

*Final*

# Description of the Proposed Action and Alternatives

for the Environmental Assessment  
Addressing Realignment of Gibson  
Boulevard from Louisiana Boulevard  
to the Gibson Gate

Kirtland Air Force Base, New Mexico



May  
2018

## **ACRONYMS AND ABBREVIATIONS**

ABW	Air Base Wing
AFB	Air Force Base
AFGSC	Air Force Global Strike Command
AT	Antiterrorism
BFF	Bulk Fuels Facility
BLM	Bureau of Land Management
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
DoD	Department of Defense
DOE	Department of Energy
EA	Environmental Assessment
EIS	Environmental Impact Statement
EO	Executive Order
FCU	Federal Credit Union
NEPA	National Environmental Policy Act
NOA	Notice of Availability
SNL	Sandia National Laboratories
UFC	Unified Facilities Criteria
US	United States
USAF	United States Air Force
USFS	United States Forest Service

## **Cover Sheet**

### **Final Description of the Proposed Action and Alternatives for the Environmental Assessment Addressing Realignment of Gibson Boulevard from Louisiana Boulevard to the Gibson Gate at Kirtland Air Force Base, New Mexico**

**Responsible Agencies:** United States Air Force (USAF), Air Force Global Strike Command, 377th Air Base Wing

**Affected Location:** Kirtland Air Force Base (AFB), New Mexico

**Report Designation:** Final Description of the Proposed Action and Alternatives for an Environmental Assessment

**Abstract:** USAF proposes to realign Gibson Boulevard from Louisiana Boulevard to the Gibson Gate at Kirtland AFB, New Mexico, because of an increase in security incidents at the Gibson Gate. The current access road is a 5-lane extension of Gibson Boulevard. The Proposed Action would close the extension of Gibson Boulevard east of Louisiana Boulevard and reroute the Gibson Gate ingress/egress access road further south on Louisiana Boulevard. The route to the Gibson Gate would change from a straight roadway to a serpentine roadway.

Under the No Action Alternative, USAF would take no action. Kirtland AFB would not realign access to the Gibson Gate. The No Action Alternative would maintain the current ingress and egress from the Gibson Gate via Gibson and Louisiana Boulevards, which would continue the current safety and security concerns.

This 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 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, 377 MSG/CEIEC, 2050 Wyoming Boulevard SE, Suite 116, Kirtland AFB, New Mexico 87117-5270, or by email to *KirtlandNEPA@us.af.mil*.



*Final*

**DESCRIPTION OF THE PROPOSED ACTION  
AND ALTERNATIVES**

**FOR THE**

**ENVIRONMENTAL ASSESSMENT**

**ADDRESSING REALIGNMENT OF GIBSON BOULEVARD  
FROM LOUISIANA BOULEVARD TO THE GIBSON GATE AT  
KIRTLAND AIR FORCE BASE, NEW MEXICO**



**UNITED STATES AIR FORCE**

**Kirtland Air Force Base, New Mexico**

**MAY 2018**



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# 1. Purpose of and Need for the Proposed Action

## 1.1 Introduction

Due to an increase in security incidents at the Gibson Gate, the United States Air Force (USAF) proposes to realign Gibson Boulevard from Louisiana Boulevard to the Gibson Gate at Kirtland Air Force Base (AFB), New Mexico. The current access road is a 5-lane extension of Gibson Boulevard. Kirtland AFB is proposing to close the extension of Gibson Boulevard east of Louisiana Boulevard and shift the access road further south on Louisiana Boulevard. The route to the Gibson Gate would no longer be a straight roadway, but rather a serpentine roadway. This Description of the Proposed Action and Alternatives will become Sections 1 and 2 of the Environmental Assessment (EA), which will evaluate the potential environmental impacts resulting from the Proposed Action and No Action Alternative.

The EA will be prepared in accordance with the National Environmental Policy Act (NEPA) of 1969 (42 United States Code § 4321 et seq.) and the Council on Environmental Quality (CEQ) regulations for implementing NEPA (40 Code of Federal Regulations [CFR] §§ 1500–1508). The USAF is also required to consider USAF NEPA-implementing regulations, 32 CFR § 989, as amended.

## 1.2 Project Location and Kirtland AFB Background

Kirtland AFB is in Bernalillo County, southeast of the city of Albuquerque, New Mexico (see **Figure 1-1**). The installation encompasses 51,585 acres with elevations that range from 5,200 to almost 8,000 feet above mean sea level. The Manzanita Mountains on its eastern boundary rise to over 10,000 feet (KAFB 2018). The land within the installation is owned by a variety of entities (see **Table 1-1**). The northwest portion of Kirtland AFB is developed. The remaining portion of the installation is relatively undeveloped and is used for training and testing missions.

**Table 1-1. Kirtland AFB Land Ownership**

<b>Kirtland AFB Lands</b>		<b>Acres</b>
USAF Fee Owned		25,612
United States Forest Service (USFS) withdrawn to the Department of Defense (DoD)		15,891
Bureau of Land Management (BLM) withdrawn to DoD		2,549
<b>USAF Total</b>		<b>44,052</b>
Department of Energy (DOE) Fee Owned		2,938
USFS withdrawn to DOE		4,595
<b>DOE Total</b>		<b>7,533</b>
<b>GRAND TOTAL</b>		<b>51,585</b>

Source: KAFB 2012

Surrounding land uses adjacent to Kirtland AFB include the USFS Cibola National Forest to the northeast and east; the Isleta Pueblo Reservation to the south; Bernalillo County developments to the southwest; residential and business areas of the city of Albuquerque to the west and north; and the Albuquerque International Sunport, hereafter referred to as the Sunport, directly to the northwest.

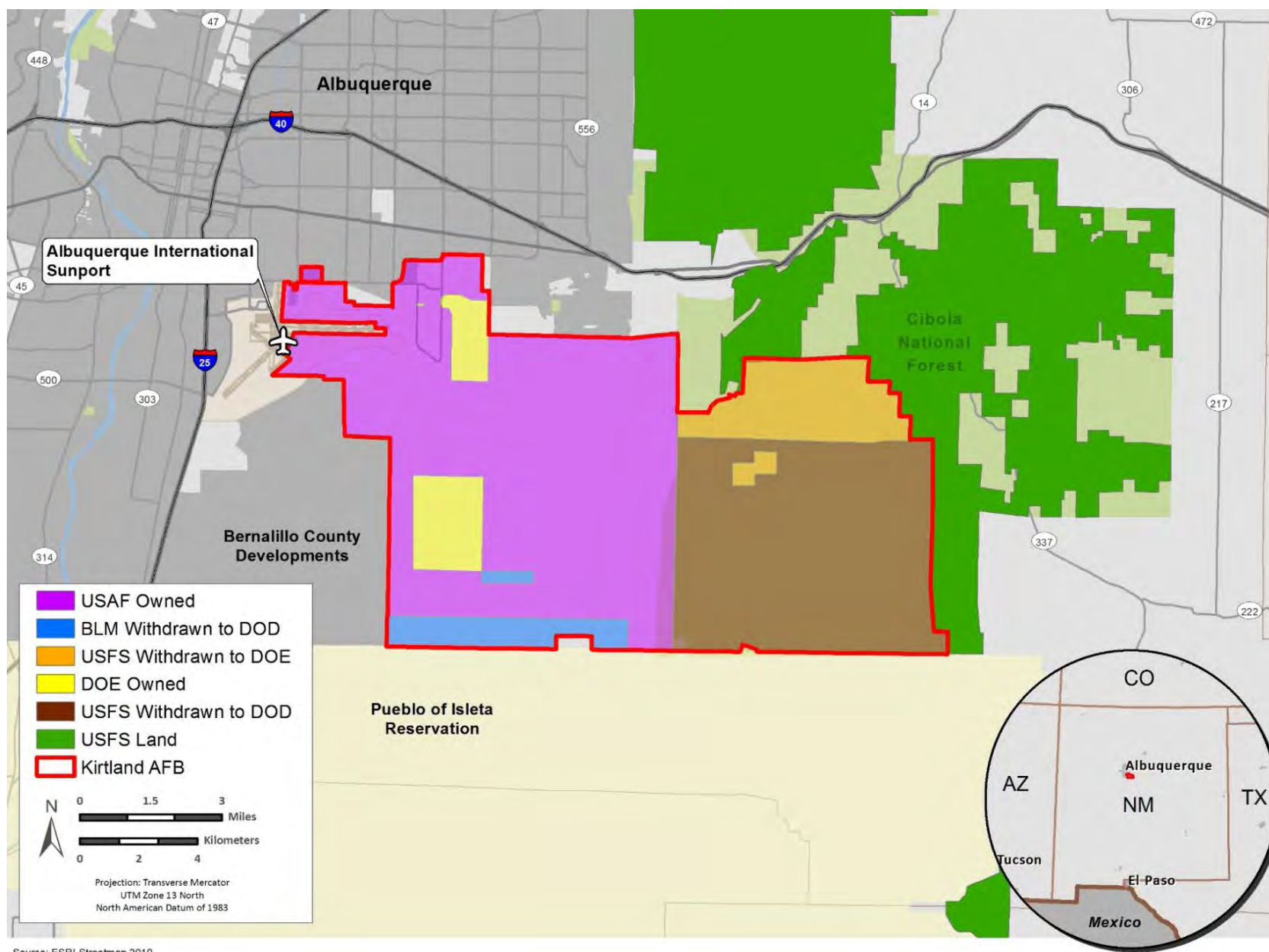


Figure 1-1. Kirtland AFB Vicinity Map with Land Ownership and Withdrawn Areas

Kirtland AFB was established in the late 1930s as a training installation for the United States (US) Army Air Corps. In January 1941, construction of the Albuquerque Army Air Base began with permanent barracks, warehouses, and a chapel. On 1 April 1941, a single B-18 bomber arrived, marking the official opening of Albuquerque Army Air Base. Troops soon followed and the installation grew rapidly with the involvement of the United States in World War II. The installation served as a training site for aircrews for many of the country's bomber aircraft, including the B-17, B-18, B-24, and B-29.

In February 1942, Albuquerque Army Air Base was renamed Kirtland Army Air Field in honor of Colonel Roy C. Kirtland, one of the Army's earliest aviation pioneers. In 1942, the US Army Air Corps established a training depot for aircraft support and logistics to the east of Kirtland Army Air Field, near the original private airport, Oxnard Field. The depot became known as Sandia Base. With the completion of the ground crew training program in 1943, Sandia Base was used as a convalescent center for wounded aircrew members and then as a storage and dismantling facility for war-weary and surplus aircraft as the war ended.

The war years at Kirtland Army Air Field continued to be filled with distinguished records of training entire flight crews for the B-17 and B-24 bombers, and the installation's three schools of advanced flying, bombardier training, and the multi-engine school operated at full capacity. In February 1945, Kirtland Army Air Field participated in training combat crews for the B-29 Super Fortress, which eventually brought an end to the hostilities with Japan by dropping the first atomic bombs on Hiroshima and Nagasaki.

In July 1945, the Los Alamos Laboratory Z-Division was formed to manage the engineering design, production, assembly, and field testing of non-nuclear components of nuclear bombs. In September 1945, the Z-Division transferred its field-testing group to Sandia Base, along with staff from the Army Air Corps' 509th Composite Group at Wendover Air Base in Utah, to do weapon assembly. The Atomic Energy Commission (now DOE) was created by the US Congress in 1946 as a civilian organization, withdrawing control from the military, with control of atomic energy to include nuclear research and development. In 1948, under the Atomic Energy Commission, the Z-Division was renamed Sandia Laboratory (now Sandia National Laboratories [SNL]) and became a separate branch from the Los Alamos Laboratory. Both labs were born out of America's World War II atomic bomb development effort, the Manhattan Project. Although several military and civilian organizations occupied Sandia Base during this time, the history of the installation is intimately tied to the history of SNL. The US Congress designated Sandia Laboratory as a National Laboratory in 1979.

In February 1946, Kirtland Army Air Field was placed under the Air Materiel Command and its flying and training activities terminated. Its new mission entailed flight test activities for Sandia Laboratory, development of aircraft modifications for weapons delivery, and characterizing nuclear weapon ballistics. In 1947, the US Army Air Corps became the USAF, and Kirtland Army Air Field was renamed Kirtland AFB. In 1949, the USAF established its own Special Weapons Center and testing laboratory at Kirtland Field near Sandia Base, which eventually became Phillips Laboratory and subsequently the Air Force Weapons Laboratory (now the Air Force Research Laboratory). A majority of the test and evaluation activities were conducted on a 46,000-acre tract in the Manzano Mountains, referred to as the New Mexico Proving Ground, on the

southern portion of the installation, which includes USFS lands withdrawn for DoD and DOE research, testing, and development activities. The establishment of these activities at Kirtland AFB was considered ideal due to its proximity to the Los Alamos Laboratory and Sandia Base.

The late 1940s and 1950s were expansion years as Kirtland AFB and Sandia Base played increasing roles in the nation's defense efforts. New buildings, hangars, and the east-west runway, which is now owned by the city of Albuquerque, were constructed. During this period, air defense, weather, and atomic test squadrons operated from Kirtland AFB, and personnel from both installations took part in 12 nuclear test series conducted by the Atomic Energy Commission in Nevada and the Pacific. In 1958, efforts were underway between the United States and the Soviet Union to agree on a moratorium for atmospheric nuclear testing. The anticipated limitations on determining weapons effects inspired efforts by the Special Weapons Center and Sandia Laboratory to develop methods of simulating nuclear effects with non-nuclear techniques. The Limited Nuclear Test Ban Treaty was signed with the Soviet Union in late 1962, prohibiting nuclear testing in the atmosphere and space, as well as under water.

In 1971, Kirtland AFB and its adjoining military neighbors to the east, Sandia and Manzano Army Bases, were merged to form what is known as Kirtland AFB. On 1 January 1993, Kirtland AFB changed hands to the newly formed Air Force Materiel Command where it remained until 1 October 2015, when it was transferred to the Air Force Global Strike Command (AFGSC). Kirtland AFB is adjacent to the Sunport, which is a joint-use civilian airport with runways serving civilian, military, and other government aircraft. Under the terms of a joint-use lease, the 377th Air Base Wing (ABW) provides fire protection (including crash and rescue) for the Sunport.

Kirtland AFB is the sixth largest installation in the USAF. It is operated by 377 ABW, a unit of AFGSC's 20th Air Force and the host unit at Kirtland AFB. Missions at Kirtland AFB fall into four major categories: research, development, and testing; readiness and training; munitions maintenance; and support to installation operations for more than 100 mission partners. The primary mission of 377 ABW is to execute nuclear, readiness, and support operations for American airpower. Kirtland AFB is a center for research, development, and testing of nonconventional weapons, space and missile technology, laser warfare, and much more. Organizations involved in these activities include the Air Force Nuclear Weapons Center, Air Force Operational Test and Evaluation Center, Space and Missile Systems Center, Air Force Inspection Agency, Air Force Safety Center, Air Force Research Laboratory, DOE, and SNL.

In addition, 377 ABW ensures readiness and training of airmen for worldwide duty and operates the airfield for present and future USAF operations, prepares personnel to deploy worldwide on a moment's notice, and keeps the installation secure. Mission partners involved in these activities include the 58th Special Operations Wing, 150th Special Operations Wing (New Mexico Air National Guard), and the USAF Pararescue School.

### **1.3 Purpose and Need**

The purpose of the Proposed Action is to better control accidental or inadvertent access to the installation via Gibson Gate by unauthorized individuals. The Proposed Action is needed because of an increase in security incidents at the Gibson Gate.

## 1.4 Scope of the Environmental Assessment

The scope of the EA will include the actions proposed; alternatives considered; a description of the existing environment; and direct, indirect, and cumulative impacts. The scope of the Proposed Action and the range of alternatives to be considered are presented in **Section 2**. USAF NEPA-implementing regulations, 32 CFR § 989 (as amended), require consideration of the No Action Alternative, which will be analyzed to provide the baseline against which the environmental impacts of implementing the range of alternatives addressed can be compared. The EA will identify appropriate measures that are not already included in the Proposed Action or alternatives in order to avoid, minimize, or reduce adverse environmental impacts.

The EA will identify the environmental impacts of the Proposed Action and No Action Alternative on affected resource areas. Per CEQ regulations (40 CFR § 1501.7[a][3]), only those resource areas that apply to the Proposed Action and alternatives will be analyzed. The following resource areas will be analyzed and discussed for potential impacts from implementation of the Proposed Action and No Action Alternative: Airspace Management, Noise, Land Use, Visual Resources, Air Quality, Water Resources, Geological Resources, Biological Resources, Cultural Resources, Infrastructure, Hazardous Materials and Wastes, Safety, and Socioeconomics and Environmental Justice.

### 1.4.1 NEPA Compliance Requirements

NEPA is a federal law requiring the analysis of potential environmental impacts associated with proposed federal actions before the actions are taken. The intent of NEPA is to make decisions informed by potential environmental consequences and take actions to protect, restore, or enhance the environment. NEPA established the CEQ, which is responsible for ensuring federal agency compliance with NEPA. CEQ regulations mandate all federal agencies use a prescribed approach to environmental impact analysis. The approach includes an evaluation of the potential environmental consequences associated with a proposed action and considers alternative courses of action.

The process for implementing NEPA is outlined in 40 CFR §§ 1500–1508, *Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act*. These CEQ regulations specify that an EA be prepared to determine whether a Finding of No Significant Impact is appropriate or if preparation of an Environmental Impact Statement (EIS) is necessary. An EA considers the effects (direct, indirect, and cumulative) of a proposed action on the human environment. It uses a systematic, interdisciplinary approach to evaluate a proposed action and possible alternatives and must disclose all considerations to the public. An EA can aid in an agency's compliance with NEPA when an EIS is unnecessary and facilitate preparation of an EIS when one is required.

USAF regulations under 32 CFR § 989 provide procedures for environmental impact analysis for the USAF to comply with NEPA and CEQ NEPA regulations. Air Force Policy Directive 32-70, *Environmental Quality*, states the USAF will comply with applicable federal, state, and local environmental laws and regulations, including NEPA. If significant impacts are predicted under NEPA, the USAF would decide whether to conduct mitigation to reduce impacts below the level of significance, prepare an EIS, or abandon the Proposed Action. The EA would also be used to

guide the USAF in implementing the Proposed Action in a manner consistent with USAF standards for environmental stewardship should the Proposed Action be approved for implementation.

#### **1.4.2 Intergovernmental and Stakeholder Coordination**

NEPA requirements help ensure environmental information is made available to the public during the decision-making process and prior to an action's implementation. A premise of NEPA is that the quality of federal decisions will be enhanced if the public is involved in the planning process. 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 will notify relevant stakeholders about the Proposed Action and alternatives (see **Appendix A** for stakeholder coordination materials). The notification process will provide 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 § 800), Section 7 of the Endangered Species Act and implementing regulations (50 CFR § 17), including the Migratory Bird Treaty Act, findings of effect and a request for concurrence will be transmitted to the State Historic Preservation Officer and the US Fish and Wildlife Service. Correspondence regarding the findings and concurrence and resolution of any adverse effect will be included in **Appendix A**.

EO 13175, *Consultation and Coordination with Indian Tribal Governments*, directs federal agencies to coordinate and consult with Native American tribal governments whose interests might be directly and substantially affected by activities on federally administered lands. Consistent with that EO; DoD Instruction 4710.02, *DoD Interactions with Federally-Recognized Tribes*; and Air Force Instruction 90-2002, *Air Force Interactions with Federally-Recognized Tribes*, federally recognized tribes that are historically affiliated with the Kirtland AFB geographic region will be invited to consult on all proposed undertakings that potentially affect properties of cultural, historical, or religious significance to the tribes. The tribal consultation process is distinct from NEPA consultation or the intergovernmental coordination process, and it requires separate consultation with all relevant tribes. The timelines for tribal consultation are also distinct from those of other consultations. The Kirtland AFB point-of-contact for Native American tribes is the Installation Commander. The Native American tribal governments to be coordinated or consulted with regarding the Proposed Action will be listed in **Appendix A** along with all USAF correspondence. Comments received from the various stakeholders and Native American tribes will be considered during preparation of the EA and included in **Appendix A**.

Scoping letters will be provided to relevant federal, state, and local agencies and Native American tribes notifying them that the USAF is preparing an EA to evaluate the proposal to realign Gibson Boulevard from Louisiana Boulevard to the Gibson Gate. The agencies and tribes will be requested to provide information regarding impacts of the Proposed Action on the natural environment or other environmental aspects that they feel should be included and considered in the preparation of the EA.

### **1.4.3 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 Draft EA. The publication of the NOA will initiate a 30-day review 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 analysis of potential environmental impacts performed as part of the EA, where applicable, and included in **Appendix A** of the Final EA.

## **1.5 Cooperating Agencies**

In accordance with CEQ regulations (40 CFR § 1508.5), a cooperating agency may be any federal agency that has jurisdiction by law or special expertise with respect to environmental impacts expected from a proposal. An agency's jurisdiction by law (40 CFR § 1508.15) refers to an agency's authority to approve, veto, or finance all or part of a proposal. An agency's special expertise (40 CFR § 1508.26) refers to its statutory responsibility, agency mission, or program experience. Responsibilities of a cooperating agency (40 CFR § 1501.6b) include early participation in the NEPA process; developing information and preparing portions of the EA for which the cooperating agency has special expertise, at the request of the lead agency; and providing staff support to enhance the lead agency's interdisciplinary capability. USAF has invited the participation of the New Mexico Department of Transportation, the National Highway Traffic Safety Administration, and the city of Albuquerque Planning Department in the preparation of the EA. The city of Albuquerque Planning Department has agreed to be a Cooperating Agency. Correspondence between Kirtland AFB and the Cooperating Agencies are included in **Appendix A**.

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## 2. Proposed Action and Alternatives

As discussed in **Section 1.4.1**, the NEPA process provides for an evaluation of potential environmental consequences associated with a proposed action and considers alternative courses of action. Reasonable alternatives must satisfy the purpose of and need for the Proposed Action, as defined in **Section 1.3**. In addition, CEQ guidance recommends the inclusion of a No Action Alternative against which potential impacts can be compared. While the No Action Alternative would not satisfy the purpose of or need for the Proposed Action, it is analyzed in detail in accordance with USAF NEPA-implementing regulations (32 CFR § 989, as amended).

### 2.1 Proposed Action

The USAF proposes to realign Gibson Boulevard from Louisiana Boulevard to the Gibson Gate at Kirtland AFB, New Mexico, because of an increase in security incidents at the Gibson Gate. The current access road is a 5-lane extension of Gibson Boulevard. As presented in **Figure 2-1**, Kirtland AFB is proposing to close the extension of Gibson Boulevard east of Louisiana Boulevard and reroute the Gibson Gate ingress/egress routes further south on Louisiana Boulevard. A median brake would be constructed to allow traffic exiting Kirtland Federal Credit Union (FCU) along Louisiana Boulevard full-movement to proceed north or south onto Louisiana Boulevard. The route to the Gibson Gate from Louisiana Boulevard would no longer be a straight roadway, but rather a serpentine roadway. Design of the roadway would take into consideration the Bulk Fuels Facility (BFF) influent conveyance lines located underneath the proposed roadway realignment. The design would demonstrate an engineered solution that would be protective of the BFF influent conveyance lines and prevent the possibility of any potential damage to these lines.

### 2.2 Selection Standards

In accordance with 32 CFR § 989.8(c), the development of selection standards is an effective mechanism for the identification, comparison, and evaluation of reasonable alternatives. The following selection standards were developed to be consistent with the purpose of and need for the Proposed Action and to address pertinent mission, environmental, safety, and health factors. The following selection standards are used to identify reasonable alternatives for analysis in the EA:

- Meet current criteria/scope specified in:
  - Air Force Manual 32-1017, *DoD Transportation Engineering Program*
  - Air Force Instruction 10-245, *Antiterrorism (AT)*
  - Unified Facilities Criteria (UFC) 4-010-01, *DoD Minimum Antiterrorism Standards for Buildings*
  - UFC 4-022-01, *Entry Control Facilities Access Control Points*.
- Increase security and ensure installation and security forces personnel safety.
  - Incorporate traffic calming and AT/force protection measures.
- Result in no adverse impact on BFF influent conveyance lines for the BFF treatment system.
- Be compatible with future development needs identified in Kirtland AFB's 2016 Installation Development Plan.



Figure 2-1. Proposed Realignment of Gibson Boulevard at Kirtland AFB

- Result in no adverse impacts on adjacent communities and properties:
  - Albuquerque Public School District's Wherry Elementary on Gibson Boulevard between Louisiana Boulevard and the Gibson Gate
  - Kirtland FCU access driveway on Louisiana Boulevard
  - Residential subdivision west of Louisiana Boulevard.
- Result in no adverse impacts on the previously approved Louisiana-Gibson Regional Drainage Facility.
- Maximize the flow of traffic without compromising safety and security or result in undue delays that may affect installation operations or off-installation roadways.
- Avoid environmental resources such as protected plant or animal species or their habitat, known cultural resources, and restoration sites.

## **2.3 No Action Alternative**

Under the No Action Alternative, the USAF would take no action. Kirtland AFB would not realign Gibson Boulevard from the Gibson Gate to Louisiana Boulevard. The No Action Alternative would maintain the current ingress and egress from the Gibson Gate and safety and security issues would continue.

The No Action Alternative would not meet the purpose of and need for the Proposed Action as described in **Section 1.3**; however, the USAF Environmental Impact Analysis Process (32 CFR § 989.8[d]) requires consideration of the No Action Alternative. In addition, CEQ guidance recommends inclusion of the No Action Alternative in an EA to assess any environmental consequences that may occur if the Proposed Action is not implemented. Therefore, this alternative will be carried forward for detailed analysis in the EA. The No Action Alternative also serves as a baseline against which the Proposed Action can be compared.

## **2.4 Alternatives Considered but Eliminated from Detailed Analysis**

Alternative realignment layouts were considered for some of the components of the Proposed Action; however, after considering the purpose of and need for the action, applying the selection standards, and opposition received during public meetings, these alternatives were not considered viable alternatives.

### **2.4.1 Roundabout**

As presented in **Figure 2-2**, this alternative includes construction of a single-lane roundabout south of the Kirtland FCU on Louisiana Boulevard, approximately 900 feet south of Gibson Boulevard. This single-lane roundabout would provide ingress only to the Gibson Gate. Egress from the gate would continue to utilize the existing westbound lanes of Gibson Boulevard. Traffic exiting Kirtland FCU from the current exit along Louisiana Boulevard would be restricted to right-in/right-out only, requiring the use of the roundabout for northbound traffic (Lee Engineering 2018). Placing a roundabout at this location would result in the potential for traffic from adjacent residential areas to be impacted and queued with traffic accessing the installation or Wherry



Figure 2-2. Roundabout Alternative

Elementary during peak travel times. Maintaining the current egress route would continue to leave Kirtland AFB susceptible to accidental or inadvertent access to the installation, which would not meet the purpose of and need for the Proposed Action or the selection standards identified in **Section 2.2**. Additionally, this alternative would result in a safety concern from the potential for a catastrophic accident (i.e., head-on collision) caused by a wrong-way driver attempting to continue east on Gibson Boulevard past Louisiana Boulevard. Therefore, this alternative will not be carried forward for analysis in the EA.

#### 2.4.2 Revise Ingress Only

As presented in **Figure 2-3**, this alternative includes construction of an ingress-only access road to the Gibson Gate from a T-intersection on Louisiana Boulevard approximately 500 feet south of Gibson Boulevard. Egress from the gate would continue to utilize the existing westbound lanes of Gibson Boulevard. Traffic exiting Kirtland FCU from the current exit along Louisiana Boulevard would be restricted to right-in/right-out only and a new, full-movement exit from Kirtland FCU would be constructed south of the current driveway on Louisiana Boulevard (Lee Engineering 2018). Maintaining the current egress point would continue to leave Kirtland AFB susceptible to accidental or inadvertent access to the installation, which would not meet the purpose of and need for the Proposed Action or the selection standards identified in **Section 2.2**. Additionally, this alternative would result in a safety concern from the potential for a catastrophic accident (i.e., head-on collision) caused by a wrong-way driver attempting to continue east on Gibson Boulevard past Louisiana Boulevard. Therefore, this alternative will not be carried forward for analysis in the EA.

## 2.5 Comparative Summary of Impacts

**Table 2-1** presents a summary of the impacts anticipated under the Proposed Action and the No Action Alternative.

**Table 2-1. Summary of Potential Impacts**

Affected Resource	Proposed Action	No Action Alternative
Airspace Management		
Noise		
Land Use		
Visual Resources		
Air Quality		
Water Resources		
Geological Resources		
Biological Resources		
Cultural Resources		
Infrastructure		
Hazardous Materials and Wastes		
Safety		
Socioeconomics and Environmental Justice		

**[[Preparer's Note: Resource areas will be analyzed and could be eliminated from detailed analysis in the Preliminary Draft EA. Summary of potential impacts will be complete in the Preliminary Draft EA.]]**



Figure 2-3. Revise Ingress Only Alternative

### 3. References

- |                      |  |
|----------------------|--|
| KAFB 2012            | Kirtland Air Force Base (KAFB). 2012. <i>Kirtland Air Force Base Real Estate Management Existing Facilities</i> .                                |
| KAFB 2018            | KAFB. 2018. <i>US Air Force Integrated Natural Resources Management Plan Kirtland Air Force Base Albuquerque, New Mexico</i> . 16 February 2018. |
| Lee Engineering 2018 | Lee Engineering. 2018. <i>Final Technical Memorandum – Gibson Gate Modifications Traffic Study</i> . 2 February 2018.                            |

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A

Agency Coordination and  
Public Involvement





**Federal, State, and Local Agencies – Cooperating Agency Letters**

Mr. Tom Church, Cabinet Secretary  
New Mexico Department of Transportation  
1120 Cerrillos Road  
Santa Fe NM 87504-1149

Mr. David S. Campbell, Director  
City of Albuquerque Planning Department  
Plaza del Sol Building  
600 Second NW  
Albuquerque NM 87102

Ms. Heidi King, Deputy Administrator  
National Highway Traffic Safety  
Administration  
1200 New Jersey Avenue SE  
Washington DC 20590

## Cooperating Agency Letters



### DEPARTMENT OF THE AIR FORCE HEADQUARTERS AIR FORCE GLOBAL STRIKE COMMAND


9 Mar18

MEMORANDUM FOR MR. TOM CHURCH, CABINET SECRETARY  
NEW MEXICO DEPARTMENT OF TRANSPORTATION

FROM: HQ AFGSC/A4C  
841 Fairchild Avenue  
Barksdale AFB LA 71110

SUBJECT: Cooperating Agency Request, Programmatic Environmental Assessment (EA) to  
Realign Gibson Boulevard from Gibson Gate to Louisiana Boulevard, Kirtland Air  
Force Base (AFB), NM

1. The Air Force requests the New Mexico Department of Transportation (NMDOT)'s formal participation as a cooperating agency in the preparation of an environmental assessment (EA) to Realign Gibson Boulevard from Gibson Gate to Louisiana Boulevard. Due to an increase in security incidents at the existing Gibson Gate on Kirtland AFB, the Air Force is proposing to reroute/realign Gibson Boulevard from the gate to Louisiana Boulevard. The realignment would close off the existing stretch of Gibson Boulevard east of Louisiana Boulevard and would shift the ingress/egress access points further south on Louisiana Boulevard. The route to the Gibson Gate would no longer be a straight-away, but would instead be a serpentine roadway. Your agency has been identified as an agency that may have an interest in the proposed project as the owner of the real property, jurisdiction by law and/or special expertise.
2. This participation arrangement is described in the Council on Environmental Quality National Environmental Policy Act (NEPA) Regulations, 40 CFR Part 1501.6, *Cooperating Agencies*. As a cooperating agency, the Air Force requests that the NMDOT participate in various portions of the EA development. Specifically, the Air Force asks for your support as a cooperating agency by:
  - a. Participating in the scoping process.
  - b. Assuming responsibility, upon request by the Air Force, for developing information and preparing analyses on issues for which the NMDOT has special expertise.
  - c. Making staff support available to enhance interdisciplinary review capability, and provide specific comments within the timelines prescribed in the program milestone schedule. (40 CFR §1503.3)
  - d. Responding, in writing, to this request.
3. Our POC is Ms. Martha E. García, 377 MSG/CEIEC, (505) 846-6446, martha.garcia.3@us.af.mil.

  
BRIAN C. LEE, GS-15, DAF  
Senior Civil Engineer

DETER...ASSURE...STRIKE!



**DEPARTMENT OF THE AIR FORCE**  
**HEADQUARTERS AIR FORCE GLOBAL STRIKE COMMAND**

9 Mar18

MEMORANDUM FOR MR. DAVID S. CAMPBELL, DIRECTOR  
CITY OF ALBUQUERQUE PLANNING DEPARTMENT

FROM: HQ AFGSC/A4C  
841 Fairchild Avenue  
Barksdale AFB LA 71110

SUBJECT: Cooperating Agency Request, Programmatic Environmental Assessment (EA) to  
Realign Gibson Boulevard from Gibson Gate to Louisiana Boulevard, Kirtland Air  
Force Base (AFB), NM

1. The Air Force requests the City of Albuquerque (COA) Planning Department's formal participation as a cooperating agency in the preparation of an environmental assessment (EA) to Realign Gibson Boulevard from Gibson Gate to Louisiana Boulevard. Due to an increase in security incidents at the existing Gibson Gate on Kirtland AFB, the Air Force is proposing to reroute/realign Gibson Boulevard from the gate to Louisiana Boulevard. The realignment would close off the existing stretch of Gibson Boulevard east of Louisiana Boulevard and would shift the ingress/egress access points further south on Louisiana Boulevard. The route to the Gibson Gate would no longer be a straight-away, but would instead be a serpentine roadway. Your agency has been identified as an agency that may have an interest in the proposed project as the owner of the real property, jurisdiction by law and/or special expertise.

2. This participation arrangement is described in the Council on Environmental Quality National Environmental Policy Act (NEPA) Regulations, 40 CFR Part 1501.6, *Cooperating Agencies*. As a cooperating agency, the Air Force requests that the COA Planning Department participate in various portions of the EA development. Specifically, the Air Force asks for your support as a cooperating agency by:

- a. Participating in the scoping process.
- b. Assuming responsibility, upon request by the Air Force, for developing information and preparing analyses on issues for which the COA Planning Department has special expertise.
- c. Making staff support available to enhance interdisciplinary review capability, and provide specific comments within the timelines prescribed in the program milestone schedule. (40 CFR §1503.3)
- d. Responding, in writing, to this request.

3. Our POC is Ms. Martha E. García, 377 MSG/CEIEC, (505) 846-6446, martha.garcia.3@us.af.mil.

  
BRIAN C. LEE, GS-15, DAF  
Senior Civil Engineer

**DETER...ASSURE...STRIKE!**



**DEPARTMENT OF THE AIR FORCE**  
**HEADQUARTERS AIR FORCE GLOBAL STRIKE COMMAND**

9 Mar18

MEMORANDUM FOR MS. HEIDI KING, DEPUTY ADMINISTRATOR  
NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

FROM: HQ AFGSC/A4C  
841 Fairchild Avenue  
Barksdale AFB LA 71110

SUBJECT: Cooperating Agency Request, Programmatic Environmental Assessment (EA) to  
Realign Gibson Boulevard from Gibson Gate to Louisiana Boulevard, Kirtland Air  
Force Base (AFB), NM

1. The Air Force requests the National Highway Traffic Safety Administration (NHTSA)'s formal participation as a cooperating agency in the preparation of an environmental assessment (EA) to Realign Gibson Boulevard from Gibson Gate to Louisiana Boulevard. Due to an increase in security incidents at the existing Gibson Gate on Kirtland AFB, the Air Force is proposing to reroute/realign Gibson Boulevard from the gate to Louisiana Boulevard. The realignment would close off the existing stretch of Gibson Boulevard east of Louisiana Boulevard and would shift the ingress/egress access points further south on Louisiana Boulevard. The route to the Gibson Gate would no longer be a straight-away, but would instead be a serpentine roadway. Your agency has been identified as an agency that may have an interest in the proposed project as the owner of the real property, jurisdiction by law and/or special expertise.

2. This participation arrangement is described in the Council on Environmental Quality National Environmental Policy Act (NEPA) Regulations, 40 CFR Part 1501.6, *Cooperating Agencies*. As a cooperating agency, the Air Force requests that the NHTSA participate in various portions of the EA development. Specifically, the Air Force asks for your support as a cooperating agency by:

- a. Participating in the scoping process.
  - b. Assuming responsibility, upon request by the Air Force, for developing information and preparing analyses on issues for which the NHTSA has special expertise.
  - c. Making staff support available to enhance interdisciplinary review capability, and provide specific comments within the timelines prescribed in the program milestone schedule. (40 CFR §1503.3)
  - d. Responding, in writing, to this request.
3. Our POC is Ms. Martha E. García, 377 MSG/CEIEC, (505) 846-6446, martha.garcia.3@us.af.mil.

  
BRIAN C. LEE, GS-15, DAF  
Senior Civil Engineer

**DETER...ASSURE...STRIKE!**

**From:** [Brito, Russell D.](#)  
**To:** [Bare, Michelle](#); [GARCIA, MARTHA E CIV USAF AFGSC 377 MSG/CEIE](#)  
**Cc:** [BARE, MICHELLE P CTR USAF AFGSC 377 MSG/CEIE](#)  
**Subject:** RE: Cooperating Agency Request, Realign Gibson Boulevard  
**Date:** Wednesday, April 4, 2018 1:48:43 PM

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Michelle and Martha,

We want to be a Cooperating Agency.

Thank you,

- Russell

---

**From:** Bare, Michelle [<mailto:Michelle.Bare@hdrinc.com>]  
**Sent:** Wednesday, April 04, 2018 12:18 PM  
**To:** GARCIA, MARTHA E CIV USAF AFGSC 377 MSG/CEIE; Brito, Russell D.  
**Cc:** BARE, MICHELLE P CTR USAF AFGSC 377 MSG/CEIE  
**Subject:** RE: Cooperating Agency Request, Realign Gibson Boulevard

So, they don't want to be a Cooperating Agency, just involved in the scoping and review process?

Michelle

**Michelle Bare**

M 505.504.0405

[hdrinc.com/follow-us](http://hdrinc.com/follow-us)

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**From:** GARCIA, MARTHA E CIV USAF AFGSC 377 MSG/CEIE [<mailto:martha.garcia.3@us.af.mil>]  
**Sent:** Wednesday, April 4, 2018 12:15 PM  
**To:** Brito, Russell D. <[RBrito@cabq.gov](mailto:RBrito@cabq.gov)>  
**Cc:** BARE, MICHELLE P CTR USAF AFGSC 377 MSG/CEIE <[michelle.bare.ctr@us.af.mil](mailto:michelle.bare.ctr@us.af.mil)>; Bare, Michelle <[Michelle.Bare@hdrinc.com](mailto:Michelle.Bare@hdrinc.com)>  
**Subject:** RE: Cooperating Agency Request, Realign Gibson Boulevard

Russell,

Thank you for your response. I will make sure we send all of the documents, as we receive them, on to you for your review.

I look forward to working with you.

V/R

Martha E. Garcia

NEPA Program Manager

377 MSG/CEIEC

2050 Wyoming Boulevard, SE

Building 20685, Suite 116a  
Kirtland AFB, NM 87117  
Phone: 505-846-6446  
DSN: 246-6446  
Email: [martha.garcia.3@us.af.mil](mailto:martha.garcia.3@us.af.mil)

---

**From:** Brito, Russell D. <[RBrito@cabq.gov](mailto:RBrito@cabq.gov)>  
**Sent:** Wednesday, April 4, 2018 10:58 AM  
**To:** GARCIA, MARTHA E CIV USAF AFGSC 377 MSG/CEIE <[martha.garcia.3@us.af.mil](mailto:martha.garcia.3@us.af.mil)>  
**Subject:** [Non-DoD Source] Cooperating Agency Request, Realign Gibson Boulevard

Martha,

The Planning Director, David Campbell, has designated me to participate in the scoping and other activities associated with the Realign Gibson Boulevard from Gibson Gate to Louisiana Boulevard environmental assessment. Please forward any questions, requests for comments or information, and any other inquiries to me as the representative of the Planning Department.

Thank you,

**Russell D. Brito, Planning Manager**  
Urban Design & Development Division  
City of Albuquerque Planning Department  
[rbrito@cabq.gov](mailto:rbrito@cabq.gov)  
505.924.3337 w  
abc-zone.com

"Always in motion is the future."  
- Yoda

=====  
This message has been analyzed by Deep Discovery Email Inspector.

## **AGENCY DISTRIBUTION LIST**

### **Federal, State, and Local Agencies – Scoping Letters**

Ms. Amy Leuders  
Southwest Regional Director  
US Fish & Wildlife Service  
PO Box 1306  
Albuquerque NM 87103-1306

Ms. Priscilla J. Avila  
Acting Regional Director and Regional  
Environmental Protection Specialist  
Bureau of Indian Affairs  
Southwest Regional Office  
1001 Indian School Road NW  
Albuquerque NM 87104

Ms. Danita Burns, District Manager  
Bureau of Land Management  
New Mexico State Office  
Albuquerque District Office  
100 Sun Avenue NE  
Pan American Building, Suite 330  
Albuquerque NM 87109-4676

Mr. Stephen Spencer  
Regional Environmental Officer  
US Department of Interior  
Office of Environmental Policy &  
Compliance - Albuquerque Region  
1001 Indian School Road NW, Suite 348  
Albuquerque NM 87104

Mr. Kelvin L. Solco, Regional Administrator  
Federal Aviation Administration  
Southwest Region  
10101 Hillwood Parkway  
Fort Worth TX 76177-1524

Ms. Pearl Armijo, District Conservationist  
Natural Resources Conservation Service  
Albuquerque Service Center  
100 Sun Avenue NE, Suite 160  
Albuquerque NM 87109

Mr. George Macdonnell, Chief  
Environmental Resources Section  
US Army Corps of Engineers  
4101 Jefferson Plaza NE  
Albuquerque NM 87109

Ms. Anne L. Idsal, Regional Administrator  
US Environmental Protection Agency,  
Region 6  
1445 Ross Avenue  
Fountain Pl 12th Floor, Suite 1200  
Dallas TX 75202-2733

Ms. Cheryl Prewitt, Regional Environmental  
Coordinator  
US Forest Service  
Southwestern Region  
333 Broadway Boulevard SE  
Albuquerque NM 87102-3407

Ms. Susan Lacy  
DOE/NNSA Sandia Field Office  
PO Box 5400  
Albuquerque NM 87187

Mr. John Weckerle  
DOE/NNSA Office of General Counsel  
PO Box 5400  
Albuquerque NM 87187

The Honorable Martin Heinrich  
US Senate  
400 Gold Avenue SW, Suite 1080  
Albuquerque NM 87102

The Honorable Tom Udall  
US Senate  
400 Gold Avenue SW, Suite 300  
Albuquerque NM 87102

The Honorable Steve Pearce  
US House of Representatives  
3445 Lambros Loop NE  
Los Lunas NM 87031

The Honorable Michelle Lujan Grisham  
US House of Representatives  
400 Gold Avenue SW, Suite 680  
Albuquerque NM 87102

The Honorable Ben R. Luján  
US House of Representatives  
1611 Calle Lorca, Suite A  
Santa Fe NM 87505

Dr. Jeff Pappas, PhD  
State Historic Preservation Officer and  
Director  
New Mexico Historic Preservation Division  
Department of Cultural Affairs  
Bataan Memorial Building  
407 Galisteo Street, Suite 236  
Santa Fe NM 87501

Mr. Aubrey Dunn  
Commissioner of Public Lands  
New Mexico State Land Office  
310 Old Santa Fe Trail  
Santa Fe NM 87501

Mr. Matt Wunder, Chief  
Conservation Services  
New Mexico Department of Game and Fish  
PO Box 25112  
Santa Fe NM 87504

Ms. Jennifer L. Hower  
Office of General Counsel & Environmental  
Policy  
New Mexico Environment Department  
1190 St. Francis Drive, Suite N4050  
Santa Fe NM 87505

Mr. Jeff M. Witte, Director/Secretary  
New Mexico Department of Agriculture  
3190 S. Espina  
Las Cruces NM 88003

Mr. Ken McQueen, Cabinet Secretary  
New Mexico Energy, Minerals and Natural  
Resources Department  
1220 South St. Francis Drive  
Santa Fe NM 87505

Ms. Julie Morgas Baca, Bernalillo County  
Manager  
Bernalillo County Manager's Office  
One Civic Plaza NW, 10th Floor  
Albuquerque NM 87102

Mr. Clyde Ward, Assistant Commissioner  
for Commercial Resources  
New Mexico State Land Office  
PO Box 1148  
Santa Fe NM 87504

Development Management/Department  
Director  
Bernalillo County Planning Section  
111 Union Square SE, Suite 100  
Albuquerque NM 87102

Department Director  
City of Albuquerque Planning Department  
PO Box 1293  
Albuquerque NM 87103

Board of Directors  
Mid-Region Council of Governments  
809 Copper Avenue NW  
Albuquerque NM 87102

Ms. Alicia Manzano  
Interim Director of Communications  
City of Albuquerque Office of the Mayor  
PO Box 1293  
Albuquerque NM 87103

Bernalillo County Board of Commissioners  
One Civic Plaza NW, 10th Floor  
Albuquerque NM 87102

Albuquerque City Councilmembers  
One Civic Plaza NW, 9th Floor, Suite 9087  
Albuquerque NM 87102

Mr. Jerry Lovato, Executive Engineer  
Albuquerque Metropolitan Arroyo Flood  
Control Authority  
2600 Prospect Avenue NE  
Albuquerque NM 87107

## **Native American Tribes – Scoping Letters**

Governor Kurt Riley  
Pueblo of Acoma  
PO Box 309  
Acoma Pueblo NM 87034

Governor Dwayne Herrera  
Pueblo of Cochiti  
PO Box 70  
Cochiti Pueblo NM 87072

Chairman Timothy L. Nuvangyaoma  
Hopi Tribal Council  
PO Box 123  
Kykotsmovi AZ 86039

Governor J. Robert Benavides  
Pueblo of Isleta  
PO Box 1290  
Isleta NM 87022

Governor Paul S. Chinana  
Pueblo of Jemez  
PO Box 100  
Jemez Pueblo NM 87024

President Levi Pesata  
Jicarilla Apache Nation  
PO Box 507  
Dulce NM 87528

Governor Virgil A. Siow  
Pueblo of Laguna  
PO Box 194  
Laguna NM 87026

President Arthur “Butch” Blazer  
Mescalero Apache Tribe  
PO Box 227  
Mescalero NM 88340

Governor Phillip A. Perez  
Pueblo of Nambe  
Route 1 Box 117-BB  
Santa Fe NM 87506

President Russell Begaye  
Navajo Nation  
PO Box 7440  
Window Rock AZ 86515

Governor Peter Garcia, Jr.  
Ohkay Owingeh Pueblo  
PO Box 1099  
San Juan Pueblo NM 87566

Governor Craig Quanchello  
Pueblo of Picuris  
PO Box 127  
Peñasco NM 87553

Governor Joseph M. Talachy  
Pueblo of Pojoaque  
78 Cities of Gold  
Santa Fe NM 87506

Governor Richard Bernal  
Pueblo of Sandia  
481 Sandia Loop  
Bernalillo NM 87004

Governor Anthony Ortiz  
Pueblo of San Felipe  
PO Box 4339  
San Felipe Pueblo NM 87001

Governor Terrence Garcia  
Pueblo of San Ildefonso  
02 Tunyo Po  
Santa Fe NM 87506

Governor Glenn Tenorio  
Pueblo of Santa Ana  
2 Dove Road  
Santa Ana Pueblo NM 87004

Governor J. Michael Chavarria  
Pueblo of Santa Clara  
PO Box 580  
Española NM 87532

Governor Thomas Moquino, Jr.  
Pueblo of Santo Domingo  
PO Box 99  
Santo Domingo Pueblo NM 87052

Governor Gilbert Suazo, Sr.  
Pueblo of Taos  
PO Box 1846  
Taos NM 87571

Governor Frederick Vigil  
Pueblo of Tesuque  
Route 42 Box 360-T  
Santa Fe NM 87506

Chairman Ronnie Lupe  
White Mountain Apache Tribe  
PO Box 700  
Whiteriver AZ 85941

Governor Carlos Hisa  
Ysleta del Sur Pueblo  
117 S Old Pueblo Road  
PO Box 17579-Ysleta Station  
El Paso TX 79907

Governor Anthony Delgarito  
Pueblo of Zia  
135 Capitol Square Drive  
Zia Pueblo NM 87053-6013

Governor Val R. Panteah, Sr.  
Pueblo of Zuni  
PO Box 339  
Zuni NM 87327

Chairman Jeff Haozous  
Fort Sill Apache Tribe of Oklahoma  
Route 2, Box 121  
Apache OK 73006

Chairman Harold Cuthair  
Ute Mountain Ute Tribe  
PO Box JJ  
Towaoc CO 81334-0248