

FORMER KILSEAWYER AIR FORCE BASE COMMUNITY RELATIONS PLAN

Appendix H



U.S. AIR FORCE

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Site Description

Location

The former K.I. Sawyer AFB, (now referred to as “Sawyer” by the community) is located in Marquette County in the central Upper Peninsula of Michigan, 440 miles northwest of Detroit. The former base is comprised of 4,923 acres. Sands Township has 62.4 percent of the base within its jurisdiction, with Forsyth Township having 30.6 percent, and West Branch Township seven percent. The former base is located about three miles east of the community of Gwinn, and 13 miles south of the city of Marquette.

Telkite Technology Park now exists at the former KI Sawyer AFB. Comprised of 5,200 acres, the area is known as a high-tech, aviation and commercial development. Located within the park is Sawyer International Airport boasting the longest single runway in Michigan at 12,300 feet. American Airlines and Delta fly out of Sawyer which serviced more than 100,000 passengers in 2011.

Utilities at the former K.I. Sawyer were provided from both on-base and off-base sources. The base derived its water from on-base wells. Base wastewater was treated on base. Base electricity was purchased from the UP Power Company. Natural gas fueled the base central heating system, and was supplied to the base by the Michigan Gas Company. Coal and wood were also used to heat the base

Several units of local government also provided a variety of services to the former K.I. Sawyer, such as fire protection. These jurisdictions included Marquette County, the townships of Forsyth, Sands, and West Branch, and the city of Marquette. The former K.I. Sawyer adjoined County Road (CR) 553 about 5 miles north of its intersection with State Highway (SH) 35. The area had rail freight service but no rail passenger service. The closest commercial airport was Marquette County Airport, a commuter air carrier and general aviation airport. Since base closure the airport has been moved to the former base.

Marquette County and surrounding areas offer fishing, hunting, boating, camping, and other recreational opportunities. Located on the southern shore of Lake Superior, the county has several large inland lakes, and a large portion of its area is covered by the Escanaba River State Forest, which also surrounds K.I. Sawyer. Winter sports are a major regional attraction in the area, with more than 150 miles of snowmobile trails, and designation as the nation's third Olympic education center. The former base is also located approximately 55 miles northwest of the City of Escanaba, on the Little Bay De Noc on Lake Michigan.

The City of Marquette, with a 2009 population of 21,004, is the largest city in the county and home to 31 percent of the county population. Residential areas are centrally located, extending from the western city limit, surrounding the campus of Northern Michigan University (NMU), to the shore of Lake Superior on the east. Most commercial development is found in the northern and southern areas of the city.

Adjacent Off-Base Land Use

The former K.I. Sawyer is surrounded by the Escanaba River State Forest, except for a privately owned area northeast of the base. The forest includes both public (county and state) and private land adjacent to the base in Sands, Forsyth, and West Branch Townships.

There is little commercial, industrial, or residential development on or near the former base. This is, in part, the result of the base's Air Installation Compatible Use Zone Plan (AICUZ), which identified land adjacent to the base that could be affected by base operations (e.g. emergency landing areas, flight paths, etc.). The intent of the plan was to guide compatible use planning of space surrounding the base.

Forested, county-owned land east, west, and south of the base is used for timber production and recreation. East of the former base, an elementary school is located adjacent to the military family housing area. Also, seasonal dwellings are next to lakes east of the base. Land north of the former base consists of rural single-family homes, a mobile home park, and a church. The private property that is surrounded by the former base in the southeast portion, west of the military family housing area, is forested and bisected by two road rights-of-way.

Property surrounding Sawyer is in the jurisdiction of Sands, Forsyth, and West Branch Townships. Of the three, only Forsyth and West Branch have comprehensive plans. Sands Township uses the Marquette County Comprehensive Plan as a planning guideline.

Most areas next to the former base are zoned for agricultural, residential, or recreational use depending in which township the land is located.

Topography

The topography of Sawyer and the surrounding UP area consists of rolling hills with numerous lakes and streams. Elevations at the base vary only 194 feet, from 1,066 feet above mean sea level (MSL) near the Silver Lead Creek in the southeastern portion of the former base to 1,260 feet above MSL near the northern base boundary.

History

The base was first established as K.I. Sawyer County Airport in 1949, as Marquette County's municipal airport. It was named in honor of Kenneth Ingalls Sawyer, a former County Highway Department employee.

On January 24, 1955, the U.S. Government signed a 99-year lease establishing K.I. Sawyer AFB at the site of the County Airport and agreed to joint use. However, the site was transferred to total Air Force control in 1956 and non-military operations ended in 1957.

In January 1956, K.I. Sawyer AFB became the home of the 473rd Fighter Group, a unit of the Eastern Air Defense Command. But in 1959, the 473rd FG became the 56th Fighter Group and was host for the Sault Ste. Marie Air Defense Sector and the 4042nd Strategic Wing, a Strategic Air Command unit. In February 1963, the 4042nd SW was discontinued and the 410th Bombardment Wing or 410th Bomb Wing was activated.

In 1963, the Wing began conducting flying operations with the B-52H Stratofortress and the KC- 135 Stratotanker. With the disestablishment of SAC, the base came under control of the Air Combat Command in June 1992.

In 1993 the Defense Base Closure and Realignment Commission announced K.I. Sawyer was on the closure list, and in September 1995, K.I. Sawyer AFB officially closed.

Environmental Actions

Environmental actions and progress are broken down by those included in the 2006 BMP and each BMP update. These actions are summarized in the table at the end of this section. Prior to 2010, environmental actions were conducted on a site by site, contract by contract basis and occurred as needed. Since the Air Force has moved to Performance-Based Remediation contracts (PBR), one contractor has been responsible for remediating the land in and around the former K.I. Sawyer AFB.

Environmental Actions 2010 BMP Update

The K.I. Sawyer PBR contract through GSA was awarded in FY10 and is addressing environmental remediation requirements at the main installation site. A contract to repair landfill covers was awarded.

In addition to the \$10,000 cash payment, the Hannahville Indian Community assumed the environmental responsibility to complete the environmental cleanup of the Escanaba site. The Air Force retained responsibility of Five Year Reviews and well decommissioning.

Environmental Actions 2011 BMP Update

An additional landfill repair contract was awarded for the remaining two landfills. The work on the Five Year Review began and the PBR contractor began work.

Completed Actions			
2006 BMP	2007 Update	2010 Update	2011 Update
		FY10-Awarded GSA Performance-Based Remediation contract	Commenced work on PBR contract
Implement recommendations in the CERCLA Five-year review Recommendations were implemented			Began work on Five Year Review
			Completed repair activities on three landfills
In Progress Actions			
2006 BMP	2007 Update	2010 Update	2011 Update
			Complete baseline review of Compliance Sites
			Includes in AFRPA's FY12 multi-installation ASC strategy to achieve additional site closures or completions

Community Background

City of Marquette Profile

Located in Michigan's Upper Peninsula (UP) on the southern shore of Lake Superior, the largest freshwater lake in the world, the City of Marquette spans a total of 7,340 acres (11 square miles). Today, the City of Marquette, with a population of 21,004, is the UP's economic, medical, educational, and religious hub.

Today, the City of Marquette is a college town. The Northern Michigan University (NMU) is a comprehensive university offering degrees or certification in more than a hundred different programs. NMU is a 4-year state university with 9,400 students and approximately 400 faculty members.

Marquette has a commission-manager form of government. The commission consists of seven members who are elected at-large to staggered three-year terms. The commission members elect one member to serve as the mayor on an annual basis, and appoint the city manager and city attorney.

There are one local, daily newspaper, two weekly newspapers, and one monthly newspaper. There are two television stations, one cable television company (40 channels), and ten radio stations.

County of Marquette Profile

Marquette County is one of fifteen counties in the UP. It is also the UP's largest geographical county. It lies on the southern shores of the largest of the Great Lakes, Lake Superior. The UP's 1,114 mile shoreline is as long as that of eastern Florida.

Marquette County is about 50 percent larger than Rhode Island and about 10 percent smaller than Delaware. Approximately 85 percent of the county is forested. It is 675 feet above sea level with a mean temperature in January of 11 degrees and 66 degrees in July.

It has an annual average rainfall of 35 inches and 131 inches of snow. Marquette County is within 500 miles of some of the largest manufacturing and industrial centers (Chicago, Detroit, Indianapolis, Minneapolis, Toronto, Minneapolis, and Milwaukee) and 800 miles from Cleveland, Columbus, Knoxville, Pittsburgh, Montreal, Omaha, St. Louis, and Kansas City via surface routes. Also, Canada does more business with Michigan than any other place in the world.

With approximately 68,000 residents in Marquette County, it has a rural environment and an average low population density of 37 persons per square mile. Marquette County's civilian labor force is about 35,000, with nearby counties adding another 50,000. The total UP labor force is more than 150,000. The total population within a 45-mile radius of the former K.I. Sawyer is approximately 116,000.

Abundant forest and mineral resources provide both direct and indirect employment in the lumber and wood product industries, manufacturing, and mining operations.

Government Structure

Local governments include counties, townships, and cities. County governments provide county wide services typically covering law enforcement services, court and judicial services, transportation services, and general administrative services. Townships typically are responsible for fire protection services, and may provide their own law enforcement services, and often provide utility services such as sanitation and water and wastewater treatment facilities for local residents.

Forsyth Township

Forsyth Township was established in 1844. The township is governed by a board of five members who are elected at-large every four years. The township provides general administration, public safety and emergency services, recreation, sanitation, and public water and sewer services.

Sands Township

Sands Township was established in 1893. The township is governed by a board of five members who are elected at-large every four years. Principal services provided by the township are sanitation, fire protection, and emergency services.

West Branch Township

West Branch Township was established in 1895. The township is governed by a board of five members who are elected at-large every four years. Principal services provided by the township are sanitation, fire protection, and emergency services.

Recommended Community Involvement Approach

Given the limited activity and substantial completion of clean-up efforts at this base, community involvement should be handled on a case-by-case basis. A majority of the public interest is expected to be isolated phone calls asking about a specific issue. Generally, these types of inquiries should be handled and documented by the BEC utilizing the following process.

This process will be initiated when a stakeholder contacts the BEC with a request for information. The request can be via phone call, mail, or electronic mail.

The BEC documents the request for information and pulls together the information necessary to respond. The response should also be carefully documented (Date/Time/Response/SH Name/Contact Information) and entered into the Administrative Record.

If the stakeholder is satisfied with the response, no further action is required. If the stakeholder still has questions or needs additional information, the BEC will schedule a meeting with the interested stakeholder to provide further detail. This meeting should also be documented and entered into the Administrative Record.

In some instances, a concern raised by a single individual may actually raise a point or issue that affects a larger population. In those instances, the BEC may choose to elevate the issue and implement other outreach techniques. The following table outlines various recommended techniques, tips for success, and pros/cons that can be used to determine which technique is most appropriate for a given situation.

Techniques	Tips for Success	Pros	Cons
Restoration Advisory Board	Define roles and responsibilities up front	Provides for detailed analyses for clean-up issues	General public may not embrace committee's recommendations
	Be forthcoming with information	Participants gain understanding of other perspectives, leading toward compromise	Members may not achieve consensus
	Use a consistently credible process		Time and labor intensive

Techniques	Tips for Success	Pros	Cons
	Interview potential committee members in person before selection		
	Use third-party facilitation		
Information Repository	Make sure personnel at location know where materials are kept	Relevant information is accessible to the public without incurring the costs or complications of tracking multiple copies sent to different people	Information repositories are often not well used by the public
	Keep a list of repository items		
	Track usage through a sign-in sheet	Can set up visible distribution centers for project information	
Fact Sheets/Newsletters/Neighborhood Notices and Flyers	KISS! Keep It Short and Simple	Can reach large target audience	Only as good as the mailing list/ distribution network
	Make it visually interesting but avoid a slick sales look	Allows for technical and legal reviews	Limited capability to communicate complicated concepts
	Be sure to explain public role and how public comments have affected decisions	Facilitates documentation of public involvement process	No guarantee materials will be read
	Q&A format works well		
Open Houses, Poster Board Sessions and Site Tours	Someone should explain format at the door	Foster small group or one-on-one communications	Difficult to document public input
	Have each participant fill out a comment card to document their participation	Ability to draw on other team members to answer difficult questions	Agitators may stage themselves at each display
	Be prepared for a crowd all at once – develop a contingency plan	Builds credibility	Usually more staff intensive than a meeting
	Set up several stations so multiple people can view at once		
Public Notices	Figure out the best days and best sections of the	Potentially reaches broad public	Expensive, especially in urban areas

Techniques	Tips for Success	Pros	Cons
	paper to reach intended audience Avoid rarely read notice sections		Allows for relatively limited amount of information
Media Relations	Fax or e-mail press releases or media kits Foster a relationship with editorial board and reporters	Informs the media of project milestones Press release language is often used directly in articles Opportunity for technical and legal reviews	Low media response rate Frequent poor placement of press release within newspapers
Public Meeting	Set up the meeting to be as welcoming and receptive as possible to ideas and opinions and to increase interaction between technical staff and the public Review all materials and presentation ahead of time	Participants here relevant information and have an open opportunity to ask questions and comment People learn more by hearing other's questions and comments Legal requirements are met	There is a potential for the meeting to escalate out of control because emotions are high It is challenging for facilitators to establish an open and neutral environment for all views to be shared
Responsiveness Summaries	May be used to comply with legal requirements for comment documentation Use publicly and openly to announce and show how all comments were addressed	Responsiveness summaries can be an effective way to demonstrate how public comments are addressed in the decision process	With a large public, the process of response documentation can get unwieldy
Website	A good home page is critical Each Web page must be independent	Reaches across distances Makes information accessible anywhere at any time	Users may not have easy access to the Internet or knowledge of how to use computers Large files or graphics can

Techniques	Tips for Success	Pros	Cons
	Put critical information at the top of the page	Saves printing and mailing costs	take a long time to download
	Use headings, bulleted and numbered lists to steer user		
Speaking Engagements/ Outreach Meetings	Understand who the likely audience will be	Opportunity to get on the agenda	May be too selective and can leave important groups out
	Make opportunities for one-on-one meetings	Provides opportunity for in-depth information exchange in non-threatening environment	

Source: International Association of Public Participation. "Public Participation Toolbox," 2006.

Recommended Community Relations for Various Phases of Clean-Up Activities

The EPA provides guidance on how and when to involve the community in the environmental clean-up process. While very few activities are specifically prescribed by the letter of the law, the EPA has repeatedly made it clear that the intent of the law was to "provide every opportunity for residents of affected communities to become active participants in the process and to have a say in the decisions that affect their community."

The Air Force adopts the intent of the law and is committed to go above and beyond the letter of the law at each of the former eastern BRAC bases. The following table outlines the activities recommended by the EPA at various steps in the process. ***If an issue needs to be elevated***, the BEC can use this table as a tool to determine the most appropriate course of action given the issue raised. Additionally, AFRPA strategic communications staff can help ensure that the information is presented in easy to understand terms and that technical terminology is clearly and concisely communicated.

	Restoration Advisory Board	Information Repository	Administrative Record	Fact Sheets	Newsletters	Open Houses, Poster Board Sessions, and Site Tours	Public Notices	News Releases/Media Relations	Neighborhood Notices/Flyers	Public Meetings	Public Comment Period	Responsiveness Summary	Website	Speaking Engagement/Outreach Mtgs
Preliminary Assessment/ Site Investigation			●	●		●	●	●	●					
Listing on the National Priorities List			●				●	●			●	●		
The Remedial Investigation/Feasibility Study (RI/FS)	●		●	●	●	●							●	●
Proposed Plan (PP)	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Record of Decision (ROD)	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Remedial Design (RD)/ Remedial Action	●	●	●	●	●	●		●					●	●
Operation & Maintenance (O&M)	●	●	●		●		●	●			●	●	●	●
Deletion from the National Priorities List	●	●	●				●	●			●	●	●	●

Source: U.S. Environmental Protection Agency. "Superfund Community Involvement Handbook," 2005.

If a site is reopened as a result of the Air Force Accelerated Site Completion Program, community relations will need to be conducted for the appropriate phase as shown in the table above. For a more detailed description of each of the community relations strategy, please see the main document.

Administrative Record

The Administrative Record for this base can be found at <https://afrpaar.lackland.af.mil/ar/docsearch.aspx>. It includes historical documents and findings related to environmental clean-up activities.

ATTACHMENT 1: Stakeholder Database

BRAC'ed Base	Senator	Congressman	Governor	Mayor	City Council Members
Former KI Sawyer AFB	Senator Richard Durbin (D) 230 S Dearborn St. Suite 3892 Chicago, IL 60604 312-353-4952 Senator Mark Kirk (R) 230 South Dearborn Suite 3900 Chicago, IL 60604 312-886-3506	Congressman Peter Roskam (R-IL 6th) 150 S. Bloomingdale Road Suite 200 Bloomingdale, IL 60108 630-893-9670	Governor Pat Quinn Office of the Governor James R. Thompson Center 100 W. Randolph, 16-100 Chicago, IL 60601 312-814-2121	Mayor John Kivela City of Marquette 1005 Cleveland Street 906-869-6672 jkivela@mqtcity.org	Mayor Pro-Tem John DePetro 1803 Presque Isle Avenue 906-228-6581 jdepetro@mqtcity.org Don Ryan 807 W. Fair Avenue 906-228-2091 dryan@mqtcity.org David Saint-Onge 1725 Harbour View Drive 906-228-9064 dsaint-onges@mqtcity.org Frederick Stonehouse 875 Orianna Drive 906-226-6014 fstonehouse@mqtcity.org Jason Schneider 2227 Wilkinson Avenue 906-361-0857 jaschneider@mqtcity.org Robert Niemi 1702 Gray Street 906-226-6208 rniemi1702@att.net

Additional Stakeholders:

- West Branch Township
- Sands Township
- County of Marquette
- Forsyth Township
- Northern Michigan University (NMU)
- TelKite Technology Park
- Department of Environmental Quality (Michigan)
- Sawyer International Airport

ATTACHMENT 2: Media List

FORMER KI SAWYER AFB

Radio Station	Phone	Website
WNMU	906-227-2600	www.nmu.edu
WJPD 92.3 FM	906) 225-1313	www.wjpd.com
WMQT Q107	(906) 225-1077	www.wmqt.com
WKQS 101.9 FM	(906) 227-7777	www.wkqsfm.com
WUPT 100.3 FM	906) 225-0656	www.1003thepoint.com
WGLQ MAGIC 97	906) 228-9700	www.wglqradio.com
WFXD 103.3 FM	906-227-8888	www.wfxd.com
WZAM 970 AM	906-485-3343	www.espn970.com
WHWL	906-249-1423	www.whwl.net
WUPG 96.7 FM	906-485-4313	www.radioeaglemarquette.com

TV Station	Phone	Website
WLUC-TV CH 6	906-475-4161	www.uppermichiganssource.com
WBUP-TV CH 10 ABC	906-204-2436	www.abc10up.com
WZMQ	906-360-9699	www.wzmqt.com
WNMU-TV	800-227-9668	www.wnmutv.nvmu.edu
WJMN-TV	906-226-3023	N/A

Newspaper	Phone	Website
<i>The Mining Journal</i>	906-228-2500	www.miningjournal.net
<i>The Marquette Monthly</i>	906-226-6500	www.marquettmonthly.com
<i>The North Wind</i>	906-227-2545	www.thenorthwindonline.com