FINAL COMMUNITY RELATIONS PLAN

Former Kelly Air Force Base San Antonio, Texas

Air Force Civil Engineer Center Joint Base San Antonio Lackland Texas



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1.0 Overview of Community Relations Plan

The Air Force Civil Engineer Center (AFCEC) prepared this update to the Community Relations Plan to facilitate two-way communication with the community surrounding the former Kelly Air Force Base (AFB) and to encourage community involvement in remaining site cleanup activities. Throughout this document, AFCEC will be referred to as the Air Force.

The purpose of this update to the Community Relations Plan is to gather information on current community issues and concerns related to cleanup activities, and to identify community outreach and involvement activities to be conducted. This document was developed and updated as part of the Air Force's efforts to ensure that local communities, business and residents, community leaders, and other stakeholders are informed about progress of cleanup activities and are aware of opportunities to become involved in the process. This Community Relations Plan replaces all preceding versions of the former Kelly AFB Community Relations Plans including the most recent which was released in 2007.

This plan is organized to allow for ease of readability. **Section 1.0** presents an overview of the Community Relations Plan. **Section 2.0**, Site Description, provides site history, description, and an overview of cleanup activities. **Section 3.0**, Community Background, provides a community profile, history of community involvement, and community concerns and communication needs. **Section 4.0**, Community Involvement Strategy, presents the future activities intended to respond to community concerns and communication needs. The appendices provide additional information on available resources.

2.0 Site Description

2.1 Site History

Camp Kelly, the first military air base in Texas, was established in 1916 in San Antonio. Originally a training facility, the base's emphasis quickly shifted to depot-level logistics and aircraft maintenance. By 1995, Kelly AFB covered nearly 4,000 acres with an additional 600 acres at each end of the runway and included the main Kelly AFB and a separate area to the east known as East Kelly. The Base Realignment and Closure (BRAC) Commission ordered Kelly AFB, main Kelly AFB and East Kelly, to be closed and realigned in 1995.

During its 83 years of use as a military aviation, training, supply, and maintenance complex, several areas of Kelly AFB were environmentally impacted. The type of contamination found at Kelly AFB is typical of aircraft manufacturing and maintenance facilities—primarily tetrachloroethene (PCE) and trichloroethene (TCE), both of which were used to degrease engine parts. Contaminants entered the soil and shallow groundwater through leaks, spills, and dumping – all accepted operating and disposal practices of the time. In some locations, the contaminants migrated off-base through the shallow groundwater resulting in contaminant plumes. Consequently, the Air Force, in coordination with the City of San Antonio and local residents, implemented a program to decommission all known shallow groundwater wells within the plume areas and ensure area residents are connected to the City of San Antonio water distribution system. Drinking water for the Kelly community, as well as the city of San Antonio, comes from the Edwards Aquifer, not from the shallow groundwater zone.

As stated above, Kelly AFB was included on the list of military facilities scheduled for closure or realignment in 1995, under the authority of the Defense Base Closure and Realignment Act of 1988 and 1990. The Kelly AFB closure was very complex since it involved both closure and realignment, along with uninterrupted use of many key facilities. Approximately half of the base was realigned to Lackland AFB while the other half (1,887 acres) was transferred to the San Antonio community. Properties on the base declared surplus by the BRAC action included warehouses, hangars, offices, and manufacturing and industrial support space. Land and buildings at Kelly AFB were transferred to the local reuse authority, Port Authority of San Antonio (hereafter referred to as Port San Antonio), as they became available – even before the operational mission at the base was complete. The commission gave the Air Force six years to transition Kelly AFB from an active to a closed/realigned base. The closure and realignment was officially completed on July 13, 2001. After environmental remediation systems were installed at

the former base, the properties were evaluated to determine if they were suitable for transfer to Port San Antonio. In 2010, the final properties were transferred.

In total, 1,887 acres of the property used when the base was active has been transferred to the San Antonio community. Some 14,000 jobs and 70 commercial organizations have established a business presence at Port San Antonio, including Boeing, Pratt & Whitney, and Lockheed Martin. In a 2010 study by the Strategic Alliance for Business and Economic Research (SABER) Institute, the 13 aerospace companies operating out of Port San Antonio were found to have produced 4,300 direct and 4,500 indirect jobs at the port, accounting for \$1.46 billion in annual economic activity.

Although the Air Force is no longer a landowner at Port San Antonio, it still has a strong presence at the former base. The Air Force has leased back approximately 200 acres from Port San Antonio, including Building 171, located within a secure area, houses approximately 3,000 employees from 13 Air Force agencies. The Air Force is responsible for the continued environmental cleanup at the former Kelly AFB and intends to remain at this location long-term.

The community has been actively involved in environmental cleanup decision making at the former Kelly AFB for many years. Prior to forming the Restoration Advisory Board (RAB), community participation was through the Technical Review Committee. Officially created in January 1995, the RAB provided an expanded opportunity for stakeholder involvement in the environmental restoration process at Kelly AFB. In 2012, the Air Force began the RAB adjournment process in accordance with the Department of Defense RAB Rule. The final RAB meeting was held in October 2012 and the RAB adjournment became official in March 2013 with the signing of the RAB Adjournment Report.

Even though the RAB has been adjourned, the Air Force remains committed to being actively involved with the local community through a variety of alternative outreach methods. These include direct mail, website, phone calls, one-on-one meetings, special interest group meetings and public meetings.

2.2 Site Description/Location

The former Kelly AFB is located in Bexar County, Texas, approximately seven miles southwest of downtown San Antonio. Land uses adjacent to Kelly AFB includes residential areas and schools to the north, Lackland AFB to the west, industrial (Union Pacific Railroad [UPRR]

Yard) and residential areas to the east, and recreational (Pearsall Park), agricultural, and residential areas to the south.

2.3 Site Inspection/Cleanup Activities

After more than 30 years of investigation and cleanup, the environmental cleanup program is in its maturity at the former Kelly AFB. All site investigations are complete, all decision documents have been signed, and cleanup is complete at 56 percent of all sites with 99 percent anticipated to reach site closure by fiscal year 2015. For the remaining sites, remedies are in place to remove contaminants from the soil and groundwater, ensuring protection of human health and the environment. More than 400 monitoring locations provide data to be sure the public is protected and the groundwater treatment systems are working properly.

Detailed information about the status of continuing cleanup efforts is available from various resources. For additional information, the public can visit the Kelly AFB online Administrative Record which contains records related to the environmental restoration, the former Kelly AFB website, http://www.afcec.af.mil/brac/kelly/index.asp, or the San Antonio Central Library.

2.3.1 Regulatory Background

In 1982, the Air Force initiated the Installation Restoration Program (IRP) for Kelly AFB under the Defense Environmental Restoration Program. Kelly AFB was never listed on the U.S. Environmental Protection Agency's (USEPA's) National Priorities List.

In 1987, the Texas Water Commission issued a Resource, Conservation and Recovery Act (RCRA), Part B Permit, to Kelly AFB for a Treatment, Storage, and Disposal Facility (TSDF) at the Defense Reutilization and Marketing Office in Building 3096 (used to store drums of hazardous and industrial wastes) but did not require corrective action. Four other solid waste management units (SWMUs) listed in the permit required corrective action – Yard 13, Yard N, Building 3065, and Lot Z04. The Building 3096 TSDF and the four SWMUs have been closed. Subsequently, the TSDF permit was closed.

Initially, environmental sites were identified using both the Comprehensive Environmental Response, Compensation, and Liability Act of 1980, and RCRA as cleanup drivers. However in 1989, an Agreed Order issued by the Texas Water Commission (now the Texas Commission on Environmental Quality [TCEQ]) required Kelly AFB to submit a corrective action RCRA Permit application and RCRA became the primary cleanup driver. In 1998, TCEQ issued a RCRA Permit and Compliance Plan for four regulated units – Site S-8, Site E-3, Site SD-1, and Site

SA-2. Sites SD-1 and SA-2 were closed and released from post-closure care in 2003 and 2006, respectively. Site S-8 and Site E-3 continue to be active, and the RCRA Permit and Compliance Plan will remain open until all corrective actions have been completed at these sites. The RCRA Permit and Compliance Plan specifies activities required for continuing corrective action and groundwater monitoring at Site S-8, Site E-3 and several other IRP sites. The RCRA Permit and Compliance Plan is updated periodically as milestones are achieved or conditions change, with the most recent version approved in April 2009 and included the final remedies. The RCRA Permit and Compliance Plan established the Groundwater Protection Standards for the chemicals of concern and requirements for closure. These Groundwater Protection Standards will be used as the cleanup goal to close the sites. Renewal of the RCRA Permit and Compliance Plan is required every 10 years until the sites have achieved closure. As part of the renewal process, community involvement is required in accordance with the TCEQ regulations.

Section 2.3.2 Other Agency Studies

In 1999, the Agency for Toxic Substances and Disease Registry completed a Public Health Assessment, which showed no increased public health risk from current base activities; an additional study was conducted on the East Kelly Area with the final report released in 2004. Both studies showed the community is not currently exposed to levels of contaminants from Kelly AFB that would cause people to become sick.

In 2002, in response to health concerns of people living near or working on Kelly AFB, the Air Force entered into a cooperative agreement with the San Antonio Metropolitan Health District. The agreement provided \$5 million over 10 years for the Public Center for Environmental Health to develop and conduct health-related research studies, including testing homegrown produce, and providing free health exams to community members. These studies ended in 2011 and did not link Kelly AFB activities with health problems experienced by community members. As part of this initiative, the Public Center for Environmental Health coordinated a project to identify and properly decommission abandoned shallow groundwater wells located over the contaminated groundwater plume near the former Kelly AFB. In 2001, a total of 75 wells were located and decommissioned at no cost to the owners. In 2009, three additional wells were identified and decommissioned for a total of 78 wells during the project.

Section 2.3.3 Investigation and Cleanup Summary

For ease of management and to set cleanup priorities, the former Kelly AFB was divided into five zones (described in **Table 1** and shown in **Figure 1**). Prior to closure and realignment, the Air Force, with state and federal regulators, identified 53 sites for inclusion in the IRP.

Realignment of portions of Kelly AFB resulted in the transfer of responsibility of 17 IRP sites to Lackland AFB for remediation and closure. The remaining 36 IRP sites are located in the closure area of former Kelly AFB and have achieved unrestricted closure (5 sites), restricted closure (23 sites), or are undergoing active cleanup and will achieve unrestricted closure by 2019 (8 sites). The sites that are undergoing active cleanup have final remedies in place which are operating properly and successfully.

Table 1
Kelly Zone Descriptions

Zone	Description
1	Zone 1 is on the southwest side of the former base and consists of approximately 400 acres located in the southwest corner of the Kelly Field Annex realigned to Lackland AFB, primarily including the former Kelly Golf course (closed in 2004) and portions of Security Hill. Leon Creek flows through the zone from north to south. The 17 IRP sites in this zone, which include a sludge-drying pit and covered landfills, are now the responsibility of Lackland AFB. The operation and maintenance of the groundwater recovery and treatment systems included in the RCRA Permit and Compliance Plan at the covered landfills is the responsibility of the former Kelly AFB BRAC.
2	Zone 2 is in the southeastern part of the base, along Leon Creek. The 16 IRP sites in this zone include the old industrial waste treatment plant and a variety of disposal sites such as sludge and chemical drying pits and a fire training area.
3	Zone 3 contains 10 IRP sites, and includes most of the industrial areas on the southeast side of the former Kelly AFB.
4	Zone 4 encompasses all of East Kelly and has four IRP sites.
5	Zone 5 covers more than half the base, including the runways, flight line, and the warehouse, administrative, and housing areas in the northeastern part of the base. It has six IRP sites. The runway, flight line, and all facilities west of the runway were realigned to Lackland along with Zone 1. The former Kelly AFB BRAC maintains responsibility for two of the cleanup sites realigned to Lackland AFB included in the RCRA Permit and Compliance Plan.

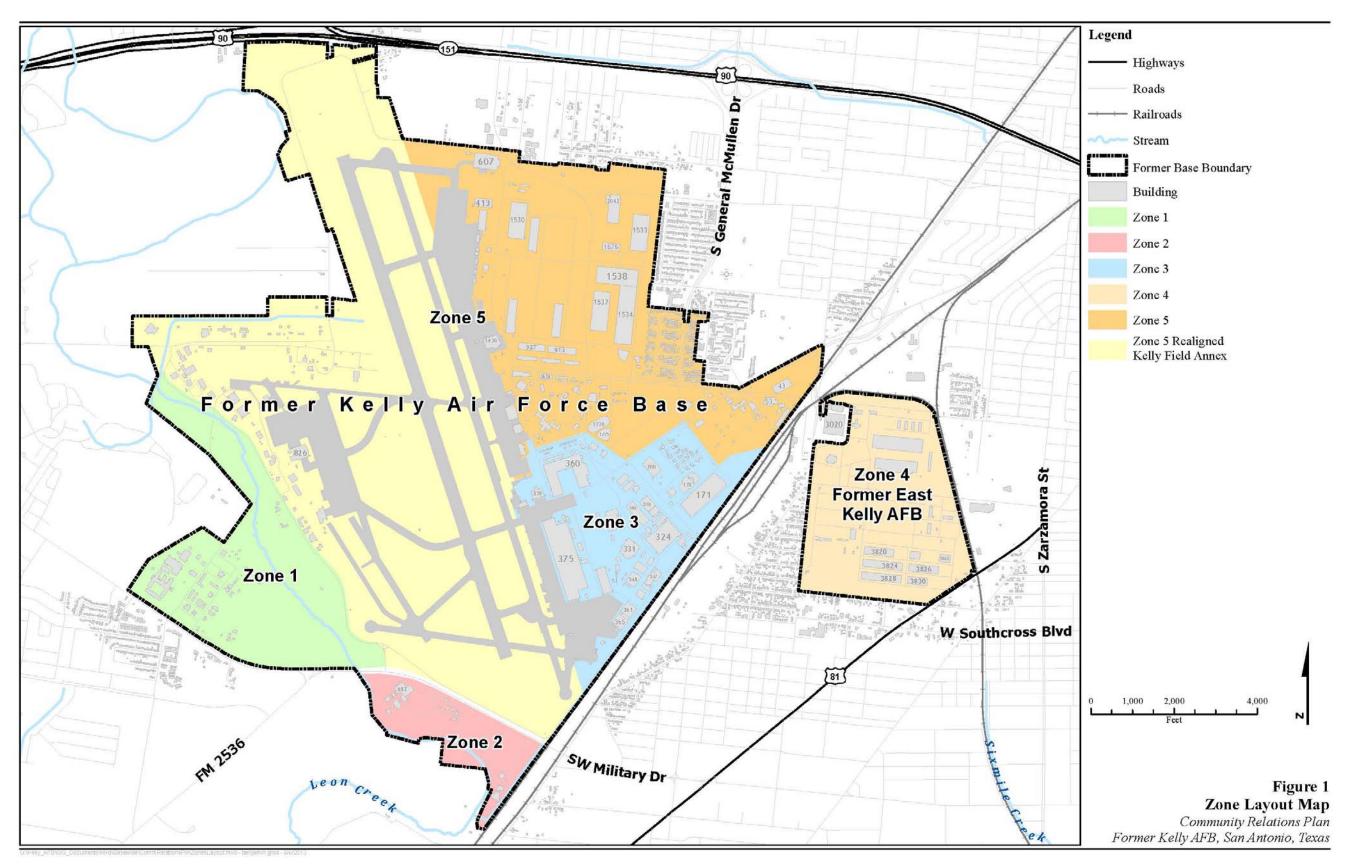


Figure 1

Environmental cleanup and monitoring of the cleanup at the former Kelly AFB continues through the RCRA Permit and Compliance Plan (discussed above) with regulatory oversight by the TCEQ and USEPA. It is anticipated the continued cleanup of the groundwater plumes will take until 2042 to meet the cleanup goals for the shallow groundwater zone. The following discussion presents a timeline that summarizes the investigation and cleanup activities.

From 1982 to 1995, the Air Force investigated the nature and extent of contamination and implemented interim actions to prevent contamination from spreading while options for long-term solutions were being investigated. Highlights of this period include a basewide groundwater and surface-water monitoring program started in fiscal year 1994. By the end of fiscal year 1995, the Air Force had prepared final reports for Remedial Investigation and Feasibility Study phases for 41 sites in Zones 1, 2, and 3 and installed a number of interim systems on the base boundary.

From 1995 until base closure in July 2001, the focus of the cleanup program expanded. While the Air Force continued to assess the 36 sites previously identified for the IRP, they also had to address the impact of the drawdown of military activities resulting from the base closure decision. For operations that were not to be realigned to Lackland, the Air Force shifted the primary environmental focus from compliance to corrective action, as the focus went from fulfilling a military mission to preparing property for transfer. The property transfer process includes active participation and approval of the state and federal regulatory agencies. During this time, the Air Force continued to investigate groundwater contamination to determine its extent and scope. By 1999, the Air Force had defined the extent of the shallow groundwater contamination and was ready for interim remedy selection.

Between 1993 and the late 2000s, interim and final remedies were implemented at all Zone 1 sites that were subsequently realigned to Lackland. Impact to groundwater is primarily associated with releases to the shallow, alluvial aquifer from several landfill areas throughout this zone. Groundwater recovery systems are active at several of the landfills and barrier systems are in place to protect Leon Creek. Additional optimization of Zone 1 remedies was performed in 2012 and 2013 using in situ enhanced bioremediation in an effort to reduce the time to reach groundwater cleanup goals.

In January 2007, the Air Force received approval from the TCEQ to add the corrective action and groundwater monitoring programs for Zone 4 and Zone 5 to the RCRA Permit and Compliance Plan. Final remedies in Zone 4 consist of:

- The East Bank and South Bank groundwater recovery systems and the Zone 4 Groundwater Treatment Plant,
- Vegetable oil injections were performed at Site OT051 in 2002 and at Reinmaker Park in 2006.
- Off-site permeable reactive barriers located near a UPRR line to the northeast and along Commercial Avenue to the east of East Kelly, and
- Monitored natural attenuation for the remainder of Zone 4 groundwater.

Final remedies in Zone 5 consist of:

- A shallow groundwater recovery system and the Zone 5 Groundwater Treatment Plant at Site S-1,
- Permeable reactive barriers near Building 1533 and along 34th Street in the OT-50 North Waste Management Area,
- Bioremediation at the Plume D Waste Management Area,
- Monitored natural attenuation for the Plume K Waste Management Area, and
- An electrical resistance heating system for non-aqueous phase liquid recovery operated from 2010 to 2011 at Site S-1 in Zone 5.

Additional optimization of Zone 4 and Zone 5 remedies was performed using in situ enhanced bioremediation in 2012 and 2013 in an effort to reduce the time to reach cleanup goals and close the sites for unrestricted use. Cleanup goals are expected to be met in Zone 4 by 2042 and in Zone 5 by 2016. Additional investigations were completed in 2013 at Site S-1 and near the 34th Street permeable reactive barrier in Zone 5 to refine understanding of groundwater contaminant plumes and to support the optimization of the existing remedial actions. Site S-1 and the 34th Street area is expected to reach the cleanup goals for unrestricted reuse by 2016. Annual and semiannual sampling continues under the RCRA Permit and Compliance Plan, and short term (period of three years after in situ enhanced bioremediation injections) performance monitoring of optimized remedies provides quarterly sampling in targeted areas to measure progress toward cleanup goals.

In November 2007, the Air Force received approval from the TCEQ to add the corrective actions and groundwater monitoring programs for Zone 2 and Zone 3 to the RCRA Permit and Compliance Plan. The final remedies in Zone 2 consist of soil excavation and a groundwater recovery well system at Site E-1, a recovery well system and bioremediation injections (2004, 2006 and 2008) at the 600 Area Waste Management Area, and a slurry wall and permeable reactive barrier combination parallel to Leon Creek. The final remedies in Zone 3 consist of:

- Soil excavation, a slurry wall, and groundwater recovery system at Site MP,
- A slurry wall, bioremediation injections and a permeable reactive barrier near Building 360,
- A permeable reactive barrier near former Building 301,
- Bioremediation injections at Building 522,
- Bioremediation injections at Building 331, and
- A groundwater recovery system at Site S-4.

The groundwater recovery wells in Zone 2 and Zone 3 deliver recovered water to the Zone 2 Groundwater Treatment Plant for treatment and eventual discharge to Leon Creek in compliance with a Texas Pollutant Discharge Elimination System (TPDES) permit. Additional optimization of Zone 2 and Zone 3 remedies was performed using in situ chemical oxidation and enhanced bioremediation in 2012 in an effort to reduce the time to reach cleanup goals and close the sites for unrestricted use. Cleanup goals are expected to be met in Zone 2 by 2016 and in Zone 3 by 2041.

In 2011, the Air Force implemented the Accelerated Site Completion program through which the Air Force conducted a thorough review of all of their environmental sites. The Accelerated Site Completion program is part of the Air Force's aggressive approach to maximize the number of environmental sites achieving unrestricted closure. Resulting from this effort, 376 compliance sites at the former Kelly AFB were identified for additional evaluation. When the Accelerated Site Completion effort concludes, the Air Force anticipates the majority of the 376 Accelerated Site Completion sites will achieve unrestricted closure with only limited additional work required.

3.0 Community Background

The subsections that follow present an overview of the community surrounding the former Kelly AFB and a general chronology of community involvement and communication to date.

3.1 Community Profile

San Antonio is one of the country's oldest southwestern cities and has a population of approximately 1.5 million within the city limits. Bexar County, in which the former Kelly AFB is located, has a population of 1.7 million, which reflects an increase of 23.1 percent between the 2000 and 2010 census. According to the 2010 census, Hispanics make up about 59 percent of the population with Caucasians at 30 percent, and 11 percent from other ethnic groups.

Approximately 40 percent of the population is bilingual, speaking both English and Spanish, and approximately 12 percent of the population does not speak English. The median household income in Bexar County is \$48,083 and 17.1 percent of the county's residents live below the poverty level. Approximately 51 percent of the population is female. Youth under the age of 18 represent 27 percent of the population, while senior citizens (over 65) represent 10 percent. Approximately 61 percent of families own their homes.

Before closure in July 2001, Kelly AFB was the largest single employer in South Texas and was one of five major military installations in the region. Other major installations include Brooks City-Base (closed in 2011), Lackland and Randolph AFBs and the Army's Fort Sam Houston (combined in 2010 to form Joint Base San Antonio). San Antonio is home to the South Texas Medical Center, the University of Texas Health Science Center, the United States Automobile Agency, and Toyota. Other major industries contributing to the San Antonio economy are tourism, international trade, agriculture, and light manufacturing. There are six four-year colleges and universities and nine junior colleges and technical schools in San Antonio.

San Antonio uses the city council/city manager form of government. The respective districts elect council members and the mayor is elected at-large. The council members and the mayor serve no more than two consecutive two-year terms. The council sets city policy and hires a city manager to oversee operations.

Elected county judge and county commissioners administer Bexar County. Within the county, there are 31 cities and towns, as well as special districts created for water, education, sewers and flood control. In 1996, several Bexar County and City of San Antonio services were combined.

3.2 History of Community Involvement

The following subsections outline the various opportunities made available for community participation since the previous Community Relations Plan, which was updated in 2007.

3.2.1 Restoration Advisory Board (RAB)

The Air Force has kept the community involved and informed throughout the decision-making process. One mechanism for doing this was the establishment of a Technical Review Committee, which was later converted to a RAB. While Technical Review Committees and RABs satisfy the same statutory purposes, RABs were implemented at closing installations to allow for expanded public participation in the environmental restoration and property transfer decision making processes. Historically, the RAB was the most dominant and active vehicle for public participation in the former Kelly AFB environmental program. However, interest and participation in the RAB declined in recent years, even with continuous recruitment by the Air Force through activities such as placement of public notices, distribution of press releases to the media, and personal letters to community representatives.

The RAB also formed a subcommittee, named the Technical Review Subcommittee, whose responsibility was to review and discuss Air Force documents that were highly technical in nature. It was through the Technical Review Subcommittee that Technical Assistance for Public Participation funds were used to provide independent third-party reviews of these documents. The Kelly RAB was the first ever to use Technical Assistance for Public Participation and exhausted available funds. As of 2006, the Technical Review Subcommittee no longer meets, as there were few technical documents for community members to review.

Due to decreased interest and participation in the RAB, combined with a reduction in technical document review requirements and final property transfer in 2010, the Air Force began the adjournment process in line with the Department of Defense Final RAB Rule. The final rule lists six criteria the Air Force (or equivalent) should consider when making the decision to adjourn a RAB. The criteria are: 1) signing of the record of decision for all Defense Environmental Restoration Program sites on the installation; 2) achieving response complete at all sites and no further environmental restoration decisions required; 3) having all remedies in place; 4) achieving the desired end goal; 5) there no longer being sufficient and sustained community interest in the RAB; and 6) having completed the installation transfer out of Department of Defense control. In March 2013, after careful consideration of the criteria above and in consultation with the public, regulatory partners, and other stakeholders, the Air Force

determined that criteria for adjourning the RAB under the Department of Defense Final RAB Rule had been met and the RAB was adjourned.

3.2.2 Public Web Site

The Air Force has provided various venues through which all interested stakeholders can submit requests for information, including the establishment of a public website. The website address is http://www.afcec.af.mil/brac/kelly/index.asp and contains links on the upper right hand side: History; Document Library; Recent News and Videos; Frequently Asked Questions; Administrative Record; Groundwater Plume Map; Property Transfer Status; and Kelly Cleanup Systems cleanup information. Also on this home page is the contact information for AFCEC Public Affairs where questions and/or comments can be submitted.

3.2.3 Information Repository

At the beginning of the cleanup, the Air Force established an Information Repository as required by federal cleanup regulations so the community could access and review environmental cleanup program-related documents. The Information Repository is located in the Government Documents section of the San Antonio Public Library – Central Branch, located at 600 Soledad, San Antonio, TX and contains hard copy documents. As documents used in decision-making become available, electronic copies are maintained in the Administrative Record that is maintained on the internet at http://afrpaar.lackland.af.mil/ar. Documents in the Administrative Record are kept within the Information Repository.

3.2.4 Public Meetings, Notices, and Comment Periods

Three interrelated community involvement activities have occurred throughout the lifecycle of the environmental restoration program: public meetings, public comment periods and public notices. These three activities are interrelated. Public meetings are held to allow the community an opportunity to speak with the Air Force staff and contractors face-to-face. Public comment periods provide specified timeframes in which the community can submit written comments on cleanup milestones. Public notices describe a proposed action and announce any associated public meetings and/or public comment periods. Like the Information Repository and Administrative Record, public meetings, notices and comment periods are required by environmental regulations.

In addition to those community involvement activities required by environmental regulations, the Air Force has used other supplemental activities to enhance the community involvement program at the former Kelly AFB. Since 1990, the Air Force has provided a regular series of community

bulletins, fact sheets, and newsletters. Historically, these publications were primarily distributed via direct mail to area residents. This distribution method proved to be ineffective because it did not result in additional participation or interest in the cleanup by the community and was discontinued. Today, these publications are distributed at public forums, and are available on the public website.

3.3 Community Interviews

As part of updating this Community Relations Plan, the Air Force actively solicited community input to identify current key community concerns regarding the cleanup and to determine the most effective way of sharing information. In an effort to gather information representing the views of the entire community, the Air Force conducted one-on-one interviews with community residents, former RAB members, partner agency staff, and community leaders. Letters were mailed to a list of 30 individuals and organizations on May 9, 2013. Follow-up phone calls and emails were used to schedule interviews. During the week of May 20, 2013, 16 interviews were conducted in the area around the former Kelly AFB.

While comments from 16 people do not provide a sample large enough for statistical analysis, the information gathered through this process provides a good representation of key issues. Also, it is important to note that individuals were selected for one-on-one interviews based on the constituencies they represented. Interviewees included representatives from San Antonio Metropolitan Health District, Port San Antonio, the former Kelly RAB, Port San Antonio tenants, and community groups. Not all respondents answered all questions or respondents provided more than one answer to some questions, therefore, the number associated with responses do not always equal the total number of respondents. Lastly all interviews are kept confidential, and names are not attributed to specific statements.

3.4 Overview of Findings

The interview questionnaire was divided into sections that covered History, Concerns, Community Communication and Involvement, and Information Repository/Web Site. The findings for each section are presented below.

History

All of the participants were at least somewhat familiar with the former Kelly AFB and past operations. When asked to rate familiarity with the cleanup projects at Kelly AFB on a scale of 1 to 10, the results were evenly divided. Half rated their familiarity at 5 or less, and half were at 6 and higher although all were aware in general about the environmental cleanup.

For two questions concerning awareness about the transfer of the remaining property to Port San Antonio and the Air Force lease-back and long term presence, only three people had not been aware of either occurrence.

Concerns

Personal interest in the cleanup covered a range of responses: health concerns, both personal and for those that may have been affected; uncertainty over remaining contamination and hotspots; the status and future of Leon Creek; groundwater and shallow groundwater; fate and transport of chlorinated solvents; size and extent of affected areas; and subsurface geology. Individual concerns were generally split between no concerns and concerns about the potential effect on people. But when asked what issues the Air Force should focus on when engaging the community, the responses were quite different. Most often, respondents suggested the focus for informing the community should be based on communications that are transparent, honest, and proactive, having an understanding of the distinct community characteristics, and using plain English.

Perception of how aware or sensitive the local community is to environmental cleanup projects was also evenly divided. About half felt the local community was not very aware or sensitive and half thought that, in general, the community was sensitive but only small pockets of individuals were aware of cleanup activities. One respondent did not know, and one stated if people thought they were directly affected, they were aware and sensitive. If people were not directly affected then there was little or no awareness within the community.

Community Communication and Involvement

This set of questions elicited the most, and some of the most insightful, responses. When it comes to finding out information or getting questions answered, five respondents said they would contact the Air Force directly. Other information sources for respondents included Port San Antonio, TCEQ, local sources, city councilmen, Health Department, contractors (Shaw Environment & Infrastructure, Inc., a CB&I company), and the internet.

In terms of community involvement and level of outreach, half believed it was good or very good. The other half either were unsure that the RAB had been adjourned, or were unaware of any outreach/community involvement. At the same time, when asked if the community had been adequately informed, three said yes through the RAB, five said no, two did not know, and the remainder said on a professional or business level yes, but not for the community at large.

Communication techniques to share information with the community focused on the different ways people communicate and how they respond to various methods. Direct mail, websites, newsletters are generally accepted forms of communication and for the most part, work well. In the local communities that are based on an oral culture other forms were suggested. The suggested forms are listed below:

- One-on-one meetings
- Small ad hoc activities:
 - Conduct meetings in people's homes
 - Work through the churches, civic, and non-profit groups serving the neighborhood
 - Provide information through the schools
 - Meet with homeowner associations or community associations
- Public forums and town halls in the neighborhoods
- Small fairs or under-tent meetings
- Use local media in Spanish, and alternative newspapers
- Direct communication with fence-line neighbors
- Provide summary information written in plain English

Information Repository/Web Site

The Information Repository for the former Kelly AFB is located at the San Antonio Central Library, 600 North Soledad. Half of the respondents were aware of the Information Repository and half were not; half thought the location was convenient and half did not. One respondent summed this up saying, "for professionals it is a convenient location but not for the average resident near the former base. For them, it could involve using public transportation and usually multiple bus transfers. Most of the local residents would not have the time or means to go there." Another respondent said, "while the library may not be the most convenient location, it is the most practical."

Regarding awareness of the on-line Administrative Record, half were aware of it and half were not. Awareness of the former Kelly AFB website had the same division. Of those that were aware of the Administrative Record, the most mentioned complaint was using the Administrative Record was hard and very time consuming. One respondent said he needed to know the answer to the question he was searching for to even begin to search in the Administrative Record. One respondent said a table of contents or index and search criteria support would be very useful.

The last question in this section asked if the Kelly AFB website was a good way to share information with the community. While a little over half said it was a good way to share

information, almost all agreed that for the local residents it was not. One respondent said, "San Antonio is one of the least (internet) connected cities in the U.S." websites require a computer, internet access, and the technical know-how for use. Given the economic and educational level of many of the local residents, this simply is not a viable means of obtaining information. Another said that "even those that have the ability to go on-line would have a difficult time finding anything."

Agency/Elected Officials Addendum

Three agency officials were interviewed as part of the Community Relations Plan update process. These included the USEPA project manager, TCEQ project manager and the Metropolitan Health District, Public Center for Environmental Health representative. No elected officials participated in the interviews.

In brief, these individuals rarely receive any comments or concerns from the public regarding the environmental issues at the former Kelly AFB. They all believe that public concerns have been addressed during the cleanup and think public opinion towards the Air Force's cleanup efforts are either neutral or mostly satisfied.

4.0 Community Involvement Strategy

As discussed in **Section 3.0**, the Air Force analyzed the data gathered from the community, as particularly the information on their perceptions of effective communication. The following observations were made:

- The community understands the Air Force is doing their job; however, more focused communication with segments of the public is needed.
- Priority of communications should be placed first on off-base cleanup concerns, second on on-base cleanup concerns, and lastly on cleanup technologies.
- Small group meetings on a local level should be used as the primary method of communication; electronic forms of communication such as email and the Internet should be limited.
- Fence-line neighbors should be communicated with directly, particularly those that border Leon Creek and/or are impacted by the cleanup either due to monitoring wells on their property or living in the areas affected by the shallow groundwater plume.
- Simplified information on the contamination, potential effects, and cleanup progress is needed along with a point of contact for questions.
- The Air Force needs to be more proactive in communicating on-going environmental remediation activities with local residents.

The overall goal of the Air Force's community relations program is to promote two-way communication between citizens and the Air Force, and to provide opportunities to the community for meaningful and active involvement in the cleanup process. The Air Force will conduct the activities outlined below in order to address issues and concerns identified as being important to the community.

4.1 Activities Required by Environmental Regulations

Activity 1: Information Repository

Objective: To provide the community with access to documents that support remedy or closure decisions for the IRP cleanup sites.

Description: 40 Code of Federal Regulations Part 300.415 and 300.430 requires the establishment of an Information Repository. The Information Repository is located in the Government Documents section of the San Antonio Public Library – Central Branch. It includes hard copies of documents contained within the Administrative Record (see below) and additional materials such as fact sheets, RAB meeting materials, and other general program information.

Timing: The Information Repository is updated when applicable documents become available.

Activity 2: Administrative Record

Objective: To provide the community with access to the documents and resources used by the Air Force to reach decisions about site cleanup.

Description: 40 Code of Federal Regulations Part 300.800(b) requires the establishment of the Administrative Record. Administrative Record documents are available in hard-copy at the Information Repository and electronically on-line at: http://afrpaar.lackland.af.mil/ar

Timing: The Administrative Record is updated when final technical documents become available.

Activity 3: Public Meetings, Comment Periods, and Notices

Objective: To give community members and stakeholders opportunities to review and comment on cleanup milestones. This provides citizens with the chance to become actively involved in the cleanup process, while giving the Air Force valuable feedback to use in decision making.

Description: 40 Code of Federal Regulations Part 300 requires these activities at various milestones in the restoration program. As part of the Resource Conservation and Recovery Act Permit, public meetings, comment periods and notices also are required. Public meeting, comment period and notice activities are interrelated.

Public meetings are held to allow the community an opportunity to speak with the Air Force staff and contractors face-to-face. The Air Force uses visual aids, like fact sheets and posters, to explain the cleanup and encourage discussion. Public meeting dates, times, and locations are announced in the public notice for the cleanup milestone. Most meetings are held in the evening, and simultaneous Spanish translation is provided upon request.

Public comment periods provide a specified timeframe in which the community can submit written comments on cleanup milestones. Public comment periods are usually between 30 and 60 days in length; beginning and ending dates are announced in the Public Notice.

Public notices describe the proposed action and announce any associated public meetings and/or public comment periods. Notices are published in the newspaper of largest circulation in the area in both English and Spanish.

Timing: Milestone driven to meet regulatory requirements.

Activity 4: Community Relations Plan Update

Objective: To outline the Air Force's strategy for conducting community involvement activities that changes as site conditions change.

Method: 40 Code of Federal Regulations Part 300 requires the preparation and periodic update of this Community Relations Plan. Additionally, the Government Performance and Results Act of 1993 require government plans cover a five-year period and be revised every three years, as

long as the site is active. The environmental restoration program is nearing the end; therefore, updating the Community Relations Plan will only apply if new developments arise.

Timing: The Air Force revises the Community Relations Plan as needed.

Activity 5: Restoration Advisory Board (RAB)

Objective: To provide an opportunity for stakeholder involvement in the environmental restoration process, and a forum for the discussion of the environmental program through the decision-making process.

Description: 32 Code of Federal Regulations Part 202 establishes the general, operating, and administrative support, funding and reporting requirements for RABs. In addition to members of the local community, the RAB included representatives from the Air Force, the USEPA, TCEQ, the San Antonio Metropolitan Health District and Port San Antonio. RAB Meetings were held quarterly at a public place easily accessible to the community. Over time, meeting frequency was reduced from quarterly to semi-annually. Simultaneous Spanish translation was provided upon request. The Air Force published meeting notices in English and Spanish in the *San Antonio Express-News*, *La Prensa*, and the *Southside Reporter*.

Timing: The process to adjourn the RAB was initiated in 2012 and finalized in March 2013. The Air Force will continue to monitor community interest in the cleanup of the former Kelly AFB and communicate with the public about cleanup activities through other methods. In the event there is sufficient interest in re-forming the RAB, the Air Force will take the appropriate measures at that time.

4.2 Outreach Activities Routinely Conducted by the Air Force

Activity 6: Responses to Requests for Information/Questions

Objective: To provide interested stakeholders with a venue to submit requests for information and receive feedback directly from the Air Force.

Description: Requests for information/questions are received in writing, through email, or via phone; responses are provided in the same format. The point of contact, phone number, email address and postal address for information requests/questions will be made available. Contact information is located in Appendix F of this document.

Timing: Responses will be provided within 21 days from the date of receipt of an information request or question.

Activity 7: Media Affairs

Objective: To encourage accurate media coverage of major events or milestones, and establish a stronger relationship with the media to communicate progress and success stories.

Description: News releases are distributed and/or a "Media Day" is hosted upon reaching major milestones. Also, any media requests for information are answered as quickly as possible. Relationships with smaller newspapers will be developed.

Timing: Milestone driven.

4.3 Supplemental Activities

Activity 8: Public Information Line

Objective: To provide free access to the latest information available to citizens when they want it rather than having to wait for a meeting or a fact sheet.

Method: The Air Force has established and regularly advertises the availability of this line. The line is answered during normal business hours, and is checked daily for after-hours messages. Those manning the line speak English and Spanish. Questions and responses are documented in a database. In light of the Community Relations Plan interviews, advertising of the public information line will be increased.

The Public Information Line number is toll free 1-866-725-7617

Timing: Daily.

Activity 9: Newsletters

Objective: To provide area residents with updates on the status of the cleanup program.

Method: Periodic newsletters were produced and mailed to residents during the cleanup at Kelly AFB. The Air Force now places informational public notices in local area papers in both English and Spanish. This activity was recommended by the RAB and has proven to be a more effective means of communication compared to the previous method of sending direct mail to residents.

Timing: As necessary.

Activity 10: Fact Sheets and Other Information Materials

Objective: To provide stakeholders such as tenants and area residents with detailed information about specific aspects of the environmental program.

Method: The Air Force distributes information in many different formats (i.e., fact sheets, community bulletins, postcards). The information is provided in English and Spanish. The Air Force continuously looks for new methods of distribution, including placing materials at local businesses including restaurants, corner stores, churches, schools, and at community centers and civic and non-profit organizations serving the local neighborhoods. Fact sheets will also be made available at any and all public activities. Email will be used for those requesting it and for Port San Antonio tenants. Fact sheets will be simplified and prepared in plain English or less

technical language. Fact sheets will focus more on aspects of the cleanup that are important to residents and less on successes and technologies.

Timing: Preparation and distribution of materials is milestone driven or on an as-needed basis.

Activity 11: Mailing List Maintenance

Objective: To facilitate the distribution of site-specific information to people who want to be informed regularly about the cleanup program.

Method: The Air Force maintains a mailing list that includes people who have participated in a community involvement activity and/or have expressed an interest in being kept informed. Mailed materials include meeting notices and fact sheets.

Timing: The Air Force maintains the mailing list and updates it regularly.

Activity 12: Public Website

Objective: To provide increased access to information about the Kelly cleanup in an electronic format accessible from any location with a computer and Internet connection.

Method: The Air Force uses its existing public website to provide information to the public for the former Kelly AFB. The website includes environmental cleanup-related materials such as cleanup reports, past RAB-related materials, presentations and handouts, fact sheets, and maps. The website will be reviewed for ease of use and inclusion of additional materials. The website also provides contact information for public affairs. The web site is located at: http://www.afcec.af.mil/brac/kelly/index.asp

Timing: The website is updated as necessary. A screen image of the webpage is shown as **Figure 2**. The right hand column under the header, "Kelly," is the location of cleanup related materials.

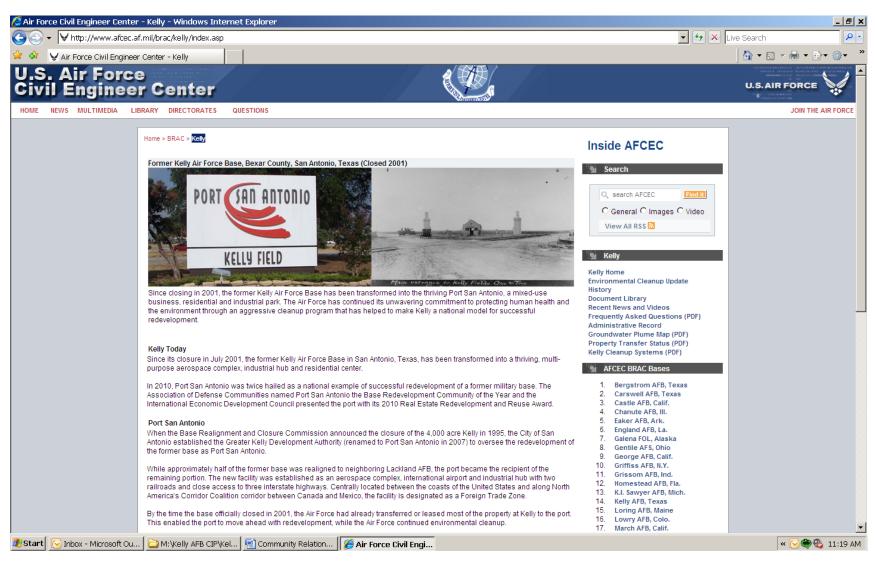
Activity 13: Small Group/One-on-One Meetings

Objective: To keep stakeholders such as local elected officials and community members informed about the cleanup, while providing the Air Force with feedback from the community.

Method: The Air Force provides information to the community by offering speakers at local civic organizations and business clubs, neighborhood associations, local schools, churches, and other local organizations.

Given community make up, cultural mores, and interview responses, a low-tech approach is best suited for communicating environmental cleanup efforts. The Air Force will actively engage in scheduling meetings with local residents and community-based organizations including Home Owners Associations, neighborhood associations, church and church-based organizations, schools, and civic and non-profit groups. The Air Force will also explore participating in local

Figure 2. Screen image of the former Kelly AFB website



neighborhood events and holding tent meetings in local neighborhoods. Spanish translation will be available at all public activities.

Individual meetings with local community leaders also will be explored and scheduled. This can be beneficial in gaining public trust, answering specific questions, and determining methods on how to best reach out to the affected community using existing community communication networks. Spanish translation will be made available on an as needed basis.

Fence-line neighbors will be communicated with directly in one-on-one meetings, by phone or by mail, particularly those that border Leon Creek and/or are impacted by the cleanup either by monitoring wells on their property or living in the areas affected by the shallow groundwater plume.

Additionally, the Air Force works to keep government officials, elected officials and other local leaders informed on cleanup progress through briefings.

Timing: Community-based events are provided as requested.

Appendix A Regulatory Agencies

Regulatory Agencies

U.S. Environmental Protection Agency (EPA) Region 6

Kathryn Thomas USEPA Region 6 1445 Ross Avenue Suite 1200

Mail Code: 6PD

Dallas, Texas 75202-2733

(214) 665-2229

Thomas.kathryn@epa.gov

Texas Commission on Environmental Quality (TCEQ) Austin Headquarters

Abigail Power, R13 TCEQ P.O. Box 13087 (MC-127) Austin, Texas 78711-3087 (210) 403-4060 abigail.power@tceq.texas.gov

Appendix B

Federal, State, and Local Elected Officials

Federal, State, and Local Elected Officials

Federal Elected Officials

U.S. Congressman Joaquin Castro

4715 Fredericksburg Road Suite 512 San Antonio, Texas 78229 Phone (210) 348-8216 Fax (210) 979-0737

U.S. Congressman Pete Gallego

1714 S.W. Military Dr., Suite 110 San Antonio, Texas 78221 Phone (210) 927-4592 Fax (210) 927-4903

U.S. Senator Ted Cruz

San Antonio Office 3133 General Hudnell Drive Suite 120 San Antonio, Texas 78226 Phone (210) 340-2885

U.S. Senator John Cornyn

600 Navarro Suite 210 San Antonio, Texas 78205 Phone (210) 224-7485 Fax (210) 224-8569

State Elected Officials

Texas State Senator Carlos L. Uresti

Falcon International Bank 2530 S. W. Military Dr., Suite 103 San Antonio, Texas 78224 Phone (210) 932-2568 Fax (210) 932-2572

Texas State Senator Leticia Van De Putte

101 W. Nueva Street., Suite 809 San Antonio, Texas 78205 Phone (210) 733-6604 Fax (210) 733-6605

Texas State Senator Donna Campbell

9601 McAllister Freeway Ste. 150 San Antonio, Texas 78216 Phone (210) 979-0013

Texas State House Representative Philip A. Cortez

310 Valley Hi Dr. Suite 107 San Antonio, Texas 78227 Phone (210) 370-3202

Texas State House Representative Jose

Menendez

7121 U.S. Hwy 90 West, Suite 240 San Antonio, Texas 78227 Phone (210) 673-3579 Fax (210) 673-3816

Texas State House Representative Roland Gutierrez

3319 Sidney Brooks San Antonio, Texas 78235 (210) 532-2758 (210) 532-3830 Fax

Texas State House Representative Joe Farias

Southside Office 660 Southwest Military Dr. San Antonio, Texas 78221 (210) 923-0908 (210) 923-4296 Fax

Local Elected Officials

Mayor Julian Castro

P.O. Box 839966

San Antonio, Texas 78283-3966

Phone (210) 207-8998 constituent services

Phone (210) 207-2280 comment line

Email: mayorjuliancastro@sanantonio.gov

City Council District 4

Councilman Rey Saldana

P.O. Box 839966

San Antonio, Texas 78283-3966

Phone (210) 207-7281

Email: <u>district4@sanantonio.gov</u>

City Council District 5

Councilman David Medina, Jr.

P.O. Box 839966

San Antonio, Texas 78283

Phone (210) 207-7043

Email: district5@sanantonio.gov

City Council District 6

Councilman Ray Lopez

P.O. Box 839966

San Antonio, Texas 78283-3966

Phone (210) 207-7065

Fax (210) 207-8760

Email:dist6field@sanantonio.gov

Bexar County Judge

Judge Nelson Wolff

Bexar County Courthouse

101 W. Nueva, 10th Floor

San Antonio, Texas 78205-3482

(210) 335-2626

(210) 335-2926 (fax)

Bexar County Commissioner Precinct 1

Commissioner Sergio Rodriguez

Justice Center Tower

101 W. Nueva, 10th Floor, Suite 1009

San Antonio, Texas 78205

(210) 335-2611

(210) 335-2215 (fax)

Appendix C Associated Agencies

Associated Agencies

Health Agencies

San Antonio Metropolitan Health District (SAMHD)

Thomas L. Schlenker, M.D., M.P.H. Director of Health 332 W. Commerce, Suite 307 San Antonio, Texas 78205 (210) 207-8731

Fernando A. Guerra, M.D., M.P.H. 332 West Commerce San Antonio, Texas 78205-2489 Phone (210) 207-8780 Fax (210) 207-8999

Public Center for Environmental Health

Kyle Cunningham Program Manager 2509 Kennedy Circle Building 125 Brooks City-Base, Texas 78235 Phone (210) 207-4052 Fax (210) 207-2282

USAF School of Aerospace Medicine

2947 Fifth Street Wright-Patterson AFB, Ohio 45433-7212 Phone (937) 938-2716 www.wpafb.af.mil/afrl/711hpw/usafsam.asp

Agency for Toxic Substances and Disease Registry (ATSDR)

Maria Terran-Maciver 1600 Clifton Road E31 Atlanta, Georgia 30333 Phone (404) 498-1754 Fax (404) 498-1744 maria.teranmaciver@cdc.hhs.gov

Economic Redevelopment Agencies

Port Authority of San Antonio (Port San Antonio)

Paco Felici Port San Antonio 907 Billy Mitchell Blvd. San Antonio, Texas 78226-1802 (210) 362-7805 Fax (210) 362-7807 Paco.felici@portsanantonio.us

Appendix D

Media Contacts

Media Contacts

Newspapers

The San Antonio Express-News (Daily)

301 Avenue E San Antonio, Texas 782205 Phone (210) 250-3171 Fax (210) 250-3105

La Prensa (Biweekly - Wed & Sun)

P.O. Box 8307283 San Antonio, Texas 78283 Phone (210) 242-7900 Fax (210) 242-7901

The Southside Reporter (Weekly - Thur)

2203 S. Hackberry San Antonio, Texas 78210 Phone (210) 534-8848

The San Antonio Current (Weekly - Fri)

915 Dallas Street San Antonio, Texas 78215 Phone (210) 227-0044

Television

KSAT 12

1408 N. St. Mary's Street San Antonio, Texas 78215 Phone (210) 351-1200 Fax (210) 351-1310

WOAI 4

1031 Navarro Street San Antonio, Texas 78205 Phone (210) 226-4444 Fax (210) 224-9898

KENS 5

5400 Fredericksburg Road San Antonio, Texas 78229 Phone (210) 366-5000 webmaster@kens5.com

KLRN 9

P.O. Box 9 San Antonio, Texas 78291 Phone (210) 270-9000

KABB/FOX 29

4335 NW Loop 410 San Antonio, Texas 78229 Phone (210) 366-1129 Fax (210) 377-4758

KWEX 41

411 E. Durango Blvd. San Antonio, Texas 78204 Phone (210) 227-4141 Fax (210) 227-0469

KVDA 60

6234 San Pedro Ave San Antonio, Texas 78216 Phone (210) 340-8860 Fax (210) 341-3962

Radio

WOAI

6222 NW IH 10 San Antonio, Texas 78201-2097 Phone (210) 736-9700 Fax (210) 735-8811

KTSA

4050 Eisenhauer San Antonio, Texas 78218-3409 Phone (210) 528-5255 Fax (210) 855-5016

Appendix E

Resources

Resources

Information Repository San Antonio Central Library

(Government Documents Section) 600 N. Soledad San Antonio, Texas 78205

Administrative Record

http://afrpaar.lackland.af.mil/ar/docsearch.aspx?Base=12

Former Kelly Air Force Base website

http://www.afcec.af.mil/brac/kelly/index.asp

Texas Commission on Environmental Quality website

http://www.tceq.state.tx.us

Management Guide for the Defense Environmental Restoration Program, September 2001 http://www.denix.osd.mil/references/upload/DERP Management Guidance 2001.pdf

<u>32 Code of Federal Regulations Part 202 – Department of Defense Restoration Advisory</u> Boards Final Rule

http://www.access.gpo.gov/nara/cfr/waisidx_99/32cfrv2_99.html

RCRA Public Participation Manual, 1996

http://www.epa.gov/osw/hazard/tsd/permit/pubpart/manual.htm

Superfund Community Involvement Handbook, April 2005

http://www.epa.gov/superfund/community/cag/pdfs/ci_handbook.pdf

Texas Administrative Code, Title 30, Environmental Quality, Chapters 305 and 335

http://info.sos.state.tx.us/pls/pub/readtac\$ext.viewtac

Appendix F Additional Information

Additional Information

To ask questions or obtain information on the status of the continued cleanup of the former Kelly AFB please contact the Air Force by the means listed below.

Contact Information

Public Affairs Office Air Force Civil Engineer Center (AFCEC) 2261 Hughes Ave, Suite 155 JBSA-Lackland, Texas 78236-9853 1-866-725-7617 Email Address afcec.pa@us.af.mil

Public Information Line

Toll Free 1-866-725-7617

Former Kelly Air Force Base website

http://www.afcec.af.mil/brac/kelly/index.asp