

**Addendum to the 26 June 2014 Record of Decision (AROD)
for the
Final Supplemental Environmental Impact Statement ROD
F-35 Beddown at Eglin Air Force Base, Florida**

INTRODUCTION

This Addendum to the 26 June 2014 Record of Decision (AROD) documents the Air Force's decisions regarding two proposals: 1) shifting primary runway to Runway 01/19 (RW 01/19) and allowing a temporary increase in previously limited F-35 operations for construction-related closure of Runway 12/30 (RW 12/30), and 2) the Department of the Navy's (DoN's) proposal to add fifteen (15) Backup Aircraft Inventory (BAI) of F-35C aircraft at Eglin AFB.

In issuing this addendum decision, the information, analysis, and public comments contained in the *Final Supplemental Environmental Impact Statement (SEIS) for F-35 Beddown at Eglin AFB, Florida*, January 2014 (*Federal Register*, Vol. 79, No. 40, EIS No. 20140047, pg. 11428), were considered, among other relevant factors and supporting materials.

This AROD augments the ROD signed on June 26, 2014, for the up to four-month period of RW 12/30 construction and throughout the temporary presence of any additional DoN F-35C BAI, but it does not replace it. The augmentation decisions in this AROD require updating of the Mitigation and Monitoring Plan currently in affect, pursuant to 40 CFR §1506.3.

This AROD is prepared in accordance with the regulations implementing the National Environmental Policy Act (NEPA), Title 42 U.S.C. §4321-4347; the President's Council on Environmental Quality (CEQ) NEPA regulations at 40 CFR, §1505.2, *Record of decision in cases requiring environmental impact statements*; and 32 CFR §989.21, implementing the Air Force Environmental Impact Analysis Process (EIAP)

DECISION SYNOPSIS

In the June 26, 2014 ROD, the Air Force implemented the No Action Alternative. The No Action Alternative was based on the Air Force's, "Record of Decision, Implementation of Base Realignment and Closure (BRAC) 2005 Decisions for the Joint Strike Fighter (JSF) Initial Joint Training Site (IJTS), Eglin AFB, Florida," dated February 5, 2009 (*Federal Register*, Volume 74, page 34, February 23, 2009), as combined with and updated by the information, analysis, and public comments contained in the SEIS (Pgs. 2-2 to 2-4, §2.1).

The No Action Alternative in the SEIS allowed for the limited operations of fifty-nine (59) F-35 aircraft as established by the February 2009 ROD. The 26 June 2014 ROD directed that the mitigation and monitoring plan (MMP) based on the February 2009 ROD, entitled *BRAC 2005 Decisions and Related Actions Final Mitigation and Monitoring Plan for JSF at Eglin AFB* (May 2009) (hereafter 2009 MMP for JSF at EAFB), and the provisions applicable to F-35 operations and procedures in *Eglin Air Force Base Instruction, 11-201, Flying Operations, Air Operations* (1 May 2013) (hereafter *EAFBI 11-201*) be updated to include the mitigations built into the No Action Alternative and operational monitoring required by the June 26, 2014 ROD.

This AROD augments those previous decisions, taking into consideration the above referenced documentation and related analyses, by allowing a one-time, temporary increase in certain F-35 operations on Runway 01/19 (RW 01/19) due to required construction-related closure of Runway 12/30 for up to four months from approximately 1 May 2015 through 31 August 2015. During this up to four-month period of construction partially closing RW 12/30, but only after all mitigations measures have first been implemented and/or exhausted, limited additional F-35

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operations up to the number and type of average daily operations analyzed in Alternative 1A (predominantly departures/take-offs on RW 01 and approaches/landings on RW 19) of the SEIS and published in Table E-16 at pages E-84 and E-85 in Appendix E, will be allowed RW 01/19.

In addition, this AROD also augments the previous Air Force decisions by allowing the DoN to temporarily deliver up to fifteen (15) additional F-35Cs to Eglin AFB to serve as Backup Aircraft Inventory to the 15 F-35C addressed in the June 26, 2014 ROD, provided that VFA-101 continuously monitors its F-35C operations at Eglin AFB airfields on a weekly basis to ensure F-35C operations remain within the number, type, and temporal nature of its operations projected and analyzed for the No Action Alternative in the SEIS. The single exception to VFA-101 continuous weekly monitoring F-35C operations on all Eglin reservation airfields while any of these additional DoN F-35C BAI remain at Eglin AFB will be with respect to the monitoring of the limited additional operations permitted on RW 01/19 during the up to four-month construction project partially closing RW 12/30 from approximately 1 May 2015 through 31 August 2015. Those one-time, temporary additional F-35 operations allowed on RW 01/19 for the up to four-month construction period along with the pre-conditional mitigations apply to all variants of F-35s, and will be monitored by the 33rd Operations Group Commander (33 OG/CC) with assistance from both the 33rd Fighter Wing (33 FW) and the 96th Operations Support Squadron (96 OSS).

BACKGROUND

The primary purpose of the SEIS was to analyze the beddown, location, operational alternatives and possible mitigations for the 59 F-35 PAA authorized for delivery by the February 2009 ROD (Air Force (Twenty-four (24) F-35A PAA), Navy (Fifteen (15) F-35C PAA), and Marine Corps (Twenty (20) F-35B PAA), including the use of the Duke Field airfield and construction of a new runway(s) at Eglin Main Base. The SEIS analyzed additional alternatives regarding the proposed distribution of F-35 flight operations, on and off the Eglin Main Base, to allow efficient pilot training, deconflict flying operations with other military and civilian operations, and reduce or avoid noise impacts on sensitive receptors.

The SEIS evaluated beddown locations on the Eglin Reservation, operational parameters, and the degree to which other mitigation measures are possible. The SEIS contains analyses of operational alternatives and presented potential mitigations for the 59 aircraft authorized to be delivered to Eglin AFB under the February 2009 ROD.

To reduce noise impacts over the City of Valparaiso, runway (RW) 12/30 is the primary runway for F-35 operations at Eglin Main Base. Limited F-35 operations were allowed from RW 19, which, other than takeoffs, included only those flight operations necessary for emergencies, unplanned contingencies and weather affecting aircraft performance limitations and requirements. Limited F-35 operations were allowed from RW 01, which, other than approaches and landings, includes only those flight operations necessary for emergencies, unplanned contingencies, and weather affecting aircraft performance limitations and requirements.

ALTERNATIVES CONSIDERED

As more fully discussed in the above mentioned SEIS/ROD, alternatives that were carried forward for analysis in the SEIS were (ROD, pg. 4):

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- No Action - The decision made in the February 2009 ROD allowing delivery of 59 F-35 aircraft, construction, and limited flight training operations at Eglin Main Base as analyzed, described, and documented in the SEIS.
- 1A - No Runway Limitations at Eglin Plus Use of Duke Field and Choctaw Field
- 1I - One New Runway at Eglin Plus Use of Duke Field and Choctaw Field
- 2A - Duke Field Parallel Runways and Landing Helicopter Amphibious (LHA) area Plus Choctaw Field
- 2B - Duke Field Parallel Runways and LHA Plus Eglin RW 12
- 2C - Duke Field Parallel Runways and LHA Plus Eglin RW 12 and Choctaw Field
- 2D - Duke Field Single Runway and LHA Plus Eglin RW 12 and Choctaw Field
- 2E - Duke Field Single Runway and LHA Plus Choctaw Field

Alternatives presented at public scoping meetings, but subsequently eliminated as alternatives carried forward for detailed analysis included alternatives 1B, 1C, 1D, 1E, 1F, 1G, and 1H (SEIS, Pg. 2-21, §2.3.2).

Runway Construction:

Eglin's runways are currently equipped with outdated arresting barriers. The Air Force will be replacing the soon-to-be-phased-out BAK-9 barrier system with the MB-100 textile brake system. To mitigate impacts and minimize use of RW 01/19 as the primary runway, the installation of the MB-100 system and removal of the BAK-9 will take place in two phases, of approximately 45 days per phase for each runway beginning with RW 12. Construction is expected to begin in early May 2015 and be completed by on, or before, the end of August 2015, temporarily making RW 01/19 the primary runway for all air traffic.

Phase 1 will require RW 12 to be closed for aircraft arrivals. The first 1,500 feet of RW 12 will be closed for departures, with departures being allowed utilize the remaining 10,500 feet. During Phase 1, no restricted low approaches will be allowed and air traffic control will not clear aircraft for approaches to the closed runway over men and equipment working in the underrun. Training flights, cross countries, or missions not directly supporting Eglin AFB or Duke Field will not be permitted.

Phase 2 will require RW 30 to be closed for arrivals. The first 1,500 feet of RW 30 will be closed for departures, with departures being allowed utilizing the remaining 10,500 feet.

During Phase 2, no restricted low approaches will be allowed and air traffic control will not clear aircraft for approaches to the closed runway over men and equipment working in the underrun. Training flights, cross countries, or missions not directly supporting Eglin AFB or Duke Field will not be permitted.

All measures will be taken to minimize F-35 noise impacts as prescribed by this AROD and the June 2014 SEIS/ROD, to the greatest extent possible by (for example) first directing departures to the south away from City of Valparaiso and Niceville and arrivals to the North towards Valparaiso and Niceville, whenever conditions allow. Eglin based aircraft will utilize local divert airfields for pattern training to the maximum extent possible during this period and within the limits established by this ROD and the June 2014 ROD. After exhaustion of all alternatives,

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limited pattern work on RW 01/19 will be allowed to the extent required to maintain currencies and accomplish required training.

Limitations on transient aircraft will be enacted to reduce single runway congestion and environmental impacts. The limitations on transient aircraft will be designating Eglin as "Official Business Only". This will limit aircraft to those that actually need to be at Eglin for mission accomplishment.

F-35C Temporary Basing:

The DoN proposal to temporarily beddown fifteen (15) Backup Aircraft Inventory (BAI) of F-35C aircraft at Eglin AFB will temporarily increase the number of BAI for VFA-101 at Eglin AFB by 15 F-35C. BAI is defined in Chief of Naval Operations Instruction (OPNAVINST) 5442.8, as "aircraft over and above the PAA to permit scheduled and unscheduled maintenance, modifications, inspections and repair without reduction of aircraft available for operational mission."

Navy Aircraft Footprint. Although the Navy is proposing to add 15 BAI aircraft to the F-35C aircraft beddown at Eglin AFB, the following are anticipated:

- No more than 26 F-35C aircraft will ever be parked on the ramp at Eglin at any given time. (See Enclosure 1, Eglin AFB F-35C Flow Schedule)
- Navy will not exceed 15 F-35C PAAs until May 2015, based upon the proposed aircraft flow schedule
- Navy footprint will gradually increase by one or two aircraft per month beginning in May 2015, reaching a maximum of 26 aircraft in December 2016.
- F-35C aircraft numbers at Eglin AFB will gradually decrease as a portion of the aircraft will relocate to NAS Lemoore, after December 2016
- Delays to Navy MILCON at NAS Lemoore may temporarily require the addition of up to four more aircraft for a maximum of 30 aircraft, although the forecasted number of F-35Cs on the ramp at Eglin AFB is not predicted to exceed 26 aircraft

Under the Navy's proposal, the maximum number of F-35C aircraft (PAA plus BAI) that would be parked on the ramp at Eglin AFB would number thirty (30). The additional 15 F-35C BAI aircraft are necessary to support scheduled and unscheduled maintenance, modifications, inspections, and repair of VFA-101's 15 F-35C PAA. Due to the extensive number of required aircraft modifications, including 57 modifications per aircraft as of January 2015 and lower than expected reliability and maintainability rates for the F-35C, these BAI aircraft will be required to ensure the Navy can meet its planned throughput requirements training syllabus analyzed in the Final SEIS

After December 2016, the number of F-35C aircraft at Eglin AFB will gradually decrease as a portion of the aircraft will relocate to NAS Lemoore. Although the forecasted number of F-35Cs on the ramp at Eglin AFB is not predicted to exceed 26 aircraft, any delays to DoN MILCON may temporarily require the addition of up to four more aircraft for a maximum of 30 aircraft.

Although the authorized number of aircraft will change, there will be no changes in this category of activities from those analyzed in the No Action Alternative in the SEIS. VFA-101 will

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conduct weekly monitoring and reporting of planned and actual flight schedules while any of the F-35C BAI are parked at Eglin AFB, to ensure operational flight levels will remain within the current limits analyzed in the SEIS and approved for Navy F-35Cs in the 26 June 2014 ROD; this reporting will be recorded in the operative Mitigation Monitoring Plan (MMP) maintained by the 33rd FW at Eglin AFB.

There will be no change in the estimated end state number of DoN personnel (355), or in the DoN's portion of the daily average number of Student Pilots (64) and Maintenance Students (668) from that analyzed in the No Action Alternative as reflected in Table 2-1 of the Final SEIS and reproduced below. There will be a minor change in Contract Logistic Support (CLS) personnel, but that change will be more than offset by the departure of 343 USMC Corps personnel analyzed in the No Action Alternative resulting in a net reduction in total military and contractor personnel compared to the No Action Alternative. To support the DoN's proposal to increase BAI aircraft, a maximum of 70 contractors would be added to the DoN's CLS at Eglin AFB. The additional personnel, however, will be offset by reductions of CLS personnel in other areas. The DoN is currently transitioning from contractor-support maintenance and repair of the F-35C to the traditional squadron maintenance organization with maintenance and repair performed by DoN personnel. This transition will gradually result in a reduction of 60 CLS contractor personnel. In addition, the relocation of the USMC F-35B aircraft to MCAS Beaufort, will remove 343 personnel and their dependents from Eglin AFB. These minor changes to the No Action Alternative will result in a net reduction of approximately 330 personnel and therefore are not a substantial change in the proposed action or significant new information relevant to environmental concerns.

No Action Alternative: The No Action Alternative for the SEIS includes the 59 F-35 PAA, the associated cantonment construction, and continued limited flight training operations at Eglin Main Base as directed in the February 2009 ROD. The No Action Alternative analyzes the beddown of the three squadrons allowed by the February 2009 ROD -- an Air Force squadron with 24 F-35A PAA, a Marine Corps Fleet Replacement Squadron with 20 F-35B PAA, and a Navy Fleet Replacement squadron with 15 F-35C PAA. Delivery of these ROD-approved F-35s at Eglin AFB began in July 2011. It should be noted that several years have elapsed since the February 2009 ROD; consequently the Air Force also updated the baseline data in the SEIS's No Action Alternative to reflect the most current information. For the SEIS (Pg. 2-2, §2.1), the existing conditions effectively are the consequences associated with the No Action Alternative; thus, those consequences were generally presented as the existing conditions (Chapter 3) for each affected resource.

All alternatives were designed to minimize or avoid the routine use of RW 01/19 to avoid or reduce noise impacts to the maximum extent practical. Appendix E, Pg. E-85, Table E-16 provides the number and types of flights that would occur on RW 01/19 for each alternative, including the No Action Alternative.

Environmental effects of 59 F-35 aircraft operations at each airfield were analyzed for all alternatives. The 2013 Final SEIS includes 1,947 operations at NAS Pensacola and 6,862 operations at Tyndall AFB.

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Related Activity

The Marine Corps has already realigned its twenty (20) F-35B aircraft (VMFAT-501) from Eglin AFB to Marine Corps Air Station (MCAS) Beaufort, South Carolina, in accordance with their "Fiscal Year 2012 Marine Aviation Plan" (December 2011). Furthermore, the Marine Corps no longer plans future quarterly detachments of F-35B aircraft deployments from MCAS) Beaufort to Eglin AFB to train at Duke Field. The departure of these aircraft, coupled with the Navy proposal, will result in an overall net decrease of five DoN F-35 aircraft at Eglin AFB.

The departure of 20 F-35B's and proposed temporary beddown of 15 F-35C's was not addressed in the SEIS and 26 June 2014 ROD reflecting the 33rd FW Squadron consisting of Air Force twenty-four (24) F-35A PAA; Navy fifteen (15) F-35C PAA; and Marine Corps twenty (20) F-35B PAA.

Environmentally Preferred Alternative

The environmentally preferred alternative remains the No Action Alternative.

MITIGATIONS

All mitigations set forth in the 26 June 2014 ROD remain in full force and effect, but are augmented as follows:

Noise

During the up to four-month period of construction on RW 12/30, to mitigate noise impacts and minimize use of RW 01/19 as the primary runway to the maximum extent practicable, the installation of the MB-100 system and removal of the BAK-9 will take place in two phases, of approximately 45 days per phase for each runway beginning with RW 12.

- Phase 1 will require RW 12 to be closed for aircraft arrivals. The first 1,500 feet of RW 12 will be closed for departures, with departures being allowed utilize the remaining 10,500 feet. During Phase 1, no restricted low approaches will be allowed and air traffic control will not clear aircraft for approaches to the closed runway over men and equipment working in the underrun. Training flights, cross countries, or missions not directly supporting Eglin AFB or Duke Field will not be permitted.

- Phase 2 will require RW 30 to be closed for arrivals. The first 1,500 feet of RW 30 will be closed for departures, with departures being allowed utilizing the remaining 10,500 feet.

- During Phase 2, no restricted low approaches will be allowed and air traffic control will not clear aircraft for approaches to the closed runway over men and equipment working in the underrun. Training flights, cross countries, or missions not directly supporting Eglin AFB or Duke Field will not be permitted.

- All measures will be taken to minimize F-35 noise impacts to the greatest extent possible by (for example) first directing departures to the south away from City of Valparaiso and Niceville and arrivals to the North towards Valparaiso and Niceville, whenever conditions allow. Eglin based aircraft will utilize local divert airfields for pattern training to the maximum extent possible during this period and within the limits established by this ROD and the June

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2014 ROD. After exhaustion of all alternatives, limited pattern work on RW 01/19 will be allowed to the extent required to maintain currencies and accomplish required training.

- Limitations on transient aircraft will be enacted to reduce single runway congestion and environmental impacts. The limitations on transient aircraft will be designating Eglin as "Official Business Only". This will limit aircraft to those who actually need to be at Eglin for mission accomplishment.

The foregoing mitigations along with the one-time, temporary additional F-35 operations allowed on RW 01/19 up to the level of Alternative 1A in the SEIS for the up to four-month construction will be monitored by the 33rd Operations Group Commander (33 OG/CC) with assistance from the 33rd Fighter Wing (33 FW), the 96th Operations Support Squadron (96 OSS), and 96th Civil Engineering (96 CE).

Except for the foregoing monitoring of operations on RW 01/19 during the up to four-month period of construction on RW 12/30, VFA-101 will continuously monitor all planned and actual F-35C flight operations on a weekly basis at all airfields within the Eglin reservation to ensure its average daily operations do not exceed any limits analyzed in the No Action Alternative selected 26 June 2014 ROD for as long as any additional F-35C BAI remain at Eglin AFB under this AROD.

Findings on Whether to Prepare Supplemental Documentation under the NEPA and CEQ regulations (40 CFR §1502.9)

The Air Force has reviewed the proposed Navy increase in the number of BAI aircraft and has determined that these proposed changes to the No Action Alternative are neither substantial changes to the No Action Alternative that are relevant to environmental concerns nor new circumstances or information relevant to environmental concerns and bearing on the No Action Alternative selected in the 26 June 2014 Final ROD.

The parking of additional BAI aircraft at Eglin AFB does not constitute a substantial change to proposed action or new information that is relevant to environmental concerns nor does it constitute significant new circumstances or information relevant to environmental concerns and bearing on the Proposed Action or its impacts. The SEIS evaluated environmental consequences based on F-35 flight operations, not the actual number of F-35 parked on the ramp at any given point in time.

Noise; Land Use; and Environmental Justice. The Navy is not proposing any additional flight operations and mitigations will be put in place to ensure that average daily operations, including the Navy's proportional share of F-35C operational limits over Valparaiso, Florida as set out in the footnote to Table 3 in Enclosure (2), are not exceeded on a weekly basis. Therefore, there will be no change in projected aircraft noise impacts; impacts to elementary schools and child daycare centers; or in the total off-base area in the vicinity of Eglin Main Base, Duke Field, and Choctaw Field that would be exposed to aircraft noise greater than 65 dB DNL under the Navy's proposal when compared to the No Action Alternative's analysis contained in the Final SEIS.

Hazardous Materials; Hazardous Waste; and Solid Waste. As stated in the Final SEIS, the primary concern related to hazardous materials associated with JSF flight operations

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generally is the use of munitions on the Eglin Range. There will be no changes in F-35C munitions use under the No Action Alternative with the Navy's proposal and the addition of 15 BAI aircraft maintenance requirements are projected to increase slightly and the solid and hazardous materials' use and waste that may be generated from those activities, because the aircraft will only be operated to permit scheduled and unscheduled maintenance, modifications, inspections, and repair of VFA-101's 15 F-35C PAA. In addition, when accounting for the departure of the 20 USMC F-35B aircraft from Eglin AFB by May 2015, there will be a net decrease in the number of F-35 aircraft requiring maintenance.

Socioeconomics (Contractor Logistics Support); Transportation; and Utilities. There would be fewer DoN military and contractors at Eglin AFB than were analyzed in the Final SEIS. Based on the discussion above regarding CLS, the Navy's proposal to increase BAI aircraft, will result in 10 CLS personnel more than that which was analyzed for F-35C aircraft under the selected No Action Alternative in the Final SEIS. In addition, the relocation of the USMC F-35B aircraft to MCAS Beaufort, will remove 343 personnel and their dependents from Eglin AFB. In addition, with the departure of the 20 USMC F-35B aircraft from Eglin AFB by May 2015, there will also be a net decrease in the number of DoN F-35 aircraft. These minor changes to the selected No Action Alternative will result in a net reduction of approximately 330 personnel and at least 5 DoN F-35 aircraft. These changes, therefore, do not constitute any substantial change in the Proposed Action relevant to environmental concerns or significant new circumstances or information relevant to environmental concerns and bearing on the Proposed Action or its transportation and utilities impacts.

Air Quality; Airspace; Health and Safety; Physical Resources; Biological Resources; and, Cultural Resources. Under the DoN's F-35C BAI proposal, VFA-101 would be constrained to the same level of flight operations as was analyzed in the Final Revised SEIS. Consequently, there would be no change in impacts to these resources as identified in the No Action Alternative in the Final SEIS.

SUPPLEMENTAL OR ADDITIONAL NEPA ANALYSIS

If at any time should the impacts associated with the temporary beddown of the additional 15 F-35C BAI exceed the issues and impacts addressed in this AROD, the Navy, as the lead for F-35C activities will immediately cease its operations to provide further, independent NEPA analyses.

DECISION

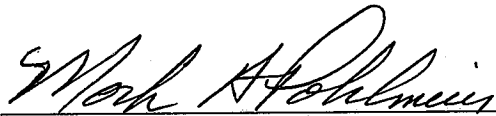
A one-time, temporary increase in certain F-35 operations on Runway 01/19 (RW 01/19) is allowed due to required construction-related closure of Runway 12/30 for up to four months from approximately 1 May 2015 through 31 August 2015. During this up to four-month period of construction partially closing RW 12/30, but only after all mitigations measures have first been implemented and/or exhausted, limited additional F-35 operations up to the number and type of average daily operations analyzed in Alternative 1A (predominantly departures/take-offs on RW 01 and approaches/landings on RW 19) of the SEIS and published in Table E-16 at pages E-84 and E-85 in Appendix E, will be allowed on RW 01/19.

The DoN is authorized to deliver up to fifteen (15) additional BAI F-35C aircraft, provided VFA-101 continuously monitors F-35C operations to ensure they do not exceed the average

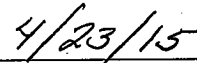
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daily operations analyzed under the No Action Alternative on a weekly basis. Given VFA-101's requirement to continuously monitor F-35C operations as long as any of the 15 BAI are present at Eglin AFB, the DON's addition of up to 15 additional F-35C BAI at Eglin AFB does not constitute a substantial change in the No Action Alternative selected in the 26 June 2014 ROD nor significant new information relevant to environmental concerns and bearing on either the proposed action or the No Action Alternative necessitating preparation of supplemental documentation under the NEPA and CEQ regulations (40 CFR §1502.9).

Based on the information provided by the DoN, as reflected in a separate internal MFR, I find that the provisions of 40 CFR §1502.9(c)(1) requiring supplementation are not triggered and, therefore, no supplement to the Final SEIS will be prepared.



Mark Pohlmeier
Acting Deputy Assistant Secretary of the Air Force
(Installations)



Date