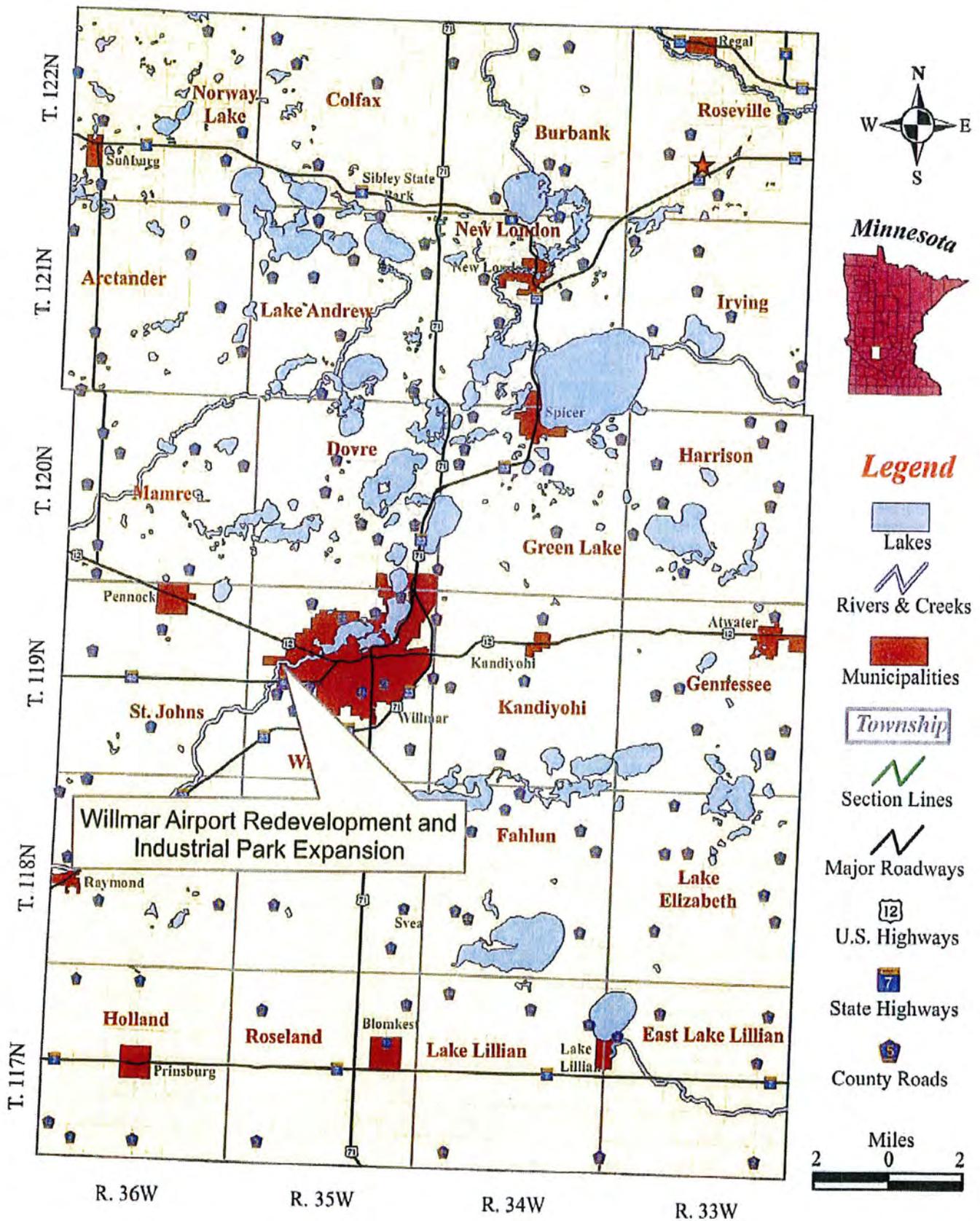
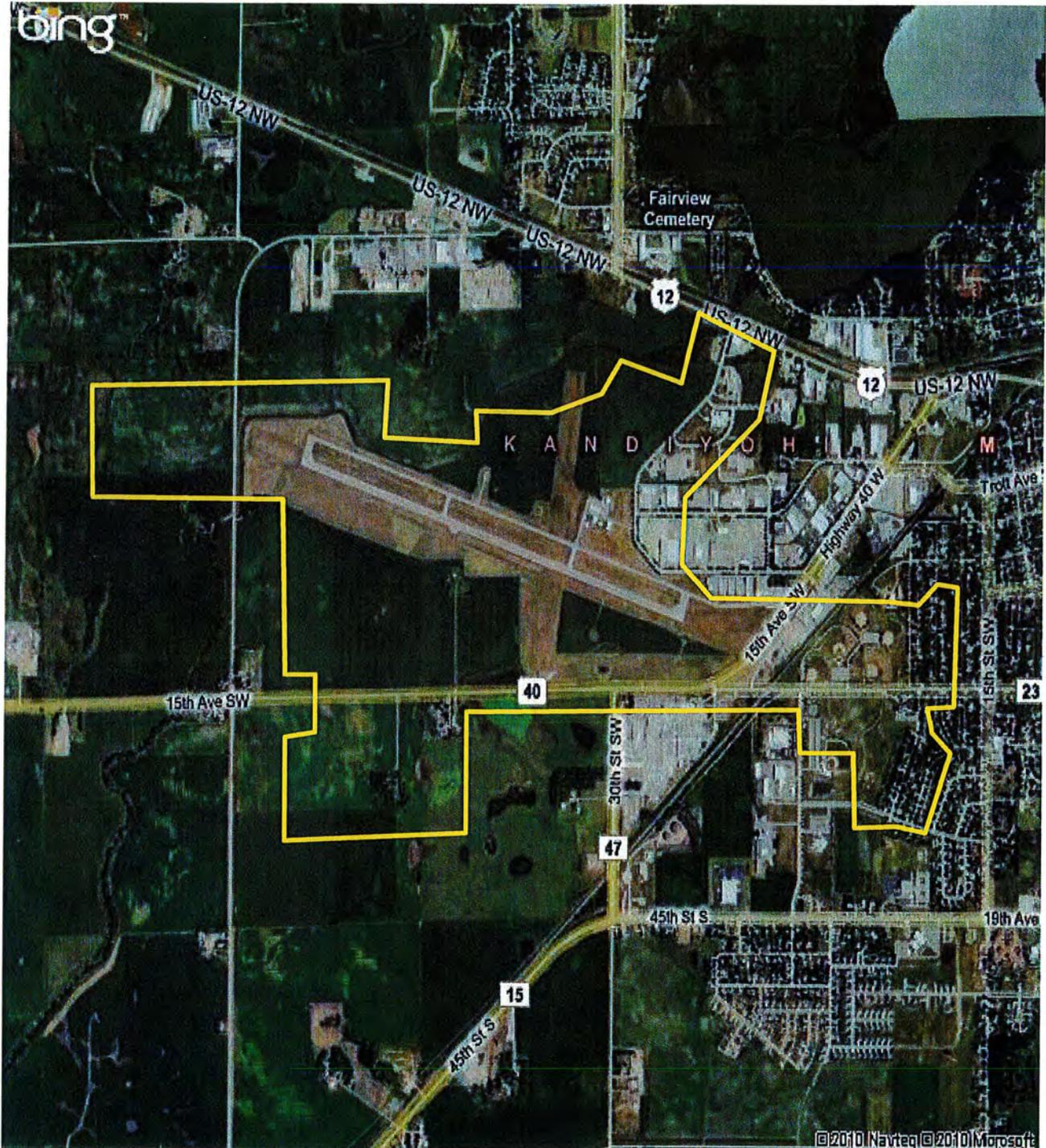


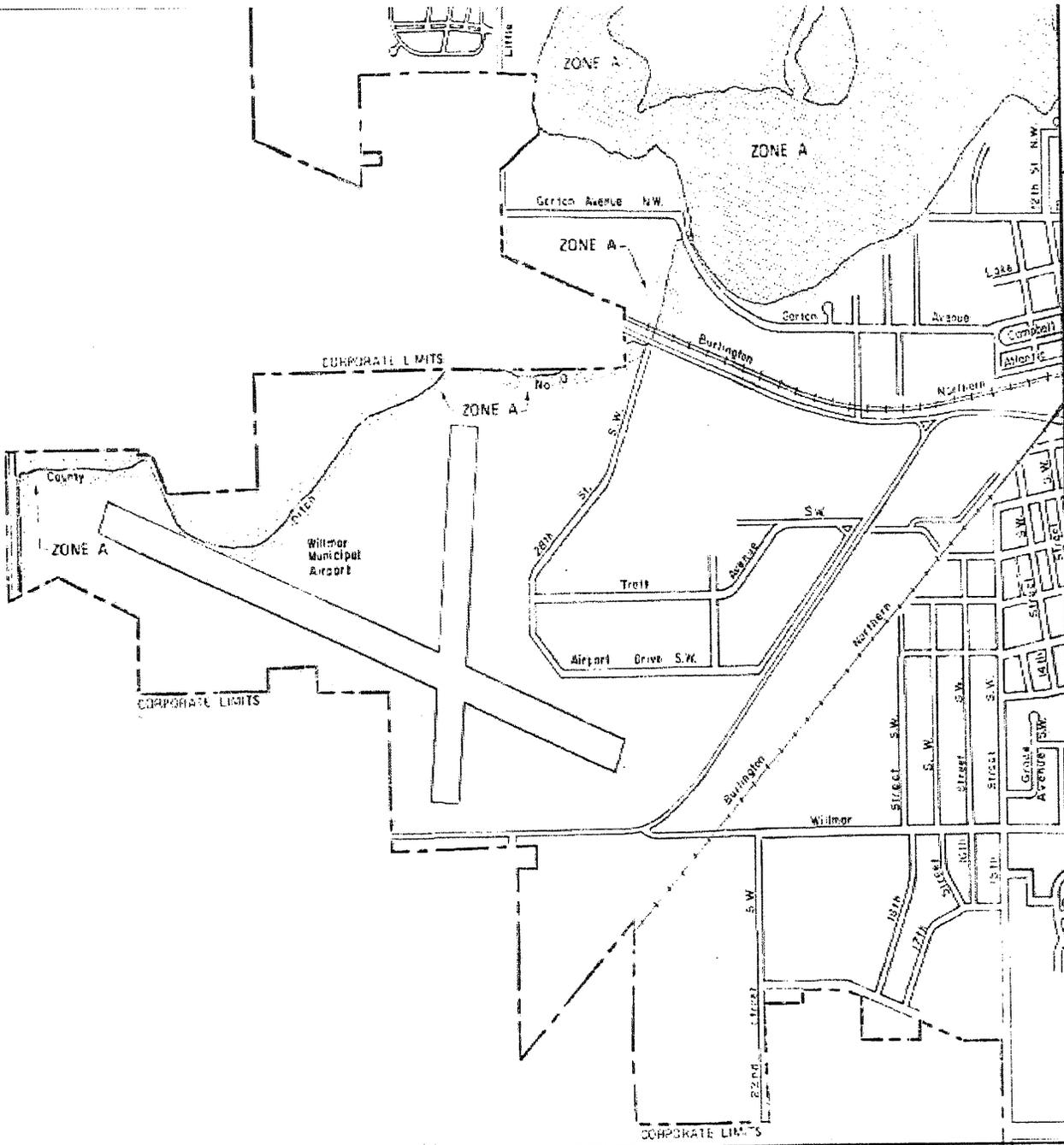
# Appendix A

Map A-1: General Project Location



Map A-2: Aerial Photograph with Former Airport Boundary





MINNESOTA SCALE 1:50,000  
 500' 0'

**FLOOD HAZARD BOUNDARY MAP**

**CITY OF WILLMAR, MINNESOTA**  
**KANDIYOHI COUNTY**  
 PAGE 1 OF 1

EFFECTIVE DATE:  
 JULY 29, 1977

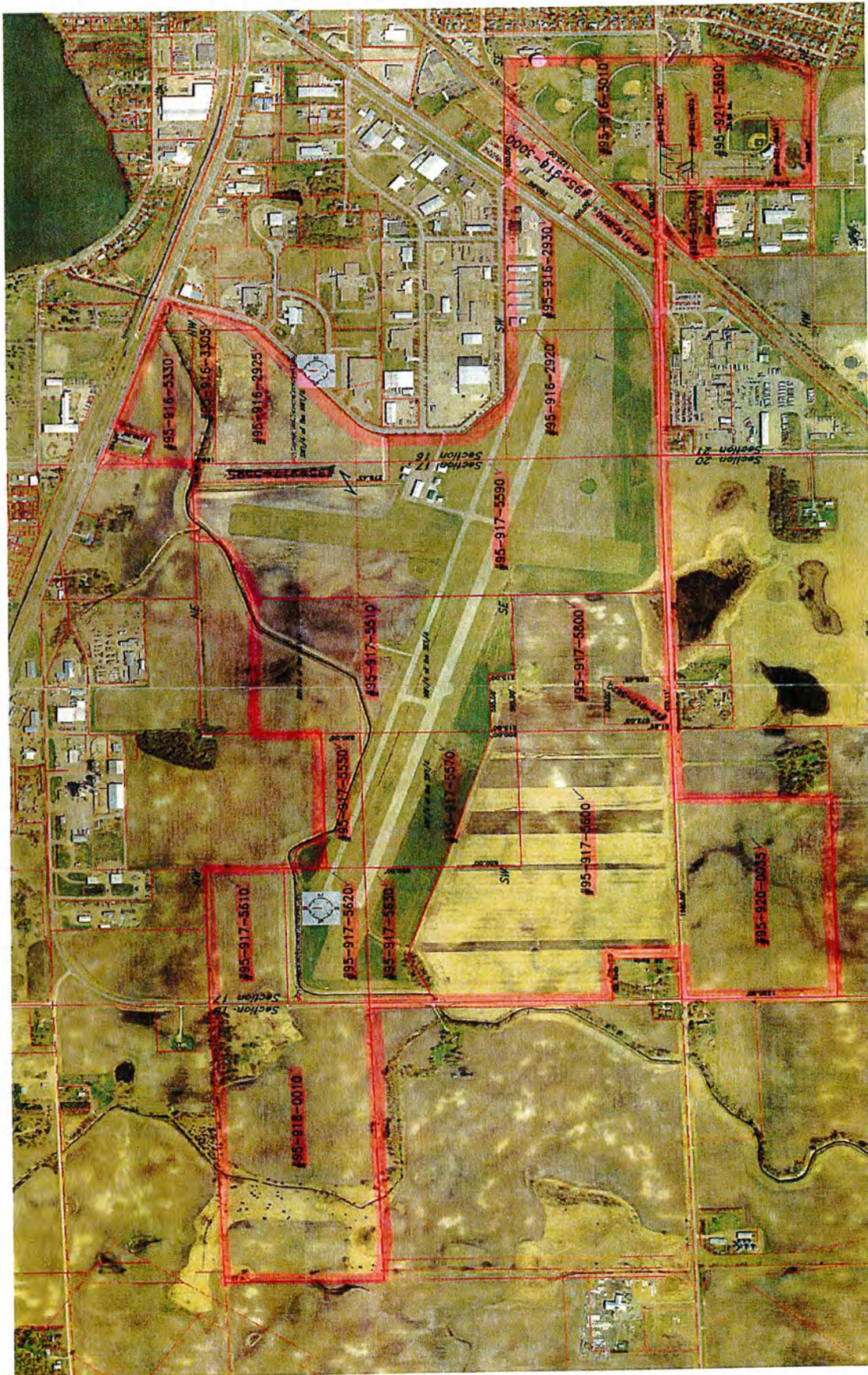
COMMUNITY PANEL NUMBER  
 270703 C00 A

 U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT  
 FEDERAL INSURANCE ADMINISTRATION

This is an official copy of a portion of the above referenced flood map. It was extracted using F-1011 software. This map does not reflect changes to streamlines which may have been made subsequent to the date of its release. For the latest project information about National Flood Insurance Program flood maps check the FEMA Flood Map Store at [www.fema.gov](http://www.fema.gov)

Map A-3: FEMA 100-Year Floodplain

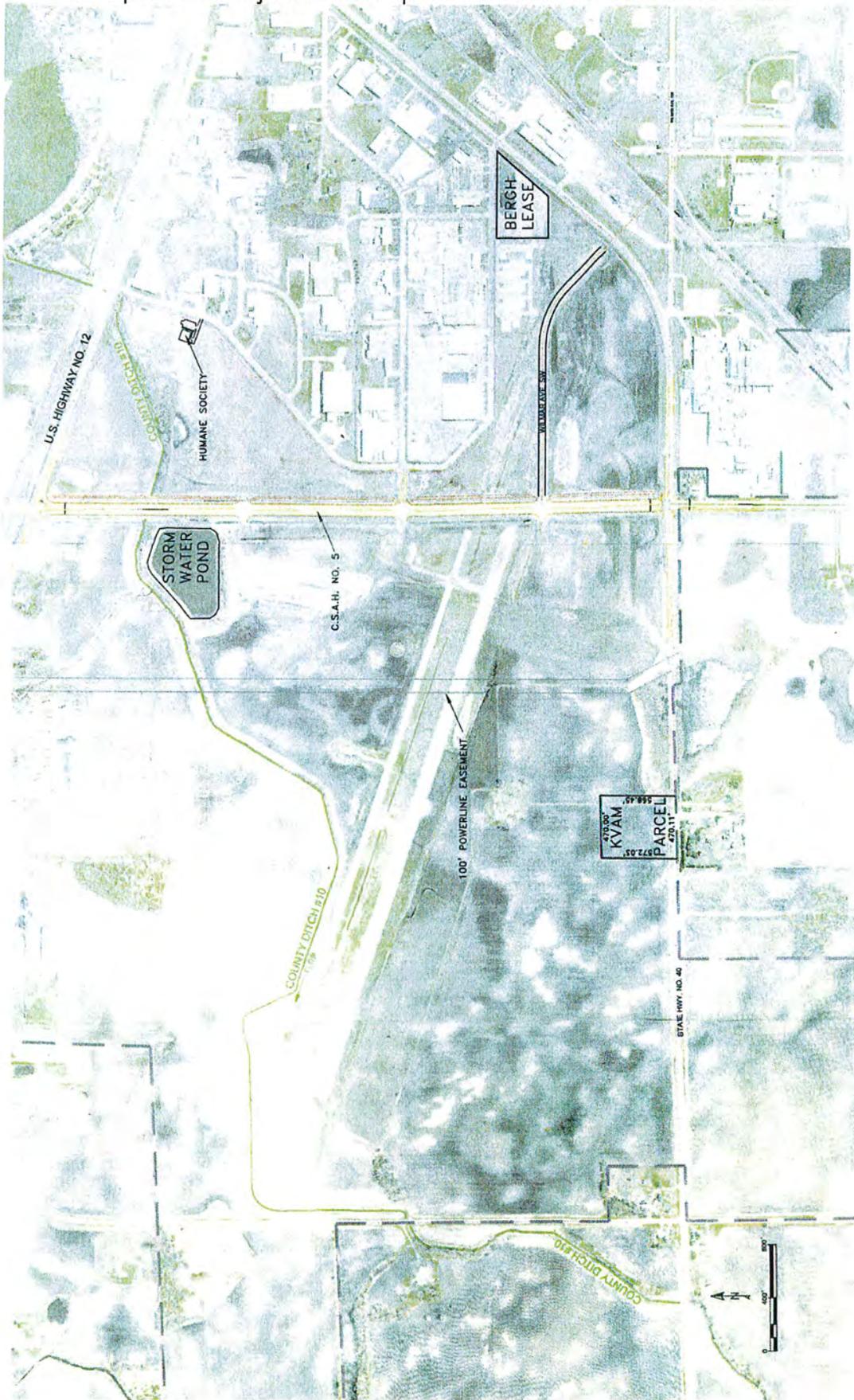
Map A-4: Former Airport Boundary & Parcel Map



Map A-5: New Willmar Municipal Airport

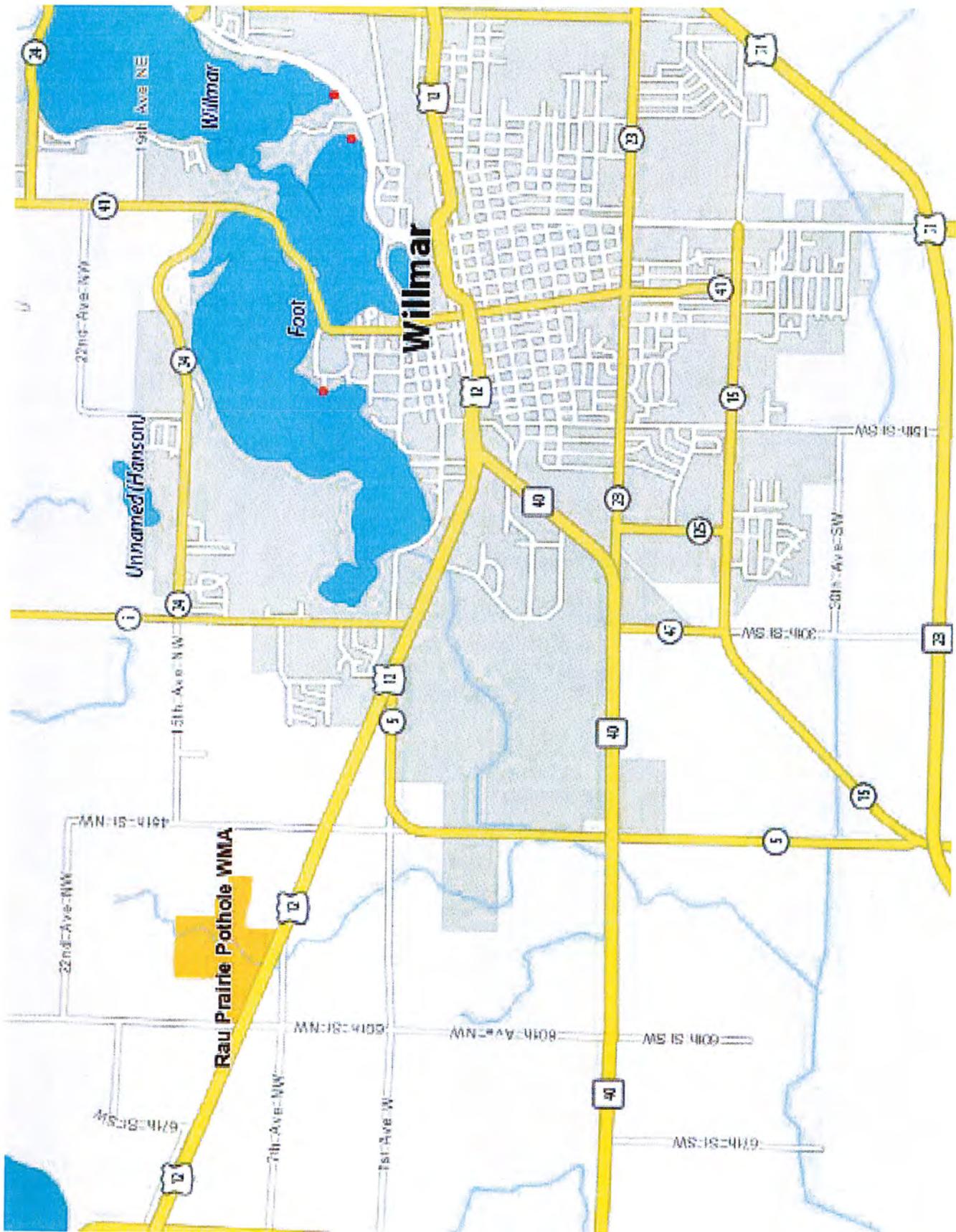


Map A-6: Projects Completed Prior to Land Release

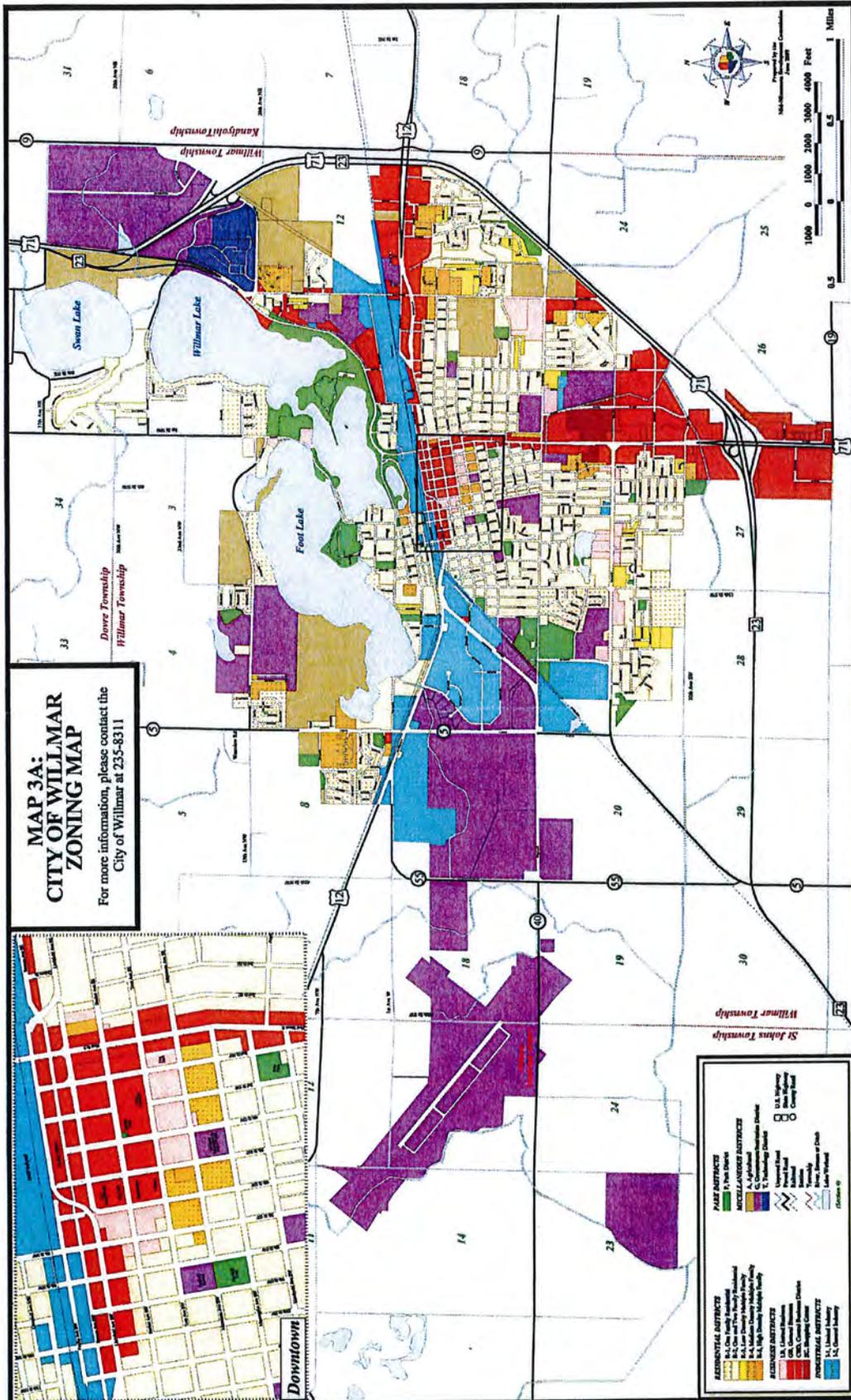




Map A-8: Rau Prairie Pothole Wildlife Management Area



# Map A-9: City of Willmar Zoning Map

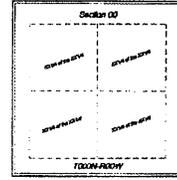


# Appendix B

# INDUSTRIAL PARK THIRD ADDITION

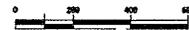
Located in part of:

Sections 16 and 17, T119N-R35W,  
Willmar Township, Kandiyohi County,  
City of Willmar, Minnesota



This drawing prepared by  
**Bonnema Surveys Inc.**  
*Professional Land Surveyors*  
2001 1st St. SW, Suite 100  
Willmar, MN 56201  
Office: (507) 231-2294  
Fax: (507) 231-2287

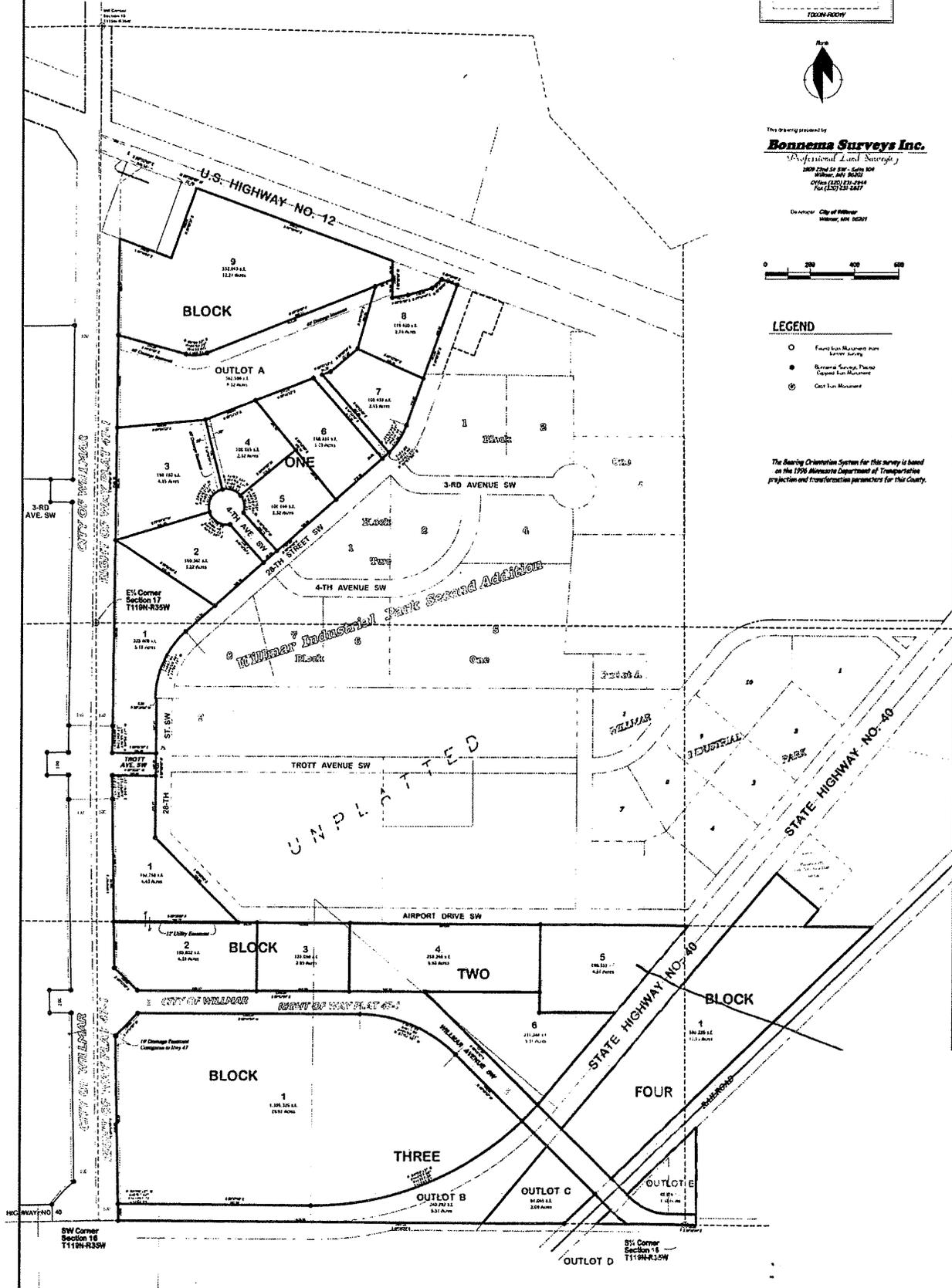
Drawn for: City of Willmar  
Willmar, MN 56201



### LEGEND

- Found Iron Monument from former survey
- Bonnama Survey Points (Survey Iron Monument)
- ⊙ City Lot Monument

The Bearing Orientation System for this survey is based on the 1956 Minnesota Department of Transportation projection and transformation parameters for that County.



# Appendix C

March 1, 2010

Ms. Becky Balk  
Department of Agriculture  
625 North Robert Street  
St Paul, MN 55155

Re: Draft Environmental Assessment for Proposed Land Release of the Former Willmar Municipal Airport,  
Willmar, MN

Dear Ms. Balk:

Enclosed for your review is the Draft Environmental Assessment (EA) for the proposed land release of the former Willmar Municipal Airport. In accordance with the National Environmental Policy Act, the City of Willmar prepared an EA to evaluate the potential physical, environmental, and social impacts of the proposed action.

The Proposed Action in the Draft EA includes the release of the City of Willmar from all Federal obligations associated with the former airfield. This release will allow the City to begin redevelopment of the former airfield into an extension of the Industrial Park. There is one potential impact associated with the release of the former airport and that is an Adverse Effect finding for the potential destruction of historical buildings. Please refer to the Draft EA for more information.

The City will publish a legal notice that offers the public an opportunity to comment and request a public hearing in the local paper.

Subject to the receipt of any information indicating that the proposed project will result in significant impacts on the environment, it is our intention to submit this document to the approving authority, the Federal Aviation Administration (FAA), with a recommendation that the FAA prepare a Mitigated Finding of No Significant Impact (FONSI). After the FAA approves the mitigated FONSI, the land release and future development will proceed.

In order to maintain the project schedule, your written comments are requested by **April 15, 2009**.

Sincerely,

[Click **here** and type your name]  
[Click **here** and type job title]

Mr. Doug Hanson, Chairman  
Kandiyohi County Soil and Water Conservation District  
1005 High Ave NE  
Willmar, MN 56201

Jeff Bredberg, Director  
Kandiyohi County Environmental Services  
County Office Building  
400 Benson Avenue  
Willmar, MN 56201

Mr. Jim Haertel, Supervisor  
Board of Water and Soil Resources  
520 Lafayette Road  
St Paul, MN 55155

Ms. Susan Nedhaug  
Department of Commerce  
85 7<sup>th</sup> Place East, Suite 500  
St Paul, MN 55155

Department of Health  
Environmental Health Division  
Policy, Planning, and Analysis Unit  
625 North Robert Street  
St Paul, MN 55155

Mr. Steve Colvin  
Department of Natural Resources  
Environmental Review Unit  
500 Lafayette Road  
St Paul, MN 55155

Mr. Peter Buchen

Mn/DOT Office of Aeronautics  
222 East Plato Boulevard  
St Paul, MN 55107

Mr. Gerald Larson, Supervisor  
Mn/DOT Office of Environmental Services  
Environmental Assessment Unit  
395 John Ireland Boulevard, MS 620  
St Paul, MN 55155

Environmental Quality Board  
Environmental Review Program  
658 Cedar Street, Room 300  
St Paul, MN 55155

Mr. Dennis Gimmestad  
Government Program and Compliance Officer  
Minnesota State Historic Preservation Office  
345 Kellogg Boulevard West  
St Paul, MN 55102

Mr. Rick Newquist, Supervisor  
Environmental Review Unit  
Pollution Control Agency  
520 Lafayette Road  
St Paul, MN 55155

Mr. Douglas Miller  
USDA - NRCS  
209 West Mulberry Street  
St Peter, MN 56082

Ms. Tamara Cameron  
US Army Corps of Engineers  
Regulatory Functions Branch  
190 Fifth Street East  
St Paul, MN 55101

Mr. Gary Nohrenberg, Director  
USDA - APHIS - WS  
St Paul Downtown Airport  
644 Bayfield Street, Suite 215  
St Paul, MN 55107

Mr. Kenneth Westlake, Chief  
Environmental Planning & Evaluation Unit  
US Environmental Protection Agency  
77 West Jackson Blvd, Mailstop B-19J  
Chicago, IL 60604

US Fish and Wildlife Services  
Twin Cities Field Office ES  
4101 East 80<sup>th</sup> Street  
Bloomington, MN 55425

Ms. Becky Balk  
Department of Agriculture  
625 North Robert Street  
St Paul, MN 55155



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 5

77 WEST JACKSON BOULEVARD

CHICAGO, IL 60604-3590

APR 14 2009

REPLY TO THE ATTENTION OF:

E-19J

FAA Minneapolis  
Airports Dist. Office

Kandice Krull  
Federal Aviation Administration - Minneapolis Airports District Office  
Minneapolis-St. Paul International Airport  
6020 28th Avenue South, Room 102  
Minneapolis, MN 55450-2706

APR 16 2009

Received

Re: U.S. EPA Review of Draft Environmental Assessment for Land Release of the Former Willmar Municipal Airport, City of Willmar, Minnesota (dated March 2009)

Dear Ms. Krull:

In accordance with Section 309 of the Clean Air Act and the National Environmental Policy Act (NEPA), the U.S. Environmental Protection Agency (EPA) has reviewed the above referenced Draft Environmental Assessment (DEA).

The DEA identifies that the City of Willmar is requesting the release from all Federal obligations associated with approximately 560 acres of the former Willmar Municipal Airport from the Federal Aviation Administration (FAA). The purpose of the request is to allow the City to sell the property for redevelopment. The City proposes to redevelop this land as an expansion to the City's Industrial Park. The City of Willmar proposes that redevelopment would occur in two phases.

Phase I would involve demolition of five outbuildings/hangars and runway/taxiway. It also includes construction of new streets and installation of some new water and sanitary sewer main, and a 4-acre storm water pond. Phase II would involve additional infrastructure improvements, including roads, sewers and water, storm water control, and miscellaneous utilities. This would occur as market demand dictates.

Based on our review of the DEA, we recommend the future NEPA document address a number of concerns, including potential impacts to water resources and identification and handling of hazardous materials. The EA identifies that there is the potential for negative impacts to historic features of the Willmar Municipal Airport if the FAA releases the property to the City for industrial development. We recommend that the future NEPA document include the results of FAA's National Historic Preservation Act, Section 106 process for this proposal. In addition, we recommend the project proponents consider using and promoting green building strategies. Green building is the practice of creating structures and using processes that are environmentally responsible and resource-efficient throughout a building's life cycle from siting to design, construction, operation, maintenance, renovation and deconstruction. Our detailed comments are enclosed.

Thank you for the opportunity to comment on the DEA. We look forward to reviewing the future NEPA document for this proposal. If you have any questions, please contact Virginia Laszewski at (312) 886-7501 or at [laszewski.virginia@epa.gov](mailto:laszewski.virginia@epa.gov).

Sincerely,



*for*

Kenneth A. Westlake  
Supervisor  
NEPA Implementation  
Office of Enforcement and Compliance Assurance

Enclosure

cc: Bruce Peterson, AICP, Director of Planning and Development Services, City of Willmar,  
City Office Building, 333 SW 6<sup>th</sup> Street, Box 755, Willmar, Minnesota 56201

## **EPA Comments regarding Draft Environmental Assessment (DEA) for Proposed Land Release of the Former Willmar Municipal Airport, Willmar, Minnesota**

### WETLANDS AND WATER QUALITY

**Wetlands:** The DEA identifies 14 acres of wetlands and County Ditch 10 (a tributary to Hawk Creek) are located on the former Willmar Municipal Airport property. The City will either avoid or minimize wetland impacts, to the fullest extent possible, by using setbacks and vegetative buffers (page 11). It is not clear what mechanism/s the City of Willmar has in place to insure these protective measures will be undertaken during planning, construction and operation of facilities on the proposed release property.

We recommend that the future NEPA document specify the mechanism the City of Willmar has in place to insure that setbacks and vegetative buffers around wetlands will take place in perpetuity. We also recommend the proposed setback width and type of vegetative buffers that would be required be identified. EPA recommends the use of native vegetation for buffers.

**Surface and Ground Water Quality:** The DEA does not identify whether County Ditch 10 and Hawk Creek are impaired water bodies. Nor does it discuss how the City would insure that the water quality of these water bodies will continue to be maintained or enhanced by the siting, construction and operation of the future industries that might locate on the property.

We recommend the future NEPA document identify the water quality status of County Ditch 10 and Hawk Creek. If either water is considered impaired, we recommend the future NEPA document identify the reasons for the impairment. In addition, we recommend the NEPA document identify the measures that the City would take to insure that the water quality of these water bodies will not be diminished due to property development.

EPA also recommends the NEPA document identify and discuss potential impacts to any drinking water supply wells on or near airport property. The fate of the wells should also be addressed.

**FEMA 100-year Floodplain:** Thirty three (33) acres of Federal Emergency Management Agency (FEMA) 100-year floodplain associated with County Ditch 10 occurs on the property. The DEA (page 11) identifies that no development will occur within the designated floodplain. It is not clear how the City will insure that no development will occur within the designated floodplain.

We recommend the future NEPA document identify the mechanism the City of Willmar has in place to ensure that all future proposed development at the site will not occur in the FEMA 100-year floodplain.

### HAZARDOUS MATERIALS

**Underground Storage Tanks (USTs):** We recommend the NEPA document identify whether or not the two underground fuel storage tanks located on the property have ever leaked. If yes, soil in and around these tanks may be contaminated. The DEA identifies (page 8) that the City intends to either sell or demolish these tanks. If applicable, please identify the precautions that will be taken to make sure any contaminated soil would be properly handled and disposed of. In addition, we recommend the future NEPA document provide a figure with current aerial photos of the airport property and study area that identify the location of the two USTs.

**Lead Paint and Asbestos - Existing Buildings:** The NEPA document should identify whether or not the existing buildings have been tested for lead paint and asbestos. If applicable, please describe how those materials will be managed to comply with Federal and state requirements if some or all of the buildings are to be totally or partially demolished.

### HISTORIC PROPERTIES

The EA identifies that there is the potential for negative impacts to historic features of the former Willmar Municipal Airport if the FAA releases the property to the City for industrial development. The main terminal and several hangars are some of the historic properties identified in the DEA. We recommend that the future NEPA document include the results of FAA's National Historic Preservation Act, Section 106 process for this land release proposal.

### GREEN BUILDING

**Industrial Park and New and/or Renovate Existing Buildings:** The City of Willmar proposes that redevelopment would occur in two phases (page 2). Phase I would involve demolition of five outbuildings/hangars and runway/taxiway. It also includes construction of new streets and installation of some new water and sanitary sewer main, and a 4-acre storm water pond. Phase II would involve additional infrastructure improvements, including roads, sewers and drinking water, storm water control, and miscellaneous utilities. This would occur as market demand dictates.

The NEPA document does not identify one or more specific future industries that would be located on the property. However, the NEPA document would be enhanced by including a figure that shows, as much as possible, the proposed layout of the Industrial Park, including location of all wetlands with proposed buffers, water bodies with their 100-year floodplain and proposed vegetative buffers, proposed roads and building lot/s showing maximum build-out footprint/s and parking area/s. The EA would also be enhanced by answering the following questions:

- Will there be street lighting for the Industrial Park? If yes, how will it be designed?
- Will recycled-content materials be used in construction or renovation?
- Will the buildings be designed or retrofitted to be energy efficient?
- Will permeable pavements be considered for incorporation into the project?

We recommend the City consider advancing the use of green building strategies for future industries that would locate at the Industrial Park. Green building is the practice of creating structures and using processes that are environmentally responsible and resource-efficient throughout a building's life cycle from siting to design, construction, operation, maintenance, renovation and deconstruction. This practice expands and complements the classical building design concerns of economy, utility, durability, and comfort. By adopting green building strategies, you can maximize both economic and environmental performance. Green construction methods can be integrated into buildings at any stage, from design and construction, to renovation and deconstruction. Potential benefits of green building can include:

- Environmental benefits: enhanced and protect biodiversity and ecosystems, improve air and water quality, reduce waste streams;
- Economic benefits: reduce operating costs; improve occupant productivity; and,
- Social benefits: enhance occupant comfort and health, minimize strain on local infrastructure.

For additional information regarding green building, we recommend you visit our website [www.epa.gov/greenbuilding/](http://www.epa.gov/greenbuilding/). The future EA would be enhanced by identifying the green building strategies that could be adopted for future industrial park development.

### CONSTRUCTION IMPACTS

The DEA identifies that earth moving equipment will be active on the site during development of the former airport and can result in a temporary increase in noise and dust in the area (page 4).

We recommend the NEPA document identify opportunities for the project proponents to use clean diesel equipment, vehicles and fuels during redevelopment construction. We recommend the project proponents consider implementing one or more of the following measures when feasible:

- Reduce emissions of diesel particulate matter (DPM) and other air pollutants by using particle traps and other technological or operational methods. Control technologies, such as traps, control approximately 80 percent of DPM. Specialized catalytic converters (oxidation catalysts) control approximately 20 percent of DPM, 40 percent of carbon monoxide emissions, and 50 percent of hydrocarbon emissions.
- Ensure that diesel-powered construction equipment is properly tuned and maintained, and shut off when not in direct use.
- Prohibit engine tampering to increase horsepower.
- Locate diesel engines, motors, and equipment as far as possible from residential areas and sensitive receptors (e.g., schools, daycare centers, and hospitals).
- Require low sulfur diesel fuel (<15 parts per million), if available.
- Reduce construction-related trips of workers and equipment, including trucks.
- Lease or buy newer, cleaner equipment (1996 or newer model), using a minimum of 75 percent of the equipment's total horsepower.
- Use engine types such as electric, liquefied gas, hydrogen fuel cells, and/or alternative diesel formulations, if feasible.



# Minnesota Pollution Control Agency

520 Lafayette Road North | St. Paul, MN 55155-4194 | 651-296-6300 | 800-657-3864 | 651-282-5332 TTY | [www.pca.state.mn.us](http://www.pca.state.mn.us)

March 26, 2009

Mr. Bruce Peterson  
Director of Planning and Development Services  
City of Willmar  
City Office Building  
333 SW 6<sup>th</sup> Street, Box 755  
Willmar, MN 56201

RE: Proposed Land Release of the Former Willmar Municipal Airport  
Draft Environmental Assessment

Dear Mr. Peterson:

Thank you for the opportunity to review and comment on the Draft Environmental Assessment (EA) for the proposed release and redevelopment of the former Willmar Municipal Airport. Regarding matters for which the Minnesota Pollution Control Agency (MPCA) has regulatory responsibility and other interests, the MPCA staff has the following comments for your consideration.

## General

The Draft EA was very general in its description of the proposed redevelopment of the site, making it difficult to assess potential environmental impacts that may result from the redevelopment. Our comments are thus limited at this time to the information presented in the report; however, there may be other issues or permit requirements that arise in the future as the redevelopment plan is formulated in greater detail. Also, although it may not have a bearing on permitting issues, it should be noted in the Final EA that Hawk Creek, which flows through the project site, is listed as impaired due to mercury in fish tissue on the MPCA's 2008 303d Impaired Waters List. We recommend you check with our current listing of impaired waters on the MPCA Web site at: <http://www.pca.state.mn.us/water/tmdl/tmdl-303dlist.html>.

## Permits and notifications required

### Solid waste

The demolition of on-site buildings will require the city and/or their contractor to complete the MPCA form titled "*Notification of Intent to Perform a Demolition*." In order to complete the form, an inspection of the building by an asbestos certified contractor/consultant is required. In addition, any hazardous waste items such as mercury switches, PCB ballasts, lead paint, florescent lights, and paint cans, will have to be identified, removed, and disposed of properly. The form needs to be received by the MPCA at least ten days prior to commencement of the demolition in order to allow for a pre-demolition inspection after all potentially hazardous materials have been removed. The demolition materials that cannot be recycled or re-used must be disposed of at an MPCA permitted demolition landfill, a municipal solid waste landfill, or an industrial landfill. If you have any questions regarding demolition issues, or asbestos or lead paint abatement, please contact Derek Pemble at 651-757-2647.

### Tank removal

The Draft EA (page 8) states that there are presently two underground fuel storage tanks (UST) present at the site. No information is given regarding the size of the tanks, or the exact contents or use. Presuming that these are regulated tanks, the tank owner must hire a contractor certified by the MPCA to remove the tanks, and must notify the MPCA at least ten days in advance of removing the tanks. The ten-day

notification form and other information on UST regulations are available on the MPCA's Web site at [http://www.pca.state.mn.us/programs/tanks\\_p.cfm](http://www.pca.state.mn.us/programs/tanks_p.cfm). Soil sampling to check for contamination at the time of tank removal is also required. Please consult the fact sheet "*Planning Ahead for an Underground Storage Tank Removal*" for assistance in the tank removal process (copy enclosed and also available at <http://www.pca.state.mn.us/publications/t-u2-20.pdf>). The city of Willmar should also contact JoAnn Henry at 651-757-2429 to make sure all airport tank records are up-to-date in the MPCA's tanks database.

#### Construction stormwater

Projects that involve disturbance of one acre or more of land require a National Pollutant Discharge Elimination/State Disposal System (NPDES/SDS) Construction Stormwater Permit from the MPCA. As part of the NPDES/SDS Construction Stormwater Permit, the project proposer(s) must create a stormwater pollution prevention plan that explains how they will control stormwater. Information regarding the MPCA's Construction Stormwater Program can be found at the MPCA's Web site at <http://www.pca.state.mn.us/water/stormwater/stormwater-c.html>.

#### Sanitary sewer extension

The Draft EA (page 10) indicates that a combined 9,400 feet of water and sanitary sewer main will be installed in Phase I of the project. No estimated wastewater flow numbers or other detailed information is provided for the proposed sanitary sewer collection system, thus making any comments or conclusions regarding the capacity of the current treatment facility to handle the additional flow, or any other detailed comments difficult. The project will require a Sanitary Sewer Extension Permit; information and forms may be found on the MPCA web site at:

<http://www.pca.state.mn.us/water/permits/index.html#sanitarysewer>, or you may contact Dave Sahli at 651-757-2687 with questions.

#### Water quality certification

Please be aware that if it is determined that a U.S. Army Corps of Engineers (Corps) Clean Water Act (CWA) Section 404 Individual Permit is required for any development related activities, then an MPCA CWA Section 401 Water Quality Certification or waiver must also be obtained as part of the permitting process. The Section 401 Water Quality Certification ensures that the activities will comply with state water quality standards. Any conditions required within the MPCA 401 Certificate are then incorporated into the Corps' 404 Permit. You can find additional information on the MPCA's 401 Certification process at <http://www.pca.state.mn.us/water/401.html>.

#### Potential contamination

A brief search of the MPCA's *What's in my Neighborhood?* and Petroleum Remediation Program mapping tools identified several petroleum tank releases within the project site, as well as tank releases and Voluntary Investigation and Cleanup (VIC) program site(s) in the near vicinity. State law requires that persons properly manage contaminated soil and water they uncover or disturb – even if they are not the party responsible for the contamination. Developers considering construction on or near contaminated properties should begin working early in their planning process with the MPCA's Petroleum Brownfields Program and/or the VIC program to receive necessary technical assistance in managing (investigating, remediating, mitigating, etc.) contamination. For some properties, special construction might be needed to prevent the further spreading of the contamination and/or prevent petroleum vapors from entering buildings or utility corridors. Information regarding the Petroleum Brownfields Program can be found at: [http://www.pca.state.mn.us/programs/vpic\\_p.html#factsheets](http://www.pca.state.mn.us/programs/vpic_p.html#factsheets). Information regarding the VIC program can be found at <http://www.pca.state.mn.us/cleanup/vic.html>.

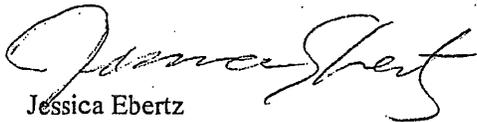
Mr. Bruce Peterson  
March 26, 2009  
Page 3

**Wetlands impacts**

The Draft EA (page 11) states that the project area includes approximately 14 acres of wetlands and that minimization of wetland will occur, to the fullest extent possible, by using setbacks and vegetative buffers. According to the Draft EA, unavoidable wetland impacts will be mitigated in accordance with the Wetland Conservation Act (WCA) and other applicable regulations. In the Final EA, please discuss wetland delineation and how wetland acreage was determined. Please note that MPCA rules governing wetlands (Minn. R. 7050.0186), similar to Corps regulations and the WCA, require that impacts to wetlands be avoided when prudent and feasible alternatives exist. When impacts cannot be avoided, the MPCA rules require impacts to be minimized. Only when efforts to avoid and minimize impacts have been exhausted can compensatory mitigation, as briefly touched upon in the Draft EA, be considered. Because the project site, after building demolition, will be undeveloped, the expectation is that wetland impacts can and will be avoided.

We look forward to receiving your responses to our comments. Please be aware that this letter does not constitute approval by the MPCA of any or all elements of the project for the purpose of pending or future permit action(s) by the MPCA. Ultimately it is the responsibility of the project proposer to secure any required permits and to comply with any requisite permit conditions. If you have any other questions about this letter or the MPCA's environmental review process, please contact me at 651-757-2328.

Sincerely,



Jessica Ebertz  
Planner Principal  
Environmental Review and Feedlot Section  
Regional Division

JE:mbo

cc: Pam Meyer, MPCA, Mankato  
Nathan Groh, MPCA, Marshall  
Dave Sahli, MPCA, St. Paul  
Derek Pemble, MPCA, St. Paul  
JoAnn Henry, MPCA, St. Paul  
Craig Affeldt, MPCA, St. Paul

## Exhibit 1



# Minnesota Department of Natural Resources

RECEIVED JAN 17 2007

500 Lafayette Road  
Natural Heritage and Nongame Research Program, Box 25  
St. Paul, Minnesota 55155-0025

Phone: (651) 259-5109 Fax: (651) 296-1811 E-mail: lisa.joyal@dnr.state.mn.us

January 12, 2007

Ms. Teresa Westerman  
Mid-Minnesota Development Commission  
333 Sixth Street Southwest, Suite 2  
Willmar, MN 56201

Re: Request for Natural Heritage information for vicinity of proposed Willmar Airport Redevelopment and Industrial Park Expansion, T119N R35W Sections 16-18 & 20, Kandiyohi County  
NHINRP Contact #: ERDB 20070461

Dear Ms. Westerman,

The Minnesota Natural Heritage database has been reviewed to determine if any rare plant or animal species or other significant natural features are known to occur within an approximate one-mile radius of the area indicated on the map enclosed with your information request. Based on this review, there are 2 known occurrences of rare species or native plant communities in the area searched (for details, please see the enclosed database printouts and the explanation of selected fields). However, based on the nature and location of the proposed project I do not believe it will affect any known occurrences of rare features.

The Natural Heritage database is maintained by the Natural Heritage and Nongame Research Program, a unit within the Division of Ecological Services, Department of Natural Resources. It is continually updated as new information becomes available, and is the most complete source of data on Minnesota's rare or otherwise significant species, native plant communities, and other natural features. Its purpose is to foster better understanding and protection of these features.

Because our information is not based on a comprehensive inventory, there may be rare or otherwise significant natural features in the state that are not represented in the database. A county-by-county survey of rare natural features is now underway, and has been completed for Kandiyohi County. Our information about native plant communities is, therefore, quite thorough for that county. However, because survey work for rare plants and animals is less exhaustive, and because there has not been an on-site survey of all areas of the county, ecologically significant features for which we have no records may exist on the project area.

The enclosed results of the database search are provided in two formats: short record report and long record report. To control the release of locational information, which might result in the damage or destruction of a rare element, both printout formats are copyrighted.

The short record report provides rare feature locations only to the nearest section, and may be reprinted, unaltered, in an Environmental Assessment Worksheet, municipal natural resource plan, or report compiled by your company for the project listed above. If you wish to reproduce the short record report for any other purpose, please contact me to request written permission. **The long record report includes more detailed locational information, and is for your personal use only. If you wish to reprint the long record report for any purpose, please contact me to request written permission.**

Please be aware that review by the Natural Heritage and Nongame Research Program focuses only on *rare natural features*. It does not constitute review or approval by the Department of Natural Resources as a whole. If you require further information on the environmental review process for other natural resource-

DNR Information: 651-296-6157 • 1-888-646-6367 • TTY: 651-296-5484 • 1-800-657-3929

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related issues, you may contact your Regional Environmental Assessment Ecologist, Todd Kolander, at (507) 359-6073. Thank you for consulting us on this matter, and for your interest in preserving Minnesota's rare natural resources.

Sincerely,

A handwritten signature in cursive script that reads "Lisa Joyal".

Lisa A. Joyal  
Endangered Species Environmental Review Technician

encl: Database search results  
Rare Feature Database Print-Outs: An Explanation of Fields

United States Department of Agriculture



Natural Resources Conservation Service  
209 West Mulberry Street  
St. Peter, MN 56082-2029

*Helping People  
Help the Land*

Phone: (507) 931-2530  
FAX: (507) 931-4619

---

January 18, 2007

Michael Sharp, Community Development Planner  
Mid-Minnesota Development Commission  
333 Sixth Street SW  
Suite 2  
Willmar, MN 56201

Dear Mr. Sharp:

Thank you for the opportunity to review the Airport Redevelopment and Industrial Park Project in Willmar, Minnesota. If federal money is involved, and prime farmland is being converted to non-agricultural use, before construction begins, a FPPA form (AD-1006) should be filled out.

The purpose of the Farmland Protection Policy Act (FPPA) is to minimize the extent that federal programs contribute to the unnecessary and irreversible conversion of prime farmland to non-agricultural uses. The FPPA requires federal agencies involved in projects that may convert farmland, to determine whether the proposed conversion is consistent with FPPA.

I have completed Parts II, IV, and V of the AD-1006 form you sent me. Thank you for sending me the supporting documentation. It certainly expedited the work needed on this end. In addition to the filled out AD-1006, I have appended additional documentation for you: Web Soil Survey of the project area with the Prime and Statewide Important Farmland interpretation displayed in the spatial data.

If there is any additional information you require, please contact me.

Sincerely,

A handwritten signature in cursive script, appearing to read "Douglas Miller".

Douglas Miller  
Area Resource Soil Scientist

Cc: Mike Taylor, District Conservationist, Willmar  
File

U.S. Department of Agriculture

# FARMLAND CONVERSION IMPACT RATING

<b>PART I (To be completed by Federal Agency)</b>		Date Of Land Evaluation Request 1/12/07			
Name Of Project Airport Redevelopment/Industrial Park Expansion		Federal Agency Involved Housing and Urban Development			
Proposed Land Use Industrial Development		County And State Kandiyohi, Minnesota			
<b>PART II (To be completed by NRCS)</b>		Date Request Received By NRCS 1-18-07			
Does the site contain prime, unique, statewide or local important farmland? (If no, the FPPA does not apply -- do not complete additional parts of this form).		Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>	Acres Irrigated 324	Average Farm Size
Major Crop(s) Corn/Soybeans	Farmable Land In Govt. Jurisdiction Acres: 314,800 % 63	Amount Of Farmland As Defined in FPPA Acres: 236,100 % 75		Date Land Evaluation Returned By NRCS 1-18-07	
Name Of Land Evaluation System Used LE	Name Of Local Site Assessment System N/A				
<b>PART III (To be completed by Federal Agency)</b>		Alternative Site Rating			
		Site A	Site B	Site C	Site D
A. Total Acres To Be Converted Directly		728.0			
B. Total Acres To Be Converted Indirectly					
C. Total Acres In Site		728.0	0.0	0.0	0.0
<b>PART IV (To be completed by NRCS) Land Evaluation Information</b>					
A. Total Acres Prime And Unique Farmland		563			
B. Total Acres Statewide And Local Important Farmland		12.4			
C. Percentage Of Farmland In County Or Local Govt. Unit To Be Converted		0.18%			
D. Percentage Of Farmland In Govt. Jurisdiction With Same Or Higher Relative Value		99%			
<b>PART V (To be completed by NRCS) Land Evaluation Criterion</b>					
Relative Value Of Farmland To Be Converted (Scale of 0 to 100 Points)		70	0	0	0
<b>PART VI (To be completed by Federal Agency)</b>		Maximum Points			
Site Assessment Criteria (These criteria are explained in 7 CFR 558.5(b))					
1. Area In Nonurban Use					
2. Perimeter In Nonurban Use					
3. Percent Of Site Being Farmed					
4. Protection Provided By State And Local Government					
5. Distance From Urban Builtup Area					
6. Distance To Urban Support Services					
7. Size Of Present Farm Unit Compared To Average					
8. Creation Of Nonfarmable Farmland					
9. Availability Of Farm Support Services					
10. On-Farm Investments					
11. Effects Of Conversion On Farm Support Services					
12. Compatibility With Existing Agricultural Use					
TOTAL SITE ASSESSMENT POINTS		160	0	0	0
<b>PART VII (To be completed by Federal Agency)</b>					
Relative Value Of Farmland (From Part V)		100	0	0	0
Total Site Assessment (From Part VI above or a local site assessment)		160	0	0	0
TOTAL POINTS (Total of above 2 lines)		260	0	0	0
Site Selected:		Date Of Selection		Was A Local Site Assessment Used?	
Reason For Selection:				Yes <input type="checkbox"/> No <input type="checkbox"/>	

(See Instructions on reverse side)

This form was electronically produced by National Production Services Staff

Form AD-1006 (10-83)



November 18, 2009

Ms. Maria Valencia  
US Army Corps of Engineers  
Regulatory Functions Branch  
190 5th Street East  
St. Paul, MN 55101

**PLANNING AND DEVELOPMENT SERVICES**

City Office Building  
333 SW 6th Street, Box 755  
Willmar, MN 56201

**GENERAL DEPARTMENT & INFORMATION** 320-235-8311  
**DIRECTOR** 320-214-5184  
**PLANNER** 320-214-5195  
**BUILDING OFFICIAL** 320-214-5185  
**BUILDING INSPECTION TECH** 320-214-5187  
FAX: 320-235-4917

Dear Ms. Valencia:

This letter is a follow-up to our telephone conversation of November 13, 2009, during which we discussed several projects at the former Willmar airport and whether any wetland impacts resulted from them. To assist in your review and analysis, the following documents are submitted with this letter:

1. Wetland delineation, addendum, and photos.
2. A map showing delineated wetland areas and projects constructed.
3. Descriptions of the projects.

Upon completion of your review, it is requested that the Corps affirm the wetland delineation and determine if any violation of the Clean Water Act has occurred.

Please note that none of the projects were constructed within any of the delineated wetlands. Appropriate measures were taken to protect wetlands from any adverse impacts. The only project that involved any water course was Kandiyohi County Road #5, which crossed County Ditch #10 (Hawk Creek) using a box culvert. A Section 404 permit was obtained by the County for this project. It should also be noted that the reason any water is visible in many of the wetland photos is because we have received an extraordinary amount of rain over the past 6-7 weeks.

Thank you for your attention to, and assistance on this matter. If you have any questions, I can be reached at 320-214-5184, or at bpeterson@ci.willmar.mn.us.

Sincerely,

Bruce D. Peterson, AICP  
Director of Planning and Development Services

cc: Kandice Krull - FAA Minneapolis ADO  
Mel Odens, Public Works Director



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# Appendix D-1



# Appendix D-2

**SURVEY OF CULTURAL RESOURCES**

**SECTION 106 REVIEW  
LAND RELEASE REQUEST**

**WILLMAR MUNICIPAL AIRPORT**



**WILLMAR, MINNESOTA  
KANDIYOHI COUNTY**

**BMI PROJECT NUMBER T41.22255**

**DECEMBER 2007**

**BY DALE E. MAUL, MS, RPA  
BOLTON & MENK, INC  
BURNSVILLE, MINNESOTA**

**BMI CULTURAL RESOURCES REPORT NUMBER 2007-12  
MINNESOTA ARCHAEOLOGY LICENSE NUMBER 07-021**



**BOLTON & MENK, INC.**  
Consulting Engineers & Surveyors

## ***Summary and Recommendations***

### **A. Main Terminal Hangar**

The main hangar's design is characteristic of hangars constructed in the early to mid-twentieth century. In relation to the other structures there were or are on the site, it is the most prominent representative of the early development of the airfield. Unfortunately, the alternations to the actual hangar space, essentially the creation of a second hangar inside the first, significantly detracts from the original plan. The removal and replacement of the original panel door with the current one in 1989 is a severe alteration. The modern fold-up design is very different in appearance from the original side-sliding doors. In addition, the width of the doorway was cut by fifty percent, a significant change in a character-defining element. As a result of these modifications, the hangar is not eligible for the National Register under Criterion C.

Although its initial design has been modified, the hangar has an interesting history. The hangar's size appears to be primarily the result of the airfield's designation as an emergency landing field. Such a designation required that the airfield construct a facility of ample dimensions to house many of the larger aircraft of the period. In addition, the hangar was constructed under the auspices of the National Youth Administration (NYA). As a New Deal program, the NYA offered communities the dual benefit of public facilities and employment of its youths. These considerations alone, however, do not seem remarkable. The nation had hundreds of emergency landing fields by 1933-1934. Indeed, CWA projects at the time included work on over one thousand airfields, and most of the airports were emergency landing fields. Additionally, construction of airport hangars by the NYA was not unusual in 1941. During the 1941-1942 fiscal year, the NYA constructed thirty-one hangars, and improved twenty-two more. It is not known how many of these hangars survive. Alterations to the Willmar hangar make it an unlikely choice as a representative example of NYA's work. Given these considerations, the hangar does not appear to be eligible for the National Register under Criterion A.

No consequential documentation could be found detailing significant persons associated with the hangar, thus rendering the structure ineligible for the National Register under Criterion B.

### **B. Small Hangar**

The small hangar is characteristic of small hangars/workshops constructed in the 1950's-1960. The roof truss is hidden from view by particle-type ceiling panels. The upper portion of the building has newer style corrugated sheeting panels on the exterior. The metal hangar door, which is a bi-fold out, seems to be a quite newer model. As a result of these modifications, the hangar is not eligible for the National Register under Criterion C.

During the 1950's to the 1960's Aviation was becoming more of a factor not only nationally, but locally in the transportation business. Small General Aviation Airports were developing new businesses in being distributor ships of small aircraft and even some of these airports were on the regional airlines destinations. The small hangar was built for the FBO to work on and repair more aircraft. This building would have housed the Mooney Aircraft, which the Rice's were selling during this time period. The first

Mooney distributorship in Minnesota and eastern North Dakota was given to the Rice's during this period. Small hangars of the late 1950's and 1960's are still found on many General Aviation Airports today across the country. Being a Mooney distributorship, was one of many different aircraft distributorships across Minnesota during the 50's-60's. Given these considerations the hangar does not appear eligible for the National Register under Criterion A.

The small hangar is associated with the business of John and Mary Jane Rice. John Rice is the first Airport Manager hired by the City of Willmar in 1945. Mary Jane is a pioneer female flyer, who took her first flight in 1933. The Airport grew and prospered under the Rice's 38 years of guidance. John Rice had the airport named after him in 1983. John and his wife, Mary Jane are both in the Minnesota Aviation Hall of Fame. Under these considerations, the hangar meets the National Register Criterion B.

While the small hangar has a potential to meet Criterion B, it has lost much of its integrity. The hangar is structurally in very bad shape, with all four corners of the building with structural cracks. The concrete blocks on the west side of the building have deep cracks in at least five areas. The building is beyond restoring and having the opportunity to be re-used.

#### C. Signal Beacon

The signal beacon, while meeting the fifty year minimum (1939-1940) criterion for possible inclusion in the National Register, lacks any outstanding design characteristics that set it apart from other like structures constructed around the middle of the 20<sup>th</sup> century. Additionally, the period of significance for signal beacons appears to be the late 1920's, with the completion of the first lighted transcontinental airway. Two more lighted transcontinental airways, one in the central area of the country and another in the southern region, were completed by 1933. By the early 1930's, night flying in America using signal beacons had become fairly routine. Constructed between 1939 and 1940, the Willmar Municipal Airport signal beacon was built a decade after the important period of development for such structures. Furthermore, no documentation could be located detailing important persons associated with the structure. For these reasons, the Willmar Municipal Airport signal beacon does not qualify for inclusion on the National Register under Criterion A, B, or C.

#### D. Recommendations

No archaeological artifacts or prehistoric manifestations were found on the property.

A recommendation is that the main terminal and signal beacon are not National Register Eligible. The small hangar maybe National Register Eligible under Criterion B, but the structure is in very bad shape.

Recommendation to the SHPO would be "No Historic Properties Affected".

Copies of field notes, photographs and sketch maps are housed at Bolton & Menk, Inc. Burnsville Office.

**Willmar Municipal Airport  
Section 106 Report  
Addendum  
Bolton & Menk Cultural Resources Report 2008-05  
Minnesota Archaeology License Number 08-001  
Bolton & Menk Project Number T41.022255**

December 2007 Bolton & Menk conducted an Section 106 Review for 19.75 acres of Willmar Municipal Airport for the City of Willmar in regards to the airports land release requirements by the Federal Aviation Administration (FAA), Bolton & Menk Cultural Resource Report, 2007-12, Minnesota Archaeology License Number 07-021.

John L. Rice Field, Willmar Municipal Airport contains 716.8 acres and the 2007 archaeological review was conducted for 19.75 acres. The Minnesota State Historic Preservation Office (SHPO) requested the FAA under the Section 106 guidance of the National Historic Preservation Act (NHPA) to complete an archaeological review of the remaining airport property. The SHPO requested the following four areas be addressed in the archaeological portion of an addendum to the report:

1. Narrative of airport boundary, not covered in the 2007 report; including description of soils within the airport boundary.
2. Document and explain why no archaeological artifacts are to be found in the balance of the airport boundary.
3. Provide details on work completed on the property not covered in the December 2007 report.
4. Supplement photos of area not covered in the 2007 report.

The City of Willmar contracted Bolton & Menk to complete the addendum to the 2007 report covering the archaeological section.

**1. Narrative**

The Willmar Municipal Airport (John Rice Memorial Field) is located on the west side of Willmar. This report will use the numbering of parcels making up the airport property first developed by the company named Appraisal Professionals describing the Willmar Airport. The airport is divided up into six parcels, A-E. Refer to Figure 2 for parcel locations.

Parcel A: This represents the most easterly part of the airport property, lying generally southeast of the railroad right-of-way. Encompassing an estimated 63.80 acres, it is comprised of land that has been developed by the city as parkland. Physically, it is a combination of three smaller tracts bisected by Willmar Avenue and 22<sup>nd</sup> Street Southwest, but with generally similar uses. Site improvements include recreational facilities (softball and baseball fields, tennis courts, walking/running trails, playground improvements) along with typical ancillary improvements (lighting, scoreboards, parking, fences). In addition, the northeast corner of this parcel includes a city well. There are also a number of structures (picnic shelters, concessions, storage, water reservoir tank, well houses, etc.) built on the property.

Parcel B: This parcel is a tract of land located north of Willmar Avenue and between the railroad right-of-way and Trunk Highway 40. It has long been utilized as the City of Willmar's maintenance facility. Total land area is estimated to encompass 14.60 acres. A building site is located on the northerly part of the site, with various yard storage uses accounting for the rest of it. The majority of

hadn't heard of anything coming from this area, but over by Foot Lake some folks had found an arrowhead".

The cut area and the plowed area were extremely wet and sticky. The cut banks in Parcel C & E were mixed soils of varying hardness. These soils were indicative of soils that have been mixed by other activities, such as building and rebuilding of the airport runways. The cuts and grading in the far south of Parcel E and north of Parcel D had standing water in them. The soil below the plow zone was very black, sticky and clayey. The very north section of Parcel E, east of Parcel F had soil conditions in it very similar to those found in the southern section of this parcel. Wet, sticky and clayey were the predominate components of these soils.

Most of the soils observed are very organic, wet and lack any distinction. No rocks, pebbles, or sand was noted in any of the cuts or grading sections. No historic or archaeological artifacts were encountered on the surface, cuts or road grading sections.

#### **4. Photographs From 2007**

The following photographs depict the conditions of sections of the airport outside of the 19.75 acre section reviewed in 2007.

Photo No. 1: Terminal area, background is Parcel B.

Photo No. 2: West of the Terminal Area, note the dark black soil.

Photo No. 3: Southwest of the Terminal Area, utility trenches were reviewed.

Photo No. 4: Parcel C with Industrial Park in background.

Photo No. 5: Portions of Parcel C & E.

Photo No. 6: Southern portion of Parcel C, looking west at TH 40.

Photo No. 7: Looking southwest at Parcel E.

Photo No. 8: Looking northwest at Parcel C & E.

Photo No. 9: Looking southwest toward western end of Parcel E.

Photo No.10: Southern area of Parcel C & E.

#### **Conclusion**

A large portion of the land comprising the original Willmar Municipal Airport has been disturbed by manmade activities. Parcels A & B comprise many municipal structures and recreational facilities. Parcels C & E have had the land and soils altered to aviation activities, such as hangars, terminal, taxiway, main runway, and cross wind runways. Parcels D & F contain soils indicative of the wet tall

grass prairie. Limited pedestrian survey of the area outside of the 19.75 acres reviewed the grading for roads, trenches for utilities and the plowing of agricultural activities.

The Phase I survey for contaminated soils indicated how much the land had been altered due to the various runway constructions for the past 40-50 years. The 2007 survey witnessed just how wet the land was in sections, with standing water in some of the utility trenches. Three pedestrian transects were walked on Parcels C & E in an east-west fashion. No archaeological or historical artifacts were found.

We request that no further archaeological investigation be conducted for the original Willmar Municipal Airport properties.

# Appendix D-3

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**DETERMINATION OF NATIONAL REGISTER ELIGIBILITY  
FOR THE WILLMAR MUNICIPAL AIRPORT/JOHN L. RICE FIELD,  
KANDIYOHI COUNTY, MINNESOTA**

Submitted to the City of Willmar  
July 2008

SHPO Review #2008-1132

Prepared by  
Susan Granger and Scott Kelly  
Gemini Research, Morris, Minnesota

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After the war Newstrom's projects included serving as construction engineer and architect for the Calhoun Beach Club in Minneapolis and for the Edgewater Beach Building Corporation in Willmar.

Newstrom was married in 1913 to Agnes C. Anderson of Minneapolis. Her parents had also been born in Sweden. The Newstroms had two children, Audrey and William.

## ■ EVALUATION AND RECOMMENDATION

### NATIONAL REGISTER CRITERION A

Gemini Research recommends that a portion of the Willmar airport property meets the eligibility requirements for National Register Criterion A that are outlined in the statewide historic context document "Federal Relief Construction in Minnesota, 1933-1941" (Anderson 1990/1993/2002). This eligibility pertains to the 1941 terminal's significance as an important National Youth Administration (NYA) project. The eligibility requirements met include the following:

- federal New Deal funds used for the property (the terminal) (Requirement 1)
- construction of the property (the terminal) was completed during the New Deal (Requirement 2)
- the property (the terminal) provided "a particularly important change in the existing transportation pattern," which may be represented by "an airport which was newly developed or significantly expanded" (Requirement 3a)

In this case, the 1941 terminal significantly expanded aviation in the community, in part by being sufficiently large and well-developed to attract top aviators and aviation business to Willmar. Construction of the terminal represented an early, critical step in the development of a very successful modern airport, and the facility served the airport for many decades.

- the property (the terminal) possesses "integrity of location, design, setting, materials, workmanship, feeling, and association" with a setting that "should reflect the general character of the period of significance" (Requirement 4) (Anderson 1990/1993/2002).

A property like the Willmar airport terminal that is eligible for the National Register under Criterion A (broad patterns of history) or Criterion B (an important person) can generally sustain more alteration than can a property eligible under Criterion C (architecture or engineering), as long as the property continues to clearly convey its historic design, function, and associations.

While the main door of the terminal hangar was altered in 1989, Gemini Research recommends that the characteristic design elements of the Streamline Moderne style are still evident, in part because the metal door (and the infill panels that flank it) were inserted between, and sit back from, the piers, thereby respecting the massing and projections of the main facade. In addition, the other three sides of the building exterior retain fair to good historic integrity with no additions (other than the timber ADA ramp), original rooflines,

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## PROJECT RESULTS

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original wall surfaces, original door openings, and original window openings, many of which retain steel industrial sash.

While the main interior hangar space was altered in the 1970s with an enclosed parts and office area and an interior partition wall and ceiling, it is recommended that sufficient clear space exists for the original hangar to continue to convey its original design, purpose, and historical associations, and that the important wooden roof trusses, built in the Willmar NYA training center, are still clearly visible, further enabling the building to convey its historic design, functions, and associations.

Requirement 3b: It is not known whether the main terminal hangar meets the statewide New Deal context study's Requirement 3b – the requirement that the property represent “the only known example in the state of a particular category of resource within this property type.” However, Gemini Research recommends that it is safe to assume that the terminal is one of *few* remaining examples of an NYA-constructed hangar, and of an NYA-constructed building of any kind. It is also likely that the large, complex wooden trusses represent a rare surviving example of the work of an NYA work skills training center.

Willmar's main terminal is also one of few hangars of substantial size that remain in Minnesota from the 1930s and 1940s, and is therefore an uncommon surviving example of society's first major investment in this property type. This investment was made to tap the benefits of the new field of aviation, to increase the country's transportation infrastructure, to stimulate the early aviation industry, to provide badly-needed jobs during the Depression, and to prepare the country for World War II.

### NATIONAL REGISTER CRITERION B

Gemini Research also recommends that a portion of the Willmar airport meets National Register Criterion B, properties that are associated with the lives of persons significant in our past, because of strong associations with John L. Rice, an individual who has made significant contributions to the development of aviation in Minnesota. It is further recommended that the airport's associations with lifelong aviator Mary Jane Rice be evaluated at some point in the future.

### BOUNDARY OF THE ELIGIBLE PROPERTY

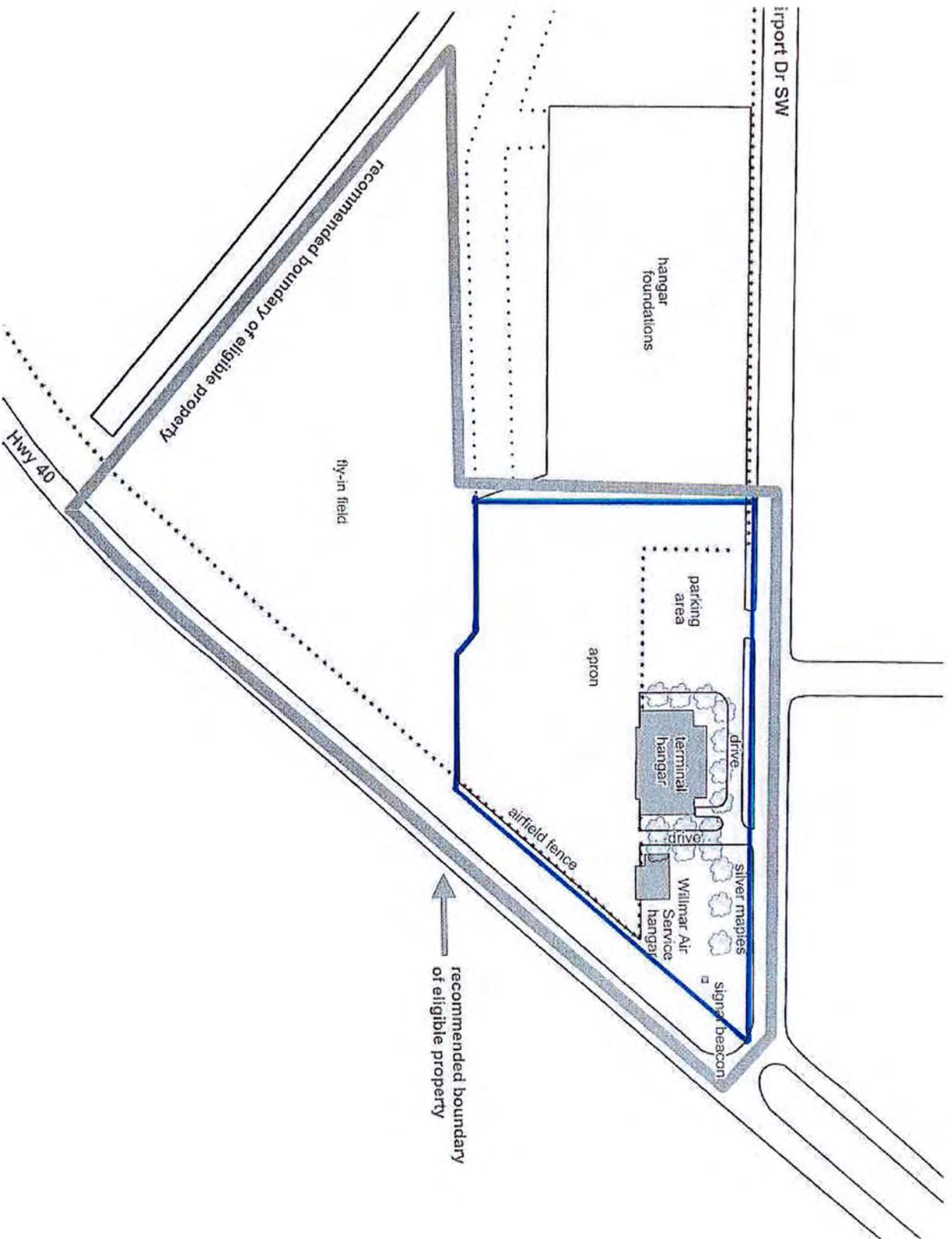
It is recommended that the airport's hangar area – including the main terminal, signal beacon, Willmar Air Service hangar, and nearby landscape elements (e.g., apron, airfield fence, parking area, drive, green space with mature plantings, and fly-in field) – retains sufficient physical integrity to convey the airport's historic design, functions, and significant associations. It is recommended that the rest of the airport is too altered to meet National Register integrity guidelines.

The recommended boundary of the eligible property, a parcel of about 13 acres, is shown on Figures 49 and 50 of this report. Portions of the airport that have been altered since the historic period have been excluded. (The boundary was determined with guidance from *National Register Bulletin 21: Defining Boundaries for National Register Properties*.)

**AREA AND PERIOD OF SIGNIFICANCE**

It is recommended that the Area of Significance is Transportation and that the Period of Significance begins in 1941, the year the terminal hangar was built, and ends in 1958, which is 50 years ago (as per National Register guidelines). It is recommended the property is significant on a statewide level.

# Appendix D-4



recommended boundary of eligible property

# Appendix D-5

**FEDERAL AVIATION ADMINISTRATION  
DOCUMENTATION OF SECTION 106 FINDING OF  
ADVERSE EFFECT  
SUBMITTED TO THE STATE HISTORIC PRESERVATION OFFICER  
PURSUANT TO 36 CFR Section 800.6(a)(3)  
Willmar Municipal Airport Land Release**

**1. DESCRIPTION OF THE UNDERTAKING**

The City of Willmar is requesting the release of land that constituted the former Willmar Municipal Airport (John L. Rice Field). In September 2006, the City of Willmar relocated its municipal airport to a site approximately two miles west of the former airfield. The intent of the proposed project is to redevelop the old airport as an expansion to the City's Industrial Park, which is located immediately adjacent to the site and is nearing capacity.

**2. AREA OF POTENTIAL EFFECT (APE)**

The Area of Potential Effect (APE) for the initial Section 106 investigation was comprised of 19.75 acres at the eastern end of the previous airport grounds. After consultation with the State Historic Preservation Officer (SHPO), the APE was expanded to include the entire airport property and adjacent land areas (see Appendix A attached).

**3. EFFORTS TO IDENTIFY HISTORIC PROPERTIES**

In December 2007, Bolton and Menk, Inc. completed a Survey of Cultural Resources that covered 19.75 acres of the airport site. The FAA used this study to make a preliminary finding of No Historic Properties Affected (see Appendix B attached). In response to comments received from the SHPO, two additional studies (an addendum to the Survey of Cultural Resources and a Determination of National Register Eligibility Report) were completed to further investigate the potential for historic properties on the airport site.

Using soil data and previous site visits, Bolton and Menk, Inc. completed an addendum to the Survey of Cultural Resources in August 2008 to investigate the entire airport property for potential archaeological sites. The survey did not uncover any archaeological or historical artifacts. Due to the soil type and previous disturbance, the possibility for locating any archaeological or historical artifacts is minimal.

Gemini Research completed a Determination of National Register Eligibility report for the Willmar Municipal Airport in July 2008. Gemini Research utilized various information sources including:

- A previous cultural resource study (Gardner and Roise 1998);
- Eligibility criteria for New Deal properties outlined in the 1990 Statewide Historic Context Study on New Deal Federal relief properties (Anderson 1990/1993/2002);
- Guidelines for Evaluating and Documenting Historic Aviation Properties (Millbrooke et al. 1998);
- Resources of the Kandiyohi County Historical Society;
- Back issues of Willmar newspapers;
- Interviews with Mary Jane Rice;
- Materials at the Minnesota Historical Society;
- Secondary sources; and
- Fieldwork.

**4. DESCRIBE AFFECTED HISTORIC PROPERTIES**

Gemini Research inventoried the following features identified on the previous airport site:

- Signal Beacon:
  - Constructed of bolted steel and supported by below ground footings
  - Built in 1939/1940 and relocated in 1946 to current location
  - Unaltered structure except for a new beacon light fixture installed in 1958
- Main Terminal Hangar:

- Designed by Oscar Newstrom and built by a local crew of young men hired by the National Youth Administration (NYA) in 1941
- Example of Streamline Moderne architectural style that was popular in the US around 1930
- Has a central arch-roofed hangar block that measures 100' x 100' and is flanked by two identical wings (12' x 78') that have slightly pitched shed roofs hidden by parapet walls
- Constructed of smooth concrete block and reinforced by concrete block pilasters with slightly rounded corners
- Originally covered with corrugated metal, the upper arched endwalls and the roof now consist of painted corrugated metal and corrugated metal covered by asphalt, respectively
- Three windows, the pedestrian doors, garage door, and hangar door have been replaced
- Apron:
  - Built in 1949
  - Extends from the airport's eastern boundary westward to the taxiway and T-hangar
  - Approximately seven aircraft tie-downs along the eastern and southern sides of the apron
- Airfield Fence:
  - Installed in 1948
  - Chain-link fence with steel posts topped with somewhat decorative finials
- Parking Area:
  - Located immediately west of the main terminal and measures 100' x 180'
  - Bituminous with concrete curb and gutter that appears to date from the 1950s
- Plantings:
  - Includes turf grass, silver maples, a mature Spirea Van Houtte hedge aligned with the eastern property line and green ash trees
- Fly-in Field and Runway Clear Zone:
  - 6.5-acre grass field
  - Part of the extended runway safety area (southern side)
  - Extra aircraft parking with tiedowns (northern side)
- Secondary Runway (Runway 18-36):
  - Built in 1948, a 3,562' long x 250' wide runway aligned with the magnetic north-south
  - No longer clearly discernible
- Windssock and Segmented Circle Marker:
  - Located near the intersection of the principal and secondary runways
  - Tapered steel structure with concrete counterweight attached about three feet from the ground and installed in 1948
  - Segmented circle that surrounds the windssock is about 112' in diameter and built in 1975
  - Paint on the segmented circle removed after airport closure
- Willmar Air Service Hangar:
  - Designed by Mary Jane and John Rice and constructed in 1955
  - Located about 40' east of the main terminal
  - Built of smooth concrete blocks that are painted white on the exterior
  - Central portion of the hangar measures 50' x 50'
  - Original hangar door replaced in 1989
- Principal Runway (Runway 10-28):
  - Originally 3500' long x 75' wide when constructed in 1958
  - Extended to 5700' long x 100' wide in 1970
  - 1,300' of the eastern portion removed for the construction of County Road 47.
- VOR Ground Station:
  - Ground-based electronic device that transmits VHF signals in all directions for navigation
  - Installed in early 1960 and located about 400' north of the center of the taxiway
  - Consists of a small circular riveted steel building that is about 8' tall
- T-hangar Foundations:
  - Concrete foundations located west of the main terminal that were built 1960-1980
  - Demolished after airport closure in 2006
- Taxiway:
  - Built in 1989,

- 6,560' long x 50' wide bituminous strip aligned north of and parallel to the principal runway
- Eastern 2,200' removed for the construction of County Road 47

The airport's hangar area - including the main terminal hangar, signal beacon, Willmar Air Service hangar, and nearby landscape elements – retains sufficient physical integrity to convey the airport's historic design, functions, and significant associations. The main terminal hangar meets the eligibility requirements for National Register Criterion A due to the 1941 terminal's significance as an important NYA project. While the main door of the terminal building was altered in 1989, the characteristic design elements of the Streamline Moderne style are still evident. The other three sides of the building exterior retain fair to good historic integrity with no additions. The main terminal hangar is one of few hangars of substantial size that remain in Minnesota from the 1930s and 1940s and is therefore an uncommon surviving example of society's first major investment in this property type.

The William Air Service hangar area meets National Register Criterion B, properties associated with the lives of persons significant in our past, because of strong associations with John L. Rice. John L. Rice was an individual who made significant contributions to the development of aviation in Minnesota.

The recommended boundary of the eligible property, which encompasses about 2.88 acres, is shown on Figures 2 and 3 (Appendix A).

#### **5. DESCRIBE THE UNDERTAKING'S EFFECTS ON HISTORIC PROPERTIES**

There is a potential for negative impacts to the historic features of the former Willmar Municipal Airport if the property is released for industrial development. Though there is a party interested in purchasing the main terminal hangar as is, they do not want to be limited in future expansion that could alter the historical aspects of the building. In addition, the plans for the remaining historical features are unknown and will likely be demolished as part of future development.

#### **6. EXPLAIN APPLICATION OF CRITERIA OF ADVERSE EFFECT -- INCLUDE CONDITIONS OR FUTURE ACTIONS TO AVOID, MINIMIZE OR MITIGATE ADVERSE EFFECTS**

The criteria for adverse effect as stated in 36 CFR § 800.5 does apply to the Willmar airport hangar area. More specifically, the proposed land release will result in:

1. Physical destruction of, or damage to, all or part of the property:
  - a. The identified historic properties will not have any protection once the land is released.
  - b. Future development could likely result in destruction of the identified historical properties.
2. Alteration, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access, that is not consistent with the Secretary's Standards for Rehabilitation and applicable guidelines:
  - a. The potential buyer of the main terminal hangar has expressed interest in future expansion/remodeling that will impact the historical features of the building.
3. Change of the character of the property's use or physical features within the property's setting that contributes to its historic significance:
  - a. The City plans to develop the former airport property into an industrial park.
  - b. This development will change the setting of the historic properties.
4. Introduction of visual, atmospheric, or audible elements that diminish the integrity of the property's significant historic features:
  - a. The development of an industrial park will introduce new visual and audible elements that will diminish the integrity of the historic properties.
  - b. These new elements include roadways, traffic, and industrial buildings.
5. Transfer, sale or lease of property out of federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance:
  - a. The release of the land by the FAA and the City of Willmar will remove all protection for the historic properties.
  - b. Without the addition of an easement, the FAA cannot control what happens to the property once it is released.

## **7. SUMMARY OF CONSULTING PARTIES AND PUBLIC VIEWS**

The SHPO concurred with the evaluation and historic boundary completed by Gemini Research in a September 10, 2008 letter. In addition, the SHPO recommended the inclusion of a preservation easement on the identified historic property to protect the property from future destruction. In response to this letter, the FAA reduced the historic boundary and encouraged the City of Willmar to consider adding a preservation easement to the property in a September 30, 2008 letter. The City of Willmar, in an email dated October 7, 2008, decided against the inclusion of a preservation easement on the property.

The FAA will issue an updated Finding once additional information is received from the SHPO, consulting parties and the public.

## **APPENDIX**

- Appendix A - Figures
  - Figure 1 – Area of Potential Effect
  - Figure 2 – Historic Property Boundary in comparison to original historic boundary
  - Figure 3 – Historic Property Boundary on aerial photo
- Appendix B - Correspondence
  - March 3, 2008 Correspondence from SHPO
  - September 10, 2008 Correspondence from SHPO
  - September 30, 2008 Correspondence from the FAA
  - September 30, 2008 Invitations to become consulting parties
  - October 7, 2008 Email from the City of Willmar
- Appendix C – Legal Notice

# Appendix D-6



U.S. Department  
of Transportation  
**Federal Aviation  
Administration**

Great Lakes Region  
Minneapolis Airports District Office  
6020 28<sup>th</sup> Ave S, Room 102  
Minneapolis, MN 55450

November 10, 2008

Mr. Dennis A. Gimmestad  
Government Programs and Compliance Officer  
Minnesota State Historic Preservation Office  
345 Kellogg Boulevard West  
Saint Paul, MN 55102

Re: Land Release of Former Willmar Municipal Airport (John L. Rice Field), Kandiyohi  
County, MN

Dear Mr. Gimmestad:

The purpose of this letter is to confirm the date for the first mitigation meeting for the Willmar Municipal Airport land release project. The meeting, scheduled for Wednesday November 19, 2008, will begin with a tour of the historic properties at the former airport and conclude at the Willmar City Office Building (333 SW 6<sup>th</sup> Street, Willmar, MN). Enclosed is an agenda and map.

The Advisory Council on Historic Preservation and the Preservation Alliance of Minnesota declined to participate as consulting parties for this project (see-attached letters). However, the Preservation Alliance of Minnesota did include comments for the record. I have not received any public comments as of this date.

In addition, I have included a copy of a letter received from your office dated October 30, 2008. We can discuss the issues mentioned in this letter during the November 19 meeting.

If you have any additional questions, please do not hesitate to contact me at (612) 713-4362 or [Kandice.Krull@faa.gov](mailto:Kandice.Krull@faa.gov).

Sincerely,

Kandice Krull  
Environmental Protection Specialist  
FAA - Minneapolis Airport District Office  
[Kandice.Krull@faa.gov](mailto:Kandice.Krull@faa.gov)

Enclosures

CC: MNDOT  
City of Willmar



# Preservation Alliance of Minnesota

"... to preserve, protect and promote Minnesota's historic resources"

FAA Minneapolis  
Airports Dist. Office

November 5, 2008

NOV 06 2008

Kandice Krull  
Federal Aviation Administration  
Minneapolis Airport District Office  
6020 28<sup>th</sup> Avenue South, Room 102  
Minneapolis, MN 55450

Received

*Executive Director*  
Bonnie McDonald

*Board of Directors*  
*Chair*  
Will Stark  
*Vice Chair*  
Amy Douma  
*Secretary*  
Claire Stokes  
*Treasurer*  
MaDonna Stevermer, CPA

Jeffrey Allman  
Laura Faucher, AIA  
Tim Griffin  
David Kelliher  
Mary Alice Kopf  
Michael Logan  
Ann Meyer  
Todd Nelson  
Ron Schirmer, Ph.D.  
Robert Schmitz  
Sandy Thompson  
Sarah Voigt  
Lyssa Washington  
Mary Wingerd, Ph.D.  
JeriLynn Young

*MN Advisors to the  
National Trust for  
Historic Preservation*  
Roger Brooks, Ph.D.  
Carolyn Sundquist

*Advisors*  
Nina Archabal -  
Director, Minnesota  
Historical Society  
Britta Bloomberg -  
Deputy State Historical  
Preservation Officer

*Honorary Director*  
Richard T. Murphy, Sr.

*Administrative Assistant*  
Kelli Andre

*Field Representative*  
Erin Hanafin Berg

*Volunteer Coordinator*  
Marvel Anderson

Re: Finding of Adverse Effect for the Land Release of Former Willmar  
Municipal Airport (John L. Rice Field), Kandiyohi County, MN

Dear Ms. Krull:

I am replying to your letters dated September 30, 2008 and October 17, 2008. While the Preservation Alliance of Minnesota declines the invitation to be a consulting party to the land release of the former Willmar Municipal Airport project, I do wish to share our comments and have them entered into the record as the FAA, City of Willmar, and the State Historic Preservation Office proceed with the mitigation process.

The Alliance holds six preservation easements on buildings throughout the state and we are intimately aware of the responsibilities that property owners incur with such easements. We hope that the City of Willmar will reconsider its position that a preservation easement would unduly burden and restrict future development. It is true that preservation easements exist in perpetuity and require conscientiousness on the part of the owner and the easement holder, but the actual terms of the easement agreement are negotiated between the parties and does not need to cause an undue burden, as feared by the City. The Alliance holds an easement on a property in Red Wing, for example, where the *Secretary of the Interior's Standards for the Treatment of Historic Properties* apply to the two principal facades of the building but the local historic district guidelines are applied to the remaining facades, offering some flexibility in the design changes to those facades.

I wish to emphasize this point, that an easement does not freeze the historic building in time. Changes may occur if they are reviewed and found by the easement holding organization to meet the tenets of the agreement. The easement would not restrict alterations to the interior of the building unless stated in the easement agreement. Also, a preservation easement may allow an owner to take a tax deduction, thus improving the economic viability of the reuse proposal. While the City of Willmar apparently has identified a potential owner who seems

219 Landmark Center, 75 West Fifth Street, Saint Paul, MN 55102  
(651) 293-9047 ❖ [www.mnpreservation.org](http://www.mnpreservation.org)

Page 2

Kandice Krull

November 5, 2008

opposed to the easement, there may be other potential buyers who would welcome the chance to work within the tenets of an easement agreement and respect the historic characteristics of the property.

If the FAA and SHPO determine that there is no option but to proceed with mitigation, we urge the extensive documentation and public interpretation of the resources affected. Also, infill guidelines that are sensitive to the historic character of the outlying airport features, including the runways, should be developed to preserve a sense of the original setting. While the FAA and SHPO cannot require the Willmar Heritage Preservation Commission to designate the airport buildings as local landmarks, we wish to acknowledge that local designation of the historic airport buildings would also offer a level of protection. We would encourage mitigation to include a designation study and public workshops to explore the feasibility of such designation.

Thank you for taking these comments into consideration, and please contact me if you have any questions.

Sincerely,



Erin Hanafin Berg,  
Field Representative

cc: Bruce Peterson, City of Willmar  
Dennis Gimmestad, Minnesota State Historic Preservation Office  
Kandiyohi County Historical Society  
Terry Marsh, Minnesota Aviation Hall of Fame  
Sandra Forsman, Air National Guard Museum  
Pat Kytola, Minnesota Transportation Museum  
Susan Granger, Gemini Research  
Don Klima, Advisory Council on Historic Preservation



The Preservation Alliance of Minnesota's field services  
are provided through a partnership with the  
National Trust for Historic Preservation.

**NATIONAL  
TRUST  
FOR  
HISTORIC  
PRESERVATION**



FAA Minneapolis  
Airports Dist. Office

610

NOV 04 2008

Received

**State Historic Preservation Office**

October 30, 2008

Ms. Kandice Krull  
Federal Aviation Administration  
MSP ADO, Room 102  
6020 28<sup>th</sup> Avenue South  
Minneapolis, MN 55450-2706

Re: Land Release – Willmar Municipal Airport, John L. Rice Field, for the expansion of the City's Industrial Park  
Willmar, Kandiyohi County  
SHPO Number: 2008-1132

Dear Ms. Krull:

As you know, we last wrote your office on 10 September 2008 regarding the above-proposed undertaking.

We have received and reviewed the additional information you have submitted, including your letters of 30 September 2008 and 17 October 2008. We have the following comments at this time:

1. Item #2 and Appendix A of your "Documentation of Section 106 Finding of Adverse Effect" delineate the area of potential effect (APE) for the project. Item #1 indicates that the APE is composed of the entire airport property and adjacent land areas. This definition reflects our consultation. However, it is not clear if the map included in Appendix A adequately encompasses adjacent land areas. Perhaps we can address this issue during our meeting in Willmar on 19 November.
2. Your letter of 30 September 2008 discusses the boundary of the historical property. You have proposed a smaller land parcel than that recommended in the evaluation report completed by Gemini Research. It appears to us that the inclusion of the apron and the fly-in field in the eligible area is based on their historic function and integrity, and, on this basis, we conclude that the boundary recommended in the evaluation report is valid. That said, it may be possible to define a smaller area within the overall eligible parcel as an appropriate area for a conservation easement.
3. Your letter of 17 October 2008 indicates that the City of Willmar feels that a conservation easement on the historic area would be an undue burden on the city and would restrict future development of the property. As we have discussed previously, transfer of the parcel without such easements or conditions would constitute a potential adverse effect on the historic properties.

4. The historic area comprises a small part of the overall airport property. This area, which includes the Main Terminal Hanger, the Willmar Air Service Hanger, and associated structures, has important associations with the history of aviation in west central Minnesota, with aviators John and Mary Jane Rice, and with the New Deal work relief programs of the 1930s and early 1940s. Properly rehabilitated, these buildings could function well as a distinctive part of an industrial park, and they could be a strong historic asset to the city as a whole. Rehabilitation work could qualify for the federal rehabilitation tax incentives for historic properties.

5. We understand that FAA is initiating consultation about a potential adverse effect of this undertaking. With the integration of these historic aviation buildings into the development strategy for the industrial park, and the inclusion of conditions with the property transfer, this adverse effect could be avoided. We look forward to consulting with FAA and other interested parties in exploring this and other alternatives as part of this review.

Contact Dennis Gimmestad at 651-259-3456 with questions or concerns.

Sincerely,



Britta L. Bloomberg  
Deputy State Historic Preservation Officer

cc: Bruce Peterson, City of Willmar  
Erin Hanafin Berg, Preservation Alliance of Minnesota  
Kandiyohi County Historical Society  
Terry Marsh, Minnesota Aviation Hall of Fame  
Sandra Forsman, Air National Guard Museum  
Pat Kytola, Minnesota Transportation Museum  
Susan Granger, Gemini Research



Preserving America's Heritage

October 29, 2008

Kandice Krull  
Environmental Protection Specialist  
FAA – Minneapolis Airport District Office  
6020 28<sup>th</sup> Avenue S, Room 102  
Minneapolis, MN 55450

Ref: *Proposed Willmar Municipal Airport Land Release Project*  
*Kandiyohi County, Minnesota*

Dear Ms. Krull:

On October 21, 2008, the Advisory Council on Historic Preservation (ACHP) received your notification and supporting documentation regarding the adverse effects of the referenced undertaking on a property or properties listed or eligible for listing in the National Register of Historic Places. Based upon the information you provided, we have concluded that Appendix A, *Criteria for Council Involvement in Reviewing Individual Section 106 Cases*, of our regulations, "Protection of Historic Properties" (36 CFR Part 800), does not apply to this undertaking. Accordingly, we do not believe that our participation in the consultation to resolve adverse effects is needed. However, if we receive a request for participation from the State Historic Preservation Officer (SHPO), Tribal Historic Preservation Officer, affected Indian tribe, a consulting party, or other party, we may reconsider this decision. Additionally, should circumstances change, and you determine that our participation is needed to conclude the consultation process, please notify us.

Pursuant to 36 CFR §800.6(b)(1)(iv), you will need to file the final Memorandum of Agreement (MOA), developed in consultation with the Minnesota State Historic Preservation Office (SHPO) and any other consulting parties, and related documentation with the ACHP at the conclusion of the consultation process. The filing of the MOA and supporting documentation with the ACHP is required in order to complete the requirements of Section 106 of the National Historic Preservation Act.

Thank you for providing us with your notification of adverse effect. If you have any questions or require our further assistance, please contact Blythe Semmer at 202 606-8552 or via e-mail at bsemmer@achp.gov.

Sincerely,

LaShavio Johnson  
Historic Preservation Technician  
Federal Permitting, Licensing and Assistance Section  
Office of Federal Agency Programs

ADVISORY COUNCIL ON HISTORIC PRESERVATION

1100 Pennsylvania Avenue NW, Suite 803 • Washington, DC 20004  
Phone: 202-606-8503 • Fax: 202-606-8647 • achp@achp.gov • www.achp.gov

## **Legal Notice Placed in West Central Tribune**

The Willmar Municipal Airport is planning to undertake a project that will release the former airport property for development. The project is located in the city of Willmar, in Kandiyohi County, Minnesota. The proposed action affects the former airport's hangar area (which includes the main terminal, signal beacon, Willmar Air Service hangar, and nearby landscape elements), which were found to be eligible for listing on the National Register of Historic Places. The Federal Aviation Administration has issued a Finding of Adverse Effect for the project, due to the potential for destruction of the historical properties during future development. In accordance with the National Historic Preservation Act, the views of the public are being sought regarding the effect of the proposed project on the historic elements as per 36 CFR §§ 800.2(d), 800.3(e) and 800.6(a)(4). Pursuant to 36 CFR § 800.6(a) (4), the documentation specified in 36 CFR § 800.11 (e) is available for inspection at the City Office Building located at 333 SW 16<sup>th</sup> Street, Willmar, MN 56201. This documentation serves as the basis for the Federal Aviation Administration's adverse effect finding. Please reply to the contact listed below. Please reply no later than Friday November 21, 2008.

Kandice Krull  
Federal Aviation Administration – MSP ADO  
Environmental Protection Specialist  
6020 28<sup>th</sup> Avenue South, Room 102  
Minneapolis, MN 55450  
612-713-4362  
[Kandice.Krull@faa.gov](mailto:Kandice.Krull@faa.gov)



U.S. Department  
of Transportation  
**Federal Aviation  
Administration**

Great Lakes Region  
Minneapolis Airports District Office  
6020 28<sup>th</sup> Ave S, Room 102  
Minneapolis, MN 55450

October 17, 2008

Mr. Don Klima  
Director, Office of Federal Agency Programs  
Advisory Council on Historic Preservation  
1100 Pennsylvania Avenue NW, Suite 803  
Washington, DC 20004

Re: NHPA Adverse Effect Finding Associated with the Land Release of Former  
Willmar Municipal Airport (John L. Rice Field) Project, Kandiyohi County, MN

Dear Mr. Klima:

The Federal Aviation Administration (FAA) intends to proceed with the above project in Kandiyohi County, Minnesota. In accordance with 36 CFR § 800.6(a)(1), you are hereby notified of the Adverse Effect finding (see attached 36 CFR § 800.11(e) documentation) and are requested to be a consulting party to seek ways to avoid, minimize or mitigate any adverse effects on historic properties. Please respond with your comments to the FAA within 15 days.

The City of Willmar is requesting the release of land that constituted the old Willmar Municipal Airport (John L. Rice Field). In September 2006, the City of Willmar relocated its municipal airport to a site approximately two miles west of the former airfield. The intent of the proposed project is to redevelop the former airport property into an industrial park. As per historical aspects of this project, it is the FAA's finding that the Area of Potential Effect for the project includes the former airfield and the area immediately surrounding it.

Three cultural resource studies completed for this project are enclosed with this letter for your review. The archaeological assessment, completed by Bolton and Menk in August 2008, did not identify any archaeological or historical artifacts. Due to the soil type and previous disturbance, the possibility for locating any archaeological or historical artifacts is minimal. Gemini Research completed a "Determination of National Register Eligibility" report for the Willmar Municipal Airport in July 2008. Aboveground resources considered eligible for listing in the National Register of Historic Places include the airport's hangar

area – including the main terminal, signal beacon, Willmar Air Service hangar, and nearby landscape elements – which retains sufficient physical integrity to convey the airport’s historic design, functions, and significant associations.

The main terminal hangar meets the eligibility requirements for National Register Criterion A due to the 1941 terminal’s significance as an important National Youth Administration (NYA) project. The airport hangar area meets National Register Criterion B properties associated with the lives of persons significant in our past, because of strong associations with John L. Rice. John L. Rice was an individual who made significant contributions to the development of aviation in Minnesota.

The FAA’s application of the criteria for Adverse Effect, as stated in 36 CFR § 800.5, resulted in an “adverse effect” finding. The proposed land release will result in:

1. Physical destruction of, or damage to, all or part of the property:
  - a. The identified historic properties will not have any protection once the land is released.
  - b. Future development could likely result in destruction of the identified historical properties.
2. Alteration, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access, that is not consistent with the Secretary’s Standards for Rehabilitation and applicable guidelines:
  - a. The potential buyer of the main terminal hangar has expressed interest in future expansion/remodeling that will affect the historical features of the building.
3. Change of the character of the property’s use or physical features within the property’s setting that contributes to its historic significance:
  - a. The City plans to develop the former airport property into an industrial park.
  - b. This development will change the setting of the historic properties.
4. Introduction of visual, atmospheric, or audible elements that diminish the integrity of the property’s significant historic features:
  - a. The development of an industrial park will introduce new visual and audible elements that will diminish the integrity of the historic properties.
  - b. These new elements include roadways, traffic, and industrial buildings.
5. Transfer, sale or lease of property out of federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property’s historic significance:
  - a. The release of the land by the FAA and the City of Willmar will remove all protection for the historic properties.
  - b. Without the addition of an easement, the FAA cannot control what happens to the property once it is released.

Please respond with your comments on any of the identified historic resources or potential impacts incurred because of this project to the FAA within 15 days. If you have any questions regarding this matter, please feel free to contact me at (612) 713-4362 or by email at [Kandice.Krull@faa.gov](mailto:Kandice.Krull@faa.gov). Thank you in advance for your attention to this matter.

Sincerely,

Kandice Krull  
Environmental Protection Specialist  
FAA - Minneapolis Airport District Office  
612-713-4362  
Kandice.Krull@faa.gov

Enclosures

CC: Kandiyohi County Historical Society  
Commemorative Air Force Minnesota Wing  
Minnesota Air National Guard Foundation  
Minnesota Transportation Museum  
Preservation Alliance of Minnesota  
SHPO  
MNDOT  
City of Willmar  
Bolton and Menk



U.S. Department  
of Transportation  
**Federal Aviation  
Administration**

Great Lakes Region  
Minneapolis Airports District Office  
6020 28<sup>th</sup> Ave S, Room 102  
Minneapolis, MN 55450

October 17, 2008

Mr. Dennis A. Gimmestad  
Government Programs and Compliance Officer  
Minnesota State Historic Preservation Office  
345 Kellogg Boulevard West  
Saint Paul, MN 55102

Re: Land Release of Former Willmar Municipal Airport (John L. Rice Field), Kandiyohi  
County, MN

Dear Mr. Gimmestad:

The purpose of this letter is to confirm the date for the first mitigation meeting for the Willmar Municipal Airport land release project. The meeting, scheduled for Wednesday November 19, 2008, will begin with a tour of the historic properties at the former airport and conclude at the Willmar City Office Building (333 SW 6<sup>th</sup> Street, Willmar, MN). Enclosed is an agenda and map.

The Advisory Council on Historic Preservation and the Preservation Alliance of Minnesota declined to participate as consulting parties for this project (see-attached letters). However, the Preservation Alliance of Minnesota did include comments for the record. I have not received any public comments as of this date.

In addition, I have included a copy of a letter received from your office dated October 30, 2008. We can discuss the issues mentioned in this letter during the November 19 meeting.

If you have any additional questions, please do not hesitate to contact me at (612) 713-4362 or [Kandice.Krull@faa.gov](mailto:Kandice.Krull@faa.gov).

Sincerely,

Kandice Krull  
Environmental Protection Specialist  
FAA - Minneapolis Airport District Office  
[Kandice.Krull@faa.gov](mailto:Kandice.Krull@faa.gov)

Enclosures

CC: MNDOT  
City of Willmar



U.S. Department  
of Transportation  
**Federal Aviation  
Administration**

Great Lakes Region  
Minneapolis Airports District Office  
6020 28<sup>th</sup> Ave S, Room 102  
Minneapolis, MN 55450

October 17, 2008

Ms. Patricia Kytola  
Minnesota Transportation Museum  
193 Pennsylvania Avenue East  
St. Paul, MN 55101

Re: Adverse Effect Finding for the Land Release of Former Willmar Municipal Airport (John L. Rice Field) Project, Kandiyohi County, MN

Dear Ms. Kytola:

This letter is to inform all invited consulting parties that the Federal Aviation Administration (FAA) is issuing a Finding of Adverse Effect (Finding) for the land release of the former Willmar Municipal Airport project. Attached is a copy of the Finding.

Subsequent to the previous correspondence from the FAA (letter dated September 30, 2008) the City of Willmar determined that including a preservation easement on the airport property would result in an unduly burden on the City and restrict future development of the property. Due to this decision, the FAA is now pursuing a Finding of Adverse Effect for the project.

To start the mitigation process, a meeting is scheduled for Wednesday November 19, 2008 at the Willmar City Office Building (333 SW 6<sup>th</sup> Street, Willmar, MN). An agenda and supporting documentation will be sent out at least two weeks before the meeting.

If you are interested in joining as a consulting party, please notify the FAA by November 1, 2008. If we do not receive your response, we will assume that your agency or organization does not want to participate in this project. However, a reasonable extension for additional time to respond will be granted upon request.

If you have any questions regarding this matter, please feel free to contact me at (612) 713-4362 or by email at [Kandice.Krull@faa.gov](mailto:Kandice.Krull@faa.gov). Thank you in advance for your input.

Sincerely,

Kandice Krull  
Environmental Protection Specialist  
FAA - Minneapolis Airport District Office  
612-713-4362  
Kandice.Krull@faa.gov

Enclosures

CC: Kandiyohi County Historical Society  
Minnesota Air National Guard Foundation  
Preservation Alliance of Minnesota  
Commemorative Air Force MN Wing  
SHPO  
MNDOT  
City of Willmar  
Bolton and Menk  
ACHP



Bruce Peterson  
<bpeterson@ci.willmar.mn.us  
>

10/07/2008 03:03 PM

To

cc

bcc

Subject Willmar land release

History:

✉ This message has been replied to and forwarded.

Kandice,

Thank you for the recent letter regarding the status of our requested land release for the former airport land. Although it is the preference of the FAA to seek a conservation easement for the former terminal building/site, it is the position of the City of Willmar that such an easement would unduly burden and restrict our ability to market the property to another user. A buyer has been identified that intends to maintain the building in its current condition, at least initially. They have told the City that they want the option of making substantial changes in the future.

For that reason, the City requests that a meeting be arranged as soon as possible between the City, FAA, and SHPO to formulate a mitigation plan for the terminal building/site. If I need to be an integral player in setting up the meeting let me know. Otherwise, if you give me a choice of a couple of dates and times I will make it fit my schedule.

Thanks again for your attention to this matter. The City looks forward to a prompt resolution of the mitigation issue.

Bruce



U.S. Department  
of Transportation

**Federal Aviation  
Administration**

Great Lakes Region  
Minneapolis Airports District Office  
6020 28<sup>th</sup> Ave S, Room 102  
Minneapolis, MN 55450

September 30, 2008

Ms. Sandra Forsman  
Minnesota Air National Guard Foundation  
Air National Guard Museum  
670 General Miller Drive  
Saint Paul, MN 55111-0598

Re: Request to Become Consulting Party for the Land Release of Former Willmar Municipal Airport (John L. Rice Field) Project, Kandiyohi County, MN

Dear Ms. Forsman:

The Federal Aviation Administration (FAA) intends to proceed with the above project in Kandiyohi County, Minnesota. Section 106 of the National Historic Preservation Act requires Federal agencies to take into account the effects of their undertakings on historic properties. In accordance with 36 CFR 800.2(c), you are hereby requested to be a consulting party to identify historic properties potentially affected by the undertaking, assess its effect and seek ways to avoid, minimize or mitigate any adverse effects on historic properties. Please respond with your comments to the FAA within thirty (30) days.

The City of Willmar is requesting the release of land that constituted the old Willmar Municipal Airport (John L. Rice Field). In September 2006, the City of Willmar relocated its municipal airport to a site approximately two miles west of the former airfield. The intent of the proposed project is to redevelop the old airport into an industrial park.

As per historical aspects of this project, it is FAA's preliminary finding that the "area of potential effect" (APE) for the project includes the former airfield and the area immediately surrounding it (see-attached map).

Three cultural resource studies completed for this project are included with this letter for your review. The archaeological assessment, completed by Bolton and Menk in August 2008, did not identify any archaeological or historical artifacts. Due to the soil type and previous disturbance, the possibility for locating any archaeological or historical artifacts is minimal.

Gemini Research completed a "Determination of National Register Eligibility" report for the Willmar Municipal Airport in July 2008. Aboveground resources considered eligible for listing in the National Register of Historic Places identified in that report include:

- Signal Beacon:
  - Constructed of bolted steel and supported by below ground footings, the tapered structure was erected in 1939/1940.
  - Relocated in 1946 to the current location.
  - Unaltered structure except for a new beacon light fixture installed in 1958.
  
- Main Terminal Hangar:
  - Designed by Oscar Newstrom and built by a local crew of young men hired by the National Youth Administration (NYA) in 1941.
  - Example of the Streamline Moderne architectural style that was popular in the U.S. around 1930.
  - Flanked by two identical wings (12' x 78') that have slightly pitched shed roofs hidden by parapet walls on the north and south elevations, the main hangar consists of a central arch-roofed hangar block that measures 100' x 100'.
  - Constructed of smooth concrete block and reinforced by concrete block pilasters with slightly rounded corners.
  - Originally covered with corrugated metal, the upper arched endwalls and the roof now consist of painted corrugated metal and corrugated metal covered by asphalt, respectively.
  - Replaced items: three windows, the pedestrian doors, garage door, and hangar door.
  
- Willmar Air Service Hangar:
  - Designed by Mary Jane and John Rice, constructed in 1955 and located about 40' east of the main terminal.
  - Built of smooth concrete blocks that are painted white on the exterior, the central portion of the hangar measures 50' x 50'.
  - Original hangar door replaced in 1989.

The airport's hangar area - including the main terminal, signal beacon, Willmar Air Service hangar, and nearby landscape elements – retains sufficient physical integrity to convey the airport's historic design, functions, and significant associations. The main terminal hangar meets the eligibility requirements for National Register Criterion A due to the 1941 terminal's significance as an important National Youth Administration (NYA) project. The airport hangar area meets National Register Criterion B properties associated with the lives of persons significant in our past, because of strong associations with John L. Rice. John L. Rice is an individual who has made significant contributions to the development of aviation in Minnesota.

The FAA's preliminary application of the criteria for adverse effect as stated in 36 CFR 800.5 resulted in a potential for an "adverse effect" finding. The proposed land release will result in:

1. Physical destruction of, or damage to, all or part of the property.
2. Alteration, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access, that is not consistent with the Secretary's Standards for Rehabilitation and applicable guidelines.
3. Change of the character of the property's use or physical features within the property's setting that contributes to its historic significance.

4. Transfer, sale or lease of property out of federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance.

To avoid an adverse effect finding, the FAA proposes to include a conservation easement on the historic property. This easement will provide optimal protection of the historical properties, while allowing the city to continue to develop the remaining airport property into an industrial park.

Please respond with your comments on any of the identified historic resources or potential impacts incurred because of this project to the FAA within thirty (30) days. If we do not receive your response within thirty (30) days, we will assume that your agency or organization believes that there will be no significant effects due this project or that you wish to offer no opinions concerning this project. However, should you find that an extension to respond is required, a reasonable amount of time will be granted upon request. In addition, if we do not receive your response within thirty (30) days, your agency or organization will not receive any further information on the project unless the scope of work changes. If you have any questions regarding this matter, please feel free to contact Kandice Krull of the FAA at (612) 713-4362. Thank you in advance for your input.

Sincerely,

Kandice Krull  
Environmental Protection Specialist  
FAA - Minneapolis Airport District Office  
612-713-4362  
Kandice.Krull@faa.gov

Enclosures

CC: Commemorative Air Force Minnesota Wing  
Kandiyohi County Historian  
Minnesota Transportation Museum  
Preservation Alliance of Minnesota  
SHPO  
MNDOT  
City of Willmar  
Bolton and Menk



U.S. Department  
of Transportation

**Federal Aviation  
Administration**

Great Lakes Region  
Minneapolis Airports District Office  
6020 28<sup>th</sup> Ave S, Room 102  
Minneapolis, MN 55450

September 30, 2008

Mr. Dennis A. Gimmestad  
Government Programs and Compliance Officer  
Minnesota State Historic Preservation Office  
345 Kellogg Boulevard West  
Saint Paul, MN 55102

Re: Land Release of Former Willmar Municipal Airport (John L. Rice Field), Kandiyohi  
County, MN

Dear Mr. Gimmestad:

The Federal Aviation Administration (FAA) is providing additional information to the Minnesota State Historic Preservation Office (SHPO) in response to the letter dated September 10, 2008 concerning the following report: "Determination of National Register Eligibility for the Willmar Municipal Airport/John L. Rice Field, Kandiyohi County, Minnesota" completed by Gemini Research. Below is updated information related to the proposed historic property boundary, suggested mitigation, archaeological findings and requested actions for the SHPO and the City of Willmar. Further development of the airport property cannot resume until the completion of the Section 106 process.

### **Background**

The City of Willmar is requesting that the FAA release the land that constituted the old Willmar Municipal Airport (John L. Rice Field) for development. In September 2006, the City of Willmar relocated its municipal airport to a site approximately two miles west of the former airfield. The intent of the proposed project is to redevelop the old airport into an industrial park. As part of the NEPA process, the FAA is attempting to determine the impacts associated with the release and future development of the former Willmar Municipal Airport.

### **Historic Property Boundary**

Gemini Research developed the boundary for the historical property at the Willmar Municipal Airport without consulting the FAA. After reviewing the boundary, the FAA has found the boundary to be excessive. The FAA has reduced the boundary to include the main hangar, the Willmar Air Service Hangar, the beacon, and parts of the parking area, apron, fence, and entry area (see attached map). The new boundary incorporates the historical aspects of the former airport while retaining some integrity of the setting and allows for future development.

**Suggested Mitigation**

Given the historical value of the main hangar, the FAA would prefer to pursue a conservation easement for the reduced boundary. This easement will provide optimal protection of the historical properties, while allowing the city to continue to develop the remaining airport property into an industrial park. The easement will not prevent the land from being sold but will ensure adequate preservation of the historical integrity of the properties.

**Archaeological Findings**

The archaeological assessment, completed by Bolton and Menk in August 2008, did not identify any archaeological or historical artifacts. Due to the soil type and previous disturbance, the possibility for locating any archaeological or historical artifacts is minimal.

**Requested Action**

The FAA requests that the SHPO review the additional information provided and provide comments regarding the reduced boundary, archaeology report, and proposed easement. We look forward to continuing to work with you on a successful resolution to the proposed project and potential impacts.

This letter also informs the City of Willmar of the reduced boundary and the preference of the FAA to pursue a conservation easement. The FAA requests that the City provide comments on these matters. Further development of the airport property cannot resume until the completion of the Section 106 process.

If you have any additional questions, please do not hesitate to contact me at (612) 713-4362 or [Kandice.Krull@faa.gov](mailto:Kandice.Krull@faa.gov).

Sincerely,

Kandice Krull  
Environmental Protection Specialist  
FAA - Minneapolis Airport District Office  
612-713-4362  
[Kandice.Krull@faa.gov](mailto:Kandice.Krull@faa.gov)

Enclosures

CC: City of Willmar  
MNDOT  
Bolton and Menk



Minnesota  
Historical Society

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610 —

FAA Minneapolis  
Airports Dist. Office

State Historic Preservation Office

SEP 12 2008

September 10, 2008

Received

Mr. Daniel Millenacker  
Community Planner  
Federal Aviation Administration  
Great Lakes Region  
Minneapolis Airports District Office  
6020 28<sup>th</sup> Avenue South, Room 102  
Minneapolis, MN 55450

Re: EA – Land Release, Willmar Municipal Airport (19.75 acres) – John L. Rice Field  
Expansion of the City's Industrial Park  
Willmar, Kandiyohi County  
SHPO Number: 2008-1132

Dear Mr. Millenacker:

We last wrote you on 3 March 2008 regarding the above referenced proposal, recommending further evaluation of the buildings at the Willmar Airport.

We have now received and reviewed the report of the evaluation of the airport that has been completed by Gemini Research. The report recommends that an area of the airport meets National Register criteria. We concur with this determination.

We would recommend that preservation conditions, most often in the form of a conservation easement, be developed as part of the transfer process. If these conditions are adequate, the transfer could be judged to have "no adverse effect" for Section 106 purposes under 36CFR800. Otherwise, the transfer could have an adverse effect, and further consultation and mitigation would need to be addressed.

We should also discuss an appropriate level of public involvement for this review.

We look forward to working with you as this review proceeds. Contact us at 651-259-3456 with questions or concerns.

Sincerely,

  
Dennis A. Gimmestad  
Government Programs & Compliance Officer

cc: Susan Granger, Gemini Research  
Tom Cinadr, SHPO

FAA  
Airports Dist. Off.



MAR 04 2008 MINNESOTA HISTORICAL SOCIETY  
State Historic Preservation Office

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March 3, 2008

Mr. Daniel Millenacker  
Community Planner  
Federal Aviation Administration  
Great Lakes Region  
Minneapolis Airports District Office  
6020 28<sup>th</sup> Avenue South, Room 102  
Minneapolis, MN 55450

Re: EA – Land Release, Willmar Municipal Airport (19.75 acres) – John L. Rice Field, for the expansion of the City's Industrial Park  
T119 R35 S17, Willmar, Kandiyohi County  
SHPO Number: 2008-1132

Dear Mr. Millenacker:

Thank you for the opportunity to review and comment on the above project. It has been reviewed pursuant to the responsibilities given the State Historic Preservation Officer by the National Historic Preservation Act of 1966 and the Procedures of the Advisory Council on Historic Preservation (36CFR800).

We have the following comments on this proposal:

1. The proposed area of potential effect does not meet Section 106 requirements. The proposed land transfer is 19.75 acres. It appears to us that the APE needs to include this entire area, plus any other areas that could be directly or indirectly affected by the transfer.
2. At this time, we do not concur with the results of the evaluation of the buildings at the location. The evaluation of these buildings appears to be largely focused on the fact that they are not unique on a regional or national level. Uniqueness is not required for National Register eligibility. The evaluation also asserts that poor condition or cost of rehabilitation is a factor in determining eligibility. These factors may relate to decisions about rehabilitation, but they are not relevant to the question of historic significance.

These three buildings need to be further evaluated, both as a historic district, and for their individual significance, including their role in the local transportation context. The Multiple Property Documentation Form on depression era properties should also be consulted. The evaluation of the area as a historic district should compare the current complex with the historic plan of the airport, including runways and other features.

We look forward to working with you to complete this review. Contact us at 651-259-3456 with questions or concerns.

Sincerely,

Dennis A. Gimmestad  
Government Programs & Compliance Officer