#### I MINA'TRENTA NA LIHESLATURAN GUÅHAN 2010 (SECOND) REGULAR SESSION

Resolution No. 444 -30 (LS)

Introduced by:

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RELATIVE TO PRESENTING TO PRESIDENT BARACK OBAMA AND TO THE CONGRESS OF THE UNITED STATES, THE SENTIMENTS EXPRESSED BY THE PEOPLE OF GUAM RELATIVE TO THE FINAL ENVIRONMENTAL IMPACT STATEMENT (FEIS) **FOR** MILITARY BUILDUP IN GUAM, INCLUDING ENUMERATING THE FINDINGS OF I LIHESLATURAN GUÅHAN CONCERNING POORLY ADDRESSED AND UNRESOLVED ISSUES WHICH PROFFER SOLUTIONS THAT ARE NOT IN THE BEST INTERESTS OF THE UNITED STATES, INCLUDING GUAM; PROVIDING A LIST OF ESSENTIAL ELEMENTS THAT THE PEOPLE OF GUAM BELIEVE MUST BE FAVORABLY RESOLVED IN ORDER TO CONTINUE THE BUILDUP PROCESS; RESTATING GUAM'S AGENDA OF PRIORITY CONCERNS RELATIVE TO FEDERAL-TERRITORIAL ISSUES THAT MUST BE CONCURRENTLY ADDRESSED WITH THE BUILDUP; AND ASSERTING ADDITIONAL FINDINGS ON ACTIONABLE ITEMS RELATIVE TO THE FLAWED FEIS.

# BE IT RESOLVED BY I MINA' TRENTA NA LIHESLATURAN GUAHAN ON BEHALF OF THE PEOPLE OF GUAM:

WHEREAS, the overarching purpose for the military's proposed 1 expansion on Guam and into the CNMI, as expressed by the Department of 2 Defense (DoD), is "to locate United States (US) military forces to meet 3 4 international agreement and treaty requirements and to fulfill US national security policy requirements to provide mutual defense, deter aggression, and 5 6 dissuade coercion in the Western Pacific Region. The need for the proposed actions 7 is to meet the following criteria based on US policy, international agreements, and 8 treaties: Position US forces to defend the homeland including the US Pacific territories; Provide a location within a timely response range; Maintain regional 9 stability, peace and security; Maintain flexibility to respond to regional threats; 10 Provide a powerful US presence in the Pacific region; Increase aircraft carrier 11 12 presence in the Western Pacific; Defend US, Japan and other allies' interest; 13 Provide capabilities that enhance global mobility to meet contingencies around the 14 world; Have a strong local command and control structure"; and

WHEREAS, the military further justifies the need for the relocation and the selection of Guam and the CNMI in the following manner:

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"Five of the seven U.S. Mutual Defense Treaties are with countries in the Western Pacific: the Philippines, Australia/New Zealand (joint treaty), Korea, Japan, and Thailand...

U.S. treaty commitments with the other nations listed above also require a timely response to incidents and a consistent U.S. presence of force

as a deterrent in the Pacific region. The Pacific Fleet's Area of Responsibility (AOR) extends from the west coast of the contiguous U.S. to the eastern shore of Africa. The AOR includes the world's five largest foreign armed forces: People's Republic of China, Russia, India, North Korea and Korea. More than half of the world's population lives within the AOR. In addition, more than 80% of the population within the Fleet's AOR lives within 500 miles of the oceans and more than 70% of the world's natural disasters occur in this region.

When the Navy examined potential locations to support a greater carrier presence in the Pacific, it was mindful of the critical precept of the Integrated Global Presence and Basing Strategy to place visiting U.S. forces only where those U.S. forces are wanted and welcomed by the host government. Accordingly, because some countries within the region have indicated their hesitance and inability to host more U.S. forces on their lands, the U.S. military shifted its focus to basing on U.S. sovereign soil."; and

WHEREAS, I Liheslatura, on behalf of the people of Guam, was generally unopposed to the idea of the relocation provided that two conditions were assured: first, that the US federal government resolve important, long-standing federal-territorial issues, including self-determination, political status, war reparations, unreturned ancestral lands, the clean-up of military generated environmental hazards, and the investigation and treatment of serious health problems resulting from

- 1 exposure to said hazards; and second, that the US federal government
- 2 commit to funding, planning and managing this buildup in a fair and
- 3 proper manner, giving high regard to the concerns of the people of Guam,
- 4 especially as represented by the "host government," the government of
- 5 Guam; and
- 6 WHEREAS, in consideration of DoDs plans for the military
- 7 expansion in Guam, I Liheslatura adopted Resolution No. 15 (LS) on
- 8 February 27, 2009, detailing Guam's "Agenda of Priority Concerns,"
- 9 reflecting the aforementioned long-standing, federal-territorial issues; and
- 10 expressing the need for the federal government to adequately address the
- 11 following, more recent yet still unresolved federal-territorial issues:
- 12 (a) Removal of funding caps on Medicaid and public assistance
- programs mandated by the federal government;
- 14 **(b)**Reimbursement of all Earned Income Tax Credits paid or owed to
- Guam tax filers by the government of Guam, and the commitment
- to fund all future EITC payment obligations;
- 17 **(c)** Full reimbursement for impact costs of the Compacts of Free
- Association on Guam's government resources;
- 19 (d)Inclusion in the Supplemental Security Income program for the
- disabled, which applies to all fifty (50) states and the CNMI, but
- 21 *not* to Guam;

**(e)** Exemption from the Jones Act, which has an adverse impact on Guam's cost of living, and which applies fully *only* to Guam among all US insular areas; and

(f) Promoting growth in Guam's tourism based economy by authorizing a Guam-only Visa Waiver program for visitors, which should include those from the Philippines, Russia and the People's Republic of China on the list of approved countries for the Guam-CNMI Visa Waiver Program; and

WHEREAS, in preparation for this relocation of US troops and the massive expansion on Guam and into the CNMI, the United States Department of Defense (DoD) released on November 20, 2009 a "Draft Environmental Impact Statement/Overseas Environmental Impact Statement on the Guam and CNMI Military Relocation" (DEIS), which reflects the aforementioned policies on US national security and military alignment strategy; and

WHEREAS, in response to the proposals contained in the DEIS, over ten thousand comments were submitted to the military's Joint Guam Program Office (JGPO) reflecting strong criticisms, grave concerns, alternate proposals for planned actions, and in some instances, arguments for a "NO ACTION" alternative. The comments conveyed clear expectation that the buildup would be modified so that all people who live in Guam both inside and outside the base fences will benefit equally from this massive military expansion; in particular, the people of Guam expressed

overwhelming opposition to land condemnation, destruction of culturally/historically significant sites, prohibition/restriction of civilian access to culturally/historically significant sites, destruction of marine ecosystems, spread of existing radioactive contamination, adverse impacts to our environment, further strains on our resources, and the lack of commitment of mitigation funds for capital improvement, social infrastructure, human resource development, and combating invasive species; and

WHEREAS, in response to the proposals contained in the DEIS, *I Liheslatura* unanimously adopted Resolution No. 275-30 (LS) on February 11, 2010, which concluded that the DEIS was "grossly flawed"; re-stated Guam's unsettled federal-territorial issues pending resolution by the federal government; detailed the aforementioned buildup issues receiving overwhelming opposition by the people of Guam; and further expressed six essential elements of compliance relative to the buildup, namely: (1) Land; (2) Dredging; (3) Physical and Mental Healthcare; (4) Sociocultural Impacts of the Buildup; (5) Infrastructure Upgrades; and (6) Pollution Control; and

WHEREAS, in response to the proposals contained in the DEIS, the United States Environmental Protection Agency (USEPA) found the DEIS to be "environmentally unsatisfactory" and rated the DEIS "EU-3", the worst rating possible; and

WHEREAS, after a mere ninety (90) days, DoD closed the comment period on the eleven-thousand paged DEIS, and began their review of all the feedback provided; on July 23, 2010 DoD released the "Final Environmental Impact Statement" (FEIS), which although addressed the main concerns of USEPA, miserably failed to address the concerns of the people of Guam; and

WHEREAS, I Liheslatura strongly urges DoD to address Guam's concerns, which include the following findings:

• Finding No. 1: The FEIS fails to assure that DoD will respect and comply with local laws and regulations. Out of respect for local laws and regulations, DoD must limit the use of the federal sovereign immunity clause to "Mission Critical" activities.

In compliance with local laws and regulations, all projects must conform to locally established review and permitting processes, including the granting of access by the necessary government of Guam officials to military installations and vessels (air and maritime) for the purposes of performing necessary inspections and clearances;

• Finding No. 2: The FEIS fails to provide for proper protection of endangered species, native species and natural habitats. The FEIS reflects that the placement of activities and structures are focused on convenience and comfort when a small detour could reduce impacts to the native forest and the ability to recover native species.

The direct actions of the military's actions on DoD property, in addition to the development outside base property due to the military buildup, will most likely impact too much of Northern Guam to allow for the recovery of Guam's native species. It is unclear as to whether or not any amount of mitigation will provide replacement value or restore ecological function of the affected species and habitats.

DoD must minimize the destruction of natural habitat by adjusting alternative actions to avoid forested areas, as well as mitigate by preserving other areas for habitat and species recovery;

Finding No. 3: The FEIS fails to provide a thorough, adequate assessment and explanation of the socio-economic impacts of this military expansion, for which there is little information or research; and

WHEREAS, *I Liheslatura* further reiterates the demand for favorable resolution of the following six essential elements of compliance with respect to buildup planning:

#### (a) Land.

(i) NO LAND CONDEMNATION. The buildup shall be limited to the existing footprint of federal land holdings, which comprises approximately 30% of Guam's 212 square miles of surface area. The Record of Decision must state unequivocally:

"Land condemnation *shall* NOT be an option and any acquisition of additional land *shall* be negotiated in good faith and without intimidation";

Pågat Village. Pågat is Guam's last remaining ancient (ii) village and is one of America's 11 Most Endangered Historic Places, as designated by the National Trust for Historic Preservation. It is a cultural site known for its prehistoric artifacts, medicinal plants, and as a final resting place for the ancestors of the Chamorro people. Consistent with Resolution No. 275-30(LS), I Liheslatura reiterates that Pågat Village shall **not be used for a firing range complex** and that its historic value and cultural significance must be preserved. To this end, I Liheslatura urges DoD to remain on their existing footprint; and also recognizes the recommendation of US Senator James Webb (D-Virginia) and Delegate Madeleine Z. Bordallo (D-Guam), that instead of Pågat Village, Tinian be used as the site for the firing range complex. I Liheslatura suggests that DoD further explore such recommendations in consultation with the people of the CNMI;s

### (b)Dredging.

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(i) The dredging of live marine ecosystems within Apra Harbor shall be prohibited. The testing of the area for radioactive sediments, PCBs, heavy metals and various chemicals must be

conducted within all areas of Apra Harbor, including near historic wharfs, moorings, drainages and within and around the current and historic SRF, NSD and Polaris Point areas, to determine the levels of contamination and any possible health threats therein. The wash-down of Navy vessels used during nuclear testing in the Marshalls took place in Apra Harbor, and the dredging and dumping of the excavated material is likely to disperse potentially radioactive matter across large areas of the Pacific and within Guam's Exclusive Economic Zone (EEZ) as established by Guam Public Law No. 15-144.

(ii) The cumulative impacts from the loss of coral reef habitat through dredging are not adequately analyzed and it can be argued that no amount of mitigation in this regard will provide replacement value or restore ecological function, most certainly not through the building of artificial reefs.

## (c) Physical and Mental Healthcare.

- (i) The FEIS recognizes Guam's designation as a "medically underserved area," however, the numerous impacts to our limited health care resources are not directly and adequately addressed.
- (ii) The physical and mental healthcare treatment of all temporary workers brought to Guam by contractors performing military buildup projects or support services shall

not be a burden on Guam's public healthcare institutions, specifically the limited number of healthcare professionals and the Guam Memorial Hospital Emergency Room, but instead shall be provided healthcare through private contracted healthcare arrangements and/or at Naval Hospital or clinics on military installations;

(iii) The FEIS notes the substandard health care conditions and high rates for communicable diseases in the FAS and other countries of origin near Guam, it fails to apply an adjustment for the estimates projected for Guam. The projected increase in communicable diseases has been found to be significantly understated, and underscores the need for Compact-Impact reimbursements, private contracted healthcare arrangements, and pre-screening of intended residents coming from the FAS and other countries of origin near Guam;

### (d)Socio-cultural Impacts.

(i) Both the DEIS and the FEIS acknowledge serious socio-cultural impacts from the buildup. (1) In Vol. 7 of the DEIS, p. 3-64, it states that "an expansion in non-Chamorro voting population could eventually affect the proportion of Chamorro office-holders and government workers ... could also affect outcomes of any future plebiscites about Guam's political status." This language justifies the need expressed elsewhere in this resolution for the self-

determination of the Chamorro people and determination of a final political status before the relocation of US troops; (2) In the companion Vol. 7, p. 3-61, Proposed Mitigation Measures of the FEIS, the findings state: "...due to the extent the proposed land acquisition would mean an increase in federally owned or controlled land on Guam, and a reduction in access to lands of socio-cultural and recreational importance, the overall socioeconomic impacts of land acquisition would be significant." This language justifies the need expressed elsewhere in this resolution for the ROD to explicitly state that there *shall* be no land takings.

(ii) Quality of Life Improvements. The recommendation to develop Quality of Life (QoL) facilities on DoD lands, as a coverall to mitigate direct and indirect impacts on non-DoD recreational and cultural resources as a result of the proposed undertakings is unacceptable. It is particularly alarming that the creation of such facilities for DoD personnel and their guests can be proposed to mitigate the loss of access by Guam residents to such recreational resources.

### (e) Infrastructure Upgrades.

(i) Development of Surface Water Resources. DoD has recognized the need for upgrading wastewater treatment and development of additional surface water sources. Fresh water discussions have been limited to additional drilling into

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Guam's existing ground water supply by adding 22 water wells on military property over Guam's northern aquifer, and Guam Waterworks is considering an additional 16 water wells on the civilian side of the fence. DoD is also considering expanding production of the Fena Lake and reservoir, also located on military property. DoD's concerns address only military needs. DoD's water well construction has begun, ahead of the completion of the "Northern Guam Groundwater Availability Study," which will provide valuable information on how much more fresh water the aquifer can consistently supply. DoD has prepared a desalination plan to address saltwater infiltration into the aquifer that will likely occur as a result of overpumping, rather than looking into the already available surface water, of which Guam has a plentiful supply. I Liheslatura insists that DoD must fund a project to capture southern Guam's surface water to relieve the impacts of the buildup on the civilian community. Fresh water supply discussions should include both the expansion of the Ugum River water resource, which currently provides only a fraction of its capacity, and development of the Inarajan River Watershed. According to the Army Corps of Engineers, the Inarajan River Watershed is the largest untapped source of fresh water in Guam, with a daily production capacity of at least 8.5 million gallons. Ultimately,

all these efforts, both civilian and DoD, must be a part of an 1 2 Integrated Water and Wastewater System for Guam. 3 Title 12 Guam Code Annotated Chapter 14 §14104 – "Powers," states: 4 "The (Guam Waterworks) Authority shall have, in accordance 5 with the laws applicable to it and its annual budget, the 6 following powers: (a) to produce, treat, transmit, store, 7 distribute and sell water on Guam, and collect, treat and dispose of waste water on Guam; (b) to acquire, in accordance 8 9 with Public Law Number 20-06:7, 5 GCA Chapter 5 (Procurement Law) and all applicable laws, by grant, purchase, 10 11 gift, devise or lease, or by the exercise of the right of eminent 12 domain in accordance with the provisions of 21 GCA Chapter

#### and Public Law Number 20-06:7 states:

powers;"

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"All surface water and ground water in Guam are declared to be a public asset and to belong to all of the people of Guam held in trust by the government of Guam."

**15**, and hold and use any real or personal property necessary or

convenient for the carrying on any of these enumerated

(ii) Development of Additional Power Generation Resources. DoD initially expressed their intent to be a customer of the Guam Power Authority, however their position, expressed in the FEIS, is non-committal, stating

that they may purchase utility services either from local utility agencies or from Special Purpose Entities (SPE) created to provide additional utility services. The specific manner in which SPEs will operate has not been explained. Guam and the DoD have previously committed to a single islandwide power system and a single islandwide water system. It remains unclear how the SPEs will operate under this system.

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(ii) Parks and Recreation. The FEIS mistakenly concludes that there will be no impact to recreational resources during the construction phase of the buildup. The increase in the transient workforce directly associated with the proposed undertaking will significantly impact non-DoD recreational and cultural resources. No mitigation to address non-DoD impacts to recreation and cultural resources have been provided in the FEIS. Some recommended mitigation includes a combination of the development of new green space by DoD for Guam Department of Parks and Recreation (GDPR) properties and the use of a maintenance agreement and/or park adoption for GDPR properties to aid in the upkeep and maintenance of non-DoD recreational and cultural resources. Overall, DoD must fund a Comprehensive

Outdoor Recreation Plan, which should be prepared in conjunction with GDPR;

(f) Housing. The FEIS does not analyze nor address the potential of housing shortages or surpluses that may result from the buildup construction period's peak through decline. A rising demand for additional housing may decrease the availability of affordable housing and result in an increased cost for both renters and homeowners, yet the buying power of the low-to-middle-income class and fixed income earners will remain unchanged. After the buildup, an over supply of homes may adversely affect rental income for residents.

#### (g) Pollution Control.

- (i) All buildup projects in Guam must conform to all locally established review and permitting processes relative to pollution control, especially as it relates to the required impact studies for the following: (a) increased wastewater discharge;
  (b) increased air emissions; (c) integration of DoD and Guam solid waste and hazardous waste management plans; (d) noise impacts from aircraft over land routes outside of landing zones and the proposed firing range complex; and (e) upgrades to wastewater and drinking water systems.
- (ii) Depleted Uranium (DU) is commonly used in armorpiercing projectiles. DU contains about 60 percent of the

radiation found in natural uranium. Such ammunition is likely to be used at the proposed firing range complex and in military exercises. While it is common practice for expended rounds to be collected, what could be the long-term health effects of DU projectiles that are left at the firing range complex and in the protective arc? Normal functions of many of the body's organs, including the kidney, brain, liver, heart, and other systems, can be affected by uranium exposure.

WHEREAS, While the cost of the impact of the buildup on each government service and facility is still left to be determined, the needs, plans, and costs have been identified for

- (i) Overall Utility Upgrades. DoD estimates \$1.35 Billion is needed to fund required water, wastewater and power generation capacity shortfalls resulting from the military buildup, however, there has been no identification or commitment of funds for these purposes;
- (ii) Roadways. An estimate \_\_\_\_\_ is needed to upgrade, expand and modernize Guam's roadways and public transportation system to relieve the severe and growing traffic congestion and to accommodate the population explosion, however, there has been no identification or commitment of funds for these purposes.

WHEREAS, paramount to all buildup planning is the commitment of financing all costs for all infrastructure and service improvements needed in Guam as a result of the added strain of the military expansion. It can be argued that the single most important issue of this massive military expansion is cost. *I Liheslatura*, on behalf of the people of Guam, strongly and firmly maintains that the US federal government is the party responsible for financing this buildup, including the repayment of any loans from the government of Japan; now, therefore be it

RESOLVED, I Liheslatura reminds DoD of its pronouncement that the "critical precept of the Integrated Global Presence and Basing Strategy to place visiting US forces only where those US forces are wanted and welcomed by the host government"; and be it further

RESOLVED, I Liheslatura reminds DoD that "...while the most massive peacetime military buildup in American history is planned to take place in one of America's smallest communities, such a drastic imposition of military might must be coupled with a moral obligation to provide a deeper and more sincere consideration of Guam's civilian community. I Liheslaturan Guåhan, the voice of one of our nation's most patriotic communities, willingly shares in the commitment to forge security for our nation and the world, but strongly maintains that the protection of our country cannot come at the expense of the destruction of Guam's people: our culture, our environment and our way of living"; and be it further

**RESOLVED**, that it is imperative for DoD to uphold their promise to work in partnership with the people of Guam. At the heart of the issue of this military buildup is mutual respect and fairness. The first step to demonstrating good faith effort is through DoD's actions, which must no longer reflect a unilateral approach. This massive military expansion will forever change the face of Guam, for which no mitigation is possible. It is critical to the survival of our Chamorro heritage that DoD's action respect our need to protect and preserve our culture; and be it further **RESOLVED**, it is imperative that the concerns of the people of Guam be assured and addressed in order for I Liheslatura, on behalf of the people of Guam, to give its support for the planned military expansion in Guam. The continued disregard of these vital concerns will inevitably foster an atmosphere that makes the planned expansion an unwanted and unwelcomed activity that cannot be supported *I Liheslatura*, on behalf of the people of Guam; now, therefore be it RESOLVED, that the Speaker of the Legislature does herby certify, and the Legislative Secretary does hereby attest to, the adoption of, and that copies of the same be hereafter transmitted to Barack Obama, President of the United States; to the Honorable Nancy Pelosi, Speaker of the House of Representatives; to the Honorable Robert C. Byrd, President Pro Tempore of the US. Senate; to the Honorable Harry Reid, Majority Leader of the U.S. Senate; To the Honorable Ike Skelton, Chairman, House Armed Services Committee; To the Honorable Carl Levin, Chairman,

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- 1 Senate Armed Services Committee; to the Honorable Madeleine Z.
- 2 Bordallo, Guam Delegate to the House of Representatives; to the
- 3 Honorable Gregorio Sablan, CNMI Delegate to the House of
- 4 Representatives; to the Honorable Donna M. Christensen, U.S. Virgin
- 5 Islands Delegate to the House of Representatives; to the Honorable Eni
- 6 F.H. Faleomavaega, American Samoa Delegate to the House of
- 7 Representatives; to the Honorable Pedro Pierluisi, Puerto Rico Delegate to
- 8 the House of Representatives; to the Honorable Benigno R. Fitial, Governor
- 9 of the Commonwealth of the Northern Mariana Islands; to the Honorable
- 10 Robert Gates, Secretary of Defense; to the Honorable Ken Salazar, Secretary
- of the Interior; to the Honorable Lisa P. Jackson, Administrator, United
- 12 States Environmental Protection Agency; to the Honorable Ray Mabus,
- 13 Secretary of the Navy; to the Honorable Roger Natsuhara, Assistant
- 14 Secretary of the Navy for Installations and Environment; to the Honorable
- 15 Anthony Babauta, Assistant Secretary of the Interior for Insular Affairs; to
- 16 the Honorable Jared Blumenfeld, Administrator, USEPA Region 9; to the
- 17 Honorable Nancy Sutley, Chairperson, Council on Environmental Quality
- 18 (NEPA); to the Honorable Ban Ki-moon, Secretary-General of the United
- 19 Nations, and to the Honorable Felix P. Camacho, *I Maga'lahen Guåhan*.
- 20 DULY AND REGULARLY ADOPTED BY I MINA' TRENTA NA
- 21 LIHESLATURAN GUÅHAN ON THE DAY OF SEPTEMBER, 2010.