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NAS SAUFLEY FIELD
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LAND USE CONTROLS IMPLEMENTATION PLAN FOR SAUFLEY FIELD SKEET RANGE
SITE UXO-002
09/01/2015
NAVFAC SOUTHERN

**Land Use Controls Implementation Plan
For
Saufley Field Skeet Range
Site UXO-002**

**Naval Air Station Pensacola
Pensacola, Florida**

September 2015

**Submitted To:
Naval Facilities Engineering Command
Southeast
NAS Jacksonville Building 135
Jacksonville, Florida 32212**



PROFESSIONAL ENGINEERING CERTIFICATION

This document and the opinions herein were developed in accordance with commonly accepted principles, practices, and procedures consistent with industry standards. A registered professional engineer prepared this document.

Sign: John D. Schoolfield
John D. Schoolfield
Florida PE License
No. 77483
Expires 02/28/2017

Date: 9/22/2015



CONTENTS

ABBREVIATIONS AND ACRONYMS	ii
1.0 PURPOSE	1
2.0 BASIS FOR REQUIREMENT	1
3.0 BACKGROUND	2
4.0 SITE INVESTIGATION	3
5.0 LAND USE	3
6.0 DESCRIPTION OF RECEPTORS	4
7.0 DESCRIPTION OF EXPOSURE PATHWAYS	4
8.0 LAND USE CONTROL PERFORMANCE OBJECTIVES	4
9.0 LAND USE CONTROL IMPLEMENTATION	4
10.0 LUCIP DISTRIBUTION	6

FIGURES

Figure 1. AREA LOCATION MAP BRONSON FIELD PENSACOLA, FLORIDA	8
Figure 2. SITE LAYOUT MAP BRONSON FIELD SKEET RANGE	10
Figure 3. LEAD EXCEEDENCES, BRONSON FIELD SKEET RANGE	12
Figure 4. PAH EXCEEDENCES, BRONSON FIELD SKEET RANGE	14
Figure 5. BRONSON FIELD SKEET RANGE LAND USE CONTROL AREA	16

APPENDICES

- A BRONSON SKEET RANGE LAND USE CONTROL COMPLIANCE CERTIFICATION SHEETS

ABBREVIATIONS AND ACRONYMS

AOC	Area of Concern
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
DGM	Digital Geophysical Mapping
GIS	Geographical Information System
FDEP FS	Florida Department of Environmental Protection feasibility study
GDMS	Geographical Data Management System
LTM	Long Term Monitoring
LUCs	land use controls
LUCIP	land use control implementation plan
MEC	munitions and explosives of concern
MD	munitions debris
MC	Munitions Constituents
MRP	Munitions Response Program
MPPEH	material potentially presenting an explosive hazard
NAD	North American Datum
NAS	Naval Air Station
NAVFAC	Naval Facilities Engineering Command
OE	ordnance and explosives
OU	operable unit
PA	Preliminary Assessment
PAH	Polycyclic Aromatic Hydrocarbons
RPM	Remedial Project Manager
SPLP	Synthetic Precipitation Leaching Procedure
UTM	Universal Transverse Mercator (survey coordinate system)
UXO	unexploded ordnance

1.0 PURPOSE

The purpose of this land use control implementation plan (LUCIP) is to describe how land use controls (LUCs) will be implemented and maintained for the Saufley Field Skeet Range site (NAS Pensacola Site UXO-002). The Saufley Field Skeet Range is being investigated for presence of contaminants and need for cleanup under the DOD Munitions Response Program which follows the Comprehensive Environmental Response Compensation and Liability Act (CERCLA) process. Data has delineated concentrations of lead and polycyclic aromatic hydrocarbons (PAHs) in surface soil that exceeds the Florida Department of Environmental Protection's (FDEP) residential and industrial soil criteria at the site. The purpose of this plan is to prevent unacceptable risks from exposure to these contaminants and to prevent disturbance of contaminated surface soil at the site.

The LUCs will restrict access to personnel that have not been briefed on site conditions and restrict site activity that has not received prior approval from the Base Environmental Office, NAS Pensacola. The plan includes requirements for signage, fencing, semiannual site inspections, and reporting requirements. Once in effect, the LUC requirements will remain applicable until a decision document, risk assessment or remedial activity changes site conditions and justifies a revision to this plan or an end to the site LUCs.

This plan may be revised annually or periodically if site inspections and/or new data indicate a revision or boundary line adjustment is warranted. Site inspections will be reviewed by the site RPM and entered into the Naval Installation Restoration Information Solution (NIRIS) LUC Tracker database.

2.0 BASIS FOR REQUIREMENT

The Munitions Response Program (MRP) was initiated in 2001 after Congress directed the Department of Defense (DoD) to identify and then prioritize its munitions response sites as part of the Defense Environmental Restoration Program. The MRP is designed to clean up discarded military munitions, unexploded ordnance (UXO), and their chemical residues at closed ranges and munitions disposal sites, including small arms ranges. The Navy's MRP is modeled after the Installation Restoration Program (IRP) and is implemented using the process developed for cleanup under CERCLA legislation.

The Saufley field Skeet Range, designated as MRP Site UXO-002, is being investigated under the Navy's MRP program. Data from site investigations have delineated concentrations of lead and PAHs that exceed the FDEP soil criteria for residential and industrial land use. Portions of the site are without vegetation due to the high levels of lead in the soil, forming open areas, or "Dead Zones" bordering woodlands. Access to the site is unrestricted. The open areas attract recreational off-road vehicle activity, and tracks show "donut" patterns, indicating activities that generate airborne dust.



Off road vehicle tracks at Saufley Skeet Range Dead Zone

The Navy has invested resources to delineate and map surface soil contamination at the site. Any disturbance of surface soil may degrade or invalidate this data and reduce the effectiveness of the final remedy. Furthermore, individuals engaged in recreational or other unauthorized activity in these areas may be exposed to unacceptable risk from exposure to contaminated soil.

Based on overall site conditions at UXO-002, the site Remedial Project Manager (RPM) recommended to the NAS Pensacola Environmental Manager and the NAS Pensacola Partnering Team, that LUCs be implemented for the site. The recommendations were accepted as appropriate and necessary to prevent exposure to site contaminants and prevent undue disturbance of site surface soil.

3.0 BACKGROUND

3.1 Saufley Field

Saufley Field opened in 1940, commissioned as a Naval Auxiliary Air Station, and was re-designated a Naval Air Station (NAS) in 1968. Saufley Field operated two active runways and has in excess of 34,425 square feet of hangar space. It was decommissioned in 1976 and designated as an outlying landing field and reactivated in 1979 as a Naval Education and Training Program Development Center and as an outlying field for NAS Whiting Field pilot training. In 1996, Saufley Field became the Naval Education and Training Professional Development and Technology Center (NETPDTC), a major shore command. Presently, under its current use, all active flight activities have been discontinued. As the host of Saufley Field, NETPDTC supports 10 major Department of Defense (DoD) organizations, as well as Navy and other tenants, which includes a Federal prison. Saufley Field has a total base population in excess of 1,000 personnel.

In 2015 the Navy Renewable Energy Program Office entered into negotiations to Lease the airfield to Gulf Power private utility for the installation and operation of a solar array system and associated equipment and power lines. The footprint of the proposed lease is adjacent to but does not overlap onto the former skeet range site.

3.2 The Saufley Field Skeet Range

The Saufley Field Skeet Range is located along the southeast portion of Saufley Field and can be seen on historical maps dated 1943 through 1949. A skeet range house and high/low skeet houses were denoted on these historical maps indicating that three firing points were used. Fragments of clay targets were identified in the northwestern and northeastern corners of the Skeet Range, as well as northwest of the range area. Munitions use was limited to small arms ammunition, typically 12-gauge, 16-gauge, and 20-gauge shotgun rounds and .410-caliber ammunition. The primary contaminants of concern for skeet ranges include lead from lead shot and polycyclic aromatic hydrocarbons (PAHs) from tar pitch in skeet target fragments.

3.3 Munitions Constituents

The primary munitions constituent (MC) of concern associated with small arms ammunition used at former skeet ranges is lead and PAHs. Metallic lead is insoluble in water, but in the geochemical environment of most ranges it may slowly convert to other oxidized forms.

Depending on the environment (e.g., soil characteristics, pH, and organic matter present), oxidation products can become mobile. Lead mobility however, is effectively controlled by adsorption under the majority of conditions found on small arms ranges. In general, an exponential decline in lead concentrations has been observed in very short vertical distances due to adsorption or exchange reactions with clays, metal oxides, or organic matter in the soil (ITRC, 2003). As such, lead mobility is not likely to be an issue at most ranges.

Other MCs includes PAHs from the pitch tar used in clay pigeons. PAHs from clay targets fragments are insoluble in water and are not toxic in aqueous environments. PAHs from clay targets are not mobile and PAH mobility is not likely to be an issue at most ranges.

4.0 SITE INVESTIGATION

The results of a Site Inspection Report (Tetra Tech, 2010) detected areas where concentrations of lead and PAHs in surface soil exceed State of Florida residential and industrial standards. Additional sampling was done in 2011 and 2012 to better delineate areas of contaminated soil. Sample results for lead and PAH concentrations in surface soil are depicted in Figure 3 and Figure 4. Further site study and evaluation are currently underway to determine appropriate cleanup alternatives for the site.

5.0 LAND USE

Saufley Field consists of a large, circular mat, crisscrossed by four 4,000-foot runways and was used primarily for dive bomber and fighter training. The airfield was closed in the 1950s and the former runways are currently used for weekend remote control model airplane flying. The remainder of the base, including a seaplane water ramp area by the bay, is now the Navy's Blue Angel Recreation Park. The area surrounding Saufley Field is sparsely populated. The eastern portion of the property contains the abandoned airfield, forested areas, and a relatively large beaver pond, while the western portion is part of the Blue Angels Recreation Park. Wetland habitats comprise the southern portion of the property. Most of the surrounding areas are either wetlands, forested areas, or the waters of Perdido Bay or Tarkiln Bayou. Portions of the paved areas are used by Escambia County Sheriff's Department for motorcycle training. A portion of the paved area along the north west boundary of the skeet range site is used by Escambia County Highway Department to store and recycle ground-up pavement which is used for road maintenance.

No changes in the site's current land use designation are expected in the foreseeable future.

6.0 DESCRIPTION OF RECEPTORS (HUMAN AND ECOLOGICAL):

Current and future receptors include: installation personnel, contractors, visitors, and trespassers. Since this area of the installation is undeveloped, the wildlife found at the site are typically animals such as white tail deer, squirrel, raccoon, opossum, birds, snakes and frogs. Several threatened and endangered plant and animal species have the potential to inhabit OLF Saufley based upon 2007 data from the USFWS. These species include the Wood stork, Eastern indigo snake, bald eagle, panhandle lily, white-top pitcher plant, Florida black bear, large-leaved joint-weed. Other ecological receptors, which are species of concern in the State of Florida, include the alligator snapping turtle, osprey, gopher tortoise, and American alligator.

6.1 Description of Exposure Pathways for Human and Ecological Receptors:

MC is present in the surface soil at the Skeet Range in the form of lead from lead shot and PAHs from clay skeet target fragments. Due to the fact that the adjacent airfield is used for training, and that recreational activities such as camping or hiking occur within the area, potential receptors include Navy personnel involved in training, working at the MWR facility and visitors of the MWR facility participating in recreational activities. Also, trespassers/hikers exploring the area and construction workers working in the area are also potential receptors. A complete exposure pathway exists throughout the site for these receptors via incidental ingestion and dermal contact. Inhalation is normally not considered a complete pathway at former skeet ranges because vegetative cover inhibits the generation and transport of dust. In this instance, however, off road vehicle tracks in open areas indicate dust generating activity is likely occurring at the site causing inhalation to be an exposure pathway.

7.0 LAND USE CONTROL PERFORMANCE OBJECTIVES

The selected action for the Saufley Field Skeet Range UXO-002 site is the implementation of LUCs to ensure protection of human health and the environment. LUCs will prohibit unauthorized disturbance of surface soil and exposure to site contaminants. The performance objectives for the selected LUCs are:

- Prohibit unauthorized site activity that disturbs surface soil at the site. Construction activity, digging or other activity that disturbs surface soil is prohibited without a valid dig permit obtained from NAS Pensacola and a briefing to personnel on site conditions.
- Prohibit unauthorized vehicle traffic at the site. Unrestricted access, including off-road vehicle traffic, poses a human health risk from exposure to site contaminants in surface soil.
- Perform periodic site inspections. Inspections will be performed periodically to assure compliance with the LUCs, to visually inspect signage and fencing, and to look for indications of prohibited activity.
- Inspections will be performed quarterly during the first year startup period to gage compliance and incidences of vandalism. After the first year, site inspections will be performed annually.
- Results from quarterly and annual inspections will be recorded on certification sheets provided in this document (see Appendix B), and recorded in the Naval Installation Restoration Information Solution LUC Tracker data base.

8.0 LAND USE CONTROL IMPLEMENTATION

NAVFAC will establish an Institutional Control (IC) to prohibit future use or reuse of the Site for residential or residential-like land uses unless prior written approval is obtained from Florida Department of Environmental Protection (FDEP). Residential and residential-like land use

restrictions prohibit uses including, but not limited to, any form of housing, any kind of school (including pre-schools, elementary schools, and secondary schools), child care facilities, playgrounds, and adult convalescent or nursing care facilities.

Establish an IC to prohibit all uses of groundwater from the surficial aquifer underlying the Site including, but not limited to, human consumption, dewatering, irrigation, heating/cooling purposes, and industrial processes unless prior written approval is obtained from FDEP.

The LUC objectives are to protect human health by limiting exposure to subsurface soils that exceed the residential direct exposure SCTLs for inorganics and PAHs and limiting exposure to groundwater that exceeds the groundwater cleanup target levels per Chapters 62-550, and 62-777, F.A.C. a.

NAS Pensacola with oversight for Saufley Field has administrative controls in the form of “dig permits” that require approval for projects involving construction or subsurface disturbance. The LUC will be documented in the NAS Pensacola Base Mater Plan (BMP). After receiving notice from FDEP of Site Rehabilitation Closeout Order (SRCO) finalization, the Navy will update the NAS Pensacola BMP to reflect the selected LUCs.

The Navy is responsible for implementing, maintaining, reporting on, and enforcing the LUCs at the Saufley Field Skeet Range. NAVFAC SE is responsible for undertaking LUC implementation actions to ensure the LUC performance objectives for the Saufley Field Skeet Range are met and maintained.

8.1 Site Boundaries

The parameters for the LUC area were determined based on sampling results from the Site Inspection Report (2010) and follow on sampling performed in 2012 and 2014. The coordinates for the LUC areas are listed in Table 1 and on Figure 5.

TABLE 1 Saufley Skeet Range LUC Coordinates
(Zone 16 UTM NAD 83)

Saufley Skeet Range LUC Coordinates					
Area 1 PAH Exceedances			Area 2 Lead Exceedances		
Corner	Easting	Northing	Corner	Easting	Northing
SF-01	466667	3371300	SF-04	466667	3376800
SF-02	466508	3371333	SF-05	466390	3371383
SF-03	466510	3371403	SF-06	466403	3371300
SF-04	466667	3371455	SF-07	466413	3371481
			SF-08	466792	3371514

8.2 Signage

Warning signage will be posted along the LUC boundary at locations to be determined in the field. The signs shall be a minimum of 18 X 18 inches in size and contain the following warning:



9.3 Gopher Tortoise Precautions

The site contains a monitored gopher tortoise habitat including several active gopher tortoise holes within the controlled area. Existing facility fencing north of the Saufley field runway contains periodic gopher tortoise slides that provide passage ways for gopher turtles and small mammals to pass under the fence. The NAS Pensacola Natural Resources Department requires the Land Use Control activities be aware of and avoid disturbing gopher tortoise slides and holes. Any new fencing installed for land use controls shall provide at least one gopher tortoise slide per 100 ft. of fencing.



Gopher Tortoise

9.4 Site Inspections and Maintenance

During initial site walkovers in July, 2014, the LUC boundaries were established and surveyed to determine coordinates for corner points. Signage will be posted along the boundaries of the LUC areas. Semiannual inspections will be conducted to assess the condition and visibility of the signage. Tree limbs will be trimmed back and any damaged or missing signs will be replaced as needed. Inspectors will look for signs of activity in the LUC area along traverse lines extending through the site. Repairs will be performed as needed.



Example Signage

The results of the inspection and maintenance activities will be recorded in a field log book and on certification sheets provided in Appendix B, and entered into the NIRIS LUC Tracker database. Certification happens through NIRIS and all documents created are permanently stored in NIRIS.

9.5 General Conditions

The LUCs do not preclude use of the site for normal base-related activities that do not involve intrusive activities (i.e., digging into subsurface soils). Non-intrusive activities include but are not limited to training, forestry and wildlife management activities. Intrusive or construction-related activities are not prohibited, but must be appropriately reviewed and approved by the NAS Pensacola Environmental Office to assure that appropriate measures have been considered for the project.

10.0 LUCIP DISTRIBUTION

The responsible NAVFAC SE Remedial Project Manager will complete the following specific actions:

- Provide a copy of the LUC requirements, including this LUCIP and any amendments, to the NAS Pensacola Environmental Office.
- Submit LUCs site boundary information to the NAS Pensacola Environmental Geographical Information System (EGIS) and Geographical Data Management System (GDMS).
- Enter site LUC information into the Naval Installation Restoration Information Solution (NIRIS) LUC Tracker database which stores and tracks LUCs and sends automatic notifications when inspections are due.
- Enter semiannual inspection results into the NIRIS LUC Tracker database.
- Check that administrative controls are in place with respect to the NAS Pensacola Excavation Clearance Permit (Dig Permit) program, which requires a dig permit; and review and approve the dig permit from the Base Environmental Office prior to intrusive activities in the LUC areas.

FIGURES

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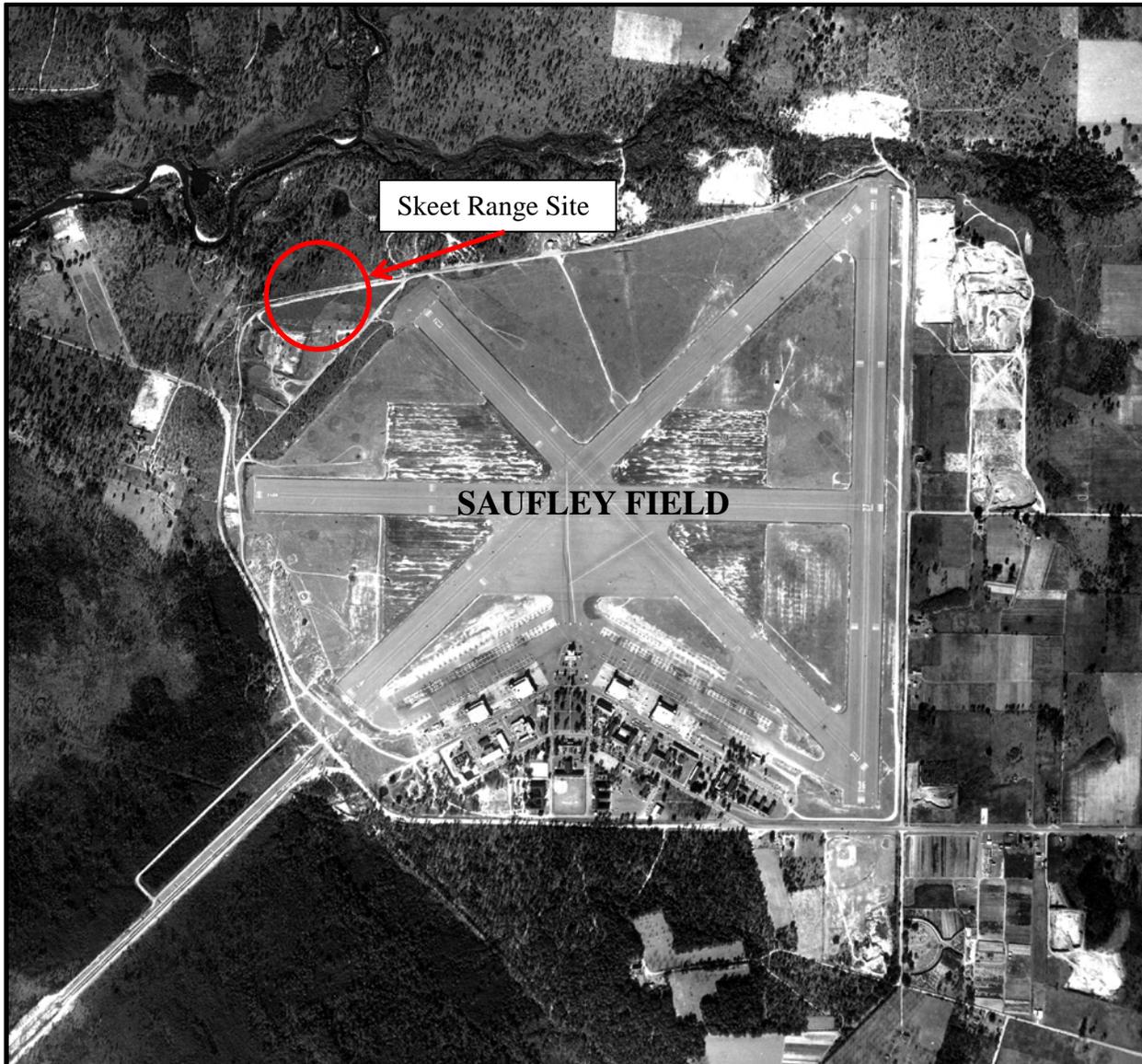
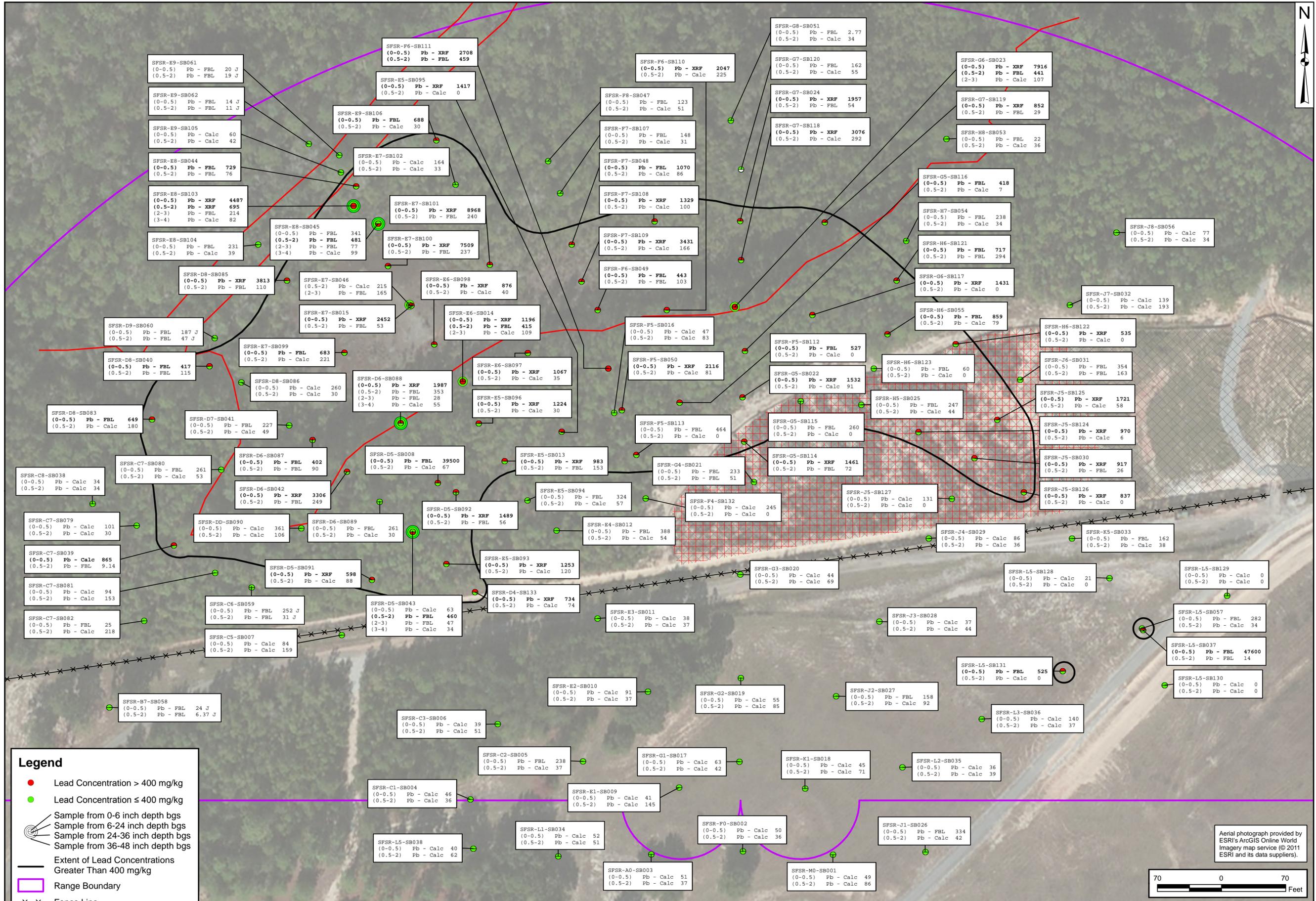


FIGURE 2 SITE LOCATION MAP OF SAUFLEY FIELD SKEET RANGE

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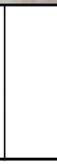
Legend

- Lead Concentration > 400 mg/kg
- Lead Concentration ≤ 400 mg/kg
- Sample from 0-6 inch depth bgs
- Sample from 6-24 inch depth bgs
- Sample from 24-36 inch depth bgs
- Sample from 36-48 inch depth bgs
- Extent of Lead Concentrations Greater Than 400 mg/kg
- Range Boundary
- Fence Line
- Cleared Area
- Cleared Area with Observable Lead Shot
- Wetland Delineation

Notes:

- 1) **Bold** indicates an exceedance of FDEP SCTL.
- 2) (X-Y) indicates sample depth in feet.
- 3) FBL = Fixed-base laboratory concentration.
- 4) XRF = XRF Concentration.
- 5) Calc = Calculated concentration based on correlation.

DRAWN BY J. ENGLISH	DATE 11/24/14
CHECKED BY J. GOERDT	DATE 01/16/15
REVISED BY	DATE
SCALE AS NOTED	



**FIGURE 3 LEAD EXCEEDENCES IN SOIL
SAULFIELD SKEET RANGE
NSA PENSACOLA
PENSACOLA, FLORIDA**

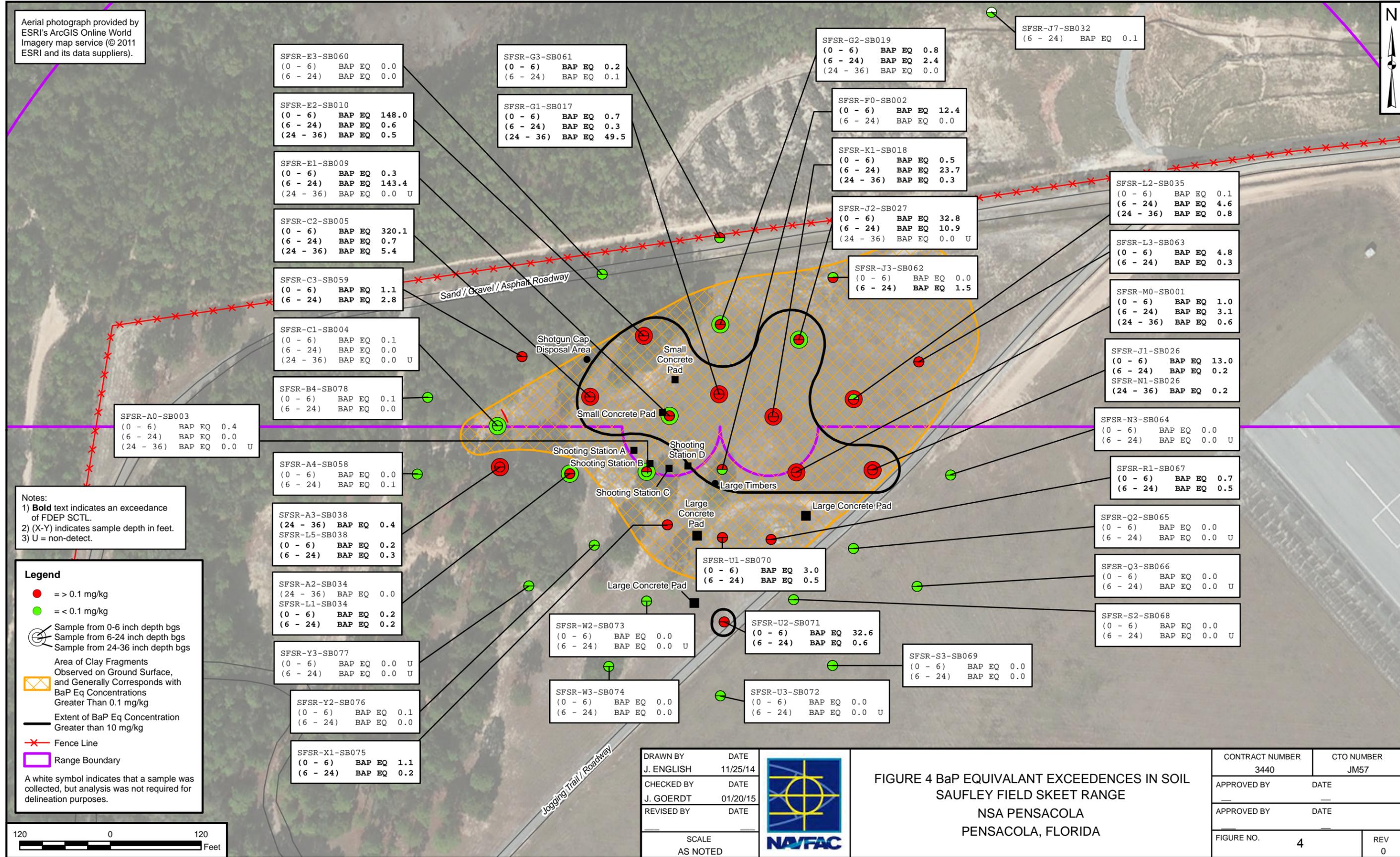


CONTRACT NUMBER 3440	CTO NUMBER JM57
APPROVED BY	DATE
APPROVED BY	DATE
FIGURE NO. 3	REV 0

Aerial photograph provided by ESRI's ArcGIS Online World Imagery map service (© 2011 ESRI and its data suppliers).

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Aerial photograph provided by ESRI's ArcGIS Online World Imagery map service (© 2011 ESRI and its data suppliers).



SFSR-E3-SB060
(0 - 6) BAP EQ 0.0
(6 - 24) BAP EQ 0.0

SFSR-G3-SB061
(0 - 6) BAP EQ 0.2
(6 - 24) BAP EQ 0.1

SFSR-G2-SB019
(0 - 6) BAP EQ 0.8
(6 - 24) BAP EQ 2.4
(24 - 36) BAP EQ 0.0

SFSR-J7-SB032
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SFSR-E2-SB010
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SFSR-G1-SB017
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(24 - 36) BAP EQ 49.5

SFSR-F0-SB002
(0 - 6) BAP EQ 12.4
(6 - 24) BAP EQ 0.0

SFSR-E1-SB009
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(24 - 36) BAP EQ 0.0 U

SFSR-K1-SB018
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SFSR-L2-SB035
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(24 - 36) BAP EQ 0.8

SFSR-C2-SB005
(0 - 6) BAP EQ 320.1
(6 - 24) BAP EQ 0.7
(24 - 36) BAP EQ 5.4

SFSR-J2-SB027
(0 - 6) BAP EQ 32.8
(6 - 24) BAP EQ 10.9
(24 - 36) BAP EQ 0.0 U

SFSR-L3-SB063
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SFSR-C3-SB059
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SFSR-J3-SB062
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SFSR-A0-SB003
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(24 - 36) BAP EQ 0.0 U

SFSR-C1-SB004
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(24 - 36) BAP EQ 0.0 U

Shotgun Cap Disposal Area

Small Concrete Pad

SFSR-J1-SB026
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SFSR-N1-SB026
(24 - 36) BAP EQ 0.2

SFSR-B4-SB078
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(6 - 24) BAP EQ 0.0

Small Concrete Pad

SFSR-N3-SB064
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(6 - 24) BAP EQ 0.0 U

SFSR-A4-SB058
(0 - 6) BAP EQ 0.0
(6 - 24) BAP EQ 0.1

Shooting Station A
Shooting Station B
Shooting Station C

Large Timbers

SFSR-R1-SB067
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(6 - 24) BAP EQ 0.5

SFSR-A3-SB038
(24 - 36) BAP EQ 0.4
SFSR-L5-SB038
(0 - 6) BAP EQ 0.2
(6 - 24) BAP EQ 0.3

Large Concrete Pad

Large Concrete Pad

SFSR-Q2-SB065
(0 - 6) BAP EQ 0.0
(6 - 24) BAP EQ 0.0 U

SFSR-A2-SB034
(24 - 36) BAP EQ 0.0
SFSR-L1-SB034
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Large Concrete Pad

SFSR-U1-SB070
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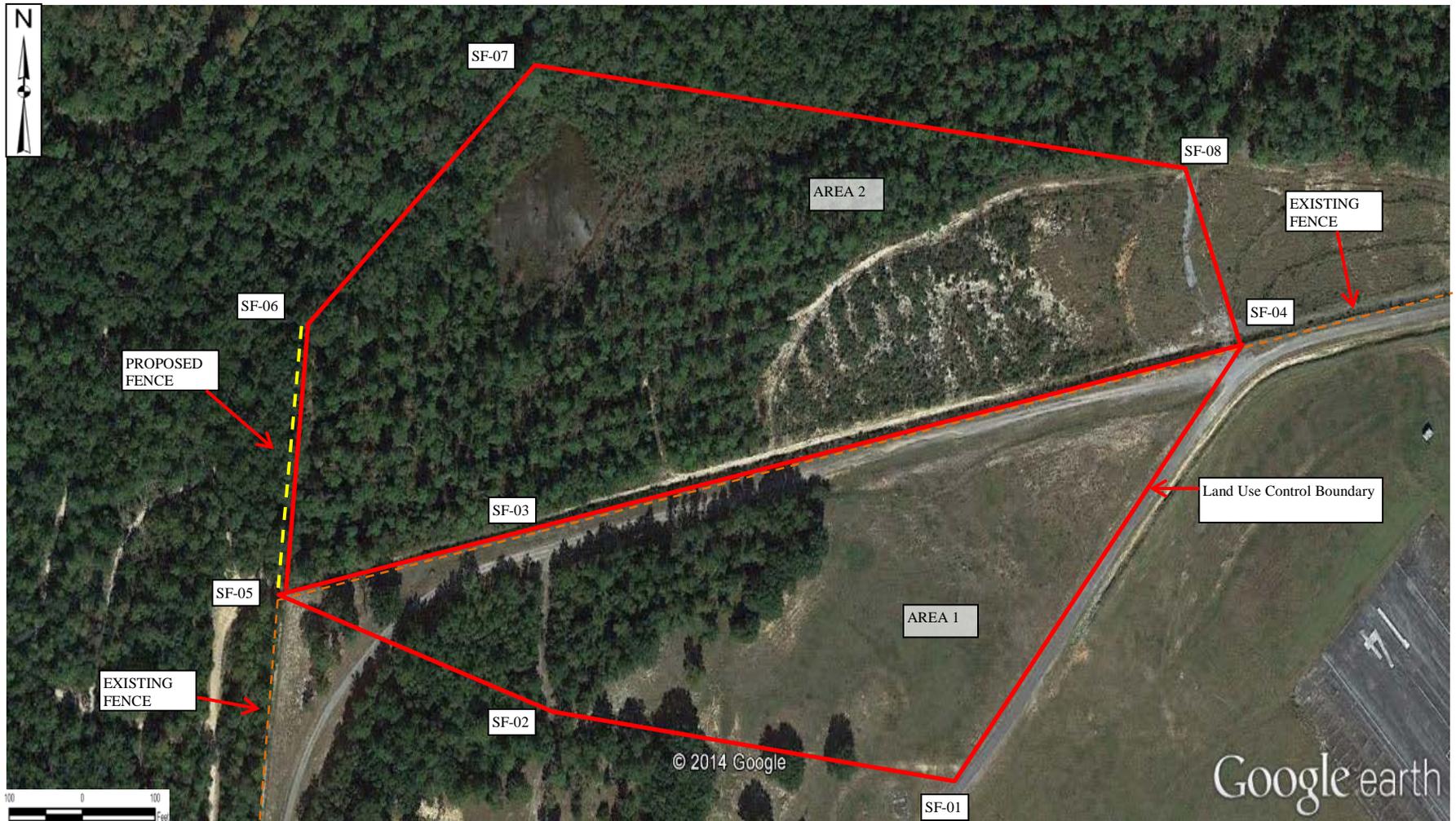
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SFSR-U3-SB072
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(6 - 24) BAP EQ 0.0 U

SFSR-X1-SB075
(0 - 6) BAP EQ 1.1
(6 - 24) BAP EQ 0.2

Jogging Trail / Roadway

Blank



Saufley Skeet Range LUC Coordinates Zone 16 UTM NAD 83 (Meters)					
Area 1 PAH Exceedances			Area 2 Lead Exceedances		
Corner	Easting	Northing	Corner	Easting	Northing
SF-01	466667	3371300	SF-04	466667	3376800
SF-02	466508	3371333	SF-05	466390	3371383
SF-03	466510	3371403	SF-06	466403	3371300
SF-04	466667	3371455	SF-07	466413	3371481
			SF-08	466792	3371514



FIGURE 5
SAUFLEY SKEET RANGE LAND USE CONTROL
BOUNDARY AND FENCE LOCATION
NAS PENSACOLA (Figure generated from Google Earth)

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APPENDIX A
FILED INSPECTION FORMS

NAVY ANNUAL LAND USE CONTROL COMPLIANCE CERTIFICATE SAUFLEY FIELD SITE UXO-002

This evaluation is being conducted to comply with the requirements of the Land Use Control Implementation Plan, Saufley Field Skeet Range Site UXO-002, NAS Pensacola, Florida.

This evaluation covers the annual inspection requirement for the Fiscal Year _____. Upon initial inspection, items not in compliance should be corrected prior to final completion and submission of this Certification Checklist if possible. Maintenance or corrective actions should be noted in the comments section.

Certification Checklist

Item	YES	NO	See Comment
1) Site-specific LUCs continue to be documented in the NAS Pensacola geographic information and data management systems.			
2) Transect walkover & inspection of site performed?			
3) LUC signage is in place and visible, any faded or missing signs replaced, and overgrowth trimmed as needed?			
4) Is fence and gates in-place and in good condition?			
5) Is any non-authorized man-made surface soil disturbance evident?			
6) Is any authorized man-made surface soil disturbance evident? (Obtain copy of Dig Permit.)			
7) Is any weather-related, wild life, or otherwise natural surface soil disturbance evident?			

Comments (*Add explanatory text as needed.*):

I, the undersigned, hereby certify that I am an authorized representative of the Department of the Navy, and the above-described land use control annual inspection has been performed. Also, any known uncorrected deficiencies are noted, and planned actions to address such deficiencies are described in the comments section or attached Explanation of Deficiencies.

Inspection Performed on _____ Signed: _____ Date _____
Print: _____

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NAVY ANNUAL LAND USE CONTROL COMPLIANCE CERTIFICATE SAUFLEY FIELD SITE UXO-002

This evaluation is being conducted to comply with the requirements of the Land Use Control Implementation Plan, Saufley Field Skeet Range Site UXO-002, NAS Pensacola, Florida.

This evaluation covers the annual inspection requirement for the Fiscal Year _____. Upon initial inspection, items not in compliance should be corrected prior to final completion and submission of this Certification Checklist if possible. Maintenance or corrective actions should be noted in the comments section.

Certification Checklist

Item	YES	NO	See Comment
1) Site-specific LUCs continue to be documented in the NAS Pensacola geographic information and data management systems.			
2) Transect walkover & inspection of site performed?			
3) LUC signage is in place and visible, any faded or missing signs replaced, and overgrowth trimmed as needed?			
4) Is fence and gates in-place and in good condition?			
5) Is any non-authorized man-made surface soil disturbance evident?			
6) Is any authorized man-made surface soil disturbance evident? (Obtain copy of Dig Permit.)			
7) Is any weather-related, wild life, or otherwise natural surface soil disturbance evident?			

Comments (*Add explanatory text as needed.*):

I, the undersigned, hereby certify that I am an authorized representative of the Department of the Navy, and the above-described land use control annual inspection has been performed. Also, any known uncorrected deficiencies are noted, and planned actions to address such deficiencies are described in the comments section or attached Explanation of Deficiencies.

Inspection Performed on _____ Signed: _____ Date _____
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