

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

INTRODUCTION

This Record of Decision (ROD) and Finding of No Practicable Alternative (FONPA) documents the Air Force's decision regarding implementation of the Military Housing Privatization Initiative (MHPI) and related actions at Hurlburt Field and Eglin Air Force Base (AFB), Florida. In making this decision, the Air Force considered information, analyses, and public comments contained in the Final Environmental Impact Statement (FEIS) for the *Military Housing Privatization Initiative at Hurlburt Field and Eglin AFB, Florida*¹, along with other relevant factors and supporting materials.

The FEIS was developed in compliance with the promulgated Air Force National Environmental Policy Act (NEPA) implementing regulations (32 Code of Federal Regulations [CFR] Part 989), as directed by 32 CFR Part 174, *Revitalizing Base Closure Communities and Addressing Impacts of Realignment*, particularly 32 CFR §174.17, NEPA.

This ROD has been prepared in accordance with the Council on Environmental Quality (CEQ) regulations implementing NEPA at Title 40 CFR §1505.2, *Record of Decision in Cases requiring Environmental Impact Statements*. Specifically, this ROD:

- States the Air Force's Decision,
- Identifies alternatives considered by the Air Force in reaching the decision, specifying the alternative considered to be environmentally preferable,
- Identifies and discusses relevant factors, including operational, environmental, and economic considerations,
- States whether the Air Force has adopted all practicable means to avoid or minimize environmental harm from the alternative selected, and
- Adopts and summarizes the monitoring and enforcement program where applicable for any mitigation.

DECISION

The Air Force has decided to implement the MHPI action at Hurlburt Field and Eglin AFB by selecting Alternative 4, Mix Alternative (FEIS §2.3.6) along with the project commonalities (FEIS §2.1). This decision specifically includes the following:

- Initial lease of all acreage underlying existing housing as well as areas currently undeveloped or utilized for other purposes (i.e. the family camping area at Hurlburt Field).
- Convey up to 1,413 military family housing (MFH) units and ancillary supporting facilities to the developer (including the historic units at Georgia Avenue and Camp Pinchot) along with additional nonresidential facilities.
- Demolition of up to 1,404 housing units (1,413 minus the 9 historic units).

¹ Notice of Availability (NOA) of the Final EIS was published in the Federal Register, 24 June 2011 (Volume 76, Number 122, Page 37112).

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

- Construct up to 1,477 new units, which will house members assigned to Hurlburt Field, Eglin AFB, and Camp Rudder. The total number of refurbished or constructed homes will not exceed 484 units at Hurlburt Field and 993 units at Eglin AFB.
- Areas supporting the end-state family housing units would be leased to the developer for a period of 50 years.
- Leasehold interest in parcels not utilized for housing would terminate upon the demolition and removal of all required units and the Air Force's satisfaction with the developer's performance.
- Once replacement units are constructed, the developer will return to the Air Force the historic buildings at Georgia Avenue and Camp Pinchot, at which time the developer's leasehold interest in the parcels would terminate.
- Construction of 484 units and amenities on Hurlburt Field.
- Construction or renovation of a total of 993 housing units distributed among Parcels 1, 9, 10, and 11 of Alternatives 2 on Eglin Main Base, but not to exceed 6 units per acre.
- Construction of amenities and a Housing Management Office/Maintenance Facility in Parcels 1, 9, 10, and 11 of Alternative 2.

The developer will prepare a proposal containing the specific infrastructure requirements and site plan details for the new privatized housing areas that complies with the Request for Proposal.

The Air Force will evaluate the proposal to determine whether it is within the scope of the analysis presented in the FEIS. If there is a potential for impacts from the proposal that fall outside the scope of analysis in the FEIS, supplemental analysis may be required.

The developer will adhere to all permit/regulatory requirements and the Air Force selected mitigations derived from the FEIS and this ROD and any supplemental analysis, as may be required. The Air Force will prepare the mitigation and monitoring plan (MMP) (as discussed later in this ROD), which will be published as soon as possible, but no later than 90 days, after either the hold on communications with the developer is lifted or signature of ROD is issued, whichever occurs last. Requisite mitigation will be in place prior to any action requiring mitigation.

BACKGROUND

The Air Force intends to privatize its housing at Hurlburt Field and Eglin AFB under a statutory program that will allow the Air Force to meet its military housing requirement. This program is referred to as the Military Housing Privatization Initiative, or MHPI. This initiative is accomplished by using the National Defense Authorization Act for Fiscal Year (FY) 1996 (Public Law 104-106, 110 St, 186 §2801) as amended. The act includes a series of authorities that allow the Department of Defense (DoD) to work with the private sector to build and renovate military housing (these authorities were made permanent in FY 2005). In short, MFH privatization (10 USC 2871-2885 as amended) involves a process in which the Air Force receives proposals from interested developers outlining their qualifications and proposals for meeting the development requirements through detailed design and construction, property management, and financial management.

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

The DoD's goal is to obtain private capital to leverage government dollars and/or land contributions, make efficient use of limited resources, and use a variety of private-sector approaches to build and renovate military housing faster and at a lower cost to American taxpayers. Additional information about housing privatization can be found at:
<http://www.acq.osd.mil/housing/legislation.htm>.

In 2009, Hurlburt Field and Eglin AFB conducted Housing Requirements and Market Analysis (HRMA) studies to identify housing units available to military members in the private community. The Air Force factored shortfalls in available private sector housing into the total military family housing (MFH) requirement for Hurlburt Field and Eglin AFB to determine the number of units needed to support its military families. The Air Force determined the cumulative housing privatization project scope for Hurlburt Field and Eglin AFB is 1,477 units. This is 80% of the FY 2014 projected requirement identified in the 2009 HRMA. Building to 80% of the HRMA requirement prevents over-building and has become a successful standard practice in recent housing privatization projects.

The Air Force Family Housing Guide balances these unique aspects of housing site selection with the concerns shared by nonmilitary residents, such as noise and traffic avoidance, convenience, aesthetics, and price. Accordingly, it requires the installation to consider all these concerns when arriving at a decision on the housing density and location. Primary among these (as it would be for a civilian landowner) is the ability of the available land to satisfy these concerns.

The Air Force evaluated the entire Eglin AFB Reservation for housing locations based on a set of housing objectives. These objectives were essential for the MHPI, in that the objectives had to be met for a particular site to be carried forward for consideration as a potential development location (FEIS §1.3.2). During this process, several potential locations were identified but eliminated due to their inability to meet the purpose and need (FEIS §2.2). Areas outside the Eglin AFB reservation boundary, such as Crestview and Florosa areas, were initially considered for potential development but given the financial constraints of this privatization effort, the purchase of non-federal property is not financially feasible. In addition the Air Force did not consider "land-swapping" with private landowners a viable option, as Eglin AFB has no "surplus" property to utilize for such purposes. The former Bayou Village Mobile Home Park located on Eglin AFB was initially considered but eliminated later on since majority of the site lies within the 100-year floodplain, which is unsuitable for residential communities. The Air Force considered construction of new homes on Hurlburt Field north of U.S. Highway 98 at Live Oak Terrace. This alternative was dismissed from further review because of current overcrowding at Hurlburt Field and the need to support expansion of existing and future missions. Two parcels in Crestview Park/Duke Field area were identified as potential alternatives; however, a closer look by the Air Force identified these sites within the emergency self destruct zones for munitions leaving the installation. Lastly, 4 parcels in the northeast corner of Eglin Reservation were considered but determined to conflict with low level routes and the missile corridor, thus impacting the test and training mission on the Eglin range. Attachments 1 through 4 to this ROD show the existing and proposed housing areas.

The analysis of the No Action Alternative (FEIS §2.3.1) provides a benchmark, enabling the Air Force decision maker to compare the magnitude of environmental effects in comparison to each of the action alternatives.

PUBLIC INVOLVEMENT (FEIS Chapter 10 and Appendix B)

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

The public involvement accomplished by the Air Force throughout this process is discussed in the FEIS, Appendix B. Public involvement took place from 26 January 2004 to 26 August 2008. Recent public notices and meetings were as follows:

- Notice of Intent, Federal Register, 30 December 2009 with associated newspaper, radio, and television announcements
- EIS scoping period, 30 December 2009 – 3 February 2010
- Scoping meetings held at Niceville, Crestview, and Fort Walton Beach, Florida, 12, 13, and 14 January 2010, respectively
- Draft EIS 45-day public comment period, 23 December 2010 – 7 February 2011
- Public hearings held at the Northwest Florida State College Niceville Campus and Fort Walton Beach Civic Center, 11 and 12 January 2011, respectively

Recent announcements for public hearings were placed in local newspapers as follows:

- Northwest Florida Daily News: Sundays, 26 December 2010 and 2 January 2011
- Navarre Press: Thursdays, 23 December 2010

In addition to public review, the Air Force consulted with the following agencies to complete Section 106, Section 7, and Tribal Consultations:

- Advisory Council on Historic Preservation
- Florida State Historic Preservation Officer
- U.S. Fish and Wildlife Service
- Five federally-recognized Native American tribes (Miccosukee Tribe of Indians of Florida, The Seminole Tribe of Florida, Parch Band of Creek Indians, Muskogee (Creek) Nation of Oklahoma, Thlopthlocco Tribal Town of the Creek (Muskogee) Tribe)

ALTERNATIVES ANALYZED (FEIS §§2.1 to 2.4)

This section discusses the alternatives analyzed in the FEIS. Every alternative (Subalternative 2a has one exception) contains a common set of actions. These actions are referred to as “commonalities” or “MHPI commonalities” (Attachments 2 and 3 to this ROD).

MHPI Commonalities (FEIS §2.1)

The following actions were common to all alternatives (with the exception of Camp Rudder housing in Subalternative 2a).

The Air Force would initially lease all acreage underlying existing housing as well as areas currently undeveloped or utilized for other purposes (i.e. the family camping [FAMCAMP] area at Hurlburt Field). All alternatives would include construction of 484 units on Hurlburt Field.

- Air Force would lease all existing housing areas to the developer and convey all MFH units² and ancillary supporting facilities to the developer.

² Excluding Hurlburt's Commando Village

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

- Developer would demolish up to 1,404 housing units (1,413 minus the 9 historic units): 25 at Camp Rudder; up to 849 at Eglin Main Base; 150 at Poquito Bayou; and 380 at Hurlburt Field.
- Developer would construct up to 1,477 new units.
- The Air Force would lease all areas supporting the end-state family housing units to the developer for a period of 50 years.
- The developer's lease of the parcels not utilized for housing would terminate upon the demolition and removal of all required units and the Air Force's satisfaction with the developer's performance.
- Developer would return the historic buildings at Georgia Avenue and Camp Pinchot to the Air Force when replacement units are constructed, at which time the developer's lease of the parcels would terminate.
- Eglin AFB would determine the future of the historic buildings. Should the Air Force propose any action that may potentially result in an adverse effect to the historic buildings, Eglin AFB will consult with the consulting parties through the National Historic Preservation Act Section 106 and Section 110 process, to resolve potential adverse effects and either amend the MHPI Programmatic Agreement (PA) or develop a separate agreement.
- Construction of up to 8,000-square-foot community center/clubhouse would be at both Hurlburt Field and Eglin AFB.

Hurlburt Field:

- 548 housing units would be built for Air Force Special Operations Command (484 units at Hurlburt Field plus 64 units at Eglin AFB), at a location to be determined by alternative selection.
- The following additional nonresidential facilities would be conveyed to the developer "as is" at Hurlburt Field: 2 recreational courts, 7 playgrounds, 10 bus shelters, 2 boat docks and the seawall at Soundside Manor, the Housing Maintenance Facility and office, and the laundry/latrine building at the FAMCAMP location.
- The existing FAMCAMP would be relocated southwest of existing Commando Village along Martin Luther King Boulevard (SR-189). The proposed FAMCAMP area is approximately 13 acres; conceptual site development calls for 50 recreational vehicle spaces, a new bath house, asphalt roadway, stormwater retention, and an access point along SR-189.

Eglin AFB:

- The Air Force would convey 5 housing units and a separated garage at Georgia Avenue and 4 housing units (includes General Officers' Quarters [GOQ] guest house) at Camp Pinchot along with other facilities (i.e. tennis court, garages, storage building; for a complete list see FEIS §2.1) to the developer. The conveyance documents would include a restriction requiring the developer's interest terminate when suitable replacement

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

housing units are constructed. The Air Force may then adaptively reuse the 9 units and associated structures.

- The following additional nonresidential facilities would be conveyed to the developer “as is” at Eglin AFB: 16 playgrounds, the Housing Maintenance Facility and office, 2 housing supply and storage facilities, recreational vehicle storage area, grounds facility, and basketball court on Loblolly Drive.

Camp Rudder (with the exception of Subalternative 2a):

- At Camp Rudder, all 25 existing housing units could be demolished and 35 new housing units may be constructed within the existing housing area³.

The site development design at Hurlburt Field and Eglin AFB will integrate the new housing community, to the extent practicable, with the surrounding community. The site development design would create a network of neighborhoods within the community by creating a full range of compatible private and shared recreation and community desired facilities. The development design would also provide efficient and separate vehicular and pedestrian traffic patterns. The design would identify constraints such as easements, drainage, and offensive environments (i.e. blight, bright lights, and loud noises) to ensure activities within and surrounding the site are compatible. The site design would provide for common green spaces with native landscaping; recreational areas; appropriate buffer area/screening; street lighting; pedestrian and vehicular circulation; and sidewalks on both sides of the street. These site designs would be consistent with good land use planning, practices, and economics, and would incorporate green space, landscaping, underground utilities, and recreation areas.

Alternative Specifics (FEIS §2.3)

Alternative 1: White Point Area (FEIS §2.3.2)

Under this alternative, the Air Force would implement all commonalities in FEIS §2.1 and would construct 958 housing units on Eglin AFB utilizing a combination of several parcels within the White Point Area.

Alternative 2: Eglin Main Base/Valparaiso (FEIS §2.3.3)

This alternative would involve the same commonalities as described under Alternative 1 (FEIS, §2.1), except construction of 958 housing units on Eglin AFB would utilize 1 or a combination of several of the Eglin Main Base and Valparaiso parcels. Although Parcel 1 had a total of 673 acres that may actually be leased, approximately 661 acres are available for development. For Parcels 2–11, approximately 399 acres may be leased.

Subalternative 2a: Eglin Main Base (FEIS §2.3.4)

This alternative would involve the same commonalities as described under Alternative 1 (FEIS §2.1); however, there would be no new construction at Camp Rudder, and up to 993 housing units would be constructed on Eglin AFB in Parcel 1. Again, Parcel 1 has approximately 673 acres that may be leased, but approximately 661 acres are available for development.

³ Under Subalternative 2a no new housing would be constructed at Camp Rudder.

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

Alternative 3: North Fort Walton Beach Area (FEIS §2.3.5)

This alternative would involve the same commonalities as described under Alternative 1 (FEIS §2.1); however, construction of 958 housing units on Eglin AFB would utilize a combination of several parcels within the North Fort Walton Beach Area. Although approximately 457 acres could be leased, approximately 49 acres would be used as buffer space at Parcel 1. As a result, approximately 408 acres would be available for development.

Alternative 4: Mix Alternative (Selected Alternative) (FEIS §2.3.6)

This alternative would involve construction of housing units on Eglin AFB through utilization of a combination of parcels within any of the areas identified in Alternatives 1–3 (to include Subalternative 2a).

No Action Alternative (FEIS §2.3.1):

Under the no action alternative, the Air Force would not implement the MHPI at Hurlburt Field or Eglin AFB. Instead the Air Force would continue to manage/maintain and replace/upgrade MFH in accordance with existing Air Force policy and resources, which historically have been inadequate to maintain housing at acceptable levels. As requirements are identified, they would be evaluated through the NEPA process for potential environmental impacts.

ENVIRONMENTALLY PREFERABLE ALTERNATIVE (FEIS Table 5-1),

The environmentally preferred alternative for the MHPI is Subalternative 2a, Eglin Main Base. The major contributing factor is because Parcel 1 is already developed, which results in less environmental impact generally associated with land clearing. All other environmental factors between the alternatives differ in terms of their respective potential for adverse effects relative to their location.

ENVIRONMENTAL CONSEQUENCES AND MITIGATIONS (FEIS Chapters 4 and 5)

Environmental analyses focused on the following areas: transportation, socioeconomic/environmental justice, utilities, air quality, safety, hazardous materials/wastes, noise, solid waste, land use, cultural resources, water resources, soil resources, and biological resources. A description of the environmental impacts associated with implementation of each alternative is discussed as well as the associated mitigations/best management practices (BMPs) required by regulation or agency guidance for each relevant resource.

As the proponent for the MHPI, the Air Force is responsible for ensuring mitigations are in place, prior to taking any specific action. The MHPI Request for Qualifications requires the developer to incorporate all mitigations from the MHPI EIS, this ROD, and the subsequent MMP into an environmental management plan (EMP) detailing how the developer will implement and monitor compliance with mitigation requirements. The Air Force through AFCEE's Resident Construction Manager will verify and oversee all required permits are in place and all required mitigations/BMPs are carried out by the developer as stipulated within the MMP and EMP, prior to any construction taking place.

Although every effort will be made to fund identified mitigations as soon as possible, application of some proposed mitigation measures may be subject to congressional appropriations. Consequently, implementation of requisite mitigation measures may be delayed. In this case,

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

funding of mitigation measures will be treated as priority requests for appropriations. Timing of mitigation implementation will be identified more fully and tracked within the MMP and EMP.

Transportation (FEIS §4.1)

A number of traffic segments within and surrounding the base are currently operating at less-than desirable levels of service (LOS). Roadway traffic is projected to increase under the baseline scenario, which will further reduce future LOS. Implementing any of the housing alternatives will impact traffic levels; although the impact would not be significant. As standard practice/procedure, all roadway infrastructure will be design in accordance with U.S. Department of Transportation and Florida Department of Transportation requirements to ensure traffic safety.

Socioeconomic and Environmental Justice (FEIS §4.2)

Impacts to this resource area are common across all the alternatives. Because this action increases housing levels by 64 units, there are no impacts to socioeconomics (the project does not directly compete with the local housing market). There would be temporary benefits to the local economy from creation of construction employment. To avoid residents walking into the construction area(s), especially children, the developer will provide adequate measures to restrict access to construction and demolition areas and consider all aspects of child safety during work and non-work hours. In addition, the developer will erect signs along the shoreline to warn residents of the potential drowning hazard, to emphasize the need to supervise children up to the age of 14, and to emphasize use of personal flotation device, especially for children.

Utilities (FEIS §4.3)

Analysis did not identify any adverse impacts to the utility infrastructure design for any of the alternatives. As a standard practice/procedure, the developer will coordinate with the local utility providers (water, sewer, electrical and natural gas) prior to ground-disturbing activities to identify buried utility lines.

Air Quality (FEIS §4.4)

No significant, adverse impacts to regional air quality would occur with implementation of any of the alternatives. As a discretionary mitigation to decrease particulate matter emissions during site preparation activities (i.e. grading), the developer should water the exposed surface areas to decrease particulate releases.

Safety (FEIS §4.5)

The analysis did not identify any unique impacts to safety from housing construction activities or housing operations. The developer will accomplish all actions with technically qualified personnel in accordance with Occupational Safety and Health Administration as well as applicable Air Force Occupational and Environmental Safety, Fire Protection, and Health standards, thus minimizing potential job-site injuries.

Hazardous Materials and Waste (FEIS §4.6)

Overall implementation of any of the alternatives would be beneficial to hazardous materials and waste. These benefits are primarily associated with elimination of potential exposures of housing residents to asbestos and lead based paint (LBP), both of which are present in the older housing units. The developer will be required to follow the Air Force best construction practices as prescribed in AFI 32-1023, *Design and Construction Standards and Execution of Facility*

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

Construction Projects, and AFI 32-6002, *Family Housing Planning, Programming, Design, and Construction* (U.S. Air Force, 1994; U.S. Air Force, 2008c). As part of these AFIs, Air Force personnel will monitor contractor compliance with all applicable environmental and safety requirements, including any environmental permit requirements. To minimize improper handling and/or potential release of hazardous materials and waste during construction activities, the developer will adhere to the Hurlburt Field and Eglin AFB Spill Prevention, Control, and Countermeasure Plans.

Specific mitigations required by the developer:

- Notify applicable state and local agencies before demolition/renovation of buildings containing certain threshold amounts of asbestos, consistent with the Florida Department of Environmental Protection (FDEP) requirements.
- Provide written notification to FDEP at least 10 working days before beginning the demolition or any asbestos removal project.
- Perform asbestos surveys on buildings that have not already undergone survey prior to demolition/renovation.
- Utilize a certified contractor when removing asbestos containing building materials. Personnel are required to adhere to established procedures set forth for safe handling and transport of these materials as outlined in Eglin's Hazardous Materials Management Plan.
- Submit all construction project programming documents, designs, and contracts to 96th Civil Engineer Group, Environmental Compliance Branch and 1st Special Operations Civil Engineering Squadron Asset Management Flight for review.
- Conduct LBP surveys for the alteration or demolition of existing housing structures (unless conducted previously).
- Stipulate appropriate abatement and disposal requirements for LBP in project designs.
- Evaluate soils within the existing housing areas to determine chlordane concentrations prior to disturbance.
- Avoid all environmental restoration program sites for planned construction activities, such as water towers in MFH areas.
- Cease development activities in any areas, should unusual odor, soil, or groundwater coloring be encountered and contact the Eglin AFB Environmental Management Restoration Branch immediately.

Noise (FEIS §4.7)

Under all alternatives, noise associated with demolition and construction activities would be short-term and would conclude upon completion of the project. The greatest impact on the noise environment results from the F-35 beddown action, which impacts Alternatives 2 and 4 (Mix Alternative) as well as the No Action Alternative. Alternatives 1 and 3 are not impacted by the F-35 beddown.

Parcels 2-8 under Alternative 2 are located within the 65-69 decibel (dB) Day-Night Average Sound Level (DNL). Because residents may experience varying degrees of annoyance and

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

potential negative health effects depending on the amount of time spent outdoors, the developer will be required to design sound attenuating measures to reduce indoor noise levels by 25 dB. To help mitigate outdoor noise levels, the developer will incorporate into design the use of berms, barriers, and/or vegetation to reduce ground-level noise such as jet engine run-ups, motor vehicles and motorized equipment. At no time will the developer be allowed to construct any housing units within 70 dB DNL and above. Under Alternative 2a, housing units would only be constructed on Parcel 1. Current data indicates this parcel is not affected by the F-35 noise contours and would not require sound attenuation.

Solid Waste (SEIS §4.8)

Construction and demolition waste associated with MHPI and other planned/foreseeable actions will result in an increase demand on solid waste disposal resources within the area. Although the estimated C&D generated are expected to increase waste disposal rates within the counties, sufficient landfill capacity exists within the respective facilities to accommodate the wastes. Because many of the landfills have capacity for significant expansion, no significant impacts were identified with implementing any of the alternatives.

Land Use (SEIS §4.9)

Activities associated with MHPI are consistent with Hurlburt Field and Eglin AFB future land use plans. To reduce glare at both Hurlburt Field and Eglin AFB, which can be problematic for pilots at night, the developer will use “full-cutoff fixtures” for exterior lighting to prevent illumination above the horizontal plane. The Eglin Energy Office preference for reducing glare is induction lighting or light emitting diode (LED) or plasma lighting that achieves a high color index with high lumens per watt, and/or use of 35-watt or less low-pressure sodium or amber LED lamps.

Cultural Resources (FEIS §4.10 and Appendix E)

There are several historic properties located within the MHPI project area. The Camp Pinchot Historic District and the Georgia Avenue housing units are both listed on the National Register for Historic Places. Because of the potential impacts to these sites with implementing the MHPI project, the Air Force negotiated and signed a programmatic agreement (PA) on 1 March 2011 with the Advisory Council on Historic Preservation and the Florida SHPO. Under Section V of the PA the Air Force will insure the developer:

- Executes, as a Concurring Party, the PA with the Air Force, Advisory Council on Historic Preservation, the Florida SHPO, and other required parties to the PA.
- Performs archaeological monitoring by a qualified third-party firm for all ground-disturbing activities on or near archaeological sites.

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

- Complies with the PA prescribed specific procedures and stipulations for “Resolution of Adverse Effects” to project-related resources, sites, and locations at both Hurlburt Field and Eglin AFB, as defined in Section V of the PA, in consultation with the Air Force. The specific procedures and stipulations will be fully detailed in the MMP to be developed and implemented prior to construction-related activities associated with the MHPI.

The Air Force also initiated consultation with 5 interested federally recognized tribes, which included the Miccosukee Tribes of Indians of Florida, the Seminole Tribe of Florida, the Poarch Band of Creek Indians of Alabama, the Muskogee (Creek) Nation of Oklahoma, and the Thlopthlocco Tribal Town of the Creek (Muskogee) Tribe.

Water Resources (FEIS §4.11)

While none of the alternatives have a direct interaction with surface waters or groundwater resources, there are secondary impacts to surface waters from increase amount of sediment and pollutant transports from exposed soil area during demolition/construction activities. At Hurlburt Field, a small portion of the 100-year floodplain will be impacted due to demolition of existing housing within the floodplain and a small portion of wetland will be impacted due to the construction of drainage culverts within the wetland. These impacts would be short-term and would cease once demolition/construction activities are completed and the site(s) brought back to their original condition.

Because of affect of water erosion from exposed soils, the developer will comply with the stormwater requirements of Florida Administrative Code, Chapter 62-346, *Environmental Resource Permitting in Northwest Florida*. Construction activities associated with each of the alternatives requires a General Permit for Construction Activities according to the rules established under the Florida National Pollutant Discharge Elimination System. The permit guidelines include issuance of a Notice of Intent, development, and implementation of a site-specific Stormwater Pollution Prevention Plan (SWPPP) that includes erosion and sediment control measures, and implementation and maintenance of BMPs to minimize off-site erosion and sediment yield during and after construction. Because specific BMPs/mitigations will be developed during the permit process, it is unknown at this time what specific requirements would be implemented. It will be the developer’s responsibility to follow all mitigations required by the SWPPP. As part of this plan the developer will include:

- A site evaluation of how and where pollutants may be mobilized by stormwater.
- A site plan for managing stormwater runoff.
- Identification of appropriate erosion and sediment controls and stormwater mitigations.
- A maintenance and inspection schedule.
- A record-keeping process.
- Identification of stormwater exit areas.

The following are examples of the types of controls the developer may be required to implement as a component of site design to minimize potential stormwater, erosion, and pollution impacts and facilitate environmental compliance:

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

- Limit slope for runoff from housing units near water bodies to no greater than approximately 15 percent to allow for natural percolation versus sheet flow.
- Use porous asphalt allowing water to infiltrate into the subsurface areas versus significant increase to new/existing storm drainage systems.
- Provide appropriate retention, drainage, and discharge of flows from larger storms where it is needed (i.e. a minimum storage capacity for rain precipitation from a 24-hour, 25-year storm, or 5 or more inches).
- Use vegetation buffer strips to slow stormwater runoff and trap particulate pollutants.
- Minimize the overall development footprint to reduce stormwater runoff.
- Areas that are slated for demolition with no reconstruction should be returned to a natural vegetated landscape to decrease stormwater runoff and benefit surrounding water resources.
- Multiple stormwater treatment management ponds with rate attenuation to reduce potential erosion and downstream flooding.
- Conduct appropriate surveys for rare or imperiled plant and wildlife species prior to completing the development proposal.

The developer must abide by all requirements included in the Municipal Separate Storm Sewer System (MS4) permits. As part of the mitigations detailed in their respective MS4 permits, Hurlburt and Eglin AFB will each ensure adherence to the following with respect to construction: (1) developing contractual language requiring mitigation usage at construction sites, (2) reviewing construction site plans for potential stormwater quality impacts through the comprehensive environmental impact analysis review program, (3) formalizing a method of tracking construction projects and control measures, and (4) performing periodic inspections of construction sites to ensure mitigations are in place and operational.

Soil Resources (FEIS §4.12)

All soils within the project area are rated at moderately to severely corrosive to steel; the primary building material that would be in contact with the soil. The developer will take these limitations into account during design and selection of building materials (i.e. such as coated steel) to ensure the soils do not adversely affected the structures. There are no other impacts associated with soil.

Biological Resources (FEIS §4.13)

Demolition, land clearing, and construction would have a localized effect on native wildlife species such as squirrels, raccoons, and rabbits. However, most of the alternatives are already developed with little wildlife value. The areas that require land clearing represent less than 0.1 percent of the total land area Hurlburt Field and Eglin AFB maintain. The Air Force consulted with U.S. Fish and Wildlife Service to comply with Section 7 of the Endangered Species Act. U.S. Fish and Wildlife Service made a "No Effect" determination on 15 March 2010 so long as the following mitigations were implemented by the developer (through lease agreement and coordination with the Air Force):

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

- Ensure all landscaping and plantings of vegetation conform to the Presidential Memorandum dated 26 April 1994, *Environmentally and Economically Beneficial Practices on Federal Landscaped Grounds*, and EO 13112, *Invasive Species*, both of which require the selection of and planting of regional native species in landscaping.
- Maintain a vegetated buffer at least 50-foot around all wetlands and water bodies on Eglin Main Base, with a suggested minimum of 100 feet to minimize stormwater and erosion impacts to wetlands and water bodies.
- Minimize stormwater and erosion impacts to wetlands and water bodies by not clearing areas along the sound shoreline or around wetlands at the Hurlburt Field parcels to avoid construction in jurisdictional wetlands.
- Control suspended sediments and increases in turbidity through management practices such as sediment curtains to minimize stormwater and erosion impacts to wetlands and water bodies.
- Implement the highest standards possible for stormwater management.
- Limit the number of access points to maintain the vegetated buffer such that it will filter most runoff from the MFH, thus minimizing stormwater and erosion impacts to wetlands and water bodies.
- Close and rehabilitate any access point that becomes an erosion problem to minimize sedimentation to nearby waters.
- Designate specific swimming areas in order to minimize disturbance to shoreline vegetation and resulting turbidity in the water column.
- Provide residents with educational materials (i.e. signs, brochures) discussing the importance of protecting water quality and shoreline vegetation and to reduce human disturbance of sensitive shoreline vegetation.
- Conduct rare or imperiled plant and wildlife species surveys at a minimum of one month prior to land clearing, demolition, or construction activities. Any plants and/or animals identified will be relocated in accordance with Florida Fish and Wildlife Conservation Commission guidelines to eliminate direct physical impacts to these species.
- Provide project personnel with a description of the eastern indigo snake, its habitat, and protection under federal law and instruction to not injure, harm, or kill this species.
- Direct project personnel and residents to cease any activities if an eastern indigo snake or gopher tortoise is sighted and to allow the animal sufficient time to move away from the site on its own before resuming such activities.
- Direct project personnel and residents to report any sightings of eastern indigo snakes or gopher tortoises and/or gopher tortoise burrows to the Eglin Natural Resources staff if discovered.
- Avoid all activities within 25 feet of a gopher tortoise burrow until Eglin Natural Resources personnel examine the burrow and relocate the animal and any commensal species if necessary.

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

- Install sea turtle-friendly exterior lighting (outside building lights including houses, recreational facilities and all street lights) at Soundside Manor and new housing at the old FAMCAMP site. For Pine Shadows, full cut-off, low-pressure sodium street lighting will be installed.

DECISION

The Air Force has decided to implement the MHPI actions at Hurlburt Field and Eglin AFB by selecting Alternative 4, Mix Alternative (FEIS §2.3.6) along with project commonalities (FEIS §2.1). Specifically, the decision includes the following:

- Initial lease of all acreage underlying existing housing as well as areas currently undeveloped or utilized for other purposes (i.e. the family camping area at Hurlburt Field).
- Convey up to 1,413 MFH units and ancillary supporting facilities to the developer (including historic units at Georgia Avenue and Camp Pinchot) along with additional nonresidential facilities.
- Demolition of up to 1,404 housing units (1,413 minus the 9 historic units).
- Construct up to 1,477 new units. The total number of refurbished or constructed homes will not exceed 484 units at Hurlburt Field and 993 units at Eglin AFB.
- Areas supporting the end-state family housing units would be leased to the developer for a period of 50 years.
- Leasehold interest in parcels not utilized for housing would terminate upon the demolition and removal of all required units and the Air Force's satisfaction with the developer's performance.
- Once replacement units are constructed, the developer will return to the Air Force the historic buildings at Georgia Avenue and Camp Pinchot, at which time the developer's leasehold interest in the parcels would terminate.
- Construction of 484 units and amenities on Hurlburt Field.
- Construction of a total of up to 993 housing units on Parcel 1 and Parcel 10 of Alternative 2 on Eglin Main Base. The number of houses on Parcel 10 cannot exceed 453 houses.
- Construction of amenities and a Housing Management Office/Maintenance Facility in Parcels 1, 9, 10, and 11 of Alternative 2.

As part of the selected alternative, demolition and land disturbance activities will occur in floodplains at Hurlburt Field removing impermeable surfaces from the floodplain. This action includes demolition of 9 homes in approximately 4.59 acres of the Live Oak Terrace parcel and demolition of 2 homes in approximately 3.93 acres of the Soundside Manor parcel. The aging homes will no longer be needed. As explained in the FEIS, all alternatives reviewed required demolition of these homes and land disturbance activities in the floodplain at Hurlburt Field (FEIS §4.11.3). As a result, the Air Force finds that no practicable alternative exists to the demolition activities in a floodplain. It is important to note that no new houses will be constructed within any floodplain on either Hurlburt Field or Eglin AFB, and existing roads within the floodplain will continue to be used as is and will not be improved or modified.

Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida

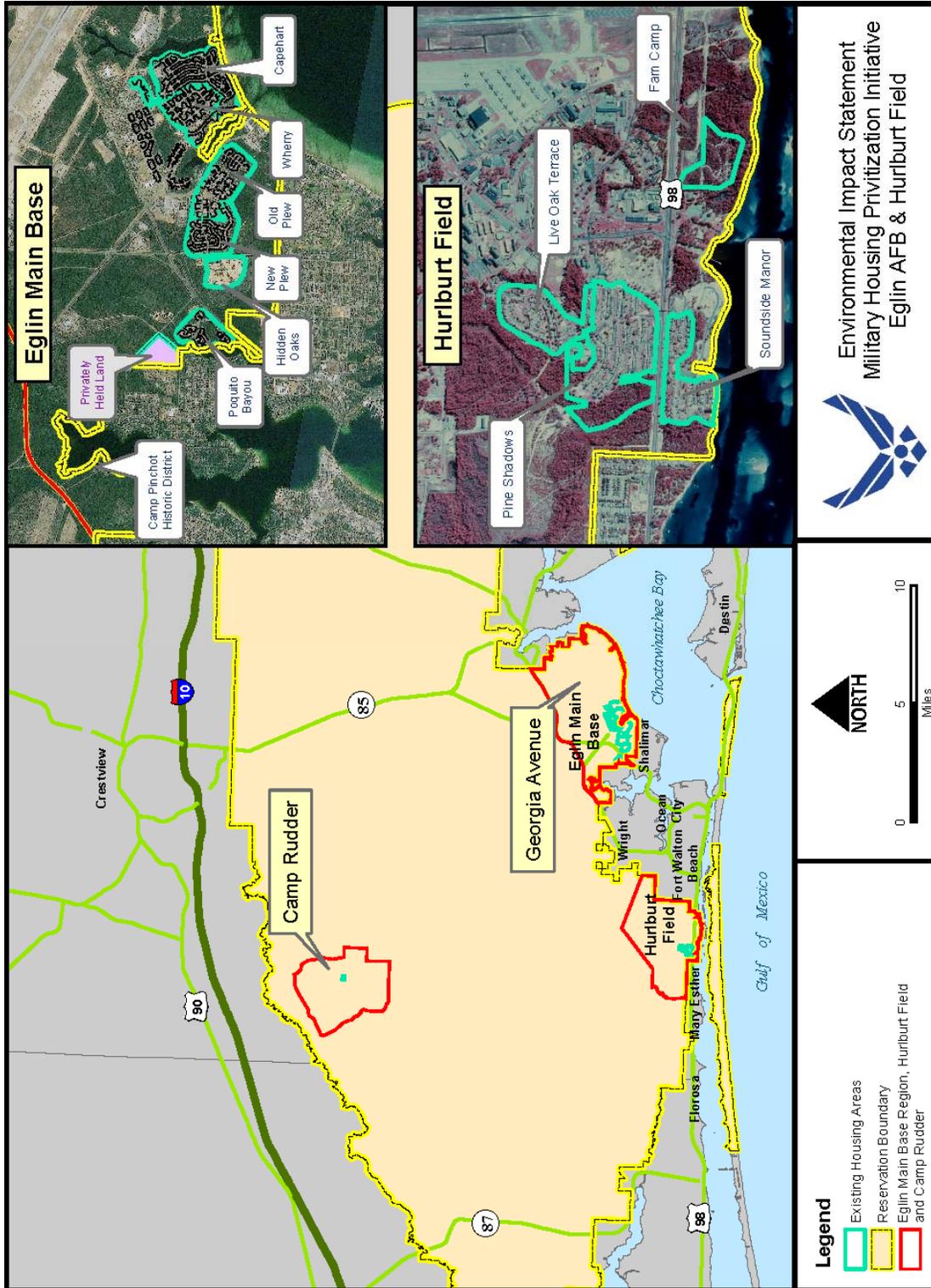
As part of the selected alternative, construction will occur on approximately 0.7 acres of wetlands within the Pine Shadows parcel on Hurlburt Field. These wetlands are actually man-made drainage ditches that have developed wetland characteristics over time and have been identified as jurisdictional wetlands by the FDEP. The developer will need to construct culverts within the Pine Shadows location to allow parcel access over the drainage ditches, thus resulting in wetland disturbance and the requirement for a FDEP Environmental Resource Permit. As explained in the FEIS, all alternatives reviewed by the FEIS required construction of the culverts in this wetland area at Hurlburt Field (FEIS §4.11.3). As a result, the Air Force also finds no practicable alternative to the installation of culverts within the wetland area at Hurlburt Field.

The Air Force will develop and implement prior to MHPI demolition and construction activities a MMP, which will be published as soon as possible, but no later than 90 days, after either the hold on communications with the developer is lifted or signature of ROD is issued, whichever occurs last.


Kathleen I. Ferguson, P.E.
Deputy Assistant Secretary of the Air Force
(Installations)

**Record of Decision
 Military Housing Privatization Initiative
 Hurlburt Field and Eglin Air Force Base, Florida**

Attachment 1: Existing Housing Areas at Eglin AFB, Hurlburt Field and Camp Rudder

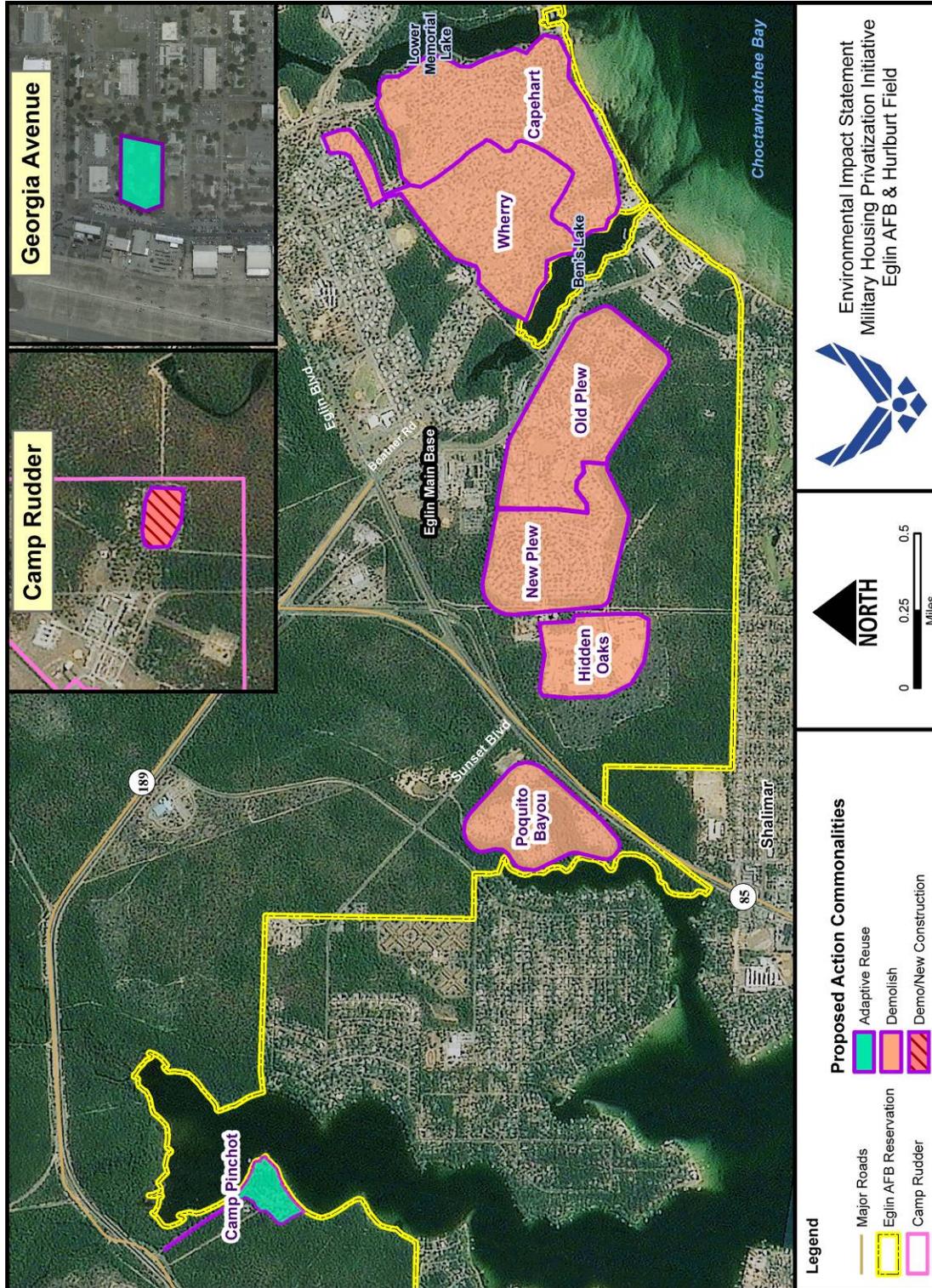


Record of Decision

Military Housing Privatization Initiative

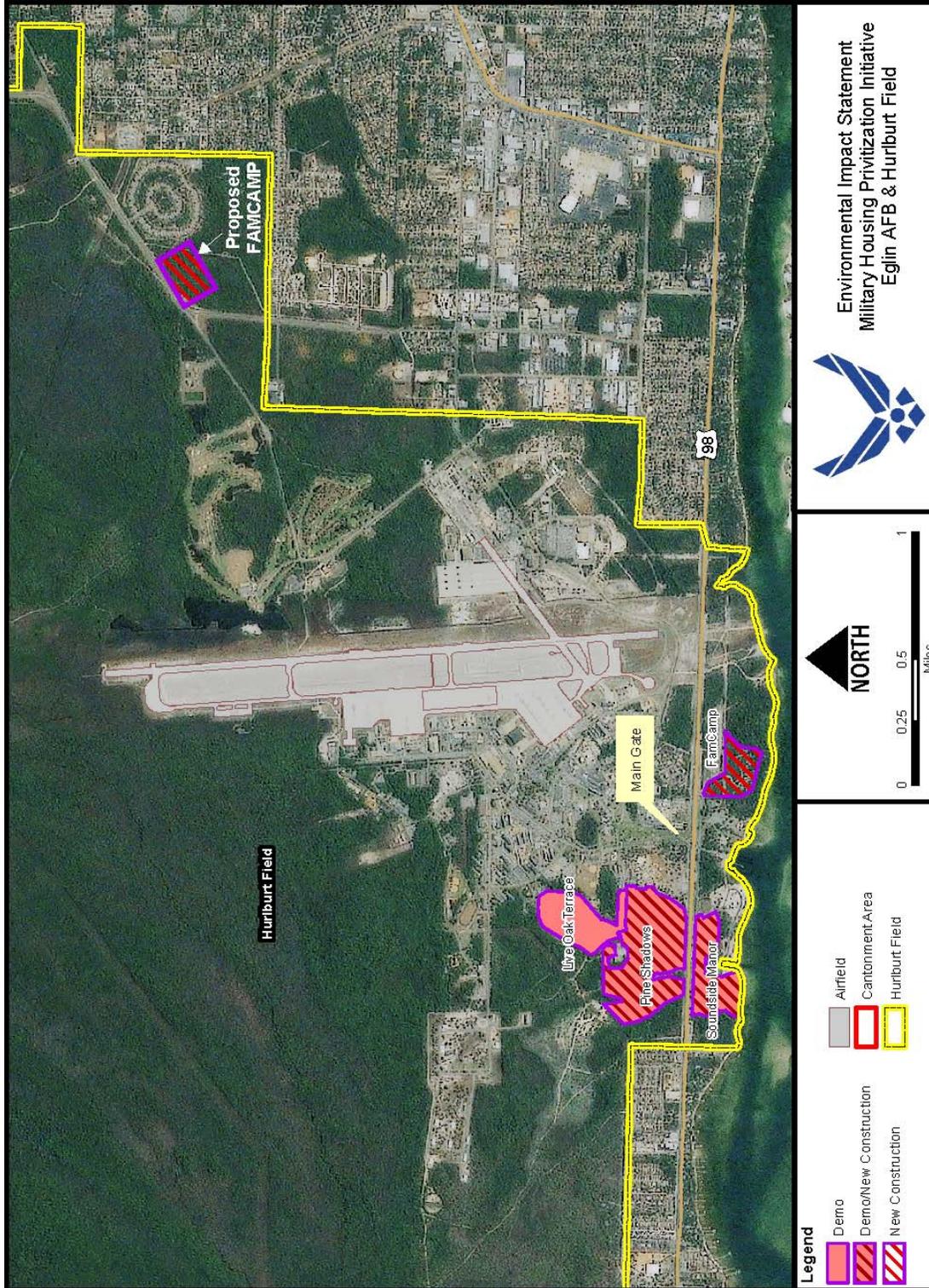
Hurlburt Field and Eglin Air Force Base, Florida

ATTACHMENT 2: Proposed Action/Commonalities at Eglin AFB



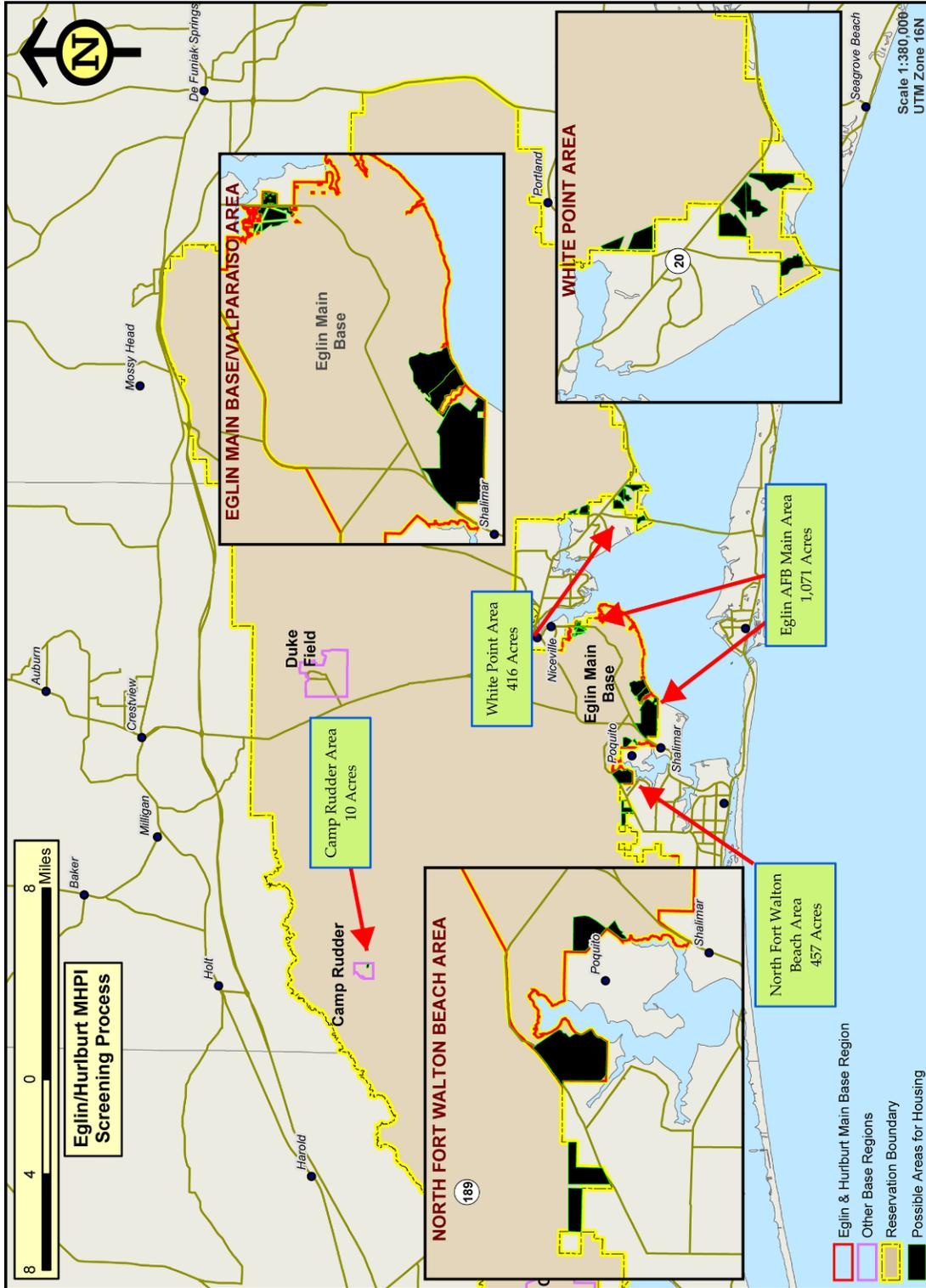
Record of Decision Military Housing Privatization Initiative Hurlburt Field and Eglin Air Force Base, Florida

ATTACHMENT 3: Proposed Action/Commonalities at Hurlburt Field



Record of Decision Military Housing Privatization Initiative Hurlburt Field and Eglin Air Force Base, Florida

ATTACHMENT 4: Proposed Housing Areas at Eglin AFB



**Record of Decision
Military Housing Privatization Initiative
Hurlburt Field and Eglin Air Force Base, Florida**

ATTACHMENT 5: Alternative 4 (Mixture of Alt 2 and Sub-Alt 2a – AF Preferred Alt)

