

CHAPTER 1 PURPOSE AND NEED

1.1 INTRODUCTION

This Environmental Impact Statement (EIS)/Overseas Environmental Impact Statement (OEIS) has been prepared by the Department of the Navy in compliance with the National Environmental Policy Act (NEPA) of 1969 (42 U.S. Code [U.S.C.] § 4321 et seq.); the Council on Environmental Quality (CEQ) Regulations for Implementing the Procedural Provisions of NEPA (Title 40 Code of Federal Regulations [C.F.R.] §§ 1500-1508); Department of the Navy Procedures for Implementing NEPA (32 C.F.R. 775); and Executive Order 12114 (EO 12114), Environmental Effects Abroad of Major Federal Actions. The NEPA process ensures that environmental impacts of proposed major federal actions are considered in the decision making process. EO 12114 requires environmental consideration (i.e., preparation of an OEIS) for actions that may significantly affect the environment outside U.S. Territorial Waters. This EIS/OEIS satisfies the requirements of both NEPA and EO 12114. It will be filed with the U.S. Environmental Protection Agency (USEPA) and distributed to appropriate federal, state, local and private agencies, organizations and individuals for review and comment.

Naval Air Warfare Center Weapons Division (NAWCWPNS) Point Mugu is located in Ventura County along the Pacific Coast of southern California and includes a 36,000 square mile (93,200 km²) Sea Range (Figure 1-1). This EIS/OEIS addresses NAWCWPNS Point Mugu's proposal to accommodate theater missile defense (TMD) testing and training, accommodate an increase in current levels of training exercises, and modernize facilities to increase the Sea Range's capability to support existing and future operations. Elements associated with the proposed action and alternatives evaluated in this EIS/OEIS are described in Chapter 2.

The Assistant Secretary of the Navy for Installations and Environment (ASN [I&E]) will be the decision-maker regarding possible implementation of the proposed action and alternatives addressed in this EIS/OEIS. As part of the decision-making process, the Deputy Assistant Secretary of the Navy (Environment) will review the EIS/OEIS, consider the environmental impacts, and then decide whether to implement the Preferred Alternative or the Minimum Components Alternative (described in Chapter 2) and initiate any necessary permitting actions, or select the No Action Alternative in which case operations would continue at current levels.

1.2 PURPOSE AND NEED

PURPOSE: 1) TO ACCOMMODATE THEATER MISSILE DEFENSE TESTING AND TRAINING AT NAWCWPNS POINT MUGU; 2) TO ACCOMMODATE AN INCREASE IN CURRENT LEVELS OF TRAINING EXERCISES AT NAWCWPNS POINT MUGU; AND 3) TO MODERNIZE FACILITIES TO ENHANCE THE EXISTING TESTING AND TRAINING CAPABILITIES AT NAWCWPNS POINT MUGU.

NEED: TO MEET THE ESTABLISHED NAWCWPNS POINT MUGU MISSION TO CONDUCT STATE-OF-THE-ART WEAPONS SYSTEMS TESTING AND EVALUATION BY PROVIDING A SAFE, OPERATIONALLY REALISTIC, AND THOROUGHLY INSTRUMENTED SEA RANGE TESTING ENVIRONMENT AND TO MAINTAIN THE OPERATIONAL READINESS OF OUR MILITARY SERVICES BY PROVIDING A REALISTIC TRAINING ENVIRONMENT.





Figure 1-1
Regional Location

1.2.1 Objectives

NAWCWPNS, part of the Naval Air Systems Command (NAVAIR), is a multi-site organization that includes a land range and associated facilities at China Lake, California; a detachment at White Sands, New Mexico; as well as Point Mugu. The strategic vision for NAWCWPNS Point Mugu is to be the Navy's premier test, training, and experimentation center for weapons systems associated with air warfare, missiles and missile subsystems, aircraft weapons integration, and airborne electronic warfare systems. The NAWCWPNS Point Mugu role is to provide a safe, operationally realistic, and thoroughly instrumented Sea Range testing and training environment.

The NAWCWPNS Point Mugu Sea Range has been operated by the Department of the Navy for more than 50 years. NAWCWPNS Point Mugu controls 36,000 square miles (93,200 km²) of Special Use Airspace (SUA) over the Pacific Ocean associated with the Sea Range. The Sea Range provides a safe, highly instrumented volume of air and sea space in which to conduct controlled tests and operational training. The combination of location, widespread instrumentation sites, unique test capabilities, and a highly skilled technical workforce provides the most advanced and efficient method of conducting the

critical test and evaluation (T&E) and training necessary to maintain technical standards in the U.S. Navy. The Point Mugu Sea Range is used by U.S. and allied military services to test and evaluate sea, land, and air weapon systems; to provide realistic training opportunities; and to maintain operational readiness of these forces. This T&E and training process is critical to the successful assessment, safe operation, and improvement of the capabilities of current and future weapon systems.

1.2.2 Purpose and Need for the Proposed Action

NAWCWPNS Point Mugu has a need to meet the established mission to conduct state-of-the-art weapons systems testing and evaluation by providing a safe, operationally realistic, and thoroughly instrumented Sea Range testing environment and to maintain the level of operational readiness of our military services by providing a realistic training environment. The evolution of international threats and operational technologies has increased the number and type of military operations that require large water ranges for testing and training activities. Consequently, the role of NAWCWPNS Point Mugu as an air warfare test and training center has become even more critical.

Ballistic missile defense testing and training require large geographical areas, sophisticated instrumentation and supporting facilities, and technically qualified personnel to provide realistic engagement scenarios (Office of the Director of Defense Research and Engineering 1999). Engagement scenarios will be multi-participant, multi-weapon, and multi-target scenarios over wide areas. Instrumentation must provide precise metric data and must satisfactorily support post-mission analyses in a timely manner. Multiple test ranges and supporting facilities will be required to conduct TMD testing and training (Office of the Director of Defense Research and Engineering 1999). This need has been demonstrated by interest in the Point Mugu Sea Range as a TMD testing and training site. For example, the Army Program Executive Officer (PEO) for Air Missile Defense has identified the Point Mugu Sea Range as a potential location for testing and training their TMD systems. In addition, the Ballistic Missile Defense Organization (BMDO) has identified the Point Mugu Sea Range as an alternative range for specific TMD programs.

The training function is critical to ensuring that our military services maintain their state of readiness. Readiness equates to military forces that are proficient at their jobs—ready to deploy quickly, capable of conducting joint operations (multi-service and/or multi-nation), and able to fight effectively. Mastering complicated equipment, particularly current high technology operating and weapons systems, requires intensive and realistic training with that equipment (ships, aircraft, weapons, and logistic support) on a simulated battlefield. In view of the need for military training, the Navy has recognized that the well-equipped assets of the Point Mugu Sea Range have the potential for meeting the training needs of U.S. and allied military services. This view was validated by the Commander, Third Fleet, who has stated “our goal in the planning of a Joint Force Training Exercise is to provide the most realistic training possible in preparing a Battle Group for forward deployment. You (NAWCWPNS Point Mugu) have played a vital role in preparing the sailors, airmen, and marines...for the challenging tasks they will encounter during their forward deployed operations” (Third Fleet 1999). In addition, the Commander, Carrier Group One, when discussing efforts to improve Fleet readiness, emphasized the importance of recent cooperation with NAWCWPNS Point Mugu in maximizing the quality of training: “...the operational experience, physical infrastructure, and geolocation of NAWCWPNS Point Mugu make it uniquely valuable and we are only beginning to explore this. I look forward to their valuable contributions in the future” (Carrier Group One 1999).

To meet the testing and training need described above, the purpose of the proposed action is: 1) to accommodate TMD testing and training at NAWCWPNS Point Mugu; 2) to accommodate an increase in current levels of training exercises at NAWCWPNS Point Mugu; and 3) to modernize facilities to



enhance the existing testing and training capabilities at NAWCWPNS Point Mugu. Specific components of the proposed action include four distinct types of TMD testing and training, an increase in the current level of littoral (coastal) warfare training and fleet exercise training, and specific modernization of facilities on San Nicolas Island and at Naval Air Station (NAS) Point Mugu¹ to better accommodate future test and training requirements. Although uncertainties exist in the international arena and downsizing of the Department of Defense (DoD) continues, the specific testing, training, and facility modernization proposals evaluated in this EIS/OEIS are based on NAWCWPNS Point Mugu's current knowledge of priorities for future testing and training, and the needs and desires of NAWCWPNS Point Mugu to conduct more testing and training on the Sea Range.

1.3 SCOPE AND CONTENT OF THE EIS/OEIS

As defined in the CEQ regulations, an EIS/OEIS is a concise public document specifying environmental impacts from a proposed action for which a federal agency is responsible. The EIS/OEIS provides full and objective discussion of significant environmental impacts. An EIS/OEIS ensures that the programs and actions of the federal government meet the policies and goals set forth in NEPA and EO 12114. The Navy considers potential environmental impacts in conjunction with other relevant materials to plan actions and make decisions. In accordance with NEPA, the Navy initiated a public and agency scoping process to assist with the identification of relevant environmental issues to be analyzed in this EIS/OEIS. A summary of the scoping process and relevant scoping materials are provided in Appendix A.

The EIS/OEIS addresses the environmental impacts resulting from implementation of the proposed action and alternatives. The proposed action consists of three distinct elements: TMD, training, and facility modernization. The geographic scope of this EIS/OEIS includes the 36,000 square mile (93,200 km²) Point Mugu Sea Range, NAS Point Mugu, Laguna Peak, San Nicolas Island, San Miguel Island, and a small portion (about 10 acres [4.1 hectares]) of leased land on Santa Cruz Island (Figure 1-2). (A more detailed description of NAWCWPNS Point Mugu is provided in Chapter 3.) The Sea Range subareas (e.g., 4B, 5A, etc.) depicted on Figure 1-2 are not published on navigational charts but are designated for range scheduling purposes only. While operations are conducted throughout the Sea Range, range areas are used throughout this EIS/OEIS to provide the reader with a geographic reference.

Rather than focusing on specific operations that may occur within a limited part of the Point Mugu Sea Range, this EIS/OEIS provides a range-wide, comprehensive evaluation of proposed, as well as current, activities conducted on the Sea Range. Five major types of test scenarios generally describe and encompass the operations currently conducted on the range in support of research, development, test, and evaluation (RDT&E) activities: 1) air-to-air operations, 2) air-to-surface operations, 3) surface-to-air operations, 4) surface-to-surface operations, and 5) subsurface-to-surface operations (refers to subsurface missile launches). In addition, three typical types of ongoing training activities currently occur on the Sea Range: 1) Fleet training exercises, 2) small-scale amphibious warfare training, and 3) special warfare training. These ongoing RDT&E and training activities comprise the No Action Alternative, as they would continue regardless of which alternative is selected. Thus, the No Action Alternative establishes a baseline to compare with future test and training evolutions.

¹ Naval Air Station (NAS) Point Mugu was previously called Naval Air Weapons Station (NAWS) Point Mugu. This December 1998 change reflects the transfer of the base property to the U.S. Pacific Fleet.

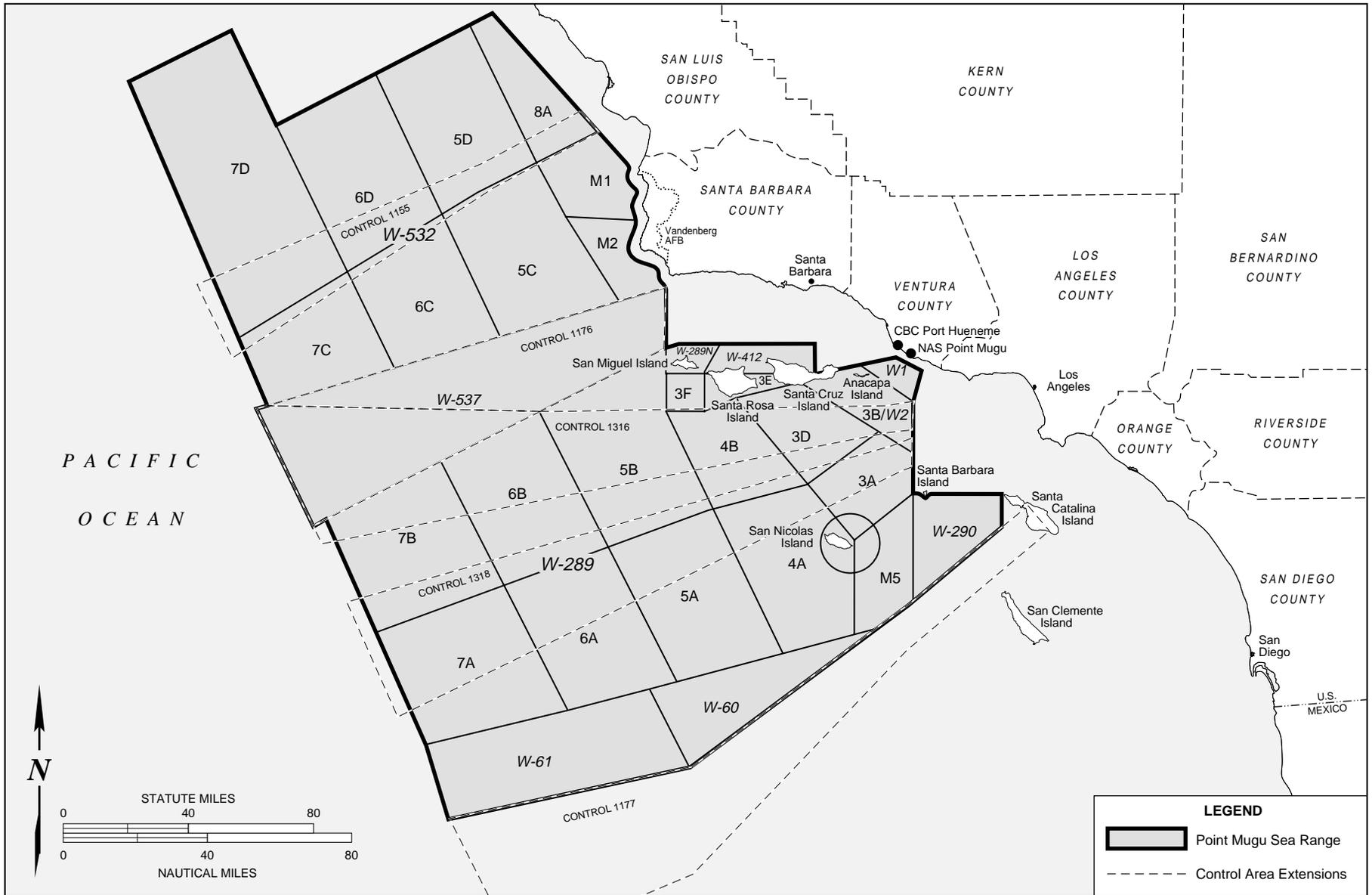


Figure 1-2
Point Mugu Sea Range



The scope of this EIS/OEIS encompasses all typical operations that are scheduled and managed by NAWCWPNS Point Mugu. Operations that are not scheduled by NAWCWPNS Point Mugu, or those activities whose T&E protocols are not controlled or managed by NAWCWPNS Point Mugu, are not included within the scope of this EIS/OEIS. Since NAWCWPNS Point Mugu controls the DoD RDT&E and training operations on the range, activities not scheduled by NAWCWPNS Point Mugu only account for about 3 percent of all Sea Range military activities, and typically include minor military events (e.g., transits through the range). Therefore, all typical Sea Range operations are addressed in this EIS/OEIS. As test and training proposals are identified in the future, such proposals will be the subject of separate NEPA documentation as appropriate.

1.4 REGULATORY SETTING

1.4.1 Federal Jurisdictional Boundaries

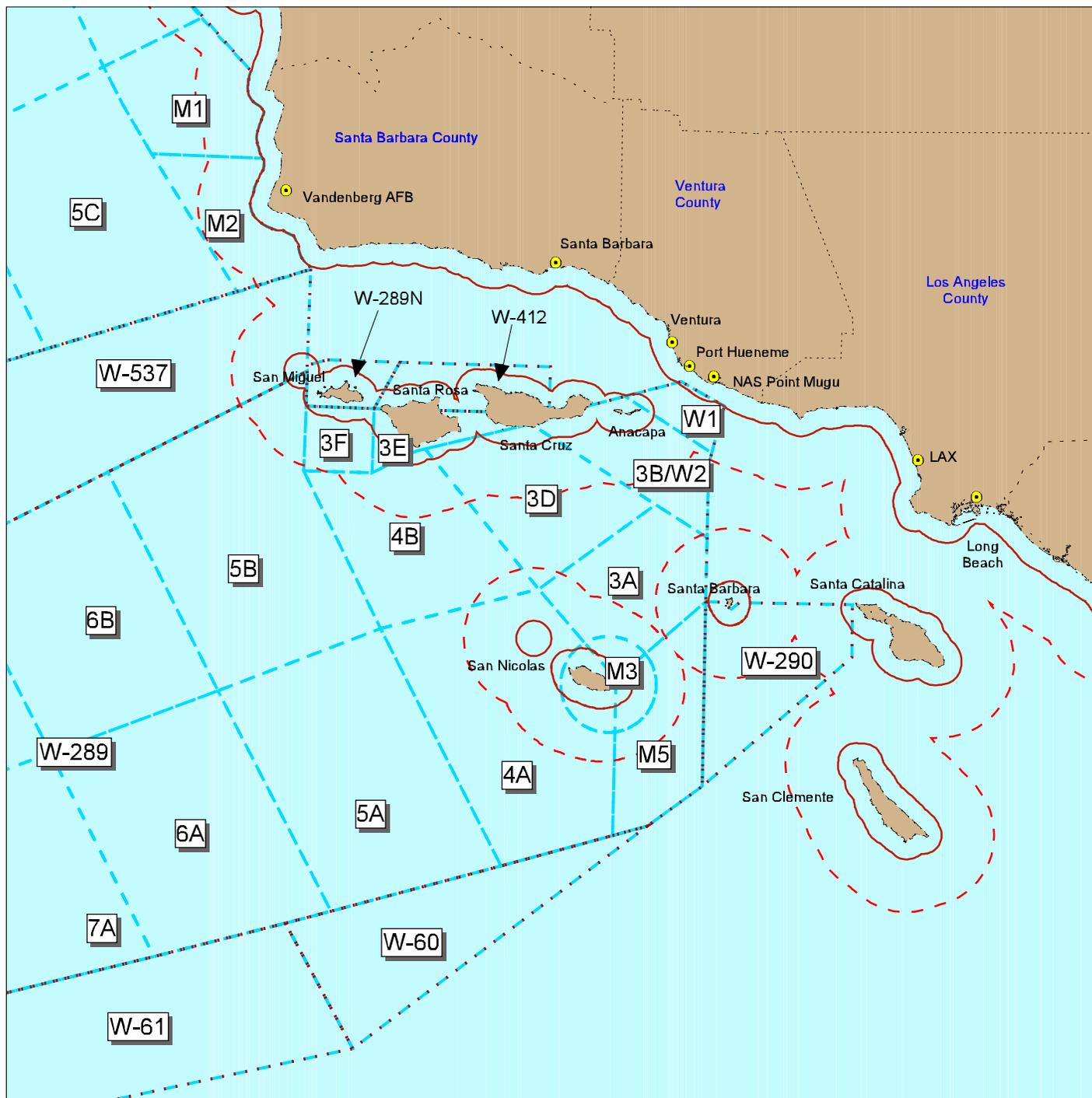
This EIS/OEIS was prepared in accordance with NEPA and EO 12114. Impacts within U.S. Territory are analyzed using the procedures set out in NEPA and associated implementing regulations. Under customary international law, U.S. Territory generally extends out into the ocean for a distance of 3 NM (5.6 km) from the coastline. By Presidential Proclamation 5928, issued December 27, 1988, the United States extended its exercise of sovereignty and jurisdiction under international law to 12 NM (22 km), but the Proclamation expressly provides that it does not extend or otherwise alter existing Federal law or any associated jurisdiction, rights, legal interests, or obligations. The Proclamation thus did not alter existing legal obligations under NEPA. As a matter of policy, however, the Department of the Navy has elected to apply NEPA to the 12 NM (22 km) limit established by the Proclamation. [Figure 1-3](#) depicts the 12 NM (22 km) territorial sea established by Presidential Proclamation 5928 as it relates to NAWCWPNS. Impacts at NAS Point Mugu, the Channel Islands, and those portions of the inner sea range within these boundaries are subjected to analysis under NEPA.

Impacts in the areas that are outside U.S. Territorial Waters, often referred to as the global commons, are analyzed using the procedures set out in EO 12114 and associated implementing regulations. A majority of the impacts associated with use of the Sea Range fall outside U.S. Territory. To assist the reader in distinguishing between impacts occurring inside and outside U.S. Territory, those impacts occurring outside U.S. Territory are italicized in the text.

1.4.2 State Jurisdictional Boundaries

The State of California's jurisdictional purview extends 3 nautical miles (NM) (5.6 km) offshore of the coast and coastal islands. The 3-NM (5.6-km) coastal zone is shown in relation to the Point Mugu Sea Range in [Figure 1-3](#). While these areas fall within U.S. Territorial Waters and operations within these areas are evaluated under NEPA, they are also subject to additional state regulations when federal sovereign immunity has been waived by Congress. State regulations are described as applicable in this EIS/OEIS.

U.S. Territorial Waters Limit State Waters Limit



Legend

-  Warning Area Boundaries
-  Sea Range
-  U.S. Territorial Waters Limit
-  State Waters Limit (3 NM)



Projection: Universal Transverse Mercator
North American Datum 1927
Zone 11

30 0 30 Nautical Miles

Figure

1-3

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