

Community Involvement Plan for Cleanup of Air Force Plant 3 Building 7 Tulsa, Tulsa County, Oklahoma



Date:

August 23, 2024

Prepared By:

PartnerTulsa
for City of Tulsa
175 E. 2nd St.
Tulsa, OK 74103

Contact:

Nia James
Director of Real Estate and
Asset Management

P: 918-576-5565
E: nia@partnertulsa.org

The purpose of this Community Involvement Plan (CIP) is to describe the City of Tulsa’s strategy to address the needs and concerns of residents who will potentially be affected by the proposed cleanup and future redevelopment of the former Air Force Plant No. 3 (AFP3) Building 7 located at Tulsa International Airport, 2232 North Mingo Road in Tulsa, Oklahoma. This CIP outlines how the City of Tulsa has involved, and will continue to involve, affected residents, City officials and local organizations in the decision-making process regarding the assessment, cleanup and eventual redevelopment of the subject property. The cleanup project is being funded in part by an U.S. EPA Brownfields cleanup grant, effective October 1, 2019, awarded to the City of Tulsa and an U.S. EPA Brownfields cleanup grant awarded to the Oklahoma Department of Environmental Quality (DEQ) and/or a subgrant between the City of Tulsa and DEQ. These grants specifically provide funds for the cleanup of asbestos from AFP3 Building 7.

This CIP is designed to meet the overall community involvement requirements for the cleanup of the subject property under the grant and subgrant awards. Active neighbors, airport, organizations and civic leaders involved in area issues are important resources for the success of this Plan as they have an understanding of the subject property, existing challenges and opportunities. Additionally, these individuals hold key positions of responsibility within the community. The City recognizes these individuals and organizations as points of contact and communication.

The long-term success of the proposed cleanup project and redevelopment will be enhanced by on-going citizen involvement – involvement that was initiated when the City began planning the future of AFP3 going back to the Vision Tulsa vote in 2016. Citizen oversight will be provided by the citizen-led Sales Tax Oversight Committee (STOC) which was organized to oversee Vision Tulsa funded projects such as this one. This on-going conversation with vested stakeholders and will ensure the proposed cleanup projects are successfully executed and move the subject property closer to the community-derived redevelopment goals.

SPOKESPERSON & INFORMATION REPOSITORY

A public repository has been established online at <https://partnertulsa.org/doing-business/retail/help-for-broken-real-estate/>.

PartnerTulsa will oversee implementation of cleanup activities at the subject property with assistance from the City’s Facilities Management Department.

Office and contact information are as follows:

Michelle Barnett
**SVP of Economic and Workforce
Development**

Tulsa Authority for Economic
Opportunity dba PartnerTulsa
175 East 2nd Street, Suite 15-040

Tulsa, OK 74103

T: 918-805-0292

E: michelle@partnertulsa.org

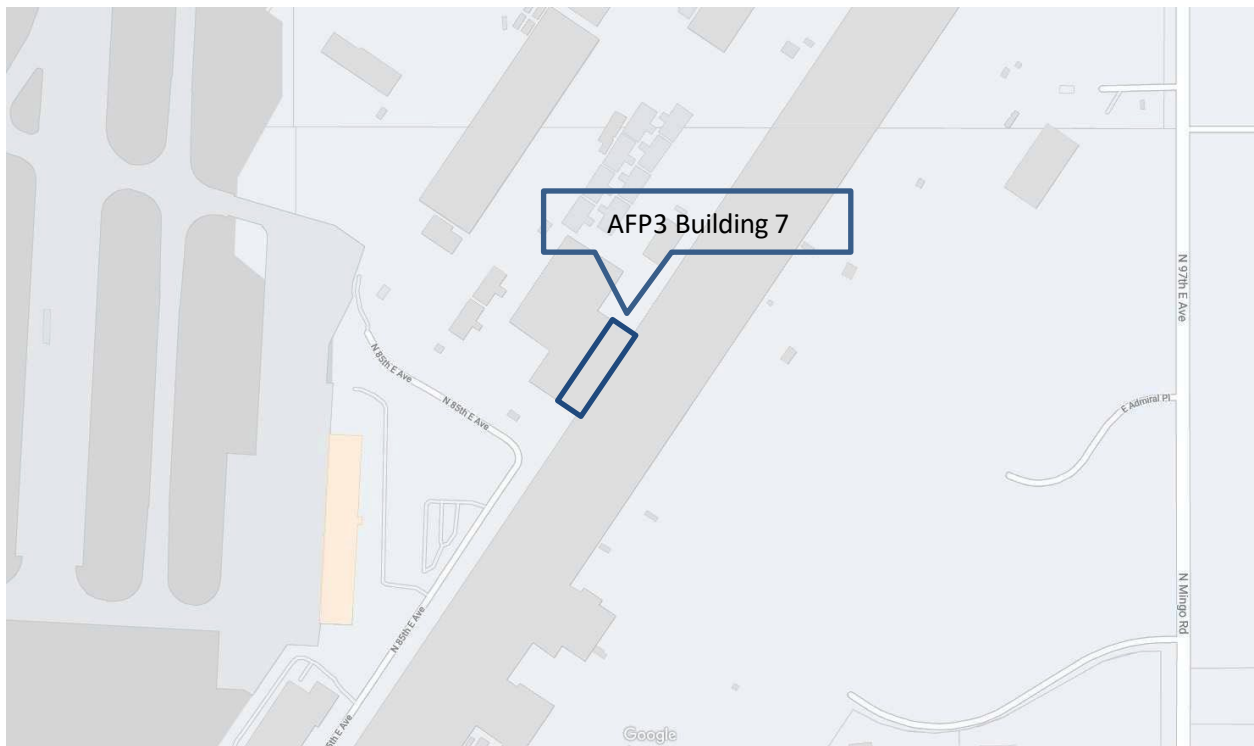
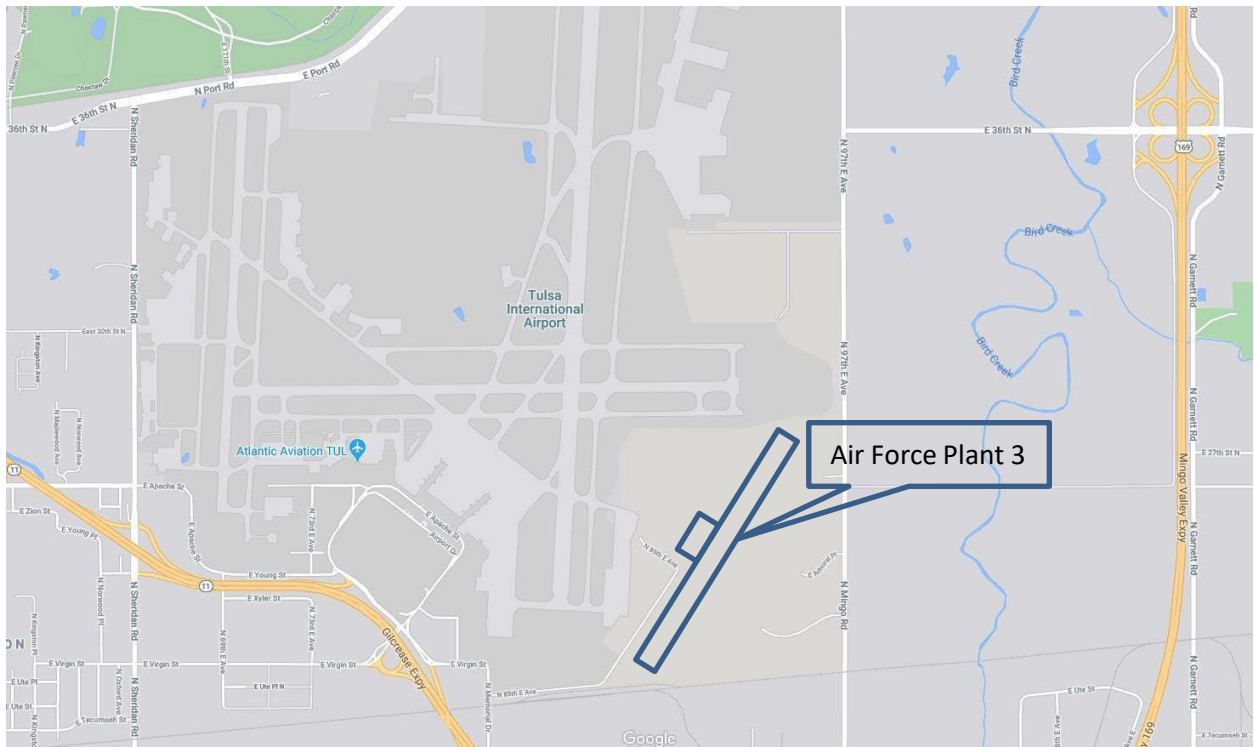
Roger Acebo
Facilities Manager

City of Tulsa – Facilities Management
175 East 2nd Street, 14th Floor
Tulsa, OK 74103

T: 918-596-9866

E: racebo@cityoftulsa.org

AIR FORCE PLANT 3 BUILDING 7 MAP



1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

1.a. Target Area and Brownfields

1.a.i. Background and Description of Target Area - The City of Tulsa is located in northeast Oklahoma and is the state's 2nd largest city. With a population of 401,352, Tulsa is more populous than many more well-known cities, including Pittsburgh, Cincinnati, Minneapolis and New Orleans. The city is crossed by Interstate 44 (I-44), which follows the path of historic Route 66 on the Arkansas River.

Tulsa's economic history is deeply rooted in the energy industry. Originally part of Indian Territory, Tulsa was first settled between 1828 and 1836 by the Lochapoka Clan of the Muscogee (Creek) Nation and was incorporated as a municipality on January 18, 1898. Tulsa began its transformation from a quiet river town of 1,400 people to a boomtown after oil was discovered in 1901. A second round of oil discoveries between 1915 and 1930 solidified Tulsa as the "Oil Capital of the World". The combination of oil money and Oklahoma's relative remoteness in the early 1900s fostered an era of aviation and aerospace entrepreneurs. Tulsa's municipal airport was established in 1929, and by 1930 the airport was the second busiest in the world behind London. In 1941 the War Department built Air Force Plant No. 3 (AFP3) on the east side of the airport and used the one-mile long structure as to construct over 3,000 bombers during World War II. Following World War II, Rockwell International built key parts of the rocket that sent men to the moon and the space shuttle. And in 1999, the Air Force transferred AFP3 to the City of Tulsa.

The target area is AFP3 and that portion of the city surrounding AFP3 in North Tulsa as its community. This is an area that is majority minority and has a poverty rate over 30%. Death rates attributable to all causes exceed those of the City of Tulsa overall and life expectancies in the target area are significantly shorter than the rest of the community. During the plant's operations since 1941, aircraft maintenance, underground fuel storage, fire training, debris landfilling, and aboveground drum storage resulted in environmental contamination of the base. Hazardous waste issues were addressed by the Air Force upon vacating the property. However, the long-term effects of asbestos used in construction of the 2.89 million square foot space remains an ongoing environmental issue.

The City of Tulsa has progressively rehabbed portions of the plant to allow occupation by Navistar and Nordam Aerospace, a manufacturer of wing assemblies. Additional reuse of the structure will require abatement of asbestos-containing building materials (ACBM) to enable economic development. The specific scope of work to be addressed is ACBM abatement within portions of AFP3 through an EPA grant of \$500,000 with a local match of 20%. As additional subgrant agreement between the City of Tulsa and DEQ was also executed which provides an additional \$500,000 with 0.00% match for the cleanup of ACBM in AFP3 Building 7. The balance of funding for this project is provided by the City of Tulsa. AFP3 Building 7 was previously used as a boiler house and is approximately 28,000 square feet.

Description of the Brownfield Site - Abatement of ACBM from within AFP3 Building 7 is the topic of this CIP. AFP3 is, itself, part of the industrial complex at Tulsa International Airport. ACBM was identified in the facility by the Air Force as part of their environmental baseline closeout study

and transfer documents in 1995 and were resurveyed by A&M Engineering for the City of Tulsa in 1999. A separate survey of ACBM in the area was conducted by Cinnabar for the City of Tulsa in 2004. No additional asbestos surveys have been conducted since that time; however, a prescriptive Project Design was prepared by A&M Engineering in 2020 in support of a cleanup RFP for this project. The 2020 design was not implemented. A separate contractor-developed Project Design and/or Project Design Review Form will be approved and signed by the Oklahoma Department of Labor’s Asbestos Division prior to the asbestos abatement in AFP3 Building 7. Overall, the condition of ACBM was found to be in good to poor condition. The current state of ACBM in the building prevents it from being re-utilized, although there is a demand for the space for manufacturing expansion.

Table 1: ACBM for Abatement

Product	Quantity	Unit
Pipe Insulation	20,300	LF
Pipe Fittings	3,500	EA
Blanket Insulation	66,350	SF

Revitalization of the Target Area

1.a.ii. Redevelopment Strategy and Alignment with Revitalization Plans –The impacted portion of AFP3 represents just under 28,000 sf of fully infrastructured manufacturing space in a Moderate Industrial zoned area. It is part of a larger complex which is 90 percent occupied (with the exception of ACBM impacted areas). The remainder of the complex is occupied by Spirit AeroSystems, American Airlines, Nordam, and Navistar. AFP3 lies within the Tulsa International Airport fence line and is also served directly by a BNSF rail line. Further, the facility is fully infrastructured with heavy power, water, and sewer. The site lies approximately six miles from downtown Tulsa and seven miles from the Port of Catoosa, the furthest inland ice-free port in the U.S. The project site is within Tulsa County Census Tract 111, which is an IRS-designated Opportunity Zone.

According to the 2010 Tulsa Comprehensive Plan, “Goal 8: Tulsa’s industrial development efforts should focus on target clusters. Policies to support this goal include: ...developing assets and infrastructure, e.g., sites near the Tulsa International Airport” The Mayor’s 2018 Action & Implementation Management (AIM) Plan, which guides day to day city activities, specifies under its Jobs objective “develop and implement a plan to revitalize AFP3”. As such, the proposed cleanup activities provide a path for reuse of the structure and align with the City’s overall land use and revitalization plans for AFP3.

1.a.iii. Outcomes and Benefits of Redevelopment Strategy - The objective of revitalizing AFP3 is part of a larger effort to ensure Tulsa has adequate real estate option for primary job growth and sites that are prepared for development (AIM Plan, 2018). AFP3 is in the southeast corner of Tulsa International Airport, surrounding by industrial and aviation uses to the north and west, but bounded by vacant land to the east and south. Although the adjacent land is owned by the airport, the land is undeveloped. The redevelopment of AFP3 would catalyze growth on the adjacent 300 vacant acres adjacent to Tulsa International Airport, creating jobs, and tying to

the objectives of the AIM Plan.

The current state of ACBM in AFP3 Building 7 prevents the space from being fully utilized to create primary jobs. An adjacent AFP3 tenant has expressed interest in leasing the space and the city has engaged a commercial broker to support leasing of the building post-cleanup.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

2.a. Community Need

2.a.i. The Community’s Need for Funding - The area of the city served by AFP3 is a less populated portion of the city and low-income as shown in the table below. In addition, the city also has a higher percent of persons living in poverty than the state or nation. These factors limit the surrounding community’s ability to carry out the necessary environmental remediation or redevelopment.

Table 2: Community Population Demographics

	Target Area	City of Tulsa	Okla.	U.S.A.
Population¹	22,941	401,352	3,751,351	326,573,050
Poverty Rate (families)¹	30.7%	20.0%	16.2%	14.6%
Median Household Income¹	\$36,891	\$44,577	\$49,767	\$57,652

¹ American Community Survey 5-year estimates at https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml on American Fact Finder.

The demographic table illustrates that challenges such as high poverty rate and low median household income are faced not only by the Target Area but also by Tulsa as a whole. Within the Target Area, poverty is higher and household incomes are substantially lower than in the state and nation as shown in bold. The data indicates that the Target Areas are in need of economic growth and higher wages.

2.a.ii. Threats to Sensitive Populations

(1) Health or Welfare - The Target Area scores 91% on EPA EJSCREEN’s for hazardous waste proximity and in the 90%-95% range for cancer risk. Persons living in North Tulsa, the target area, can expect to live an average of 4.1-11.5 years less than a person from South Tulsa. Many issues influence this discrepancy, including environmental factors such as that addressed by this CIP. Addressing health disparities between this and other areas of the city is Goal 2.2 of Tulsa’s Resilience Strategy: “decreasing the life expectancy gap by 2024 by improving...health outcomes for all Tulsans”. Addressing asbestos contamination will help to reduce its potential effects and improve the lives of individuals in this area of health inequality.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions
 Within the target area of North Tulsa surrounding AFP3, death rates overall and for specific causes exceed those at the city, state, and national level as shown below:

Table 3: Community Health

	Target Area	City of Tulsa ¹	Okla.	USA
Deaths- All Causes/ 100K ¹	1145.4 - 1717.4	881.3	910.6	731.9
Deaths-Heart Disease/100K ¹	282.4 - 398.4	216.3	228	169.8
Deaths—Cancer/100K ¹	347.2 - 465.5	185.7	185.4	163.2
Life Expectancy (years) ¹	68.5 - 71.9	76.0	76.1	77.2

¹2015 Tulsa County Health Department

The causes of early mortality indicated above can be linked to inhalation hazards. As the ACBM within the building continues to deteriorate and/or is disturbed asbestos fibers can be made airborne. **The inhalation hazard is currently limited to the areas within the structure.** The goal of the activities addressed by this CIP is to remove this hazard from the Target Area.

(3) Economically Impoverished/Disproportionately Impacted Populations - The target area in North Tulsa experience poverty at a rate 2x that of the state as a whole and almost 1.5x that of the rest of the city as shown below:

Table 4: Race and Poverty

	Target Area	City of Tulsa	Okla.	U.S.A.
Poverty Rate (families)¹	30.7%	20%	16.2%	14.6%
Percent Minority¹	53.0%	41%	36.7%	43.9%
<i>African American</i>	11.68%	15.1%	7.4%	12.6%
<i>American Indian</i>	8.1%	4.3%	8.6%	0.9%
<i>Hispanic or Latino</i>	32.0%	15.8%	8.9%	16.3%
Median Household Income¹	\$36,341	\$44,219	\$49,767	\$57,652

¹ American Community Survey 5-year estimates on American Fact Finder. Percent minority equals HISPANIC OR LATINO AND RACE population table (i.e., sum of Hispanic or Latino (or any race) and one race Black or African-American, American Indian and Alaska Native, Asian, Native Hawaiian and Other Pacific Islander, Some Other Race, and Two or More Races percentages).

Further, the City of Tulsa’s 2013 Brownfields Area-Wide Plan assessed the presence of brownfields in the North Tulsa area and found that this portion of the city disproportionately shares the negative environmental consequences resulting from industrial and governmental operations. A portion of this grant and subgrant from DEQ will specifically address the reduction of the threat from ACBM at a former U.S. government property in North Tulsa.

2.b. Community Engagement

2.b.i. Community Involvement - The City of Tulsa has developed strong involvement with a number of community-based organizations. A description of each organization and their role is included as follows:

Table 5: Project Partners

Organization	Role
Tulsa International Airport	Support new development through logistics within the airport community and surrounding area.
Tulsa City Council Office	The District 3 City Councilor supports the project by providing connection and updates to community stakeholders.
Tulsa Communications Department	The City of Tulsa Communications Department supports the project by providing community updates and coordinating news media interactions. .

2.b.ii. Incorporating Community Input - A robust community involvement process is an inherent part of the City of Tulsa’s brownfield program. Input from the community for this project began with Vision Tax vote meetings which identified priorities for redevelopment throughout the city. These have continued with public reporting regarding the status of the improvements and receiving input regarding ongoing community priorities.

An Analysis of Brownfields Cleanup Alternatives (ABCA) will be written to address various cleanup alternatives for the site and state the preferred alternative. The public will be provided a thirty (30) day public comment period and the opportunity to comment on the ABCA during that allocated time. DEQ will receive and respond to the public comments. Additionally, DEQ will write a decision document outlining the preferred cleanup alternative and incorporate any comments received by the public.

Quarterly outreach being conducted for this project includes having a presence at or sponsorship of community events, such as the annual MLK Jr. Day Parade, to provide updates on the status of cleanup and take questions from the public. Any public meetings will be conducted within the Target Area in a location with handicap access.

The Vision Tax Funding process helped to create an effective communication network with community organizations and the public. The Airport Authority, Tulsa City Council office, and city Communications Department support the program by providing outreach to stakeholders. Events are publicized through both our partners and through media releases, website updates, and social media pages.

Communicating progress will be accomplished to ensure the greatest coverage. A mixture of verbal, printed, and email will be used depending on the audience and information being communicated. Progress and successes will be communicated through the City of Tulsa’s website and community events. A representative will be available upon request to attend regularly scheduled community organization meetings to provide project updates, program status, solicit input, and address questions/concerns.