U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION

SOUTHERN REGION
ATLANTA, GEORGIA

WRITTEN RE-EVALUATION

AND

RECORD OF DECISION

FOR
FINAL ENVIRONMENTAL IMPACT STATEMENT FOR THE RELOCATION OF THE PANAMA CITY-BAY COUNTY INTERNATIONAL AIRPORT (2006)

RELEASE AND DISPOSAL OF THE PANAMA CITY-BAY COUNTY INTERNATIONAL AIRPORT

PANAMA CITY, FL

MAY 2011

Table of Contents

RECORD OF DECISION AND ORDER

LIST OF FIGURES

LIST OF TABLES

LIST OF APPENDICES

1.0 Introduction

In September 2006, the Federal Aviation Administration (FAA) issued a Record of Decision (ROD) and Federal Register (FR) notice [1] for actions associated with the proposed relocation of the Panama City-Bay County International Airport (PFN) to the West Bay Site in Bay County, Florida. The FAA's ROD was based on information and analysis contained in the *Final Environmental Impact Statement for the Proposed Relocation of the Panama City-Bay County International Airport, Panama City, Florida*, May 2006 (FEIS).[2] The new airport facilities have been constructed at the West Bay Site (new airport site), and the new Northwest Florida Beaches International Airport (ECP) began operations on May 23, 2010.

In accordance with FAA Order 5190.6B, the Panama City Bay County Airport and Industrial District (Airport Sponsor) has submitted a written request to the FAA for the release and disposal of the former airport (PFN). [3] This request has been made so the Airport Sponsor can receive authorization from the FAA discharging and relinquishing the FAA's right to enforce the former airport's grant obligations.[4] The FAA considers this type of disposal a trade-in of the land and facilities developed with Federal aid at the old airport (PFN) for the acquisition and development of better facilities at the replacement airport (ECP). *See* FAA Order 5190.6B, Paragraph 22.20(b).

As noted in the FAA's ROD, redevelopment of the former airport property is an indirect impact of the release and disposal of the airport. For this reason, the indirect impacts of redeveloping the former airport site were evaluated in the EIS. The FAA evaluated the impacts of redevelopment in the EIS based on the best information available at the time, and noted that further environmental review in accordance with the National Environmental Policy Act (NEPA) would be conducted at the time action on release and disposal became ripe for decision. NEPA review of the impacts associated with the redevelopment of the former airport site is now ripe for decision because the new airport (ECP) is now operating and the airport sponsor has submitted its request for release from its grant obligations at the former airport property.

The FAA has determined that a Written Re-evaluation (WR) is appropriate to assess potential environmental impacts of the proposed redevelopment of the former airport site because the intended use of the former airport property is generally consistent with uses described and covered in the FEIS. *See* FAA Order 1050.1E, Paragraph 515a. The WR uses prior data and analysis from the FEIS as input to the present assessment as well as an analysis of the current development plan for the former airport site. The WR addresses the known and reasonably foreseeable environmental consequences of the release action.

The FEIS analyzed potential environmental impacts that could occur based on a composite redevelopment scenario for the former airport property. This WR is based on a more recent

[1] Federal Aviation Administration Record of Decision (ROD) for the Proposed Relocation of the Panama City-Bay County International Airport, September 2006. 71 Fed. Reg. 55820-01 (Sept. 25, 2006).

[2] *See* 71 Fed.Reg. 27771 (May 12, 2006) regarding the availability of the Final Environmental Impact Statement (FEIS) for public review.

[3] Letter from Randy Curtis, Executive Director, Panama City-Bay County International Airport, to Dean Stringer, Manager, Orlando Airports District Office, April 19, 2010. The letter requested full release from federal obligations for the property associated with the existing airport (PFN).

[4] Removal of these grant obligations by the FAA would functionally allow the former airport property to be sold to a developer. The St. Andrew Bay Land Company, LLC, formerly known as the Community Airport Redevelopment (CAR), LLC, is a subsidiary of the Leucadia National Corporation. The St. Andrew Bay Land Company LLC was selected by the Airport Sponsor as the winning bidder for the purchase of the former airport property.

redevelopment proposal for the former airport property. **Section 2.0 Affected Environment and Environmental Consequences** compares this more recent redevelopment proposal with the composite, mixed-use redevelopment scenario analyzed in the FEIS. The FAA is conducting this WR to determine if the data and analyses in the FEIS remain substantially valid and whether there are any new environmental concerns compared to those disclosed in the FEIS.

1.1 Comparison of the Proposed Land Use Plan Intensities

The FEIS analyzed a composite, mixed-use redevelopment scenario for the former airport property. The FAA prepared the composite scenario after its independent review of three intense redevelopment options that were included in a Request for Proposal solicited to the public by the Airport Sponsor in 2005. The composite redevelopment scenario had intense development included for each land use category. *See* **Table 1** below for the Composite Redevelopment Scenario that was analyzed in the FEIS.

Table 1 – FEIS Composite Redevelopment Scenario for the Former Airport Site

Land Use	Development
Residential	1,613 dwelling units
Commercial	244,000 square feet (sf)
Light Industrial	96,000 sf (warehouse)
Office 126,	000 sf
Marina	250 slips
Hotel 250	rooms
Golf	145 acres (18 holes)
Park	32.9 acres

Source: FEIS, Table 2-1.

Following issuance of the FAA's ROD, the Airport Sponsor completed the process begun in October 2005 to solicit proposals for redevelopment of the former airport property. The Community Airport Redevelopment LLC, now known as the St. Andrew Bay Land Company, LLC, was selected as the winning bidder for the purchase of the former airport property. The St. Andrew Bay Land Company, LLC prepared a proposed land use plan for the former airport property that was included in the *City of Panama City Application for Comprehensive Plan Text and Map Amendment (Application),* September 2009. The City Commission of Panama City approved the Comprehensive Plan Amendment on August 24, 2010.

Based on discussions with St. Andrew Bay Land Company, LLC (Developer) on June 1, 2010, the proposed land use plan has been updated from what was included in the *Application*.[5] The general land use categories described in the *Application* remain the same but the specific land uses have been updated.[6] This is the best information available regarding land use plans for the former airport property and the FAA has accordingly relied on this information provided by the Developer regarding land use categories and acreage per category in preparing this WR.

[5] Teleconference and emails between Lynn Kiefer, Kimley-Horn and Associates, and representatives of the St. Andrew Bay Land Company, June 1, 2010.

[6] The *Application* contained a Traffic Analysis that was based on specific land uses.

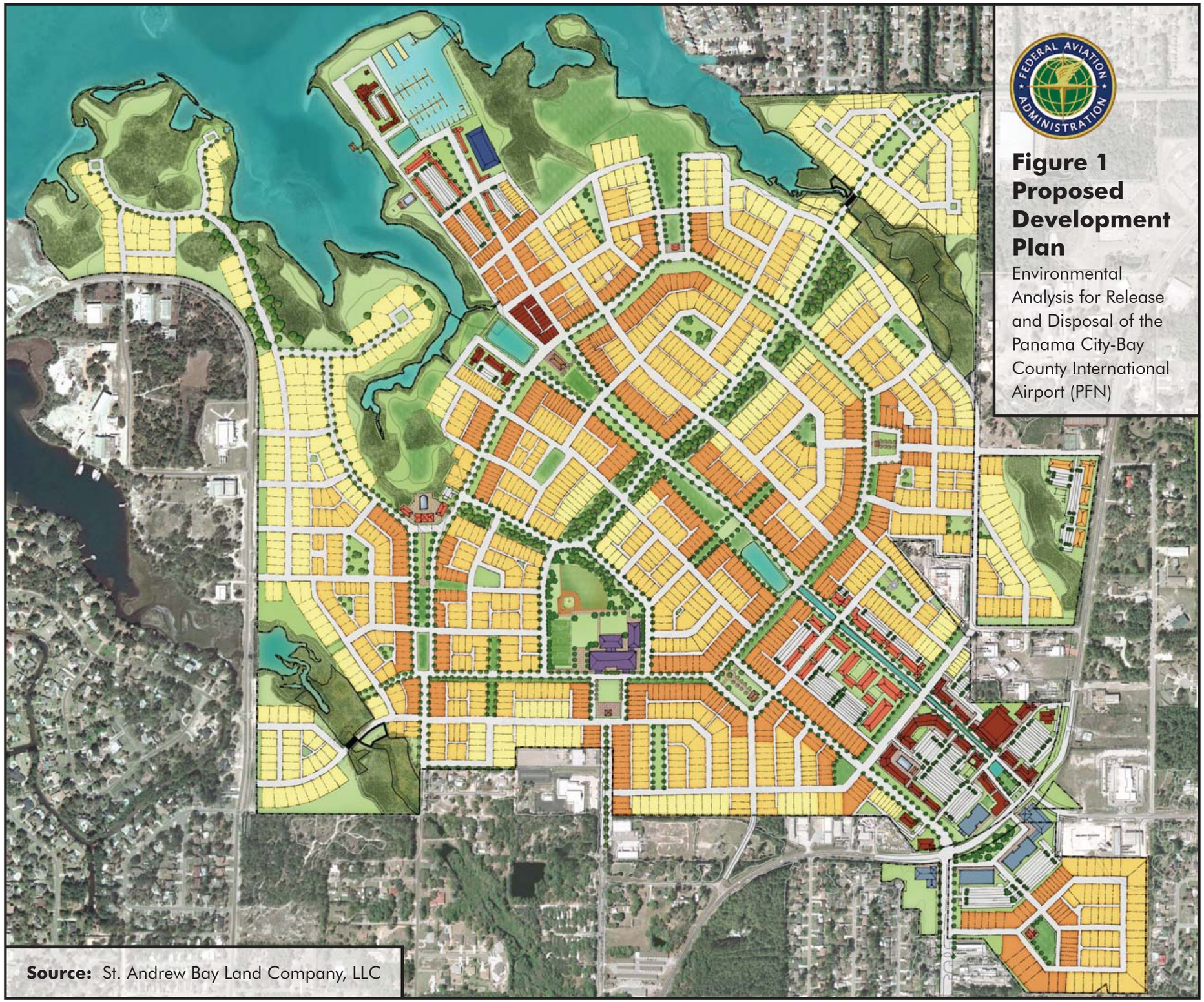
The general land use categories are summarized in **Table 2** below and are based on a development concept plan discussed on June 1, 2010 with the Developer and the general land uses categories provided in the *Application*. The development summarized in Table 2 represents an approximate 10-year build-out of the site. A graphical depiction of the redevelopment plan provided by the Developer is shown on **Figure 1**.

Table 2 – St. Andrew Bay Land Company Proposed Land Use Plan for the Former Airport Site

Land Use	Development
Residential	3,200 dwelling units [(a)]
Non-Residential	700,000 sf [(b)]
School	Program Undefined [(c)]
Marina	357 slips (117 wet slips/ 240 dry storage)
Open Space	Minimum 15% or 105 acres[(d)]

Source: *Teleconference with St. Andrew Bay Land Company, LLC June 1, 2010 and Future Land Use Element proposed general land uses provided in the City of Panama City Application for Comprehensive Plan Text and Map Amendment, September 2009.*

Note: (a) this could include medium to high density development and could include detached or attached units limited to a maximum of 3,200 dwelling units. (b) The current development plan identifies 700,000 sq. ft. of non-residential development and does not differentiate between the specific potential uses. Commercial use could include light industrial, office, retail, hotel, or civic uses. (c) The type and size of school is undetermined. (d) The current comprehensive plan amendment application indicates a minimum of 15% open space, which equates to 105 acres.



Source: St. Andrew Bay Land Company, LLC

Figure 1
Proposed Development Plan
Environmental Analysis for Release and Disposal of the Panama City-Bay County International Airport (PFN)

Table 3 presents a comparison of the general land use categories between those disclosed in the FEIS and those included in the proposed *Application.*

Table 3 – Comparison of Land Use Intensities		
Land Use	**FEIS Development**	**Development Analyzed for Comprehensive Plan Amendment**
Residential	1,613 dwelling units	3,200 dwelling units
Commercial	244,000 square feet (sf)	700,000 sf [(a)]
Light Industrial	96,000 sf (warehouse)	0 sf [(a)]
Office	126,000 sf	0 sf[(a)]
Marina	250 slips	117 wet slips and 240 dry slips[(b)]
Hotel 250	rooms	0
Golf	145 acres (18 holes)	0
Park	32.9 acres	0 [(c)]
School 0	students	Undetermined [(d)]

Source: Kimley-Horn and Associates, Inc., 2010.
Note: *(a) The current development plan identifies 700,000 sq. ft. of non-residential development and does not differentiate between the specific potential uses. Commercial use could include light industrial, office, retail, hotel or civic uses. (b) The current permit being reviewed by USACE includes 117 wet slips and the remainder is dry storage. (c) The current comprehensive plan amendment application indicates a minimum of 15% open space, which equates to 105 acres. (d)The type and size of school is undetermined.*

1.2 Purpose

The FAA noted in Chapter 2 of the FEIS that further federal action would be necessary to accomplish decommissioning and disposal of the existing airport property from aeronautical use, and that additional environmental review would be necessary due to the preliminary nature of the redevelopment information.[7]

The PFN property to be released is grant-obligated, except for one piece of surplus property, known as Goose Island, which was conveyed by the Bureau of Land Management (BLM). This property is subject to reversion to BLM if the airport no longer requires it for aerial approach protection. The Airport Sponsor has contacted the BLM to discuss reversion of Goose Island.

As noted above, ECP opened on May 23, 2010. PFN remained open after this date to accommodate the relocation of based general aviation aircraft. However, the PFN Air Traffic Control Tower (ATCT) is closed and all instrument approaches were canceled as of May 23, 2010. After May 23, 2010, PFN was only open for Visual Flight Rules (VFR)/uncontrolled field operations to allow based aircraft to relocate to ECP or another airport of their choosing. The Airport Sponsor issued a NOTAM (Notice to Airmen) effective September 7, 2010 that restricted transient aircraft but allowed itinerant aircraft to use PFN with a PPR (Prior Permission Required).[8] All based aircraft have now been relocated from PFN to ECP, and PFN is closed to aircraft operations.

[7] "…the FAA intends to undertake follow-on environmental review of actions to release the Airport Sponsor from federal grant obligations when such action becomes ripe." *See* **Section 2.6.1** of the FEIS.
[8] Written notice of the airport's closure was provided by the Airport Sponsor to all PFN based aircraft operators. The notice included information that the Florida Public Airport License for PFN would expire on September 30, 2010.

The approach lighting system[9], glideslope, and localizer at PFN were decommissioned and removed after ECP opened on May 23, 2010. The VORTAC[10] was shut down in December 2010. The new VORTAC will be located on property the FAA has leased from the United States Air Force at Tyndall Air Force Base. Construction on the new VORTAC in September 2010. The new VORTAC will be commissioned in August 2011.

1.3 Federal Action

On April 19, 2010, the Airport Sponsor submitted a written request to the FAA requesting full release of the affected property from federal grant obligations due to the intended opening of the new airport in Bay County (ECP) on May 23, 2010 and subsequent decommissioning and sale of PFN. Subsequent to this request, the FAA invited public comment on the request to release approximately 700+ acres of property known as the Panama City-Bay County International Airport (PFN) under the provisions of 49 U.S.C. 47107(h)(2).[11]

The **Federal Action** addressed in this WR is FAA approval of the disposal (closure) of the Panama City-Bay County International Airport (PFN) property and release of PFN's grant obligations. Upon FAA's approval of the disposal of the property, the Airport Sponsor will be released from their grant obligations over the property known as PFN.

This type of release (trade-in) is conditioned on the revenue generated from the sale of the former airport land being reinvested in the new airport, ECP. The Airport Sponsor anticipates closing on the PFN property within 60 days of the FAA's release.

2.0 Affected Environment and Environmental Consequences

The Affected Environment section of the FEIS provided a description of the human, physical, and natural environments for the former airport property. In the FEIS, the social and environmental conditions for the baseline year 2002 were used to prepare the affected environment section of the document. The Environmental Consequences section of the FEIS assessed the environmental impacts of redevelopment of the former airport property beginning in 2009 and a future build-out year 2018.

For this reevaluation, the FAA has assessed the 2010 social and environmental conditions at the former airport property, and total redevelopment of the property.[12] The assessment was conducted to determine if the data and analyses in the FEIS remain substantially valid. The FAA's consultant conducted a site visit in April 2010 to review the airport site and compare the conditions observed to what was documented in the FEIS. The FAA coordinated with the Developer to obtain the best available data regarding future proposed uses of the former airport property.

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[9] The lighting system at the Runway 14 end was located on poles and pilings in Goose Bayou. Although the lights have been removed, the FAA is coordinating with Federal and state officials to also have the attendant poles and pilings safely removed

[10] A VORTAC (Very High Frequency Omni-directional Radio Range Tactical Air Navigation Aid), is a type of radio navigation system for aircraft. The PFN VORTAC is used by military as well as general aviation pilots.

[11] On August 26, 2010, the FAA published a notice in the Federal Register regarding the intent to rule on the Airport Sponsor's request to release airport property at PFN. 75 Fed. Reg. 52593 (Aug. 26, 2010).

[12] Redevelopment of the former airport site will be demand-driven and based on local market conditions.

2.1 Air Quality

2.1.1 Air Quality Affected Environment

2.1.1.1 Overview

The two primary laws that apply to air quality are the National Environmental Policy Act of 1969 (NEPA) and the Clean Air Act (CAA).

FAA Order 1050.1E *Environmental Impacts: Policies and Procedures* states that an air quality assessment prepared for inclusion in a NEPA environmental document should include an analysis and conclusions of a proposed action's impacts on air quality. In a NEPA analysis, the proposed action's impact on air quality is assessed by evaluating the impact of the proposed action on the NAAQS. Per FAA Order 1050.1E, the proposed action's "build" and "no-build" emissions are inventoried for each reasonable alternative and further analysis is usually not required where emissions do not exceed general conformity thresholds.

The CAA, as amended, requires states to identify those areas where the NAAQS are not met for specific air pollutants. The EPA has designated such areas as nonattainment areas. A state with a nonattainment area must prepare a State Implementation Plan (SIP) that details the programs and requirements that will be used to meet the NAAQS by the deadlines specified in Clean Air Act Amendments of 1990 (CAAA).[13] Additionally, the CAAA requires that Federal actions be found in conformity with the appropriate SIP or SIPs.

Conformity is defined as demonstrating that a project conforms to the SIP's purpose of eliminating or reducing the severity and number of violations of the NAAQS, and achieving expeditious attainment of such standards. Federally funded and approved actions or projects that are not subject to the EPA's "Transportation Conformity" regulations are subject to the EPA's "General Conformity" regulations. Projects not in conformity with the SIP may not be eligible for Federal funding. The EPA has published a final rule regarding general conformity determinations.[14] On January 7, 2010, the EPA published a proposed rule including revisions to the NAAQS for ozone.[15] As of October 2010 EPA has not adopted final ozone standards.

The CAAA directs that the nation be divided into air sheds known as air quality control regions to provide for the attainment and maintenance of the NAAQS. The former airport property is located in the Mobile (Alabama)-Pensacola-Panama City (Florida)-Southern Mississippi Interstate Air Quality Control Region. The air quality control region includes the Florida counties of Bay, Calhoun, Escambia, Gulf, Holmes, Jackson, Okaloosa, Santa Rosa, Walton, and Washington, as well as three Alabama counties and 36 counties in Mississippi. This air quality control region is currently in attainment of the NAAQS for all criteria pollutants. The air quality control region is not considered a maintenance area for any criteria pollutant, and no SIP has been prepared for northwest Florida. Based on the region's attainment status and the fact that no SIP exists, the General Conformity regulations do not apply to the request by the Airport Sponsor to be released from its grant obligations.

[13] P.L. 101-49 (November 15, 1990).
[14] 40 CFR Part 93.
[15] U. S. Environmental Protection Agency, *Proposed Rule: National Ambient Air Quality Standards for Ozone. 75* Fed Reg, 2938 (January 19, 2010).

2.1.1.2 Jurisdictional Control

Jurisdictional control over air quality in Florida is divided among Federal and state authorities: the Environmental Protection Agency (EPA) and the Florida Department of Environmental Protection (FDEP), respectively. Both the EPA and FDEP have set, and have periodically revised, ambient air quality standards for the six criteria pollutants with the greatest health risks, defined below. These ambient air standards encompass the most common varieties of airborne materials that may pose a health hazard.

2.1.1.3 Federal Clean Air Act

Title I of the CAAA identified attainment, nonattainment, and unclassifiable areas with regard to the six criteria pollutants and set deadlines for all areas to reach attainment for the following criteria pollutants: ozone (O_3), nitrogen dioxide (NO_2), sulfur dioxide (SO_2), particulate matter with an aerometric diameter less than or equal to 10 micrometers ($PM_{10 \text{ and } 2.5}$), carbon monoxide (CO) and lead (Pb). The CAAA requires each state with one or more nonattainment areas to prepare a SIP to describe how and when each area of the state will meet attainment for all criteria pollutants.

2.1.1.4 Regulatory Status

The CAAA requires that those areas where the Federal ambient air quality standards are exceeded be identified as nonattainment areas. Bay County is in attainment with the Federal ambient air quality standards for all six criteria pollutants.

Effective May 27, 2008, the EPA revised the 8-hour ozone standard from 0.08 ppm to 0.075 ppm.[16] The revisions published in the *Federal Register* on January 19, 2010 would set the 8-hour ozone standard to a value in the range of 0.060ppm to 0.070 ppm. The standard is evaluated over an eight-hour time period, with compliance based on the three-year average of the annual fourth highest maximum daily 8-hour concentration. Current data (2006-2008) maintained by the FDEP show four Core Based Statistical Areas (CBSAs) with ozone compliance values greater than 0.075 ppm.[17] According to the FDEP, CBSAs will be the presumptive geographic boundary for attainment and nonattainment areas. The counties currently within violating CBSAs are Escambia, Santa Rosa (Pensacola-Ferry Pass-Brent CBSA), Bay (Panama City-Lynn Haven CBSA), Hernando, Pasco, Pinellas, Hillsborough (Tampa-St. Petersburg-Clearwater CBSA), Sarasota and Manatee counties (Sarasota-Bradenton-Venice CBSA). The EPA has until August 2011 to make the final decision on nonattainment areas. The final decision will be based on the most recent data (2008-2010), so the counties not in compliance with the revised standard could change from those mentioned above. After final designations are made, the state has until December 2013 to submit a plan to the EPA showing how it would bring these areas into compliance. Until EPA has made final designations of nonattainment areas and the state prepares a SIP for the affected areas, the General Conformity requirements of the CAA Are not applicable with respect to the 8-hour ozone standard.

[16] U.S. Environmental Protection Agency, *Final Rule: National Ambient Air Quality Standards for Ozone*. 74 Fed. Reg. 16436 (Mar. 27, 2008).
[17] Letter to Mr. A. Stanley Meiburg, Acting Regional Administrator, US EPA Region 4 from Michael W. Sole, Secretary of Florida Department of Environmental Protection, March 7, 2009. See Appendix A.

As noted in **Section 2.1.1.1**, the former airport site is located in the Mobile (Alabama)-Pensacola-Panama City (Florida)-Southern Mississippi Interstate Air Quality Control Region. This air quality region is in attainment of the NAAQS for all criteria pollutants. This air quality region is not considered a maintenance area for any criteria pollutant and no SIP has been prepared for the region.

Therefore, as noted in **Section 2.1.2,** the General Conformity regulations do not apply to the release and disposal (closure) of the former airport property because of the region's attainment status and the fact that no SIP exists.

2.1.2 Air Quality Environmental Consequences

The General Conformity regulations do not apply to the release and disposal (closure) of the former airport property because of the region's attainment status and the fact that no SIP exists. The FEIS also disclosed that the development of the new airport, including redevelopment of the former airport site, would not result in any exceedances of the NAAQS.

Based upon review of the proposed redevelopment plan, air quality impacts can be classified into two categories, impacts associated with construction of new facilities at the former airport site, and impacts associated with vehicular traffic accessing those facilities once constructed.

Regarding construction impacts, FAA has reviewed the total construction emissions for the composite redevelopment scenario that were included in Table 5-51A of the FEIS. As disclosed in the FEIS, construction activities associated with the proposed redevelopment would result in temporary pollutant emissions during the construction period. Although specific construction phasing is not available for the current redevelopment plan for the former airport site, it is reasonable that development will be constructed in phases as warranted by market demands. PM_{10} emissions are expected to be highest during grading and land clearing activities. In order to complete a detailed emissions analysis, the FAA would need information that is not yet available from the Developer such as construction years and development phasing. As a result, the quantitative analysis cannot be prepared at this time. The FAA therefore has examined the redevelopment plan and, based on the information available, expects the construction emissions will be similar or less than those disclosed in the FEIS. The FAA reaches this conclusion because the types of pollutants expected to result from construction activities have not changed, but a longer construction period (10 years) is anticipated by the Developer when compared to that addressed in the FEIS (five years). The longer construction period would result in lower construction-related emissions per year. The Developer will be responsible for ensuring that efforts will be made to limit fugitive dust emissions resulting from land clearing and construction. Therefore, consistent with the conclusions in the FEIS, construction emissions are not anticipated to result in localized exceedances of the NAAQS

Regarding vehicular traffic, the FEIS disclosed that increased traffic was expected to occur around the former airport site as a result of redevelopment. However, this increase was not expected to cause an exceedance of any NAAQS, nor create a significant increase in CO concentrations at roadway intersections in the vicinity. This conclusion has not changed under the currently anticipated redevelopment scenario because surface transportation improvements necessary to accommodate the projected traffic levels were identified in the Forest Park District Mobility Plan adopted by the City of Panama City. These improvements would result in maintenance of an acceptable level of traffic service (LOS). Maintenance of an acceptable LOS means no air quality hot spots would be expected to result from the additional vehicular traffic

anticipated under the new development plan. *See* Section 2.18.3 for a discussion of surface transportation impacts and the Forest Park Mobility Plan.

2.2 Biotic Communities

2.2.1 Biotic Communities Affected Environment

2.2.1.1 Terrestrial Vegetation Coverage

The former airport site encompasses approximately 700 acres, which is mostly developed with airport facilities (approximately 500 acres), although some native habitats remain primarily along the perimeters of the airport runways.

Based on field reconnaissance conducted April 2010, conditions as disclosed in Section 4.10.3 of the FEIS continue to accurately describe existing conditions at the former airport site with respect to terrestrial vegetation.

2.2.1.2 Aquatic Habitat

Aquatic habitat on the former airport site consists of small drainage swales and ditches constructed along the runways and taxiways, as well as some small ponds used for storm water management. The ditches and swales are considered jurisdictional by the Florida Department of Environmental Protection (FDEP) and the U.S. Army Corps of Engineers (USACE). Based on the field reconnaissance conducted in April 2010, there have been no substantial changes to the aquatic habitats on the former airport site. For further discussion, *see* **Sections 2.20 Water Quality** and **2.21 Wetlands**. There are small tributaries of Goose and Robinson Bayous that extend into the former airport property in the northeast and southwest portions of the airport, respectively.

2.2.1.3 Wildlife and Wildlife Habitat

Wildlife habitats at the former airport site are limited because much of the native habitat has been impacted by development of the airport. Wildlife anticipated to be present within the former airport includes species typically found in urban environments. Additionally, within the habitats along Goose Bayou, wading birds that forage in salt marsh or freshwater marsh habitats and shore birds are anticipated. The habitats on the former airport have remained essentially unchanged. No wildlife was observed during the FAA's April 2010 site visit.

2.2.1.4 Essential Fish Habitat (EFH) and Living Marine Resources

EFH resources within Goose Bayou were documented in the FEIS as occurring on site and immediately adjacent to the site, and included estuarine emergent wetlands (salt marsh), water column, sand substrate, submerged aquatic vegetation (SAV), and small oyster beds at the end of Runway 14-32. There have been no substantial changes to the EFH habitat at the former airport property.

2.2.1.5 Invasive Species

No invasive species as defined by the Florida Exotic Pest Council's 2007 List of Florida's Invasive Species were observed during the April 2010 field review. However, Chinese tallow was previously documented on the former airport property.

2.2.2 Biotic Communities Environmental Consequences

2.2.2.1 Terrestrial Vegetation Coverage

The composite redevelopment plan analyzed in the FEIS showed the majority of development within already-disturbed areas of the airport with preservation of native habitats including the upland and wetland habitats along Goose Bay ou, and the preservation of wetlands along the tributaries of Goose and Robinson Bayous. The current redevelopment plan shows similar preservation areas, especially in the habitats along Goose Bayou and the tributaries of both Goose and Robinson Bayous. Based on the FAA's review of the current redevelopment plan proposed for the former airport property, a majority of the native habitats will be preserved. The FEIS disclosed impacts based on the composite redevelopment plan summarized in ***Table 1***. The current redevelopment plan includes more preservation areas for native aquatic habitats (salt marshes, tributaries of Goose and Robinson Bayous, mixed wetland hardwoods, bay swamps, and freshwater marshes) as well as native uplands interspersed with these aquatic habitats along Goose Bay ou than the composite redevelopment scenario assessed in the FEIS. Overall, the impacts to terrestrial vegetation coverage are consistent to those included in the FEIS.

2.2.2.2 Aquatic Habitat

The PFN approach lighting system at the Runway 14 end consisted of lights attached to poles that were located on pilings in Goose Bay ou. The lights have been removed, and the FAA will remove the poles and pilings in accordance with regulatory requirements.[18]

Based on the current redevelopment plan, the tributaries from Goose and Robinson Bayou that extend into the former airport site will be preserved. The smaller drainage ditches and swales throughout the airport will be impacted. Impacts to ditches and swales as a result of the proposed redevelopment plan are consistent with what was presented in the FEIS.

2.2.2.3 Wildlife and Wildlife Habitat

No wildlife was observed during the April 2010 site visit. The current redevelopment plan could potentially reduce the impacts to wading bird and shore bird habitat beyond what was presented in the FEIS. This is because the current redevelopment plan shows preservation along the majority of the shoreline and adjacent to the salt marsh habitats within Goose and Robinson Bayou. The FEIS identified the potential impacts from stormwater runoff into the adjacent Goose Bayou. Because the current redevelopment plan is consistent with the composite redevelopment scenario, there would not be any greater impact from stormwater runoff on wildlife habitat than what was previously disclosed in the FEIS.

2.2.2.4 Essential Fish Habitat and Living Marine Resources

The proposed redevelopment of the former airport site results in less direct impact to EFH from what was reported in the FEIS. The FEIS reported the potential for direct impacts to 8.7 acres of

[18] In November 2010, the FAA determined that removal of the pilings was categorically excluded per the environmental review requirements set forth under FAA Order 1050.1E. The FDEP has requested that an exemption application per Section 373.406(6), F.S. be obtained prior to removing the poles and pilings from the bay. The FAA anticipates that the pilings will be removed in April 2011. All in-water work will be carried out in accordance with the 2009 FWC Standard Manatee Conditions for In-Water Work.

salt marsh and dredging impacts to sand substrate as a result of development of a marina at the former airport property. Secondary impacts to seagrasses and oyster beds could also potentially occur by boats travelling outside of established navigation channels. Based on the Wetland Resource Permit Application for the proposed marina currently being reviewed by FDEP and the U.S. Army Corps of Engineers Revised Public Notice[19] and updated impact acreages provided by USACE[20], the marina is proposed to be located on the north side of Runway 14-32 and will result in less direct impacts to EFH then what was reported in the FEIS. Indirect effects to seagrasses and oyster beds could still occur as described in the FEIS. The impacts currently shown in the permit applications include approximately 1.07 acres of sand bottom, 0.32 acres of supratidal marsh and 0.02 acres of salt barren as result of dredging the channel, for a total of 1.41acres of EFH impacts.

Through the Section 404 Dredge and Fill Permit process (Application No. SAJ-2009-03099), USACE has initiated consultation with National Marine Fisheries Service (NMFS) on EFH as required by the Magnuson –Stevens Fishery Conservation and Management Act of 1996. USACE has determined that habitats affected by the proposed marina could potentially be utilized by various life stages of several Gulf of Mexico Fisheries Management Plan species. USACEs initial determination is that the proposed project would have a minor adverse impact on EFH or federally-managed fisheries in Goose Bayou. According to the USACE, the NMFS has requested additional information from the applicant prior to the NMFS providing further comments and conservation recommendations to the USACE. NMFS will make the final EFH recommendations and/or mitigation recommendations for the Developer's marina permit application through the consultation process with USACE.[21] It appears from review of the approved comprehensive plan amendment and the permit applications being reviewed by USACE and FDEP that the impacts to EFH habitat are less than what was disclosed in the FEIS.

2.2.2.5 Invasive Species

No invasive species as defined by the Florida Exotic Pest Council's List of Florida's Invasive Species, 2007 were observed during field reconnaissance. This is no change from what was reported in the FEIS.

2.3 Coastal Barriers

There is no change to the proximity of the former airport property to coastal barriers from that disclosed in the FEIS. The nearest coastal barrier island is in the Saint Andrew State Recreation Area, approximately 4.5 miles from the former airport site.

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[19] Permit Drawings and General Specifications Panama City Airport Marina, MRD Associates, Inc., January 18, 2010 and the USACE Revised Public Notice for the Section 404 Dredge and Fill Permit, dated May 7, 2010 (Application No. SAJ-2009-03099 (IP-MMW)). Based on FAA discussions with the St. Andrews Bay Land Company March 14, 2011 and subsequent discussions with the Airport Director, the FDEP and USACE permits have not been issued for the marina. The FDEP issued a Notice of Intent (NOI) to issue a permit in November 2010. This permit NOI was extended in January 2011 for a period of 90 days. It was determined during the permitting process that the airport had previously been allowed by the state to fill sovereign submerged lands for Runway 14-32 and was granted an easement for the lighting system. The airport, however, was not conveyed title to the land that was filled for the runway and there was a reverter clause in the documentation that indicated the property would revert back to the state if the property was no longer used as an airport. The Board of Trustees of the State of Florida approved the airport's purchase of these lands as part of the permitting process in 2010. However, the final payment and purchase has not occurred, so FDEP has not issued the final permit. The St. Andrews Bay Land Company is still in the process of obtaining the USACE permit.

[20] E-mail from USACE dated October 7, 2010 with updated impact acreages for the marina permit

[21] Information provided to Virginia Lane, FAA Orlando Airports District Office, by Melinda Witgenstein, USACE Panama City Field Office, by telephone message, June 22, 2010. The NMFS has requested that the applicant stake the proposed channel and seagrass areas prior to a site visit. The NMFS intends to provide further comment and conservation recommendations.

2.4 Coastal Zone Management

There is no change to the Florida Coastal Management Program (FCMP) consistency determinations from that disclosed in the FEIS. The FDEP concurred with the FAA's determination that the relocation of the airport to the West Bay Site, including the re-development of the former airport property, was consistent with the enforceable policies of the FCMP. The Developer of the existing airport property will be required by the State of Florida to obtain concurrence from the FDEP regarding the proposed development's consistency with the enforceable policies of the Florida Coastal Management Program (FCMP).

2.5 Compatible Land Use

In April 2010, the areas in the vicinity of the former airport property were surveyed to review existing land uses, land use patterns and noise sensitive uses. As disclosed in the FEIS, the existing land uses in the vicinity remain residential and support commercial, service, and light industrial areas.

The FEIS stated that a comprehensive plan amendment and rezoning process would be required to ensure conformity of the proposed redevelopment plan with the City of Panama City's Comprehensive Plan and Land Use Map. The Developer submitted an application to the City of Panama City in September 2009 to amend the Future Land Use Map of the City of Panama City Comprehensive Plan as well as one text amendment to the Future Land Use Element. The text amendment would add an Urban Community land use category as well as a sub-area policy for the former airport site, the Goose Bayou Overlay District. The Urban Community category provides for the development of functionally integrated mixed-use communities, enhancing existing urban areas through infill[22] and redevelopment. With the approval of the updated Comprehensive Plan by the City of Panama City on August 24, 2010, the proposed redevelopment of the former airport property is considered consistent with the City's Comprehensive Plan.

2.6 Construction Impacts

The FEIS disclosed that on-site construction equipment and construction-related vehicle trips on area roadways would be sources of temporary noise during the construction process for the redevelopment of the former airport site. Pile-driving activities associated with the proposed marina could result in community annoyance. Noise impacts arising from pile driving are brief, generally one second in length, but repetitive, with impacts occurring several times per minute.

Other potential impacts associated with redevelopment construction at the former airport site include dust from delivery of materials and land clearing, erosion, and use of pesticides and fertilizers associated with re-vegetation.

As previously noted, construction is now anticipated to take longer than the 5-year time frame anticipated in the FEIS. As a result, impacts during construction are anticipated to be less than or consistent with what was described in the FEIS. Therefore, the analysis and conclusions contained in the FEIS remain substantially valid. The Developer will be required to conduct construction to minimize impacts as required by local, state, and Federal permit regulations.

[22] The use of vacant land and property within a built-up area for further construction or development, especially as part of a neighborhood preservation or limited growth program.

2.7 Department of Transportation Act: Section 4(f)

As disclosed in the FEIS, there are no recreation areas, wildlife or waterfowl refuges located within the vicinity of the former airport site. The field review in April 2010 confirmed that this conclusion has not changed since publication of the FEIS in 2006.

There is one archeological site at the southwest corner of the former airport property, Robinson Bayou Site (Florida Master Site File (FMSF) No. 8BY935), that was determined eligible for listing on the National Register of Historic Places. The composite redevelopment scenario evaluated in the FEIS disclosed that this site could be impacted by redevelopment. Subsequent to the FEIS, the FAA worked with the Florida State Historic Preservation Officer (SHPO) and developed a Memorandum of Agreement (MOA) that would require the creation of a conservation easement (CE) for the Robinson Bayou South site. The draft MOA was coordinated with tribal entities. The MOA was executed in August 2006.[23]

In February 2011, the Airport Sponsor, as the Grantor, drafted a CE for preservation of the site. The CE would result in avoidance of any adverse effects to the 8BY935 site. The draft CE designates The City of Panama City, Florida and The Historical Society of Bay County, Inc., as Grantees. The City accepted the easement as a joint holder with the Historical Society in February 2011. The Florida State Historic Preservation Officer (SHPO) and the Miccosukee Tribe of Florida have concurred with the content of the draft CE.[24] The terms of the CE are binding on all subsequent owners of the former airport site, and title to the property cannot be conveyed without the CE encumbering the land. The CE was recorded by the Airport Sponsor on April 1, 2011 and a copy is provided in Appendix A.

The current conceptual redevelopment plan shows potential residential development that could possibly result in a minor encroachment in a portion of the Robinson Bayou site. The FMSF site boundary for this site was approximate; a survey was prepared for the recorded CE which establishes the boundaries of the site. The CE will prevent that development from encroaching on the site and the Developer will be required to conform to the requirements of preservation within the easement boundary. Preservation of the site can be achieved by a slight shift in the residential lot location or by other means in compliance with the CE on the site.

FAA concluded with the approval of the MOA that there would be no potential for a Section 4(f) use of 8BY935 to occur because of the CE. The CE would result in avoidance of any adverse effects to the 8BY935 archaeological site that is located on the former airport property, and thus would not be considered a use of the site under Section 4(f). Therefore, the conclusions reached in the FEIS remain valid. *See* **Section 2.14** for further discussion of this archaeological site and *see* **Appendix A** for a copy of the recorded CE.

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[23] Memorandum of Agreement between the FAA and the Florida State Historic Preservation Officer, Pursuant to 36 CFR 800 Regarding the Possible Redevelopment of the Existing Airport Property Associated with the Proposed Relocation of the Panama City Bay County International Airport in Bay County Florida, dated July 2006, executed August 2006

[24] March 15, 2011 telephone call Virginia Lane, FAA, with Laura Kammemer, Florida SHPO. March 17, 2011, telephone call Virginia Lane, FAA, with Fred Dayhoff, Miccosukee NAGPRA and Section 106 Representative of the Miccosukee Tribe of Florida.

2.8 Federally Listed Endangered and Threatened (E&T) Species and State Listed Species

2.8.1 E&T and State Listed Species Affected Environment

Federally listed E&T and state listed species were documented in the FEIS as potentially occurring on or in proximity to the former airport site. Federally listed species evaluated in the FEIS included Gulf sturgeon, American alligator, eastern indigo snake, sea turtle species in Goose Bayou, piping plover, wood stork, West Indian manatee, Gulf moccasinshell, and oval pigtoe. State listed species evaluated in the FEIS included Gulf sturgeon, American alligator, eastern indigo snake, sea turtle species in Goose Bayou, piping plover, wood stork, West Indian manatee, gopher tortoise, Alligator snapping turtle, Gulf salt marsh snake, Florida pine snake, gopher frog, little blue heron, snowy egret, tricolored heron, white ibis, southeastern American kestrel, brown pelican, black skimmer, Southeastern snowy plover, Stoddard's yellow-throated warbler, least tern, Gulf moccasinshell, Oval pigtoe and spoon leaved sundew[25]. The habitats observed during the April 2010 field visit remain intact and could potentially still support the listed species discussed in the FEIS.

Based on a review of the most recent list of state and federally listed species known to occur in Bay County, Florida, dated July 2009, the above list and status of state and federal listed species is consistent with the species described in the FEIS with the exception of the Panama City crayfish and bald eagle[26]. Since the FEIS was published, the bald eagle has been delisted but remains protected under the Bald and Golden Eagle Protection Act and through the FWCs Eagle Management Plan. There are no known bald eagle nests on or in the vicinity of the former airport site. The Panama City crayfish is not listed by the USFWS but has been designated as "consideration encouraged (ce)", which means the USFWS recognizes that the state has listed this species and protection is encouraged to avoid a future need for federal listing of this species. In addition, since the FEIS was completed, USFWS has designated critical habitat for the Gulf sturgeon, piping plover, Gulf moccasinshell and oval pigtoe. Based on a review of the USFWS critical habitat maps, critical habitat for these species does not occur on or in the vicinity of the former airport site and thus, no impact to critical habitat would occur.

Since the FEIS was published, the Developer for the former airport site had additional surveys conducted in support of the *Application*. These surveys confirmed that the same federal and state listed species previously evaluated in the FEIS were observed or potentially occur on-site or in the vicinity of the site. However, two additional state listed species were identified by the Developer's consultant: large leaved jointweed (*Polygonella macrophylla*) – a state listed threatened plant species and Panama City crayfish (*Procambarus econfinae*) – a state listed species of special concern that is being considered by FWC for up-listing to threatened.

Based on the FAA's review in April 2010 of the habitats on site, state listed species large leaved jointweed and Panama City crayfish could occur on the airport property. However, the former airport is outside of the known range of the Panama City crayfish (PCC), but is in proximity to the potential range of the species.[27] The recent survey conducted by the Developer's consultant,

[25] Fauna species listed as high or moderate likelihood of occurrence in Table 4-15 and flora species documented in the FEIS.

[26] *State and Federal Threatened, Endangered, and Other Species of Concern Likely to Occur in Bay County, Florida* dated July 2009 and compiled by the USFWS (http://www.fws.gov/panamacity/specieslist.html, accessed April 15, 2011),

[27] The potential range of the PCC was identified in the 2nd Draft of the Panama City Crayfish Management Plan, May 7, 2007, Florida Fish and Wildlife Conservation Commission.

Biological Research Associates (BRA), showed three potential locations for PCC on the former airport property. PCC were documented at two of the three locations but only crayfish burrows (e.g. not confirmed to be PCC) were documented at a third location. Each of the locations where PCC was documented consists of small drainages that support herbaceous wetland vegetation and are intermittently inundated with water. There are numerous drainage ditches throughout the airport property, but PCC was not, however, documented extensively throughout the airport. BRA documented that the water table was low (> 12 inches below surface) and receding at each location surveyed, or was connected to areas that flow into saltwater systems which would preclude this species from occurring. Furthermore, the survey concluded that the PCC populations on the airport site were small and may only exist ephemerally. The large-leaved jointweed was documented by BRA in several small groupings on the airport site, mostly associated with disturbed areas. Large-leaved jointweed is common in disturbed and natural areas with sandy soils throughout the western Panhandle.

2.8.2 E&T and State Listed Species Environmental Consequences

No federally or state protected species was observed during the April 2010 field reconnaissance. As discussed in the FEIS, based on the information then available, the FAA disclosed in its NEPA evaluation that redevelopment of the former airport site could potentially result in impacts to state and federally-listed species. However, at that time, effects determinations of the variety necessary to complete Section 7 responsibilities under the Endangered Species Act (ESA) could not yet be made due to insufficient information. This was because at the time the FEIS was prepared, the Airport Authority had issued a Request for Proposal (RFP) for purchase and redevelopment of the Airport property and included within the RFP three potential development scenarios for the site. These development scenarios were conceptual and for purposes of the FEIS analysis, a composite development scenario which represented a worst case redevelopment (greatest impacts) was considered in the FEIS. As part of the FEIS' NEPA analysis, the potential for impact to listed species was evaluated; however, the conceptual development plan was not developed to enough specificity for a determination of effects under Section 7 of the ESA to be made. Thus, it was acknowledged that there was some potential for impact to listed species as a result of redevelopment of the former airport site, and the probability of listed species occurrence was evaluated in Table 4-15 of the FEIS. Since the FEIS was published, the Developer for the former airport site has prepared a conceptual development plan for the site and the developer is in the process of designing and permitting a marina. The marina has been designed with enough detail and information for a determination of effects to federally listed species under the Section 7 consultation requirements of the ESA, and as discussed below, the USACE in coordination with the USFWS has made effects determinations for several species. The development plan of the remainder of the site (outside of the marina) remains conceptual in nature, so a determination of effects under Section 7 for federally listed species on the remainder of the site have not been made. However, based on the conceptual development plan, this reevaluation includes discussion of the potential for impacts to species under NEPA, and effect on the federally listed species resulting from the development of the marina under Section 7.

Active gopher tortoise burrows (state listed species) were identified on the former airport site and the Eastern indigo snake (federal and state-listed threatened species), can be a commensal species in gopher tortoise burrows. The composite redevelopment scenario analyzed in the FEIS identified a majority of the gopher tortoise habitat being impacted. The current development plan also shows a majority of the gopher tortoise habitat being impacted. The FEIS indicated that an incidental take or relocation permit would be required by the Developer from FWC if impacts to this species occur as a result of redevelopment. Impacts could include loss of habitat and impacts to gopher tortoise burrows. There has been a change to FWC regulations since the FEIS. The

FEIS stated that an incidental take or relocation permit would be required for impacts to gopher tortoises. However, the FWC uplisted the gopher tortoise from a species of special concern to threatened and revised the management plan and permit requirement for impacts to this species. An incidental take permit is no longer applicable. The Developer will be required by FWC to obtain a relocation permit either on-site or off-site for any impacts to gopher tortoises as a result of development on the former airport site. The incidental take permit would have allowed for loss of the species through incidental clearing and development activities. With the current requirements of preservation or relocation of all burrows, the impact to gopher tortoises could be less than disclosed in the FEIS.

The actual habitat for the Eastern indigo snake is limited on the former airport site and as discussed in Section 2.2.2.1, the majority of the native habitats are proposed for preservation with the current redevelopment plan. The Eastern indigo snake has a large home range and is considered rare in Northwest Florida. As indicated in the FEIS, the potential for Eastern indigo snake to occur on the former airport site is low due to limited habitat and the airport's location in an urban environment. A review of Florida Natural Areas Inventory (FNAI) on-line biodiversity matrix shows that there are no known or historic occurrences of the Eastern indigo snake on the former airport.[28] For these reasons, FAA has determined that there would be a low probability of an adverse impact on the Eastern indigo snake.

The Developer's redevelopment proposal includes a 117 slip marina (wet slips) and 240 dry slips and identified potential impacts to habitat in Goose Bayou. Seagrasses provide habitat for several listed sea turtle species. The manatee and gulf sturgeon, which occur infrequently in Goose Bayou, could also be impacted by redevelopment of the former airport site. Based on a review of the USACE Revised Public Notice for the Developer's Section 404 Dredge and Fill Permit Application (Application No. SAJ-2009-03099 (IP-MMW)), USACE consulted with USFWS and as a result determined that the marina project may affect, but is not likely to adversely affect the West Indian manatee, as well as sea turtles, smalltooth sawfish and Gulf sturgeon provided the standard in-water construction measures are implemented by the Developer during project construction. The in-water standard construction measures have been developed for the West Indian manatee, sea turtles, and smalltooth sawfish. A copy of these measures is included in ***Appendix A***. FAA concurs with the USACE's "may affect, but not likely to adversely affect" determinations for the West Indian manatee sea turtles, smalltooth sawfish and Gulf sturgeon, with the implementation of the construction conditions.[29] No additional impacts to federally listed species are anticipated as a result of the proposed redevelopment plan. This analysis is consistent with information disclosed in the FEIS for these species, and therefore, the FEIS remains substantially valid for these species.

As discussed in Section 2.8.1 above, two additional species of state concern have been documented on the airport site, the Panama City crayfish *(*PCC) and large leaved jointweed.[30] Based on the current development plan, it appears that there could be impacts to these two identified state listed species. It may be possible to relocate some of these species into areas shown on the proposed redevelopment area as preserve areas. The large leaf jointweed occurs in small, isolated populations on the site, but is relatively common in the western Florida Panhandle.

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[28] http://lotmaps.freac.fsu.edu/bio05/index.html accessed April 15, 2011.

[29] According to the USACE, the USFWS has provided additional conditions regarding protection of the West Indian manatee. Information provided to Virginia Lane, FAA Orlando Airports District Office, by Melinda Witgenstein, USACE Panama City Field Office, by telephone message, June 22, 2010.

[30] Section 7 of the ESA is not applicable to species that are state-listed, but not federally listed under the ESA.

The Florida Statues provide for exemption from Title XXXV, Chapter 581, Section 581.185, *Preservation of native flora of Florida*, as it relates to "clearing or removal of regulated plants from a canal, ditch, survey line, building site, or road or other right-of-way by the landowner or his or her agent."[31] Thus, the potential impact to this species is not considered significant new information requiring a supplemental EIS because of the relative abundance of the species in the northwest Florida, the small, isolated population coverage on the site and the fact that the developer can remove listed plants on the property at his own discretion.

As described in Section 2.8.1, the airport is outside the known range of the PCC and was documented as occurring ephemerally on-site. Thus, the potential impact to this species is not considered significant new information requiring a supplemental EIS because there is not a significant population that would be impacted by the proposed redevelopment and may only occur on a transitory basis. The Developer will be required to coordinate with the FWC during the FDEP or Northwest Florida Water Management District permitting process for the redevelopment.

2.9 Energy Supplies, Natural Resources and Sustainable Design

The FEIS included correspondence from Gulf Power indicating its ability to meet the proposed demand for electrical power at the redeveloped former airport site. The FEIS also stated that redevelopment of the former airport site would not impact mineral or energy resources. Based on review of the current redevelopment plan, there is no change to these conclusions.

According to the *Application*, the Developer's project is being planned to include Florida Green Building Coalition's Green Development Designation Standard, LEED, or other green or sustainable building standard where feasible.

2.10 Environmental Justice

There are no residential relocations associated with the proposed redevelopment plan and redevelopment of the former airport property is not expected to have disproportionate impacts on low income or minority populations. The proposed redevelopment could provide employment opportunities and improved surface transportation patterns for those populations in the vicinity of the former airport site.

2.11 Farmlands

As disclosed in the FEIS, there is no prime farmland, unique farmland or farmland of state or local importance with the vicinity of the former airport site.

2.12 Floodplains

The floodplain analysis in the FEIS indicated that a majority of the existing airport property lies within flood zone X, areas outside the 500 year flood, however, there are some areas within flood zone A, 100 year special flood hazard area, base elevations undetermined, and other areas along Goose and Robinson Bayous that lie within flood zone AE, special flood hazard areas where base flood elevations have been determined. The FEIS estimated that the redevelopment of the former

[31] Title XXXV, Chapter 581, F.S., Section 581.185 (8)(b) Exemptions.

airport could result in impacts to 30.2 acres in flood zone A, 105.9 acres in flood zone AE and 3.9 acres in flood zone VE.

Based on floodplain information in the *Application*, approximately 244.20 acres of the 700-acre site are within the Federal Emergency Management Agency (FEMA) Digital Flood Insurance Rate Map (DFIRM)-designated 100- year flood zone.[32] The post-development flood-prone areas will be substantially the same as the predevelopment areas. According to the *Application*, a portion of the development is proposed within the FEMA AE1 (7), AE (8), AE (9), VE2 (9) and VE (10) Flood Zones as scaled from FIRM Maps 12005C0329G, 12005C0330G, 12005C0331G, and 12005C0335G dated September 18, 2002. The Developer conducted a more detailed site-specific topographic survey and found portions of these mapped flood-prone areas are inconsistent with the site contours and that these areas are suitable for development. The Developer has stated that a FIRM Letter of Map Revision (LOMR) application will be prepared for such areas. The Application notes that "any development within a FEMA AE and VE Flood Zones will conform to FEMA and City of Panama City Flood Hazard Areas construction standards. Additionally, some encroachment into mapped flood-prone areas may be necessary for roadway crossings and utilities. As part of the development, a site-specific hydrologic analysis will be performed to evaluate the potential for flooding. The analysis will consider the effects of both upstream and downstream flooding resulting from encroachment into flood-prone areas." Measures to mitigate adverse impacts will be implemented by the Developer consistent with the flood protection requirements of FEMA and the City of Panama City.

Based on information provided by the Developer, no increases in off-site flooding are anticipated as a result of the proposed development. Rainfall runoff rates resulting from post-development conditions will be limited to pre-development levels. Additionally, any impacts to existing basin storage will be evaluated as part of the storm water management system design. Compensatory storage will be provided as required to comply with the requirements of both FEMA and the City of Panama City.

The FEIS noted that with mitigation there would not be a considerable probability of the loss of human life with redevelopment of the existing airport site, nor would there be any likely future damage associated with the encroachment that could be substantial in cost or extent, including interruption of service on or loss of a vital transportation facility. As such, FAA's determination regarding floodplain effects with the implementation of mitigation as described in the FEIS remains unchanged.

2.13 Hazardous Materials

2.13.1 Hazardous Materials Affected Environment

As disclosed in the FEIS, several potential contamination sites were identified on the former airport. These included: dredge spoil stockpile area, the east fuel farm, Avis rental car facility, Alamo/National car rental facility, Gaddie property, stormwater runoff areas associated with the Precision AvJet FBO, south fuel farm, Panama Air Center, west fuel farm, historic fill material, the Carter property, the airport maintenance shop, miscellaneous scrap yard, Coastal Helicopter, various debris piles within the site, and the ash residue at the former fire fighting training area.

[32] *FEMA DFIRM 100-Year Floodplain Map* in Appendix A. V.2 City of Panama City Comprehensive Plan Amendment.

Since the publication of the ROD, the Airport Sponsor has entered into a sales agreement with the Developer for the former airport property. As part of that agreement, Exhibit G, ten sites were identified as potential areas of environmental concern that would require additional soil and/or ground water sampling to determine the presence or extent of contamination. The potential areas of concern identified in the sales agreement included the dredge spoil stockpile area, the east fuel farm, Avis rental car facility, Alamo car rental, National car rental facility, Gaddie property, stormwater runoff areas associated with the Precision AvJet FBO, south fuel farm, Panama Air Center abandoned USTs, west fuel farm, and historic fill material. The sales agreement also included as an area of concern "any hazardous substances released on the property following the effective date of Environmental Reports" prepared as part of the due diligence conducted for the sale of the airport. Further, based on discussions with the Airport Sponsor's attorney responsible for coordinating efforts related to cleanup activities, the FAA understands that the Airport Sponsor has agreed to begin assessing these sites and, where necessary, to make a good faith effort to address any confirmed areas of soil and ground water contamination. The Airport Sponsor has agreed with the Developer to utilize residential cleanup target levels when performing remedial activities.[33]

The Developer has conducted a Phase I and limited Phase II Environmental Site Assessments (ESA) and identified additional sites of concern that were recommended for further analysis beyond those identified in the sales agreement. The Developer's Phase I Assessments are anticipated to be finalized soon. The Phase II ESA work is still on-going. The information provided in this WR is the best information available to the FAA. All of the potential areas of concern identified to date by the Airport Sponsor's previous work, the Developer's most recent assessments, FAA's assessments, and the status of cleanup or contamination, is summarized in ***Table 4***. Map IDs A through K, N, O, R, X and AM were identified in the FEIS. The remaining sites have been identified by the Developer's consultant. A map showing the general location of potential contamination sites and other materials provided by EnSafe (the Developer's consultant), a status spreadsheet provided by AECOM (the Airport Sponsor's consultant) and other pertinent documents related to FDEP closure or cleanup are included in ***Appendix B***.

[33] Agreement of Purchase and Sale, October 24, 2007 by and between PANAMA CITY-BAY COUNTY AIRPORT AND INDUSTRIAL DISTRICT, an independent special district created and existing pursuant to Chapter 2005-311, L.O.F. ("District"), having offices at 3173 Airport Road, Box A, Panama City, Florida 32405 and COMMUNITY AIRPORT REDEVELOPMENT, L.L.C., a Florida limited liability company, having its principal place of business at 529 East South Temple, Salt Lake City, Utah 84102

TABLE 4 – Recognized Environmental Conditions (RECs)		
Map ID	**REC**	**Status**
A	Dredge Spoil Stockpile	Spoil materials contained PAHs and metals above soil and ground water cleanup target levels were documented. The site was remediated by the excavation of the materials. This material has been transported to the West Bay Site for fill. The Post-Removal Soil Report was sent to FDEP with a request for a Site Rehabilitation Completion Order (SRCO). FDEP indicated that a SRCO is not appropriate because the fill excavation work is a component of the reuse authorization and restrictive covenant package for the new Airport site. FDEP authorized the use of this material at the new Airport but required that the material be capped, a map showing the site location be provided to FDEP and a restrictive covenant be placed on the site. The Draft restrictive covenant has been provided to FDEP for review. The Airport issued a Completion Notice and Environmental Certification for this site.
B	East Fuel Tank	Petroleum product releases from Underground Storage Tanks (USTs) were documented in 1991 and 2001. FDEP issued a SRCO the 2001 discharge in a letter dated October 10, 2007. The USTs have been removed and soil and groundwater contamination was identified. The groundwater plume is reported as localized around the tank area. Monitoring and site assessment activities are on-going by the Airport for this site. The Airport has notified FDEP that a Site Assessment has started to identify the contamination plume.
C	Avis Rental Car Facility	FDEP issued a SRCO for documented petroleum releases in 1994 and concurred with the No Further Action request for these releases in a letter dated 3/5/10. The tanks are still in service and EnSafe documented potential for petroleum releases since the SRCO/NFA was issued in March. Per the sales agreement, the tanks will need to be removed and assessment activities will occur for closure of these tanks. Tank closure activities were completed in June 2010 and the airport is awaiting the Tank Closure and Assessment Report. EnSafe has reported that there has been a 2010 release and recommended to the airport that the discharge be reported to FDEP and determine how this would affect the current SRCO, if at all.
D Alam o/National Car Rental		FDEP issued a SRCO for documented petroleum releases in 1996 and concurred with the No Further Action request for these releases in a letter dated 9/2/09. USTs were reportedly removed in January 2009 and a replacement Above Ground Storage Tank (AST) was installed.
E	Gaddie Property Area	Assessment activities indicate that elevated levels of arsenic have migrated from this adjacent property at 621 W. Baldwin Road into wetland sediments on the Airport property. Limited Site Assessments (LSA) and a LSA addendum was transmitted to FDEP by the airport. FDEP indicated that the wetland medium is sediment and not subject to the residential Soil Cleanup Target Levels (SCTL). The Airport has agreed to excavate the top foot of impacted soil and back fill with clean soil. The wetland area is required to be restored. FDEP and USACE issued permits for the excavation in the wetland. Cleanup activities are anticipated to start in the Fall 2010. Wetland monitoring of the restoration activities will be required for a period of two years.
F	Stormwater Runoff Area	Historical FBO operations discharged to a ditch between Precision AvJet and Airport Road. Soils with PAHs above SCTLs and groundwater with Lead above

		Groundwater Cleanup Target Levels (GCTLs) was documented. The soils have been excavated and ground water monitoring has been requested by FDEP for three months. The Interim Source Removal report has been prepared. Following review of the document by the buyer, this report will be submitted to FDEP for a SRCO.
G	South Fuel Tank Farm	Soil and groundwater contamination detected since 2003 and jet fuel release reported to FDEP in 2006. USTs and contaminated soils have been removed with the exception of some soil that is under the foundation of exiting hangars. After coordination with the hangar owner, the Airport removed the remaining soils in July 2010. Post-removal monitoring well sampling results were clean. Airport anticipates that groundwater monitoring will be required quarterly for one year before FDEP will issue a SRCO. Coordination with FDEP is on-going for this site.
H	Panama Air Center	A release from the AST farm occurred in 2005. Soil was excavated and FDEP issued a SRCO in 2009. USTs were closed in place near Precision AvJet FBO in 1993. TRPH was detected in the groundwater in 2003. The tanks were subsequently removed in 2009 and there was evidence of a release. The Tank Closure report has been prepared and recommended a No Further Action Status for the site. The Airport submitted this report in July 2010 and is awaiting the SRCO from FDEP. Coordination with FDEP is on-going for this site.
I	West Fuel Tank Farm	Groundwater contamination was detected in 1986 and jet fuel releases occurred in 1998 and 1990. Soil was excavated in response to these releases. Groundwater was monitored from 2002 to 2008. USTs and contaminated soils were removed in 2008 after which free product (petroleum product) was not observed and groundwater contamination was below GCTLs. FDEP issued a SRCO in November 2009.
J	Historic Fill Material	Fill material dredged from the adjacent North Bay was placed on the site for expansion of Runway 14-32. The dredged sediment contained arsenic concentrations above residential SCTLs. The arsenic may be attributable to the presence of shell in the sediments. AECOM sampling revealed that the elevated arsenic levels are in small localized pockets and there has been no impact to the groundwater. Based on meetings with FDEP, the shell rich material is unregulated and comparison of this material to residential SCTLs is not applicable. Soil samples that do not contain shell material show that the arsenic levels are below SCTLs. A Limited Site Assessment Report was submitted to FDEP on May 10, 2010. FDEP has indicated that this is not a regulated site. AECOM will prepare an Environmental Certification for the site pursuant to the former airport purchase agreement.
K	Carter Property	This site was documented by the airport in the original Phase I and Phase II ESAs prepared by the airport during the preparation of the EIS. This site is currently John Deere as reported in the state database. The site was incorrectly identified as the source of potential groundwater impacts by the airport. The source of the MTBE and benzene impacted groundwater is actually the adjacent Ole Lighthouse Marine property. Two USTs were removed from the Carter/John Deere parcel in 1993 in response to evidence of unleaded gasoline and diesel fuel release. Work was started to determine the extent of contamination but was not completed. The site had a low priority score in the FDEP cleanup program so no work has been performed since December 2008. Follow-up sampling by others indicates that there is a small groundwater contamination plume reportedly extending from the Ole Lighthouse Marine property onto the airport. The Airport

		filed hold harmless letter to FDEP. In follow-up site visit to these sites, FDEP indicated that additional sampling and analysis needs to be performed to determine the source of the potential contamination which FDEP feels could be either property. The airport is currently completing this sampling for submittal to FDEP. Coordination regarding this site is on-going.
L	Building 1000 Stormwater Site	This is a small stormwater detention area where stormwater from the DynCorp building currently discharges. The Airport conducting soil and groundwater sampling in this area and found no exceedances of SCTLs or GCTLs. EnSafe is evaluating the results.
M	Offshore Sediment Hole	Sediment tested in the bay at the northwest end of Runway 14-3 contained petroleum hydrocarbons as well as traces of mercury and lead, but the concentrations were considered by EnSafe as *de minimis* and no further action was recommended.
N	Maintenance Shop	Staining, utility sink discharges, septic tank, outside drum and waste storage and ASTs were observed by EnSafe as potential areas of concern. Soil contaminated with TRPH above residential SCTLs and groundwater with chromium above its GCTL was documented. The Airport conducted additional testing in the area of the utility sink and found no exceedances of the SCTLs or GCTLs. EnSafe has conducted additional sampling and shows some exceedances of SCTLs and GCTLs in several areas. They recommended several nature and extent contamination studies at the AST area, the utility sink discharge area and the north roll-up door/slopped drive area as well as an investigation under the concreted slab floor of the maintenance building. Investigation of this site is on-going.
O	Scrap Yard	This area was located adjacent to and throughout the wooded areas outside the maintenance building. This area had contained old 55 gallon drums, scrap metal, abandoned trucks, construction debris, old batteries etc. During our site visit in February 2010, a majority of this area had been cleaned up and the materials removed. EnSafe conducted sampling in this area and found no evidence of contaminated soils or groundwater. No further action was recommended by EnSafe other than to complete the removal of scrap debris and sample if there is evidence of soil contamination.
P	Household Waste Dump	Miscellaneous household waste/debris dumping was previously identified by the airport and a roll-off dumpster with construction debris was observed by EnSafe. The debris and dumpster has been removed and no further action was recommended by EnSafe.
Q	General Aviation Ramp	EnSafe conducted groundwater sampling along Runway 5-23 to determine if there had been any impact associated with spills or intermittent releases of fuel on the ramps during the airports long history of operation. VOCs or TRPH was not detected above GCTLs. No further action was recommended by EnSafe. Soils were also sampled and are addressed in REC "AN" below.
R	Coastal Helicopter	This site is no longer in operation. It is currently used to store aircraft parts. EnSafe reports that this site was historically used as a foundry (aluminum block casting and melting operations) and a boat manufacturing facility with hazardous waste generation, and solvent use. Observations of the facility by EnSafe revealed that there is a septic system, floor drains and poor condition of the flooring suggesting that releases of hazardous materials could have occurred with discharge to the ground surface. Sampling has been conducted and there are exceedances of the TRPH, benzo(a)pyrene and arsenic SCTLs in several samples. Samples also showed chromium above the GCTL in one sample.

		EnSafe recommended a detailed nature and extent of contamination study for the site. Additional sampling was conducted in April 2010 and additional soil and groundwater sampling is recommended once the facility is empty including up lifting the foundation.
S	DynCorp	EnSafe reports that this site was historically used for manufacturing (millworks associated with aluminum block casting operations at the former Coastal Helicopter site (Map ID R)) and aircraft maintenance with petroleum product and solvent use and storage. Staining of the floors was observed. A Phase II ESA was conducted and soil and groundwater samples were collected and analyzed for VOCs, SVOCs, TRPH and metals. VOCs were not detected in the soils or groundwater. SVOCs, TRPH and metals were detected in soils and groundwater but were below the SCTLs and GCTLs. EnSafe reports that the soils were composited from surface to 5 feet below ground surface so there could be strata and smaller sampling intervals that could be more highly contaminated. EnSafe recommended a nature and extent contamination study for the site including under the building slab and that PCBs be added to the sampling parameters. Additional sampling was conducted in March/April 2010. TRPH was detected in all but two soil samples. Various combinations of metals were detected in each sample and PCE was detected at 2 and 4 foot depths from one boring inside the DynCorp building. EnSafe continues to recommend more detailed evaluation of the site for VOCs, SVOCs, TRPH, and TAL Metals. EnSafe reports that debris and concrete obstructions were encountered under the building during the sampling and suggest additional investigation.
T East	Ramp Drainage Basin	EnSafe suspected that this stormwater facility could have received runoff containing residual petroleum projects such as oil, fuel and lubricants from the general aviation east ramp. Soil samples collected did not detect soil contaminants exceeding residential SCTL or groundwater contaminants. EnSafe recommended no further action.
U	Former Ponds-East Ramp	During EnSafe's Phase I ESA review and through their on-site interviews it was determined that these ponds may have been filled with manufacturing residuals and construction/demolition debris and "northwest pond" has received stormwater from the east ramp that could have contained residual petroleum products. Trenching in the northwest pond revealed evidence that the areas had been filled as described above. Soil and groundwater sampling in the northeast pond revealed TRPH and metals in the soil but none of the samples exceed their respective SCTLs. Metals were detected in the groundwater, with GCTL exceedances only in unfiltered samples. In the southeast pond, combinations of SVOCs, TRPH, and metals were detected in the soils but below the SCTLs. Iron and manganese were detected above GCTLs in one sample and aluminum and iron were detected above the GCTLs in filtered and unfiltered samples. EnSafe indicated that the soil and groundwater contamination in the southeast pond may have resulted from the historic filling of the ponds or may have migrated from the adjacent uses – Coastal Helicopter, DynCorp and the East fuel farm. EnSafe recommended further investigation of this area.
V	Spurlin Industries	This off-site facility reportedly had a 43 year history of industrial manufacturing use. EnSafe indicated in the Phase I ESA that there were alleged solvent discharges, operation of a septic system to receive industrial wastewater, former USTs and bulk hazardous materials and petroleum product usage and storage on-site. Furthermore, stormwater sheet flows from the property to the north and west on airport property and discharges south to a ditch located along the airport

		property's east property line. Soil, sediment, surface water and groundwater samples were collected along the shared property boundary. Three surface soil samples contained TRPH exceeding the residential SCTL and one sample exceed industrial SCTLs. VOCs were detected in two of these samples and all three surface soil samples contained SVOCs. Sediment samples contained SVOCs and VOCs but did not exceed residential SCTLs. Arsenic was detected at its SCTL and TRPH was detected above the SCTL in one soil sample. No data was provided by EnSafe regarding surface or groundwater sampling results. Test pits showed buried fiberglass shreds in one location. EnSafe recommend a nature and extent contamination study along the shared property boundary of the airport and Spurlin Industries and that the extent of buried fiberglass be determined, excavated and disposed of properly.
W	Parthenon Prints	This off-site facility reportedly is a wallpaper manufacturer and textile finisher since 1981. EnSafe investigated the possible impact from the use of solvents in textile printing operations and indicated that there had reportedly been a discharge to a ditch alongside the facility. Soil and groundwater sampling is underway for VOCs, SVOCs, TRPH, TAL Metals, and PCBs within drainage pathways and areas devoid of vegetation. Additional limited assessment activities by EnSafe in April 2010 showed no impact, but EnSafe is recommending more extensive investigation.
X	Debris Piles	Numerous debris piles were identified throughout the property by EnSafe. Reportedly these areas contain construction debris (concrete and asphalt remnants, rebar, metal fragments, plastic containers, portions of crushed and/or empty drums, wood debris, buckets, piping, drums etc.). Debris piles were also identified during the FEIS. Some of the debris piles were reportedly removed. These debris piles were mostly covered with vegetation. Soil samples were collected from five piles containing asphalt and soil, from beneath a pile of utility poles and from two bare areas where previous debris piles existed but had been removed. Samples were analyzed for TRPH, SVOCs, and TAL metals and the bare areas were also sampled for VOCs. TRPH was detected in seven samples but were all below residential SCTLs. At least one metal was detected in all samples but only arsenic was detected above its residential SCTL in two samples. SVOCs were detected in all samples and benzo(a)pyrene was detected in four samples that exceeded its residential SCTL. EnSafe recommended further analysis to determine the nature and extent of contamination in the debris piles and to remove all debris piles from the site.
Y	Interior Drainage Ditches	EnSafe has begun conducting soil sampling in drainage areas downgradient of the car rental facilities and a sheen was reportedly observed at the water's edge of that portion of the ditch downgradient of where new and used oil tanks were staged a the car rental facilities. TRPH concentrations below residential SCTLs were detected in all soil samples; benzo(a)pyrene exceeded SCTL in two samples. Various combinations of metals were detected in each sample but none exceed their respective residential SCTL. EnSafe recommended further investigation of sediment and soil along the length of all interior and perimeter drainage ditches for VOCs, SVOCs, TRPH, TAL Metals, pesticides, and PCBs to confirm that no residential standards are exceeded.
Z	Former Retherford Property	EnSafe reports that this facility formerly contained a print shop next to a former residence. Hazardous substances reportedly used included house paint, water sealant, gasoline, printing ink, and film developer and finishing chemicals. EnSafe recommended soil and groundwater sampling for VOCs, SVOCs, TRPH,

		TAL Metals, pesticides near the former office/Budget Car Rental operation in the northwest portion of the property and the former print shop east of the residence to confirm that contamination is not present. Phase II investigation in April 2010 by EnSafe showed no evidence of hazardous material release.
AA	SheltAir Discharge	A fuel release occurred from a parked aircraft in October 2008. Soil was excavated and soil and groundwater sampling was conducted. The spill was followed by soil and groundwater sampling by SWS First Response in November 2008 and January 2009, then by Enviro-Pro-Tech on March 10, 2009. Sampling results showed benzene and xylene concentrations exceeding GCTLs and in March 2009, this discharge was reported to FDEP. A source removal report with a No Further Action Proposal (NFAP) was submitted to FDEP. FDEP issued a SRCO dated February 19, 2010.
AB	SheltAir FBO Maintenance Hangar	Maintenance activities have reportedly occurred at this site over the past 50 years and may have involved the use of hazardous materials and petroleum products as well as the generation of waste fuel, used oil and hazardous waste solvents and degreasers. EnSafe reports that residual staining and several cracks were observed across each hanger's concrete floor and in and around an adjoining metal hazardous substance/waste storage lean to. There was also a half buried UST observed. EnSafe has recommended investigation of the soil and groundwater beneath and around the SheltAir FBO Maintenance Hangar, the lean-to and the half buried UST, for VOCs, SVOCs, TRPH, TAL Metals, and PCBs. Additional sampling is planned once access restrictions are removed.
AC	Precision FBO Maintenance Hanger	Maintenance activities have reportedly occurred at this site over the past 55 years and may have involved the use of hazardous materials, corrosion inhibitors, solvent, cleaning compounds and petroleum products as well as the generation of waste fuel, used oil and hazardous waste solvents and degreasers. EnSafe reports that poor housekeeping conditions, residual staining and several cracks were observed across each hanger's concrete floor. Tanker fuel trucks were also observed parked outside. Private hangars with earthen floors and concrete and/or asphalt pads were observed. EnSafe reports in some cases carpet had been placed over the earthen floor and staining and/or saturated carpet pieces were documented. Within hangers 1-3 soil samples containing arsenic levels and SVOCs above residential SCTLs were documented. TRPH was also documented but below residential SCTLs. Sampling of the Precision AvJet Tanker Truck area showed one sample containing benzo(a)pyrene above the residential SCTLs and SVOCs that exceed the benzo(a)pyrene equivalent (BAP). TRPH was also documented but below residential SCTLs. Sampling at the Precision AvJet Private Hangars showed two samples containing TRPH above the residential SCTLs. One of these soil samples also containing benzo(a)pyrene above the residential SCTLs and SVOCs that exceed the BAP. EnSafe recommended that a nature and extent of soil and groundwater contamination study be conducted especially in the areas where the private hangars have earthen floor and under the foundations of the buildings once operations at these facilities have been discontinued.
AD	Chemical Wash Rack	EnSafe identified a concrete pad adjoining the former DynCorp Building that was reportedly used as a chemical wash rack. According to EnSafe's Phase I

		ESA, the concrete pad was not contained and was cracked allowing the potential discharge of wash water to the surrounding grassy areas. Initial soil sampling detected an odor of oil and SVOC, TRPH and metals were detected in the soil and groundwater below residential SCTLs and GSTLs except for copper which did exceed the SCTL. EnSafe recommended a nature and extent contamination study for VOCs, SVOCs, TRPH, TAL Metals, and Pesticides/PCBs to ensure any concentrations in the soils or groundwater are below residential SCTLs.
AE	Ole Lighthouse Marine	See status description in Map ID. K above.
AF	Marine Transportation	This off-site parcel borders the airport property. EnSafe identified this site as an area of potential concern due to the possible impact from petroleum projects and solvents used in engine repair/rework activities. Stormwater from the east side of this property flows east to a ditch adjacent to the airport (Map ID Y8). EnSafe recommended investigation of soils and groundwater for VOCs, SVOCs, TRPH, TAL Metals and PCBs along the shared property border including stormwater drainage pathways. Sampling results were not available.
AG	Florida Department of Transportation	This off-site parcel borders the airport along the eastern property line. EnSafe identified this site as an area of potential concern due to the possible impact from petroleum projects and solvents used in maintenance activities. Stormwater from this property flows to the west via a northwest/southeast trending ditch (Map ID Y-6) and via overland flow. The site is listed on FDEP's Leaking UST database, but a no cleanup required/ No Further Action letter was issued in January 2000. TRPH was detected in sediment samples above the residential SCTLs. Arsenic was detected in one sample above the residential SCTLs. This sample also contained mercury, PCBs and the pesticides chlordane and DDE, but below residential SCTLs. Fecal coliform bacteria concentrations were noted to be very high for Class III waters. EnSafe recommend additional sampling along the shared property boundary and indicated that the fecal coliform results may indicate an immediate health hazard in that area.
AH	Southeast Runway Protection Zone	EnSafe documented there are areas of concrete or sandy, exposed/disturbed land. They have requested additional information from the Airport Authority about these areas and the former concrete contractor and automobile facilities that were apparently in these areas at one time. Test pits have been conducted by EnSafe according to the airport. Further data is pending.
AI	Precision AvJet Private Hangars	See description in Map ID. AC above.
AJ	Former Building 300 feet south of PFN terminal building	EnSafe reports that there was a building approximately 300 feet south of the main terminal building in the mid-1960s, the use and/or occupant were unknown. Soil sampling in 2007 detected metals and endrin-aldehyde and chromium above a SCTL. EnSafe has requested information from the airport about this site. Results of additional sampling by EnSafe were not provided.
AK	Air Traffic Control Tower (ATCT) and UST	Emergency power for the FAA tower was originally supplied (circa 1967) by a 550-gallon gasoline UST north of the building. The tank was removed in May 1992. According to the Closure Assessment Form, no soil or groundwater contamination was reportedly detected during tank removal and no open violations concerning tank compliance were noted in the FDEP database. Confirmation analytical results were not available from the airport authority or FDEP. EnSafe conducted soil and groundwater sampling in the area of the former UST without a clear determination of its exact location. TRPH was detected at 22 mg/kg at 7 feet bgs and at 67 mg/kg at 10 feet bgs. TRPH was not detected in the groundwater. Additional sampling, if any, would be determined

		based on the actual location of the UST. The FAA entered into a reimbursable agreement with the Airport Sponsor to perform asbestos abatement and subsequent demolition of the Air Traffic Control Tower. Abatement and demolition are scheduled to begin in May 2011, and to be completed by July 2011. At the completion of abatement and demolition, the FAA will perform a final inspection of the sites.
AL	VORTAC building and UST	A 550 gallon gasoline UST was formerly located at the VORTAC structure and supplied fuel to the emergency generator. The tank was removed in May 1992. According to the Bay County Public Health Unit Closure Assessment Form, no soil or groundwater contamination was detected during tank removal. Confirmation analytical results were not available from the airport authority or FDEP. EnSafe conducted soil and groundwater sampling. Benzo(a)pyrene was found in one soil sample above the residential SCTL. TRPH and SVOCs were detected in the soil. Neither TRPH nor SVOCs were detected in the groundwater. EnSafe conducted additional sampling in April 2010. This limited investigation showed no impacts, but EnSafe recommended additional study. The FAA entered into a reimbursable agreement with the Airport Sponsor to perform asbestos abatement and subsequent demolition of the VORTAC building, and UST. Abatement and demolition are scheduled to begin in May 2011, and to be completed by July 2011. At the completion of abatement and demolition, the FAA will perform a final inspection of the sites.
AM Ash	Residue/Former Fire Fighting Training Area	This area was historically used as a fire fighting training area where accelerants such as fuel may have been used. The airport conducted soil and groundwater sampling in 2005 for VOC, SVOCs, and PAHs. Sampled constituents were not detected in concentrations exceeding regulatory criteria in either soil or groundwater. Phase II investigation in April 2010 by EnSafe showed no evidence of hazardous material release.
AN	Historical Spill Reports	EnSafe interviewed PFN personnel and reviewed numerous spill incident reports for the airport ramps from 1984 to the present. Intermittent releases of fuel have occurred over the airport's approximately 60-year operating history, potentially impacting the soils and groundwater. EnSafe conducted additional sampling in April 2010. This limited investigation showed no impacts, but EnSafe is recommending more detailed evaluation.
AO	Old Municipal Airport	This reference in EnSafe's preliminary Phase I/Phase II is in reference to the original grassed airfield known as Atkins Field. The airport operated with three runways and buildings, a terminal and other support buildings from 1932 to the 1940s. Sampling was conducted by others in 2007 in the areas of the former runways. Soil was analyzed for chlorinated herbicides, organochlorine pesticides, metals, and TRPH. Groundwater was analyzed for VOCs, PAHs, TRPH, chlorinated herbicides, organochlorine pesticides, and Metals. Various metals were detected in soil and groundwater, and TRPH was detected in soil. None of the detections exceeded a residential SCTL or Groundwater Cleanup Target Level GCTL. EnSafe conducted additional sampling in March/April 2010. Results of the sampling were not provided.
AP	Former Used Oil Tank	One 1,000-gallon UST was removed from the area at the northwest corner of the DynCorp hangar on September 8, 1999. A Contamination Assessment Report (CAR) was submitted to the Bay County Health Department. The CAR reported no visual evidence of a release. A September 15, 1999, CAR, was submitted to

		FDEP, which concluded "that the requirements for a clean closure of the storage tank system have been met". Although FDEP did not require additional action at this location in 1999, no soil or groundwater sampling was conducted to confirm that any remaining contaminants are below residential SCTLs and GCTLs. EnSafe conducted additional sampling in March/April 2010. Results of the sampling were not provided.
AQ	Insecticide (Dog Fly) Spray Loading Area	The site is referenced as the location where the Florida Department of Agriculture parked its DC-3 plane at the northwest end of a private hangar leased to Bay County Aircraft Association near 1000 Jackson Way. The plane was equipped with tanks and a sprayer system used in mosquito and dog fly eradication programs. According to EnSafe's research, drums of insecticide were transported to the plane and transferred to the tanks on the plane for spraying. The plane was removed and replaced with a government confiscated plane. On April 30, 2010 EnSafe observed petroleum staining on the concrete pad and soil staining. Soil sampling was conducted. TRPH and arsenic concentrations were found above the residential SCTLs. EnSafe has recommended soil and groundwater investigations for TRPH, SVOCs, TAL Metals, and pesticides at the former insecticide loading area and the concrete pad.
AR	Aircraft Rescue and Fire Fighter (ARFF) Building	The ARFF building is adjacent to the Precision AvJet FBO complex. Limited soil sampling was conducted by EnSafe. Results indicated arsenic and benzo(a)pyrene above residential SCTLs. The soil samples also contained various metals and TRPH. EnSafe is recommending further investigation of the fire pit area and the concrete wash area.
AS	3036/3040 Stanford Road	This area is part of the southeast RPZ and includes two parcels located on Standford Road. Historical research conducted by EnSafe indicates that a concrete contracting business and an auto center were located on these properties prior to purchase by the Airport. Limited soil and groundwater sampling was conducted on the parcels and the adjacent drainage ditch. Sample results within the drainage ditch contained TRPH and arsenic above SCTLs and also contained several SVOCs and metals (barium, lead, chromium, and vanadium). The samples within the property showed TRPH and several metals (arsenic, barium, chromium, lead and vanadium) in the soils. Arsenic, lead, and vanadium was documented in the ground water samples above GCTLs and barium, chromium, copper and nickel below GCTLs. EnSafe recommend additional investigation of these areas.

Source: Preliminary Draft Phase I and II Environmental Site Assessment Report, dated April 7, 2010 prepared by EnSafe, Inc.; additional data provided by EnSafe in May 2010 for specific sites; and data provided by AECOM in May 2010 regarding the status of cleanup and FDEP site closure. Cleanup activities and Phase II assessment activities are on-going. The data provided is based on current information provided by May 27, 2010. Sites A through K, N, O, R ,X and AM were previously identified and discussed in the FEIS. The other sites were identified by EnSafe during recent due diligence review.

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2.13.2 Hazardous Materials Environmental Consequences

As indicated in the FEIS, redevelopment of the former airport property would require cleanup of contaminated soils and groundwater. In addition to the sites identified in the FEIS, additional sites that may require clean up have been identified as discussed above in Section 2.13.1.1. The Airport has indicated that they will make a good faith effort to clean up the sites prior to closing and will provide funds in escrow for cleanup not completed prior to closing. Cleanup of these facilities could provide an enhancement to the environment as the source of contamination will be

removed or capped to avoid further environmental impacts. Based upon the current status of evaluation and clean-up of the sites identified in Table 4, the conclusions of the FEIS remain substantially valid.

2.14 Historic, Architectural, Archaeological and Cultural Resources

As reported in the FEIS, there are two archaeological resources within the APE for the former airport site that are potentially eligible for the National Register of Historic Places (NRHP), the Bingham Site (8BY139) and the Robinson Bayou Site (8BY935). The Bingham Site is located on private property and would not be impacted by development of the former airport property.

Through the Section 106 consultation for the FEIS, the Robinson Bayou Site 8BY935 was determined to meet the eligibility requirements for listing on the NRHP and was recommended for preservation. Subsequent to the FEIS, a Memorandum of Agreement (MOA) between the FAA and the Florida State Historic Preservation Officer (SHPO) was signed, pursuant to 36 CFR 800.6 regarding the preservation of this site. The Airport Sponsor concurred with this MOA. The MOA was executed in August 2006. The commitment to preserve Site 8BY935 was coordinated with the Seminole Nation of Oklahoma and the Miccosukee Tribe of Florida prior to the MOA's execution. The MOA stipulated that prior to the former airport property being decommissioned and released for disposal, a conservation (historic) easement (CE) be placed over Site 8BY935. The Miccosukee's have requested that the site be maintained as a natural area with no public access and the CE reflects this request. [34] The Airport Sponsor recorded a CE for the site on April 1, 2011 in accordance with the MOA. A copy of the CE is included in ***Appendix A***.

In a letter dated April 15, 2010, to the FAA, the Deputy State Historic Preservation Officer for Review and Compliance stated, "we stand by the existing legal commitment of the FAA and our concurrence to the stipulations of the 2006 MOA – the preservation of Site 8BY935 within and a conservation (historic preservation) easement to run with the land in perpetuity."[35] See ***Appendix A*** for a copy of this letter**.**

The current redevelopment plan shows potential residential development that, absent the CE, could possibly result in a minor encroachment in a portion of the Robinson Bayou site. As the boundary of the Robinson Bayou site as determined in the FMSF is approximate, the site could potentially be avoided by a slight shift in the location of the residential lots. However, regardless of the developer's original design, consistent with the analysis in the FEIS, the CE's requirements will be binding on the Developer and the Developer will be required to avoid any adverse effects to the 8BY935 archaeological site that is located on the former airport property.

[34] March 17, 2011 Virginia Lane, FAA, telephone discussion with Fred Dayhoff, NAGPRA and Section 106 Representative, Miccosukee Tribe of Florida..

[35] The Developer conducted additional study of the Robinson Bayou site in February 2009. That study concluded that Site 8BY935 lacked sufficient research potential to warrant listing on the NRHP and determined that the project would have no effect on cultural resources. The SHPO initially concurred with the findings of this new study in an August 2009 letter to the Developer's consultant; however, the SHPO later reversed its initial decision in a letter to the FAA dated April 15, 2010. The Developer's report does not change the conclusions reached by the FAA and documented in its FEIS, nor affect the legal status of the area protected by the conservation easement.

2.15 Induced Socioeconomic Impacts

The FEIS concluded that the proposed redevelopment of the former airport site could result in a potential increase in tax revenues to the local government, and that over 1,000 jobs could potentially be created. A review of the current redevelopment plan for the former airport property indicated that the amount of proposed development for office, mixed use-specialty retail and shopping center is greater than the assumption made for commercial development in the FEIS. Therefore, the number of jobs that could be created may be higher than what was reported in the FEIS.

2.16 Light Emissions and Visual Impacts

The FEIS disclosed that the lighting systems located at the former airport site (VASI-4 approach system, REIL and runway threshold lights, MALSR approach lights, apron lights, rotating beacon, obstruction lights, and the lighted wind cone) would be removed as part of the release and decommissioning of PFN. The approach lighting system[36], glideslope, and localizer at PFN were decommissioned and removed after ECP opened on May 23, 2010. The remaining runway/apron light systems and lighted wind cone have been deactivated as of October 1, 2010. A decision on the potential re-use of the former airport terminal will determine to what extent building exterior and interior lights will remain, as well as parking lot lights. New lighting systems for the proposed development would be in accordance with local building codes and would not result in significantly increased light emissions or visual impacts to the local area. The *Application* submitted by the Developer discusses the use of innovative site planning concepts for the creation of functional and aesthetically pleasing environments between the specific land uses within the development.

2.17 Noise

The FEIS disclosed that as a result of closure of the existing airport, aircraft noise from PFN would be eliminated and result in lower noise levels in the area. There is no change to this conclusion as a result of the Developer's current redevelopment plans.

The FEIS also disclosed that motor vehicle trips associated with future residents, tenants, and visitors to the redeveloped former airport property would be a source of vehicular noise in the area. However, traffic noise levels in the general vicinity would not change substantially as a result of redevelopment of the former airport property. According to information provided by the Developer in the *Application*, proposed land uses would not cause excessive noise levels in the area as compared to what was anticipated in the FEIS.

2.18 Social Impacts (Including Surface Transportation)

2.18.1 Relocations

The FEIS disclosed that the proposed redevelopment of the former airport property would require no residential or commercial business relocations. Aviation tenants and businesses at the former airport site were expected to relocate to the new airport in West Bay. According to information

[36] The lighting system at the Runway 14 end was located on poles and pilings in Goose Bayou. Although the lights have been removed, the FAA is coordinating with Federal and state officials to also have the attendant poles and pilings safely removed

provided by the Developer in the *Application*, when the relocation of the Airport is complete, the airport site will be vacant. Because the site was previously developed as an airport, redevelopment will be considered "infill". The proposed densities and intensities will complement the existing surrounding neighborhood.

2.18.2 Children's Environmental Health and Safety Risks

The FEIS disclosed that none of the alternatives assessed would result in an elevated risk related to health or safety concerns for children, and that none of the alternatives would create air quality conditions that would worsen breathing conditions for children. Based on a review of the redevelopment plans for the former airport property, these conclusions remain valid. The proposed *Application* includes a proposed bicycle, pedestrian, and/or multi-use trail network that will help to link the development with neighborhood schools.

2.18.3 Surface Transportation

The FEIS included a transportation analysis of the proposed redevelopment of the former airport site based on the composite redevelopment scenario summarized in ***Table 1***. The FEIS included recommendations for improvements to five intersections along SR 390 and Lisenby Avenue as a result of the number of vehicular trips generated by the composite redevelopment scenario. These intersection improvements would address increased demands on an already impacted transportation network. The FEIS concluded that these improvements would result in an acceptable level of service with the redevelopment of the former airport site.

The FAA compared the composite redevelopment scenario included in the FEIS with the Developer's current proposed land use plan for the former airport site. The FEIS level of development would generate 2,607 trips in the PM peak hour (excluding internal and pass-by trips). The FAA estimates that the Developer's current proposed land use plan would generate 3,576 trips in the PM peak hour (excluding internal and pass-by trips). This is an increase of 969 trips in the PM peak hour from what was disclosed in the FEIS. These additional trips will result in an increased demand on the transportation network from what was disclosed in the FEIS. The Developer is responsible for any improvements that might be required to meet an acceptable level of traffic service.

To address the need for potential surface transportation improvements for the area surrounding and including the former airport site, the City of Panama City has adopted the *Forest Park District Mobility Plan (Mobility Plan)*. The *Mobility Plan* includes recommendations for surface transportation improvements based on future development of the area, including redevelopment of the former airport site. These transportation improvements were identified and prioritized by the community and include a variety of transportation modes, including bicycle, pedestrian, public transit and automobiles. These improvements are consistent with the community's vision for the area. The *Mobility Plan* identified seven intersections along SR 390 and Lisenby Avenue for improvements, such as signalization and additional turning lanes. Of these seven intersections, one was identified in the FEIS for improvements as a result of redevelopment of the former airport property.

The FEIS transportation analysis for the redevelopment of the former airport site noted that with the recommended improvements, the level of traffic service would be addressed. The FAA has not replicated the transportation analysis prepared for the FEIS because the *Mobility Plan* is now the adopted transportation plan for an area that includes, but is larger than, the former airport property. Therefore, a direct comparison of the FEIS transportation analysis and the *Mobility*

Plan is not possible. Upon review of the *Mobility Plan,* the FAA has concluded that improvements identified in the *Mobility Plan* result in acceptable levels of service for surface transportation facilities in the areas surrounding and including the former airport site. Therefore, the conclusions reached in the FEIS for surface transportation remain substantially valid.

2.19 Solid Waste

The FEIS disclosed that the City of Panama City would be able to dispose of solid waste from the redevelopment of the former airport site, and that the Steelfield Road landfill is the only active Class III landfill in Bay County.

The Developer reported in the *Application* that the City of Panama City sends its solid waste to the Bay County Waste-to-Energy Facility (Incinerator) located off U.S. Highway 231 in unincorporated Bay County. The permitted capacity of the facility is 211,700 tons per year (tpy); the Incinerator is currently operating at 178,850 tpy. In addition, the Steelfield landfill in northwestern Bay County receives household garbage and debris, as well as ash from the incinerator. The landfill is expected to reach capacity in 2035. There is an additional 305 acres of land available for landfill permitting. When this land is permitted, the life expectancy of the landfill will be 92 years (2101). A maximum build-out scenario was used to estimate the overall solid waste demand that would be created by the proposed development. Maximum build-out of the proposed development would result in a projected residential solid waste demand of 7,394 tpy and a commercial solid waste demand of 703 tpy for a total of 8,097 tpy. The analysis indicated that there is adequate capacity at the Incinerator to accommodate the increase in solid waste demand through the short-term planning horizon (five years). After 2015, solid waste will need to be transported directly to the Steelfield Road Landfill. The Steelfield Road Landfill isn't expected to reach capacity until 2035. Once capacity is met, there is an additional 305 acres of land available for landfill permitting. When this land is permitted, the life expectancy of the landfill will be 92 years (2101). Therefore, the conclusions reached in the FEIS regarding solid waste remain the same.

2.20 Water Quality

2.20.1 Water Quality Affected Environment

2.20.1.1 Surface Water

There has been no change to the water quality classifications of North Bay, Robinson Bayou or Goose Bayou since the FEIS. The Florida Department of Agriculture and Consumer Services (FDACS), Division of Aquaculture – Shellfish Environmental Assessment Section shellfish harvesting classification map #10 was reviewed on May 5, 2010 (http://www.floridaaquaculture.com/pdfmaps/10.pdf). The waters in North Bay remain conditionally approved for shellfish harvesting and shellfish harvesting remains prohibited in Goose and Robinson Bayous as documented in the FEIS. Robinson and Goose Bayou and portions of North Bay remain on the 303(d) list of impaired waters primarily associated with fecal coliform or high levels of mercury in fish tissues. The Deepwater Horizon Oil Spill has only had minor impacts to the beaches of Panama City in the form of minor scattered tar balls and oil patches. State and Federal agencies continue to monitor state and federal waters, including the St.

Andrews Bay and associated estuarine systems of North Bay, Robinson Bayou or Goose Bay ou for oil spill effects. [37]

2.20.1.2 Groundwater

Existing groundwater conditions remain as described in the FEIS regarding groundwater quality within the aquifer and subaquifer. However, as disclosed in the FEIS and in Section 2.13.1.1 *Hazardous Materials*, several localized groundwater contamination areas have been identified and are being further evaluated by the Developer's consultant. The groundwater contamination is primarily associated with petroleum discharges and leaking underground storage tanks and current and historic industrial uses including manufacturing. The extent of contamination is continuing to be evaluated. The Developer's consultant has also indicated that there have been a number of petroleum discharges on the site since the FEIS, but the records of such discharges are not complete. Based on a draft Environmental Areas of Concern and IEI Status Table provided by the Developer's consultant and dated May 27, 2010, eighteen fuel discharges have occurred from January 2006 through January 2010 at various areas on the property including the east ramp, Sowell ramp, terminal ramp, west fuel farm, SheltAir hangar, terminal and Precision and SheltAir. These discharges are being evaluated by the Developer's consultant along with the sites described in Section 2.13.1.1. None of these discharges are considered significant new information requiring a supplemental EIS because there is insufficient information at this time to determine the level of impact to the groundwater, if any. The impacts would be regulated by FDEP and cleanup is on-going.

2.20.1.3 Water Supply

The FEIS documented that potable water is provided to the former airport property by the City of Panama City through water purchased directly from the Bay County plant located along Transmitter Road northeast of Panama City. Based on a review of the documentation prepared for the airport redevelopment, the Bay County Water System has a permitted capacity of 60 Million gallons per day (gpd) and the average daily demand is 25,291,617 gpd.

2.20.2 Water Quality Environmental Consequences

There are several changes to the proposed redevelopment plan from what was presented in the composite redevelopment plan in the FEIS relating to the potential impacts to water quality. However, the types of potential pollutants from redevelopment are consistent with what was disclosed in the FEIS. The primary changes in the current redevelopment plan that would potentially affect water quality include the elimination of the golf course, an increase in the number of boat slips from 250 (wet and dry storage was not distinguished) to 357 slips (includes 117 wet storage and 240 dry storage), and an increase in the amount of non-residential development from 466,000 sf to 700,000 sf. These changes affect the analysis of water quality

[37] On August 3, 2010, NOAA announced that a recent analysis shows Southern Florida, the Florida Keys, and the East Coast are unlikely to experience any effects from the remaining oil on the surface of the Gulf as a result of the Deepwater Horizon oil spill. The current NOAA oil plume trajectory is 136 miles from Panama City, FL. Sources:
http://www.dep.state.fl.us/deepwaterhorizon/files/sit_reports/0810/situation_report97_080310.pdf;
http://www.visitpanamacitybeach.com/about/gulf-of-mexico/
http://sero.nmfs.noaa.gov/deepwater_horizon_oil_spill.htm
In February 2011, the Gulf Coast Ecosystem Restoration Task Force announced a plan to address ecosystem restoration in the Gulf of Mexico. The plan will deal with the effects of both the BP oil spill and long-term environmental problems in the five state area affected by disaster.
http://www.nola.com/news/gulf-oil-spill/index.ssf/2011/02/gulf_restoration_task_force_sa.html ,
http://restoration.doi.gov/Content.aspx?ContentId=60

impacts because they : (1) change the amount of impervious surface that wo uld be expected to exist upon completion of the redevelopment plan as compared to what was expected at the time of the FEIS, and (2) change the expected land uses su ch that that certain an ticipated pollutants will occur in grea ter am ounts and others w ill occur in l esser amounts when com pared to what was predicted in the FEIS.

Elimination of Golf Course

With the golf course, it was estimated that the percentage of impervious surface for the composite redevelopment plan would be 50% . Based on the current rede velopment pl an, it is antic ipated that the percentage of im pervious surface could range from 65-70% without the golf course. The additional im pervious area increases the stormwat er runoff and would potent ially change the amounts of various types of pollutant s dischar ged to the surroundi ng waters. The ty pes of pollutants that would be generated are not different than what was disclosed in the FEIS. With golf courses and residential lawns, nutrients a nd co nstituents associated with herbicides and pesticides wo uld be of gre ater concern. With non-residential develop ment it is anticipated that the nutrient loads would be less than with a golf course, but the potential for sedi mentation and heavy metals, for example, would be greater.

As disclosed in the FEIS, the golf course deve lopment would ha ve resulted i n greater impacts associated with lawn and landscape maintenance activities when co mpared to other land uses. Lawn and landscape maintenance activities may contribute concentrations of amm onia, nitrogen, nitrate, dissolved phosphorous, and Total Kjelda hl Nitrogen. Increas es in these nutrients can result in eutr ophication which can low er dissolved oxygen level s, cause algal blo oms, and affect species co mposition. Runoff from lawn s and land scape area s ca n also contain herbicides and pesticides if applied. These pollutants can be toxi c to less tolera nt organism s affecting sp ecies numbers and com position. Subm erged aquatic ve getation and hard b ottom communities are especially vulnerable to anthropogenic changes asso ciated with urban development. In addition, since the FEIS was published, the State of Florid a has been worki ng on a State-wide Stormwater Rule that primarily seeks to address th e effects of n utrients from stormwater discharge. Nutrient loads would be expected to be hig her with a gol f course than what is cu rrently pro posed for the former airpor t site. How ever, residential deve lopment would also increase the nutrient loads. Additional treat ment will be required by the State of Florida for s ite development to address the nutrient criteria. Permits for stormwater discharge would be required from FDEP or NWFWMD. Overall, with the elim ination of the golf course from the development plan, the anticipated State-wide Stormwater Rule, an d other water treatment require ments of the State, the FEIS likely overstates the degree to which the nutri ent-related impacts described above would occur relative to redevelopment of the former airport site.

Increase in Amount of Non-residential Development

Short-term Impacts Associated with Stormwater Runoff

As previously n oted, the current redevelopment plan shows a greater amount of non-resid ential development than was anticipated in the FEIS. Ho wever, as was tr ue with respect to the scenario analyzed in the FEIS, short-ter m i mpacts fro m c onstruction activi ties can be anticipated. S uch impacts may include inc reases in se dimentation and turbidity in surface water re sources. Sedimentation m ostly affects benthic organisms by covering t hem or their habitat. Turb idity reduces light penetration, which in turn can r educe photosynthesis and pri mary pr oductivity as well as shade submerged a quatic vegetation reducing the depth at which resources c an survive. Reducing photosynthesis can result in lower dissolved oxygen levels.

Long-term Impacts Associated with Stormwater Runoff

In contrast to short-term impacts specifically associated with construction activities, which often include earth moving activities and result in exposure of bare soils, long-term impacts are a result of operation of the facilities once construction is complete. Such long-term impacts are caused by increased volumes of stormwater runoff from impervious surfaces such as roadways and parking lots. Stormwater runoff could impact the adjacent Goose and Robinson Bayous and the potential impacts of this runoff could affect the estuarine environment. Though physical impacts to seagrasses, oyster beds, fisheries and estuarine marsh systems could be avoided by the upland development, impacts of increased freshwater inputs or pollutants to these sensitive systems could result. This could result in a loss of habitat due to an increased volume and rate of discharge of pollutants.

As previously noted, the change in the redevelopment plan to eliminate the golf course and increase non-residential development is relevant to the intensity of impacts previously disclosed in the FEIS. The nature of the impacts expected to occur under the current redevelopment plan does not differ from what was disclosed in the FEIS for the composite redevelopment scenario. However, the proportion of impacts associated with the various uses does shift. For example, the effects of increased runoff volumes and peak discharges could potentially be greater with non-residential development. These effects could result in increased acute changes in salinity which can affect the species composition in localized areas by favoring more tolerant species. These impervious areas could also contribute hazardous contaminants such as oil, grease, fuel, sediments, and heavy metals. Chronic or acute exposure to such pollutants can be toxic to less tolerant organisms affecting numbers and composition of species. This is especially important in the area near the former airport, which currently supports shell fish harvesting during certain periods of the year. As discussed in Section 2.20.1.1, shellfish harvesting remains prohibited in Goose and Robinson Bayous and conditionally approved in North Bay. North Bay is in proximity to the proposed marina and shellfish harvesting could potentially be affected as described above by the proposed marina. The FDEP is currently reviewing a Wetland Resource Permit application for the marina and have indicated that the Florida Department of Agriculture and Consumer Services (FDACS) will have to provide approval of the project. [38] However, as indicated in the FEIS, a site stormwater management system would be required of the Developer to meet the discharge criteria for a Class II water and Outstanding Florida Water. The stormwater management criteria would include an additional 50% treatment prior to discharge into Goose and/or Robinson Bayous.

Impacts of the Marina

The FEIS did not distinguish between wet and dry storage of boats in the marina. From a pollutant standpoint, the potential for pollutants to enter the water bodies would not be appreciably different between dry and wet storage. However, it is anticipated that boats removed from the water for dry storage would have to be washed down and the wash water could contain bilge water or paint chips from the bottom of the boats. With Best Management Practices (BMPs), this wash water could be separated from the stormwater and either recycled or containerized and removed off-site. The total number of planned slips has increased; thus, there would be more opportunity for pollutants to enter the water and there would be an increase in the number of boats utilizing the adjacent waters.

[38] FDEP Request for Additional Information letter for Application No. 03-298649-001-DF, dated February 26, 2010.

As was true in the FEIS, the current redevelopment plan is conceptual and detailed planning and designs have not been completed to a level that would quantify the pollutant loads on the adjacent waters. This type of detail would be required by the State prior to obtaining permits for future development. The types of pollutants, however, as described above are consistent with what was disclosed in the FEIS, but the pollutant loads could be different depending on the land use. Based on discussions with FDEP, it is not appropriate to compare one type of use/pollutant to another or to compare whether one type of use/pollutant constitutes greater water quality impacts. FDEP also indicated that it does not matter what type of land use is proposed, the requirement for water quality treatment is the same. The Best Management Practices (BMP) associated with the stormwater management requirements is presumptive in nature. If the storm water management system is designed in accordance with FDEP's stormwater rules and permitted as such, it is presumed that State water quality standards are met. FAA relies on the state agency responsible for permitting impacts to water quality in determining the significance of the impact. FAA has thus made the determination that the change in land use is not considered significant new information requiring a supplemental EIS.

2.21 Wetlands

2.21.1 Wetlands Affected Environment

The wetland and surface water areas on the site or immediately adjacent to the site consist of the following land covers.

- 510 – Streams and Waterways (syn. Ditch)
- 534 – Reservoirs less than 10 acres
- 611 – Bay Swamps
- 617 – Mixed Wetland Hardwoods
- 630 – Wetland forested mixed
- 641 – Freshwater Marshes
- 6411 – Sawgrass Marsh
- 642 – Salt Marsh
- 6452 – Seagrass

Descriptions of the wetland and surface water land covers are provided in Section 2.2.1.1 above.

The USACE (200 201463 (JF_KDO)) and FDEP (FD-03-019 5950-1) issued Approved Jurisdictional Determinations (JD) on the former airport in 2002 and 2003, respectively. The USACE JD expired in 2007 and the FDEP JD expired in 2008. Based on an e-mail dated June 2, 2010 from Steve Shaw, Wilson Miller, Inc. (Consultant responsible for the *Application*), "preapplication meetings with FDEP and USACE have indicated that both agencies are agreeable to honoring the expired jurisdictional approvals for the purposes of permitting without the need to re-delineate or update wetland boundaries since conditions on the property have not changed versus those depicted on the expired jurisdictional approvals. Thus, the developer anticipated for permitting purposes FDEP jurisdiction on the property will be identical to that documented in the prior Formal Wetland Determination and that determination is not expected to be revalidated. USACE indicated in an e-mail dated October 7, 2010 that USACE has not received a request to revalidate the wetland JD. The FDEP indicated that there would be no changes from the

previous JD wetland determination.[39] This is consistent with the observations made during the FAA's April 2010 site visit.

2.21.2 Wetlands Environmental Consequences

The FEIS disclosed that approximately 34 acres of wetlands and surface waters (drainage ditches) would potentially be impacted with the composite redevelopment scenario.[40] Based on a review of the *Application*, the Developer's proposed mixed use development plan would impact approximately 35 acres of wetlands and surface waters. The Developer will be required by FDEP and/or NWFWMD and the USACE to obtain permits for wetland and surface water impacts.

The Developer filed applications with the FDEP and the USACE for the marina component of the proposed conceptual development plan.[41] The marina is being proposed primarily in the uplands with the entrance channel on the north side adjacent to Goose Bay ou. The FEIS estimated the direct wetland impact from the marina would be approximately 8.7 acres of salt marsh habitat. Furthermore, it was noted that seagrasses and oyster beds could be impacted by boats that inadvertently or purposefully travel outside the navigation channel and from pollutant discharges from site activities. The current permit application shows the marina being constructed with the entrance channel on the north side of existing Runway 14-32 primarily in uplands, which reduces the potential impacts to salt marsh habitat. The current marina plans as shown in the USACE Public Notice and in updated impact tables provided by USACE on October 13, 2010, 1.41 acres of wetland impacts are expected. Spoil containment is being proposed in the uplands.

Total impacts to wetlands of the current proposed development are essentially the same as disclosed in the FEIS, but impacts to jurisdictional wetland areas for the marina have been reduced from 8.7 acres to 1.41 acres.

2.22 Wild and Scenic Rivers

A review of the on-line listing of wild and scenic rivers and the National River Inventory (www.rivers.gov – accessed May 5, 2010) indicates that there are no Wild and Scenic Rivers or river segments and there are no rivers or river segments listed on the National River Inventory on or in the vicinity of the former airport property.

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[39] *City of Panama City Application for Comprehensive Plan Text and Map Amendment*. Wilson Miller, September 2009.

[40] Section 5.13.2.7 of the FEIS disclosed the following potential impacts to wetlands as a result of the composite redevelopment scenario: 0.3 acres of sawgrass marsh, 21.3 acres of freshwater marsh, 8.7 acres of salt marsh, 0.4 acres of wetland forested mixed, 0.8 acres of mixed wetland hardwoods, 0.4 acres bay swamp, 1.4 acres of ditches, and 1.0 acres of reservoirs less than 10 acres.

[41] Permit Drawings and General Specifications Panama City Airport Marina, MRD Associates, Inc., January 18, 2010 and the USACE Revised Public Notice for the Section 404 Dredge and Fill Permit, dated May 7, 2010 (Application No. SAJ-2009-03099 (IP-MMW)). Based on discussions with the St. Andrews Bay Land Company March 14, 2011 and subsequent discussions with the Airport Director, the FDEP and USACE permits have not been issued for the marina. The FDEP issued a Notice of Intent (NOI) to issue a permit in November 2010. This permit NOI was extended in January 2011 for a period of 90 days. It was determined during the permitting process that the airport had previously been allowed by the state to fill sovereign submerged lands for Runway 14-32 and was granted an easement for the lighting system. The airport, however, was not conveyed title to the land that was filled for the runway and there was a reverter clause in the documentation that indicated the property would revert back to the state if the property was no longer used as an airport. The Board of Trustees of the State of Florida approved the airport's purchase of these lands as part of the permitting process in 2010. However, the final payment and purchase has not occurred, so FDEP has not issued the final permit. The St. Andrews Bay Land Company is still in the process of obtaining the USACE permit.

2.23 Comparison of Impacts

Table 5 presents a comparison of impacts between the composite redevelopment scenario analyzed in the FEIS and the St. Andrew Bay Land Company proposed redevelopment plan provided to the FAA on June 1, 2010. Where applicable, acreages of impact are provided. As documented in the FEIS and in this WR, the Developer would be required to obtain all local, state, and Federal permits for redevelopment, including mitigation for impacts to wetlands, floodplains, and listed species.

TABLE 5 Comparison of Impacts

Resource	**FEIS Composite Redevelopment Scenario**	**St. Andrew Bay Land Company Proposed Redevelopment Plan (June 2010)**
Air Quality	No exceedances of NAAQS	No exceedances of NAAQS
Biotic Communities	Preservation proposed for a majority of the native communities in particular the shoreline of Goose Bayou and tributaries to Goose and Robinson Bayou.	Preservation proposed for a majority of the native communities in particular the shoreline of Goose Bayou and tributaries to Goose and Robinson Bayou.
-Wildlife and Wildlife Habitat	Preservation of the shoreline habitat to minimize effects to wildlife.	Preservation of the shoreline habitat to minimize effects to wildlife.
-Essential Fish Habitat	8.7 acres salt marsh impacted	1.07 acres sand bottom; 0.32 acres supratidal marsh; and 0.02 acres salt barren impacted.
Coastal Barriers	No impact.	No impact.
Compatible Land Use	Compatible with comprehensive plan amendment and rezoning	Compatible with comprehensive plan amendment and rezoning
Construction Impacts	Temporary impacts	Temporary impacts
Section 4(f)	One archaeological site (8BY935) indentified, but not impacted. Conservation Easement required as a condition of the Memorandum of Agreement between FAA and the SHPO.	No additional resources indentified. The conservation easement will result in avoidance of any adverse effects to the 8BY935 archaeological site that is located on the former airport property.
E&T and State Listed Species	Impacts could potentially occur to gopher tortoise, Eastern indigo snake, sea turtle species, West Indian manatee, Gulf sturgeon and spoon leaved sundew.	USFWS made a determination during consultation for the proposed marina that the marina may affect but is not likely to adversely affect sea turtles, West Indian manatee, Gulf sturgeon, or sawtooth smallfish, provided standard in water construction measures are implemented per the permit requirements of the FDEP and the USACE. Two additional species have been identified on-site, Panama City crayfish and large leaved jointweed. Both of these species could potentially be impacted. The Developer will be

		required to coordinate with the FWC by either the FDEP or Northwest Florida Water Management District for impacts to the crayfish and large leaved jointweed during permitting. The Developer will also be required by FWC to obtain a relocation permit either on-site or off-site for any impacts to gopher tortoises.
Energy Supplies, Natural Resources and Sustainable Design	Gulf Power is able to meet proposed demand for electrical power. No impacts to mineral or energy resources.	Gulf Power is able to meet proposed demand for electrical power. No impacts to mineral or energy resources. Redevelopment being planned to include Florida Green Building Coalition's Green Development Designation, LEED, or other green or sustainable building standards where feasible.
Environmental Justice	No disproportionate impacts identified.	No disproportionate impacts identified
Farmlands	No impacts	No impacts
Floodplains	Potentially impacts 30.2 acres in flood zone A, 105.9 acres in flood zone AE and 3.9 acres in flood zone VE.	Preservation of floodplain areas similar to FEIS. Additional topographic survey completed and some areas may no longer be in the floodplain. FIRM Letter of Map Revision (LOMR) will be requested for these areas. Floodplain compensation will be required for any floodplain impacts.
Hazardous Materials	Several Recognized Environmental Conditions identified that would be cleaned up prior to site development.	Additional Recognized Environmental Conditions (RECs) identified on-site. Investigation of these sites is on-going. Areas of concern are in the process of being addressed. *See* **Table** 4 for status of each REC.
Historic, Architectural, Archaeological and Cultural Resources	Site 8BY935 was to be placed into a conservation easement (CE). The CE would avoid adverse impacts to Site 8BY935	No additional resources indentified. The conservation easement restrictions will require that development within the site be avoided.
Induced Socioeconomic Impacts	Potential increase in tax revenues and creation of over 1,000 jobs.	Potential increase in tax revenues and creation of more than the job creation anticipated in the FEIS.
Light Emissions and Visual Impacts	Lighting systems to be removed and relocated to new airport site. Lighting for redevelopment to be in accordance with local building codes.	Lighting systems to be removed and relocated to new airport site. Lighting for redevelopment to be in accordance with local building codes.

Noise	Aircraft noise would be eliminated and would lower the noise levels in the area. Surface traffic noise levels would not change substantially as a result of redevelopment.	Aircraft noise would be eliminated and would lower the noise levels in the area. Surface traffic noise levels would not change substantially as a result of redevelopment. Proposed land uses would not cause excessive nosie levels in the area.
Social Impacts - Relocations No	ne	None
-Children's Health and Safety Risk	No adverse effects indentified	No adverse effects identified
-Surface Transportation	Five (5) intersections in site vicinity identified for improvements.	Seven (7) intersections in site vicinity identified for improvements.
Solid Waste	No impact	No impact
Water Quality	Sufficient water supply available. Stormwater treatment would have to meet Outstanding Florida Water and aquatic preserve criteria.	Sufficient water supply available. Additional groundwater impacts identified from hazardous materials releases. Groundwater cleanup on-going. No new surface water effects identified. Stormwater treatment would have to meet Outstanding Florida Water and aquatic preserve criteria.
Wetlands	Approximately 34 acres of impact. Includes 8.7 acres of impact to salt marsh with marina development.	Approximately 35 acres of impact. Includes 0.32 acres of impacts to salt marsh habitat with marina development.
Wild and Scenic Rivers	No impact	No impact

2.24 Cumulative Impacts

The requeste d federal act ion involves relea sing federal grant obligations associated with the former airport site. There are no direct environm ental impacts associated with this federal ac tion. The potential for cu mulative i mpacts, then, is limited to indirect i mpacts associ ated with redevelopment of the former airport site and impacts of past, pr esent, and rea sonably foreseeable actions in the surrounding area.

The potential for cum ulative im pacts i s li mited to the following resource cat egories: biotic resources including EFH, threatened and endangered species, floodplains, social im pacts (surface transportation), water quality, and wetlands. The study area for cu mulative impacts for this WR was the sa me as the wat er resources study area for cum ulative i mpacts in the FEIS for the existing airport site; the area included the Robins on and Goose Bay ou drainage basins. Table 6 lists the resource categories with the potential for cumulative impacts due to the redevelopment of the form er ai rport site and other past, present, and reasonably foresee able future actions in the surrounding area. The information in Table 6 is b ased on review of readily available records and documents, and discussions with local, state, a nd federal agency staffs. Review of this information d id not result in identification of past or present major development projects in t he cumulative im pact study area. The projects id entified were infill developments (small developments on vacant land).

The Developer of the former airport site and other developers in the surrounding area are responsible for obtaining necessary local, state and federal permits and approvals and for coordinating with regulatory agencies to mitigate the impacts of future development.

TABLE 6 Cumulative Impacts Summary			
Resource	**Impacts of Redevelopment–**	**Cumulative Impacts from Other Development[1]**	**Cumulative Impacts[2]**
Biotic Communities -Essential Fish Habitat	Preservation proposed for a majority of the native communities. EFH impacts to 1.07 acres sand bottom; 0.32 acres supratidal marsh; and 0.02 acres salt barren. No direct seagrass impacts indentified. Secondary effects could occur from the impacts of boats leaving and arriving at the marina or from pollutants introduced in the water from marina operations including fueling.	Minimal impacts to biotic resources due to development on existing disturbed lands (infill). No other marinas proposed in study area.	Minimal. Federal permits would take into account impacts to EFH.
-E&T and State Listed Species	USFWS made a determination during consultation for the proposed marina that the marina may affect but is not likely to adversely affect sea turtles, West Indian manatee, Gulf sturgeon, or sawtooth smallfish. Other impacts indentified in the FEIS remain the same. Two additional species have been identified on-site, Panama City crayfish and large leaved jointweed. Both of these species could potentially be impacted.	Minimal impacts due to development on existing disturbed lands (infill). Potential impacts to gopher tortoise, Florida pine snake, Eastern indigo snake, gopher frog and spoonleaved sundew.	Minimal. Federal and state coordination and permits for impacts to listed species would be required.
Floodplains Prese	rvation of floodplain areas similar to FEIS. Additional topographic survey completed and some areas may no longer be in the floodplain. Developer will request FIRM LOMR for these areas. Floodplain compensation will be required for any floodplain impacts.	Goose Bayou and Robinson Bayou drainage basins contain 2,199 acres that are within the FEMA-delineated 100-year floodplain. Floodplain compensation would be required for impacts to floodplains within the drainage basins.	Potential. Floodplain compensation would be required.
Social Impacts -Surface Transportation	Seven (7) intersections in site vicinity identified for improvements.	With adoption of *Forest Park Mobility Plan* by City Commission of Panama City, cumulative impacts will be same as, or less than, what was disclosed in	Minimal

		FEIS.	
Water Quality	Sufficient water supply available. Additional groundwater impacts identified from hazardous materials releases. Groundwater cleanup on-going. Surface water effects are consistent with FEIS. Stormwater treatment would have to meet Outstanding Florida Water and aquatic preserve criteria.	Tributaries of Robinson and Goose Bayous are proposed for preservation. Stormwater treatment would have to meet Outstanding Florida Water and aquatic preserve criteria	Minimal. Stormwater treatment would have to meet Outstanding Florida Water and aquatic preserve criteria.
Wetlands	Approximately 35 acres of total wetland impacts.	FEIS stated potential cumulative impacts of approximately 6% of the wetlands in the cumulative impact study area. This assumed a majority of the wetlands on the airport property would be impacted and no further development of wetlands in the study area, because the Goose Bayou and Robinson Bayou drainage basins are largely built-out with urban land uses. The impacts associated with the current redevelopment plan for the existing airport site are comparable to those disclosed in the FEIS.	Potential. FDEP or USACE permits will require mitigation for impacts to wetlands.

[1]Cumulative impacts identified in the FEIS for the Existing Site Alternatives. This data was supplemented with updated information obtained from discussions or permitting database review with the City of Panama City, USACE, Florida Department of Community Affairs, and FDEP to identify major development that has occurred or is planned since the preparation of the FEIS.

[2]This analysis evaluates whether the proposed redevelopment site will change the cumulative impact determinations evaluated in the FEIS.

Department of Transportation

Federal Aviation Administration

Record of Decision and Order

This document is prepared pursuant to FAA Orders 1050.1E, *Environmental Impacts: Policies and Procedures*, Paragraphs 515 and 516, and 5050.4B, *National Environmental Policy Act Implementing Instructions for Airport Actions*, Paragraph 1401.

After careful and thorough consideration of the facts contained in the Written Re-evaluation, the 2006 Final Environmental Impact Statement, and 2006 Record of Decision for the relocation of the Panama City Bay County International Airport (PFN), the undersigned makes the following findings:

(1) **The proposed action conforms to plans or projects for which a prior EIS has been filed and there are no substantial changes in the proposed action that are relevant to environmental concerns.**

The requested action under consideration is the release of the Airport Sponsor from grant obligations at the former PFN airport site, and decommissioning of the property. Release of federal grant obligations and decommissioning of the former airport property were identified in the FAA's 2006 ROD as being among the federal actions requested of the FAA by the Airport Sponsor. In evaluating the Airport Sponsor's request for these federal actions, the FAA concluded that the FEIS contained evidence that the FAA had adequately discharged its obligations under NEPA with respect to release and decommissioning of the airport. However, the FAA did not at that time give approval for the requested actions due to the need to maintain PFN in an operating status until the new airport, ECP, could be constructed and opened for aircraft operations. With ECP now fully constructed and operational, the Airport Sponsor has renewed its request for release from its federal grant obligations at PFN and decommissioning of the site. The requested action that is the subject of this written reevaluation has not changed in any respect when compared to the request at the time of the 2006 ROD, and therefore, there are no changes that are relevant to environmental concerns.

(2) **Data and analyses contained in the previous EIS are still substantially valid and there are no significant new circumstances or information relevant to environmental concerns and bearing on the proposed action or its impact.**

The FAA determined in its 2006 ROD that the 2006 FEIS contained adequate evidence that the FAA had discharged its obligations under NEPA with respect to release of federal grant obligations and decommissioning of PFN. However, due to the need to maintain PFN in an operational status pending construction of the new airport, the Airport Sponsor could not be released from federal grant obligations at PFN at the time of the 2006 ROD. As a result, the FAA acknowledged in its 2006 ROD that the redevelopment proposal for the PFN property may have evolved by the time release and decommissioning were ripe for decision, allowing for further

environmental review to ensure the FEIS remained accurate and valid. The FAA has examined the current redevelopment plan and compared it to the information available at the time of the 2006 FEIS and ROD. Based on that review, as documented in this Written Reevaluation, data and analyses contained in the 2006 FEIS and conclusions contained in the September 2006 ROD remain substantially valid. The FEIS continues to provide adequate, accurate and valid information and analyses to support the pending agency actions.

(3) **All pertinent conditions and requirements of the prior approval have, or will be, met in the current action.**

The previously Approved Action that was the subject of the FAA's 2006 ROD was approved with certain conditions, including implementation of mitigation measures outlined in the ROD to address unavoidable environmental consequences of the FAA's decision. The FAA has reviewed the status of the Airport Sponsor's compliance with the conditions of approval associated with the previous airport site (PFN) and finds that the Airport Sponsor is in compliance with them.

Based on the foregoing information, the undersigned finds that the current redevelopment plan for the former airport site does not represent significant new information that is relevant to environmental concerns. Furthermore, the undersigned finds that the FEIS adequately reflects the environmental consequences associated with the release of the Airport Sponsor's grant obligations at PFN and that the data and analyses contained in the FEIS therefore remain substantially valid, applicable, and accurate. Accordingly, under the authority delegated to me by the Administrator of the FAA, I conclude that there is no requirement to complete a new or supplemental EIS to support this ROD.

This decision is taken pursuant to 49 U.S.C. §§ 40101 et seq., and constitutes an order of the Administrator, which is subject to review by the Courts of Appeal of the United States in accordance with the provisions of 49 U.S.C. § 46110.

Douglas R. Murphy DATE 5-4-11

Douglas R. Murphy, Regional Administrator, Southern Region