

**U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION**

FINDING OF NO SIGNIFICANT IMPACT

Proposed Facility Improvements
Pangborn Memorial Airport
East Wenatchee, Washington
March 2024

Introduction

This document serves as the Federal Aviation Administration's (FAA) Finding of No Significant Impact (FONSI) and provides the final agency determinations and approvals for the federal actions necessary to implement the improvements described below at the Pangborn Memorial Airport (Airport). This FONSI is based on the information and analysis contained in the Final Environmental Assessment (FEA) dated February 2024, which is incorporated herein by reference. The FEA has been prepared pursuant to Section 102(2)(c) of the National Environmental Policy Act (NEPA) and the President's Council on Environmental Quality Regulations Title 40 CFR §§ 1500-1508, and in accordance with FAA Order 1050.1F *Environmental Impacts: Policies and Procedures* and FAA Order 5050.4B *National Environmental Policy Act Implementing Instructions for Airport Actions*.

Proposed Action

The Airport is owned and operated by the Chelan-Douglas Regional Port Authority (Sponsor). The Sponsor is proposing to rehabilitate and adaptively re-use the existing General Aviation (GA) Terminal building to address known building deficiencies and potentially hazardous conditions in order to meet the needs of existing and future users. The Proposed Action has been identified by the FAA as eligible and justified.

Federal Actions

The requested Federal actions and approvals necessary for this project to proceed are:

- Unconditional approval of the ALP to depict those portions of the Proposed Action subject to FAA review and approval pursuant to 49 USC 47107(a)(16)(B).
- Determination that Environmental Analysis Prerequisites associated with any future AIP funding application have been fulfilled pursuant to 49 USC § 47101.

Purpose and Need

Section 2.1 and **2.2** of the FEA presents the Purpose and Need. The purpose of the project is for the Airport to have a GA Terminal building that meets the needs of existing and future users through a safe, functional, accessible, and energy-efficient facility. The project is needed to sufficiently serve the traveling public, aircraft pilots and staff, and Airport staff. As stated in Chapter 1 of the FEA, building deficiencies, energy inefficiencies, accessibility barriers, and potentially hazardous conditions exist with the GA Terminal building that require immediate attention. The building is aged and outdated.

Alternatives

Chapter 3 of the FEA presents the alternatives analysis. The FEA identified and evaluated reasonable alternatives that meet the stated Purpose and Need and are feasible and prudent to implement, and may accomplish the objectives of the Proposed Action in accordance with NEPA, FAA Orders 1050.1F and 5050.4B, and FAA design standards. The FEA carried three (3) alternatives forward for evaluation:

Alternative 1: Rehabilitate and Adaptively Re-Use the Existing GA Terminal Building (Proposed Action):

The Proposed Action would rehabilitate the GA Terminal building, while adaptively re-using elements of the existing structure. Rehabilitation improvements of the existing 6,400 square foot GA Terminal building would include the following primary components: pilot's lounge, public lounge, restrooms, locker rooms, showers, quiet rooms, and offices (FBO Office, Director's Office and Assistant's Office). A conference room and vestibule (485 square feet) would be added to the existing 6,400 square foot structure, for a total of 6,885 square feet. The locker rooms, showers, quiet rooms, offices, and conference room are ineligible for federal funding. The 1,760 square foot wood framed building addition constructed in the 1980s will be demolished and replaced with a covered outdoor area. The building would maintain the same maximum occupancy of 110 people. This alternative meets the Purpose and Need stated in Chapter 2 of the FEA and is feasible and prudent to implement.

Alternative 2: Demolish the Existing GA Terminal Building and Construct an Entirely New Building:

Alternative 2 would involve the complete demolition of the existing 6,400 square foot GA Terminal building and the 1,760 square foot addition. A new structure with the same or similar architectural design as the Airport's Executive Flight Building would be constructed in the place of the demolished structures. This alternative meets the Purpose and Need stated in Chapter 2 of the FEA and is feasible and prudent to implement.

No Action Alternative:

Under the No Action Alternative, the Airport would not rehabilitate the existing GA Terminal building, nor would it demolish and reconstruct it. No related improvements, changes, or actions would occur. The existing GA Terminal building would continue to be used in its current condition. The No Action Alternative would not provide the facility improvements necessary to meet the Purpose and Need of the project.

Environmental Consequences

Chapter 4 of the FEA evaluates each of the environmental impact categories identified in FAA Orders 1050.1F and 5050.4B. No categories are anticipated to result in significant impacts with implementation of the Proposed Action and the Memorandum of Agreement (MOA) (discussed below). The Proposed Action is expected to have temporary construction impacts related to emissions from equipment, the use of consumable natural resources (e.g., fuels for construction equipment), noise and dust from the transport of equipment and personnel to the site. The impacts will be reduced through avoidance and minimization techniques and Best Management Practices (BMPs) for construction.

The remaining categories with any impact by the Proposed Action are discussed below. A full discussion of these categories, as well as the complete analysis conducted for all categories, can be found in the FEA.

Department of Transportation, Section 4(f):

Since the Proposed Action will result in an Adverse Effect on Historic Properties, specifically the GA Terminal building, as described in **Section 4.8.4** of the FEA, the Proposed Action will physically use a Section 4(f) resource. For Section 4(f) purposes, there are two types of use: physical and constructive. A physical use of Section 4(f) resources occurs if an action involves the actual physical taking of a Section 4(f) property through the purchase of land or a permanent easement, physical occupation of a portion or all of the property, or alteration of structures or facilities on the property. A constructive use occurs when the project does not incorporate land

from a Section 4(f) property (i.e., physical use), but the project's proximity impacts are so severe that the protected activities, features, or attributes that qualify the property for protection under Section 4(f) are substantially impaired.

A Section 4(f) Evaluation was prepared by the FAA that determined there are no feasible and prudent alternatives to the use of Section 4(f) resources for the rehabilitation and reuse of the GA Terminal building (see **Appendix E** of the FEA). The Proposed Action minimizes harm through the rehabilitation and reuse of the structure, which retains historic character, rather than demolition of the existing building and construction of a new building. The impacts resulting from the Proposed Action will be mitigated as outlined in an MOA between the FAA, the State Historic Preservation Officer (SHPO) at Washington State's Department of Archaeology and Historic Preservation (DAHP), and the Sponsor (described further in **Section 4.6.4** and **Section 4.8.4** of the FEA). Indirect impacts related to temporary restricted access to the GA Terminal building, and temporary construction-related light emissions, air emissions, and noise, are minor and will not constructively use the GA Terminal building. Through implementing mitigation measures outlined within the MOA, the Proposed Action will result in **no significant effect** to Section 4(f) resources.

Hazardous Materials, Solid Waste, and Pollution Prevention:

Under the Proposed Action, any hazardous waste materials generated will be handled and disposed of in accordance with applicable federal, state, and local laws and regulations. This includes the asbestos-containing material that was identified in the interior and exterior surfaces of the GA Terminal building. All asbestos will be handled by an accredited asbestos removal contractor and disposed of at a licensed facility like the Chemical Waste Management of the Northwest. Therefore, the Proposed Action would not violate any applicable federal, state, tribal, or local laws or regulations regarding hazardous materials and solid waste management.

The two Recognized Environmental Conditions (REC) sites contain potentially hazardous materials and are in the vicinity of the Project Study Area. However, both sites are overtopped with impervious surfaces that the Proposed Action will not penetrate, subsequently leaving the underlying soils undisturbed. The USTs will be decommissioned and removed under a separate and independent project, resulting in the elimination of the RECs.

Construction and operation of the Proposed Action will not involve a contaminated site listed on the National Priorities List or result in the Airport producing an appreciably different quantity or type of hazardous waste.

During construction, the Proposed Action does involve hazardous materials (e.g., fuels and solvents), and will temporarily generate solid waste. However, the overall potential for negative impacts will be reduced by requiring the contractor to ensure debris and waste materials are properly disposed of, follow the Erosion and Sedimentation Control (ESC) plan and BMPs, and be prepared to address any on-site spills through the Spill Prevention, Control, and Countermeasure (SPCC) plan. Furthermore, the Proposed Action is not anticipated to adversely affect human health or the environment. Therefore, it will have **no significant effect** on hazardous materials, solid waste, or pollution prevention activities.

Historical, Architectural, Archeological, and Cultural Resources:

Under the National Historic Preservation Act (NHPA), the Proposed Action will have an **Adverse Effect on Historic Properties** within the Area of Potential Effect (APE), namely, the GA Terminal building. Mitigation and minimization measures agreed upon within the MOA and described in **Section 4.8.5** of the FEA will be implemented as part of the Section 106 process. Through implementation of mitigation and minimization measures, the Proposed Action will

have **no significant effect** on historical, architectural, archeological, and cultural resources.

Mitigation

No significant impacts were identified as a result of the Proposed action. However, mitigation measures are included as part of the Proposed Action to minimize impacts to a Section 4(f) property/cultural resource. Additional measures to avoid, reduce, or minimize impacts during project construction are provided in Chapter 4 of the FEA.

Department of Transportation, Section 4(f):

Proposed mitigation for the impacts to the GA Terminal building related to the Proposed Action includes maintaining the approximate shape/style of the vaulted barrel roof and adaptively re-using the majority of the Concrete Masonry Unit (CMU) walls to retain historical architectural elements of the building. A commemorative plaque acknowledging the history of the building following project completion will be publicly displayed within the rehabilitated building.

In the unlikely event that there is an unanticipated discovery of archeological material during construction, the contractor shall be required to adhere to the Inadvertent Discovery Plan (**Appendix D** of the FEA). If a discovery occurs, construction activities will immediately stop, and the contractor will contact the Sponsor. The Sponsor will coordinate with the FAA, Tribes, and DAHP. Construction activities will not resume until the contractor is provided with a notice to proceed.

Since the Proposed Action will result in an Adverse Effect on Historic Properties, a *de minimis* impact determination cannot be made. FAA Order 1050.1F Section B-2.3 states that “when a project would involve the use of a Section 4(f) property and the FAA cannot make a *de minimis* impact determination, the FAA must prepare a Section 4(f) evaluation.” In accordance with FAA Order 1050.1F, a Section 4(f) Evaluation was completed and is available as **Appendix E** of the FEA.

Historical, Architectural, Archeological, and Cultural Resources:

Under NRHP Criterion C, the construction of the GA Terminal building embodies the distinctive characteristics of a type: hangar. Its construction, including its vaulted barrel roof and its CMU walls, also represents the distinctive characteristics of two periods, 1956 and 1966-1968. As agreed upon by the FAA, DAHP, and the Sponsor in the MOA, the Proposed Action will rehabilitate the building while maintaining the vaulted barrel roof and the majority of the CMU walls. The rehabilitated building will also publicly display a commemorative plaque acknowledging the history of the building.

Agency, Tribal and Public Involvement

Below is a discussion of agency coordination and public involvement undertaken for the project, which is detailed throughout the FEA and summarized in Chapter 5.

Agency Involvement

- A 2020 Cultural Resource Survey resulted in the recommendation that the GA Terminal building should be eligible for inclusion in the NRHP under Criterion C. In a consultation letter sent by the FAA to the DAHP dated March 23, 2021, the FAA determined that the GA Terminal building was eligible for listing in the NRHP under Criterion C.
- The DAHP responded on April 7, 2021, concurring with the FAA determination that the GA Terminal building was eligible for inclusion in the NRHP.
- The APE was defined by the FAA in consultation with the DAHP on July 21, 2023, correspondence.
- An MOA, signed November 30, 2023, was agreed upon by the FAA, DAHP, and the

- Sponsor, which detailed appropriate mitigation for the Proposed Action.
- FAA conducted agency coordination over a 30-day period from June 2 – July 2, 2023 (**Appendix B** of the FEA). One comment was received, which came from the Washington Department of Fish and Wildlife Region 2 Habitat Biologist, Eric Pentico. Mr. Pentico said, “There are no perceived impacts to fish and wildlife functions and values with the proposed actions, and WDFW has no concerns regarding this proposal.”
 - FAA conducted coordination with the DAHP over a 30-day period from June 20 – July 20, 2023. No comments were received.

Tribal Involvement

- FAA conducted coordination with the respective tribes over a 30-day period from June 20 – July 20, 2023. No comments were received.

Public Involvement

- During the development of the Draft EA, the Sponsor hosted its annual Festival of Flight community event at the Airport on July 8, 2023, from 9AM to 3PM, which occurred in conjunction with an Open House Poster Session used to inform the public of the ongoing EA and solicit comments to be considered in preparation of the EA. Please refer to the FEA, **Appendix G: Public Engagement Summary**, for more information.
- The Draft EA was made available for a 30-day public review January 15, 2024 through February 15, 2024. No written comments were received by either FAA or the Sponsor on the Draft EA.

Environmental Finding and Approval

After careful and thorough consideration of the facts contained herein, the undersigned finds that the proposed Federal action is consistent with existing national environmental policies and objectives as set forth in Section 101 of NEPA and other applicable environmental requirements and will not significantly affect the quality of the human environment or otherwise include any condition requiring consultation pursuant to Section 102(2)(C) of NEPA. As a result, the FAA will not prepare an Environmental Impact Statement for this action.

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Date March 8, 2024