

Nationwide Public Safety Broadband Network

Final Programmatic Environmental Impact Statement

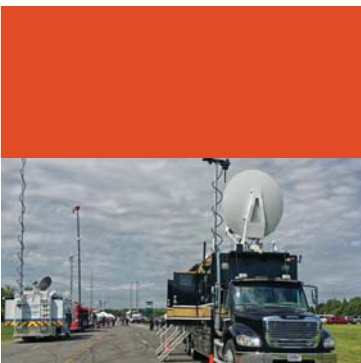
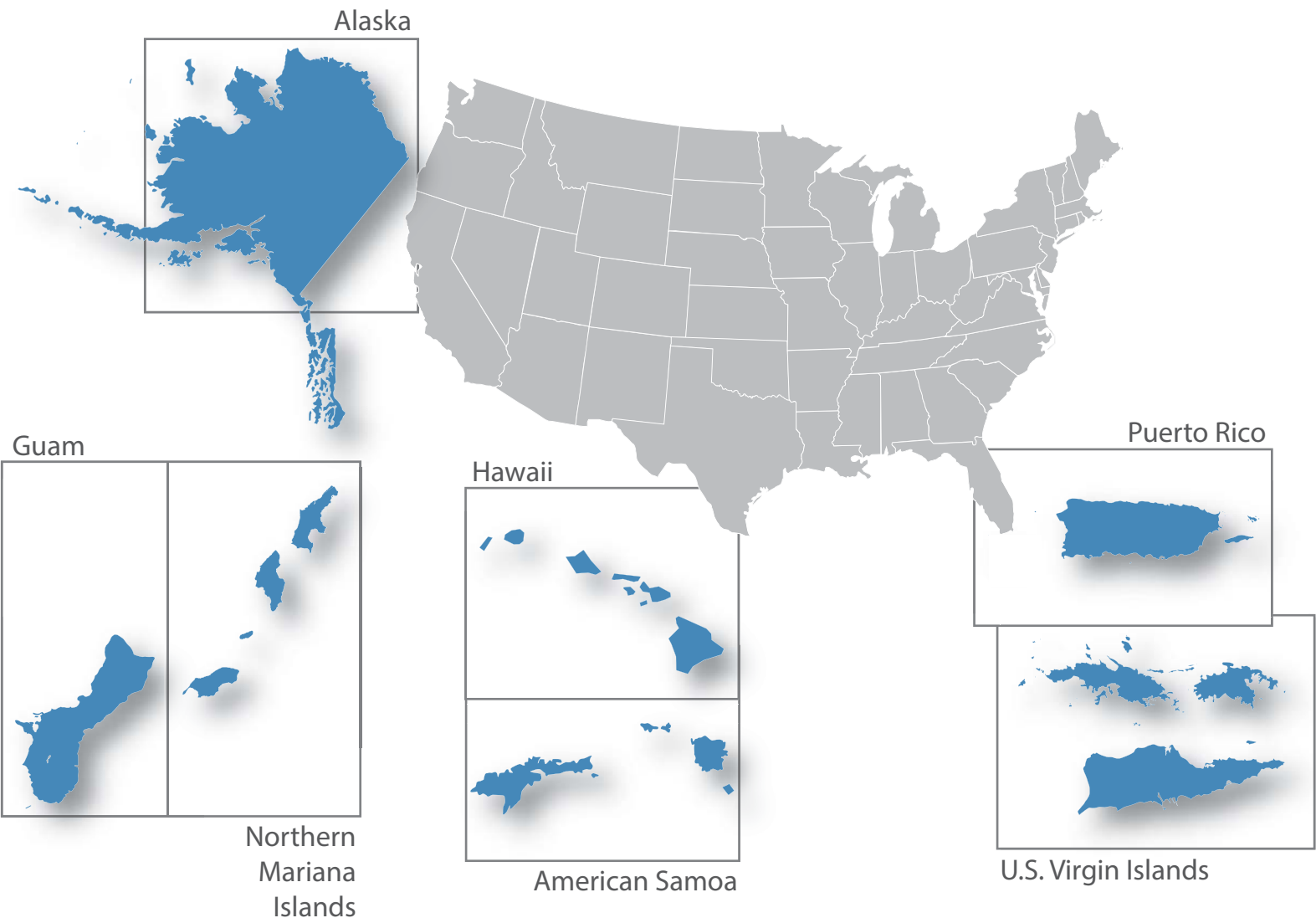
for the Non-Contiguous United States



First Responder Network Authority

Volume 8 - Chapters 10-18 & Appendices

- Alaska
- Hawaii
- American Samoa
- Guam
- Northern Mariana Islands
- Puerto Rico
- U.S. Virgin Islands



May 2017

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First Responder Network Authority



Nationwide Public Safety Broadband Network Final Programmatic Environmental Impact Statement for the Non-Contiguous United States

Volume 8

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Cooperating Agencies

Federal Communications Commission
General Services Administration
U.S. Department of Agriculture—Natural Resource Conservation Service
U.S. Department of Agriculture—Rural Utilities Service
U.S. Department of Agriculture—U.S. Forest Service
U.S. Department of Commerce—National Telecommunications and
Information Administration
U.S. Department of Defense—Department of the Air Force
U.S. Department of Energy
U.S. Department of Homeland Security

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ACRONYMS AND ABBREVIATIONS

°F	degree Fahrenheit	ASPA	American Samoa Power Authority
°N	degrees north	ATO	Air Traffic Organization
µg/m ³	microgram(s) per cubic meter	ATWC	Alaska Tsunami Warning Center
µPa	micro Pascal	AURORA	Alaska Uniform Response Online Reporting Access
%	percent	BACT	best available control technology
A	attained	BCE	before Common Era
AAC	Alaska Administrative Code	BCR	Bird Conservation Regions
AAFIS	Alaska Public Safety Identification System	BGEPA	Bald and Golden Eagle Protection Act
AAQS	Ambient Air Quality Standards	BLM	Bureau of Land Management
ACHP	Advisory Council on Historic Preservation	BLS	U.S. Bureau of Labor Statistics
ACS	American Community Survey (U.S. Census Bureau)	BMP	best management practice
ADEC	Alaska Department of Environmental Conservation	BRFSS	Behavioral Risk Factor Surveillance System
ADFG	Alaska Department of Fish and Game	BSAI	Bering Sea/Aleutian Island
AGL	above ground level	BWG	BioInitiative Working Group
AIRFA	American Indian Religious Freedom Act	CAA	Clean Air Act
AJRCCM	American Journal of Respiratory and Critical Care Medicine	CAB	Clean Air Branch
AKNHP	Alaska National Heritage Program	CARB	California Air Resources Board
AKOSH	Alaska Occupational Safety and Health	CBIA	Coastal Barrier Improvement Act of 1990
AKWAS	Alaska Warning System	CBRA	Coastal Barrier Resources Act of 1982
ALMR	Alaska Land Mobile Radio	CCP	Comprehensive Conservation Plan
ANCSA	Alaska Native Claims Settlement Act	CDC	Center for Disease Control
ANFIRS	Alaska Fire Incident Reporting System	CDLNR	Commonwealth Department of Lands and Natural Resources
ANSI	American National Standards Institute	CE	Common Era
APE	Area of Potential Effect	CELCP	Coastal and Estuarine Land Conservation Program
APLIC	Avian Power Line Interaction Committee	CEPD	Caribbean Environmental Protection Division
APSIN	Alaska Public Safety Information Network	CEQ	Council on Environmental Quality
AQCR	air quality control region	CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
ARFF	Aircraft Rescue and Firefighting	CFMC	Caribbean Fisheries Management Council
ARMS	Alaska Records Management System	CFR	Code of Federal Regulations
ARPA	Archaeological Resources Protection Act of 1979	cfs	cubic feet per second
AS	Alaska Statute	CH ₄	methane
ASAC	American Samoa Administrative Code	CHC	Commonwealth Health Center
ASCA	American Samoa Code Annotated	CIA	Central Intelligence Agency
ASCMP	American Samoa Coastal Management Program	CMIP3	Coupled Model Intercomparison Project phase 3
ASDHS	American Samoa Department of Homeland Security	CNMI	Commonwealth of Northern Mariana Islands
ASDMWR	American Samoa Department of Marine and Wildlife Resources	CNMIAC	Commonwealth of Northern Mariana Islands Administrative Code
ASEPA	American Samoa Environmental Protection Agency	CO	carbon monoxide
ASHPO	American Samoa Historic Preservation Office	CO ₂	carbon dioxide
		CO ₂ e	carbon dioxide equivalents
		COMAR	Committee on Man and Radiation

CPA	Commonwealth Ports Authority	FirstNet	First Responder Network Authority
CRMP	Coastal Resources Management Program	FMP	Fishery Management Plan
CSP	Central South Pacific	FPPA	Farmland Protection Policy Act of 1981
CUC	Commonwealth Utilities Corporation	FR	Federal Register
CWA	Clean Water Act	ft	feet
CZMA	Coastal Zone Management Act	g/hp-hr	grams per horsepower-hour
CZMP	Coastal Zone Management Program	g/mi	grams per mile
DACA	Deployable Airborne Communications Architecture	GAP	Gap Analysis Program
DAR	Division of Aquatic Resources (Hawaii)	GCA	Guam Code Annotated
DAWR	Division of Aquatic and Wildlife Resources (Guam)	GDA	Guam Department of Agriculture
dB	decibel(s)	GEPA	Guam Environmental Protection Agency
dba	A-weighted decibel(s)	GHG	greenhouse gas
DBCP	1,2-dibromo-3-chloropropane	GIS	geographic information system
dBZ	Z-weighted decibel(s)	GMP	General Management Plan
DCP	1,2-dichloropropane	GOA	Gulf of Alaska
DEC	Department of Environmental Conservation	GRHP	Guam Register of Historic Places
DHHL	Department of Hawaiian Homelands	GWP	global warming potential
DLNR	Department of Land and Natural Resources (Hawaii)	H ₂ S	hydrogen sulfide
DMA	Disaster Mitigation Act of 2000	HDOH	Hawaii Department of Health
DNER	Department of Natural and Environmental Resources of Puerto Rico	HEI	Health Effects Institute
DOA	Department of Agriculture	HHCA	Hawaiian Homes Commission Act of 1920
DOD	Department of Defense	HI-EMA	Hawaii Emergency Management Agency
DOE	U.S. Department of Energy	HIANG	Hawaii Air National Guard
DOH	Department of Health	HIARNG	Hawaii Army National Guard
DOH-CAB	Hawaii Department of Health, Clean Air Branch	HIHWNMS	Hawaiian Islands Humpback Whale National Marine Sanctuary
DOT	U.S. Department of Transportation	HIOSH	Hawaii Occupational Safety and Health Division
DPNR	Department of Planning and Natural Resources (U.S. Virgin Islands)	hp	horsepower
DPS	Department of Public Safety	HRD	(Guam) Historic Resources Division
EA	Environmental Assessment	HRHP	Hawaii Register of Historic Places
EAS	Emergency Alert System	HRS	Hawaii Administrative Rules, Revised Statute
EBS	Emergency Broadcast System	HTA	Hawai'i Tourism Authority
EDB	ethylene dibromide	HUC	hydrologic unit code
EFH	essential fish habitat	I/M	Inspection/Maintenance
EMS	emergency medical services	IARC	International Agency for Research on Cancer
ENSO	El Niño/Southern Oscillation	IBA	Important Bird Area
EO	Executive Order	IEEE	Institute of Electrical and Electronics Engineers
EPCRA	Emergency Planning and Community Right-to-Know Act	IFC	International Finance Corporation
ERP	effective radiated power	in	inches
ESA	Endangered Species Act	IPCC	Intergovernmental Panel on Climate Change
ESI	Environmental Sensitivity Index	IR	ionizing radiation
FAA	Federal Aviation Administration	ITCZ	Intertropical Convergence Zone
FAD	Fish Aggregating Device	IUCN	International Union for Conservation of Nature
FCC	Federal Communications Commission	kg/gal	kilograms per gallon
FEMA	Federal Emergency Management Agency	KIRC	Kaho'olawe Island Reserve Commission

LAER	lowest achievable emission rate	NOAA	National Oceanic and Atmospheric Administration
lb/day	pounds per day	NOx	nitrogen oxides
lb/hp-hr	pounds per horsepower-hour	NP	National Park
LBJ	Lyndon B. Johnson	NPDES	National Pollutant Discharge Elimination System
Ldn	day-night average sound level	NPL	National Priorities List
Leq	equivalent noise levels	NPS	National Park Service
LNG	liquefied natural gas	NPSBN	nationwide public safety broadband network
LTE	Long Term Evolution	NRCS	Natural Resources Conservation Service
µg/m ³	microgram(s) per cubic meter	NRHP	National Register of Historic Places
µPa	micro Pascal	NSPS	New Source Performance Standards
m/s	meter per second	NTIA	National Telecommunications and Information Administration
MBTA	Migratory Bird Treaty Act	NVSR	National Vital Statistics Report
mg/m ³	Milligram(s) per cubic meter	NWI	National Wetland Inventory
mgd	million gallons per day	NWR	National Wildlife Refuge
MHz	megahertz	NWWS	National Weather Wire Satellite System
MLRA	Major Land Resource Area	OHA	Office of History and Archaeology
mm/s	millimeters per second	OIA	Office of Insular Affairs (USDI)
MMPA	Marine Mammal Protection Act	OSHA	Occupational Safety and Health Administration
MOA	Memorandum of Agreement	PA	Programmatic Agreement
MPA	Marine Protected Area	PAG	Port Authority of Guam
mph	miles per hour	PAHO	Pan American Health Organization
MSA	Magnuson-Stevens Fishery Conservation and Management Act	PCB	polychlorinated biphenyl
MTR	Military Training Route	PCP	pentachlorophenol
MUID	Map Unit Identification Data	PCS	Personal Communications Service
MW	megawatt	PDO	Pacific Decadal Oscillation
mW/cm ²	milliwatts per centimeter squared	PEIS	Programmatic Environmental Impact Statement
N	north; not attained	PL	Public Law
N ₂ O	nitrous oxide	PM	particulate matter
NA	not applicable; not assessed	PM ₁₀	particulate matter up to 10 micrometers in diameter
NAAQS	National Ambient Air Quality Standards	PM _{2.5}	particulate matter up to 2.5 micrometers in diameter
NAGPRA	Native American Graves Protection and Repatriation Act	POPs	points of presence
NANSR	Nonattainment New Source Review	ppm	parts per million
NAWAS	National Warning System	PRDNER	Puerto Rico Department of Natural and Environmental Resources
NCA	National Climate Assessment	PREQB	Puerto Rico Environmental Quality Board
NCD	non-communicable disease	PR OSHA	The Puerto Rico Occupational Safety and Health Administration
NCDC	National Climatic Data Center	PRASA	Puerto Rico Aqueduct and Sewer Authority
NCN	no common name	PREPA	Puerto Rico Electric Power Authority
NCRP	National Council on Radiation Protection and Measurements	PRSHPO	Puerto Rico State Historic Preservation Office
ND	no data	PSD	Prevention of Significant Deterioration
NE	northeast	PUAG	Public Utility Agency of Guam
NEPA	National Environmental Policy Act	Pub. L.	Public Law
NESHAP	National Emission Standards for Hazardous Air Pollutants		
NFIP	National Flood Insurance Program		
NFIRS	National Fire Incident Reporting System		
NHPA	National Historic Preservation Act		
NIR	non-ionizing radiation		
NMFS	National Marine Fisheries Service		
NMHC	non-methane hydrocarbon compounds		
NMOG	non-methane organic compounds		
NNE	north-northeast		

PV	photovoltaic	UVA	University of Virginia
RAN	radio access network	VdB	vibration decibel(s)
RCP	Representative Concentration Pathway	VIC	Virgin Islands Code
RCRA	Resource Conservation and Recovery Act	VIPA	Virgin Islands Port Authority
RF	radio frequency	VISHPO	Virgin Islands State Historic Preservation Office
RIN	Regulation Identification Number	VOC	volatile organic compound
rms	root mean square	vog	volcanic smog
ROW	right-of-way	VRM	Visual Resource Management
SAAQS	State Air Quality Standards	W	watt(s)
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users	W/m ²	watts per meters squared
SARA	Superfund Amendments and Reauthorization Act of 1986	WAPA	Water and Power Authority
SE	Standard of Error	WHO	World Health Organization
SHPO	State Historic Preservation Office	WIMARCS	West Indies Marine Animal Research and Conservation Science
SIP	State Implementation Plan	WNP	Western North Pacific
SLR	sea level rise	WNW	west-northwest
SMA	Special Management Area	WPC	watts per channel
SMS	Scenery Management System	WPRFMC	Western Pacific Regional Fishery Management Council
SO ₂	sulfur dioxide		
SO _x	sulfur oxides		
SPCC	Spill Prevention, Control, and Countermeasure		
SPCZ	South Pacific Convergence Zone		
SPOC	State Single Point of Contact		
SRES	Special Report on Emission Scenarios		
SSA	sole source aquifer		
STATSGO2	State Soil Geographic [Database]		
SW	southwest		
TAAQS	Territory Ambient Air Quality Standards		
TCP	traditional cultural property		
TEMCO	Territorial Emergency Management Coordinating Office		
TMDL	Total Maximum Daily Load		
TOC	total organic compound		
tpy	tons per year		
TRI	Toxic Release Inventory		
TSCA	Toxic Substances Control Act		
U.S.	United States		
UAMES	University of Alaska Museum Earth Sciences		
USACE	U.S. Army Corps of Engineers		
USC	United States Code		
USDA	U.S. Department of Agriculture		
USDI	U.S. Department of the Interior		
USEPA	U.S. Environmental Protection Agency		
USFWS	U.S. Fish and Wildlife Service		
USGCRP	U.S. Global Climate Change Research Program		
USGS	U.S. Geological Survey		
USVIDOH	U.S. Virgin Islands Department of Health		
USVIPD	U.S. Virgin Islands Police Department		

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13. OTHER REQUIRED ANALYSES

In addition to the analyses discussed in the previous state/territory chapters, the National Environmental Policy Act (NEPA) requires an additional evaluation of the potential impacts from the Proposed Action related to unavoidable adverse impacts, any irreversible or irretrievable commitment of resources, and the relationship between local short-term and long-term productivity.

13.1. UNAVOIDABLE ADVERSE IMPACTS

The Council on Environmental Quality's (CEQ) NEPA implementing regulations (*40 CFR § 1502.16*) require that an Environmental Impact Statement (EIS) evaluate the unavoidable adverse impacts from implementation of the Proposed Action. For this Proposed Action, the analysis indicates that no significant or unavoidable adverse impacts are anticipated at the programmatic level. Once site-specific project information is known, the potential for adverse impacts would be analyzed, as appropriate, in NEPA documentation tiered from this Final Programmatic EIS (PEIS). Site-specific analysis may be required depending on the site conditions, the type of deployment, or any other permits or permissions necessary to perform the work.

13.2. IRREVERSIBLE OR IRRETRIEVABLE COMMITMENT OF RESOURCES

CEQ's NEPA implementing regulations (*40 CFR § 1502.16*) require that an EIS review the potential impacts to irreversible or irretrievable commitments of resources resulting from implementation of the Proposed Action. An irreversible commitment of resources refers to the loss of resource use in the future, whereas irretrievable refers to the loss of a natural resource for harvest,¹ production, or use. These resources are irretrievable in that they would be used for a single project instead of being used for multiple purposes. An irretrievable commitment of resources is the loss of resources that cannot be replaced, recovered, or reversed. An example of irreversible commitments of resources could be the loss of a protected species or a cultural resource that would be considered permanent losses. An example of irretrievable commitment of resources could include the use of local contractors during deployment construction activities, during which the contractors supporting FirstNet deployment would be unable to work on other projects, and may cause temporary increases in the cost of local labor, equipment, or materials.

The potential impacts at the programmatic level addressed in each Environmental Consequences section of the preceding chapters were determined based on the resource-specific impact significance criteria developed by FirstNet. As a result, the impact significance ratings² of the specific types of effects analyzed in this Final PEIS cannot be directly related to the generalized discussion of irreversible or irretrievable commitments of resources in this section. However, any potential impacts that could create perceptible resource commitments that would be

¹ Harvesting is the act or process to take or kill wildlife for food, sport, or population control; to gather crops for consumption.

² As discussed in the Environmental Consequences sections, types of effects were rated as *potentially significant, less than significant with BMPs and mitigation measures incorporated, less than significant*, and *no impact* at the programmatic level based on the characteristics of the potential effects. BMPs are best management practices.

irreversible or irretrievable are assumed to result in some level of impact to a particular resource. Potential resource commitments are shown on Table 13.2-1.

Table 13.2-1: Summary of Irreversible and Irretrievable Commitment of Resources by Resource Area

Resource Area	Irreversible Impacts	Irretrievable Impacts	Explanation
Infrastructure	No	No	Short-term obstruction or temporary disruption to local infrastructure could occur during construction of deployment activities. There would be no long-term impacts to infrastructure.
Soils	Yes	Yes	If an undisturbed land area is selected for deployment and operation activities, there could be an irreversible resources commitment. Irretrievable impacts could occur if, for example, deployment/construction activities affect a planting or harvesting schedule or crop yields.
Geology	Yes	Yes	Removal or disturbance of paleontological resources (fossils) could potentially create irreversible and irretrievable impacts.
Water Resources and Wetlands	No	No	Deployment activities are not expected to cause irretrievable loss of existing waterbodies or wetlands, or exceed water quality standards.
Biological Resources	Yes	Yes	Removal or disturbance of habitat could potentially create minor irreversible and irretrievable impacts.
Land Use and Recreation	Yes	Yes	Land use required for the deployment activities could potentially be a minor irreversible impact. Deployment of buried fiber, for example, could result in minor irretrievable impacts due to temporary loss of land use for other purposes.
Visual Resources	Yes	Yes	Irreversible and irretrievable impacts associated with obstruction of scenic areas could occur from some angles, and new light sources associated with project activities could impact enjoyment of the night sky.
Socioeconomic Resources	No	Yes	There could be a temporary increase in use of local contractors during construction activities, representing increased employment and an irretrievable loss of workers for other projects during construction.
Environmental Justice	No	No	In general, Environmental Justice impacts across each state or territory would not include irreversible or irretrievable effects. Analyses of individual proposed projects should assess whether potential impacts to specific environmental justice communities include irreversible and/or irretrievable effects. Site-specific analysis may be required depending on the site conditions, the type of deployment, or any other permits or permissions necessary to perform the work.
Cultural Resources	Yes	Yes	Removal or disturbance of previously unidentified cultural resources could potentially result in irretrievable and irreversible impacts.
Air Quality	No	No	Project emissions are not expected to exceed federal or state air quality standards. Air quality would return to existing conditions after completion of deployment activities.
Noise and Vibrations	No	Yes	Potential short-term, temporary noise impacts may result during construction activities for deployment. There would be no long-term impacts from noise and vibrations.

Resource Area	Irreversible Impacts	Irretrievable Impacts	Explanation
Climate Change	No	No	Greenhouse gas emissions are not expected to be significant at the programmatic level.
Human Health and Safety	No	Yes	Construction activities during deployment may present relatively minor human health and safety concerns. Any hazardous wastes would be disposed of properly. Conditions would return to normal after completion of deployment activities.

Where any potential irreversible or irretrievable commitments of resources are identified, they would be addressed in project-specific environmental compliance documentation. Project- or site-specific analysis may be required depending on the site conditions, the type of deployment, or any other permits or permissions necessary to perform the work. BMPs and mitigation measures would be implemented where practicable and feasible to help reduce irreversible and irretrievable impacts.

13.3. RELATIONSHIP BETWEEN SHORT-TERM AND LONG-TERM PRODUCTIVITY

CEQ's NEPA implementing regulations (*40 CFR § 1502.16*) require that an EIS address the relationship between short-term use of the environment and the potential impacts of such use on the maintenance and enhancement of long-term productivity, particularly for beneficial uses. Such impacts can arise from choosing one action that could reduce the flexibility of pursuing other options in the future, or from selecting a specific parcel of land or other resource to a certain use that would not allow other uses to occur at the site. At the programmatic level, it is anticipated that implementation of the Proposed Action would not result in any impacts that would narrow the range of future beneficial uses of the environment because it would not pose any long-term risks to the health, safety, or the general welfare of public communities and would, in fact, provide significant public welfare benefits in terms of increased public safety and security. Deployment activities would follow, as practicable and feasible, the BMPs and mitigation measures outlined in this Final PEIS, as appropriate.

FirstNet does not intend to alter the current uses of the environment. Project- or site-specific analysis may be required depending on the site conditions, the type of deployment, or any other permits or permissions necessary to perform the work. During those analyses, each project element and activity would be evaluated, and the potential long-term effects on productivity of each environmental resource area would be evaluated relative to potential trade-offs.

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