

FORMER DAVIS GLOBAL COMMUNICATIONS SITE

Reuse Plan & Homeless Outreach Submission

Yolo County
Board of Supervisors

and

Yolo County Parks and Resources Department
120 West Main Street, Suite C
Woodland, California 95695

**Prepared For:
Secretary of Defense
Secretary of Housing and Urban Development**

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- Appendix B: Designation of Yolo County Board of Supervisors as the Local Redevelopment Authority for the Former Davis Global Communications Site
- Appendix C: Former Davis Global Communications Site Property Legal Description
- Appendix D: U.S. Fish and Wildlife Service Biological Opinion
- Appendix E: Air Force Finding of Suitability for Early Transfer
- Appendix F: Central Valley Regional Water Quality Control Board State Land Use Covenant
- Appendix G: Public Notices: Available Surplus Federal Property Notification and Notice of Interest Solicitation
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List of Acronyms and Abbreviations

ACM	Asbestos Containing Materials
ADA	Americans with Disabilities Act
AST	Aboveground Storage Tank
BRAC	Base Realignment and Closure
Cal/EPA	California Environmental Protection Agency
Caltrans	California Department of Transportation
CNPS	California Native Plant Society
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
COC	Contaminants of Concern
DESS	Department of Employment and Social Services
DOD	Department of Defense
DTSC	Department of Toxic Substance Control
EPA	Environmental Protection Agency
FEMA	Federal Emergency Management Agency
FOST	Finding of Suitability for Transfer
FOSET	Finding of Suitability for Early Transfer
GSA	General Services Administration
HUD	Department of Housing and Urban Development
HPAC	Homeless and Poverty Action Coalition
IRP	Installation Restoration Program
JPA	Joint Powers Agency
LBP	Lead Base Paint
LRA	Local Redevelopment Authority
HCP/NCCP	Habitat Conservation Plan / Natural Communities Conservation Plan
NOAA	National Oceanic and Atmospheric Administration
NOI	Notice of Interest
NPS	National Parks Service
OEA	Office of Economic Adjustment
PBC	Public Benefit Conveyance
PRWAC	Parks, Recreation, and Wildlife Advisory Committee
ROD	Record of Decision
RWQCB	Regional Water Quality Control Board
SLUC	State Land Use Covenant

SSSEBS	Site Specific Supplemental Environmental Baseline Survey
TRC	Technical Review Committee
U.S.C.	United States Code
USFWS	United States Fish and Wildlife Service
UST	Underground Storage Tank
VOC	Volatile Organic Compounds
YCHC	Yolo County Homeless Coalition

Executive Summary

The closure of the Former Davis Global Communications Site (Davis Communications Site) in southern Yolo County presents a unique opportunity to transform a primarily undeveloped military property to public ownership, which will benefit the natural resources and people of Yolo County.

This document outlines the process in which the Davis Communications Site will transition from military to public use and serves as the planning document for the transfer and reuse of the site. This document reports the reuse planning and property conveyance process to date, existing site conditions, the homeless outreach assistance process, provides the Local Redevelopment Authority's (LRA) recommended reuse for the site, and public comments received.

The Davis Communications Site is an annex property of McClellan Air Force Base, located in Northern California. This property is situated in a rural portion of Yolo County and is surrounded by agricultural fields on three sides and Yolo County's Grasslands Regional Park on the west property line. Approximately eight acres of the site are enclosed and contain a single paved access road, a former Air Force telecommunications building, and associated accessory buildings and infrastructure. The remaining 306 acres contain scattered remnant antennae pad infrastructure, but are otherwise undeveloped grasslands, seasonal wetlands, and vernal pools that provide habitat to a variety of rare and sensitive species. As part of the transfer of the property, federal agencies have placed a variety of land use restrictions on the site intended to limit development activities in order to protect public health and safety, prevent interference with groundwater remediation efforts, and protect threatened and endangered species habitat.

The Base Realignment and Closure (BRAC) Commission designated the McClellan Air Force Base and associated annex facilities, including the Davis Communication Site, for closure in 1995. Subsequent to the site's listing as a 1995 BRAC site, the National Oceanic and Atmospheric Administration (NOAA) was granted a fee simple transfer of 5.74 acres of the northeast corner of the property for the location and operation of a radar tower while the remaining portion of the site (approximately 314 acres) was listed in the Federal Register as surplus federal property by the U.S. General Services Administration (GSA) on February 16, 2006.

The initial public outreach period for the Davis Communications Site commenced on February 22, 2006, the date in which the GSA published the public notice of surplus property. During the outreach period the LRA conducted a homeless outreach workshop, solicited Notices of Interest (NOIs), and periodically provided updates during the monthly Parks, Recreation, and Wildlife Advisory Committee (PRWAC) meetings. On September 17, 2007 county staff received a letter from the U.S. Department of Housing and Urban Development (HUD) stating that the time period listed in the Federal Registrar and in public notices sent out by the GSA did not meet the 90-day statutory requirement and that the outreach process must be re-started. The second public outreach period began on September 26, 2007 and ended on December 31, 2007. During this time period a second homeless outreach workshop was conducted and notifications of the re-started outreach and solicitation period were sent to all local homeless service providers and organizations that previously submitted NOIs. No additional entities submitted NOIs during the second outreach period.

Considerations used to evaluate the reuse proposals for the Davis Communications Site include:

- Feasibility of reuse proposals in consideration of the land use restrictions and owner obligations placed on the site;
- Compatibility of reuse proposals with surrounding land uses;
- Compatibility of the reuse proposals with the site conditions;
- Local needs and concerns for proposed reuse; and
- Demonstrated financial and managerial capability of the organization submitting the reuse proposal to implement proposed reuse plans.

As the LRA for the Davis Communications Site, the Yolo County Board of Supervisors recommends that the Yolo County Parks and Resources Department acquire the site through the National Parks Service's Federal Lands to Parks Program such that the site can be included as part of the adjacent Grasslands Regional Park. This preferred reuse will insure the protection and preservation of the site's natural resources and provide educational and passive recreation opportunities to the public.

1.0 Introduction

1.1 Purpose and Intent

The Former Davis Global Communications Site Reuse Plan and Homeless Outreach Submission (Reuse Plan) serves as the planning document that outlines the process in which the Former Davis Global Communications Site (Davis Communications Site) will transition from the military to public use from a property conveyance, land use, and management perspective. This document reports the reuse planning and property conveyance process to date, as well as Yolo County's reuse vision, goals, and objectives for the Davis Communications Site. In addition, this document describes general site conditions, the homeless outreach assistance process, and includes public comments made regarding the reuse process and the Reuse Plan.

1.2 Scope of Study

In 1995, the Base Realignment and Closure Commission (BRAC) designated the McClellan Air Force Base and associated annex facilities, including the Davis Communication Site, for closure. The closure of the Davis Communications Site in southern Yolo County presents a unique opportunity to transform a primarily undeveloped military property to public ownership which will benefit the people of Yolo County and the Greater Sacramento Region. This Plan reflects the recognition that the closure of this site can assist in meeting a variety of local and regional needs including: natural resource protection, public recreation opportunities, and environmental education.

The following sections of this document provide varying levels of detail regarding the transfer and proposed reuse of the Davis Communications Site. There are three main components of this document:

- Executive Summary** – Provides a general overview of the planning process and reuse recommendations.
- Reuse Plan** – Provides more detailed information including explanations of the reuse and site planning process, site conditions, results of analysis, and the reuse master plan for the site.
- Appendices** – Provides technical information and detailed assessment documentation.

The Grasslands Regional Park Master Plan and Grasslands Regional Park Natural Resources Management Plan serve as companion documents to this Reuse Plan and provide technical detail on how the Reuse Plan will be incorporated into the overall management plan for Grasslands Regional Park. The Grasslands Regional Park Natural Resources Management Plan also includes additional detail pertaining to the site's biological characteristics and natural resources.

1.3 Location and Setting

The Davis Communications Site is an annex property of McClellan Air Force Base, located in Northern California. The Site occupies 314 ± acres and is located three miles southeast of the

City of Davis in Yolo County. The surrounding area is primarily utilized for agricultural purposes although the Vic Fazio Yolo Wildlife Area, a major flood control and wildlife corridor in the Central Valley, is located two miles to the east and Putah Creek is approximately one mile north of the site. The footprint of the property is bounded on the north by County Road 35, on the south by County Road 36, and is roughly situated between Country Road 104 on the east and Country Road 105 on the west. Agricultural fields surround the Davis Communications Site on three sides while Yolo County's Grasslands Regional Park is adjacent on the west property line (See Figure 1-2).

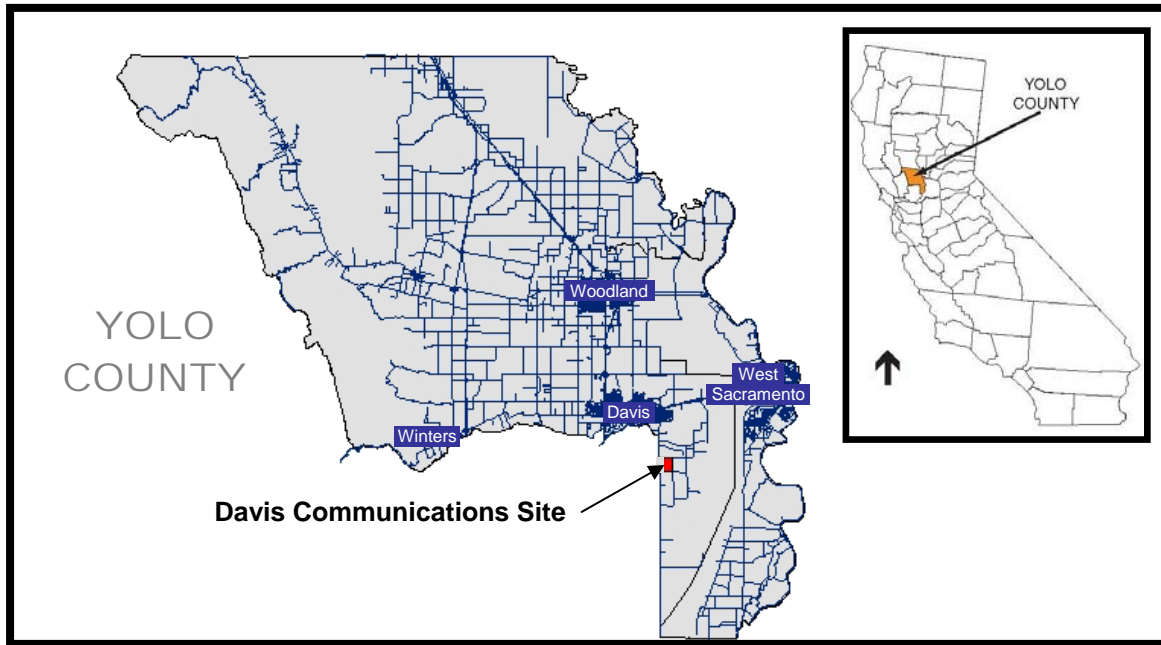


FIGURE 1-1: Location Map

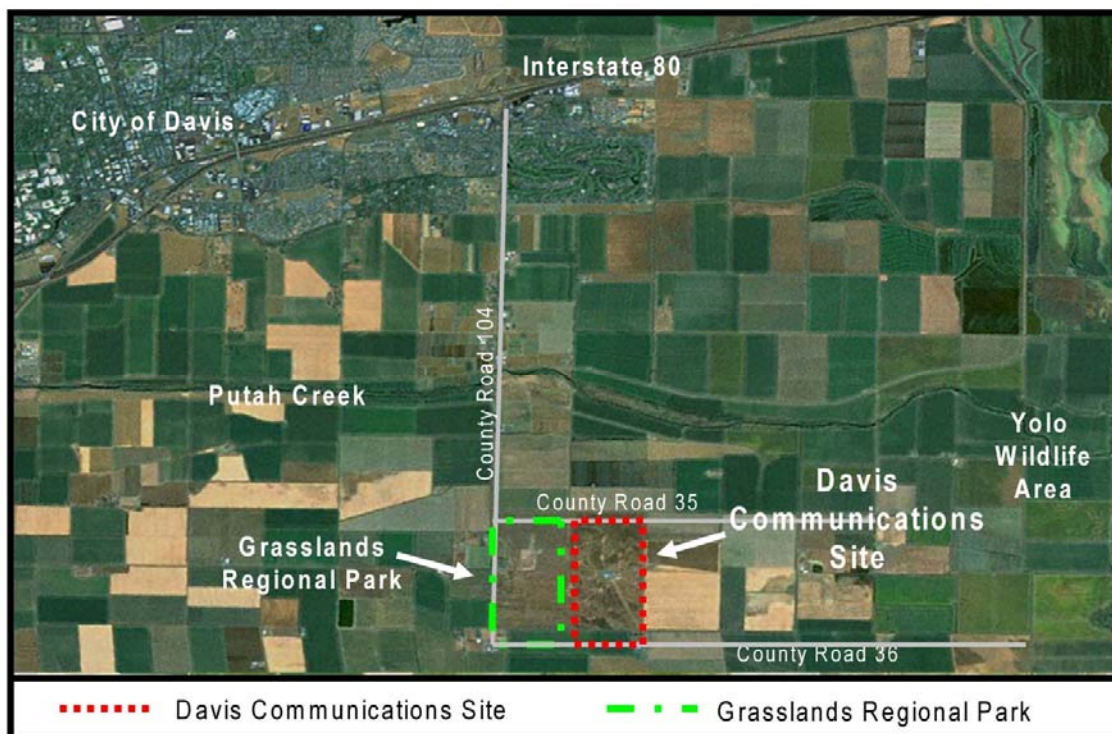


FIGURE 1-2: Vicinity Map

The property primarily contains open grasslands with scattered antennae pads and associated remnant infrastructure previously used for Air Force telecommunications activities. Approximately eight acres of the property are enclosed by a security fence and contain buildings that historically served as a communications/transmitter facility with general living quarters for military personnel. There are also several small accessory structures in the developed portion of the site. A single paved access road leads from County Road 36 to the developed area of the property located near the center of the site.

1.4 Historic Context

The Davis Communications Site is located within California's Central Valley, a few miles southwest of where Putah Creek currently connects with the Yolo Bypass. Historically, this area of the valley floor was part of an immense floodplain created by the Sacramento River and its tributaries. This landscape once hosted a vast mosaic of grassland prairie and seasonal wetland ecotypes. This historic condition is evident on the Davis Communications Site in the remnant plant communities, fine-grained silt deposits, and the large swale found on the site.

The landscape of the Central Valley has been extensively altered since the mid-1800's by agricultural production and flood control (H.T. Harvey et. al., 2005). Levee building has disconnected the Davis Communications Site from the majority of the hydrologic conditions of Putah Creek and the Sacramento River. Additionally, construction of Monticello Dam on Putah Creek in 1955 significantly altered the hydrologic patterns of Putah Creek.

The majority of the Davis Communications Site (including what is currently recognized as Grasslands Regional Park) was utilized for farming during the late 1800's and the first half of

the 1900's. Historic aerial photographs of the site show that some of the depressions on the site that currently contain larger seasonal wetlands and vernal pools were not used as production lands. A homestead site was located on the far western edge of the former communications site, in the area that is currently utilized as the park host site for Grasslands Regional Park.

In 1948 the 643 acre property was purchased by the Air Force to construct an annex transmitter facility for the McClellan Air Force Base to support the 2049th Communications Squadron. Most of the buildings and infrastructure on the site were constructed in 1952 for air force radio communications operations for the pacific region of the United States (URS Group, 2001). In 1973, the western half of the site (323 acres, currently recognized as Grasslands Regional Park) was transferred to Yolo County for public use. The Air Force continued to utilize the remaining 320 acres of the eastern half of Davis Communications Site.

The BRAC Commission designated the McClellan Air Force Base and associated annex facilities, including the Davis Communications Site, for closure in 1995. Subsequent to the site's listing as a 1995 BRAC site, the National Oceanic and Atmospheric Administration (NOAA) requested, and was granted, a fee simple transfer of 5.74 acres of the northeast corner of the property, within which, NOAA had previously maintained a permit (92-01-PER-014) from the Air Force to locate and operate a WSR-88D radar tower.

The Air Force facilities located on the remaining ~314 acres of the Davis Communications Site site were shut down and the 77th Communications Squadron vacated the facilities in 1999 (URS Group, 2001). The site was listed in the Federal Register as surplus federal property by the General Services Administration in 2006 (Federal Register/Vol.71, No.32, 8281) (Appendix A).

1.5 Reuse Planning Process and Context

1.5.1 Overview of the BRAC Reuse Process

Federal statutes lay out a joint federal and local process for the closure, surplus, and reuse of former military sites. At the federal level, the responsible authority is the Department of Defense (DOD). At the local level, the responsible entity is the designated Local Redevelopment Authority (LRA). For the Davis Communications Site, the Air Force Real Property Agency is the arm of the DOD that is responsible for the closure and surplus of the site while the designated LRA is the Yolo County Board of Supervisors.

Once a site is listed as surplus government property available for disposal to other federal agencies, the property is screened for potential use by other federal agencies. When properties, or portions of properties, are not requested by any federal agency, they are declared surplus and are then screened for a variety of state and/or local public uses.

As the local governing authority, the LRA is the decision-maker for the reuse of a military site after it has been designated for closure and federal surplus. In this role, the LRA is responsible for preparing a Reuse Plan that defines the reuse for the site and includes the LRA's plan for site redevelopment and property conveyance. The LRA is also responsible for conducting and documenting the homeless outreach and planning process for the site. The Reuse Plan and homeless assistance documentation are submitted to HUD for review. The DOD then reviews the Reuse Plan, determines the final property disposal methods, and publishes them in a disposal record of decision (ROD), or similar document. In order to ensure that local needs and requirements are considered in the closure and property conveyance

decision-making, the DOD gives substantial deference to the property conveyance and reuse plan stated by the LRA in the Reuse Plan when stating the final property disposal method in the ROD.

For surplus properties with hazardous substances contamination that requires additional remediation required to meet the standards defined within the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), the DOD and the LRA may engage in an “early transfer” of the property if: 1) the property is suitable for transfer based on its intended use, 2) the deed contains provisions that provide for future remediation activities, 3) the public has the opportunity to comment on the transfer and 4) the deferral and transfer will not interfere with response actions (AFRPA, 2007). In this situation, as is true with the Davis Communications Site, the Governor of the state in which the site resides, must approve the transfer of the property with a deferral of the CERCLA 120(h)(3)(A)(ii)(I) before the transfer can proceed.

1.5.2 Local Redevelopment Authority Organization

The Sacramento County Board of Supervisors was initially designated as the LRA for the McClellan Air Force Base and all annex sites, including the Davis Communications Site, when the base was identified as a BRAC site in 1995. The Davis Communications Site, however, is located in Yolo County rather than Sacramento County. Because of the site’s location, the Sacramento County Board of Supervisors relinquished their authority over the property on November 26, 1996 (Resolution no. 96-1372). On April 24th, 2001 the Yolo County Board of Supervisors, as the local Land Use Authority for the unincorporated areas of Yolo County, passed a resolution (Resolution no. 01-62) to be designated as the LRA for the Davis Communications Site. The Department of Defense officially recognized Yolo County Board of Supervisors as the LRA for the Davis Communications site on July 19, 2001 (Appendix B).

In its role as LRA for the Davis Communications Site, the Yolo County Board of Supervisors assigned the Yolo County Parks and Resources Department the responsibility for the public outreach, screening process, creation of the Reuse Plan, and the coordination of the Public Benefit Conveyance process.

1.5.3 Local Redevelopment Community Input

DOD guidelines require public input and participation in environmental cleanup issues. In an effort to facilitate this requirement and to keep the residents of Yolo County involved in the reuse planning process a Technical Review Committee (TRC) specific to the Davis Communications Site was formed to create a forum for information exchange and participation. The TRC was comprised of representatives from the DOD, Yolo County, the City of Davis, and local citizens as well as environmental experts from the California Environmental Protection Agency (Cal/EPA), California Regional Water Quality Control Board (RWQCB), and California Department of Toxic Substances Control (DTSC). The TRC held public meetings until October 12, 1998 when they were ended for lack of citizen participation.

Additional community outreach efforts were conducted in 2004 through 2008 as part of the homeless outreach process as further detailed in Section 5 of this document. Public input was also solicited for this site as part of the planning process for Grasslands Regional Park Master Plan. The Draft Reuse Plan was presented at a Yolo County Parks, Recreation, and Wildlife Advisory Committee (PRWAC) meeting on July 14th, 2008 and posted on the Yolo County website for public review from July ____, 2008 to July ____, 2008. A public notice that included the notice of public hearing, the availability of document for public review on the Yolo County website, and a solicitation for public comment was published in the Davis Enterprise and Woodland Democrat (two local newspapers) on July 10, 2008 (Appendix R). This notice was

also sent out to members of the Yolo County Homeless and Poverty Action Coalition (HPAC), entities that submitted Notices of Interest (NOIs), and the Grasslands Regional Park Stakeholders Group. Subsequently, the final Reuse Plan was presented at a regularly scheduled Yolo County Board of Supervisors Meeting on August 5, 2008 for public comment and approval from the Yolo County Board of Supervisors. All public comments received are noted in Section 11 of this document.

1.6 Planning Approach and Framework

The reuse planning approach for the Davis Communications Site generally follows the recommended reuse planning process and guidelines described in the Community Guide to Base Reuse prepared by the Office of Economic Adjustment of the Office of the Secretary of Defense.

Planning for the site took into account the local need as well as existing regional planning documents and both physical and regulatory land use site restrictions. Federal and state restrictions imposed on the site due to existing groundwater contamination from previous Air Force activities and the presence of endangered and threatened species on the site limit reuse options for the site. Factors such as the site's rural location, lack of potable water, and adjacent land uses also impact reuse planning opportunities for the site.

The following planning principles were established as a framework in which to guide reuse planning for the Davis Communications Site:

- **Environmentally Responsive** - Any reuse activities proposed for the Davis Communications Site must be compatible with the rural and natural state of the property. To the extent possible, the aesthetics and environmental qualities of the site shall be maintained. Careful attention shall be paid to special status species and their respective habitats.
- **Site Compatibility** - Future land uses on the site shall not be in conflict with one another and reuse activities shall be compatible with adjacent land uses to the extent feasible.
- **Regulatory Compliance** - Reuse activities must be consistent with the County General Plan and adhere to state and federal restrictions imposed on the site.
- **Locally Focused and Directed** - Redevelopment will focus on meeting the needs of the local Yolo County community. Redevelopment requests and planning will, whenever possible, be reviewed by representatives of the local community.

2.0 Site Description and Conditions

2.1 Site Description

The majority of the Davis Communications Site is comprised of undeveloped upland grasslands and alkali vernal pool complexes. Former Air Force facilities including barracks, generator building, recreation building, well, and aboveground storage tanks are primarily concentrated in an approximately eight acre compound that is centrally located within the site and surrounded by security fencing. Access is provided by a paved road that goes from the southeast corner of the site to the fenced compound. A former waste treatment area is located on the eastern edge of the site. Remnant antennae pad footings and associated telecommunications infrastructure are scattered throughout the open space areas of the site.

2.2 Property Description

The Davis Communications Site contains all real property on the eastern half of Section 31, Township 8 North, Range 3 Mount Diablo Meridian, except for 5.74 acres owned by NOAA and located in the far northeast corner of the Section 31 and shown in the Record of Survey for the U.S. Department of Commerce – National Weather Service, filed May 26, 1999, in 1999 Book of Maps, at Page 43, Yolo County Records (A legal description of the site is provided in Appendix C). The property is currently zoned A-1 (Agricultural).

2.3 Environmental Setting

2.3.1 Climate

Cold wet winters and hot dry summers typify the Mediterranean climate of the Central Valley. The average daily temperature per month ranges from a high of approximately 74 degrees Fahrenheit (°F) in July to a low of approximately 45° F in January. Average daily high temperatures are in the mid-90s during the summer months (June-August) and the 50s during winter months (December-February). Average daily low temperatures are in the mid-50s during summer months and high 30s in the winter months. Temperatures can reach above 100° F in the summer months and may dip into the low 20s during winter months. Precipitation averages 18.5 inches per year but varies from year to year from approximately 14 to 29.5 inches. The majority of precipitation falls during the months of October through April. The winds typically come from the south and rarely reach over fifty miles per hour. January through April, cold air comes from the north at about twenty to thirty miles an hour. Occasionally, winds above fifty miles an hour will occur.

2.3.2 Topography

The general topography at the Davis Site is predominantly flat with up to a two percent slope. Elevation ranges from 25 to 30 feet above sea level. A four-foot-deep swale that historically acted as a distributary channel for Putah Creek crosses northwest to southeast through the site. Two large and several smaller interspersed sub-alkaline seasonal wetlands and vernal pools are present on the site along with several smaller depression formations.

2.3.3 Geology and Soils

The Davis Communications Site is located in the Sacramento Valley, in the Great Valley geomorphic province of California. The site is underlain by Holocene-age (~10,000 year-old) alluvium deposits, composed of fine-grained silt and clay sediments that primarily originated from the Coast Range and were carried by Putah Creek and deposited on the valley floor. These deposits overlie older Pleistocene-age alluvial fan deposits (Helley and Harwood 1985, Wagner et al. 1987). The four general soil types that have been noted on the site, in order of prevalence, are: Brentwood silty clay loam, Marvin silty clay loam, Pescadero silty clay, and Capay silty clay.

2.3.4 Floodplain

In 1994, a study conducted by the Air Force identified several areas of the Davis Communications Site as being within the 100-year floodplain. However, the site is not within the recognized 100-year floodplain identified by the Federal Emergency Management Agency (FEMA) because military installations sites are not noted in their floodplain maps. Any future development in the area should be carefully planned to avoid potential flood hazards. A swale identified as a former overflow channel for Putah Creek is located within the Davis Communications Site footprint. Debris caught in the perimeter fencing indicate that floodwaters may reach two to three feet deep in the southeastern corner of the site and along the swale.

2.3.5 Vernal Pools and Seasonal Wetlands

In Yolo County, alkali vernal pool complexes represent 1,958 acres, or less than 1 percent of the total landbase within the county (H.T. Harvey et. al., 2005). The Davis Communications Site is one of three known sites that contain intact vernal pool complexes in Yolo County. The other two sites include the D-Q University and the Tule Ranch Preserve.

Two large and several smaller interspersed alkaline seasonal wetland/vernal pool complexes are present on the site. These seasonal wetlands and vernal pools are landscape depressions that have poorly drained or impervious subsoils that retain pond water during the winter, dry down as water slowly evaporates, and remain dry for the remainder of the year. These unique seasonal wetland habitats support populations of some of the most endangered plants and invertebrates in the Central Valley including: Colusa grass (*Neostapfia colusana*), alkali milk-vetch (*Astragalus tener* var. *tener*), vernal pool tadpole shrimp (*Lepidurus packardii*), California linderiella (*Linderiella occidentalis*), and the largest, and one of the only known remaining populations of Crampton's tuctoria (*Tuctoria mucronata*). The nonnative Italian ryegrass (*Lolium multiflorum*), crypsis (*crypsis schenoides*), and perennial pepperweed (*Lepidium latifolium*) are also widely distributed in vernal pools.

2.3.6 Upland Grasslands

Of the various habitat types that are represented in the Central Valley and coastal mountain range, the largest habitat reduction across Yolo County has been native grasslands habitat (H.T. Harvey et. al., 2005). This habitat type is vital for many native plant and wildlife special status species to thrive. The Davis Communications Site, in conjunction with the adjacent Grasslands Regional Park, contains the largest, contiguous grasslands habitat area in the valley floor of Yolo County that is not used for cattle grazing.

Most of the Davis Communications Site consists of upland grasslands that are dominated by a variety of naturalized, nonnative grasses and forbs. Although the majority of the site is dominated by non-native species, there is a great diversity of native forbs species present on the site. Some of these species include: California poppy (*Eschscholzia californica*), miniature lupine (*Lupinus bicolor*), baby blue eyes (*Nemophila insignis*), tarweed (*Hemizonia* ssp.),

fiddleneck (*Amsinckia menziesii*), tomcat clover (*Trifolium wildenovii*), and miner's lettuce (*Claytonia perfoliata*). Some portions of the site also contain dense patches of the perennial native grass creeping wildrye (*Leymus triticoides*).

The grasslands located on the Davis Communications Site provide important breeding and foraging habitat that is otherwise relatively scarce in the region, due to habitat conversion to agriculture and widespread habitat degradation caused by land disturbances. Some of the bird species that utilize the site and are typically associated with grasslands habitats include: the northern harrier (*Circus cyaneus*), Red-tailed hawk (*Buteo jamaicensis*), California horned lark (*Eremophila alpestris actia*), and Western burrowing owl (*Athene cunicularia hypugea*). The site also provides important breeding and foraging habitat for waterfowl such as mallard (*Anas platyrhynchos*), cinnamon teal (*Anas crecca*), and gadwall (*Anas strepera*). Grasslands habitat on the site also supports abundant small mammals such as California ground squirrel (*Spermophilus beecheyi*), which in turn attract many avian, mammalian, and reptilian predators such as Swainson's hawk (*Buteo swainsoni*), coyote (*Canis latrans*), racers (*Coluber constrictor*), and gopher snake (*Pituophis melanoleucus*).

2.3.7 Rare and Endangered Species

Based on the Special Status Species Monitoring Report for the McClellan Air Force Base and Lincoln & Davis Communications Facilities 1996 Supplement, the USFWS Recovery Plan for Vernal Pool Ecosystems of California and Southern Oregon, and surveys conducted by Environmental Science Associates in 2004 and 2005 there are fourteen species that have been observed at the Davis Communications Site that are listed according to state, federal, and/or California Native Plant Society (CNPS) standards as rare, threatened, or endangered. Table 2.1 identifies the rare and endangered plants, invertebrates and crustaceans, and wildlife as stated in the federal, state, and CNPS status designations. Refer to the Grasslands Regional Park Habitat Management Plan for additional information pertaining to these species and other species found at the Davis Communications Site.

TABLE 2-1: Special Status Species at the Davis Communications Site

Species	Common Name	Status
Plants		
<i>Astragalus tener var. tener</i>	Alkali milkvetch	FSC, CNPS 1B
<i>Neostapfia colusana</i>	Colusa grass	FT, SE, CPNS 1B
<i>Tuctoria mucronata</i>	Solano grass (Crampton's tuctoria)	FE, SE, CNPS 1B
<i>Atriplex joaquiniana</i>	San Joaquin spearscale	CNPS 1B
Animals		
<i>Buteo swainsoni</i>	Swainson's hawk	ST
<i>Elanus Leucurus</i>	White-tailed kite	SFP
<i>Athene cunicularia</i>	Burrowing owl	CSC
<i>Circus cyaneus</i>	Northern Harrier	CSC
<i>Accipiter striatus</i>	Sharp-shinned Hawk	CSC
<i>Falco mexicanus</i>	Prairie Falcon	CSC
<i>Larus argentatus</i>	California Gull	CSC
<i>Lanius ludovicianus</i>	Loggerhead Shrike	FE, SE
Invertebrates		
<i>Lepidurus packardi</i>	Vernal pool tadpole shrimp	FE
<i>Linderiella occidentalis</i>	California linderiella fairy shrimp	FSC

STATUS LEGEND:

State

CSC = California Special Concern species

SE = State listed as Endangered

ST = State listed as Threatened

SFP = State fully Protected

Federal

FE = Federally listed as Endangered

FT = Federally listed as Threatened

FSC = Federal Special Concern species

CA Native Plant Society

List 1B = rare, threatened, or endangered in CA and elsewhere

*Source: WESCO 1995, Jacobs Engineering 1996, and Yolo County and ESA 2005

2.3.8 Invasive Species

The vegetation at the Davis Communications Site primarily consists of non-native species that have become established due to past agricultural and Air Force activities as well as dispersal from adjacent properties. The distribution of many of the species on the site is correlated with the underlying soils. Species such as yellow star-thistle (*Centaurea solstitialis*), medusahead (*Taeniatherum caputmedusae*), and filaree (*Erodium ssp.*) are typically found in the upland grassland portions of the site on Brentwood and Marvin soils while perennial pepperweed (*Lepidium latifolium*) and swamp timothy (*Crypsis schoenoides*) are distributed across the vernal pool and seasonal wetland areas that contain Marvin, Capay, and Pescadero soils. Other common exotic species on the Davis Communications Site include wild oats (*Avena fatua*), soft chess (*Bromus hordeaceus*), ripgut brome (*Bromus diandrus*), barbed goatgrass (*Aegilops triuncialis*), Italian ryegrass (*Lolium multiflorum*), and Zoro fescue (*Vulpia myuros*). The abundance of non-native species pose a threat to sensitive species by degrading habitat quality for wildlife species and outcompeting sensitive plant species for space.

2.4 Existing Infrastructure and Utilities

2.4.1 Roads

There is one main paved road on the Davis Communications Site that allows access from County Road 36 to the developed portion of the facility. There is currently a locked gate at the entrance from County Road 36 to prevent access to the site by non-military personal. There are also numerous degraded gravel roads and gravel pads located throughout the entire site. The gravel roads were historically used to provide access to the antennas for maintenance.

2.4.2 Antennas

The Air Force has removed all antennas from the antenna fields although the gravel pads and remnant infrastructure elements (i.e. concrete footings, steel cables, and creosote poles) are located throughout the site where the antennas once stood. Over 800 concrete footings, cable anchors, and posts have been located on the site (See Figure 2-1).

2.4.3 Fencing

The perimeter of the site is enclosed by field fencing with strand barbed wire on top and is in fair to poor condition. Field fencing topped with barbed wire also lines the entry road on the site, separating it from the undeveloped portions of the property. The eight acre developed portion of the site is surrounded by a chain-linked security fence topped with razor wire.

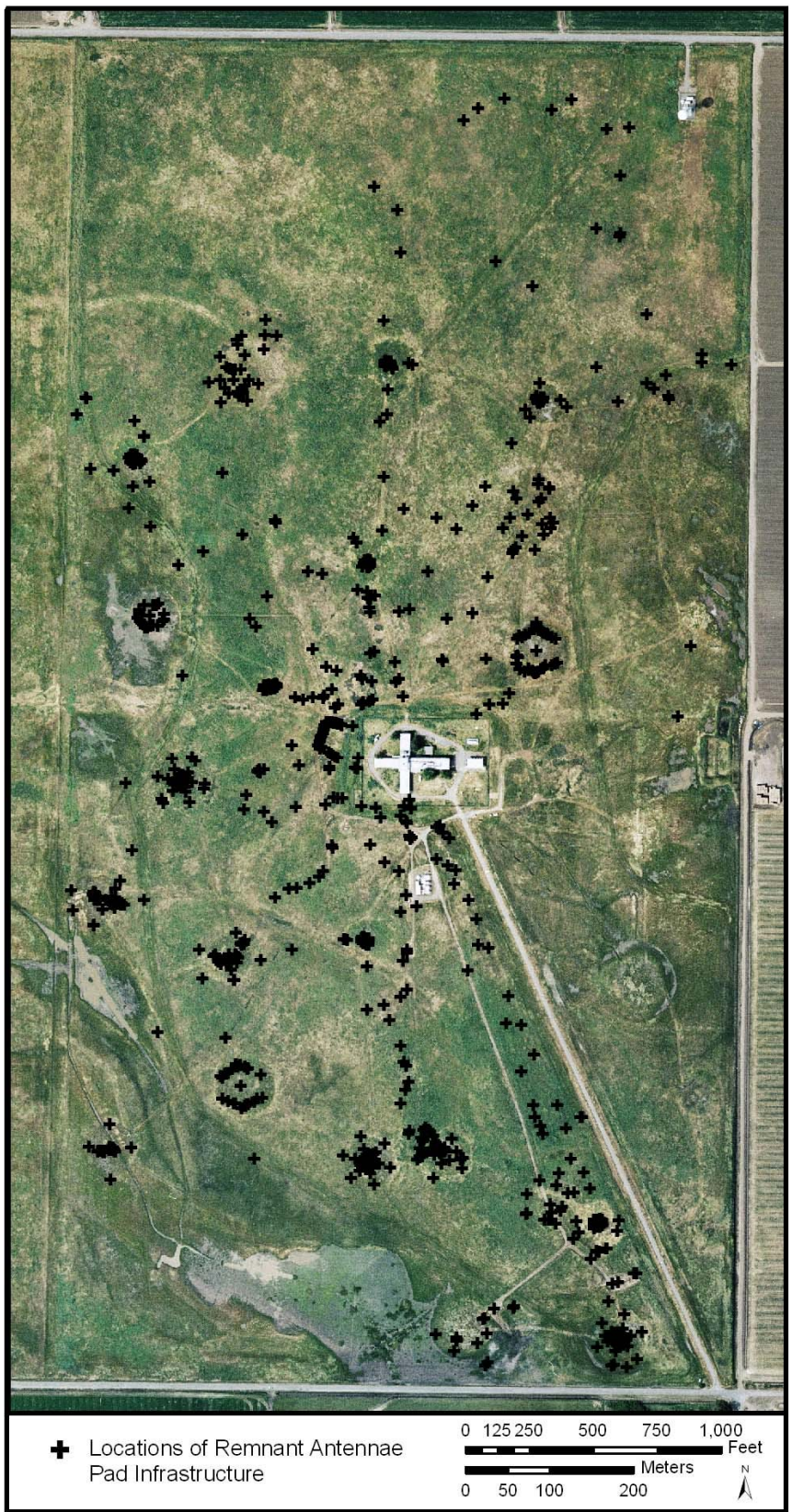


FIGURE 2-1: Remnant Antennae Pads and Communications Infrastructure in the Undeveloped Portions of the Davis Communications Site

2.4.3 Buildings

There are four buildings located in the developed area of the Davis Site. Most of the buildings were built in 1952. Building 4708, the largest of the four buildings, was the main communications/transmitter building. It is 25,983 square feet and historically contained communications equipment, barracks, kitchen, laundry room and general living quarters for the military personal. Building 4709 is a metal structure that houses the water well pump equipment. Building 4710 contains two diesel emergency power generators and an administrative office. Building 4712 was added in 1977 and is a partially enclosed wooden recreation structure with a covered picnic/patio area and an outdoor barbecue. Building 4711 was demolished in 1988 and no longer exists (URS Group, 2001).

TABLE 2-2: Building Inventory

Building No.	Former Air Force Use	Square Footage*
4708	Transmitter and Administration Building	25,983
4709	Water production well and pumphouse	122
4710	Emergency Power Building	2,211
4712	Recreation Building	732

*Square footage calculated by Indigo / Hammond & Playle Architects, LLP

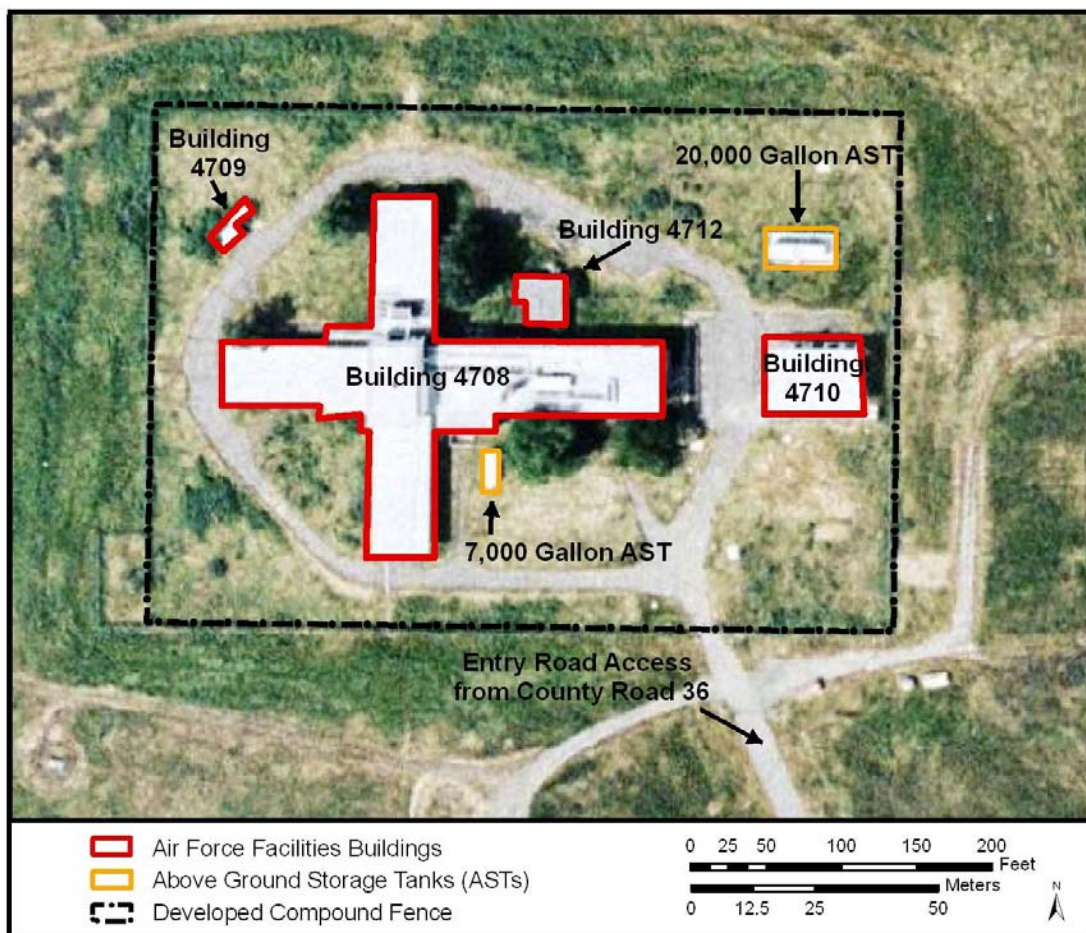


FIGURE 2-2: Map of former Air Force building locations

Due to the age of the facilities on the Davis Communications Site, lead based paint (LBP) is present throughout the building infrastructure. The interior and exterior surfaces of the buildings along with other surfaces, such as the microwave tower, were painted with LBP. Some of the exterior surfaces of the buildings show signs of chipped and peeling.

The buildings on the Davis Communications Site were assessed in 1996 in the Basewide Asbestos Survey (Lee & Ro, 1996) for presence and condition of asbestos containing materials (ACM). All the buildings except 4709 and the well pump house were determined to contain ACM and all of the exterior material is assumed to have LBP unless otherwise noted in the Site-Specific Supplemental Environmental Baseline Survey (SSSEBS).

The Davis Communications Site was inspected by officials from Yolo County's Building, Planning, and Environmental Health Departments. It was determined that the existing infrastructure does not meet current California or County building codes for health and safety. In addition, the buildings do not meet fire and electric codes, seismic standards, or Americans with Disabilities Act (ADA) accessibility standards. The buildings, especially the main transmitter building (Building 4708), would require extensive renovation and remodeling in order to facilitate any form of reuse.

2.4.3.1 Former Transmitter and Administration Building (Building 4708)

The former transmitter and administration building can be usefully divided into two portions for discussion purposes:

- 1) Concrete and steel transmitter facility and equipment area (17,017sq.ft.)
- 2) Wood framed section containing the administration area and barracks (8,966sq.ft.)

The structural and building envelope integrity of the concrete and steel portion of Building 4708 is sound. The concrete and steel portion contains steel beams that are encapsulated in lath and stucco. The walls are un-insulated 10" cast-in-place concrete painted with LBP. The roof is un-insulated 5" cast-in-place concrete that has been painted on interior side and covered with asphalt roofing on the exterior. The plan drawings for the building note that concrete walls extend down below grade 5'-9" to the top of the foundation and that the foundations extend a minimum of four feet into undisturbed native soil. Combining the four-foot-deep footings with the 5'-9" concrete wall section below grade puts the bottom of the foundations at almost ten feet below the finished floor elevation.

The wood framed section of Building 4708 contains an administration area on the first floor and barracks on the second floor. This portion of the building overlaps the concrete portion at the second floor, but, as the concrete portion includes a 5" slab at its ceiling, the two portions remain separable. The structural integrity of the wood portion appears sound, however, the building envelope is sheathed in vinyl siding which shows flaking, cracking and other signs of wear. The walls are insulated 3½" wood frame with painted gypsum board on the interior and vinyl over original redwood siding on exterior. The redwood siding was painted with lead-based paint. The roof sections are insulated dimensional lumber frame with built up asphalt roof sheathing.

The HVAC and other mechanical and electrical systems throughout the building are antiquated and should be removed or replaced. There are no functioning code compliant fire and life safety provisions in place. There are no sprinklers. The ceilings are suspended acoustical tile which may contain asbestos. Interior floor finishes include 9"x9" asbestos-based floor tile adhered with asbestos-based mastic.

The building does not comply with ADA accessibility standards in that there are no universally accessible amenities, grade changes to the entrance of the building as well as interior flooring changes where concrete slabs meet steel floor plates are typically not accessible, and door pulls typically exceed 15 pounds on the exterior and 5 pounds on the interior. The path of travel to the main entry of the building from parking is interrupted by two 4.5" steps due to the building pad sitting approximately 9" higher than surrounding grade. This makes the main entry inaccessible without modification to the exterior approach. With the exception of some large service doors, most doors within the wood portion of the transmitter building have less than the required 32" clearance needed to meet ADA standards, making them inaccessible without modification. Interior flooring level changes exceed ¼", where concrete slabs meet steel floor plates, typically, and are not accessible. Accessible amenities, such as toilet rooms and drinking fountains, are not available.

**The basis of the ADA assessment is the 2003 California Disabled Accessibility Guidebook. In order to analyze accessibility requirements each area of the building was assigned an assumed use similar to historical building uses including: a) equipment storage in concrete wings of the building, b) administrative offices on the lower floor of the wood framed section of the building, and c) dormitory use in the former barracks located on the second floor of the wood framed section of the building.*

2.4.3.2 Water Production Well and Pump House Building (Building 4709)

Building 4709 is a small metal structure that houses a non-potable water production well and pump. The water production well is useful for fire protection purposes only (See Section 2.4.6).

2.4.3.3 Former Emergency Power Building (Building 4710)

The structural and building envelope integrity of Building 4710 is sound. This 2,200 square foot emergency power building is located within the facilities compound to the east of the former transmitter administration building. The walls are uninsulated 10" cast-in-place concrete painted with LBP. Asbestos stickers tested positive on walls, floor baseboards, and along window sills (URS, 2001). The roof is uninsulated 5" cast-in-place concrete, painted on interior side, asphalt sheathed on the exterior.

The HVAC and other mechanical and electrical systems are antiquated and should be removed or replaced. There are no functioning fire and life safety provisions in place. There is an emergency eyewash and shower, but without a potable water source, this amenity is unusable. There are two diesel-fired backup generators within the building, of which the operational status is unknown.

Access to the building is through 3'-0" man-doors that have been cut into the original roll-up doors, making pedestrian access easier. No provisions have been made for ADA accessibility.

2.4.3.4 Former Recreation Building (Building 4712)

The former recreation building is a 730 square foot dilapidated building located immediately north of the former transmitter and administration building. The ceiling is partially collapsed and there is extensive damage to roof tiles. There is significant peeling and chipped paint on wall surfaces. Altogether, the building is structurally unsound in its current condition.

2.4.4 Aboveground Storage Tanks

There are three aboveground storage tanks (ASTs) located at the Davis Communications Site. All three tanks (one 250 gallon, one 7,000 gallon and one 20,000-gallon tank) were used for storing diesel fuel. The tanks have been emptied and cleaned and the Air Force has closed all permits associated with these ASTs (URS Group, 2001).

2.4.5 Underground Storage Tanks

Four underground storage tanks (USTs) were historically located on the Davis Communications Site. Three 20,000-gallon USTs were removed from the site in 1988 while the 7,000-gallon UST was removed in 1995. Contaminated soil was discovered in the area around each UST and was subsequently removed and backfilled with clean soil when USTs were removed (AFRPA, 2007). The remaining contaminated soil was left in place (in situ). The Air Force is responsible for remediating contaminated groundwater and soil in accordance with CERCLA. Remediation efforts are more fully described in Section 2.5 of this document.

2.4.6 Water Systems

A base production well, located in Building 4709, has been maintained by the Air Force to provide non-potable water for emergency fire suppression purposes. The Site Specific Supplemental Environmental Baseline Survey (SSSEBS) states that the untreated water from this well can be utilized for irrigation, fire suppression and sanitary purposes; however, the State Land Use Covenant (SLUC) for the site states that the existing groundwater production well shall not be used for any purpose other than fire suppression without prior written permission from the California Regional Water Quality Control Board (RWQCB).

Use of the base production well for any type of use is a concern as it has the potential of adversely affecting the spread of volatile organic compounds (VOCs) in the groundwater and could draw the contaminated plume away from extraction wells or exacerbate the plume by drawing it deeper so it is preferred that no groundwater pumping occurs on the site.

Currently, no potable water sources exist at the Davis Communications Site and groundwater disturbance for purposes other than fire suppression are prohibited due to groundwater contamination according to the terms stated in the SLUC.

2.4.7 Sanitary sewer system

During the site's use as a telecommunications facility, sewage disposal was originally accomplished with septic tank and leach fields. The clay soil caused field failures and a three-pond waste holding system was subsequently implemented in the 1960's (URS Group, 2001). All sanitary wastewater produced at the site flowed into the septic system and the wastewater holding ponds.

The Air Force terminated its waste-discharge permit and wastewater system was decommissioned as per Yolo County Environmental Health Department codes and RWQCB requirements in 2003. Any future sanitary sewer systems to be installed at the Davis Communications Site will require permits from the RWQCB and will be subject to the restrictions stated in the site's SLUC.

2.4.8 Electrical systems

The Davis Communications Site is supplied with electricity from PG&E via above ground distribution lines. Building 4710 contains two diesel backup power generators. The status of the backup power generators is unknown.

2.4.9 Rights-of-Way

Numerous utility corridors transect Grasslands Regional Park. Land managers should research existing documentation to determine rights-of-way (e.g. powerlines, gas lines, water lines, etc.) held by outside entities and determine measures to ensure that maintenance activities by such entities minimize or avoid impacts on ecological resources.

2.5 Environmental Contamination

2.5.1 Initial Investigation

Almost fifty years of military operations at the Davis Communications Site have contaminated various portions of the property. The first areas of contamination were discovered in the 1980's while the communications facility was still in operation. In 1980, the DOD issued guidelines to investigate and clean up wastes from past operations at military installations worldwide. Subsequently, the Air Force began investigating its bases under the DOD's Installation Restoration Program (IRP). The fundamental goal of the program was to protect human health and the environment. In 1985, investigations at the Davis Site IRP identified subsurface soil and groundwater contamination when three USTs were removed. In addition, asbestos containing material, lead based paint, hazardous storage sites, former repair areas were identified, wastewater discharges were tested, and a radiological survey was conducted (URS Group, 2001).

2.5.2 Risk Assessment

Human health and ecological risk assessments were conducted at the Davis Communications Site prior to site closure and are primarily documented in the Davis Global Communications Site Final Risk Assessment Report (CH2M HILL, 1994). The risk assessment serves to identify contaminants of potential concern, identify potential contaminant exposure pathways from those contaminants to human and ecological receptors, estimate contaminant concentrations to which receptors could become exposed, estimate their contaminant intake rates, and to characterize potential risk to humans and wildlife associated with the estimated intake rates.

2.5.3 Contaminants of Concern

DOD worked with the EPA to test and identify Contaminates of Concern (COC) in the soil, soil gas, and groundwater at the Davis Site on the basis of risk assessment. The samples were collected and analyzed for chemical breakdown products in the vadose zone and the groundwater (CH2MHill, 1994). Identified COCs for soil, soil gas, and ground water are listed in Table 2-3 and are described in further detail in the Davis Global Communications Site Risk Assessment Report and the SSSEBS.

TABLE 2-3: Summary of Contaminants of Potential Concern at the Davis Communications Site (Source: Davis Global Communications Site Risk Assessment Report, CH2MHill, 1994)

Contaminants of Potential Concern in Soil	Contaminants of Potential Concern in Soil Gas	Contaminants of Potential Concern in Groundwater
Benzyl butyl phthalate	Benzene	Acetone
bis(2-ethylhexyl) phthalate	1,1-Dichloroethane	Bromodichloromethane
di-N-butyl phthalate	1,1-Dichloroethene	Bromoform
Dibenzofuran	cis-1,2-Dichloroethene	Chlorodibromomethane
Diesel hydrocarbons	Ethylbenzene	Chloroform
Fluorene	m,p-Xylene (sum of isomers)	1,4-Dichlorobenzene
2-Methylnaphthalene	o-Xylene (1,2-dimethylbenzene)	1,1-Dichloroethene
Naphthalene	Tetrachloroethane	Ethylene dibromide
Petroleum hydrocarbons	Toluene	Methyl ethyl ketone
Phenanthrene	1,1,1-Trichloroethane	Methyl isobutyl ketone
Pyrene	Trichlorofluoromethane	Tetrachloroethene
	1,1,2-Trichloro-1,2,2-trifluoroethane	1,1,2-Trichloro-1,2,2-trifluoromethane
	Vinyl chloride	Trichloroethene
		Trichlorofluoromethane
		Toluene
		Vinyl chloride

2.5.4 Environmental Remediation

In 1992, the Air Force and the Cal/EPA signed a Federal Facility Site Remediation Agreement to coordinate groundwater cleanup efforts at the Davis Communications Site. The Air Force developed a remedial action program in 1993 that was consistent with the IRP as well as federal and state hazardous waste investigation and cleanup guidelines (CM2M Hill, 1993). Investigations and initial remediation activities conducted by the Air Force were under the oversight of Cal/EPA, DTSC, and the RWQCB. Subsequently, the RWQCB became the lead agency overseeing the site clean-up due to the contamination being related to groundwater quality.

The goal for cleanup of the vadose zone is to eliminate its ability to be a source of contamination for the underlying groundwater. In an effort to achieve this, a groundwater extraction and treatment system was installed in 1996 on the site by CH2M Hill under a performance-based remediation contract with the Air Force. The groundwater treatment plant was shut down in October 2005 in order to begin an In Situ Chemical Oxidation Treatability Study in 2006 (AFRPA, 2007). That study is now complete and a feasibility study addendum is anticipated to be completed in late 2009.

3.0 Site Restrictions

The redevelopment opportunities of the Davis Communications Site are limited by a variety of factors including the site's location, available resources to address site conditions, and land use restrictions imposed on the site. The land use restrictions placed on the site by both state and federal agencies have been instituted in an effort to both protect human health and to provide protection for the endangered and threatened species on the site. The primary documents that impose land use restrictions on the Davis Communications Site include: the site's Biological Opinion, the Finding of Suitability for Early Transfer, and the State Land Use Covenant. The locations of the restricted areas established on the Davis Communications Site by each of these documents are shown in Figure 3-1.

3.1 *Biological Opinion*

The Biological Opinion for the Davis Communications Site was published by the USFWS on December 10, 2004 (1-1-00-F-0245), requiring that the grantee of the Davis Communications Site establish a conservation easement on 173 acres of the site and manage that portion of the site in perpetuity such that federally listed species that inhabit the vernal pools on the site are protected (Appendix D). The establishment of this easement requires that rare species and habitat are protected in perpetuity and prohibits any form of development within the designated conservation easement area (Appendix Q).

3.2 *Finding of Suitability for Early Transfer*

The Davis Communications Site is not a federal CERCLA site or superfund site; however, all CERCLA standards for environmental cleanup are still applicable. The site was placed on the State Priority Ranking List in California Health and Safety Code § 25356 and is covered under the state Installation Restoration Program (IRP). Due to environmental concerns that exist on portions of the site, 55 acres of the site are being transferred as an "early transfer" pursuant to CERCLA § 120(h)(3)(C), as a means to transfer the property before all environmental remediation is completed. There are no known hazardous substances on the remaining portions of the property (approximately 259 acres).

The DOD and the LRA may engage in an "early transfer" of the property if: 1) the property is suitable for transfer based on its intended use, 2) the deed contains provisions that provide for future remediation activities, 3) the public has the opportunity to comment on the transfer, and 4) the deferral and transfer will not interfere with response actions (AFRPA, 2007). In this situation, as is true with the Davis Communications Site, a Finding of Suitability for Early Transfer (FOSET) is the document used to outline the transfer process and provide site restrictions necessary to protect human health and the environment. The Governor of the state in which the early transfer site resides, must approve the transfer of the property with a deferral of the CERCLA 120(h)(3)(A)(ii)(I).

The FOSET outlines the environmental conditions of the property including the known presence of hazardous substances on the site, the deed restrictions for the property, and the institutional controls placed on the future use of the property as required by CERCLA (Appendix E). The deed restrictions outlined in the FOSET place constraints on certain activities at the site to ensure that future site reuse is consistent with protection of human

health and the environment and does not interfere with ongoing remediation. The deed assurances listed in the FOSET that directly restrict certain types of redevelopment or reuse activities on the site include:

D4.1 USE RESTRICTIONS: The Grantee covenants and agrees not to extract or permit to be extracted any water from below the surface of the ground within the boundary of the Property except for monitoring purposes.

D4.2 The Grantee will not undertake or allow any digging, trenching, drilling, excavation, or any other soil-disturbing activities within portions of the Property (as defined by legal description) without prior written permission of the Air Force.

D4.5 The Grantee and its successors are restricted from using portions of the Property (as defined by legal description) for residential purposes, for traditional or private schools for persons under 18 years of age, for day care for children, or for a hospital for human care.

D4.6 The Grantee and its successors are restricted from constructing any enclosed building or structure unless a vapor barrier is constructed between the foundation and the soil surface that prevents potential soil vapor from entering the building or structure. Construction plans shall be approved by the Air Force.

3.3 State Land Use Covenant

The RWQCB has drafted a State Land Use Covenant (SLUC) for the Davis Communications Site pursuant to Civil Code section 1471 (Appendix F). This land use covenant has been determined by the State of California to be reasonably necessary to protect present or future human health or safety or the environment as a result of potential risk related to the possible presence on the land of hazardous materials, as defined in the California Health and Safety Code § 25260. The document outlines both the steps required of the Air Force to remediate groundwater contamination and the future site owner's obligations to adhere to land use restrictions and pay the costs incurred by the State of California associated with administration of the covenant. The Draft Final State Land Use Covenant for the Davis Communications Site was released by the RWQCB on June 23, 2008 with the following restrictions:

4.01 Restrictions. The Property may not be put to any of the following uses by Owners/Occupants [Restrictions (1) through (5) apply to the area defined in Exhibits A3 and B3, and Restrictions (6) through (9) apply to the Property as defined in Exhibits A1 and B1]:

- (1) A residence, including any mobile home or factory built housing, used as residential human habitation.*
- (2) A hospital for humans.*
- (3) A public or private school for persons under 18 years of age.*
- (4) A day care center for children.*
- (5) Construction of other buildings that are not listed in subsections (1) through (4), above, in the area defined in Exhibits A3 and B3 without the prior written approval of the Regional Water Board and prior to any construction addressing potential health risks that may be posed via indoor air contaminated by volatile chemicals in shallow soils (i.e., vapor*

intrusion) by either (a) designing and constructing structures within the area defined in a manner that would mitigate unacceptable risk under applicable law (for example, through installation of a vapor intrusion barrier or gas collection system); or (b) evaluating the potential for unacceptable risk prior to the erection of any structure in the same area, and including mitigation of the vapor intrusion in the design/ construction of the structure prior to occupancy if an unacceptable risk is posed under applicable law. The Covenantor will coordinate any and all evaluation and potential mitigation measures required under applicable law with the Regional Water Board. Nothing in this paragraph should be construed as requiring any action beyond what is required by applicable law.

- (6) Use of the existing groundwater production well for any purpose other than fire suppression without the prior written approval of the Regional Water Board.*
- (7) Any use of the Property that causes alteration of groundwater conditions within the Property through activities such as construction of any well; extraction, use or consumption of groundwater from wells within the boundary of the Property, except as provided in Section 4.01(6), above; use of any groundwater within the boundary of the Property except as specified in Section 4.01 (6); or construction or creation of any groundwater recharge area, unlined surface impoundments, or disposal trenches without the prior written approval of the Regional Water Board. The parties recognize that the Covenantor intends to engage in vernal pool restoration and similar habitat restoration activities which may require shallow excavation, and the Regional Water Board agrees to permit the County to engage in such activities outside the area identified in Exhibits A3 and B3 with the recognition that groundwater will not be affected by such activities.*
- (8) Any use of the Property that would cause disturbance of or limit access to any equipment or systems associated with groundwater or soil vapor extraction remediation or monitoring.*
- (9) Non-Interference with Ongoing Remediation. Construction, operations, or other activities on the Property shall not interfere with necessary monitoring, investigation, assessment, or remediation activities, without prior written permission of the Air Force.*

4.02 Soil Management. The following restrictions apply to soils on the Property:

- (1) No activities that will disturb the soil (e.g., digging, excavation, grading, removal, trenching, filling, earth movement or mining), shall be allowed within the area defined in Exhibits A3 and B3 without prior written approval from the Regional Water Board. A soils management plan shall be prepared for Regional Water Board review and concurrence before conducting any intrusive activities in the area defined in Exhibits A3 and B3.*
- (2) Any soils brought to the surface by digging, grading, excavation, trenching or backfilling shall be managed in accordance with all applicable provisions of state and federal law, and in accordance with the soil management plan required in 4.02(1), above.*

4.0 Screening and Conveyance Process

Federal regulations and related legislation have established a range of property disposal mechanisms and processes, which follow a sequence in terms of when entities are permitted to request federal surplus property. As the withdrawing federal agency, DOD serves as the primary decision-maker for the closure and transfer of military property at the Davis Communications Site. In this role DOD first screens for potential use by other federal agencies. Once it is determined that a property (or a portion of a property) is not needed by any federal agency, the property is declared as federal surplus property and is reviewed for a variety of state and/or local public uses. At that time state and local governments and certain non-profit organizations can apply for a Public Benefit Conveyance (PBC) which allows for the transfer of federal surplus property for “public purpose” uses including: education, health, parks and recreation, the homeless, monuments, public airports, highways, correctional facilities, and wildlife conservation. When an entity applies for a PBC, their proposed reuse must be approved by both the DOD and a federal sponsoring agency which will transfer the property to the applicant. As part of the reuse process the future reuse(s) as well as the mechanism for transferring all or portions of the property for each requested reuse must be determined.

4.1 Federal Screening and Conveyance

In 1995, the BRAC Commission designated the McClellan Air Force Base for closure on July 13, 2001. As an annex facility of the McClellan Air Force Base, the Davis Communications Site was one of the properties the BRAC Commission listed as surplus government property available for screening and disposal to other federal agencies between 1995 and 2001.

Two federal agencies requested all or portions of the property during the federal surplus screening period. November 1995, the USFWS requested fee simple transfer of the entire Davis Communications Site property for inclusion in the North Central Valley Wildlife Management Area. In 1996 NOAA requested a fee simple transfer of 5.74 acres (500' X 500') located in the northeast corner of the property to be used for an atmospheric weather satellite station. On March 28, 1996, the Air Force issued a Surplus Determination for the Davis Communications Site that included the recommended transfer of approximately 311 acres to USFWS and approximately five acres to NOAA.

On September 5, 1996 the USFWS partially withdrew its request, reducing it to the approximately 115 acres containing seasonal wetlands, vernal pools, and associated buffer zones in the interest of protecting the most valuable natural resources on the site while minimizing the accepted costs and liability associated with the remaining portion of the property, associated groundwater contamination, and site infrastructure. On July 21, 1998, the USFWS withdrew its request for the 115 acre portion of the site with the stipulation that restrictive deed covenants be required for the 115 acre portion of the property such that the vernal pools on the site are protected.

4.2 Public Screening and Letters of Interest

When properties or portions of properties are not requested by any federal agency, they are declared surplus and then are reviewed for a variety of state or local public uses. At that time state and local governments and certain non-profit organizations can apply for a Public Benefit Conveyance (PBC) which allows for the transfer of federal surplus property for “public purpose” uses including: education, health, parks and recreation, the homeless, monuments, public airports, highways, correctional facilities, and wildlife conservation. When requesting a federal surplus property through a PBC, the interested party must have a federal sponsoring agency approve of their proposed reuse plan for the site.

The General Services Administration released a Notice of Surplus Determination for the Davis Communications Site on February 16, 2006, subsequent to the USFWS's decision to withdraw their request to acquire the site. At that time a notice was posted in the Federal Register and published in the Davis Enterprise and the Sacramento Bee, two local newspapers (Appendix G). The period in which interested parties could submit a notice of interest (NOI) to Yolo County, the LRA, for consideration in the reuse planning of the site commenced on the date of the Notice of Surplus Determination. Four NOI letters were received during this time period. The organizations that submitted NOIs include: Caltrans (state agency), California Department of General Services (state agency), Omni-One Ministries (homeless services non-profit), and Cross Mission (homeless services non-profit). Additionally, the Yolo County Parks and Resources Department indicated an interest in acquiring the property for use as a regional park in order to protect natural resources and provide passive recreation and educational opportunities to the public and submitted a letter of interest to the National Parks Services indicating their intention to apply for a Federal Lands to Parks PBC.

The California Department of General Services sent an NOI on May 12, 2006 stating their interest in acquiring the property through fee title or lease for the purposes of developing a communications site for a public safety radio system. On July 26, 2006 however, the California Department of General Services submitted a subsequent letter rescinding their interest in the property (Appendix H).

Caltrans submitted a letter on April 26, 2006 stating their interest in partnering with the eventual property owner in order to use the site for mitigation required for impacts caused elsewhere by future transportation projects. The letter also stated that Caltrans has no interest in occupying or otherwise obtaining ownership of any portion of the site (Appendix I).

Two NOI's were submitted from homeless service providers. Cross Mission submitted an NOI on May 5, 2006 stating their interest in acquiring the property to provide permanent housing and supportive services to homeless individuals (Appendix J). Omni-One Ministries submitted an NOI on May 17, 2006 stating their interest in acquiring 141 acres of the site, including all developed facilities, for a 64 bed homeless facility and recreational camp (Appendix K). Both of these submissions are discussed in greater detail in Section 5 of this document.

4.2.1 Homeless Assistance Public Benefit Conveyance

Base Closure Community Redevelopment and Homeless Assistance Act of 1994 requires that LRA's consider the needs of the homeless for surplus military site reuse and established a community-based process where representatives of the homeless and other community groups participate in local reuse planning. Through this process, homeless service providers may submit NOIs to request a no-cost PBC of federal surplus property for the purpose of providing homeless assistance services. The homeless assistance outreach process conducted for the Davis Communications Site is described in Section 5 of this document.

4.2.2 Conservation and Recreation Public Benefit Conveyance

Federal surplus property may be acquired through a PBC for public parks and recreation use through the Federal Lands-to-Parks Program. Under this program the National Parks Service may act as the federal transfer agency such that properties, or portions of properties, may be made available to state and local agencies at no costs to provide communities with more opportunities to participate in recreational activities, play organized sports, protect and provide access to natural resource areas.

5.0 Homeless Outreach and Notices of Interest

5.1 Jurisdiction

The Davis Communications Site is located in a rural portion of Yolo County, California (a non-entitlement County) approximately three miles south of the City of Davis. Outreach efforts for the Davis Communications Site were primarily focused on the areas within the jurisdiction of the Yolo County Board of Supervisors, the LRA for the site. These areas include: the City of West Sacramento, City of Davis, City of Woodland, City of Winters, and all unincorporated areas of Yolo County.

5.2 Outreach Efforts

Yolo County Parks and Resources Department staff enlisted the assistance of the Yolo County Department of Employment and Social Services (DESS) and the Yolo County Homeless and Poverty Action Coalition (HPAC) throughout the outreach process in an effort to ensure participation by interested stakeholders pertaining to the issue of homeless services site reuse. HPAC is a local affiliation of public sector groups and non-profit agencies that work to address the needs of low-income and homeless individuals in Yolo County (Note: this coalition was previously recognized as the Yolo County Homeless Coalition until they changed their name in 2007). DESS staff and HPAC members were instrumental in getting notifications of the workshop, notice of interest solicitations, and pertinent site information sent directly to all local homeless service providers through their electronic mailing list and during HPAC meetings in addition to the public notices and information distributed by the Parks and Resources Department. HPAC members also provided input regarding the feasibility of homeless services during the reuse planning process.

5.2.1 First Outreach Process Efforts

In anticipation of the federal surplus of the Davis Communications Site, Yolo County staff gave a presentation at a regularly scheduled Yolo County Homeless Coalition (YCHC) meeting on March 9, 2004 to notify local homeless service providers of the property and the federal transfer process. Once the notice of federal surplus was released on February 16, 2006, the federal General Services Administration placed public notices stating the surplus of federal property and solicitation for NOIs in both the Davis Enterprise and the Sacramento Bee on February 22, 2006 (Appendix G). Additionally, Yolo County staff distributed a notice electronically to all local homeless service providers.

Yolo County staff organized and presented a second homeless outreach workshop, which took place at the City of West Sacramento City Hall during a regularly scheduled YCHC meeting on March 22, 2006. During this workshop, County staff presented the history and current conditions of the site, explained the federal surplus process, and answered questions. All attendees were given a four page information packet providing a summary of the site, the notice of surplus property, instructions for submitting letters of interest, and contact information (Appendix L). All materials presented at this workshop were also distributed electronically to local homeless service providers through the YCHC email distribution list and sent to all parties that contacted the County staff listed in both the Federal Register notification and newspaper publications.

A tour of the Davis Communications Site and its associated facilities took place on April 21, 2006 for homeless service providers that had expressed interest in the property. Both County and Air Force representatives were present at the tour to answer questions. Representatives from Omni-One Ministries were the only homeless service providers that attended the tour.

5.2.2 Second Outreach Process

Yolo County staff was informed by the Department of Housing and Urban Development (HUD) on September 17, 2007 that the initial outreach period for the Davis Communications Site listed in the Federal Register by the U.S. General Services Administration did not meet the 90-day statutory regulations (Appendix O). In response to this notification, Yolo County staff restarted the NOI solicitation and homeless outreach process and published public notices in the Davis Enterprise on September 26, 2007 and the Woodland Daily Democrat on September 27, 2007 (Appendix D). Additionally, County staff sent out email notifications and letters to all members of the HPAC and to homeless service providers that previously sent in NOIs. The second outreach process was held from September 27, 2007 through December 31, 2007.

A third Homeless Outreach Workshop was conducted on October 15, 2007 at the Yolo County Parks and Resources Department. Notification of this meeting was included in the public notices as well as emails and letters sent out to members of the HPAC. The same materials that were distributed in the previous workshop were distributed at the workshop. A representative of Friends of the Mission, an organization working on behalf of the Yolo Wayfarer Center, was the only attendee at the October 15th workshop.

5.3 State of Homelessness in Yolo County

Yolo County has a population of approximately 188,000 people based on data from the 2000 U.S. Census. Of this population, HPAC estimates that approximately 1,119 to 2,238 individuals within Yolo County may experience homelessness at some point during the year. A point-in-time count of sheltered and unsheltered homeless conducted by the HPAC on January 30, 2007, using HUD approved methodology, revealed that there were 186 unsheltered homeless individuals observed, 61 individuals in emergency shelters, and 167 individuals in transitional housing (See Table 1). Of the individuals observed by HPAC during the point-in-time count approximately 33% of the observed homeless were in West Sacramento, 44% of the observed homeless were in Woodland, 21% of the observed homeless were in Davis, and 2% were observed in rural areas.

TABLE 5-1: Davis/Woodland/Yolo County Continuum of Care Point-in-Time Homeless Population and Subpopulations Chart (Source: Davis/Woodland/Yolo County Continuum of Care, 2007)

Indicate date of last point-in-time count: 01/30/2007 (mm/dd/yyyy)				
Part 1: Homeless Population	Sheltered		Unsheltered	Total
	Emergency	Transitional		
1. Number of Families with Dependent Children	4	32	1	37
1a. Total Number of Persons in these Households (adults and children)	13	105	4	122
2. Number of Households without Dependent Children**:	48	62	169	279
2a. Total Number of Persons in these Households	48	62	182	292
Total Persons (Add Lines 1a & 2a):	61	167	186	414
Part 2: Homeless Subpopulations (Adults only, except g. below)				
	Sheltered		Unsheltered	Total
a. Chronically Homeless	15		78	93
b. Severely Mentally Ill	31		*	31
c. Chronic Substance Abuse	91		*	91
d. Veterans	14		*	14
e. Persons with HIV/AIDS	1		*	1
f. Victims of Domestic Violence	56		*	56
g. Unaccompanied Youth (Under 18)	0		*	0

*Optional for unsheltered homeless populations

**Includes single individuals, unaccompanied youth, and other adults (such as a married couple without children)

5.4 Local Services and Service Providers

HPAC provides a Continuum of Care for the homeless and those at risk of homelessness in Yolo County. HPAC was formed to provide a coordinated effort towards addressing homelessness issues and to obtain funding through collaborative relationships in an effort to provide a comprehensive array of integrated services for the homeless in Yolo County, with little or no duplication. Agencies that participate in the HPAC provide: homeless prevention programs; food distribution and meal programs; emergency shelter; transitional housing; permanent supportive housing; residential drug/alcohol treatment; sexual assault and domestic violence shelter; crisis nursery; low-income housing; and alcohol, drug, mental health and social service programs.

Through its annual Continuum of Care planning process, HPAC facilitates communication between non-profit organizations, businesses, and governmental agencies providing services to low income and homeless individuals and families in the community. HPAC hosts a series of public meetings that seek a broad range of participation and result in a Continuum of Care Plan (Appendix M) that directs the Coalition's efforts for meeting the needs of the homeless in the coming year, and determine objectives as shown in Table 5-2.

TABLE 5-2: Davis/Woodland/Yolo County Continuum of Care 10-Year Plan, Objectives, and Action Steps Chart (Source: Davis/Woodland/Yolo County Continuum of Care, 2007)

<u>Objectives to End Chronic Homelessness and Move Families and Individuals to Permanent Housing</u>	2007 Local Action Steps How are you going to do it? List action steps to be completed within the next 12 months.	Baseline (Current Level)	Numeric Achievement in 12 months	Numeric Achievement in 5 years	Numeric Achievement in 10 years
1. Create new PH beds for chronically homeless persons.	Use the Samaritan Bonus to provide 3 new beds. Complete the Cesar Chavez Plaza Apartments to provide an additional 12 beds. Develop strategies in the Ten-Year Plan to address the need for more PH beds for the chronically homeless.	9 Beds	24 Beds	98 Beds	98 Beds
2. Increase percentage of homeless persons staying in PH over 6 months to at least 71%.	Research how other PH programs serving the severely mentally ill are achieving 71%. Continue to provide site-based supportive services and 12-step programs. Continue to provide benefits advocacy. Review all practices and procedures to identify any programmatic barriers to housing stability.	43.8%	55%	71%	100%
3. Increase percentage of homeless persons moving from TH to PH to at least 61.5%.	Pursue funding for rental assistance, first and last month's rent, and security deposits. Continue the collaborative between YWC and YCCC to place TH clients in PH program. Strengthen partnerships with apartment managers.	72.3%	74%	77%	100%
4. Increase percentage of homeless persons employed at exit to at least 18%.	Open the GRACE (Gaining Residence and Choosing Employment) Program to other members of HPAC. Strengthen relationships with community-based employers. Increase usage of Dress for Success clothing closet.	46.2%	Maintain 46%	50%	65%
5. Ensure that the CoC has a functional HMIS system.	Continue monthly HMIS and HMIS User Group Meetings. Report on HMIS at every HPAC Meeting. Put all PH beds in the HMIS.	31.1% Bed Coverage	76% Bed Coverage	100% Bed Coverage	100% Bed Coverage

TABLE 5-3: Yolo County Homeless and Poverty Action Coalition Service Providers and Services (Source: Provided by the Yolo County Homeless and Poverty Action Coalition)

<p>Community Housing Opportunity Corp. (CHOC): Has been developing affordable housing since 1984. Property management services focus on ensuring that rental housing continues to provide safe, desirable living environments. The mission of the Resident Services program is to create opportunities for self improvement, community involvement and to help residents improve their quality of life.</p>
<p>Davis Community Meals (DCM): Provides a hot meal three times a week. Year-round shelter has 2 emergency beds and 14 beds for transitional housing. The cold weather shelter provides shelter to 10 individuals. Transitional housing for 8 families.</p>
<p>Families First, Yolo Crisis Nursery: Provides short-term emergency services to children, birth-5 years old. 98% come from low-income families. Approximately 40% of the children come from families at risk of or experiencing homelessness.</p>
<p>Food Bank of Yolo County: Serves the programs that feed the hungry. Distributes food collected from growers, manufacturers, wholesalers and grocery stores through nonprofit programs, food closets, etc. Has Yolo County Health Department certification, meets ASH warehouse standards, and has over 15,000 square feet of warehouse space.</p>
<p>Home Delivered Meals, Elderly Nutrition Program (ENP), People's Resources: Offers temporary or long term services to those 60 years and older, who cannot prepare nutritious meals for themselves and do not have friends, relatives or paid help to provide assistance. Allows seniors to remain living independently.</p>
<p>Sexual Assault and Domestic Violence Center (SADVC): Provides a network of services and programs, including a shelter for up to 14 weeks of comprehensive programs for battered women and children.</p>
<p>Short Term Emergency Aid Committee (STEAC): Prevents homelessness with eviction prevention, emergency shelter, and utility assistance programs. Eliminates barriers to employment and housing with first month's rent program, free furniture, educational assistance, and suit up for success. Meets basic needs by providing free food, cash assistance, and free clothing.</p>
<p>United Christian Center of The Greater Sacramento Area, Inc - Broderick Christian Center (BCC): Offers a day shelter to provide a brunch meal, laundry and shower facilities, mail reception and disbursement, a food closet, USDA Commodities distribution, and resource and referral services. The Transitional Housing Program has 11 Family Units, for a total of 32 beds.</p>
<p>Woodland Youth Services (WYS): Provides long-term care for children, up to age 17, who have been victims of abuse, neglect, abandonment or molestation. This includes food and shelter; crisis intervention; case management; psychological assessment; mental health treatment and emancipation preparedness. Our goal is to ensure more successful placement or emancipation and reduce the incidence of recidivism.</p>
<p>Yolo Community Care Continuum (YCCC): Provides community-based programs for those experiencing a psychiatric disability. Offers crisis and long-term residential programs. Supportive housing assists participants to live more independently. Resource Centers offer case management, housing, payee, vocational, and peer supports to develop independent living skills.</p>
<p>Yolo Family Resource Center (FRC): Provides information and referral services, a clothes closet for children ages 0-5, a career clothes lending closet for women, and utility payments for very-low income families and vulnerable individuals who are suffering a temporary economic hardship.</p>
<p>Yolo Wayfarer Center (YWC): Provides food, clothing and shelter to those in need. Programs include Day Shelter services, three hot prepared meals a day and grocery bags for low-income families. Operates a year-round emergency shelter and transitional housing programs for individuals and families. Also offers residential substance abuse treatment.</p>
<p>Other Partners: Yolo County Department of Employment and Social Services; Yolo County Department of Alcohol, Drugs and Mental Health; Yolo County Housing Authority; The Cities of Davis, West Sacramento, Winters and Woodland; Community Services Action Board; Legal Services of Northern California; Community Services Planning Council; California Department of Housing and Community Development; US Department of Housing And Urban Development</p>

5.5 Notices of Interest and Homeless Assistance Provider Consultation

The homeless service providers affiliated with the HPAC were the primary service providers consulted during the homeless outreach process. HPAC's members include: Communities Housing Opportunities Corporation; Davis Community Meals; Food Bank of Yolo County; Sexual Assault and Domestic Violence Center; Short Term Emergency Aid Committee; Woodland Youth Services; United Christian Centers; Yolo Community Care Continuum; Yolo Crisis Nursery; Yolo Family Resource Center; and the Yolo Wayfarer Christian Mission. Yolo

County staff provided both site and transfer process information to these organizations. County planning staff also requested input from local service providers as to the suitability of the site for homeless services.

Social service organizations that contacted the Yolo County and received individual consultation include:

- Bishop Bobby Smith (No organization specified) – Los Angeles, CA
- Cross Mission – Heber City, UT
- Habitat for Humanity – Davis, CA
- Omni-One Ministries – Bakersfield, CA
- Yolo County Department of Employment and Social Services – Woodland, CA
- Friends of the Mission – Woodland, CA

** Cross Mission and Omni-One Ministries were the only homeless service providers that submitted notifications of interest.*

5.5.1 Homeless Services Notices of Interest Received

During the first Homeless Outreach Process period Yolo County received two NOIs from homeless service providers: Cross Ministries of Heber City, Utah (Appendix J) and Omni-One Ministries of Bakersfield, California (Appendix K).

When the Homeless Outreach Process was re-started in September 2007, Yolo County staff sent out public notices and notified local service providers. Additionally, staff notified the service providers that previously submitted NOIs both by mail and email informing them that they needed to either confirm that they wanted their previous proposals to be included as an NOI for the second outreach period or submit new proposals by December 31, 2007, the outreach period deadline, if they wanted their plans to be considered as part of the reuse plan for the Davis Communications Site. No entities submitted NOIs during the second Homeless Outreach Process period.

No additional local homeless service providers submitted NOIs during either outreach period. Omni-One Ministries notified County staff that they would like their initial NOI to be considered; however, the organization never submitted 990 Forms and/or audited financial statements as requested. Yolo County staff contacted organizers of the Yolo County HPAC (at that time recognized as the Yolo County Homeless Coalition) after the close of the initial outreach period to inquire about lack of local interest in the property. Staff of local homeless service organizations responded that they do not believe that the site is suitable for homeless services due to the remote site location, lack of potable water, and prohibitive costs associated with rehabilitating buildings on site. Additionally, HPAC members submitted a position letter to the County stating reasons why they find the site to be unsuitable for homeless services and their concerns for the services proposed for the site by the organizations that submitted NOIs (Appendix N).

6.0 Reuse Determination Considerations

6.1 Reuse Considerations

Considerations used to evaluate the reuse proposals for the Davis Communications Site include:

- Feasibility of reuse proposals in consideration of the land use restrictions and owner obligations placed on the site;
- Compatibility of reuse proposals with surrounding land uses;
- Compatibility of the reuse proposals with the site conditions;
- Local needs and concerns for proposed reuse; and
- Demonstrated financial and managerial capability of the organization submitting the reuse proposal to implement proposed reuse plans.

The two main categories of reuse proposed for the site are:

- Parks Reuse: Add the site to the existing adjacent regional park to preserve and manage the natural resources and open space on the site.
- Homeless Services Reuse: Provide homeless housing and supportive services on all or portions the site.

The following sub-sections summarize the abovementioned reuse considerations and provide an evaluation of how the reuse proposals relate to each topic.

6.2 Land Use Restrictions

6.2.1 Site Restrictions:

Potential development on the site is severely limited by state and federal restrictions. The Biological Opinion requires that the future land owner place a conservation easement on 173 acres of the property and manage the easement area such that sensitive species and their associated habitats are protected. This mandates that over half of the site is managed to protect sensitive species habitat. Both the FOSET and the SLUC place restrictions on ground disturbance and development within a 55 acre area of the site, including most of the currently developed portion of the site, due to previous groundwater contamination.

6.2.2 Reuse Evaluation:

Parks Reuse: The land use restrictions stated in both the FOSET and the SLUC limit infrastructure development, however, little infrastructure is necessary and it is possible to site infrastructure deemed necessary for park operations within the developed area of the existing park property located immediately to the west. Management of the park for habitat conservation purposes is consistent with the Biological Opinion for the site. Any trails or access roads would need to be placed in a manner that does not impact sensitive species.

Homeless Services Reuse: Of the NOIs submitted, the Cross Mission states that they intend to put an easement in place and have Cross Mission staff manage the habitat on the site. This is consistent with the Biological Opinion although there is no evidence presented that shows staff or organizational experience in habitat management and no evidence in the organization's Article's of Incorporation that support this being an objective of the organization. The site

restrictions stated in the Biological Opinion are not applicable to Omni-One Ministries proposal since the easement area is not requested in their reuse proposal.

The land use restrictions stated in both the FOSET and the SLUC limit, and in some cases prohibit, the primary reuses proposed by both homeless service providers that have submitted reuse proposals. Deed assurance D4.5 of the FOSET prohibits residential development in areas where both homeless service providers have proposed residential development. Additionally, the site does not receive municipal water or sewer services and deed assurance D4.1 of the FOSET and restrictions listed in 4.01 of the Draft Final SLUC prohibit future groundwater extraction for purposes other than monitoring, further limiting the potential for development on the site.

6.3 Surrounding Land Uses

6.3.1 Land Uses:

The Davis Communications Site is located approximately three miles southeast of the City of Davis in the unincorporated area of southern Yolo County. Agricultural fields surround the Davis Site on three sides while Grasslands Regional Park, a multi-use regional park, is adjacent on the west property line. There is currently no access to municipal water or sewer services and the site is not accessible by public transportation due to its rural location.

6.3.2 Reuse Evaluation:

Parks Reuse: Including the Davis Communications Site as part of the adjacent Grasslands Regional Park is consistent and compatible with surrounding land uses. Inclusion of the site as part of the existing adjacent regional park would allow the site to be managed such that natural habitats are protected and enhanced. Improving habitat for ground nesting raptors and native pollinators on the site is expected to provide beneficial ecosystem services to adjacent agricultural lands by increasing the abundance of species that prey on rodent populations and providing pollination services. Likewise, adjacent agricultural fields provide foraging areas for species that nest in grasslands such as those found at the Davis Communications Site. Additionally, managing the site in a manner that aims to reduce non-native invasive species such as yellow starthistle and perennial pepperweed will assist in reducing the threat of the spread of these weedy species in adjacent agricultural fields. Adding the Davis Communications Site to the existing Grasslands Regional Park will make it possible for the grasslands prairie and vernal pool habitats that span across both the current Grasslands Regional Park and the Davis Communications Site properties to be managed as a contiguous habitat area.

Homeless Services Reuse: The reuse proposals submitted by homeless service providers are not consistent with adjacent land uses, but do not seem to have a direct conflict with any adjacent land uses. There is a concern however, in regards to the rural nature of the area lacking the available services (stores, schools, employment, child care, medical, etc) that would be needed to accommodate the needs of residents that would occupy the proposed housing facilities. The closest services to the site are approximately three miles away in the City of Davis. No public transportation services are currently available outside of the city limits.

6.4 Site Conditions

6.4.1 Site Conditions:

The majority of the site has remained primarily open space and the property is Zoned A-1, Agricultural General, in Yolo County's Zoning Ordinance—Article 6. During Air Force occupation, antennae towers were scattered throughout the site. The antennae towers have since been removed, although the antennae pads, posts, and concrete footings still remain scattered throughout the site.

Open space areas of the site contain upland grasslands and some of the few remaining alkali vernal pools in the region which sustain populations of some of the rarest plants and invertebrates in the Central Valley, including federally listed endangered species.

Approximately eight acres of the site were developed and currently contain four buildings, aboveground diesel storage tanks, and an access road that enters the site from County Road 36. Yolo County's General Services Department building officials inspected the buildings on the site and determined that the existing infrastructure facilities do not meet current California or County building codes for health and safety. In addition, the buildings do not meet fire and electric codes, seismic standards, or ADA accessibility standards and would require extensive renovation to meet these standards.

There is no potable water on the Davis Communications Site as it is not located near municipal facilities and groundwater contamination currently makes groundwater extraction infeasible.

No form of sewage disposal currently exists on the Davis Communications Site. Sewage disposal on the site was originally accomplished with septic tank and leach fields that were installed by the Air Force although clay soils caused field failures in the system and it was subsequently shut down.

6.4.2 Reuse Evaluation:

Parks Reuse: The proposed reuse of the site as a park site would insure the preservation and protection of the upland grasslands and vernal pool/seasonal wetland habitat areas located on the site. Invasive species control and habitat enhancement would improve the quality of the habitat on the site, however, these activities are currently limited in the extensive open space areas of the site due to remnant telecommunications infrastructure, particularly antennae pad footings, which limit the ability to utilize tractors and other vehicles in the implementation of onsite habitat enhancement activities. Removal of the majority of these site obstructions is possible although the site obstructions located within areas containing site ground disturbance restrictions would have to remain in place unless permission is granted by the regulatory agency enforcing the restriction within particular areas of the site.

Buildings and associated infrastructure on the site pose health and safety concerns in their current condition. Buildings would need to undergo abatement in order to remove hazardous materials and would need to undergo significant remodeling in order to meet health and safety, fire, and accessibility requirements for use as a public facility. Level of use of facilities on the site for a visitor center, offices, or other use that includes human occupancy of the space (as opposed to equipment storage) is limited by the ability to obtain potable water on the site and provide adequate human waste removal facilities without disturbing groundwater. If the buildings are moth-balled and left in place while the site is open to the general public, they may pose a potential public nuisance.

Homeless Services Reuse: Each of the reuse proposals submitted by homeless service providers would involve adding extensive infrastructure to the site to support the proposed uses. The Cross Mission proposes that: *“The site, if water and sewer issues are resolved, will be occupied by residents in approximately 4-5 acres of developed area. (36-48 units). If water and sewer issues remain unresolved for some time, The Mission proposes an office on the property with staff (5-6) committed to formulating and implementing a management plan for the conservation area, planning a wind farm project and either seeing to rehabilitation or demolition of existing buildings (employment opportunities) while continually monitoring progress for a housing, health and education community project in the future.”* Omni-One Ministries proposes that: *“At maximum capacity, the site would have daily foot traffic of about 200 people. There will be a 24-hour onsite staff of 22 people, 64 residents living within the Master’s House facility, 60 residents living on the Master’s campgrounds, and non-residential traffic of 50, which includes our extra support staff and those using our drop-in services.”*

The ability to provide the amount of water necessary to sustain these activities is a concern due to a lack of municipal services and the current land use restrictions that prohibit well drilling on the site due to groundwater contamination. The ability to dispose the amount of waste that would be produced on the site is also a concern due to lack of municipal services and a history of the site’s soils being unable to sustain a septic system. Additionally, these proposed uses would conflict with the current zoning designation for the site and may negatively impact sensitive habitat on the property that currently sustains populations of endangered and threatened species.

6.5 Local Needs

6.5.1 Local needs:

Parks and Open Space: Yolo County is among the top 15 fastest growing counties in the state with a population increase from 168,000 people in 2000 to more than 184,000 in 2005 (U.S. Census Bureau). As the population of the Yolo County and the surrounding region increases, predictably, the overall recreational demand will also increase, and this demand will likely reflect the regional demography. Accordingly, the types of recreation opportunities made available by recreation providers will need to accommodate proportionally more opportunities for those in lower-income and older-age brackets. Most traditional and perennially high demand activities (such as walking for recreation, use of picnic areas, and nature study) are likely to continue to be popular. Other activities such as bird watching generally appear to be increasing statewide according to surveys conducted by California State Parks.

Not only is the region’s population expected to increase drastically in the next 25 years, it is also expected to age significantly. This will affect both the demand for more passive types of recreation such as bird watching and docent tours, as well as the need to make public open spaces universally accessible. A larger and older population will increasingly demand parks and recreational areas that are accessible to users with a range of abilities. County-wide General Plan policies state the need for all public facilities to be accessible for those with disabilities, especially wheelchair accessible. The Yolo County Parks and Open Space Master Plan recognizes the need for universal accessibility in county parks. Policies in this plan include creating equality in public access to public park facilities (ES-16) and encouraging greater public access in the Yolo Bypass vicinity (ES-18).

In addition to increased recreational needs, an increase in regional growth will also increase pressures to develop on natural areas. Grassland prairies in the valley floor are one of the most impacted plant communities in Yolo County (H.T. Harvey & Associates et al., 2005). Of

all the vegetation types in California, grasslands have been subject to the more manipulation and destruction than any other in the state (Stromberg et al., 2007).

Homeless Services: There is a clear need for homeless services in Yolo County, just as in any other jurisdiction. A point-in-time homeless count conducted throughout the County in 2007 noted that 98% of the 414 individuals observed as homeless were within the city centers of the County. Over 75% of those observed were either located in the City of West Sacramento or the City of Woodland. Members of the HPAC are working to meet the housing and supportive service needs of these individuals and have developed a series of objectives and action steps to do so, which are stated in the Davis/Woodland/Yolo County Continuum of Care 10-Year Plan, Objectives, and Action Steps Chart (See Table 5-2). The development of the goals stated within the local Continuum of Care plan, as well as the strategies in which to reach these goals, are a coordinated effort amongst the organizations that make up HPAC. These organizations coordinate closely to make sure that services are integrated so clients have access to comprehensive services and the local community can efficiently and effectively utilize limited financial resources without duplicating efforts or leaving gaps.

6.5.2 Reuse Evaluation:

Parks Reuse: The proposed reuse of the site as a regional park would assist in providing passive recreation opportunities to the public while also providing critical habitat protection and preservation for remnant grassland prairie and vernal pool habitats. The topography of the site is conducive to universally accessible trails with minimal grading and would provide public access that would permit bird watching and vernal pool viewing. The Davis Communications Site is sited in the Yolo County HCP/NCCP Baseline Report as one of only three sites containing alkali vernal pools in Yolo County. The site is also specifically noted in the USFWS Vernal Pool Recovery Plan for Oregon and California as an important vernal pool site. Utilizing the site as a regional park will insure that both the grasslands and seasonal wetland/vernal pool areas of the site are protected and preserved.

Homeless Services Reuse: The proposals submitted by homeless service providers meet the goals of increasing homeless housing and services in Yolo County; although the location of the site is not located near the areas of need. The site is approximately 13 miles from the City of West Sacramento and 18 miles from the City of Woodland, which are the areas within Yolo County in which there is the greatest need for homeless services. The southern edge of the City of Davis is only three miles away, but there are no other services located adjacent to the site and no public transportation for individuals seeking services to get to the site.

The homeless housing and supportive services proposed by both organizations duplicate services that are currently provided for by other organizations such as the Yolo Community Care Continuum, Yolo Wayfarer Center, and United Christian Center of the Greater Sacramento Area, Inc. Other organizations such as Davis Community Meals, Food Bank of Yolo County, Sexual Assault and Domestic Violence Center, and the Short Term Emergency Aid Committee also provide additional drop-in supportive services similar to those mentioned in reuse proposals. All of these organizations currently provide these services in areas that are located in population centers and are accessible with existing public transit systems.

After receiving letters of interest from two homeless service providers, County staff contacted members of the Yolo County Homeless Coalition (now recognized as HPAC) and the Department of Employment and Social Services to seek recommendations from local service providers as to the suitability and need for the homeless services proposed at the Davis Communications Site. The Yolo County Homeless Coalition evaluated proposal summaries and submitted a formal letter to the County expressing their concerns regarding the proposals

(Appendix N). The letter stated the Yolo County Homeless Coalition's opposition to both of the proposals due to: the inappropriate location of the site, prohibitive costs due to site location and conditions, the limited local resources to finance the proposed projects, and the lack of local knowledge that each of the service providers proposing projects have of the needs or the existing services in the region. Additionally, neither homeless service organization that submitted a reuse proposal has attempted to contact local service providers or the Department of Employment and Social Services to assess the needs of the area or to establish connections with the local community.

6.6 Organizational Capability

6.6.1 Organizational Capability:

After receiving letters of interest, Yolo County staff sent out a Redevelopment Proposal Questionnaire that was developed to gather sufficient information from each organization regarding the financial and organizational capability of each organization as well as to obtain more detailed information pertaining to each proposal submitted. When evaluating the reuse proposals and questionnaire responses received, County staff reviewed each proposal for compatibility with the site's existing conditions and land use restrictions as well as the financial and organizational capability of each organization to implement and manage the proposed reuses. County staff reviewed each organization's available financial data, organizational structure, and staff and organization experience in developing and operating the types of projects proposed by each organization. Additionally, County staff requested that each organization submit a copy of their most recent 990 Form or audited financial statement and list funding sources that would be used to finance the proposed project.

6.6.2 Reuse Evaluation:

Parks Reuse:

Yolo County Parks and Resources Department: Over the past fifty years, Yolo County has acquired, developed, and managed a diverse collection of public parks and open spaces including: natural open space areas, community parks, boat launches, and river access sites. Currently, the County manages sixteen park and open space areas, including the adjacent Grasslands Regional Park, which was transferred to the County for public use in 1973.

Yolo County was issued a bond rating of AAA/A-(SPUR) from Standard and Poors in 2004. The current Parks and Resources Department budget is ~34% dependent on the County General Fund. Additional revenue is primarily obtained through a mix of grants and parks fees. The Yolo County Parks and Resources Department has maintained a Right of Entry Agreement with the Air Force since 2006 in order to conduct habitat management activities and monitor sensitive species and has obtained over \$400,000 in grant funding for rare species monitoring and research, invasive species control, and habitat enhancement work at the Davis Communications Site.

The Yolo County Parks and Resources Department has 17 full-time employees including a principal park planner, associate park planner, assistant park planner, and six parks and maintenance crew members that focus primarily on park facilities. Additionally, temporary/seasonal grounds crew members provide extra assistance during the summer season. A park host also resides at Grasslands Regional Park, providing onsite supervision and minor maintenance of developed portions of the site.

Homeless Services Reuse: Neither organization that sent proposals to provide homeless services at the Davis Communications Site during the first Homeless Outreach Process period

provided evidence that they have experience in developing homeless service facilities. Neither organization stated in their proposal or questionnaire responses that their organization or staff members have any experience running any type of facilities such as the ones they proposed.

The financial capability or feasibility of either organization proposing to provide homeless services at the Davis Communications Site is unknown. Despite the Redevelopment Proposal Questionnaire requesting a copy of the organization's most recent 990 Form or audited financial statements, neither organization provided either type of financial documentation. Additionally, each organization stated grant funding sources in which they intend to pursue for the proposed project although neither one shows any record of success in previously acquiring any type of grant funding.

Although none of these factors preclude either organization from potentially developing and running the proposed facilities, it does question the potential for either organization being capable of completing and sustaining the ambitious tasks stated in their proposals.

During the second Homeless Outreach Process period, both organizations were contacted by mail and email requesting a confirmation that they would like their initial NOI included and to submit requested documentation by the final submission date (December 31, 2007) or to submit a new NOI by the final submission date. Neither organization submitted documentation during this time period.

Cross Mission: Cross Mission's current budget shows that they have one staff member. The capability of this organization's ability to complete the proposed tasks is of concern when Cross Mission is based out-of-state. When County staff conducted a 990 Form search on the organizations through the Economic Research Institute and the Foundation Center, a single 990EZ Form from 2003 was located for the Cross Mission with no monetary amounts stated on the form.

Omni One Ministries: Omni-One Ministries mentions three individuals that are on their board of directors, but does not mention staff capability or number of staff. The capability of this organization's ability to complete the proposed tasks is of concern when Omni-One is located in Southern California. When County staff conducted a 990 Form search on the organizations through the Economic Research Institute and the Foundation Center, no financial statements were found for Omni-One Ministries.

7.0 Balance and Redevelopment Determination

7.1 Redevelopment Determination

As the Local Redevelopment Authority for the Davis Communications Site, the Yolo County Board of Supervisors has determined that the best possible reuse for the site is to include it as part of the adjacent Grasslands Regional Park. This site provides habitat for 14 special status species and contains some of the largest intact grassland prairies and alkali vernal pool complexes remaining in the region. By including the Davis Communications Site as part of Grasslands Regional Park, the Yolo County Parks and Resources Department will be able to preserve and manage the site in a manner that protects these valuable natural resources. Additionally, inclusion of the site as part of a public park will provide the general public with access to open space as well as facilitate passive recreation and educational opportunities.

Homeless Services are not considered an appropriate reuse for the Davis Communications Site and are not included in the Reuse Plan. Although there is a need in Yolo County for homeless services the County does not believe that homeless services represent the most suitable reuse for the site due to: a) the location, b) land use restrictions, c) proposed duplication of existing services, and d) costs associated with the making the site suitable for any type of developed use. The site's rural location and various site restrictions severely reduce the feasibility of any type of development on the site, further promoting a rural form of reuse with minimal infrastructure development.

7.2 Economic Impacts of Site Closure to the Community

Due to the small size of the site's facilities and the fact that the site has been inoperable as an Air Force telecommunications facility since 1999, there is no significant economic loss to the surrounding community due to the transfer of the property. During the 1990's there were between 12 and 20 non-resident personnel operating the facility prior to its closure. Even during the height of the facility's operations in the 1950s and 1960s the site only employed approximately 40 military personnel of whom, most if not all, resided in the barracks located on-site (CH2M Hill, 1993). For comparison, the University of California at Davis, the largest employer in Yolo County, employs approximately 12,000 people while the Cache Creek Casino Resort and the U.S. Postal Service employ approximately 2,420, and 2,300 employees respectively (Yolo County, 2008).

There are no direct property tax impacts associated with the redevelopment of the Davis Communications Site. The Yolo County Parks and Resources Department is not subject to these taxes.

7.3 One-Time Development Impacts

The abatement and demolition activities proposed for the site do provide a beneficial one-time economic development impact to the community by providing a short-term local source of income to the area through direct contracts and wages as well as indirectly through local services procured (supplies, meals, etc) by those employed to provide abatement and demolition services.

7.4 Future Impacts

Including the Davis Communications Site as part of the Yolo County Parks system will benefit both the residents and natural resources of Yolo County. With one of the fastest growing populations in the state, Yolo County lacks sheer park-acreage to accommodate the large number of residents expected in the region in 20 years. Projections show that the county may be home to 266,000 residents by 2025 (Yolo County, 2006). Currently the closest regularly accessible vernal pool locations in the region are outside of the County at Jepson Prairie (located in Solano County) or Mather Field and Howard Ranch (located in Sacramento County). With increasing gas prices and a current interest in reducing vehicle-miles-traveled for both economic and environmental purposes, the addition of the Davis Communications Site to the Yolo County Parks system will provide Yolo County residents with increased access to open space and an opportunity to view vernal pools and grassland prairie ecosystems that are located within Yolo County and easily accessible from the City of Davis and the Interstate 80 Corridor. In addition to the general public, organized groups including: school groups, non-profits, and environmental researchers from the University of California at Davis will also benefit by having the ability to access and study the open space and view alkali vernal pools located on the Davis Communications Site.

Long-term oversight of the maintenance and management of the Davis Communications Site property will be primarily managed by Yolo County Parks and Resources Department staff as part of Grasslands Regional Park. It is anticipated that there will be some ongoing economic benefit to local contractors providing services such as mowing, grazing, and other forms of activities implemented in fulfillment of the management goals and objectives of the site.

8.0 Conceptual Redevelopment Plan Alternatives

8.1 Planning Framework

Yolo County intends to proceed with a request for a public benefit conveyance from the National Parks Service to obtain the site in order to manage it for habitat protection and public open space. This action aligns with the County's goals to protect valuable natural resources in Yolo County and will double the size of the adjacent Grasslands Regional Park.

Several conceptual reuse scenarios were evaluated in order to assess the most appropriate level and type of reuse for the site. The planning and design of the conceptual redevelopment scenarios for the Davis Communications Site focus on the following broad planning goals:

- Protect and enhance sensitive species habitat
- Provide opportunities for passive recreation and education
- Balance public access with natural resource protection
- Develop a site plan that is consistent with and complementary to the existing Grasslands Regional Park
- Comply with land use restrictions and applicable regional planning documents
- Incorporate plans for achieving long-term maintenance and management needs

The reuse planning efforts on the Davis Site are split up between two distinct areas, the developed portion of the site containing the Air Force's former facilities (approximately 8 acres) and the relatively undeveloped open space areas of the site (approximately 306 acres).

In the initial redevelopment planning for the site, three conceptual plans were developed to provide a framework of alternatives for the eight-acre developed portion of the site. Each plan varies in design and level of intended use; however, all three conceptual reuse scenarios take into account the planning considerations and goals of the site to some degree. During the conceptual plan development process, a fourth scenario was developed as a modified version of Reuse Concept Plan Three, once it was determined that Conceptual Reuse Scenario Three was infeasible from a financial, infrastructure, and management perspective. A summary of each conceptual reuse scenario is described in the following section while a more detailed analysis of each scenario is provided in the Property Condition and Code Compliance Assessment for the Davis Communications Site (Appendix P). A final reuse plan was developed from the analysis of the conceptual reuse plan scenarios (See Section 9).

Due to the restrictions placed upon the undeveloped areas of the site and the interest in preserving and protecting habitat while permitting some public access on the site, the reuse plan for the open space areas of the site focused on protecting sensitive species habitat areas and providing public access and associated infrastructure only on areas of the site that were

previously disturbed. With these parameters in mind, there was only one reuse plan developed for the undeveloped open space areas, which is discussed in Section 9 of this document.

8.2 Developed Area Conceptual Reuse Scenarios

Conceptual Reuse Scenario 1: Demolition and disposal of existing improvements and conversion of the developed portion of the site back to a more or less natural grassland prairie.

This conceptual reuse scenario takes the most extensive approach regarding the “reclaiming of the site” to a more natural state. This involves the complete abatement, demolition, and removal of infrastructure in the main compound area, including: all buildings on the site (including concrete foundations), all accessory structures, paving, and any other manufactured materials except for equipment necessary for groundwater remediation. This would result in an unfenced site largely free of infrastructure and ready for re-grading and planting.

The estimated direct demolition cost is approximately \$1,000,000 (Indigo, 2008). It is anticipated that initial habitat restoration within the developed portion of the site would cost between \$50,000 and \$150,000 depending on what extent the site would be re-graded such that the current developed area and entry road grade would match with the surrounding site topography. These estimates do not include ongoing habitat management over time.

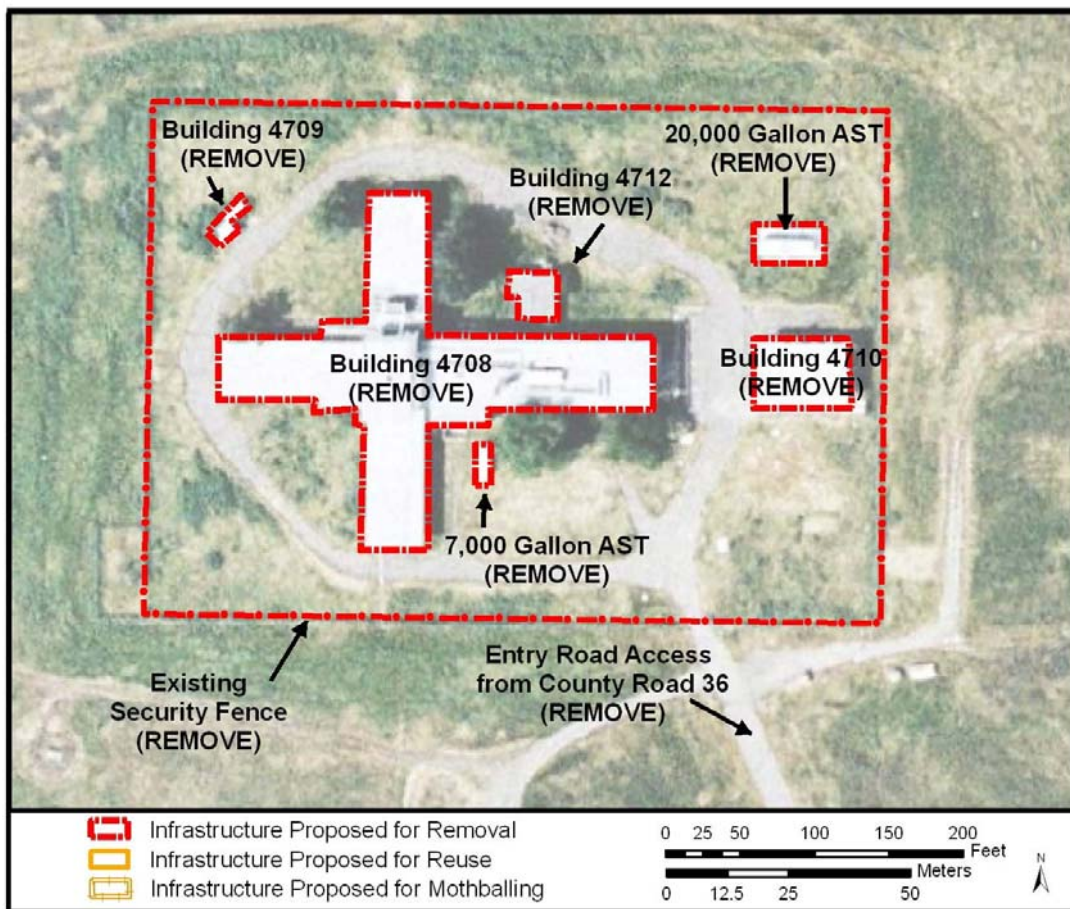


FIGURE 8-1: Conceptual Reuse Scenario 1 for the developed portion of the site

Conceptual Reuse Scenario 2: Mothball and secure improvements in place such that facilities may be used in the future.

This conceptual reuse scenario involves the complete mothballing of all facilities within the developed area of the site (except for those utilized for groundwater remediation efforts). This would include covering all window and door openings with plywood sheathing, replace and maintain all surfaces (siding, roofs, paint, etc.) to avoid further deterioration of buildings, repair and replace fencing, and remove exterior site hazards such as the recreation building and treated creosote poles.

The initial estimated direct mothballing cost is approximately \$250,000 (Indigo, 2008). Although this is initially the most cost-effective solution, this does not include abatement of any hazardous conditions that may exist within the facilities, ongoing maintenance over time, or costs necessary to bring the buildings up to code or otherwise prepare the site for a particular future reuse. Additionally, the unoccupied buildings on the site may become an attractive nuisance, posing public health and safety and liability concerns as well as costs to both the landowner and local law enforcement.

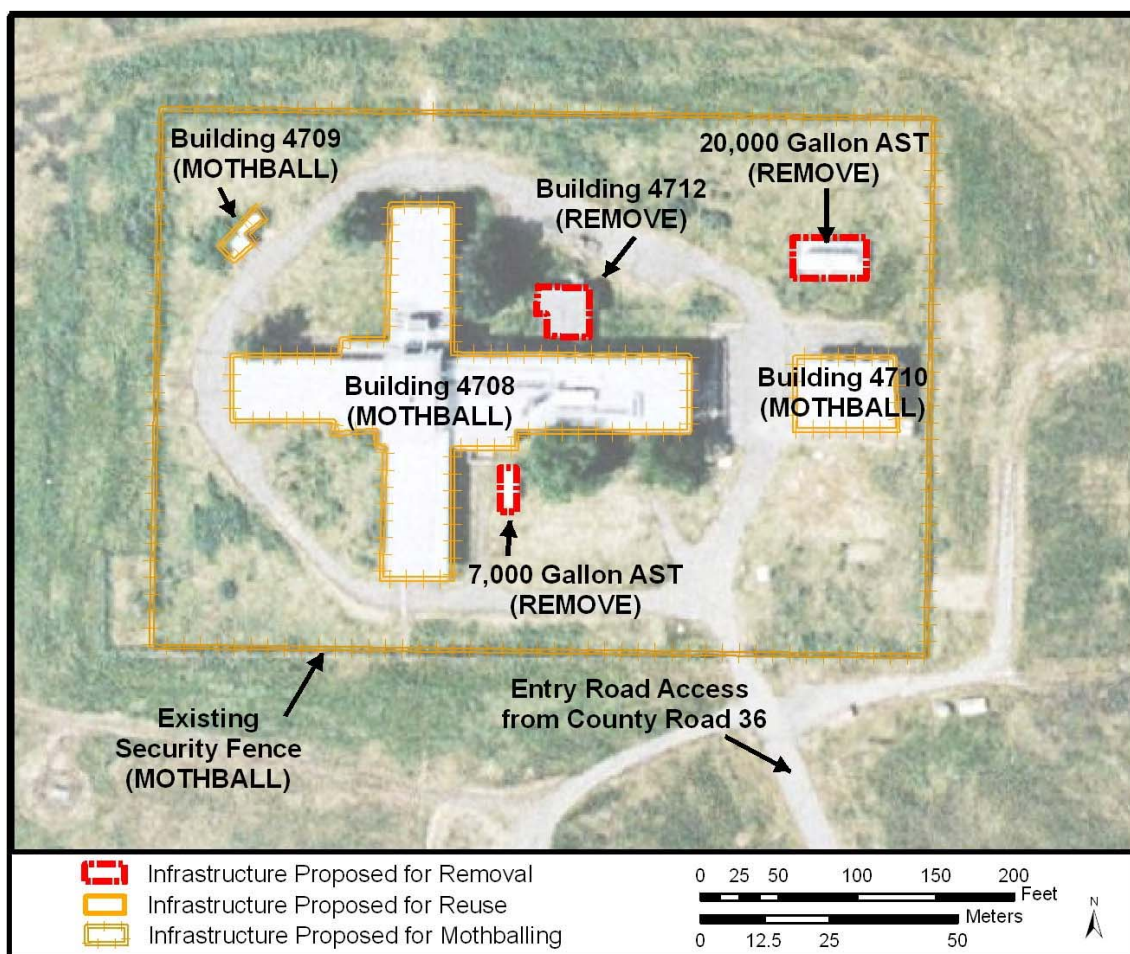


FIGURE 8-2: Conceptual Reuse Scenario 2 for the developed portion of the site

Conceptual Reuse Scenario 3: Adaptive reuse for “highest and best human use” including all necessary code upgrades, deferred maintenance, and other improvements that would be necessary for such use.

This conceptual reuse scenario was intended to evaluate the adaptive reuse of the developed portion of the site such that the existing facilities are utilized to the fullest extent possible. For this reuse concept, the general use of the facilities would remain as consistent with previous uses as possible (i.e. areas that previously were used as industrial use areas would be utilized to store equipment while areas used for human occupancy would be utilized as office spaces and/or use as a visitor center).

Building 4708 would be abated and brought up to code for reuse to house administrative offices, a kitchen, and meeting rooms on the first floor of the east wing and dormitory rooms on the second floor to accommodate school groups, environmental researchers, and/or other groups visiting the Yolo Bypass and Grasslands Regional Park needing overnight facilities. The additional wings on the first floor would be utilized for equipment storage.

Building 4710 would be abated and brought up to code to be reused as a nature center. This building would be open by appointment for school groups during the week and open to the public on weekends. The room that was previously utilized as an office space would remain an office and storage area while the rest of the building would be open to the public.

Building 4712 would be demolished and removed from the site. A new picnic area would be installed in the same location or elsewhere on the site that would include picnic tables and a shade structure.

All parking, pathways, and building entrances would be redone to accommodate ADA accessibility standards.

Razor wire security fencing, remaining antennae cables and posts, aboveground storage tanks, generator equipment, etc would be removed from the site and sold or recycled whenever possible.

The direct construction and renovation costs of the main facilities are anticipated to be approximately \$100 per square foot (approximately \$2,800,000) with additional costs up to \$2,000,000 to remedy hazardous waste and to provide potable water and waste disposal necessary for the level of use proposed in Reuse Concept Plan Three (Indigo, 2008). These estimates do not include ongoing site maintenance, management, and operations costs over time.

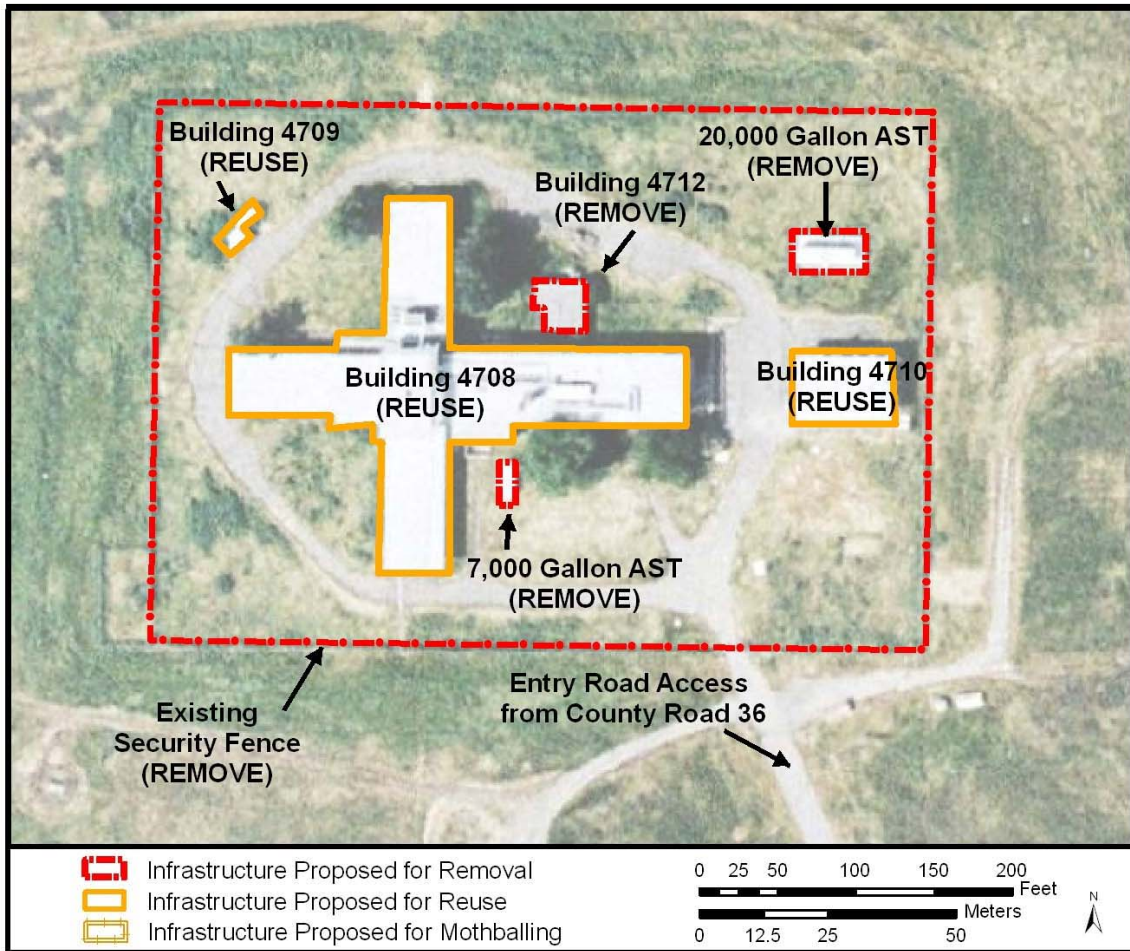


FIGURE 8-3: Conceptual Reuse Scenario 3 for the developed portion of the site

Conceptual Reuse Scenario 4: Selected Demolition, Mothballing, and Reuse

During the initial assessment of conceptual reuse scenario three it was quickly recognized that upgrading all facilities on the site for reuse was not a realistic option due to the financial, infrastructure, and staff resources that it would take to achieve and maintain over time. It also does not logistically make sense to maintain such a large facility in such a rural location, particularly when the goals of the site are to protect natural resources and open space. In order to provide a reuse scenario that included some facilities reuse as a feasible option, conceptual reuse scenario four was developed as a modified alternative that incorporates some infrastructure reuse to the extent that it can be realistically achieved considering the site’s land use restrictions, rehabilitation costs, facilities needs, and the staff and financial resources necessary to maintain infrastructure over time.

A combination of demolition and mothballing would be done to address Building 4708. The stick-framed portion of Building 4708 would be demolished and removed, including the footings at that end of the building. The hazardous materials in the concrete portion of the building would be abated (rather than encapsulated, as in Concept Plan 2). The concrete portion of the building would be sealed and left in place.

Building 4710 would be abated and brought up to code to be reused as a small visitor center, office space, and equipment storage. Parking areas and walkways would be redone to accommodate access to this building. Generators and other remnant equipment would be removed. An ADA compliant portable restroom would be available on site.

Building 4712 would be demolished and removed from the site.

Razor wire security fencing, remaining antennae cables and posts, aboveground storage tanks, generator equipment, etc would be removed from the site and sold or recycled whenever possible.

The estimated direct abatement, demolition, mothballing, and renovation costs are approximately \$1,200,000 (Indigo, 2008). It is anticipated that initial habitat restoration costs for the areas around the buildings would be approximately \$15,000. These estimates do not include ongoing site maintenance and management over time. Although the hazardous materials in Building 4708 are abated, this plan may pose a similar issue as Reuse Concept Plan Two in that concrete shell of Building 4708 may become an attractive nuisance, posing liability and public health and safety concerns as well as costs to both the landowner and local law enforcement.

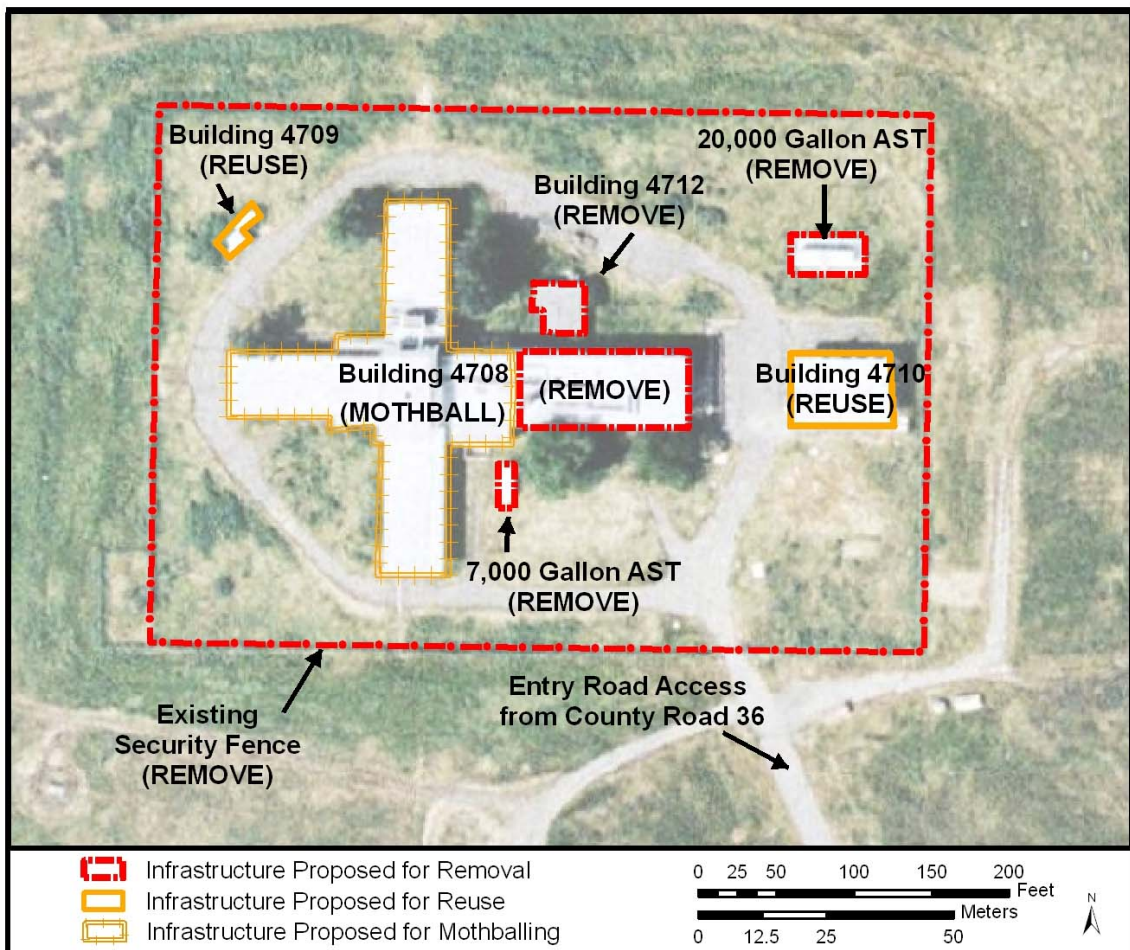


FIGURE 8-4: Reuse Concept Plan 4 for the developed portion of the site

9.0 Land Use Plan

9.1 Recommended Reuse Plan

The closure of the 314 acre Davis Communications Site in southern Yolo County presents a unique opportunity to transform a primarily undeveloped military property to public ownership, which will benefit the natural resources and people of Yolo County.

The Recommended Reuse Plan for the Davis Communications Site includes the property as part of the adjacent Grasslands Regional Park in an effort to protect and preserve the existing natural resources and to provide educational and passive recreation opportunities to the public. The Recommended Reuse Plan details for the Davis Communications Site falls within the Master Plan for Grasslands Regional Park. This Master Plan is based on the premise that the existing park is appreciated as an important recreational and natural resource for the community. The Davis Communications Site includes a significant portion of the sensitive species habitat that spans across both the existing Grasslands Regional Park property, and as such, lends itself to being the key habitat conservation area for the Park.

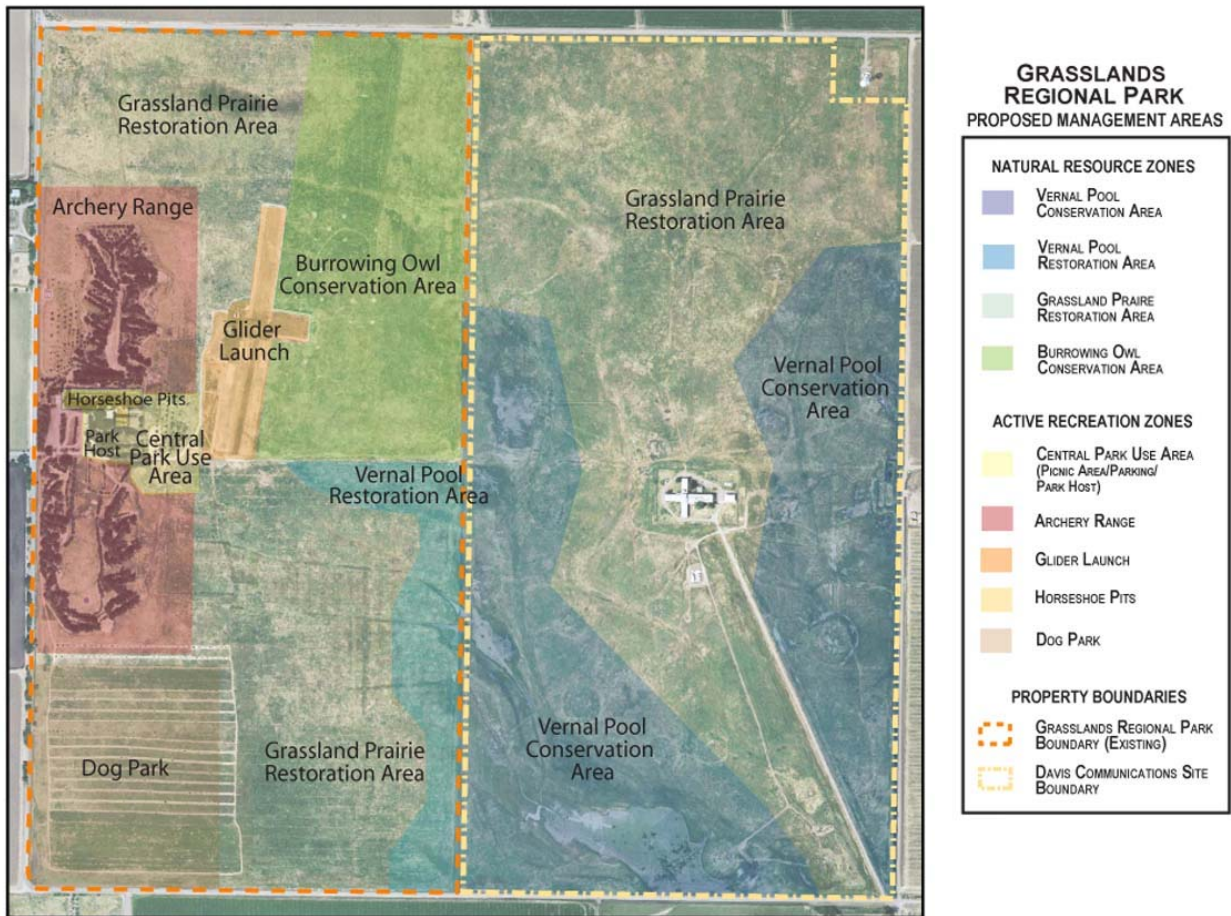


FIGURE 9-1: Grasslands Regional Park Management Areas

9.2 Design Recommendations

The primary design recommendations that serve as the foundation for the reuse planning efforts for the site Davis Communications Site include:

Conservation –

- Conserve natural ecosystems, native plants, and wildlife habitat by minimizing impacts to the site.
- Limit the development of trails and infrastructure to previously disturbed areas of the site as much as possible.
- Provide clear trails and signs that permit visitors to experience the landscape while guiding them away from sensitive areas.
- Area closures may be needed to protect sensitive species during specific times of the year.

Restoration/Preservation –

- Protection of vernal pools and native habitats for endangered wildlife and native vegetation will be a pivotal aspect of trail design and any other forms of development for the site.
- Include invasive species control as part of the site's management.
- Utilize adaptive management techniques to enhance native species diversity and abundance.
- Manage the grasslands and vernal pools that span across Grasslands Regional Park and the Davis Communications Site property boundaries as contiguous habitats.

Education –

- Provide informational signs that educate visitors about the natural resources of the site
- Partner with environmental organizations and school groups to provide docent tours and/or programs which enhance the knowledge of California grasslands and vernal pool ecosystems.
- Provide opportunities for environmental researchers to utilize the site to conduct studies that further the knowledge of grasslands and vernal pool ecosystems.

Passive Recreation –

- Provide observation sites such as benches and a viewing platform to view birds and wildlife without disturbing sensitive habitat.
- Utilize the areas of the site historically used as fire breaks and maintenance roads for trails.
- Provide a universally accessible trail.

9.4 Developed Areas

The recommended reuse plan for the developed portion of the site involves a combination of elements from the conceptual reuse plan scenarios such that, if feasible, some existing infrastructure is utilized in a manner that is within the means of the site restrictions and reuse plan objectives.

It is recommended that the majority of the site infrastructure and all hazardous waste be abated, demolished, and removed from the site. To the extent feasible, the developed portion of the site should be restored to grasslands habitat with minimal infrastructure remaining on site such that the developed area is within the character of the rest of the site and does not pose as an attractive nuisance or liability.

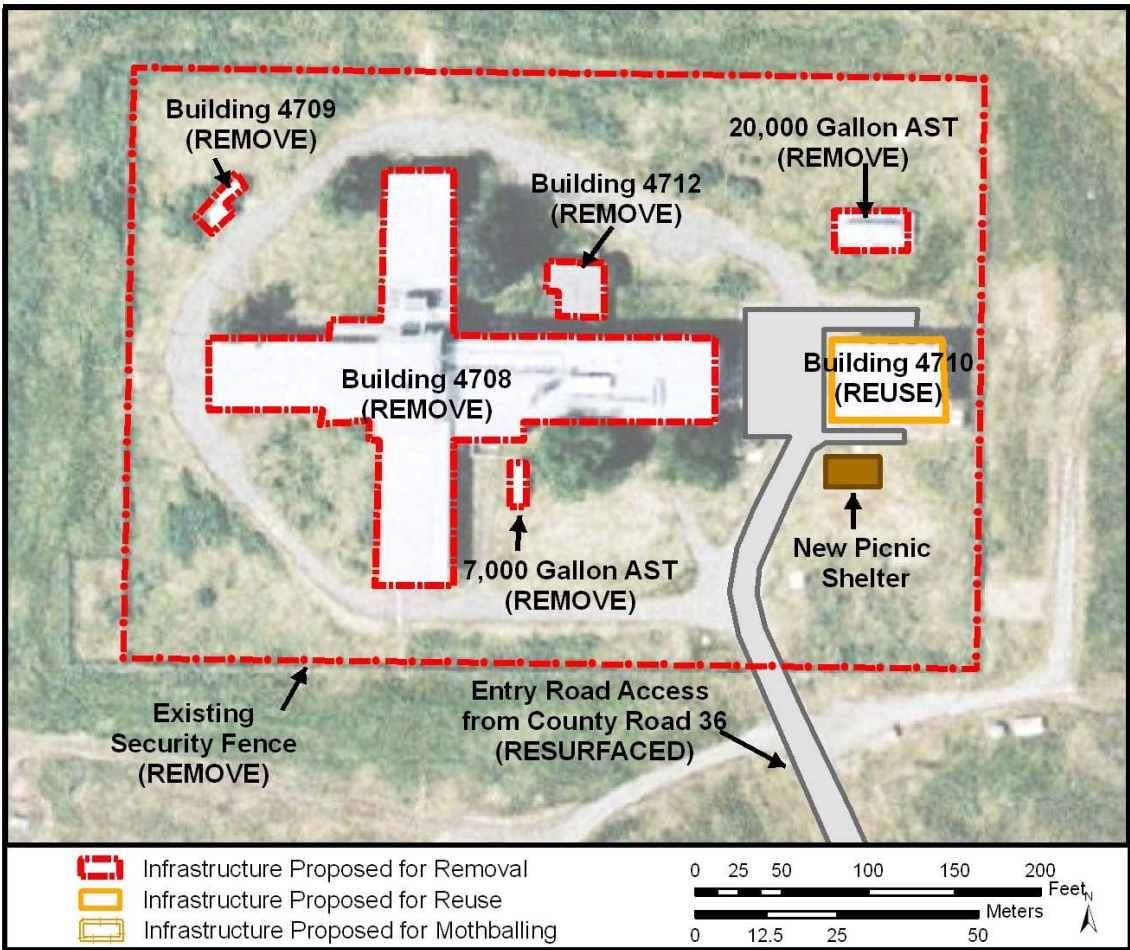


FIGURE 9-2: Reuse proposal for the developed portion of the site

Building 4710 is structurally sound and contains spaces that can potentially be utilized for equipment storage and an office space for keeping educational and site specific documents available onsite. The room located on the southeast side of the building may be renovated to serve as a small meeting space and/or visitor’s center. These types of uses facilitate the goals of the reuse plan and require minimal renovation to the existing infrastructure. All ACM and/or LBP associated with this building will be abated along with the abatement of the rest of the

developed portion of the site. The paved access road and parking area may remain in place to provide year-round pedestrian access and vehicular access for maintenance vehicles and disabled visitors. An outdoor meeting area and/or picnic area shall also be provided either adjacent to Building 4710 or near the entrance of the site for staging docent tours and general use by visiting groups.

If further investigation reveals that it is not feasible to renovate Building 4710 due to excessive costs required to renovate the building to meet current building codes and/or address health and safety and liability concerns, then this building will be abated and demolished along with other facilities on the site assuming that permission is obtained by regulatory agencies. Due to Building 4710's location within the RWQCB's Area of Special Notice, no ground disturbing activities related to the demolition or renovation of this building may be conducted without prior approval from both the RWQCB and the Air Force in accordance with the site restrictions stated in the SLUC and FOSET.

9.3 Undeveloped Areas

In the interest in preserving and protecting habitat while permitting some public access on the site, the reuse plan for the open space areas of the site focus on providing public access and associated infrastructure primarily in areas of the site that were previously disturbed. It is recommended that former fire breaks and maintenance roads be utilized for trail systems while former antennae pad sites be utilized for viewing platform areas. The paved entry road shall remain in place, although it is proposed that a small parking area be constructed near the entrance of the site to limit vehicular traffic within the property boundary.

Remnant antennae pad infrastructure remaining in the open space portions of the site are a hazard to equipment such as drill seeders, tractors, and mowers that could otherwise be utilized to assist in site management. Remnant infrastructure shall be removed as is feasible to improve the ability to conduct habitat restoration and management activities on the site.

9.4 Limitations to Remnant Infrastructure Removal

It is understood that some site infrastructure must remain in place due to its location within sensitive habitat areas or within areas that contain site restrictions. Infrastructure such as Building 4710 and some remnant antennae pad infrastructure cannot be removed or otherwise altered without permission from the Air Force and the Regional Water Quality Control Board due to their location within the area designated as the Area of Special Notice in the SLUC due to groundwater contamination and associated remediation efforts that are taking place within this area.

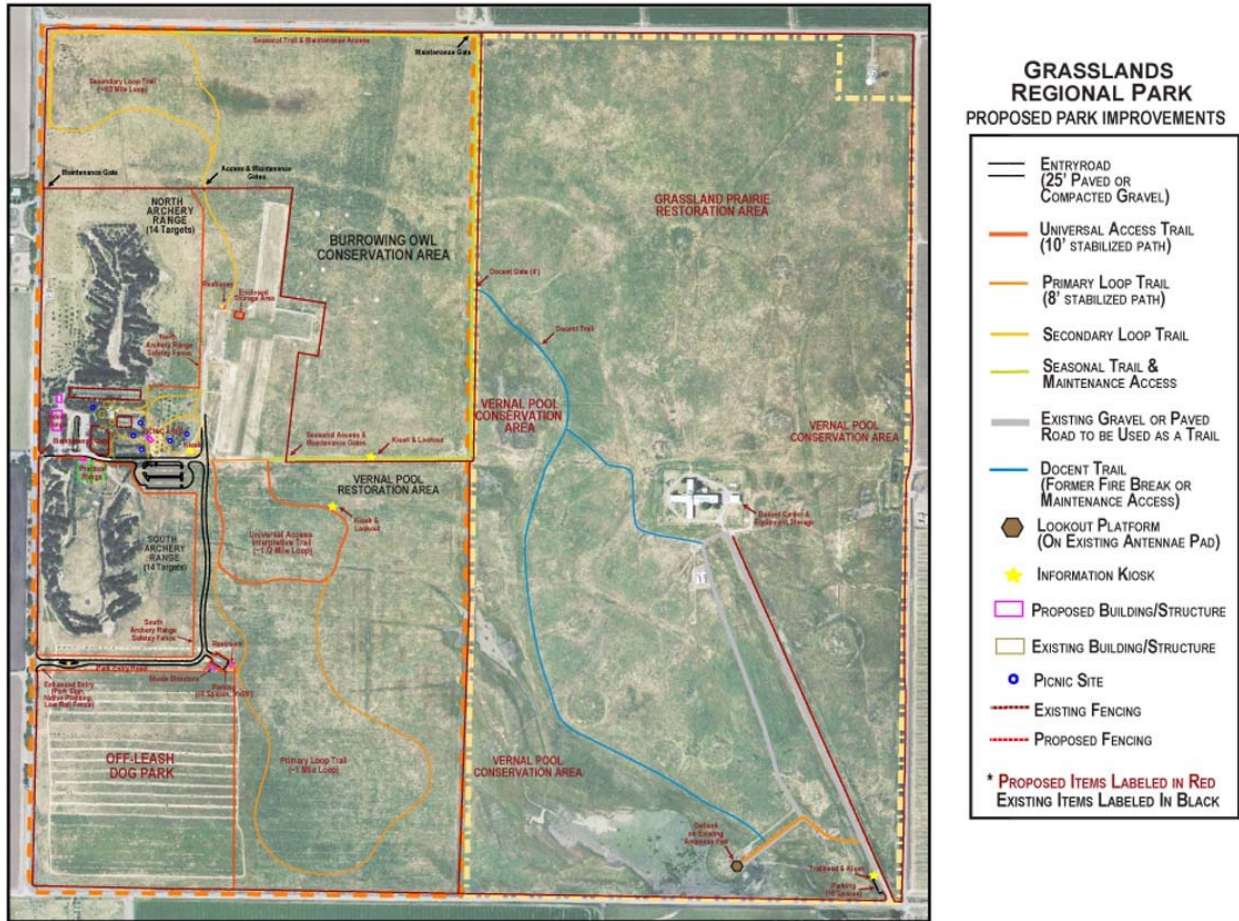


FIGURE 9-3: Grasslands Regional Park & Davis Communications Site Proposed Site Improvements

10.0 Implementation

10.1 Property Conveyance Strategy

The mechanism in which a federal surplus property, or portion of a property, is transferred is primarily determined by the type of entity that is requesting the property and the type of reuse that is proposed.

10.1.1 Federal Conveyance

In the case of the Davis Communications Site, a 5.74 acre portion of the property was transferred to NOAA in 1996 through the federal screening process for use as an atmospheric weather satellite station through the federal screening process.

10.1.2 Public Benefit Conveyance

Yolo County intends to request a Conservation and Recreation Public Benefit Conveyance (PBC) to acquire the remaining 314 acres of the Davis Communications Site. This request will be in the form of an application to the U.S. Department of Interior, National Parks Service (NPS) through the Federal Parks-to-Lands Program. Under this program NPS may act as the federal transfer agency such that properties, or portions of properties, may be made available to state and local agencies at no cost to provide communities with more opportunities to participate in recreational activities, play organized sports, protect and provide access to natural resource areas. Yolo County's request will be specifically to protect and provide access to natural resource areas. If Yolo County's application is approved, NPS will deliver a deed to the County with covenants and restrictions regarding park and recreation use.

10.1.3 Homeless Assistance Conveyance

No homeless assistance reuse was recommended for the Davis Communications Site; therefore, there are no Legally Binding Agreements with any homeless service providers for this federal surplus property.

10.2 Other Site-Specific Legally Binding Agreements

Additional legally binding agreements that are part of the transfer of the property include the Fish and Wildlife Service Conservation Deed, Regional Water Quality Control Board State Land Use Covenant, and the deed restrictions specified by the Air Force Real Property Agency in the Former Davis Communications Site Finding of Suitability for Early Transfer with a CERLA 120(h)(3) Covenant Deferral. Each one of these documents outlines site-specific land-use restrictions that have been put in place to protect human and environmental health and safety. Any land use determinations must be consistent with the restrictions placed upon the site. These documents are discussed in greater detail in Section 3 of this document.

10.3 Phasing

The Yolo County Parks and Resources Department has already begun initial efforts to reduce invasive species cover and improve habitat on the site for special status species under a Right of Entry Agreement held with the Air Force (ROE No. USAF-RPA-DAV-52-08-0401).

The timing of the abatement, demolition, and removal of remnant site infrastructure is dependant on the finalization and execution of an Environmental Services Cooperative Agreement between the Air Force and Yolo County. The goal is to complete the Environmental Services Cooperative Agreement by September 2008; however, this may be delayed pending Grants Officer appointment. Yolo County intends to commence abatement, demolition, and removal activities within six months of Environmental Services Cooperative Agreement finalization and receipt of cost share funds.

The timing for the development of capital improvements proposed for the site such as: trails, visitor parking, signs, viewing areas, and general facilities improvements is dependant on the availability of grant funding to implement these projects. The Yolo County Parks and Resources Department intends to finalize the Grasslands Regional Park Master Plan in summer of 2008 and subsequently apply for State funding to begin the first phase of capital improvements for the park (including the Davis Communications Site) within two years.

11.0 Public Comments

TO BE INCLUDED IN FINAL VERSION OF THIS DOCUMENT

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