2.0 BACKGROUND

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General background information for the NMCB Building Expanded Area is provided in this section. Additional information for the NMCB Building Expanded Area is provided in the focused feasibility study (FFS) report (URS 2005a).

2.1 SITE HISTORY

Military presence on Adak began in 1942 with its occupation as a staging area to mount a counter-offensive to dislodge the Japanese from Attu and Kiska Islands. The Navy presence at Adak was officially recognized by Public Land Order 1949, dated August 19, 1959, which withdrew the northern portion of Adak Island, comprising approximately 76,800 acres, for use by the Navy for military purposes. The Navy also used the base to conduct a variety of Cold War-era military activities. Naval Air Facility Adak was on the list of Department of Defense installations recommended for closure in 1995, and that recommendation became final when Congress did not disapprove the list. The active Navy mission ceased, and the base operationally closed on March 31, 1997.

From April 1997 through September 2000, critical facilities such as the power plant, airfield, and environmental cleanup systems were operated by the Navy through a caretaker contractor. In June 1998, the Navy entered into a lease with the Adak Reuse Corporation (ARC), the designated local redevelopment authority, which authorized ARC to use or sublease property in the developed core of the military reservation for commercial reuse purposes. In October 2000, ARC commenced operation of community facilities such as the airfield and utility systems in support of reuse activities under the authority of this lease.

In September 2000, the federal government entered into a land transfer agreement with TAC, a Native corporation, as documented in the Agreement Concerning the Conveyance of Property at the Adak Naval Complex, Adak, Alaska. This agreement set forth the terms and conditions for the conveyance of approximately 47,000 acres of the former Adak Naval Complex property to TAC. The actual conveyance or transfer of property occurred on March 17, 2004. The land transfer included all of the downtown area, housing units, and industrial facilities. Excluded from this transfer were any offshore islands, islets, rocks, reefs, and spires; those fixtures and equipment owned by the United States and associated with the airfield; those improvements owned by the United States and managed by the Federal Aviation Administration (FAA); and those improvements owned by the United States and managed by the Fish and Wildlife Service. TAC transferred the portion of the former Naval Air Facility known as Adak Airport and associated facilities and aviation easements, not including FAA navigation aids or weather

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reporting equipment, to the State of Alaska. As a result of the land transfer agreement, TAC owns the NMCB Building Expanded Area.

The transferred land has institutional controls currently in place as specified in the Interim Conveyance document. The institutional controls that have been implemented at the former Adak Naval Complex through the final institutional control management plan (ICMP) (U.S. Navy 2004) include:

- 1. Land use restrictions, primarily limited to areas designated for commercial or industrial use
- 2. Navy notification of intrusive soil excavation activities
- 3. Groundwater restrictions that prohibit use of the downtown aquifer as a drinking water resource
- 4. Annual inspection of institutional controls and reporting

These institutional controls are discussed in more detail in Section 2.7

2.1.1 Site Regulatory History

Investigation and cleanup of petroleum-contaminated sites at the former Adak Naval Complex have been ongoing since 1986. Adak was initially proposed for placement on the National Priorities List (NPL) in 1992 and was officially listed in 1994. The Navy, as lead agency, entered into a three-party Federal Facilities Agreement (FFA) with the U.S. Environmental Protection Agency (EPA) and Alaska DEC as well as a two-party State-Adak Environmental Restoration Agreement (SAERA) with the Alaska DEC to facilitate investigation and cleanup activities.

In 1993 the Navy, EPA, and Alaska DEC signed the FFA, which incorporates the EPA's cleanup process under the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA) as amended by the Superfund Amendments and Reauthorization Act of 1986 (SARA). The CERCLA exclusion of petroleum as a hazardous substance required that cleanup of petroleum-related chemicals would follow State of Alaska regulations. Therefore, the FFA stated that petroleum-contaminated sites, such as those containing USTs and leaking underground fuel lines, would be evaluated under a separate two-party agreement between the Navy and the State of Alaska. This agreement, the SAERA, was signed in April 1994.

The former Adak Naval Complex was divided into two operable units (OUs), OU A and OU B, for investigation and cleanup activities. OU A includes CERCLA and petroleum sites, and

DEC in 2000.

OU B includes ordnance explosive sites. A total of 180 sites were evaluated within OU A. The FFA listed 84 CERCLA sites, and the SAERA listed 128 petroleum sites. The number of CERCLA sites plus the number of petroleum sites is greater than 180, because some sites that were originally listed as CERCLA sites were evaluated under SAERA and some sites were evaluated under both CERCLA and SAERA. In May 1997, the Navy and Alaska DEC agreed to integrate the cleanup decision process for petroleum sites with the cleanup decision process being conducted for hazardous substance release sites under CERCLA. As a result, the Record of Decision (ROD) for OU A was prepared for both the petroleum-contaminated sites and the hazardous-substance-release sites. The ROD was signed by the Navy, the EPA, and the Alaska

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The OU A ROD selected final or interim remedies for each of the 128 petroleum-contaminated sites identified on Adak Island. The interim remedy, free-product recovery, was selected for 14 sites that contained measurable quantities of free-phase petroleum product. In addition, the OU A ROD specified that these 14 sites would require future remedy selection pursuant to the two-party SAERA. To clarify regulatory authority, the OU A ROD was amended in 2003 to remove these petroleum sites and 48 others with further action from CERCLA authority. Therefore, final remedies for the 14 petroleum-contaminated sites will be selected in accordance with Alaska State regulation 18 AAC 75.325 through AAC 75.390 which provides the regulatory procedures and requirements for petroleum cleanup decisions.

This DD addresses one of the 14 free-product recovery sites. The 10 sites where the remaining petroleum-related chemicals pose no risk to human health or the environment above target health goals, provided that institutional controls remain in effect, were previously addressed in a separate DD (U.S. Navy and ADEC 2005b). This site is one of the three sites where petroleumrelated chemicals pose a potential risk to human health or the environment above target health goals. The other two sites (the South of Runway 18-36 Area site and the Solid Waste Management Unit [SWMU] 62 New Housing Fuel Leak site) will be addressed in separate DDs to be issued later in 2006. The SWMU 17 Power Plant No. 3 site was originally included as one of the sites where petroleum-related chemicals pose a potential risk to human health or the environment above target health goals, because the initial draft FFS prepared in August 2004 using information current through November 2002 concluded that contaminants in sediment in Yakutat Creek posed a potential unacceptable risk. Because risks were only slightly above target health goals, the data used to evaluate the ecological risk were more than 6 years old and samples were collected before the upgradient contaminant sources were remediated, the Navy performed additional sediment sampling in Yakutat Creek in June 2005 and risks were recalculated using the additional data. As a result, the revised risk assessment concluded that contaminants in Yakutat Creek are unlikely to pose a significant risk. The SWMU 17 Power Plant No. 3 site DD will be issued in a separate DD based on these conclusions later in 2006.

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2.1.2 Site Release History

A review of Navy records found no reported releases of petroleum hydrocarbons at the NMCB Building Expanded Area. However, several sources of potential releases are present at the site. These sources include two abandoned 8-inch diameter fuel transfer pipelines, one abandoned 12-inch diameter fuel transfer pipeline, a used-oil collection UST (UST T-1416-A) formerly located adjacent to the north wall of the NMCB Building (T-1614), an oil-water separator located just west of UST T-1416-A, and UST 42484-A formerly located along the north wall of Sewage Lift Station No. 11 (URSG 1998a and URS 1995a). The locations of these potential sources are shown on Figure 2-1.

During September 1990, an abandoned jet petroleum (JP)-5 fuel line located near the southeast corner of Runway 18-36 was uncovered during installation of a new fuel line adjacent to the Main Road (Figure 2-1). Residual product was observed in the excavated trench indicating that a fuel release had occurred at the site (URS 1991). Subsequent site investigation activities indicated the presence of petroleum hydrocarbons in subsurface soil and groundwater over a large area extending from the southern end of Runway 18-36 to Sweeper Cove near the NMCB Building. Measurable quantities of free product have been periodically observed in groundwater monitoring wells located between Seawall Road and Sweeper Cove. In addition, petroleum sheen was reportedly observed on ponded surface water between Building T-1416 and Seawall Road during a January 1994 site visit (EMCON 1996).

Chlorinated volatile organic compounds (chlorinated solvents) were detected at the site during site investigation activities performed to evaluate the extent of the petroleum release at the NMCB Building Expanded Area. However, there have been no documented releases of chlorinated solvents at the NMCB Building Expanded Area. Solvent contamination observed at the site is likely the result of past practices that caused surface spillage during ship or vehicle maintenance, woodworking, or machine shop activities.

2.2 PHYSICAL CHARACTERISTICS

Adak Island experiences a polar maritime climate characterized by persistently overcast skies, high winds, frequent and often violent storms, and a narrow range of temperature fluctuation throughout the year. The average total annual precipitation for Adak Island is about 60 inches, most of which falls as rain in the lower elevations. Average monthly precipitation varies from a low of about 3 inches during June and July to a high of 7 to 8 inches during November and December. Snowfall averages over 100 inches a year at sea level.

The area occupied by the NMCB Building Expanded Area was formerly part of Sweeper Cove (Figure 1-2). Most of the site south of Seawall Road is underlain by fill material, which was

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placed as the original shoreline was extended outward and straightened during construction at the site. Subsurface soils beneath the fill material are unconsolidated sand and sandy silt. The subsurface materials have variable permeability, and the saturated subsurface has a high water-bearing capacity. The Sweeper Cove shoreline is sandy near the discharge area for South Sweeper Creek, but lined with riprap and boulders along the rest of its northern and western shoreline, including along the NMCB Building Expanded Area.

Groundwater is found as a regional aquifer beneath the site. The water table is approximately 4 to 15 feet below ground surface (bgs). Groundwater flow beneath the site is complex due to tidal influences and the pumping of water from the airport ditches into South Sweeper Creek. Groundwater surface elevations show a range of fluctuation as high as 7.2 feet bgs because of tidal influences. Groundwater beneath the site typically flows in two directions. In most areas of the site, groundwater flow is toward Sweeper Cove (see Figure 2-2). However, flow in the northwestern portion of the site is to the northwest and is largely controlled by the water level in the East Canal. Water in the East Canal flows through the Crossover Canal and into the West Canal (where it is transferred through turbine pumps into South Sweeper Creek). Because groundwater flows in two directions, East Canal, South Sweeper Creek, and Sweeper Cove are all considered to be downgradient surface water bodies to the NMCB Building Expanded Area.

2.3 DESCRIPTION OF CONTAMINANTS AND MEDIA IMPACTED

Decisions documented in this DD are based upon information gathered from various environmental field investigations performed by the Navy at the site between 1990 and 2003, as indicated in Table 2-1. These investigations included:

- Site assessments conducted to evaluate site conditions during tank removals
- Site investigations to evaluate subsurface conditions and investigate potential sources of contamination
- Site investigations to evaluate concentrations of petroleum compounds in the sediment and surface water of Sweeper Cove

Results of these investigations indicated that petroleum-related chemicals and some volatile organic compounds (VOCs) were present in samples of subsurface soil, groundwater, sediment, and surface water collected from several locations at the NMCB Building Expanded Area. In addition, the concentrations of petroleum hydrocarbons in both soil and groundwater exceeded the applicable Alaska DEC cleanup levels. However, Alaska regulations have not established numerical cleanup criteria for individual petroleum hydrocarbons in surface water and sediment.

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2.4 CLEANUP ACTIVITIES PERFORMED TO DATE

Cleanup activities that have been implemented at the NMCB Building Expanded Area include:

- UST and associated piping removals
- Pipeline cleaning and closures
- Contaminated soil excavation
- Free-product recovery
- Natural attenuation monitoring

A summary of the cleanup activities performed at the site is provided in Table 2-2. In addition, results of the free-product recovery activities performed at the site are provided in Table 2-3. Additional information on the cleanup activities performed at the site is provided in the FFS report (URS 2005a).

Former UST Removals and Contaminated Soil Excavation

Former UST T-1416-A was a partially buried 450-gallon steel tank that was situated along the north wall of the NMCB Building. The UST stored used oil generated from operations in Building T-1416. This UST was removed during 1994 as part of the environmental cleanup at the former Adak Naval Complex (Shannon and Wilson 1993). The UST appeared to be in good condition, with no dents, deformities, or holes. The chemical analysis of two soil samples collected from beneath this UST identified diesel-range organics (DRO) at a concentration of 13,000 mg/kg in both samples. Further excavation of petroleum-affected soils was not conducted during UST removal activities due to the presence of underground utilities adjacent to the former UST location.

Former UST 42484-A was a 500-gallon steel tank that was situated along the north wall of the Sewage Lift Station No. 11 Building (Figure 2-1). The UST stored JP-5 that fueled an emergency generator used in the event of a power outage. This UST and associated piping were removed during June 1995 as part of the environmental cleanup at the former Adak Naval Complex (URS 1995a). The UST appeared to be in good condition, with no dents, deformities, or holes. Chemical analyses of 11 soil samples collected during this UST removal identified concentrations of DRO below its Alaska DEC soil cleanup level in 10 of the 11 samples analyzed. Groundwater was encountered at a depth of approximately 8 feet bgs. A heavy sheen was observed on the groundwater surface.

Pipeline Cleaning and Closures

A pipeline assessment was performed during 1995 that included the removal of a valve pit along the pipeline trace north of Seawall Road (URS 1995b). Chemical analyses of one soil sample

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collected during this valve pit removal identified concentrations of DRO below its Alaska DEC soil cleanup level.

The most northerly 8-inch motor vehicle gasoline (mogas) pipeline north of Seawall Road was cleaned and closed in 2003 (GeoEngineers 2003) (Figure 2-1). An 8-foot section of the pipeline adjacent to Valve Pit A located at the eastern end of the site was excavated and disposed of. An oil-absorbent cylindrical device (pig) was then used to clean the section of the pipeline from Valve Pit A to Valve Pit 1, which is located south of Runway 18-36. All fluids produced in the cleaning of the segment were captured by a vacuum truck for transportation to storage tanks and transport off-island. An electric blower was then used to ventilate the line and volatilize any waste fuel remaining. Blind flanges were then installed on the ends of the pipeline.

Free Product Recovery

Free product recovery has been conducted at the NMCB Building Expanded Area from September 1997 through July 1998, May through July 2000, May through November 2001, May though October 2002, and from August 2004 through July 2005. Free-product recovery data through November 2004 are summarized in Table 2-3. Approximately 201 gallons of free product were recovered at the site based on data through November 2004. Most of this product (189 gallons) was recovered during 2001 and 2002.

Natural Attenuation Monitoring

To evaluate the potential for natural processes to attenuate petroleum-related chemicals at the NMCB Building Expanded Area, natural attenuation monitoring was conducted in selected monitoring wells at the site during July 1998 (URSG 1998a). This monitoring consisted of the collection of groundwater samples from 11 monitoring wells existing at the site. Seven of these wells are located within the dissolved petroleum plume. The remaining four wells are located upgradient or cross-gradient from the dissolved petroleum plume. Taken as a body of evidence, increased alkalinity concentrations, increased ferrous iron concentrations, and increased methane concentrations indicate both aerobic and anaerobic conditions were present at the site and natural attenuation is occurring at the site.

In addition to the natural attenuation monitoring performed at the NMCB Building Expanded Area, natural attenuation monitoring was performed at 10 sites on Adak in May and June of 2003 (United States Geological Survey [USGS] 2005). The site closest to the NMCB Building Expanded Area that was monitored during this investigation was the Former Power Plant Building T-1451. The report concluded that the natural attenuation parameter data that have been collected to date demonstrate that biodegradation plays a significant role in natural attenuation in the downtown area of Adak Island

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2.5 LAND USE

The site and surrounding area were used primarily for industrial purposes up to the military drawdown at Adak in the late 1990s (URSG 1998a). Three buildings were constructed in the area in the early 1940s, of which only Building T-1416 still remains at the site. The preengineered building (PEB), located east of Building T-1416, was constructed during 1994. The buildings and surrounding land were used as a woodworking shop, supply depot, machine shop, vehicle motor pool maintenance facility, equipment storage area, and vehicle parking area. Five docks, formerly located at the southern margin of the site, were constructed prior to 1945 and were associated with site operations (EMCON 1996). The Fish and Wildlife Building, located north of Seawall Road, formerly housed the administrative functions of the U.S. Fish and Wildlife Service.

Future land use at the NMCB Building Expanded Area is designated for one of three reuses (ARC 2000) (Figure 2-3). The largest portion of the site is designated for commercial reuse. The portion of the site northwest of the Main Road is classified for aviation reuse. The western portion of the site between the Main Road and Sweeper Cove as well as the portion of the site containing the Fish and Wildlife building are designated for public facilities' reuse.

2.6 GROUNDWATER USE

According to Alaska regulations (18 AAC 65.350), groundwater is considered to be a drinking water source unless it can be demonstrated that the groundwater is not currently being used as a drinking water source and groundwater is not a reasonably expected potential future source of drinking water. Groundwater has not historically been used as a drinking water source on Adak Island, nor is it currently being used as such. Future human use of groundwater on Adak Island as a drinking water source is not expected because of the following:

- Surface water from Lake Bonnie Rose is used as the sole drinking water source on Adak Island.
- The Interim Conveyance document issued by the United States to TAC imposes institutional controls that prohibit the future use of the downtown groundwater aquifer as a drinking water source.

Institutional controls, as described in the ICMP for Adak Island, are currently in place to prevent the use of the downtown aquifer as a future drinking water resource. These institutional controls include a prohibition of well drilling and excavation for the purpose of installing a private or public domestic use well and a requirement for excavation notification. Although institutional controls are in place preventing the use of the downtown aquifer, groundwater is still considered

a potential future source of drinking water according to the Alaska DEC if potable water could be obtained from a well installed at the site. However, because saltwater was shown to intrude into nearshore groundwater in the vicinity of the NMCB Building Expanded Area in the Saltwater Intrusion Investigation Report (URS 2001), groundwater is not considered a reasonably expected potential future drinking water source at the site. Therefore, groundwater cleanup levels identified for this sites are 10 times those presented in Table C of Alaska

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2.7 INSTITUTIONAL CONTROLS

Regulation 18 AAC 75.345(b)(1).

Institutional controls are measures to prevent or limit exposure to hazardous substances left in place at a site, or assure effectiveness of the chosen remedy until cleanup levels are achieved. Institutional controls are placed on property where contaminants remain at levels above regulatory requirements for cleanup, and where exposure pathways, if they exist, may cause harm to human health and the environment. For the NMCB Building Expanded Area addressed in this DD, the institutional controls specified in the Interim Conveyance document include land use restrictions, excavation restrictions, and groundwater restrictions. The land use restrictions and excavation restrictions are discussed in more detail below.

2.7.1 Land Use Restrictions

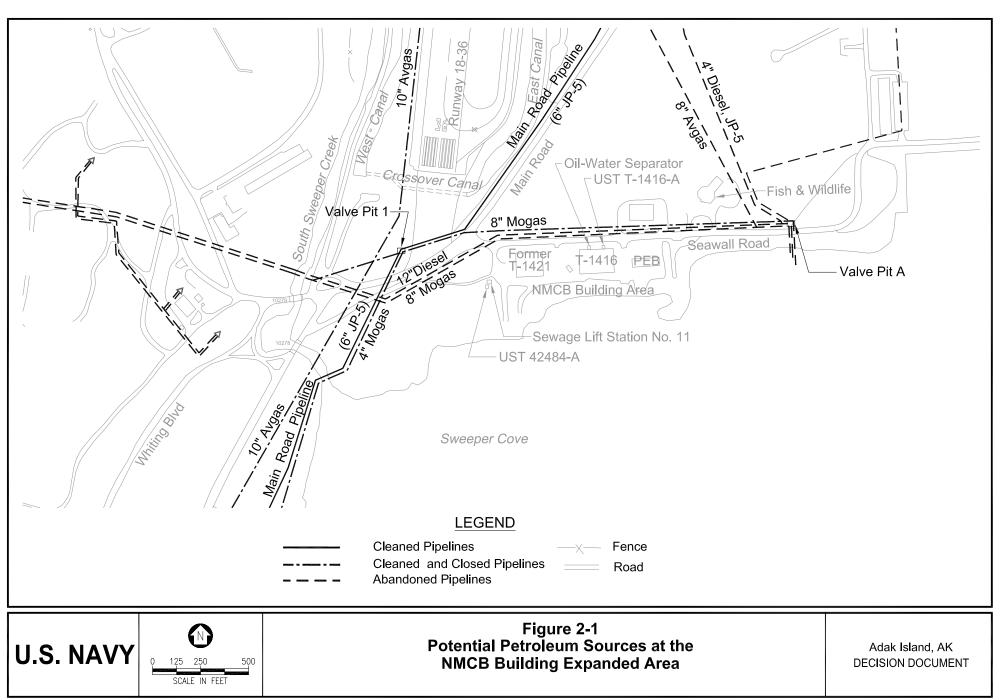
The Alaska Oil and Hazardous Substances Pollution Control regulations (18 AAC 75) require cleanup of hazardous substances that have been released into the environment to a degree that is determined to be protective of human health and the environment. The purpose of institutional controls is to ensure compliance with land use assumptions used to establish cleanup levels. Residential land use, including permanent or temporary living accommodations, childcare facilities, schools, playgrounds, and hospitals are prohibited at the NMCB Building Expanded Area by the Interim Conveyance document.

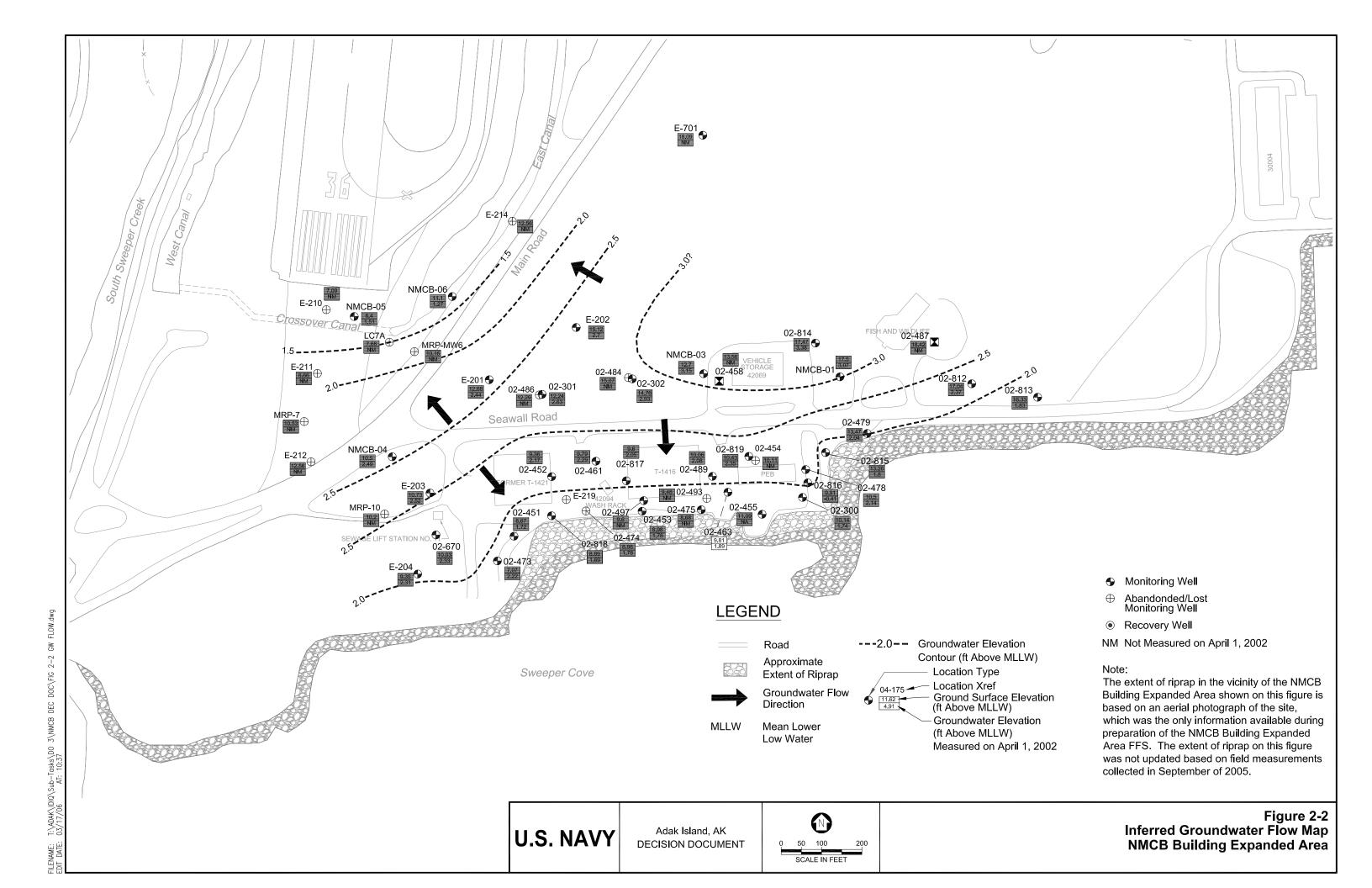
2.7.2 Excavation Restrictions

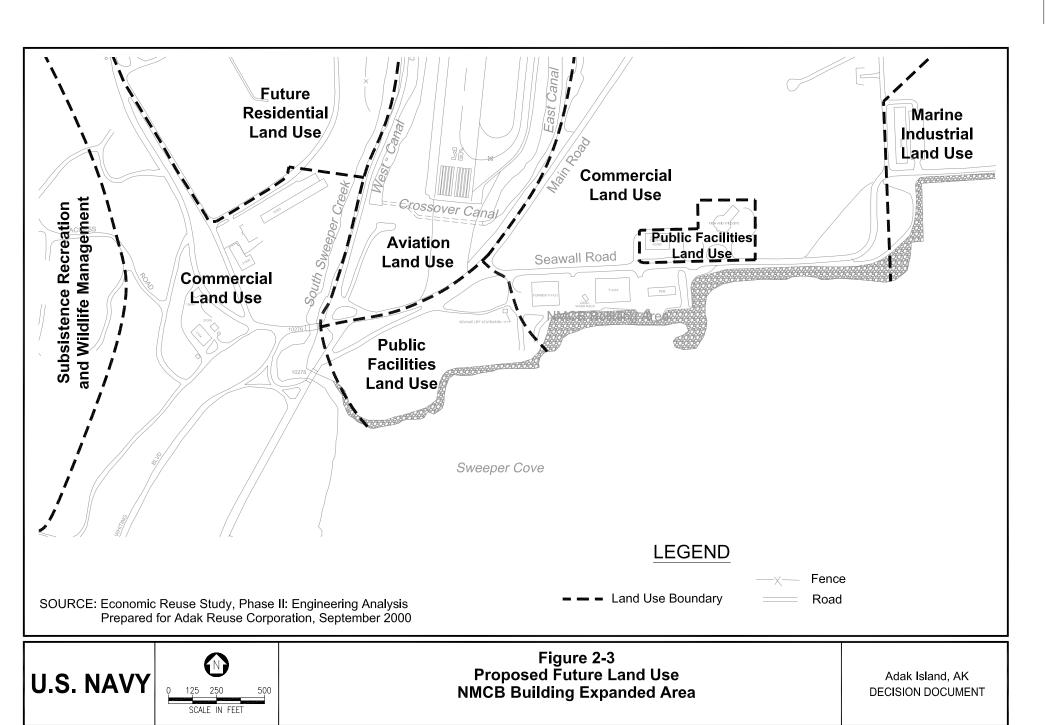
There are two types of soil excavation restrictions implemented at the former Adak Naval Complex through the Interim Land Conveyance document, excavation notifications and absolute excavation prohibitions. Excavation notification is required for proposed excavations below 2 feet at each of the institutional controls sites, including the NMCB Building Expanded Area. The notifications are evaluated by the Navy to determine whether a proposed project at a site is consistent with the land use assumptions. The notifications are an additional tool for the Navy to receive timely information to monitor land use restrictions. The primary purpose of the Excavation Notification is to apprise the Navy of changes to land use.

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At some sites, such as former landfills, or where the remedy in place is a protective cover, excavation by non-Navy personnel is absolutely prohibited. Absolute excavation prohibitions are not applicable to the NMCB Building Expanded Area. Excavation for the purpose of digging a domestic use well in the downtown area is also prohibited. Excavation prohibitions have been implemented through the Interim Conveyance document and the Final ICMP (U.S. Navy 2004).







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Table 2-1 Summary of Environmental Field Investigations, NMCB Building Expanded Area

Date	Investigation Activity
1990	Reconnaissance investigation to evaluate the source of the petroleum hydrocarbons discovered during pipeline installation activities near Runway 18-36 (URS 1990)
1992	Investigation to evaluate possible petroleum releases associated with the Main Road Pipeline (URS 1994)
1993	Investigation to evaluate possible petroleum releases associated with Tank Farm A (EMCON 1994)
1993	Site assessment to evaluate site conditions during the removal of UST T-1416-A from the site (Shannon & Wilson 1993)
1995	Site assessment to evaluate site conditions during the removal of UST 42484 from Sewage Lift Station No. 11, located at the western margin of the site (URS 1995a)
1995	Assessment of decommissioned fuel transfer pipelines that traverse the site (URS 1995b)
1996	Preparation of a summary of site conditions (EMCON 1996)
1998	Site investigation to evaluate the extent of petroleum-related chemicals at the site (URSG 1998a)
1999	Preparation of a site summary report to present all site data collected to that point (URSG 1999a)
2001-2002	Supplemental site assessment to address data gaps (URS 2005a)
2003	Supplemental sediment investigation to provide current data on sediment impacts (URS 2005a)

Note:

UST - underground storage tank

> Table 2-2 Summary of Site Cleanup Activities, NMCB Building Expanded Area

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Date	Cleanup Activity
1994	Removal of former UST T-1416-A (450-gallon, used oil UST)
1995	Removal of former UST 42484-A and associated piping (500-gallon, JP-5 UST)
1995	Removal of a valve pit along the pipeline trace north of Seawall Road
$1997 - 2004^a$	Free-product recovery (total of 201 gallons recovered)
1998	Natural attenuation monitoring
2003	Cleaning and closure of the most northerly 8-inch mogas pipeline north of
	Seawall Road

^a - Intermittent operation

Notes:

JP - jet petroleum

mogas - motor vehicle gasoline

UST - underground storage tank

Table 2-3 Free-Product Recovery Data NMCB Building Expanded Area

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	Gallons		Gallons		Gallons		Gallons
Date	Recovered	Date	Recovered	Date	Recovered	Date	Recovered
January 1997		January 1998	0.11	January 1999		January 2000	
February 1997		February 1998	1.21	February 1999		February 2000	
March 1997		March 1998	0.22^{1}	March 1999		March 2000	
April 1997		April 1998		April 1999		April 2000	
May 1997		May 1998	0.98^{1}	May 1999		May 2000	1.64 ¹
June 1997		June 1998		June 1999		June 2000	1.58 ¹
July 1997		July 1998	0.21^{1}	July 1999		July 2000	0.29^{1}
August 1997		August 1998		August 1999		August 2000	
September 1997	0.611	September 1998		September 1999		September 2000	
October 1997	0.46^{1}	October 1998		October 1999		October 2000	
November 1997	0^1	November 1998		November 1999		November 2000	
December 1997	0.16^{1}	December 1998		December 1999		December 2000	
1997 TOTAL	1.2	1998 TOTAL	2.7	1999 TOTAL		2000 TOTAL	3.5
January 2001		January 2002		January 2003		January 2004	
February 2001		February 2002		February 2003		February 2004	
March 2001		March 2002		March 2003		March 2004	
April 2001		April 2002		April 2003		April 2004	
May 2001	11.42	May 2002	0.2	May 2003		May 2004	
June 2001	18.51	June 2002	1.72	June 2003		June 2004	
July 2001	12.14	July 2002	25.28	July 2003		July 2004	
August 2001	35.99	August 2002	24.37	August 2003		August 2004	1.75
September 2001	18.22	September 2002	19.2	September 2003		September 2004	2.43

> **Table 2-3 (Continued) Free-Product Recovery Data**

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Date	Gallons Recovered	Date	Gallons Recovered	Date	Gallons Recovered	Date	Gallons Recovered	
October 2001	8.58	October 2002	0.7	October 2003		October 2004	0.56	
November 2001	12.56	November 2002		November 2003		November 2004	0.14	
December 2001		December 2002		December 2003		December 2004	NA	
2001 TOTAL	117	2002 TOTAL	72	2003 TOTAL		2004 TOTAL	4.9	
Total quantity of product recovered at the site = 201 gallons								

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Notes:

"---" = Recovery not occurring recovered using passive skimmer(s)

NA - not available