

**FORMER GRISSOM  
AIR FORCE BASE  
COMMUNITY  
RELATIONS PLAN**

**Appendix G**



**U.S. AIR FORCE**

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# Site Description

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## Location

The former Grissom Air Force Base is in north-central Indiana, in Miami and Cass Counties. The former base is approximately 65 miles north of Indianapolis and 115 miles southeast of Chicago, Illinois. It is located about one mile from the town of Bunker Hill with a population of 808, according to 2010 Census. It is also about six miles southwest of the city of Peru (pop. 11,417), and about 14 miles north of the city of Kokomo (pop. 45,468), the 12<sup>th</sup> largest city in Indiana.

When Grissom AFB was closed under the 1991 Base Realignment and Closure decision, a portion split off to become Grissom Air Reserve Base (ARB), home of the 434th Air Refueling Wing, and one of only five Air Force Reserve Command bases in the nation. It has a combined military-civilian work force and is the largest employer in Miami County and the third largest in North Central Indiana.

## *Adjacent Off-Base Land Use*

The area surrounding Grissom is predominantly agricultural, with feed corn and soybeans as the major crops. The former Grissom AFB consists of 2,722 acres and is bound on the north and south sides by farm fields, on the east side by U.S. Highway 31, and on the west side by Grissom ARB. Grissom ARB occupies 1,380 acres while the remaining 1,342 acres are maintained by the Local Redevelopment Authority (LRA), Miami County Economic Development Authority (MCEDA). The MCEDA manages properties, approximately 870 acres, located in the Grissom Aeroplex.

Other landmarks include the Miami Correctional Facility located off U.S. Highway 31 and the residential subdivision, Estates at Eagles Point, located on the north side of the former Grissom AFB. The Miami Correctional Facility is a state prison located adjacent to the Grissom Joint Air Reserve Base. It was established in 1998 and houses high-, medium-, and minimum-security inmates. At full capacity, Miami can house 3,188 prisoners, making it the largest facility in the state of Indiana.

Adjacent to the airfield, on the northwest side, is a beech and maple forest conservation area. The areas to the south and west are generally farm land with few residences. The eastern and northeastern sides of the former base are more developed than the others and include some small residential areas, and a few commercial establishments. At the entrance to the former base is Heritage Foundation Air Park.

## Topography

The former Grissom AFB is located in the Upland Till Plain section of the interior Plains Division of the Central Lowlands Province of the United States. The Upland Till Plain section is characterized by nearly level plains with gently rolling hills. Elevations at the base range from 780 feet above mean sea level near the northern base boundary to 810 feet above mean sea level near the southeastern base boundary.

Grissom is located in the Central Wabash River Basin of north-central Indiana, in the Pipe Creek Drainage area. Surface water sources around the former base include Pipe Creek, Little Deer Creek, several drainage ditches, and a small settling pond located in the golf course area near the northwestern boundary of the base. There are no naturally occurring water bodies on the former base.

## History

Grissom AFB was established in 1942 as the Bunker Hill Naval Air Station and remained an active naval training site for both the United States and British Royal Navy pilot training activities throughout World War II. Bunker Hill Naval Air Station was one of 24 stations constructed across the United States in 1942-1943. Before construction began, the base consisted of about ten farmhouses, a number of barns and other farm structures, and numerous acres of agricultural land. All were replaced in one year. The initial construction included hangars, the control tower, parachute loft, paint buildings, assembly and repair shop, general and aircraft storage, and buildings used in connection with the water, heating, and sewage systems. The primary use of the base during this time was for training pilots to perform carrier-based takeoffs and landings. In support of these activities, various types of routine aircraft maintenance activities were performed.

After training thousands of pilots from 1943 to 1945, Bunker Hill Naval Air Station was deactivated in 1946, and facilities were leased to local businesses and agricultural interests. The War Assets Administration sold the barracks, messing and housing facilities to local colleges and universities to use as veterans' housing. The base was placed on caretaker status and parts of it reverted to farmland, with corn and soybeans being grown. The base property was leased from the Navy by the city of Bunker Hill, which, in turn, leased it to the Bunker Hill Corporation. The corporation rented the property to farmers and businesses such as parachute riggers, a restaurant, commercial flight operators, Delco, and the National Guard.

With the advent of the Korean War in 1951, the Air Force needed storage facilities and asked the Navy for use of Bunker Hill Naval Air Station. In 1952, it was given to the Tactical Air Command and the base was transformed for use by jet planes. Construction began in 1953 and included dormitories, mess halls, hangars, supply warehouses,

administration buildings, a hospital, chapel, and a fire station. In addition, runways and aprons were expanded.

In June 1954, the base was officially transferred from the U.S. Navy to the U.S. Air Force and was renamed Bunker Hill Air Force Base. Although the 323rd Fighter Bomber Wing arrived in 1955, there was no flying until the runway was completed in 1956. The expansion continued throughout 1957 to meet the requirements of the Tactical Air Command, and that year the 68th Air Refueling Squadron with KC-97s was assigned to the base. Later that year the Strategic Air Command (SAC) took over the base. This change required further enlargement of facilities including a runway extension, new maintenance docks, dormitories, and housing. From 1957 to 1958, preparations for mission changes at the base included the installation of advanced refueling system capabilities and the placement of fourteen 50,000 gallon underground storage tanks. In 1959 the Air Base Group was redesignated the 305th Combat Support Group, which included the 305th Bombardment Wing. Aircraft operations of the 305th Bombardment Wing consisted of maintenance and operation of the B-47 bombers. Additionally, in spring 1959, the base received its first KC- 135 Stratotanker. In 1961, the base received the B-58 Hustler supersonic bomber. The wing was on alert status during the Cuban Missile Crisis.

Bunker Hill Air Force Base was renamed Grissom Air Force Base in 1968 in honor of the late Lieutenant Colonel Virgil Ivan "Gus" Grissom, a native of Indiana and one of America's original seven astronauts.

In 1969-1970, the B-58s were phased out and the mission of the base was changed from bombing to refueling. Consequently, the 305th Bombardment Wing was deactivated and the 305th Refueling Wing was created. From 1977 to 1980, the installation underwent a number of upgrades, including the construction of a new base heating plant housing two oil/gas and three coal-fired boilers. The three coal-fired boilers were later converted to natural gas.

The base came under the control of the Air Mobility Command in 1992, with the deactivation of SAC. In July 1993, the 305th Air Refueling Squadron ceased flight operations. As part of the Base Closure and Realignment Act of 1991, and subsequent Presidential and Congressional approvals, Grissom AFB was realigned in September 1994. The Air Force Reserve 434th Air Refueling Wing is currently assigned to the base and continues its mission of air refueling operations.

Grissom AFB consisted of 2,722 acres of active base property and an additional 457 acres of easement land. The airfield, including the 12,500 foot runway dissects the former base from southwest to northeast. On the southeast side of the airfield, land

uses include aviation support; industrial uses associated with the storage of ammunition and hazardous waste; institutional (educational) land uses associated with small arms firing range, classrooms, and an obstacle course; and vacant grasslands.

The northeast side of the airfield is considered the developed portion of the former base and includes aviation support, industrial, institutional (educational and medical), commercial, residential, public/recreation, and vacant land uses. Grissom also includes a parcel across US. Highway 31 and maintains it as vacant land necessary for clear zone requirements.

Grissom Air Reserve Base still hosts the 434th Air Refueling Wing of Air Force Reserve Command. The Air Force Reserve Command controls only four other bases in the United States of America. Grissom also hosts Army Reserve and Marine Corps Reserve units.

## **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.

### *Environmental Actions 2006 BMP*

There were 41 IRP sites originally identified on the Installation. As of the BMP publication, four sites required remedial action. All other sites were either closed with no further action required or closed with Land Use Controls / Institutional Controls (LUC/ICs) applied.

### *Environmental Actions 2007 BMP Update*

No change from the BMP recommendation. Three sites required groundwater monitoring once every five years in support of the Five-Year Review. The balance of the IRP sites was closed with either no further action (unrestricted reuse) or was closed with LUC/IC restrictions. LUC/IC restrictions require Five-Year Reviews in accordance with CERCLA.

### *Environmental Actions 2010 BMP Update*

The Air Force has an existing contract for LTM and LUC/IC requirements in place through FY11. The follow-on LTM and LUC/ICs will be included in a new Performance-Based Remediation (PBR) contract in FY11. The transfer of the environmental program from AFRPA to AFCEE/EXC was successfully completed January 2009. Field work began for Five Year Review.

*Environmental Actions 2011 BMP Update*

Grissom environmental requirements are included in Region 5 Performance-Based Remediation (PBR) contract awarded August 2011. Completed submission and approval of Five Year Review.

Baseline review of Compliance sites is underway. Closure of these sites, if any, will be included in the 2012 BMP update.

<b>Completed Actions</b>			
<b>2006 BMP</b>	<b>2007 Update</b>	<b>2010 Update</b>	<b>2011 Update</b>
Update the LUC/IC management plan for all of the transferred BRAC parcels	Moved to FY08	FY08-Moved to FY09 FY09-Moved to FY10 to include recommendations from 5 Year Review Completed FY10	
Complete supplemental RI for SS049 (formerly AOC49), using the data to define the limits of the chlorinated groundwater plume limits above MCLs	Completed		
Complete the ROD for IRP SS190 to include LUC/ICs with monitoring in support of the CERCLA Five-Year Review	Completed		
Finalizing the Environmental Restrictive Covenant for the CHP site. This site was under the Voluntary Remediation Program with the State and required restrictive covenants on the property. The State regulators delayed approval of the covenant until the Draft Remediation Completion Report was	Completed		

issued, reviewed by the regulators, and the AF had issued responses to State comments			
Transfer environmental program from AFRPA to AFCEE/EXC		FY09-Transfer completed January 2009	
			Region 5 PBR contract awarded Aug 2011
<b>In Progress Actions</b>			
<b>2006 BMP</b>	<b>2007 Update</b>	<b>2010 Update</b>	<b>2011 Update</b>



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# Community Background

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The area surrounding the former Grissom AFB is used primarily for agriculture, with small unincorporated and incorporated communities dispersed throughout the area. Manufacturing provides more regional jobs than any other major industrial sector, followed by the services, retail trade, and government sectors. While agriculture is not the dominant industrial sector within the area, it is an important contributor to the economy and lifestyle. Another major employer in the region is the Miami Correctional Facility. Prior to be selected as the site of the new facility in 1997, the Miami community had promoted their county through a yellow ribbon campaign for the new prison site because such a facility would provide needed local jobs that had been lost when the air force base, the county's largest employer, downsized.

The town of Bunker Hill, located in Miami County, is the closest town to the former base. It has a town council form of government. The city of Peru, county seat for Miami County, has a mayor - council form of government. The city's focus seems to be on economic development and jobs.

The city of Logansport (pop. 18,396 in 2010) is located in Cass County, approximately 10 miles northwest of the former Grissom AFB. The city has a mayor - council form of government. Logansport seems the least affected by the closure/realignment of Grissom AFB. A small section of the former base is located in Cass County, and Logansport is the county seat. Logansport and Cass County did not play a dominant role in the closure/realignment of Grissom. Some officials felt Miami County took the lead, leaving Cass County out of reuse decisions.

The city of Kokomo, located in Howard County, is the largest city near the former base. The city has a mayor - council form of government. Manufacturing is the dominant employment. Since the city is located 17 miles from the base, there was little interest in the environmental cleanup. Like the other areas, Kokomo is more concerned with the reuse and economic development of the area.

## Community Involvement Overview

Grissom AFB always had a special relationship with the communities in the Kokomo-Peru-Logansport areas. There has been some form of civilian-military affairs committee since the base opened in 1943. In the early 1960s, the Grissom Community Council was formed. Civic, community, and business leaders, along with base personnel, developed the community council structure as a way to increase communication and share common interests. The Grissom Community Council has been involved in numerous projects. The Triple E summer youth camp program, civic leader symposiums, KC-1 35

orientation flights, golf outings, air shows, base tours, speakers' bureau, and open houses are a few examples of the council's endeavors.

The base also served its duty to the local community beyond its military functions. It had a combined workforce consisting of both military personnel and civilians and once ranked as the largest employer in Miami County and the third largest employer in north-central Indiana.

Over the years, Grissom AFB personnel and their families attended community schools and churches, shopped at area stores, and took leadership roles in community activities. Generally the community looked toward the base as a good neighbor. Currently, Grissom ARB is the single largest employer in Miami County.

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

Techniques	Tips for Success	Pros	Cons
	<p>contingency plan</p> <p>Set up several stations so multiple people can view at once</p>		
Public Notices	<p>Figure out the best days and best sections of the paper to reach intended audience</p> <p>Avoid rarely read notice sections</p>	<p>Potentially reaches broad public</p>	<p>Expensive, especially in urban areas</p> <p>Allows for relatively limited amount of information</p>
Media Relations	<p>Fax or e-mail press releases or media kits</p> <p>Foster a relationship with editorial board and reporters</p>	<p>Informs the media of project milestones</p> <p>Press release language is often used directly in articles</p> <p>Opportunity for technical and legal reviews</p>	<p>Low media response rate</p> <p>Frequent poor placement of press release within newspapers</p>
Public Meeting	<p>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</p> <p>Review all materials and presentation ahead of time</p>	<p>Participants here relevant information and have an open opportunity to ask questions and comment</p> <p>People learn more by hearing other's questions and comments</p> <p>Legal requirements are met</p>	<p>There is a potential for the meeting to escalate out of control because emotions are high</p> <p>It is challenging for facilitators to establish an open and neutral environment for all views to be shared</p>
Responsiveness Summaries	<p>May be used to comply with legal requirements for comment</p>	<p>Responsiveness summaries can be an effective way to</p>	<p>With a large public, the process of response documentation can get</p>

Techniques	Tips for Success	Pros	Cons
	documentation  Use publicly and openly to announce and show how all comments were addressed	demonstrate how public comments are addressed in the decision process	unwieldy
Website	A good home page is critical  Each Web page must be independent  Put critical information at the top of the page  Use headings, bulleted and numbered lists to steer user	Reaches across distances  Makes information accessible anywhere at any time  Saves printing and mailing costs	Users may not have easy access to the Internet or knowledge of how to use computers  Large files or graphics can take a long time to download
Speaking Engagements/ Outreach Meetings	Understand who the likely audience will be  Make opportunities for one-on-one meetings	Opportunity to get on the agenda  Provides opportunity for in-depth information exchange in non-threatening environment	May be too selective and can leave important groups out

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 Sheet	Newsletters	Open Houses, Poster Board Sessions, and	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://afarpaar.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	Board of Commissioners
Former Grissom AFB	<p>Senator Dan Coats (D) 1650 Market Tower 10 West Market Street Indianapolis, IN, 46204 317-554-0750</p> <p>Senator Richard Lugar (R) 1180 Market Tower 10 West Market Street Indianapolis, Indiana 46204 317-226-5555</p>	<p>Congressman Dan Burton (R-IN 5th) 8900 Keystone at the Crossing, Suite 1050 Indianapolis, IN 46240-7646 317-848-0201</p>	<p>Governor Mitchell E. Daniels 200 W. Washington St., Rm. 206, Indianapolis, IN 46204 317-232-4567</p>	<p>Craig Boyer, Chairman District 1</p> <p>H. Jon Faust, Vice Chair District 2 765-469-2961 <a href="mailto:hjfaus@att.net">hjfaus@att.net</a></p> <p>Josh Francis, Member District 3 765-470-1237 <a href="mailto:jfrancis@miamicountyin.gov">jfrancis@miamicountyin.gov</a></p>



Additional Stakeholders:

- Indiana Department of Environmental Management
- US Environmental Protection Agency
- Peru Utilities
- Howard Ct. Health Administrator
- Cass County Solid Waste
- Miami County Sanitarian
- Grissom Redevelopment Authority
- Cass County Health Department
- Howard Ct. Extension Agent
- Maconaquah School Corp.
- Miami Nation of Indians
- Purdue University
- Grissom Air Force Reserves
- Miami Correctional Facility

## ATTACHMENT 2: Media List

### Former Grissom AFB

Radio Station	Phone	Website
WWKI 100.5 FM	800-444-9954	<a href="http://www.wwki.com">www.wwki.com</a>
WARU 101.9 FM	765-473-4448	<a href="http://www.mitunes1019.com">www.mitunes1019.com</a>
WLHM 102.3 FM	574-626-2868	<a href="http://www.indianasbestradio.com">www.indianasbestradio.com</a>
WMYK 98.5 FM	765-455-9850	<a href="http://www.rock985.com">www.rock985.com</a>
WWKI 100.5 FM	765-459-4191	<a href="http://www.wwki.com">www.wwki.com</a>
WFRN 96.3 FM	765-455-1145	<a href="http://www.wfrn.com">www.wfrn.com</a>
WZWZ 92.5 FM	765-453-1212	<a href="http://www.z925.com">www.z925.com</a>
WKUZ 95.9 FM	260-563-4111	<a href="http://www.wkuz.com">www.wkuz.com</a>

TV Station	Phone	Website
WRTV –TV CH 6 ABC	317-635-9788	<a href="http://www.theindychannel.com">www.theindychannel.com</a>
WANE-TV CH 15	260-481-1515	<a href="http://www.wane.com">www.wane.com</a>
WPTA-TV CH	260-483-0584	<a href="http://www.indianasnewscenter.com">www.indianasnewscenter.com</a>

Publication	Phone	Website
<i>Kokomo Tribune</i>	765-459-3121	<a href="http://www.kokomotribune.com">www.kokomotribune.com</a>
<i>The Pharos-Tribune</i>	574-722-5000	<a href="http://www.pharostribune.com">www.pharostribune.com</a>
<i>Peru Daily Tribune</i>	765-473-6641	<a href="http://www.chronicle-tribune.com">www.chronicle-tribune.com</a>