 JULY 1983

1. TROY AIR - $625 PER HOUR (BOX CAR).
   A. 3,500 POUNT PAY LOAD.
   B. THREE HOURS - $2,000 EA - $8,000 TOTAL.
   C. USE COOT FOR TRANSPORTATION AND HAULING.

2. COLLECT PCB AND TRANSPORT BACK TO ELMENDORF AFB.

3. USE CAP TO RELIEVE CREW AND RESUPPLY TEAM.

NIKOLSKI RRS - 26 MAY 1983
DRIFTWOOD BAY RRS - 6 JUN 1983

1. TRANSPORT HEAVY EQUIPMENT BY BARGE TO NIKOLSKI RRS.

2. WILL COLLECT PCB, PACKAGE TRANSFORMER AND COLLECT SOLID WASTE.

3. STATE WANTS US TO COLLECT OIL, SEEK BURNING PERMIT.

4. PREPARE FOR COOL BARGE PICK UP.

5. TRANSPORT FROM NIKOLSKI TO DRIFTWOOD BAY BY BARGE.

6. CLEAN UP SOLID WASTE.

7. USE CHARTER AIR TO TRANSPORT CREW.

SMUGGLERS COVE RRS - 22 MAY 1983

1. COMMERCIAL AIR TO TRANSPORT CREW.

2. NATIONAL GUARD LANDING CRAFT TRANSPORT FROM KETCHIKAN TO METLAKATLA.

3. COLLECT PCB LIQUID AND PACKAGE FOR COOL BARGE TO SEATTLE.

TIME TABLE

SITE	DATE	HAZARDOUS MATERIAL	SOLID WASTE
SMUGGLERS COVE RRS	22 MAY 1983	180 GAL PCB	
NIKOLSKI RRS	26 MAY 1983	700 GAL PCB	OIL
DRIFTWOOD BAY RRS	6 JUNE 1983		DUMP
BIG MOUNTAIN RRS	1 JULY 1983	300 GAL PCB	OIL
GRANITE MOUNTAIN RRS	13 JULY 1983	500 GAL PCB	3 DUMPS
YAKATAGA RRS	1 AUGUST 1983	300 GAL PCB	DUMP
BETHEL RRS	15 AUGUST 1983	300 GAL PCB	

SITES WHERE HAZARDOUS & SOLID WASTE MATERIAL

ISOLATED	PCB LIQUID ONLY	HAZARDOUS MATERIAL & SOLID WASTE
BETHEL	5,000	70,000
SMUGGLERS COVE	8,000	135,000
NIKOLSKI	30,000	89,048
DRIFTWOOD BAY	20,000	66,786
*BIG MOUNTAIN	10,000	96,200
*GRANITE MOUNTAIN	12,000	188,000
YAKATAGA	10,000	106,000
TOTAL	95,000**	751,034

*HAVE NOT BEEN SURVEYED
**DOES NOT INCLUDE ANY SAM/BARGE FUNDS REPROGRAMMED BY 5099 CEOS