

Project Environmental Impact Report

Bay County, Florida

Prepared For:



Bay County Board of County Commissioners

DRAFT
PROJECT ENVIRONMENTAL IMPACT REPORT
Philip Griffiths Parkway Phase III

Project Development and Environment Study
From Clara Avenue to Chip Seal Parkway
Bay County, Florida

ETDM #14562
FPID# Not Applicable

This project has been developed without regard to race, color, national origin, age, sex, religion, disability, or family status. This Draft SEIR reflects consideration of the PD&E Study and the public involvement activities conducted to date.

Prepared for
Bay County, Florida



By
AtkinsRéalis, Inc.
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September 2025

For additional information, contact:

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1. PROJECT INFORMATION:

Project Name: Philip Griffiths Sr. Parkway, Phase III

Project Limits: Clara Avenue to Chip Seal Parkway

County: Bay County

ETDM Number (If applicable): 14562

Financial Management Number: N/A

Project Manager: Vincent Spahr, P.E., RSP Kimley-Horn

1.1 Project Description:

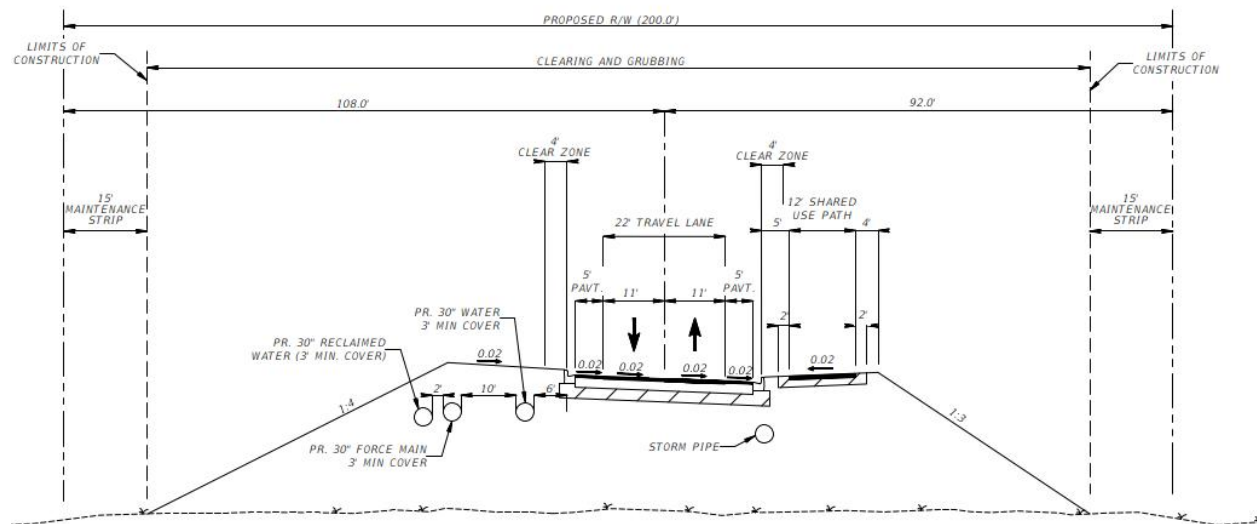
Philip Griffiths Sr. (PGS) Parkway is a proposed new road approximately one mile north of U.S. 98/State Road (S.R.) 30A (Panama City Beach Parkway) between S.R. 79 (N. Arnold Road) and Chip Seal Parkway. Development of the Parkway is occurring in phases with Phase III being the subject of the Project Environmental Impact Report (PEIR). Phase III of the PGS Parkway extends from Clara Avenue to Chip Seal Parkway in Panama City Beach, Bay County, Florida (Figure 1. Project Location Map). The total distance of Phase III is approximately 5.1 miles.

Figure 1. Project Location Map



This primarily east-west facility would provide a two-lane (major collector) roadway with 11-foot travel lanes, four- to five-foot paved shoulders, curb and gutter, and a 10- to 12-foot shared-use path for most of the project length (Figure 2. Typical Section). The estimated right-of-way (ROW) width for the proposed project, including side slopes tying down to the existing grade, is 200 feet. The ROW is proposed to include extra width to accommodate several new utility lines for the City of Panama City Beach, to provide critical redundancy to the City's water and wastewater utility network. The amount of ROW to be acquired depends on the alignment option selected but varies between 134.0 acres and 134.4 acres.

Figure 2. Typical Section



1.2 Purpose and Need:

Purpose:

The purpose of the PGS Parkway Phase III is to improve mobility in the study area; to enhance vehicular and pedestrian connectivity to *J.R. Arnold High School*, *A. Gary Walsingham Academy*, *the Panama City Beach Publix Sports Park*, and *the Breakfast Point neighborhood*; and to address safety concerns on U.S. 98/S.R. 30A (Panama City Beach Parkway) within the study limits.

A secondary purpose is to enable risk reduction and resiliency of the transportation network.

Need:

The project is needed due to the anticipated growth and development in the project area, as outlined in the 2025 Master Plan Update. This growth will significantly strain the already failing transportation infrastructure. The project's need is driven by demand, capacity, and safety considerations, including emergency evacuation and management.

System Linkage

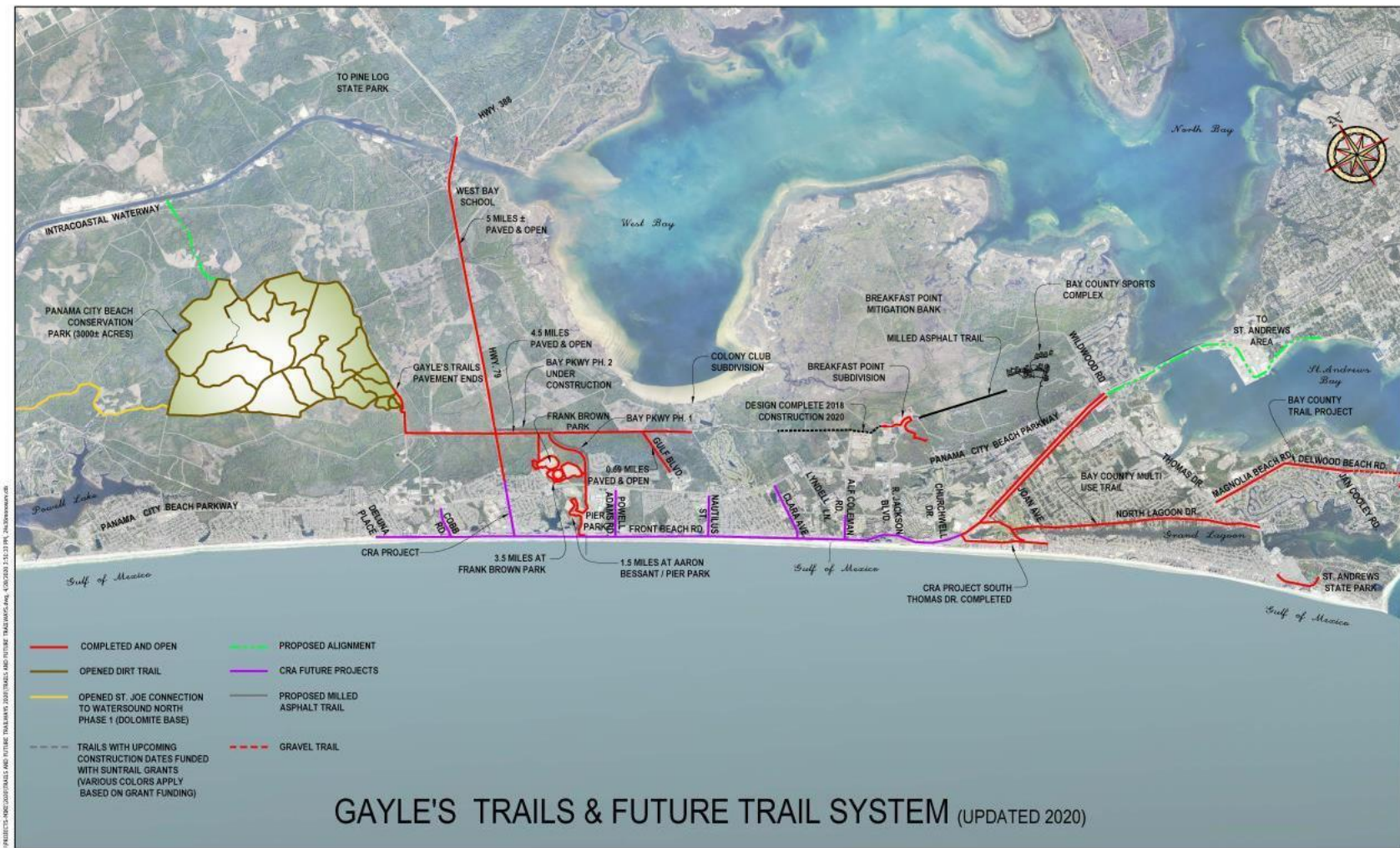
U.S. 98 is a principal arterial Strategic Intermodal System (SIS) facility that extends from the Alabama-Florida line to West Palm Beach in south Florida. In Bay County, U.S. 98 is the only east-west through-route south of S.R. 20, a regional highway 15 to 20 miles north of U.S. 98 in this project's study area. U.S. 98 connects residents and businesses in south Bay County to all of S.R. 79, U.S. 231, and S.R. 71 which in turn provide connections north to Interstate 10 (I-10) and to the state of Alabama.

S.R. 79 also provides access to the Northwest Florida Beaches International Airport on S.R. 388, approximately 16 miles north of Panama City Beach. U.S. 98 east of the study area provides access to Port Panama City while U.S. 231 provides access to the Port Panama City Intermodal Distribution Center (IDC), also known as Port Panama City Inland Port. The Port Panama City is also linked by the Bay Line Railroad, which travels north adjacent to and east of the U.S. 231 right-of-way, to destinations in Alabama and Georgia. In addition, the Bay Line Railroad has an agreement with Port Panama City to operate a Choice Terminal™ bulk transload facility at the IDC. These facilities provide delivery, storage, inventory management, and transloading of bulk products.

There is a complex network of trails near the project study area, the most significant being Gayle's Trails. The existing Gayle's Trails network connects west to the nearly 30 miles of trails within the Panama City Beach Conservation Park and includes approximately five miles of trails along S.R. 79 across the West Bay Bridge, three and a half miles of trails in Frank Brown Park, and one and a half miles of trails at Aaron Bessant Park. Figure 3. illustrates the existing Gayle's Trails network.

The PGS Parkway Phase III by including bicycle-pedestrian facilities throughout the extent of the roadway from Clara Avenue to Chip Seal Parkway would enhance mobility in the area by increasing connectivity with other trails in the network and by providing an alternate transportation mode which reduces vehicle demand.

Figure 3. Gayle's Trails Network



Source: City of Panama City Beach Parks & Recreation Department (<https://www.pcbfl.gov/departments/parksrecreation-department/parks-facilities/frank-brown-park/gayle-s-trails>)

Roadway Capacity

The Target Level of Service (LOS) standard for U.S. 98/S.R. 30A (Panama City Beach Parkway) is LOS D; however, the corridor is currently operating at a failing Level of Service (LOS F) on most segments within the project limits. Table 1. summarizes the existing (2023) daily conditions for the study area roadway segments. Under existing (2023) daily conditions, the following study area roadway segments operate at LOS F.

- o U.S. 98/Panama City Beach Parkway, from Nautilus Street to Clara Avenue
- o U.S. 98/Panama City Beach Parkway, from Clara Avenue to Alf Coleman Road
- o U.S. 98/Panama City Beach Parkway, from Alf Coleman Road to Richard Jackson Boulevard
- o U.S. 98/Panama City Beach Parkway, from Richard Jackson Boulevard to Moylan Road
- o U.S. 98/Panama City Beach Parkway, from Moylan Road to Chip Seal Parkway
- o U.S. 98/Panama City Beach Parkway, from Chip Seal Parkway to Thomas Drive

Table 1. Existing Year (2023) Roadway Segment Analysis, Daily Conditions

Roadway		Roadway Attributes				Existing Year (2023) Daily Conditions		
From	To	Context Classification ¹	Number of Lanes ¹	Adopted LOS ¹	Daily MSV ²	Volume	V/MSV	LOS ²
Alf Coleman Rd	U.S. 98 (Panama City Beach Parkway) Northern Terminus	C3R	4	D	37,000	5,900	0.16	C
Chip Seal Parkway	U.S. 98 (Panama City Beach Parkway) Roundabout	C3C	2	D	21,700	2,700	0.12	C
Clara Avenue	U.S. 98 (Panama City Beach Parkway) Northern Terminus	C3R	2	D	20,100	3,000	0.15	C
U.S. 98 (Panama City Beach Parkway)	Nautilus Street	C3C	4	D	40,300	63,500	1.58	F
	Clara Avenue	C3C	4	D	40,300	60,000	1.49	F
	Alf Coleman Road	C3C	4	D	40,300	58,500	1.45	F
	Richard Jackson Boulevard	C3C	4	D	40,300	59,000	1.46	F
	Moylan Road	C3C	4	D	40,300	52,000	1.29	F
	Chip Seal Parkway	C3C	4	D	40,300	51,000	1.27	F
	Thomas Drive	C3C	4	D	40,300			

1. Roadway attributes obtained from the Bay County Concurrency Management System

2. LOS derived from the FDOT Q/LOS Handbook 2023.

Table 2. summarizes existing (2023) PM peak hour traffic conditions for the study area roadway segments. Under existing (2023) PM peak hour conditions, the following study roadway segments operate with LOS F.

- o U.S. 98/Panama City Beach Parkway, from Nautilus Street to Clara Avenue
- o U.S. 98/Panama City Beach Parkway, from Clara Avenue to Alf Coleman Road
- o U.S. 98/Panama City Beach Parkway, from Alf Coleman Road to Richard Jackson Boulevard
- o U.S. 98/Panama City Beach Parkway, from Richard Jackson Boulevard to Moylan Road

- o U.S. 98/Panama City Beach Parkway, from Moylan Road to Chip Seal Parkway
- o U.S. 98/Panama City Beach Parkway, from Chip Seal Parkway to Thomas Drive

Table 2. Existing Year (2023) Roadway Segment Analysis, PM Peak Hour Conditions

Roadway		Roadway Attributes				Existing Year (2023) Peak Hour Two-Way Conditions		
From	To	Context Classification ¹	Number of Lanes ¹	Adopted LOS ²	Peak Hour Two-Way MSV ³	Volume	V/MSV	LOS ²
Alf Coleman Rd								
U.S. 98 (Panama City Beach Parkway)	Northern Terminus	C3R	4	D	3,300	1,200	0.36	C
Chip Seal Parkway								
U.S. 98 (Panama City Beach Parkway)	Roundabout	C3C	2	D	1,900	550	0.29	C
Clara Avenue								
U.S. 98 (Panama City Beach Parkway)	Northern Terminus	C3R	2	D	1,800	250	0.14	C
U.S. 98 (Panama City Beach Parkway)								
Nautilus Street	Clara Avenue	C3C	4	D	3,620	4,600	1.27	F
Clara Avenue	Alf Coleman Road	C3C	4	D	3,620	4,300	1.19	F
Alf Coleman Road	Richard Jackson Boulevard	C3C	4	D	3,620	4,100	1.13	F
Richard Jackson Boulevard	Moylan Road	C3C	4	D	3,620	4,300	1.19	F
Moylan Road	Chip Seal Parkway	C3C	4	D	3,620	3,900	1.08	F
Chip Seal Parkway	Thomas Drive	C3C	4	D	3,620	3,900	1.08	F

1. Roadway attributes obtained from the Bay County Concurrency Management System

2. LOS derived from the FDOT Q/LOS Handbook 2023.

3. Maximum Service Volume (MSV) based on the LOS service capacity identified in the FDOT Q/LOS Handbook 2023.

Transportation Demand

Estimating transportation demand is usually based on population growth but may include other variables. In Florida, population projections produced by the Bureau of Economic and Business Research (BEER), which provides low, medium, and high population forecasts every five (5) years over a twenty-five (25) year period, are frequently used for future population estimates. The BEER population forecasts were part of the development of the traffic model (Northwest Florida Regional Transportation Planning Model) used to forecast future traffic volumes on the project area roadways, shown in Table 2. above. However, Bay County believes that the forecasted traffic volumes produced by the model are too low as the BEER population forecasts will not adequately account for the unprecedented socioeconomic growth that is occurring in the project area (as evidenced by the exponential growth in development orders being processed by the County). The unusually high number of development orders will result in tens of thousands of new homes within the next decade. The Philip Griffiths Sr. Parkway Phase III project is included in the Bay Transportation Planning Organization's *2045 Long Range Transportation Plan - Cost Feasible Plan (CFP)* as *Bay Parkway Phase 3 (Back Beach Bypass, U.S. 98 at Clara Avenue and Chip Seal Parkway)*. The CFP identifies the improvements as a new four-lane facility.

Safety

Crash records for U.S. 98/S.R. 30A (Panama City Beach Parkway) were obtained from the University of Florida *Signal 4 Analytics* for the period from January 1, 2019, to December 31, 2023. A total of 1,476 crashes occurred on U.S. 98/Panama City Beach Parkway between Clara Avenue and Chip Seal Parkway. Of these, there were seven (0.4%) fatal crashes, 22 (1.5%) incapacitating injury crashes, 293 (19.8%) non-incapacitating injury crashes, and 1,154 (78.1%) Property Damage Only (PDO) crashes. The distribution of crashes by manner of collision is presented in Table 3. The three most frequent types of crash were rear end (781, 52.9%), left turn (166, 11.2%), and sideswipe (165, 11.2%).

Table 3. Crash Summary Table by Crash Type

Crash Type	Year					Total
	2019	2020	2021	2022	2023	
Angle	21	9	21	20	30	101
Animal	0	0	0	1	1	2
Bicycle	3	3	0	2	0	8
Head On	2	3	1	4	2	12
Left Turn	40	15	26	41	44	166
Off Road	6	3	7	8	2	26
Pedestrian	0	1	2	1	1	5
Rear End	185	112	123	178	183	781
Right Turn	5	3	2	7	5	22
Rollover	4	2	2	0	1	9
Sideswipe	37	22	22	44	40	165
Other	38	13	14	24	37	126
Unknown	9	6	11	15	12	53
Total	350	192	231	345	358	1,476

In addition, within the five-year analysis period, thirteen bicycle and pedestrian crashes occurred along U.S. 98/S.R. 30A (Panama City Beach Parkway).

The crash rate lowered from 2019 to 2021 but then increased each subsequent year from 2021 to 2023. Year 2023 had the highest crash rate of the five years evaluated. However, the statewide crash rate average from 2019 was surpassed during years 2019, 2022, and 2023. Table 4. shows the crash rate information for each year from 2019 to 2023.

Table 4. Crash Rate by Year

Segment	Year					Total	Statewide Average
	2019	2020	2021	2022	2023		
U.S. 98/S.R. 30A (Panama City Beach Parkway) Clara Avenue to Chip Seal Parkway	4.79	3.45	3.19	4.77	4.95	4.27	3.89
<i>Crashes per million vehicle-miles travelled</i>							
<i>Source: Signal Four Analytics. Latest available statewide average is from 2019</i>							

Another safety issue is evacuation. Bay County, Florida which abuts the Gulf of America (formerly Gulf of Mexico), suffered the “most significant damage of any area within the United States”¹ from Hurricane Michael, a Category 5 storm that made landfall in October 2018. The Bay County Long-Term Recovery Task Force, created to identify projects to restore damaged infrastructure and provide resiliency for the future, reported that “Hurricane Michael severely impacted key transportation corridors and transportation facilities, challenging immediate recovery efforts and limiting access to critical community services. Many roads were blocked by debris, trees and other objects, and many low-lying areas were also flooded and unusable following the storm.”²

Planning Consistency

The Bay County Transportation Planning Organization’s (TPO) *2045 Long Range Transportation Plan (LRTP) Cost Feasible Plan (CFP)*, adopted July 16, 2021, includes the PGS Parkway Phase III project. However, the CFP identifies the PGS Parkway Phase III project as #14 (A-49) Bay Parkway Phase 3 (Back Beach Bypass, U.S. 98 at Clara Avenue and Chip Seal Parkway). Table 5. summarizes the funding for the various project development phases shown in the CFP.

Table 5. Project Planning Consistency

Currently Adopted CFP-LRTP	Comments				
Y	Bay Transportation Planning Organization’s 2025-2045 Long Range Transportation Plan Cost Feasible Plan				
Phase	Currently Approved TIP	Currently Approved STIP	TIP/STIP Cost	TIP/STIP FY	Comments
PE (Final Design)	N	N	N/A	N/A	2045 CFP shows \$10,200,000 (\$4,000,000 in local funds) in 2031-2035
ROW	N	N	N/A	N/A	2045 CFP shows \$15,000,000 beyond 2045
Construction	N	N	N/A	N/A	2045 CFP shows \$101,459,419 beyond 2045

The funding amounts for each project development phase are identified as: Project Development and Environment (PD&E) at \$3,000,000 in years 2026-2030; Design at \$10,200,000 (\$6,200,000 + \$4,000,000 local funds) in years of 2031-2035; ROW acquisition at \$15,000,000 and CEI and

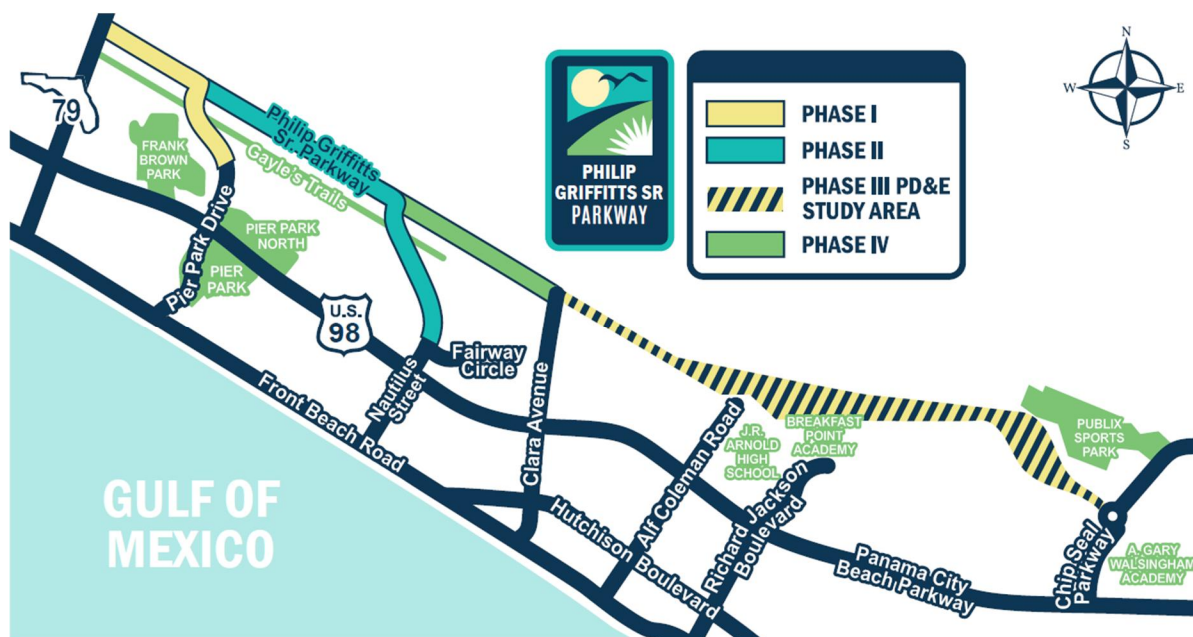
¹ Bay County Long-Term Recovery Task Force, *ReBuild - Long Term Recovery Plan*, July 9, 2019, p. 22

² Bay County Long-Term Recovery Task Force, *ReBuild - Long Term Recovery Plan*, July 9, 2019

Construction at \$101,459,419 as beyond 2045 (See Appendix A - LRTP Tables). The source of the funding for construction has not yet been determined.

The Bay County LRTP CFP also identifies another segment of the PGS Parkway as #14 (A-50), which is described as U.S. 98 Panama City Beach Parkway Elevated Segment (connecting Back Beach with Bay Parkway Phases 2 and 3) and will be a separate project from PGS Parkway Phase III. This segment would connect Phase II (which ends at Nautilus Street) to Phase III (which begins at Clara Avenue) via a four-lane elevated segment of U.S. 98 (Figure 4. Philip Griffiths Sr. Parkway Phases). The PD&E phase, at a cost of \$6,849,163, is identified as occurring in the 2036-2045 timeframe. All other phases are beyond 2045.

Figure 4. Philip Griffiths Sr. Parkway Phases



Currently, the Bay County TPO does not include the PGS Parkway Phase III in the Bay County TPO's Fiscal Year (FY) 2025 to FY 2029 Transportation Improvement Program (TIP). Nor is the project listed in the State Transportation Improvement Program (STIP). Bay County will coordinate with the Bay County TPO to incorporate the project into the TIP/STIP before completion of the PD&E Phase for this project. The revised TIP/STIP should show the cost of the PGS Parkway Phase III PD&E phase as funded in FY 2025/2026 with local funds. Estimates of future costs (beyond 2030) for other project phases (Design, ROW acquisition and Construction) and total project costs should be provided.

The *ReBuild - Long Term Recovery Plan*, developed by the Bay County Long-Term Recover Task Force, formed in response to the damage caused by Hurricane Michael in 2018, also identifies PGS Parkway improvements [#101 described as Bay Parkway, Phase 2³ and #102 described as Full Build Out of Bay Parkway Phases 1 and 2 (addition of 2 more travel lanes)⁴].

³ Bay County Long-Term Recovery Task Force, *ReBuild - Long Term Recovery Plan*, July 9, 2019, p.86

⁴ Bay County Long-Term Recovery Task Force, *ReBuild - Long Term Recovery Plan*, July 9, 2019, p.87

2. ENVIRONMENTAL ANALYSIS

Issues/Resources	*Substantial Impacts?				**Supporting Information
	Yes	No	Enhance	NoInv	
A. SOCIAL AND ECONOMIC					
1. Social	☐	☐	☒	☐	See Attachment A.1
2. Economic	☐	☐	☒	☐	See Attachment A.2
3. Land Use Changes	☐	☒	☐	☐	See Attachment A.3
4. Mobility	☐	☐	☒	☐	See Attachment A.4
5. Aesthetic Effects	☐	☒	☐	☐	See Attachment A.5
6. Relocation Potential	☐	☐	☐	☒	See Attachment A.6
B. CULTURAL IMPACTS					
1. Historic Sites/Districts	☐	☐	☐	☒	See Attachment
2. Archaeological Sites	☐	☐	☐	☒	See Attachment B.2
3. Recreation Areas/ Protected Lands	☐	☒	☐	☐	See Attachment B.3
C. NATURAL ENVIRONMENT					
1. Wetlands and Other Surface Waters	☐	☒	☐	☐	See Attachment C.1
2. Aquatic Preserves/Outstanding Florida Waters	☐	☐	☐	☒	See Attachment C.2
3. Water Resources	☐	☒	☐	☐	See Attachment C.3
4. Wild and Scenic Rivers	☐	☐	☐	☒	See Attachment C.4
5. Floodplains	☐	☒	☐	☐	See Attachment C.5
6. Coastal Barrier Resources	☐	☐	☐	☒	See Attachment C.6
7. Protected Species and Habitat	☐	☒	☐	☐	See Attachment C.7
8. Essential Fish Habitat	☐	☐	☐	☒	See Attachment C.8
D. PHYSICAL IMPACTS					
1. Highway Traffic Noise	☐	☒	☐	☐	See Attachment D.1
2. Air Quality	☐	☒	☐	☐	See Attachment D.2
3. Contamination	☐	☐	☐	☒	See Attachment D.3
4. Utilities and Railroads	☐	☒	☐	☐	See Attachment D.4
5. Construction	☐	☒	☐	☐	See Attachment D.5
6. Bicycles and Pedestrians	☐	☐	☒	☐	See Attachment D.6
7. Navigation	☐	☐	☐	☒	See Attachment D.7
*Substantial Impact? Yes = Substantial Impact; No = No Substantial Impact – the issue/resource is present and considered as potentially involved with the project, but impacts are less than substantial.; Enhance = Enhancement – the project has enhancements or benefits to the issue/resource; NoInv = Issue absent, no involvement – the environmental issue/resource in question is not part of or in any involved with the project. No supporting documentation is needed if this is selected. **Supporting information is referenced here and included as attachment(s). Attachments may include coordination letters, memos, maps, and summaries of the environmental analysis. Environmental analysis material should be summarized and attached to the form in the order listed. Larger documents, such as technical reports, should be referenced rather than attached.					

3. ANTICIPATED PERMITS

- ☒ Individual Dredge and Fill Permit – USACE
☐ Nationwide Permit – USACE or FDEP
☐ Bridge Permit - USCG
☒ Environmental Resource Permit - __NWFWMDC_____
☒ Mitigation Bank Instrument Modification - __USACE/Interagency Review Team_____
☒ Mitigation Bank Permit Modification - _____FDEP_____
☒ National Pollutant Discharge Elimination System - _____FDEP_____

4. ENGINEERING ANALYSIS

The engineering analysis is summarized in Attachment 1. For more details see the *Philip Griffiths Sr. Parkway Preliminary Engineering Report* (PER) (dated September 2025) and the Phase II design plans (dated September 2025) prepared under separate cover.

5. COMMITMENTS

Bay County has made the following commitments:

- Bay County will provide compensatory mitigation to offset the wetland mitigation credits generated within the portion of the Breakfast Point Mitigation Bank (BPMB) impacted directly and indirectly by this project. This is in addition to mitigation for wetland impacts to areas not utilized for mitigation purposes.
- Bay County will purchase and remove conservation easements underlying the right-of-way necessary for this project.
- If the alligator snapping turtle is listed by the USFWS to Threatened or Endangered and the project may affect the species, Bay County commits to re-initiating consultation with USFWS to determine appropriate avoidance and minimization measures for protection of the newly listed species.
- If the monarch butterfly is listed by the USFWS as Threatened or Endangered and the project may affect the species, Bay County commits to re-initiating consultation with USFWS to determine appropriate avoidance and minimization measures for protection of the newly listed species.
- Species-specific surveys for Cooley's meadowrue, telephus spurge, Godfrey's butterwort, and white birds-in-a-nest will be completed during design. In the event federal-listed plant species are discovered during the surveys, consultation with USFWS will be reinitiated.
- A survey for state-listed plant species including wiregrass gentian, West's flax, primrose-flowered butterwort, yellow fringeless orchid, night-flowering wild petunia, pinewoods bluestem, southern milkweed, and Apalachicola dragon-head will be performed during the design phase and coordination with FWC/FDACS will occur if impacts to the species are anticipated.
- Upon listing of the tricolored bat, if the project contains suitable habitat and requires tree trimming and/or clearing, Bay County will not conduct tree trimming/clearing activities during the tricolored bat pup season (May 1st to July 15th) and when bats may be in torpor (when temperatures are below 45 degrees Fahrenheit).

- Upon listing of the tricolored bat, if the project contains suitable habitat and Bay County needs to trim or clear trees or perform work on bridges/culverts during the maternity season and/or when the temperature is below 45 degrees Fahrenheit, then Bay County will survey the project area for evidence of the tricolored bat. The Indiana Bat and Northern Long-Eared Bat Survey Guidance (USFWS), Appendix J acoustic survey protocol in the year-round range (mist netting is not being conducted in Florida at this time), will be used for areas with tree trimming/clearing. For bridges and culverts, the Indiana Bat and Northern Long-Eared Bat Survey Guidance, Appendix K, Assessing Bridges and Culverts for Bats, will be used.
- If the tricolored bat surveys result in no tricolored bats detected, then Bay County can proceed with the project activities. Negative results from bridge/culvert surveys are valid for 2 years. Negative results for acoustic surveys are valid for 5 years. However, negative results for either survey may be invalidated if additional tricolored bat survey data is submitted to FWS showing presence of the species within the vicinity of the project area. Additional survey work by Bay County, or application of the avoidance and minimization measures noted in the implementation measure above, may be required if updated detections are reported, and may result in reinitiation of consultation with USFWS.
- If the tricolored bat surveys result in positive detections of the tricolored bat, Bay County will implement conservation measures such as not conducting tree trimming/clearing activities during the tricolored bat pup season (May 1st to July 15th) when pups are not volant and not able to escape disturbance; similarly avoid tree trimming/clearing activities when the temperatures are below 45 degrees Fahrenheit when bats may be in torpor and unresponsive to disturbance
- Design of the PGS Phase III project will incorporate bridged wildlife crossings and flow-ways to protect wildlife corridors and hydrological connections key to the ecological functions of the BPMB as identified in the permits and associated management plans for this mitigation bank.
- Bay County will coordinate with the BPMB to implement road closures during prescribed burns in the areas of the BPMB that would pose a smoke hazard to safe vehicular travel.

Bay County will coordinate with the BPMB to implement road closures during prescribed burns in the areas of the BPMB that would pose a smoke hazard to safe vehicular travel.

6. PREFERRED ALTERNATIVE

As a result of the analyses of the project impacts described herein, a Preferred Alternative (Alternative M1 Alignment) is recommended for further analysis and public input. Alternative M1 Alignment is recommended because:

- The No Build Alternative does not meet the purpose and need for the project. If parallel east-west capacity is not constructed, U.S. 98/S.R. 30A (Panama City Beach Parkway) is expected to significantly exceed its daily and PM peak hour service capacities by the Design Year 2050., even with the upcoming six-lane widening of U.S. 98/S.R. 30A.
- It provides the largest distance between the Phase III corridor and the Breakfast Point neighborhood, which is the preference of the residents and would provide the greatest real and perceived buffer for noise and aesthetic impacts.

- Alternative M1 Alignment provides the largest swath of land south of the Phase III corridor that could continue to be maintained as a Conservation Easement. The M2 and M3 alignments would create smaller, less manageable parcels that would be more difficult to manage with controlled burns and other maintenance.
- Alternative M1 Alignment avoids a portion of the BPMB which has been identified as potential habitat for the *telephus spurge*, a protected species.

The Preferred Alternative is documented in more detail in the *Philip Griffiths Sr. Parkway, Phase III PER*. The Preferred Alternative for the project includes the following proposed improvements:

- A two-lane (major collector) roadway with 11-foot travel lanes, four- to five-foot paved shoulders, curb and gutter, and a 10 to 12-foot shared-use path for most of the project length.
- The Preferred Alternative utilizes the M1 optional alignment in the middle segment.
- The estimated right-of-way (ROW) width for the proposed project, including side slopes tying down to the existing grade, is 200 feet. The ROW is proposed to include extra width to accommodate several new utility lines for the City of Panama City Beach, to provide critical redundancy to the City's water and wastewater utility network. Therefore, approximately 134.4 acres from eight parcels will need to be acquired.
- New or improved connections to Alf Coleman Road, Longpoint Way and Chip Seal Parkway.
- Other infrastructure improvements include three ponds, two of which are new ponds, and the reconstruction of an existing pond, and potentially bridges for wildlife crossings.

The Preferred Alternative will be presented at the Public Hearing on _____ for public input and comment.

7. ☐ APPROVED FOR PUBLIC AVAILABILITY (Before public hearing when a public hearing is required)

____/____/____ Date

8. PUBLIC INVOLVEMENT:

Agency coordination and public involvement activities are summarized in Section E of Attachment 2 of this document.

1. ☐ A public hearing is not required.
2. ☐ A public hearing will be held (insert date). This draft document is publicly available, and comments can be submitted to (insert entity) until (insert date)

Contact Information: Contact Name

Contact Title

Entity

Street Address

City, Florida, zip code

Phone: (xxx) xxx-xxxx

Email Address

- 3. ☐ A public hearing was held on (insert date) and the transcript is available.
- 4. ☐ An opportunity for a public hearing was afforded and was documented (insert date).

9. APPROVAL OF FINAL DOCUMENT

This project has been developed without regard to race, color, national origin, age, sex, religion, disability, or family status.

The final PEIR reflects consideration of the PD&E Study and the Public Hearing.

Signing Authority

___/___/___
Date

ATTACHMENT 1 – ENGINEERING SUMMARY

A. Traffic Analysis

The Project Traffic Analysis Report (PTAR) for this project evaluates 12 intersections and 4 roadway segments under Existing (2023), Opening Year (2030), and Design Year (2050) No Build and Build conditions. The No Build conditions assume planned and programmed improvements within the study area, including the signalization of the intersection at U.S. 98/S.R. 30A (Panama City Beach Parkway) and Allison Avenue and the widening of S.R. 30A (U.S. 98/Panama City Beach Parkway) to six lanes within the project limits. Future year traffic forecasts are developed in accordance with the approved Traffic Analysis Methodology and subsequent coordination with Bay County staff. An annual areawide background growth rate of 2.50% is applied through the Opening Year (2030) and a more modest 1.50% is applied through the Design Year (2050). *Synchro* and *SIDRA* traffic analysis tools are utilized to apply *Highway Capacity Manual* procedures to estimate delay, Level of Service (LOS), volume-to-capacity (v/c) ratios, and 95th percentile queues at the study intersections during AM peak hour, school dismissal peak hour, and PM peak hour conditions.

The Opening Year (2030) Build scenario segment analyses indicate that most of the U.S. 98/S.R. 30A (Panama City Beach Parkway) segments from Nautilus Street to Thomas Drive (except between Moylan Road and Chip Seal Parkway) are expected to exceed their daily service capacity, even with the construction of PGS Parkway Phase III; however, only the segment from Nautilus Street to Clara Avenue is expected to exceed its PM peak hour service capacity in the Build scenario.

The Opening Year (2030) Build scenario intersection analyses indicate that all study intersections are expected to operate with LOS E or better and all individual movements are expected to operate with v/c ratios less than 1.00 with the construction of PGS Parkway Phase III.

The Design Year (2050) Build scenario segment analyses indicate all the U.S. 98/S.R. 30A (Panama City Beach Parkway) segments from Nautilus Street to Thomas Drive are expected to exceed their daily and PM peak hour service capacities, even with the construction of PGS Parkway Phase III.

The Design Year (2050) Build scenario intersection analyses indicate that just one intersection is expected to operate with LOS F (U.S. 98/S.R. 30A (Panama City Beach Parkway) and Moylan Road) and the traffic diversions anticipated with the construction of PGS Parkway Phase III will reduce the number of individual movements with a v/c ratio greater than 1.00 from 20 movements in the Design Year (2050) No Build scenario to just 11 movements in the Design Year (2050) Build scenario, a 45% reduction.

The construction of PGS Parkway Phase III will include a shared use path for the extents of the corridor from Clara Avenue to Chip Seal Parkway, expanding the Gayle's Trails network. The expansion of the shared use network will enhance connectivity for residents of Bay County using alternate modes of transportation and provide recreational and exercise opportunities.

Although the PGS Parkway Phase III corridor is not expected to completely mitigate the capacity deficiencies identified on U.S. 98/S.R. 30A (Panama City Beach Parkway) through Design Year (2050), by providing a parallel facility for approximately five (5) miles from Clara Avenue to Chip Seal Parkway, PGS Parkway Phase III will improve mobility and connectivity for local traffic to and from the residential, educational, and commercial uses in the study area. In future years, the PGS

Parkway Phase III corridor may become part of a larger parallel reliever to U.S. 98/Panama City Beach Parkway connecting west to S.R. 79, that would further improve east-west capacity to alleviate congestion along U.S. 98/Panama City Beach Parkway.

Daily traffic conditions in the opening year (2030) and design year (2050) for both the No Build and Build alternatives are presented in Table 1-1. Under the No Build alternative, the traffic forecasting assumes U.S. 98/S.R. 30A (Panama City Beach Parkway) is widened to a 6-lane facility by 2030. Under this scenario, all six U.S. 98/S.R. 30A (Panama City Beach Parkway) study segments are predicted to operate at LOS F in both the opening year (2030) and design year (2050) No-Build conditions.

As with the No Build Alternative, it is again assumed that U.S. 98/S.R. 30A (Panama City Beach Parkway) is widened to a 6-lane facility by 2030. In addition, the Philip Griffiths Sr. (PGS) Parkway Phase III will have three segments: Clara Avenue to Alf Coleman Road (Northern Segment), Alf Coleman Road to Breakfast Point subdivision (Middle Segment), and Breakfast Point subdivision to Chip Seal Parkway (Western Segment). A diversion rate to Philip Griffiths Sr. Parkway Phase III was determined based on existing travel patterns on Philip Griffiths Sr. Parkway Phases I and II modelling exercises utilizing the Northwest Florida Regional Planning Model (NWFRPM). Traffic on all three segments is predicted to operate at LOS C in both the opening year (2030) and design year (2050) Build conditions. All six U.S. 98/S.R. 30A (Panama City Beach Parkway) study segments are predicted to operate at LOS D or LOS F in both the opening year (2030) and design year (2050) Build conditions.

Table 1-1. No Build and Build (Years 2030 and 2050) Daily Conditions

Road	Location	Roadway Attributes	Opening Year 2030 Daily Conditions		Design Year 2050 Daily Conditions		
			No Build	Build	No Build	Build	
		Number of Lanes ^{1,2}	Adopted LOS ¹	Volume/ LOS ³	Volume/ LOS ³	Volume/ LOS ³	Volume/ LOS ³
U.S. 98/S.R. 30A (Panama City Beach Parkway)	NautilU.S. Street to Clara Avenue	6	D	75,500/F	75,500/F	102,000/F	102,000/F
	Clara Avenue to Alf Coleman Road	6	D	71,500/F	66,100/F	96,500/F	89,300/F
	Alf Coleman Road to Richard Jackson Boulevard	6	D	70,000/F	64,700/F	94,500/F	87,400/F
	Richard Jackson Boulevard to Moylan Road	6	D	70,500/F	65,200/F	95,000/F	87,900/F
	Moylan Road to Chip Seal Parkway	6	D	62,000/F	57,300/D	84,000/F	77,700
	Chip Seal Parkway to Thomas Drive	6	D	61,000/F	61,000/F	82,500/F	82,500/F
Philip Griffiths Sr. Parkway Phase III	Clara Avenue to Alf Coleman Road (Segment 1)	2	D	N/A	5,400/C	N/A	7,200/C
	Alf Coleman Road to Breakfast Point (Segment 2)	2	D	N/A	5,300/C	N/A	7,100/C
	Breakfast Point to Chip Seal Parkway (Segment 3)	2	D	N/A	4,700/C	N/A	6,300/C

1. Roadway attributes obtained from the Bay County Concurrency Management System

2. U.S. 98 number of lanes updated based on the planned widening of U.S. 98.

3. LOS derived from the FDOT Q/LOS Handbook 2023.

In addition, the other main east-west facility in Panama City Beach, S.R. 30 (Front Beach Road), has segments forecasted to range from 'borderline congested' to 'very congested' under Opening Year (2030) and Design Year (2050) conditions.

B. Alternatives Considered

The Project Traffic Analysis Report (PTAR) and PER provide a full overview of the alternatives considered. Development of the Build Alternative considered three alignment options to identify the alignment that best meets the project's purpose and need while minimizing impacts and considering public input. The alternatives considered are described below.

No Build Alternative

The No Build alternative would not provide any improvements beyond those already programmed which includes the planned widening of the U.S. 98/S.R. 30A (Panama City Beach Parkway) from four lanes to six lanes; signalization at U.S. 98/S.R. 30A (Panama City Beach Parkway) and Allison Avenue; and construction of a north leg at U.S. 98/S.R. 30A (Panama City Beach Parkway) and Moylan Road. As described in the PTAR, in the No Build Alternative, multiple segments of U.S. 98/S.R. 30A (Panama City Beach Parkway) will continue to operate with LOSF, despite the widening and operational improvements. This LOS fails to meet the project purpose and study area needs. Further widening of U.S. 98/S.R. 30A (Panama City Beach Parkway) is not feasible due to extensive adjoining commercial land uses. However, the No Build alternative was retained to provide a baseline for comparison with and as an option to the Build alternatives.

Transportation System Management and Operations

If no alternative route is provided, traffic conditions along U.S. 98/S.R. 30A (Panama City Beach Parkway) will continue to deteriorate. TSM&O and ITS improvements are inherent for the No-Build Alternative, as Bay County Engineering continues to address operational deficiencies at individual traffic signals along U.S. 98 (Panama City Beach Parkway) within the study area. However, those TSM&O and ITS improvements are not expected to fully address the deficiencies without the construction of additional east-west capacity within the study area.

TSM&O and ITS improvements are similarly incorporated into the traffic signals within the study area under any of the Build alternatives.

Multimodal Alternatives

A build alternative that strictly includes multimodal improvements is not considered in this PD&E Study. However, a shared use path is included in all Build alternatives that were considered. A new segment of Gayle's Trails from approximately 0.35-mile east of Clara Avenue to Cedar Hammock Lane in the Breakfast Point subdivision was recently constructed. The Build alternatives will include a 10 to 12-foot shared use path for the entirety of the Phase III corridor, increasing multimodal connectivity throughout the study area, especially for the schools and the sports park.

Build Alternatives

The Build Alternatives corridor is divided into three segments as shown in Figure 1-1. Due to the need to minimize impacts to the Breakfast Point Mitigation Bank and to telephus spurge habitat, an endangered species, three alignment options (also shown in Figure 1-1.) were developed for the portion of Segment 2 that extends from Alf Coleman Road to approximately 1.25 miles east of Alf Coleman Road (eastern end of the Breakfast Point subdivision). A brief description of the Build Alternative and the middle segment alignment options is provided below.

Figure 1-1. Build Alternative with Middle Segment Alignment Options



Western Segment (Segment 1) – Clara Avenue to Alf Coleman Road

The Build Alternative alignments follow the same route within the Western Segment (Segment 1) between Clara Avenue and Alf Coleman Road. PGS Parkway Phase III would extend north from the existing Clara Avenue terminus to just north of the existing Florida Power and Light (FPL) power line easement. A roundabout at the northern terminus will facilitate the north-to-east and west-to-south movements, and the corridor would then continue eastward along the northern edge of the power line easement. Approximately one mile east of Clara Avenue, the alignment would begin a slight northward curve until the intersection with Alf Coleman Road. The northward curve may vary slightly depending on the alignment option selected for the Middle Segment, but it will be aligned at least 700 feet north of the Arnold High School to avoid impacts to the school's conservation easement.

Middle Segment (Segment 2) – Alf Coleman Road to east of Breakfast Point

The three alignment options diverge at the beginning of the Middle Segment (Segment 2), at Alf Coleman Road. A brief description of each of the Middle Segment (Segment 2) horizontal alignments follows:

Alignment 1 – Northern Option

The northernmost alignment option (M1 Alignment) was developed to provide more distance from the existing Breakfast Point residential development without decreasing the viability of PGS Parkway Phase III as an alternative corridor to U.S. 98/S.R. 30A (Panama City Beach Parkway). At the western end of the Breakfast Point subdivision, the northern option (M1 Alignment) would provide more than 1,000 feet between the roadway and the nearest residential home. At the eastern end, the northern alignment option (Alignment Option 1) would provide more than 400 feet between the roadway and the nearest residential home.

Alignment 2 – Center Alignment

Between the southern edge of the Breakfast Point Mitigation Bank (BPMB) and the northern alignment option (M1 Alignment), a center alignment option (M2 Alignment) was developed as a compromise between the competing interests of the residential development to the south and the desire of USACE and FDEP to maintain the integrity of the BPMB to the north. The center alignment was aligned to avoid some potential protected habitats and runs parallel with the Breakfast Point neighborhood northern boundary, approximately 350 feet to the north.

Alignment 3 – Southern Edge Alignment

The southernmost alignment (M3 Alignment) would be designed to effectively traverse the southern edge of the BPMB to minimize the amount of land that would be removed from the BPMB to accommodate the Phase III roadway.

- *Eastern Segment (Segment 3) – East of Breakfast Point to Chip Seal Parkway*

The easternmost portion of the PGS Parkway Phase III corridor would culminate at the existing roundabout on Chip Seal Parkway, near A. Gary Walsingham Academy. Much like the Western Segment, the Eastern Segment is expected to follow approximately the same route, regardless of which alignment option is ultimately selected for the Middle Segment. From the

Middle Segment, the Eastern Segment alignment will curve south out of the BPMB, then curve east to align its terminus with the existing roundabout at Chip Seal Parkway.

In addition to the new two-lane roadway with a shared use path, the following components are a part of the Build alternative:

- Clara Avenue Extension
 - o Two-lane typical section extending from existing terminus to north of the FPL power line easement.
 - o At the northern extent of the Clara Avenue extension, a one-lane roundabout will facilitate north-to-east and west-to-south movements.
- PGS Parkway and Alf Coleman Road Intersection
 - o Two-way stop control with northbound Alf Coleman Road stop-controlled.
- PGS Parkway and Longpoint Way Road Intersection
 - o Two-way stop control with northbound Longpoint Way stop-controlled.

C. Typical Sections

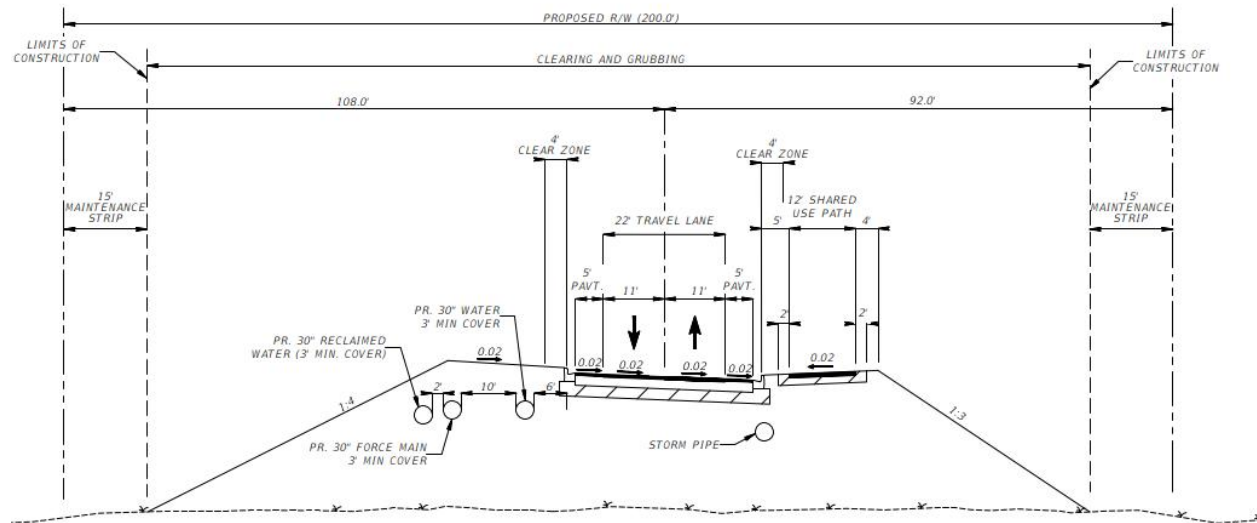
The proposed typical sections for PGS Parkway Phase III are described below.

Philip Griffiths Sr. Parkway Phase III

Build Alternative - Clara Avenue to St. Joe Property Line

The proposed typical section from Clara Avenue to the St. Joe Property Line is shown in Figure 1-2. The typical section consists of 11-foot-wide travel lanes (one in each direction), a 5-foot paved shoulder in both directions, and a 12-foot shared use path on the southern side of PGS Parkway. The proposed right-of-way width is 200 feet, which includes accommodation for a reclaimed water line, a force main, and a water line that the City of Panama City Beach plans to construct within the right-of-way as part of the project.

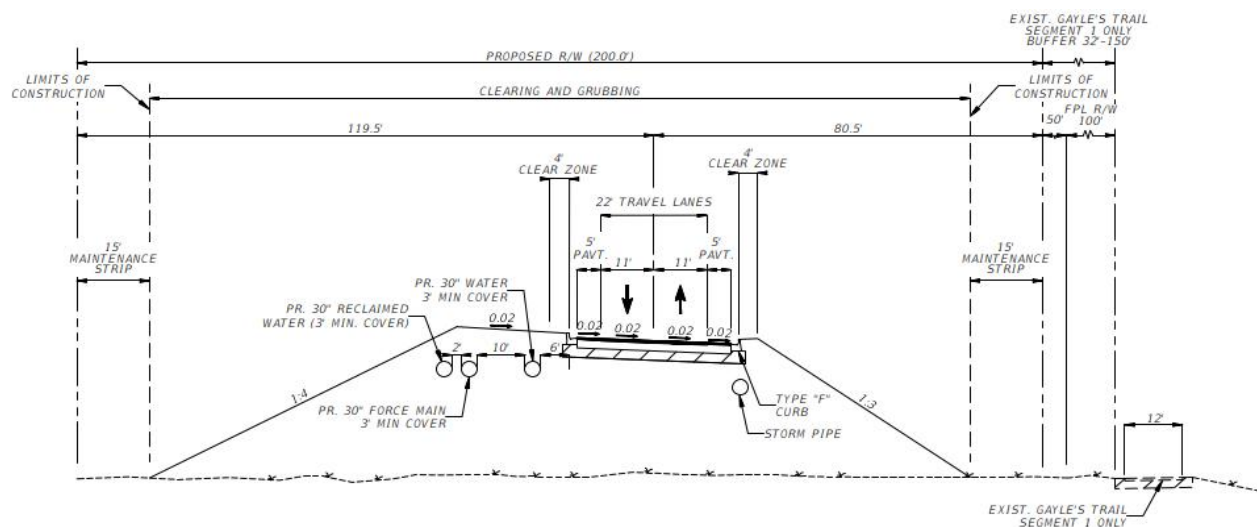
Figure 1-2. Build Alternative Typical Section, Clara Avenue to St. Joe Property Line



Build Alternative – St. Joe Property Line to Alf Coleman Road

The proposed typical section from the St. Joe Property Line to Alf Coleman Road is shown in Figure 1-3. The typical section consists of 11-foot-wide travel lanes (one in each direction) with a 5-foot paved shoulder in each direction. Separated from the typical section within these limits is an existing 12-foot portion of the Gayle's Trails shared-use path. The proposed right-of-way width is 200 feet, which includes accommodation for a reclaimed water line, a force main, and a water line that the City of Panama City Beach plans to construct within the ROW as part of the project.

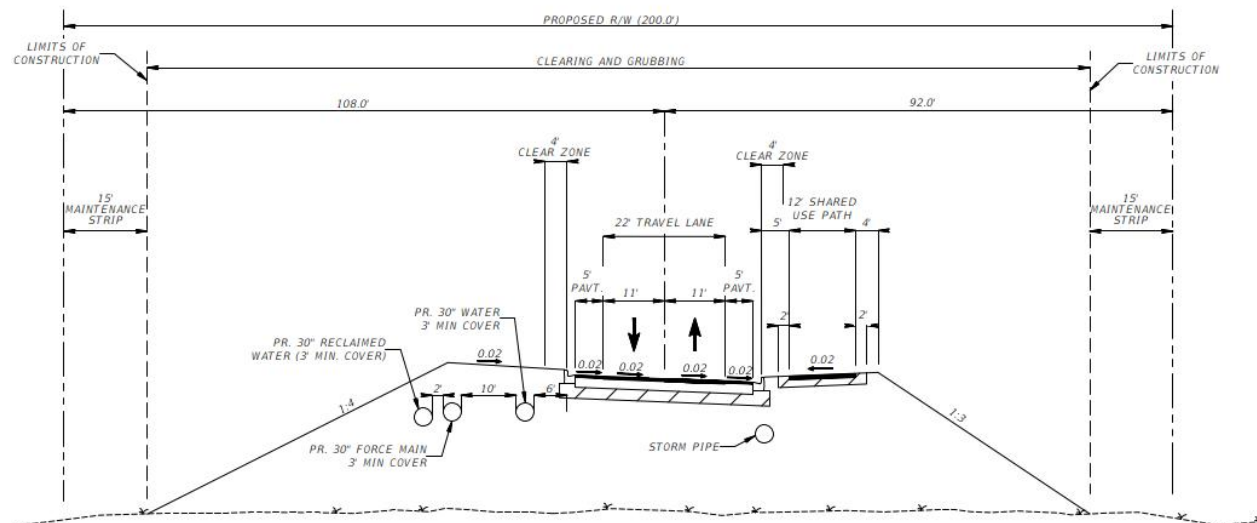
Figure 1-3. Build Alternative Typical Section from the St. Joe Property Line to Alf Coleman Road



Build Alternative – Alf Coleman Road to Chip Seal Parkway

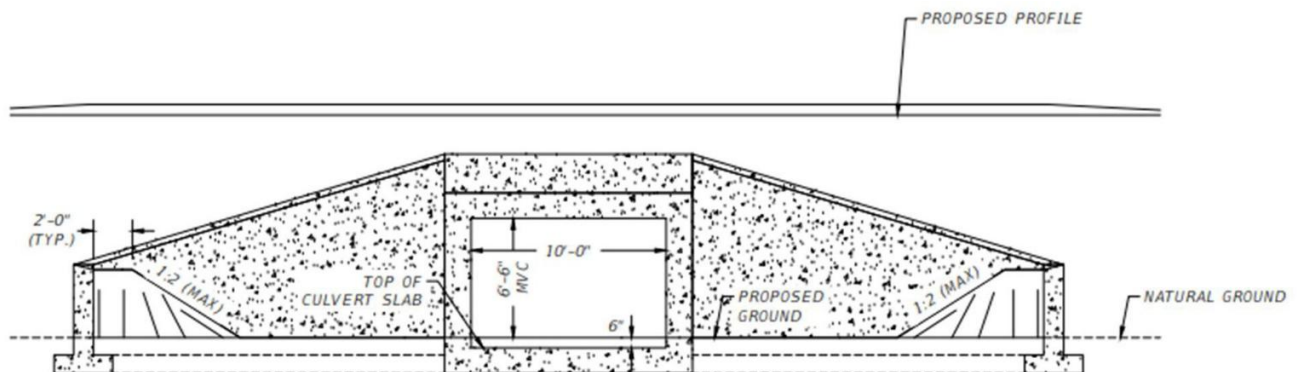
The proposed typical section from Alf Coleman Road to Chip Seal Parkway is shown in Figure 1-4. The typical section consists of 11-foot-wide travel lanes (one in each direction), a 5-foot paved shoulder in both directions, and a 12-foot shared use path on the southern side of PGS Parkway. The proposed right-of-way width is 200 feet, which includes accommodation for a reclaimed water line, a force main, and a water line that the City of Panama City Beach plans to construct within the right-of-way as part of the project.

Figure 1-4. Build Alternative Typical Section, Alf Coleman Road to Chip Seal Parkway



Pending review of geotechnical data, environmental conditions, and negotiations with the FDEP and USACE, a portion of the eastern segment (Segments 2 and 3) between Alf Coleman Road and Chip Seal Parkway may ultimately be elevated to provide a wildlife crossing within the Breakfast Point Mitigation Bank. Figure 1-5.: Build Alternative Wildlife Crossing Bridge Typical Section illustrates the typical section that would be utilized if a bridged section is deemed viable for the preferred alternative between Alf Coleman Road and Chip Seal Parkway.

Figure 1-5. Build Alternative Wildlife Crossing Bridge Typical Section

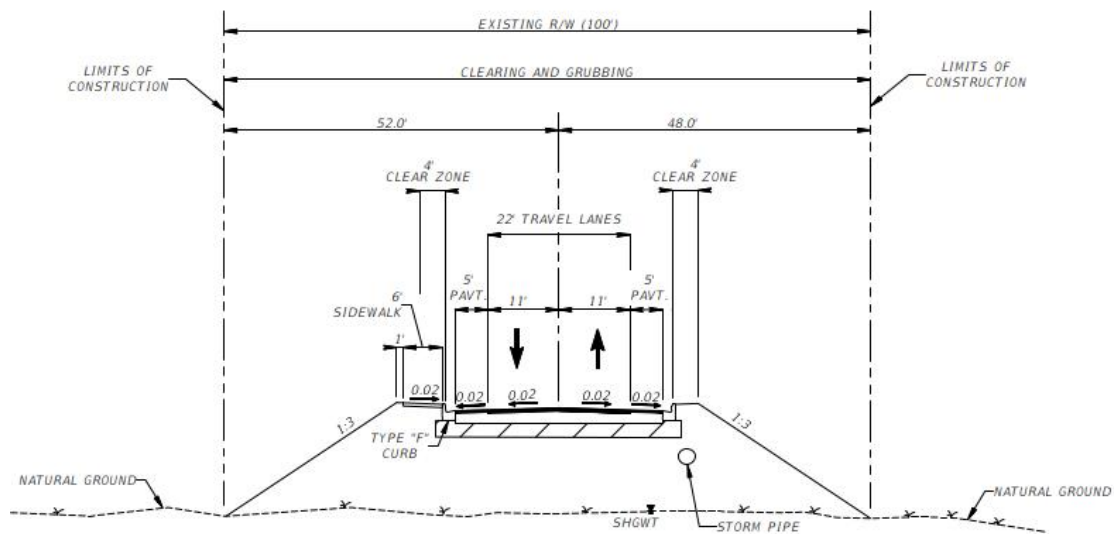


Typical sections for associated improvements related to the PGS Parkway Phase III project are provided below.

Clara Avenue Extension Typical Section

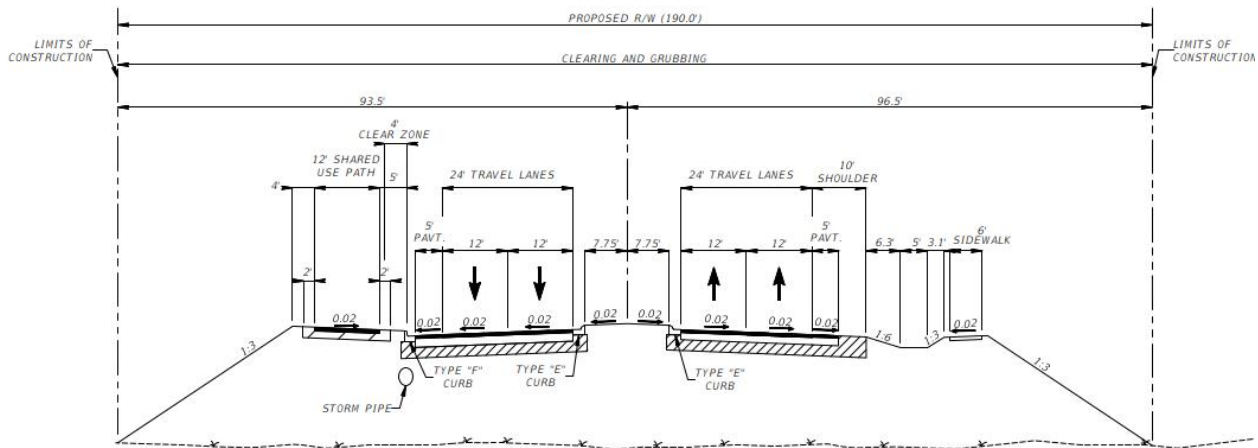
The proposed typical section for the 2000-foot extension of Clara Avenue includes 11-foot-wide travel lanes (one in each direction) and a 5-foot paved shoulder in both directions of travel. A one-lane roundabout would be provided at the intersection of Clara Avenue and the PGS Parkway Phase III to facilitate northbound to eastbound and westbound to southbound traffic movements. A six-foot-wide sidewalk would be extended on the western side of Clara Avenue, consistent with the existing typical section. The 100-foot right-of-way typical section for the Clara Avenue extension is shown in Figure 1-6.

Figure 1-6. Build Alternative Clara Avenue Extension Typical Section



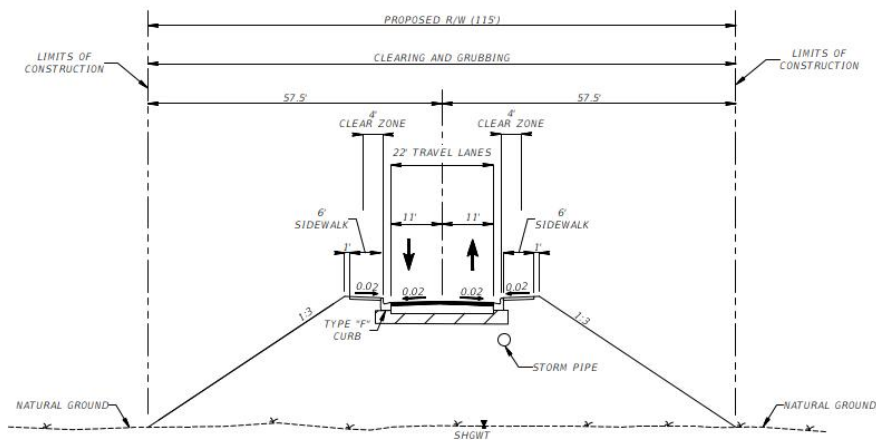
Alf Coleman Road Extension Typical Section

The proposed typical section for the extension of Alf Coleman Road includes four 12-foot-wide travel lanes (two in each direction), a 15.5-foot raised grass median, a 5-foot paved shoulder in both directions of travel, a 12-foot shared use path on the west side of the roadway, and a 6-foot sidewalk on the east side of the roadway. The 190-foot right-of-way typical section for the Alf Coleman Road extension is shown in Figure 1-7.

Figure 1-7. Build Alternative Typical Section Alf Coleman Road Extension

Longpoint Way Extension Typical Section

The proposed typical section for the extension of Longpoint Way includes two 11-foot-wide travel lanes (one in each direction) and 6-foot sidewalks on both the east and west sides of the roadway. The 115-foot right-of-way typical section for the Longpoint Way extension is shown in Figure 1-8.

Figure 1-8. Build Alternative Typical Section, Longpoint Way Extension

ATTACHMENT 2 – ENVIRONMENTAL ANALYSIS

SECTION A – SOCIAL AND ECONOMIC IMPACTS

A.1 Social

This project is located on mostly new alignment within the unincorporated area of Bay County, Florida. As part of this project, a Sociocultural Effects (SCE) evaluation was conducted, named *Philip Griffiths, Sr. Parkway Sociocultural Effects Technical Report*. The SCE evaluation is the component of the PD&E study process that considers potential effects, both positive and negative on human environments. During the SCE evaluation process, particular attention is devoted to civil rights and vulnerable population groups. The SCE report was prepared in accordance with the FDOT PD&E Manual.

A demographic profile of the study area was prepared and compared against the demographic profile for Bay County. The demographic profile utilizes data from FDOT's Environmental Screening Tool (EST) Sociocultural Data Report (SDR). The SDR uses the 2019 to 2023 American Community Survey (ACS) data and reflects the approximation of the population based on the area of a quarter-mile buffer intersecting the 2020 Census block groups along the project corridor. The most current ACS data is used to characterize the population with potential to be directly affected by the project. The project limits of the proposed new alignment of PGS Parkway, Phase III extend from U.S. 98/S.R. 30A (Panama City Beach Parkway) at Clara Avenue to Chip Seal Parkway and traverses five Census block groups (20050027031, 120050027102, 120050027111, 120050002042, and 120050027103). Using the quarter-mile project buffer area, the SDR identified that the total population is approximately 720 people found in 297 households. Table A-1 shows the comparison of the study area demographic and socio-economic data to that of Bay County.

Table A-1. Demographic Profile Comparison

	Study Area	Bay County
Overall Statistics		
Total Population	720	181,368
Total Households	297	76,118
Race		
White Alone	79.17%	76.51%
Black or African American Alone	8.06%	10.00%
Native Hawaiian and Other Pacific Islander Alone	0.00%	0.11%
Asian Alone	2.50%	1.95%
American Indian and Alaska Native Alone	0.00%	0.45%
Claimed Two or More Races	9.86%	8.48%
Some Other Race Alone	0.14%	2.49%
Ethnicity		
Hispanic or Latino of Any Race	4.31%	8.39%
Not Hispanic or Latino	95.69%	91.61%
Minority Population		
Minority	21.67%	26.30%

	Study Area	Bay County
Non-Minority	78.33%	73.70%
Age Trends		
Young (Age under 18)	23.06%	21.04%
Adult (Age 18-64)	60.55%	60.75%
Elderly (Age 65 and over)	15.69%	18.23%
Median Age	38	41.4
Income Trends		
Median Household Income	\$81,528	\$70,188
Poverty Trends		
Population below Poverty	3.06%	11.67%
Households below Poverty	4.38%	11.45%
Households receiving Public Assistance Income	5.05%	2.47%
Disability Trends		
Population (20-64 years) with a Disability	7.93%	15.91%
Language Trends		
Speak English Less than Very Well	1.84%	3.88%
Housing Trends		
Occupied Housing with No Vehicle	2.69%	4.00%

Source: U.S. Census Bureau

According to the SDR, the study area comprises approximately 21.67% minority population compared to 26.30% in Bay County. The SDR defines “Minority” as individuals who list a race other than White and/or list their ethnicity as Hispanic/Latino. In other words, people who are multi-racial, any single race other than White, or Hispanic/Latino of any race are considered minorities. The median household income of the study area is higher than Bay County (difference of \$11,340). The study area contains a lower percentage of “Population below Poverty” and “Households below Poverty” than Bay County, but a higher “Households receiving Public Assistance Income” with 5.05% versus 2.47% in Bay County. There are 2.69% of households that do not have a vehicle compared to 4.00% in Bay County.

The population that speaks English “less than very well” (i.e., limited-English proficient) represents 1.84% of the project buffer area population. In comparison, at 3.88%, the Bay County limited-English proficient population is higher.

Within the project buffer area, the median age of 38 is younger than the countywide median age of 41.4. The project area has a higher percentage of the population under the age of 18 as compared to Bay County. Persons aged 20 to 64 with a disability represent 7.93% in the project buffer area as compared to 15.91% in Bay County.

A.2 Economic

Although the proposed project's study area is mostly in unincorporated Bay County, the study area can expect to continue to experience significant growth, as evidenced by the approval of six Planned Unit Developments (PUDs) accounting for 26.48 acres (4.03%) of the study area and one Development of Regional Impact (DRI) accounting for 152.63 acres (23.29%) of the study area. All six PUDs are located at the northern end of Clara Avenue. The Panama City Beach Mixed Use DRI (ADA No.: 2007-035, Pending, 1,380.12 total acres) is further identified as "Breakfast Point East" by the developer, the St. Joe Company. The Breakfast Point East PUD is located north of U.S. 98/S.R. 30A (Panama City Beach Parkway) and begins at Richard Jackson Boulevard and ends west of Chip Seal Parkway. Breakfast Point East is a mixed-use development which includes residential, office, retail, and other features such as open space, neighborhood parks, and a trail system (Gayle's Trails). The PGS Parkway Phase III project will traverse north of the currently undeveloped section of the Breakfast Point East PUD for approximately one mile at the eastern end of the project limits. Currently, there are no Enterprise Zones located within the project study area.

The proposed project's construction activities will generate a variety of construction-related jobs, contributing to regional economic output and household incomes. However, these potential positive effects will be temporary, lasting only for the duration of construction.

More long-term economic benefits would arise from the potential growth in business and employment opportunities resulting from utilization of the PGS Parkway, Phase III. The proposed new roadway would increase connectivity to other roads (Clara Avenue, Alf Coleman Road, and Chip Seal Parkway) in the study area which are currently connected only by the heavily congested U.S. 98/S.R. 30A (Panama City Beach Parkway). Local traffic traveling to jobs, schools, recreation sites, and other destinations in the study area would be diverted away from U.S. 98/S.R. 30A (Panama City Beach Parkway) by the PGS Parkway, Phase III. This diversion of local traffic within the study area combined with the planned population growth would encourage future business development in designated commercial areas, such as Clara Avenue, Alf Coleman Road and Richard Jackson Boulevard. The traffic diversion is not anticipated to adversely impact existing businesses along U.S. 98/S.R. 30A (Panama City Beach Parkway), but rather to indirectly benefit those businesses by reducing congestion and travel times for their customers utilizing U.S. 98/S.R. 30A (Panama City Beach Parkway).

Therefore, the proposed project is expected to have both beneficial short-term and long-term economic benefits to the area.

A.3 Land Use Changes

Bay County existing and future land use maps for the study area are shown on Figures A-2. and A-3.

Figure A-2. Existing Land Use

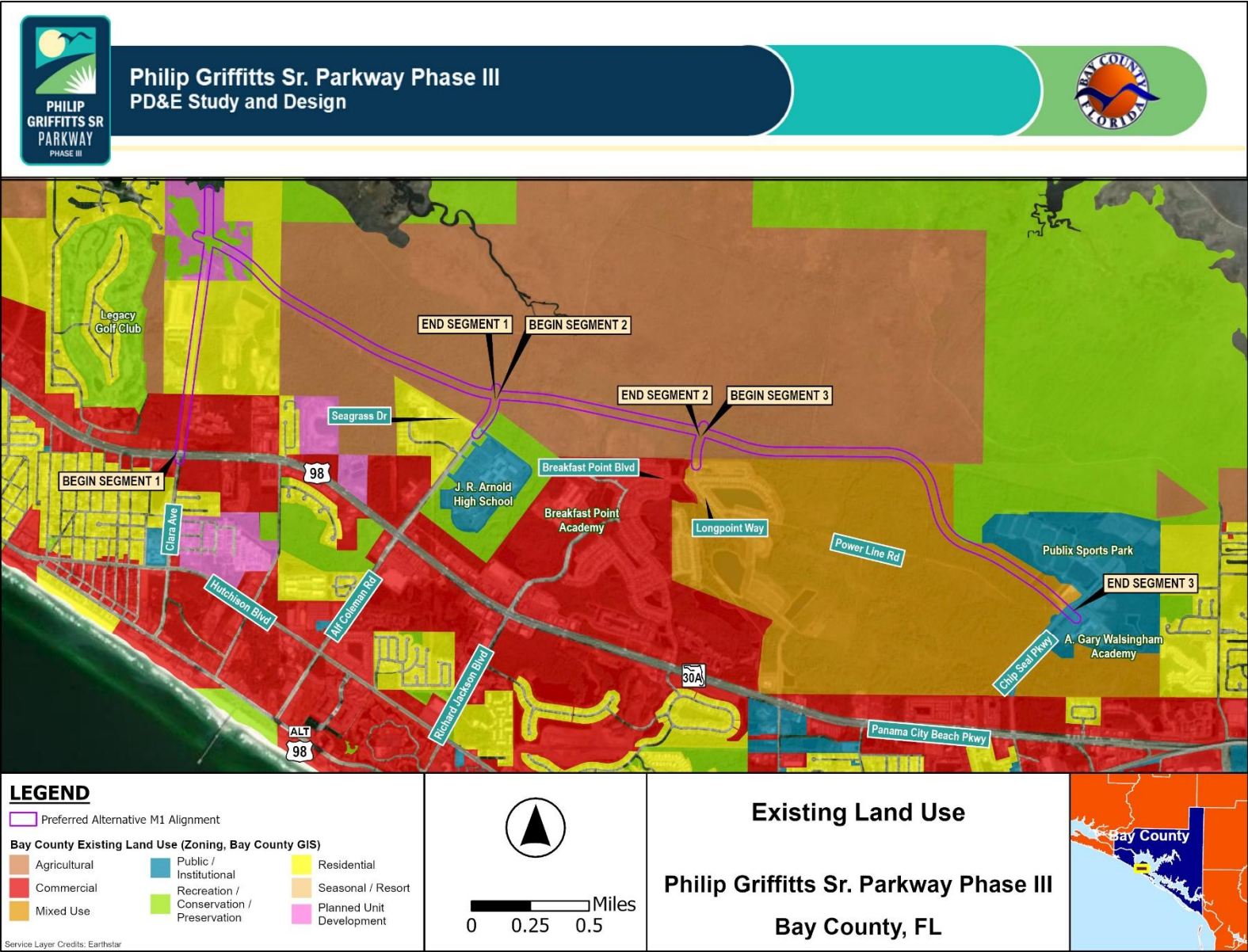
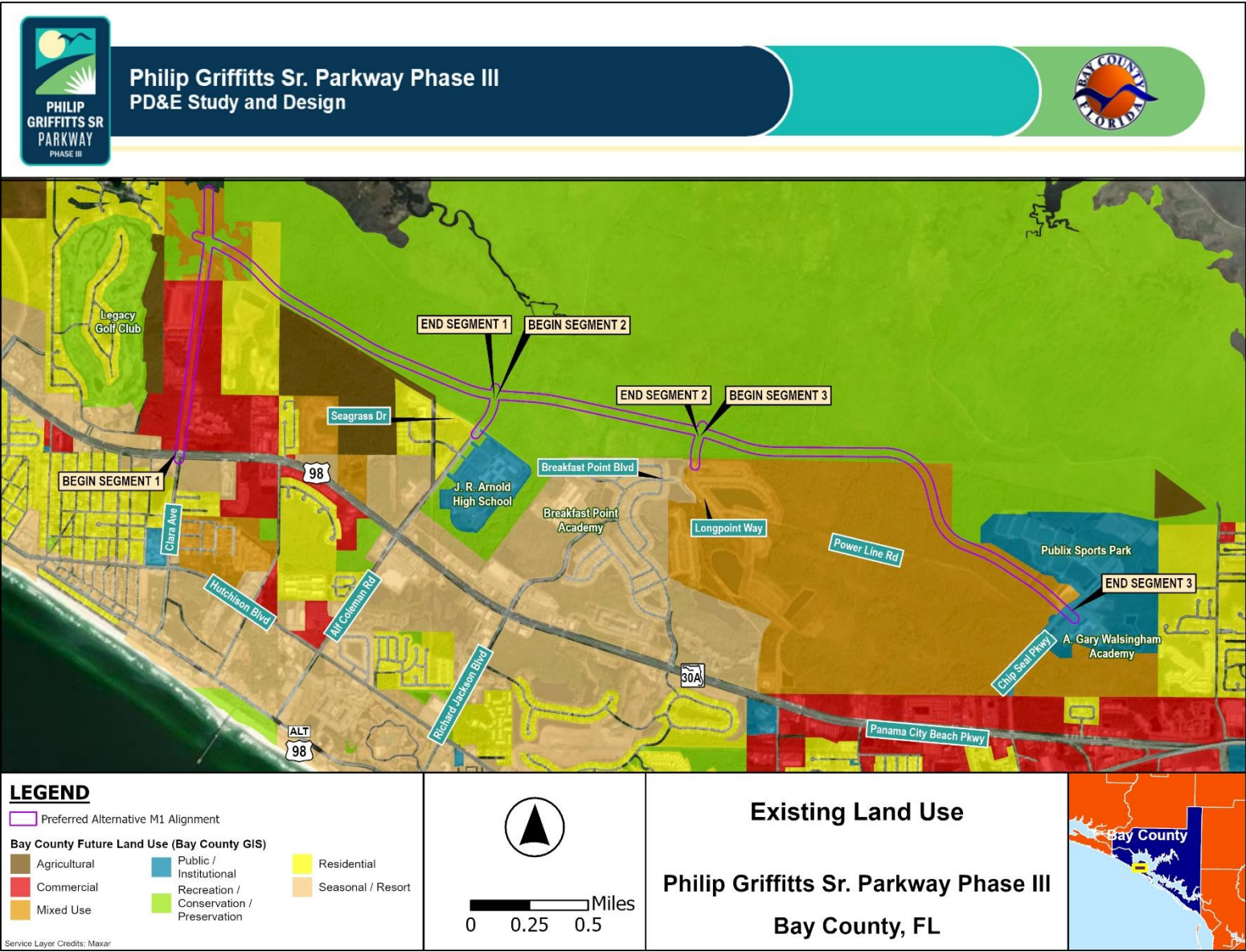


Figure A-3. *Future Land Use*



Existing and future land use

Existing land uses along Clara Avenue are Commercial, Residential, Planned Unit Development, and Recreation/Conservation/Preservation. Future land use categories along Clara Avenue are similar to the existing land use categories except that on the future land use map much of the residential area has been changed to Commercial land use. The area at the north end of Clara Avenue is designated as Planned Unit Development and Recreation/Conservation/Preservation on the Existing Land Use map. On the Future Land Use map the same area is designated Mixed Use and Recreation/Conservation/Preservation.

The remainder of the project alignment from east of Clara Avenue to Chip Seal Parkway passes through Agriculture and Mixed-Use land uses on the existing land use map. The only difference in land use designations in this corridor is that the agriculture land use on the existing land use map is changed to Recreation/Conservation/Preservation land use on the future land use map.

Changes in land use patterns

Except for the project's alignment along Clara Avenue, the proposed project utilizes new alignment. Where the new alignment travels across conservation land use, the conservation land use adjacent to the right-of-way will not change. Where the alignment traverses mixed land use or Development of Regional Impact (DRI), there is minimal potential for a change in the adjoining land use as most of these areas have not yet been developed. Because the proposed project is identified in the 2045 Bay County Transportation Planning Organization's (TPO) Long Range Transportation Plan (LRTP) adopted July 16, 2021, land uses adjacent to the proposed roadway are expected to be consistent with the proposed roadway.

The proposed project is expected to have limited potential to induce changes in land use. There are two ways in which changes in land use could occur as a result of the project's implementation – 1) through acquisition of right-of-way and 2) due to the new road's proximity to incompatible land uses. Right-of-way acquisition for the project would convert the current land uses underlying the proposed project's alignment from their existing designations to Public/Institutional land use. Table A-2. provides the acres of each land use category that would be converted to transportation use.

Table A-2. Acreage of Land Converted from Existing and Future Land Use to Transportation Use

Land Use Designation	Existing Land Use Acres Converted to Transportation Use	Future Land Use Acres Converted to Transportation Use
Agricultural	71.55	0.0
Commercial	2.92	8.86
Mixed Use	22.35	26.51
Recreation/Conservation/Preservation	4.24	75.86
Residential	9.94	3.99
Seasonal/Resort	0.0	0.0
Planned Unit Development	4.16	0.0

Land uses adjacent to the project's alignment that are not consistent with transportation use are potentially subject to change due to the access provided by the proposed project. These land use

categories include residential and planned unit development. There are two areas of existing residential land use immediately adjacent to the project - along Clara Avenue and the northern boundary of the Breakfast Point subdivision. Much of residential area along Clara Avenue is shown as commercial land use on the Future land use map. An area designated as planned unit development to the north of Clara Avenue is currently undeveloped and can accommodate the proposed project in its future planning.

New developments that are expected to be constructed prior to or concurrent with the PGS Parkway Phase III project include:

Along Clara Avenue at the western project limits a self-storage facility and a 158-unit single family and townhome subdivision have been approved.

Breakfast Point East Phase 4 consisting of 176 single-family residential units east of the existing Breakfast Point subdivision has been approved.

On Moylan Road north of U.S. 98/S.R. 30A (Panama City Beach Parkway) – four commercial lots have been approved.

Near the eastern project limits, a 136,000-square foot indoor sport complex and the Western Region Resiliency Center (WRRRC) are being constructed on Chip Seal Parkway, north of A. Gary Walsingham Academy.

Lands in conservation, recreation, or preservation adjoining the project alignment would not be subject to a change in land use due to the inherent protections provided by these designations which prevent future development from occurring. Therefore, there is minimal potential for the project to alter existing land use patterns.

A.4 Mobility

The PGS Parkway Phase III is a proposed east-west transportation facility, parallel to existing U.S. 98/S.R. 30A (Panama City Beach Parkway). The proposed project would consist of a two-lane (major collector) roadway having a typical section with 11-foot travel lanes, four-to-five-foot paved shoulders, and a 10 to 12-foot shared use path for most of the project length. The estimated right-of-way width needed for the new roadway is 200 feet.

Bayway is the transit service provider in Bay County. While Bayway provides service along S.R. 30 (Front Beach Road) it does not provide service in the project's study area.

There are shared use trail facilities, including segments of Gayle's Trails (previously shown in Figure 3., above) and a segment of the Great Northwest Coastal Trail (SUN Trail), shown in Figure A-4.

Figure A-4 Great Northwest Coastal Trail



The proposed project would benefit non-motorized mobility by increasing the total miles of shared use trails and by providing enhanced connectivity with other pedestrian/bicycle facilities in the study area, improving access to schools and recreation areas.

Also, within the project area, U.S. 98/S.R. 30A (Panama City Beach Parkway) is a Florida Division of Emergency Management (FDEM) designated evacuation route. Since the proposed project parallels U.S. 98/S.R. 30A (Panama City Beach Parkway), this would be beneficial by providing an alternate route constructed above the storm surge elevation for local traffic during and after an evacuation.

The proposed project will enhance mobility and regional connectivity in the area by relieving congestion along U.S. 98/S.R. 30A (Panama City Beach Parkway) and improving safety for motorists, bicyclists, pedestrians, and residents, and aid in emergency response.

A.5 Aesthetic Effects

For approximately one mile along Clara Avenue, from U.S. 98/S.R. 30A (Panama City Beach Parkway) north to the point the proposed project diverges to follow new alignment, there may be some changes in the existing view of Clara Avenue. The existing view is of a two-lane roadway with a sidewalk on one side. The view with the project would be of a two-lane road with a shared use trail and stormwater

ponds. These minor changes are consistent with a controlled-access roadway and are not considered a substantial change in the viewshed.

The segment of the project that traverses new alignment is likely to experience a change in the view due to land clearing. In addition, the view along the segment of Gayle's Trails that parallels the proposed alignment, at the northwest corner of the J.R. Arnold High School property, and along the northernmost section of the existing Breakfast Point East neighborhood is likely to change from forested to either a view of the new road or a view of stormwater ponds depending on the proximity of the project to these locations. Any adverse changes in the viewshed will be offset to the extent practical with landscaping.

For the last mile of alignment up to the project terminus at Chip Seal Parkway, the project passes through the Breakfast Point East PUD. Currently, there is no development to experience visual impacts from the project. Furthermore, the developer, being aware of the project, is incorporating the road alignment into the development plans. Therefore, there is no visual impact in this area.

Potential construction impacts on the visual environment include clearing and grubbing, storage of construction materials, and establishment of temporary construction facilities. These will be managed to the extent possible by locating the storage of construction materials and the establishment of temporary construction facilities, away from areas sensitive to visual impacts. Any remaining construction impacts to the visual environment are expected to be minimal and temporary in duration.

The potential for traffic noise impacts has been assessed and noise levels at sensitive receptors will not exceed the noise abatement criteria, as documented in the project Traffic Noise Technical Memorandum. Therefore, noise barriers are not required. The proposed project is designed to be compatible with existing roadways and additional phases of the PGS Parkway. Therefore, no substantial adverse aesthetic effects are anticipated.

A.6 Relocation Potential

Within the project's 500-foot buffer, there are 1.80 acres (0.27%) of residential areas identified as Multiple Dwelling Units, Low Rise (Two Stories or Less) and 1.90 acres (0.29%) of Commercial land uses. Residential land uses are part of Seagrass Village, a senior living facility, and are concentrated south of the project along and just west of North Alf Coleman Road. Commercial land uses are concentrated on the southeast corner of the U.S. 98 (Panama City Beach Parkway) intersection and Clara Avenue at the beginning of the project where current businesses include a financial institution and another parcel which houses multiple businesses.

Although PGS Parkway, Phase III requires right-of-way acquisition, the Preferred Alternative (M1), as presently conceived, does not require any displacements or relocations of residences, businesses, or public facilities.

SECTION B – CULTURAL RESOURCES

B.1 Historic Sites/Districts

A cultural resources assessment survey (CRAS), conducted in accordance with procedures contained in 36 CFR Part 800, including background research and a field survey coordinated with the State Historic Preservation Officer (SHPO), is being prepared for the project. Background research indicated that there are three previously recorded historic structures (8BY02259, 8BY02881, and 8BY02885) and one historic building complex (8BY02886) located within one-half mile of the project. All previously recorded historic resources have been determined by the SHPO to be ineligible for inclusion in the National Register of Historic Places (NRHP). Field survey for the forthcoming CRAS did not identify any previously unrecorded historic resources within or adjacent to the project area.

B.2 Archaeological Sites

A cultural resources assessment survey (CRAS), conducted in accordance with procedures contained in 36 CFR Part 800, including background research and a field survey coordinated with the State Historic Preservation Officer (SHPO), is being prepared for the project. Background research indicated that there are three previously recorded archaeological sites (8BY00780, 8BY00045, and 8BY01344) located within one-half mile of the project. None of these previously recorded archaeological sites have been evaluated by the SHPO for their eligibility for inclusion in the NRHP. Field survey for the forthcoming CRAS included pedestrian survey and subsurface testing of the preferred alignment and proposed pond locations. The project area is considered to have a low probability of holding previously recorded archaeological sites based on cultural and environmental considerations. The proposed alignment traverses areas with poorly drained to very poorly drained soils. Much of the project area is perpetually wet and has been disturbed by land management practices associated with ongoing silvicultural practices. A total of 18 shovel tests were excavated within the project area. All were negative for cultural materials and no new archaeological sites were recorded within the project area.

B.3 Recreation Areas and Protected Lands

Recreation areas and protected lands in the study area include:

- Breakfast Point Mitigation Bank
- Great Northwest Coastal Trail/SUN Trail/Gayle's Trails
- Panama City Beach Publix Sports Park

Breakfast Point Mitigation Bank

Breakfast Point Mitigation Bank (BPMB) is a state and federally authorized, privately owned mitigation bank of over 5,000 acres established to provide compensatory mitigation for unavoidable wetland impacts within the approved mitigation service area (MSA).

The state and federal permits for BPMB include the federal mitigation bank instrument (MBI) issued by an interagency review team led by the USACE and the state mitigation bank permit issued by the FDEP. These permits allow for a phased implementation and recognize four discrete phases of the BPMB (Phase 1-4).

Phase 1 of the BPMB is currently operational, and credits generated from the recordation of a conservation easement over this portion of the bank have been sold to offset unavoidable wetland impacts associated with other permitted projects. Construction of PGS Parkway Phase III would therefore require modifying the state and federal permits, releasing portions of the conservation easement and providing compensatory mitigation to offset the impacts that were previously mitigated in Phase 1 of the BPMB.

The portions of the optional alignments within BPMB are located within Phases 1 and 4 (see Figure B-1.). Estimated impacts of the optional alignments in the Middle Segment (Segment 2) are: 41.47 acres for Alignment M1, 39.65 acres for Alignment M2 and 39.59 acres for Alignment M3.

Figure B-1 Optional Alignments within the Breakfast Point Mitigation Bank



The BPMB currently manages an area in the southwestern corner of Phase 1 as a palmetto prairie community, in part for the purpose of promoting telephus spurge habitat. Telephus spurge, a small perennial herb, is listed as threatened by the US Fish and Wildlife Service (USFWS). This herb has a limited distribution and is only found in five coastal counties (Bay, Franklin, Gulf, Wakulla, and Walton) of the Florida Panhandle. Telephus spurge has been documented in the project study area. The management and preservation of this area as an intact palmetto prairie also benefits multiple other wildlife species.

To minimize impacts to telephus spurge and maximize the ability of the BPMB to manage the remaining habitat, Bay County developed three alignment options in the Middle Segment (Segment 2) of the project. The two alignments closest to the southern boundary of BPMB would bifurcate telephus spurge habitat area, resulting in the loss of much of this relatively scarce community type (15.03 and 11.07 acres of loss for M2 and M3, respectively) as well as posing substantial challenges for managing the remaining land within this community and the remnant portion of BPMB south of the alignments. Alignment M1 largely bypasses this area, resulting in the loss of just 2.80 acres of the northern tip of the palmetto prairie community while preserving the remaining acres as an intact, 43-acre polygon south of the M1 alignment. Alignment M1 is also more suitable for developing wildlife crossings and hydrological connections due to the larger and wider area preserved south of the roadway. Therefore, Alignment M1 provides greater opportunities for continuation of ongoing ecological management activities within the BPMB Phase 1 area.

Regulatory agency comments in ETDM as well as at a preliminary meeting inquired how the BPMB would be managed consistent with its purpose as a wetland mitigation bank after construction of PGS Phase III through the southern portion of the mitigation bank. Although this question is best addressed by the mitigation bank sponsor, Bay County has reviewed the BPMB permits, management plan and other authorized mitigation banks in Florida in order to evaluate potential options for ongoing management. These findings are summarized below:

- At over 5,000 acres, the BPMB is one of the largest private mitigation banks in Florida. After removing approximately 53 acres from BPMB to accommodate PGS Parkway Phase III, BPMB would still be one of the largest mitigation banks in the state with robust opportunities for restoring wetland functions and wildlife habitat benefiting the regional watershed.
- Prescribed burning, a key component of the BPMB mitigation plan, will remain viable after completion of the roadway construction. Bay County has committed to collaborate with BPMB to close the portion of PGS Parkway traversing the mitigation bank during prescribed burns, thereby providing the same or greater assurance of ongoing successful management of BPMB as in other permitted mitigation banks.
- Mitigation banks as well as state conservation lands often incorporate bridged wildlife crossings and hydrological flow-ways under roadways to preserve ecological and hydrological connectivity. Bay County has committed to incorporate wildlife crossings and hydrological connections as an integral component of the roadway design.

Design of this project will include evaluation of locations for wildlife crossings in accordance with FDOT wildlife crossing guidelines; bridges and culverts for preservation of key flow-ways and management corridors for compatibility with the BPMB; and other measures to minimize the ecological impact while maximizing opportunities for preservation, restoration and management of lands south of the roadway. The design submitted for permit applications will identify locations and measures for temporarily closing all access to the roadway during prescribed burns in accordance with the management plan for BPMB and the conservation lands south of the roadway.

Great Northwest Coastal Trail/SUN Trail/Gayle's Trails

There is a network of existing and planned shared use trails in the study area, comprised of the Great Northwest Coastal Trail, the Shared-Use Nonmotorized (SUN) Trail Network, and Gayle's Trails. These trail facilities, previously shown in Figures 3. (Gayle's Trails) and A-4. (Great Northwest Coastal Trail), have overlapping segments. The proposed project, which includes a 10 to 12-foot

shared-use path, parallels funded and unfunded gap sections of the Great Northwest Coastal Trail from Clara Avenue to the end of the project at Chip Seal Parkway. This proposed 10- to 12-foot shared-use path could provide the bicycle/pedestrian facilities in missing segments of the Great Northwest Coastal Trail within the project limits. In addition, the shared-use path will connect to the shared use trail along Alf Coleman Road. Therefore, the proposed project will benefit the regional trail network by providing additional trail capacity and connectivity.

Panama City Beach Publix Sports Park

The Panama City Beach Publix Sports Park is a 160-acre sports facility located on Chip Seal Parkway near the eastern project terminus. This state-of-the-art facility offers 13 well-maintained fields with Z-cap cooling technology, including nine AstroTurf® fields and four natural grass fields, plus seven batting cages, advanced lighting, and a high-quality sound system. Each of the fields has its own scoreboard and scorer's box. The fields are configurable to accommodate multiple sports including football, rugby, soccer, lacrosse, baseball, and fast-pitch/slow-pitch softball⁵. Supporting facilities include parking, restrooms, concessions, and an umpires' lounge. In addition, the state-of-the art Bay County Skate Park is located within the Publix Sports Park.

The proposed project will not directly impact the Panama City Beach Publix Sports Park, but by terminating at Chip Seal Parkway just south of the park, it will enhance access to the park for residents west of Chip Seal Parkway by providing an alternate route to U.S. 98/S.R. 30A (Panama City Beach Parkway), currently the only route to Chip Seal Parkway. Therefore, the project is considered to benefit access to this resource.

⁵ <https://www.playpanamacitybeach.com/publix-sports-park/> accessed 07/31/2025

SECTION C – NATURAL RESOURCES

Documentation of existing and proposed conditions and the evaluation of the project's potential effects on the study area natural environment are provided in the following support documents completed as part of the PD&E Study, summarized below:

- *Philip Griffiths, Sr. Parkway, Phase III Natural Resources Evaluation Technical Memorandum*
- *Philip Griffiths, Sr. Parkway, Phase III Preliminary Engineering Report* ✓
- *Philip Griffiths, Sr. Parkway, Phase III Location Hydraulic Report*
- *Philip Griffiths, Sr. Parkway, Phase III Pond Siting Report*

C.1 Wetlands and Other Surface Waters

The evaluation of wetlands and other surface waters (OSW) has been conducted pursuant to Presidential Executive Order 11990 entitled *Protection of Wetlands*, (May 1977) and *Preservation of the Nation's Wetlands* (USDOT Order 5660.1A), dated August 24, 1978, and in accordance with *Part 2, Chapter 9 – Wetlands and Other Surface Waters* of the FDOT PD&E Manual.

A full description of the wetlands and surface waters within the study boundary is provided in the Natural Resources Evaluation Report (NRE) under separate cover. ←

The new corridor would impact several types of wetlands and small unnamed tributaries associated with Botheration Bayou in St. Andrew's Bay. The largest portion of these impacts would occur within the Breakfast Point Mitigation Bank (BPMB), which is a state and federally authorized, privately owned mitigation bank established to provide compensatory mitigation for unavoidable wetland impacts within the approved mitigation service area (MSA). The MSA for BPMB consists of most of the St Andrew-St Joseph Bays basin (Hydrological Unit Code (HUC) 03140101).

The state and federal permits for BPMB include the federal mitigation bank instrument (MBI) issued by an interagency review team led by the USACE and state mitigation bank permit issued by the FDEP. These permits allow for a phased implementation and recognize four discrete phases of the BPMB (Phase 1-4). The portions of the alternative and preferred alignments within BPMB are located within Phases 1 and 4. Phase 1 of the BPMB is currently operational, and credits generated from the recordation of a conservation easement over this portion of the bank have been sold to offset unavoidable wetland impacts associated with other permitted projects. Construction of PGS Parkway Phase III would therefore require modifying the state and federal permits, releasing portions of the conservation easement and providing compensatory mitigation to offset the impacts that were previously mitigated in Phase 1 of the BPMB.

Potential impacts associated with construction of PGS Parkway Phase III through the BPMB would also require mitigation for direct and indirect (secondary) impacts to wetlands within and adjacent to the roadway, in addition to wetland impacts located outside of the BPMB.

A summary of the wetland and OSW permanent impacts for the proposed project is provided in Tables C-1 and C-2. These impacts are differentiated into impacts within the BPMB (Table C-1) and impacts outside of the BPMB (Table C-2) to aid review and evaluation of the proposed project in relation to agencies' ETDM comments. For the purposes of this initial analysis, the full 200-foot study area is assumed to be impacted.

Table C-1. Potential Wetland and Surface Water Impacts (Acres) Within the BPMB

Ecological Community	Community Type	Alt M1	Alt M2	Alt M3
Cypress Mixed Forest	Forested	27.91	18.93	18.44
Mesic Flatwoods*	Forested	5.37	11.03	15.27
Hydric Pine Flatwoods	Forested	17.68	8.21	8.63
Palmetto Prairie	Non-Forested	2.80	15.03	11.07
Sub-Total Within BPMB		53.76	53.20	53.41

Table C-2. Potential Wetland and Surface Water Impacts (Acres) Outside of the BPMB

Ecological Community	Community Type	M1	M2	M3
Basin Swamp (Bottomland)	Forested	0.01	0.01	0.01
Cypress	Forested	1.16	1.16	1.16
Hydric Pine Flatwoods	Forested	21.34	21.34	21.34
Mixed Scrub-Shrub Wetland	Forested	0.40	0.40	0.40
Pond	Non-Forested	0.53	0.53	0.53
Wet Prairie	Non-Forested	0.43	0.43	0.43
Sub-Total Outside of BPMB		23.87	23.87	23.87
Total Within and Outside of BPMB		77.63	77.07	77.28

Stormwater Management Facilities (SMFs)

Stormwater treatment and retention requirements for this project require the construction of multiple SMFs. With extensive review of criteria for this project, as well as consideration of the important ecological communities within the BPMB, the SMFs proposed for this project are all located in areas outside of the BPMB. Further, these SMF sites are located on sites with predominantly upland, planted pine communities. The expanded Homewood Suites Pond and East Pond are on parcels bordered by the Panama City Beach Publix Sports Park on one side and Powerline Road on the other, while the West Pond is proposed on an adjacent parcel outside the western edge of the BPMB.

The current evaluation identified one wetland community type within the proposed stormwater ponds study area (West Pond, East Pond, and Homewood Suites Pond). A summary of the anticipated wetland impacts for the proposed stormwater ponds is provided in Table C-3.

Table C-3. Potential Impacts from the Philip Griffiths Sr. Parkway Phase III Proposed Stormwater Ponds

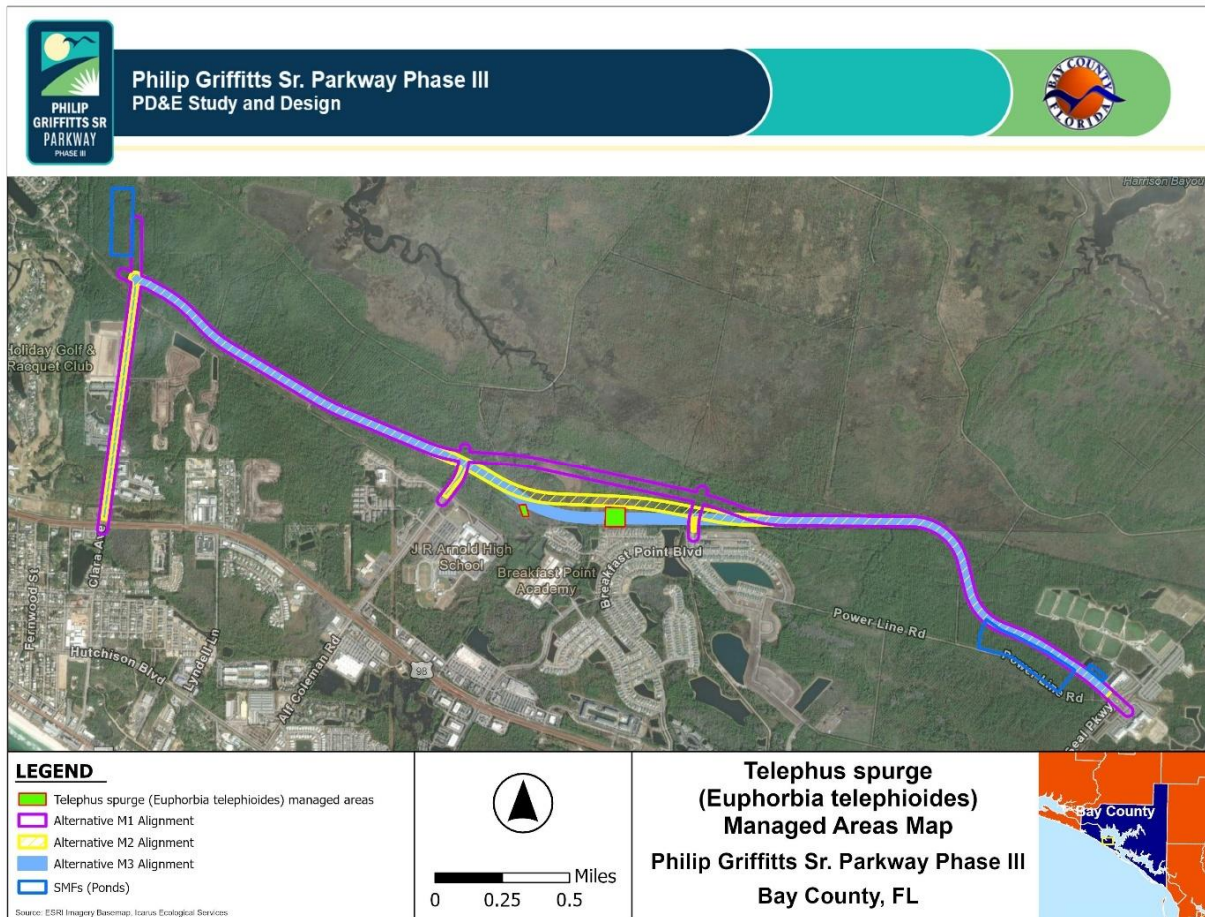
Wetland ID	FLUCFCS	West Pond	East Pond	Homewood Suites Pond
Hydric Pine Flatwoods	625	0.65	5.51	0.71
TOTAL IMPACTS (acres)		0.65	5.51	0.71

As summarized in Tables C-1 through C-3, the total wetland and surface water impacts are nearly identical for each of the three Build Alternatives. Other considerations are therefore necessary to

determine the least environmentally damaging practical alternative (LEDPA) as requested by USEPA. Of particular concern were the effects of the project on the BPMB and the recorded conservation easement, especially the opportunity “to retain land or water areas [that comprise Phase 1 and 2 of the BPMB] in their natural, vegetative, hydrologic, scenic, open, agricultural or wooded condition and to retain such areas as suitable habitat for fish, plants or wildlife” (USACE), and indirect effects by “fragmentation of the surrounding wetlands” on wildlife usage (NFWMD).

Just as with wetlands, the area of impact to conservation easements within the BPMB is similar for each of these alternatives: 41.47 ac for Alt M1, 39.65 ac for Alt M2, and 39.59 ac for Alt M3. What distinguishes these alternatives is their impact to the southwestern corner of Phase 1 which is a palmetto prairie community being managed in part for the purpose of promoting telephus spurge habitat (Figure C-1.). The two alternatives (M2 and M3) closest to the southern boundary of BPMB would bifurcate this area, resulting in the loss of much of this relatively scarce community type (15.03 and 11.07 acres of loss for M2 and M3, respectively) as well as posing substantial challenges for managing the remaining land within this community and the remnant portion of BPMB south of the alignment. Alternative M1 largely bypasses this area, resulting in the loss of just 2.80 acres of the northern tip of the palmetto prairie community while preserving the remaining acres as an intact, 43-acre polygon south of the M1 alignment.

Figure C-1. Alignments in Telephus Spurge Managed Areas (Phase 1 BPMB)



In addition to ongoing management of this important ecological community, the avoidance and preservation of contiguous wetlands to the east of this area via Alternative M1 provides greater opportunities for continuation of other ongoing ecological management activities within the BPMB Phase 1 area protected via conservation easement, including fire management, exotic vegetation control, hydrological restoration, and protection of wildlife corridors. As summarized in Table C-4, alignment M1 preserves more than twice as much area south of the alignment in a contiguous area more than twice as wide as the narrow, difficult-to-manage lands south of Alternatives M2 and M3. The remnant area south of Alternative M1 is therefore more compatible with the purposes of the conservation easement and the BPMB management plan than the remnant areas that would be south of Alternatives M2 or M3. It is the intention of Bay County to coordinate the continued protection and management of this land via a conservation easement and mitigation management plan based on the existing approved management plan for BPMB.

Table C-4. Preserved Lands South of Roadway

Ecological Community	M1	M2	M3
Cypress Depression	1.11	0	0
Cypress Mixed Forest	13.49	5.74	5.55
Mesic Flatwoods	35	26.24	13.01
Road	1.15	0.33	0.16
Wet Flatwoods	4.97	1.03	0.84
Wet Prairie/Wet Flatwoods	42.94	13.28	4.12
Total Acres Preserved	98.66	46.62	23.68
Widest Preserved Corridor (ft)	1200	560	310

Wetland Functional Assessment

State and federal mitigation teams have already evaluated UMAM assessments completed for the BPMB. Due to the location of this roadway within the BPMB and adjoining similar lands, the assessment of mitigation requirements for this project utilized the UMAM forms for BPMB to estimate the mitigation requirements for this project. The impacts to pre-mitigation values of communities were applied throughout the 200-foot project study area for each alternative plus ponds (Table C-5.), while the additional value generated through mitigation activities was applied solely to the portion of each 200-foot alignment within the BPMB (Table C-6.). This assures that mitigation for all impacts is addressed pursuant to state and federal permitting requirements and agency comments in ETDM.

Table C-5. BPMB UMAM Functional Loss Summary

BPMB Community Type	PGS Community Type	UMAM FL/ac	M1 (Ac)	M2 (Ac)	M3 (Ac)	M1 (FL)	M2 (FL)	M3 (FL)
Cypress Mixed	Cypress/Cypress Mixed Forest	0.73	27.91	18.93	18.44	20.37	13.82	13.46
Coastal Basin Marsh	Pond/Mixed Scrub-Shrub Wetland/Basin Swamp	0.80	5.37	11.03	15.27	4.30	8.82	12.22
Wet Flatwoods - Planted	Wet Prairie/Wet Flatwoods/Hydric Pine Flatwoods	0.60	17.68	8.21	8.63	10.61	4.93	5.18
Coastal Flatwoods - Planted	n/a	0.67	0	0	0	0.00	0.00	0.00
Mesic Flatwoods - Planted	Mesic Flatwoods/Palmetto Prairie	0.55	2.8	15.03	11.07	1.54	8.27	6.09
Total			53.76	53.20	53.41	36.82	35.84	36.95

Table C-6. BPMB Mitigation Credits Affected

Community Type	UMAM RFG per acre	Acres Within BPMB			Credits Generated by BPMB		
		M1	M2	M3	M1 (Credits)	M2 (Credits)	M3 (Credits)
Cypress Mixed Forest	0.167	27.91	18.93	18.44	4.66	3.16	3.08
Mesic Flatwoods	0.224	5.37	11.03	15.27	1.20	2.47	3.42
Wet Flatwoods	0.192	17.68	8.21	8.63	3.39	1.58	1.66
Palmetto Prairie	0.224	2.80	15.03	11.07	0.63	3.37	2.48
Total		53.76	53.20	53.41	9.89	10.58	10.64

Based on these estimates, Alignment M1 will require compensatory mitigation for a total of 46.71 UMAM credits. This mitigation will be obtained primarily through the purchase of mitigation bank credits, supplemented with other permittee-responsible mitigation as needed and appropriate.

Numerous wetlands were identified in the proposed project study area and SMF sites. Two OSWs were identified, with both being silviculture ditches that are stormwater conveyance features. One OSW was identified as an existing SMF that will be altered but not permanently impacted. The anticipated impacts to wetlands are provided below as Table C-7.

Table C-7. Wetland Impacts from Proposed Philip Griffiths Sr. Parkway, Phase III ←

FLUCFCS Description	FLUCFCS Code	Acreage within Alt M1 Project Area	Acreage within Alt M2 Project Area	Acreage within Alt M3 Project Area
Stormwater Pond	530	0.83	0.53	0.53
Stream and Lake Swamp (Bottomland)	615	0.01	0.01	0.01
Cypress	621	1.16	1.16	1.16
Hydric Pine Flatwoods	643	39.02	29.55	29.97
Wetland Forested Mixed/Cypress Mixed Forest	630	27.91	18.93	18.44
Wetland Scrub	631	0.4	0.4	0.4
Wet Prairie/Palmetto Prairie	643	3.23	15.46	11.5
Mesic Flatwoods*	414	5.37	11.03	15.27
TOTAL IMPACTS (acres)		77.93	77.07	77.28

*Although mesic flatwoods are an upland community, this community within the BPMB is assigned as wetland impact due to generating wetland credits in the state and federal mitigation bank permits.

Unavoidable wetland impacts will result from the construction of the proposed roadway. Transportation safety standards for side slopes, travel lane widths, clear zone requirements, and stormwater treatment requirements necessitate these potential impacts. Bay County has evaluated alignment alternatives, design options, and construction protection measures to avoid/minimize and reduce impacts to these resources. Mitigation for the unavoidable project impacts will be obtained primarily through the purchase of mitigation bank credits, supplemented with other permittee-responsible mitigation as needed and appropriate.

In accordance with EO 11990, Bay County has undertaken all actions to minimize the destruction, loss or degradation of wetlands, and to preserve and enhance the natural and beneficial values of wetlands. Nonetheless, Bay County has determined that there is no practicable alternative to construction impacts occurring in wetlands. Any unavoidable impacts to wetlands will be mitigated to achieve no net loss of wetland function. Impacts associated with the Preferred Alternative (M1) total 77.93 acres. Wetlands that are under a conservation easement within the Preferred Alternative (M1) included 39.59 acres.

C.2 Aquatic Preserves and Outstanding Florida Waters

St. Andrew Bay is listed as an Outstanding Florida Waters (OFW) and Aquatic Preserve. Although, the project would not directly impact St. Andrews Aquatic Preserve, treated stormwater will be discharged to West Bay which flows into St. Andrews Bay. Watersheds that directly drain into or are a direct tributary of an OFW are held to elevated water quality treatment standards. Because of this, it is expected that both the project's proposed stormwater treatment ponds will be required to provide an additional 50% treatment volume and 50% Permanent Pool volume. Therefore, the proposed project would not have an adverse impact to the St. Andrew Bay OFW and Aquatic Preserve.

C.3 Water Resources

The FDEP Comprehensive Verified List of Impaired Waterbodies (February, 2025) lists the following downstream waterbodies as being impaired: West Bay (WBID #1061A) for Fecal Coliform, St. Andrew's Bay North and Middle Segments (WBID #1061B, 1061C) for Enterococci. At the time of this report, there were no directly downstream waterbodies listed for nitrogen or phosphorus impairments.

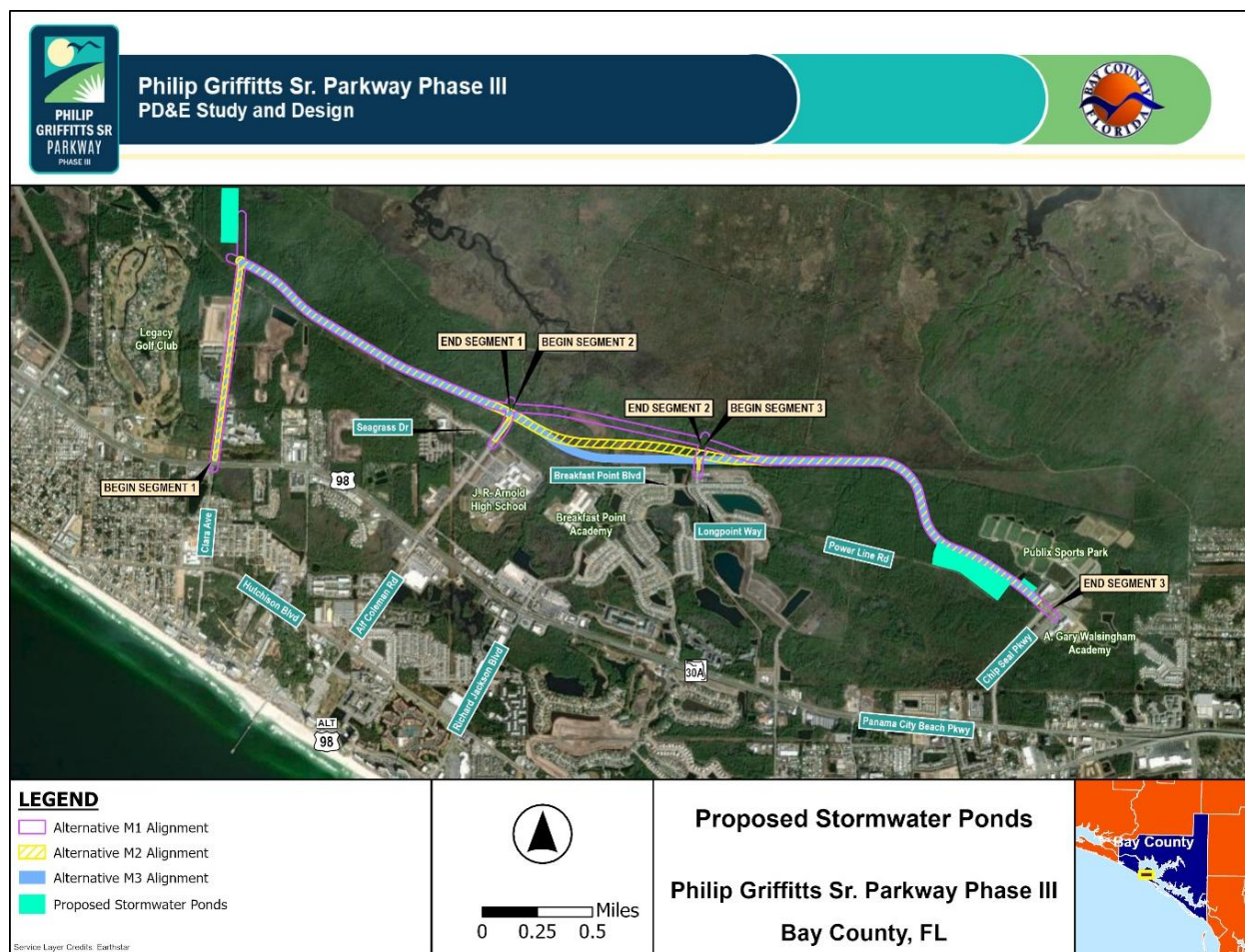
The design of proposed Stormwater Management Facilities (SMF) will comply with the standards set forth by the Northwest Florida Water Management District (NFWFMD), FDOT, and Bay County for the project, as described in the *PGS Parkway Phase III Pond Siting Report* (under separate cover)✓.

There are two stormwater management systems proposed for the project and one pond which will be modified to mitigate roadway impacts to the pond. Because of the protected status of the BPMB, the two preferred alternative pond locations are located outside the conservation easement, at the east and west ends of the project (Figure C-2.). Stormwater runoff across the project will be conveyed via curb inlet and pipe collection system to minimize the proposed roadway footprint and corresponding wetland disturbance. The Western Pond will be designed to discharge directly into West Bay, a tidally influenced waterbody, and thus discharge rates will not be held to water quality standards. Because the Western Pond will function exclusively as a water quality pond, it is considerably smaller than the Eastern Pond which will be required to provide both water quality and water quantity storage. Discharge from the Eastern Pond will be on the north side of PGS Parkway to match pre-development conditions. A third proposed pond, the Modified Homewood Suites Pond, will be constructed to replace the portion of the existing pond being impacted by the proposed project. This modified pond will continue to serve the Homewood Suites Development as originally designed and will not accept runoff from the proposed PGS Parkway. All three ponds being proposed will function as wet detention ponds. The location of outfalls in proposed conditions is based on pond location. Offsite stormwater will continue its historical path through cross drains, with offsite stormwater bypassing the proposed basins via an offsite drainage ditch and cross drains. Stormwater runoff from the extensions of Alf Colemand Road, Clara Avenue, and Longpoint Way, which is unable to be routed to the proposed ponds because of elevation constraints, will be addressed via compensating treatment and attenuation.

The proposed ROW for the preferred pond alternatives consists of approximately 12.3 acres for the West Pond, 21.2 acres for the East Pond, and 1.1 acres ✓for the Expanded Homewood Suites Pond. These ponds are located on sites with predominantly upland, planted pine communities. The expanded Homewood Suites Pond and East Pond are on parcels bordered by the Panama City Beach Publix Sports Park on one side and Powerline Road on the other, while the West Pond is proposed on an adjacent parcel outside the western edge of the BPMB.

A new Individual Environmental Resource Permit (ERP) will be required for the project. A pre-application meeting with the NSFWM and FDOT will be paramount in the design process to verify assumed design criteria. Water quality impacts resulting from erosion and sedimentation during construction will be controlled in accordance with regulatory agency permits, Best Management Practices (BMPs), and adherence to FDOT's Standard Specifications for Road and Bridge Construction (Section 104, "Prevention, Control, and Abatement of Erosion and Water Pollution"). Therefore, the project's potential to impact water quality is expected to be minimal.

Figure C-2. Proposed Stormwater Management Facilities (Ponds)



C.5 Wild and Scenic Rivers

There are no designated Wild and Scenic Rivers or rivers listed on the Nationwide Rivers Inventory within one quarter-mile of the project area.

C.6 Floodplains

Floodplain impacts resulting from the PGS Parkway, Segment III were evaluated pursuant to Executive Order 11988 of 1977, Floodplain Management, U.S. Department of Transportation Order 5650.2, Floodplain Management Protection, and Federal-Aid Policy Guide 23 Code of Federal Regulations (CFR) 650A. The intent of this evaluation is to avoid or minimize highway encroachments within the 100-year (base) floodplains, and to avoid supporting land use development that is incompatible with floodplain values. Further discussion of floodplain impacts, and compensation details can be found in the *PGS Parkway Phase III Location Hydraulic Report (LHR)*.

The majority of the project is located within FEMA regulated Flood Zone A (floodplain elevation not established) and Flood Zone AE with floodplain elevations ranging from 8-10 feet (NAVD). A small portion of the project is located within Flood Zone X (0.2 percent annual chance of flood hazard). There are no known regulatory floodways within the project area. The Federal Emergency

Management Agency (FEMA) Flood Insurance Rate Maps (FIRM) Community Panel Numbers 12005C0304J, 12005C0302J, 12005C0308J, 12005C0309J (dated December 2024) for Bay County were reviewed to determine the extent of the FEMA floodplains within the project limits. Because the site sits directly adjacent to tidally influenced waters (West Bay), the flood elevations listed in the FEMA FIRM maps are based upon estimated hurricane surge elevations.

The project is located within two high risk designated flood zones as determined by FEMA (Figure C-4.).

- Zone AE: Base flood elevation (BFE) determined (quantified)
- Zone A: No BFE determined (approximated)

Figure C-4. Flood Hazard Areas

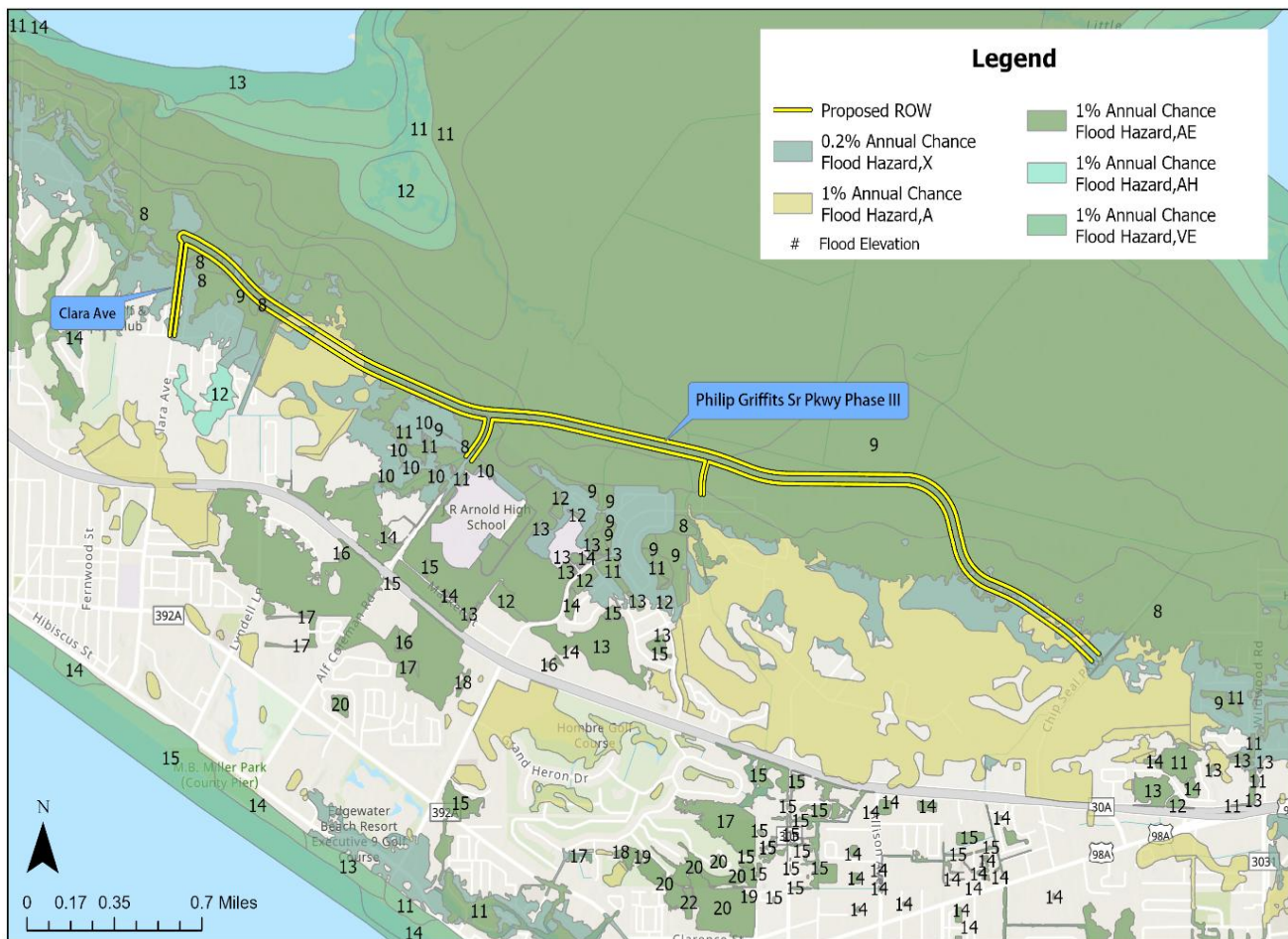


Table C-8. provides a summary of the impacted 100-year flood zones in the project limits.

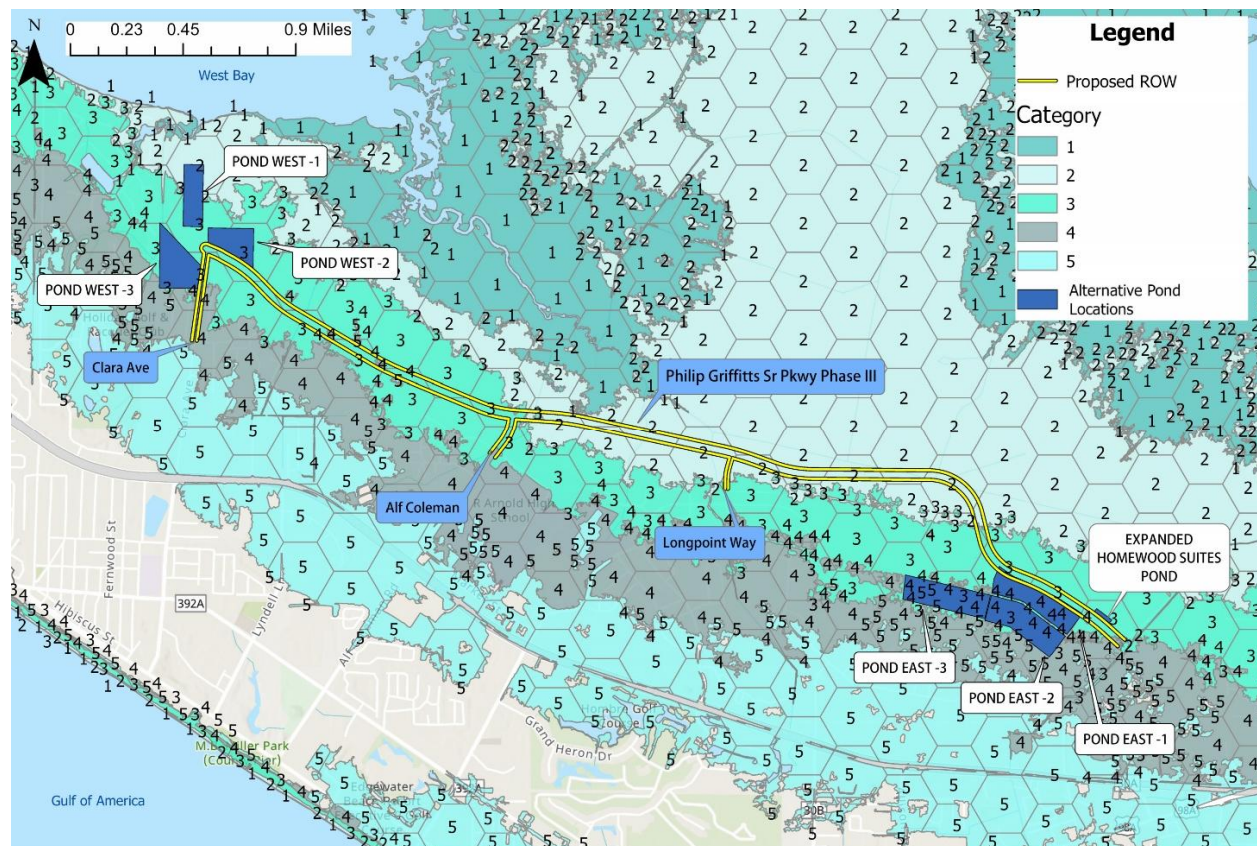
Table C-8. Floodplain Areas Adjacent to the Phillip Griffiths Sr. Parkway Phase 3

Floodplain/ Water Body	Floodplain Map ID	Floodplain Zone	Floodplain Elevation	Encroachment Amount (acres)
ICWW (1088)	12005C0304H 12005C0302H	X & AE	9'	18.0
Botheration Bayou (1099)	12005C0308H 12005C0304H	A & X & AE	10'	67.1
Basin Bayou (1092)	12005C0308H	X & AE	9'	15.4
Harrison Bayou (1105)	12005C0309H 12005C0308H	A & X & AE	9'	27.9
Unnamed Bayou (1119)	12005C0309H	A & X & AE	9'	6.0

The proposed project is estimated to impact 108.80 acres of 100-year floodplain.

Since the entirety of the project is located within a FEMA designated hurricane surge zone (Figure C-5.), project impacts to the existing FEMA floodplain are not expected to require volumetric compensation. Instead, cross drains throughout the project will be sized appropriately to convey the 100-year design storm event without causing adverse impacts to floodplain upstream (south) of the proposed corridor. In total, thirty-four (34) new cross drains along the corridor are anticipated. Additional details of the cross drain analysis are provided in the LHR for this project.

Figure C-5 Storm Surge Zone



There are no changes in flood risk associated with the proposed improvements within the project area. The purpose is to enable risk reduction and resiliency of the transportation network by providing an alternate route that is constructed above the storm surge elevation in the coastal high hazard area.

All proposed structures will perform hydraulically in a manner equal to or greater than the existing condition, and backwater surface elevations are not expected to increase. Thus, there will be no significant adverse impacts on natural and beneficial floodplain values. There will be no significant change in flood risk, and there will not be a significant change in the potential for interruption or termination of emergency services or emergency evacuation routes. Therefore, it has been determined that this encroachment is not significant.

C.7 Coastal Barrier Resources

There are no coastal areas in project study area designated for protection under the Coastal Barrier Resources Act of 1982 (CBRA) or the Coastal Barrier Improvement Act of 1990 (CBIA).

C.8 Protected Species and Habitat

The project study area was assessed for the presence of suitable habitat for federally-listed and state-listed species and USFWS Critical Habitat in accordance with 50 Code of Federal Regulations (CFR) Part 402 of the ESA of 1973, as amended; Chapter 5B-40: *Preservation of Native Flora of*

Florida, (FAC); Chapter 68A-27: *Rules Relating to Endangered or Threatened Species* (FAC); the MBTA of 1918; and *Part 2, Chapter 16 - Protected Species and Habitat* of the FDOT PD&E Manual.

Agencies reviewed the project area through ETDM#14562 and provided comments between May and July of 2024. The USFWS listed the following species as having the potential to occur in the project study area: West Indian manatee (*Trichechus manatus*), Eastern black rail (*Laterallus jamaicensis jamaicensis*), tricolored bat (*Perimyotis subflavus*), Eastern indigo snake (*Drymarchon corais couperi*), reticulated flatwoods salamander (*Ambystoma bishopi*), redcockaded woodpecker (*Dryobates borealis*), alligator snapping turtle (*Macrochelys temminckii*), monarch butterfly (*Danaus plexippus*), Godfrey ' s butterwort (*Pinguicula ionantha*), telephus spurge (*Euphorbia telephioides*), and white birds-in-a-nest (*Macbridea alba*). ETDM comments also requested evaluation of migratory birds and bald eagles (*Haliaeetus leucocephalus*). The Endangered Species Evaluation concluded that habitat existed to support telephus spurge as this species has been documented within the project study area.

Bay County evaluated comments from the US Fish and Wildlife Service (USFWS), Florida Fish and Wildlife Conservation Commission (FWC), and Florida Department of Agriculture and Consumer Services (FDACS), and recommended a Degree of Effect (DOE) of Moderate for protected species. Based on the preferred alternative, the proposed project is expected to result in minimal to moderate involvement with wildlife and habitat resources. Bay County has committed to consultation with the USFWS if federally listed species may be affected by this project. Consultation is anticipated as part of the current PD&E study.

Key ETDM comments referencing listed species included:

- The USACE is also aware that the proposed alignment includes areas that may support endangered species protected under the Endangered Species Act, including telephus spurge, which is small perennial herb listed as threatened by the USFWS. This herb has a limited distribution, and it is only found in 5 coastal counties (Bay, Franklin, Gulf, Wakulla, Walton) of the Florida Panhandle. Telephus spurge is documented within the project study area.
- The proposed project is within the USFWS West Indian manatee consultation area and the USFWS telephus spurge current range. The USFWS red-cockaded woodpecker consultation area does not include the project site, and it was not included on the USFWS IPaC report; however, this species was considered due to the ETDM comments.

More information on the identification of protected species and /or presence of the critical habitats is presented in the *PGS Parkway Phase III Natural Resources Evaluation (NRE)*, under separate cover.

The project study area was assessed for the presence of federally- and state-listed species as well as other protected species and USFWS Critical Habitat. The forty-two (42) species considered to potentially occur in the study area are listed in Table C-9. with their probability of involvement and the effect determination for each. Species with no probability of occurrence within the project area are rated as “No Effect” for nine (9) federal species and “No Effect Anticipated” for ten (10) state species. By preserving the lands managed by BPMB for telephus spurge and other species, while also committing to wildlife crossings and coordination on prescribed burns, the preferred alternative (M1) best minimizes potential adverse effects to protected species and their habitat.

Protective measures and commitments are proposed for species with the potential to occur within the project site, including standard construction measures (e.g. eastern indigo snake), additional surveys (protected plants) and either re-initiation of consultation or further coordination if these listed species are discovered during design or construction. As a result, the effect determinations for these species are “may affect but not likely to adversely affect” (MANLAA) for five (5) federal species and “no adverse effect anticipated” for thirteen (13) state species. Species that are either proposed for listing (e.g., tri-colored bat) or are protected via other laws (e.g., bald eagle) are also protected via commitments and/or protective measures

Table C-9. Potential Protected Species Status, Involvement, and Effect Determination Summary – PGS Parkway, Phase III

Scientific Name	Common Name	Federal Status	State Status	Probability of Occurrence	Effect Determination
<i>Dryobates borealis</i>	Red-cockaded Woodpecker	FE	FE	Low	No Effect
<i>Charadrius melodus</i>	Piping Plover	FT	FT	None	No Effect
<i>Laterallus jamaicensis ssp. jamaicensis</i>	Eastern Black Rail	FT	FT	None	No Effect
<i>Sterna antillarum</i>	Least Tern	-	ST	None	No Adverse Effect Anticipated
<i>Haliaeetus leucocephalus</i>	Bald Eagle	MBTA+	--	High	-
<i>Dermochelys coriacea</i>	Leatherback Sea Turtle	FE	FE	None	No Effect
<i>Ambystoma bishopi</i>	Reticulated flatwoods salamander	FE	FE	Low	MANLAA
<i>Drymarchon couperi</i>	Eastern Indigo Snake	FT	FT	Low	MANLAA
<i>Macrochelys temminckii</i>	Alligator Snapping Turtle	PT	ST	None	No Effect
<i>Gopherus polyphemus</i>	Gopher Tortoise	C	ST	High	No Adverse Effect Anticipated
<i>Peromyscus polionotus altophrys</i>	Choctawhatchee Beach Mouse	FE	FE	None	No Effect
<i>Perimyotis subflavus</i>	Tricolored Bat	PE	SE	Low	No Adverse Effect Anticipated
<i>Trichechus manatus</i>	West Indian Manatee	FT	FT	None	No Effect
<i>Ursus americanus floridanus</i>	Florida Black Bear	-	*	High	-
<i>Acipenser oxyrinchus desotoi</i>	Gulf Sturgeon	T	FT	None	No Effect
<i>Danaus plexippus</i>	Monarch Butterfly	C	-	Low	No Adverse Effect Anticipated
<i>Cladonia perforata</i>	Perforate Reindeer Lichen	FE	FE	None	No Effect
<i>Thalictrum cooley</i>	Cooley's Meadowrue	FE	FE	Moderate	MANLAA
<i>Euphorbia telephioides</i>	Telephus spurge	FT	FT	High	MANLAA
<i>Pinguicula ionantha</i>	Godfrey's Butterwort	FT	FT	High	MANLAA
<i>Macbridea alba</i>	White-Birds-in-a-Nest	FT	FT	High	MANLAA
<i>Chrysopsis godfreyi</i>	Godfrey's Goldenaster		SE	None	No Effect Anticipated
<i>Chrysopsis gossypina ssp. cruiseana</i>	Cruise's Goldenaster		SE	None	No Effect Anticipated

Scientific Name	Common Name	Federal Status	State Status	Probability of Occurrence	Effect Determination
<i>Gentiana pennelliana</i>	Wiregrass Gentian		SE	Moderate	No Effect Anticipated
<i>Linum westii</i>	West's Flax		SE	Moderate	No Effect Anticipated
<i>Litsea aestivalis</i>	Pondspice		SE	Low	No Effect Anticipated
<i>Macranthera flammea</i>	Hummingbird flower		SE	Low	No Effect Anticipated
<i>Pinguicula primuliflora</i>	Primrose-flowered butterwort		SE	Moderate	No Effect Anticipated
<i>Platanthera integra</i>	Yellow Fringeless Orchid		SE	Moderate	No Effect Anticipated
<i>Rhexia parviflora</i>	Small-flowered Meadowbeauty		SE	Low	No Effect Anticipated
<i>Rhododendron austrinum</i>	Florida Flame Azalea		SE	None	No Effect Anticipated
<i>Ruellia noctiflora</i>	Night-flowering Wild Petunia		SE	Low	No Effect Anticipated
<i>Stachydeoma graveolens</i>	Mock Pennyroyal		SE	None	No Effect Anticipated
<i>Tiedemannia filiformis</i> ssp. <i>greenmanii</i>	Giant Water Cowbane		SE	High	No Adverse Effect Anticipated
<i>Xyris isoetifolia</i>	Quillwort Yellow-eyed Grass		SE	None	No Effect
<i>Andropogon arctatus</i>	Pinewoods Bluestem		ST	Moderate	No Effect Anticipated
<i>Asclepias viridula</i>	Southern Milkweed		ST	Moderate	No Adverse Effect Anticipated
<i>Calamovilfa curtissii</i>	Curtiss' Sandgrass		ST	Moderate	No Adverse Effect Anticipated
<i>Lupinus westianus</i>	Gulf Coast Lupine		ST	None	No Adverse Effect Anticipated
<i>Physostegia godfreyi</i>	Apalachicola Dragon-head		ST	Moderate	No Effect Anticipated
<i>Polygonella macrophylla</i>	Large-leaved Jointweed		ST	None	No Effect
<i>Rhexia salicifolia</i>	Panhandle Meadowbeauty		ST	None	No Effect Anticipated
<i>Xyris scabrifolia</i>	Harper's Yellow-eyed Grass		ST	None	No Effect Anticipated

Migratory Bird Treaty Act (MBTA); +Bald and Golden Eagle Protection Act (BGEPA); FE – Federally-Designated Endangered; FT – Federally-Designated Threatened; ST – State-Designated Threatened; C – Candidate Species; MANLAA – May Affect, Not Likely to Adversely Affect; *protected under the Florida Black Bear Conservation Rule (Rule 68A-1.004, FAC)

Federally and state-listed plant species are anticipated to potentially occur in the area due to appropriate habitat for several protected plant species in the project study area. The proposed project “*may affect, but not likely to adversely affect*” federally listed plant species. There is no adverse effect anticipated to state-listed plant species.

Implementation Measures

- Bay County will conduct a survey for gopher tortoises and coordinate with the FWC as appropriate based on the survey. Should gopher tortoise burrows be located within the proposed improvement, Bay County will coordinate with the FWC to obtain necessary permits and to relocate tortoises as required.
- The contractor selected for construction of this project will implement erosion and sediment controls and other BMPs throughout construction to prevent adverse impacts to adjacent water resources and properties, in accordance with the anticipated ERP and NPDES permits and FDOT specifications, including FDOT Standard Specifications 120-5 (Disposal of Surplus and Unsuitable Material) and 104-3 (Control of Contractor's Operations Which May Result in Water Pollution).
- FDOT Special Provision SP0070104-1 (Bears) will be included in the construction measures for this project to minimize human-bear conflicts during construction.
- Surveys to update locations of bald eagle nest sites will be conducted prior to construction and proper coordination will occur with the USFWS if it is determined a bald eagle nest is within 660 feet or less of the proposed improvement.
- The contractor will adhere to FDOT's Contractor Requirements for Unanticipated Interaction with Protected Species. These requirements are included in FDOT's Standard Specifications for Road and Bridge Construction and apply to all FDOT construction projects.
- Provision of a mitigation plan for impacts to the Breakfast Point Mitigation Bank that provides a net ecological benefit

Commitments

- Bay County will provide compensatory mitigation to offset the wetland mitigation credits generated within the portion of the BPMB impacted directly and indirectly by this project. This is in addition to mitigation for wetland impacts to areas not utilized for mitigation purposes.
- Bay County will purchase and remove conservation easements underlying the right-of-way necessary for this project.
- If the alligator snapping turtle is listed by the USFWS to Threatened or Endangered and the project may affect the species, Bay County commits to re-initiating consultation with USFWS to determine appropriate avoidance and minimization measures for protection of the newly listed species.
- If the monarch butterfly is listed by the USFWS as Threatened or Endangered and the project may affect the species, Bay County commits to re-initiating consultation with USFWS to determine appropriate avoidance and minimization measures for protection of the newly listed species.
- Species-specific surveys for Cooley's meadowrue, telephus spurge, Godfrey's butterwort, and white birds-in-a-nest will be completed during design. In the event federal-listed plant species are discovered during the surveys, consultation with USFWS will be reinitiated.

- A survey for state-listed plant species including wiregrass gentian, West's flax, primrose-flowered butterwort, yellow fringeless orchid, night-flowering wild petunia, pinewoods bluestem, southern milkweed, and Apalachicola dragon-head will be performed during the design phase and coordination with FWC/FDACS will occur if impacts to the species are anticipated.
- Upon listing of the tricolored bat, if the project contains suitable habitat and requires tree trimming and/or clearing, Bay County will not conduct tree trimming/clearing activities during the tricolored bat pup season (May 1st to July 15th) and when bats may be in torpor (when temperatures are below 45 degrees Fahrenheit).
- Upon listing of the tricolored bat, if the project contains suitable habitat and Bay County needs to trim or clear trees or perform work on bridges/culverts during the maternity season and/or when the temperature is below 45 degrees Fahrenheit, then Bay County will survey the project area for evidence of the tricolored bat. The Indiana Bat and Northern Long-Eared Bat Survey Guidance (USFWS), Appendix J acoustic survey protocol in the year-round range (mist netting is not being conducted in Florida at this time), will be used for areas with tree trimming/clearing. For bridges and culverts, the Indiana Bat and Northern Long-Eared Bat Survey Guidance, Appendix K, Assessing Bridges and Culverts for Bats, will be used.
- If the tricolored bat surveys result in no tricolored bats detected, then Bay County can proceed with the project activities. Negative results from bridge/culvert surveys are valid for 2 years. Negative results for acoustic surveys are valid for 5 years. However, negative results for either survey may be invalidated if additional tricolored bat survey data is submitted to FWS showing presence of the species within the vicinity of the project area. Additional survey work by Bay County, or application of the avoidance and minimization measures noted in the implementation measure above, may be required if updated detections are reported, and may result in reinitiation of consultation with USFWS.
- If the tricolored bat surveys result in positive detections of the tricolored bat, Bay County will implement conservation measures such as not conducting tree trimming/clearing activities during the tricolored bat pup season (May 1st to July 15th) when pups are not volant and not able to escape disturbance; similarly avoid tree trimming/clearing activities when the temperatures are below 45 degrees Fahrenheit when bats may be in torpor and unresponsive to disturbance
- Design of the PGS Phase III project will incorporate bridged wildlife crossings and flow-ways to protect wildlife corridors and hydrological connections key to the ecological functions of the BPMB as identified in the permits and associated management plans for this mitigation bank.
- Bay County will coordinate with the BPMB to implement road closures during prescribed burns in the areas of the BPMB that would pose a smoke hazard to safe vehicular travel.

C.9 Essential Fish Habitat

No essential fish habitat resources are located within the 500-foot buffer around the project's alignment. Therefore, there is no involvement with Essential Fish Habitat.

SECTION D – PHYSICAL ENVIRONMENT

Documentation of the existing physical environmental conditions of the study area and the evaluation of the project's potential effects on the physical environment resources are provided in the following support documents completed as part of the PD&E Study and summarized below:

- Philip Griffiths, Sr. Parkway Highway Traffic Noise Technical Memorandum
- Philip Griffiths, Sr. Parkway Contamination Technical Memorandum
- Philip Griffiths, Sr. Parkway Preliminary Engineering Report

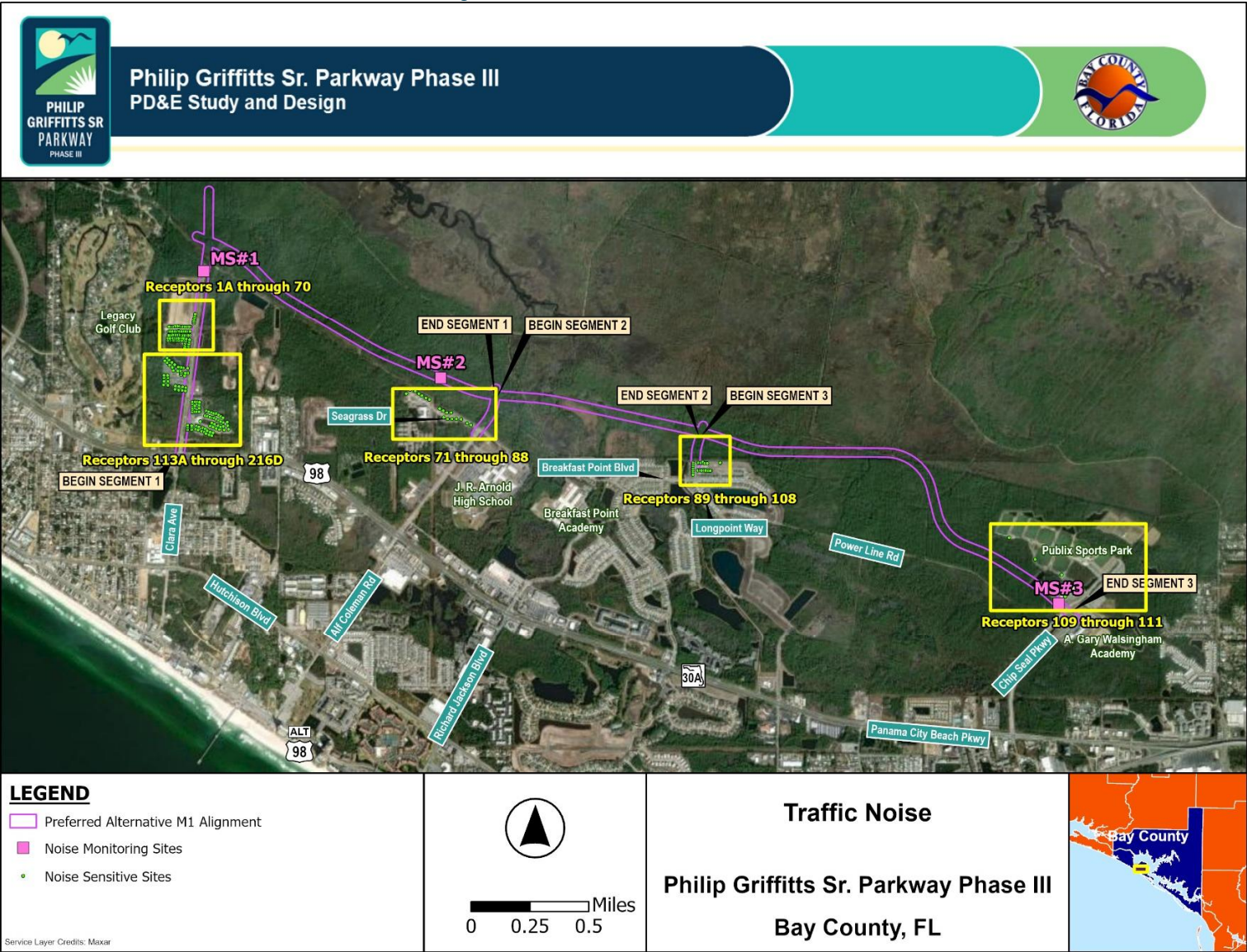
D.1 Traffic Noise Impacts

Consistent with Title 23 Part 772 (23 CFR 772), *Procedures for Abatement of Highway Traffic Noise and Construction Noise*, a traffic noise analysis was conducted for this project. This analysis followed the procedures in Part 2 Chapter 18 of the FDOT *PD&E Manual* and the guidelines in the FDOT *Traffic Noise Modeling and Analysis Practitioners Handbook (2018)*. Traffic noise levels were predicted utilizing the Federal Highway Administration (FHWA) Traffic Noise Model (TNM), version 2.5, as required by 23 CFR 772, for the existing year (2024) and the design year (2050) No-Build and Build alternatives. The methodology and results of the traffic noise analysis have been documented in the *Philip Griffiths, Sr. Parkway Highway Traffic Noise Technical Memorandum* and are summarized below.

A total of 216 receptors representing 574 noise sensitive sites (Figure D-1.) were analyzed to determine noise impacts. Receptors 1-52 represented a three-story multi-family residence (Noise Abatement Criteria [NAC] Activity Category B), receptors 53-108 represented single-family residences (NAC Activity Category B), receptors 109-111 represented the Publix Sports Park (NAC Activity Category C), receptor 112 represented the Homewood Suites pool (NAC Activity Category E), receptors 113-179 represented a multi-family residence with 3-4 stories and pool, and receptors 180-216 represented another multi-family residence with 3-4 stories.

Predicted noise levels did not approach, meet, or exceed the Noise Abatement Criteria (NAC) at any of the noise sensitive sites within the project limits. The maximum increase in predicted noise levels for the Design Year (2050) Build Alternative was 12.7 decibels over existing (2024) noise levels and the average increase was 4.6 decibels. Since a substantial increase (15 decibels) in traffic noise levels would not occur and since predicted noise levels at the noise sensitive sites did not approach, meet, or exceed the Noise Abatement Criteria, noise abatement measures were not considered.

Figure D-1. Noise Sensitive Sites



D.2 Air Quality

This project is not expected to create adverse impacts on air quality because the project is in attainment for all National Ambient Air Quality Standards (NAAQS) and because the project is expected to improve the Level of Service (LOS) and reduce traffic delay and congestion on U.S. 98/S.R. 30A (Panama City Beach Parkway) within the study area.

Construction activities may cause short-term air quality impacts in the form of dust from earthwork and unpaved roads. These impacts will be minimized by adherence to applicable state regulations and to applicable FDOT Standard Specifications for Road and Bridge Construction.

D.3 Contamination

A database, historical aerial, and field reviews were screened to identify potential contaminated sites and to evaluate the potential for encountering contamination from current and/or previous land uses during construction. This screening was completed following the guidance provided in FDOT's Project Development and Environmental (PD&E) Manual, Part 2, Chapter 20 Contamination, effective July 31, 2024. The methodology and results of the analysis have been documented in the *Philip Griffiths, Sr. Parkway Phase III Contamination Technical Memorandum*.

None of the database, historical aerial, or field reviews identified potential contamination sites. Due to no identified potential contamination sites, no further assessments are recommended for contamination.

D.4 Utilities and Railroads

The proposed project is predominantly located on new alignment, therefore, potential involvement with utilities would be limited to those locations where the project follows (Clara Avenue) or intersects (at Alf Coleman Road and Chip Seal Parkway) existing road rights-of-way. Table D-1. provides a list of utility providers within the project limits.

Table D-1. Utility Providers within the Project Limits

Utility Type	Utility Provider	Location(s)	Potential Involvement
Fiber Optic	AT&T	Chip Seal Parkway	Minimal
Electrical	Florida Power & Light	Easement from Clara Avenue to Alf Coleman Road	Minimal
Gas	TECO Peoples Gas	Alf Coleman Road, Chip Seal Parkway	Minimal
Water/ Wastewater	City of Panama City Beach	Clara Avenue, Alf Coleman Road, Chip Seal Parkway	Benefit
Cell Tower	Verizon	Alf Coleman Road	Minimal

There is no involvement with railroads for this project.

D.5 Construction

Construction activities may cause short-term air quality impacts in the form of dust from earthwork and unpaved roads. These impacts will be minimized by adherence to applicable state regulations and to applicable FDOT Standard Specifications for Road and Bridge Construction.

Based on the existing land use within the limits of this project, construction of the proposed roadway improvements may cause temporary noise and/or vibration impact. If noise-sensitive land uses develop adjacent to the roadway prior to construction, additional impacts could result. It is anticipated that the application of the FDOT's Standard Specifications for Road and Bridge Construction will minimize or eliminate most of the potential construction noise and vibration impacts. However, should unanticipated noise or vibration issues arise during the construction process, the Project Manager, in concert with the Contractor, will investigate additional methods of controlling these impacts.

The air quality effect of construction activities will be short-term and will mainly be in the form of dust from earth work and unpaved roads. These impacts will be minimized by adherence to all applicable State and Local regulations and to the FDOT's Standard Specifications for Road and Bridge Construction.

Water quality impacts resulting from erosion and sedimentation will be controlled in accordance with regulatory agency permits, BMPs, and adherence to FDOT's Standard Specifications for Road and Bridge Construction (Section 104, "Prevention, Control, and Abatement of Erosion and Water Pollution").

Entrances to local residences and businesses will be maintained to the maximum extent possible during project construction. A Maintenance of Traffic (MOT) plan will be developed during final design for the implementation of the Preferred Alternative.

D.6 Bicycles and Pedestrians

The existing portion of Clara Avenue north of U.S. 98/S.R. 30A (Panama City Beach Parkway) features a six-foot sidewalk along the western side of the road. There are no dedicated bicycle facilities along the existing portion of Clara Avenue north of U.S. 98/S.R. 30A (Panama City Beach Parkway).

Additionally, a 1.45-mile segment of the Gayle's Trails shared use path network was constructed in 2023 extending from the western limits of the Breakfast Point neighborhood, westward to J.R. Arnold High School, and continues approximately one mile west of Alf Coleman Road along the Florida Power & Light Easement.

There are four Shared-Use Nonmotorized (SUN) Trail Network (Great Northwest Coastal Trail – three unfunded and one existing) segments. The project follows along the proposed Great Northwest Coastal Trail (unfunded gap section) from the beginning of the project limits at U.S. 98, north along Clara Avenue, then parallels the Great Northwest Coast Trail (existing and unfunded gap sections) north of Clara Avenue until the end of the project limits at Chip Seal Parkway. The project would also provide a connection to the Great Northwest Coastal Trail via Alf Coleman Road.

The proposed project will enhance the regional connectivity of the pedestrian and bicycle facilities in the study area by providing a shared-use path that can serve as the unfunded gap section of the Great Northwest Coastal Trail (SUN Trail Network). The project will also enhance nonmotorized access between residential areas and resources such as the J.R. Arnold High School and the Panama City Beach Publix Sports Complex on Chip Seal Parkway.

The design of the shared use path will improve the safety of bicyclists and pedestrians by providing separation between the path and the roadway travel lanes. The proposed project would also enhance bicyclist and pedestrian safety by providing an alternate route to destinations that currently are not accessible by bicycle and pedestrian facilities or that may have such facilities but are located along heavily traveled routes with high accident rates.

D.7 Navigation

No Involvement.

SECTION E – AGENCY COORDINATION AND PUBLIC INVOLVEMENT

E.1 Agency Coordination

Agency coordination and public involvement activities are summarized in the Comments and Coordination Technical Memorandum prepared for this project.

Agency coordination began with the publication of the project Advance Notification in FDOT's Efficient Transportation Decision Making (ETDM) Programming Screen (see the ETDM Programming Screen Summary Report dated 9/4/2024) and has occurred at various points throughout the PD&E phase of the project. These efforts will continue as the project moves forward into design.

Throughout the PD&E Study, the County and Consultant team have met monthly to discuss project tasks and issues; representatives from the City of Panama City Beach have participated in those monthly meetings on occasion. In addition to monthly meetings, below is a history of specific agency coordination meetings that have been conducted, to date:

- Meeting with FDOT – April 17, 2023. Meeting included a review of the project segmenting, typical section, and environmental discussions. It was agreed that the PD&E would be county led and FDOT would informally review and not be a signatory on the environmental documentation. Plans for public involvement were also discussed, including a request from FDOT to be informed of field work in case the public reached out to FDOT when they saw surveyors, traffic counts, etc.
- Meeting with FDEP and USACE – June 30, 2023. The County introduced the project to representatives from FDEP and USACE Project, including information about the purpose of the project and the project schedule. The Consultant Team shared some of the constraints governing the project, including the planned widening of U.S. 98/S.R. 30A (Panama City Beach Parkway) and the Breakfast Point Mitigation Bank through which a portion of the Phase III corridor would traverse. There was discussion about avoidance and minimization options, mitigation requirements, and other mitigation considerations. The Consultant Team informed FDEP and USACE staff that the project would be screened through the Efficient Transportation Decision Making (ETDM) Programming Screen for agency review and identified key representatives from FDEP and USACE for future coordination.
- Mitigation Bank Agency Meeting – August 27, 2024. The County and the Consultant team provided an overview of the project, the purpose and need, and the development process for the Build alternatives being considered. The Consultant team acknowledged the agency input received through the ETDM Programming Screen regarding the mitigation bank and conservation easement, jurisdictional waters, impacts, and mitigation needs which will be required or expected. The eminent domain process was discussed for the roadway, noting that Florida Statute and case law are consistent that conservation easement can be condemned for roadways serving the public good. The Consultant Team summarized the anticipated impacts to the Breakfast Point Mitigation Bank, and USACE and FDEP provided

feedback on the potential changes to the BPMB as a result of the eminent domain process and roadway construction.

E.2 Public Involvement

Public outreach and involvement are important to the success of the project. This outreach effort will continue as the project moves forward into subsequent phases. The Comments and Coordination Report includes documentation of the items listed below. Listed below is a history of the public outreach events to date:

- Public Kickoff Meeting – May 25, 2023 from 5:00 PM-8:00 PM. A Letter, Project Handout, and Comment Form were emailed to Elected/Appointed Officials and Stakeholders on April 30, 2023 and May 2, 2023. A Project Handout and Comment Form were mailed to property owners on May 10, 2023. A print ad was placed in *Panama City News Herald* on May 14, 2023. The legal advertisement appeared in the Florida Administrative Register on May 17, 2023. The project information was presented and displayed for the public and agencies in attendance at the Lyndell Conference Center, 423 Lyndell Lane, Panama City Beach. Written comments submitted at the meeting or sent by mail became part of the official record.
- Alternatives Public Meeting – March 6, 2025; 5:00 PM – 7:00 PM. The purpose of the public alternatives meeting was to offer interested persons new information on the proposed improvements, provide an opportunity to learn about the project, and allow them to share their views. Bay County representatives and project team members were available to explain proposed improvements, answer questions, and receive comments. A project handout was emailed to Elected/Appointed Officials and Stakeholders on February 21, 2025, and the project handout was mailed to property owners on February 21, 2025. A print ad was placed in the *Panama City News Herald* on February 26, 2025, and the legal advertisement appeared in the Florida Administrative Register on February 26, 2025. Informational materials available at the public alternatives meeting included a project handout providing an overview of the PD&E study and a comment form with contact information. Below is a listing of the display exhibits at the public alternatives meeting:
 - o Welcome Board
 - o Alignment Alternatives Board
 - o Evaluation Matrix Board
 - o Preliminary Project Rendering Board
 - o Traffic Noise Analysis Board
 - o Typical Section Board
 - o Contact Us Board
 - o Title VI Board

A total of 39 comment forms were received: 18 comments were provided at the public alternatives meeting, 10 comments were emailed, 2 comments were received by phone,

and 9 comments were mailed in; 7 prior to the public alternatives meeting and 2 after the public alternatives meeting.

- o Prefer Alternative A
 - o Recommendation to consider a roundabout
 - o Oppose Access Road into Breakfast Point/limit places to enter and exit to U.S. 98 (Panama City Beach Parkway)
 - o Environmental/wetland/wildlife concerns
 - o Noise concerns, cost concerns
- Public Hearing
 - Public Hearing will be planned in Fall 2025.

Appendix A. LRTP PLANNING CONSISTENCY PAGES

2045 LRTP Cost Feasible Plan Page D-2

Bay County TPO - 2045 Long Range Transportation Plan - Adopted Cost Feasible Plan



Bay County 2045 Cost Feasible Plan

D-2

2045 LRTP Cost Feasible Plan Page D-4

Adopted Cost Feasible Plan: Non-Strategic Intermodal System (SIS) Projects <i>Projects not shown in priority order</i>				
ID	Project Name	From	To	Improvement
10	US 98 at Thomas Dr. [C-2] 2179951, 2199952			Interchange Phases II and III
11	Star Avenue [A-11]	SR 22 (Wewa Highway)	US 231 (SR 75)	Widen to 4 Lanes
12	Transmitter Road [A-12]	US 98 (E. 15 th Street)	C Street	Widen to 4 Lanes
13	Gulf to Bay Parkway [A-5] 4109115	CR 386	South of Tyndall Air Force Base	Construct New Roadway
14	Bay Parkway Phase 3 [A-49] Back Beach Bypass, Philip Griffiths Sr. Parkway between Clara Avenue and Chip Seal Parkway			Construct new 4 Lane Facility
15	US 98 Panama City Beach Pkwy Elevated Segment [A-50] Connecting Back Beach / Bay Pkwy Phase 2 and 3]			Construct new 4-lane elevated segment of Back Beach US 98
16	Elevated Pedestrian Structure on US 98 (Back Beach Road) at N. Pier Park Drive [E-8]			Construct Pedestrian Overcrossing
17	Harrison Street Roundabout at 6 th Street [C-9]			Roundabout
18	SR 20	Washington County Line	US 231 (SR 75)	Widen to 4 Lanes
19	Transit Funds for Existing Service Levels			System-wide funding to maintain existing service.

2045 LRTP Cost Feasible Plan Page E-5

CFP Map # [Needs Plan #]	Project	FPID	From	To	Improvement	Phase	TIP FY20-24, & 21-25	Fed Fund Codes	Fed Fund Amt.	2025-2030	2031-2035	2036-2045	FY 26-45 Totals	FY20-45 Totals (adding TIPs)	Beyond 2045
Hybrid Non-SIS Scenario as approved by TPO June 16, 2021 (continued)															
13 [A-5]	Gulf to Bay Parkway [Non-SIS Priority 10 for construction]	4109115, 4109112 (PD&E), 4109113 (PE & /W)	CR 386	South of Tyndall Air Force Base	Construct New Roadway [Capacity]	PD&E	Complete 410911-2			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
						PE	Complete 410911-3			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
						RW	Complete 410911-3			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
						CST/CEI	\$ -			\$ -	\$ -	\$ -	\$ -	\$ -	\$ 42,077,681
						PD&E	Complete 410981-2			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
n/a [A-22]	Gulf Coast Parkway [Non-SIS Priority 11 for Design] [Hurricane Recovery Project #25] Design Phase underway for 4109817 from Wewah Hwy to Star Ave.	4109812	US 98 (SR 30)	US 231 (SR 75)	Construct New Roadway [Capacity]	PE	\$ -			\$ -	\$ -	\$ -	\$ -	\$ -	\$ 20,596,000
						RW	\$ -			\$ -	\$ -	\$ -	\$ -	\$ -	\$ 29,900,000
						CST/CEI	\$ -			\$ -	\$ -	\$ -	\$ -	\$ -	\$ 404,200,000
						PD&E	Complete			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
						PE	Complete	HPP \$2,414,895		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
n/a [E+C]	Gulf Coast Parkway TPO Committed Non-SIS Project Priority for CST [Hurricane Recovery Project #25]	4109818	US 98 (SR 30)	CR 2315 (Star Avenue)	Construct New Roadway [Capacity]	RW	Complete	HPP \$2,395,307		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
						ENV	\$1,626,501	HPP \$ 518,444		\$ -	\$ -	\$ -	\$ -	\$ 1,626,501	\$ -
						CST/CEI	\$17,941,097	HPP, SL, TIMP \$17,941,097		\$ -	\$ -	\$ -	\$ -	\$ 17,941,097	\$ -
						PD&E (Local)	\$ -			\$ 3,000,000	\$ -	\$ -	\$ 3,000,000	\$ 3,000,000	\$ -
						PE	\$ -			\$ -	\$ 6,200,000	\$ -	\$ 6,200,000	\$ 6,200,000	\$ -
14 [A-49]	Bay Parkway Phase 3 (Back Beach Bypass, US 98 at Clara Avenue and Chip Seal Parkway) Philip Griffiths Sr. Parkway between Clara Avenue and Chip Seal Parkway [Hurricane Michael Recovery Plan Project #101, 102]	n/a	(Back Beach Bypass, US 98 at Clara Avenue and Chip Seal Parkway)	(Back Beach Bypass, US 98 at Clara Avenue and Chip Seal Parkway)	Construct new 4-Lane Facility [Capacity]	PE (Local)	\$ -			\$ -	\$ 4,000,000	\$ -	\$ 4,000,000	\$ 4,000,000	\$ -
						RW	\$ -			\$ -	\$ -	\$ -	\$ -	\$ -	\$ 15,000,000
						RW (Local)	\$ -			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
						ENV	\$ -			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
						CST/CEI	\$ -			\$ -	\$ -	\$ -	\$ -	\$ -	\$ 101,459,419
						PD&E	\$ -			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -