

SENATE
GOVERNMENT AFFAIRS COMMITTEE

Minutes of Meeting - March 14, 1977

Present: Chairman Gibson
Senator Foote
Senator Faiss
Senator Gojack
Senator Hilbrecht
Senator Raggio
Senator Schofield

Also Present: See Attached Guest Register

Chairman Gibson opened the twenty-first meeting of the Government Affairs Committee at 2:00 p.m. with all members present.

Chairman Gibson informed the committee and those present that SB-310 would be postponed since Senator Blakemore wasn't able to get the people he wanted to testify here today.

Chairman then informed the committee that he had BDR 31-1058 for committee introduction if all agreed. The bill dealt with local government budgets. It requires local government budgets to use the line item method.

Motion for Committee Introduction by Senator Raggio, seconded by Senator Schofield. Motion carried unanimously.

SJR-12

~~Urges United States Department of Defense to discontinue consideration of Nevada as site for project Seafarer. (BDR 1426)~~

Bruce Arkell, Planning Coordinator, testified in favor of the bill. Mr. Arkell had a prepared statement and supporting documents for the committee's information. (See Attachment #1)

Mr. Arkell noted that there are three problems with Project Seafarer. 1) Main problem is location, If the system comes in, Nellis will have to cut down personnel considerably as well as many of the projects they are now doing. Mr. Arkell indicated a potential impact at a loss of 25,000 jobs in Clark County. 2) A very large power consumption. 3) Because the system is only 28% efficient, 4,000 square miles, and once this system is in place they will continue to expand the antenna system. This will bring little back to Nevada.

Mr. Arkell concluded that they have worked on this project for the past two years, off and on, and feel that it should be discontinued in Nevada.

Senator Hilbrecht asked what other sites have been considered besides Michigan and Nevada. Mr. Arkell responded by stating that Texas, Colorado and Wyoming were being considered as well as a place in New Mexico.

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Peggy Twedt, League of Women Voters, testified to the committee. Ms. Twedt read her testimony. (See Attachment #2) They are very much in favor of discontinuing Project Seafarer investigation in Nevada.

Motion of "Do Pass" by Senator Gojack, seconded by Senator Schofield. Motion carried unanimously.

SB-302

Provides for consolidation of reports of state agencies. (BDR 29-905)

Jean Ford, on study committee, testified in favor of the bill indicating that this bill was similar to AB-525 of the last session. Mrs. Ford felt that if there had been more time for consideration this bill might have passed. (See Written Testimony - Attachment #3)

Mrs. Ford stated that this bill provides a method of taking the existing practice and placing it in a system that will be much more useful to the state agencies and those who receive the various reports they put out. Part of this bill will repeal the procedure used with regards to the appendix. This will help save staff time, state funds and provide a much better report. Mrs. Ford then went over the study that was prepared in Bulletin 77-8 (This bulletin was not included in the minutes but is in the expanding folder for each Senator)

Mrs. Ford had some amendment suggestions for the committee. On line 18, Section 2. insert "major" before publications and after publications add "of general interest". On line 19 place a period after biennium and delete the rest of that sentence.

Also, in Section 5, line 16. Place a period after coordinator and delete the rest of that sentence.

She does not support the repealer placed in Section 7, #1. Would add two additional sections, (1) To provide for public distribution and this should go to elected state agencies (officials), i.e. the Governor on down through the State Treasurer. One to each state agency, one to the county clerks, one to public libraries of the State and University, and one to the Legislative Counsel Bureau. They could also be available (at a charge) to the public at large. The additional part that is needed is the repealers to delete the current reports.

Mrs. Ford indicated that AB-192 is a skeleton of SB-302 and was sponsored by Mrs. Hayes. She feels that SB-302 is a much better bill.

Senator Raggio didn't see where in the bill is the safeguard to prevent the agencies from preparing reports on their own. Feels

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that this bill should have some restrictive language so that this report would be the only one prepared. Mrs. Ford agreed but also felt that it shouldn't be so restrictive that the agency is bound to only one report.

Don Rhodes, Legislative Research Department, was on hand to help Mrs. Ford and informed the committee that on pages 12 and 13 of the Bulletin Report 77-8 they came up with these figures from a computer print-out. He also stated that in a meeting with the Governor it was felt that two reports would be acceptable from each agency. One for line items and the other for the biennium report.

Senator Hilbrecht agreed that there should be some restrictive language so that agencies couldn't be publishing reports indiscriminately.

Frank Daykin stated that sections that are listed for reports have other items noted in them and it would be a very lengthy bill because he would have to separate the report notations from the other duties listed. Actually an attempt was made to avoid this situation by stating that in Section 5. Each State agency which is required by law to prepare and submit a report shall comply by doing what the section prescribes. The effect is to amend by implication each of the enumerated sections by saying how you would carry out the duty. If this was not done you would not be repealing those other sections and we would say "shall" prepare for inclusion in the biennial report. This would also result in a 25 page bill.

Bruce Arkell, Planning Coordinator, agreed with the suggested amendments by Jean Ford and comments presented by Frank Daykin. He feels there is a problem with the bill as it is now written. They will have to amend the fiscal note on this bill. This bill does not attack the problem of the types of publications that can be published as was noted by both Senator Raggio and Hilbrecht.

John Griffin, Human Resources (Department of Rehabilitation) testified on this bill. (See Attached written testimony #4) Mr. Griffin noted that listening to the other testimony has cleared up several problems that they had with the bill. Mr. Griffin stated that they do use their binnerial report very extensively. A copy was passed out for their information and is part of the record. (See Back of Att. #4)

Senator Hilbrecht felt that the report was quite handsome and felt this was a good example of the types of reports that should be limited. Senator Hilbrecht asked Mr. Griffin what it cost to produce this report and Mr. Griffin stated that he did not have the figures but would get them for the committee.

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Joe Anderson, State Librarian of Nevada, testified that he also worked with Mrs. Ford on this bill as well as with Mr. Arkell. He stated that we need to have a clear, easily accessible record of the different State agencies and what they are doing. This is a long range management information objective. Supports the concepts in this bill.

Senator Raggio suggested that Mr. Arkell, Mrs. Ford and Frank Daykin get together and work out the amendments for the bill.

SB-166 Amendments were discussed by the committee with Frank Daykin going over the suggestions of the committee and those present at the hearing on 2-7, 2-28 and 3-7.

One major change was substituting the word "drainage courses" for public grounds throughout the bill. Limits it to one route.

Another change was the problem with notification. That change was made with each notation of a notification. The same notice and hearing must be given before voting on the adoption of any official map, part thereof, or amendment thereto or restoration of any element of the official map.

The next substantiative change was to require such notice be given as to any final map of a subdivision if an official map has been adopted.

Another change was to state that the use of any building or land may be changed if the change does not increase the amount required to be paid for the property that is acquired for public use. Also the language was revised to make clear that you could not recover compensation for a building or improvement, part thereof which was constructed within the lines of any public street, water course or drainage course while the aforementioned was on the official map. We also removed the variance language in Section 6.

Section 7 has been entirely rewritten. First it limits the life of any entry on the official map to one year. It does permit the element to be restored to the official map as many times as is appropriate but only after the same required notice and hearing. What was added, since our previous meeting, is any owner of land affected by the proposed improvement made, not later than 90 days before the date of expiration of any reservation, give written notice to the governing body of his intention to build upon, subdivide, or otherwise develop the land. If he does so, the governing body shall not restore the proposed improvement to the official map unless it has acquired the land or the appropriate interest therein or comences action to acquire the land or subdivision by condemnation.

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In Section 8, it specifically provides of inverse condemnation and joins with it an action to enjoin future reservations. Despite the notice language which is now in Section 7 it might be necessary to ask for damages now plus language that would prohibit this being done with the next official map one year later.

The new section added to the bill merely postpones the time for acting on the final map of a subdivision if necessary to comply with the notice and hearing provisions of the rest of the act.

The committee felt that the bill was acceptable with the above amendments made.

Motion of "Amend and Do Pass" by Senator Raggio, seconded by Senator Faiss. Motion carried unanimously.

SB-307

Provides for alternative method of electing county commissioners in certain counties. (BDR 20-994)

Senator Dodge, sponsor, testified to the committee on this bill and indicated that the people of Storey County have had problems with block votes and this is why the bill has been drafted. The Senator indicated that although the reason for the bill is very specific the bill must be made general in nature.

Senator Raggio noted that the bill reduced the petition signatures from 35% to 15%. Felt that it should be increased somewhat.

Senator Dodge indicated that the 15% figure could be amended to a more acceptable percentage by the committee.

Clint Salmon, Virginia City, testified to the committee that with the block voting a certain amount of preferential treatment is given to the party involved in creating this block vote. He also went over some figures regarding the amount of people in an area and what the registered voter statement showed. There were many discrepancies involved.

Mr. Bob Berry, County Commissioner, Storey County, indicated that there was some effect from the block vote but didn't agree with Mr. Salmon's testimony. He felt that the bill was well written but much too complex to be voted on. Felt that most people wouldn't understand the issue. He also didn't like the 15% figure for the petitions.

Bob Broadbent, County Commissioners asked the committee to hold action on the bill so that he could get with the other commissioners and get some opinions on the issue. They feel that the 15% petition factor could cause problems too.

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Henry Bland, County Commissioner in Storey County, stated that his wife was the registrar for voting and explained how the figures were derived. (Noted two trailer parks) He stated that there was a good deal of turnover in this area and felt that the figures were as accurate as possible. He was against the bill and felt that when placed before the people for a vote the people would prefer to leave the law as it is. Indicated that Mr. Salmon was slightly exaggerating the block vote issue.

Barbara Smith, Virginia City, as a citizen testified that the 35% figure was only mentioned once and applied on to districting in the counties. It might not affect any other county. She is in favor of the bill. Mrs. Smith concluded by stating that the block vote is real, and a necessary thing to try and change.

Mrs. Brouman, resident of Virginia City, testified in favor of the bill. She indicated that she would get facts for the committee to show the results of block voting.

There was no action on this bill today.

AB-140

Relieves secretary of state of duty to supervise printing of laws and journals. (BDR 18-275)

Secretary of State, William Swackhammer, testified that this bill was a technical change to update the statutes.

Motion of "Do Pass" by Senator Hilbrecht, seconded by Senator Faiss. Motion carried unanimously.

AB-241

Repeals certain provisions on filling vacancies in offices of state treasurer and controller. (BDR 18-277)

Frank Daykin testified that this bill removed one unconstitutional and one redundant provision in the law.

Motion of "Do Pass" by Senator Hilbrecht, seconded by Senator Raggio. Motion carried unanimously.

AB-237

Clarifies license requirements for persons who provide construction management services and effective date of provisions regulating such services. (BDR 28-341)

Frank Daykin testified that this bill was to get rid of a reference that shouldn't be in the statutes. We are repealing the effective date section and putting in some words, Section 1, line 2 - see the bill for details.

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Mr. Bill Hancock, Public Works Board, was on hand but had no testimony and concurred with Frank Daykin's statements.

Motion of "Do Pass" by Senator Schofield, seconded by Senator Raggio. Motion carried unanimously

AB-80

Amends provisions on certain statutory funds and abolishes others. (BDR 31-598)

John Crossley, Chief Deputy Auditor and Earl Oliver, Legislative Auditor for the Legislative Counsel Bureau were both on hand for testimony. Mr. Crossley passed out their written testimony supporting this bill. (See Attachment #5)

They had a suggestion to amend Section 4 - Any(moneys) collected in accordance with this section - then continue with the remaining language.

Mr. Oliver stated that in SB-35 the above bill is repeated and SB-35 could be more encompassing. Would suggest that the committee hold action until this bill has passed the Assembly Government Affairs Committee.

The committee agreed to hold action on this bill until the Assembly Government Affairs Committee had dealt with the bill.

SB-221 was brought up by Senator Gibson. The Chairman indicated that they have not been able to get the amendments they requested as yet and Bob Gagnier, S.N.E.A. approached him requesting that this bill be withdrawn.

Motion to "Indefinitely Postpone" by Senator Gojack, seconded by Senator Foote. Motion carried unanimously.

AB-208

Makes technical corrections in law relating to local government purchasing. (BDR 27-310)

Frank Daykin stated that the law would provide for what you would do if a contract that is more or less that \$2,500 but not if it is \$2,500. The change AB-208 brings is this language.

Motion of "Do Pass" by Senator Foote, seconded by Senator Gojack. Motion carried unanimously.

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AB-331

Decreases length of time that county clerks must retain certain original records. (BDR 19-856)

Frank Daykin stated that this bill came out of Clark County in the clerk's office. It reduces the length of time to keep certain records.

Chairman noted that Andrew Grose, Research with the L.C.B. was not able to testify but had informed him that it was consistent with the other changes to retention of records.

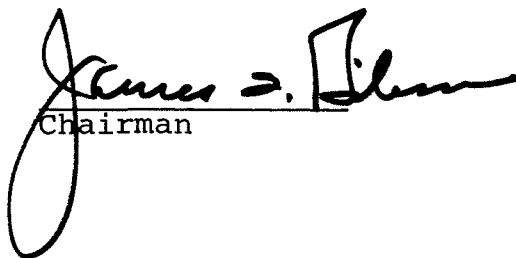
Motion of "Do Pass" by Senator Hilbrecht, seconded by Senator Raggio. Motion carried unanimously.

With no further business the meeting was adjourned at 4:45 p.m.

Respectfully submitted,


Janice M. Peck
Committee Secretary

Approved:


Chairman

SENATE GOVERNMENT AFFAIRS COMMITTEE

GUEST REGISTER

DATE 3-14-77

PLEASE SIGN - EVEN IF YOU ARE NOT HERE TO TESTIFY.....

NAME	WILL YOU TESTIFY	BILL NO	REPRESENTING - - - - -
Peggy Tweedt	yes	✓ SJR-12	League of Women Voters
John Griffin	T	✓ SB302	Rehabilitation
Bruce Arzell	yes	✓ ^{SB 302} JR 12	Planning Coordinator
James Matteny	yes	307	
Jim Liley	yes	310	Taxation
Clint Salmen	yes	✓ 307	
Cynthia Cunningham	yes	31	
Robert Berry	yes	✓ 307	Co Comm - Storey Co.
John Ford	yes	✓ 302	myself
Henry Blane			Storey Co

PROJECT SEAFARER COMMUNICATIONS SYSTEM
FACT SHEET

OTHER NAMES:

Project Sanguine, SHELF (Super Hardened Extremely Low Frequency) and ELF (Extremely Low Frequency). Each is essentially the same communications system but degree of survivability varies.

Description:

Seafarer is a communications system proposed by the Navy for transmitting command and control messages to U.S. submarines and other U.S. forces. The system is proposed to provide almost worldwide coverage to submerged submarines from a single transmitting location in the contiguous United States. The system would consist of many antennae, preferably buried approximately 4-6 feet deep in the ground, and laid out in a grid pattern. The system would transmit only (not receive) and would have a low message capacity because of the wave lengths used. The system as proposed for the selected Nevada site would require 5,350 miles of antenna length consisting of 66 north-south lines and 58 east-west lines and would provide only 26% of the desired communications goal. Cables would be laid out as shown in figure 1 with a distance approximately 1 mile between lines. Area to be cleared along each line would be approximately 25' wide (Total area to be cleared is over 16,200 acres).

History of Project:

Efforts on such a project began about 1968. Initial attention centered on Northwestern Wisconsin because the conductivity of the Laurentian Shield is most desirable for such an antenna. Late in 1972, Wisconsin was dropped from consideration because of opposition from the state. Between 1972 and 1973, attention was directed toward Northern Michigan but was dropped because of extreme local opposition as well as state opposition. In 1973-74, attention

was then directed to a site in Central Texas. The Navy abandoned the Texas site in late 1974 because of even greater state and local opposition than was experienced in Wisconsin or Michigan. In 1975, two significant actions related to Nevada happened:

- 1) The Navy decided to center its attention on "large tracts of federally-controlled lands...that had the disadvantage of boundary constraints, but the advantage of alleviating public and political attitudes over far-reaching environmental effects."
- 2) Congress in authorizing continuing research funds for Seafarer included a provision in the Department of Defense Appropriation Bill 1975, Report No. 93-1255 that this project "...will not receive additional funding unless concerned state and local governments concur in the deployment plan."

As a result of the search on federally owned lands, two sites (The Nellis-Tonopah Test Range - ERDA site in Nevada and White Sands Missile Range in New Mexico) were selected in 1975 for further study. Also in 1975, the Governor of Michigan as a result of continuing Navy interest in the Michigan site indicated that further environmental studies could continue in that state if detailed studies of local opinion about the project were included. In 1976, a referendum covering counties affected by the project was solidly defeated in Michigan (approximately 2-1 against).

Additional information:

The original Nevada proposal called for the antenna to cover the Nellis Range, Tonopah (Sandia) Test Range and ERDA land. The question of mission incompatibility was raised by Nevada as well as all present using agencies. Subsequently, the Navy agreed that its project is incompatible with the ERDA facility and has agreed not to cover the ERDA with the antenna. A similar

agreement has not been forthcoming about the Nellis or Tonopah Test facilities. It is believed that if such a determination were to be forthcoming, the Navy will propose to move the antenna onto BLM land north of this military land.

Specifics:

COST - Estimates range as high as \$724 million for construction

CONSTRUCTION TIME REQUIRED - 30 months

CONSTRUCTION MANPOWER - Maximum of 1,000 (All will reside at construction site)

OPERATIONAL MANPOWER - 17 + 127 support staff (all housed at the antenna site and not in any community)

POWER REQUIREMENTS - 22 megawatts of 60 cycle, 100 amp electric power purchased from Nevada Power and Sierra Pacific Power Co. (Would require new powerlines from Austin south 136 miles and two new lines from Nevada Power Substations, approximately 160 miles). NOTE: 22 megawatts represents approximately the same amount of power used by 22,000 average residential units or 2 MGM Grand Hotel - Casinos

OPERATION TIMES - 24 hrs/day - 7 days/week

AREA COVERED BY ANTENNA - approximately 4,000 square miles

CONCERNS OF NEVADA

The major concerns relative to this project fall into the following three broad categories.

SOCIAL-ECONOMIC

- 1) In a study commissioned by the State Planning Coordinator's Office and undertaken by the UNLV School of Business and Economics, it was revealed that should the installation of this antenna cause the close down of Nellis Air Force Base (the largest single employer in Clark County) over 25,000 jobs would be lost in Southern Nevada in the 1976-1985 decade. Even in the least-drastic response case, employment would drop by approximately 410 in Las Vegas, 281 in Tonopah and 257 in the Caliente area. These lost jobs would be replaced with 144 jobs, not located in any existing settlement.
- 2) The power consumption of the antenna would be 22 megawatts. This would reduce the potential for expanded residential-commercial-industrial expansion by a corresponding amount or would require additional generating capacity to handle both.
- 3) If the project is located off the military reservation, somewhere between 6,000 and 9,000 square miles of Nevada will be lost to other major land users. Presuming there are no health related problems, grazing would probably be the only compatible economic use of the land.

ENVIRONMENTAL

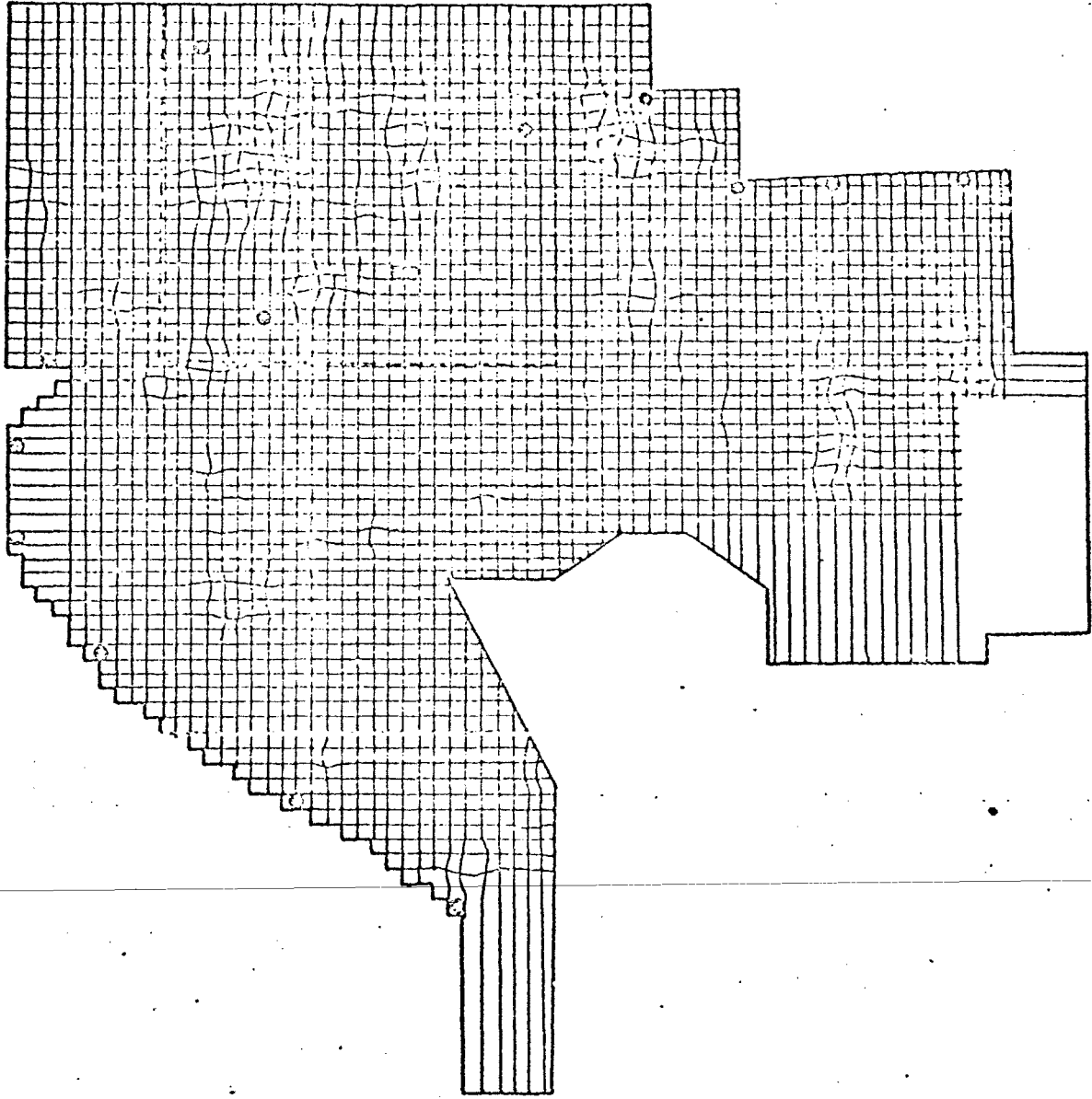
- 1) Although millions of dollars have been spent on research concerning Seafarer, no one has been able to demonstrate that the radiation is not harmful to man, wildlife or other environmental constituents.
- 2) According to preliminary Navy estimates, it would cost a little over \$1 billion or roughly the same as the construction cost, to restore the disturbed areas, with little likelihood of success.

SECURITY

- 1) Although this project is being promoted as a national security need, it will increase the potential of attack and/or sabotage in Nevada because it will be the number two target in the U.S. (second only to Washington, D.C.).
- 2) The system as currently proposed will cover only 26% of the Navy communications goal. Once Nellis is covered, it is

anticipated that the system will have to be expanded
off military property and onto BLM land to the north.

ILLUSTRATION REDUCED FOR THIS COPY



- TRANSMITTER STATIONS
- TRANSMITTER CONTROL CENTER

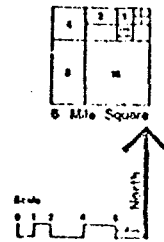


FIGURE 1-7 SEAFARER SYSTEM LAYOUT FOR NEVADA

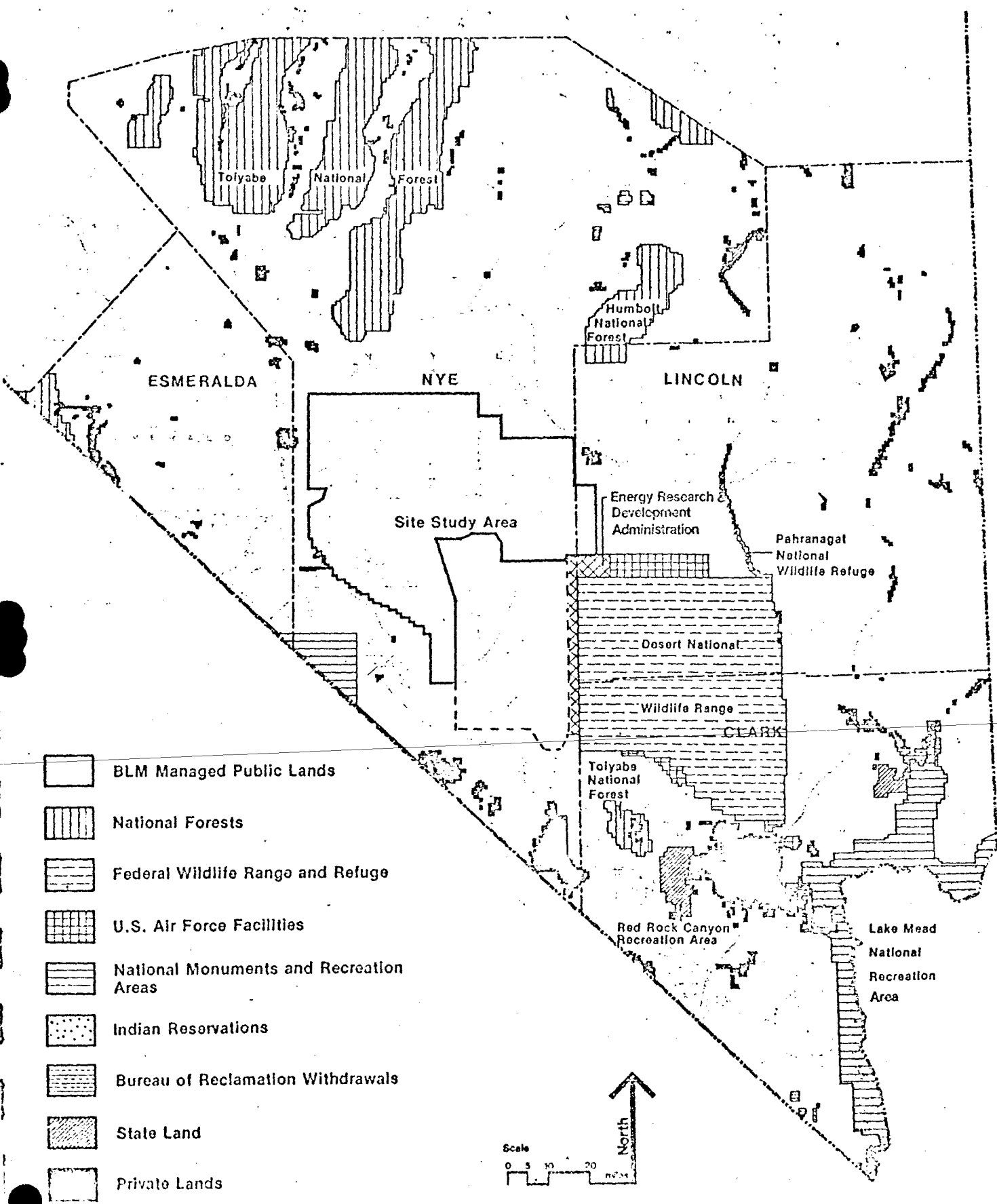


FIGURE 11-23 REGIONAL LAND CONTROL NEAR THE NEVADA AREA OF INTEREST

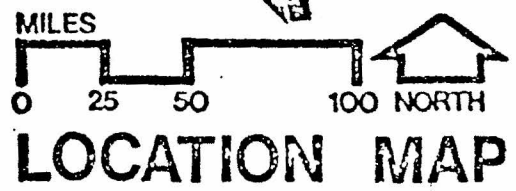
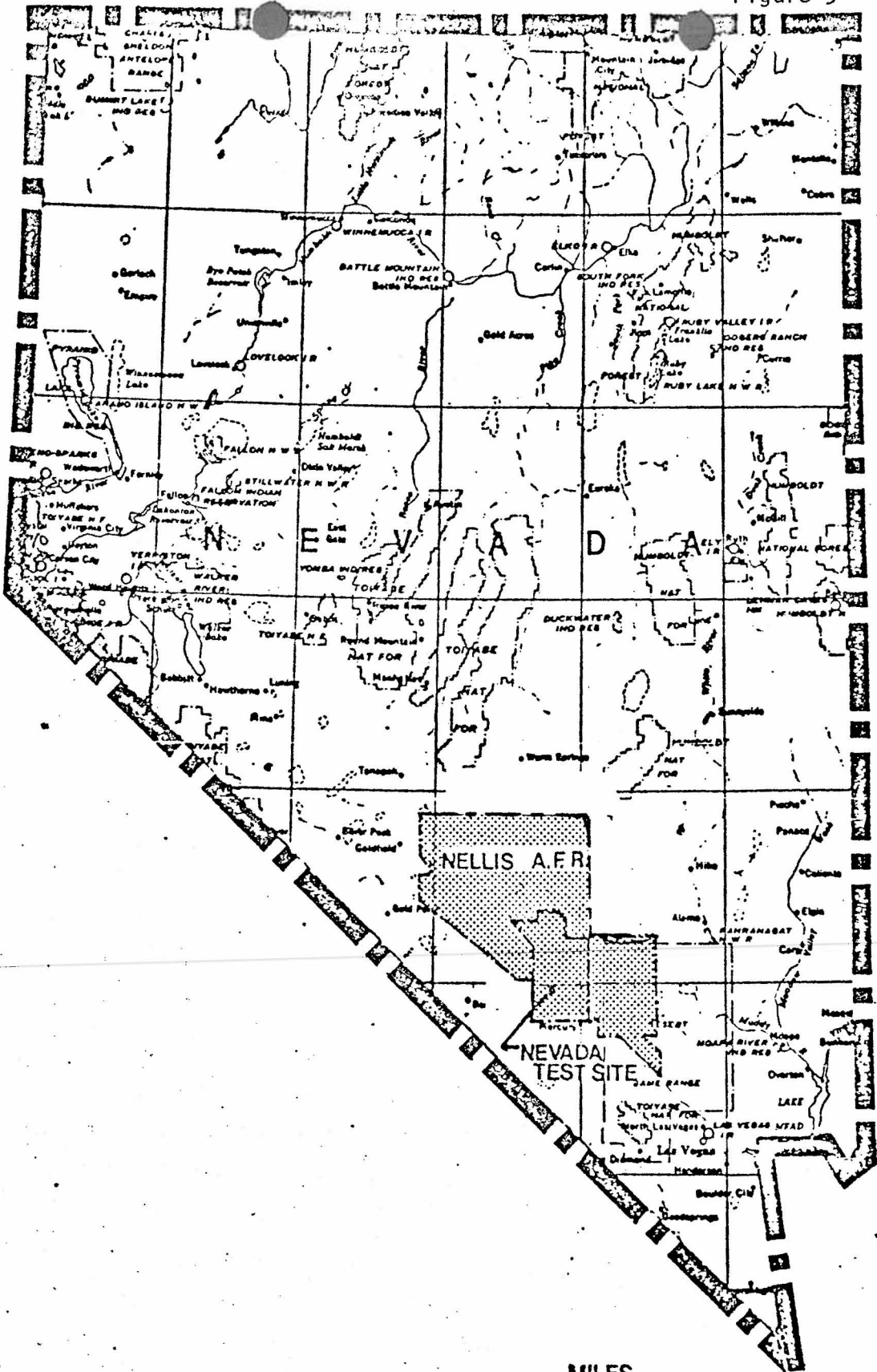


Figure II-1-3 The Nevada Region of Interest

Source - Working Copy
Seafarer ELF Communications
System Draft Environmental Impact Statement
for Site
Selection and Test Operations
Nevada Environmental Analysis

AIR FORCE
GENERAL COMMENTS

ON

NEVADA ENVIRONMENTAL ANALYSIS

1. The Air Force has invested substantial amounts of money and manpower in investigating what the impact on Air Force mission requirements would be if SEAFARER were installed and operated on the Nellis Range. As a result, the Air Force has concluded that SEAFARER installation on Nellis Range would foreclose development of a realistic threat environment for the testing of weapons, weapon systems, tactics, and the training of air crews. Moreover, in the absence of an alternative for displaced Air Force range requirements, the loss of the Nellis capability would have an enormously adverse impact on USAF readiness and combat capability. Therefore, a clear statement of the mission incompatibility must be prominently included in all "Conclusions" sections throughout the Nevada Environmental Analysis prior to this document being acceptable to the Air Force.

9

RECEIVED

93D CONGRESS <i>2d Session</i>	}	HOUSE OF REPRESENTATIVES	}	REPORT No. 93-1255
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APR 8 1975				
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Documents Div.

DEPARTMENT OF DEFENSE APPROPRIATION BILL, 1975

AUGUST 1, 1974.—Committed to the Committee of the Whole House on the State
of the Union and ordered to be printed

Mr. MAHON, from the Committee on Appropriations, submitted
the following

REPORT

together with

SEPARATE VIEWS

[To accompany H.R. 16243]

The Committee on Appropriations submits the following report in explanation of the accompanying bill making appropriations for the Department of Defense for the fiscal year ending June 30, 1975.

APPROPRIATIONS AND ESTIMATES

Appropriations for the military functions of the Department of Defense, including military assistance related to the support of South Vietnamese forces, are provided for in the accompanying bill for the fiscal year 1975. This bill does not provide for other military assistance, military construction, military family housing, or civil defense, which requirements are considered in connection with other appropriation bills.

The new budget (obligational) authority enacted for the fiscal year 1974, the President's budget estimates, as amended (House Documents Nos. 93-266, 93-309, and 93-322), and amounts recommended by the Committee for the fiscal year 1975 appear in summary form in the following table:

STANDARD SURFACE-TO-SURFACE MISSILE

The Committee recommends that the entire request of \$2,050,000 for the Standard Surface-to-Surface Missile be deleted. As discussed previously in the report, the procurement of the Standard Active Missile has been deleted because the Harpoon missile is available, thus further development effort on the Standard Active is not required.

AV-16 ADVANCED HARRIER

The Committee recommends the deletion of the entire request for the continued development of the AV-16 Advanced Harrier aircraft. The budget proposed \$3,909,000 in fiscal year 1975.

Development effort on the AV-16 Advanced Harrier, a vertical take-off fighter, was a joint British and Navy development program. The funds requested were for continued development of the Pegasus 15 engine. The Committee was advised that the British have withdrawn from this program because they no longer have a requirement for the AV-16. Considering the significant cost of a unilateral development program, and that the AV-16 is not a specifically stated requirement in the Defense Five Year Plan, the program has been deleted. Funding, however, has been provided for technology development of the Thrust Augmented Wing and Lift-Plus-Lift Cruise vertical take-off concepts.

PROJECT SANGUINE

The Committee recommends the appropriation of \$8,205,000 for Project Sanguine instead of the \$13,205,000 requested in the budget. This level of funding is almost identical with that provided in fiscal year 1974.

None of the funds provided should be used for full-scale development of the Sanguine system. Furthermore, the Committee will not consider funding full development of Sanguine until a site has been selected, and State and local government agencies concerned concur in the deployment plan.

HSX

The Committee recommends that the \$2,000,000 requested for the HSX, a new family of helicopters for anti-submarine warfare and troop transport, be appropriated, however, the funds should be used in different manner. A major factor included in the requirement for the HSX for anti-submarine warfare is the Sea Control Ship. As previously discussed in this report, the funds for the Sea Control Ship were deleted. As a result, the Committee directs that all or most of the funds requested for the HSX be used to perform a test of the Reserve Merchant Ship Defense System concept. This concept involves putting helicopters on merchant marine ships for anti-submarine warfare in a time of war. This mission would be assigned to the Navy Reserve. If this concept proves valid, it would have a direct impact on the need for the HSX.

to a Navy version of the Lightweight
the Air Force version, because it must
carriers. However, the Navy version
armament, and similar avionics and
period of rapidly increasing inflation,
of aircraft by the Navy and Air
possible would result in substantial

in an entirely different direction, the
of all of the funds requested for the

utilization of an aircraft by more
initial cost because of higher produc-
tion and procurement of ground sup-
port of flying training and maintenance
costs for spare parts. Recent outstand-
ingly successful in the inventories of
are the F-4 and the A-7.

the procurement of fighter aircraft
sales which help create a favorable
market. The Air Force developed light-
weight foreign sales potential. The pro-
gram would increase production rates
competitive with foreign aircraft in

see a repetition of the F-4 aircraft
Air Force bought the F-4 and sub-
stantiated production rates of the F-4 were
demonstrated a long period and the advan-
ces realized. Both services and the
large production run. The Air Force
has an opportunity to repeat the F-4

ENGINE

the appropriation of \$21,000,000 for
\$27,500,000 requested in the budget.
for contractor development effort
1974, under the Contract Limit of
The Committee directs that any
F-401 engine be terminated. The
demonstration tests in September and
it is not scheduled until December
has been selected to use this engine,
on that the Navy's VFAX aircraft
the Air Combat Fighter, no require-

late in 1972. Its technical feasibility having been demonstrated sufficiently by experiments and analysis, the decision was made to continue development. However, concern for acceptance by the state of Wisconsin justified investigation of other potential sites for an operational system. A smaller, more populated area in central Texas was selected for study as an alternate site.

Environmental investigations and engineering studies conducted in 1973-74 indicated that a less efficient, more costly ELF Communications System could be constructed in central Texas than in northwestern Wisconsin. The risk of adverse environmental impacts (due to more difficult construction) also appeared higher in Texas than in Wisconsin. The population density in the Texas area being higher, costs for eliminating interference effects would be substantially higher, as expected.

The apparent disadvantages of the Texas site prompted additional siting studies. They were made late in 1974. Emphasis was placed on large tracts of land managed by the Federal government where population density was low and low earth conductivity might be found. The larger military installations in the southwestern United States were included in the study.

Large tracts of Federally-controlled land are predominantly in the western and southwestern states. National forests in Wyoming, Colorado and Arizona were studied, public lands in Idaho were analyzed, and military installations in New Mexico, Arizona, Utah, Nevada and California were studied. None of the National forest or public lands appeared to be any more suitable than central Texas as potential locations for an ELF Communications System (7). The Department of Defense facilities had the disadvantage of boundary constraints, but the advantage of alleviating public and political attitudes over far-reaching environmental effects. The Nellis Air Force Range and adjacent Tonopah Test Range in Nevada, and the White Sands Missile Range in New Mexico were authorized as alternative sites for system planning in 1975 (8).

The state of Michigan expressed an interest in being considered as a potential location for an ELF Communications System in 1975 (9). Portions of the Upper Peninsula of Michigan are geologically similar to northern Wisconsin. Environmental investigations and system planning studies for that area commenced late in 1975.

INTRODUCTION

CHIEF OF NAVAL OPERATIONS POLICY STATEMENT

NEED FOR AN ELF COMMUNICATIONS SYSTEM

The credibility of the deterrent posture of the United States is served through the existence of assured command and control for survivable forces. The command and control of the highly survivable sea based portion of these deterrent forces is therefore a matter of highest importance. This command and control must be capable of reliable and effective performance across the total spectrum of force employment options including: normal peacetime; periods of mounting tensions reflected in establishment of increased national defense readiness conditions; rapidly developing crisis; deliberate, controlled response under any condition of war, and finally, for real time control of tactical forces in highly specialized missions of importance.

Reliable and secure communications to our submarines is provided through redundant very low frequency (VLF), low frequency (LF) and high frequency (HF) systems. Each system has inherent strengths and weaknesses when measured in the context of reliability, security and survivability. Their combination, however, provides high confidence that messages, including Emergency Action Messages, can be delivered to the appropriate forces through the early phases of any enemy attack. This confidence will degrade as the enemy attack and jamming capabilities improve. None of these systems, however, frees the submarine from the requirement to place an antenna at or near the surface to maintain continuous communications with the national command authority. Both strategic and attack submarines are required to periodically limit or adjust their operational postures to maintain communications contact.

The most important and immediate command and control requirement therefore is the attainment of a capability to free the submarine from the vulnerabilities and limitations of near surface operation. An extremely low frequency communications system alone offers the capability to deliver messages on short notice worldwide to our submarines while operating below the near surface depths. In addition, it is inherently reliable, secure, and would be very difficult to jam. Application of the high data rate capability to an extremely low frequency system can significantly enhance both strategic and attack submarine survivability during tactical situations and in periods of international crisis.

An ELF communications system is important to our national security. It is essential to vigorously pursue the development of such a system and attain operational status in the early 1980's.

A phased implementation of the Seafarer transmitting system will be developed when test and evaluation at the test facility is accomplished and construction of the full operating capability is approved. As useful increments of the transmitter system are constructed, it is planned to use them for operational communications to submarines.

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Based on all the factors cited in this environmental impact statement, the following conclusions have been reached:

1. Of the three sites evaluated only Michigan can fully support the operational requirements.
2. Michigan is the best technical site, the lowest cost alternative, and the site at which an operational capability can be achieved at an early date with high confidence.
3. The Nevada and Mexico sites are judged to be seriously deficient for a satisfactory Seafarer system for the following reasons:
 - a. The high conductivity at both sites significantly reduces the efficiency of the system. To achieve the desired operational capability at the reduced efficiency requires an expansion of the antenna configuration, and/or an increase in the antenna current. The conceptual antenna design already used most of the available area on these sites, which foreclosed increasing the size of the system. An increase in the antenna current would result in higher electric fields at the antennas which to date has not been proven to be an acceptable design criterion.
 - b. Mission incompatibilities with the current site uses forced further reductions in the antenna area, resulting in additional degradations in the communications capability.
 - c. Due to the high utilization of both sites for military test operations, there is an unknown mitigation requirement which will result in continuing uncertainties on whether new instrumentation configurations can be effectively mitigated in consonance with required test schedules.

- d. The cost of a reduced capability system at either site is estimated to exceed the cost of providing the full capability in Michigan.

4. The biological and ecological research program has revealed no deleterious effects which can be directly attributed to the ELF radiation.

Recommendations

The following recommendations are made:

1. Michigan be selected as the site for the Seafarer system based on best technical performance for the least cost, best compatibility with the environment, and earliest achievable operational capability.

2. That upon concurrence in the Navy recommendation by the Defense System Acquisition Review Council (DSARC), the Secretary of Defense be requested to take the following actions:

- a. Approve the siting of the Seafarer system in the Upper Peninsula of Michigan as expeditiously as possible consistent with the Secretary of Defense commitments to the Governor of Michigan.
- b. Subject to such approval agree to start of Full Scale Development and the construction of a Test Site at K. I. Sawyer Air Force Base upon Congressional concurrence.
- c. Approve the continued use of the Wisconsin Test Site until the new site is fully operational.

3. In the event that Michigan approval to construct the Seafarer system can not be secured, the Navy would propose to request approval from the Secretary of Defense for the following actions:

- a. In view of the deficiencies of the New Mexico and Nevada sites, determine whether there are other site options available, or combinations of sites, which would meet at least the most critical requirements. Based upon past alternative site investigations, it is not clear that a suitable site option can be found; nevertheless, because of the critical military importance of a Seafarer system, this investigation must be given high priority. The review would result in a minimum delay in the program of two to three years, including the gathering of information for, and the preparation of, a new draft environmental impact statement for any such new sites.

- b. Continuation of the operation of the Wisconsin Test Site to obtain as much operational and environmental data as possible during the period required to review other site options and prepare a new DEIS.
- c. Scheduling of another DSARC II (Defense System Acquisition Review Council) within 18 months of the Secretary of Defense program decision to review new site options.

A recent statement of the need for the Seafarer system, made by the Deputy Secretary of Defense Clements, is reprinted on the following pages.

SEAFARER SYSTEM PLANS

Initial designs have been completed for operational Seafarer Systems for each of the three areas of interest. The systems designed for Nevada and New Mexico do not satisfy all performance requirements. The boundaries of the military installations do not permit building systems large enough to provide reliable communications to all submarine operating areas. However, a system in either place would improve present strategic communications with submarines to some extent. The system designed for Michigan satisfies all requirements established for submarine command and control communications. Improved performance is obtained in Michigan because the conductivity of the earth is much lower there than in Nevada and New Mexico.

THE NEVADA SYSTEM

The initial design for Seafarer located on the Tonopah Test Range and the Nellis North Range is based on obtaining maximum available communications performance from a system located entirely within the boundaries of those ranges. The expected Nevada Seafarer performance is equivalent to 26% of the desired goal.

Figure 7 is an illustration of the Nevada design. The antenna lines are about one mile apart on the average in both the north-south and the east-west directions. Deviations are necessary to route antenna cables around existing facilities and known sensitive environmental features. There are 66 lines oriented north-south, providing about 2750 miles of antenna length. The 58 lines in the east-west direction provide approximately 2600 miles of antenna length, so the total is 5350 miles.

The Nevada design includes fourteen transmitter stations. Each transmitter station would be built on a plot of land measuring about half an acre. Four are on the Tonopah Range, and ten are located on the perimeter of the Nellis North Range. The Transmitter Control Center (TCC) is collocated with the transmitter station that would be built initially as the Test Facility.

The Transmitter Control Center (TCC) is the principal work place and operations center for Seafarer. Housing and recreational facilities could be included at the TCC if necessary. The Seafarer staff would live in established communities of their choice.

IMPACTS OF CONSTRUCTION

CONSTRUCTION IMPACTS ON THE LAND

The impacts on the land from Seafarer construction are impacts on the natural features of the land, and impacts on the way the land is used. Environmental impacts related to geology, soils and terrain form one intimately-related group; impacts on vegetation and on wildlife form another. The effects project construction has on mineral resources, transportation, electric utilities, land use, antiquities and recreation are important parameters in the latter category.

Impacts on Soils, Geology, and Terrain

Plowing antenna cables in soils or in soft, fractured or weathered rock after initial ripping has the least unavoidable impact during Seafarer antenna construction. Ripping and plowing is fast and most construction equipment is relatively light in weight. Ripping and plowing have only localized effects on soil compaction and erosion.

Drilling and blasting is labor-intensive, slow, and requires heavy equipment and trucks. Compaction in work areas will not be a problem as regards natural recovery because most regions where drilling and blasting is necessary are hard rock surfaces. Erosion likewise will not be severe.

Construction of Seafarer in Nevada will result in an appearance of unimproved roadways throughout the area. This appearance will be most noticeable on the Nellis Air Force Range where few roads now exist. Antenna lane cleanup will help obscure construction evidence, but antenna lanes will be obvious for the foreseeable future. Some people may use antenna lanes to gain unauthorized entry to the area, security of some government activities could be compromised, and the safety of intruders could be endangered.

As in Nevada, Seafarer construction in New Mexico will result in an appearance of unimproved roadways throughout much of the area. Antenna lane cleanup will help obscure construction evidence to some degree, but antenna lanes will be obvious for the foreseeable future. Some people may use antenna lanes to gain unauthorized entry to the area. Should this occur, security of some government activities could be compromised, and the safety of intruders could be endangered.

Environmental impacts from constructing the antenna system for Seafarer in Michigan should not be significant on geology, soils and terrain. About 65% of the system can be buried on existing rights-of-way.

It is necessary to ensure fences can be repaired, and new fences can be built without unnecessary cost or concern for safety due to Seafarer operations. Most fences are not influenced, so the problem is not severe. Most very long fences enclose very large tracts of land, and generally are installed by corporations or government agencies.

The Navy will provide local assistance the same way power companies assist property owners in building and maintaining electrically safe fences near extremely high voltage transmission lines.

Impacts on Land Uses

There are substantial differences in the way land is used in Michigan and in Nevada and New Mexico. Seafarer operational influences in Michigan are almost entirely due to the physical components comprising Seafarer. In Nevada and New Mexico both the physical presence of the system and its electromagnetic function influence land uses. Moreover, land use by other government agencies at the southwestern sites may influence Seafarer operations, maintenance or both.

No significant impacts are expected from Seafarer System operations on existing or planned land uses in the regions surrounding the Nevada or New Mexico areas of interest if satisfactory procedures are found to avoid substantial displacement of present users or their activities from the Nellis Air Force Range, the Tonopah Test Range, or the White Sands Missile Range. Severe disruptions of regional land use occur if accommodations are not reached.

Few undesirable consequences are anticipated on Tonopah Test Range land uses and activities. Some changes in testing and research procedures may be necessary, but no severe difficulties are expected.

Significant adverse impacts may occur on the Nellis Air Force Range. Visible evidence of construction will remain for years following construction, and may compromise the effectiveness of combat aircrew training. The locations of antennas also reduce the freedom available to the Air Force in deploying permanent and mobile facilities on the Range to achieve successful aircrew training, tactics development and weapons evaluation.

Missile and other weapons development and testing on the White Sands Missile Range will be influenced by Seafarer operations. Testing becomes more complex, and some scientific instruments may have to be modified or replaced. A considerable electromagnetic interference research and test program is necessary. The time required and the cost involved in

possible for unexpected growth in the future. The presence of Seafarer antennas is not a constraining influence on community development.

Existing land uses and activities in the Nevada and New Mexico areas of interest will affect Seafarer operations. That is not the case in Michigan. The principal difficulty expected at the southwestern sites is ensuring employee safety and planning and budgeting for accidental damage to buried antennas. Employee safety is related to unexploded buried ordnance. Additional contamination will occur in the future. Safety can be promoted by employing explosive ordnance demolition experts to accompany maintenance teams on antenna repair calls. However, some element of risk remains. Additionally, maintenance may be more difficult and system operations may be interrupted. Maintenance will have to be scheduled and performed around other activities hazardous to personnel. Operational interruptions may occur due to evacuation requirements for missile testing, and to accommodate the safe recovery of ordnance, missiles and missile parts. Recovery often requires earth excavation and the use of electrically initiated detonations.

Civil communications would not be affected by attempts to disrupt Seafarer messages electronically. Any such attempt does not appear economically feasible, and in any event would be attempted at receiving sites (submarines) rather than at the transmitter site.

The question whether citizens will be exposed to an increased danger under war conditions because of Seafarer's location and role has been studied. The Studies, Analysis and Gaming Agency has concluded Seafarer probably is not an attractive target in the event of limited warfare. Like other strategic communications systems, Seafarer might be attacked if a full scale war occurs.

Cultural and Recreational Impacts

Seafarer System operations are unlikely to produce adverse effects on cultural or recreational resources. The operational and maintenance staff is not large regardless of the site selected for the system. Impacts will occur if Seafarer operations require closing down some current activities, and consequently causes a substantial reduction in the work force in either Nevada or New Mexico. Work force reductions mean families leave either out of economic necessity or by transfer to government facilities elsewhere. There would be an accompanying reduction in uses of recreational facilities, and a loss to commercial ventures oriented toward recreation.

Analysis of the numerous severe adverse impacts leads to the conclusion that the SEAFARER System construction and operation is incompatible with the Missile Range mission and ongoing operations. The SEAFARER System would become the dominant operation and the Missile Range would no longer be available to support the testing of many missile systems essential for the nation's defense. It is expected that, as a minimum, the Range's work force would be reduced by 25 to 50 percent below current levels with an accompanying net payroll reduction of \$28,000,000 to \$58,000,000 annually resulting in significant socioeconomic impact to the region.

EXECUTIVE SUMMARY NAVY COMMENT
AMELIORATIVE MEASURES WHICH HAVE THE POTENTIAL
FOR SIGNIFICANTLY REDUCING THE IMPACT OF SEAFARER
ON THE WHITE SANDS MISSILE RANGE

There are several ameliorative measures which have the potential for significantly reducing the impact of SEAFARER construction and operation on the U.S. Army White Sands Missile Range Complex. These measures are discussed in more detail in the New Mexico Analysis Part VI under ameliorative measures. These measures include but are not limited to:

a. Ensuring that no SEAFARER transmitter site is constructed within a designated missile or weapon test impact area.

b. A coordinated Army-Navy missile test/SEAFARER construction work-around arrangement.

c. Redundancy of system components mitigates the need to effect immediate repairs to faulted components and would permit repairs to be scheduled so as to minimize the impact on Army missions.

AIR FORCE GENERAL COMMENTS
ON NEVADA ENVIRONMENTAL ANALYSIS

1. The Air Force has invested substantial amounts of money and manpower in investigating what the impact on Air Force mission requirements would be if SEAFARER were installed and operated on the Nellis Range. As a result, the Air Force has concluded that SEAFARER installation on Nellis Range would foreclose development of a realistic threat environment for the testing of weapons, weapon systems, tactics, and the training of air crews. Moreover, in the absence of an alternative for displaced Air Force range requirements, the loss of the Nellis capability would have an enormously adverse impact on USAF readiness and combat capability. Therefore, a clear statement of the mission incompatibility must be prominently included in all "Conclusions" sections through the Nevada Environmental Analysis prior to this document being acceptable to the Air Force.

2. The Nevada Environmental Analysis volume generally reflects a commendable effort on the part of PME 117 to accurately describe the mission incompatibility issues. However, with the elimination of the Nevada Test Site (ERDA), the planned antenna grid for Nellis will only provide 26% of the required SEAFARER capability and continued use of Nellis as a SEAFARER siting alternative appears questionable. Other potential sites, such as the Navy's China Lake range, which were previously eliminated from consideration because of size, are now larger than the Nellis site and should be reconsidered.

3. In addressing the mission incompatibilities, no responsible agency is identified to fund the mitigation of SEAFARER Electromagnetic Interference with Air Force threat simulators, instrumentation, scoring, and communications systems. Moreover, responsibility is not assigned for funding the cost of relocating from Nellis those Air Force units which would no longer be able to accomplish their missions on Nellis Range. The SEAFARER program cost profile should acknowledge these cost impacts. A memorandum of agreement assigning funding responsibility to the Navy would be required should Nellis be selected as the SEAFARER site.

EXECUTIVE SUMMARY NAVY COMMENTS TO AIR FORCE STATEMENT
AMELIORATIVE MEASURES WHICH HAVE
THE POTENTIAL FOR REDUCING THE IMPACT OF SEAFARER ON THE
NELLIS AIR FORCE BASE RANGES AND OTHER GENERAL COMMENTS

There are several ameliorative measures which have the potential for reducing the impact of SEAFARER construction and operation on the Nellis Air Force Base Ranges. These measures are discussed in more detail in the Nevada Analysis Part VI under Ameliorative Measures. These measures include but are not limited to:

a. Ensuring that all SEAFARER transmitter sites are located as far as possible from designated bombing and gunnery areas.

b. A coordinated Air Force-Navy mission requirements/SEAFARER construction work-around arrangement.

- NOTE: 1. The Nellis North Range, 1,500,000 acres, is divided into six sub-ranges--SEAFARER construction could be accomplished on a range-by-range basis so as not to impact on all ranges simultaneously.
2. The Nellis South Range, 1,000,000 acres, containing five sub-ranges within the Desert National Wildlife Range will not be impacted by SEAFARER and will be available to the Air Force for training missions at all times.

c. Due to the system redundancy, there is no need to effect immediate repairs to faulted system components. Repairs would be scheduled so as to minimize the impact of Air Force missions.

d. In February 1975, the World-Wide Military Command and Control System Council directed the Navy to investigate the Nellis Air Force Base Complex in Nevada and White Sands Missile Range Complex in New Mexico for possible installation of Project SEAFARER. Since February 1975, the Navy has not been directed to investigate any additional western sites.

e. A memorandum of agreement, assigning mitigation funding responsibility would be considered if Nellis becomes the selected SEAFARER site.

General Navy Comment:

The Nellis Air Force Base Complex represents one of numerous Department of Defense Bombing and Gunnery Ranges in the western portion of the United States. SEAFARER construction would only impact the Nellis North Range while the Nellis South Range would be available for Air Force training at all times. The SEAFARER construction area represents a small segment of the total area an Air Force pilot overflies during a training mission. The Navy is not in agreement with Air Force mission incompatibility comments.

ERDA SEAFARER DEIS EXECUTIVE SUMMARY INPUT

ERDA opposes the construction and operation of the SEAFARER project on the Tonopah Test Range (TTR) because of operational mission incompatibility. ERDA has a significant investment in this test facility which is vital to the timely development of operational nuclear weapons systems in response to DOD requirements.

Activity associated with SEAFARER construction, installation, and operation would be highly disruptive to all test operations. The incompatibility problems include the following.

1. Induction in TTR Signal Cables

If there were a coincident operation of SEAFARER and TTR operations, a large amount of interference is anticipated on the TTR low-level signal cables. This would seriously compromise the instrumentation capability of TTR. A large amount of design and study would have to take place before this could be overcome and this effort would require a diversion of the TTR support capability. The time and energy required is not compatible with the tight development schedules of the ERDA-supported weapon programs.



THE STATE OF NEVADA
EXECUTIVE CHAMBER
CARBON CITY, NEVADA 89701



KE O'CALLAGHAN
GOVERNOR

September 8, 1975

Honorable William P. Celments, Jr.
Deputy Secretary of Defense
Department of Defense
Washington, D.C. 20301

Dear Secretary Celments:

As you know, the Department of the Navy presently is investigating the Nevada Test Site/Nellis Air Force Bombing and Gunnery Range complex as a possible site for the Sanguine (Seafarer) Project. It is my understanding that this project has been proposed for several other locations throughout the nation but has failed to satisfy environmental concerns in these areas. I am also informed by my staff there may be potential for mission incompatibility between the existing uses at the Nevada site and the proposed project. In this regard, the State of Nevada places high priority on protecting its environment, as well as retaining existing uses which have proven compatible with the State.

Because of the significant impact of this project, I would like to request that a member of your staff contact Mr. Bruce Arkell at (702) 885-4865 to arrange a meeting with you or your representative as well as representatives of the Navy, Air Force, ERDA and representatives of the State's Congressional delegation. The purpose of the meeting would be to examine the specific questions which need to be addressed in the environmental impact statement and also to discuss the mission incompatibility question in more detail. At this time it appears the following points should be examined:

1. Evaluation of the short and long-range compatibility with existing uses.
2. The direct and indirect impacts of this project on the local and State economy.
3. Electrical energy demand.

It is my understanding that in the Department of Defense Appropriation Bill 1975, Report No. 93-1255, this pro-

Secretary Celments
September 8, 1975
Page Two.

ject will not receive additional funding unless concerned state and local governments concur in the deployment plan. To assure that adequate information is available and the provisions of the Appropriations Bill are complied with, the State will advise the Navy at the completion of the EIS review whether or not it concurs in this proposal.

Sincerely,

Mike O'Callaghan
Governor of Nevada

bcc: Senator Cannon
Senator Leach
Congressman Keefe
Bruce Ashell ✓



THE DEPUTY SECRETARY OF DEFENSE
WASHINGTON, D. C. 20301

NOV 10 1975

Honorable Mike O'Callaghan
Governor, State of Nevada
Carson City, Nevada 89701

Dear Governor O'Callaghan:

Thank you for your letter of September 11, 1975, concerning the possible location of the SEAFARER transmitter system at the Nevada Test Site/Nellis Air Force Bombing and Gunnery Range complex. I appreciate and support your desire to protect your state's environment and understand your concern regarding the potential impact on the important mission of the Nevada site. However, I also feel that ELF communications is imperative for the continuation and enhancement of the national deterrent posture.

You are correct that your state is one of several candidate sites within the nation being considered. Geological suitability of a prospective site is the driving technical consideration; however, environmental considerations including compatibility with existing land use, ecological, economic, and social impacts, are equally important in any final site selection. I cannot comment at this time on the suitability of any of the sites since the site surveys are still underway.

The site surveys provide the major means through which any potential mission incompatibilities are identified, permit development of mitigation methodology, to counter any adverse effects if required, and if possible, and provide the data base for the preparation of the Environmental Impact Statement (EIS). Installation of the SEAFARER system at Nellis might affect some of the Air Force and ERDA operations and additionally the economic and social impacts would have to be considered prior to the approval of Nellis as the site.

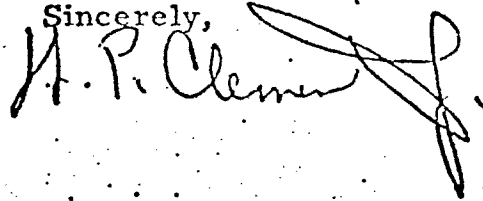
Your requested meeting would be an excellent starting point to insure that the people of Nevada's concerns are addressed, and I fully support this approach. I assure you that no decision on final site selection will be made without the concurrence of state and local governments. I welcome your desire to discuss specific questions regarding the

content of the two working drafts of the Environmental Impact Statement which you have already received as well as any potential mission incompatibilities. I have requested personnel from the offices of the Deputy Assistant Secretary of Defense for Environmental Quality and Director, Telecommunications and Command and Control Systems, to contact your representatives in the immediate future preparatory to addressing your concerns.

I am enclosing a copy of a letter from Norman B. "Ike" Livermore, Jr., former California Cabinet Secretary for Environmental Resources, outlining his findings as a result of his study of the environmental acceptability of the SANGUINE-SEAFARER Projects.

Thank you again for your interest in this very important program and be assured I understand your concerns.

Sincerely,

A handwritten signature in cursive script, appearing to read "H. P. Clement". The signature is written in black ink and is positioned to the right of the word "Sincerely,".

Enclosure



THE STATE OF NEVADA
EXECUTIVE CHAMBER
CARSON CITY, NEVADA 89701



MIKE O'CALLAGHAN
GOVERNOR

June 9, 1976

The Honorable Donald H. Rumsfeld
Secretary of Defense
Pentagon Building
Washington, D.C. 20301

Dear Secretary Rumsfeld:

The Department of the Navy has been studying deployment plans for project Seafarer (Sanguine) for a number of years. In the last two years, the study has centered on sites located in Nevada and New Mexico. The State of Nevada has been concerned about the potential of locating the facility in Nevada, and voiced this concern by letter to Assistant Secretary Clements in September, 1975.

Independent studies of the impact of the facility on the economy of the state have been commissioned, and these studies indicate that installation of Seafarer would have a significant negative economic impact on Nevada. Under the most favorable circumstances, no economic benefits will be derived and under the least favorable conditions, the equivalent of 17,000 permanent jobs would be lost. The Air Force, ERDA and Sandia have also conducted studies of the impact of Seafarer on their programs and these conclude that Seafarer is mission incompatible with ongoing and future programs.

In light of this, plus the fact that the environmental impact of Seafarer will be difficult, if not impossible, to mitigate in this arid region, and the yet-to-be-proven safety of this project from a public health standpoint, I am hereby requesting all consideration of the possibility of locating Seafarer in Nevada be dropped and that ongoing studies be cancelled. This request is in concert with Congressional Intent which states that "state and local government agencies concerned concur in the deployment plan", and Assistant Secretary Clement's letter of November 10, 1975, which said "no decision on final site selection will

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Secretary Runsfeld
June 9, 1976
Page Two.

be made without the concurrence of the state and local governments."

Sincerely,

Mike O'Callaghan
Governor of Nevada

bcc: Bruce D. Arkell ✓
Senator Cannon
Senator Laxalt
Congressman Santini
Secretary Thomas C. Reed
Dr. Robert C. Seamans, Jr.
Secretary J. William Middendorf, II

THE SECRETARY OF DEFENSE
WASHINGTON, D. C. 20301

JUL 20 1976

The Honorable Mike O'Callaghan
Governor, State of Nevada
Carson City, Nevada 89710

Dear Governor O'Callaghan:

This is in reply to your letter of June 9, 1976, which requests that all consideration of the possibility of locating SEAFARER in Nevada be dropped and that ongoing studies be cancelled.

As you are aware, the purpose of the studies which have been conducted to date in Nevada were directed solely toward the objective of determining the suitability of the site for a SEAFARER system technically, environmentally, and with respect to mission compatibility. These studies have been completed. The Air Force and ERDA have submitted their views and members of the Navy and my staff have been briefed on their expressed concerns with respect to the mission compatibility.

The Navy assessment of the suitability of the site has confirmed that, aside from the higher conductivity of the area which makes the site technically and economically less attractive than a Laurentian Shield area site, there are significant mission compatibility problems, as you have pointed out. The technical and cost factors, as well as the environmental and potential economic impact, will be covered in the Draft Environmental Impact Statement (DEIS). Mission incompatibilities will be discussed at a working group meeting, to which your representative will be invited, prior to publication of the DEIS.

Your letter and this response will become a part of this Statement, and all comments which are received in response to the release of the DEIS will be incorporated into the Final EIS which will form one of the bases for the recommendation to the Defense System Acquisition Review Council (DSARC). The DSARC principals will make their own value judgment, which will be submitted to me.

You may be assured that I will take the mission compatibility of the Air Force and ERDA operations as well as the economic impact on Nevada into full consideration in my review of the DSARC II site recommendation. Should

this review indicate that Nevada deserves further consideration, I would like to have the opportunity to explore the matter with you further at that time.

Sincerely,

H. P. Clement
Deputy



THE STATE OF NEVADA
EXECUTIVE CHAMBER
CARSON CITY, NEVADA 89701

MIKE O'CALLAGHAN
GOVERNOR

August 4, 1976

PP
John

The Honorable William P. Clements, Jr.
Deputy Secretary of Defense
Department of Defense
Washington, D.C. 20301

Dear Secretary Clements:

Thank you for your letter of June 20, in response to my letter of June 9, concerning the proposal to locate project Seafarer in Nevada.

I am most appreciative of your offer for my representatives to attend the working group meeting to discuss mission incompatibility prior to release of the Draft Environmental Impact Statement. I have, therefore, instructed Mr. Bruce Arkell, State Planning Coordinator to attend, if such a meeting is deemed necessary.

Your letter implied that the State of Nevada will be formally requested to concur in the Seafarer deployment plan as required by the Defense Appropriations Bill of 1975, Report 93-1235 and your letter of November 13, at a later date. Please be advised that my letter of June 9, is to be considered formal non-concurrence by the State of Nevada.

Sincerely,

Mike O'Callaghan
Governor of Nevada

bcc: Bruce Arkell ✓

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December 28, 1976

Mr. Johnnie Stephens
Special Assistant
Office of the Under Secretary of the Navy
Department of the Navy
Washington, D.C. 20350

Dear Mr. Stephens:

This is to summarize the substance of the meeting held in my office on December 23, 1976, concerning the Seafarer Project as it relates to the State of Nevada. In addition to you and I, the meeting was attended by Mr. David Blumberg, Director, Special Communications Operation, and Mr. Steve Robinson of my staff.

The discussion centered around the site location for the Seafarer Project and specifically, the document titled "Seafarer Draft Environmental Impact Statement (DEIS) for Site Selection and Test Operation, Section V, Alternatives to the Proposed Action." During the course of discussing this document, it was agreed that the section titled "Recommendations", Section V would be changed as follows:

1. Add to the concluding sentence: "and the absence of incompatibility with other missions." Also, in recommendation paragraph 3A, change first sentence to read: "In view of the stated deficiencies of these sites in New Mexico and Nevada, determine options at sites other than in these states which would meet at least the most critical requirements."

These agreed upon changes should explicitly exclude the State of Nevada from consideration as a Seafarer site. Of course, a complete review of the material delivered by you will be necessary before a final comment can be made.

I appreciate your cooperation and those of the Secretary of Defense in recognizing the unsuitability of Nevada for the Seafarer project.

Sincerely,

Bruce D. Arkell
State Planning Coordinator

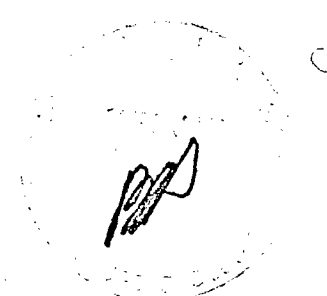
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DEPARTMENT OF THE NAVY
OFFICE OF THE UNDER SECRETARY
WASHINGTON, D. C. 20350

January 3, 1977

Mr. Bruce D. Arkell
State Planning Coordinator
State of Nevada
Governor's Office of Planning Coordination
Capitol Building, Room 45
Capitol Complex
Carson City, Nevada 89710



Dear Bruce:

Thank you very much for your letter of December 28, 1976 in which you summarized the substance of our meeting.

I was pleased to have the opportunity to show you the portions of the Environmental Impact Statement which relate to Nevada and the film which shows the terrain of the three states which the Navy has studied.

The entire Draft Environmental Impact Statement is currently undergoing internal Navy review, including the sections on Conclusions and Recommendations. Your comments have been provided to the reviewers and will be incorporated to the extent they can be accommodated within the Navy recommendations. You will appreciate that I do not have the prerogative to commit the Navy to a specific wording in the DEIS.

As you noted, there will be an opportunity to comment on the complete set of material which we expect to provide within the next 60 days. I am confident that you will find the DEIS consistent with our discussions, and I am assured that all your comments on these documents will become part of the Final Environmental Impact Statement, and thus an input to the Defense System Acquisition Review Council and the Secretary of Defense in their deliberations on the future of the program later this year.

Sincerely,

Johnnie Stephens
Special Assistant to
The Secretary of the Navy

Statement of
League of Women Voters of Nevada
Re: SJR-12

By: Daisy J. Talvitie, President

Among the issues that the League believes most strongly in is the right and ability of states to control their own destiny. This is most important in a state where 87% of the land is controlled by the Federal Government. We also recognize the dependence of the state and some of its local subdivisions on activities of federal government, especially defense related industries.

The U.S. Navy is proposing to construct an extremely low frequency (ELF) communications system somewhere in the continental United States to transmit messages to U.S. submarine forces. Whether such a system is necessary must be left up to persons charged with the defense of our country. Where such a system can be placed is something the Congress has left in the hands of state and local officials. This was done in 1975 when the Defense Appropriations Bill providing funding for studies of project SANGUINE (the predecessor to SEAFARER) was adopted. The Appropriations Act stated that "none of the funds provided should be used for full-scale development of the SANGUINE system. Furthermore, the Committee will not consider funding full development until a state has been selected and state and local agencies concur in the deployment plan."

After careful study, the Governor has on several occasions, indicated to the Navy that Nevada does not concur in any plan which would place such a system in Nevada. The Navy has persisted in studying Nevada as one of three potential candidate sites for SEAFARER and this is, I presume, the reason for SJR-12.

The League has reviewed a summary of the Navy environmental impact statement as it pertains to Nevada and is in strong support of passage of SJR-12 for the following reasons:

1. The Department of Defense admits that one of the reasons for studying the Nevada/Nellis site is to avoid the "...public and political attitudes over far-reaching environmental effects."
2. The very real potential for the loss of over 8,000 military jobs at Nellis Air Force Base plus 13,-14,000 additional related jobs far outweighs any potential economic gains that may result from temporary SEAFARER construction employment.
3. SEAFARER as designed for Nellis would only fulfill 1/4 of the goal of global communications. This inadequacy would presumably necessitate expansion of the system. Expansion could only be accomplished by locking up additional public resource lands and/ or using greatly increased amounts of electrical power.
4. The west in general, and Nevada in particular, is facing serious energy shortages in the future, and particularly in this drought year where we cannot

rely as heavily on hydro power as we normally do. To place SEAFARER in Nevada will demand a permanent and continuing commitment of at least 22 megawatts to a project which will employ less than 150 persons. That same power commitment could support 22,000 residences or many commercial projects which will provide jobs for thousands of persons and increased revenue for the State.

I urge your committee to support SJR-12 and thank you for this opportunity to present our views.

March 14, 1977

M E M O R A N D U M

TO: Government Affairs Committee
FROM: Jean Ford
RE: S.B. 302

UNDER THE EXISTING LAW:

* Agency biennial reports have no standard format and are prepared in different sizes, manner of content, issued at different times of year, and cannot be conveniently filed together; in many cases it appears the law is not being complied with and no report is issued;

* Many biennial reports are presented to the legislature during the session when there is no time to digest their content; an informal survey of legislators shows that very few have read the reports or keep for reference;

* Binding copies of all reports into an Appendix to the Journals is required by law to be in the style of the 1915 Appendix without page numbering, indexing or logical grouping of content by subject matter;

* There is no prescribed distribution in the law of the 50 Appendixes to the Journals; therefore, they have accumulated for years with almost no use and little awareness of their existence;

* Considerable expense in staff time, printing and postage is involved in the present system of each agency developing and distributing its own type of report, some more interested in the public relations image transmitted than the quality of the material;

YOU CAN AMEND AND ADOPT S.B. 302 WHICH WILL RESULT IN:

* Significant savings of staff time at all levels of government in reference and research support to decision-making in public service;

* All pertinent state government information, accurate and up-to-date, would be contained in well-planned publications of matching size and binding so they could be shelved as companion sets;

* Improved interagency coordination of planning, programs and research would occur through improved access to knowledge about other agencies;

* More effective education of Nevada students through availability of better tools to use in required instruction on Nevada government;

* ~~Continual updating of information through placing the authority for development of documents in one state agency;~~

* Greater usefulness and impact of accurate and timely information through compiling in a consolidated manner and released at regular intervals;

* Return of considerable printing costs through sales utilizing current marketing techniques;

* Increased public confidence in state government through implementation of this proposal as evidence of desire of government to make its actions and information available to the public in an open, easily accessible and understood manner.

TESTIMONY - A.B.192
February 25, 1977

John Griffin

1. The Rehabilitation Division is a service agency, now serving approximately 16,000 people, and we are responsible to report to and inform the people about our services. We respond to hundreds of requests for basic information each year. Our Biennial Report (copies provided) is primarily used for that purpose.
 2. Cost-wise, it would seem to be less expensive to continue handing out this already printed material than Xeroxing or printing extra pages of a larger report or than mailing the entire thing.
 3. Use of our format can keep the report relatively current - example, Developmental Disabilities was transferred from the Division; the report was modified simply by extracting that page from the Biennial Report.
 4. In allowing the State Planning Coordinator to determine the substance of the report, we may be forced to collect data not now required by Federal or other State regulations. This has the potential of being quite costly.
 5. The general Biennial Report may not meet all the descriptive needs for our informational purposes, and we might need to publish additional material anyway.
 6. This would be another layer of bureaucracy between the Federal legal intent of having a sole State Agency administer the Vocational Rehabilitation program and the Federal funding source.
-
7. The State Planning Coordinator's office already receives all of our State Goals, State Plans, and requests for Federal Funds. Perhaps they might consolidate that information for general descriptive purposes and allow us to use our individual reports for informational purposes, as we have been doing.

AB 80

AB 67, which revises the State's Accounting Procedures has already been signed by the Governor - Chapter 17. In addition to AB 67, we have testified on various bills, AB 83, 65, 51, 66, etc., which we would have had to request as a result of our audits.

AB 80 is the first bill that compliments AB 67. This is the beginning of what we hope will be a move towards a reduction of the funds in the State's Accounting System. Many functions are presently being accounted for in the General Fund or in a special fund, rather than being in the fund set forth in the statutes. In a majority of the cases we concur with this and it would be our intent, through this bill and through bills in subsequent sessions, to amend the law to the actual type of accounting that is taking place when it is in conformity with the provisions of AB 67.

I would like to go through the bill with you.

Sections 1, 2, and 3 categorize 3 funds under the control of the Department of Administration, as trust funds.

The first is the "Counties' Trial Assistance Fund" which is used to pay costs of certain capital offenses.

The next two relate to major funds in the Department. The Emergency Fund and the Reserve for Statutory Contingency Fund. These are special funds for special purposes. The Budget Office is required to report a summary of these in the budget. The summaries are on page A18.

AB 80
(continued)

Section 4

This is a result of our Personnel audit about 3 or 4 years ago.

The law provides for the establishment of 2 funds to account for the Personnel Division money. They have only been using one. This ~~fund~~ ^{bill} eliminates the Personnel Receipts Fund which is not being used.

Section 8 - 387.030 (page 3, lines 32)

This identifies the State Distributive School Fund as an agency fund.

This is in line with AB 67.

For your information, one of the definitions of an agency fund is:

"a Clearance Fund used to accumulate a variety of revenues from different sources and apportion them out to various operating funds in accordance with a statutory formula or procedure."

AB 80
(continued)

There are 5 sections which affect the Department of Education's operating funds. These are set forth below:

	<u>Governor's Budget</u>
Sections 5, 6, 7 Higher Education Student Loan	172
Section 9 Automobile Driver Education Fund	139
Section 10 School Lunch	144

The above programs are financed by General Fund appropriations, and in many cases, federal money. All of these are accounted for in the General Fund which we identified in our audit report on page 42.14, a copy of which is attached. There are no federal requirements that these programs be accounted for in separate Funds. We feel that by identifying these as programs, we can identify a function that will be accounted for in the General Fund. We have not changed the intent of the programs. The Governor's Budget identifies these as being accounted for in the General Fund. This again would bring the statutes in line with the Fund these programs are being accounted for in.

Following is a copy of the page in our audit report as well as a letter from the Department of Education.

STATE OF NEVADA
DEPARTMENT OF EDUCATION

FINANCIAL STRUCTURE
(continued)

The following "budget accounts" accounted for within the General Fund were statutorily created as separate funds by the Legislature:

<u>General Fund Budget Account No.</u>	<u>Budget Account Name</u>	<u>NRS</u>
2683	Higher Education Student Loan Fund	385.104
2672	Automobile Driver Education Fund	387.033
2691	Nevada School Lunch Fund	387.075

The publication issued by the Municipal Finance Officers' Association of the United States entitled "Governmental Accounting, Auditing and Financial Reporting", states the following in regards to governmental accounting systems:

"Governmental accounting systems should be organized and operated on a fund basis. A fund is defined as an independent fiscal and accounting entity with a self-balancing set of accounts recording cash and/or other resources together with all related liabilities, obligations, reserves, and equities which are segregated for the purpose of carrying on specific activities or attaining certain objectives in accordance with special regulations, restrictions, or limitations."

As part of our "Fund Accounting Project", we will be preparing legislation for the possibility of consolidation, elimination and organization of the State's financial Fund structure. Our recommendation on the funds of the Department of Education will be incorporated into that legislation.



OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION

Capitol Complex
Carson City, Nevada 89710

JOHN R. GAMBLE
Superintendent

January 20, 1977

Mr. John R. Crossley
Chief Deputy Legislative Auditor
Legislative Counsel Bureau
Carson City, Nevada

Dear John:

I find no problem as far as the Department of Education is concerned with BDR 31-598.--

I appreciate the opportunity to review it.

Sincerely,

John R. Gamble

JRG:ms

AB 80
(continued)

We have 5 sections that affect the Department of Agriculture.

	<u>Governor's Budget</u>
Section 11 General Law for Agriculture to accept money	--
Sections 12, 14 Plant Industry	677
Section 13 Noxious Weed and Insect Pest Control	684
Section 15 Agriculture County Reimbursement Fund	--

Sections 12, 13, convert these Funds to programs. The reasons for these changes are the same as the ones we identified in Education. Copies of the pages from our Agriculture audit report are attached, pages 30.8 and 30.9. These Funds have been for many years accounted for in the General Fund. Again, we have not changed the intent of the programs. Section 30 abolishes the Agriculture County Reimbursement Fund which has not been used since 1970. This repeal of 561.395 compliments the changes made in Section 29 to NRS 587.370. The Department of Agriculture concurs with these amendments.

Following is a copy of the pages from our audit report.

561.395 Agriculture county reimbursement fund: Creation, sources and use of fund.

1. The agriculture county reimbursement fund is hereby created in the state treasury for the use of the department.

2. Moneys collected by county employees as agricultural inspection fees under the provisions of NRS 587.290 to 587.450, inclusive, and moneys collected by county employees under the provisions of NRS 555.010 to 555.460, inclusive, shall be deposited in the agriculture county reimbursement fund.

3. Expenditures from the agriculture county reimbursement fund shall be made only for the purpose of reimbursing amounts due the counties pursuant to the provisions of NRS 587.370.

(Added to NRS by 1961, 504)

DEPARTMENT OF AGRICULTURE

ACCOUNTING
(continued)

The funds and budget accounts of the Department of Agriculture are set forth in the following schedule:

<u>AB80</u>	<u>NAME</u>	<u>N.R.S.</u>	<u>CONTROLLER'S ACCOUNT NUMBER</u>
(X)	Plant Industry Fund	561.355	101-4540
	Agriculture Registration & Enforcement Fund	561.385	227-4544
(X)	Noxious Weed & Insect Pest Control Fund	561.375	101-4552
	Apiary Inspection Fund	561.365	229-4548
	Livestock Inspection Fund	561.344	228-4547
	Rural Rehabilitation Fund	561.405	643-4545
	Beef Promotion Fund	561.407	755-9999
	Livestock Aid Fund	575.050	---
(X)	Agriculture County Reimbursement Fund	561.395	---
	Veterinary Medical Services	NONE	101-4550

STATE OF NEVADA
DEPARTMENT OF AGRICULTURE

ACCOUNTING
(continued)

During our audit of the Department of Agriculture, we made the following observations regarding the funds and budget accounts:

1. The Agriculture County Reimbursement Fund created by NRS 561.395 is not currently being used. It was last used on September 10, 1970.
2. The Plant Industry Fund created by NRS 561.355 is not being used. The authorized transactions are being recorded in an account in the General Fund by the State Controller.
3. The Noxious Weed and Insect Pest Control Fund created by NRS 561.375 is not being used. Statutory obligations of this fund are handled through the Insect Abatement Account in the General Fund.
4. The Livestock Aid Fund created by NRS 575.050 is not currently being used. This is basically an emergency fund to be used only after an emergency is proclaimed by the Governor.

As part of our "Fund Accounting" project, we will be proposing legislation for the possibility of consolidation, elimination and organization of the State's financial Fund structure. Our recommendations on the funds of the Department of Agriculture will be incorporated into that legislation.

AB 80
PROPOSED AMENDMENT

284.115 Administrative costs: Budgeting; payment by the state departments, agencies, institutions.

1. The chief shall:

(a) Maintain accurate records reflecting the costs of administering the provisions of this chapter.

(b) Between July 1 and August 1 of each even-numbered year, determine, on the basis of experience during the 2 preceding fiscal years, the estimated cost, expressed as a percentage of gross annual salaries paid, of carrying out the functions of the personnel division for the 2 succeeding fiscal years, and inform each department, agency and institution operating under the provisions of this chapter of such cost.

2. Each department, agency and institution shall include in its budget for each of the 2 succeeding fiscal years an amount of money equal to the cost estimated pursuant to subsection 1.

3. Except as provided in subsection 5, on July 1 of each year each department, agency and institution shall pay to the chief for deposit in the personnel operating fund the amount of money appropriated to or authorized for such department, agency or institution for personnel administration costs pursuant to its budget.

4. Any (moneys) money collected in accordance with this section remaining in the personnel operating fund on July 1 of any year shall revert to the fund to which originally appropriated in proportion to the contribution from such fund.

5. Any state department, agency or institution may pay the personnel administration costs required by subsection 3 on a date or dates other than July 1 if compliance with federal law or regulation so requires.

6. Changes in personnel assessments are effective only at the beginning of a fiscal year and require prior notice to the governor. The governor shall transmit such changes to the legislature, as part of his budget, for its approval.

SENATE

AGENDA FOR COMMITTEE ON GOVERNMENT AFFAIRS

Date Monday 3-14-77 Time 2 PM Room 243

Bills or Resolutions
to be considered

Subject

Counsel
requested*

REVISED AGENDA - 3-9-77 TO INCLUDE THE FOLLOWING BILLS

- | | |
|--------|---|
| SJR-12 | SUMMARY—Urges United States Department of Defense to discontinue consideration of Nevada as site for project Seafarer. (BDR 1426) |
| SB-307 | SUMMARY—Provides for consolidation of reports of state agencies. (BDR 29-905) |
| SB-307 | SUMMARY—Provides for alternative method of electing county commissioners in certain counties. (BDR 20-994) |
| SB-310 | SUMMARY—Provides optional bases of accounting for certain local governments. (BDR 31-1024) |
| SB-314 | SUMMARY—Authorizes state park system to accept Tule Springs for use as state park. (BDR S-1570) |
| AB-80 | SUMMARY—Amends provisions on certain statutory funds and abolishes others. (BDR 31-598) |
| AB-331 | SUMMARY—Decreases length of time that county clerks must retain certain original records. (BDR 19-856) |
| AB-332 | SUMMARY—Deletes requirement of presence of members of state board of examiners when coupons are clipped for state permanent school fund. (BDR 34-24) |
| AB-140 | Relieves secretary of state of duty to supervise printing of laws and journals. (BDR 18-275) |
| AB-208 | Makes technical corrections in law relating to local government purchasing. (BDR 27-310) |
| AB-237 | Clarifies license requirements for persons who provide construction management services and effective date of provisions regulating such services. (BDR 28-341) |
| AB-241 | Repeals certain provisions on filling vacancies in offices of state treasurer and state controller (BDR 18-277) |