

3

alpena CRTC and community study area

chapter overview

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Control tower.



Base operations building.



Troop camp quarters.



Thunder Bay River.

3.1 Alpena CRTC Study Area Overview

3.1.1 How to Read this Chapter

This chapter describes Alpena CRTC and the areas surrounding it. The first section contains a study area overview, which includes existing conditions information about the Alpena CRTC area. A two-mile study area buffer was created around the Alpena CRTC boundary to establish a focus area for this land use study. The next section has a description of the public participation for Alpena CRTC, and then finally, the third section features a discussion of the JLUS issues brought up by local stakeholders and refined by the planning consultant team.

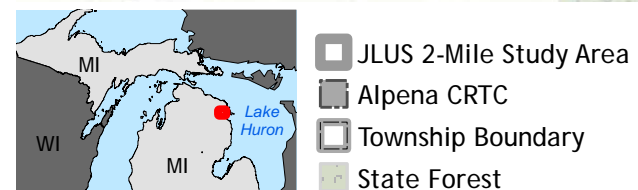
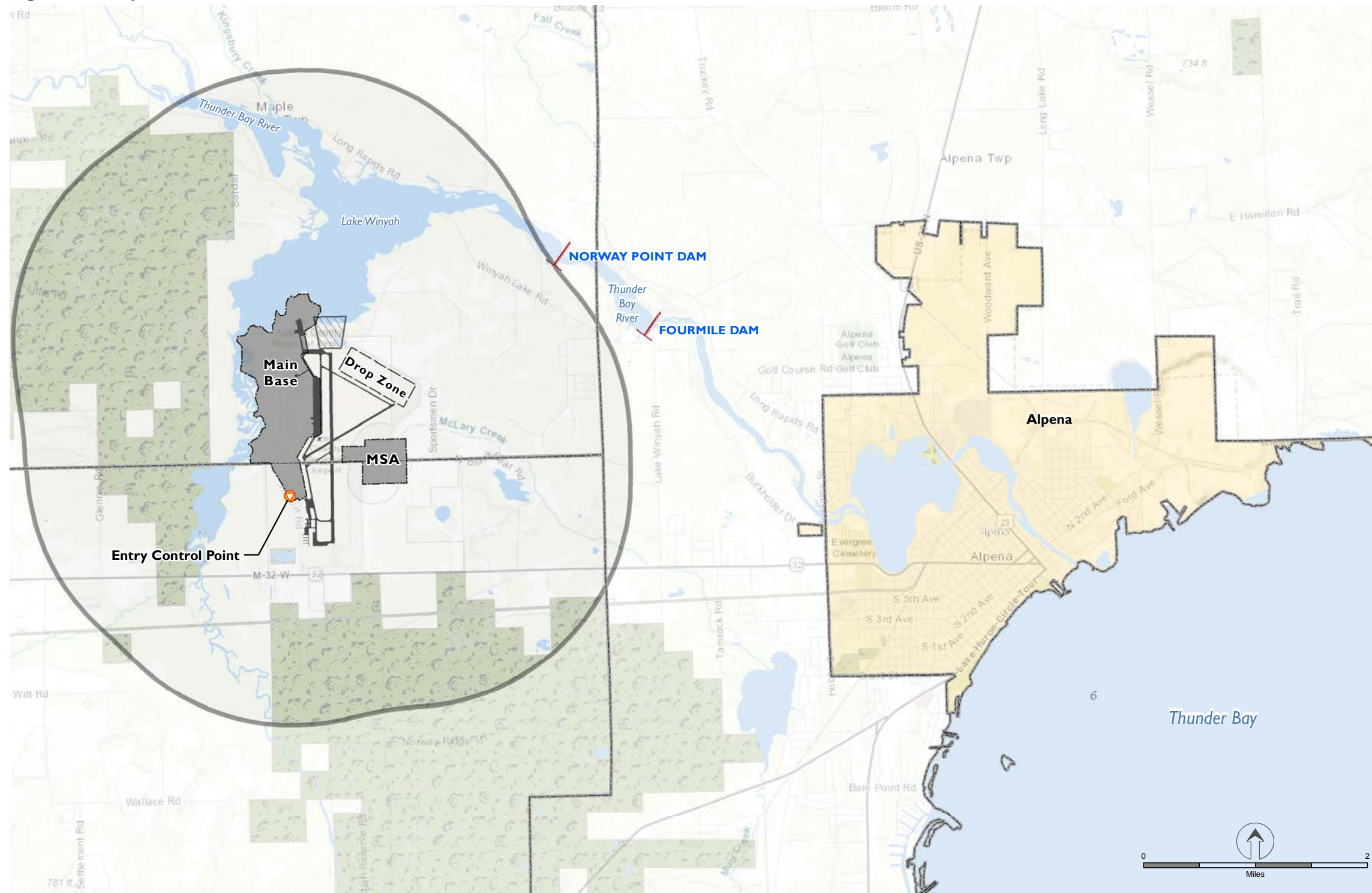
3.1.2 How Alpena CRTC and its Surrounding Area Is Unique

Located adjacent to Lake Huron, Alpena CRTC has access to the largest training airspace east of the Mississippi River, making it an attractive destination for joint forces training. Although there are no assigned aircraft at the base itself, the parking ramp can accommodate F-15s, F-16s, A-10s, C-130s, C-5s, C-17s, KC-10s, KC-135s, and more. The airspace over Lake Huron includes supersonic permissions at altitudes above 30,000 feet above mean seal level (MSL).

Alpena CRTC is a certified Joint National Training Center, one of just four installations like it in the country. It hosts the fourth-largest National Guard Bureau (NGB) training operation, known as Northern Strike. The exercise, originally put on by Air National Guard (ANG), is now jointly hosted with Army National Guard (ARNG) and Camp Grayling JMTTC. It brings together about 6,000 service members from 13 states and coalition countries including Canada, Great Britain, Denmark, Latvia, and Poland. Also, a quarter of the joint terminal attack controllers (JTACs) in the Air Force are trained at Alpena CRTC.

The City of Alpena draws on a rich history as a hub of transportation at the intersection of the Thunder Bay River and Lake Huron. Forest and conservation lands surround the base, and recreation opportunities are plentiful. The population is small and aging, as many retirees live in the area.

Figure 3.1 | Alpena CRTC



Alpena CRTC anchors the Michigan Air National Guard presence in the northern part of the state. Residents of the surrounding area have an overall positive view of the base, which is situated 7 miles west of downtown Alpena. Alpena is the largest city in region, and Alpena CRTC is colocated at the Alpena County Regional Airport. Encroachment is minimal and is unlikely to affect Alpena CRTC's mission in the foreseeable future.

3.1.3 Setting

The Alpena CRTC study area is located in Alpena County in the northeast portion of Michigan's Lower Peninsula, approximately 130 miles east northeast of Traverse City and 250 miles north of Detroit. Alpena CRTC spans 630 acres leased from Alpena County; the ANG also utilizes facilities at the Alpena County Regional Airport. Alpena is the most populated city in the area and borders Thunder Bay on Lake Huron. Access to the area is typically via Michigan State Highway 32 (M-32) (east-west) and U.S. Highway 23 (US-23) (north-south). Interstate 75 (I-75) is the nearest interstate at 65 miles west.

The Grayling Air-to-Ground Range, located on Camp Grayling JMTc, is a training range for Alpena CRTC that is covered in the Camp Grayling portion of this JLU.

The Alpena area has mild summers, with an average daily temperature of 64.3 degrees, and very cold winters, with an average daily temperature of 19.9 degrees. The area averages 29 inches of precipitation annually, with most falling in June, July, and August. The average annual snowfall is 87 inches.

3.1.4 History

Commercial fishing and associated settlement in the Alpena area began around Thunder Bay in the 1830s, and 30 years later, logging began. The city of Alpena was incorporated in 1871, and Alpena Power, which is still in service today, was founded by George N. Fletcher in 1881. By 1900, the population of Alpena was more than 18,000, and railroad lines helped make the city a transportation and industry hub. Paper production and limestone quarrying were other primary economic drivers.

Alpena CRTC began as Captain Phelps Collins Field in 1931 and was Michigan's first state-owned airport. The field was built on land donated by the Alpena Power Company and brothers Harry and Phillip Fletcher. The first hangar was completed in 1937, around the same time that military personnel from Selfridge Field began using the site.

During World War II, the field was taken over by the War Assets Administration in large part to provide air defense for the Soo Locks. Following the war, several facilities built in 1942 were sold or moved and the field was turned over to the county.

A joint use agreement with the National Guard was completed in 1952 and the ANG constructed 62 concrete block buildings in the 1950s.



Airmen listen to a mass air brief during Northern Strike, a large joint exercise hosted annually at Camp Grayling JMTc and Alpena CRTC. (Source: Alpena CRTC Public Affairs)

The site was renamed the Alpena CRTC in 1991. Radar approach and control training, an ANG Medical Readiness Training School, and Air Combat Maneuver Instrumentation missions were added in the early 1990s, and a fire training site and military operations on urban terrain (MOU) area in the early 2000s.

3.1.5 Mission/Operations

As mentioned in the description of the military and operational section describing Grayling JMTc, these two entities are inextricably linked around the training activities of the combined asset. The JMTc acts as the garrison support function of the Grayling Range, while the Alpena CRTC manages operational aspects of the airspace and training requirements of the visiting units. Additionally, the JMTc naturally handles more of the Army-related activities and Alpena CRTC handles the Air Force-related functions.

The CRTC is collocated with the Alpena County Regional Airport, sharing functional assets including two runways, the primary being 9,000 feet long by 150 feet wide and the secondary crosswind recovery runway being just over 5,000 feet long by 150 feet wide. Taxiways and air navigation equipment are also shared. The airport has a control tower and is owned and operated by Alpena County. It is a moderately busy airport with the majority of traffic being military related.

While the installation does not have any flying units of its own, it supports organizations from all branches of the military throughout the U.S. and coalition partners. Regional



Front entry of Alpena CRTC, which is collocated with Alpena County Regional Airport. (Source: Alpena CRTC Public Affairs)

units supported on a regular basis by the CRTC include:

- ▶ 107th Fighter Squadron (FS) out of Selfridge Air Force Base (AFB), Michigan, flying A-10 fighter jets.
- ▶ 112th FS out of Toledo, Ohio, flying F-16 fighter jets.
- ▶ 69th and 23rd Bomb Squadrons out of Minot AFB, North Dakota, flying B-52 bomber jet aircraft.
- ▶ 171st Air Refueling Squadron out of Selfridge AFB, Michigan, flying KC-135 refueler jet aircraft.

Command and control of airspace activities is coordinated through Black Talon Scheduling located on Alpena CRTC. They provide separation services for all aircraft within the SUA of the entire complex from the RA over Lake Huron to the military operations area (MOA) west of the Grayling Range. This is done in coordination with other entities including the Alpena County Regional Airport air traffic control tower, the Grayling Range air traffic control tower, Range Control at Grayling Range and the Minneapolis Air Route Traffic Control Center, which has ultimate authority over the entire region and handles all aircraft in high-altitude airspace.

The CRTC and JMTc work in concert to promote and manage operations throughout the entire complex. This includes jointly funded projects and CRTC-funded projects on the range (an Army asset). Specific to Alpena CRTC are facilities for firefighter training, munitions storage, bulk jet fuel storage, Combat Aviation Patrol capable shelters and maintenance, Joint Terminal Attack Controllers to support range activities, a large aircraft parking apron, operations support facilities for transient units, aircraft maintenance hangars, billeting, dining, and recreational assets.

The installation employs 88 military personnel (ANG), 57 state employees, and 62 contractors with an additional 21 temporary employees during training events. Excluding airmen's personal expenditures, these activities generate a local economic impact of well over \$25 million dollars annually.

The installation plays host to many visitors throughout the year for individual and unit training events as well as annual large force exercises including Northern Strike, an NGB-sponsored exercise that involves 55 units from 21 states and as many as three coalition partners from around the world. This event brings as many as 5,500 personnel at one time and flies more than 1,120 sorties out of the airfield.

Possessing the largest amount of military and restricted airspace east of the Mississippi River, and supported by advanced digital airport surveillance radar (DASR) and tracking systems technology, Alpena CRTC has the potential to become the unmanned aerial systems (UAS) destination of choice for the Department of Defense (DOD) and its contractors. The DASR and tracking systems are used by both Minneapolis and Cleveland centers to control and direct airborne craft.

Alpena CRTC has developed a 1 square mile box of airspace specifically for small military UAS missions. This airspace provides a template for a proposed 4-square-mile civilian UAS area of operation. When completed, this area would be capable of supporting conventional, maritime, hand, and catapult launched aerial systems. Launch and recovery support for military UAS is being actively pursued by the CRTC, which may eventually allow flight systems testing, mission training, and DOD validation testing. UAS can now also be flown in Class D airspace when the tower is open.

Based at the Alpena County Regional Airport in Alpena, Northern Michigan Unmanned Aerial Systems Consortium (MUASC) is a UAS consortium and flight test center. MUASC offers 11,000 square miles of airspace dedicated to research and development, certification, qualification, and systems testing for commercial UAS. It includes an MOA that belongs to ANG, with over 30 percent of airspace extending over Lake Huron. MUASC consists of UAS manufacturers, academia, research centers, military, government agencies, and private partners.

Characterized by a low population density with wide, uninhabited expanses, the area is ideal for UAS research, testing, and development. The grant is allowing Alpena to host no-cost training seminars. The seminars promote travel to Alpena, which translates into hotel stays and business for local restaurants. Growing this asset will continue to be an economic benefit to the area.

3.1.6 Demographics

The Alpena CRTC study area for this JLUS is located in Alpena County, the most populated county in Northeast Michigan. Alpena County has a population of 28,599 residents and functions as Northeast Michigan's commercial and cultural center. As of 2017, data shows 10,054 people living in the City of Alpena, while 8,835 reside in the Township of Alpena.

Tourism plays an important role of the area's economy. Throughout the almost 9 square miles that make up the City of Alpena, an abundance of recreational activities are available for its residents and visitors to enjoy year-round.

Alpena also has roots in industrial companies that positively impact Alpena's revenue. Alpena is home to LafargeHolcim cement plant, Besser Company, and a drywall board manufacturing facility owned by Decorative Panels International. In addition to its industrial base, Alpena is also home to many other small businesses along with a community college and a regional medical center.

Alpena CRTC is located just outside of the city, and it is a continued source of economic activity for the local community. Every year the operation brings over 1,000 people to the area. During their days off, many trainees spend money at the local business in the Alpena area. Numerous businesses offer incentives for the troops including a military discount. Alpena CRTC creates thousands of new customers a year for the local economy and also energizes the local housing market with new full-time officers/staff that live off base. Several times a year, the base will host students for a training program that offers them an introduction to the military. People involved in the program often return to the area to hunt, fish, and take advantage of Alpena's many recreational activities.

Population Projections

It is difficult to project population in the Alpena area due to tourism and those living in the area seasonally. Overall population in the area has rapidly been declining since the 1960s. See Figure 3.2, City of Alpena Population Trend, 1900-2010. Alpena residents are aging with few new res-

idents moving in. The distribution is heavily weighted to those of retirement age. This, along with the downturn in the economy in 2009, may have played a role in the shift of the population. Poverty rates are also high in the Alpena area, possibly also contributing to a decline in population. A reliable measure of economic health is the median household income. The median household income of the Alpena CRTC study area is \$42,883, higher than the overall Alpena County median income, which is \$35,710. Unemployment rates in 2010 were 15.5 percent and have fallen significantly to 7.4 percent in 2017. The City of Alpena is committed to enhancing and promoting its business-friendly climate and future job growth, which over the next 10 years is predicted to be 41.56 percent. The forecasted population of Alpena County looks to increase by the year 2020 from 28,599 to 35,220 residents.

Growth Potential

In an effort to attract skilled talent to the area and curb a decreasing population, Northeast Michigan has put together a 10-year talent plan. The plan focuses on long-term growth, bringing to the region full-time, higher-wage positions in the highest growth industries. The Northeast Michigan 10-year talent plan provides a timeline, best practices and recommendations for assessing and bringing in skilled employees to the region. Northeast Michigan is looking to adequately plan for long-term growth by anticipating industry trends and educational needs. The vision for the future of Northeast Michigan is to fill 10,000 jobs in 10 years. For details, see Table 3.1, Northeast Michigan Industry Forecast.

Figure 3.2 | City of Alpena Population Trend, 1900-2010

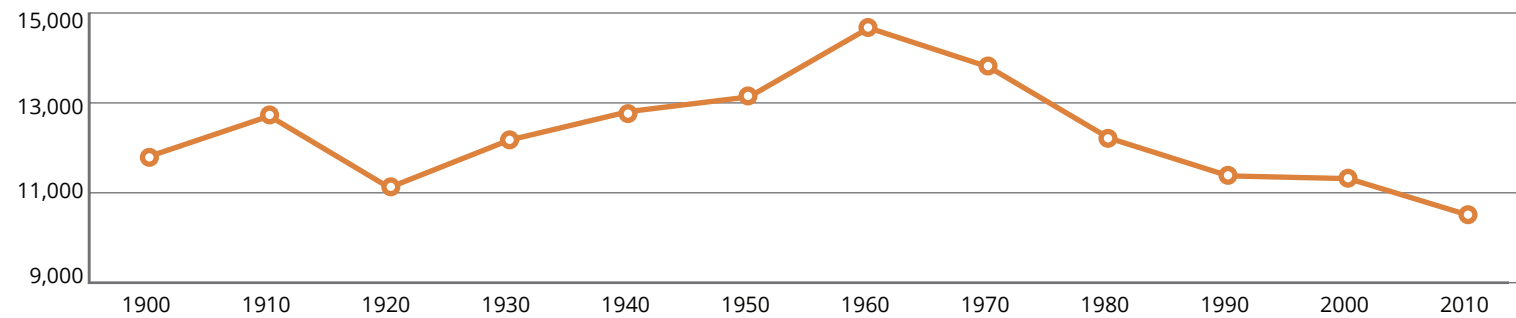


Figure 3.3 | Alpena CRTC Study Area

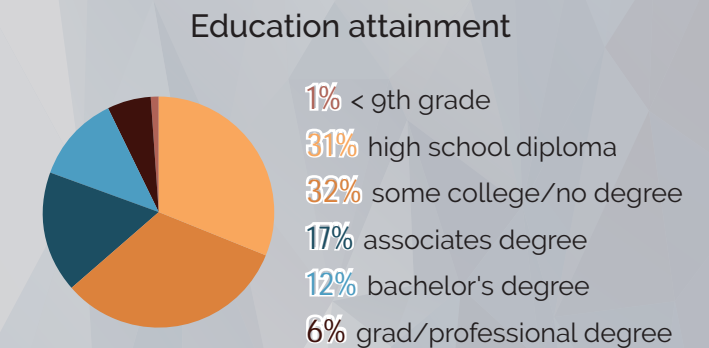
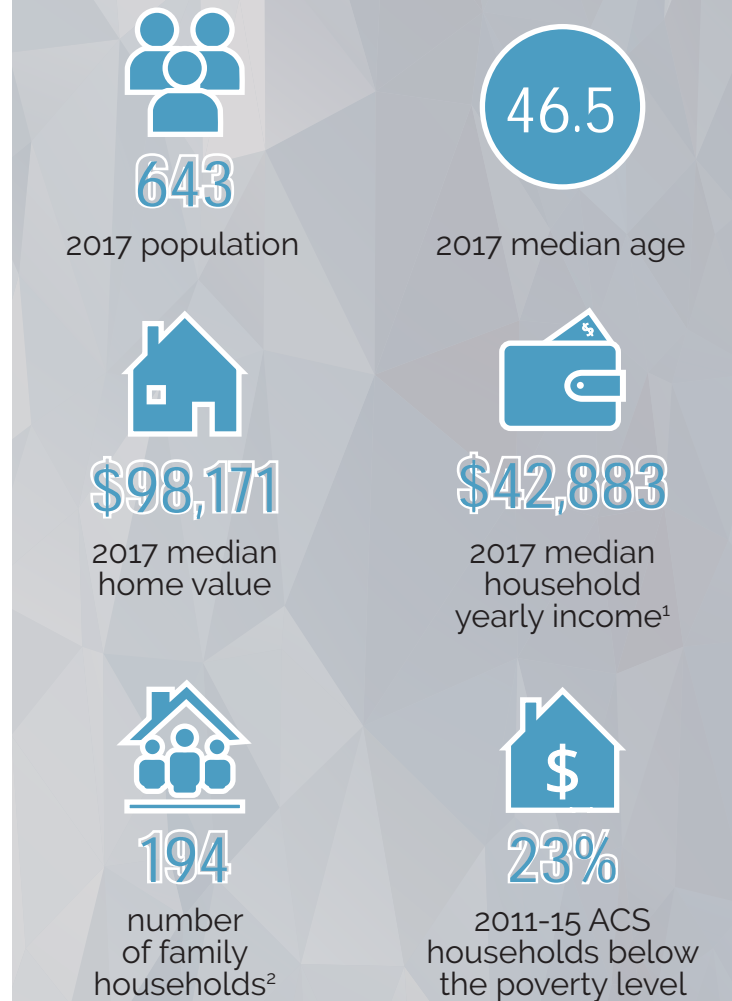


Table 3.1 | Northeast Michigan Industry Forecast

INDUSTRY	EMPLOYMENT 2012	EMPLOYMENT 2022	PERCENT CHANGE (%)
Retail Trade	10,960	10,860	-0.9
Healthcare and Social Assistance	9,560	10,212	6.8
Transportation and Warehousing	1,460	1,630	11.6
Manufacturing	5,170	5,420	4.8
Construction	2,380	2,780	16.8
Agriculture, Forestry, Fishing and Hunting	1,790	1,850	3.4
Professional and Business Services	2,320	2,620	12.9
Accommodation and Food Services	6,410	6,860	7.0
Leisure and Hospitality	7,530	8,040	6.8
Government	6,270	6,090	-2.9
Financial Activities	2,320	2,360	1.7

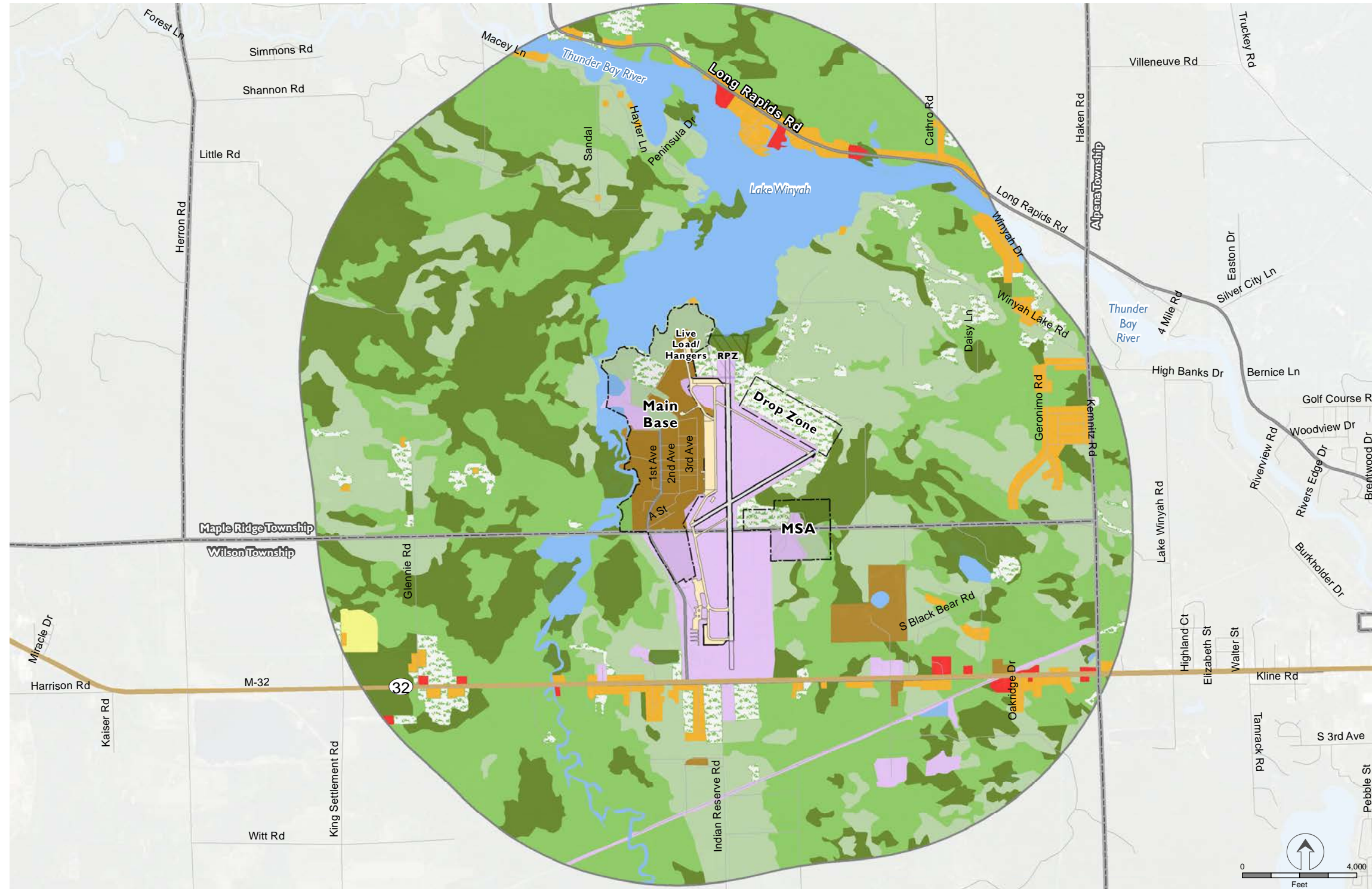
Source: http://www.discovernortheastmichigan.org/downloads/rpi_10_year_talent_plan.pdf

Figure 3.4 | Alpena CRTC Study Area Demographics



1. Esri
2. 2010 US Census

Figure 3.5 | Alpena CRTC Land Use



- | | | | |
|------------------------|-------------------|----------------------|--|
| JLUS 2-Mile Study Area | Existing Land Use | Non-Forested Uplands | Water |
| Township Boundary | Residential | Upland Forest | Institutional/Recreational |
| Drop Zone | Commercial | Lowland Forest | Industrial/Extractive/Transportation/Utility |
| Runway Protection Zone | Agricultural | Wetlands | |

3.1.7 Land Use

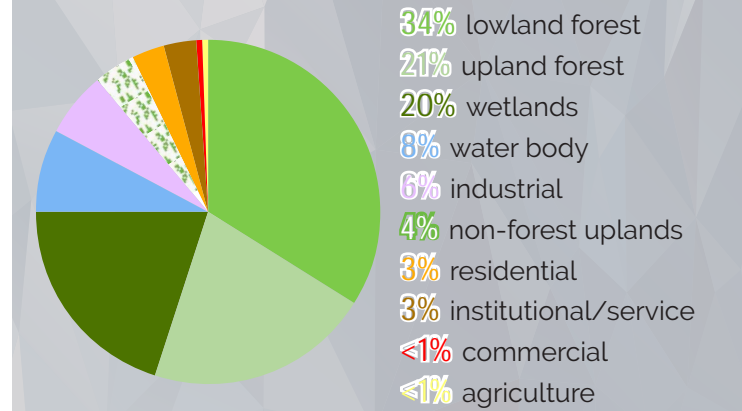
Shown in this section are the various land uses as they exist within and around Alpena CRTC. The divisions of use are categorized into natural areas and those created by a human presence. This manner of organization was used to reconcile the differing land-use categories provided by the townships. Throughout the Alpena CRTC study area, man-made uses are concentrated along major roadways, and in unincorporated portions on the north side of Lake Winyah. Areas of man-made uses consist of commercial, industrial, recreational, and residential uses. These land-use categories do not portray the intensity of the land use in any given area.

The majority of the land use around Alpena CRTC, 87 percent of the total acreage, is natural areas. Natural areas include a mix of forested uplands, lowlands, and wetlands. Among the man-made area, the highest percentage of land is the industrial, extractive, transportation and utility land-use category, in large part due to the Alpena airfield. Among the other land uses, there is a concentration of the Commercial and Residential land uses along thoroughfares in the areas. Agricultural uses are the least represented in the study area.

It should be noted that land use is a portrayal of the actual use of real property and, while it informs zoning, is not considered to be legally enforceable.

The vast majority of the concentrated land uses of the City of Alpena are well to the northeast of this area.

Figure 3.6 | Alpena CRTC Land Use Distribution



3.1.8 Zoning

Zoning can be enforced at the county, township, and city/village levels of government. As it applies to the Alpena study area, the zoning is enforced at the township level by the Maple Ridge, Wilson, and Alpena Townships respectively. Each township applies different names to their respective zoning districts. In order to organize these varying descriptions, the zones have been grouped into seven categories that best fit the overall description of the zone. While the categories do not take into account the intensity of the zone, it does lay out the legal mechanisms available within the Alpena study area that control the use of property. The largest zoned area within the Alpena area consists of Agricultural areas, totaling 62 percent of the total area. Commercial, Residential, and Industrial areas consist of 14 percent of the study area and notably cover more area than the identified land use. These zones are of importance when considering noise and other disruptions concerning uses at the Alpena CRTc, as these zones will likely consist of the majority of occupied spaces.

3.1.9 Incompatible Use

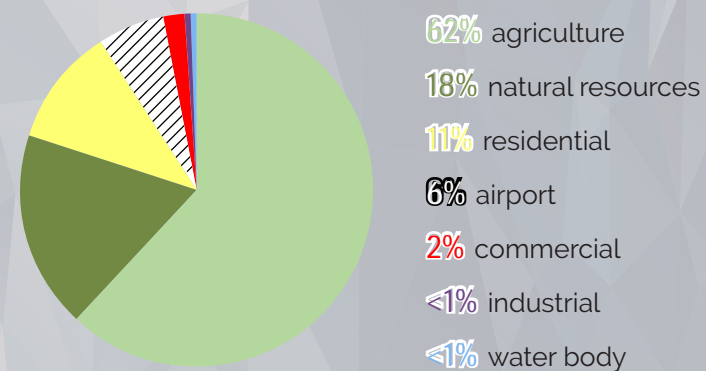
Noise contours were provided at the time of the finalization of this JLUS and the FAA defines the APZs. GIS of the APZs will need to be obtained along with the GIS for the noise contours. A precise analysis of incompatible land use can be completed during the implementation phase of the JLUS when GIS data layers are made available. However, since the bulk of the land uses surrounding the regional airport and Alpena CRTc are agricultural or open space in nature and the City of Alpena is not directly adjacent to the installation, there are fewer complaints related to military operations in the area.

Figure 3.7 | Alpena CRTc Zoning



- JLUS 2-Mile Study Area
- Alpena CRTc
- Township Boundary
- Agriculture
- Airport
- Commercial
- Industrial
- Natural Resources/Open Space
- Residential
- Water Body

Figure 3.8 | Alpena CRTc Zoning Distribution



3.2 Alpena CRTC Public Participation

The public participation process for Alpena CRTC involved a suite of TC/PC meetings, stakeholder meetings, community survey, and one-on-one stakeholder interviews. The initial TC/PC meeting for Alpena CRTC took place on April 24, 2017, at the University Center in Gaylord, Michigan. During this meeting, participants discussed expanding the TC member list, approved the project work plan, and coordinated logistics for the tours.

The Alpena CRTC installation tour for TC/PC members took place on June 1, 2017. The purpose of the tour was to provide TC and PC members with a more detailed understanding of the Alpena CRTC operations, procedures, and facilities.

On June 1, 2017, TC and PC members met at the Great Lakes Maritime Heritage Center, a visitor center for the Thunder Bay National Marine Sanctuary, for a facilitated issues identification discussion. Through this meeting, TC and PC members identified an initial list of strengths, weaknesses, opportunities, and threats (SWOT) related to Alpena CRTC. Community stakeholders met the evening of June 1, 2017, at the Maritime Heritage Center to engage in a similar issues identification discussion using the SWOT method. The JLUS project team advertised for this meeting in the Alpena News and local radio stations. In addition, TC and PC members used their internal outreach mechanisms, such as email distribution lists and websites, to promote the meeting. During the meeting, the JLUS project team presented the JLUS process and facilitated an issues identification discussion. Section 3.3 provides more detail on this process and the results.

After the initial stakeholder meetings, the JLUS project team conducted a series of one-on-one interviews with key stakeholders. Sixty stakeholders participated in the interview process. In addition to interviews, the JLUS project team sought broader stakeholder input through a survey made available on the NEMCOG website for 3 months. A copy of the survey questions is available in Appendix B as part of the Public Participation Plan. Members of the TC and PC used their existing outreach mechanisms, such as websites and newsletters, to help the JLUS project team promote participation in the survey. NEMCOG also provided information to the Alpena News and local radio stations. Subsequent news articles and radio coverage promoted participation in the survey. Stakeholders submitted a total of 137 survey responses.

The survey results for Alpena CRTC are presented in Figure 3.9. Overall, the survey responses indicate that a majority of stakeholders sharing their perspective are comfortable with the operations at Alpena CRTC, believe it is a significant contributor to the local economy, and has a positive impact on the quality of life of surrounding communities. Stakeholders responding to the survey have a slightly greater concern about noise from Camp Grayling JMTC (23 percent) than recreational access (20 percent) or traffic (15 percent).

Stakeholder input from the SWOT analysis, the one-on-one interviews, and the survey helped the JLUS Project Team understand the comprehensive universe of issues and prioritize those issues for further strategy development. The second JLUS project stakeholder meeting for Alpena CRTC took place October 11, 2017, at the Alpena County Library. This Alpena community update and input meeting focused on reviewing the JLUS process steps, status, SWOT results, and identification of possible strategies to deal with priority issues identified by stakeholders. Additional news articles and radio coverage discussed this meeting and continued to promote participation in the online community survey.

Additional TC and PC meetings took place in November and December 2017 and continued through the spring of 2018. During these meetings, TC and PC members discussed JLUS project status and action items, data needs, and next steps.

Additional stakeholder meetings, both in-person and via conference calls, took place during 2018 to address details of the recommended strategies for each of the priority issues. During these meetings, stakeholders provided feedback on the strategies, identifying key information that will assist with successful implementation over time. The strategies and associated recommendations and challenges identified by the JLUS project team with input from stakeholders are described in more detail in Section 4.

Figure 3.9 | Survey Highlights

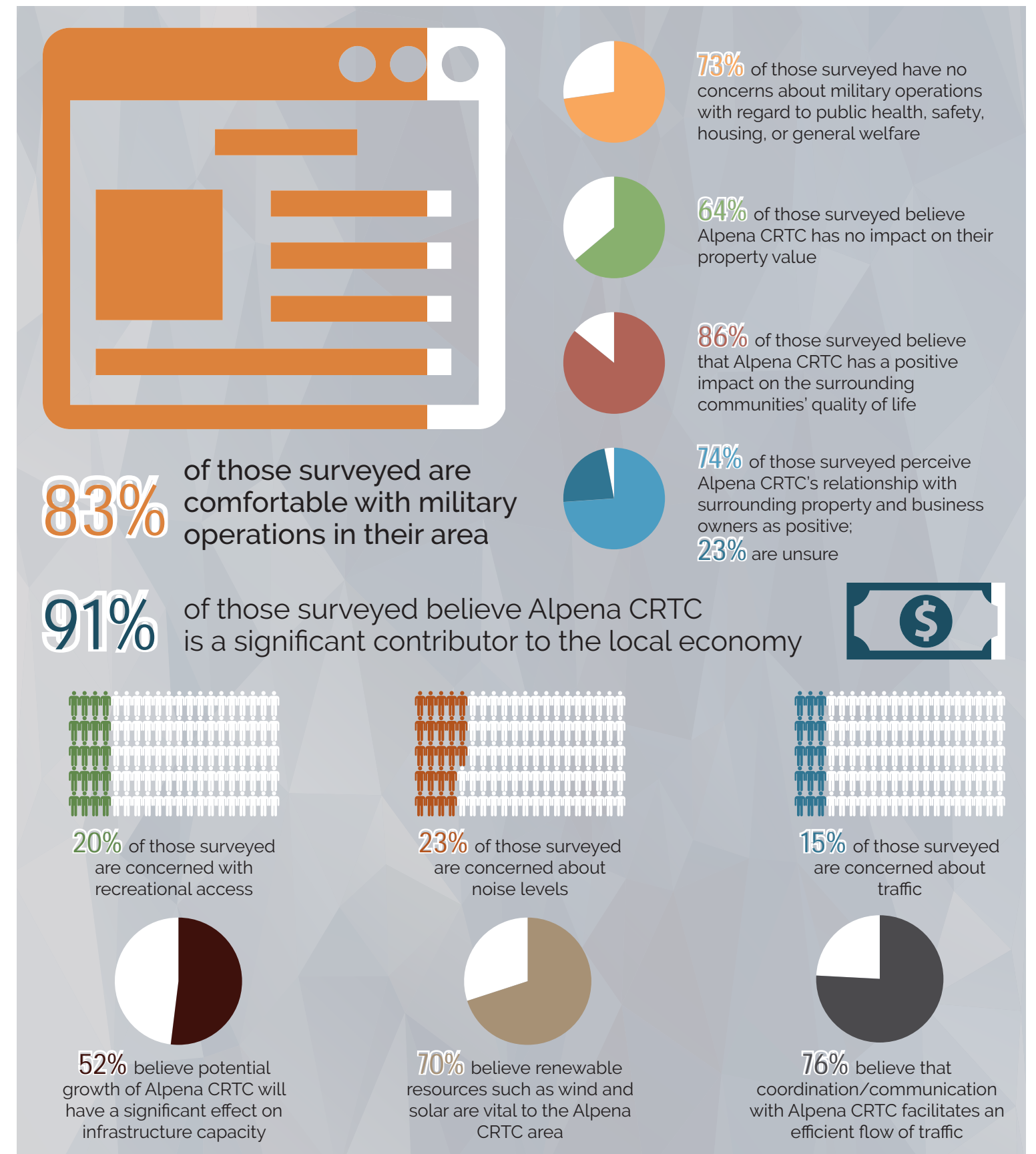


Table 3.2 | Alpena CRTC Issues

ISSUE ID	DESCRIPTION	SOURCE
Noise		
1a	Training/Aircraft Operations are too Low/Fast	SWOT
Military Operations		
2a	Live Munition Impacts to Lake Huron	SWOT
2b	Northern Strike Activity	SWOT
2c	Marine Sanctuary	Interview/Survey
Environment		
3a	PFOS/PFOA Contamination of Groundwater	SWOT
3b	Surface Water Quality (Lakes, Rivers, Streams, Wetlands)	Survey
3c	Groundwater Quality	Survey
Transportation/Infrastructure		
4a	Effects of Growth on Utilities	Survey
4b	Airport Joint Ownership/Land Use Access	Interview/Survey
4c	Road Funding	
4d	Road Condition	
4e	Recreational Access	Survey
Community Partnerships		
5a	Communications/Education	
5b	Public Relations/Community Involvement	
Economic Development		
6a	Significant Contributor to Local Economy and Military Tourism	Survey
6b	Airport Viability: UAS, Freight, Customs Border Patrol	SWOT
6c	Partnership with Sheriff's Department	SWOT

For a complete list of issues, see Appendix C, SWOT Results.



Alpena CRTC has an operations building on Camp Grayling JMTC.



A MIARNG UH-72 Lakota helicopter takes off near a MIANG A-10 Thunderbolt II during Operation Northern Strike at Alpena CRTC. (Source: Alpena CRTC Public Affairs)

3.3.2 Alpena CRTC Noise and Military Operations Issues

Issue 1a: Training/Aircraft Operations are too Low/Fast

The area surrounding the Alpena County Regional Airport is much better defined and controlled than that of Grayling Army Airfield (AAF). A single small housing community off the end of Runway 01 contains less than 60 houses. The clear zone (CZ) of the runway end is clearly delineated on the ground.

The rest of the vast area around this airport is forested, unpopulated land. The airfield is far enough away from the developed area of town that encroachment is not an issue. Criteria establishing protection areas for this airport is Federal Aviation Administration (FAA) Advisory Circular 150/5300-13 because it is a county-owned and operated airfield, even though the majority of air traffic is military related.

Training activities involving aircraft are low and fast when they involve jets engaged in launch or recovery operations. Once departed from the airfield and at a safe distance away, these aircraft typically ascend to above 6,000 feet MSL, which is the floor of the Pike West MOA located directly above this area. The majority of operations are intended to be conducted within these designated airspaces, including transit to and from the ranges.

The Pike East MOA located over Lake Huron is established with a floor down to 300 feet above ground level (AGL). It is possible that aircraft may transit directly from the airfield to this airspace at a lower altitude if going there for training purposes. Typically, these overflights would be restricted to flying no lower than 1,500 feet MSL until safely in the MOA. They would also be directed to avoid overflight of populated areas for safety and noise sensitivity reasons.

It is recommended that cities and counties restrict development of residential neighborhoods within 5 miles of all airports, ranges, or installations.

Issue 2a: Live Munition Impacts to Lake Huron

For several decades, Lake Huron has been a well-known location for the release of bombs, missiles, bullets, and all manner of munitions.

In more recent years this activity has been restricted in order to safely allow other uses of the resource. An area referred to as the R-4207 is restricted airspace (RA) (when activated) over restricted water for the purposes of military training. The lake-bed below is undoubtedly riddled with ages of shrapnel and unexploded ordnance (UXO).

In 1991, a live AIM-9B Sidewinder missile was identified on the shore of Lake Michigan near Cheboygan. It was later determined that it came from similar live-fire training activities conducted in the lake, then dredged up by fishermen and abandoned on the beach.

Alpena CRTC training includes exercises that employ air-to-surface weapons launching into the Lake Huron Overwater Range, approximately 20 miles offshore from Alpena. The Thunder Bay National Marine Sanctuary was designated in 2000 at 448 square miles and expanded in 2014 to 4,300 square miles. When the Thunder Bay National Marine Sanctuary boundary expansion was underway, the 2013 National Oceanic and Atmospheric Administration (NOAA) Condition Report noted that a 1,300-square-mile area has the potential for housing UXO and military-related debris. NOAA's Lake Huron chart 14860 contains a note cautioning mariners against "anchoring, dredging, or trawling in the area due to the possible existence of unexploded ordnance." MDEQ has requested assistance from the U.S. Army Corps of Engineers to evaluate the known munitions in the area and potentially address their findings via the Military Munitions Response Program. Maintaining effective communication between NOAA and Alpena CRTC is key to ensure that Alpena CRTC operations co-exist with this unique freshwater sanctuary.

Issue 2b: Northern Strike Activity

Because it is one of the largest training areas in the United States, the Alpena CRTC/Grayling JMTCC complex is a national asset that easily attracts training events like Northern Strike exercise. The inundation by thousands of visitors that need services, supplies, entertainment, vehicles, housing, and the like can impact the community. However, these events also bring a boost to the local economy.

To balance the positive and negative aspects of training exercises, towns should plan and prepare for events as thoroughly as the military does. They should disseminate information about events, shared activities, services offered, and help wanted. They should prepare briefings and informational packages for military personnel to help them find what they are after and educate them on how to avoid areas that should be off-limits to military personnel.

The community-military partnership is key to a successful event of this magnitude. Getting the community involved and engaged will reduce the negative impacts while allowing residents to more directly realize the benefits.

Figure 3.12 | Alpena CRTC Military Operations

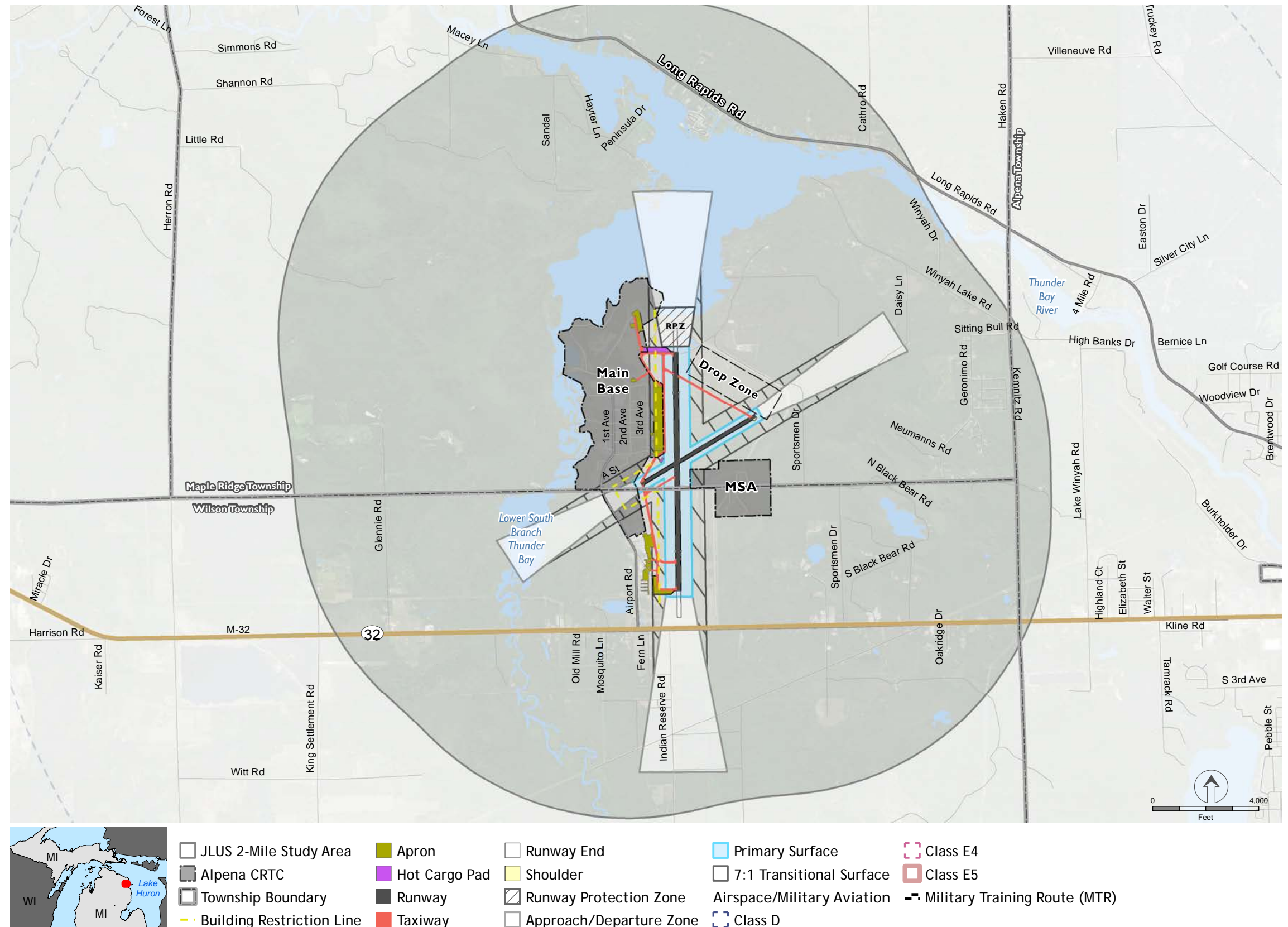
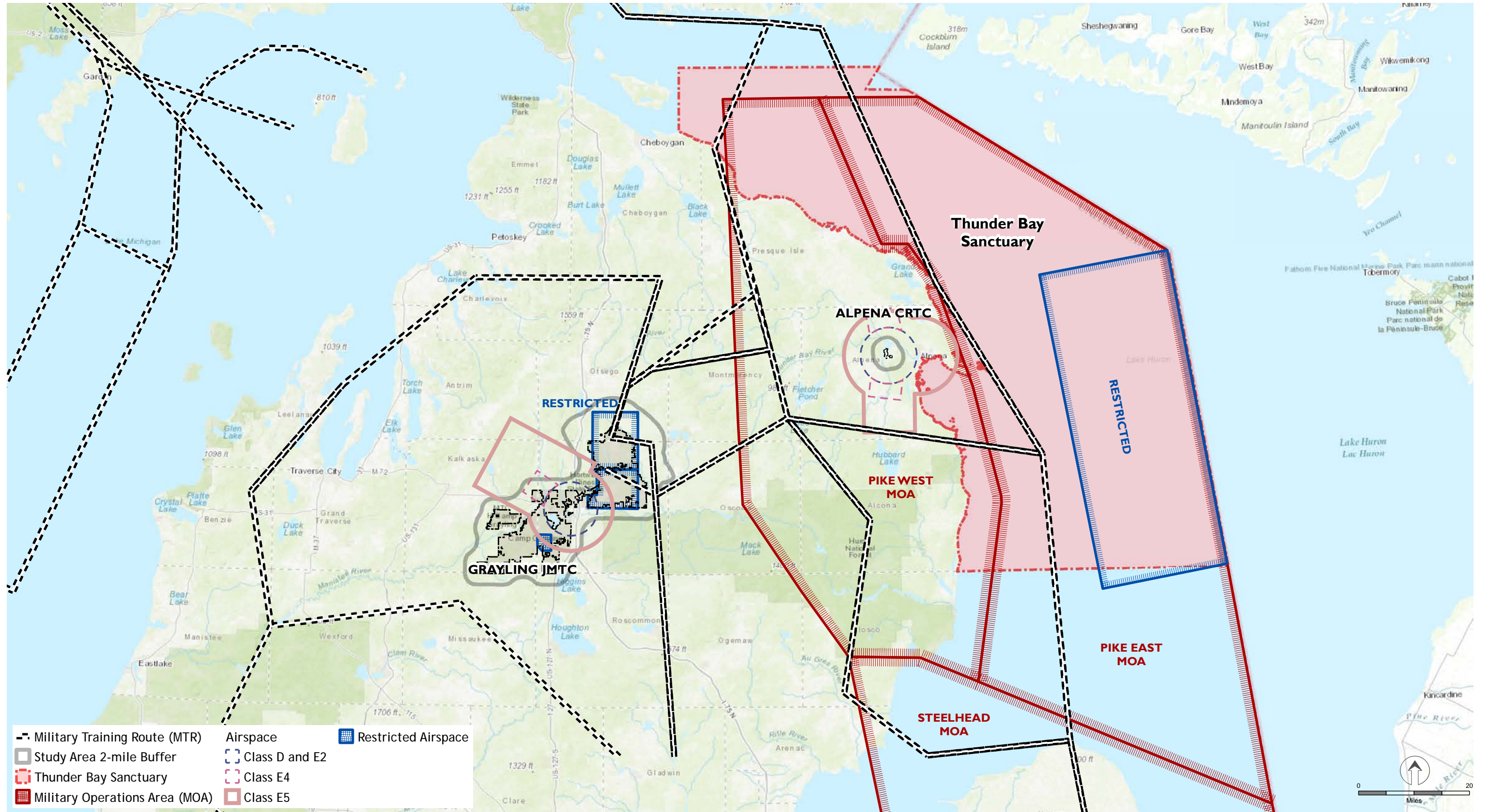


Figure 3.13 | Alpena CRTC Military Operations Overview





Great Lakes Maritime Heritage Center, the visitor center for the marine sanctuary.

Issue 2c: Marine Sanctuary

The Pike East MOA airspace over a large portion of the Marine Sanctuary extends down to just 300 feet AGL and is used for high-speed, low-altitude jet fighter training. The sanctuary was created to protect the shipwrecks and unlike many other marine sanctuaries, the law for Thunder Bay National Marine Sanctuary does not directly protect marine life. There are no identifying notations on sectional charts limiting activities that can be potentially disruptive to marine life.

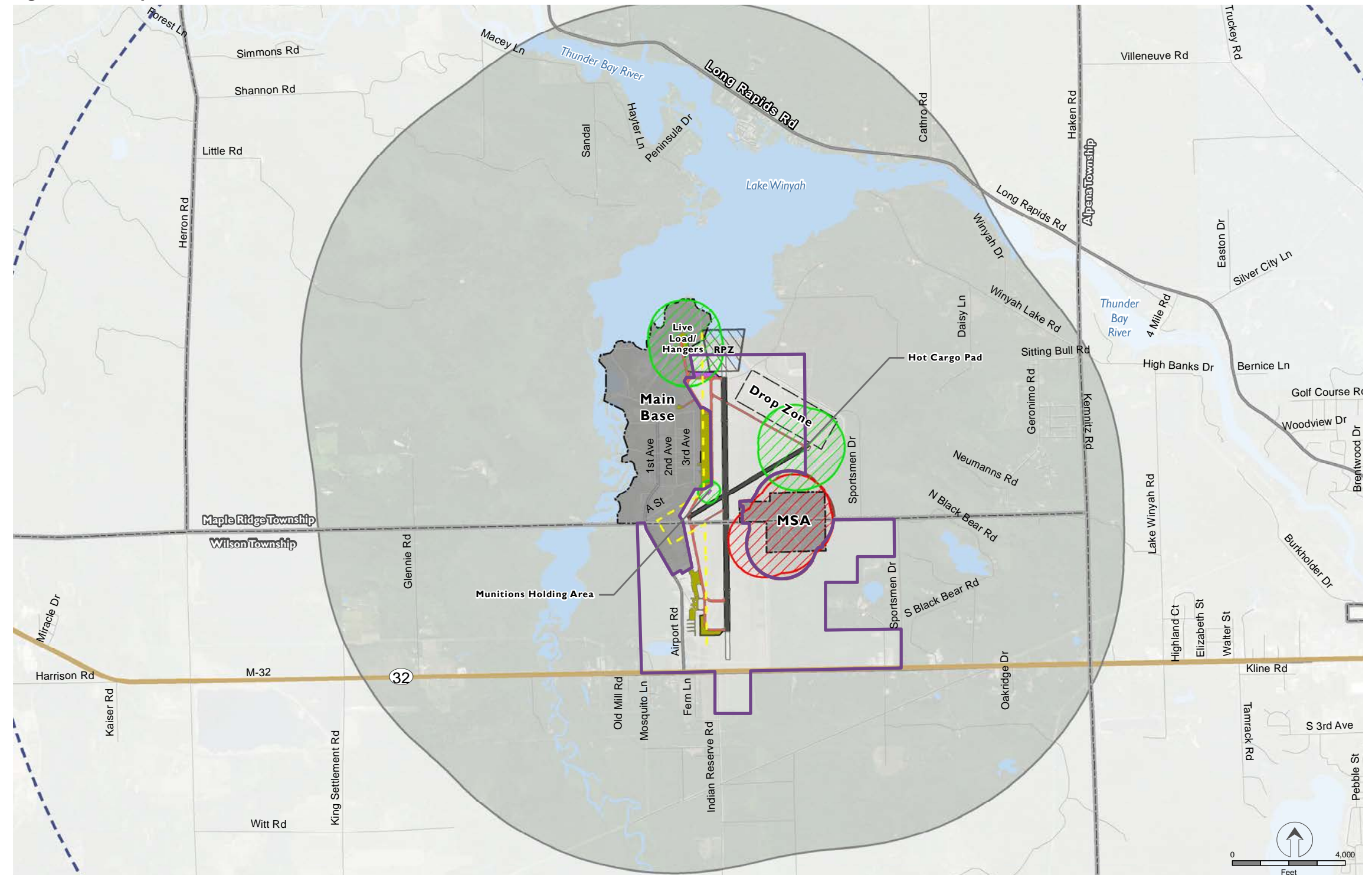
The greatest asset of the sanctuary are shipwrecks littering the lake bed. Low-level flight activities do not disturb those assets or the divers investigating them. There is the potential for munitions deployment in close proximity to the eastern edge of the marine sanctuary, and aircraft traverse the area with live munitions departing from the Alpena Airport. UXO are known to exist in this area, and most have been identified and marked to prevent accidental contact. However, there is a possibility of otherwise unknown UXO that could be dangerous to divers, fishermen, or recreational boaters.

3.3.3 Alpena CRTC Environmental Issues

Issue 3a: PFOS/PFOA Contamination of Groundwater

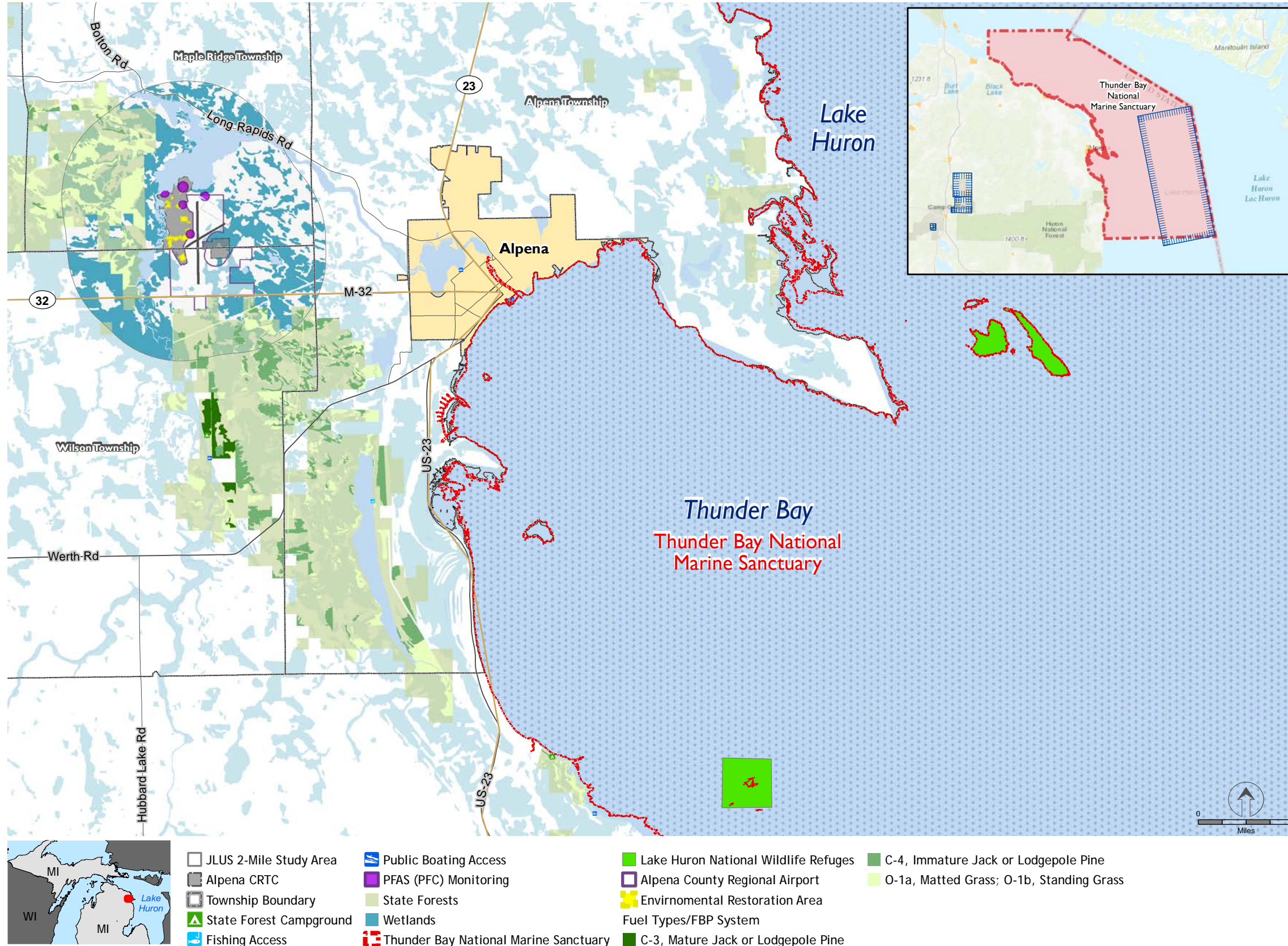
Contamination of groundwater and drinking water from wells from perfluoroalkyl and polyfluoroalkyl substances (PFAs, also known as PFCs), is the top environmental concern for Alpena CRTC and Camp Grayling JMTC. The principal contamination source at the Alpena CRTC is considered to be perfluorooctanoic acid (PFOA) and perfluorooctane sulfonate (PFOS) contamination from use of now discontinued aqueous film forming foam (AFFF) fire suppressants. On the national level, PFA/PFC compounds are emerging

Figure 3.14 | Alpena CRTC Noise



- JLUS 2-Mile Study Area
- Intermittent Exposure
- Hot Cargo Pad
- Alpena County Regional Airport
- Township Boundary
- ▨ Constant Exposure
- Runway
- Drop Zone
- ▨ Restrictive Easement
- Taxiway
- - - Building Restriction Line
- Apron
- ▨ Runway Protection Zone

Figure 3.15 | Alpena CRTC Environmental



unregulated contaminants of concern with suspected but largely not understood negative human health effects. A monitoring and analysis program is in place in collaboration with concurrent monitoring, control, groundwater modeling, and remediation efforts by the Michigan Department of Environmental Quality (MDEQ), Michigan Department of Natural Resources (MDNR), Michigan Department of Health and Human Services (MDHHS), and the District 4 Health Department. Information about the contaminants, forms to request well testing, and options for homeowners whose wells have been found to contain the substances may be found on the state webpage dedicated to the PFAS contamination issue: <https://www.michigan.gov/pfasresponse>. Public meeting inputs indicate some residents are finding it difficult to get clear and timely responses from the MDEQ for well testing and for other agency services. Ongoing communications addressing the background, plume tracking, well-testing, and resident options will help residents navigate this issue and improve the resident-base relationship.

Many residents do not use or have regular internet access, so nondigital forms of communication (mailers, hotline phone number) should continue to be emphasized to ensure all residents are fully informed. During public comment, several residents requested more frequent use of local radio, television, and newspapers to not only advertise public meetings but also to convey basic information about the base and issues affecting the public. The latest content from monitoring and control programs and legacy installation restoration program (IRP) should be updated for informational fliers and public outreach materials.

Concern over how wells are selected for testing was frequently raised at the public meetings. Governor Rick Snyder issued Executive Directive No 2017-4 for a PFAS Action Team. In November 2017, the governor directed the leaders

PFOS/PFOA Information

More information is available at <https://www.michigan.gov/pfasresponse>

If any resident has additional questions regarding this issue, the MDEQ Environmental Assistance Center can be contacted at 1-800-662-9278 or email deq-assist@michigan.gov. Representatives may be reached to assist with your questions Monday through Friday, 8:00 AM to 4:30 PM.

of the MDEQ, MDHHS, Michigan Department of Military and Veterans Affairs (MDMVA), and Michigan Department of Agriculture and Rural Development (MDARD) to immediately establish a Michigan PFAS Action Response Team. The team has been assigned to direct the implementation for the state's action strategy to research, identify, and establish PFAS response actions related to the discovery, communication, and migration of PFAS to the extent practicable.

More information is available at the state web page: <https://www.michigan.gov/pfasresponse>.

Issue 3b: Surface Water Quality (Lakes, Rivers, Streams, Wetlands)

Alpena CRTC does not routinely test surface water quality. Data on water quality and aquatic ecology in the Alpena CRTC area exist from many governmental and non-governmental organizations. Questions about specific topics like fish population health, site contamination, or trends in ecological health can often be addressed from multiple sources. Sources of existing and ongoing water quality and aquatic ecology survey, assessment and monitoring data in the Alpena CRTC area include:

- ▶ MDEQ Procedure 51 biological and ecological trend monitoring
- ▶ Part 201 contamination sites
- ▶ MDEQ probabilistic water quality monitoring sites
- ▶ Environmental Protection Agency (EPA) National Rivers and Streams, National Lakes Assessments, and National Coastal Conditions survey sites
- ▶ 303(d) Total Maximum Daily Loads (TMDL) impaired waters
- ▶ National Pollutant Discharge Elimination System (NDPES) discharge permit locations (including Alpena County Regional Airport)
- ▶ Various data from conservation organizations, citizen-based monitoring studies, and lake associations.

The Michigan Clean Water Corps (MiCorps) is a network of volunteer water quality monitoring programs that supplement MDEQ efforts in collecting and sharing water quality data for use in water resources management and protection programs. MiCorps is administered by the Great Lakes Commission under the direction of the MDEQ and in partnership with the Huron River Watershed Council, Michigan Lake and Stream Associations, and Michigan State University. MiCorps comprises the Volunteer Stream Monitoring Program and the Cooperative Lakes Monitoring Program, which provide training and support for quality assurance, reporting and communications among member organizations. The MiCorps website has an online searchable database with monitoring data for selected waterbodies. Aquat-

ic macroinvertebrate survey data, an indicator of stream ecology health, are available for select streams in study area watersheds such as the AuSable River. Monitoring data for lakes includes basic water chemistry and indicators of nutrient pollution that cause eutrophication and algal blooms. The database also contains invasive species survey data and several technical studies and reports available for download on the MiCorps website at micorps.net/

Issue 3c: Groundwater Quality

Residents near Alpena CRTC are concerned about contamination. Alpena CRTC monitors the water quality at the small-arms range. Environmental managers could consider providing educational materials on area contaminated sites (e.g. MDEQ Part 201 sites). Spills and environmental emergencies are reported to the MDEQ using the 24-hour Pollution Emergency Alerting System (PEAS) Hotline at 1-800-292-4706 or by contacting the MDEQ District Office (Alpena and Grayling area) at 989-731-4920. The public can view spills on Michigan's waterways using the Water Resources Division MiWaters Database: <https://miwaters.deq.state.mi.us/>.

3.3.4 Alpena CRTC Transportation and Infrastructure Issues

Issue 4a: Effects of Growth on Utilities

Alpena County's population is decreasing overall, though some rural areas are growing and may require additional infrastructure.

Water

Water and wastewater for the area, including Alpena CRTC, are provided by the City of Alpena, which draws water from Thunder Bay.

The city's water treatment plant has capacity of 6.0 million gallons per day, with a maximum daily demand of 3.04 million gallons per day. According to the City of Alpena Comprehensive Plan, the average daily demand is 1.98 million gallons per day.

The 2015 Alpena CRTC Installation Development Plan (IDP) noted that the Alpena CRTC water system was in need of several upgrades, including eliminating dead ends, pursuing Military Construction Cooperative Agreement options with Alpena Township to address maintenance issues, and developing a cooperative agreement with the NGB to add



The current Alpena County Regional Airport Terminal, which will be replaced in 2018-2019.

a booster pump so water flow complies with Unified Facilities Criteria (UFC) 3-600-01, Fire Protection Engineering for Facilities. Additional missions at Alpena CRTC would further stress the water system.

Wastewater is treated at the city's water recycling plant, which has a capacity of 5.5 million gallons per day. Capacity to support population and military mission growth is available, as daily treatment averaged 2.3 million gallons per the 2013 Alpena County Master Plan. However, the 2013 IDP noted that Alpena CRTC needed to develop secondary containment for fuels loading/unloading and correct cross-connection issues in the base's wastewater system.

Electric and Gas

Alpena CRTC receives electricity from the Presque Isle Electric and Gas Co-operative, while the City of Alpena is serviced by the Alpena Power Company, which purchases electricity from Consumers Energy Company. Alpena Power Company's website states that its reliability in Northeast Michigan is 99.98 percent. The area receives natural gas from DTE Energy (formerly MichCon). According to the 2013 IDP, several elements of the on-base electrical system are nearing the end of their useful life and require replacement. They are also susceptible to the weather, which causes outages that can affect operations.

Natural gas usage is monitored on base via 30 individual building meters. Alpena CRTC also utilizes propane from Amerigas Propane and has implemented renewable energy sources into recent facility projects, including a geothermal system at the aircraft rescue and fire fighting station and solar photovoltaic panels at Building 115.

For Alpena CRTC, an energy assessment was performed in 2009, which should be updated in the near future. In the surrounding area, Alpena CRTC also has a Green Procurement Program that addresses sustainability strategies.

Issue 4b: Airport joint ownership/land use access

The Alpena County Regional Airport (APN) is a publicly owned airport located 7 miles west of the City of Alpena. The county has leased 647 acres to the MIANG for exclusive use. The lease runs through June 2039. Additionally, a 210-acre area associated with the munitions storage area (MSA) is covered by a restrictive safety easement. The ANG has developed an IDP that details a 20-year plan for the base; the Airport Committee meets once per month.

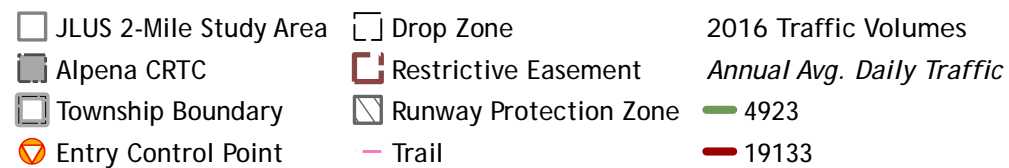
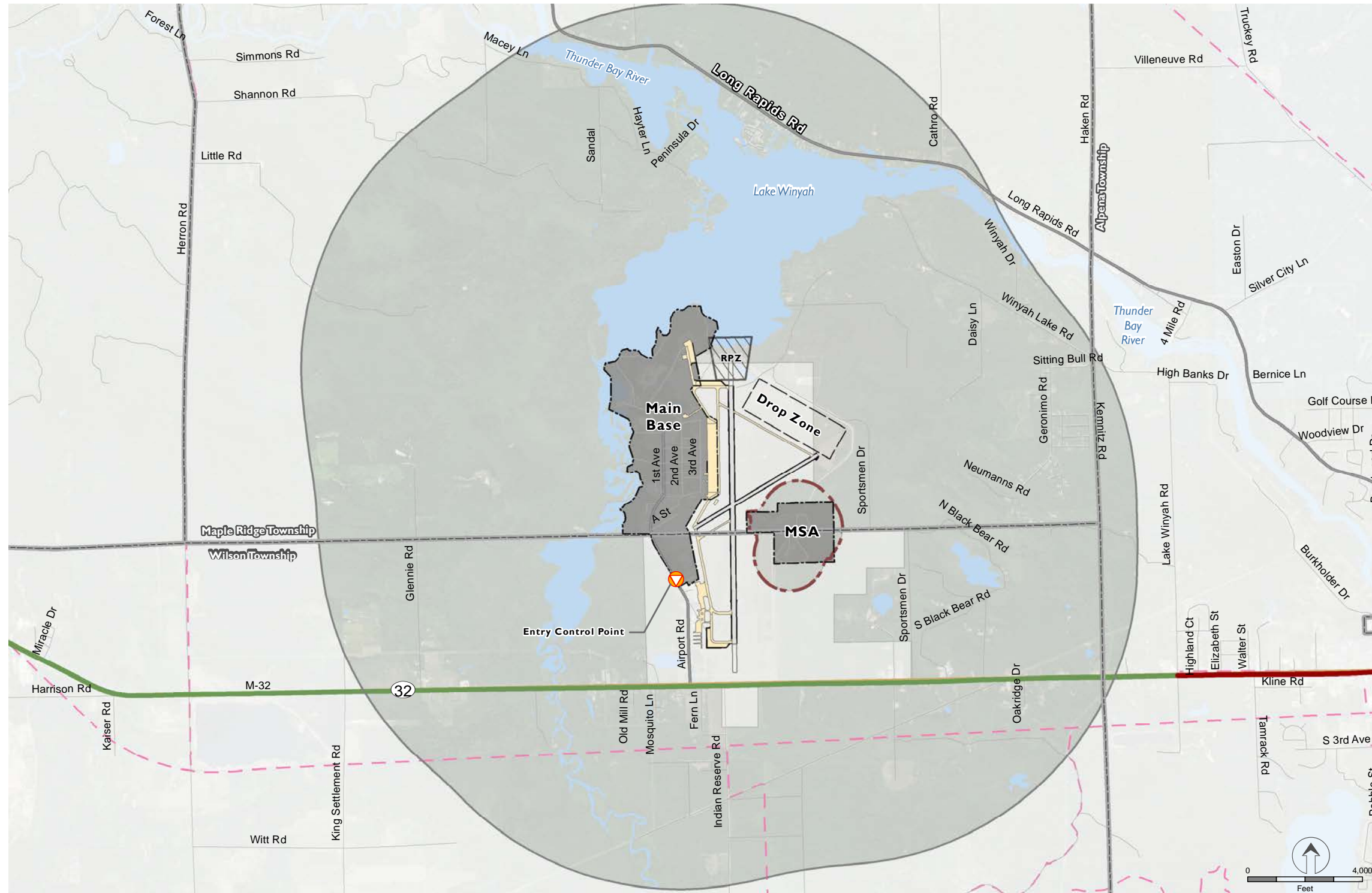
The airport has two runways. Runway 1/19 is 9,001 feet by 150 feet and in good condition. Runway 7/25 is 5,028 feet by 100 feet and in fair condition.

According to the airport's website, of the 20 aircraft based at the field, 12 are single-engine airplanes, six are multi-engine airplanes, one is a helicopter, and one is a military aircraft. FAA data shows 10,409 enplanements at the Alpena County Regional Airport in 2015.

Delta is the only commercial airline that provides service to APN: 21 flights per week to and from Detroit Metropolitan Airport and Pellston Regional Airport. Air freight service is provided by FedEx, UPS, and Airborne Express.

A new \$11.9 million terminal building will be constructed in 2018 and 2019 with a combination of federal, state, and local funding. The existing terminal is beyond its useful life,

Figure 3.16 | Alpena CRTC Transportation



is too small, and does not comply with building or air quality codes.

While the community supports expansion of the airport, few residents use the airport, and it is seen as demanding too many resources in terms of law enforcement. It should also be noted that APN no longer has a Homeland Security representative on site, which hinders the availability of international flights, as security for such a flight needs to be arranged.

The airport has its own master plan, which was last updated in 2010.

Issue 4c: Road Funding

The Alpena County Road Commission generally shares costs for road projects with townships and other municipalities; however, this split has not always worked well and will be discussed with township officials.

While the military utilizes roads and public infrastructure, the military does not contribute any funds to the maintenance of these assets. Members of Alpena CRTC primarily use regular passenger vehicles, and use of military vehicles is minimal.

Issue 4d: Road condition

Poor road condition has been cited as an issue throughout the JLUS study area. This is due in large part to inadequate funding for maintenance, which is compounded by many roads reaching the end of their useful lives at the same time.

The Alpena County Road Commission's Approved 2017 Budget, published in February 2017, indicates total revenue of \$5,534,559 and total expenditures of \$6,257,905.

Alpena CRTC is accessed primarily via M-32, which is a 5 (Fair) on the Pavement Surface Evaluation and Rating (PAS-ER) scale from the City of Alpena to Herron Road. M-32 is ranked a 4 (Poor) from Herron Road east to M-65. Within the City of Alpena, there are several road sections ranked 4, including portions of 11th Avenue, 9th Avenue, 3rd Avenue, 1st Avenue, Johnson Street, Miller Street, Wessel Road, Ford Avenue, Ripley Boulevard and Genschaw Road. Notably, several sections of US-23, a primary tourist route, are also ranked poorly both north and south of Alpena.

Road projects are prioritized based on the condition of the road in question, as well as the amount of traffic.

Several road segments were identified in the 2013 Alpena

County Master Plan as needing improvements:

- ▶ Wayne Road
- ▶ Indian Reserve Road
- ▶ Herron Road
- ▶ All gravel roads
- ▶ Long Lake Road
- ▶ Weiss Road
- ▶ Maple Grove Road
- ▶ Grant Street
- ▶ North Point Shores
- ▶ Emerald Acres subdivision
- ▶ Misery Bay Road
- ▶ El Cajon Road
- ▶ Werth Road
- ▶ Hubert Road
- ▶ Hamilton Road
- ▶ Bare Point Road
- ▶ Bean Creek Road
- ▶ Boilore Road
- ▶ Wessel Road
- ▶ Pearl Road
- ▶ Dietz Road
- ▶ Lake Street
- ▶ Beaver Lake Road
- ▶ Woodward Avenue
- ▶ Grover Road
- ▶ Dawson Street
- ▶ Gutches Road
- ▶ Bloom Road

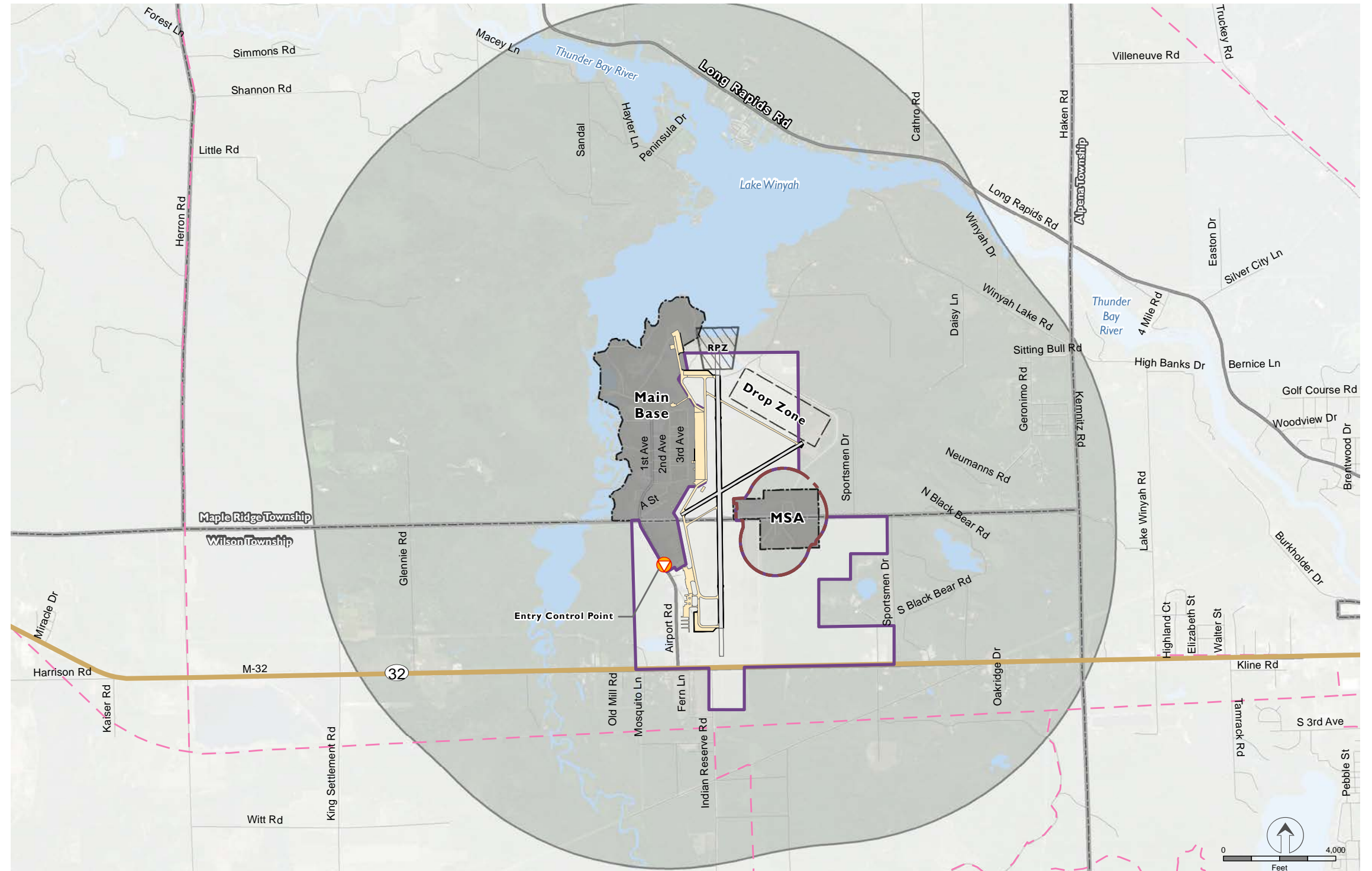
Improvement work has occurred or is planned for many of these areas. For example, a survey and project design project for Bloom Road was approved by the Alpena County Road Commission in December. The project will be completed in anticipation of future reconstruction. During 2017, the major road projects included Indian Road, Naylor Road, El Cajon Road, Gutches Road and small portions of Gitchi Manitou Road, Murch Drive, and Chippewa Road.

Additional Alpena County projects include reconstruction of Indian Ranch Reserve Road (Werth South for 1.61 miles); resurfacing French Road (2.51 miles), Wolf Creek Road (Nich Hill south 2.1 miles), and Cathro Road (1.7 miles from Long Rapids to Boilore).

The Michigan Department of Transportation (MDOT) does not indicate any Alpena-area road or bridge projects in its 2018-2022 Five-year Transportation Program.

Access to the Alpena CRTC is via Airport Road from M-32. The entry control points (ECPs) do not comply with Air National Guard Handbook (ANGH) 32-1084, Facility Space Standards, or UFC 4-022-01, Entry Control Facilities Access

Figure 3.17 | Alpena CRTC Roads



- JLUS 2-Mile Study Area
- Alpena CRTC
- Jurisdiction
- Entry Control Point
- Alpena County Regional Airport
- Drop Zone
- Restrictive Easement
- Runway Protection Zone
- Trail



Great Lakes Maritime Heritage Trail near the waterfront.

Control Points. On base, Hangar Road needs to be resigned to meet design criteria and allow for safe two-way traffic.

Within the Alpena area, the Thunder Bay Transportation Authority operates public transportation, including a Dial-A-Ride Transportation (DART) system that will pick up passengers at their home. The transportation authority also runs a hybrid electric trolley route that provides transportation for tourists as well as locals.

Issue 4e: Recreational access

According to the 2013 Alpena County Master Plan, among the top most-liked aspects of living in the county are access to lakes and water resources, outdoors and the environment (natural resources, wildlife, hunting/fishing, etc.), and recreation. Maintaining and providing access to recreational resources is important to many members of the community.

Alpena CRTC main base, located on the west side of the airport, is bordered by Lake Winyah (also called Seven Mile Pond) to the north and the Lower South Branch Thunder Bay River and Thunder Bay River State Forest to the west.

There is no access to the lake from the south side. Public access is available on the north shore near Norway Dam, which is owned by North American Hydro. A small portion of the lake lies within Alpena CRTC's explosive safety quantity distance arcs. Part of the lake also lies in the airport's accident potential zone.

A family campground (FAMCAMP) at the Alpena CRTC is accessible to anyone who can access the base.

3.3.5 Alpena CRTC Community Partnerships Issues

The JLUS process emphasizes the importance of a community-driven planning process which relies on partnerships among Alpena CRTC, communities, and local stakeholders. The JLUS survey results indicated that 86 percent of those participating in the survey believe that Alpena CRTC has a positive impact on the quality of life of surrounding community residents. The JLUS process also revealed that stakeholders recognize the significance of Alpena CRTC to surrounding communities, leading community partners to find ways to strengthen existing community partnerships and, to use the words of the Alpena Area Chamber of Commerce President and chief executive officer's (CEO) words, "create an increasingly positive image of the CRTC among the general community, and prepare a much stronger network of support for the CRTC in case we should ever need to draw on the assistance of the community to fight on behalf of this incredible asset to our region."

Issue 5a. Communications/Education

Providing accurate and comprehensive information on Alpena CRTC services, facilities, and processes is important not only to potential visiting units, but also surrounding



Alpena CRTC is located about 7 miles west of downtown Alpena, which is shown above.

communities. Alpena CRTC does not have a dedicated community relations specialist responsible for coordinating communications and education related to Alpena CRTC activities.

One mechanism for communicating this type of information is through the Alpena CRTC website, maintained by the MIANG. The Alpena CRTC website provides fact sheets on topics such as CRTC history, Alpena events, operations, facilities, and leadership contacts. However, many of the fact sheets and the news provided on the Alpena CRTC website have not regularly been kept up to date. The process for updating website information may be slow as a result of coordinating changes through Lansing.

Communications requirements from Lansing may preclude a faster process, but it is imperative that the existing website provide key contact information for community members. More timely updates to the Alpena CRTC website are necessary to improve communications and education of surrounding residents and business owners, community partners, and potential visiting units. The Alpena CRTC website links to the Alpena CRTC Facebook page, a communication mechanism that provides more timely updates on issues related to Alpena CRTC operations and the surrounding communities. At the inception of the JLUS, the number of followers on the Alpena CRTC Facebook page was less than 200. Upon completion of the JLUS, there are 1,000, which indicates that Facebook is an optimal communication mechanism to reach community members.

Alpena CRTC has a variety of options for educating the local community through educational partners. STARBASE Alpena is located on Alpena CRTC and is an educational nonprofit funded by the DOD providing science, technology, engineering, and math (STEM) programs to local fourth- and fifth-grade students. According to STARBASE, the goal is to "expose youth to the technological environments and positive role models found on military bases and installations." During these education programs, students have the opportunity to tour Alpena CRTC. The relationship of STARBASE to Alpena CRTC and the connection to students, schools, and community provide a unique educational opportunity. In addition to STARBASE, Alpena CRTC has had a strong relationship with Alpena Community College. In 2011, Alpena CRTC established a CRTC scholarship. Announcement of the scholarship highlighted the educational partnerships between Alpena CRTC and Alpena Community College. Alpena CRTC has offered courses and has had Alpena Community College nursing program students participate in patient exercises.



Streetscape in downtown Alpena.

Another key educational partner in the Alpena area is the Thunder Bay National Marine Sanctuary, the only National Marine Sanctuary in the Great Lakes or in U.S. fresh water. The sanctuary is important to Alpena's local economy, drawing tourists to the visit the shipwreck museum, take glass-bottomed boat tours of shallow-water shipwrecks, and dive to explore the shipwrecks. The sanctuary provides a staging area for scientists and researchers studying ecology, natural resources, and maritime archaeology.

Issue 5b. Public Relations and Community Engagement

Public relations and community engagement is another key issue for Alpena CRTC. Without a dedicated community relations specialist, Alpena CRTC must leverage existing community partnerships to aid with public relations and community engagement-related activities. The Alpena Regional Chamber of Commerce has played a role in connecting Alpena CRTC with the community through the Alpena CRTC Community Council. Historically, this council has focused on planning and hosting social events to welcome visiting units to Alpena. In 2015, Alpena CRTC and the Alpena Regional Chamber of Commerce leadership met to discuss a concept of expanding the role of the Alpena CRTC Community Council beyond providing military support. Its more robust role was to include collecting and sharing Alpena CRTC economic value information, public relations to inform community residents about activities taking place at Alpena CRTC, and connecting military families with local support services. While an organizational concept for the expanded role of the Alpena CRTC Community Council was developed, implementing this more robust partnership plan has not yet occurred.

While students participating in educational programs at Alpena CRTC have the opportunity to tour the facilities, requesting public tours requires coordination through the MIANG website and staff in Lansing. A more localized pro-

cess with dedicated community relations staff could expedite this process. It is obvious that community residents are eager for more interaction with Alpena CRTC and that community partners, such as the Alpena Area Chamber of Commerce, are ready to collaborate to promote that interaction and engagement.

The strategies to address the issues related to public relations, communications, education, and community involvement are available in Section 4 of this document.

3.3.6 Alpena CRTC Economic Development Issues

Operations at Alpena CRTC influence economic development of Alpena and other surrounding communities in numerous and significant ways. This section discusses each of these economic development issues in greater detail.

Issue 6a: Significant contributor to local economy and Military Tourism

The Alpena area sits along the US-23 Heritage Route, which spans the length of the eastern coast of the Lower Peninsula from Standish to Mackinaw City.

While tourism is a critical element of the local economy, it also creates traffic throughout the area. The Alpena Area Convention and Visitors Bureau estimated that upwards of 550,000 people visit the county each year.

Of the stakeholders that participated in the JLUS project survey, 91 percent feel that Alpena CRTC is a significant contributor to the local economy. While it is understood that military tourism, defined as soldiers coming to Alpena CRTC and the family members that visit surrounding communities to accompany them during training, likely has a significant positive impact on Alpena's economy, it is challenging to quantify the extent of the economic impact. A need for mechanisms to quantify the economic impact of military tourism is an issue stakeholders raised during the JLUS process. A mechanism to track the impact of military tourism on the local economy would assist Alpena and other local communities in better understanding: 1) how much soldiers and their families spend while training at Alpena CRTC and 2) factors that affect trends in military tourism annually and over time.

Commitment to spending Alpena CRTC funding at locally owned businesses is a priority by Alpena CRTC. Federal regulations are to be followed for approximately 99.9 percent of the base's purchases. Purchasing locally provides a



Alpena Community College was named one of the top community college in the nation by the Aspen Institute.

positive impact to the local economy. Additionally, the local purchases are more likely to be serviced in the future by local business, which is preferred by Alpena CRTC personnel.

Issue 6b: Airport Viability

As a rural airport, the Alpena County Regional Airport relies on subsidies from the FAA based on the number of enplanements. In 2016, the Alpena County Regional Airport failed to meet the 10,000 enplanements needed to qualify for the \$1 million FAA subsidy, although a change in federal rules allowing for 2012 enplanement data to qualify allowed the airport to receive the subsidy. In 2017, the Alpena County Regional Airport achieved 10,849 enplanements. Promoting the use of the Alpena County Regional Airport by military families traveling to the area to visit soldiers training at Alpena CRTC and Camp Grayling JMTC will assist with the viability of the airport by increasing enplanements. Plans for a new terminal are in progress and are expected to receive FAA funding for construction, anticipated in 2019. Alpena County Regional Airport is extremely key to the economic development of Alpena and surrounding communities. Ensuring the airport remains fully functioning and viable is a key concern. One issue affecting the local economy is the lack of a customs agent, allowing aircraft emanating from outside the United States to pass through an authorized customs processing facility at Alpena County Regional Airport. Aircraft now must go through customs in Sault Ste. Marie. This results in a loss of revenue for the airport.

Issue 6c: Partnership with Sheriff's Department

The State of Michigan, contracting with the United States Air Force, awards bids for the security jobs at military installations in the state. For over a decade, Alpena CRTC via the state has contracted with the Alpena County Sheriff's Department for security services. This contract provides salaries and benefits for 25 employees, pays bailiffs to provide security in the courts, and helps to pay for equipment and vehicles for the county, including patrol vehicles and dive equipment. Without this contract, Alpena County would struggle to afford some of this equipment and services. The contract helps to alleviate a financial burden on the county's general fund and local taxpayers. In addition, this contract has influenced long-term planning decisions in Alpena County, specifically the decision to locate a new jail to be constructed near the airport to align with the location of security services. As of November 2017, Alpena CRTC and Alpena County reached a 1-year contract extension agreement, with the expectation that a longer contract will be in place before the extension expires. Contract agreements typically last for 5 years. The state serves as a pass-through for the federal dollars. A new contract must go through county attorney review and obtain approval from the county's finance committee and full board of commissioners.