

RECORD OF DECISION  
*ENVIRONMENTAL IMPACT STATEMENT*  
*F-15 BEDDOWN AND INFRASTRUCTURE UPGRADES AT ANDERSEN AIR FORCE BASE, GUAM*

## INTRODUCTION

The Department of the Air Force (DAF) has issued this Record of Decision (ROD) for the *Final Environmental Impact Statement (FEIS) for F-15 Beddown and Infrastructure Upgrades at Andersen Air Force Base, Guam* (Federal Register Vol. 90, No. 79, EIS Number 20250046, page 17431, April 25, 2025). This ROD is issued in accordance with the Department of Defense National Environmental Policy Act Implementing Procedures and the National Environmental Policy Act, as amended by the Fiscal Responsibility Act of 2023. This ROD reflects the DAF's consideration of the information, analyses, and public comments contained in the FEIS, along with other relevant matters.

This Record of Decision documents:

- DAF's decision;
- Alternatives considered;
- Environmentally preferable alternative;
- Factors considered in the decision;
- Whether the DAF adopted all practicable means to avoid or minimize environmental harm from the selected alternative, and if not, why not; and
- Mitigations.

## DECISION SYNOPSIS

The DAF will construct new infrastructure including a new aircraft parking apron and associated buildings and utilities on the northwest side of the existing runway at Andersen Air Force Base (AFB), Guam (*FEIS* §§ 2.1.2 and 2.1.3, pages 2-3 and 2-13). Construction includes: approximately 20 acres of new airfield pavements on the northwest side of the existing runway ("North Ramp") and includes new fuel infrastructure including new fuel lines that tie into the existing fuel transfer system; utilities vault and new utilities lines; security fencing, roadways, parking, walkways; and stormwater management infrastructure.

Once construction is complete, the expanded North Ramp will be used for aircraft parking, storage, maintenance, refueling, loading, and unloading consistent with existing installation operations.

Although fully addressed in the FEIS as part of the Proposed Action, the DAF will not implement or carry forward the beddown of up to 12 Republic of Singapore Air Force (RSAF) F-15 aircraft nor associated aircraft airfield operations, to include temporary support aircraft, and RSAF personnel or their families and no periodic temporary increases in associated support personnel will be required at Andersen AFB (*FEIS* § 2.1.1, page 2-1). Additionally, the DAF will not carry forward activities at Munitions Storage Area (MSA)-1, which included construction of three earth-covered magazines; pavements; stormwater management infrastructure; in-ground utility lines; or temporary infrastructure to support construction (*FEIS* §2.1.2.2, page 2-9). These actions are not further discussed in this ROD, except to the extent FEIS analyses may be used in support of potential future related activities.

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## ALTERNATIVES CONSIDERED

As stated in Section 2.5 of the FEIS, the DAF identified the Proposed Action as the Preferable Alternative and the No Action Alternative both of which were carried forward for full analysis (FEIS § 2.3, page 2-26).

**Selected Action.** Under the Selected Action, the DAF would construct infrastructure upgrades at Andersen AFB, Guam.

**Infrastructure Upgrades – North Ramp.** Construction at the North Ramp would occur over approximately 3 to 7 years and is estimated to begin in 2025. Infrastructure to be constructed in the North Ramp project area includes: airfield pavements (parking apron, taxiways); aircraft hangar and maintenance facility; flightline maintenance facility; utility building; jet fuel receipt, storage, and distribution system that connects to the existing fuel distribution system at Andersen AFB; fencing and the extension of utilities such as electricity and water; access roadways, parking, and walkways; and stormwater management infrastructure (FEIS § 2.1.2.1 and Figure 2-1, pages 2-4 and 2-5).

The North Ramp project area includes the construction footprint of all proposed infrastructure, land to be used during construction as a laydown area, land to support a concrete batch plant during construction, and vegetated areas that would be permanently maintained after completion of construction.

Additional personnel would be required for maintenance of the North Ramp infrastructure. It is estimated that up to five additional personnel would be hired to assist with facility and jet fuel system maintenance and assumed that these personnel would be civilians and hired from the local community (FEIS § 2.1.3.1.1, page 2-14).

**No Action Alternative.** The No Action Alternative serves as a baseline against which the impacts of the action alternatives were evaluated. Under the No Action Alternative the DAF would not implement the North Ramp infrastructure upgrades. Andersen AFB would continue supporting its current mission which includes providing parking, refueling, aircraft maintenance, and air cargo handling from its existing infrastructure. Separate construction projects are those typically accomplished for routine individually programmed facility actions, operations, and maintenance activities, and may not be specifically mission-related infrastructure to support forces at Andersen AFB (FEIS § 2.4, page 2-26).

## ENVIRONMENTALLY PREFERRED ALTERNATIVE

The No Action Alternative is the environmentally preferable alternative due to the lowest potential for adverse environmental impacts. However, under the No Action Alternative, the projected economic benefits of the proposed infrastructure upgrades (FEIS § 3.6.2.1.2, page 3-73) would not be realized.

## COORDINATION AND CONSULTATION

As described more completely in the FEIS (FEIS §§ 3.1, 3.4.2, 3.5.2, and 3.14.2; Appendix B, Appendix C, and Appendix D), the DAF coordinated and completed consultations with federal and Guam agencies during the EIS process.

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##### *Endangered Species Act (ESA) Section 7 Consultation with U.S. Fish and Wildlife Service (USFWS)*

In compliance with Section 7 of the ESA, the DAF prepared a Biological Assessment (BA) during formal consultation with the USFWS addressing impacts on federally listed threatened and endangered species and designated critical habitat. The BA included the effects from permanent loss of habitat to three federally listed species that are extirpated from Guam. The Biological Opinion from USFWS provided agreed upon conservation measures to mitigate anticipated effects on federally listed species (*FEIS Appendix B*).

##### *Magnuson-Stevens Fishery Conservation and Management Act, Essential Fish Habitat (EFH) Determination with National Oceanic and Atmospheric Administration (NOAA) Fisheries*

The DAF determined the Proposed Action will not adversely affect EFH (*FEIS* §§ 3.4.2.1.2 and 3.4.2.1.3). NOAA Fisheries did not respond to DAF's EFH determination, and in accordance with the Magnuson-Stevens Fishery Conservation and Management Act, consultation is not required with a determination of no adverse effect.

##### *National Historic Preservation Act (NHPA) Section 106 Compliance in Coordination with the Guam State Historic Preservation Officer (SHPO)*

In 2020, the DAF initiated Section 106 consultation with the Guam SHPO. In 2023, the DAF determined that compliance with the NHPA could be accomplished following the processes outlined in the 2008 *Programmatic Agreement among the Commander, Navy Region Marianas (now Joint Region Marianas), The Advisory Council on Historic Preservation, and the Guam Historic Preservation Officer, Regarding Navy Undertakings on the Island of Guam*, herein referred to as the 2008 "Joint Region Marianas (JRM) Programmatic Agreement (PA)." (*FEIS Appendix C*).

##### *Coastal Zone Management Consistency with the Guam Bureau of Statistics and Plans (BSP)*

In accordance with the federal Coastal Zone Management Act, the DAF reviewed the Proposed Action in relation to the Guam Coastal Management Program and determined it would not result in reasonably foreseeable effects on Guam's coastal resources. The DAF provided a Negative Determination to the Guam BSP (*FEIS Appendix D*). No response from the Guam BSP was received after 60 days and the DAF presumes Guam BSP concurrence on the Negative Determination in accordance with 15 Code of Federal Regulations § 930.41(a).

## MITIGATION

The *FEIS* (*FEIS* §§ 3.4.4, 3.5.4, 3.7.4, 3.9.4, 3.10.4, and 3.16.4) addresses mitigations that could avoid, minimize, or compensate for effects caused by the Proposed Action.

To monitor and enforce mitigations that avoid and minimize potential impacts on specific resource areas, the Pacific Air Force will develop a Mitigation Plan within 90 days of the signature of this ROD. This plan will clearly identify the principal and subordinate organizations responsible for overseeing and executing specific mitigation actions. The DAF will not implement any impact-inducing action related to the North Ramp infrastructure upgrade until the applicable mitigation measures described in this ROD are fully funded and in place.

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The Mitigation Plan will:

- Identify specific mitigative actions;
- Identify the organization responsible for each mitigation; and
- Present the timing for execution of the mitigations.

The DAF will implement the following mitigation measures for the North Ramp infrastructure upgrades to avoid, minimize, or compensate for effects on environmental resources.

Cultural Resources - In accordance with 2008 Joint Region Marianas Programmatic Agreement DAF will:

- Further assess for National Register of Historic Places (NRHP)-eligible historic properties not listed in Integrated Cultural Resources Management Plan (ICRMP) and incorporate eligible historic properties into ICRMP when it is revised or updated (*FEIS Appendix C*, page C-10).
- Share with Guam SHPO any updates to Geographical Information System cultural resource layers such as known archaeological sites and historic buildings and structures (*FEIS Appendix C*, page C-10).
- Data recovery in areas that contain surface and/or subsurface sites will occur prior to construction, if high probability areas cannot be avoided (*FEIS Appendix C*, page C-13).
- The DAF will submit a work plan and/or a data recovery plan to the Guam SHPO prior to conducting any archaeological data recovery study (*FEIS Appendix C*, page C-13).
- If a work plan and/or data recovery plan has already been approved by the Guam SHPO for a prior project in the general area for a similar type of archaeological resource, then the same work plan and/or data recovery plan will be cited, and the DAF will proceed in accordance with the previously approved work plan (*FEIS Appendix C*, page C-13).
- If previously unknown historic properties are discovered and are not accounted for in the archaeological monitoring plan, the DAF will follow the processes outlined in Stipulation VIII(A) of the JRM PA (*FEIS Appendix C*, page C-15).
- If human burials are discovered, the DAF will immediately halt work in the area of discovery and follow the Standard Operating Procedures specified in Appendix D of the JRM PA. This information will be documented and reported to the Guam SHPO in accordance with Stipulation IX of the JRM PA (*FEIS Appendix C*, page C-13).

Biological Resources

DAF will implement those conservation measures and Best Management Practices required in the Biological Opinion 01EPIF00-2025-0055727 issued by U.S. Fish and Wildlife Service (*FEIS Appendix B*, page B-4), including:

- Ensure that the Proposed Action does not exceed the scope described in the Biological Opinion.
- Prior to beginning construction, construction contractor personnel will be educated on

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ESA-listed species, invasive species, special status species, avoidance measures, and reporting requirements to insure proper management of biologic resources (*FEIS Appendix B-3*, page 13) .

- Prior to any vegetation clearing, a qualified biologist will perform a field assessment of construction footprints including a 10-foot (3-meter) buffer to map the locations of all threatened and endangered species, including home/host plant locations. Determine the current number of individuals and health status assessment of *Cycas micronesica*, *Tabernaemontana rotensis*, *Bulbophyllum guamense*, *Dendrobium guamense*, and *Tuberolabium guamense* that cannot be avoided within the construction footprint. Determine how many individuals can be salvaged through seed collection, plant part salvage, and/or whole plant salvage (*FEIS Appendix B-3*, page 13).
- Designate a 151-acre (61-hectare) forest enhancement area in Tarague, including a survey, work plan, planting of native plant species as well as removal of invasive plant species and ungulates (*FEIS Appendix B-3*, page 14).
- Seed collection, salvage, transplant, and maintenance to support native forest habitat enhancement. Seeds from native trees within the construction footprints will be collected, germinated, propagated, and transplanted within the forest enhancement area. Individual orchids will be salvaged and transplanted to a conservation area. Using methods described in the plant salvage and transplant work plan, ESA-listed species *Cycas micronesica*, *Tabernaemontana rotensis*, *Bulbophyllum guamense*, *Dendrobium guamense*, and *Tuberolabium guamense* will be salvaged from the construction footprint. The ESA-listed plant species that are not salvaged within 10 feet (3 meters) of the construction perimeter will be monitored once every 6 months during site preparation and construction activities (*FEIS Appendix B-3*, page 15).
- Awareness training will be delivered to the contractor during an in-person meeting to prevent disturbance to Mariana fruit bat (*fanihi*, *Pteropus mariannus mariannus*) during site preparation and construction (*FEIS Appendix B-3*, page 22).
- Contractor personnel will be responsible for performing biological monitoring on site while nighttime work is underway to observe for Mariana fruit bat (*FEIS Appendix B-3*, page 22).
- Brown tree snake (*Bioga irregularis*) traps will be deployed on the perimeter fencing of the North Ramp and will be monitored and maintained for 20 years following installation of those fences (*FEIS Appendix B-3*, page 22).
- Little fire ant (*Wasmannia auropunctata*) surveys will be performed at established entry points into the 151-acre (61-hectare) forest enhancement area. Following the 5 years of surveys, long-term management of this invasive species will be addressed by the commitment in the JRM Integrated Natural Resources Management Plan to annually survey high-risk areas for little fire ant using established protocols (*FEIS Appendix B-3*, page 22).

#### Other Resource Areas

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- Amending the existing Andersen AFB Spill Prevention, Control, and Countermeasure Plan and Stormwater Pollution Prevention Plan, and/or develop site-specific plans (*FEIS* § 3.7.4, page 3-86).
- Amending the Andersen AFB Facility Response Plan and Hazardous Waste Management Plan (*FEIS* § 3.16.4, page 3-173).
- Adhere to a construction-specific Stormwater Pollution Prevention Plan prepared in accordance with a National Pollutant Discharge Elimination System Construction General Permit (*FEIS* § 3.9.4, page 3-109).

### **DECISION**

The DAF has carefully considered the potential environmental consequences of the Proposed Action (*FEIS* §§ 2.1.2 and 2.1.3, pages 2-3 and 2-13), and alternatives analyzed in the *FEIS*, along with public and stakeholder comments. The DAF also considered factors related to national defense, including mission support, infrastructure, weather, capacity, environmental criteria, cost, and military plans.

The DAF will, by this decision, proceed with the North Ramp infrastructure upgrades in accordance with the *FEIS* and the above discussion. The infrastructure would provide options for parking, storing, maintaining, refueling, loading, and unloading aircraft on the installation, which would improve upon current strategic capabilities and posture with regard to ground maneuverability. The DAF has adopted all practicable means to avoid or minimize environmental harm. I certify that the DAF has considered all alternatives, information, analyses, and objections submitted by commenters.

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Acting Assistant Secretary of the Air Force  
(Energy, Installations, & Environment)

Date