

4.8 Other NEPA Considerations

4.8.1 Unavoidable Adverse Impacts

The unavoidable adverse impacts under the proposed action (i.e., renew the ROW for 30 years) and the less-than-30-year renewal alternative (i.e., renew the ROW for less than 30 years) are discussed in detail in Sections 4.3 through 4.7 and are summarized in this section. In general, these impacts are small and may be mitigated or offset by the positive aspects of the actions. There would be continued localized impacts to the environment as a result of operation, construction, and maintenance activities, such as soil and vegetation disturbances, the use of surface and groundwater resources, and air emissions. However, such impacts are readily mitigated through measures already in place, as discussed in Section 4.1. The potential impacts from spills would remain, and those impacts could be adverse. However, preventive and mitigative measures are in place to limit and repair the damage from spills.

Under both alternatives to renew the ROW, impacts on subsistence and sociocultural systems would continue. As previously discussed, adverse impacts to subsistence resources specifically associated with the TAPS are limited to minor restrictions on subsistence activities and likely small-scale disruption of migration patterns for certain animals. On the other hand, increased access to financial resources helps to counter these negative impacts by improving the ability of some subsistence users to harvest resources more efficiently. Neither of the renewal alternatives should change the nature or magnitude of these impacts.

The no-action alternative (i.e., not renew the ROW) would have localized unavoidable adverse impacts on fish and wildlife during pipeline dismantlement, removal, and restoration activities. These impacts would cease after the completion of these activities and would not threaten entire fish or wildlife populations. However, the potentially adverse impacts on economics would last for a number of years. Initially, the pipeline termination activities would

create jobs and revenue. However, as termination activities ceased, those jobs and additional revenue would end. The large reduction in revenues from terminating the TAPS operations would adversely impact the ability of the state to provide public services, and a reduction of the Permanent Fund would impact all Alaskans. The no-action alternative would indirectly affect North Slope oil production, as well as other industries.

4.8.2 Relationship Between Local Short-Term Uses of the Environment and Long-Term Productivity

The comparison of the proposed action and the less-than-30-year renewal alternative shows that the impacts over the possible 30-year renewal period vary little on an annualized basis between the two alternatives. The use of the environment under the alternatives to renew allows the continued passage of North Slope crude oil to the Port of Valdez. The use of the TAPS further facilitates the development and production of North Slope oil fields. This allows the continued generation of revenues from the operation of the North Slope oil fields, TAPS, and contributions into Alaska's Permanent Fund. These monies would be used by Alaska and its residents beyond any renewal period.

At the end of the TAPS activities under the proposed action, the less-than-30-year alternative, and the no-action alternative, there would be continued use of the environment for the duration of termination activities. At the end of termination activities, the impacts from TAPS on the physical environment would end, and restoration of the environment would continue. As the impacts of the operation of the TAPS would be small and temporary, the long-term productivity of the physical environment would not be affected by any of the alternatives.

4.8.3 Irreversible and Irretrievable Commitment of Resources

Within the physical environment, the continued disturbance of soil and withdrawal of sands, gravels, and quarry resources under the proposed action and the less-than-30-year alternative to support TAPS construction and maintenance activities would result in the partial loss of these resources. Similarly, other materials (such as fuels, structural steel, and lumber) would be consumed in continuing TAPS operations and in TAPS termination activities, to include actions under the no-action alternative. Some of the material would be available for reuse after TAPS termination activities.

In general, the impacts of the three alternatives on biological resources would not constitute irreversible and irretrievable commitment of resources. While there would be impacts on individuals, entire populations would not be adversely impacted. In localized areas, vegetation and animal life and habitats would be affected by the TAPS and TAPS termination activities (e.g., oil spills). However, the affected individuals would be replaced by other members of their population. The restoration of habitat under the various stipulations would reverse the loss of wildlife resources over time.

The trend of effects of modernization on Alaska Native cultural systems would continue under all alternatives. The subsistence resources used by Alaska Native groups, although possibly disrupted by the activities under all three alternatives, would not be irreversibly and irretrievably committed. As stated above, these subsistence resources would recover in part because of habitat restoration following the termination of the TAPS, although subsistence resource levels tend to depend much more on their management by appropriate state and federal agencies.

Cultural and paleontological resources are nonrenewable. The continued operation of the TAPS would create the potential for damage to cultural and paleontological resources from oil spills and construction and maintenance

activities. This irreversible and irretrievable commitment of resources also would potentially exist during termination activities under the no-action alternative.

Under the proposed action and the less-than-30-year renewal alternative, the continued operation of the TAPS would allow continued depletion and use of North Slope oil resources, constituting an irreversible and irretrievable commitment of those resources. Potential oil spills from the continued operation of the TAPS would result in the economic loss of the spilled material and the resources needed to manage the materials. Under the no-action alternative, the ability to use North Slope oil resources would cease until an alternative means of transportation was developed.

4.8.4 Mitigation of Adverse Effects

The Trans-Alaska Pipeline Authorization Act (TAPAA), the Mineral Leasing Act (MLA), and the Federal Grant provide the BLM with the authority to implement changes at any time in TAPS oversight and operation that are protective of human health and the environment. Thus, studying, developing, and implementing mitigation actions represent an ongoing component of the adaptive management business model of JPO (see Section 4.1). In recognition that mitigation of all sorts is an ongoing and required activity, the development of new mitigation measures as an outcome of the NEPA analysis of the proposed action and alternatives is appropriately limited to describing a set of ongoing activities that enhance the efficiency and/or knowledge base of BLM and JPO oversight. Indeed, developing new mitigation strategies only under the current NEPA analysis and waiting until a Record of Decision is issued to implement the mitigation would be contrary to the day-to-day oversight requirements of TAPAA, MLA, the Federal Grant, and the State Lease.

Several initiatives (ongoing, but not completed) that will further enhance the efficiency or knowledge base for BLM and JPO oversight are discussed below.

Development of a Programmatic Agreement. The BLM, ADNR, and APSC (as a concurring party) are in the process of completing a Programmatic Agreement (PA) with the State of Alaska Historic Preservation Office and the National Council on Historic Preservation that will guide the protection and mitigation of cultural and historic resources. While Section 106 consultations are an ongoing activity, the PA will provide an efficient method with more structure for future consultations.

Copper River Basin Spill Analyses. The Copper River Basin complex represents a challenging environment for spill mitigation and recovery (see Section 4.4.4.3). The BLM and JPO continue to investigate and put in place methods, equipment requirements, and training to improve spill response activities on the streams and rivers that form the Copper River Basin.

Listed below are activities designed to reduce the potential of a spill into the Copper River drainage, and if a spill does occur, to reduce the potential consequences. Several of these actions have already been completed; others are either underway or being planned.

- Construct berms on river banks in areas of aboveground pipe and defined drainage on the Gulkana, Tazlina, and Klutina Rivers *[complete]*.
- Purchase a LCM-style support boat and an on-board skimmer system *[complete]*.
- Increase area responders by staffing a Glennallen-based response team *[complete]*.
- Deliver to PS 11 new response trailers and a 45-ft van to improve overall response *[complete]*.
- Develop a rapid containment boom deployment system on the lower Tonsina River *[underway]*.
- Conduct a number of containment-site evaluations and training sessions in the region *[complete]*.
- Develop three additional Gulkana River access sites *[complete]*.
- Locate an equipment connex at the Gulkana River/Richardson Highway bridge *[complete]*.
- Add 12,000 ft of smaller dimension fast-water boom (2,400 ft is located within the PS11/12 area) *[complete]*.
- Develop pre-deployed anchor systems on the Klutina, Gulkana, and Tazlina Rivers *[planned]*.
- Develop boat access for the Copper River *[planned]*.

It is anticipated that the oil spill prevention and response measures already in place (C-Plan) and new measures being instituted as discussed above will reduce both the likelihood and the consequences of potential spills in the Copper River drainage area.

Employee Concern Survey. APSC and contractor quality assurance programs are enhanced if workers perceive that they can identify problems and deficiencies without fear of harassment, intimidation, retaliation, or discrimination. To attempt to measure and monitor the degree to which TAPS employees feel free to pursue concerns related to safety, system integrity, and environmental protection, the BLM and JPO have conducted and published results of three employee concerns surveys of TAPS workers. The BLM and JPO plan to conduct another survey within the next 3 years. The results of the survey will be available to the public.

Alaska Native Utilization Agreement. APSC and contractors have met the successive interim employment goals of the last three Alaska Native Utilization Agreements (ANUAs) executed under Section 29 of the Federal Grant. There has been no cause for any BLM enforcement action related to recruiting or hiring of Alaska Natives. With Alaska Native employment expected to reach the 20% target by 2004, the monitoring focus will be on sustaining these employment percentage levels of Alaska Natives and maintaining compliance with future ANUAs. In this regard, the BLM will pursue formal processes within the next ANUA to promptly address any significant slippage in the percentage of Alaska Native employment.

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