

# Appendix C

## U.S. Military Presence in U.S.-Affiliated Islands<sup>1</sup>

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The U.S.-affiliated islands are of considerable importance to national security, and the United States is committed to their defense and to maintaining lines of communication to and through them. Individual islands vary in strategic importance.

### Military Installations and Activities in the U.S.-Affiliated Islands

#### Pacific

Military installations occupy about one-third of Guam. Military personnel and their families comprise about 20 percent of Guam's population. Andersen Air Force Base (AFB) is a major Strategic Air Command (SAC) transport hub between Hawaii and the Philippines and a base for weather surveillance units and satellite communications. Guam also houses naval facilities such as a naval air station and a submarine tender (to be phased out when the Trident submarines are deployed).

Currently, about 200 active duty military personnel are employed in the former Trust Territory, most at the 3,500-acre Kwajalein Missile Range (KMR) and making up five Civic Action Teams (CATS) operating in the Federated States of Micronesia (FSM) and Palau. The CATS are modeled after the Navy Seabees of World War II, and began operating in Micronesia at the request of the Secretary of the Interior in 1969, to help in the construction of public infrastructure, mainly schools and roads.

CATS have been a tremendous success in Micronesia, both politically and economically. Although these teams probably cannot make a significant difference in the pace or ultimate progress of economic development on the islands, they do provide excellent training for local apprentices and are a strong symbol of continued U.S. interest in the welfare of the Micronesians. Under the Compact of Free Association and subsidiary agreements, the Department of Defense (DOD) will continue to make CAT services available to the FSM and Palau at shared costs.

Navy, Marine, and some Army and Air Force units also are active in the Commonwealth of the Northern Mariana Islands (CNMI), Units totaling less than a brigade in strength conduct periodic ma-

neuvres on Tinian, where DOD has nonexclusive use of some 18,000 acres—about two-thirds of the island. Marine Engineer and other tactical units periodically exercise there and conduct certain civic action projects. These have included repair and renovation of local buildings, assistance in the installation of water lines, and installation of power distribution to the Marpo farming area. Finally, Farallon de Medinilla, an uninhabited, small volcanic island north of Saipan, is used sporadically as a bombing and gunnery target by U.S. naval forces in the Pacific and by the U.S. Air Force tactical air squadron on Guam.

#### Caribbean

The U.S.-affiliated Caribbean islands are of special significance because of their close proximity to the United States and the importance of achieving a stable security situation in the Caribbean. Most of the major Air Force and naval units operating or available for operations in the Caribbean are based in Florida, Virginia, Panama, or at Guantanamo, Cuba. Puerto Rico, which is situated on major routes of communication, also has a major naval installation at Roosevelt Roads with permanent air and surface forces. Roosevelt Roads supports the bombing gunnery range of Vieques Island and provides the principal backup for the U.S. base at Guantanamo. There are no permanent military installations in the U.S. Virgin Islands (USVI), and only sporadic naval or air surveillance or training activities in nearby waters or airspace,

### Projected **or** Planned New Installations or Activities

All of the above described bases and activities are scheduled to continue through the foreseeable future, Military patrols in the Caribbean may intensify if DOD gets more deeply involved in anti-drug operations. Otherwise, there are no known plans to expand or radically change the U.S. military presence there,

Three potentially significant changes may affect the western Pacific:

1. Approval of the Compact of Free Association between the United States and Palau may give

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<sup>1</sup>This section was summarized from S. Loftus, "Impacts of U.S. Military Presence on U.S.-Affiliated Islands," OTA commissioned paper, 1986.

the United States rights to convert certain well-defined areas in Palau into bases or training areas. Implementation of such plans presumably depends on the evolving situation in the Philippines and/or the pace and level of Soviet military activities in the area.

2. A major air base for dispersed operations may be constructed on Tinian as a backup to Andersen AFB on Guam. However, there are no indications of any serious moves by DOD to do this over the next several years.
3. KMR might be expanded or an alternative range developed to allow testing of the MX missile. preliminary surveys during the late 1970s identified the CNMI as a possible site for a "mini-KMR." As yet there is no evidence that DOD plans either action.

### Ecological and Economic Effects of the Military Presence

Views regarding the effects of the U.S. military on the islands are mixed. Many islanders welcome the economic and job benefits derived from the presence of military bases. Others cite the loss of valuable lands, negative cultural impacts (e. g., undermining of traditional values), attraction of undesirable elements, inflation, overcrowding of schools, degradation of water quality, and restrictions on economic growth,

#### Pacific

Guam's local government concedes the critical importance of bases thereto U.S. security interests, but contends that much of the land presently occupied is redundant to principal missions. U.S. military authorities strongly disagree, citing the need to be prepared for several major contingencies, including the phasing down or replacement of key facilities in the Philippines, DOD currently is reassessing its land requirements on Guam, but is unlikely to recommend a reduction of these requirements. However, some lands held for military purposes contain large areas of natural habitat, for which DOD ownership has provided de facto protection to wildlife populations.

The operations at KMR have a profound effect on local inhabitants and ecology. Water availability, quality, and wastewater disposal all pose problems. The concentration of 8,000 Micronesians on the 66-acre island of Ebeye is an extreme example of the U.S. military's impact. Ebeye is severely overcrowded; acute socioeconomic problems and sub-

standard housing, medical facilities, schools, and related amenities have resulted.

Most of the residents of Ebeye migrated there from the "outer" Marshall islands, drawn by well-paying jobs at KMR or because relatives work there. Most are denied access to base facilities, although these restrictions have been relaxed over the past several years, Ebeye has been the recipient of a number of U.S. programs and funds, most of which have been funneled into infrastructure such as a desalination plant and a sewage treatment facility.

### Caribbean

Naval forces in Puerto Rico have been extremely helpful to local authorities during and after major storms and flooding by providing transport, medical assistance, and earth-moving equipment. Naval forces at Roosevelt Roads also conduct a number of civic action projects locally. DOD also increased defense contracting in Puerto Rico from \$187 million in fiscal year 1983 to \$417 million for the first 11 months of 1985.

Under a memorandum of understanding between the U.S. Navy (USN) and the Government of Puerto Rico, DOD has undertaken a number of measures to improve the welfare of the people of Vieques, through the provision of medical equipment, supplies for local hospitals, assistance in public works construction, and a concerted effort to attract American industries to the island resulting thus far in 366 new jobs. In addition, it contracted with the Smithsonian Institution to provide a major study of the mariculture potential of that island. This has led to the creation of some 400 jobs.

Most environmental problems resulting from U.S. military activities on U.S.-affiliated islands appear to have resulted from the lack of understanding or awareness of procedures, or from insensitivity on the part of individual military officers, rather than from the absence of relevant policies or directives. Military officers generally lack the time, staff, and training to handle resource protection responsibilities, and the military has been slow to comply with some local environmental regulations.

### Procedures To Consider Environmental and Land-Use Issues in Extant Military Installations and Activities

The U.S. military has a variety of procedures to consider environmental and land-use issues in its island operations, including the National Environmental Policy Act of 1969 (NEPA) and three DOD

directives. In general, the same directives, regulations, and instructions that apply to current military activities and extant installations also apply to any plan to expand land use, initiate new and expanded activities, or acquire new sites.

1. Directive 6050.1, "Environmental Effects in the U.S. of DOD Actions," covers all U.S.-affiliated islands, and is based on NEPA, Council on Environmental Quality implementing regulations, and several pertinent Executive Orders. It specifies several goals related to the protection, restoration, and enhancement of island environments; resource recycling; and preservation of important historical, cultural, and natural aspects of the island's national heritage. It requires assessment of the environmental consequences of proposed DOD actions that could affect the quality of the environment; the use of ecological and sociological information in planning and decisionmaking where there may be an impact on the environment; and consideration of presently unmeasured environmental amenities in decisionmaking, as well as of reasonable alternatives to recommended actions that would involve conflicts concerning resource use.
2. Directive 4700.1 covers natural resource conservation and management, prescribes DOD policies and establishes a program for multiple use management of renewable natural resources on DOD lands, consistent with military missions.
3. Directive 4710.1 calls for integrating the legal requirements regarding archeological and historic preservation with the planning and management of DOD activities. It requires each DOD installation to scientifically evaluate the likelihood that significant archeological or historic properties are present. If so, these must be inventoried and evaluated.

All three military departments (Army, Navy, and Air Force) have issued their own directives or instructions reflecting the contents of these directives. The USN, for example, has issued a detailed instruction to its components which provides for a navy-wide program of compatible management, protection, and nondamaging recreational use of renewable land and water resources. Engineering Field Divisions (EFDs) administer the program in the U.S.-affiliated islands and, with staff biologists, soil scientists, and agronomists, review plans that might have an impact on local renewable resources. They may direct the preparation of environmental impact

statements or contract necessary studies.<sup>2</sup>The EFD on Tinian is now reviewing the island's flora and fauna. A companion study covering Guam is scheduled for 1987.

Likewise, Department of Army regulation AR200-2 covers Army policy, procedures, and responsibilities for the conservation, management and restoration of land and renewable resources consistent with military mission and national policies. Chapter 2 of this regulation calls on local commanders to actively cooperate with local, State, and Federal organizations to carry out national land-use and conservation policies for all management operations. Each major command and installation with jurisdiction over substantial acreage must provide technically qualified personnel to oversee all natural resource management activities, Land management plans must be reviewed every 5 years. USAF instructions are virtually identical to the Army's and Navy's, but also address such problems as noise abatement and the protection of birds from aircraft.

#### Potential Mechanisms To Increase the Role of the Military in Sustainable, Environmentally Sound Island Economic Development

The U.S. military could do more to promote environmentally sound economic development on the islands, including greater information sharing with local authorities, procurement of local foods and other resource-related products, and support of the local tourism industry (military transients can be considered long-term "visitors").

#### The U.S. Military as a Market for Local Food and Other Renewable Resource-Related Products

DOD is reassessing its overseas food procurement policy and recently sent a team to Guam to evaluate prospects for greater reliance on local markets. The USN now relies primarily on the Defense Procurement Supply Center in Philadelphia, a guaranteed source of warranted products with instant credit and refunds for substandard products. Only if this center does not carry a particular item, or fails to meet minimum standards, are local commanders encouraged to procure locally. The base

<sup>2</sup>Recently a proposal from the Utah National Guard to hold maneuvers on Tinian was rejected because the Guard has failed to produce an acceptable preliminary environmental impact statement.

commander at Andersen AFB is permitted to procure some fresh, indigenous produce, but there is no consistent or substantial reliance on local food, in part because local sources are not completely reliable.

Without cogent incentives, greater reliance on local markets by the U.S. military is unlikely. Factors that could increase local procurement include improved relations between the military and local governments and citizens groups, more competitive local prices, and more reliable local sources. None are likely to materialize substantially soon.

#### U.S. Military Contributions to the Tourist Industry

The USN of Guam puts much time and effort into "beautification" work in and near the Naval Air Station at Agana, as part of the "COMNAVMARIANAS" civic action program, and conducts a "sister village" program with some local communities involving small public works and beautification projects. The Navy also conducts civic action work on Tinian and, less frequently, at the Memorial Park area of Tanapeg Harbor, Saipan. In the Caribbean it has reportedly done a superb job in maintaining the nat-

ural beauty of Vieques Island, although this is not a major tourist attraction. Navy Seabees from Roosevelt Roads engage in various civic action projects, mainly at the request of local village leaders, and distribute brochures from Puerto Rico's Tourism Company to its personnel. The naval command there is considering a request to transport spent rockets from the mainland to the city park of Bayamon, and has already transported cannons from the El Morro fortress for needed repairs and restoration at no cost.

However, the military is committed to its primary military missions, and few tactical units are equipped and inclined to assist civilian authorities with development programs. Exceptions include CATS and various construction and engineering units in the islands. DOD might be persuaded to press Congress for the authority and measures to increase these units' current levels of effort on behalf of island populations. Military commanders on the islands could be directed to provide more assistance to local authorities and/or give higher priority to the improvement of on-base ecological systems. Military groups would be unlikely to comply, however, without being given more resources for such a purpose.