

SUSTAINABLE DEVELOPMENT CASE STUDIES UPDATED

THE FLAMBEAU MINE A CASE STUDY IN SUSTAINABLE DEVELOPMENT



Yellow Coneflowers at the reclaimed Flambeau Mine site.

Background

The Flambeau Mine, owned and operated by Flambeau Mining Company, a wholly owned subsidiary of Kennecott Minerals Company, was a short-term copper and gold mining project. Located about 1.7 miles south of the City of Ladysmith in northern Wisconsin, and 140 feet from the Flambeau River, the mine was the first metallic sulfide mine to be permitted under Wisconsin's modern mining laws. From its inception, the four-year project was planned to create positive benefits to the surrounding communities that are self-sustaining and exemplify best practice in mineral development.

The Flambeau orebody was discovered in 1968. The governmental and local communities associated with the project were the State of Wisconsin, Rusk County, City of Ladysmith and Town of Grant. Attempts at permitting the project during the early 1970s planned for an 11-year life of mine with a 300-foot deep open pit, tailings management facility, concentrator and the open pit reclaimed as a lake. Community concerns related to ore processing on site, environmental protection of the Flambeau River and leaving the open pit as a lake led Flambeau to reevaluate project alternatives.

The company resumed permitting of the Flambeau project during the mid-1980s. The concerns expressed during the initial attempts at permitting were addressed by redesigning the project with a smaller pit, eliminating the on-site concentrator and tailings management facility, and backfilling the open pit to the original land surface as part of the site closure and reclamation plan.

The Flambeau River, located adjacent to the mine site, is designated as a warm water sport fishery. The river is an important resource to the local communities by providing recreation, tourism, wildlife habitat and aesthetic appeal. The protection of the Flambeau River was the cornerstone of the project's success as

well as Flambeau's commitment to biodiversity and sustainable development of the mine site. Throughout the project the Flambeau River remained fully protected.

Sustainable development was a major factor in the overall design, operation and closure of the project and included the following features:

- Mining in as small a footprint as possible covering only 181 acres;
- Utilization of a state-of-the-art water treatment facility, which produced over 600 million gallons of high quality water, discharged to the Flambeau River;
- Minimizing environmental impacts through use of high-density polyethylene liners, leachate collection systems, treatment of contact water and sorting waste rock;
- Controlling the formation of Acid Rock Drainage (ARD) from high sulfide waste rock and backfill material;
- Backfilling the open pit in the same geologic sequence and establishing on-site native plant communities for wildlife habitat and hiking trails for passive recreation; and
- Reclaiming the mine site to an environmentally stable condition with sustainable biodiversity.

Local Agreement

A Local Agreement and Conditional Land Use Permit were established in August 1988 between Flambeau and the three local governments, Rusk County, City of Ladysmith, and Town of Grant. The agreement and permit were important in establishing the foundation for sustainable development providing guarantees to the local communities regarding:

- Hiring of Employees – Flambeau and its contractors committed to hire at least 75 percent of employees from within ten miles of the Rusk County border. Flambeau averaged over 80 percent local hire during the project.
- Visitors Observation Area – Flambeau agreed to provide an area to allow visitors to park and observe the mining operation. The Flambeau Visitors Center was located on the topsoil stockpile providing a clear view of the operation and site reclamation. Over 125,000 visitors observed the operation and reclamation of the Flambeau Mine over five years.
- Hours of Operation – Blasting, crushing and rail shipping were limited only to daylight hours, Monday through Saturday.
- Guarantee of Private Off-site Wells – Flambeau agreed to test potable wells within a Well Guarantee Area. During the project, there were no wells within the guarantee area that failed to be suitable for human use.
- Right of First Refusal – The local governments have the first right of refusal based on the highest bid received on any property being sold by Flambeau.

SUSTAINABLE DEVELOPMENT CASE STUDIES UPDATED

- Revenues to Local Governments – One-time construction payments of \$100,000 were paid to the local governments.

Additionally, there were annual “first dollar” payments of \$100,000 to all three governments and additional payment guarantees to Rusk County. Payments were indexed according to an inflation indicator. Net proceed taxes from the operation of the Flambeau Mine also returned to the local governments.

Operation

Flambeau received permits to operate from the Wisconsin Department of Natural Resources in January 1991 and began construction that spring. The first shipment of ore left the site in May 1993 and the final ore was removed from the site in August 1997. Over 1.8 million tons of ore were removed from the open pit resulting in 181,000 tons of copper, 334,000 ounces of gold, and 3.3 million ounces of silver being produced.

Safety Performance

Flambeau employees worked the entire project without incurring a lost time injury and without any significant environmental incidents. The Wisconsin Safety Council honored Flambeau with the Wisconsin Corporate Safety Award for exemplary safety performance.

Reclamation and Closure

Reclamation of the site began during the fall of 1996 with the initiation of sequential backfilling of the open pit, which was substantially complete by the fall of 1997. During 1998, the contours of the site were reestablished, topsoil replaced, wetlands constructed, and seeding and planting were initiated. The majority of seeding and planting was completed by year-end 1999. Flambeau has since received acceptance of its Notice of Completion by the Wisconsin Department of Natural Resources.

During 2003, Flambeau removed a portion of the rail spur located on the mine site to address a source of copper detected in runoff from this area. The rail ballast material had become contaminated with fine particles of ore from spillage during loading and staging of the rail cars before shipment offsite. This area is scheduled to be reclaimed during early 2004 and may become integrated into an equestrian trail system currently under discussion with the Flambeau Riders, Inc.

Economic Development

During 1998, Flambeau requested a modification of its reclamation plan to retain the rail spur, administration building, water treatment plant and adjacent 32 acres as an industrial outlet. A lease agreement had already been developed in May 1997 between Flambeau and the Ladysmith Community Industrial Development Corporation to provide sustainable economic opportunities for

reuse of these facilities. They have since been subleased by the development corporation to the Wisconsin Department of Natural Resources as their Ladysmith Service Center and Xcel Energy as a storage facility for electric line maintenance equipment.

Conservation Trails

Early during the project, the company and the City of Ladysmith entered into an agreement that allowed the city to establish a system of recreational hiking trails on company-owned property. A separate four-mile trail system has been established on the reclaimed mine site through a cooperative effort with the City of Ladysmith. The trails showcase the reclamation of the mine site and pass through prairie grassland, woodlands, and high-quality wetlands. The reclaimed mine site trails were opened to public use in the fall of 2001. During 2003, Flambeau initiated a community health and wellness program, the Flambeau Fitness Incentive Program, providing fitness incentives for high trail user-miles.



The reclaimed Flambeau Mine site provides opportunities to educate the public on mine reclamation and closure.



Visitors utilizing the public trail system at Flambeau for a day of bird watching (June 2001).

SUSTAINABLE DEVELOPMENT CASE STUDIES UPDATED

Net Proceed Taxes

A number of economic opportunities were provided to the communities as a result of Flambeau making payments of Net Proceed Taxes to the State of Wisconsin. In total, Flambeau paid over \$14 million in taxes to the state. The local communities were able to apply for these monies for projects to offset mining impacts and enhance economic opportunities. The local communities received over \$11 million of mining funds and were able to double that amount through leveraging of grants and matching funds. The communities have put the money to use to develop and retain industries in the area. As a result, 500 jobs were either created or retained within Rusk County. The new county tax base as a result of the projects is estimated to be \$6.5 million.

Community Contributions

Additional improvements within the communities included a new \$1.3 million library which was funded from a \$500,000 donation from Flambeau and \$500,000 from taxes paid by Flambeau. Flambeau contributed \$30,000 towards playground equipment for the Ladysmith Elementary School. The new Rusk County Visitors Center was partially funded from taxes paid by Flambeau. Flambeau donated and moved the Visitors Center that overlooked the mine while in operation to the Rusk County Historical Society grounds. A number of other community contributions were made by the Flambeau Mine, including donating a fire truck to the city volunteer fire department and a greenhouse to a local high school that is used by students to assist in mine reclamation.

Flambeau continues to support sustainable development through protecting the environment and assisting the local communities. During 2000, a commitment was made by the company to preserve the natural state of Flambeau property adjacent to the Flambeau River.



Protected area management has been provided by KMC's commitment to preserve undeveloped Flambeau River frontage property as part of the Wisconsin Northern Rivers Initiative.

Flambeau properties adjacent to the mine site that were former gravel pits have been improved through grading and seeding, creating open space for public use. Flambeau has established an annual \$2,000 scholarship program for graduating students from the four Rusk County schools.

On September 2, 2002, a devastating tornado of F3 force selectively destroyed the main street business center in the host City of Ladysmith. Flambeau personnel assisted with the cleanup efforts by donating materials and labor. Damages were estimated to be over \$20 million; fortunately, no one was seriously injured.



Before mining (1991)



During mining (1996)

SUSTAINABLE DEVELOPMENT CASE STUDIES UPDATED



After mining (2002)

Over ten acres of high quality wetlands were constructed to replace and enhance biodiversity of the area.

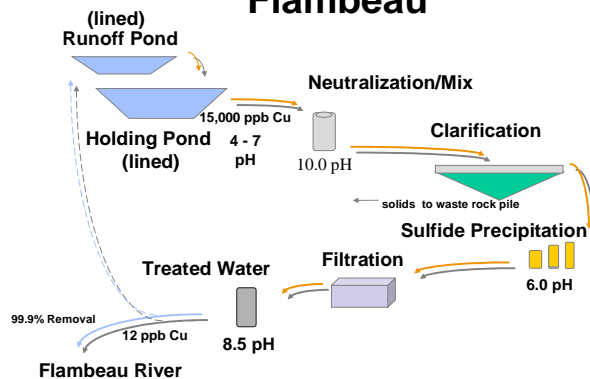


8.5 Acre Constructed Wetland at Flambeau (1999)

Environmental Performance

The cornerstone for success of the Flambeau Mine was the water treatment process. All water that came into contact with disturbed areas and ARD generated by the Type I sulfide waste rock was collected and treated before being discharged into the Flambeau River.

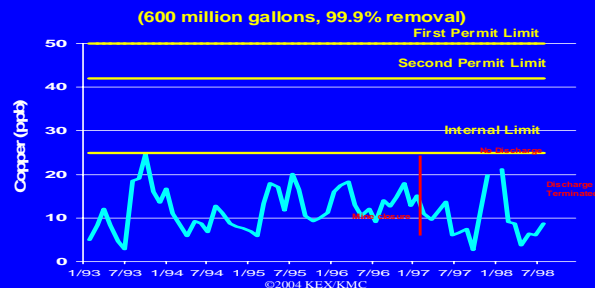
Successful Water Treatment at Flambeau



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Schematic of the Water Treatment Process utilized at Flambeau.

Water Treatment Plant Discharge Quality March 1993 - August 1998



Water Treatment Plant discharge far exceeded all discharge limits in the NPDES Permit by meeting internal limits set by Flambeau.

Over 600 million gallons of water was discharged during the life of the project with 99.99% removal of copper prior to discharge to the Flambeau River. At all times, the Flambeau River water quality remained fully protected.

Community Support

During permitting of the Flambeau project, opponents of the project protested the Flambeau project. In response, the local communities formed a group known as the Environmentally Responsible Mining Group to have a voice as well and to show support of the Flambeau project.

SUSTAINABLE DEVELOPMENT CASE STUDIES UPDATED



A yellow-headed blackbird resting in the 8.5 acre wetland at Flambeau. This is the first time this bird has been seen in the Flambeau area.

Current opinion within the local communities is that the operation of the Flambeau Mine was a positive experience and the communities would be glad to see Kennecott return to the area with another project in the future. The communities recognize the benefits that have been realized due to the increased industrial base and other community improvements such as the new library and visitors center. Flambeau kept its word by protecting the environment and the Flambeau River and providing financial resources through taxes and contributions for the local communities.

Summary

Flambeau, together with the local communities of Rusk County, the City of Ladysmith and the Town of Grant, worked cooperatively to ensure area communities made the most of the economic and environmental opportunities available before, during and after mining. Flambeau's ability to build strong community partnerships and working relationships with the local communities through sustainable development will be of great benefit for future generations, and should go a long way towards improving industry-wide social and environmental performance.

SUSTAINABLE DEVELOPMENT

The Department of Interior (DOI) is the nation's principal conservation agency. In 2003, the DOI created the Reclamation and Sustainable Mineral Development Awards Program to showcase "some of the finest examples of responsible mineral resource development." The DOI requested the Bureau Of Land Management to institute the awards program to recognize work in any of the three components of sustainable development: environmental health, social responsibility, and economic security.

In October 2003, the Flambeau Mine was selected by a panel of judges to receive the first-ever Hardrock Mineral Award for Community Outreach and Economic Security. This award highlighted the component of sustainable development that relates to concern shown for community responsibilities and the economic benefits of responsible mineral development.



Representatives from KMC receive the BLM Hardrock Minerals Award at the National Mining Association's annual Board of Directors meeting in Washington, D.C., October 1, 2003.

The award recognized the successful coordination of projects with local and regional stakeholders and projects that contributed to the quality of life, demonstrating concern for the long-term health of the local communities. When evaluating 36 nominations, the panel of judges considered the creative approaches implemented at Flambeau that incorporated community concerns in the development of the reclamation and closure plans, including:

- Engaging local communities and other affected organizations in an open, honest and effective process of consultation for the entire project life
- Promoting health and safety both on and off the project site
- Investing in programs that improved the skills and productivity of the workforce
- Developing strategies for sustaining the local economy after mine closure, and
- Being a progressive and constructive partner in advancing the economic, educational and social infrastructure of the community.

SUSTAINABLE DEVELOPMENT CASE STUDIES UPDATED

FLAMBEAU MINE SOCIOECONOMIC STUDY AND COMMUNITY SURVEYS

During 2004, the Northwest Regional Planning Commission (NWRPC) conducted a socioeconomic impact study of the communities surrounding the Flambeau Mine, which includes three local units of government: Rusk County, the City of Ladysmith, and Town of Grant.

NWRPC is a multi-county planning commission and is a cooperative venture of the local units of governments in the ten counties and five tribal nations of Northwest Wisconsin. Findings resulting from the social and economic implications of the mine vary, as does public opinion as to how the Flambeau Mining Company interacted with the community or how much income the company made on the copper, gold, and silver taken from the mine.

Major Findings

Major findings associated with the Socioeconomic Study independently confirmed the economic benefits of the project and are summarized in this section.

Development of the Flambeau Mine from discovery in 1968 to completion of reclamation in 1999 spanned some 31 years. While the first 24 years of the mine entailed developing planning documents, providing information on the future mine operations, preparing environmental documents, and obtaining permits, the time between 1992 and 1999 saw the removal of ore and final reclamation of the Flambeau Mine site. Delays in the mining operation due to environmental concerns and low copper prices were some of the factors that resulted in the 31 years from discovery to reclamation.

The signing of the Local Agreement between Kennecott Minerals and surrounding communities took place August 1, 1988. As part of the agreement, a state-of-the-art water treatment facility was built on site to protect and maintain the high quality of the Flambeau River, which is located 140 feet from the mine site. Throughout its operation, the Flambeau mine complied with all environmental regulations and permit conditions.

Kennecott Minerals Company made an initial investment of \$60 million during mine development and initial startup, which included building the water treatment plant. Net sales revenue totaled \$341 million with net income of \$126 million after operating costs and taxes.

Operating costs were largely for payroll, material, supplies and services purchased in the local communities, transportation, and

environmental protection. Flambeau paid \$64 million in local, state, and federal taxes. After mining was completed in 1997, approximately another \$20 million was spent on mine site reclamation.

During the life of the mine, the Flambeau Mining Company paid over \$14 million in Net Proceeds Tax to the State of Wisconsin. Of the \$8.6 million, or 60 percent of total NPT paid, that went to the Mining Investment and Local Impact Fund (MILIF), roughly \$8.4 million came back to the local units of government in the form of construction year payments, first dollar payments, additional payments to the County, and discretionary grants. Another \$200,000 was transferred from the MILIF to the Wisconsin Department of Commerce and given out in grants to help in the conversion of the Flambeau Mine buildings. Another roughly \$2.7 million came directly from Flambeau Mining Company to the local units of government in the form of direct guaranteed payments. In total, the local units of government – City of Ladysmith, Town of Grant, and Rusk County – received over \$11 million, either directly or indirectly, from the Flambeau Mining Company.

Approximately \$5.5 million, or 40 percent, of the Net Proceeds Tax collected from Flambeau Mining Company went into the Badger Fund. All of those monies was eventually put into the state's general fund and used for state government purposes.

The City of Ladysmith, the Ladysmith Community Industrial Development Corporation, and Rusk County aggressively solicited existing and prospective manufacturing clients to expand and develop economic opportunities made available to the communities through mining impact funds and direct guaranteed payments. As a result of local and community development projects, it is estimated that over 500 jobs were created from payments made to the Town of Grant, City of Ladysmith, and Rusk County.

A secondary benefit resulting from the mining impact funds and supplemental payments was the ability of the local communities to seek other state and federal grants. It is estimated that an additional \$20 million in public and private financing was obtained to enhance the economic conditions of the communities.

The City of Ladysmith and the LCIDC gained a significant amount of land for continued economic development opportunities. Land was granted or acquired from the Flambeau Mining Company for the purpose of developing and expanding business and industrial development. These lands are adjacent to existing industrial parks and the rail spur once used to move ore from the mine. Through the purchase and gift of land from Flambeau Mining Company, the

SUSTAINABLE DEVELOPMENT CASE STUDIES UPDATED

Town of Grant established an 80-acre business park. This business park is available to commercial and industrial development.

Reuse of the Flambeau Mining Company buildings as commercial and industrial facility space not only allowed for the expansion and relocation of two businesses to the renovated mine facilities, but allowed for expanded development opportunities within the City at the companies' previous locations. Leasing the buildings to the LCIDC and the ability to develop the full 32-acre industrial outlot provides yet another opportunity for continued economic development.

Dismantling the water treatment facility after mine closure was called for within the Local Agreement and Conditional Land Use Permit. At a cost of nearly \$2 million to develop, this state of the art facility had the potential for reuse by another business. Removal of this asset has been identified by local officials as something that could have been done differently within the Local Agreement.

A 1.25 mile railway spur used to remove the ore from the mine site was built by Flambeau at a cost of roughly \$1.2 million. According to the Local Agreement, the rail spur was to have been removed after closure. An amendment to the agreement was completed that retained all but 200 feet of the rail spur east of State Highway 27. This resulted in a regional pulp mill using the spur as a log siding for the shipment of logs to its mill in a neighboring state.

Significant economic development strides were accomplished during and after the time the Flambeau Mine was in operation. This was largely due to the local units of government having the foresight and ability to utilize the MILIF and direct payments from Flambeau. Access to this grant money also allowed the jurisdictions to leverage other significant funds as previously noted. Access to these funds resulted in approximately 443,450 square feet of new manufacturing space. In addition, funds were used to convert vacant buildings into space for manufacturing or business use.

Improvements to existing buildings and development of new manufacturing space can also impact the overall tax base (revenue). Three major developments within the City of Ladysmith were estimated to have a net impact of \$6.5 million towards the City's tax base. As a result, approximately \$170,000 annually will be shared by taxing jurisdictions.

Several of the economic development projects were packaged in a manner that allowed for lease payments or direct loan payments that will come back to the local communities. These repayments are placed in a Mining Reuse Fund for new economic development projects. At the end of 2004, the Mining Reuse Fund had a balance of approximately \$730,000.

The Town of Grant has limited its expenditure of funds from the MILIF and direct guaranteed payments. Use of funds has been limited to one joint economic development project (Norse Building Systems) and to the development of its 80-acre business park. Information from the Town was requested as to their fund balance and use of funds, but no data was provided.

Efforts were made by Flambeau Mining Company to be a good corporate citizen. Many donations of money, land, time, and equipment were given to area residents, local groups, and the local units of government. A major contribution of \$500,000 towards the construction of a new community library in the City of Ladysmith made a much needed facility become a reality.

Moreover, the majority of the rest of the funding for the library came from mining tax funds. In addition to the library contribution, several donations of land from Flambeau Mining Company were given to the City and the Town for recreational and economic development purposes.

Trail systems were, and still are, being developed on and around the reclaimed mine site.

Business and industry parks were able to be developed and/or expanded in the City of Ladysmith and Town of Grant due to the land donations.

Besides the contributions made by the Flambeau Mining Company to support local students and schools, many educational opportunities became available due to the presence of the Flambeau Mine. Internships were available to children of employees and local area students. Valuable experience was gained by the students, as well as earning a good wage. Job opportunities were also made available to those students/interns that were interested. Scholarships were awarded to dependents of employees during the life of the mine. Furthermore, in 1998, another scholarship program was established to support students from four local high schools, which will continue for 10 years.

While the Flambeau Mine was in operation, people and groups from all over the state, neighboring states, and the world came to tour the mine site and visit the Flambeau Visitor's Center. Over 120,000 people, local and otherwise, visited the Center with its scenic overlook and educational center. In addition to attracting tourists by the sheer physical presence of the mine, Flambeau Mining Company contributed monetarily to the Rusk County Development organization to promote tourism.

Recreational opportunities at the reclaimed mine site and at other Flambeau properties provide opportunities for residents and visitors of Rusk County to enjoy several quiet sports activities.

SUSTAINABLE DEVELOPMENT CASE STUDIES UPDATED

Through continued partnerships between the Flambeau Mining Company, local outdoor clubs, and local units of government, continued planning is underway to link the overall recreational trails and facilities to provide one integrated system.

Throughout northern Wisconsin and Rusk County, development of shore land areas is in high demand. Flambeau Mining Company owns a significant amount of frontage along the pristine Flambeau River. Flambeau could have made a decision to lot off and sell a majority of the river frontage areas for residential development. However, the company committed to preserving the shore land areas under its ownership. This decision continues to protect the stability of the river bank and preserve the scenic qualities of the frontage along the Flambeau River.

Rusk County is a sparsely populated rural county in northwestern Wisconsin that suffers from low wages, a high unemployment rate, and low incomes. Because the Flambeau mine only employed on average about 60-70 employees, the socioeconomic impact on the surrounding communities was negligible (in terms of population growth, demand on public services, etc.) However, these mining jobs paid higher than average wages and provided health insurance and other benefits for families. Due to the multiplier effect, it is estimated that for every dollar in salary paid to people at the mine, \$2.00 to \$3.00 more circulated through the Rusk County economy in the form of tax payments and purchases of other goods and services.

Independent Survey Results

Surveys were sent to property owners and businesses in the City of Ladysmith and Town of Grant to gauge their opinion as to the overall impact the Flambeau Mine operations had on their communities and businesses. Overall, attitudes towards the Flambeau Mining Company and its operations at the Flambeau Mine were positive.

Following are several key findings from the community survey sent to the property owners in the City of Ladysmith and Town of Grant:

- Respondents agreed that the Flambeau Mining Company improved the well-being of the people in both the City of Ladysmith (73.0%) and the Town of Grant (65.9%).
- Of the 178 respondents from the City of Ladysmith that stated they were concerned about the impact to the environment prior to or during mine construction, 131 (73.6%) responded that the Flambeau Mining Company adequately addressed their concerns.
- Of the 92 respondents from the Town of Grant that stated they were concerned about the impact to the environment prior to or during mine construction, 63 respondents (68.5%) responded

that the Flambeau Mining Company adequately addressed their concerns.

- The question, “If another ore deposit were found in the vicinity of your community, would you welcome Flambeau Mining Company back to mine it,” found 75.7 percent of respondents from the City of Ladysmith and 74.2 percent from the Town of Grant replied “Yes.”
- The question, “Did the Flambeau Mining Company keep their promise to protect the environment,” found that 88.7 percent of respondents felt Flambeau Mining Company had kept its promise.
- The question, “Did the Flambeau Mining Company keep their promise to provide economic benefits,” found that 77.3 percent of respondents felt Flambeau Mining Company had kept its promise.
- Ninety-three percent of respondents felt that Flambeau Mining Company did keep its promise to the question, “Did the Flambeau Mining Company keep their promise to reclaim the mine site.”
- To the question, “How much in total do you think local governments (Grant, Ladysmith, and Rusk County) received in mining taxes and proceeds from the Flambeau Mining Company,” only 9.1 percent chose the correct range of \$10,000,000-\$14,999,999. The largest percentage of respondents (29.7%) thought the local governments had received only \$1,000,000-\$4,999,999.

Following are several key findings from the business and commerce survey sent to the business owners in the City of Ladysmith and Town of Grant:

- To the survey question, “Were you expecting to get any business from the operations at the Flambeau Mine,” 44.9 percent responded “Yes” and 55.1 percent responded “No.”
- To the survey question, “Did the Flambeau Mining Company or its contractors or subcontractors purchase goods and materials from your business,” 44.3 percent of respondents answered “Yes” and 55.7 percent responded “No.”
- The statement, “Overall, did the presence of the Flambeau Mine benefit your business,” found 12.5 percent of respondents had significant benefit, 53.5 percent had somewhat of a benefit, 30.0 percent not at all and 5 percent did not know.

An unexpected benefit for the local units of government and residents in the area that came out of the Flambeau Mine project is the partnerships that were formed or strengthened in the process of developing the projects that were undertaken with funding from mining related sources. Rusk County, the City of Ladysmith, and Town of Grant negotiated and executed not only the first “local agreement” on mining as permitted by Wisconsin law, but the first and, thus far, only such agreement developed and executed jointly

SUSTAINABLE DEVELOPMENT CASE STUDIES UPDATED

by several units of government. Successful economic development projects for the local units of government, which in turn benefited all residents of the area, grew out of the partnerships that formed during this time period. Monies that came out of the Flambeau mining operations made it all come together.

Summary of the Socioeconomic Study 2004

The Flambeau Mine project provides a good example of protecting the environment and providing economic and social benefit to the communities surrounding the mine. Throughout the life of the mine, all environmental regulations were complied with and permit conditions were met. Environmental protection and monitoring of the Flambeau River and local ground water will continue for many years. Sustainable economic development was achieved with investments in economic projects by the local units of government from Net Proceeds Tax proceeds and the leveraging of other public and private monies. Donations to the local communities and organizations by Flambeau Mining provided social benefits still being enjoyed today by area residents.

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