

Final Scoping Summary Report

Guam and CNMI Military Relocation (2012 Roadmap Adjustments) Supplemental Environmental Impact Statement

Prepared for:
Joint Guam Program Office
Washington, D.C.

Prepared by:
Naval Facilities Engineering Command Pacific

Under
Contract Number N62742-11-D-1801
Delivery Order No: 0011

March 2013

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TABLE OF CONTENTS

Acronyms and Abbreviations	iii
Executive Summary	v
CHAPTER 1. INTRODUCTION	1-1
1.1 Purpose of Scoping	1-2
1.2 Description of the Proposed Action	1-2
1.2.1 Background	1-2
1.2.2 Scope of the Expanded SEIS	1-3
CHAPTER 2. SCOPING NOTIFICATION AND AGENCY INVOLVEMENT	2-1
2.1 Notification	2-1
2.1.1 Federal Register	2-1
2.1.2 Postcard Mailer	2-1
2.1.3 Website	2-2
2.1.4 Press Releases and Media Outreach, Newspaper Announcements, and Press	2-2
2.2 Agency Involvement	2-3
2.2.1 Briefings	2-3
2.2.2 SEIS Notifications	2-4
2.3 Roles of Lead and Cooperating Agencies	2-4
2.3.1 Lead Agency	2-4
2.3.2 Cooperating Agencies	2-4
CHAPTER 3. PUBLIC SCOPING MEETINGS	3-1
3.1 Scoping Meeting Attendance	3-1
3.2 Scoping Meeting Format	3-1
3.3 Exhibits	3-2
3.3.1 Looping Slide Presentation	3-2
3.3.2 Posters	3-2
3.3.3 Handouts	3-3
CHAPTER 4. PUBLIC SCOPING COMMENT METHODS	4-1
4.1 Methods of Comment	4-1
4.1.1 Mailed Comments	4-1
4.1.2 Written Comments at Scoping Meetings	4-1
4.1.3 Transcribed at Scoping Meetings	4-1
4.1.4 Website	4-2
4.2 Number of Comments Received	4-2
CHAPTER 5. RELEVANT ISSUES IDENTIFIED DURING SCOPING	5-1
5.1 Introduction	5-1
5.2 Summary of Comments LFTRC Scoping	5-1
5.3 Expanded SEIS Scoping – Processing of Comments Received	5-1
5.4 Expanded SEIS Scoping – Summary of Scoping Comments	5-5
5.4.1 Main Cantonment	5-5
5.4.2 LFTRC	5-5
5.4.3 Geographic Action Area	5-5

5.4.4	Other	5-7
CHAPTER 6.	REFERENCES	6-1

LIST OF APPENDICES

- A Notices Published in the *Federal Register*
- B Scoping Meeting Postcard and Mailing List
- C Press Releases and Media
- D Newspaper Notifications
- E Scoping Meeting Exhibits
- F July 2012 Scoping Summary Report

LIST OF FIGURES

- | | | |
|-----|---|-----|
| 5.1 | Expanded SEIS Comment Distribution by Resource Category | 5-4 |
|-----|---|-----|

LIST OF TABLES

- | | | |
|-----|--|-----|
| 2-1 | Dates of Newspaper Notification Announcements for Scoping Meetings | 2-2 |
| 3-1 | Summary of Meeting Attendants and Number of Comments Submitted | 3-1 |
| 4-1 | Public Comments Received By Method of Submittal | 4-2 |
| 4-2 | Comments Received By Type | 4-2 |
| 5-1 | Expanded SEIS Category Tags Per Resource Category | 5-2 |

ACRONYMS AND ABBREVIATIONS

AAFB	Andersen Air Force Base
ACHP	Advisory Council on Historic Preservation
BSP	Bureau of Statistics and Plans, Guam
CAR	Community Advocates of the Raceway
CEQ	Council for Environmental Quality
ChST	Chamorro Standard Time
CNMI	Commonwealth of the Northern Mariana Islands
CZMP	Coastal Zone Management Program
DAWR	Division of Aquatic and Wildlife Resources, Guam
DOA	Department of Agriculture, Guam
DoD	Department of Defense
DOI	Department of Interior, United States
DPR	Department of Parks and Recreation, Guam
EDT	Eastern Daylight Time
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency, United States
EST	Eastern Standard Time
FAA	Federal Aviation Administration
FHWA	Federal Highways Administration
GEPA	Guam Environmental Protection Agency
GNWR	Guam National Wildlife Refuge
GovGuam	Government of Guam
ID	Identification
JGPO	Joint Guam Program Office
LFTRC	Live-Fire Training Range Complex
Navy	Department of the Navy, United States
NAVMAG	Naval Magazine
NCTS	Naval Computer and Telecommunications Station
NEPA	National Environmental Policy Act
NGO	Non-Governmental Organization
NMFS	National Marine Fisheries Service
NOI	Notice of Intent
NPS	National Park Service
NWF	Northwest Field, Andersen Air Force Base
PAA	Proposed Action and Alternatives
PDF	Portable Document Format
ROD	Record of Decision
SCC	Security Consultative Committee
SDZ	Surface Danger Zone
SEIS	Supplemental Environmental Impact Statement
SHPO	State Historic Preservation Office
U.S.	United States

USACE	U.S. Army Corps of Engineers
USDA	U.S. Department of Agriculture
USFWS	United States Fish and Wildlife Service

EXECUTIVE SUMMARY

In February 2012, the United States (U.S.) Department of the Navy (Navy) initiated a Supplemental Environmental Impact Statement (SEIS) to evaluate the environmental consequences of establishing a live-fire training range complex (LFTRC) on Guam in support of the relocation of Marine Corps forces to Guam (the “LFTRC SEIS”). Scoping was conducted for the LFTRC SEIS and documented in a July 2012 Scoping Summary Report. The July 2012 Scoping Summary Report for the LFTRC Scoping Period is included in this report as Appendix F and is also available on the project website (<http://guambuildupeis.us>).

On April 27, 2012 (Eastern Daylight Time [EDT]), the U.S.–Japan Security Consultative Committee (SCC) issued a joint statement announcing its decision to adjust the plans outlined in the May 2006 Realignment Roadmap. In accordance with the SCC’s adjustments (the “2012 Roadmap Adjustments”), the Department of Defense (DoD) adopted a new force posture in the Pacific, providing for a substantially smaller Marine Corps relocation to Guam.

As a result of the 2012 Roadmap Adjustments, the Navy expanded the scope of the LFTRC SEIS to also evaluate the potential environmental consequences from construction and operation of a main cantonment area, including family housing, and associated infrastructure to support the relocation of a substantially reduced number of Marines than previously analyzed. The SEIS will supplement the 2010 Final Environmental Impact Statement (EIS) for the Guam and Commonwealth of the Northern Mariana Islands (CNMI) Military Relocation.

This report focuses on the public scoping process conducted by the Navy for the Guam and CNMI Military Relocation (2012 Roadmap Adjustments) SEIS (the “Expanded SEIS”). The Expanded SEIS Scoping Period began with publication of the Notice of Intent (NOI) in the Federal Register (77 FR 61746) on October 11, 2012 EDT (October 12, 2012 ChST) and ended on December 10, 2012 ChST.

A total of 398 comments were received during the Expanded SEIS Scoping Period. These comments were focused mainly on the preliminary site alternatives for the LFTRC, and the primary resource-related concerns included potential impacts to recreation, real estate, and historic properties. All comments received during both the LFTRC Scoping Period (Appendix F) and the Expanded SEIS Scoping Period will be considered during the preparation of the Guam and CNMI Military Relocation (2012 Roadmap Adjustments) SEIS.

This report is organized as follows: Chapter 1 presents a brief introduction to the scoping process and the background of the proposed action and the SEIS. Chapter 2 describes the public notification and agency involvement that occurred before and during the Expanded SEIS Scoping Period. Chapter 3 summarizes the three public scoping meetings that were held during the scoping period. Chapter 4 describes the opportunities for submitting comments during the scoping period and provides summary data regarding the number and types of comments received. Chapter 5 presents a summary of the major concerns expressed in the public comments and Chapter 6 provides a list of references cited in the report.

CHAPTER 1.

INTRODUCTION

This report summarizes the public scoping process conducted by the United States (U.S.) Department of the Navy (Navy) in support of the Supplemental Environmental Impact Statement (SEIS) for the Guam and Commonwealth of the Northern Mariana Islands (CNMI) Military Relocation (2012 Roadmap Adjustments). The SEIS supplements the Guam and CNMI Military Relocation Environmental Impact Statement (EIS) completed in 2010.

The Navy originally initiated an SEIS in February 2012 to evaluate the environmental consequences of establishing a live-fire training range complex (LFTRC) on Guam in support of the relocation of Marine Corps forces to Guam (the “LFTRC SEIS”). Scoping was conducted for the LFTRC SEIS and documented in a July 2012 Scoping Summary Report. The July 2012 Scoping Summary Report for the LFTRC Scoping Period is included in this report as Appendix F and is also available on the project website (<http://guambuildupeis.us>).

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As a result of the 2012 Roadmap Adjustments, the Navy expanded the scope of the LFTRC SEIS to also evaluate the potential environmental consequences from construction and operation of a main cantonment area, including family housing, and associated infrastructure to support the relocation of a substantially reduced number of Marines than previously analyzed.

This report focuses on the public scoping process conducted by the Navy for the Guam and CNMI Military Relocation (2012 Roadmap Adjustments) SEIS (the “Expanded SEIS”). The Expanded SEIS Scoping Period began with publication of the Notice of Intent (NOI) in the Federal Register (77 FR 61746) on October 11, 2012 EDT (October 12, 2012 ChST) and ended on December 10, 2012 ChST.

All materials made available for review during scoping are included in this report. The report is organized as follows:

- CHAPTER 1 presents a brief introduction to the scoping process and the background of the proposed action and the Expanded SEIS.
- CHAPTER 2 describes public notifications and agency involvement during the Expanded SEIS Scoping Period.
- CHAPTER 3 summarizes the three public scoping meetings for the Expanded SEIS Scoping Period and describes the format and exhibits presented at the meetings.
- CHAPTER 4 describes the opportunities for submitting comments during the Expanded SEIS Scoping Period and provides summary data regarding the number and types of comments received.
- CHAPTER 5 presents a summary of the major concerns expressed in the public comments received.
- CHAPTER 6 lists the references cited in the report.

Supporting documentation for the Expanded SEIS scoping meetings and comments are provided in the following appendices:

- Appendix A contains a copy of the NOI to prepare a SEIS published in the *Federal Register* on October 11, 2012 EDT (October 12, 2012 ChST).
- Appendix B contains the scoping meeting postcard sent to stakeholders, including elected officials; federal, state, and local agencies; individuals; and non-governmental organizations (NGOs); and the list of addressees to whom the postcards were sent.
- Appendix C contains press releases and media articles related to the SEIS process and/or the scoping meetings.
- Appendix D contains the scoping meeting newspaper announcements.
- Appendix E contains the exhibits that were presented at the scoping meetings, including poster panels, handouts, and a 5-minute looping video. (Note: the looping video is contained on the enclosed CD).
- Appendix F contains a copy of the July 2012 LFTRC Scoping Summary Report.

1.1 PURPOSE OF SCOPING

Section 1501.7 of the Council on Environmental Quality (CEQ) Regulation for implementing the National Environmental Policy Act (NEPA) defines scoping as “an early and open process for determining the scope of issues to be addressed and for identifying the significant issues related to a proposed action.” Scoping is an important aspect of the NEPA process. Scoping not only informs governmental agencies, interest groups, and the public about the proposed action, but also helps the lead agency identify the issues and concerns that are of particular interest to the affected populace.

1.2 DESCRIPTION OF THE PROPOSED ACTION

1.2.1 Background

A Record of Decision (ROD) for the Final EIS was signed on September 20, 2010 (75 FR 60438, September 30, 2010). The ROD deferred a decision on the specific site for a LFTRC. The ROD selected a site for main cantonment and family housing on Department of Defense (DoD)-owned lands at Naval Computer and Telecommunications Station (NCTS) Finegayan and South Finegayan, and a site known as the former Federal Aviation Administration (FAA) parcel.

In the months following issuance of the ROD, the Navy formally committed that if the Route 15 area was selected for the LFTRC, the Navy would provide for 24/7 access to Pâgat Village and Pâgat Cave historical sites, to include the existing main trail leading to both. The Navy adjusted the LFTRC requirements to meet this commitment, including application of the probabilistic methodology that reduced the size of the required surface danger zone (SDZ) of the multi-purpose machine gun range. The reduced SDZ enabled the Navy to take another look at potential sites to determine if they would be more viable for placement of a LFTRC. This reevaluation resulted in the identification of additional LFTRC preliminary alternatives to be evaluated under NEPA.

Based on this new information, the Joint Guam Program Office (JGPO) published a NOI in February 2012 (77 FR 6787, February 9, 2012 EST) limited solely to the evaluation of impacts associated with the location, construction, and operation of the LFTRC. In the NOI, the Navy preliminarily identified five alternatives for the LFTRC: two adjacent to Route 15 in northeastern Guam and three located at

or immediately adjacent to the Naval Magazine (NAVMAG), also known as the Naval Munitions Site. Public scoping meetings were held for the LFTRC SEIS in March 2012, and the LFTRC Scoping Period closed on April 6, 2012 ChST.

Shortly after the close of the LFTRC Scoping Period, on April 27, 2012 EDT, the SCC issued a joint statement announcing its decision to adjust the plans outlined in the May 2006 Realignment Roadmap. In accordance with the SCC's adjustments, the DoD adopted a new force posture in the Pacific providing for a materially smaller force on Guam. Specifically, the adjustments included reducing the originally planned relocation of approximately 8,600 Marines and approximately 9,000 dependents to a force of approximately 5,000 Marines and approximately 1,300 dependents on Guam. That decision prompted the Navy to review the major actions previously planned for Guam and approved in the September 2010 ROD. This review concluded that while some actions remain unchanged because of the smaller force size, others, such as the main cantonment and family housing areas, could significantly change as a result of the modified force. The Navy opted to issue a new NOI and expand the scope of the LFTRC SEIS to add those actions that may materially change as a result of the new force posture.

1.2.2 Scope of the Expanded SEIS

The expanded SEIS will evaluate the potential environmental impacts from construction and operation of a LFTRC, a main cantonment area (including family housing), and associated infrastructure on Guam to support the relocation of a substantially reduced number of Marines than previously analyzed.

The reduction in the number of Marines and dependents to be relocated to Guam led to a reduction in the required footprint for the main cantonment area, enabling the Navy to identify other preliminary alternatives in addition to NCTS Finegayan for the main cantonment, including family housing. These additional alternatives include: Andersen Air Force Base (AAFB), NCTS Finegayan (main cantonment)/South Finegayan Navy Housing (family housing), Navy and Air Force Barrigada in the central area of Guam, and Naval Base Guam in the Apra Harbor area. The possibility of not establishing the main cantonment area at NCTS Finegayan opened that area up for consideration as a new preliminary alternative for the LFTRC. Consideration of public input, refinement of range designs, and a reassessment of operational requirements, conflicts, and opportunities resulted in the addition of Northwest Field (NWF) at AAFB as a new preliminary range alternative. Therefore, the Navy has identified seven preliminary site alternatives for the LFTRC: two Route 15 preliminary alternatives in northeastern Guam, three preliminary alternatives located at or immediately adjacent to NAVMAG, one preliminary alternative at NWF in northern Guam, and one preliminary alternative at NCTS Finegayan on the northwest coast of Guam.

CHAPTER 2.

SCOPING NOTIFICATION AND AGENCY INVOLVEMENT

2.1 NOTIFICATION

Several methods were used to notify the public of opportunities for involvement in the SEIS process and to comment during the scoping period, including:

- A NOI published in the Federal Register (Vol. 77, No. 197)
- Mailed postcard notifications
- A public website
- Notification announcements in local newspapers
- Press releases and media outreach

Details of these notification methods are outlined below, and copies of these materials are provided in the appendices.

2.1.1 Federal Register

A NOI to prepare an expanded SEIS was published in the Federal Register (Vol. 77, No. 197) on October 11, 2012 EDT (October 12, 2012 ChST). The notice marked the beginning of the scoping period and announced the Navy's intent to expand the ongoing SEIS for a LFTRC on Guam to include a main cantonment area (including family housing) and associated infrastructure on Guam to support the relocation of a substantially reduced number of Marines than previously analyzed. The NOI announced the proposed action, purpose and need, and preliminary alternatives. The NOI also advertised the dates, times, and locations of the public scoping meetings, the means by which public comments on the SEIS could be submitted, a point of contact with a phone number and email address, and the address of the project website. Supplementary information was also provided in the NOI that detailed the background of the project and described what the SEIS will evaluate.

The scoping period began with the publication of the NOI on October 11, 2012 EDT (October 12, 2012 ChST) and closed on December 10, 2012 ChST, approximately four (4) weeks after the last public scoping meeting. A copy of the NOI is located in Appendix A.

2.1.2 Postcard Mailer

A total of 228 postcard mailers were sent to the following:

- Elected government officials
- Federal, state, and local government agencies
- Special interest groups and NGOs
- Individuals who elected to be included on future notices related to the LFTRC SEIS during the scoping period in March 2012

The postcard mailer briefly described the proposed action and presented the schedule for the scoping meetings including dates, times, and locations. The postcard mailer outlined the various ways for the public to participate during the scoping process, which included the website, in person at the meetings, and by mail.

A copy of the postcard mailer and the mailing list are included in Appendix B.

2.1.3 Website

To provide the public with project information, resources, updates, and announcements throughout the SEIS process, the Navy developed a project website: <http://guambuildupeis.us>. The website provides background information, including the 2010 Final EIS and ROD, relevant studies and reports, press releases and other public notification information, and scoping meeting exhibits and handouts. During the public scoping period, there was a link on the website to an electronic comment submittal form. Updates and announcements will be added to the website throughout the SEIS process as necessary.

2.1.4 Press Releases and Media Outreach, Newspaper Announcements, and Press

2.1.4.1 Press Releases and Media Outreach

In addition to publication of the NOI, JGPO issued a press release on October 11, 2012 EDT via Navy.mil to announce the publication of the NOI in the Federal Register. An additional press release was issued on December 11, 2012 EST to announce the end of the scoping period, the next steps, and to thank the public for their participation in the NEPA process.

On November 8, 2012 ChST, the Principal Deputy Assistant Secretary of the Navy held a live media availability at Old McCool School to kick off the scoping meetings, provide background, and discuss the intent of the meetings on Guam.

Copies of the press releases are presented in Appendix C.

2.1.4.2 Newspaper Announcements

The scoping meetings were announced in three local newspapers: (1) *Pacific Daily News*, (2) *Marianas Variety*, and (3) *Saipan Tribune*. The announcements were published the week after the NOI appeared in the Federal Register, and the week of the scoping meetings. The dates of each announcement are listed in Table 2-1.

Copies of the newspaper announcements are presented in Appendix D.

Table 2-1: Dates of Newspaper Notification Announcements for Scoping Meetings

<i>Newspaper</i>	<i>Dates of Announcements (in ChST)</i>
Pacific Daily News	October 14 and 15 (Sunday and Monday) and November 4 (Sunday)
Marianas Variety	October 15 and 16 (Monday and Tuesday) and November 5 (Monday)
Saipan Tribune	October 15 and 16 (Monday and Tuesday) and November 5 (Monday)

2.1.4.3 Press

Between November 7, 2012 ChST and November 13, 2012 ChST, several articles were published in various newspapers about the project, the SEIS process, and the public scoping meetings. These articles included, but were not necessarily limited to, the following:

- November 7, 2012 ChST, Navy News Service: Principal Deputy Assistant Secretary to Attend 2012 Guam and CNMI Relocation SEIS Public Scoping Meetings
- November 8, 2012 ChST, Marianas Variety (column by Senator Judi Guthertz): Let's Keep After that Win-Win Military Buildup!
- November 8, 2012 ChST, KUAM News: Series of Community Meetings on SEIS Launch

- November 8, 2012 ChST, Guam News: SEIS Scoping Meetings Underway (VIDEO)
- November 8, 2012 ChST, Stars and Stripes: US Restarts Efforts to Move Okinawa Marines to Guam
- November 9, 2012 ChST, Guam News: Tinian Forum Nov. 16th; Webb, Bordallo to Speak, via Video, on “Status of the Marianas Build Up”
- November 9, 2012 ChST, Marianas Variety: Navy Upbeat on Congress Support for Buildup
- November 9, 2012 ChST, Pacific Daily News: Scoping Meetings Today, Tomorrow
- November 10, 2012 ChST, Pacific Daily News: Ritidian an Option for Firing Range
- November 12, 2012 ChST, Guam News: One Firing Range Alternative Could Affect Public Access to Ritidian Wildlife Refuge (VIDEO)
- November 13, 2012 ChST, Pacific Daily News: Legislative Buildup Committee Gets a New Leader
- November 13, 2012 ChST, Variety News: Final Military Buildup Scoping Meeting Held on Guam

Transcripts of the aforementioned articles are included in Appendix C.

2.2 AGENCY INVOLVEMENT

2.2.1 Briefings

JGPO held a briefing on Guam on October 11, 2012 ChST for federal and Guam local resource agencies to provide information on the upcoming NOI for the expanded SEIS. Invitees included the directors from various agencies, including the following:

- Guam Environmental Protection Agency (GEPA)
- Guam National Wildlife Refuge (GNWR)
- Guam Department of Agriculture (DOA)
- Guam Department of Parks and Recreation (DPR)
- Guam Bureau of Statistics and Plans (BSP)
- U.S. Army Corps of Engineers (USACE)
- National Park Service (NPS)
- Guam Coastal Zone Management Program (CZMP)
- Guam State Historic Preservation Office (SHPO)
- Guam Division of Aquatic and Wildlife Resources (DAWR)
- Department of Chamorro Affairs

In addition, a briefing was given to Guam Senators and Mayors on October 11, 2012 ChST at the Governor’s Office.

JGPO provided the same NOI brief to the Guam Legislature on October 22, 2012 ChST, which was televised live.

JGPO also briefed federal resource agencies on October 31, 2012 EDT. Invitees for the conference call briefing included representatives from the following agencies:

- U.S. Environmental Protection Agency (EPA) Region IX
- U.S. Fish and Wildlife Service (USFWS)
- National Oceanic and Atmospheric Administration, National Marine Fisheries (NMFS)

- U.S. Department of Agriculture (USDA)
- U.S. Department of Interior (DOI)
- USACE
- Federal Highways Administration (FHWA)
- FAA

2.2.2 SEIS Notifications

The following agencies were given courtesy notifications prior to the NOI:

- CEQ
- EPA
- DOI
- Advisory Council on Historic Preservation (ACHP)
- FAA
- USACE
- USFWS

2.3 ROLES OF LEAD AND COOPERATING AGENCIES

2.3.1 Lead Agency

The Navy is the lead agency for the expanded SEIS. JGPO is the organization within the Navy responsible for overseeing preparation of the SEIS.

2.3.2 Cooperating Agencies

On August 3, 2012 EDT, JGPO invited the following agencies to be cooperating agencies for the SEIS:

- USDA
- U.S. Air Force
- EPA
- DOI, Office of Insular Affairs
- FAA
- FHWA
- USFWS

The general role and responsibilities of a cooperating agency are as follows:

1. Participate in the NEPA process, including scoping.
2. Assume responsibility, upon request, for developing information and preparing analyses on issues for which it has special expertise.
3. Make staff available for interdisciplinary reviews.

Additionally, the following specific role and responsibilities were provided to the agencies in the request letter:

1. Participate in a timely and effective manner.
2. Advise JGPO on the scope of the proposal and analysis to be included in the SEIS.
3. Provide comments on working drafts of the SEIS in a timely manner.

4. Respond to JGPO requests for information. Timely input will be critical to ensure a successful NEPA process.
5. Participate, as necessary, in discussions on SEIS related issues.
6. Adhere to the overall schedule as set forth by JGPO.

All agencies except USFWS have accepted the invitation to become a cooperating agency. USFWS declined the invitation due to staffing and workload constraints, but indicated willingness to continue to collaborate with the Navy throughout the SEIS process.

CHAPTER 3.

PUBLIC SCOPING MEETINGS

The intent of the public scoping process was to provide the opportunity for elected officials, government agencies, NGO's, and the public to learn about the Navy's proposed action and to express their thoughts and concerns regarding the proposed action. Three open-house public scoping meetings were held from November 8–10, 2012 (ChST) to allow the public many opportunities to review and learn about the proposed action and preliminary alternatives. The meetings were held in three different villages around Guam to serve the northern, central, and southern communities.

- Thursday, November 8, 2012 ChST, from 5:00 pm to 8:00 pm, Old McCool School, Santa Rita
- Friday, November 9, 2012 ChST, from 5:00 pm to 8:00 pm, Okkodo High School, Dededo
- Saturday, November 10, 2012 ChST, from 12:00 pm to 3:00 pm, University of Guam Field House, Mangilao

3.1 SCOPING MEETING ATTENDANCE

There were 241 attendees at the scoping meetings. Table 3-1 summarizes the public scoping meeting dates, locations, number of attendees, and the number of comments received.

Table 3-1: Summary of Meeting Attendants and Number of Comments Submitted

	<i>Meeting 1 Old McCool School</i>	<i>Meeting 2 Okkodo High School</i>	<i>Meeting 3 UOG Field House</i>	<i>TOTAL</i>
Estimated Attendance	56	68	117	241
Number of Comments Submitted	2	2	4	8

3.2 SCOPING MEETING FORMAT

The scoping meetings were designed in an open house format where attendees could speak one-on-one with DoD personnel and subject matter experts. The intent of the scoping meetings was to inform the public that the Navy plans to conduct further analysis for the LFTRC and main cantonment and housing preliminary alternatives, and to receive the public's comments and concerns regarding the proposed action.

The meeting format consisted of a welcome table at the scoping facility entrance and multiple poster stations. Each station was staffed by subject matter experts from the project team who provided technical expertise in their particular subject area. Attendees were welcomed at the entrance by greeters who thanked them for coming and provided them with informational handouts and comment forms. The greeter explained the purpose of the meeting and identified the DoD representatives who were available to speak with attendees. Greeters made a particular effort to identify the comment table where attendees could provide written or verbal comments. A Chamorro translator was available at all three scoping meetings.

3.3 EXHIBITS

Exhibits at the scoping meetings included a looping slide presentation, posters, and a handout in both English and Chamorro. Copies of the scoping meeting exhibits are provided in Appendix E. Additionally, the scoping meeting exhibits are available for viewing and download on the project website (<http://guambuildupeis.us>).

3.3.1 Looping Slide Presentation

A looping slide presentation was set up adjacent to the welcome table at each scoping meeting. The presentation described the proposed action and preliminary alternatives, identified the purpose of the scoping meetings, and encouraged the public to submit comments.

3.3.2 Posters

Seven poster stations were displayed at each scoping meeting. A total of 28 posters were displayed at the poster stations, which included:

- Welcome Station
 - Welcome
 - What To Expect
- Background Station
 - Why are we Expanding the SEIS
 - From 2010 ROD to Now
 - SEIS Will Not Analyze
 - Existing Projects Underway to Support the USMC Relocation
- NEPA Station
 - What is an SEIS?
 - We Want Your Comments on the Scope of the SEIS
- Training Station
 - Live-Fire Training
 - What Type of Training is Proposed?
 - Safety is Paramount
- Preliminary Alternatives Station
 - Live Fire Training Range Complex Requirements
 - LFTRC Preliminary Alternatives
 - Preliminary Alternatives-Route 15A and 15B
 - Preliminary Alternatives – NAVMAG L-Shaped and North/South
 - Preliminary Alternative – NAVMAG East/West
 - Preliminary Alternative – Finegayan and Northwest Field
 - Land
 - Develop a Main Cantonment
 - Requirements for Development of a Main Cantonment
 - Main Cantonment Preliminary Alternatives
 - Preliminary Alternatives – AAFB and Barrigada
 - Preliminary Alternative – NCTS Finegayan
 - Preliminary Alternatives – South Finegayan and Naval Base Guam

- Airspace
- Environmental Issues Station
 - Environmental Planning
 - Resource Area in the SEIS
- Comments Station
 - How Can I Provide Scoping Comments

3.3.3 Handouts

One handout was provided to attendees at the scoping meetings. The handout provided a scoping overview, described the proposed action, and briefly identified the seven LFTRC and five main cantonment/family housing preliminary alternatives. The handout outlined the various ways to comment (by mail, online, and in person at the scoping meetings), and explained the open-house format of the meetings. The back of the handout included maps of the preliminary alternatives for the main cantonment and the LFTRC.

The handout was provided in both English and Chamorro language.

CHAPTER 4.

PUBLIC SCOPING COMMENT METHODS

4.1 METHODS OF COMMENT

Throughout the scoping period, the Navy provided multiple opportunities to submit public comments about the SEIS, and accepted comments via several different methods and in different formats. As described in more detail below, comments could be submitted electronically by completing an on-line comment form or by uploading a file on the project website; handwritten comments could be submitted in person at public scoping meetings, on the public website, or by direct mail; verbal comments could be conveyed to a typist available at the scoping meetings; and form letters and petitions could be submitted via the website or by direct mail. Regardless of the method or format, each submittal during the scoping period was considered to be a single “comment” for the purposes of tabulating and processing the scoping input for this report. Chapter 5 discusses how the comments were processed, including delineation of comments by topics and application of category tags to associate comments with environmental resources evaluated in the SEIS.

All comments received will become part of the public record associated with the proposed action. Personal information, including commenter name if an SEIS user name was provided, address, and email address have been redacted from the comments to protect the identity of those that provided comments.

4.1.1 Mailed Comments

The Navy designated and advertised a local Guam mailing address for the public to mail-in hardcopy comments. Comments were mailed to JGPO at:

Joint Guam Program Office Forward
P.O. 153246
Santa Rita, Guam 96915

4.1.2 Written Comments at Scoping Meetings

Written comments were accepted at each scoping meeting. Comment forms were handed out at the welcome table and a comment table was set up in the center of the room with a designated comment box. Pre-written or typed comments were also accepted at the scoping meetings via the comment box.

4.1.3 Transcribed at Scoping Meetings

Scoping meeting attendees had the opportunity to verbally submit comments to a typist at each scoping meeting. A computer was set up where attendees could either type their comment themselves or verbalize their comment while the typist typed it on a comment form. No comments were recorded by the typist at the scoping meetings. A Chamorro translator was present at the scoping meetings and available to translate comments from Chamorro speaking individuals. There were no requests to translate from Chamorro to English at the scoping meetings.

4.1.4 Website

In addition to providing the public with project information, resources, and updates throughout the SEIS process, the public could also submit comments via the website at <http://guambuildupeis.us>. Comments submitted through the website were transferred to a database where they could be exported as individual portable document format (PDF) documents.

4.2 NUMBER OF COMMENTS RECEIVED

A total of 398 comments were received during the Expanded SEIS Scoping Period. Table 4-1 shows the number of comments received by the method of submittal (e.g., mailed, in person, via website). As shown in the table, 364 of the 398 comments were submitted via the comment website.

Table 4-1: Public Comments Received By Method of Submittal

<i>Method of Submittal</i>	<i>Number of Comments Received</i>
Mailed Comments	26
Handwritten Forms at Old McCool School Scoping Meeting	2
Handwritten Forms at Okkodo High School Scoping Meeting	2
Handwritten Forms at University of Guam Field House Scoping Meeting	4
Via Comment Website	364
TOTAL	398

As shown in Table 4-2, the 398 comments received included 10 duplicate comments (i.e., identical to another comment submitted by the same person or organization), 131 identical “form letters” from members of an organization called the Community Advocates of the Raceway (CAR), and 52 comments from CAR that attached (or intended to attach) signed petitions to the comment. The remaining 205 comments are referred to as “individual comments” for purposes of this report.

Of the 52 comments with petitions, 2 had duplicate petitions and an additional 2 noted that a petition was attached, but the attachment was not included with the comment. Each signed petition had the same comment text as the 131 form letters. All of the form letters were essentially identical in content, with a few minor word variations on a small number of the comments. Collectively, the 52 comments with petitions included a total of 13,378 signatures. The two duplicate petitions included 50 and 175 signatures, respectively, yielding an adjusted total of 13,153 signatures. No attempt was made to validate the signatures on any individual petition or identify the presence of any duplicate signatures. For purposes of this report, only the comments to which a petition was attached (or intended to be attached) were counted as distinct comments, and the petition signatures are noted separately from the comment total.

Table 4-2: Comments Received By Type

<i>Comment Type</i>	<i>Number Received</i>
Individual Comments	205
Duplicate Comments	10
Form Letters from CAR	131
Comments with Attached Petitions from CAR	52 *
TOTAL	398

* includes two duplicate petition submittals and two that were submitted without the attached petition.

CAR Community Advocates of the Raceway

All comments were processed and tabulated as discussed in CHAPTER 5.

CHAPTER 5.

RELEVANT ISSUES IDENTIFIED DURING SCOPING

5.1 INTRODUCTION

During the two SEIS public scoping periods, comments were received from a variety of stakeholders and interest groups and focused primarily on the proposed preliminary alternatives and/or specific resource issues, as discussed below. This report attempts to provide an objective summary. Accordingly, this summary does not represent an agency policy or decision.

The following sections include a brief summary of the comments received during the LFTRC Scoping Period, and a more focused review of the comments received during the Expanded SEIS Scoping Period. Specifically, the following information is provided about the comments received during the Expanded SEIS Scoping Period: the comment delineation and category tagging process, the percentage distribution of comments per resource category, and a summary of the comments received.

The Navy received comments from a variety of groups, including federal, state and local agencies, local government officials, business and commercial entities, interest groups, and individual citizens. The majority of the comments received were from individuals.

5.2 SUMMARY OF COMMENTS LFTRC SCOPING

The Navy received 151 comments during the LFTRC Scoping Period. These comments primarily expressed concerns regarding real estate (e.g., land acquisition), potential impacts to recreational resources, and potential impacts to historic properties. These comments will be considered during the preparation of the expanded SEIS. The July 2012 Scoping Summary Report for the LFTRC Scoping Period is included as Appendix F and is available on the project website (<http://guambuildupeis.us>).

5.3 EXPANDED SEIS SCOPING – PROCESSING OF COMMENTS RECEIVED

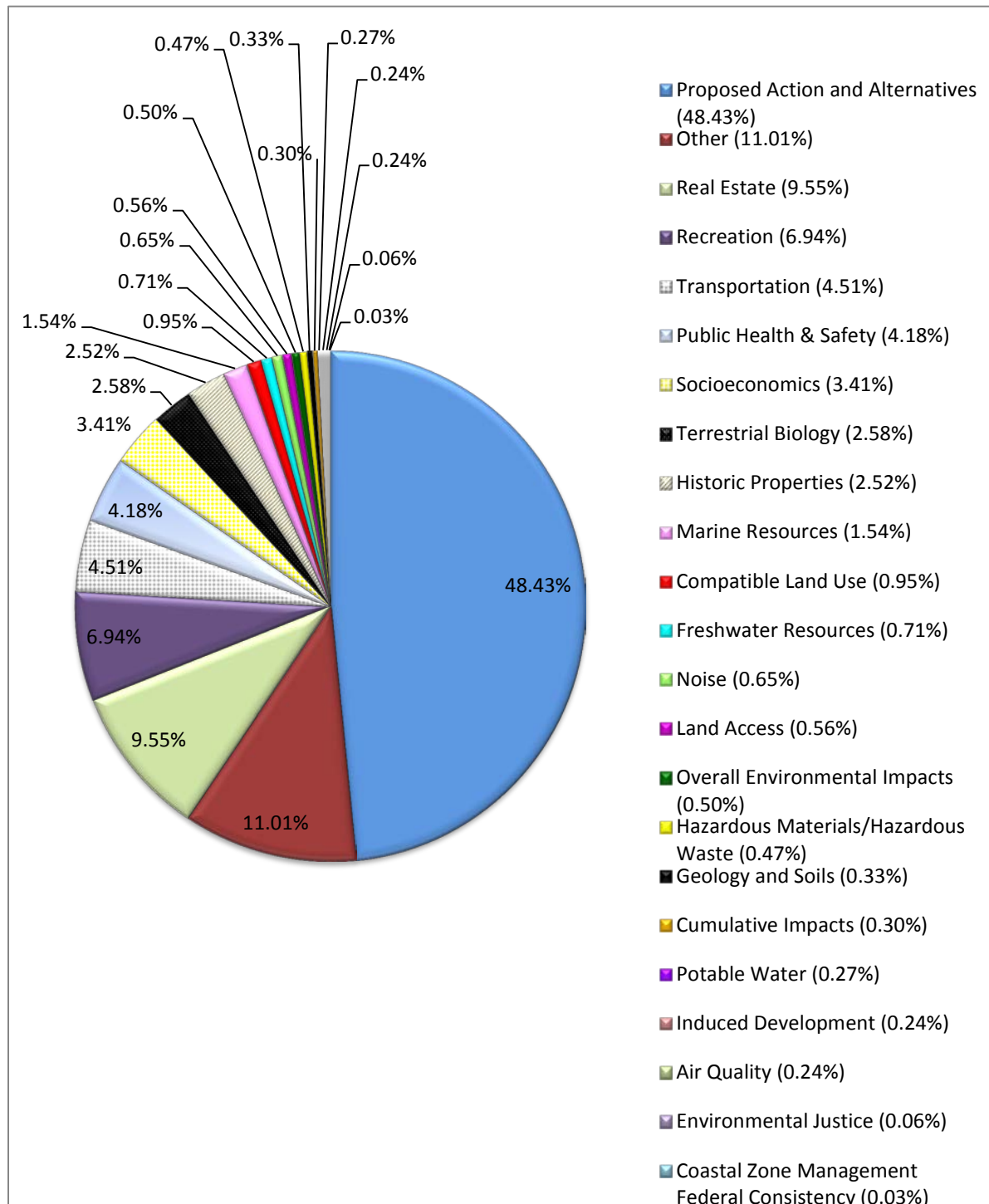
The Navy received a total of 398 comments during the Expanded SEIS Scoping Period. All of the comments were assigned a comment identification (ID) number for tracking purposes. Duplicate comments were then removed and set aside. Each unique (non-duplicate) comment that addressed multiple topics or that had a distinct multi-part structure was then delineated or subdivided into its component parts and marked with an alphanumeric ID based on the comment ID number (i.e., the same comment ID number followed by an alphabetical designation for each part). For example, each of the CAR form letter and petition-bearing comments was delineated into three components (ID #A, B, and C). After delineating selected comments in this manner, one or more category tags were assigned to each comment or each delineated alphanumeric component based on the information provided or the concerns expressed. This assignment of category tags facilitated the grouping of comments into common themes by resource category or SEIS section. For reporting purposes, category tags were organized by resource categories as shown in Table 5-1.

Table 5-1: Expanded SEIS Category Tags Per Resource Category

Resource Category	Category Tags
Proposed Action and Alternatives (PAA)	LFTRC
	Route15
	NAVMAG
	NWF
	NCTS
	Cantonment
	AAFB
	Finegayan
	Barrigada
	NBG
	OtherAlts
	WhyGuam
	Infrastructure
	Wastewater
	SolidWaste
	Communications
Recreation	Electrical
	Recreation
	Racetrack
	Hiking
Real Estate	Boating/Diving/Fishing
	GuamIsSmall
	UseExtDoDLand
	LandAcq
Historic Properties	Pagat
	MedicinalPlants
	CulturalIdentity
	HistoricProp
Overall Environmental Impacts	EnvImpacts(General)
Terrestrial Biology	TerrestrialBio
	T&Especies
	GNWR
Noise	Noise
Transportation	Roads
	Traffic
	MarineTrans
	Transit
Land Access	Access
Marine Resources	MarineBio
	Coral
	T&Especies
	MarineWaters
Hazardous Materials/Hazardous Waste	Hazmat
Public Health & Safety	PublicSafety
Potable Water	PotableWater

Resource Category	Category Tags
Socioeconomics	Socioeconomics
	Tourism
	Crime
	CulturalIdentity
	Infrastructure
	PopulationGrowth
	PublicServices
	GuamSelfDet
Compatible Land Use	Proximity
	Visual
Geology and Soils	GeologicHazards
	SoilErosion
Cumulative Impacts	CumImpacts
Induced Development	InducedDev
Freshwater Resources	SurfaceWater
	FENA
	Wetlands
Air Quality	Air Quality
Airspace	Airspace
Coastal Zone Management Federal Consistency	CZM
Environmental Justice	EJ
Other	NEPAProcess
	Agree
	Disagree
	PrefAltLogic
	ProjectCost
	DistrustGovt

Figure 5.1 provides the distribution of individual comments by category tag within each SEIS resource category. The order of the resource categories is based solely on the total number of comments received and tagged as a member of each resource category.

Figure 5.1: Expanded SEIS Comment Distribution by Resource Category

5.4 EXPANDED SEIS SCOPING – SUMMARY OF SCOPING COMMENTS

The following subsections provide a brief summary of the scoping comments received during the Expanded SEIS Scoping Period.

5.4.1 Main Cantonment

Comments regarding the main cantonment preliminary alternatives offered a variety of individual preferences for a preferred alternative. Overall, the comments recommended the use of existing DoD land for the main cantonment. Other comments suggested the use of green building and renewable energy for the main cantonment.

5.4.2 LFTRC

Most of the comments received expressed concerns about the preliminary LFTRC site alternatives. Many of the comments expressed concerns over the proximity of the preliminary alternatives to populated areas. Additionally, some comments suggested that the LFTRC should be located on DoD land. Other comments expressed concern over the potential impacts to historic or cultural sites, including Pāgat, and to potential impacts to recreational and commercial boating, diving, and fishing areas. Several commenters, including those associated with CAR, expressed concern over the potential impact to the Guam International Raceway if Route 15A is selected as the preferred alternative. Several comments suggested other alternatives, such as the Northern Marianas Islands, use of existing ranges on Guam, use of existing off-island ranges, and an option to split the LFTRC into separate ranges that could be built on existing DoD land.

5.4.3 Geographic Action Area

5.4.3.1 AAFB (including NWF)

Comments concerning AAFB included opinions about the placement of the main cantonment at AAFB, as well as placement of the LFTRC at NWF.

Comments regarding the main cantonment preliminary alternative at AAFB generally expressed concerns about the existing sensitive species habitat. Requests were made to avoid the proposed Pati Point Ecological Reserve Area, as well as to avoid impacts to the endangered tree, *Serianthes nelsonii*.

Comments regarding the LFTRC at NWF preliminary alternative indicated both strong support and strong opposition. Supporters, including those associated with CAR, preferred this preliminary alternative because of the minimal amount of private and/or Government of Guam (GovGuam) land acquisition. Some commenters expressed concern with this preliminary alternative because of potential impacts to the GNWR. Specifically, there was concern over the impact to operations of the GNWR and access to the GNWR for research, enjoyment, fishing, medicinal plant collection, park maintenance, diving, and wildlife activities.

Comments also expressed a concern about providing cultural practitioners, traditional healers, and other citizens the opportunity to access the property for the collection of medicinal plants. Other access-related concerns included potential impacts to private residential access and potential impacts to tourism and eco-tourism at Urunao/Coco Palm Garden Beach. Other concerns included noise impacts from the LFTRC and increased traffic on Route 3A.

5.4.3.2 *NCTS Finegayan and South Finegayan*

The NCTS Finegayan main cantonment preliminary alternative is supported by CAR in combination with the LFTRC at NWF. Comments from CAR indicated that these preliminary alternatives would be the best option since they are in close proximity to each other and would not add to traffic or require additional private or GovGuam land. However, another comment expressed concern about a strain on the existing roads in an already crowded area. It was also suggested that the military should use the existing abandoned housing at South Finegayan. There was also concern that the NCTS Finegayan preliminary alternatives would increase impacts to biological species compared to what was previously anticipated in the 2010 Final EIS.

Comments regarding the NCTS Finegayan LFTRC preliminary alternative expressed concerns about potential impacts to Double Reef, including impacts to recreational and commercial boating, diving, and fishing.

5.4.3.3 *Route 15*

Comments regarding the Route 15 preliminary alternatives were generally opposed to the use of these areas as a LFTRC. Specifically, there was opposition to the potential displacement of the Guam International Raceway; opposition to the amount of land acquisition required; and concerns over potential loss of access, recreational enjoyment, and historic character of Pãgat. Commenters requested an objective narrative of the recent history of controversy regarding Pãgat be included in the SEIS, as well as a complete cultural resources survey be conducted for Pãgat. It was mentioned that Pãgat is one of four historical church parishes that Guam was partitioned into in 1672, and that it is a site for the collection of medicinal plants.

Other comments about the Route 15 LFTRC preliminary alternatives included concerns about the realignment of Route 15, the potential for noise and air pollution impacts to nearby residents, and concern about contamination to the underlying aquifer from munitions residue.

5.4.3.4 *Barrigada*

Comments about Barrigada included concerns about potential impacts to Guam rail habitat. Other comments regarding Barrigada suggest that the surrounding area could benefit from a main cantonment at that location. However, it was also stated that the military needs to fulfill its promise to the people of Guam by returning unused parcels of land, including the Admiral Nimitz Golf Course, to the residents.

5.4.3.5 *Naval Base Guam*

Several advantages were expressed about the Naval Base Guam main cantonment preliminary alternative. These included that it would move the population of the incoming Marines and their families away from northern Guam, which is already crowded. In turn, this would spread the infrastructure usages to southern Guam (e.g., Fena Reservoir, power, sewage). This alternative would also have less impact on traffic because it allows for east road access versus west road access.

Concerns regarding the use of Naval Base Guam for the main cantonment included the potential impacts to Camp Covington Wetlands, which are habitat for the Mariana common moorhen. There were also comments that expressed concern for the potential impacts to the Orote Point Ecological Reserve Area, the Spanish Steps sea turtle nesting habitat, the Guam National Wildlife Overlay Refuge, and habitat for species of concern.

5.4.3.6 NAVMAG

Several concerns were expressed about the NAVMAG preliminary alternatives. These included potential impacts to the swiftlet caves, fire risk associated with grasslands, the amount of land acquisition proposed, and the Ecological Reserve Area proposed at NAVMAG in the 2010 Biological Opinion.

Additionally, there were comments expressing concern about the potential impacts to the historic and cultural sites on NAVMAG, and it was stated that federal law requires that any archeological artifacts of a cultural nature must be categorized and placed into a repository for public and scientific viewing.

There were several comments regarding potential contamination of Fena Reservoir from the migration of munitions constituents from the LFTRC. Other concerns regarding Fena Reservoir and watersheds in southern Guam include the potential for increased sediment loading and the associated increase of dissolved nutrients and decrease of dissolved oxygen and concern with erosion and runoff, as well as the potential contamination of groundwater.

Other comments suggested that the SEIS should include a full jurisdictional delineation of wetlands in the area; address the effects on downstream resources, including coral reef habitat; and address the impact of relocation of the magazines caused by the LFTRC.

5.4.4 Other

Other issues or concerns that were mentioned in the comments included Guam self-determination and cultural identity. Several comments suggested that the military should look at all possible alternatives within its own property before it considers the use of public and private lands. Many commenters stated that they support the military, but they do not support the acquisition of additional land. Several comments also expressed concern about the potential for an increase in violent crime, and several expressed concern about the potential for an increase in street racing if the racetrack is impacted by the LFTRC.

There were requests for weekend public tours of all areas under consideration prior to the Draft SEIS public meetings, as well as a request that the SEIS delineate the current land ownership for any proposed land acquisition.

There were comments that suggested that the SEIS needs to include an assessment of impacts outside of the military fence, including cumulative impacts.

CHAPTER 6.

REFERENCES

- Federal Register (FR) 60438. 2010. *Record of Decision for the Guam and Commonwealth of Northern Mariana Islands Military Relocation: Relocating Marines from Okinawa, Visiting Aircraft Carrier Berthing, and Air and Missile Defense Task Force*. 30 September.
- Federal Register (FR) 6787. 2012. *Notice of Intent To Prepare a Supplemental Environmental Impact Statement for a Live-Fire Training Range Complex on Guam To Support the Guam Military Relocation*. 9 February.
- Federal Register (FR) 61746. 2012. *Notice of Intent To Prepare a Supplemental Environmental Impact Statement for the Guam and Commonwealth of the Northern Mariana Islands Military Relocation (2012 Roadmap Adjustments) and Notice of Public Scoping Meetings*. 11 October.
- U.S. Fish and Wildlife Service (USFWS). 2010. *Biological Opinion for the Joint Guam Program Office Relocation of the U.S. Marine Corps from Okinawa to Guam and Associated Activities on Guam and Tinian*. 8 September.

