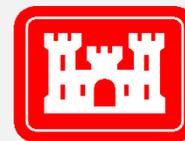


Proposed Plan for the Fort Segarra Flamingo Bay Landfill and Test Areas

Munitions Response Site 01, Water Island, U.S. Virgin Islands

Formerly Used Defense Sites Project Number I02VI097701



April 2020

Text in bold italics indicates that a word or phrase is included in the glossary at the end of this Proposed Plan.

INTRODUCTION AND PURPOSE

The U.S. Army Corps of Engineers (Corps) is presenting this **Proposed Plan** to allow the public the opportunity to review and comment on the recommended action for Fort Segarra Flamingo Bay Landfill and Test Areas (Munition Response Site 01) and to encourage community participation in the environmental process. This **Formerly Used Defense Site**, comprising 17 acres, is in the southern portion of Water Island in the U.S. Virgin Islands (see Figure 1). The U.S. Virgin Island government and private individuals and businesses own the land comprising Water Island. The anticipated future use is the same (residential with some commercial and government use). Based on the findings of the **Remedial Investigation** and previous studies, the Corps has determined there is no hazard or risk to people or the environment from **munitions, munitions constituents** (the metals and explosives that comprise munitions), **chemical warfare materiel**, or **chemical agents** associated with Fort Segarra.

This Proposed Plan provides a brief description of the Remedial Investigation. It also provides the basis for supporting the selection of the **Preferred Alternative**. The Corps will select a final remedy for the site after reviewing and considering the information submitted during the public comment period. The Corps may modify the Preferred Alternative or select another response action based on new information or public comments. Therefore, we encourage the public to review and comment on this Proposed Plan.

The Corps is required under the **Comprehensive Environmental Response, Compensation, and Liability Act** to issue this Proposed Plan and seek public comment and participation under Section 300.430(f)(2) of the **National Oil and Hazardous Substances Pollution Contingency Plan**. The Remedial Investigation report, which was prepared based on information contained in historical documents and previous studies, forms the basis for the Proposed Plan recommendation. This Proposed Plan summarizes information that can be found in greater detail in the Remedial Investigation report and other project documents available for review at the Formerly Used Defense Site Program website: www.saj.usace.army.mil/FortSegarra.

IMPORTANT DATES AND LOCATIONS

Public Comment Period
May 28, 2020 to July 6, 2020

The Corps will accept comments on the Proposed Plan during the public comment period. Please submit your comments by calling 800.710.5184, emailing FUDS.Florida@usace.army.mil, or mailing them to the following address.

U.S. Army Corps of Engineers
Attention: PM-M (Frank Araico)
701 San Marco Boulevard
Jacksonville, Florida 32207-8175

Comments received by 5:00 pm July 6, 2020, or postmarked by that day, will be considered in the selection of the final remedy.

Public Meeting

The Corps will present the Proposed Plan at a virtual public meeting. The video will be posted on our website on May 28, 2020 and will remain there throughout the comment period.

www.saj.usace.army.mil/FortSegarra

For more information and to view project documents, see the **Administrative Record** file at the following website.

www.saj.usace.army.mil/FortSegarra

PUBLIC INVOLVEMENT PROCESS

Community members and other interested parties are encouraged to review this Proposed Plan and submit comments. The Corps will consider the public comments on the Preferred Alternative before selecting and approving a final remedy for the Fort Segarra Flamingo Bay Landfill and Test Areas.

The Army is the lead agency for the Formerly Used Defense Sites Program. The Corps, on behalf of the Army and the Department of Defense, is the executing agent for the program and is responsible for environmental restoration of properties that were formerly owned, leased, or otherwise possessed by the United States under the jurisdiction of the Secretary of Defense. The Corps is responsible for investigating, reporting, and implementing remedial action for Fort Segarra.

The U.S. Virgin Islands Department of Planning and Natural Resources is the regulatory agency for this project. Representatives from the agency reviewed the Remedial Investigation report and agreed with its conclusions and recommendations.

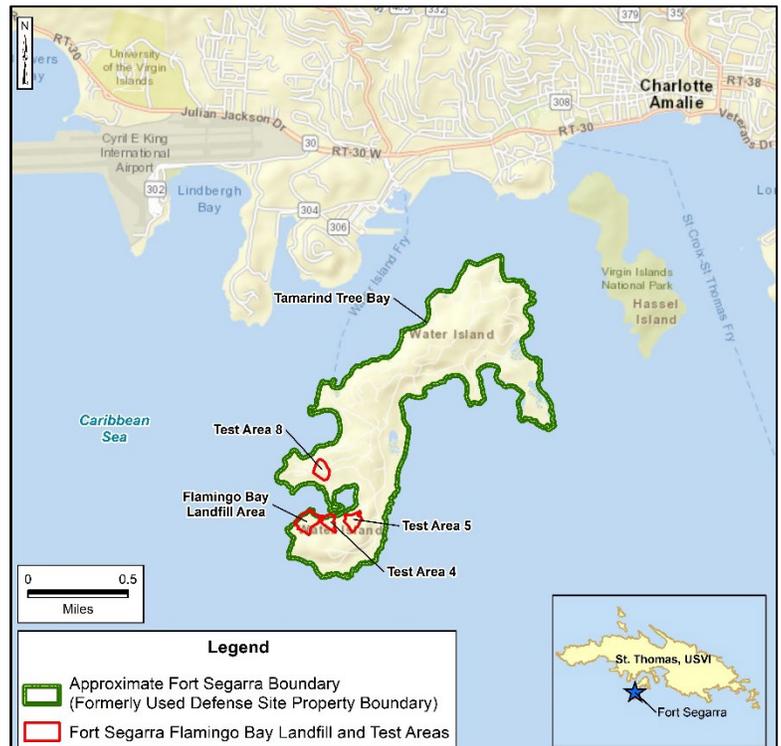


Figure 1: Fort Segarra Flamingo Bay Landfill and Test Areas

The Remedial Investigation report is part of the **Administrative Record** file that contains the documents used in making decisions for Fort Segarra. The Administrative Record file is available for review at the Fort Segarra website (www.saj.usace.army.mil/FortSegarra).

This Proposed Plan identifies and provides the basis for selection of the Preferred Alternative. The purposes of this Proposed Plan are to:

- Provide information about the site, its history, and current and future use.
- Identify and describe the Preferred Alternative and explain the reasons for the preference.
- Encourage public review and comment on the alternative described.
- Provide information on how the public can be involved in the decision-making process.

The Corps will present the selected alternative in the **Decision Document**. Responses to public comments on this Proposed Plan will appear in the “Responsiveness Summary” section of the Decision Document. The flow chart shown in Figure 2 summarizes the various steps in the development and approval process for the Fort Segarra Flamingo Bay Landfill and Test Areas Decision Document.

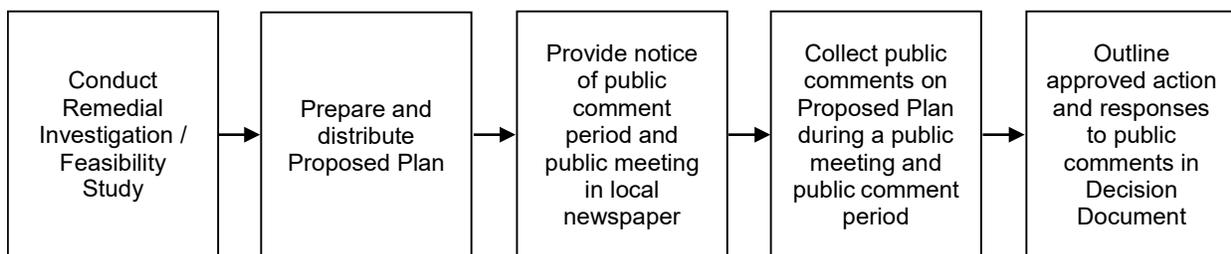


Figure 2: Public Participation Process

SITE BACKGROUND AND CHARACTERISTICS

Site History

Fort Segarra is a Formerly Used Defense Site located on Water Island in the U.S. Virgin Islands. Construction of Fort Segarra started in 1944, with a battery on the southern tip of Water Island to defend the Roosevelt Roads Naval Facility on Puerto Rico. While the concrete gun positions and supporting buildings were completed, the guns were never installed, and the fort was deactivated in 1946.

The U.S. Army Chemical Corps used portions of Water Island from 1948 to 1950 for limited testing and storage of chemical munitions as part of the San Jose Project. Six tests were conducted on Water Island.

These included tests with bombs filled with chemical agents. In 1950, the San Jose Project operations were moved to Dugway Proving Ground in Utah. Fort Segarra Flamingo Bay Landfill and Test Areas is comprised of four non-contiguous areas that were used in conjunction with the military's testing activities on Water Island. The four areas include the Flamingo Bay Landfill Area and Test Areas 4, 5, and 8.



Figure 3: Fort Segarra Flamingo Bay Landfill and Test Areas Site Details

In 1952, Water Island was permanently transferred to the U.S. Department of the Interior, who subsequently leased the island to a private party for two 20-year terms for development as a resort area. The Water Island Hotel was in use from 1954 until 1989, when Hurricane Hugo badly damaged the hotel and it never reopened. After transfer of Water Island from the U.S. Department of the Interior to the U.S. Virgin Islands government in 1996, the hotel and associated structures were demolished. In November 2014, a lease was issued for a new hotel/resort development at the former hotel location and in other areas of Water Island, including Test Areas 4 and 5 and the Flamingo Bay Landfill Area. Additional residential development has also taken place on the island over the last 10 years. The current residential and planned hotel/resort use is expected to remain the same in the future. In September 2017, Hurricanes Irma and Maria caused wide-spread damage to the island.

Previous Studies and Investigations

The Corps completed a series of studies and investigations at the site to determine the potential presence of munitions, munitions constituents, chemical warfare materiel, and chemical agents following the

Comprehensive Environmental Response, Compensation, and Liability Act process, including the following.

- *Inventory Project Report (1989)* – This report documents that 500 acres at Water Island were eligible for the Formerly Used Defense Sites Program. While the visual survey completed in conjunction with the report did not identify evidence of munitions, munitions constituents, chemical warfare materiel, or chemical agents, it recommended that an investigation be conducted at the Flamingo Bay Landfill Area where several possible chemical bombs were found in 1966.
- *Archives Search Report (1991)* – The Corps completed this report to determine if sites used by the U.S. Army Chemical Corps for the San Jose Project, including Water Island, were contaminated by munitions or chemical warfare materiel. The report provides a description of the site, history of use, and findings for the visual survey and interviews conducted for the report. While no physical evidence or documentation was found indicating the presence of munitions or chemical warfare materiel, the report determined there was a potential for their presence and recommended additional investigations.
- *Photo Analysis (1991)* – The Corps analyzed aerial photographs from 1948, 1954, and 1958 and determined that there was only one area identified, located in Test Area 5, which may have been used for testing and possible disposal.
- *Scoping Study (1993)* – This document provides additional information regarding the U.S. Army Chemical Corps’ activities at the site based on archival research and interviews with former Chemical Corps personnel. The interviews indicate that the six tests conducted at Fort Segarra in conjunction with the San Jose Project were controlled, well-documented, and decontamination occurred after each test. Furthermore, the types and limited numbers of test items used allowed for easy removal after the testing was complete. The study confirmed that chemical warfare materiel was removed following completion of the project, no further investigation was needed for most areas at Water Island, and an additional investigation was recommended for only Test Areas 4 and 5 and the Flamingo Bay Landfill Area.
- *Site Characterization - Phase I Remedial Investigation Report (1995)* – Site characterization and debris removal operations were conducted in 1993 and 1994 at Water Island, including at Test Areas 4, 5, and 8, and the Flamingo Bay Landfill Area. The characterization activities included surface inspections, magnetometer sweeps and surveys, and investigation to find munitions and chemical warfare materiel, and soil sampling for chemical agents. While there were no munitions, chemical warfare materiel, or **munitions debris** found and no chemical agents were detected in the surface soil samples, an additional investigation was recommended for portions of Test Areas 4 and 5, and the Flamingo Bay Landfill Area.
- *Historical Photo Analysis (2001)* – The Corps analyzed historical aerial photographs of Water Island to identify areas where chemical warfare materiel testing potentially took place, with a focus on Test Areas 4 and 5 and the Flamingo Bay Landfill Area.
- *Revised Archives Search Report (2002)* – This report summarizes the additional archival research, interviews, aerial photographic analysis, and a site visit that focused on historical munitions and chemical warfare materiel use at the site. Although potential munitions related activities were noted for two batteries and Test Area 4, the report confirms that guns were never installed at the batteries and munitions and munitions debris were not found at Test Area 4. No further action was recommended for munitions. The report also documents the chemical warfare materiel used and removed from the site in conjunction with the San Jose Project and concluded that there was no contamination associated with the U.S. Army Chemical Corps’ activities.

- *Engineering Evaluation/Cost Analysis (2005)* – This evaluation and analysis included soil sampling at Test Areas 4, 5, and 8, and the Flamingo Bay Landfill Area, including 46 test pits, 17 trenches, 88 soil samples, and 8 background soil samples. No munitions or chemical warfare materiel were identified, and the only chemical warfare materiel-related items were scrap metal found at the Flamingo Bay Landfill Area. No munitions constituents or chemical agents were detected in the soil samples.
- *Engineering Evaluation/Cost Analysis Action Memorandum (2006)* – This memorandum recommended removing the scrap metal identified at the Flamingo Bay Landfill Area during the 2005 investigation and implementing site-wide institutional controls for Fort Segarra.
- *Site Specific Final Report (2009)* – This report documents removal of the scrap metal from the Flamingo Bay Landfill Area and installation of two signs describing the historical chemical warfare materiel testing done on Water Island as site-wide institutional controls.
- *Five-Year Review Report (2012)* – This report concluded the activities the Corps completed, including removing the scrap metal and installing the signs, were protective of human health and the environment. The report also documented that there were no reported incidents involving munitions, chemical warfare materiel, or munitions debris at the site during the five-year review period.
- *Revised Inventory Project Report (2013)* – This document revised the Inventory Project Report to change the size and scope of Munitions Response Site 01 to 17.1 acres and added Test Areas 4, 5, and 8 to the Flamingo Bay Landfill Area.
- *Site Specific Final Report (2016)* – This report documented the replacement of the two informational signs on Water Island.

Additional historical documents and studies were also completed for the site, including the following.

- *San Jose Project Progress Reports (1947-1950)* – The progress reports document the chemical warfare materiel testing completed from November 1947 through March 1950, including testing that took place at Water Island.
- *Navy Report Regarding Ordnance Discovery at Flamingo Bay Landfill (1966)* – The Navy Report noted several metal objects found during a dredging operation at the Flamingo Bay Landfill Area in 1966. The metal objects were identified as possible chemical bombs. The report stated there was no noticeable release of chemical agent.
- *Environmental Assessment (1995)* – This report presented the findings from a site inspection of Test Areas 4 and 5 and the Flamingo Bay Landfill Area. While abandoned vehicles and household and construction debris were noted in multiple locations, no munitions or chemical warfare materiel were observed.
- *Preliminary Assessment (2001)* – The Department of Interior completed a Preliminary Assessment on non-munitions related activities at the site from 1952 to 2001. Although non-munitions related activities did not require further investigation, soil sampling was recommended in conjunction with the site's former use for chemical warfare materiel testing.
- *Site Investigation Report (2004)* – The Department of Interior conducted a Site Investigation in conjunction with the fieldwork for the 2005 Engineering Evaluation/Cost Analysis. They collected soil samples from Test Areas 4, 5, and 8 and the Flamingo Bay Landfill Area and analyzed them for explosives, chemical agents, and other non-munitions related chemicals. The results indicated there was no potential risk to human health or the environment in Test Areas 4, 5, and 8, and the Flamingo Bay Landfill Area, and no further investigation was required.

Based on the historical documents and previous studies, there is no evidence of munitions use at Fort Segarra. The guns were never installed; there is no documentation of conventional munitions use, and neither munitions nor munitions debris has been found within Flamingo Bay Landfill and Test Areas. Since there is no evidence of munitions use, there is no source for munitions constituents. Historical documents indicate that only six chemical warfare materiel tests were completed or partially completed on Water Island before the testing program was moved to Utah. Chemical warfare materiel associated with the testing included chemical-filled bombs and smoke pots. Although a few suspected chemical warfare materiel-related items were found within Fort Segarra, the items did not contain chemical agents and were removed; none have been found since 1994.

Remedial Investigation

While numerous studies and investigations had been conducted, a Remedial Investigation was needed, as required by the Comprehensive Environmental Response, Compensation, and Liability Act. As such, the Remedial Investigation report was prepared to document the types, densities, and distribution of, or in the case of Fort Segarra, the lack of evidence of munitions, chemical warfare materiel, munitions constituents, and chemical agents. The Remedial Investigation was completed using the information presented in the previous studies and investigations; no additional field work was needed. The Remedial Investigation substantiates the conclusion that munitions, chemical warfare materiel, munitions constituents, and chemical agents do not exist within Flamingo Bay Landfill and Test Areas and, since there is no source, pathways for receptors are incomplete.

More specifically, no munitions or munitions constituents are expected at Fort Segarra since construction of the fort was not completed prior to the end of World War II, and no guns were installed. Additionally, no training using munitions was conducted on Water Island.

Chemical agent and munitions constituent sampling has confirmed that no chemical agents and explosives are present, and metals are not present above regulatory screening values. Although limited chemical warfare materiel and chemical agent use is documented, previous studies and investigations confirmed that the few chemical warfare materiel-related items found on Water Island were free of chemical agents. These items were removed and disposed of offsite. As such, no chemical warfare materiel or chemical agents remain at Fort Segarra.

SCOPE AND ROLE OF THE RESPONSE ACTION

The overall remedial strategy for Fort Segarra is to eliminate unacceptable risks to human health and the environment due to the military's past use of the site. Because there is no evidence of munitions or chemical warfare materiel at the Flamingo Bay Landfill and Test Areas, no response action is required.

SUMMARY OF SITE RISKS

Based on the Remedial Investigation, there is no unacceptable risk to human health or the environment attributable to the Department of Defense at the Fort Segarra Flamingo Bay Landfill and Test Areas. Hazards and risks were evaluated based on the potential for people and the environment to be exposed to munitions, munitions constituents, chemical warfare materiel, and chemical agents. The potentially exposed population includes all those who pass through, work in, or visit the area.

REMEDIAL ACTION OBJECTIVE

Since no remedial action is required, there is no *remedial action objective*.

SUMMARY OF ALTERNATIVES

The *Preferred Alternative* for this site is No Action. The Corps did not develop or evaluate other alter-

natives because there is no unacceptable risk to human health or the environment attributable to the Department of Defense. This alternative means that the Corps will not take any action, and if the Preferred Alternative of No Action is implemented, the use of the site will continue in its current condition.

EVALUATION OF ALTERNATIVES

There are no risks to human health or the environment attributable to the Department of Defense within Flamingo Bay Landfill and Test Areas. For this reason, the only recommended alternative is No Action. Development or evaluation of other alternatives was not required.

PREFERRED ALTERNATIVE

No Action is the Preferred Alternative for Flamingo Bay Landfill and Test Areas. It is appropriate because there are no hazards or risks to human health or the environment attributable to the Department of Defense.

COMMUNITY PARTICIPATION

The Corps is requesting public comments on this Proposed Plan. Comments will be accepted throughout the public comment period (from May 28, 2020 through July 6, 2020). The Corps will hold a virtual meeting by posting a video on the Fort Segarra website (www.saj.usace.army.mil/FortSegarra) on May 28. The community may comment by filling out the comment sheet included at the end of this document and posted on the website and mailing or emailing it to us, by calling 800.710.5184, or emailing FUDS.Florida@usace.army.mil.

The Corps will consider comments received during the comment period in the final remedial alternative decision that the Corps will present in the Decision Document. The Corps' responses to public comments will be in the Responsiveness Summary section of the Decision Document.

All reports and project documents are available in the Administrative Record file located at www.saj.usace.army.mil/FortSegarra.

Contact Information

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GLOSSARY OF TERMS

Administrative Record: The documents that form the basis for the selection of a response action compiled and maintained by the lead agency. 40 Code of Federal Regulation 800

Chemical Agent: A chemical compound intended for use that, through its chemical properties, produces lethal or other damaging effects and is intended for use in military operations to kill, seriously injure, or incapacitate persons through its physiological effects.

Chemical Warfare Materiel: Items generally configured as a munition containing a chemical compound that is intended to kill, seriously injure, or incapacitate a person through its physiological effects.

Comprehensive Environmental Response, Compensation, and Liability Act: This is a federal law that addresses the funding for and remediation of abandoned or uncontrolled hazardous waste sites. This law also establishes criteria for the creation of key documents such as the Remedial Investigation Report, Proposed Plan and Decision Document. 40 Code of Federal Regulation 300

Decision Document: The documentation of remedial response decisions at Formerly Used Defense Sites. The lead agency seeks agreement from the state regulator on the Decision Document, and the Army approves the document.

Formerly Used Defense Sites: Facility or site which was under the jurisdiction of the Secretary of Defense and owned by, leased to, or otherwise possessed by the United States at the time of actions leading to contamination by hazardous substances, for which the Secretary of Defense shall carry out all response actions with respect to releases of hazardous substance from that facility or site. 10 United States Code 2701

Military Munitions: All ammunition products and components produced for or used by armed forces for national defense and security, including ammunition products or components under the control of the Department of Defense, the U.S. Coast Guard, the U.S. Department of Energy, and the National Guard.

Munitions Constituents: Any materials originating from munitions, including explosive and non-explosive materials and emission, degradation, or breakdown elements of ordnance or munitions

Munitions Debris: Remnants of munitions (e.g., penetrators, projectiles, shell casings, fins) remaining after munitions use, demilitarization, or disposal

National Oil and Hazardous Substances Pollution Contingency Plan: The plan revised pursuant to 42 United States Code 9605 and found at 40 Code of Federal Regulation 300 that sets out the plan for hazardous substance remediation under Comprehensive Environmental Response, Compensation, and Liability Act of 1980. 40 Code of Federal Regulation 300

No Action: No Action is a determination based upon an evaluation of the historical use of the site, or area(s) of concern, as applicable, that there are no discharged contaminants present at the site, or at any other site to which a discharge originating at the site has migrated, or that any discharged contaminants present at the site or that have migrated from the site have been remediated in accordance with applicable remediation regulations.

Preferred Alternative: The alternative that, when compared to other alternatives, best meets the Comprehensive Environmental Response, Compensation, and Liability Act evaluation criteria and is proposed for implementation at a site

Proposed Plan: Identifies the preferred remedial alternative for a site and is made available to the public for comment

Remedial Action Objective: A site-specific, initial clean-up objective that is established based on the

nature and extent of impacts, the resources that are currently and potentially threatened, and the potential for human and environmental exposure.

Remedial Investigation: A process undertaken by the lead agency to determine the nature and extent of the problem presented by the release. The Remedial Investigation emphasizes data collection and site characterization and is generally performed concurrently and in an interactive fashion with the Feasibility Study. The Remedial Investigation includes sampling and monitoring, as necessary, and includes the gathering of sufficient information to determine the necessity for remedial action and to support the evaluation of remedial alternatives. 40 Code of Federal Regulation 300

Superfund Amendments and Reauthorization Act: In addition to certain free-standing provisions of law, it includes amendments to the Comprehensive Environmental Response, Compensation, and Liability Act, the Solid Waste Disposal Act, and the Internal Revenue Code. Among the free-standing provisions of law is Title III of Superfund Amendments and Reauthorization Act, also known as the “Emergency Planning and Community Right-to-Know Act of 1986;” title IV of Superfund Amendments and Reauthorization Act, also known as the “Radon Gas and Indoor Air Quality Research Act of 1986;” and title V of Superfund Amendments and Reauthorization Act amending the Internal Revenue Code, also known as the “Superfund Revenue Act of 1986.”

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