Description of Proposed Action and Alternatives for the Environmental Assessment Addressing the Department of Defense Satellite Communications Ground Terminal Facility at Kirtland Air Force Base, New Mexico



Prepared for the Air Force

January 2023

Prepared by:



Under Contract to:



US Army Corps of Engineers, Baltimore District

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PRIVACY ADVISORY

This Environmental Assessment (EA) is provided for public comment in accordance with the National Environmental Policy Act (NEPA), the President's Council on Environmental Quality (CEQ) NEPA Regulations (40 Code of Federal Regulations [CFR] §§ 1500–1508) [July 16, 2020, version of the CEQ NEPA regulations (85 Federal Register 43304–43376) and the April 20, 2022, amendments of the 2020 CEQ NEPA regulations (85 Federal Register 23453–23470)], and 32 CFR Part 989, Environmental Impact Analysis Process (EIAP).

The EIAP provides an opportunity for public input on United States Air Force (USAF) decision-making, allows the public to offer inputs on alternative ways for the USAF to accomplish what it is proposing, and solicits comments on the USAF's analysis of environmental effects.

Written comments and inquiries regarding this document should be directed by mail to the Kirtland AFB NEPA Program Manager, 377th MSG/CEIEC, 2050 Wyoming Boulevard SE, Building 20685, Kirtland AFB, New Mexico 87117-5270, or via email to <u>kirtlandNEPA@us.af.mil</u>.

Public commenting allows the USAF to make better, informed decisions. Letters or other written or oral comments provided may be published in the EA. As required by law, comments provided will be addressed in the EA and made available to the public. Providing personal information is voluntary. Any personal information provided will be used only to identify your desire to make a statement during the public comment portion or to fulfill requests for copies of the EA or associated documents. Private addresses will be compiled to develop a mailing list for those requesting copies of the EA; however, only the names of the individuals making comments and specific comments will be disclosed. Personal home addresses and phone numbers will not be published in the EA.

COVER SHEET

DESCRIPTION OF THE PROPOSED ACTION AND ALTERNATIVES FOR THE ENVIRONMENTAL ASSESSMENT ADDRESSING THE DEPARTMENT OF DEFENSE SATELLITE COMMUNICATIONS GROUND TERMINAL FACILITY AT KIRTLAND AIR FORCE BASE, NEW MEXICO

Responsible Agencies: United States Air Force (USAF) Kirtland Air Force Base (AFB)

Affected Location: Kirtland AFB, New Mexico

Report Designation: Environmental Assessment

Abstract: Kirtland AFB has identified a 15-acre site for the construction of a satellite communications (SATCOM) ground terminal (GT) facility to support communications with satellites in a variety of orbits. The facility would consist of three antennas with an associated equipment shelter, two emergency generators, perimeter fencing, a sensor equipment tower, and utilities.

Under the No-Action Alternative, Kirtland AFB would take no action, and the GT facility would not be constructed. The SATCOM supported by the GT facility would not be realized, and the necessary ground coverage for these communications would not exist within the New Mexico region. SATCOM would select the next highest-ranking site from the candidate sites to construct the GT facility, and any potential impacts would be realized at that location.

The description of the Proposed Action and alternatives will become Sections 1 and 2 of the Environmental Assessment. The Environmental Assessment will analyze the potential environmental impacts associated with the Proposed Action and No-Action Alternative and aid in determining whether a Finding of No Significant Impact can be prepared or if an Environmental Impact Statement is required.

Written comments and inquiries regarding this document should be directed by mail to the Kirtland AFB National Environmental Policy Act Program Manager, 377th MSG/CEIEC, 2050 Wyoming Boulevard SE, Building 20685, Kirtland AFB, New Mexico 87117-5270, or by email to <u>KirtlandNEPA@us.af.mil</u>.

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ACRONYMS AND ABBREVIATIONS

377 ABW	377th Air Base Wing	
AFB	Air Force Base	
CEQ	Council on Environmental Quality	
CFR	Code of Federal Regulations	
DoD	Department of Defense	
EA	Environmental Assessment	
EIAP	Environmental Impact Analysis Process	
EO	Executive Order	
GT	ground terminal	
NEPA	National Environmental Policy Act	
NOA	Notice of Availability	
SATCOM	satellite communications	
SHPO	State Historic Preservation Officer	
USAF	United States Air Force	
USC	United States Code	
USFWS	US Fish and Wildlife Service	

1.0 PURPOSE AND NEED FOR ACTION

1.1 INTRODUCTION AND BACKGROUND

Kirtland Air Force Base (AFB), located southeast of the city of Albuquerque in New Mexico (see **Figure 1-1**), is home to the 377th Air Base Wing (ABW) of the Air Force Global Strike Command. The installation is a center for research, development, and testing of nonconventional weapons, space and missile technology, and laser warfare. The 377th ABW ensures readiness and training of airmen for worldwide duty, operates the airfield for present and future United States Air Force (USAF) operations, and prepares personnel to deploy worldwide on a moment's notice. In addition to the 377th ABW, the installation is host to more than 100 USAF and non-USAF mission partners, including 351st Special Warfare Training Squadron, 58th Special Operations Wing, and the Air National Guard. Training activities include aircrew training, pararescue men, and combat search and rescue training. The installation encompasses 51,585 acres, of which 44,052 acres are under USAF control.

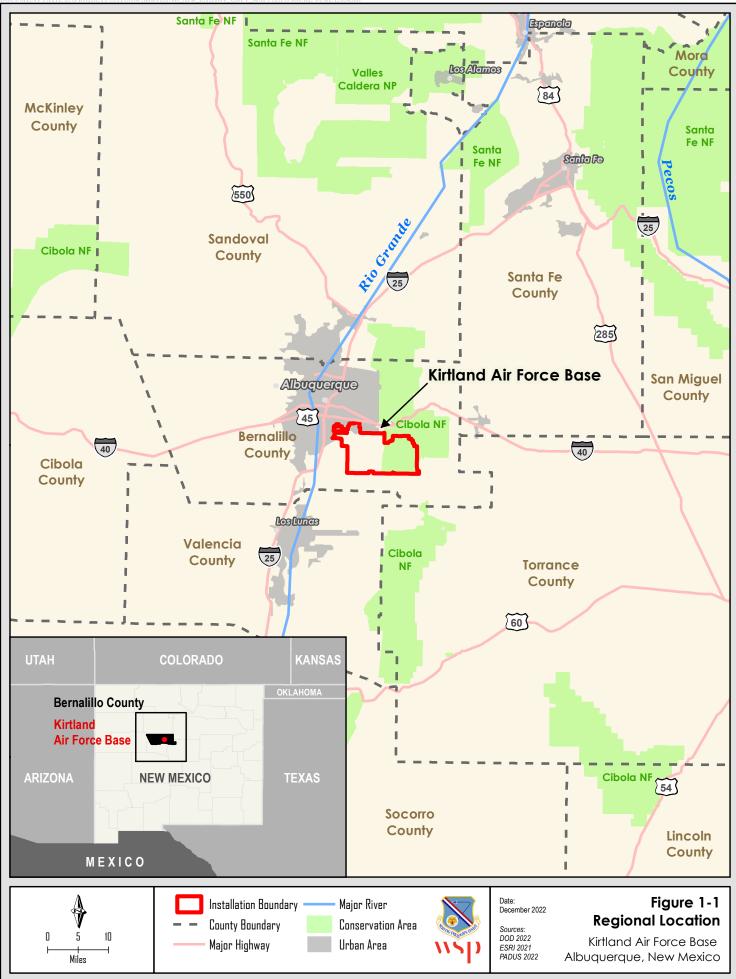
The Proposed Action is to develop and operate a satellite communications (SATCOM) ground terminal (GT) facility at Kirtland AFB on approximately 15 acres of land. The GT facility would consist of three 44.3-foot (13-meter) diameter dish antennas, enclosed within approximately 72-foot-high (22-meters-high) radome enclosures, an associated equipment shelter, two emergency generators, perimeter fencing, a sensor equipment tower, and utilities. It would be used to communicate with satellites. Additionally, the facility would include concrete pads that could accommodate a temporary, small transportable antenna and emergency generator (Beronio and Treworgy, 2022).

The proposed GT facility would be located on 15 previously disturbed acres in the northwestern portion of Kirtland AFB, on the west side of Pennsylvania Street adjacent to the southern end of Wyoming Boulevard and north of the Trestle (see **Figure 1-2**).

1.2 PURPOSE OF AND NEED FOR THE PROPOSED ACTION

The purpose of the Proposed Action is to construct a SATCOM GT facility for the Department of Defense (DoD) to support communications with satellites in a variety of orbits. The antennas would be used for downlink (i.e., communication going from a satellite to ground) of mission data and spacecraft telemetry data, as well as for uplink (i.e., communication going from ground to a satellite) of spacecraft command and control data. Ground coverage in the greater New Mexico area for these communications is currently insufficient. The action is needed rectify this situation. In addition, the project would support a prospective 2026 DoD mission for expanded satellite communication ground coverage.

The GT facility proposed for Kirtland AFB establishes a new capability for the United States government that would be met by having terminals in the New Mexico/southwest region and others on the Eastern Seaboard. The data transiting this site (including satellite telemetry, command and control, and various mission data) would consist of unclassified encrypted transmissions.





PURPOSE AND NEED FOR ACTION

1.3 DECISION TO BE MADE

This Environmental Assessment (EA) evaluates whether the Proposed Action would result in significant impacts on the human environment. If significant impacts are identified, Kirtland AFB would (1) undertake mitigation to reduce impacts to below the level of significance, (2) prepare an Environmental Impact Statement addressing the Proposed Action, or (3) abandon the Proposed Action. This EA is a planning and decision-making tool to guide Kirtland AFB in implementing the Proposed Action in a manner that complies with all applicable federal, state, and local environmental laws and regulations and is consistent with USAF standards for environmental stewardship. It is prepared in accordance with the National Environmental Policy Act (NEPA) of 1969 (42 United States Code [USC] 4331 et. seq.); the regulations of the President's Council on Environmental Quality (CEQ) that implement NEPA procedures (40 Code of Federal Regulations [CFR] 1500–1508) [July 16, 2020, version of the CEQ NEPA regulations (85 Federal Register 43304–43376) and the April 20, 2022, amendments of the 2020 CEQ NEPA regulations (85 Federal Register 23453–23470)]; and the Air Force Environmental Impact Analysis Process (EIAP) Regulations (32 CFR Part 989).

1.4 NEPA AND OTHER COMPLIANCE REGULATORY REQUIREMENTS

NEPA provides for the consideration of environmental impacts in federal agency planning and decision-making. NEPA requires that federal agencies responsible for preparing NEPA analyses and documentation do so "in cooperation with State and local governments" and other agencies with jurisdiction by law or special expertise (42 USC 4331[a] and 4332[2]).

In addition to NEPA, **Table 1-1** provides a summary of other applicable regulatory requirements and agencies. Only those applicable to this project are included in **Table 1-1**.

Regulation	Agency/Authority	Permit/Approval	Regulated Activity
National Environmental Policy Act (42 USC 4321 et seq.)	US Environmental Protection Agency and USAF	Categorical Exclusion, Finding of No Significant Impact, or Record of Decision	Federal actions
Clean Air Act (42 USC 7401 et seq.)	US Environmental Protection Agency	Compliance with National Ambient Air Quality Standards, Conformity Determination	Federal actions that result in air emissions Compliance with the General Conformity Rule
National Historic Preservation Act of 1966 as amended (16 USC 470 and amendments)	Advisory Council on Historic Preservation New Mexico Department of Cultural Affairs, New Mexico Historic Preservation Division	Section 106 consultation	Federal undertakings that may affect properties that have been formally listed or determined eligible for listing in the National Register of Historic Places
American Indian Religious Freedom Act of 1978 (42 USC 1996)	Tribes Listed with the New Mexico Historic Preservation Office: Pueblo of Acoma	Consultation with affected tribes	Presence of tribally significant cultural resources on federal land; presence of presence of Native American gravesites, cultural
Archaeological Resources Protection Act of 1979 (16 US C 470)	Pueblo of Cochiti Pueblo of Isleta Pueblo of Jemez		items, sacred sites, or Traditional Cultural Properties
Native American Graves Protection and Repatriation Act of 1990 (25 USC 3001-13)	Pueblo of Laguna Pueblo of Nambe Ohkay Owingeh Pueblo of Picuris		
National Historic Preservation Act of 1966	Pueblo of Pojaque Pueblo of San Felipe Pueblo of San Ildefonso Pueblo of Sandia Pueblo of Santa Ana		
	Pueblo of Santa Clara Pueblo of Santo Domingo		

1 Table 1-1 Applicable/Potential Regulatory Permits and Approvals

PURPOSE AND NEED FOR ACTION

Regulation	Agency/Authority	Permit/Approval	Regulated Activity
	Pueblo of Taos		
	Pueblo of Tesuque		
	Pueblo of Zia		
	Pueblo of Zuni		
	Ysleta del Sur Pueblo		
	Apace Tribe of Oklahoma		
	Jicarilla Apache Nation		
	San Carlos Apache Tribe		
	White Mountain Apache Tribe		
	Comanche Nation		
	Kiowa Tribe		
	Navajo Nation		
	Pawnee Nation		
	Southern Ute Indian Tribe		
	The Hopi Tribe		
	Ute Mountain Ute Tribe		
	Wichita & Affiliated Tribes		
	Fort Sill Apache Tribe		
	Jicarilla Apache Nation Mescalero Apache Tribe		
Clean Water Act (33 USC 1251 et seq.)	U S Environmental Protection Agency	Construction General Permit for Stormwater Discharge Associated with Construction Activity	General permit: Construction activities on areas equal to or greater than 1 acre

PURPOSE AND NEED FOR ACTION

Regulation	Agency/Authority	Permit/Approval	Regulated Activity
Endangered Species Act (16 USC 1531–1544)	US Fish and Wildlife Service	Section 7 coordination for presence of threatened and endangered species or critical habitat	Federal actions potentially impacting threatened and endangered species or resulting in the destruction or adverse modification of critical habitat of such species
New Mexico Wildlife Conservation Act (17-2-40.1 NMSA 1978)	New Mexico Department of Game and Fish	Agency consultation for presence of state-listed species	Actions potentially impacting species listed as threatened or endangered by the state
Albuquerque – Bernalillo County Air Quality Control Board Regulation 20.11.20 New Mexico Administrative Code	City of Albuquerque, Environmental Health Department	Fugitive Dust Control Permit	Projects that will disturb three- quarters (3/4) of an acre or more of soil
Albuquerque – Bernalillo County Air Quality Control Board Regulation 20.11.41 New Mexico Administrative Code	City of Albuquerque, Environmental Health Department	Authority to Construct Permit – Generator Construction Permit	On-site generators; permit must be in place prior to commencing construction
Albuquerque – Bernalillo County Construction Stormwater Quality Ordinance § 14-5-2-11	City of Albuquerque, Environmental Health Department	Construction Erosion and Sediment Control Permit	Permit must be in place prior to commencing construction

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1.5 INTERGOVERNMENTAL COORDINATION/CONSULTATIONS

1.5.1 Interagency Coordination and Consultations

Executive Order (EO) 12372, *Intergovernmental Review of Federal Programs*, as amended by EO 12416, requires federal agencies to provide opportunities for consultation by elected officials of state and local governments that would be directly affected by a federal proposal. In compliance with NEPA, Kirtland AFB notified relevant stakeholders about the Proposed Action and alternatives (see **Appendix A** [to be included in the final EA] for all stakeholder coordination materials). The notification process provided these stakeholders the opportunity to cooperate with Kirtland AFB and provide comments on the Proposed Action and alternatives.

Per the requirements of Section 106 of the National Historic Preservation Act and implementing regulations (36 CFR Part 800), Section 7 of the Endangered Species Act and implementing regulations (50 CFR Part 17) including the Migratory Bird Treaty Act, findings of effect and a request for concurrence were transmitted to the State Historic Preservation Officer (SHPO) and the US Fish and Wildlife Service (USFWS). All correspondence with the SHPO and USFWS and correspondence regarding the findings and concurrence will be included in **Appendix A** (in the final EA).

1.5.2 Government-to-Government Coordination and Consultations

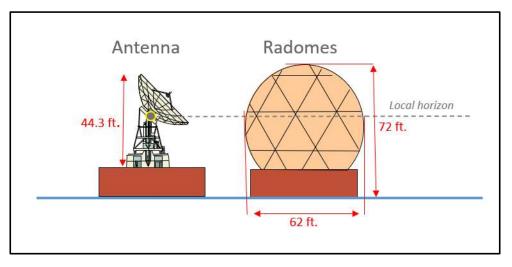
EO 13175, *Consultation and Coordination with Indian Tribal Governments* directs federal agencies to coordinate and consult with Native American tribal governments whose interests may be directly and substantially affected by activities on federally administered lands. To comply with legal mandates, federally recognized tribes that are historically affiliated with the geographic region will be invited to consult on all proposed undertakings that have a potential to affect properties of cultural, historical, or religious significance to the tribes (see **Appendix A** [in the final EA] for all tribal coordination materials).

1.6 PUBLIC AND AGENCY REVIEW OF DRAFT EA

A Notice of Availability (NOA) for the Draft EA will be published in *The Albuquerque Journal* announcing the availability of the document. Letters will be provided to relevant federal, state, and local agencies and Native American tribal governments informing them that the Draft EA is available for review. The publication of the NOA will initiate a 30-day comment period. A copy of the Draft EA will be made available for review at the San Pedro Public Library at 5600 Trumbull Avenue SE, Albuquerque, New Mexico 87108. A copy of the Draft EA will also be made available for review online at *http://www.kirtland.af.mil* under the Environment Information tab. At the closing of the public review period, applicable comments from the general public and interagency and intergovernmental coordination/consultation will be incorporated into the EA analysis of potential environmental impacts, where applicable, and included in **Appendix A** of the final EA.

2.1 PROPOSED ACTION

The Proposed Action includes the construction of a SATCOM GT facility that would consist of three antennas with an associated equipment shelter, two emergency generators, perimeter fencing, a sensor equipment tower, and utilities. Three 44.3-foot (13-meter)-diameter dish antennas, enclosed within approximately 72-foot-high (22-meters-high) radome enclosures would be mounted on concrete pedestals, which would be contained within individual ring walls with surrounding concrete aprons spanning 100 feet and covered by radomes approximately 72 feet tall and 62 feet in diameter (Figure 2-1). The facility would be supported from one 40-foot by 60foot equipment shelter that houses the mission equipment and electrical distribution gear. The emergency generators are required to support redundant power requirements of the antennas and would be powered by low-sulfur diesel fuel (Beronio and Treworgy, 2022). The equipment shelter would also contain electrical equipment for all power distribution, an uninterruptable power supply for temporary power support in the event of an interruption to base power and would be the location for the fire main tie-in for fire suppression. In addition to the three ground terminal sites, a fourth 'pad' site would be prepared for future use for a smaller portable GT that does not require permanent structures or foundations. The portable GT would have an underground utility connection to the equipment shelter and its own portable emergency generator when in temporary use. Lastly, a grounding well would be dug on-site to a depth of up to 1,000 feet to prevent the buildup of electrical voltages that may occur on the system from high voltage surges (i.e. lightning strikes), which could result in undue hazards to equipment and personnel.



Source: SAIC, 2021

Figure 2-1. SATCOM GT Antenna and Radome Design Specifications

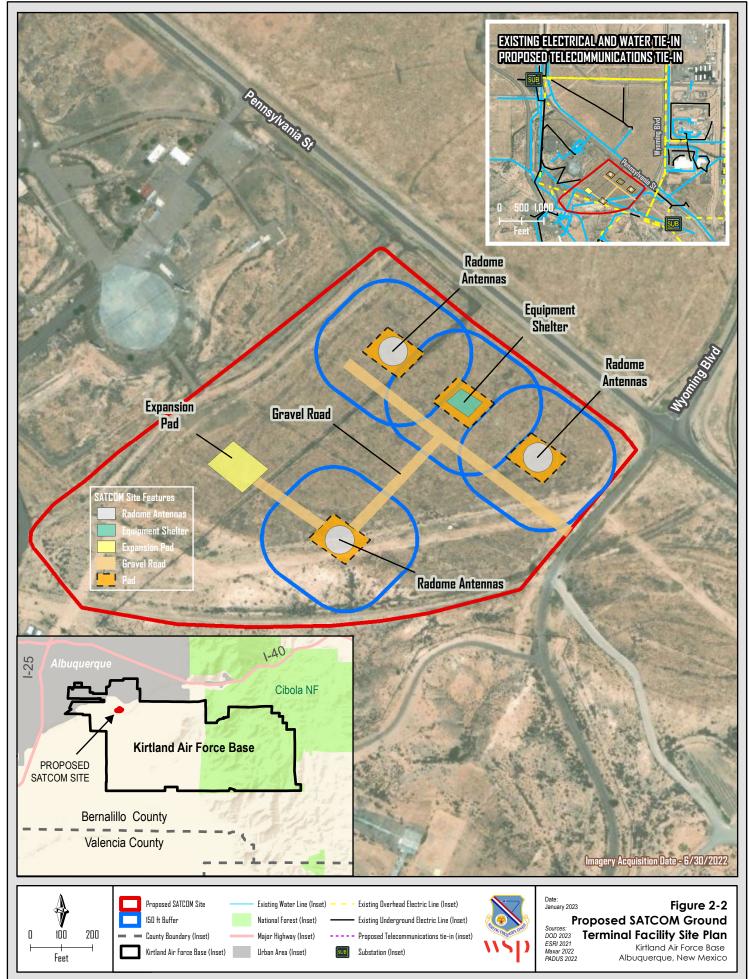
The various structures that make up the GT facility would be enclosed by a chain link security fence with lighting and cameras for remote security monitoring. The fence would be approximately 12 feet tall. The GT facility would be operated remotely, with no personnel required on-site.

Utilities required by the SATCOM GT facility include:

- The primary source of electricity (650 kilowatts) for site operations would be provided via an existing overhead electrical line routed from substation 22 to the equipment shelter at the site. In addition, another existing overhead power line that runs south of the site would be tapped for a second feed. All power lines once on-site would be routed underground to the various service points.
- A telecommunications line for remote operations and monitoring would be routed underground along existing rights-of-way from a tie-in point to be determined prior to final design to the equipment shelter within the GT facility site. The total distance of this line is not expected to exceed 2 miles.
- A new water line extension to provide fire suppression and for periodic use in cleaning the radome surfaces would be routed underground from the existing line along Pennsylvania Street. The line would serve several hydrants on the GT facility site as well as the equipment shelter sprinkler system. Annual total water consumption for automatic flushing, testing, and maintenance purposes is expected to be 20,000 gallons.

Trenching for the utility lines within site boundaries would extend to depths between 3 and 4 feet. Additional excavation would be required for the foundations for the equipment shelter and ring walls surrounding the antennas. Excavation is anticipated to extend to a depth of approximately 4 feet or as needed to accommodate footers.

A site plan showing representative locations and spacing of the facility structures and expansion pads is provided in Figure 2-2. The actual site plan is subject to modification during design as the results of soil analysis and existing utility location become known.



The proposed GT facility at Kirtland AFB would be accessed directly from Pennsylvania Street and Wyoming Boulevard. New on-site gravel roads would provide vehicle access to each of the new structures. Minimal leveling would be required on-site prior to construction, and vegetation would be removed. All 15 acres are anticipated to be disturbed through clearing, grading, and/or equipment laydown and staging. Construction of the GT facility is anticipated to take 18 months with an operational lifespan of approximately 25 years. Following construction, the site would be reseeded with native vegetation, and routine ground maintenance would occur, as needed. Routine ground maintenance is expected to include the removal of unwanted vegetation, such as tumbleweeds, and should be defined to a standard in a host-tenant agreement.

The GT facility would be operated remotely, with no requirement for personnel to be present on-site. Maintenance would be conducted on-site on a regular schedule by a contracted vendor in compliance with all regulatory and recordkeeping requirements of the base, permit authorities, and other authorities, as applicable. Approximately 24 person-visits per year are estimated for operation and maintenance activities.

2.2 SELECTION STANDARDS AND CRITERIA

Selection criteria were developed to assist the SATCOM program office in determining reasonable site alternatives for the proposed GT facility and the basis for eliminating any of them. A range of installations were considered. The following selection criteria were used to determine the feasibility of each alternative site and to determine which of the alternatives would be the best fit to meet the needs of the project:

- Potential available locations on-base and a minimum of 15 acres of usable terrain;
- Existing infrastructure (i.e., roads and utilities) within a reasonable distance to the site;
- Lack of radio frequency interference from surrounding base users;
- Expanded user coverage necessary for ground coverage for communications in the greater New Mexico area;
- Force protection posture to mitigate hostile actions against DoD facilities;
- Cost to implement; and
- Logistics.

Kirtland AFB was selected as the highest-ranking overall site from a ranked list of candidate sites. That decision was heavily driven by the minimal risk to existing base missions within the proposed transmit spectrum, as indicated by a Frequency Interference Study, as well as its available land. Four sites were initially examined at Kirtland AFB, and the proposed site (Site 3a, Figure 2-3) was chosen as the most suitable for the Proposed Action because it has access to stable power and is a relatively flat and level site, which would minimize the amount of ground disturbance.

2.3 NO-ACTION ALTERNATIVE

If no action is taken, the construction and operation of a SATCOM GT facility would not occur at Kirtland AFB. SATCOM would select the next highest-ranking site from the candidate sites to construct the GT facility, and any potential impacts would be realized at that location. The No-Action Alternative would not meet the purpose and need for the Proposed Action, as described in Section 1.2. Although the No-Action Alternative does not meet the purpose and need, the inclusion of this alternative is prescribed by CEQ regulations and will be carried forward for

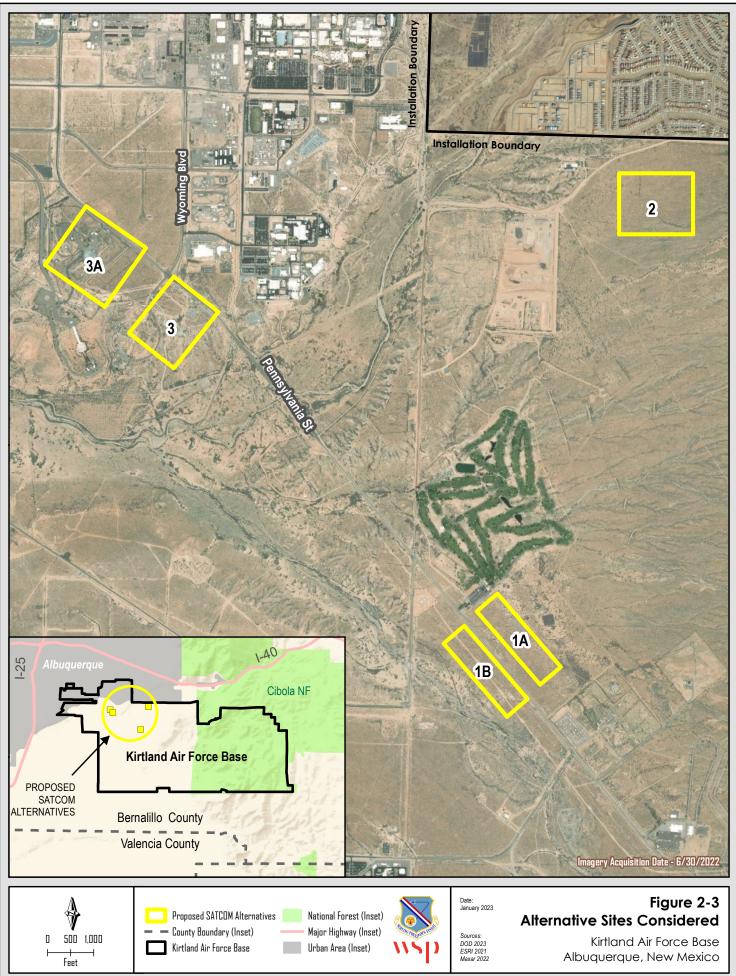
analysis in this EA. The No-Action Alternative also serves as a baseline against which the impacts of the Proposed Action can be evaluated.

2.4 ALTERNATIVES CONSIDERED BUT ELIMINATED FROM DETAILED ANALYSIS

The following alternatives were eliminated from further consideration based upon the selection criteria stated in Section 2.2 and other reasons as explained below.

Four locations at Kirtland AFB were considered for siting of the GT facility. Sites 1A and 1B are located adjacent to the golf course along either side of Pennsylvania Boulevard. Site 2 is adjacent to the east side of the base landfill, Site 3 is adjacent to the north side of the Archery Range (see **Figure 2-3**). Sites 1A and 1B were eliminated because of the unreliability of the power infrastructure at that location. Site 2 was eliminated because it was being permitted for Sandia National Laboratory use, and Site 3 was eliminated because of the significant amount of ground leveling and power line rerouting that would be required to facilitate use of the site as a GT facility.

 $\texttt{DOCUMENT PATH: L:} PROJECTS \\ \texttt{SATCOM} \\ \texttt{KIRTLAND} \\ \texttt{AFB} \\ \texttt{EA} \\ \texttt{HOT} \\ \texttt{COPY} \\ \texttt{MAPS} \\ \texttt{EA} \\ \texttt{FIGURE 2-3} \\ \texttt{ALTERNATIVE SITES CONSIDERED.} \\ \texttt{MADS} \\ \texttt$



2.5 SCOPE OF THE ENVIRONMENTAL ASSESSMENT

The EA will evaluate the reasonably foreseeable environmental impacts of the Proposed Action to construct a GT facility at Kirtland AFB. Resources areas that will be considered for analysis in the EA include the following:

- Land Use
- Geologic Resources
- Visual Resources
- Air Quality
- Hazardous Materials and Waste
- Infrastructure
- Socioeconomics and Environmental Justice
- Cultural Resources
- Water Resources
- Noise
- Traffic and Transportation

Note: The EA will present "Resource Areas Analyzed in Detail" and "Resource Areas Not Carried Forward for Detailed Analysis" based on the potential impacts on the natural or human environment and will be developed and provided in the Draft EA.

2.6 COMPARATIVE SUMMARY OF IMPACTS

The table below summarizes the impacts anticipated under the Proposed Action and No-Action Alternative. Note: Table 2-1 will be completed and provided in the Draft EA. (Note to Reviewer: Table 2-1 is TBD until the analysis is complete. Resource areas will be analyzed and could be eliminated from detailed analysis in the Draft EA. Summary of potential impacts will be complete in the Draft EA.)

Table 2-1 Summary of Potential Impacts

Affected Resource	Action Alternative	No-Action Alternative
Air Quality	TBD	TBD
Geology and Soils	ТВD	TBD
Water Resources	TBD	TBD
Biological Resources	ТВD	TBD
Cultural Resources	ТВD	TBD
Infrastructure	ТВD	TBD
Hazardous Materials and Wastes	TBD	TBD
Traffic and Transportation	TBD	TBD
Safety	TBD	TBD

Affected Resource	Action Alternative	No-Action Alternative
Socioeconomics	TBD	TBD
Environmental Justice	TBD	TBD

3.0 REFERENCES

- Beronio, G., and E. Treworgy. 2022. SAIC Project Manager and TriSept Space Systems Engineer. Email communication on October 17, 2022, from G. Beronio, SAIC Project Manager, and E. Treworgy, TriSept Space Systems, with W. Huber, WSP USA Solutions Inc.
- DoD SATCOM Ground Terminal PMO Minimum Site Area Study, prepared by Steven Byrd, SAIC, SATCOM Program Office. October 21, 2021.

APPENDIX A: INTERAGENCY COORDINATION AND CONSULTATIONS

All Interagency Coordination and Consultations materials will be provided in the final EA.