

**Ecosystem Management Initiative  
Mohave Desert (April 1994)**

**Legacy 94-778**

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TAB A



ACQUISITION AND  
TECHNOLOGY

## OFFICE OF THE UNDER SECRETARY OF DEFENSE

3000 DEFENSE PENTAGON  
WASHINGTON DC 20301-3000



### EXECUTIVE SUMMARY

#### MEMORANDUM FOR SECRETARY OF DEFENSE

**THROUGH:** DEPUTY SECRETARY OF DEFENSE

**FROM:** SHERRI W. GOODMAN, DUSD(ES)

Prepared by: Carole Parker (X4-3045)

**SUBJECT:** Earth Day Event at Edwards AFB

**PURPOSE:** INFORMATION -- SECDEF Press Event to announce Mojave Ecosystem Management Initiative, a DoD partnership with other Agencies and groups to develop consensus plan to manage land and species. Mojave Desert is first test region of broader Presidential Initiative on ecosystem management.

#### DISCUSSION:

##### A. Objectives/Themes

- To recognize that DoD's mission includes environmental security.
- To highlight DoD environmental achievements.
- To support the Administration's Ecosystem Management initiative.
- To support the Administration's Reinventing Government initiative.

##### B. Environmental Security Defined

- BUR redefines U.S. security needs: more complicated and different from Cold War era.
- Threats to U.S. security include global, regional and local environmental dangers from ozone depletion to cross-border toxic contamination to local pollution of ground water supplies.
- President observes in State of the Union: "Of course there are still dangers in the world: severe environmental degradation the world over."
- The nation's security, quality of life and economy depend on a healthy environment.
- In former Soviet block and Warsaw Pact countries pollution is causing widespread disease and curbing economic growth. Much of the water is too contaminated even for industry to use.
- Environmental security is integral to readiness: If we fail to comply with laws, we can disrupt training operations (Army stopped training at Ft. Bragg to attend to endangered bird).





- Environmental degradation is costly, both financially and morally. DoD will spend billions to redress contamination from Cold War operations. We must maintain the trust of those communities whose land and livelihood has been affected by environmental pollution.

### C. DoD's Environmental Security program

- New office created by Clinton Administration to address environmental security.
- Program has six major goals:
  - Complying with environmental standards at installations worldwide;
  - Cleaning up contaminated sites;
  - Conserving resources on 25 million acres of public lands for which DoD is responsible;
  - Promoting dual-use environmental technologies; and
  - Preventing pollution where ever possible.
- Past DoD environmental role limited to cleanup of past contamination, compliance.
- New DoD role incorporates sound environmental practices into DoD's operations to avoid future costs and protect the environment.
- **Special emphasis** is on three areas: 1)**Pollution prevention:** to reduce DoD's use of toxic substances that are harmful to the environment and costly to use and dispose. 2)**Technology:** to leverage our investments and leapfrog to better business practices. 3)**Conservation:** to preserve the natural resources that are a source of strength for our nation.

### D. Environmental Security: 1-year Anniversary Milestones

- Launched **Fast Track Cleanup** at closing bases to expedite return of bases to local communities for reuse and economic development.
- Issued **Defense Planning Guidance** to better integrate environmental programs into DoD's planning, programming and budgeting, increasingly effectiveness of program oversight.
- Issued **Recycling and Pollution Prevention Policies.**
- Adopted **industry standard** to reduce use of toxic materials in design of weapons systems.
- Created **Environmental Security Technology Certification Program** to transition mature environmental R&D projects for field use.
- Established a **Smoke Free Workplace** throughout the DoD.

### E. The Mojave Desert Ecosystem Management Initiative

- **Ecosystem management** is recommendation of Gore's NPR. Point is to bring together all people responsible for the health/welfare of a region and develop one plan to manage the land and species that live there. Considers both **economic and environmental factors**.
- The President will soon announce test "**laboratories**" across the country to jump start the concept. One lab is the Mojave Desert.
- Ecosystem Management supports DoD goals: **Strong military. Solid economy. Healthy environment.**
- The Mojave is one of the last habitats for many unique or endangered species including **Desert Tortoise and Desert Bighorn Sheep**.
- The Mojave is site of DoD's **test and training ranges**, including China Lake, Fort Irwin, 29 Palms, Chocolate Mountain, and Edwards. This is where troops trained for Desert Storm. DoD is steward for 2.7 million acres of Federal land in Mojave.
- DoD training can harm environment, but installations also provide important sanctuaries for species from development, other damaging activities. DoD has done a good job of managing individual species such as Desert Tortoise (e.g. Ft. Irwin relocated training grounds to secure habit), but piecemeal management fails to consider entire ecosystem. Result is isolated habitats, severed migration corridors, threatened species.
- This initiative is an **unprecedented partnership among many diverse interests**. It supports **Reinventing Government** concept by advancing **collaborative, preventive** approach to resolve varied goals of sustaining environment, economy and military readiness.
- The partnership will include representatives from all the DoD installations affected, BLM, state and local agencies, and various interest groups. **Army** will serve as Executive Agent for DoD. **BLM** is key partner and has worked 15 years with other agencies to develop the West Mojave Coordinated Management Plan. Many on this team will be at the Edwards event.
- **Feinstein/Boxer** are sponsors of **California Desert Protection Act**, which has been debated for 10 years and **passed Senate this week 69 to 29**. It is consistent with our initiative (see Tab I).

#### **F. DoD Environmental Open House Day**

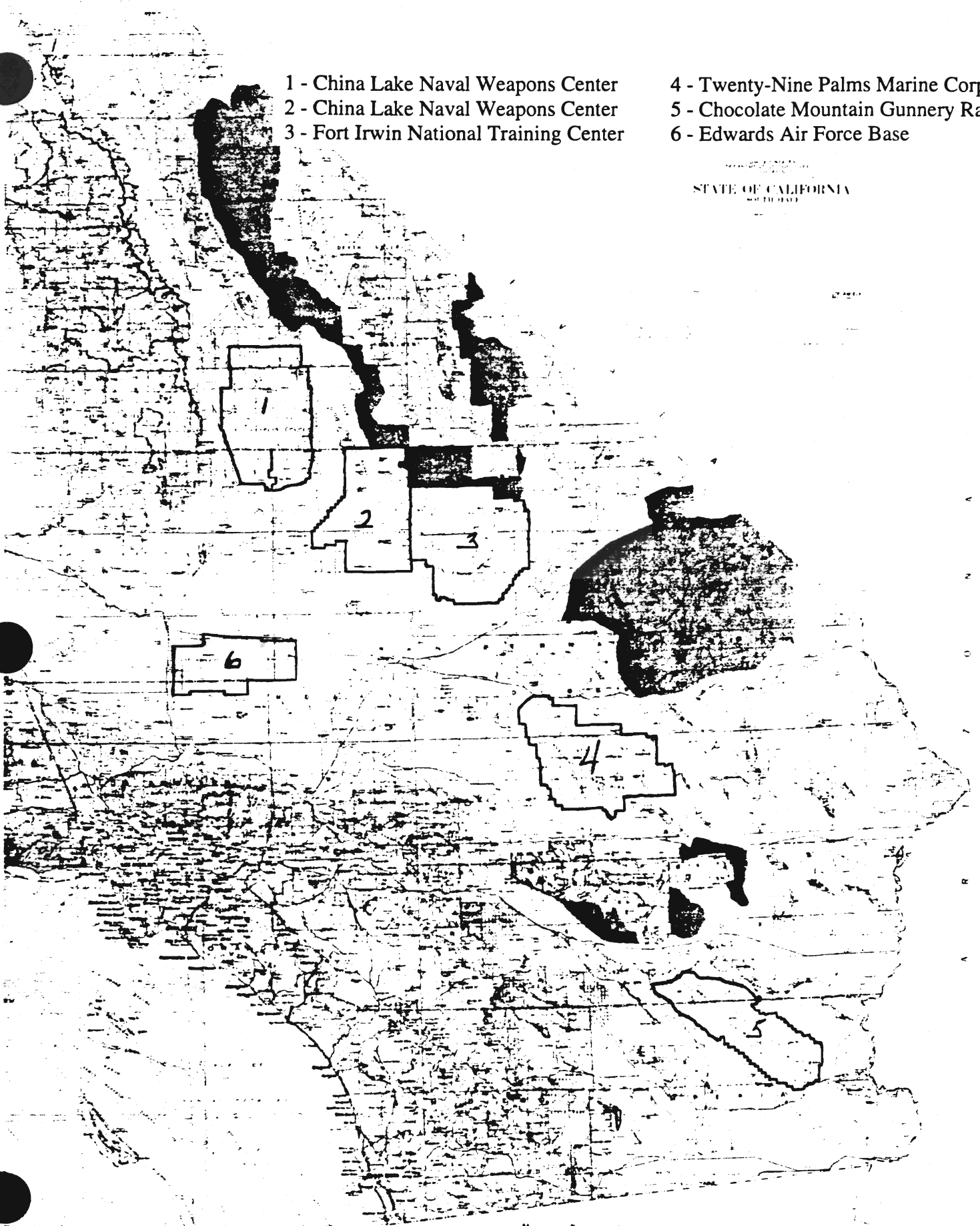
- **SECDEF** issued guidance to all installations declaring April 22, 1994 -- **Earth Day** -- to be "Environmental Open House Day."
- Memo asked military bases to demonstrate their commitment to being good environmental neighbors by **opening their doors to communities everywhere**.
- Many activities are planned at bases worldwide, including highway cleanups, beach and river cleanups, tree plantings, educational events with schools, etc.

**TAB B**

- 1 - China Lake Naval Weapons Center
- 2 - China Lake Naval Weapons Center
- 3 - Fort Irwin National Training Center

- 4 - Twenty-Nine Palms Marine Corps Bas
- 5 - Chocolate Mountain Gunnery Range
- 6 - Edwards Air Force Base

STATE OF CALIFORNIA



MEXICO

TAB C

# Earth Day Address

## Department of Defense

### Smoke-Free Workplace

On March 7, 1994, the Department of Defense issued a new Smoke-Free Workplace policy, with implementation to commence on April 8, 1994.

The policy will:

- Protect all DoD military and civilian personnel from the health hazards caused by exposure to tobacco smoke;
- Ban smoking of tobacco products in all DoD workplaces; and
- Require that outdoor smoking areas be designated, when possible, which are reasonably accessible to employees and provide a measure of protection from the elements.

The DoD issued this policy for three reasons:

- First and foremost, to provide a safe and healthy workplace for all of our military and civilian employees, and protection from involuntary exposure to tobacco smoke and to enhance health.
- Secondly, to contribute to the Department's mission in this post Cold War era by lowering defense spending while maintaining readiness. The policy contributes to readiness in two ways - first, it helps to ensure that we have the healthiest and highest quality Armed Forces possible; and second, there is compelling evidence that this policy will save millions of dollars more than it will cost to implement in terms of lives saved, health care cost avoided, work hours lost to sickness, less risk of fire, and reduced housekeeping and maintenance expenses for our many facilities.
- Thirdly, to establish the Department of Defense as a leader in creating a smoke-free workplace. DoD is considered the largest employer in the world with more than 2.6 million personnel worldwide (23,000 people work at the Pentagon alone), with approximately 435,000 structures (2.7 billion square feet). Thus, it is important for DoD to be a leader on this issue for both the public and private sectors.

Finally, the new smoking policy provides for smoking cessation programs for all personnel.

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# Earth Day Address

## Department of Defense

### DoD Implements New Initiatives to Improve the Cleanup Process

The Department of Defense (DoD) is utilizing a series of innovative techniques to accelerate and improve the cleanup process. A common theme among these different techniques is partnering. Partnering includes building and improving partnerships with Federal and state regulatory agencies, industry, and the public to develop a consensus on how to handle cleanup, compliance, pollution prevention, conservation, and other environmental security issues. Partnering is a structured process designed to foster innovation, facilitate continuous quality improvement, and build teamwork and consensus among stakeholders. Sherri W. Goodman, Deputy Under Secretary of Defense for Environmental Security said, "teamwork is the key to the success of the cleanup program."

An example of the partnering concept, currently being applied by DoD, is the Restoration Advisory Board (RAB). A RAB serves as a forum for discussion, the exchange of information between stakeholders, and provides opportunities for local citizens to participate directly in the cleanup decision-making process. RABs are comprised of representatives from the installation, the EPA Region, the state, local government, and members of the local community. In order to be successful, these representatives must reflect the diverse interests within the community, including both supporters and critics to generate broad input from all interested parties.

RABs have been formed at all major closing installations. In addition, DoD is offering RAB training during the Spring and Summer of 1994.

Fast-Track Cleanup is another initiative which involves the development of partnerships among various stakeholders. Fast-Track is a key component of President Clinton's Five Point Community Reinvestment Plan which integrates economic development, transition assistance, and environmental cleanup to allow early reuse of the base's assets. Primary elements of the program include: job-centered property disposal; planning grants; and easier access to transition and redevelopment assistance.

On September 9, 1993, then Deputy Secretary of Defense William Perry issued Fast-Track implementing guidance to the Military Departments. The guidance requires the creation of a Base Cleanup Team (BCT) at every closing base where property is being transferred. The BCTs include representatives from DoD, the Environmental Protection Agency (EPA), and the state. Their responsibilities include: reviewing all cleanup plans; identifying clean parcels for early use; selecting appropriate leasing parcels where cleanup is underway; assisting with property disposal; and serving as on-site advocates to communities, installation personnel, and Federal and state agencies. BCTs are currently stationed at every base scheduled to close. Base Realignment and Closure cleanup plans are due to Secretary Perry on April 29, 1994.

In addition to establishing BCTs, other elements of Fast-Track include providing resources to EPA for cleanup (\$7 million); providing states with additional resources for the oversight of cleanup programs under Defense and State Memoranda of Agreement; and providing Findings of Suitability to Transfer (FOST).

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# Earth Day Address

## Department of Defense

### The Environmental Security Technology Certification Program

The Department of Defense established the Environmental Security Technology Certification Program in December 1993. The goal of the Program is to transition mature environmental research and development projects to the demonstration and validation phase, so promising technologies can get regulatory approval and be available for field use. Preference for demonstrations will be given to technologies that respond to Environmental Security program objectives, are projected to pay back within five years, have successfully completed all necessary research and development objectives, and are dual use - technologies which meet both government needs and spur economic growth.

In February 1994, Defense Components were invited to submit proposals to the Deputy Under Secretary of Defense (Environmental Security) for funding under the Program. Proposals for innovative technologies in the following areas are now being considered:

- 1) Cleanup - Remediation and Site Characterization;
- 2) Pollution Prevention - Material Substitution, Alternative Maintenance, Alternative Manufacturing, and Recycling; and
- 3) Compliance - Detection and Monitoring, Emission Reduction, and Disposal.

In the case of cleanup demonstrations, specific sites will be identified for the selected proposals. Sites will include active and former Defense facilities and those recently closed or slated for closure under the Base Realignment and Closure. For each technology demonstrated under the Program :

- 1) Time will be needed for site preparation, regulatory permitting and testing;
- 2) A series of tests and evaluations may be required at a site; and
- 3) Multiple sites may have to be tested to ensure efficacy of the technology in a variety of climates, soil conditions, etc.

Proposals will be selected for funding this year and be ready for funding upon Congressional approval of the President's Fiscal Year 1995 Budget.

The Program is fully integrated with all other segments of the Department of Defense Environmental Science and Technology Program, including the Strategic Environmental Research and Development Program, through a prioritized list of Military Department user requirements developed during 1994. It is also conducted in coordination with the Defense Environmental Restoration Program and the Federal Advisory Committee to Develop On-Site Innovative technologies for Environmental Restoration and Waste Management (DOIT Committee).

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# Earth Day Address

## Department of Defense

### Mojave Ecosystem Management Initiative

The Department of Defense has assumed the lead for the Mojave Ecosystem Management Initiative, a new cooperative venture to develop integrated approaches to ecosystem management in the Mojave desert. This initiative will expand on existing conservation initiatives by maintaining biodiversity, protecting sensitive habitats, and promoting communications.

DoD controls approximately one-third of the western Mojave desert, and conducts most of its large-scale unit training exercises and major weapons testing in this area. DoD also protects many important natural and cultural resources on these lands. By leading the Mojave Initiative, DoD wants to continue to protect the wealth and diversity of species and habitats found on DoD lands, while at the same time managing these lands to ensure our continued ability to conduct our military mission.

The goal is to promote increase cooperation, planning, and communications among varied agencies, organizations, and individuals in a region of prime importance for DoD's current and future missions needs. DoD will:

- characterize the historical ecosystem (i.e., its composition, structure, function, and natural range of variability, and human settlement patterns), as well as its present environmental, economic, and social trends;
- develop a vision of the ecosystem's desired future condition which will maintain the health, sustainability, and biological diversity of the ecosystem while supporting communities and their economies;
- analyze how current Federal and non-Federal activities in the ecosystem are addressing its problems and capitalize on opportunities to further the goals and objectives of ecosystem management; and
- develop and implement an ecosystem management implementation strategy for Federal lands and federally-managed programs in the Mojave ecosystem.

The Initiative may address a wide range of issues, including threatened and endangered species management, habitat protection, archeological sites, access to sacred sites, fire management, cave protection, soil erosion, conversion from native to exotic species, noise, dust, historic properties, cultural resources, resource inventories, integrated natural resource management plans, rights-of-way, grazing, hunting, mining, water rights, and wild horse and burro management. Particular attention will be put on the Desert Tortoise Recovery Plan and the California Biodiversity Agreement.

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# Earth Day Address

## Department of Defense

### Environmental Education and Training Centers

In response to the National Performance Review and the Bottom-Up Review, the Department of Defense (DoD) is implementing an initiative to integrate environmental education and training throughout the Department. This initiative will result in a better trained work force (2.6 million people worldwide), better protection for human health and the environment, and lower the cost of environmental training and education. DoD is developing a strategic environmental education, training, and career development plan aimed at improving current inter-service, interagency, and international efforts. The plan will cover a wide range of environmental issues - hazardous waste management, clean air and water compliance, National Environmental Policy Act, pollution prevention, occupational safety and health, and cleanup requirements.

To effectively develop and implement DoD environmental security programs, the Department of Defense recognizes the need to establish and maintain a highly qualified, well-trained environmental professional and an environmentally-cognizant DoD workforce. The Department has established environmental education and training centers at existing military training organizations. These centers focus on providing the necessary education and training for military and civilian personnel to carry out their environmental responsibilities. The Military Departments are currently completing environmental training needs analyses and developing training courses for DoD personnel as well as those of other Federal Departments and agencies, i.e., Department of Energy, Environmental Protection Agency (EPA), etc. For example, DoD has teamed with EPA to offer environmental restoration training for both agencies at the Air Force Institute of Technology, Wright-Patterson, OH.

The Department of Defense is encouraging the use of innovative technologies and new methods of delivering education and training, such as the use of satellite telecommunications and interactive computer modules. These new approaches coupled with current DoD environmental instructional materials, will be used to address education and training needs at DoD sites overseas and those of our international partners, i.e., NATO and NACC countries, former state of the Soviet Union. For example, at the Marshall Center, environmental education has been integrated into the curricula at joint service schools.

DoD is implementing an initiative to increase the environmental awareness of its workforce to support the accomplishment of its' Environmental Security mission. The Department is integrating environmental education and training into joint service and service schools, and technical training centers. DoD has included instruction on compliance with the National Environmental Policy Act into the weapons Systems Programs Manager Course offered at the Defense Systems Management College, Fort Belvoir, Virginia.

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# **Earth Day Address**

**Department of Defense**

**Pesticide Risk Reduction**

The Department of Defense has joined the initiative with other Federal agencies to reduce the use of pesticides and improve the protection of public health. This reduction will minimize risks to people and the environment associated with pesticides.

The Deputy Under Secretary of Defense for Environmental Security is committed to the goal of reducing pesticide use on Department of Defense lands. Using 1993 as a baseline, the goal is to reduce pesticide use by 50 percent by the year 2000. To achieve this goal, integrated pest management will be fully adopted throughout the Department of Defense. Replacing pesticide use with other pest management techniques, substituting safer pesticides, and fostering research on alternative control methods are areas of emphasis.

The Department of Defense is coordinating its pesticide risk reduction efforts with the Environmental Protection Agency, U.S. Department of Agriculture, and the Food and Drug Administration.

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# Earth Day Address

## Department of Defense

### Challenges and Initiatives in Environmental Compliance

The goal of the Department of Defense (DoD) is to achieve full and sustained compliance with all applicable environmental requirements. Full compliance is complex and costly because of: the number, size, and complexity of DoD installations; and the large number of increasingly stringent laws, regulations, and permits at the Federal, state, and local levels, and overseas.

DoD uses about 4600 Active, Guard, and Reserve installations in the United States and 550 overseas. The installations are subject to close scrutiny by regulators (nearly 2000 inspections in FY93) and increased exposure to fines and penalties for non-compliance.

To meet the compliance challenge, DoD invests about \$2.5 billion per year for compliance at operating installations, in addition to funding cleanup of contamination from past operations and compliance associated with base closure and realignment. The Military Components have comprehensive compliance assessment and management programs to identify and resolve compliance deficiencies. DoD conducts Semiannual Reviews of the Components' Compliance Programs and reports annually to Congress on compliance funding and personnel requirements for each installation and for DoD as a whole.

DoD's compliance goals and priorities for FY94 have the following status:

- The Components are implementing annual comprehensive audits for every major installation, plus audits of smaller installations on a one to three year cycle.
- The Components reported about 1500 open enforcement actions at the end of FY93, including 1150 which they were resolving and 350 which were resolved but awaited regulator closeout. The goal is to reduce open enforcement actions by at least 15%, to 1275 or less, by FY95.
- FY94 Compliance investments include \$35 million to upgrade 33 fire training areas, \$265 million to construct 44 wastewater treatment plants, and \$199 million to upgrade nearly 5000 underground storage tanks.

In addition, Defense Planning Guidance and Budget Guidance were issued to better integrate compliance requirements into DoD's planning, programming, and budgeting system and to increase program oversight and control.

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# Earth Day Address

## Department of Defense

### National Aerospace Standard 411 Hazardous Materials Management Program

The Department of Defense has adopted National Aerospace Standard 411 (NAS 411), Hazardous Materials Management, for use throughout the Department. NAS 411 was created by the Aerospace Industries Association as an industry standard to be applied to major U.S. Government acquisitions. Of the \$200 billion spent on acquisitions by the Federal government in Fiscal Year 1992, 94.6 percent was spent on major acquisitions. The Standard applies to the acquisition of weapon systems and support equipment, a \$40 billion investment annually by DoD. The Standard focuses on the design, manufacturing and operations, and support phases of proposed systems and, thus, is of far reaching importance.

NAS 411 and its adoption by the Department of Defense are important because:

- It is a public/private partnership in an area that affects the environment nationally;
- 80 percent of the hazardous material used by the Department of Defense is used to operate, maintain, and overhaul these weapon systems and support equipment; and
- It provides a uniform method for the contractor to identify all hazardous materials and plan to manage, minimize, and eliminate them wherever possible;

Key elements of NAS 411 are progress reports from the contractor detailing:

- Lists of hazardous materials the contractor must use because military specifications and standards require their use;
- Lists of hazardous materials the contractor must use because no alternative technology exists to meet performance requirements; and
- Recommendations for the government to perform trade off analyses to develop alternatives that decrease environmental liabilities and decrease costs.

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# Earth Day Address

## Department of Defense

### Federal Compliance With Right-to-Know Laws and Pollution Prevention Requirements

The Department of Defense issued guidance to implement Executive Order 12856, "Federal Compliance With Right-to-Know Laws and Pollution Prevention Requirements," at all military installations throughout the United States.

The guidance includes a Department Policy Statement redefining Defense's environmental focus away from traditional end-of-pipe controls to a new pollution prevention ethic and the commitment to work closely with the public and local emergency planning committees to provide needed information to protect and inform the public about toxic and hazardous chemicals and hazardous substances at DoD facilities. DoD is committed also to making every soldier, sailor, airman, marine and civilian employee a proponent of the Emergency Planning and Community Right-to-Know Act of 1986 through installations-level training. This grass roots involvement of every individual throughout the Department is a key element of DoD's determination to implement fully and effectively the requirements of both Executive Order 12856 and EPCRA.

The Department of Defense is moving with their design and acquisition communities to stop pollution in its tracks in new and modified weapons and support systems. DoD will design pollution out of proposed systems whenever possible and where harmful elements must be used for mission accomplishment, will work to see that the least harmful alternatives become the preferred solutions. The work in pollution prevention will view the entire process -- manufacturing of the system, operation and maintenance once fielded, and component disposal at the end of the system life -- to assure that environmental considerations play a key role at each step.

In implementing the Order, the Department will also complete pollution prevention plans for every base in the U.S., implement toxic release inventory reporting, and reduce hazardous waste disposal by 10 percent from the calendar year 1994 baseline. DoD is also committed to meeting or exceeding a 50 percent reduction goal for the Departments total Toxic Chemical Releases (TRI) by 1999, from a 1994 baseline.

Prevention pollution in this comprehensive manner will avoid enormous future clean-up costs and, more importantly, assure that future generations enjoy a better and more healthful environment. The Department's total Environmental Security budget for Fiscal Year 1994 is \$5,391 billion - \$2,043 billion (38%) for Environmental Compliance, \$1,962 billion (36%) for Cleanup at Active bases, \$617 million (11%) for Cleanup at Closing Bases, \$145 million (3%) for Conservation, \$349 million (7%) for Technology, and \$275 million (5%) for pollution prevention.

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# Earth Day Address

## Department of Defense

### Federal Acquisition, Recycling, and Waste Prevention

The Department of Defense is moving forward rapidly in the implementation of Executive Order 12873, "Federal Acquisition, Recycling and Waste Prevention." This Order applies to approximately \$55 billion the Department of Defense spends annually on procurement. The entire Federal government spends approximately \$200 billion annual on acquisition.

The Order requires the development and implementation of an affirmative procurement program for items on the Environmental Protection Agency (EPA) guideline list, which currently consists of cement and concrete made with fly ash, paper and paper products, rerefined oil, retread tires and building insulation. DoD has developed and internally coordinated a change to the Federal Acquisition Regulation (FAR) which will implement this affirmative procurement program and has recommended that the case be "fast tracked" for the Civilian Agency Acquisition Council review and that the change be implemented as an interim or expedited departmental rule. The change will enable the Department of Defense to fully implement the affirmative procurement program for items currently on the EPA list and be prepared for quick response as the list is expanded or modified.

DoD has also established a solid waste reduction goal of 10 percent by 1995 and implemented a requirement that each activity have (or be associated with) a recycling program; these steps respond to the Order's requirement to set goals that will bring recycling into meaningful play in DoD operations.

Defense is reviewing military standards and specifications to identify and eliminate, where possible, harmful substances in the production of products they buy. DoD is reviewing our industrial-type operations to assure that better methods are used to reduce the amount of pollution produced and that by-products be reclaimed for other uses. These changes will benefit new procurements, current and future operations, and will make the Department of Defense a better neighbor in the thousands of communities where people live and work. It is also good business, and the Department of Defense intends to be a leading player in setting the environmental pace as the country moves into the "environmental Century."

##





# **Earth Day Address**

**Department of Defense**

## **Environmental Open House Day**

Secretary of Defense William Perry has declared Earth Day, April 22, 1994, Environmental Open House Day at all military installations worldwide, stating: "Earth Day provides an excellent opportunity to open our doors and gates to the communities surrounding our installations, to showcase our many environmental successes, and to foster improved communication." The Department of Defense has approximately 1400 installations worldwide, covering around 25 million acres of land.

These Environmental Open Houses are designed to demonstrate the Department of Defense's commitment to being good environmental neighbors and to accomplishing the Defense mission in a clean and healthy environment. Each installation is encouraged to tailor their Environmental Open House Event to showcase local successes and environmental items of interest. Many installations are working with Adopt-A-School programs to sponsor tours, environmental contests, environmental fairs, recycling contests, and tree plantings.

These Environmental Open House events will demonstrate the mission of DoD's Environmental Security program is to integrate environmental, safety, and occupational health considerations into defense policies. This includes:

- Ensuring DoD operations comply with environmental laws;
- Cleaning up and reducing risk from all contaminated sites;
- Being responsible stewards of the resources Defense holds in public trust;
- Preventing pollution from Defense activities wherever possible; and
- Promoting the development of environmental technologies.

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**TAB D**



THE SECRETARY OF DEFENSE

WASHINGTON, DC 20301-1000

29 MAR 1994

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS  
CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
DIRECTOR, ADMINISTRATION AND MANAGEMENT  
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: Earth Day 1994

Earth Day provides an excellent opportunity to open our doors and gates to the communities surrounding our installations, to showcase our many environmental successes, and to foster improved communication. Therefore, I declare April 22, 1994, Environmental Open House Day at all military installations, consistent with appropriate security requirements. We must demonstrate our commitment to being good environmental neighbors and to accomplishing our mission in a clean and healthy environment.

As we plan special events, keep in mind that the mission of DoD's Environmental Security program is to integrate environmental, safety, and occupational health considerations into our defense policies. This includes:

- Ensuring DoD operations comply with environmental laws;
- Cleaning up and reducing risk from all our contaminated sites;
- Being responsible stewards of the resources we hold in public trust;
- Preventing pollution from our activities wherever possible; and
- Promoting the development of environmental technologies

Attached are some examples of themes and events for the Environmental Open Houses. Each installation should tailor their event to showcase local successes and environmental items of interest.

We must be fully committed to do our part to meet world wide environmental security challenges and I know I can count on your support to ensure we are successful in our efforts.

Attachment

*William J. Perry*

EXAMPLE THEMES AND EVENTS  
FOR  
ENVIRONMENTAL OPEN HOUSE  
APRIL 22, 1994

THEMES:

Pollution Prevention

Readiness

Improved communication, including establishment of Regional Offices

Environmental Technology

Environmental Education and Training

Conservation, Natural and Cultural Resources

EVENTS:

Inviting Adopt-A-School classes to tour the installation

Environmental contests, related to issues such as recycling

Installation, Beach, Highway cleanups

Planting regionally appropriate plants to attract wildlife

Local environmental awards ceremony

Host environmental technology fair for the local schools

TAB E



*Prepared remarks of Sherri Wasserman Goodman, deputy undersecretary of defense for environmental security, to the Defense Subcommittee of the House Appropriations Committee, March 23, 1994.*

Good afternoon, Mr. Chairman and members of the committee. On behalf of Secretary [of Defense William] Perry, thank you for inviting testimony from the Department of Defense. We look forward to working in partnership with this committee to meet our environmental responsibilities and challenges in the coming year.

By establishing a new Office of the Deputy Undersecretary of Defense for Environmental Security, President [Bill] Clinton, Vice President [Albert] Gore and Secretary Perry recognized a new vision of national security.

In the Bottom-up Review, the secretary of defense stressed that the values supported by a healthy environment — life, liberty, freedom from fear and want — are the same ones we stand ready to fight and die for.

Environmental problems can endanger the department's ability to carry out the national security mission, as DoD spends large sums of money to clean up contaminated sites or dispose of wastes. And DoD's failure to comply with environmental laws can shut down key training ranges or facilities.

For example, the Army's inattention in the mid-'80s to an endangered species disrupted training activities at Fort Bragg [N.C.] for our special forces.

The mission of DoD's environmental security program is to integrate environmental considerations into defense policies and practices. The program has seven major goals:

Ensure DoD operations comply with environmental laws;

Clean up and reduce risk from contaminated sites;

Be responsible stewards of the land DoD holds in public trust;

Prevent pollution at the source whenever possible;

Promote development of dual-use environmental technologies;

Improve the condition of DoD's installations and infrastructure; and

Protect the safety and health of our military and civilians.

### **Establish Committee**

The department recognizes that environmental security is affected by many defense functions. In order to steer and coordinate the overall program and integrate the many functional areas involved in environmental security matters, the secretary of defense established the Defense Environmental Security Council and committee structure.

This council, which is chaired by the deputy undersecretary of defense (environmental security), and the committee structure is vital to the success of the environmental security mission. The council will have a central role in implementing the environmental security portions of DoD's Bottom-up Review, Defense Performance Review and decisions on roles, missions and functions of the armed forces of the United States.

This past year the department mobilized aggressively to meet environmental challenges and to better fulfill its stewardship responsibilities.

I will cover DoD's goals for each of the five major environmental pillars: cleanup, compliance,

conservation and installations, pollution prevention and technology.

But I will focus my remarks today on four priority initiatives for the coming year: optimizing the cleanup program, ensuring compliance investments support readiness, pollution prevention and technology certification.

DoD is responsible for cleaning up contamination at thousands of locations in every state of the union. My primary goals for this program are to:

Ensure protection of human health and the environment;

Reduce risk;

Speed the cleanup process; and

Make the program as cost-effective as possible.

The department is taking the following steps to make the program more cost-effective: innovations in contracting techniques; new technologies; process and management improvements; reforms in remedy selection, including generic remedies; and recognition of future land use in framing solutions.

To overcome its legacy of environmental contamination, the department faces great challenges. Vice President Al Gore said:

"As steward of nearly 25 million acres in the [United States], the Defense Department faces the daunting task of protecting and restoring the land, air and water entrusted to it. Our military must defend our country, but not at the expense of the environment. DoD is making headway in environmental restoration, but much more work must be done. We must strike a

# ***Like any business in the United States today, DoD must pay to clean up past contamination for which it is responsible.***

balance between what is necessary and what is right."

The department made strong inroads in the past year in striking this balance, but much more can and will be done over the next few years.

Let me outline where we are.

DoD is responsible for environmental contamination resulting from decades of operations both in the United States and overseas. Like any business in the United States today, DoD must pay to clean up past contamination for which it is responsible. As Dr. Perry has said:

"Protecting our national security in the post-Cold War era includes integrating the best environmental practices in all DoD activities and making appropriate investments in the dual-use environmental technologies of the future."

## ***Superfund Sites***

Ninety-four active locations, along with 15 formerly used defense sites, are listed on the U.S. Environmental Protection Agency's Superfund National Priorities List of most-contaminated sites. An additional 16 military installations are proposed for the NPL. Military installations scheduled to close are being cleaned up on a fast-track schedule to hasten the economic recovery of the affected communities.

In 1984 Congress created the Defense Environmental Restoration Account to fund cleanup of contaminated bases. DoD identified almost 20,000 potentially contaminated sites, but actions taken through fiscal year 1993 have reduced the number of active sites to 10,444.

Last year the department reported cleanup complete at 416 sites. At the end of fiscal year 1993, that number grew to 571, an increase of 37 percent. Additionally, DoD should celebrate its first completion of a superfund cleanup this year, as work is finished at the Sacramento Army Depot in Califor-

nia.

Through fiscal year 1993, about \$7.9 billion (including funding from DERA and the base realignment and closure accounts) was invested in the cleanup program, with most of the cost going to identification and analysis of contaminants.

While this early investment in the study process positioned the program for acceleration in cleanup, active sites remain. The department, in partnership with federal, state and local regulators as well as industry and the public, has been committed to changing current practices in order to achieve faster cleanups and reduce environmental risk. Also, DoD is committed to buying the maximum cleanup for the public's tax dollars.

The program is now at a cross-road, transitioning from its front-end investment in identification and analysis to a more action-oriented approach focusing on early, interim actions to reduce risk and on accelerating the entire cleanup process. ...

DoD expects to invest more in actual cleanup work for the first time during fiscal year 1994. And for fiscal year 1995, 63 percent of DoD's investment will be for the three cleanup phases: remedial design, remedial action and interim remedial actions.

During the past year DoD has taken the following actions to improve the cost-effectiveness of the cleanup program:

- Structured an environmental technology program to target the most pressing cleanup needs;

- Used "lessons learned" from completed sites to design generic remedies for solving common cleanup problems;

- Shortened the time to complete identification and analysis phases of the cleanup process;

- Focused more effort on the use of interim remedial actions to reduce public health threats at environmental "hot spots";

- Promoted early and effective

involvement of major stakeholders in the decision-making process, especially affected communities and federal, state and local regulators;

- Superimposed the investigation and cleanup phases — for example, initiating preliminary design activities while decision documents are being finalized; and

- Conducted concurrent review of documents with the regulatory agencies to compress review schedules.

Let me now turn to our FY [fiscal year] 1995 request for DERA.

DoD is requesting \$2.2 billion to fund our legally mandated cleanup requirements, down from last year's request of \$2.3 billion. The largest increase in our FY 1995 request is for remedial design and remedial action — the actual cleanup stages of the Defense Environmental Restoration Program.

DoD is requesting \$1.4 billion for remedial design and action and interim remedial actions, compared to \$1 billion estimated for FY 1994.

The balance of our request, \$800 million, supports studies legally required for investigation and analysis before we can begin cleanup, management costs to oversee the program and quick payback cleanup technologies.

## ***BRAC Cleanup***

Cleanup work at closing bases is funded by the base realignment and closure accounts. ... in real terms, the total request for cleanup in DERA and BRAC for fiscal year 1995 is about the same as last year.

The fast-track cleanup program represents the cutting edge of DoD's new approach to environmental cleanup. And the department is well into implementation at our closing bases.

This program, announced by President Clinton on July 2, 1993, is part of a five-part initiative that aims to speed the economic recovery of communities where bases are scheduled to close.

The five-part program integrates economic development, transition assistance and environmental cleanup to allow early reuse of the bases' assets. The primary elements of the program include:

- Job-centered property disposal;



- More robust planning grants;
- Transition coordinators at major bases;
- Easier access to transition and redevelopment assistance;
- Fast-track cleanup.

On Sept. 9, 1993, Dr. Perry issued the fast-track implementing guidance to the military departments. The guidance was developed in cooperation with EPA after consultation with several states and the National Association of Attorneys General. Elements of the fast-track cleanup include:

- *Cleanup teams* of DoD, EPA and state environmental professionals at each major closing base. Each team is working in a cooperative manner to review all cleanup plans in the context of a new partnership.

DoD brought the teams together in a series of workshops held throughout the country to train them on how to conduct a bottom-up review of existing environmental efforts and how to prepare a BRAC cleanup plan that represents the best efforts of this cooperative approach. These plans will be used to identify requirements and better program our resources to support the goal of economic reuse.

- *Parcelization.* DoD is making parcels available under the authority of the Community Environmental Response Facilitation Act. DoD identified several hundred parcels, and regulatory agencies are expected to complete their reviews within the next several weeks.

To speed use of parcels that do require some measure of cleanup, the department worked with EPA to develop model lease language. These leases provide the opportunity to achieve economic reuse while cleanup continues.

- *Environmental reviews.* DoD is accelerating the process for conducting reviews under the National Environmental Policy Act. The department is coordinating the efforts of the community reuse group with the environmental team to ensure all required environmental analyses are based on the community's reuse plan and are completed within 12 months of that plan becoming final.

- *Indemnification* is available to future owners and lessees of property at closing bases, freeing them from potential liability for

## ***Many of the proposed reforms will directly support DoD efforts to accelerate cleanups and provide more prudent use of scarce resources.***

DoD's past contamination.

- *Restoration advisory boards* are being formed at all major closing bases to ensure meaningful public involvement.

### ***Reconvening Task Force***

Also in 1993 DoD reconvened the Defense Environmental Response Task Force, which is made up of senior representatives from DoD, EPA and other federal agencies; a state environmental protection agency (as appointed by the National Governors Association); the National Association of Attorneys General; the Urban Land Institute; and a public interest environmental organization.

The task force convened on Sept. 23, 1993, with the charter to review recommendations and examine progress made since the 1991 task force, to monitor and guide the fast-track cleanup program and to continue the process of building a new environmental partnership. The task force held its second meeting in California on Jan. 2, 1994.

Both the fast-track cleanup initiative and the Defense Environmental Response Task Force are influencing the direction of DoD's cleanup program. Both embody a high-level commitment to re-examining the program and making positive change.

DoD believes that fast-track is a good model for how all DoD restoration activities should be conducted in the future. One reason for the program's success is that Congress provided DoD with several new authorities for closing bases, including parcelization.

I intend to work to ensure that the fast-track lessons are successfully applied to cleanup at active bases in the days and months ahead.

I believe that fast-track will demonstrate over the next several years that cleanup at federal

facilities can be done in a way that optimizes our four goals of protecting human health and the environment, reducing risk, speeding up the cleanup process and making the program cost-effective.

DoD believes these goals will be furthered by the reauthorization of the Comprehensive Environmental Response Compensation and Liability Act, commonly known as "Superfund."

Many of the proposed reforms will directly support DoD efforts to accelerate cleanups and provide more prudent use of scarce resources. The new bill — the Superfund Reform Act of 1994 (HR 3800) — provides the following changes:

- *Future land use.* By including the intended land use of an area, DoD can provide remedies commensurate with the intended use. This is especially critical for the closing bases that may continue as industrial facilities or airfields.

- *Cost consideration* provides broader consideration of cost in remedy selection.

- *National cleanup standards.* These will help provide consistency throughout the country while still allowing use of traditional risk assessment methods for determining standards where none exist or where DoD needs to tailor standards to specific conditions.

- *Elimination of "relevant and appropriate requirements."* Eliminates the requirement often found to result in the inappropriate imposition of conditions on Superfund cleanups.

- *New allocation process.* This will modify the existing liability scheme where one party can be held liable for the entire cleanup.

- *Generic remedies.* Includes development of cost-effective generic remedies, which will speed remedy selection.

DoD will begin implementing needed reforms even before

# ***Ensuring compliance investments support readiness is essential for the department to accomplish its national security mission.***

reauthorization is complete. But the full measure of savings will not be available until Congress passes the Superfund Reform Act of 1994.

Ensuring compliance investments support readiness is essential for the department to accomplish its national security mission. Failure to invest in compliance can result in fines and penalties and affect how well the mission is accomplished. Violations can shut down training and cause cessation of other mission-related activities.

DoD's operations are subject to the same environmental, safety and health laws and regulations as private industry. These laws include the Clean Water Act; the Clean Air Act; the Resource Conservation and Recovery Act; the Safe Drinking Water Act; the National Environmental Policy Act; the Occupational Safety and Health Act; the Federal Insecticide, Fungicide and Rodenticide Act; and the Federal Facilities Compliance Act, to name a few.

## ***Failure to Comply***

Many of these have provisions for civil and criminal penalties. The statutes hold our commanding officers directly responsible for compliance. Failure to comply with environmental laws led in the late 1980s to criminal convictions of three Army employees at Aberdeen Proving Grounds [Md.], who had illegally dumped hazardous wastes into a tributary of the Chesapeake Bay.

The Clean Air Act, reauthorized in 1990, significantly changed many requirements. As EPA introduces regulations to implement the amendments, DoD is working hard to ensure that it maintains the ability to perform our missions anywhere in the United States while maintaining congressional intent to improve air quality.

Significant issues include the draft Federal Implementation Plan

in California, conformity determinations, emission reduction credits and single vs. multiple permits for our installations.

DoD needs to work closely with the regulators to ensure maximum flexibility is maintained. Overall, DoD has worked hard to get ahead of the game with the Clean Air Act. The department has identified new requirements, is planning accordingly and budgeting the necessary funds to meet those requirements.

The DoD goal is to achieve full and sustained compliance with all federal, state and local legal requirements. Contributing to this challenge is the variety and scope of DoD installations and activities, and legal or regulatory deadlines which do not always coincide with DoD's budget cycle.

To comply with environmental protection, safety and health laws, executive orders and regulations, DoD annually:

- Obtains thousands of air emission permits, hundreds of water discharge permits for sewage, industrial and waste-water treatment plants and storm water permits for every base;

- Manages 300 to 400 permits to treat, store or dispose of hazardous waste under the Resource Conservation and Recovery Act;

- Abates thousands of Occupational Safety and Health Administration discrepancies;

- Manages 30,000 regulated underground storage tanks;

- Prepares spill prevention and response plans at every base.

The Department of Defense must plan and budget for environmental compliance just as any large company would. During fiscal year 1994, DoD will invest about \$2 billion in compliance. The department identified several opportunities to improve overall program performance and control costs including periodic compliance self-assessments, improved training and

education, and an improved budgeting system.

Near-term compliance goals include the implementation of annual comprehensive audits for every major installation, reducing open enforcement actions 15 percent from 1993 levels, upgrading fire training areas, constructing new waste water treatment plants and upgrading almost 5,000 underground storage tanks to meet new groundwater protection requirements.

## ***Budget Reflects Commitment***

The fiscal year 1995 request is about \$2.2 billion, including about \$310 million in the military construction request. It reflects DoD's increasing commitment to support readiness by protecting the environment, our ability to identify more precisely environmental compliance requirements and the growth in new environmental laws and regulations at all levels — federal, state and local.

To keep up with increased inspections and enforcement actions, DoD will focus on preventive efforts as the first strategy for compliance and work closely with regulators to resolve problems before fines and penalties are levied or operations curtailed.

A summary of DoD's experience with fines and penalties in FY 1993 follows:

Assessed	\$8,077,000
Still in Negotiation	\$5,003,000
Resolved	\$3,074,000

But of the \$3.1 million in fines originally assessed and then resolved through negotiations with regulators, the department settled for \$766,000 — roughly 25 cents on the dollar.

Our progress to date has been significant. A committee was established under the Environmental Security Council to ensure information and lessons learned are shared, both internal and external to the department. This system allows us to identify impediments and solve problems in a more effective manner.

As stated earlier, the department developed self-audit programs among the services. These internal assessments help identify problems

and solutions before they become notices of violation. And there are improved training and awareness programs. Initiatives extend beyond environmental professionals to every DoD employee — blue- or white-collar worker, manager and military.

Pollution prevention is a "must do" for DoD. Ben Franklin once wrote: "An ounce of prevention is worth a pound of cure." There are few places where Ben Franklin's words ring truer than for DoD's growing environmental compliance and cleanup programs.

Even though I believe DoD is on a course toward better compliance and more common sense cleanups, improvements in these areas are not enough. DoD does not have enough shovels, no matter how modern these shovels become, to keep digging up the hazardous wastes and other pollutants industrial operations produce. Failure to recognize and prevent environmental problems of the future will weaken our economy and our military mission.

It is becoming increasingly clear that pollution prevention is critical to America's future competitiveness both in the defense industry and in the global economy.

#### **Preventive Measures**

Investing in preventive measures is the best way to reduce risks to health and the environment, to reduce costs and future liabilities, to reduce the use of raw materials and to provide a new economic base for U.S. competitiveness.

Eighty percent of DoD's hazardous materials generation can be tied to weapon systems production, maintenance and disposal. Therefore, a solution to our long-term cleanup and compliance problems is to design and engineer as much hazardous material out of our weapons systems as possible.

To accomplish this DoD and its suppliers must consider pollution prevention opportunities at the very beginning of the weapons acquisition process where decisions about material use are made.

At first the notion of a "green" weapon system may seem absurd. But in reality it is not. These systems spend most of their lives in a peacetime role and often remain in

## **Eighty percent of DoD's hazardous materials generation can be tied to weapon systems production, maintenance and disposal.**

the inventory for 30 years or more. During that time maintenance and refurbishment performed by contract and at our industrial depots use large quantities of hazardous materials and generate large quantities of waste.

The material and process decisions made by systems designers and developers dictate maintenance and operations procedures and define the environmental impact for the entire period of ownership. In fact, an Institute for Defense Analyses study found that 90 percent of the life-cycle costs of a system are determined in the design phase. ...

Pollution prevention options narrow over any system's life cycle. Let me give you an example: Aluminum alloys, used in many weapon systems, are pre-treated with a chromate conversion coating prior to painting. Instead of spending \$3 million on pollution control equipment for chromate discharges at Red River Army Depot [Texas], the Army looked at the entire life cycle of the process and developed a project to eliminate the chromate conversion coating entirely.

DoD is working to reform the defense acquisition system to ensure that as DoD reviews military specifications and standards, it places a high priority on eliminating those that require the use of hazardous materials. This includes participating in a set of process action teams that will work in parallel with proposals for acquisition reform, but focus on ways to improve the acquisition process we currently use.

Environmental, safety and health concerns are a natural component of DoD's acquisition reform program as they directly affect each of the criteria we use to evaluate a weapon system: cost, schedule and performance. The goal at DoD is to integrate environmental, safety and health concerns into the acquisition

process in a way so that these concerns are considered up front in evaluating cost-schedule-performance tradeoffs and not as a separate requirement.

Other efforts the department is pursuing to create the conditions for successful integration of pollution prevention and acquisition reform include:

□ Executive Order 12856, *Federal Compliance With Right-to-Know Laws and Pollution Prevention Requirements*, requires the review of all standardized documents, including specifications and standards, to identify opportunities to eliminate or reduce the use of extremely hazardous substances and toxic chemicals. This must be accomplished by 1995, and revisions to the documents must be made by 1999.

#### **Goal: Pollution Reduction**

Federal agencies are also required to develop a written strategy to eliminate or minimize acquisition of hazardous or toxic chemicals and to develop a strategy to meet a goal of 50 percent reduction by 1999. DoD intends to exceed the 50 percent reduction of pollution from the 1994 baseline. Our goal is to operate at the lowest possible level of pollution consistent with the security and defense of the nation.

□ Executive Order 12873, *Federal Acquisition, Recycling and Waste Prevention*, requires, among other things, the development and implementation of affirmative procurement programs for certain items including recycled paper, rerefined lubricating oil and other products made with recycled materials. DoD has established a task force comprised of senior members of the acquisition, procurement and environmental communities to evaluate how the order will be implemented through the broad range of the department's

# ***DoD is coordinating and integrating environmental technology demonstration and validation projects across the military departments.***

activities.

□ DoD is currently reviewing the National Aerospace Standard 411 Hazardous Materials Management Program for adoption as a departmentwide policy. The NAS-411 was created by the Aerospace Industries Association as an industry standard to be applied to U.S. government acquisition of weapon systems. The standard emphasizes eliminating or reducing hazardous materials early in the design of processes and system products. DoD is now working with the services and industry to implement NAS-411 and to formalize this action through a joint agreement.

□ DoD proposed a memorandum of understanding with the National Center for Manufacturing Sciences to establish a long-term arrangement for cooperation between DoD and its industrial base to study advanced manufacturing science and technology — including energy-efficient and environmentally friendly processes, tools, materials and techniques that improve the quality, reliability and competitiveness of manufactured products.

□ DoD is using the National Defense Center for Environmental Excellence to review all standardized documents using toxic chemicals and hazardous substances and establish a data base. NDCEE was established by Congress in 1990 to, among other things, test and develop pollution prevention technologies for use at our industrial facilities. In 1994 DoD will test and demonstrate at least seven new pollution prevention technologies at NDCEE.

In addition to improved acquisition and procurement practices, the department is committed to becoming a leader in pollution prevention through the demonstration of innovative technologies and the creation of better chemical management and accounting systems.

Other pollution prevention goals DoD is committed to this year include completing pollution prevention plans for every base, reducing hazardous waste disposal by 10 percent from CY [calendar year] 1994, reducing municipal solid waste disposal by 10 percent from CY 1994 and reducing nonmission-critical ozone depleting substances inventory by 10 percent from a CY 1992 baseline. The department's FY 1995 request is \$392 million for these high-payback efforts.

Cutting across all DoD environmental programs is technology. Accelerating the fielding and certification of new environmental technology will result in faster, cheaper and more effective cleanup; less cost in complying with environmental, safety and health laws; more creative conservation initiatives; and a greater ability to prevent pollution at the source.

## ***Technology Strategy***

The DoD environmental technology strategy is to match technology investments to real environmental needs, to identify technologies which provide the highest payback, to engage in partnerships to stimulate innovative dual-use technology development and to expedite the use and commercialization of technologies.

As President Clinton said in his State of the Union address: "As we protect our environment, we must invest in the environmental technologies of the future which will create jobs."

Under the Environmental Security Council and committee structure established by Dr. Perry in September 1993, DoD is coordinating and integrating environmental technology demonstration and validation projects across the military departments.

The Environmental Security

Technology Certification Program established this past December will demonstrate and validate the most promising environmental technologies that target DoD's most urgent environmental needs and are projected to pay back the investment within five years through cost savings and improved efficiencies.

The goal of ESTC is to transition mature environmental research and development projects to the demonstration and validation phase so promising technologies can get regulatory certification and be available faster for field use.

Preference for demonstrations will be given to technologies that respond to environmental security program objectives, have successfully completed all necessary research and development objectives and are dual use — that is, technologies which meet both government needs and spur growth in business and the economy.

The department is working in partnership with the Western Governors' Association and the Departments of Interior, Energy, EPA and state regulatory agencies to demonstrate innovative technologies for environmental restoration at military bases and to meet federal and state regulatory requirements.

Under a pilot initiative regional working groups have been established to explore waste technology development for four major waste areas: mixed hazardous and radioactive waste, abandoned mine wastes, munitions wastes and wastes at military bases.

These regional models will yield important lessons which we intend to export to other regions. They will lead to more rapid cleanup at less cost. The partnership should also benefit the U.S. environmental technologies industries as spin-off technologies are developed and transferred globally. This effort is being conducted in concert with the ESTC Program.

DoD also is seeking ways to use the Strategic Environmental Research and Development Program structure more effectively and to strengthen partnerships with regulators, states and the public for field testing new technologies. Under SERDP the department is working to stimulate the develop-

ment of environmental technologies to meet both DoD and triagency environmental goals.

SERDP was established by Congress to support basic and applied research and development of environmental technologies. With a \$152 million budget for FY 1994 DoD is supporting some of the technologies of the future.

DoD has a great interest in electron beam dry scrubber technology that turns dirty, high-sulfur coal emissions into a fertilizer, resulting in cleaner water, air and a commercial product.

DoD is requesting \$299 million for environmental technology programs: \$15 million for the ESTC Program, \$112 million for SERDP and \$172 million in the components' requests. An additional \$30 million is requested in DERA.

The goal of DoD's conservation program is to provide a healthy coexistence between natural, cultural and energy resources and the readiness requirements of the military.

#### **Diverse Resources**

DoD consumes approximately 2 percent of the nation's total energy supply, uses over 200 billion gallons of fresh water each year and is the steward for 25 million acres of public lands across the country. These lands contain fragile ecosystems and endangered species, irreplaceable historical and archeological sites and many other important natural and cultural resources including:

- Three hundred threatened and endangered species residing on 211 bases;

- The largest and most valuable archeological collection in the world;

- Countless facilities on the National Historic Register.

Good stewardship — in addition to the requirements of the National Historic Preservation Act, the National Environmental Policy Act, the American Indian Religious Freedom Act and the Archeological Resources Protection Act — requires that the department conserve and protect these resources.

By the end of 1995 DoD is committed to ensuring that 60 percent of all bases have integrated

## ***The department is promoting the increased use of computer simulations to reduce the need for field operations that cause environmental damage.***

natural resources management plans, 30 percent of all bases have inventories and plans for managing their wetlands, 25 percent of all bases have threatened and endangered species inventories and 40 percent of all bases have cultural and historical resources management plans.

The department faces the difficult task of protecting these resources while supporting the military mission. Military operations do not have to result in abuse of the land.

In fact military ownership often provides sanctuaries for many species, as these lands do not have the kind of development and other activities that degrade natural habitats. But because military operations can cause significant damage, DoD is seeking training methods and innovative technological solutions to lighten these effects. For example, the department is promoting the increased use of computer simulations to reduce the need for field operations that cause environmental damage.

The Legacy Natural Resources Management Program also has helped DoD be a better steward of U.S. resources. The Legacy program was set up by Congress in 1991 to support innovative projects that protect and care for natural, cultural and historic resources. In the past three years Legacy has funded almost 800 projects, including:

- A program to catalog DoD's archeological collections and determine future curation needs. DoD owns one of the largest archeological collections in the world. The Legacy program will ensure DoD can care for these collections and make them available to the public.

- A project to aid in the population recovery of an endangered bird species, the San Clemente Island loggerhead shrike;

- A project to study and develop the legal framework for allowing Native Americans access to religious and sacred sites located on DoD lands.

DoD is requesting \$106 million in fiscal year 1995 for natural and cultural resources conservation, which includes \$10 million for Legacy and \$96 million in the services' conservation programs.

DoD also is committed to accomplishing the new energy and water conservation requirements under the 1992 Energy Policy Act, including establishing goals to reduce energy consumption 20 percent by the year 2000 and converting a portion of DoD's nearly 200,000 administrative vehicles to use alternative fuels.

By the end of 1995, the department will have acquired over 10,000 alternative fuel vehicles, achieved a 10 percent reduction in energy use per square foot and implemented life-cycle costing in energy intensive equipment purchases and facilities design. For FY 1995, \$269 million is requested in various accounts.

#### **Coordinated Approach**

International activities and improved budgeting and program control deserve special mention. International activities in the environmental arena historically lacked a coordinated approach in the department. Now, the department's new international environmental strategy is based on the following critical elements:

- *Overseas site returns.* By February 1994 the United States had announced 52 percent of its overseas sites for return to host nations. By 1996 that figure is likely to reach 54 percent, or approximately 900 sites. Environmental considerations are central to ensuring that U.S. resource constraints and timetables are met and host nation economic concerns are

## ***The additional work that remains to be done is improved use of the tools available to management to provide effective oversight of program execution.***

addressed. DoD developed a policy based on consultation and burden-sharing with host nations to meet these objectives.

□ *Overseas restoration policy.* DoD is working with the military departments to develop a uniform policy with respect to environmental restoration at operating bases overseas.

□ *International cooperative agreements.* Cooperation in the development of environmental technology is one of the department's great untapped opportunities for fulfilling the environmental security mission. By facilitating bilateral agreements with advanced nations, the department can speed the development and transfer of innovative technologies for defense-related environmental problems.

□ *Environmental security leadership.* The department is earning a reputation for strong environmental leadership within NATO and the expanded forum of

the North Atlantic Cooperation Council. In 1994 this office will convene international meetings on a variety of topics — e.g., noise abatement receiver technology to minimize noise pollution from overflight activity.

□ *International environmental security assistance.* Part of DoD's effort to prevent the reversal of democratic reforms in Eastern Europe and the former Soviet Union is bilateral security assistance. Environmental security assistance is an important component of this aid. Educating Eastern European military personnel on environmental issues holds the potential to stop the rampant spread of contaminants, improve the health of soldiers and surrounding populations, speed conversion of military facilities to economically viable use and ease historical distrust between populations and militaries in this part of the world. Many of these principles were used to design a \$25 million environmental security assistance

project for Belarus in 1993 under the congressionally directed Project Peace.

Improved budgeting and program control should be evident from the more detailed information presented supporting this year's requests compared to previous years.

Efforts over the past year in concert with the services led to better integration of environmental programs into the department's planning, programing and budgeting system. This improved ability to identify environmental requirements and costs measurably increased the effectiveness of program oversight and control.

The additional work that remains to be done is improved use of the tools available to management to provide effective oversight of program execution. The department is now using those tools.

In conclusion, Mr. Chairman, I trust you and the committee agree we are heading in the right direction and making significant progress. More progress can and will be made by DoD with your help.

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**TAB F**



## MOJAVE ECOSYSTEM INITIATIVE Q&As

Q.1. What is Ecosystem Management?

A.1. Ecosystem management is a goal-driven approach to restoring and sustaining healthy ecosystems and their functions and values. It is based on a cooperatively developed vision of desired future ecosystem conditions that integrates ecological, economic, and social factors.

An ecosystem is a dynamic community of biological organisms, including humans, and the physical environment with which they interact. It is defined by ecological, not political, boundaries.

Q.2. What is the goal of Ecosystem Management?

A.2. To restore and maintain the health, sustainability, and biological diversity of terrestrial and aquatic ecosystems while supporting communities and their economic base.

Q.3. Why is DoD taking the lead for the Mojave Ecosystem Management Initiative?

A.3. DoD controls approximately one-fifth of the Mojave desert (about the same as the Bureau of Land Management, the other major land holder in the area). DoD conducts most of its large-scale unit training exercises and major weapons testing in this area. We also protect many important natural and cultural resources on these lands. By leading the Mojave Initiative, DoD wants to continue to protect the wealth and diversity of species and habitats found on DoD lands while at the same time managing these lands to ensure our continued ability to conduct our military mission.

Q.4. What DoD lands are included in the Mojave Initiative?

A.4. Fort Irwin National Training Center  
Naval Air Weapons Station China Lake  
Twentynine Palms Marine Corps Air Ground Combat Center  
Chocolate Mountains Aerial Gunnery Range  
Flight Test Center, Edwards Air Force Base  
~~Nellis Air Force Range~~

Q.5. What other Federal agencies will participate in the Mojave Initiative? Will other organizations and individuals be asked to participate?



A.5. We expect the Bureau of Land Management, the U.S. Fish and Wildlife Service, the National Park Service, the U.S. Geological Survey, the Bureau of Mines, the National Biological Survey, and the Environmental Protection Agency to participate on the Mojave Ecosystem Initiative Team. The Team will work with state, tribal and local governments and the public through an inclusive and iterative process to ensure all appropriate concerns are addressed.

Q.6. Is Ecosystem Management something new for DoD?

A.6. DoD has practiced sound resource conservation of its public lands for many years. For the past decade, we have required our installations to develop integrated natural resource management plans. We have also participated in regional initiatives such as the Chesapeake Bay Initiative. However, the Mojave Initiative is our most ambitious ecosystem management initiative.

Q.7. What are the goals of the Mojave Initiative?

A.7. Our goal is to promote increased cooperation, planning, and communications among varied agencies, organizations, and individuals in a region of prime importance for DoD's current and future mission needs. Through an inclusive and iterative process the Initiative will:

- characterize the historical ecosystem (i.e. its composition, structure, function, and natural range of variability, and human settlement patterns), as well its present environmental, economic, and social trends.
- develop a vision of the ecosystem's desired future condition consistent with the overarching goal of the initiative to maintain the health, sustainability, and biological diversity of the ecosystem while supporting communities and their economies.
- analyze how current federal and non-federal activities in the ecosystem are addressing its problems and capitalize on opportunities in furthering the goals and objectives of ecosystem management.
- develop and implement an ecosystem management implementation strategy for federal lands and federally-managed programs in the Mojave ecosystem, and submit to the Interagency Task Force an integrated, interagency budget submission for the ecosystem for FY 1996.

Q.8. What initial steps is DoD taking to achieve these goals?

A.8. We are designating the Army as the lead Military Service for the Mojave Initiative. We will be establishing and staffing a regional office. We will be convening Headquarters and regional meetings of all interested Federal agencies in the near future to begin scoping; e.g. define regional boundaries, identify other FY 1994 needs, define Ecosystem Management Team responsibilities.

Q.9. What issues does the Mojave Ecosystem Management Team expect to address?

A.9. A wide range of issues may be raised, including threatened and endangered species management, habitat protection, archeological sites, access to sacred sites, fire management, cave protection, soil erosion, conversion from native to exotic species, noise, dust, historic properties and other cultural resources, incomplete resource inventories, lack of current integrated natural resource management plans, rights-of-way, grazing, hunting, mining, water rights, and wild horse and burro management.

Q.10. Are any other Ecosystem Management Initiatives being established? Are they all the same?

A.10. Eleven ecosystems were selected by the Interagency Ecosystem Management Task Force. The ecosystems are divided into two categories: "Survey and Assist" case studies -- ecosystems where mature interagency ecosystem-based activities are ongoing; and "New Initiatives" laboratories -- locations where the interagency, ecosystem-based activities are not as well developed, but where the development of new, integrated approaches hold great promise. The Mojave Desert is one of five new initiatives.

Q.11. Is there a relationship between DoD's Mojave Initiative and the proposed California Desert Protection Act (S.21)?

A.11. We expect that DoD's Mojave Initiative would be fully complementary to the California Desert Protection Act, if passed. S.21 would "perpetuate in their natural state significant and diverse ecosystems of the California desert."

## ISSUES FOR THE MOJAVE ECOSYSTEM MANAGEMENT TEAM

### Resource Management

- How to continue to conduct the military mission.
- How to identify, manage and protect threatened and endangered species such as the desert tortoise.
- How to ensure the concerns of Native Americans are addressed (e.g. access to sacred sites, potential destruction of archeological sites).
- What overflight issues (e.g. impact of noise on wilderness? on outdoor recreation?) have been identified?
- Other significant issues: habitat protection, fire management, cave protection, soil erosion, conversion from native to exotic species, noise, dust, historic properties and other cultural resources, incomplete resource inventories, lack of current integrated natural resource management plans, rights-of-way, grazing, hunting, mining, water rights, wild horse and burro management.
- What ecosystem-affecting Federal decisions are pending? e.g. wilderness, critical habitat, military uses, water use, outdoor recreation, migratory birds, mining, grazing, transportation, energy production.
- Which Federal statutes are applicable in the area and common to all agencies? e.g. Endangered Species Act, National Trails, Scenic Rivers, Natural Landmarks, Wilderness, Migratory Birds, Archeological Resources Protection Act, Clean Air Act, Clean Water Act, Wetlands Executive Order, proposed California Desert Protection Act.

### Administrative Issues

- What type of "governmental" structure is most appropriate for the Mojave Team (e.g. rotating lead? permanent chair? Federal land management office? regional clearinghouse?)
- How to ensure proper coordination between agencies, and between regional and Headquarters participants?
- How to identify appropriate benchmarks?
- How to identify and brief appropriate Congressional representatives?

TAB G

# Idaho Tug-of-War Pits Wild Against Wild Blue Yonder

**Military: Odd coalition wants to shoot down plan to turn 13,000 acres into an Air Force bombing range.**

By MELISSA HEALY  
TIMES STAFF WRITER

**MOUNTAIN HOME, Ida.**—The stark moonscape of Idaho's southwest corner can be so quiet that Craig Gehrke, an environmentalist who camps and hikes in the area, says you can stand in the vastness and hear the true sound of silence: the steady, rhythmic whoosh of blood in your ears.

This stretch of high, rocky desert, cleaved deeply by dramatic canyons, is sacred to the Shoshone-Paiute Indians settled on a reservation nearby. It is home to about 35 rare species of plants and animals. It's an area so wild and remote that the Interior Department has deemed it suitable for federal protection as a national wilderness area.

If the Air Force and Idaho's governor have their way, however, the silence and solitude of Idaho's Owayhee Canyonlands will be broken at least five days a month by the "sound of freedom"—the roar, thud and shriek of up to 80 warplanes flying at supersonic speeds, dropping dummy bombs and maneuvering out of reach of mock anti-aircraft fire.

Under a complex land swap conducted and pushed by one of the state's most environmentally minded governors, the state would take possession of 13,000 acres of southwest Idaho owned by the Interior Department. Gov. Cecil D. Andrus, acting as middleman, would then turn the land over to the 366th Wing "Gunfighters" of Mountain Home Air Force Base for conversion into the Idaho Bomb Range.

The Air Force would spend \$26 million to buy equipment and privately owned land adjoining the site, improve roads and build the bomb range. It would then become one of four major target ranges within a 70-minute flight of the Mountain Home base.

But a coalition of federal officials, environmentalists, Native Americans and big-game hunters—as well as some of Andrus' own state officials—are looking to shoot down the plan.

The test of wills, which could wind up being arbitrated by Congress, represents just one corner of a national battleground between the post-Cold War Pentagon and environmentalists.

As the shrinking U.S. military draws its forces home from places such as Europe and the Philippines, it is seeking to step up activities and expand territory for maneuvers and training throughout the United States.

Such domestic tracts need to be large enough for jets, tanks and other military equipment to practice fast-moving combat tactics and fire long-range weapons.

In a February, 1993, report issued by Gen. Colin L. Powell, then-chairman of the Joint Chiefs of Staff, the Pentagon acknowledged that "an integrated test and evaluation range structure," linking existing ranges across six Western states and areas off the California coast, would be necessary to bring U.S. training areas into line "with the changed world."

But as the military pursues that expansion, it is locking horns with environmentalists, who are finding rare common cause with other traditional users of federal lands throughout the West, including ranchers, miners and hunters.

The Pentagon is "going berserk right now, and I don't understand it," said Grace Bukowski of the Rural Alliance for Military Accountability, a citizens' action group that helps organize resistance to the military's expansion into public lands. "I thought the Cold War was over."

The opposition, Bukowski said, is "this strange group of bedfellows who are leaving their shotguns at the door and joining forces to fight the military. Because when it comes to the military taking over our public lands, we're all in agreement: If the military gets it, everyone loses. [The lands are] gone for the ranchers, miners, environmentalists and recreationists."

Gehrke, for one, said he believes that the Idaho situation could represent a first push by the Air Force. "I just wonder if this isn't the last big land grab—an effort to get one last range before the curtain closes," he said.

With 27 million acres in the United States under military control already and support for the protection of public lands growing, Gehrke said, "I can't see them arguing successfully for more training ranges."

Skirmishes like the one in Idaho are being played out throughout the nation. But the fights have been concentrated in the West, where vast expanses of open land and lightly populated areas have increasingly drawn the military.

• In California, Army plans to expand maneuver areas by 320,000 acres at its National Training Center at Ft. Irwin have run headlong into efforts to protect the threatened desert tortoise. Legislation advocated by Sen. Dianne Fein-

stein (D-Calif.) would exempt the area around Ft. Irwin, which is prime tortoise habitat, from special restrictions to protect the animals. But environmentalists continue to press for greater protection.

• In Arizona, a Marine Corps proposal to increase flight activity over the Cabeza Prieta National Wildlife Refuge has drawn strong opposition from environmentalists.

• In Colorado, an Air Force bid to increase low-level flights across the state has caused a political uproar and has collided with a state law that strengthens protections for new wilderness areas under the military's flight path.

• In New Mexico and Utah, an Army proposal to test-fire Patriot missiles across a stretch of pristine desert has environmentalists up in arms.

• In Alaska, the Air Force and Army are pressing plans for sweeping additions to training areas throughout the state, prompting cries of concern about the effect on wildlife and native people who hunt for subsistence.

• In Nevada, the Navy and Air Force have plans to expand two of the nation's most extensive bomb ranges—those associated with Fallon Naval Air Station and Nellis Air Force Base.

At Nellis, the Air Force wants to build a landing strip on 1,400 acres of lake bed now used for recreation and ranching. In recent years, Fallon Naval Air Station has put forth plans to increase its training ranges more than threefold and to double its airspace.

At the same time that the Pentagon is trying to expand its turf in some regions, it is being forced to defend its training grounds elsewhere. Last year, a group known as Defenders of Wildlife sued the Defense Department to stop bombing and aerial combat training at Copalis National Wildlife Refuge on Washington state's coastline, an area that is home to endangered stellar sea lions.

Interior Secretary Bruce Babbitt

intervened to stop the military activity there, and Defenders of Wildlife is now striving for legislation to strengthen protection from military activities for all national wildlife refuges. In recent years, the managers of 72 wildlife refuges in 27 states have warned that their areas have suffered from military air exercises and bombing practice.

In pressing its case, the military has gained a powerful weapon: the threat of base closures. For many rural communities dependent on military payrolls, the prospect that the shrinking military could pack up and leave is both real and frightening.

The Pentagon has distanced itself from the politically charged decisions over base closures by turning them over to an independent commission.

But the services continue to have a powerful influence in the process because the commission's deliberations begin with a list of closure recommendations drafted by the military.

As a result, state and local officials know that keeping local base commanders happy could spell the difference between economic life and death.

In Idaho, the fear of economic abandonment by the Air Force is at the heart of the bomb-range proposal. Andrus says the Mountain Home base is the second-biggest employer in his state, with a direct annual payroll of \$140 million and a yearly energy bill with the state's utility of \$300 million. Roughly 4,000 Air Force and civilian personnel are based at Mountain Home. With their families, they make up well over half the population of this old railroad town.

L.A. Times

April 4, 1994

Page 7

Andrus said he hopes that a new bomb range will forestall any thoughts by the Air Force of closing the base. "I would be totally irresponsible as governor of this state if I ignored the potential" that the base would close, he said.

With the state working so hard to expand, "you just cannot turn your back on all those jobs" at Mountain Home, he said.

Herb Meyr, a retired lieutenant colonel and fighter pilot who opposes the Idaho Bomb Range, called the threat of base closures "economic blackmail" that has Andrus and the state over a barrel.

The Air Force denies that it has made any such threat. "We would like to be here a long time," said Brig. Gen. Dave McCloud, commanding officer of the 366th Wing. But because the base-closure commission and the President have the final say in what facilities should close, he added, "it is absolutely out of our hands."

McCloud and other Air Force officials, however, made it clear that the Idaho Bomb Range would be counted as another advantage for the base at Mountain Home, which already offers good flying conditions and inexpensive living costs for personnel.

McCloud said that by having a new range close to the base, his pilots could get out of their planes "still soaking wet" with sweat after bombing exercises.

The Mountain Home base now has one bombing range nearby, but it is so limited that the "Gunfighters" have to use much of their congressionally limited flying time to reach ranges in Utah and Nevada for many of their practices. Including the time it takes to refuel the jets, the trips take 45 to 70 minutes each way.

But environmentalists charge that convenience for the Air Force does not outweigh the dangers to wildlife, Native American culture and scenery that the Idaho Bomb Range poses.

To the Shoshone-Paiute Indians who live on the border of Idaho and Nevada, all the land the Air Force seeks is sacred. Beyond that, a burial ground and many religious and cultural sites lie in and around the bombing area.

In one of the two proposed areas, Air Force contractors found about 400 Indian artifacts and sites of potential archeological interest.

The area over which warplanes would concentrate is habitat for the prong-horned antelope and the nation's largest herd of California bighorn sheep.

Both species are considered to be in serious decline, and Idaho's herd of bighorn sheep has provided vital transplant stock to replenish populations in California and elsewhere.

Moreover, part of the proposed Idaho Bomb Range falls in an area that has been deemed suitable for federal wilderness protection, and two rivers that are candidates for designation as "wild and scenic rivers" flow between the two "impact zones" sought by the Air Force.

The federal Bureau of Land Management has warned Babbitt that if the Air Force plan moves ahead, those areas probably would not satisfy the criteria for federal protection.

In the end, the federal government, and possibly Congress, will likely be called upon to arbitrate. And that, in turn, could set off a

war of wills between Babbitt and the Air Force—whose secretary, Sheila Widnall, strongly supports the new range.

While Babbitt has not yet spoken out publicly on the issue, he is being urged by many advisers and some lawmakers to block the transfer of land to Idaho.

Last month, the Idaho Fish and Game Board—whose members are named by the governor—recommended against proceeding with the northern half of the bomb range.

"We're telling them: 'You picked maybe one of the single worst places to do this,'" said Jerry M. Conley, the Fish and Game Board commissioner. "We're telling them: 'Why don't you look at someplace else? . . . Why can't there be another place?'"

Nealy was recently on assignment in Idaho.

**TAB H**

CLARIFICATION PAPER ON  
LOS ANGELES TIME, 4 APR 1994  
"IDAHO TUG-OF-WAR PITS WILD AGAINST WILD BLUE YONDER"

**TIMES**

"If the Air Force and Idaho's Governor have their way, however, the silence and solitude of Idaho's Owyhee Canyonlands will be broken..."

**CLARIFICATION**

The Air Force has flown in the airspace above the Owyhee Canyonlands continually for aircrew training for over 20 years. The proposed range and associated actions would delete segments of military low level training routes dispersing the current concentrated military training route low level activity away from the canyonlands. The decrease in flight activity, due to the change, nearly equals the increase from the proposed range. Proposed range flight activity would also be more dispersed than that activity confined by route boundaries. Additionally, the flight activity from the low level route is almost entirely flown below 2000' above ground level. The weapons delivery parameters and associated tactics force aircrews to higher altitudes to meet target and weapons effects requirements.

**TIMES**

"...up to 80 warplanes flying at supersonic speeds, dropping dummy bombs..."

**CLARIFICATION**

Supersonic flight in the military operating areas overlaying the proposed range is restricted to above 10,000' above ground level. The establishment of the range would not affect supersonic activity.

The current inventory of air-to-ground munitions cannot be delivered at supersonic airspeed. The unpredictable nature of airflow around objects as they transition to or from supersonic airspeeds significantly increases the danger of a released munition "flying back up" into the aircraft that released it. The Air Force restricts the release of any air-to-ground munitions to below supersonic speeds for this reason.

**TIMES**

"...Gov. Cecil D. Andrus, acting as middleman, would then turn the land over to the 366th Wing "Gunfighters" of Mountain Home Air Force base for conversion into the Idaho Bomb Range."

**CLARIFICATION**

The State of Idaho would retain control of and operate the Idaho Training Range. The state, through the Idaho Military Department, would control and have responsibility for all the lands exchanged or purchased. The Air Force would lease the state controlled land for use as a range as outlined the State of Idaho's Range Management Plan.



## TIMES

"If the military gets it, everyone loses. (The lands are) gone for the ranchers, miners, environmentalists and recreationalists."

## CLARIFICATION

The proposed State of Idaho's Range Management Plan provides for multiple use of the lands owned or controlled by the state. The committee, consisting of state and federal resource management agencies would develop the State's range management plan. When not scheduled for range operations, the land would be available for other use. The Air Force just schedules the range for aircraft operations.

Many other Air Force ranges coexist with other users and other ecosystems. The Air Force provides over 150,000 acres for grazing and has issued 20,000 permits for outdoor recreation. The Air Force invested \$77.3 million to environmentally manage, by 62 environmental professionals, Air Force ranges. This environmental management has aided such species as the red-cockaded woodpecker, the desert tortoise, the peregrine falcon and sea turtles.

TAB I

# Senate Acts To Protect Desert Land

## Bill Would Create Huge Wilderness Area In Southern California

By Tom Kenworthy  
Washington Post Staff Writer

The Senate, breaking a long deadlock on one of the most important and contentious conservation issues of the past decade, yesterday approved legislation that would give wilderness protection to almost one-third of California's vast desert lands.

If approved by the House, which three years ago approved similar legislation and is to begin work soon on its latest version, the measure would create the largest wilderness area ever designated by Congress in the lower 48 states: a total of 7.75 million acres, larger than Maryland.

Senate passage of the California Desert Protection Act, which came on a 69 to 29 vote, has traditionally been the most serious hurdle facing a broad coalition of environmental groups that have long sought stringent protection for millions of acres of fragile desert that are under mounting pressure from the state's sprawling urban areas.

The legislation would protect scores of scattered parcels and vast tracts, including the East Mojave desert, from such human activities as mining and off-road vehicle use. In addition to 71 parcels of land comprising 3.75 million acres managed by the Bureau of Land Management (BLM) that would become wilderness, 4 million acres to be administered by the National Park Service would be given wilderness protection.

Two existing Park Service units, the Death Valley and Joshua Tree national monuments, would be greatly expanded and upgraded to park status, and a third park would

be created out of 1.2 million acres of the East Mojave.

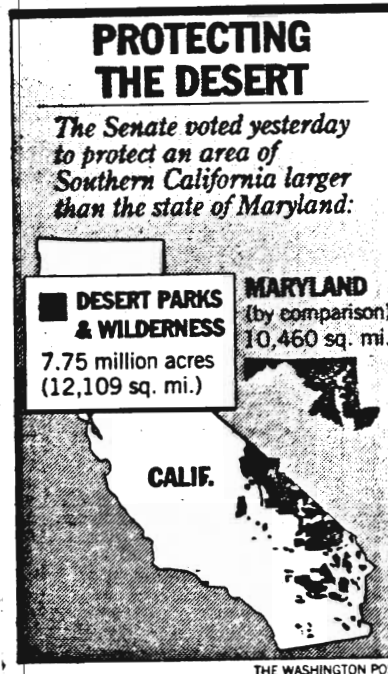
"This is a tremendous victory that should lift the spirits of conservationists," said G. Jon Roush, president of the Wilderness Society. "We have taken a large step toward protecting a unique part of America."

The desert bill has been the subject of fierce political infighting for the past eight years, drawing strong opposition from hunters, ranchers, mining interests and others who fought to preserve the relatively open access to lands currently administered by the BLM.

In its latest form, the bill was opposed by California Gov. Pete Wilson (R), who said it would harm the state's already battered economy. Wilson had opposed the legislation during his service in the Senate, as did his Republican successor.

But the path toward congressional approval was paved two years ago with the election of two Democratic senators from California, Dianne Feinstein and Barbara Boxer, both strong advocates of the legislation.

Yesterday's vote represents an important political victory for Feinstein, who faces the voters again in November and who campaigned as a champion of desert protection. Inheriting sponsorship of the bill from former Democratic senator Alan Cranston, Feinstein made numerous concessions to build support, including provisions to preserve military



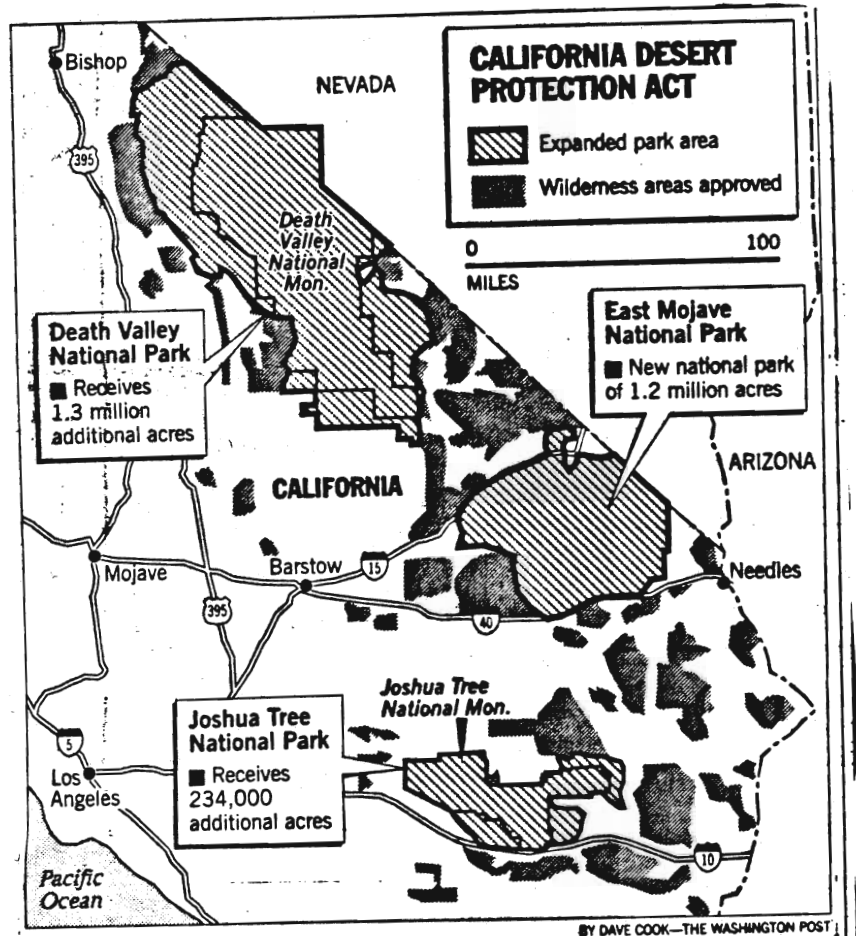
access to many areas and to permit the indefinite extension of existing cattle grazing allotments in the East Mojave and Death Valley parks.

"The desert bill strikes a balance between protecting the environment, protecting the region's jobs and recognizing the ongoing activities in the desert communities," said Feinstein. "California's vast natural resources will be protected for generations to come."

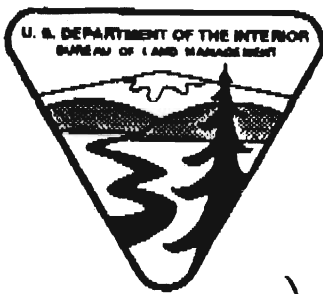
Norbert J. Riedy of the Wilderness Society said supporters of the measure would fight during House debate to roll back some concessions. A key aim will be to restore to the East Mojave park a 276,000-acre area called the Lanfair Valley, which was removed in committee and which supporters say contains some of the Mojave's most biologically valuable sites.

Prospects for House passage of a desert wilderness bill appear good. Rep. George Miller (D-Calif.), chairman of the House Natural Resources Committee, yesterday pledged quick action. "This clearly becomes the highest priority in our committee," he said.

The California desert contains rich and diverse biological, geologic and cultural resources. It is home to more than 635 species of vertebrate wildlife, more than 700 species of flowering plants, tens of thousands of archaeological sites, 90 mountain ranges and geologic formations including huge sand dunes and volcanic cinder cones, and rich mineral deposits.



TAB J



COM: 916/978-474  
FAX: 916/978-443

External Affairs, CA-912  
Bureau of Land Management  
California State Office

To: Ann Darlin Office/District: DOD  
Date: 4/13/95 FAX Number: 703-693-2659  
Subject: West Mojave  
From: Jan Bedrosian for Ed Hastings  
Number of pages (including this page): 5 State Director, CA  
Remarks:

Ann -

try again! Ed or I will let you know when Interior clears, but he want you & Ms. Goodman to have in advance.

Thx. Call if questions.

**Proposed Announcement to be made by Secretary of Defense William Perry  
April 21, 1994 at Edwards Air Force Base  
Subject: Defense's role in Ecosystem Management in the CA Desert**

It is with pleasure that I announce today my commitment on behalf of the armed forces of the United States, and particularly those in the California Desert, to join with the Interior Department and the people of California in the continued development and eventual implementation of a massive ecosystem plan in the West Mojave Desert region of California.

I commend the base commanders at the four major bases involved: the Army's National Training Center at Fort Irwin, the Navy's China Lake Weapons Center, the Marines' Twenty-nine Palms Marine Base, and the Air Forces' Edwards Air Force Base, for their efforts to date on this nine-million-acre West Mojave Coordinated Management Plan. The West Mojave plan, being developed under the leadership of the Interior Department's Bureau of Land Management and other Federal and State agencies, counties, and cities, is perhaps the best national example to date of the new style of ecosystem management envisioned by this Administration.

It is our mutual goal that this plan become a national laboratory under the Vice President's National Performance Review effort demonstrating how land use planning can be reinvented on an interagency, bioregional basis for the benefit of the environment and the economy. Its urgency and national importance focuses on the need to protect 23 federal or state listed threatened or endangered species, led by California's state reptile, the desert tortoise, and 111 other sensitive species while ensuring the economy of the this region can also survive in harmony with the natural environment. In this context, the Defense lands involved, covering 2.7 million acres, will become an integral part of the recovery strategy for these threatened species, which will allow economic development of appropriate private lands in the region to benefit the local and statewide economy.

While we look forward to the opportunity the West Mojave presents us, I also am pleased to acknowledge and commend Defense agencies and bases whose foresight and innovative approaches laid the groundwork for this opportunity of mutual cooperation between Defense and other Federal, State, and local government land management agencies. For example:

- Edwards Air Force Base has been working for several years with the BLM to exchange lands east of the base for critical desert tortoise habitat in other parts of the desert. While the threatened desert tortoise has benefitted from these land trades, or land tenure adjustments, so has the space shuttle which now has a safer flight path for landing at Edwards due to the blocking up of Federal lands.

- The Navy's Chocolate Mountains Gunnery Range has signed on to a similar Coordinated Management Plan covering the northern and eastern Colorado Desert further to the east of the West Mojave to also help in the recovery of the desert tortoise and 25 other threatened, endangered, or sensitive species in that region and still allow for economic development on private lands.

- The Army's Fort Ord on the Monterey Coast, slated for closure this year, has developed a Habitat Management Plan with BLM and the Fish and Wildlife Service and local governments. This plan and subsequent agreements will result in land being transferred to BLM to provide for the long-term protection of rare maritime coastal forests, grasslands, and wetlands while guaranteeing the economic redevelopment that is critical to that area's recovery from the base closure will proceed in a timely fashion.

I am proud to lend my full support to all these efforts, including the landmark agreement forged here in California, called the Memorandum on Biodiversity that now includes all the key Federal, State, and local governments charged with managing land in California. This Memorandum forms the basis for all these efforts, including the West Mojave.

In that regard, I am announcing today my commitment, on behalf of all the agencies in Defense, that we will become even stronger partners in the precedent-setting West Mojave Coordinated Management Plan, which should be completed later this summer for final public review.

As steward for almost 2.7 million acres of Federal land in the West Mojave, Defense is a major presence in this area. These lands are integral parts of the West Mojave ecosystem, and as such, it is vital that we work closely with the government entities and interest groups that have joined together to ensure these lands can be properly managed not only to protect the endangered species that depend on them for survival, but also to ensure that the economic vitality of these areas, including the military's substantial contribution, is not only maintained, but enhanced.

Defense looks forward to working as a full partner in the West Mojave. We see this area as a key component to the a new conservation strategy we have developed at the Defense Department, all part of a larger environmental initiative to conserve our natural and cultural resources so that they will be available for present and future generations. We believe that for this Nation to be truly secure, we must also protect the natural environment in this country upon which we all depend. I feel strongly that these important resources can be managed to complement our important military mission in these strategically important bases here in the West Mojave Desert of California.



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**Strategy Paper -- West Mojave Announcement by Secretary Perry, DOD  
Prepared by BLM-California 4/13/94 for Deputy Under Secretary of Defense  
for Environmental Security Sherri Wasserman Goodman**

**Issue:**

The Department of Defense is considering a public announcement by Secretary Perry on April 21, 1994 at Edwards Air Force Base regarding his support of the West Mojave Ecosystem Coordinated Management Plan. While DOD's support as a full partner in this effort has been committed, there is concern that an April 21 announcement could have a negative impact on the potential Congressional passage of the California Desert Protection Act (S. 21). This strategy paper analyzes the validity of that concern.

**Background on the West Mojave Ecosystem Plan:**

The development of the West Mojave Ecosystem Coordinated Management Plan has been underway for about two years. Numerous consultations and public meetings have been held to develop this plan, aimed at preserving the biodiversity of 9.4 million acres in the Western Mojave Desert region of California. The participants in this effort include seven Federal agencies, led by the Interior Department's Bureau of Land Management and including Fort Irwin National Training Center, China Lake Naval Weapons Center, Edwards Air Force Base and Twenty-nine Palms Marine Base; four State agencies; three counties; 11 cities; and numerous representatives of interest groups and industry.

The objectives of the West Mojave Plan are to enhance biodiversity in the region to provide for the recovery of the threatened desert tortoise and 22 other federal or state listed threatened and endangered species as well as 111 other sensitive wildlife species. Its goal is to streamline state and federal permitting processes under the Endangered Species Act, the California Environmental Quality Act, and the National Environmental Policy Act to provide for the necessary economic development and community expansion in this heavily populated area in balance with the natural environment.

**Potential Impact on S. 21:**

Designation of almost 7 million acres of public lands in the California Desert as either Parks (3 million acres to transfer from BLM to NPS) or Wilderness (3.75 million acres of BLM wilderness, additional NPS wilderness lies within the Parks) is now pending Congressional approval (the bill, S. 21 passed the Senate 4/13/94 and is awaiting House action). The bill also includes provisions relating to overflights and reauthorization of military withdrawals for China Lake Naval Weapons Center and the Chocolate Mountains Gunnery Range in California for 25 years.

S. 21 also provides for the Secretary of the Interior to consult with the Secretary of the Navy in development of a resource management plan for both areas to ensure "proper management and protection of the resources and values" of these areas.

The overlap between S. 21 and the West Mojave Plan involves both BLM Wilderness and the China Lake Naval Weapons Center. The involvement of the military in the West Mojave Ecosystem Plan will help satisfy the S. 21 requirement that the Secretary of the Interior (BLM) complete a resource plan on the China Lake Naval Weapons Center within three years of enactment.

In addition, there are about 700,000 acres of BLM Wilderness to be designated under S. 21 within the West Mojave boundary. S. 21 also requires the transfer of 20,000 acres to the State of California to expand the Red Rocks State Park. The 700,000 acres, even though they are pending Congressional approval as Wilderness, are already being managed as Wilderness Study Areas by the Bureau of Land Management. Management of these areas for wilderness values is already a key component of the West Mojave Plan. These Wilderness Areas, when enacted, will also help provide for preservation of valuable wildlife habitat for the desert tortoise and other threatened, endangered, or sensitive species protected in the plan.

Therefore, the imminent passage of S. 21 and eventual enactment, is already accommodated in the West Mojave Plan and Secretary Perry's planned April 21 announcement on DOD's partnership in the West Mojave Plan, will not, in any way, negatively affect the outcome of this legislation. In fact, his announcement could provide support for the military withdrawals and the wilderness designation of the 700,000 acres. However, to avoid the controversy surrounding S. 21, it is recommended that he not tie the two issues together at this time. In the long-term, once S. 21 is enacted and signed by the President, this approach could prove beneficial to DOD in illustrating not only their strong support for S. 21, but also the West Mojave Plan and the role their bases will play in preserving biodiversity.

#### **DOD/Interior Action:**

It is recommended that DOD and Interior request a briefing with Sen. Dianne Feinstein prior to the April 21 announcement to brief her on the West Mojave Plan, outlining Interior's and DOD's partnership on planning for this large ecosystem. This briefing should point out the interrelationship of S. 21 and the West Mojave Plan and the reasons it will not interfere with the passage of S. 21. The briefing should explain that the West Mojave Plan will demonstrate how the Endangered Species Act can be implemented over a large ecosystem while still providing for vital economic growth in the region. It also could provide DOD and Interior the opportunity to describe their vision of West Mojave as a national laboratory under the Vice President's National Performance Review, demonstrating how land use planning can be reinvented on an interagency, bioregional basis for the benefit of the environment and the economy. The Bureau of Land Management is ready to work with DOD in planning this briefing as soon as possible.

TAB K

FROM THE OFFICE OF THE DEPUTY UNDER SECRETARY OF DEFENSE  
(ENVIRONMENTAL SECURITY)  
(CONSERVATION & INSTALLATIONS)

DATE 4/14

PLEASE DELIVER TO:

NAME Ann Dawlin

OFFICE \_\_\_\_\_

ROOM \_\_\_\_\_

PHONE NO. \_\_\_\_\_

FAX: 32659

TRANSMITTED \_\_\_\_\_ PAGES, INCLUDING THIS COVER SHEET.

OUR TELEFAX NUMBER IS: (703) 604-5934 COMMERCIAL  
664-5934 AUTOVON

PLEASE CALL TO VERIFY IF CHECKED

SENT BY: L. PETER BOICE (703) 604-5707

SUBJECT: Mojave Speech

MESSAGE:

Attached are names of 3 people BLM would like to have invited.

Also, a few comments on Ed Hastley's speech input. Especially good parts [ ] + +2. Several suggestions for modifications - in general, it seems to go a bit too far in promoting BLM's efforts, but does have some good ideas.

Peter

**Proposed Announcement to be made by Secretary of Defense William Perry  
April 21, 1994 at Edwards Air Force Base  
Subject: Defense's role in Ecosystem Management in the CA Desert**

It is with pleasure that I announce today my commitment on behalf of the armed forces of the United States, and particularly those in the California Desert, ~~to join~~ *expand on* with the Interior Department and the people of California in the continued development and eventual implementation of a massive ecosystem plan in the West Mojave Desert region of California.

I commend the base commanders at the four major bases involved: the Army's National Training Center at Fort Irwin, the Navy's China Lake Weapons Center, the Marines' Twenty-nine Palms Marine Base, and the Air Forces' Edwards Air Force Base, for their efforts to date on this nine-million-acre West Mojave Coordinated Management Plan. The West Mojave plan, being developed under the leadership of the Interior Department's Bureau of Land Management and other Federal and State agencies, counties, and cities (is perhaps the best national example to date of the new style of ecosystem management envisioned by this Administration.) *? Suggest deleting.*

\* It is our mutual goal that this plan become a national laboratory under the Vice President's National Performance Review effort demonstrating how land use planning can be reinvented on an interagency, bioregional basis for the benefit of the environment and the economy. Its urgency and national importance focuses on the need to protect 23 federal or state listed threatened or endangered species, led by California's state reptile, the desert tortoise, and 111 other sensitive species while ensuring the economy of the this region can also survive in harmony with the natural environment. In this context, the Defense lands involved, covering 2.7 million acres, will become an integral part of the recovery strategy for these threatened species, which will allow economic development of appropriate private lands in the region to benefit the local and statewide economy.

While we look forward to the opportunity the West Mojave presents us, I also am pleased to acknowledge and commend Defense agencies and bases whose foresight and innovative approaches laid the groundwork for this opportunity of mutual cooperation between Defense and other Federal, State, and local government land management agencies. For example:

- Edwards Air Force Base has been working for several years with the BLM to exchange lands east of the base for critical desert tortoise habitat in other parts of the desert. While the threatened desert tortoise has benefitted from these land trades, or land tenure adjustments, so has the space shuttle which now has a safer flight path for landing at Edwards due to the blocking up of Federal lands.

• The Navy's Chocolate Mountains Gunnery Range has signed on to a similar Coordinated Management Plan covering the northern and eastern Colorado Desert further to the east of the West Mojave to also help in the recovery of the desert tortoise and 25 other threatened, endangered, or sensitive species in that region and still allow for economic development on private lands.

• The Army's Fort Ord on the Monterey Coast, slated for closure this year, has developed a Habitat Management Plan with BLM and the Fish and Wildlife Service and local governments. This plan and subsequent agreements will result in land being transferred to BLM to provide for the long-term protection of rare maritime coastal forests, grasslands, and wetlands while guaranteeing the economic redevelopment that is critical to that area's recovery from the base closure will proceed in a timely fashion.

I am proud to lend my full support to all these efforts, including the landmark agreement forged here in California, called the Memorandum on Biodiversity that now includes all the key Federal, State, and local governments charged with managing land in California. This Memorandum forms the basis for all these efforts, including the West Mojave.

In that regard, I am announcing today my commitment, on behalf of all the agencies in Defense, that we will become even stronger partners in the precedent-setting West Mojave Coordinated Management Plan, which should be completed later this summer for final public review.

As steward for almost 2.7 million acres of Federal land in the West Mojave, Defense is a major presence in this area. These lands are integral parts of the West Mojave ecosystem, and as such, it is vital that we work closely with the government entities and interest groups that have joined together to ensure these lands can be properly managed not only to protect the endangered species that depend on them for survival, but also to ensure that the economic vitality of these areas, including the military's substantial contribution, is not only maintained, but enhanced.

Defense looks forward to working as a full partner in the West Mojave. We see this area as a key component to the new conservation strategy we have developed at the Defense Department, all part of a larger environmental initiative to conserve our natural and cultural resources so that they will be available for present and future generations. We believe that for this Nation to be truly secure, we must also protect the natural environment in this country upon which we all depend. I feel strongly that these important resources can be managed to complement our important military mission in these strategically important bases here in the West Mojave Desert of California.

TAB L



DEPARTMENT OF THE NAVY

OFFICE OF THE ASSISTANT SECRETARY  
(INSTALLATIONS AND ENVIRONMENT)  
WASHINGTON, D.C. 20360-5000

14 April 1994

MEMORANDUM FOR THE DEPUTY UNDER SECRETARY OF DEFENSE  
(ENVIRONMENTAL SECURITY)

Subj: Mojave-Sonoran Ecosystem Management Initiative

Ref: (a) DUSD(ES) Memo of 23 March 1994, Same Subject

This responds to your memorandum, reference (a), requesting comments regarding issues the Mojave-Sonoran Ecosystem Management Team should address.

Enclosure (1) offers our comments.

CHERYL KANDARAS  
Principal Deputy

Enclosure

Copy to:  
DASA (E, S&OH)  
SAF/MIQ  
CNO (N45 & N456)  
HQMC (CMC-LF & LFL)



**MOJAVE-SONORAN ECOSYSTEM MANAGEMENT INITIATIVE**

We propose the following additions/recommendations regarding issues listed in the enclosure to the Deputy Under Secretary of Defense (Environmental Security) memorandum of 23 March 1994 (same subject):

- **Partnerships:**

Seek the broadest possible participation of stakeholders in the Mojave-Sonoran region in order to create an advocacy network. An ecosystem-based consortium of federal, state, local, private, and business interests is essential to develop a consensus for the sustainable development of the region. Each of the partners should contribute expertise and funding/staffing resources to the initiative, in a manner similar to the Coastal America initiative.

A special consideration in building this partnership base is seeking the whole-hearted cooperation of the Department of Interior. The Bureau of Land Management (BLM) is currently initiating three recovery plans (North Mojave, West Mojave, and Northern & Eastern Colorado Desert Coordinated Plans) for the endangered desert tortoise. BLM is using an ecosystem approach that will address all endangered, threatened and candidate species present in these areas. All three plans have identified military lands as being within the planning area. Ideally, the formal announcement of the DoD lead for the Mojave-Sonoran Ecosystem Initiative would recognize the invaluable investment that BLM has already made in ecosystem management.

- **DoD Role As Lead:**

We should address this issue as early as possible. We propose that the DoD representatives to the ecosystem management team focus on overseeing strategic planning, ensuring coordination among partners, and facilitating strategic plan implementation.

- **Ecosystem Delineation:**

Delineation of the ecosystem boundaries is a critical consideration. The U.S. Fish and Wildlife Service has recommended that ecosystems be mapped along watershed boundaries. While this method has merit in mesic regions, xeric regions do not lend themselves well to this approach. We recommend geophysical and biological indicators be used to define the boundary of the ecosystem(s). Another consideration is defining the DoD geographical area of interest/influence.

- Staffing and Funding:

Leading this initiative will require significant additional resources in terms of staffing and funding. We suggest that resource requirements be shared by all of the partners/participants involved in a similar manner to the Coastal America initiative.

- Planning:

This is a long term effort. We recommend a phased approach.

- Goal:

Create an unprecedented process for community involvement which links a proactive economy and a sustainable environment. This new partnership will adopt the goal cited in Vice President Gore's National Performance Review:

"The goal of ecosystem management is to restore and maintain the health, sustainability, and biological diversity of ecosystems while supporting sustainable economies and communities."

With this common goal, the seemingly divergent interests will work together for the management and well-being of the Mojave-Sonoran Ecosystem. Examples of the efforts of this group should include:

1. Characterizing the geophysical and biological resources of the ecosystem.
2. Identifying current and reasonably foreseeable human land use patterns, including the relationship between land management plans of DOD installations, National Park Service units, National Wildlife Refuges, BLM management plans, and Bureau of Reclamation water management strategies.
3. Developing a vision of the region's desired future condition consistent with the goal of maintaining and enhancing the ecosystem's biodiversity.
4. Developing mechanisms to monitor the health and sustainability of the ecosystem with respect to activities by federal and non-federal entities. Our partners will be instrumental in developing these mechanisms.

TAB M

# **MEMORANDUM OF UNDERSTANDING**

## **California's Coordinated Regional Strategy**

### **To Conserve Biological Diversity**

#### **"The Agreement on Biological Diversity"**

September 19, 1991

#### **I. Preamble**

California is one of the most biologically diverse areas in the world. The state's rich natural heritage—vegetation cover and distribution, wildlife and fish habitat, recreation and aesthetic values, water and air quality—provides the basis for California's economic strength and quality of life. Sustaining the diversity and condition of these natural ecosystems is a prerequisite for maintaining the state's prosperity.

Public agencies, private organizations, and individual citizens have long shared a commitment to conserving the natural environment of their state. Laws, policies, and programs already in place protect many elements of California's natural heritage. That experience, and a growing body of scientific research, demonstrate the need to move beyond existing efforts focused on the conservation of individual sites, species, and resources. Californians now recognize the need also to protect and manage ecosystems, biological communities, and landscapes.

These broader systems represent an important component of the state's biological diversity—the full variety of living organisms in California, the genetic differences among them, and the communities and ecosystems in which they occur. These ecological systems appear throughout the state across a variety of ownerships and jurisdictions. To effectively conserve California's biological resources and maintain social and economic viability, public agencies and private groups must coordinate resource management and environmental protection activities, emphasizing regional solutions to regional issues and needs.

#### **II. Purpose**

This Memorandum of Understanding establishes an Executive Council to develop guiding principles and policies, design a statewide strategy to conserve biological diversity, and coordinate implementation of this strategy through regional and local institutions.

#### **III. Policy and Principles**

This memorandum recognizes the following set of policies and principles.

A. The signatory parties agree to make the maintenance and enhancement of biological diversity a preeminent goal in their protection and management policies. Furthermore, they agree to work with the Executive Council to develop and adopt a coordinated regional strategy that ensures protection of biological diversity and the maintenance of economic viability throughout California.

B. The basic means of implementing the strategy are to be improved coordination, information exchange, conflict resolution, and collaboration among the signatory parties. In addition, the signatories agree to pursue the development of local and regional institutions and practices necessary to conserve biological diversity. These tools may include the establishment of mitigation and development banks, planning and zoning authorities, land and reserve acquisition, incentives, alternative land management practices, restoration, and fees and regulation.

C. Community and public support are vital to the success of a bioregional program. Human communities, local economies, and private property are important regional attributes to be maintained. As a consequence, signatories will develop procedures and guidelines to facilitate public education, dialogue and participation, and to minimize the disruption of human communities and expectations. Public lands are to be given first preference as reserves and conservation areas. Impacts on private lands will be minimized to the degree possible.

D. Biological diversity is to be viewed as an attribute of natural processes operating at the landscape, ecosystem, species, and genetic levels. These processes are dynamic varying over time and space. A recognition is made that these processes are altered by both human and natural factors. While the focus of the agreement is on biologic factors, abiotic elements are also recognized as important components of natural systems. The signatories agree to pursue the establishment of measurable baselines and standards of diversity as a means of conserving biological resources over time.

E. Given the changing characteristics of both the biological and social environment, the signatories agree to an adaptive approach in the development of bioregional strategies. Such an approach will place substantial emphasis on monitoring, assessment, and research programs. These programs will help determine if strategies are accomplishing their intended objectives, maximize the opportunities to learn from experience, and enhance flexibility in the face of new knowledge.

#### IV. Authority

This Memorandum does not modify or supersede existing statutory direction of the signatories.

#### V. Organization

A. Statewide Executive Council - The Executive Council is to be chaired by the Secretary of The Resources Agency of California and made up of the principal signatory agencies. The Council will set statewide goals for the protection of biological diversity, recommend consistent statewide standards and guidelines, encourage cooperative projects and sharing of resources, and cooperate in the following program areas:

1. Biodiversity-related policies and regulations;
2. Land management, land use planning, and land and reserve acquisition and exchange;
3. Private landowner assistance;

4. Educational outreach, public relations, and staff training;
5. Monitoring, inventory, and assessment;
6. Restoration; and
7. Research and technology development.

The Council will seek adequate funding to implement regional strategies and to develop necessary state and regional institutions, such as trading and mitigation banks. Further, the Council will cooperate with regional representatives to define the boundaries of bioregions and to help to establish Bioregional Councils.

The Council will meet quarterly to review progress in accomplishing its mission. Representatives of other state and federal agencies and sponsors will be invited to participate in the meetings of this group. The Council will produce and distribute to the public regular summaries of its activities.

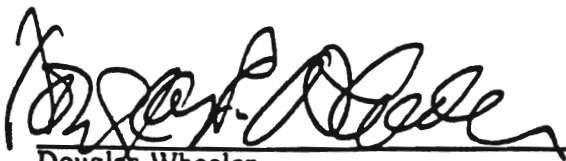
**B. Sponsors** - A sponsor may be any special interest group or organization that supports the purpose and intent of this Memorandum of Understanding. Sponsors will be expected to promote the development and adoption of biodiversity strategies and principles through their membership and activities. Sponsor representatives are to be invited to attend and participate in any Executive Council meeting or activity. Sponsorship should help enhance consensus and participation in the adoption of bioregional strategies.

**C. Bioregional Councils** - Regional administrators of signatory agencies will develop regional memoranda of understanding with the purpose of establishing Bioregional Councils. Participation of additional organizations specific to each region, such as county governments and local environmental and industry groups, will be encouraged. The Councils will develop regional biodiversity strategies that incorporate the policies, principles, and activities listed above under the mission of the Executive Council. Regional solutions to regional issues and needs will be encouraged, consistent with statewide goals and standards. The Councils are to work with regional and local authorities to implement biodiversity policies. In addition, Bioregional Councils will actively encourage the development of watershed or landscape associations to assist in implementing regional strategies.

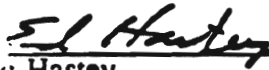
**D. Watershed and Landscape Associations** - Local staffs of signatory agencies will encourage the participation of local public, landowner, and private organizations in the formation of watershed or landscape associations. These associations will be encouraged to develop specific cooperative projects that help to achieve regional and statewide objectives. Use of Coordinate Resource Management Planning process will be encouraged. The local associations are to be a primary forum for the resolution of local issues and conflicts related to biodiversity concerns.

## VII. Modifications

This agreement is to remain in effect until modification by the parties in writing; it is negotiable at the option of any one of the parties.



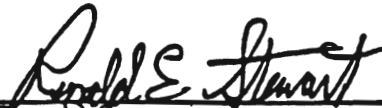
Douglas Wheeler  
Secretary  
The Resources Agency



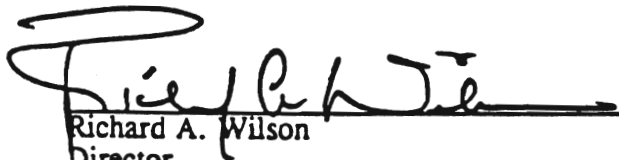
Ed Haste  
California State Director  
USDI Bureau of Land Management



Peter Bontadelli  
Director  
California Department of  
Fish and Game



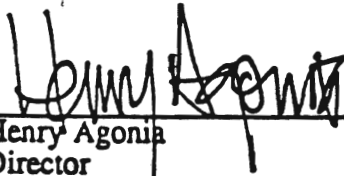
Ronald Stewart  
Regional Forester  
Pacific Southwest Region  
USDA Forest Service



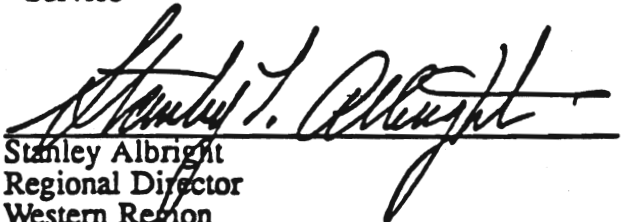
Richard A. Wilson  
Director  
California Department of Forestry  
and Fire Protection



for Marvin L. Plener  
Regional Director  
USDI U.S. Fish and Wildlife  
Service



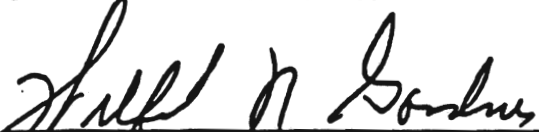
Henry Agonia  
Director  
California Department of Parks  
and Recreation



Stanley Albright  
Regional Director  
Western Region  
USDI National Park Service



Charles Warren  
Executive Officer  
State Lands Commission



for Kenneth G. Farrell  
Vice President, Division of  
Agriculture and Natural Resources  
University of California

-5293

*Pearlie Reed*

Pearlie Reed  
State Conservationist  
Soil Conservation Service  
U.S. Department of Agriculture

8/11/92

*Henry Voss*

Henry Voss  
Director  
California Department of Food and Agriculture

*John E. Smythe*

John Smythe  
State Executive Director  
USDA Agricultural Stabilization and  
Conservation Service

8/2/92

*Roger Patterson*

Roger Patterson  
Mid-Pacific Regional Director  
Bureau of Reclamation  
U.S. Department of the Interior

8/12/92

*Ed Heidig* Aug 11, 1992

Ed Heidig  
Director  
California Department of Conservation

*David Kennedy*

David Kennedy  
Director  
California Department of Water Resources

8/13/92

*Charles A. Pritchard* 9/11/92

California Association of Resource Conservation  
Districts



**TAB N**

**SUBJECT: Mojave Desert Ecosystem Management Plan Initiative**

1. **PURPOSE:** To provide information on the status of the Mojave Desert Ecosystem Management Plan Initiative.

2. **FACTS:**

a. The Mojave desert is a national treasure and a resource of worldwide importance. Its ecological, defense, recreational, and cultural significance is felt far beyond its boundaries and the communities that exist within it. In recent decades, however, the Mojave has been the subject of intense competition which threatens to impact the ecosystem and its ability to endure.

b. DOD is the second largest landowner in the Mojave desert. Here, DOD conducts training and testing missions that are vital to the nation's security. DOI organizations, such as the U.S. Fish and Wildlife Service (FWS) and the Bureau of Land Management (BLM), manage federally listed species and other federal (non-DOD) lands within the Mojave desert ecosystem. In the past fifteen years, conservation and development of the Mojave desert have become controversial topics for a variety of interest groups.

c. The competition for the Mojave desert has been increased by diverse groups seeking to: 1) Establish and expand National Parks; 2) Create Wilderness Areas; 3) Acquire additional maneuver land for the National Training Center; 4) Protect listed plants and animals; 5) Add more species to the list of federally protected species; 6) Develop recreational areas; and, 7) Expand economic development; to name only a few of the sometimes competing interests.

d. This competition results in the fragmented conservation and development of the Mojave desert and the risk that the entire ecosystem may not endure. The ability to coalesce these diverse groups will help to insure that the Mojave desert ecosystem remains the vibrant resource it is today for the next 150 years.

e. The Mojave desert can only support sustainable development and use. The desert ecosystem regenerates at times longer than current studies evaluate effects. In an effort to ensure that the ecosystem continues to be the valued resource it is today, the Department of Defense (DOD) and the Department of Interior (DOI) are considering a cooperative agreement which will enhance efforts to conserve and protect the Mojave desert. The association envisioned contains goals and priority commitments to achieve inspired objectives for biotic and abiotic resources; water quality; air quality; population growth; sustainable development; public information, education and participation; public access; and governance.

f. Ecosystem management in the Mojave is not a new concept. During the past four years, the NTC developed and implemented a regional perspective of the Mojave desert in southern California while working on the Army's Land Acquisition project for the NTC. This proactive, outreach-styled approach has been successful for the NTC and provides a foundation upon which DOD is about to charter the Mojave Desert Ecosystem Management Plan to the Army, as executive lead agent for DOD.

g. On 28 and 29 March 1994, the Honorable Sherri Wasserman Goodman, Deputy Under Secretary of Defense for Environmental Security visited the NTC, China Lake (where she met with NTC, Naval Warfare Center, and Edwards AFB representatives), and Nellis Air Force Base to determine if such an initiative (conceived like the Chesapeake Bay Initiative) could be fashioned for the Mojave desert ecosystem. She left believing that such an initiative was worthwhile for the Mojave desert ecosystem and indicated that perhaps, during an upcoming visit to the NTC by the Secretary of Defense (coincident with Earth Day, 22 April), an announcement concerning this initiative might be made.

h. On 12 April 1994 a meeting between DOD, BLM, FWS, and Army representatives was hosted by Ms. Goodman where the Mojave Desert Ecosystem Management Plan Initiative was discussed. DOI (BLM and FWS) presented a history of their commitment to the Mojave desert and appeared willing to join DOD in the effort to develop an ecosystem management plan.

### 3. DISCUSSION:

a. The MDEMP will likely be chartered by DOD to the Deputy Assistant Secretary of the Army for Environment, Health and Safety (D. Walker) and the Army Environmental Programs Office (BG Brown) in the next few weeks. The enclosed Draft Cooperative Agreement concerning a DOD/DOI partnership in the MDEMP was submitted for consideration and may also be executed if the DOD charter occurs. The agreement describes the goals and objectives of the Mojave Desert Ecosystem Management Plan Initiative.

b. Should the actions in 3a. occur, a Mojave Desert Ecosystem Management Plan Program office could be established in Barstow and perhaps collocated with BLM's Western Mojave Coordinated Management Plan office staff during the summer of 1994. Supporting technical staff resources may be provided by the Los Angeles District, Corps of Engineers under contract. The concept includes the active participation of diverse groups, such as the Sierra Club, local landowners, state and federal agencies, public officials from the local, county and state governments, as well as installation commanders from the NTC, China Lake, the Marine Corps Air Ground Combat Center, the Marine Corps Logistics Base, Edwards and Nellis Air Force Bases.

c. Should the Secretary of Defense announce DOD's intention to create such an organization at his arrival ceremony at Edwards Air Force Base on 21 April 1994 (which is what is anticipated) a media conference will occur ahead of the announcement. At this media conference, representatives of DOD installations, federal agencies, and academicians are likely to be on hand to relay to the press "environmental good news stories" in their interest areas. Dr. Moraska from the California State University at Dominguez Hills has been asked to be available, as has the NTC Point of Contact.

d. DOD's Mojave Desert Ecosystem Management Plan Initiative will be a significant contribution to the Administration's focus on ecosystem management as *the* way to avoid crippling controversy and stalemate over land use decisions, as has been the case for many areas of the nation (e.g. Spotted Owl/Lumber Industry and Red Cockaded Woodpecker/S.E. USA).

NTC Point of Contact:

LTC D. Schnabel  
(619) 386-3433, DSN 470-3433

TAB O

**EARTH DAY CEREMONY  
21 APRIL 1994  
EDWARDS AIR FORCE BASE, CA**

**GOOD AFTERNOON, I AM LIEUTENANT COLONEL DAVE SCINABEL, THE DIRECTOR OF PUBLIC WORKS FOR THE NATIONAL TRAINING CENTER, LOCATED 38 MILES NORTHEAST OF BARSTOW AT FORT IRWIN CALIFORNIA.**

**THE NATIONAL TRAINING CENTER WELCOMES THE CREATION OF THE MOJAVE DESERT ECOSYSTEM MANAGEMENT PROGRAM. FOR THE MOJAVE DESERT, IT WILL HELP TO ENSURE THAT OUR DEVELOPMENT IS SUSTAINABLE. ONLY IN THAT WAY MAY THE MOJAVE'S ECOSYSTEM ENDURE FOR THE NEXT 150 YEARS. THIS CONCEPT CAPTURES THE BEST OF WHAT WE HAVE BEEN PROMOTING FOR OVER FOUR YEARS.**

**AT FORT IRWIN THE ARMY HAS BEEN ACTIVELY ENGAGED IN EXTENDING ITSELF OUT TO INCORPORATE THE VIEWS OF DIVERGENT GROUPS IN AN EFFORT TO IMPROVE UPON ARMY DECISIONS REGARDING LAND USE AND ARMY ACTIVITIES AT THE NATIONAL TRAINING CENTER. OBTAINING THE INPUT FROM REPRESENTATIVES OF LOCAL AND STATE GOVERNMENT, THE SIERRA CLUB, LOCAL LANDOWNERS, THE BUREAU OF LAND MANAGEMENT, THE BIOLOGY AND FISH AND WILDLIFE SURVEYS, REGIONAL REGULATORY AGENCIES, AND DESERT CITIZENS AGAINST POLLUTION, TO NAME ONLY A FEW, RESULTED IN THE ARMY MODIFYING ITS LAND ACQUISITION PROJECT IN 1993 IN ORDER TO AVOID CONFLICT WITH THE DESERT TORTOISE AND ITS HABITAT. THIS REGIONAL PERSPECTIVE ENABLED THE NATIONAL TRAINING CENTER TO RECEIVE THREE NO JEOPARDY BIOLOGICAL OPINIONS FROM THE FISH AND WILDLIFE SERVICE CONCERNING THE THREATENED DESERT TORTOISE. THE EFFORT ALSO RESULTED IN SENATOR FEINSTEIN'S PROPOSED DESERT PROTECTION ACT RECOGNIZING THE ARMY PROJECT.**

SUCH A REGIONAL PERSPECTIVE GAVE THE NATIONAL TRAINING CENTER THE INSPIRATION TO EXPLORE FOR GEOTHERMAL ENERGY. A SMALL PART OF THAT PROGRAM PREDICTS TO SAVE 51% ON THE ELECTRICITY BILLS FOR 220 ARMY FAMILY HOUSES WHICH WILL START CONSTRUCTION IN AUGUST 1994. THESE HOMES WILL HAVE STATE-OF-THE-ART HEATING AND AIR CONDITIONING SYSTEMS WHICH WERE A SPINOFF OF FORT IRWIN'S RESEARCH AND DEVELOPMENT PROGRAM FOR GEOTHERMAL ENERGY.

THROUGH OUTREACH, THE NATIONAL TRAINING CENTER DISCOVERED THAT THE REGION'S AIR QUALITY WAS DECLINING DUE TO TRANSPORT OF CONTAMINANTS FROM THE LOS ANGELES AREA AND ELSEWHERE. THREE YEARS AGO THE NATIONAL TRAINING CENTER BEGAN THE USE OF ROADOYL, A MODIFIED RESIN EMULSION MADE FROM THE BY-PRODUCTS OF THE WOOD INDUSTRY, IN AN EFFORT TO CONTROL FUGITIVE DUST. THIS ENVIRONMENTALLY COMPATIBLE DUST ABATEMENT AGENT CONTINUES IN USE TODAY AT FORT IRWIN AND IS CONSIDERED TO BE A KEY TO OUR CONTINUED TRAINING.

THE NATIONAL TRAINING CENTER HAS BEEN EMPOWERED BY ECOSYSTEM MANAGEMENT. WITH IT WE HAVE SUPPORTED AND OPERATED THE WORLD'S FINEST TORTOISE HATCHERY ON THE INSTALLATION, WE SUCCESSFULLY COMPLETED A 44 POINT FEDERAL FACILITIES COMPLIANCE AGREEMENT WITH THE ENVIRONMENTAL PROTECTION AGENCY, AND RECEIVED TWO FEDERAL ENERGY EFFICIENCY AWARDS - ELECTRICITY IN 1990 AND WATER CONSERVATION IN 1992. OUR USE OF REMOTE SENSE IMAGERY TECHNOLOGY AND THE ASSEMBLY OF SOUTHERN CALIFORNIA'S FIRST COMPRESSED-AIR-FOAM FIRE TRUCK ON A HMMWV ARE SEPARATE EXPRESSIONS OF OUR ECOSYSTEM MANAGEMENT BASED APPROACH.

THE NATIONAL TRAINING CENTER WELCOMES TODAY'S ANNOUNCEMENT BY SECRETARY PERRY AND WILL BE A STRONG PARTNER IN THE IMPLEMENTATION OF THE MOJAVE DESERT ECOSYSTEM MANAGEMENT PROGRAM.

**TAB P**

**COOPERATIVE AGREEMENT**

**BETWEEN**

**DEPARTMENT OF DEFENSE**

**AND**

**DEPARTMENT OF THE INTERIOR**

**CONCERNING**

**THE MOJAVE DESERT ECOSYSTEM**



## PREFACE

1. The Mojave desert is a national treasure and a resource of worldwide importance. Its ecological, defense, recreational, and cultural significance is felt far beyond its boundaries and the communities that exist within it. In recent decades, however, the Mojave has been the subject of intense competition which threatens to impact the ecosystem and its ability to endure.
2. The Mojave desert can only support sustainable development and use. The desert ecosystem regenerates at times longer than current studies evaluate effects. In an effort to ensure that the ecosystem continues to be the valued resource it is today, the Department of Defense (DOD) and the Department of Interior (DOI) desire to formally enter into an association which will enhance cooperative efforts to conserve and protect the Mojave desert. The association envisioned contains goals and priority commitments to achieve inspired objectives for biotic and abiotic resources; water quality; air quality; population growth; sustainable development; public information, education and participation; public access; and governance.
3. DOD continues its strong commitment to conservation and security of the environment and the natural resources which have been entrusted to its care, while at the same time accomplishing its primary mission of national defense.
4. DOD maintains seven nationally significant installations in the Mojave desert ecosystem, encompassing well over 4 million acres. Recognizing its role as a major federal user of the land and air of the Mojave desert ecosystem, DOD completed several independent studies to determine the relative impact of its activities on the Mojave desert ecosystem.
5. DOI has responsibility for the land use management of the non-DOD federal lands of the Mojave desert. This includes developing land use management plans, operating National Parks and Monuments within the Mojave, enforcing the Endangered Species Act, conducting research on the cause, effect, control, and prevention of environmental problems, and assisting state and local operators.
6. DOI, in conjunction with federal, state and local cooperators, has been conducting studies, environmental surveys and assessments and developing strategies for conserving and protecting the Mojave desert.
7. DOD and DOI share a mutual interest in conserving and protecting the Mojave desert ecosystem. The actions carried out under this Agreement will strengthen coordination, increase understanding and action on key environmental issues, and reduce duplication of resources and expertise.

8. Therefore, DOD and DOI agree to cooperate to implement the goals and objectives of the Mojave Desert Ecosystem Management Program Agreement.

#### PURPOSE

This Cooperative Agreement establishes a policy of coordination and cooperation between DOD and DOI on Mojave desert activities so that the Mojave desert ecosystem may endure for the next 150 years.

#### AUTHORITY

1. Executive Order 12088 directs each Executive Agency responsible for compliance with pollution control standards to take necessary actions for prevention, control, and abatement of environmental pollution from activities under its control.
2. DOI has statutory authority to enforce the Endangered Species Act. These efforts are supported and encouraged by DOD.
3. Nothing in this Agreement diminishes or expands the administrative authority of each agency in execution of its statutory requirements. The Agreement is intended to facilitate those authorities through cooperative means.

#### RESPONSIBILITIES

IT IS HEREBY AGREED THAT:

A. The Department of the Interior will:

1. Support DOD membership on the Federal Agencies Coordinating Committee, the Western Mojave Coordinated Management Plan, Implementation Committee, and other Agreement entities as appropriate.
2. Coordinate with DOD concerning the development of programs, technical policies, regulations, guidelines, training, research, demonstrations, and pollution prevention initiatives relative to the Mojave Desert Ecosystem Management Program (MDEMP).
3. In cooperation with DOD installations, act to ensure the issuance or re-issuance of all major and other significant DOD permits and consultations in the Mojave desert. These permits and consultations will contain requirements appropriate to insure the conservation and security of the Mojave Desert

Ecosystem.

4. Provide on site evaluations of specified programs to DOD installations in the Mojave Desert upon request.
5. Provide DOD with technical advice and assistance on protecting and enhancing threatened and endangered species and the designated critical habitat of same within the Mojave Desert. Facilitate cooperation with the Soil Conservation Service, the Forest Service, the Fish and Wildlife Service, the Biological Survey, and the Geological Survey in these activities. Technical publications on these subjects will be provided to those installations in the Mojave desert, upon request.
6. Conduct annual workshops for all federal facility coordinators and managers in the Mojave desert participation in DOI on-site Operator Training Programs for land use management initiatives pursuant to the Endangered Species Act.
7. Provide DOD access to data in the Mojave Desert Ecosystem Management Program (MDEMP) computerized data files. DOI further agrees to provide DOD with appropriate training and assistance in the use of the computer facility to promote DOD's contributions to the desert's conservation efforts.
8. Provide copies of all documents prepared under the MDEMP to the Office of the Deputy Under Secretary of Defense for Environmental Security, to the Headquarters offices of the Military Services, and to all DOD installations in the Mojave desert.
9. Meet with DOD at least annually to review progress and activities in implementing this Agreement and to discuss the conservation initiatives of DOD facilities in the Mojave desert.
10. Assist the Military Services and DOD installations in developing their public information programs on Mojave desert issues.
11. Coordinate Endangered Species Act requirements with federal facilities in the Mojave desert.

B. The Department of Defense will:

Participation

1. Continue to actively participate in the Mojave Desert Ecosystem Management Program (MDEMP) through central coordination of all related activities. The

designated representative of the Secretary of Defense will represent the interests of DOD on the Implementation Committee.

- (a) DOD will provide annually an updated list of Commanders' addresses and telephone numbers for all installations listed in attachment A.
- (b) DOD representatives will also actively and formally participate on the Federal Agencies Committee, the Western Mojave Coordinated Management Plan, and other subcommittees or work groups as appropriate.
- (c) DOD installations will cooperate with state, regional, local, and other federal agencies through the MDEMP and other coordination mechanisms to identify separate and joint opportunities for desert restoration activities. DOD will evaluate its programs with other agencies on a continuing basis to improve effectiveness of Mojave desert activities within its existing programs of natural resources conservation and environmental quality management.
- (e) DOD installations will ensure that their natural resources and operations personnel receive adequate natural resources training and proper certifications through On-site Training Programs or other means as appropriate.

### Planning

- 2. Support achieving goals and commitments made in the Western Mojave Coordinated Management Plan.
- 3. Develop, and review annually, implementation plans for all installations identified in DOD's environmental studies as having a significant potential impact on the Mojave desert. Ensure that such plans integrate other environmental planning requirements provided for under this Agreement. Provide copies of plans to DOI and affected participants upon request.
- 4. Integrate, at all installations listed in Appendix A, MDEMP goals and concerns into DOD's existing integrated natural and cultural resources management plans and practices, including:
  - (a) Implement best management practices (BMPs) for conserving threatened and endangered species on all DOD lands within the Mojave desert to include leased parcels, commercially leased facilities, and on all other DOD lands.

- (b) Remove impediments to migration of desert tortoise, where practical, in the Mojave desert on DOD lands.
  - (c) Identify, protect, enhance, and restore native wetlands.
  - (d) Cooperate with other agencies to identify and protect existing native plant communities.
  - (e) Control sediment and drainage at Defense construction sites.
  - (f) Plan for natural erosion in all Defense installation Master Plans.
  - (g) Maintain integrated pest management (IPM) practices for all pest control operations on DOD lands.
  - (h) Maintain and enhance native wildlife and wildlife habitat.
5. DOD will promote the conservation and environmental security of the Mojave desert by:
- (a) Formally incorporating the concept of ecosystem management into the policies, program procedures and operations of DOD's Mojave desert facilities through the implementation of an environmental management hierarchy which emphasizes a regional perspective, inclusive of well designed and extensive outreach programs.
  - (b) Selecting a DOD installation within the Mojave desert ecosystem to serve as a model community to demonstrate how ecosystem management techniques can be combined into an integrated training/testing, environmental security, and conservation plan.
6. Identify environmental projects (e.g. the Desert Tortoise Neonatal Hatchery at Fort Irwin) as potential demonstration projects for DOI or state programs.
7. Design, locate, and construct new development in a manner that will minimize its impact on the Mojave desert, and in consonance with the President's goal of ecosystem management.
8. Ensure that DOD projects and activities at installations listed in Appendix A do not conflict with policies, standards and activities of ecosystem management as defined pursuant to this Agreement.

#### Funding

9. Ensure funding is obtained by the most expeditious means possible for conservation and environmental security projects and studies needed for those installations in the Mojave

desert.

- (a) Review and fund major environmental projects design, construction, operation, conservation, and maintenance management practices to ensure their effectiveness in conserving the Mojave desert.
- (b) Give appropriate consideration to other environmental initiatives which may lead to success in other conservation areas such as geothermal exploration and research, dust abatement, energy conservation and other management projects required to meet the objectives of this Agreement.

(c) Make maximum use of the OMB Circular A-106 process to integrate compliance objectives, funding and coordination with DOI.

#### Audits and Inspections

10. Conduct periodic multi-media environmental audits (as defined by Environmental Protection Agency (EPA)) at all major (Appendix A) DOD installations in the Mojave desert on a regular ongoing basis and make the results and audit findings available to DOI, EPA and any future parties to this Agreement. Audits will be conducted in a manner consistent with the EPA Generic Protocol for Environmental Audits at Federal Facilities.

11. Take all appropriate actions necessary to ensure compliance with all provisions of all regulatory permits, with special attention to air quality limits.

12. Provide information to DOI and EPA or any future parties to this Agreement necessary to issue or reissue all major National Pollutant Discharge Elimination System (NPDES) wastewater discharge permits.

13. Ensure future water quality monitoring results are in a form compatible with the MDEMP's data base, and forward results to appropriate offices on a timely basis.

14. Meet with DOI at least annually to report on progress and activities in implementing this agreement and to discuss the compliance status of DOD installations.

#### DELEGATION

Authorized representatives of DOD and DOI may enter into supplemental agreements within the scope of this document. Additional parties to this Agreement shall be encouraged by both DOD and DOI.

MODIFICATION AND TERMINATION

This Agreement may be modified or amended upon request of either party and the concurrence of the other. The Agreement may be terminated with 60-day notice of either party.

IMPLEMENTATION

This Agreement becomes effective when signed by both parties and shall remain in effect from the latest date signed by either party until modified or terminated.

\_\_\_\_\_  
Department of Defense  
Secretary of Defense

\_\_\_\_\_  
Department of Interior  
Secretary of Interior

\_\_\_\_\_  
Date:

\_\_\_\_\_  
Date:

## APPENDIX A

### DOD Installations in the Mojave Desert Ecosystem:

National Training Center, Fort Irwin, CA

Army Corps of Engineers, Resident Office, Fort Irwin, CA

Army Airfield, Daggett, CA

Naval Air Warfare Center, China Lake, CA

Marine Corps Air Ground Combat Center, Twentynine Palms, CA

Marine Corps Logistics Base, Barstow, CA

Air Force Test Flight Center, Edwards Air Force Base, CA

George Air Force Base, CA

Nellis Air Force Base, NV



TAB Q

From the Desk of

**ED HASTEY**  
State Director, California



To: Ann Devlin  
From: Ed Haste  
Subject: Fort Irwin Draft Cooperative Agreement

Last week, I received a copy of a draft Cooperative Agreement that is being developed for the Mojave Desert Ecosystem by the National Training Center at Fort Irwin. The Agreement -- entitled the Mojave Desert Ecosystem Management Program Agreement -- is intended to establish "a policy of coordination and cooperation between DOD and DOI on Mojave Desert activities..." to be signed by the Secretaries of the Department of the Defense and the Department of the Interior.

While much of the Agreement describes some of the present active involvement of DOD in the planning and management of the Mojave Desert, I feel the Agreement establishes a new precedent that is inconsistent with California's approach for dealing with these types of planning efforts and is unnecessary. It could also be interpreted by local interests as a "Club Fed" approach; one that dictates policy rather than developing it on a consensual basis.

Instead, I would recommend the following actions:

- 1). DOD should sign the California Agreement on Biological Diversity. In September 1991, the California BLM signed the *California Agreement on Biological Diversity* with 26 other Federal and State agencies and local governmental representatives. The Agreement created an Executive Council on Biological Diversity and established a framework by which State and Federal resource managers, local governments, and the public could discuss and establish collaborative conservation planning and management programs on a bioregional or local scale. Today, there are dozens of these programs underway across the State, including the West Mojave Coordinated Ecosystem Management Plan in the California Desert. The Department of Defense should sign the Agreement and become a member of the California Executive Council.
- 2). Military Base Commanders should sign local ecosystem management agreements and actively participate in local planning efforts. In the past, we have used local agreements to spell out the roles and responsibilities of those parties involved in our local planning efforts. For our West Mojave Coordinated Ecosystem Management Planning effort we have developed such an agreement and it has been signed by a number of Federal, State, county and municipal participants. I would strongly recommend that those bases affected by the plan, such as Fort Irwin, China Lake Naval Weapons Center, Edwards Air Force Base, and Twenty-nine Palms Marine Corps Base who are already heavily involved in this effort, formally sign the agreement. We have initiated similar efforts in the Northern, Eastern, and the Western Colorado Desert and would propose similar agreements for these efforts as well.

Together, the California Biodiversity Agreement and the more localized, cooperative planning agreements provide the tools necessary to assure broader and more effective participation on the part of DOD, tailored to the needs of the region.

E

Bureau of Land Management, U.S. Department of the Interior  
2800 Cottage Way, Sacramento, CA 95825 (916) 978-4743  
Fax (916) 978-4430

The Honorable Sherri Wasserman Goodman:

Regarding Mr. Hastey's note on the Mojave Desert Ecosystem Management Plan Initiative. I spoke with Ed Hastey yesterday and learned some interesting information.

- 1) Ed learned of the MDEMP from memo he was provided by a friend of Ms. McGinty.
- 2) Ed prefers to have a "local level initiative" because that empowers his agency to continue to influence decisions affecting California. The Navy's withdrawal language in S.21 is with BLM oversight. That means that an Engle Act withdrawal for military purposes has joint management responsibility given by Congress to both DOD and DOI regarding the use of the Naval Weapons Center at China Lake. This, in itself, is an unprecedented withdrawal. The Navy and BLM like it because: a) the Navy finally gets some kind of withdrawal after trying for 15 years; and b) BLM retains oversight authority on Navy lands. This has been a frustrating process for the Navy.
- 3) DOD is likely to agree to sign the California Agreement on Biological Diversity, but why was it only presented to DOD in 1994? It was a good plan that unfortunately excluded DOD. It is not better than the MDEMP because it focuses on Bio-diversity, a management tool that we've moved beyond a year ago. It was a step along the way towards ecosystem management, but it is behind us now.
- 4) California BLM historically fought desperately to stop the Desert Protection Act. Ed Hastey was lectured by a DOI Deputy in March of 1993 concerning his reluctance to support the bill and sent back to California to decide how he could support it. The reason is fairly evident... BLM lands would be managed by the NPS in the after-condition. When the Army said it needed more land for Fort Irwin, Ed made a move and became federal Lead Agent for the Army project (knowing that he might be able to stall the effort long enough for DOD to loose interest). The competition I have referred to includes these kinds of issues. Local word in BLM is that Ed has said he will retire after the Desert Protection Act passes in protest.
- 5) I believe that Ed does not want the MDEMP Cooperative Agreement for shortsighted reasons. He told me that crossing state lines would make such a plan nearly impossible. Nevada is far more progressive than he might suspect. I believe that Nevada and Utah will willingly join the MDEMP. As one indication, the Commander at Nellis AFB, MG Griffith is excited about helping with the MDEMP, and being asked to participate.

None of these issues are overwhelming, they just need attention. I believe that DOD is poised to provide the right measure of leadership and communication skills that will enhance what BLM has already accomplished in the Mojave. The MDEMP enables DOD and DOI to do it together.

My opinion is that the public is ready and capable of supporting an ecosystem management initiative in the Mojave Desert. The plan must have the official agreement of the two Secretaries (DOD and DOI) if it is to be the ecosystem management vehicle we hope it to be. Much of southern California is ready for a better way to resolve conflict, while avoiding costly, duplicative research and management studies. The MDEMP is designed to do both well.

  
LTC DAVE SCHNABEL

**TAB R**

AFZJ-DPW

MEMORANDUM THRU Garrison Commander

FOR Protocol

SUBJECT: The Honorable Sherri Wasserman Goodman, DUSD (ES) Visit

1. Request that your office issue invitations to the following guests in support of the Official visit by the Honorable Sherri Wasserman Goodman, Deputy Under Secretary of Defense for Environmental Security, 28 March 1994 at the Headquarters Conference Room, from 1400 hours through 1700.

U.S. FISH AND WILDLIFE SERVICE

Craig Faanes, Field Supervisor	805-644-1766
Ray Bransfield	same phone number
Kirt Walen	same as above

BUREAU OF LAND MANAGEMENT

Henri Bisson, California Desert District Manager	714-697-5204
Karla Swanson, Barstow Area Office Manager	619-256-2591
Mike DeKeyrel	619-256-3591/2729

DESERT CITIZENS AGAINST POLLUTION

Jane Williams	805-256-2101
---------------	--------------

CALIFORNIA FISH & GAME

Fred A. Worthley Jr.	213-590-5113
----------------------	--------------

NASA

Jay Curtright, Goldstone DSCC Manager	255-8222/8050
Ben Gaudian	255-8222/8218
Dora Huff	818-354-6315

MOJAVE DESERT AIR QUALITY MANAGEMENT DISTRICT

Alex Guilin, Deputy Air Pollution Control Officer	619-245-1661
---	--------------

FZJ-DPW

SUBJECT: The Honorable Sherri Wasserman Goodman, DUSD(ES) Visit

DEATH VALLEY NATIONAL MONUMENTEd Rothfuss, Superintendant  
Jeff Ardahl619-786-3243  
same numberSIERRA CLUBCarol Sebastian, Chair, San Gorgonio Chapter  
Patriac Kelly  
Sharon Cordaro  
Lewis Trout909-867-4321  
909 272 1961  
909 684 7887  
386 5290SAN BERNARDINO COUNTY

Jim Monger, Director of Airports

909-387-2877

CALIFORNIA EDISON

Jim Warren, Regional Manager (also Barstow City Council member)

252-6451

CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARDJay Cass  
Hisam Baquai241-6583  
same numberUS ARMY CORPS OF ENGINEERS LOS ANGELES DISTRICT

Ruth Villalobos

213-894-5413

Dr. Dave Morafka

310-516-3407

CITIZENS FOR EAST MOJAVE NATIONAL PARK

Peter Burk

619-256-9561

NAVAL AIR WEAPONS STATION, CHINA LAKE

805-989-7113

MCLBEDWARDS AIR FORCE BASE

AFZJ-DPW

SUBJECT: The Honorable Sherri Wasserman Goodman, DUSD(ES) Visit

MARINE CORPS GROUND AIR COMBAT CENTER, TWENTYNINE PALMSNELLIS AIR FORCE BASE

DAVID E. SCHNABEL  
LTC, EN  
Director of Public Works

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Updated 31 March 1994

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COL May  
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**NOTE:**

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FAX 213-894-6411

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Lewis Trout  
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Fort Irwin, CA 92310-0427

619-386-5290  
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Mr. Colangelo  
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Los Angeles, CA 90053-2325

**NOTE:**

Corrections and changes should be forwarded to LTC Schnabel (619) 386-3433 or Mr. Lewis Trout (619)396-5290 at the National Training Center.

**NTC LAND ACQUISITION/AGENCY  
ADDRESS/PHONE/FAX LIST**

**CORPS OF ENGINEERS SACRAMENTO DISTRICT**

COL John N. Reese 916-557-7490  
1325 J Street  
Sacramento, CA 95814-2922

**CA DEPARTMENT OF FISH AND GAME**

Fred A. Worthley, Jr., Regional Manager 213-590-5113  
Region 5 213-590-5193  
330 Golden Shore, Suite 50  
Long Beach, CA 90802

Frank Hoover 714-597-8235  
4775 Bird Farm Road FAX 714-597-0067  
Chino, CA 91709

**CALIFORNIA FISH AND GAME COMMISSION**

1416 Ninth Street 916-653-7664  
Box 944209 FAX 916-653-1856  
Sacramento, CA 94244-2090

**KEEPER OF THE NATIONAL REGISTER**

Carol Shull  
US National Park Service  
Suite 6111, 1100 "L" Street NW  
Washington, D.C. 20005

Jan Townsend, National Register Archaeologist 202-343-9541  
National Park Service FAX 202-343-1836  
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Washington, D.C. 20013-7127

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**NTC LAND ACQUISITION/AGENCY  
ADDRESS/PHONE/FAX LIST**

**STATE OFFICE OF HISTORIC PRESERVATION**

Sherylin Widell, SHPO 916-653-6624  
P.O. Box 942896  
1416 9th Street, Room 1442-9  
Sacramento, CA 95814

Hans Kreutzberg, Project Review 916-445-8006  
P.O. Box 942895 FAX 916-322-6377  
Sacramento, CA 94296-0001

**DEPARTMENT OF THE NAVY**

Ms. Robert Pirrie, ASN Installations & Facilities 703-602-2239  
Mr. Frederick Sterns, DASN Installations & Facilities DSN 332-2239  
2211 Jefferson Davis Hwy FAX 703-602-2145  
Room 218 Crystal Plaza No. 5 DSN FAX 332-2145  
Washington, D.C. 20360-5100

**CHINA LAKE NAVAL AIR WEAPONS STATION 619-939-9011**

RADM Dana B. McKinney 619-939-2201  
Commander NAWCWD, (Bldg 1) DSN 437-2201  
China Lake, CA 93555-6001 FAX 805-989-2903  
Also can be reached at the following 805-989-7113 FAX 805-989-8829

CAPT Roger Hall  
Vice Commander, NAWCWD 619-939-2299  
Code 01 (Bldg 1) DSN 437-2299  
China Lake, CA 93555-6001 FAX 619-939-2903

CAPT Charles Stevenson, Commanding Officer 619-939-2211  
Code C-08 (Bldg 1) DSN 437-2211  
China Lake, CA 93555-6001 FAX 619-939-2056

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China Lake, CA 93555-6001

619-927-1524  
DSN 437-2864/2790/2858  
FAX 619-939-2980

Beverly J. Kohfield

619-927-1516  
DSN 469-1516

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China Lake, CA 93555

619-939-1815/1839

**CONTRACTORS**

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**ENVIRONMENTAL GROUPS:**

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Citizens for East Mojave National Park  
P.O. Box 106  
Barstow, CA 92312

619-256-9561

**SIERRA CLUB**

Sherman Lewis, Chair  
2787 Hillcrest  
Hayward, CA 94542

415-538-3692

Elden Hughes, Desert Committee Chair  
14045 Honeysuckle Lane  
Whittier, CA 90604

310-941-5306  
FAX 310-941-5306

**NOTE:**

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TAB S

# Overview of California Desert

- **25 million acres**
  
- **Ownership**
  - **12.5 m acres BLM**
  - **2.5 m acres NPS**
  - **3.1 m acres Military**
  - **6.4 m acres private**
  
- **FLPMA 1976 (PL 94-579)**
  - **Section 601 (b) Purpose**
  
  - **Section 601 (d) Mandate for comprehensive land use plan**
  
  - **Section 601 (h) DOD to manage consistent with 601**

# Federal Land Policy Management Act

## - Section 601 (b) Purpose

"... provide for the immediate and future protection and administration of the public lands in the California desert within the framework of a program of multiple use and sustained yield, and the maintenance of environmental quality."

## - Section 601 (d) Mandate for comprehensive land use plan

"... shall prepare and implement a comprehensive, long-range plan for management, use, development, and protection of the public lands within the California Desert Conservation Area."

# **Federal Land Policy Management Act**

- **Section 601 (h) DOD to manage consistent with 601**

**"The Secretary of Agriculture and the Secretary of Defense shall manage lands within their respective jurisdictions located in or adjacent to the California Desert Conservation Area, in accordance with the laws relating to such lands and wherever practicable, in a manner consonant with the purpose of this section. The Secretary, the Secretary of Agriculture, and the Secretary of Defense are authorized and directed to consult among themselves and take cooperative actions to carry out the provisions of this subsection..."**



# ● Desert Conservation Plan

- **Bioregional**
- **Secretary Andrus approved - 1980**
- **Multi-interest Adv. Council**
- **Major public involvement**
- **State, county & Federal agencies**
- **Indian Tribes participation**

# Plan Classes and Elements

## Classes

- **Controlled**
- **Limited**
- **Moderate**
- **Intensive**

## Elements

- **Cultural Res.**
- **Native Amer Values**
- **W. Horses & Burros**
- **Land Tenure Adjust.**
- **Livestock Grazing**
- **Geology, Energy  
& Minerals**
- **Wildlife**
- **Vegetation**
- **Wilderness**
- **Vehicle Acc.**
- **Recreation**
- **Utility  
Corridors**

# ● Special Designations

- **90 ACECs - 1.0 m acres**
- **137 WSAs - 6.3 m acres**
- **National Scenic Areas**
  - **East Mojave**
  - **Santa Rosa**
- **National Natural Landmarks**
- **Desert Tortoise Natural Area**
- **Coachella Valley Fringe-toed Lizard Preserve**

## **Desert Plan Amendment Process**

- **Dynamic plan with public involvement**
- **Review by District Advisory Council**
- **Plan amendments based on:**
  - **New information & data**
  - **Changing circumstances**
  - **Emerging needs & problems**
- **Site specific management plans**
  - **E. Mojave & Santa Rosa NSAs**
  - **Habitat Mgmt. Plans**
  - **ACEC's**
  - **OHV Open Areas**

# **Statewide Biodiversity Agreement**

- **Signed by 20 Federal/State agencies**
- **8 County Associations of Supervisors**
- **Balance biodiversity & development**
- **Executive Council Sessions**
- **Active local bioregional groups**
- **Local groups assess & plan**

## **Ecosystem Based Plans**

- **Multi-species/Habitat**
- **Multi-jurisdictional**
- **Plans cover all S. California**
- **West Mojave CMP**
- **N. & E. Colorado Desert CMP**
- **Eastern Mojave Desert CMP**
- **Western Colorado Desert CMP**
- **South Coast Mgmt Area**
- **Peninsular Bighorn Sheep Plan**
- **Coachella Valley Habitat Plan**

# West Mojave CMP

- **9.4 million acres**
  - **3.3 m ac. BLM** - **2.7 m ac. military**
  - **3.0 m ac. private** - **0.3 m ac. NPS**
  - **0.1 m ac. State**
  
- **Participants**
  - **11 Towns; 3 Counties; 4 State agencies**
  - **7 Fed. agencies; Water/Conser. Dist.**
  
- **Objectives**
  - **Maintain biodiversity**
  - **Recovery of tortoise/other listed species**
  - **Provide for uses/community expansion**
  - **Streamline state and federal permitting**
  
- **23 federal/state listed species**
  
- **111 special status species**

# **N. & E. Colorado Desert CMP**

- **Colorado Desert & southern edge of Mojave Bioregions**
  
- **5.5 million acres**
  - **3.8 m ac. BLM**
  - **.92 m ac. private**
  - **.38 m ac. military**
  - **.26 m ac. NPS**
  - **.14 m ac. state**
  
- **Participants**
  - **Joshua Tree NM**
  - **FWS, and Calif. Fish & Game**
  - **Marine Corps Air Station, Yuma  
(Chocolate Mtns. Gunnery Range)**
  
- **Objectives**
  - **Recovery of tortoise**
  - **Maintain biodiversity**
  - **Streamline consultations**
  - **Provide for appropriate uses**
  - **25 special status species**



# **Eastern Mojave Desert CMP**

- **Mojave bioregion**
- **BLM lead with state and federal agencies**
- **Area mostly BLM with private checkerboard**
- **Part of recovery unit is in Nevada**
- **Objectives**
  - **Recovery of tortoise**
  - **Provide for special status species**
  - **Streamline consultations**
  - **Provide for other uses**

# Western Colorado Desert CMP

- **Colorado Desert Bioregion**
- **Area**
  - **45% BLM**
  - **45% private**
  - **8% military**
  - **2% FWS & other**
- **Cooperators**
  - **Anza-Borrego State Park**
  - **BLM - Arizona**
  - **Navy**
  - **F&WS**
  - **Calif. F&G**
- **Objectives**
  - **Protect flat-tailed lizard**
  - **Provide for special status species**
  - **Streamline consultations**
  - **Provide for other uses**

# South Coast Mgmt Area

- **South Coast Bioregion**
- **Covers scattered BLM lands**
  - **129,000 ac. surface**
  - **167,000 ac. split estate**
- **Plan enables BLM to support NCCP**
  - **State of CA initiative**
  - **Priority for DOI**
  - **Focus on ecosystem mgmt.**
  - **Target - Coastal Sage Scrub (CSS)**
  - **BLM manages 15,000 ac. of CSS**
- **Biodiversity problems stem from LA and San Diego area development**
- **300 special status and some habitats at risk of dysfunction.**

# **Peninsular Bighorn Sheep Plan**

- **Colorado Desert Bioregion**
- **BLM lead; five agencies cooperating**
- **Recovery for bighorn proposed for listing**
- **Includes other special status species and sensitive habitats**
- **Conservation agreement could evolve**
- **Habitat loss, fragmentation, disease**

# **Coachella Valley Habitat Plan**

- **Colorado Desert Bioregion**
  - **80% private**
  - **15% BLM**
  - **5% Other**
  
- **Lead Agencies**
  - **Coachella Valley Assoc. of Govts.**
  - **Coachella Valley Mnts. Conservancy**
  
- **Cooperators**
  - **BLM, FS, NPS, TNC, Bldg. Industry Assoc., Sierra Club, Edison, Farm Bureau**
  
- **Objectives**
  - **Coordinate planning in Valley**
  - **Balance conservation/development**
  - **Resolve ESA issues & avoid listings**
  
- **Species/Habitats**
  - **6 listed species, 5 proposed, & 20 candidate species; 30 special status/sensitive species; 7 sensitive natural communities**

TAB T

# **MOJAVE ECOSYSTEM MANAGEMENT INITIATIVE LEAD AGENCY PLAN**

- 1. Los Angeles District Corps of Engineers  
Tentatively Assigned On-site Management**
- 2. Request FY94 DOD Legacy Program Funding  
(estimated at \$5-6M total over about 5 years)**
- 3. Establish Office in the Mojave Region (target  
date of 1 June 1994)**
- 4. Establish Dialogue with other Federal Land  
Holders in Region**

# **MOJAVE ECOSYSTEM MANAGEMENT INITIATIVE LEAD AGENCY PLAN (cont.)**

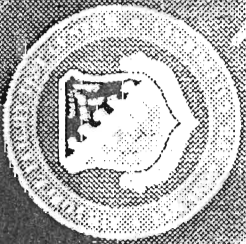
- 5. Establish and Initiate Planning, Coordination and Scoping Process to Include all Land Holders and Interest Groups**
- 6. Develop Conceptual Plan to Start the Initiative**
- 7. Determine Baseline and Existing Conditions**
- 8. Determine Vision of Future Conditions and Requirements**
- 9. Developed Coordinated Ecosystem Management Strategy and Plan**



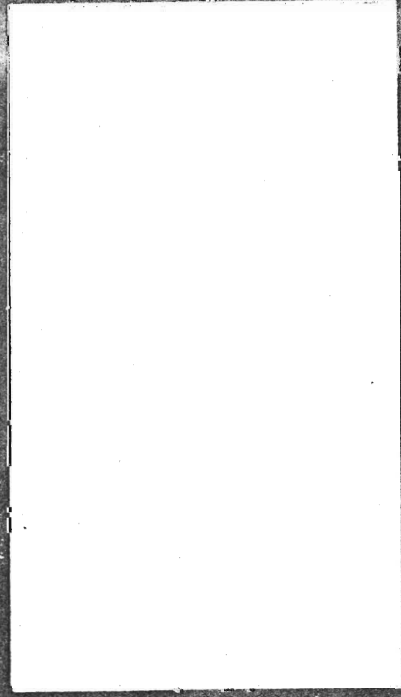
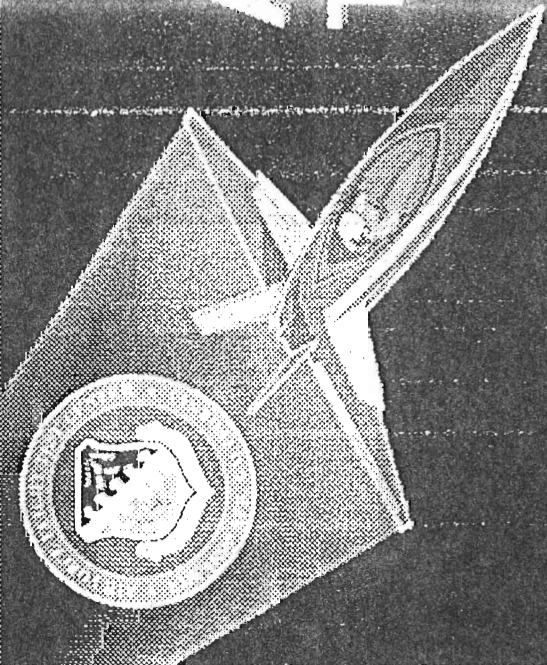
# **MOJAVE ECOSYSTEM MANAGEMENT INITIATIVE LEAD AGENCY PLAN (cont.)**

- 10. Provide Oversight and Guidance on Implementation of Plan**
- 11. During Execution of the Mojave Ecosystem Management Initiative, the Army Lead Office will:**
  - a. Lead Development of Interagency Budget Requests**
  - b. Provide Administrative Support regarding this Initiative to the Federal Agency Task Force and coordinate all Reports, Plans or other Requests**
  - c. Serve as the Official Contact for Non-Federal Parties**

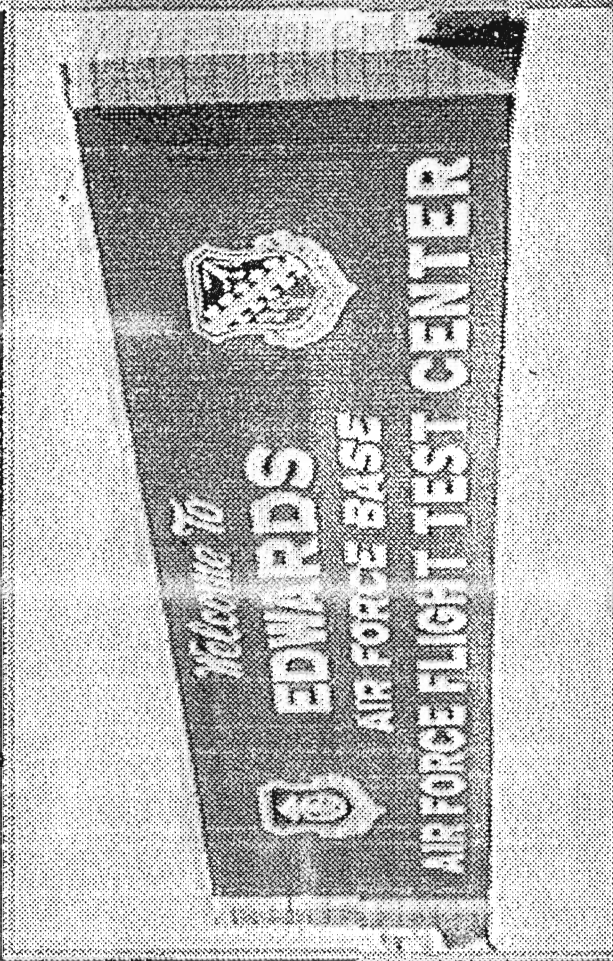
TAB U



# AFFTC... "WE TEST THE FUTURE"

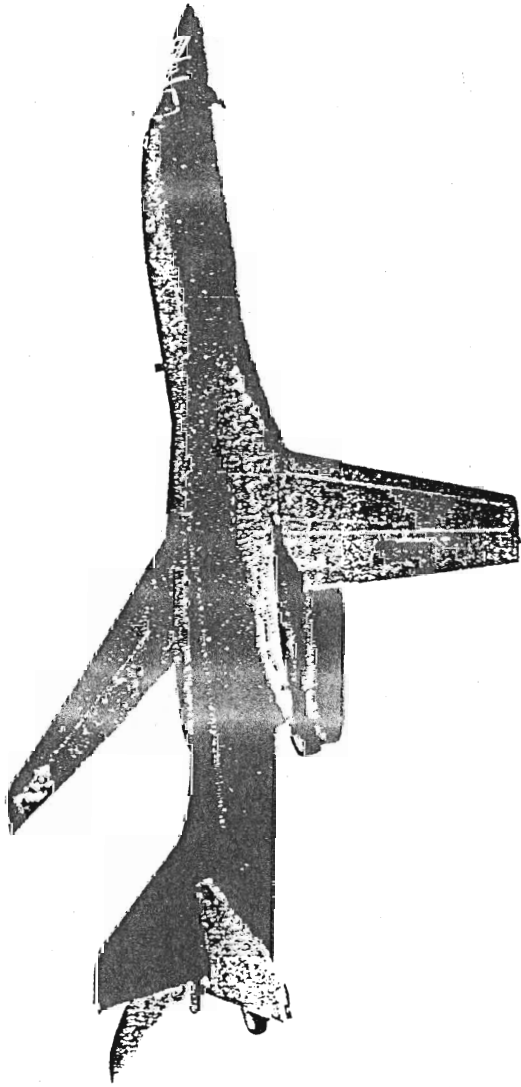


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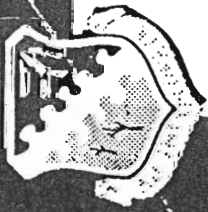


AF-202-112

AIR FORCE FLIGHT TEST CENTER / EDWARDS AFB, CALIFORNIA



FLYING IN  
S. U. A.

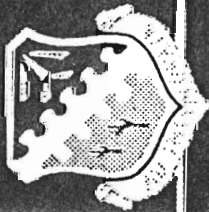


100-100000

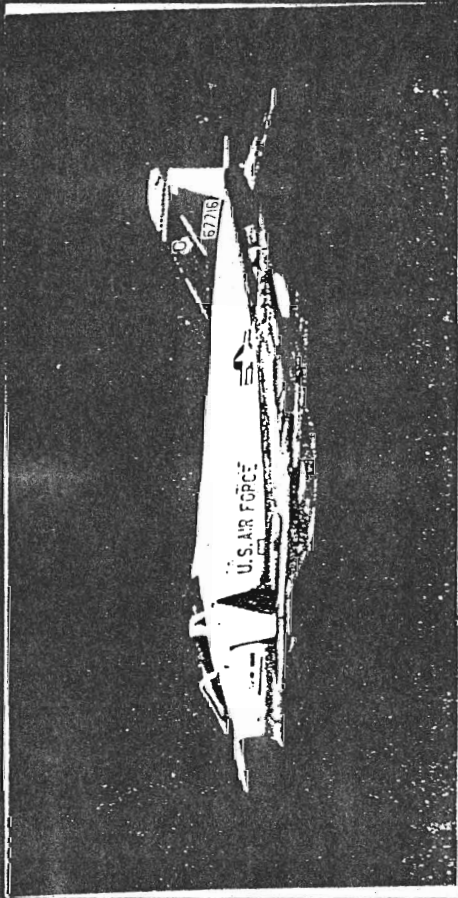


AIR FORCE FLIGHT TEST CENTER / EDWARDS AFB, CALIFORNIA

# WHAT IS S.U.A.?



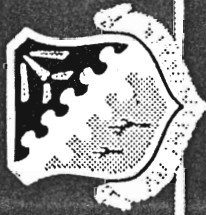
# SPECIAL USE AIRSPACE



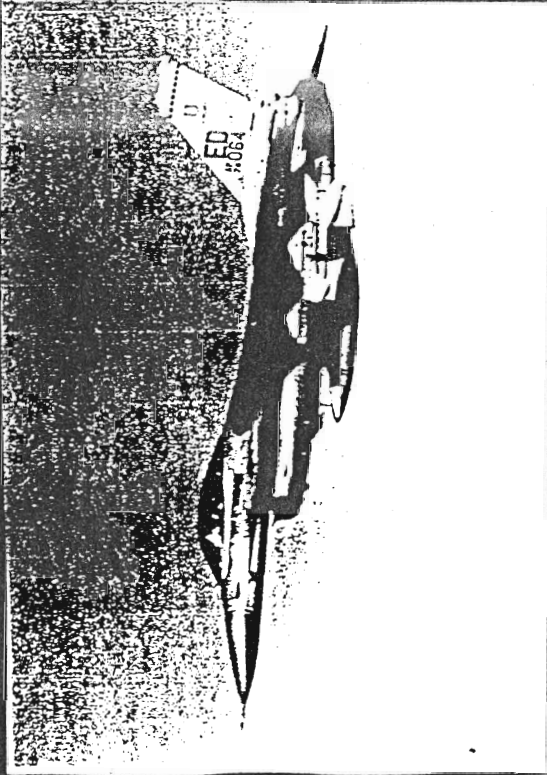
AIRSPACE OF DEFINED DIMENSIONS IDENTIFIED BY AN AREA ON THE SURFACE OF THE EARTH WHEREIN ACTIVITIES MUST BE CONFINED BECAUSE OF THEIR NATURE AND/OR WHEREIN LIMITATIONS MAY BE IMPOSED UPON AIRCRAFT OPERATIONS THAT ARE NOT PART OF THOSE ACTIVITIES

61231-002

AIR FORCE FLIGHT TEST CENTER / EDWARDS AFB, CALIFORNIA



# TYPES OF S.U.A.



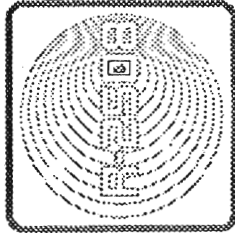
- ALERT AREA
- CONTROLLED FIRING AREA
- PROHIBITED AREA
- WARNING AREA
- RESTRICTED AREA
- MILITARY OPERATING AREA

01-11-000





N1443.011



*Management  
R-2508  
Restricted  
Area Complex*

N1443.011





**R-2508 COMPLEX  
JOINT POLICY  
AND PLANNING BOARD**

- **COMMANDERS**
  - AFFTC - EDWARDS AFB
  - NAWC - CHINA LAKE (POINT MUGU)
  - NTC - FORT IRWIN
- **PROVIDES GENERAL OFFICER / COMMANDER  
LEVEL GUIDANCE**



# R-2508 COMPLEX CONTROL BOARD (CCB)

- NAVAL AIR WARFARE CENTER - CHINA LAKE
- AF FLIGHT TEST CENTER - EDWARDS AFB
- ARMY NATIONAL TRAINING CENTER - FORT IRWIN
- AF PLANT #42 - PALMDALE
- FAA - HIGH DESERT TRACON

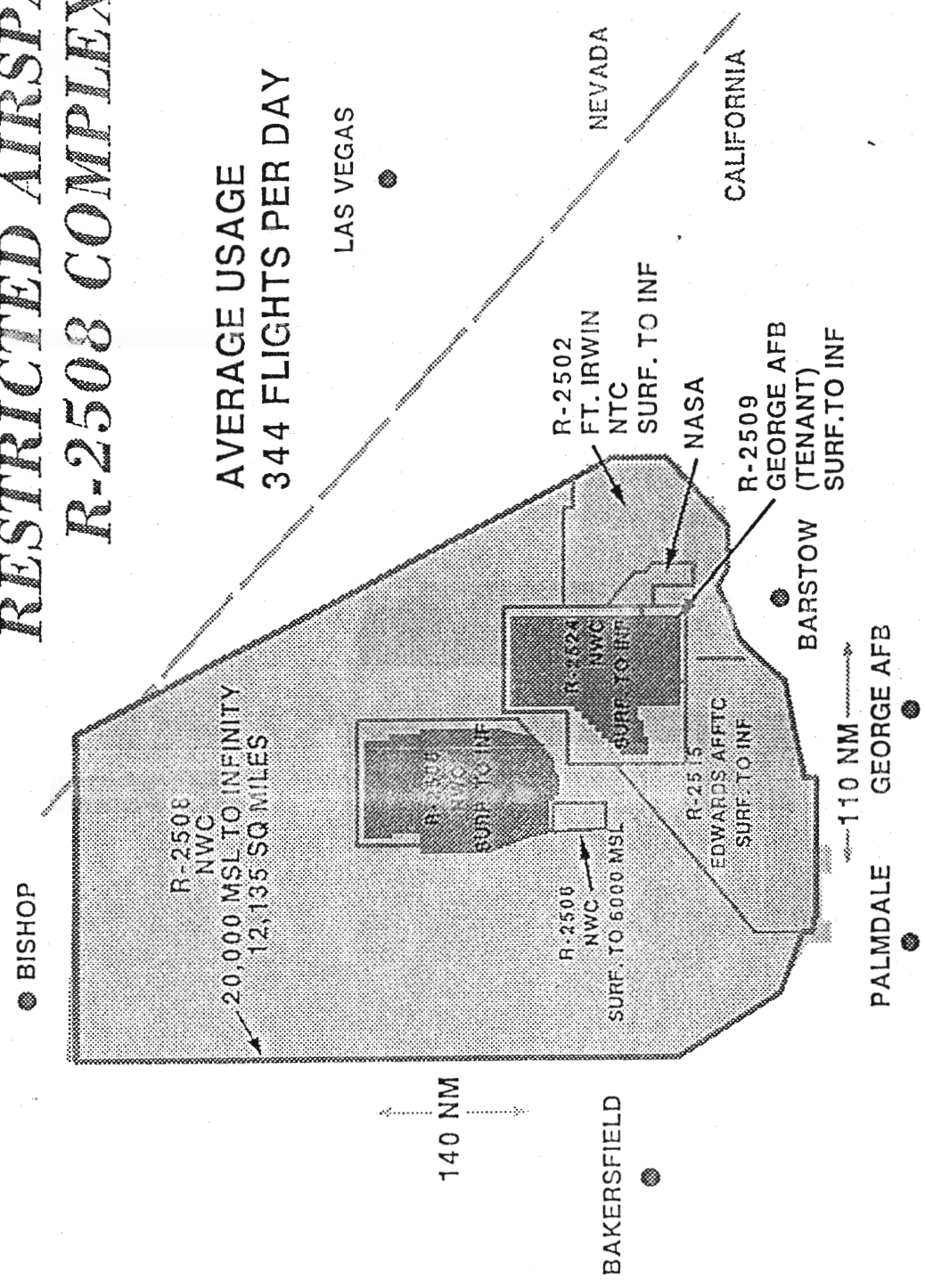
# CENTRAL COORDINATING FACILITY

- A MILITARY OFFICE ESTABLISHED BY THE JPPB TO COORDINATE ON A SCHEDULED AND REAL-TIME BASIS, THE AIRSPACE UTILIZATION AND MISSION REQUIREMENTS OF ALL MILITARY AND CIVIL USERS OF THE R-2508 COMPLEX WHENEVER THE COMPLEX IS ACTIVATED

A3067.009

# RESTRICTED AIRSPACE R-2508 COMPLEX

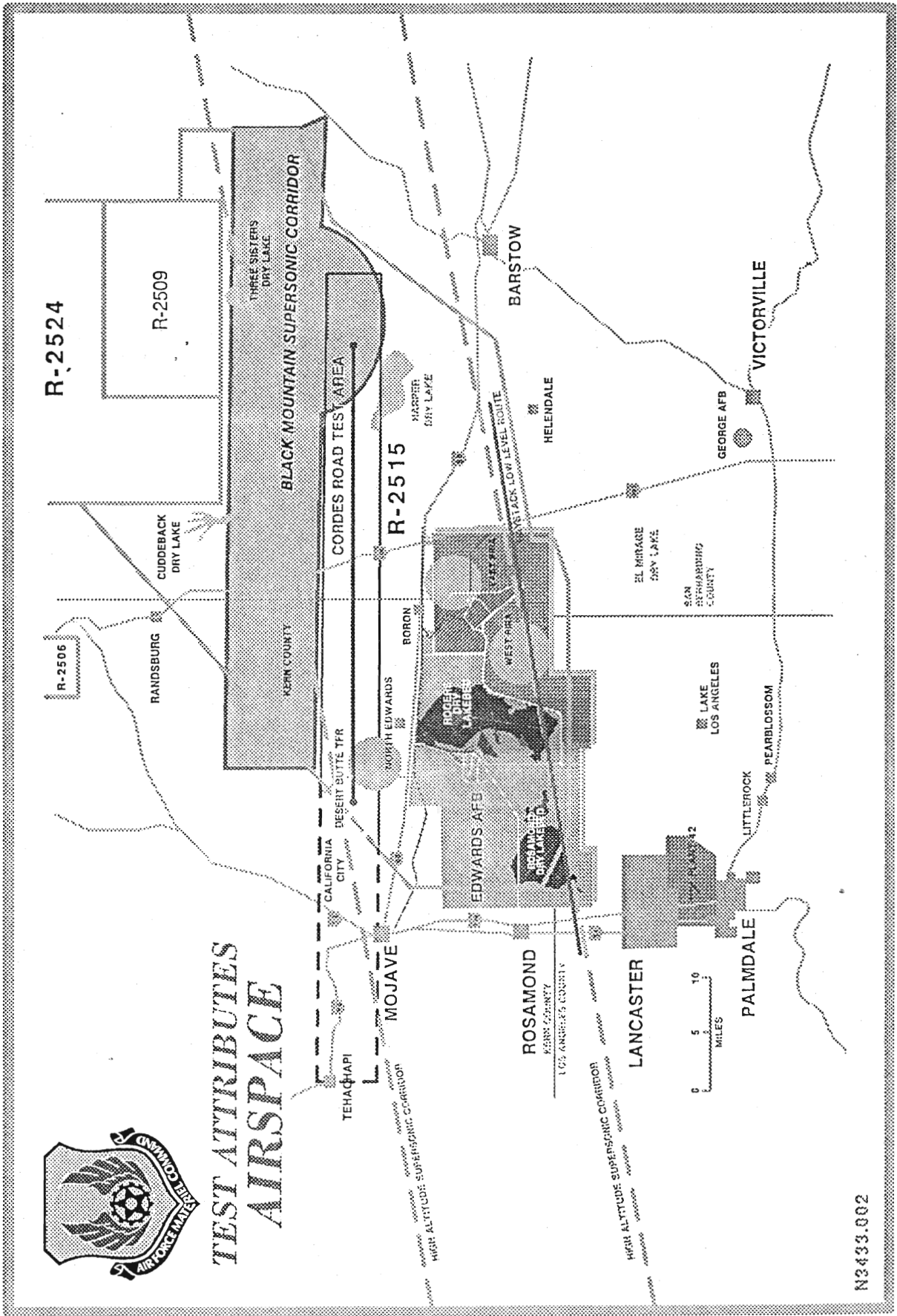
AVERAGE USAGE  
344 FLIGHTS PER DAY



A3067.009



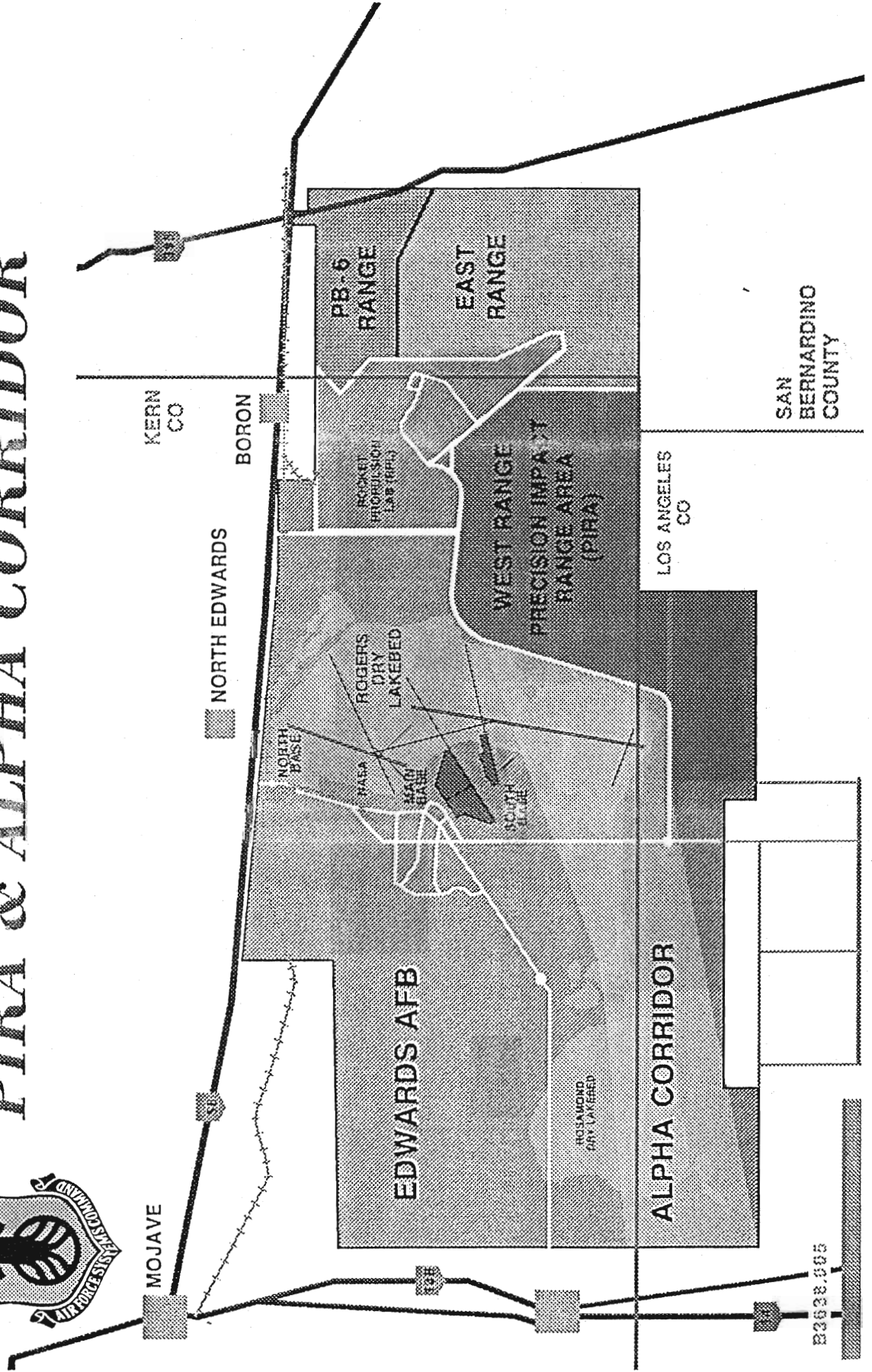
# TEST ATTRIBUTES AIRSPACE



B3638.005



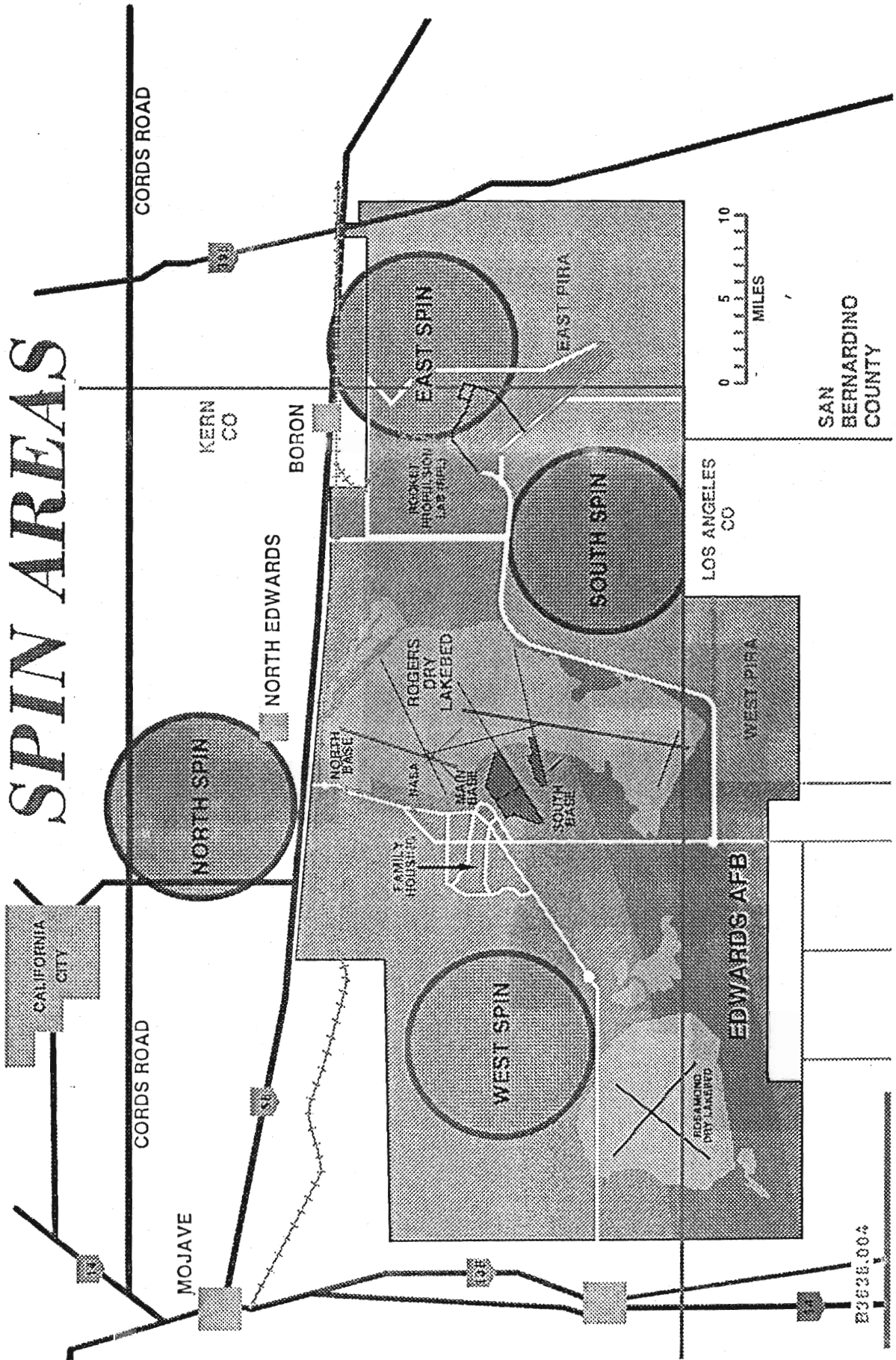
# PIRA & ALPHA CORRIDOR



B3638.005

D3638.004

# SPIN AREAS

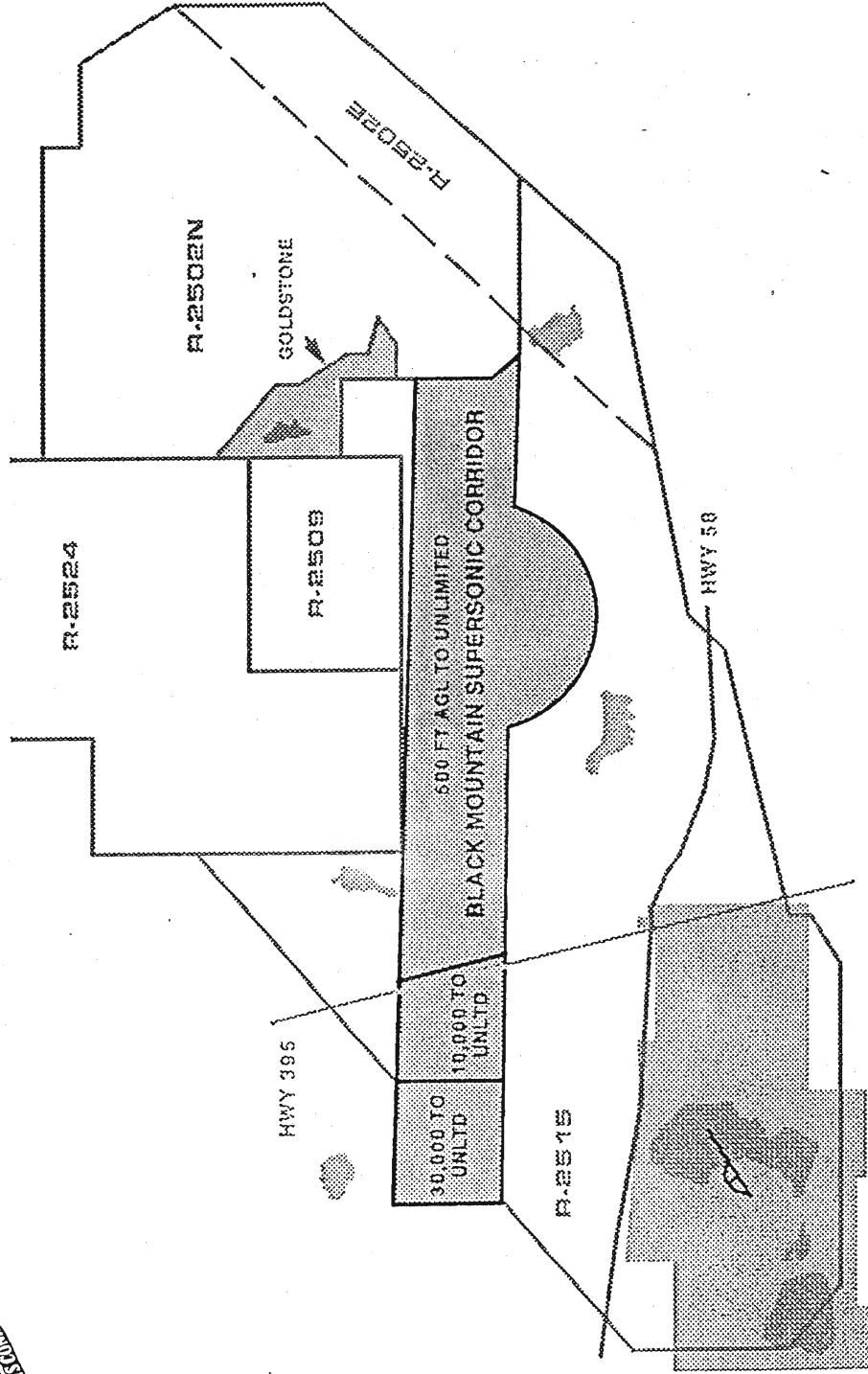


D3638.004





# BLACK MOUNTAIN SUPERSONIC CORRIDOR





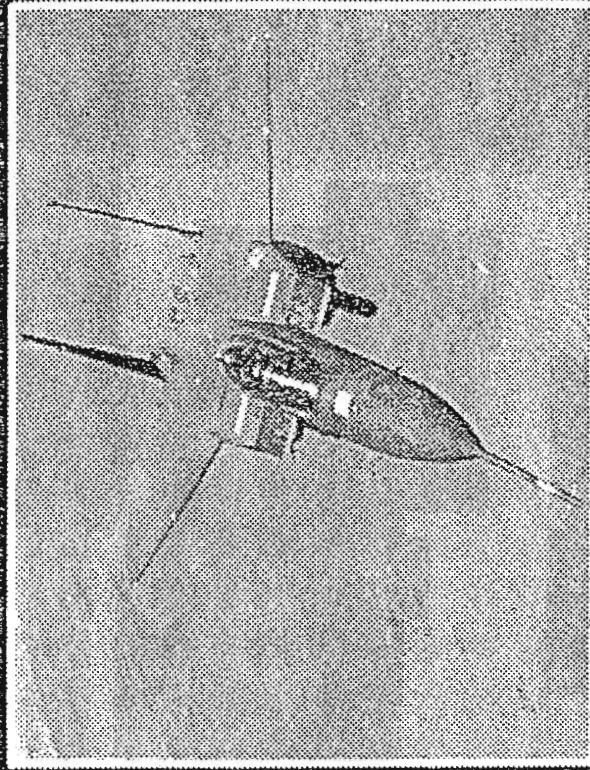




AIR FORCE SYSTEMS COMMAND / AIR FORCE FLIGHT TEST CENTER

# LOW LEVEL OPERATIONS

- CONSTRAINTS
- POPULATED AREAS
- AIRPORTS
- SEQUOIA, KINGS CANYON, DEATH VALLEY, JOHN MUIR, AND DOMELAND
- GENERAL AVIATION FLYWAYS

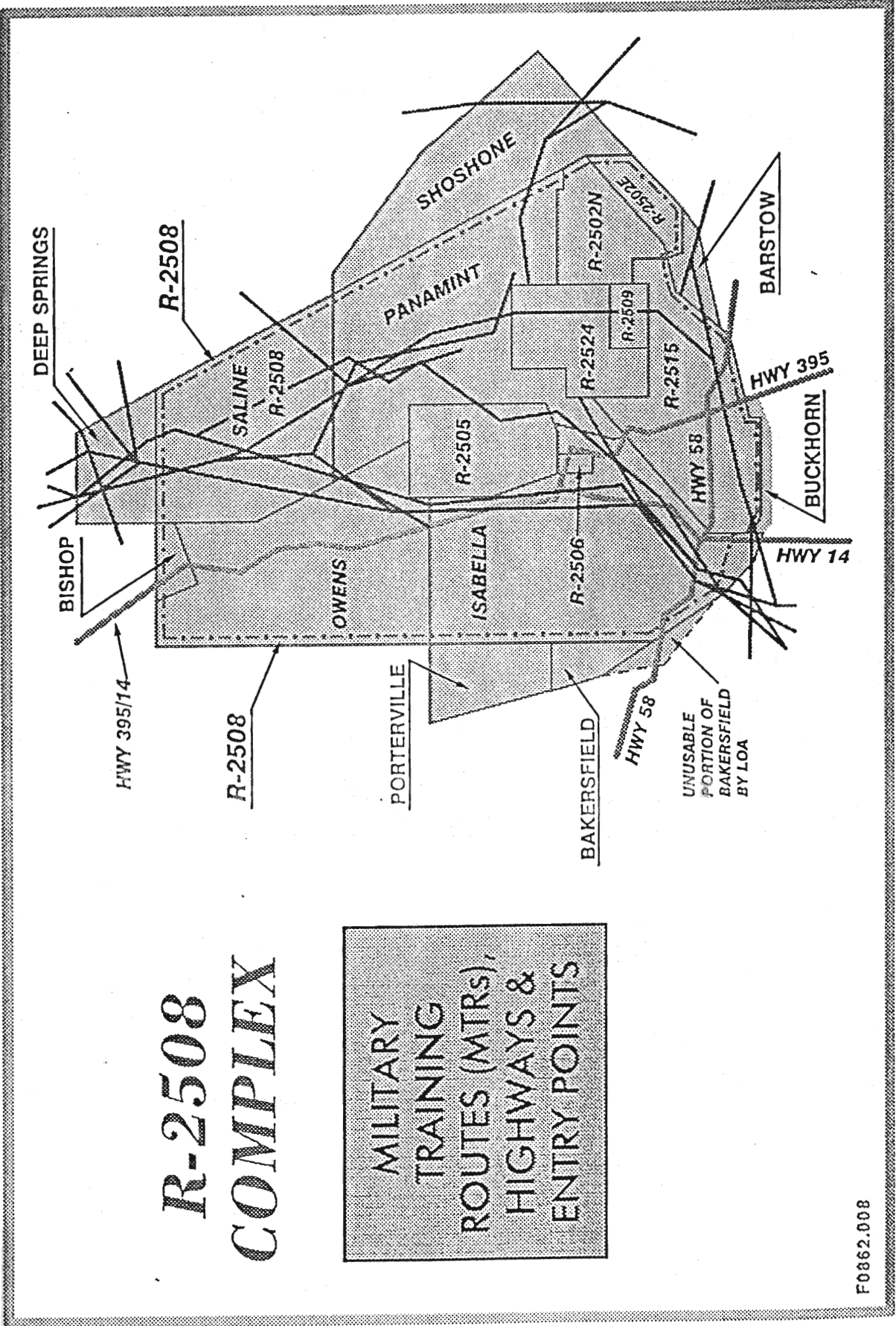


LEGISLATIVE CONCERNS  
LOW LEVEL RESTRICTIONS







- NAVY/AIR FORCE GENERAL RULE
  - .. 3000 FEET AGL OVER PARKS & WILDERNESS AREAS
- FAA RULES
  - .. NONE
  - .. CHARTS RECOMMEND 2000 FEET MINIMUM OVER PARKS AND WILDERNESS
- R-2508 MILITARY OPERATING AREA RULES
  - .. 3000 AGL
    - ... DEATH VALLEY NAT'L MONUMENT
    - ... SEQUOIA/KINGS CANYON NAT'L PARKS
    - ... DOMELAND/JOHN MUIR WILDERNESS

# R-2508 COMPLEX

MILITARY  
TRAINING  
ROUTES (MTRs),  
HIGHWAYS &  
ENTRY POINTS



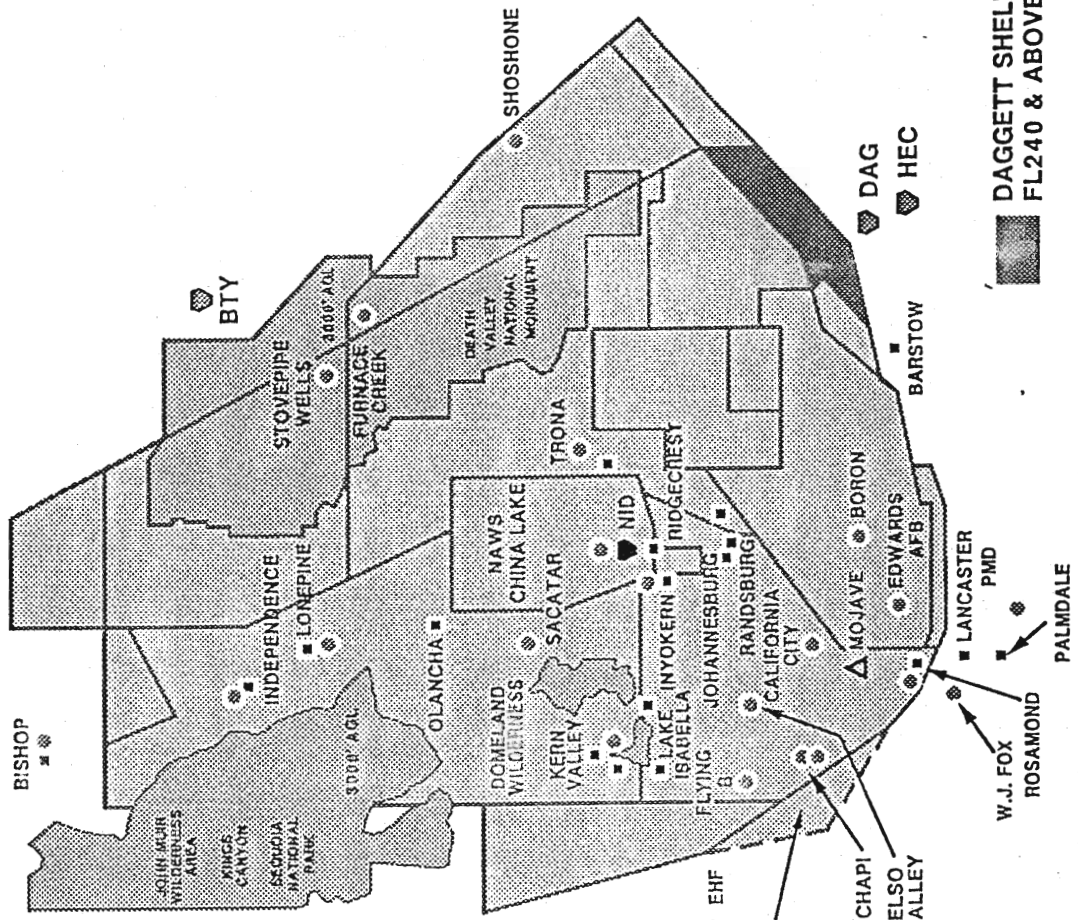


 COMMUNITIES -- AVOID LOW LEVEL FLIGHT  
 AIRPORTS -- AVOID OVERFLIGHT OF AIRPORTS 1500' AGL 3 MILES  
 MOJAVE AIRPORT -- AIRPORT TRAFFIC AREA 2000' AGL 5 MILES  
 RECREATIONAL AREAS -- MINIMUM ALT 3000' AGL  
 VORTAC  
 TACAN

# R-2508 COMPLEX

(COMMUNITIES,  
AIRPORTS,  
RECREATIONAL AREAS)

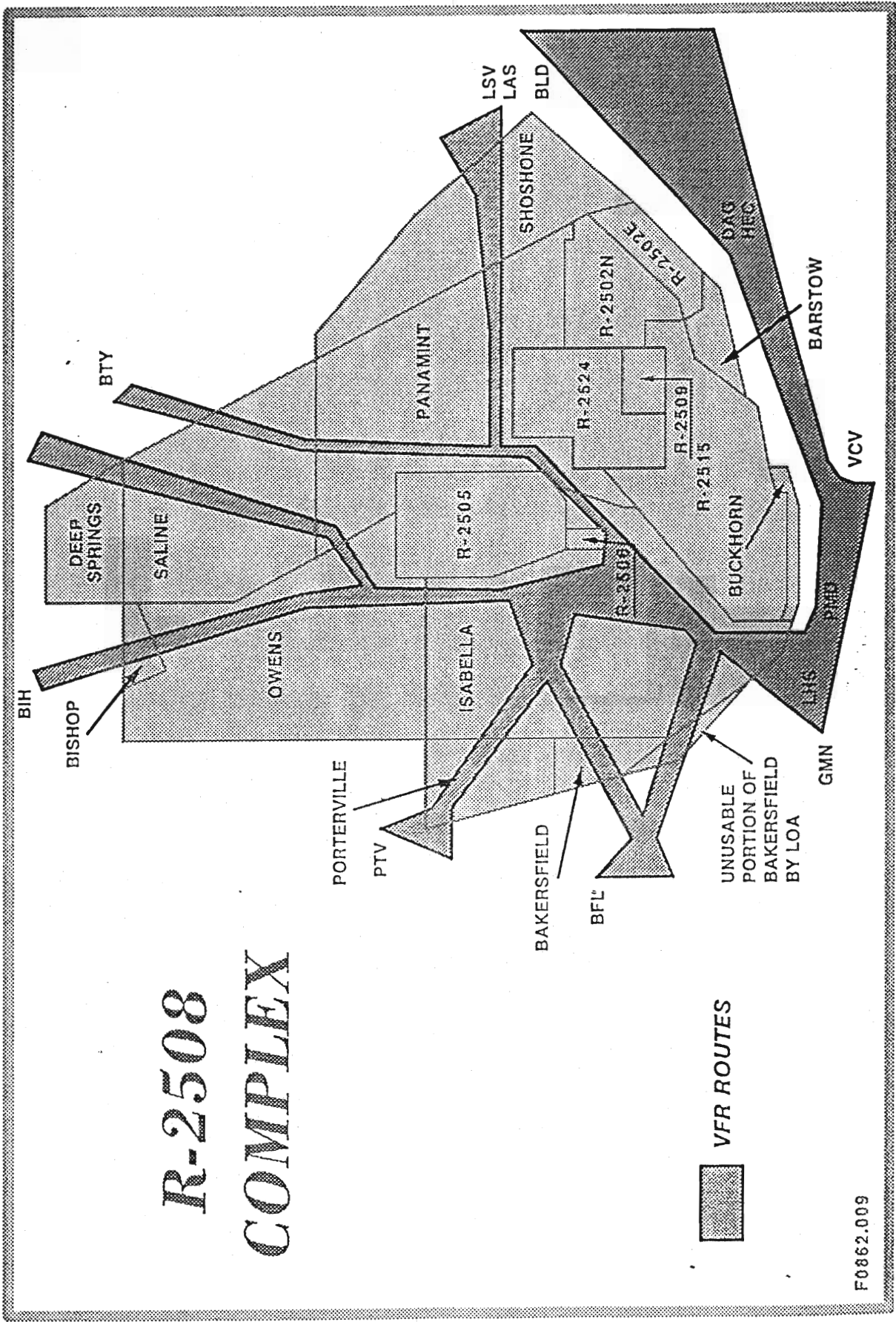
UNUSABLE  
PORTION OF  
BAKERSFIELD  
BY LDA



## LEGISLATIVE CONCERNS IMPACTS/CONSTRAINTS ON USE

- ALL FLIGHT ROUTES IN R-2508 WERE DEVELOPED TO SPECIFICALLY AVOID EXISTING NAT'L PARKS AND NAT'L MONUMENTS
- NO REMAINING AREAS WITHIN R-2508 COMPLEX WHERE THESE ROUTES CAN BE RELOCATED
- PRESSURES FOR PUBLIC USE OF MILITARY LAND COULD INCREASE AS LESS LAND IS AVAILABLE ELSEWHERE

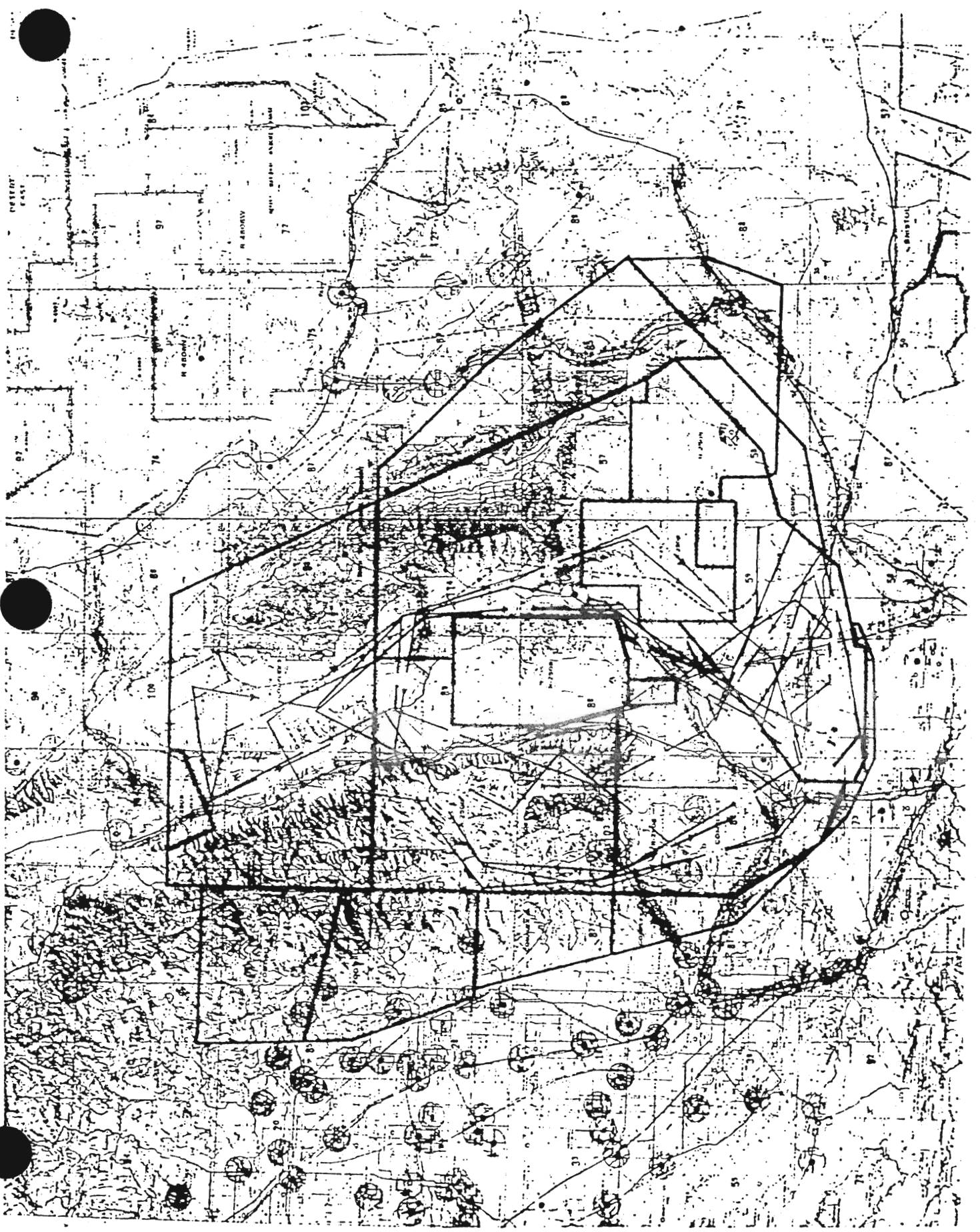
# R-2508 COMPLEX



LEGISLATIVE CONCERNS  
IMPACTS/CONSTRAINTS (CONT'D)

- LOW LEVEL FLIGHT AREAS IN R-2508 WOULD BE REDUCED TO MORE DENSELY POPULATED AREAS
- AREAS SUBJECTED TO INCREASED FREQUENCY OF OPERATION
- INCREASES IN NOISE AND DISCOMFORT TO RESIDENTIAL POPULATION
- CREATES HAZARDOUS FLIGHT CONDITIONS
- REDUCES EFFECTIVENESS OF TEST/TRAINING DUE TO FEWER OPPORTUNITIES
- INCREASE IN NOISE COMPLAINTS







LEGISLATIVE CONCERNS  
IMPACTS/CONSTRAINTS (CONT'D)

- LOW LEVEL SUPERSONIC FLIGHT AREAS
- BLACK MOUNTAIN SUPERSONIC AREA  
WITHIN R-2515  
IMPACTED BY TORTOISE RECOVERY PLAN  
IMPACTED BY WILDERNESS STUDY AREA
- PANAMINT VALLEY SUPERSONIC AREA  
WITHIN THE PANAMINT MOA  
IMPACTED BY DEATH VALLEY EXPANSION
- INCREASE IN NOISE COMPLAINTS

## LEGISLATIVE CONCERNS

- U.S. FISH AND WILDLIFE SERVICE DESERT TORTOISE RECOVERY TEAM
- CHARTER TO DEVELOP PLAN TO ENSURE THE SURVIVAL AND RECOVERY OF THE DESERT TORTOISE
- DRAFT PLAN RECOMMENDS 1,500 AGL FLIGHT RESTRICTION OVER PROTECTION ZONES

## LEGISLATIVE CONCERNS

PUBLIC LAW 100-91 (1987)

- DOT AND DOI STUDY TO ESTABLISH MINIMUM FLIGHT ALTITUDE OVER NAT'L PARKS & WILDERNESS
- COULD REPLACE CURRENT DOD SELF IMPOSED 3000 FOOT RULE. EXCEPT:
  - AIRPORT TRAFFIC PATTERN
  - MILITARY TRAINING ROUTE
  - MILITARY SPECIAL USE AIRSPACE
- COULD RESTRICT LOW LEVEL IN AREAS YET TO BE ESTABLISHED AS NAT'L PARKS OR WILDERNESS.

LEGISLATIVE CONCERNS  
CALIFORNIA DESERT PROTECTION ACT

- AFFECTS 78% OF CALIFORNIA DESERT PUBLIC LANDS
- CHANGES DEATH VALLEY NAT'L MONUMENT TO NATIONAL PARK AND INCREASES SIZE BY 1.3 MILLION ACRES
- CREATES WILDERNESS AREAS WITHIN RESTRICTED AIRSPACE OF NWC AND EDWARDS
- CREATES WILDERNESS AREAS WITHIN THE MILITARY OPERATING AREAS
- IMPACTS ALL EXISTING LOW-LEVEL MILITARY TRAINING ROUTES IN R-2508 & SOUTH.

# LEGISLATIVE CONCERNS

## POTENTIAL IMPACTS

- NEW TECHNOLOGY IS CONTINUALLY PROVIDING ENHANCED CAPABILITY TO FLY LOWER AND FASTER -- DAY AND NIGHT
  - .. LANTIRN
  - .. SUPERSONIC CRUISE
  
- REDUCING TRAINING AREA, ALTITUDE RESTRICTIONS OR ANY DIMINISHING OF USEABLE AREA
  - .. WILL HAVE SIGNIFICANT NEGATIVE CONSEQUENCES IN MEETING MISSION REQUIREMENTS





# LEGISLATIVE CONCERNS

## R-2508 COMPLEX

- AIRSPACE USED FOR:
  - .. RESEARCH AND DEVELOPMENT
  - .. TEST AND EVALUATION OF WEAPONS AND AIRCRAFT SYSTEMS
  - .. DEVELOPMENT OF OPERATIONAL TACTICS
  - .. OPERATIONAL TRAINING
  - .. READINESS OF AIRCREWS
  
- VITAL TO NATIONAL DEFENSE PREPAREDNESS
  
- PRESERVATION IS ESSENTIAL