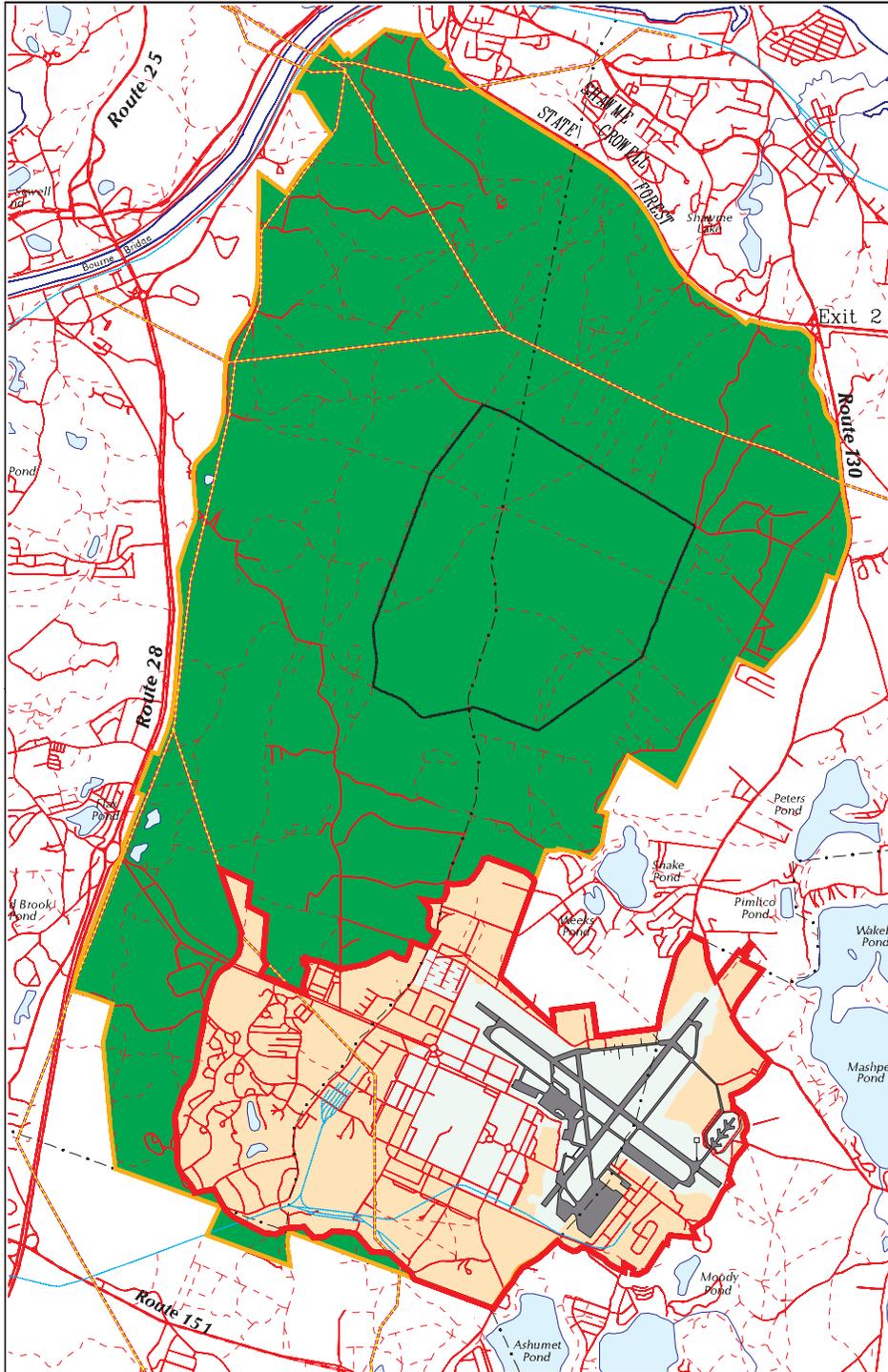


Massachusetts Military Reservation Master Plan Final Report

September 8, 1998



Prepared in conjunction with the Community Working Group
by the Cape Cod Commission

*Massachusetts Military
Reservation Master Plan
Final Report*

Executive Summary

*Prepared in conjunction with the
COMMUNITY WORKING GROUP
by the
CAPE COD COMMISSION*

This project was funded through a grant from the Massachusetts Executive Office of Environmental Affairs.

September 8, 1998

Cape Cod Commission

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Foreword

In the Spring of 1997, the Cape Cod Commission proposed to the Executive Office of Environmental Affairs that it fund a master planning process for the 20,000-acre Massachusetts Military Reservation (MMR), located in the towns of Bourne, Sandwich, Falmouth, and Mashpee, through its new Municipal Growth Planning grants program. In awarding that grant, Secretary Trudy Coxe set in motion a unique planning effort that for a year engaged representatives of the entire Cape Cod community, including citizens and elected officials and military and civilian agency personnel. During that year, the Community Working Group, appointed by Secretary Coxe and chaired with great energy and tact by Mimi McConnell, contributed uncounted hours in bringing the public together around a set of guiding principles for the future of the MMR.

The MMR represents the single greatest land-use planning opportunity on Cape Cod today. Although known to many for a Superfund site that has contaminated an estimated 66 billion gallons of groundwater, the MMR also contains the largest potential future water supply site on Cape Cod, as well as the largest area of unfragmented forest habitat not permanently protected. In our grant proposal, we said we would take a regional approach to protecting the quantity and quality of this future water supply, protect natural resources, ensure that the transportation network is capable of handling future development, and determine appropriate economic development strategies. Our larger goal was to achieve consensus on the long-range military and civilian uses of the reservation for the foreseeable future. To a remarkable degree, that goal has been achieved.

Although a great deal of public attention during the past year has been focused on two specific projects proposed for the MMR, a new County Jail and a Steamship Authority Parking Lot, the Community Working Group considered an impressively broad range of other potential uses. In addition to identifying potential sites for a jail and temporary parking lot, the group recommended including in the master plan, subject to further environmental review: an environmental technology center, playing fields and other recreational uses,

a cultural/historical/educational center, and four of the ten military projects originally proposed. (Five of the military projects had been canceled by Acting Governor Paul Cellucci, and one withdrawn by the military because it was no longer needed.) Other recommendations to consolidate military activities and improve infrastructure will benefit those who live and work at the MMR, as well as those in the larger community.

The recommended new and replacement uses have been concentrated in and adjacent to the cantonment area, 5,000 acres in the intensely developed southern portion of the MMR, with careful attention to the continued management of rare grassland habitat. This has made it possible for the Community Working Group to recommend permanently reserving the northern 15,000 acres for water supply, wildlife, open space, and compatible military activities. Even as we begin the further refinement and implementation of this plan, a new land-use map of Cape Cod is emerging, with these 15,000 acres colored a deep, permanent green.

With gratitude to Trudy Coxe and her staff and all who participated in the planning, especially Mimi and the Community Working Group, Sharon Rooney and the Cape Cod Commission staff, and Colonel John Jenner, MAARNG,

Armando Carbonell
Executive Director
Cape Cod Commission

Community Working Group

PO BOX 987, Barnstable, MA 02630-0987

September 7, 1998

Dear Citizens of Cape Cod,

One year and nine days after the 22 of us on the Community Working Group (CWG) began our work to create a master plan for the Massachusetts Military Reservation (MMR), we reached consensus and accepted the plan on August 17, 1998. For helping us shape this blueprint for the MMR's long-term future, we wish to thank the hundreds of citizens who came to our six public hearings or wrote or called us with ideas. This public participation, plus the diversity and dedication of those serving on the CWG, made for an effective, positive outcome.

As we began our work the preceding August, we were struck by the enormity and urgency of our work—not to mention an initial terror for some of us over the responsibility we had accepted when appointed by Secretary of Environmental Affairs Trudy Coxe. We knew we had to take the longest view possible of what these irreplaceable 20,000 acres (nearly one tenth of the Cape) mean to the future of not only the Upper Cape but the entire peninsula.

Increasingly stressed by population growth and unbridled development, Cape Cod is at a crossroads, and we felt this deeply as we weighed the myriad ideas presented for future uses of the base. Early on, we were cautioned by the public not to let the MMR be a dumping ground or carved up to satisfy narrow interests, but rather to regard the base as a gift to be passed on to future generations. We agreed with the public that the base must not be squandered to lessen problems we have collectively brought on ourselves elsewhere on the Cape. And most of all, we concurred with the public that protection of future water supply is far and away the number one priority for the MMR.

We are therefore recommending to the Commonwealth that the upper 15,000 acres of the MMR be given permanent protection as open land—protected and managed for water supply, wildlife habitat, open space values, and military uses, if compatible. The lower 5,000 acres would still accommodate a combination of military and civilian uses, including Coast Guard and National Guard activities and ongoing environmental clean-up efforts. We allotted space for playing fields, an environmental technology center, a cultural/educational center, a possible new courthouse, a new air tower and fire station, a maintenance

area for military equipment, and a cemetery for Mashpee. We also sited a new jail and allotted modest space for a temporary Steamship Authority parking lot. Serving as a yardstick for all our deliberations were 21 guiding principles adopted in February.

We did not site a commercial airport, a golf center, a four-lane highway across the top of the base, a commercial area, residential housing, or other uses we thought incompatible.

Importantly, Governor Paul Cellucci during a May visit vetoed five Army National Guard projects proposed for the northern portion of the base and promised to help the Guard find training areas elsewhere. As regards future military presence in the upper 15,000 acres, although that decision will ultimately be made by state and federal officials, we CWG members have created a context for that decision by focussing our attention on future water supply protection and by recommending to the Commonwealth that all leases and licenses at the base be reviewed and amended, if necessary, to conform to the master plan. It is important to note here that the National Guard is still working on some master plan issues affecting them; all will be incorporated into one environmental review document in early 1999.

Throughout our complicated deliberations, we were superbly supported by the Cape Cod Commission, who staffed our work in countless ways, organizing and putting our ideas on paper, preparing maps to educate us and the public, suggesting solutions to knotty problems, providing analyses of water, traffic and other pertinent factors, as well as producing the master plan document.

We found the MMR personnel gracious in accommodating our meetings and in giving us tours of the base. We thank them kindly.

We are still functioning as the Community Working Group, on an as-needed basis. We wish to have a say in shaping an oversight committee that will serve as watchdogs in the future, assuring that the master plan is followed for the benefit of all Cape Codders, present and future.

On that note, I will share a quote I gave to the CWG at our first press conference in 1997, from the Great Law of the Iroquois Confederacy: "In our every deliberation, we must consider the impact of our decisions on the next seven generations."

We have put our hearts and minds into doing just that in preparing this master plan!

Sincerely,



Marion McConnell
Chair, Community Working Group

Executive Summary
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Development of a New Master Plan

Background

A glance at almost any map of Cape Cod reveals a massive wooded area on the Upper Cape that is largely undeveloped, but fringed with highways, homes and other development. This area, known formally as the Massachusetts Military Reservation (MMR), consists of approximately 20,000 acres, located in the upper Cape towns of Sandwich, Bourne, Mashpee and Falmouth. Home to the Army and Air National Guard, U.S. Coast Guard, and a number of other agencies, the MMR has been used for over a half century for a variety of military training activities. In recent years the MMR has become widely known for its groundwater contamination problems. It was declared a Superfund site in 1989. Perhaps less well known is its recognition by the Massachusetts Natural Heritage Program as one of the most ecologically significant areas in the northeastern United States.

Future uses of the MMR — both military and civilian — are of great interest to Cape Codders. Decisions about the fate of this area will have a tremendous impact not only on the four communities in which the MMR lies, but on Cape Cod as a whole.

In Spring 1998, the Massachusetts Executive Office of Environmental Affairs (EOEA) found that the draft Environmental Impact Report/ Environmental Impact Statement for specific military projects at the MMR was inadequate. Because of the complexity of the project, a special review procedure was established for an overall Master Plan for the MMR. The Master Plan Report has been prepared through the cooperative efforts of a Community Working Group comprised of Cape Cod residents, National Guard and Coast Guard personnel, state officials, members of the Cape's legislative delegation, the Cape Cod Commission, and hundreds of Cape Codders who took the time to participate in public hearings and submit thoughtful comments.

The overall vision articulated by this Master Plan Report is to focus future civilian and military development in or near the Cantonment Area, a 5,000-acre area in the southern portion of the MMR, while protecting the rare grassland habitat located in this area. This would allow approximately 15,000 acres in the northern portion of the MMR (approximately 3/4 of the MMR) to be reserved primarily as open land to be protected and managed for water supply, wildlife habitat, open space and compatible military uses.

In June 1997 the Executive Office of Environmental Affairs awarded a \$75,000 grant to the Cape Cod Commission to work with the Community Working Group and the military to prepare the Master Plan Report. The goal of the Master Planning process was to achieve consensus on the long range military and civilian uses of the MMR. The final product was to include a future land use plan for the reservation, an analysis of the capacity limits of the natural resources and infrastructure of the base and surrounding communities, a plan for future water supply and a plan for open space.

The major issue associated with the MMR for the last two decades has been the clean up of contaminated groundwater. Finding new sources of water is increasingly more difficult for the Upper Cape Water Districts as suitable land is developed and environmental regulations become more stringent. In order to meet future demands, it is imperative that the Upper Cape arrive at a regional water resource management plan that will guarantee sources of high quality untreated drinking water without compromising the ecological integrity of the aquifer and its associated surface waters.

The Community Working Group (CWG) held a series of public hearings between October 1997 and July 1998 to solicit input from Cape Codders on proposed future uses and activities on the MMR. The public hearings helped create a vision for the overall Master Plan Report. The public overwhelmingly supported protection of the MMR for future water supplies for the four Upper Cape towns.

In response to comments raised at the public hearings, the CWG adopted Guiding Principles for the MMR Master Plan Report in February 1998 (*see next page*). These Guiding Principles represented a consensus by the members of the CWG and provided a framework for evaluation of proposed future uses and projects at the MMR, as well as the overall Master Plan Report.

GUIDING PRINCIPLES FOR THE MMR MASTER PLAN REPORT
Adopted February 28, 1998

- The goal of the Master Planning process is to achieve consensus on the long range uses on the MMR for the foreseeable future.
- The planning process will involve full participation by all interested parties and will serve as a Cape Cod model for community-level conflict resolution.
- The Plan will be comprehensive, including both future civilian and military uses of the MMR.
- Cumulative environmental impacts will be considered in making decisions about future uses.
- Economic impacts will be considered in evaluating proposed uses.
- The Barnstable County Regional Policy Plan, Local Comprehensive Plans and Water District plans of surrounding towns, as well as military plans and policies will be used as a guide in the planning process.
- Resource management and carrying capacity issues will have priority in the planning process.
- Future uses will be consistent with sustainable development principles.
- The Plan will protect existing and future drinking water supply areas by protecting their Zones of Contribution.
- The Plan will protect surface water resources by providing buffers around these areas and protecting them from adverse hydrologic impacts.
- The Plan will take into account what has been learned about contamination of the MMR through the Installation Restoration Program and will not hinder ongoing clean up, containment and/or monitoring of contaminated areas.
- The Plan will incorporate the results of ongoing groundwater studies, including the Impact Area Groundwater Study and the Regional Water Supply Study and Development of MMR and Upper Cape Cod.
- The Plan will propose uses that minimize adverse impacts on rare species habitat and enhance management of these and other important habitats.
- The Plan will minimize fragmentation of forest habitat and other natural areas.
- The Plan will foster the creation of permanent open space areas, linking existing forests and refuges within and adjacent to the MMR.
- The Plan will support the development of non-polluting alternative energy sources on the MMR.
- Proposed uses will demonstrate that adequate infrastructure exists or can be provided to serve the proposed use while minimizing impacts to natural resources or community character.
- Impacts on residential areas by proposed uses will be minimized.
- Proposed uses will respect and/or reflect the history and traditions of Cape Cod.
- Proposed uses will minimize impacts to areas of archaeological significance.
- The Plan recognizes the role of military operations and public safety at the MMR and seeks to successfully integrate those operations with environmental protection.

Military Projects Review

The CWG evaluated 10 projects originally proposed by the Massachusetts National Guard for their consistency with the Guiding Principles for the MMR Master Plan Report. Each of the projects included two or three alternative locations for consideration. The proposed projects were as follows:

Military Range Projects

Modified Record Fire Range (MRFR): Live-fire qualification range used to train and qualify soldiers on the M16 rifle.

Multi-Purpose Machine Gun Transition Range (MPMR): Live-fire range designed to train and qualify soldiers on various machine guns and the sniper rifle.

Infantry Squad Battle Course (ISBC): Live-fire range where infantrymen conduct small group tactical movements and attack mock enemy positions using M16 rifles and various machine guns.

Military Operations on Urbanized Terrain-Military Assault Course (MOUT-MAC): Live-fire range designed to train individuals or small groups on specific techniques used in urban combat situations using M16 rifles and machine guns.

Military Operations on Urbanized Terrain-Collective Training Facility (MOUT-CTF): Continuation of MOUT-MAC, using group training techniques.

Military Cantonment Projects

Unit Training Equipment Site (UTES): A facility to store and maintain vehicles and equipment used for troop training at Camp Edwards, designed to renovate or replace existing UTES.

Airfield Control Tower: A 530 square foot (s.f.) five-story control tower and air traffic control cab which houses controllers and equipment.

Aircraft Generation Unit Facility (AGU): An 18,000 s.f. hangar, workshop and office space for minor pre-flight maintenance and repair of aircraft assigned to MMR.

Fire Station: A 25,000 to 27,000 s.f. facility in the vicinity of the existing fire station due to its proximity to airfield operations and shortest response time to airfield and cantonment areas of MMR.

Environmental Facility: An 8,000 s.f. facility to house Air National Guard (ANG) environmental management and Installation Restoration Program (IRP) staff.

During the Master Plan process, Acting Governor A. Paul Cellucci, citing concerns about groundwater protection, removed from further consideration the five range projects proposed by the Army National Guard. Also during the process, the Air National Guard withdrew the Environmental Facility project because they no longer needed it. Remaining for further consideration in the Master Planning process was the Unit Training Equipment Site (UTES), Airfield Control Tower, Aircraft Generation Unit Facility (AGU), and Fire Station.

In June 1998 the CWG recommended the Airfield Control Tower, Aircraft Generation Unit, and Fire Station proposed by the Air National Guard for further environmental review and inclusion in the Master Plan Report. In July 1998 the CWG recommended several possible sites for consideration by the Commonwealth of Massachusetts for a consolidated vehicle maintenance facility (UTES) for use by the Army National Guard in the cantonment area.

Proposed Civilian Projects/Uses

The public offered suggestions for numerous future uses of the MMR during the public hearings. The CWG carefully considered every idea offered. Criteria used by the CWG to screen potential uses for further consideration included: uses that provide a public or community benefit; compatibility with ongoing military activities in the cantonment area; potential impact on surrounding residential areas; land area needed for the proposed use; potential impact on existing and potential water supplies; potential impacts on natural resources and wildlife habitat; potential traffic impacts; projects that involved the potential reuse of existing buildings; and community support.

Virtually everyone involved in the process stressed that the MMR should not be a future location for new residential, commercial or industrial development because there were ample opportunities for these types of development elsewhere in the towns. The CWG also believed that these uses would generate significant traffic and create potential conflicts with ongoing military operations. After a full review, the following projects were screened by the CWG for further evaluation and incorporation into the Master Plan Report. The CWG evaluated each of the following uses in terms of required land area, environmental impacts (e.g., traffic, water, sewage, habitat), community support and consistency with the adopted Guiding Principles for the Master Plan Report:

Multi-Purpose Ballfields: Construction of up to 10 playing fields, including soccer, football and baseball/ softball for use by the general public and base personnel.

Recreational Trails: Development of Cape Cod Pathways trail linkages through the MMR which would provide an east-west linkage from Sandwich to Bourne, as well as a north-south linkage with the town of Falmouth.

Golf Course: Construction of an 18-hole executive course, such as a par 3 type course, adjacent to the existing Coast Guard golf course.

Environmental Technology Center/Research Facility: A total of 75,000 to 150,000 s.f. on approximately 40 acres of land located on South Outer Road for a variety of research and technology uses.

Upper Cape District Courthouse: A 15-acre site for potential development of a District Court facility to serve the Upper Cape.

Cultural and Educational Center: Development of a center for peace/conflict resolution, indigenous peoples, and/or a military history museum.

Mashpee Town Cemetery: An approximately 20- to 25-acre site proposed for a town cemetery located north of Kittredge Road near the Falmouth gate.

Alternative Energy Facility: Development of wind power in the northern portion of the MMR.

In addition, the Community Working Group reviewed a series of proposed sites for two other key regional facilities: the Barnstable County Jail and House of Correction and the Steamship Authority Parking Lot.

Barnstable County Jail and House of Correction

Initially, a site on the northeastern edge of the MMR, adjacent to Route 130 in Sandwich, was proposed. The Sandwich site was reviewed by the CWG at several meetings; however, after extensive discussion, the CWG recommended that a jail and correctional facility at this site be reviewed within the context of the Master Plan Report. Acting Governor Paul Cellucci later required that the site be withdrawn based on community opposition. This opposition stemmed from concerns about the site's proximity to potential water supplies on the MMR as well as other environmental and community impacts.

A few months after the Sandwich site was withdrawn, state and county officials unveiled three additional alternatives on the MMR that had been agreed to by military officials. Site 1 was located near the radar station known as the PAVE PAWS installation at the northern end of

the base. Sites 2 and 3 were located in the southeast corner of the base near the wastewater treatment facility. For the next several months, the CWG reviewed the three alternatives in detail. Sites 1, 2, and 3 were the subject of discussion in each of the four towns surrounding the base. Local officials and residents expressed concern for the proximity of alternatives 2 and 3 to Coast Guard housing and residential areas just outside the Falmouth gate and potential traffic impacts from the facility. Based on input from the surrounding communities, the CWG urged the military to work with Commission staff to develop additional alternatives for consideration.

Commission staff met with military and Coast Guard officials in July 1998 to explore additional alternative jail sites on the base. Based in part on the Guiding Principles for the Master Plan Report, the following criteria were used to evaluate additional alternative jail sites:

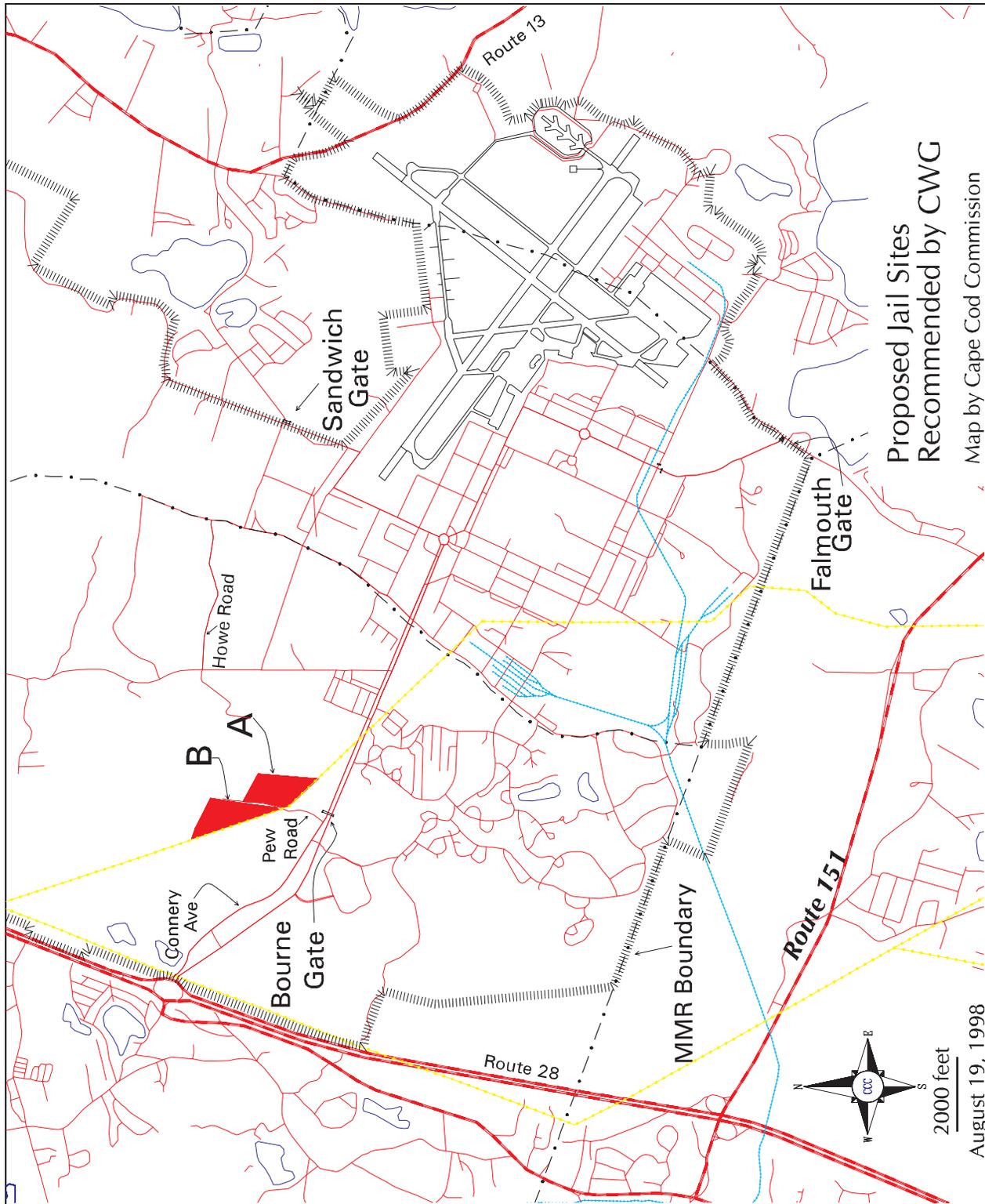
- location within or close to the cantonment area
- adequate distance and buffering from residential uses
- location outside of accident potential zones (air safety)
- no identified rare or endangered species on site
- safe access that minimizes traffic conflicts
- access to sewage collection and treatment facilities
- gentle topography

On July 24, 1998, the CWG recommended three sites for further environmental review by the Commonwealth of Massachusetts for the new Barnstable County Jail and House of Correction: Two sites (A and B) on Pew Road (north of Connery Avenue) near the western edge of the base, and another site (C) at the corner of Howe and Turpentine Roads, adjacent to the current Army Guard vehicle maintenance area (UTES). (See Figure 1.) Upon adoption of these additional alternatives, the CWG did not recommend further environmental review of sites 1, 2, and 3. On August 17, 1998, the Howe Road site (Site C) was also dropped from consideration after objections from neighboring Sandwich residents.

Steamship Authority Parking

A parking facility for the Woods Hole-Martha's Vineyard Steamship Authority (SSA) was the other project considered by the CWG prior to completion of the Master Plan Report. The SSA approached the military for a remote parking facility on the MMR to accommodate a total of 4,800 parking spaces on approximately 35 to 40 acres of land to be built in phases over the next several years. The remote parking facility was the subject of extensive discussion during the Master Planning process.

Figure 1



The SSA presented a proposal to the CWG for a 4,800-car parking facility on the western edge of the base north of Connery Avenue. SSA proposed access to the site from Fredrickson Road, an existing dirt road which would be widened and paved in order to accommodate the proposed parking facility. CWG and state officials expressed concern for potential environmental impacts associated with the proposal, including fragmentation of an important greenbelt on the base and impacts to rare species habitat associated with the ponds. In January 1998 the CWG recommended that the Steamship Authority parking not be given accelerated review status.

The SSA submitted a revised proposal to the CWG in February 1998. In this modified proposal, all parking was located within a utility line right-of-way, also on the western edge of the base, with proposed access via Fredrickson Road. The CWG expressed similar concerns with the revised proposal as with the original plan and rejected both as inconsistent with the Guiding Principles of the Master Plan Report.

Recognizing the community's strong desire for the Master Plan Report to address the SSA parking issue, the CWG encouraged the SSA to work with military officials and Cape Cod Commission staff to find alternative sites within the cantonment area of the base. The CWG stressed that the Group would only support a temporary parking facility and that more permanent solutions needed to be addressed by the SSA through development of a long-range regional transportation plan.

In July 1998 the CWG recommended three sites for further environmental review by the Commonwealth of Massachusetts as a temporary parking lot on the MMR to accommodate no more than 900 cars, for a period of not more than three years. (*See Figure 2.*)

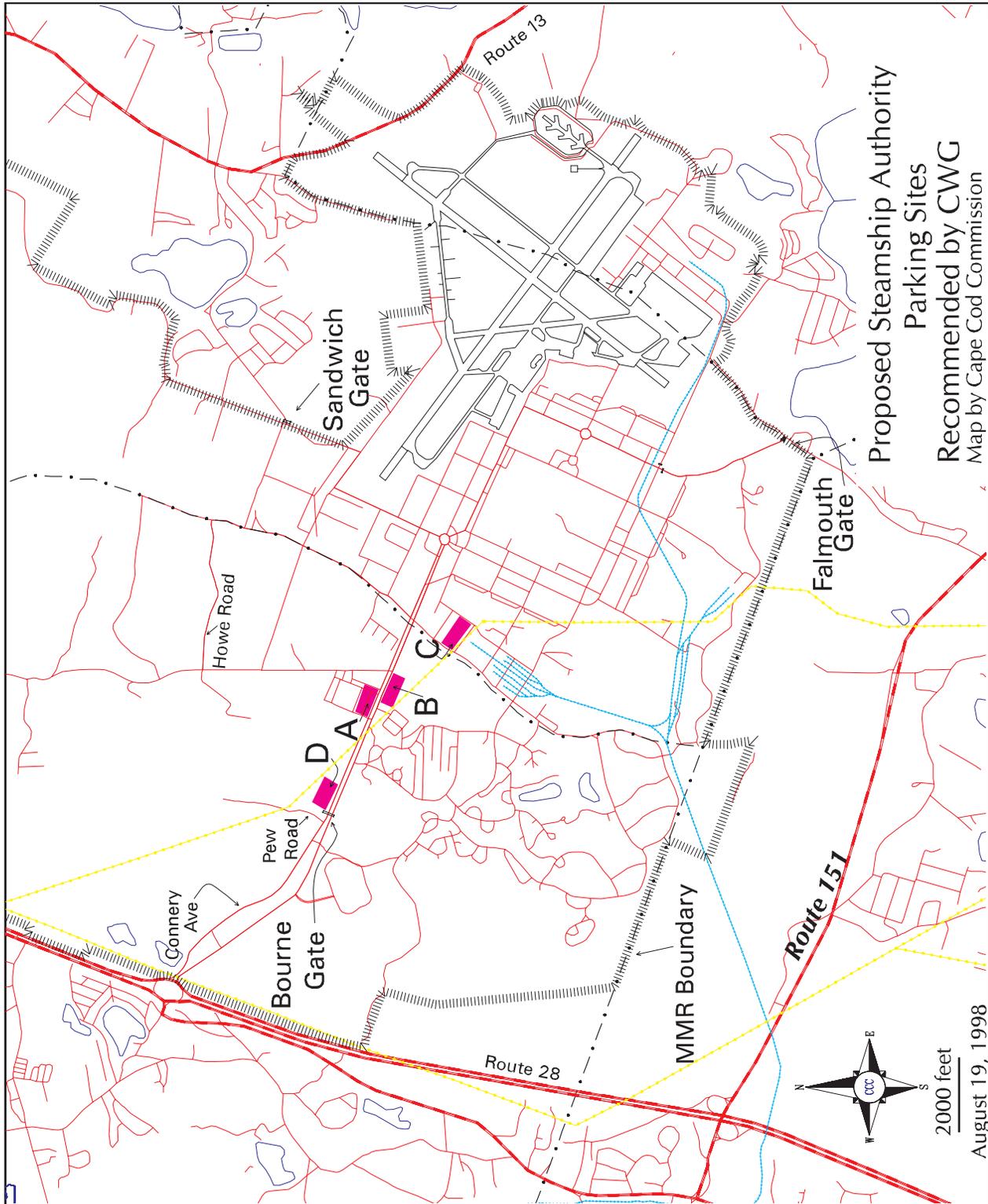
All alternatives assumed use of the Main (Bourne) Gate for all Steamship Authority traffic. The following alternatives were recommended:

Site A is located north of Connery Avenue, in the front portion of the 3600 area currently used by the Army National Guard as a convoy staging area.

Site B is located south of Connery Avenue between the Veteran's Administration National Cemetery eastern boundary and Army National Guard Leadership Reaction course.

Site C is located on Turpentine Road and Howard Road, in the 3500 area, adjacent to an area used by the Army National Guard as an administrative area for convoy staging.

Figure 2



In addition to these sites, the CWG agreed to include a fourth temporary site if constructed in conjunction with potential jail sites A and B (Pew Road).

Proposed Land Use/Management Zones

The Master Plan Report for the MMR consists of three management zones for the approximately 20,000-acre military reservation. The largest management zone, which comprises about 15,000 acres in the northern portion of the MMR, is for the permanent protection and coordinated management plans for water supply, wildlife, and open space protection, consistent with necessary and compatible military activities. A second management zone totaling approximately 1,700 acres surrounds the base airfield. This management zone is designed to enhance and protect existing grasslands habitat for rare species. The plan proposes to gradually eliminate underutilized base roadways within the grassland management zone to improve the quality of this habitat and reduce infrastructure maintenance costs. The third management zone consists of approximately 3,300 acres in the cantonment area of the base for new development. (See Figure 3.)

Cantonment Area Plan

The cantonment area plan provides for the consolidation and improvement of existing military and Coast Guard facilities while allowing for the proposed uses evaluated during the planning process. (See Figure 4.) Proposed new uses surround existing grassland habitat in a campus-like setting. The plan also incorporates redevelopment of existing buildings and use of already disturbed sites.

The following general use categories have been identified on the cantonment area plan for new development:

Coast Guard Housing Area: Additional open space/recreational areas as well as facade and design improvements to existing housing units are identified to improve the quality of life for the residents of the MMR. In addition to these improvements, existing resident support facilities are proposed to be relocated closer to base housing. Additional services in a village style development pattern are proposed to create a more compact form of development and allow residents to walk to various services. Additional recreational facilities for nearby base schools could also be considered.

Army National Guard Support Facilities: Existing Army National Guard support facilities are proposed to be consolidated into one area in the cantonment area plan.

Air National Guard Support/Environmental Services: Consolidation of these activities in two areas adjacent to the airfield are proposed. An additional gate to separate Air National Guard from potential civilian activities may be considered.

Open space/recreation: Potential uses include a golf course, ballfields, as well as other active/passive recreational uses.

Technology/Institutional/Infrastructure: Potential uses include an Upper Cape district court, Mashpee town cemetery, environmental technology and medical research uses, as well as the existing sewage treatment and transfer station.

Government Agencies: Uses such as U.S. Department of Agriculture as well as other state or county health, testing and research activities.

Cultural/Educational Center: Uses proposed for the center of the cantonment area overlooking the grassland habitat management zone. This center could be for a variety of educational and cultural programs as well as conflict resolution/peace programs.

Veteran's Administration National Cemetery: Expansion area identified in cantonment area plan.

Figure 3

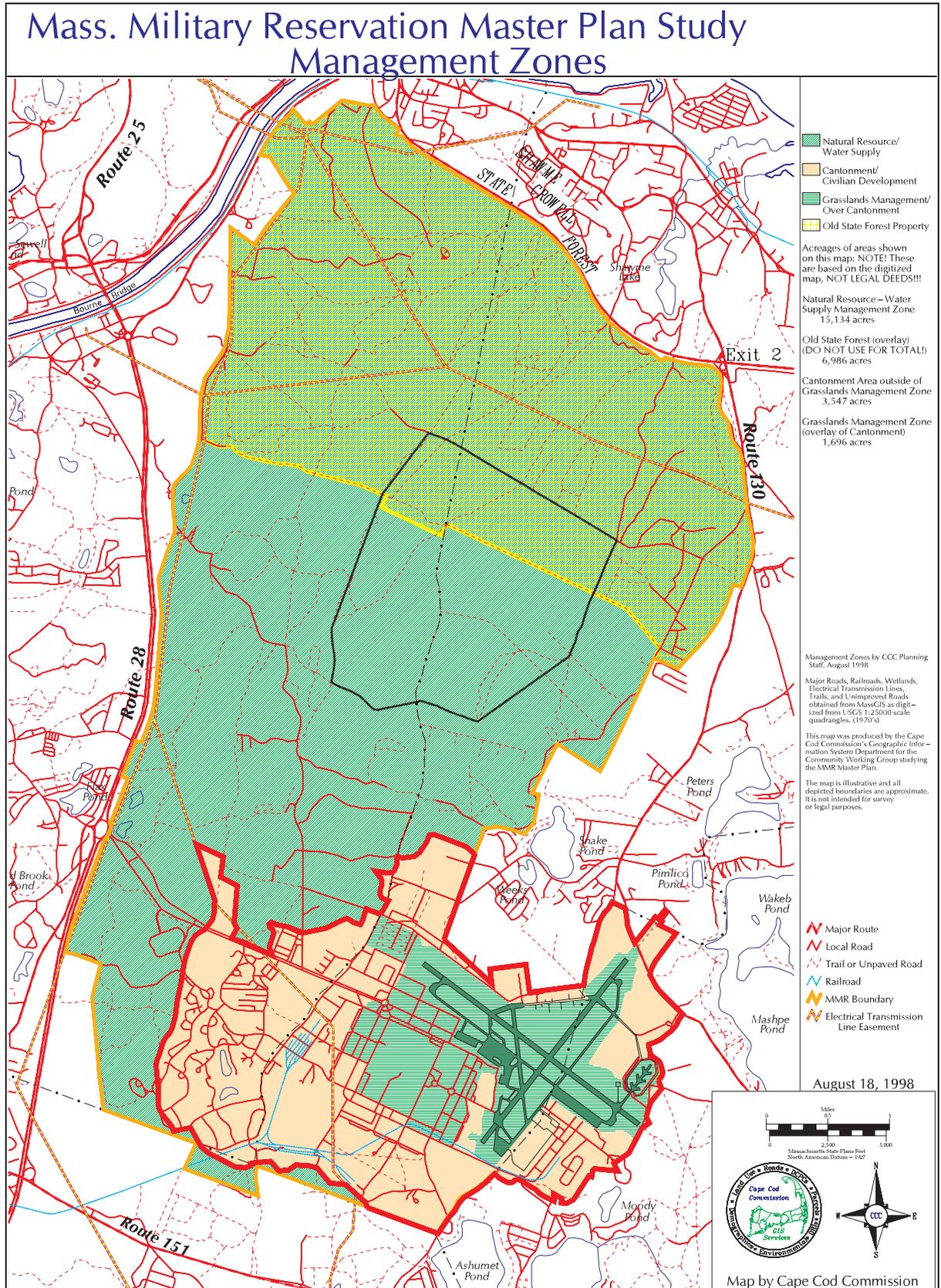
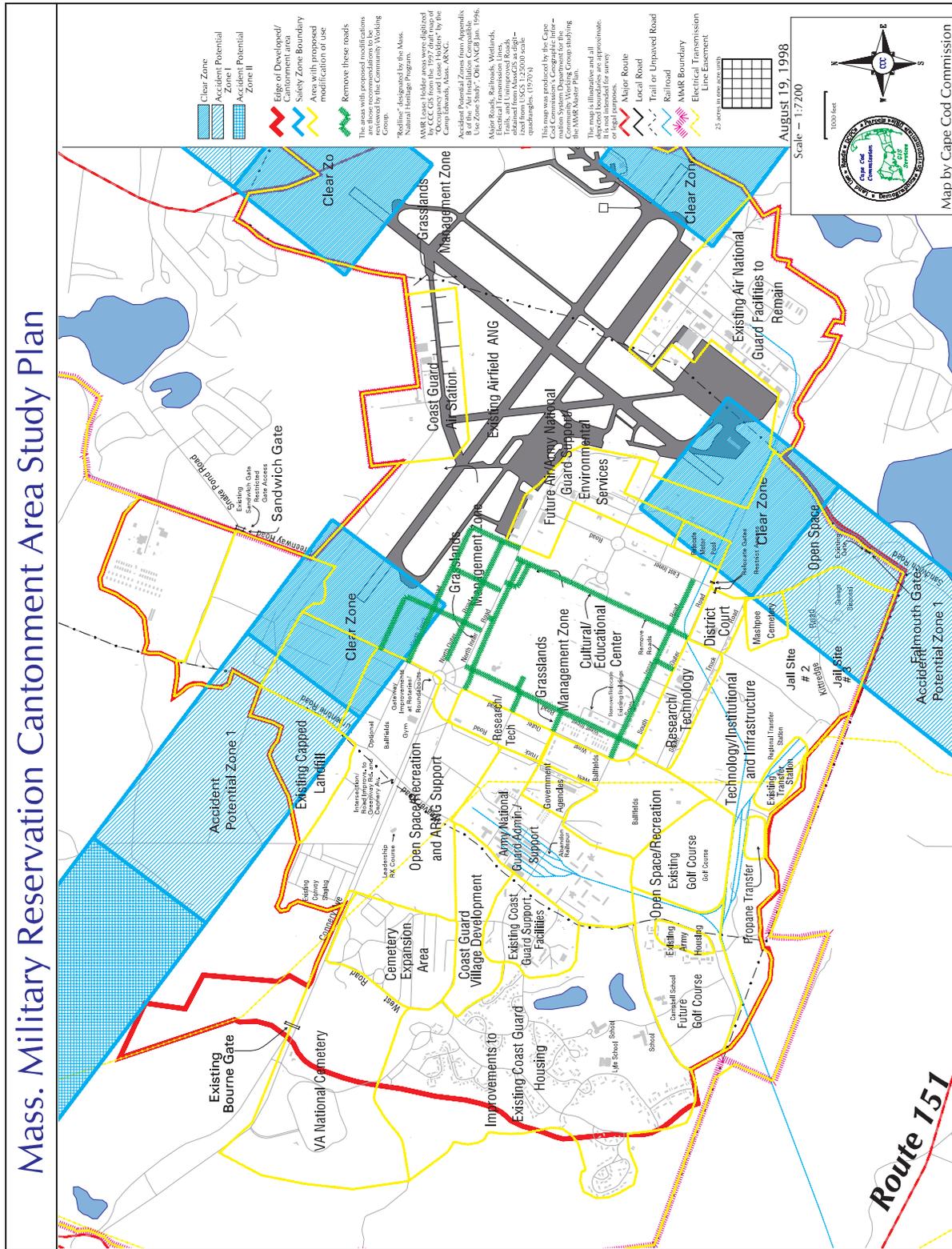


Figure 4



Implementation

Environmental Review Process

Completion of the MMR Master Plan Report brings us to a turning point in the environmental review process. As the Massachusetts National Guard proceeds to prepare a DEIR/DEIS on the Master Plan (for which, we are told, an extension to January 1999 has been granted) it is appropriate for the Secretary to consider necessary community projects included in the Master Plan Report that should begin preparation of their own DEIRs. (The cumulative impacts of these projects will be addressed in the Guard's DEIR/DEIS). The Barnstable County Jail, which figured so prominently in the CWG's deliberations is an obvious example of such a project. The arguments for placing the environmental review process for future water supply wells on the MMR on an independent track are even more compelling (see Water Supply Protection, Development and Management section below).

Although submission of the draft MMR Master Plan Report to EOEa marks the completion of a major chapter in the history of the MMR, and of Cape Cod, the work of the Community Working Group is not at an end. The Certificate of the Secretary of Environmental Affairs creating the CWG (May 30, 1997) indicates that the CWG "is needed to assure adequate public participation and representation of surrounding communities in the *environmental review* of the currently proposed projects as well as those which may be developed in the master plan." (Emphasis added) The Secretary further provided that the CWG will be "in existence during the time required for this special review," that is, through completion of the Draft and Final Environmental Impact Reports.

Before work on the MMR Master Plan DEIR can proceed, the proponent must submit a "proposed Special Review Scope and Schedule for public notice and review." The CWG offered recommendations on the contents of that scope in 1997. The next task of the CWG will be to review the proposed scope, followed, in due course by review and comment on the DEIR.

On August 17, 1998, the CWG voted unanimously to recommend that the Barnstable County Jail and House of Correction and the development of public water supply wells on the base be allowed to proceed with review through the Massachusetts Environmental Policy Act on an independent track from the rest of the Master Plan.

Widespread groundwater contamination and rapid population growth have contributed to an impending water supply crisis on the Upper Cape. Projections of the shortfall range as high as 5 to 15 million gallons per day by the year 2020. The Joint Program Office, Upper Cape water suppliers and Long Range Water Supply Team are on the cusp of having the resources to begin a water supply development program. In addition to the exploration and facility planning aspects of this work, water supply development will require a rigorous environmental review process. This environmental review is complicated by the need to avoid existing and potential sources of groundwater contamination as well as the legal and institutional issues governing land use on the MMR. In addition, environmental review of the site specific issues that have confronted recent Upper Cape community water supply development efforts such as alternatives analysis and surface water impacts from water withdrawal will also be required. Groundwater protection strategies must be credible and consistent with Cape-wide standards as reflected in the Regional Policy Plan. Long range management will require a community consensus much like the Master Planning effort.

Water Supply Protection, Development and Management

The “Open Space Plan” of Section 8 of the full Final Report describes Congressman William Delahunt’s proposal to designate the northern portion of the MMR as a wildlife refuge. The Mashpee National Wildlife Refuge, a 5,900-acre site in the nearby Waquoit Bay watershed, serves as a model for such cooperative arrangements. The Mashpee Refuge includes federal lands and land owned by the towns of Mashpee and Falmouth, the Commonwealth of Massachusetts, and private conservation groups. The agencies retain ownership of the land and have ensured its protection through an agreement that provides for cooperative management practices. The Fish and Wildlife Service has offered its assistance in achieving a similar arrangement for the MMR property, incorporating its open lands in the Mashpee National Wildlife Partnership.

National Wildlife Refuge Proposal

MMR Oversight

The positive experience of the Community Working Group in dealing with the difficult issues of both military and civilian uses of the MMR in a context of environmental stewardship suggests that it would be fruitful to explore a similar, community-based approach to long-term oversight of the MMR. The “partnership” model of the Mashpee National Wildlife Refuge also offers a promising approach to shared responsibility for decision-making. We recommend that legislation be developed to create a new management model for the MMR that builds on these positive experiences. Such legislation could also deal with a problem repeatedly brought to the CWG’s attention: the need for cost sharing by both civilian and military users of the infrastructure of the MMR.

Master Plan Report Approval and Review of Leases

On August 17, 1998 the Community Working Group voted to endorse this Master Plan Report. Regarding future legal arrangements for uses of the MMR, the Community Working Group also approved the following resolution:

The Community Working Group recommends to the Governor of the Commonwealth of Massachusetts that all existing leases and licenses at the Massachusetts Military Reservation be reviewed and amended where necessary to conform to the Master Plan approved on August 17, 1998, with special attention to the Group’s decision on July 24, 1998, that there shall be “permanent protection and coordinated management plans for water supply, wildlife and open space in the northern 15,000 acres of the Massachusetts Military Reservation, as shown on the updated use zones map, and that actions be taken to successfully integrate these management plans with necessary and compatible military training and operational activities in conjunction with the Guiding Principles of the Community Working Group as adopted February 28, 1998.”

Water Supply Protection Zones

