
CHAPTER 1

PURPOSE, NEED, AND SCOPE

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CHAPTER 1

PURPOSE, NEED, AND SCOPE

1.1 INTRODUCTION

In October 1999, the Secretary of the Army and the Chief of Staff of the Army articulated a vision for the Army to meet the challenges of the 21st century. The Army must become more strategically responsive and dominant at every point on the spectrum of military operations, ranging from intensive combat to peacekeeping duties and humanitarian missions. Hawai'i has been selected as the location for an Interim Force based on the Stryker vehicle, or a Stryker Brigade Combat Team (SBCT)¹. As the Army Transforms, the Interim Force will use available technology and weapons, select new equipment, such as the Stryker, and a modified training doctrine to train the soldiers to be able to meet the goals of a fast reacting light force. This will allow them to deploy more quickly, be more agile, lethal, highly mobile, and survivable than the Legacy Force. As shown in Figure 1-1 the Interim Force will

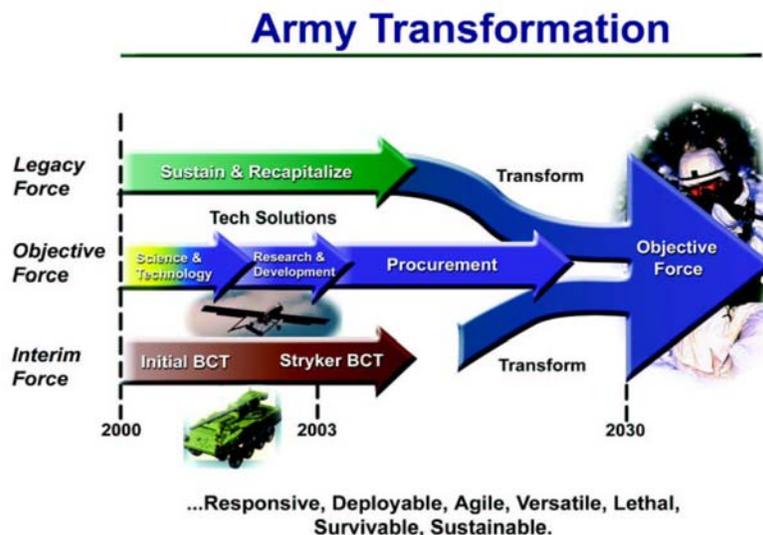


Figure 1-1. Army Transformation from Legacy to the Objective Force

¹ SBCT is the new name for Interim Brigade Combat Team (IBCT), which was used during the public scoping process. This is a name change only: SBCT and IBCT are synonymous.

also serve as a “working model” to refine equipment, weapons, and training of the Objective Force. During this process the Legacy Force will continue to fulfill the Army’s responsibility to fight and win decisively against any threat while the Army transforms. The Objective Force would come out of the development and refinement of weapons, equipment, communications, and training that will occur during the interim phase over the next 30-years when the entire Army would be transformed.

The Legacy Force, those forces that have not undergone transformation, would continue to provide the strategic insurance policy for the Army’s responsibility to fight and win decisively against any threat while the Army transforms to the Objective Force.

SBCT is a new concept that uses technology and information to improve the abilities of our Army units. This change will give the Army greater flexibility and will improve the variety of missions to which the Army can respond. The SBCT will use the lighter more efficient Stryker vehicle to transport soldiers more quickly to areas of conflict. Because of its speed and maneuverability, the Stryker can transport soldiers more quickly and closer to the areas where they are needed. Using improved weapons with greater accuracy, the Stryker can provide the force with protective cover as soldiers dismount and move by foot to desired target areas. Once their task has been accomplished the soldiers would again board the Stryker for transport back to their headquarters or another area for further operations. Soldiers are able to obtain time sensitive critical information or intelligence from their commanders, and they can remain in constant communication with each other, their commanders or other field units via refined satellite links and Internet connections that are filtered into the Stryker vehicle. This is a radical departure from the way soldiers fight today and as such requires new ranges, training facilities, high tech communication facilities, and new training protocol. In addition, this technology gives the SBCT the ability to conduct combat operations faster and over far greater areas of land than can be achieved presently. Taken together, these requirements create a need for new training and maintenance facilities and expansion of maneuver lands to provide more realistic training conditions.

Pursuant to the National Environmental Policy Act of 1969 (NEPA), the Department of the Army prepared a programmatic environmental impact statement (PEIS) to evaluate the potential environmental and socioeconomic effects associated with transformation of the entire Army. *The Final Programmatic Environmental Impact Statement for Army Transformation* was issued in February 2002, the notice of availability was published on March 8, 2002, and the Army signed the record of decision (ROD) on April 11, 2002, indicating its decision to proceed with a program of transformation. (For the reader’s convenience, a copy of the PEIS ROD is provided in Appendix A.²) The PEIS and the ROD provide a concise public record of the Army-wide program for transformation.

The Army Headquarters (HQDA) designated the 2nd Brigade of the 25th Infantry Division (Light) (25th ID[L]) in Hawai’i (referred to throughout this document as the 2nd Brigade) and five other units across the US as part of the interim phase of transformation. These units would be converted to Stryker Brigade Combat Teams (SBCT). This environmental impact

²The *Programmatic Environmental Impact Statement for Army Transformation* is also available on the Army’s website homepage at <http://www.army.mil>.

statement (EIS) evaluates the environmental impacts of the transformation of the 2nd Brigade to an SBCT in Hawai'i. Figure 1-2 shows the chain of command for USARPAC, USARHAW, and 25th ID(L).

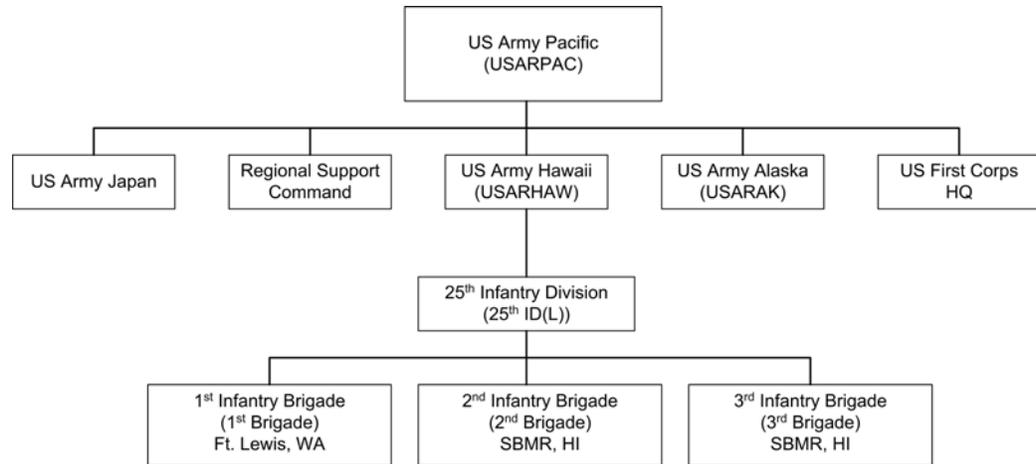


Figure 1-2 Chain of Command

The 25th ID(L) includes three light infantry brigades (two in Hawai'i and one at Fort Lewis, Washington). Principal units of the Legacy Force stationed in Hawai'i include the 2nd and 3rd brigades, their aviation brigade, support command, separate battalions, and elements of First Corps (I Corps). I Corps is a contingency force with active, reserve, and National Guard units located throughout the US, and are designated as an early deploying corps for military actions in the Pacific region. The Proposed Action includes changes to training facilities, support facilities, and infrastructure at military installations in Hawai'i to support SBCT operation and training. All units, with the exception of the 2nd Brigade and its supporting units, will remain as Legacy Force units.

The change proposed for the 2nd Brigade is one part of the Army's broad program of transformation. Aspects of doctrine, such as training, leadership, organizations, materiel (equipment and supplies), and soldiers, within the 2nd Brigade in Hawai'i must evolve in synchronization with changes throughout the Army. The changes extend to such fundamental principles as how military forces are used on the battlefield, to force structure (how many soldiers are in each type of unit), and to equipment, whether new or modernized.

1.2 BACKGROUND

Consistent with its PEIS and ROD on Army transformation, the Army is now engaged in the multi-year, phased, and synchronized program of transformation, which will occur in three phases over three decades. The initial phase involved creating two Initial Brigade Combat Teams (Initial BCTs) at Fort Lewis, Washington, to validate an organizational and operational model for SBCTs. The second phase of Army transformation, or "interim capability phase," which the Army has now entered, involves fielding SBCTs as part of the Interim Force. The Army has designated the 2nd Brigade and five other units across the United States to become SBCTs and, as such, to serve as the key components of the Interim

Force. Besides the 2nd Brigade, active component units designated by the Army for transformation include the two Initial BCTs at Fort Lewis, Washington, one brigade at Forts Richardson and Wainwright, Alaska, and the armored cavalry regiment at Fort Polk, Louisiana. A National Guard brigade in Pennsylvania also has been designated to become an SBCT. The third phase of transformation is the objective capability phase, the major goal of which is to transform the SBCTs and the remaining Army forces to the Objective Force.

Transformation will result in not just a modernized version of the current Army but will combine the best characteristics of current forces. The transformed Army will possess the lethality of the heavy force, the rapid deployment mentality and speed of the light forces, and the unmatched precision and close combat capabilities of the special operations forces. The light force uses lighter equipment and is more mobile than the heavy force. Transformation will field the most highly trained and combat effective soldiers in the world. A key measure of transformed forces will be their strategic mobility. The Army plans to develop the capability to place a complete combat-ready brigade with all its supporting elements and materials anywhere in the world within 96 hours after deployment from Hawai'i, a division within five days, and five divisions within thirty days. A brigade consists of approximately 3,000 soldiers and is led by a Colonel, and a division consists of approximately 15,000 soldiers and is led by a Major General. For Hawai'i, transformation includes the need to implement and accommodate the changes that must occur to support the SBCT, while maintaining training facilities for continued support of the units not yet designated to become part of the Interim Force or the Objective Force.

1.3 PURPOSE OF THE PROPOSED ACTION

On April 11, 2002, the Army signed a ROD indicating its decision to proceed with transformation and designated Hawai'i as one of six locations for the initial transformation including enhancing training capabilities to support the nationwide transformed forces. This EIS provides an analysis of the potential environmental effects of converting the 2nd Brigade of the 25th ID (L) to a Stryker Brigade, in accordance with NEPA. The purpose of the Proposed Action therefore, is to assist in bringing the Army's Interim Force to operational capability and to provide realistic field training in Hawai'i. Twenty-eight projects are proposed for US Army Hawai'i (USARHAW) that would improve on the existing support structure and training facilities to provide the necessary field training required for an SBCT. Reconfiguring maneuver areas, establishing combat training facilities more appropriate to the types of threats the Army expects to encounter, and strengthening infrastructure would ensure that an SBCT's leaders and soldiers would be prepared for the full spectrum of military operations.

1.4 NEED FOR THE PROPOSED ACTION

The need underlying transformation of the 2nd Brigade is to provide the nation with capabilities that meet current and evolving national defense requirements. To carry out these tasks, the Army must adapt to changing world conditions and must improve its ability to respond. To achieve the skills appropriate to each member of the force, training must replicate, as closely as possible, the conditions that would arise in expected combat situations. Leaders and soldiers must be prepared to deal with a wide range of situations.

As Army doctrine evolves, training and facilities must also change. The SBCT goal is to be able to deploy anywhere in the world and be prepared to carry out the Army's military mission within 96 hours of deployment from Hawai'i. While these units will retain the mobility and flexibility of traditional Army light forces, they will incorporate the lethality and survivability of traditional Army heavy forces. They will be equipped with new vehicles, equipment, and communications technology to achieve their missions. Training must include a greater emphasis on military operations in urban terrain (MOUT) to prepare soldiers for a variety of situations, such as resolving general urban unrest, infiltrating and clearing buildings, and fighting at close range. Training for these kinds of activities requires constructing new ranges and support facilities on O'ahu and the island of Hawai'i. The 2nd Brigade in Hawai'i was selected to transform to an SBCT in the PEIS based on the following three factors:

- Its location within the Pacific Rim, which is a critical area of interest for the United States. Stationing an SBCT in Hawai'i allows the President to rapidly respond to events in an area of increasing importance to national security. The goal of the Hawai'i SBCT would be able to deploy a brigade anywhere within the Pacific Rim within 96 hours or to combine with other SBCT brigades or Objective Forces to place a division anywhere in the Pacific Rim within five days or five divisions within thirty days.
- The 2nd Brigade's composition and mission and the benefits of transforming to an SBCT. The 2nd Brigade is already a light infantry unit, which executes full spectrum military missions in complex terrain. Hawai'i provides the terrain and conditions most likely to be encountered in the Pacific Rim. The enhancement of this unit to an SBCT would allow this already light unit to be more mobile, lethal, and survivable under a greater variety of conditions.
- The ease of deploying the SBCT because of its proximity to multiple airbases of suitable size.

If the Army does not transform in Hawai'i it may not be able to respond rapidly enough in all areas of the world for operations requiring military action. The strategic significance of land forces continues to lie in their ability not only to fight and win the nation's wars but also to provide options that shape the global environment to benefit the United States and its allies.

1.5 SCOPE OF ANALYSIS

This EIS has been developed in accordance with NEPA and the Army's implementing regulations issued by the Council on Environmental Quality (CEQ) and the Army.³ The purpose of the EIS is to inform Army decision-makers and the public of the likely environmental consequences of the Proposed Action and reasonable alternatives on transforming the 2nd Brigade in Hawai'i. It focuses on site-specific issues of how to

³ Council on Environmental Quality: Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act, 40 CFR Parts 1500-1508 and Army implementing regulations contained in 32 CFR Part 651.

transform the 2nd Brigade to an SBCT and the impacts on O‘ahu and the island of Hawai‘i. No SBCT activities will take place at Helemanō Military Reservation so no information on that installation is included in this report.

SBCT training requirements are not dependent on the use of Makua Military Reservation (MMR). While the MMR is an integral part of USARHAW training capabilities and historically used by other services, SBCT units could perform dismounted CALFEX training at other ranges. SBCT may use MMR if the range were available only after completion of the Makua EIS and ROD. The Makua EIS will analyze the potential environmental impacts associated with dismounted CALFEXs for both Legacy Force and SBCT; therefore, this SBCT EIS does not analyze training impacts of SBCT at MMR.

This EIS analyzes the conversion of the 2nd Brigade to an SBCT and enhancement of training capabilities to meet the training requirements of the transformed force. The conversion of the 2nd Brigade to SBCT status would primarily involve changes in force structure (the number of personnel assigned to the unit), equipment and vehicles, and doctrine under which the unit would train for carrying out its assigned missions, as well as improvements to existing ranges and construction of new training facilities. Under transformation, the SBCT would have more personnel than the present 2nd Brigade. A principal change would involve putting the Stryker Vehicle into action, which would provide the SBCT with greater firepower and increased tactical mobility. Infrastructure projects would be needed to support this effort, including new vehicle washes and motor pools to park these vehicles. Construction of training facilities at various installations and land acquisitions would also be analyzed. See Table 2-5 for an overview of the proposed action.

If a substantial change to any specific project described in this EIS is made, as it moves forward, that may have a bearing on the Proposed Action or its impacts, additional appropriate NEPA documentation will be prepared, as required by NEPA.

Additional information concerning the scope of the EIS came to the Army’s attention during the scoping process conducted in accordance with CEQ and Army regulations and guidance. That information is summarized in Section 1.9.

1.6 DECISION(S) TO BE MADE

The Army must decide how best to provide for military training, readiness, and facility requirements to meet SBCT needs, while enabling the Legacy Forces to continue to carry out their missions and giving due consideration to environmental factors. This decision will be based on the results of this EIS, and on consideration of all relevant factors, including mission, cost, technical factors, and environmental considerations. (Complete details on the Proposed Action are presented in Chapter 2.)

1.7 COOPERATING AGENCIES

CEQ defines the rights and responsibilities of cooperating agencies in Section 1501.6 of the CEQ regulations (CEQ 1970) and in Question 14 of *The 40 Most Asked Questions* (about NEPA) (CEQ 1981). Upon request of the lead agency, any other federal agency that has jurisdiction by law or that has special expertise with respect to any environmental issue, shall

be a cooperating agency. CEQ issued new guidance on cooperating agencies on February 5, 2002, which includes factors for determining whether to invite, decline, or end cooperating agency status (CEQ 2002). This guidance also urges federal agencies to set time limits, identify milestones, and specify the scope and detail of a cooperating agency's contributions. No federal agencies were formally requested to be cooperating agencies, nor have any federal or state agencies requested this status. Nonetheless, the Army is working closely with pertinent agencies on Endangered Species Act (ESA), Fish and Wildlife Coordination Act, and National Historic Preservation Act (NHPA) coordination.

1.8 INTERAGENCY COORDINATION

The Army has also sought the input of several federal, state, and local agencies in preparing this EIS. Federal agencies that have been consulted include the US Environmental Protection Agency (USEPA), US Fish and Wildlife Service (USFWS), National Oceanic and Atmospheric Administration's National Marine Fisheries Service (NMFS), and Advisory Council on Historic Preservation (ACHP).

Biological assessments (BAs) have been prepared for both O'ahu and the island of Hawai'i, initiating formal consultation between the US Army Garrison, Hawai'i (USAG-HI) and the USFWS, as set forth in Section 7 of the ESA. The objectives of the BAs are to analyze how SBCT transformation could affect species listed by the USFWS as threatened, endangered, or proposed for threatened or endangered status. In addition, the BAs will assess the impacts to designated critical habitat and determine how the Army would minimize any potential adverse effects to listed species or critical habitat and how it would offset these effects. The scope of the BAs will include all SBCT transformation activities on O'ahu and island of Hawai'i.

State and local agencies that have been consulted include the Office of Hawaiian Affairs (OHA), the State Historic Preservation Officer (SHPO), Office of Environmental Quality Control (OEQC), Department of Land and Natural Resources (DLNR), and the Department of Health (DOH). The Army has considered the information and comments provided by these agencies.

1.9 PUBLIC INVOLVEMENT

By providing a means for open communication between the Army and the public, the procedural aspects of NEPA promote better decision-making. Those having a potential interest in the Proposed Action, including minority, low-income, disadvantaged, and Native Hawaiian groups, were notified and invited to participate in the scoping and environmental impact analysis process.

This EIS includes an analysis of environmental justice issues (See Chapter 10). The closeness of the Hawaiian community presented an opportunity for USARHAW to reach out to numerous organizations to gather input on the NEPA process. Civic organizations consulted included Rotary and Chamber of Commerce, Military Affairs Committee, veteran groups, retired military, state and city government officials, Congressional delegates, and Neighborhood Boards. Special interest groups, including Malu 'Āina Group and Waiki'i Ranch Homeowners, Office of Hawaiian Affairs, Royal Order of Kamehameha, and The

Hawaiian Civic Clubs were also asked for input into the NEPA process. A community relations plan will be implemented with an execution matrix. This matrix will include individuals and organizations in a three-tier notification matrix. Following the execution of the notification matrix, media releases and ads will be placed in newspapers, and public service announcements on radio and Public TV. Ongoing briefings will continue with individuals and organizations requesting information or updates on the progress of the EIS.

CEQ regulations and 32 Code of Federal Regulations (CFR) 651 guide public participation opportunities. These include issuing in the *Federal Register* a notice of intent (NOI) to prepare an EIS⁴, a public scoping process, a 45-day public review period for the Draft EIS (DEIS), and publication of the Final EIS (FEIS), accompanied by a 30-day mandatory waiting period before a final decision is made and a ROD is issued. The NEPA process for an EIS is shown on Figure 1-3. Following publication of the NOI, public notices were published in the major newspapers on the island of Hawai'i and O'ahu announcing the time and location of seven public scoping meetings to solicit input and to obtain comments on the scope of the EIS. In addition the scoping meetings were announced in the April 8, 2002, issue of *The Environmental Notice*, published by the State of Hawai'i, Department of Health, OEQC. The scoping period was 45 days, during which the public, organizations, and agencies were encouraged to provide comments. As a result of public comments, the scoping period was extended by 30 days.

Seven scoping meetings were held between April 16 and 30, 2002. For residents and groups interested in the Proposed Action at Pōhakuloa Training Area (PTA) on the island of Hawai'i, public scoping meetings were held in Hilo and Waikoloa. For residents and groups interested in the Proposed Action at Schofield Barrack Military Reservation (SBMR) training areas and other training facilities on O'ahu, public scoping meetings were held in Wahiawā, Honolulu, Hale'iwa, Kahuku, and Wai'anae. The Army published early notices of the meeting times and locations. A total of 283 people attended the seven meetings.

At the public scoping meetings, 100 individuals or persons representing organizations provided oral comments for the Army's consideration. The Army also received written comments from 199 individuals and organizations in the form of e-mails, phone calls, and individual and form letters. The Army also received 21 comments to its World Wide Web

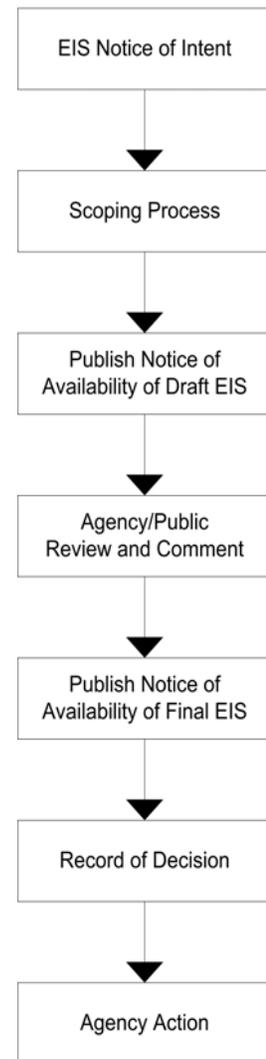


Figure 1-3
EIS NEPA Process

⁴ The notice of intent for this EIS was published in the *Federal Register*, March 4, 2002 (76 FR 9717), and is found in Appendix B.

site, 7 comments by telephone, and 77 comments at separate information meetings requested by groups and organizations. The Army compiled a scoping report, identifying and assessing the issues brought forth through the scoping process. The major concerns and issues expressed during the scoping process are as follows:

- Effects on threatened and endangered species, especially in Honouliuli Preserve, which contains a diversity of sensitive species, including Hawaiian tree snails; the potential for spread of non-native species;
- Potential contamination of soil, water, and air; the need for clean-up of hazardous materials and waste caused by past military activities; cumulative impacts to natural resources; and potential for decreased groundwater quality beneath SBMR;
- Reduction in access to hunting, cultural sites, and open space, specifically, at Honouliuli Preserve;
- Impacts to cultural sites and traditional cultural practices; the need for additional cultural surveys to identify cultural sites and practices; collaboration with cultural practitioners and Hawaiian civic clubs to protect cultural resources;
- Increased traffic along the proposed military vehicle trails; traffic issues in the vicinity of SBMR and Saddle Road; traffic safety along Saddle Road;
- Wildfires caused by tracer rounds, pyrotechnics, indirect fire, and other sources;
- Changes in land use, such as conversion of agricultural and recreational lands to military uses; and
- Effects on the local economy, specifically, funding for land acquisition, costs for cleanup of hazardous materials and UXO, costs for providing housing and services for military personnel, and potential for increased revenue spent by military personnel.

The comments and concerns of the public and agencies were used to determine the focus of analysis and selection of alternatives. A summary of the comments received during the scoping process is included in Appendix B, organized by location, meeting date, and subject.

CEQ regulations provide for a 45-day public review period following publication of the DEIS. The Army will hold six or more public meetings to provide opportunities for presenting oral and written comments on the DEIS. In addition, individuals and representatives of organizations and agencies may submit written comments to the Army without attending the public meetings. All comments, as well as the Army's responses, will be included in the FEIS. When the Army issues its FEIS, the Army may issue its ROD after a 30-day mandatory waiting period. The Army will adhere to these procedures for this EIS.

Individuals and organizations are invited to access information concerning the Proposed Action at the Army's Web site established for this EIS at www.sbcteis.com. Comments can also be submitted by email to sbcteis@usace.army.mil.