Draft Environmental Impact Statement

Infrastructure Improvements at the Yap International Airport and the Yap Seaport

Yap State, Federated States of Micronesia

Executive Summary

APRIL 2026

ID# EISX-007-USN-1775813621

This page intentionally left blank.

EXECUTIVE SUMMARY

DRAFT ENVIRONMENTAL IMPACT STATEMENT

For

INFRASTRUCTURE IMPROVEMENTS AT THE YAP INTERNATIONAL AIRPORT AND THE YAP SEAPORT

YAP STATE, FEDERATED STATES OF MICRONESIA

APRIL 2026

ID# EISX-007-USN-1775813621

This Revised Draft EIS is compliant with Section 508 of the Rehabilitation Act. This allows assistive technology to be used to obtain the available information from the document. However, accessibility is limited to a descriptive title for some graphics, figures, tables, images, and attachments. Individuals who require assistance may submit a request through the Section 508 link on the project website at www.nepa.navy.mil/yapeis

Draft Environmental Impact Statement for Infrastructure Improvements at the Yap International Airport and the Yap Seaport Yap State, Federated States of Micronesia

Table of Contents

List of Figures

List of Tables

This page intentionally left blank.

EXECUTIVE SUMMARY

ES.1 Proposed Action

The United States (U.S.) Department of War (DoW), including the U.S. Pacific Air Forces, U.S. Pacific Fleet, and U.S. Indo-Pacific Command, proposes to perform various improvements, repairs, and upgrades to the Yap International Airport (Airport) and Yap Seaport (Seaport) to enable the joint use of the Airport and Seaport facilities by Yap State and U.S. DoW personnel. The U.S. DoW has closely coordinated the proposed improvements with the FSM and Yap State and is committed to continuing this collaboration throughout the proposed construction and post-construction activities. Construction would begin in 2027 and is expected to be completed in 2035. The Proposed Action includes six major components:

1. Yap International Airport Improvements
2. Yap Seaport Wharf Improvements
3. Colonia Harbor and Waneday Channel Dredging/Widening
4. Waneday Channel Aids to Navigation (ATON) Improvements
5. Airport-to-Seaport Connector Road improvements
6. Post-Construction DoW Training Activities

ES.2 Purpose of and Need for the Proposed Action

The purpose of the Proposed Action is to improve the functionality of Yap's International Airport and Seaport, extend their serviceable life, and enable their joint use by the Yap State and the U.S. DoW—including the ability to conduct annual aircraft training exercises at the Airport and berth up to two large vessels simultaneously at the Seaport. The Proposed Action would increase logistics capabilities for the U.S. Navy, U.S. Air Force and Yap State by adding capacity to support military defense, humanitarian aid, and military exercises in FSM, without interfering with commercial airport and seaport operations. This project would help enable personnel, equipment, and supplies to be transported for engagements and exercises, and provide infrastructure to support increased capabilities in FSM to allow DoW to better meet its defense obligations.

The Proposed Action is needed to allow U.S. military aircraft, vessels, and personnel improved use and functionality of the Airport and Seaport to meet U.S. national security objectives and fulfill U.S. obligations to provide for the defense of the FSM per Title Three of the Compact of Free Association (CoFA) between U.S. and FSM. It is also needed for the U.S. DoW to fulfill its responsibilities mandated by Title 10 USC 9062 and 8062, to ensure readiness, and in alignment with U.S. DoW strategic initiatives for the Indo-Pacific region, and because the existing facilities do not currently meet the aviation and naval requirements of the U.S. DoW. The Proposed Action would improve functionality of both the Airport and Seaport to address Yap State's infrastructure needs and allow U.S. DoW aviation and naval assets to conduct periodic training exercises. As the U.S. seeks to strengthen deterrence and participate in stabilization of the Indo-Pacific region, the U.S. DoW needs to augment and adapt its forward presence capabilities in accordance with its responsibilities mandated by Title 10 USC 9062 and 8062.

ES.3 Alternatives Considered

Based on reasonable alternative screening factors and meeting the purpose and need for the Proposed Action, the Preferred Alternative (Alternative 1) and Alternative 2 were identified as reasonable action alternatives and are carried through with the No Action Alternative as a basis for comparison for further analysis in this Environmental Impact Statement (EIS).

ES.3.1 No Action Alternative

Under the No Action Alternative, the Proposed Action would not occur. DoW-funded improvements would not be made to the existing Airport runway, facilities, infrastructure, or surrounding lands and Airport boundaries would not be expanded. No improvements or alterations would be made to the existing Seaport wharf, harbor, entrance channel, ATONs, or Airport-to-Seaport connector road. The DoW would provide for the defense of the FSM with limited logistical support and their ability to provide support to Yap and FSM during emergent situations would also be limited. There would be no military training beyond what is currently authorized. The No Action Alternative would not meet the purpose of and need for the Proposed Action; however, it is carried forward to analyze the consequences of not undertaking the Proposed Action and will serve to establish a comparative baseline for impact analysis. The No Action alternative has negative effects as it does not address significant deferred maintenance backlogs and safety issues associated with the existing Airport and Seaport as outlined in the EIS.

ES.3.2 Preferred Alternative (Alternative 1)

Figure ES-1 summarizes the proposed roadway improvements, Table ES-1 and Figure ES-2 summarize the major components of the proposed Airport improvements, Table ES-2 and Figure ES-3 summarizes the major components of the proposed Seaport improvements, and Table ES-3 and Figure ES-4 summarize major components of proposed dredging improvements.

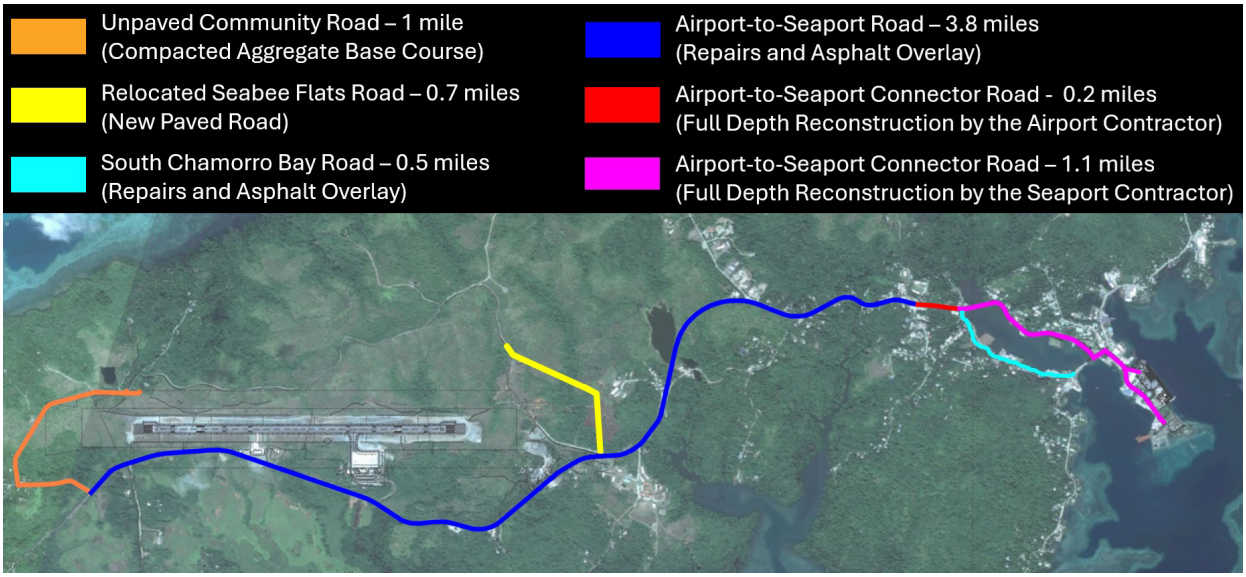

Figure ES-1 Proposed Roadway Improvements

Table ES-1 Proposed Improvements to Yap Airport (Preferred Alternative)

Improvement	*Description*
Runway Extension and Pavement Replacement	A 2,000-foot (ft) runway extension on the east end and a 1,100-ft runway extension on the west end of the existing runway (extending the existing 6,000-ft runway to 9,100 ft).
Aircraft Parking Apron	Approximately 10.5-acre paved parking apron on the northeast end of the existing runway across the runway and east of the Airport terminal building.
Parallel Taxiway	New 9,100-ft-long parallel taxiway north of the runway. The new taxiway would be served by four new taxiway connections to the runway.
Fuel Storage	Permanent fuel storage system with a capacity of approximately 840,000 gallons and use of an expeditionary fuel storage system during exercises before completion of the permanent fuel system with a maximum capacity of 250,000 gallons.
Buildings, Facilities, and Training Support Areas	Dedicated military storage facilities (approximately 25,000 square feet [SF] total), airfield damage repair warehouse (approximately 3,000 SF), maintenance facility (approximately 7,500 SF), laydown area (approximately 15,000 SF), and the following training support areas on improved surfaces: expeditionary camp area (approximately 4.5 acres), airfield operations area (approximately 3.2 acres), command and control area (approximately 5,000 SF), and fuel storage area (approximately 1.8 acres). Any buildings constructed on the airport property would be sized and located in accordance with an approved Airport Layout Plan.
Ancillary Facilities	Fire protection water systems, utility connections, stormwater management infrastructure, fencing, construction staging and laydown, and temporary construction workforce man camp for up to 200 workers (approximately 2 acres). Stormwater system will meet current industry standards and address significant deficiencies in the existing stormwater system.
Offsite Roadway Improvements	Replacement of approximately 3,500 ft of Seabee Flats Road to the east of the airport to replace the portion that would be removed due to construction of the runway extension and aircraft parking apron. Repave the Airport-to-Seaport Connector Road (3.8 miles of repairs and asphalt overlay). Improve the community road to the west of the airfield for use as a construction haul route (approximately one mile of compacted aggregate base course).

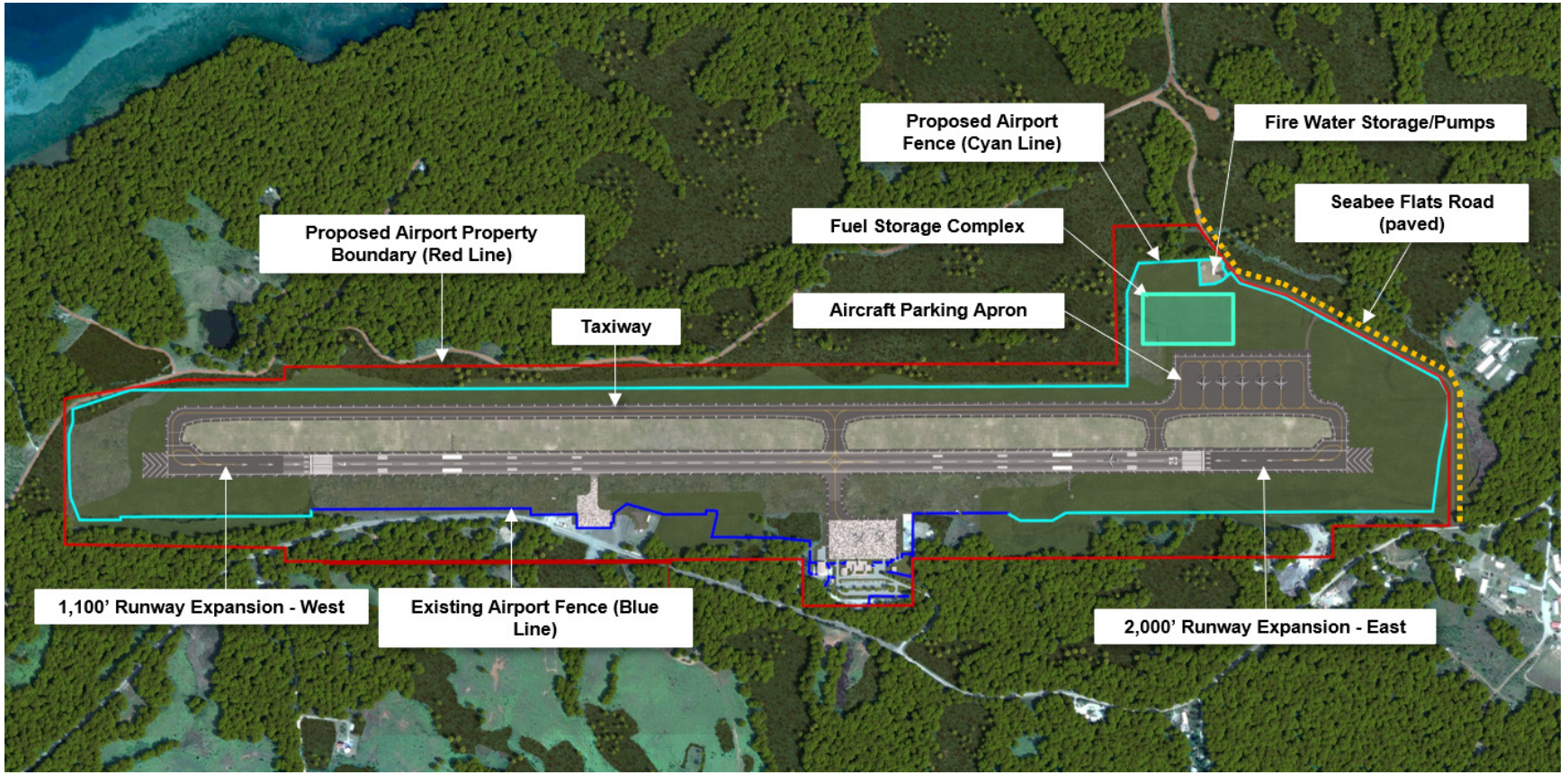

Figure ES-2 Proposed Airport Improvements

Table ES-2 Proposed Improvements to the Yap Seaport (Preferred Alternative)

Improvement	*Description*
Demolition of the abandoned Tuna Warehouse and Provision of a Rinse Down Area and Additional Storage Area	Demolish the abandoned tuna warehouse (approximately 21,400 SF) and replace with new pavement to create a rinse down area and additional storage area. A rinse down area will be located south of the existing wharf deck. South of the rinse down area will be a paved area that can be used for storage or other purposes.
Replace the Wharf Deck and Increase Elevation	Remove existing pavements as well as the damaged wharf concrete slab of the 826-ft wharf. Imported fill would be used to elevate the wharf deck from its existing elevation of +8.9 ft mean lower low water (MLLW) to its proposed elevation of +9.5 ft MLLW. Site grading performed to tie in the increased wharf elevation to the surrounding site elevations.
New Pile-supported Wharf	Construct a new 460-ft long, pile-supported wharf east of and connected to the existing wharf. The new wharf structure would consist of approximately 271 steel pipe piles driven over approximately 111 days, reinforced concrete caps, and a composite deck constructed of precast panels and cast-in-place concrete. The wharf would include curbs, lighting foundations, and a seismic joint between the new wharf and the reconstructed wharf deck (to allow for movement between the wharf deck and pile-supported wharf).
New Mooring Dolphin	Construct a new mooring dolphin approximately 55 ft west of the existing wharf deck consisting of steel piles and cast-in-place concrete pile caps. It would match the reconstructed wharf deck elevation and would be connected to the wharf deck by a four-ft-wide catwalk.
New Bollard and Fender System	Remove and replace existing fenders and bollards.
Fencing and Security	Replace/relocate the security gate and security booth south of the abandoned tuna warehouse (approximately 30 ft northward) to provide room for a new paved entrance road. Construct a new entrance gate at the east end of the wharf extension. Install additional fencing adjacent to the east gate to assist with controlling access to the site.
Temporary Construction Workforce Man Camp	Temporary construction workforce man camp for up to 75 workers near the Yap Sports Complex (approx. 2 acres) during construction.
Electrical Service	Remove and dispose of all electrical feeders, power/control panels, exposed conduits, wires, lighting fixtures, lighting devices, power equipment/devices, and service feeders, generators, and associated equipment in and around the tuna warehouse. Install a new transformer, meter, main breaker, distribution panel board, lighting control panel, and new service connections to the security booth panel. Install eight new high mast light emitting diode (LED) lights, poles, and pole bases.
Site Grading and Drainage	The construction of the improved wharf would include site grading and the installation of a stormwater management system for the new pile-supported wharf and the rehabilitated existing wharf. Stormwater will be collected in catch basins or slotted drains and processed through water quality treatment systems and discharged to the ocean after treatment. Stormwater system will meet current industry standards and address significant deficiencies in the existing stormwater system.
Reconstructed Seaport Access Road	Replace existing asphalt paved harbor access road with a new concrete surface and associated bioswale to treat storm water runoff (extending from the new RO/RO ramp on east side of the expanded port facility to the existing Seaport access road intersection).
Potable Water, Sanitary Sewer, and Fuel	No new potable water, sanitary sewer, or fuel utility improvements are proposed.

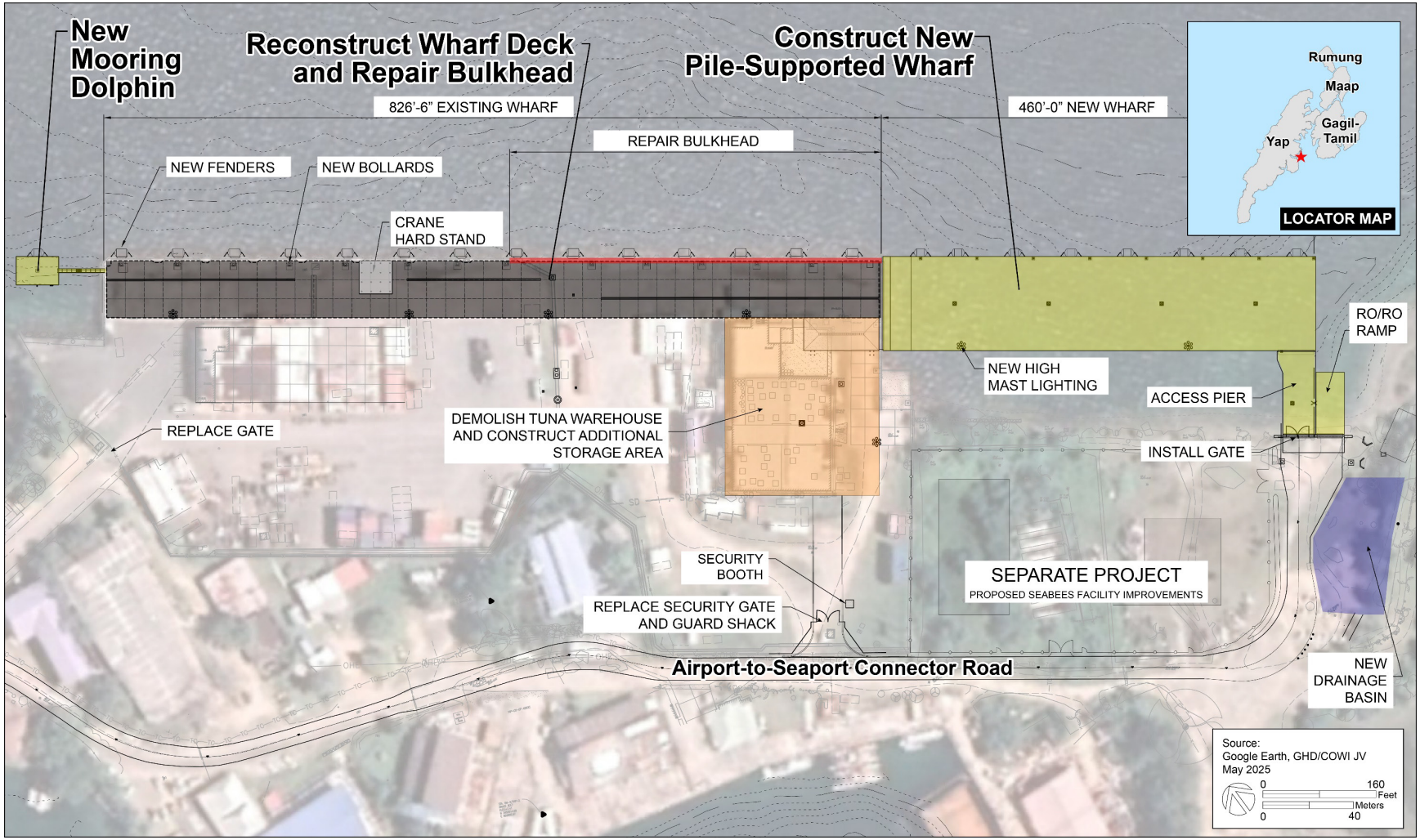

Figure ES-3 Yap Seaport Wharf Improvements

Table ES-3 Proposed Dredging Activities (Preferred Alternative)

Component	*Description*
Purpose/ Scope	Colonia Harbor dredging at the wharf berth and turning basin, and dredging/widening at Waneday Channel entrance is required to provide safe navigation for larger ships through the Waneday Channel and during the berthing process. Dredging improvements are already part of the Yap State's 2025-2034 Infrastructure Development Plan. Navigational dredging is estimated to generate approximately 106,000 cubic yards (CY) of dredged material (the dredging area is approximately 6.8 acres of reef). The areas directly adjacent to the wharf and the areas within the turning basin would be dredged to a depth of -36 ft MLLW and -38 ft MLLW respectively. The Waneday Channel entrance would be widened by dredging to depths of -41 ft MLLW Additional dredging and filling is proposed to support dredge material landing sites at Rull and Tamil: approximately 0.4 acres/5,600 CY at Rull and about 1.1 acres/12,000 CY at Tamil. A temporary approximately 0.9-acre causeway/barge (1.0-are fill) landing is planned to support dredge material offloading at Tamil. A land reclamation area is proposed at the eastern tip of the Nungoch peninsula (2.2 acres including 0.7 acres of benthic fill).
Method	Dredging would be conducted utilizing a barge-mounted backhoe or clamshell dredge and accompanying barge for dredge spoil transfer. Silt curtains would be used when sea conditions permit deployment.
Disposal/ Stockpile Sites	Four disposal/stockpile sites are proposed to receive portions of the dredge material: Tamil landing (and an upland stockpile site), Rull landing (and secondary stockpile site at Rull Men's house), the east end of Nungoch peninsula and a new disposal site near the Yap State Public Transportation Site yard (for restricted dredge material). The Tamil and Rull municipalities intend to reuse the coral material for beneficial uses in their respective communities. Dredge material would also be used to create a new public park at the end of the Nungoch peninsula (no dredging needed for that site).

ES.3.2.1 Post-Construction Training

The Airport and Seaport would continue to be controlled by Yap State with continued primary use by local users (e.g., private, commercial, and government entities). The U.S. DoW anticipates conducting one to two military training events per year, which may involve either or both the Airport and Seaport. Each training event could last up to 14 days (inclusive of set-up and tear-down), or a total of up to 28 training days per year involving up to approximately 200 military service members. No permanent personnel, full-time aircraft basing, munitions use, or airspace modifications are included in the Proposed Action.

DoW training activities would be coordinated with FSM and Yap State authorities to minimize potential impacts to commercial activities at the Airport and Seaport. DoW training activities at the Airport could include multi-nation joint exercises that simulate combat operations, peacekeeping operations, and military-to-civilian Humanitarian Assistance and Disaster Response (HADR) operations. Training activities originating from the Airport would be outside the FSM territorial jurisdiction, i.e., 12 nautical miles from shore, except for some minor air maneuverings such as short field takeoff and landing, touch and go operations, or airspace control. There would be up to 15 DoW flights per day with aircraft activities occurring during the day and less frequently at night.

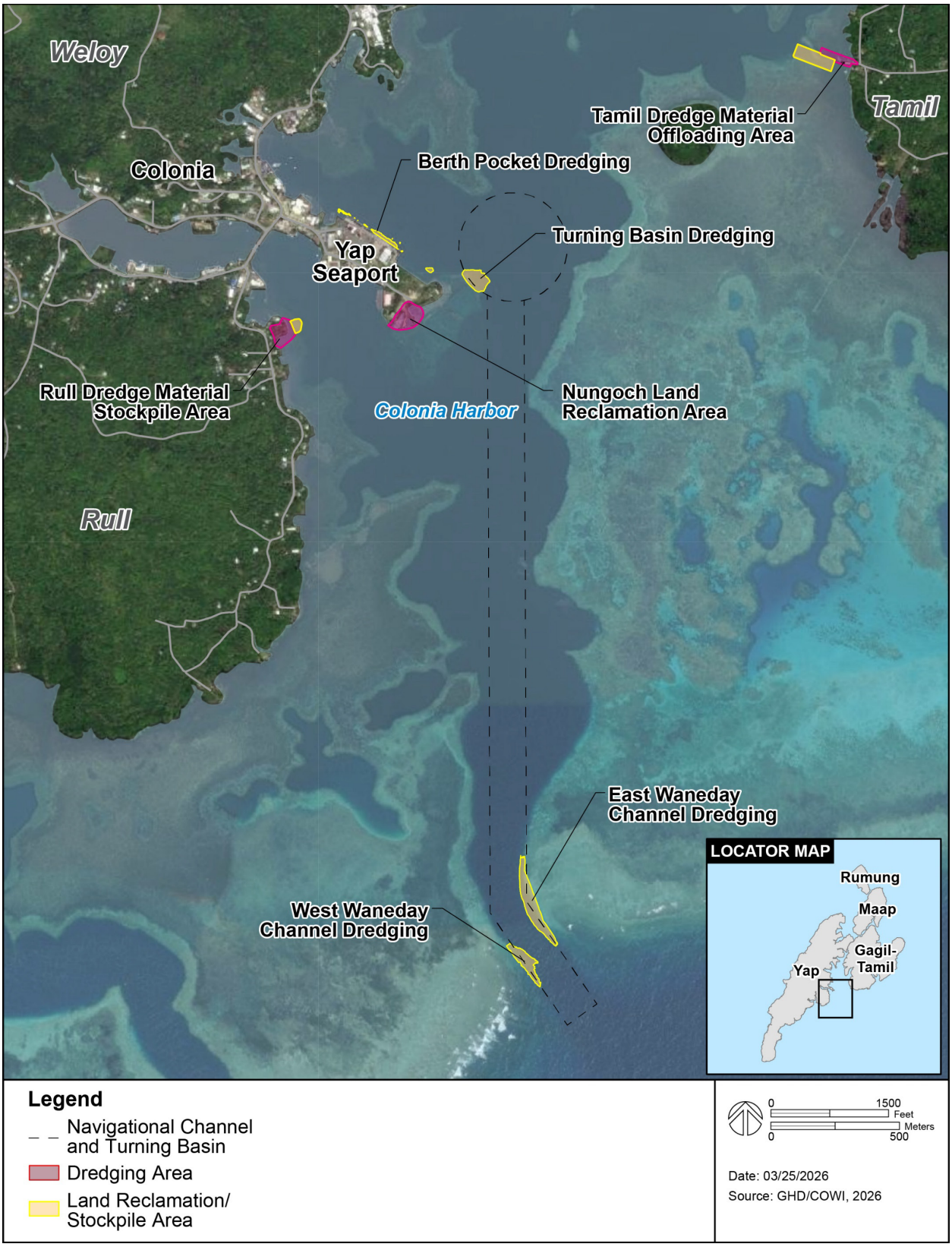

Figure ES-4 Colonia Harbor and Waneday Channel Dredging/Widening

Proposed training at the Seaport would consist of approximately one vessel visiting the port per training event. Port improvements would enable dual-use operations (i.e., military and commercial) and mooring of U.S. and allied vessels without interfering with normal commercial Seaport operations. The largest vessels that might visit are approximately 700 ft in length. However, visiting vessels could be one of dozens of other smaller Navy vessels depending on the mission.

ES.3.3 Alternative 2

One action alternative (to the Preferred Alternative) was analyzed in detail for the Airport and Seaport projects. Alternative 2 would include the proposed actions in Alternative 1 (Preferred Alternative) except for the following changes to the Airport and Seaport. Under Alternative 2, the aircraft parking apron on the north side of the runway would shift approximately 1,000 ft westward from the proposed location under the Preferred Alternative. The shift would reduce aircraft transit time between the parking apron and the Runway 07 takeoff threshold (point on the runway where the aircraft initiates its takeoff), but would require more earthwork than the Preferred Alternative.

Under Alternative 2, seaport dredged material harvested from the Waneday Channel entrance would be directly disposed of in the deep channel adjacent to each dredge site instead of transporting the dredge material to coastal locations for upland beneficial reuse. This would be more cost effective and reduce the overall time required for dredging, but would not address community needs for beneficial reuse of the dredge material.

Post-construction training for Alternative 2 would be the same as for the Preferred Alternative.

ES.4 Summary of Environmental Resources Evaluated and Carried Forward for Analysis in the EIS

This EIS has been prepared pursuant to Section 161 of the CoFA and the Yap State Operational Control Letter which was signed on March 25, 2025, conveyed via Diplomatic Note DFA-LSR-113-25 dated March 25, 2025. The FSM, the State of Yap, and the U.S. have agreed that the Government of the U.S. shall apply the National Environmental Policy Act of 1969 as amended (NEPA) as if the FSM were the U.S., and the DoW NEPA Standard Operating Procedure (SOP) developed in consultation with FSM National and Yap State governments (Appendix A).

All potentially relevant environmental resource areas were initially considered for analysis in this EIS. However, only stressors to resources areas that have reasonably foreseeable effects are carried forward in this analysis. The resource areas analyzed include: topography, geology, and soils; water resources; air quality and greenhouse gases; marine biological resources; terrestrial biological resources; cultural resources; noise; land use; airspace; infrastructure and utilities; transportation; public health and safety; hazardous materials and wastes; and socioeconomics. The level of detail used in describing a resource is commensurate with the anticipated level of potential environmental impact. In determining the degree of effect and significance for stressors that are reasonably foreseeable, the potential benefits of best management practices (BMPs) and SOPs are taken into account. The resulting significance determinations facilitate the comparison of environmental consequences among alternatives.

Potential impacts to visual resources and public access were considered to be not reasonably foreseeable and were not analyzed in detail in this EIS.

ES.5 Public Involvement

The Notice of Intent to prepare this EIS was published on the FSM National Government website on June 24, 2025, and in Volume 25 Issue No. 14 of The Kaselehlie Press (June 25, 2025). The notice was published in both English and Yapese. The notice identified when and where a public scoping meeting would be held and notified the public that additional meetings would be scheduled locally during the week of July 7, 2025. Posters announcing the meetings and locations were posted around Colonia and in the Rull and Tamil communities. The first round of public scoping meetings was held in Yap on July 8, 2025, at the Small Business Development Center and July 10, 2025, in the Rull Community (a general community meeting open to all Yap residents). The first round of public scoping comments was accepted from July 8 through August 15, 2025 (which included a one-week extension requested by Yap State).

A second round of public scoping meetings was held in Yap during the week of September 8, 2025. The meetings were held on September 9, 2025, at the Colonia Early Childhood Education Conference Room, on September 10, 2025 (a general community meeting open to all Yap residents), at the Council of Pilung Conference Room (Tamil Community meeting), on September 11, 2025, at the Council of Pilung Conference Room (Weloy Community meeting), and on September 11, 2025, at the Milew Community Center (Rull Community meeting). Round 2 public scoping comments were accepted between September 9 and September 29, 2025.

Comments received during the two rounds of scoping and responses to the comments are summarized in Appendix B.

In addition to the scoping meetings, briefings and discussions were also held with the Yap State Legislature and Yap State agencies in July and September, coinciding with the scoping meetings. Meetings were held with the following Yap State agencies: Environmental Protection Agency, DPWT (including Divisions of Wastewater Management, Sea Transportation, Airports and Highways), Department of Youth and Civic Affairs (including the Historic Preservation Office), Department of Resources and Development (including Divisions of Agriculture and Forestry and Marine Resources Management), and the Yap State Public Services Corporation. Discussions were also held with FSM agencies including the Department of Justice, Department of Transportation, Communication, and Infrastructure, and the Department of Resource and Development.

ES.6 Summary of Potential Environmental Consequences of the Action Alternatives and Major Mitigating Actions

Table ES-4 provides a tabular summary of the potential impacts to the resources associated with each of the alternative actions analyzed (see Chapter 3 sections for analysis and background). A more detailed version of this table with descriptions of the impacts is provided in Section 3.15 of the EIS.

Table ES-4 Summary of Potential Impacts to Resource Areas

Resource Area	*No Action Alternative*	Alternative 1 (Preferred Alternative)		Alternative 2 – Airport (Alternate Apron Location) and Seaport (Upland and In-Channel Dredge Disposal)	
		Construction	*Post-Construction*	*Construction*	*Post-Construction*
3.1 Topography, Geology, and Soils	Less than significant adverse impact	Less than significant adverse impact	Less than significant beneficial impact	Less than significant adverse impact	Less than significant beneficial impact
3.2 Water Resources	Less than significant adverse impact	Significant adverse impact	Significant beneficial impact	Significant adverse impact	Significant beneficial impact
3.3 Air Quality	Less than significant adverse impact	Less than significant adverse impact	Less than significant adverse impact	Less than significant adverse impact	Less than significant adverse impact
3.4 Marine Biological Resources	No Impact	Significant adverse impact	Less than significant adverse impact	Significant adverse impact	Less than significant adverse impact
3.5 Terrestrial Biological Resources	No Impact	Less than significant adverse impact	Significant adverse impact	Less than significant adverse impact	Significant adverse impact
3.6 Cultural Resources	No Impact	Significant adverse impact	Pending Consultation under the Cultural Resources SOP	Significant adverse impact	Pending Consultation under the Cultural Resources SOP
3.7a Noise (Airport)	No Impact	Less than significant adverse impact	Significant adverse impact	Less than significant adverse impact	Significant adverse impact
3.7b Noise (Seaport)	No Impact	Less than significant adverse impact	Less than significant adverse impact	Less than significant adverse impact	Less than significant adverse impact

Resource Area	*No Action Alternative*	**Alternative 1 (Preferred Alternative)**		**Alternative 2 – Airport (Alternate Apron Location) and Seaport (Upland and In-Channel Dredge Disposal)**	
		Construction	***Post-Construction***	***Construction***	***Post-Construction***
3.8 Land Use	No Impact	Significant adverse impact	Less than significant adverse impact	Significant adverse impact	Less than significant adverse impact
3.9 Airspace	No Impact	No Impact	Less than significant adverse impact	No Impact	Less than significant adverse impact
3.10 Infrastructure and Utilities	Less than significant adverse impact	Less than significant adverse impact	Significant beneficial impact	Less than significant adverse impact	Significant beneficial impact
3.11 Transportation	Less than significant adverse impact	Less than significant adverse impact	Significant beneficial impact	Less than significant adverse impact	Significant beneficial impact
3.12 Public Health and Safety	Less than significant adverse impact	Less than significant adverse impact	Less than significant beneficial impact	Less than significant adverse impact	Less than significant beneficial impact
3.13 Hazardous Materials and Wastes	Significant adverse impact	Less than significant beneficial impact	Less than significant adverse impact	Less than significant beneficial impact	Less than significant adverse impact
3.14 Socioeconomics	No Impact	Less than significant adverse impact	Significant beneficial impact	Less than significant adverse impact	Significant beneficial impact