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healthygulf.org

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re: **MVN-2013-02424-MB** - Port Cameron in Cameron Parish (**WQC 160621-01**, **P20140877**)

Dear Mr. Breaux, Ms. Hill, and Mr. Hogan,

I am writing on behalf of Gulf Restoration Network ("GRN"), a diverse coalition of individual citizens and local, regional, and national organizations committed to uniting and empowering people to protect and restore the natural resources of the Gulf of Mexico. We have serious concerns about the application for a Section 404 permit (**MVN-2013-02424-MB**), submitted to the United States Army Corps of Engineers ("Corps") by Port Cameron, LLC ("Applicant"). The Applicant also requests a Water Quality Certification ("WQC," **160621-01**) from the Louisiana Department of Environmental Quality ("LDEQ") as well as a Coastal Use Permit ("CUP," **P20140877**) from the Louisiana Department of Natural Resources ("LDNR"), for the proposed development of an oil and gas service port along the Louisiana coast ("Project").

The Project would require the installation of 22,000 linear feet of bulkhead, the construction of heavy-lift boat slips, the relocation of an existing water-control structure and multiple existing pipelines, and the creation of a new private road system along with a new public road and bridge crossings.[1] All told, the Applicant's proposal would directly impact 322.9 acres of jurisdictional wetlands, 15.4 acres of 'other waters of the United States,'[2] and 900 acres of Essential Fish Habitat.[3]

[1] Port Cameron Plans, as revised and resubmitted, June 2016
[2] Amendment to October 2013 Waters of the United States Delineation Report, June 2016
[3] Corps, LDEQ, LDNR Joint Public Notice, listed June 28th, 2016

While a project of this magnitude is significant in its own right and requires an Environmental Impact Statement, we are deeply concerned about the additive and multiplicative effects of increased fossil-fuel development and the creation of an "Energy Empire"[4] within the Lower Calcasieu watershed, southern Louisiana, and the Gulf Coast as a whole. The foreseeable plants, compressors, pipelines, railyards, housing, transportation, water-supply, and water-treatment impacts to wetlands will be significant.

The direct wetland impacts of this imperial effort are tremendous, representing roughly 3-5 years of wetland loss from an area losing a significant percentage of the nation's coastal saltwater wetlands. The safety concerns are numerous, overlapping, and alarming. Putting highly explosive facilities in such proximity to one another, in an extremely vulnerable floodplain, raises many concerns about the safety of community members and poses threats to other facilities and navigation efforts. The indirect project impacts are immense, rippling across wetlands in the Lower Calcasieu, Louisiana Coast, the Gulf Coast, and even the entire country.

The creation of an "Energy Empire" within the Gulf Coast[5] warrants the development of a Programmatic Environmental Impact Statement for the export of liquefied natural gas ("LNG") out of the United States' Gulf Coast. This is the best tool available for the Corps to assess the scope of this regional LNG effort and its impacts to the coast.

GRN opposes the Applicant's requests for a Section 404 Permit, WQC, and CUP. We ask the Corps, LDEQ, and LDNR to deny these requests based on the following concerns:

1. The Project is inconsistent with Louisiana's Comprehensive Master Plan for a Sustainable Coast and a 2016 Executive Order.

Disrupting these wetlands directly conflicts with Louisiana's restoration and community-protection goals. The *zw¢¥fmfx¦n®f >Y¦¨f¥HvYx kz¥ Y L©¦¨YnxYavf *zY¦¨ ("Master Plan") clearly states that valuable wetlands must be preserved.

One of the key assumptions of 2007's Master Plan is that "a sustainable landscape is a prerequisite for both storm protection and ecological restoration."[6] And in 2012's iteration, these land-use specifications were further clarified:

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[4] From "Current and Future Development in Southwest Louisiana—David Conner, Southwest Louisiana Economic Development Alliance" Gov's Advisory Commission, 6 Aug 2014 Ret. from http://coastal.la.gov/calendar/?y=2014

[5] *Lff* FERC Proposed and Approved LNG Export Terminals

[6] Coastal Protection and Restoration Authority of Louisiana, . °fb©¨n®f L©wwY¥±, nx Louisiana's Comprehensive Master Plan for a Sustainable Coast 3 (2007).

> We do not want construction of new hurricane protection systems to encourage unwise development in high risk areas, as has occurred in the past. Such development increases overall levels of risk and diminishes the effectiveness of the protection structures themselves. This phenomenon is called "Induced Risk," and it runs counter to the master plan's objectives of sustaining wetland ecosystems and reducing the flooding risks borne by coastal communities. *Lnwnv Y¥v±£ ¯ f¨vYxd Y¥fY¦ nx¦ndf ¨mf m©¥¥nbYxf ¢¥z¨fb¨nzx ¦±¦¨fw xffd ¨z ¥fwYnx nx¨Yb¨ Yxd ©xdf®fvz¢fd* [emphasis added].[7]

Filling in these wetlands removes both the ecosystem and flood-protection functions of these tracts of land, in direct conflict with the state's goals. The Master Plan further states that "overall hydrology must be improved by minimizing impediments to water flow."[8] Allowing the Applicant to impact over 320 acres limits ecological function while also failing to minimize water-flow impediment or improving overall hydrology.

The Louisiana Legislature approved the latest version of the Coastal Master Plan during the 2012 Regular Session,[9] with overwhelming public support.[10]

On April 4th, 2016, Louisiana Governor John Bel Edwards gave even greater weight to the foundational recommendations laid out in the Master Plan by issuing Executive Order No. JBE 2016-09 ("Executive Order"). Like Executive Order No. BJ 2008-7 issued by his predecessor,[11] the Governor's mandate again requires all state agencies, departments, and offices to "administer their regulatory practices, programs, projects, contracts, grants, and all other functions vested in them in a manner consistent with the Coastal Master Plan and public interest to the maximum extent possible."[12] This requirement is intended to "effectively and efficiently pursue the State's integrated coastal protection goals."[13]

While the Executive Order strives to implement the Master Plan's goals to preserve wetland areas, the Applicant seeks to obtain permits for its Project that will potentially destroy over 320 acres of coastal wetlands that protect communities from localized flooding, all to create an oil and gas port.

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[7] Coastal Protection and Restoration Authority of Louisiana, *ÿýþÿ *zw¢¥fmfx¦n®f >Y¦¨f¥ HvYx kz¥ Y L©¦¨YnxYavf *zY¦¨*, p 159åÎ

[8] ßdÎ

[9] SCR No.62, 2012 Leg., Reg. Sess. (La. 2012).

[10] Louisiana Coastal Master Plan Public Opinion Survey, Southern Media & Opinion Research, Inc. Online at http://www.mississippiriverdelta.org/files/2012/04/2012-Louisiana-CMP-Opinion-Survey.pdf.

[11] *Lff* Exec. Order No. BJ 2008-7, issued 1/23/08: http://dnr.louisiana.gov/assets/docs/conservation/groundwater/Appendix_B.pdf

[12] *Lff* Exec. Order No. JBE 2016-09, issued 4/4/16: http://gov.louisiana.gov/assets/ExecutiveOrders/JBE16-09.pdf

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2. The Applicant has failed to thoroughly evaluate project alternatives.

In general, the regulations provide that no discharge of dredged or fill material shall be permitted:

> (1) if there is a practicable alternative to the proposed discharge;
> (2) if the discharge causes or contributes to violations of applicable state water quality standards;
> (3) if the discharge will cause or contribute to significant degradation of the environment;
> and (4) unless all appropriate steps have been taken to minimize potential adverse impacts.[14]

The Corps' regulations also require that destruction of wetlands is to be avoided to the maximum extent practicable.[15] The regulations further provide that "practicable alternatives" include "not discharging into the waters of the U.S. or discharging into an alternative aquatic site with potentially less damaging consequences."[16]

The intent of Corps regulation is to avoid the unnecessary destruction or alteration of Waters of the United States, including wetlands, and to compensate for the unavoidable loss of such waters. Corps regulations require that no discharge of dredged or fill material shall be permitted if there is a practicable alternative to the proposed discharge that would have less adverse impact on the aquatic ecosystem, so long as the alternative does not have other significant adverse environmental consequences.

Based on this provision, an evaluation is required in every case for use of non-aquatic areas and other aquatic sites that would result in less adverse impact to the aquatic ecosystem, irrespective of whether the discharge site is a special aquatic site or whether the activity associated with the discharge is water dependent. A permit cannot be issued, therefore, in circumstances where an environmentally preferable practicable alternative for the proposed discharge exists.

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[14] 40 C.F.R. § 230.10.
[15] 33 C.F.R. § 320.4(r).
[16] 40 C.F.R. §§ 230.5(c), 230.10(a).

The Applicant has surprisingly already weighed geographic alternatives for its port project. It has not however adequately assessed the 'no action' alternative. Under this option, "the proposed site for this project would not be converted to a port and canal system" but it would "continue to remain adversely impacted by cattle operation, haying and other such activities."[17] It is entirely disingenuous for the Applicant to even suggest that the impacts from hay and cattle are of the same order as those related to its Project.

The Applicant also states that "there would continue to be a shortage of feasible alternative locations for offshore oil and gas support aside from Port Fourchon," under the 'no action' option.[18] The supposed need for another Fourchon-esque hub frames the Project's entire purpose, despite clear scientific realities. The Applicant recognizes that LA-1, the artery that connects Port Fourchon to the rest of the nation, will be underwater within decades. But it's unrelenting fossil-fuel activities that have caused the LA-1 problem. And the continued extraction, processing, and transport of oil and gas will only worsen impacts along coastal Louisiana. The Applicant appears to be operating in a world where activities of the past will inevitably continue into the future. This is sadly not the case.

3. Climate should be considered in the permitting process.

Today's world is one of a rapidly-changing global climate. This human-induced phenomenon threatens our nation's communities with stronger, more frequent storms, longer heat waves, more regional droughts, increased incidences of wildfires, expanded disease ranges, permafrost thawing, ocean acidification, and sea-level rise from melting glaciers. ***These impacts are felt disproportionately by communities already marginalized by histories of one-sided public policies.*** The Gulf Coast and its wetlands are without question especially vulnerable to climate-induced phenomena. Regional subsidence from continued oil, gas, and freshwater extraction only compounds these threats.

Up to this point, the Corps has not come close to fully addressing December of 2014's *Kf®n¦fd , ¥Yk¨ 4©ndYxbf kz¥ 4¥ffxmz©¦f 4Y¦ . wn¦¦nzx¦ Yxd *wnwY¨f *mYxlf ßw¢Yb¨¦Ë[bĈ* issued by the President's Council on Environmental Quality (CEQ). As described in the guidance, *ïNxwnuf ¨mf ÿýþý d¥Yk¨ l©ndYxbfË ¨mf ¥f®n¦fd d¥Yk¨ l©ndYxbf Y¢¢wnf¦ ¨z Yw ¢¥z¢z¦fd 3fdf¥Yv Ylfxb± Yb¨nzx¦Îï* The Corps is strongly encouraged to comply with this executive guidance and to fully address the requirements in a NEPA document.

[17] *Lff* Page 14, Needs, Alternatives, and Justification Analysis Report, as revised May 2016
[18] *Lff* Page 13, Needs, Alternatives, and Justification Analysis Report, as revised May 2016
[19] *Lff* https://www.whitehouse.gov/sites/default/files/docs/nepa_revised_draft_ghg_guidance_searchable.pdf

In order to stand a chance at avoiding catastrophic, irreversible climate change, scientists have repeatedly called for the majority of fossil-fuel reserves to remain underground. Natural gas in particular poses significant existential risks because of its ability to trap over 80 times as much heat as carbon dioxide.[20] The explosion of natural-gas infrastructure over the last decade proves it's impossible to scale the industry without significant atmospheric product loss.

A lifecycle analysis (LCA) of the the Project should be conducted, whereby the greenhouse-gas emissions from end-use, post-export activities are quantified alongside those released during the natural-gas extraction and transportation phases. Given the pressing need to leave fossil-fuel reserves untapped, the LCA would act as a tool to gain insight into whether the Project's expected benefits do actually outweigh its obvious costs.

More specifically, the Corps ought to analyze the climate impacts associated with the extraction, processing, transportation, and end-use combustion of the natural gas that will flow through the Project. In a world constrained by climate change, the proper measure of the Project's climate impact should not be based on assumptions inherent in business-as-usual scenarios that guarantee climate disaster. Comparisons should instead be made to readily-available, zero-emission renewable technologies, such as wind power,[21] rather than dirtier forms of fossil fuels.

The Corps (or any other decision-making agency) can theoretically even determine the amount of direct land-loss that would result from this project's implementation. A discrete amount of lifetime greenhouse-gas emissions is related to a given temperature increase, which is then tied to quantities of melting ice and rising seas. After also accounting for rates of regional subsidence, the decision-makers could be able to explicitly see the climate-related impacts of this particular project. And further, these methods could seemingly be used on a cumulative scale to quantify the connected impacts of regional LNG-related infrastructure.

The incorporation of the 'Social Cost of Carbon' into these sorts of analyses would allow for more accurate depictions of reality, while also further satisfying CEQ's guidance. Since the environmental, economic, and health impacts of climate-related projects are often understated and unaccounted, this quantitative tool can assign crucial values that would otherwise be absent.[22]

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[20] IPCC, 2013: *wwY¨f *mYxlf ÿýþÃÍ Mmf Hm±¦nbYv Lbmfxbf)Y¦n¦Î *zx¨¥na©¨nzx zk Tz¥unxl 4¥z©¢6¨z¨mf 3nk¨m !¦¦f¦¦wfx¨ Kf¢z¥¨ zk¨mf 6x¨f¥lz®f¥xwfx¨Yv HYxfv zx *wwY¨f *mYxlf [Stocker, T.F., D. Qin, G.-K. Plattner, M. Tignor, S.K. Allen, J. Boschung, A. Nauels, Y. Xia, V. Bex and P.M. Midgley (eds.)]. Cambridge University Press, Cambridge, United Kingdom and New York, NY, USA, 1535 pp, doi:10.1017/CBO9781107415324.

[21] First offshore wind farm in North America has Louisiana roots. July 23, 2015 | Don Ames. retrieved 29 Jan 2016

[22] Lff Technical Support Document: Technical Update of the Social Cost of Carbon for Regulatory Impact Analysis

To be clear, while these sorts of calculations and investigations should be conducted, the mere mention of climate considerations is also intended to highlight the fact that they have thus far been absent from all deliberations.

4. Direct, indirect, secondary, and cumulative impacts remain unassessed.

Article IX, Section 1 of Louisiana's Constitution provides that "the natural resources of the state, including air and water, and the healthful, scenic, historic, and esthetic quality of the environment shall be protected, conserved, and replenished insofar as possible and consistent with the health, safety, and welfare of the people."[23]

In its 'Save Ourselves' decision, the Louisiana Supreme Court outlined how state agencies, as public trustees, can implement this constitutional guarantee. All agencies must determine whether a project avoids or minimizes adverse environmental impacts, while balancing environmental costs and benefits with economic and social factors. Agencies must also consider whether alternate projects, sites, or mitigating measures would better protect the environment.[24]
Given the information available in public documents, it does not appear that the Applicant has fully weighed the costs and benefits relevant to the Project. Direct, indirect, secondary, and cumulative impacts of the proposed wetland fill and clear remain overlooked.

As mentioned above, the Project's direct impact to upwards of 320 wetland acres is certainly significant. The fill of such a large area is in violation of federal and state anti-degradation policy. Louisiana policy states "administrative authority will not approve any wastewater discharge or certify any activity for federal permit that would impair water quality or use of state waters."[25]

The Code of Federal Regulations also recognizes the significance of secondary impacts from wetland destruction, emphasizing that "minor loss of wetland acreage may result in major

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Under Executive Order 12866;
https://www.whitehouse.gov/sites/default/files/omb/inforeg/scc-tsd-final-july-2015.pdf
[23] *Lff* Article IX of Louisiana Constitution:
http://senate.la.gov/Documents/Constitution/Article9.htm#%C2%A71.%20Natural%20Resources%20and%20Environment;%20Public%20Policy
[24] 452 So. 2d 1152 (La. 1984).
[25] LA. ADMIN. CODE tit. 33, pt. IX §1109(A)(2).

losses through secondary impacts."[26] Where over 300 acres of wetlands are involved, it is unacceptable that the Applicant offers no analysis of these probable impacts.

Additional Federal regulations have not been fully implemented either. Per executive orders 11988 and 11990, certain aspects must be analyzed in order to prevent impacts to wetlands. Title 18 of the Code of Federal Regulations states:

> It is the policy of the Council to provide leadership in floodplain management and the protection of wetlands. Further, the Council shall integrate the goals of the Orders to the greatest possible degree into its procedures for implementing the National Environmental Policy Act. The Council shall take action to: Avoid long- and short-term adverse impacts associated with the occupancy and modification of floodplains and the destruction or modification of wetlands; Avoid direct and indirect support of floodplain development and new construction in wetlands wherever there is a practicable alternative; Reduce the risk of flood loss; Promote the use of nonstructural loss reduction methods to reduce the risk of flood loss; Minimize the impact of floods on human health, safety and welfare; Minimize the destruction, loss or degradation of wetlands; Restore and preserve the natural and beneficial values served by floodplains; Preserve and enhance the natural and beneficial values served by wetlands.[27]

The cumulative impacts on storm and flood protection must therefore be taken into consideration. The destruction of these wetlands, in direct opposition to the Master Plan, would further weaken Louisiana's storm defenses. When combined with similar wetland-destroying projects, these permit approvals could result in more flooding in nearby communities, as well as degraded water quality in surrounding watersheds. The whole area must be looked at as an interrelated ecological unit in order to truly assess impacts.

Environmental review of the first port of this nature[28] led to the documentation and undeniability of Louisiana's coastal crisis, as well as the beginning of the widespread coastal restoration program on the Louisiana coast. We demand that the second such port facility acknowledge the role that these floodplain developments have in drowning our coastal wetlands and state economy.

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[26] 40 C.F.R. §230.41.

[27] 18 C.F.R. §725.2.

[28] Final environmental impact statement on the proposed Port Fourchon Development Plan Phase IV, Lafourche Parish, Louisiana / prepared by Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, Department of Commerce

There presently exists a significant push to develop and construct LNG-associated infrastructure along the Gulf Coast. In the wake of the expansion of hydraulic fracturing, domestic natural-gas producers now possess historic supplies, along with the expectations that they will be sold to highest bidders. Allowing this project to proceed would reaffirm regional precedent for unrestrained fossil-fuel expansion, in turn jeopardizing even more valuable wetland habitat. To emphasize, permitting this project will likely induce many other permit applications for LNG development within surrounding coastal communities.

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From 2012 to 2016, there is a cumulative total of at least 4,465.78 acres of wetlands impacts due to proposed and permitted LNG projects and their supporting infrastructure in the New Orleans District. In the Galveston District, there are more than 1,028.61 acres of cumulative water and wetlands impacts. Under the jurisdiction of LDNR, there are at least 3,437.17 acres of cumulative water and wetlands impacts due to proposed and permitted LNG projects. These include port facilities, compression facilities, trains, terminals, transport pipelines, railways, roadways, and housing developments. Many of these different functions are combined within individual projects such as the Magnolia LNG facility (MVN-2014-01380-WII), which includes a terminal and compression facility. All of these actions are related to LNG Export, an economic activity with an unknown market.

There are 7 foreseeable, connected actions amounting to 839.72 acres related to the dredging of LNG Export service ports within Calcasieu and Cameron Parishes (Lower Calcasieu, HUC 08080206). These are connected by proximal hydrology, immediate economic purpose, floodplain impacts, and climate impacts.

There are 46 foreseeable, connected actions amounting to 3,437.17 acres related to the Coastal Louisiana (Plaquemines, Calcasieu, and Cameron Parishes) area LNG boom. Currently, the vast majority of acres of evaluated wetland impact are within the Lower Calcasieu watershed (HUC 08080206), but also include the Sabine Lake (HUC 12040201). The majority of these actions involve the construction of LNG-supporting infrastructure, while 7 are directly related to dredging and deepwater ports.

Within the Galveston District, there are 21 foreseeable, connected actions amounting to a minimum[29] of 174.23 acres related to the dredging of LNG export service ports. These are connected by hydrology, immediate economic purpose, floodplain impacts, and climate impacts. There are an additional 48 foreseeable, connected actions within Galveston District amounting to a minimum of 754.72 acres for construction of supporting infrastructure for the LNG boom, connected by proximal hydrology, immediate economic purpose, floodplain impacts, and climate impacts. There is therefore a total of 69 foreseeable, connected actions amounting to at least 928.95 acres in the Galveston District.

Across the Gulf, there are 33 foreseeable, connected actions amounting to 1,013.95 acres related to the dredging of LNG export service ports. These actions are connected by proximal hydrology, immediate economic purpose, floodplain impacts, and climate impacts. There are an additional 82 foreseeable, connected actions amounting to 3,351.72 acres related to construction of support infrastructure of LNG across the Gulf. These are once again connected by proximal hydrology, immediate economic purpose, floodplain impacts, and climate impacts. There is a total of 115 foreseeable, connected actions amounting to a minimum of 4,366.12 acres in the Gulf-wide LNG boom. The connected actions are summarized in the below tables.

Table 1: Number of federal actions associated with LNG Projects, sorted by project type and locale

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,¥fdlnxl Yxd Hz¥¨¦	7	7	21	33
3Ybnwn¨nf¦	7	39	48	82
Total	**14**	**46**	**69**	**115**

Table 2: Direct wetland impacts of LNG Projects in acres, sorted by project type and locale

	=z¯f¥ *YvbY¦nf©	*zY¦¨Yv =z©n¦nYxY ãHvY¤©fwnxf¦Ë *Ywf¥zx Yxd *YvbY¦nf©ä	4Yv®f¦¨zx ,n¦¨¥nb¨	4©vkÝTndf

[29] Most of the foreseeable LNG connected projects do not have acreage readily available to the public at this time

,¥fdlnxl Yxd Hz¥¨¦	839.72	839.72	~174.23	1,013.95
3Ybnvn¨nf¦	759.5	2,597.45	~754.72	3,351.72
Total	**1,599.22**	**3,437.17**	**~928.95**	**4,366.12**

The above wetlands acreage impacts are derived from from what is currently available to the public. There remains a significant amount of data inaccessible to us at this time, preventing a more concrete determination of total cumulative impacts. We see the referenced values as basement estimates, as the cumulative acreage will increase after incorporating information from all of the proposed actions for LNG-related infrastructure.

Between 2004 and 2009, the United States lost a total of 360,723 wetland acres. Looking at just saltwater wetlands, the Gulf Coast suffered more acreage loss than the entire country (as there was a net gain along the Atlantic Coast). The Gulf Coast also lost over 160,000 acres of freshwater wetlands over this time frame. Combining the saltwater and freshwater values, the wetland losses for the Gulf Coast represent 71% of the country's total from 2004-2009. It's clear the Gulf Coast region is especially vulnerable to land loss.[30]

Regionally, the direct wetland loss proposed by this LNG boom is at least 5% of the saltwater wetlands lost from the Gulf (and the Nation) from 2004-2006.

At a more localized level, land loss has been concentrated in watersheds experiencing the LNG boom. The Lower Calcasieu lost upwards of 2,501 acres of saltwater coastal wetlands from 2004-2009 (Figure 17). The foreseeable Louisiana wetlands losses from LNG-related projects alone would add another 3,437.17 acres of losses, in a compressed time frame. The impacts of "Energy Empire" development are therefore analogous to one of the highest rates of wetland loss in a single watershed over a 5-year scale.[31]

[30] T.E. Dahl and S.M. Stedman. 2013. Status and trends of wetlands in the coastal watersheds of the Conterminous United States 2004 to 2009. U.S. Department of the Interior, Fish and Wildlife Service and National Oceanic and Atmospheric Administration, National Marine Fisheries Service. (46 p.)

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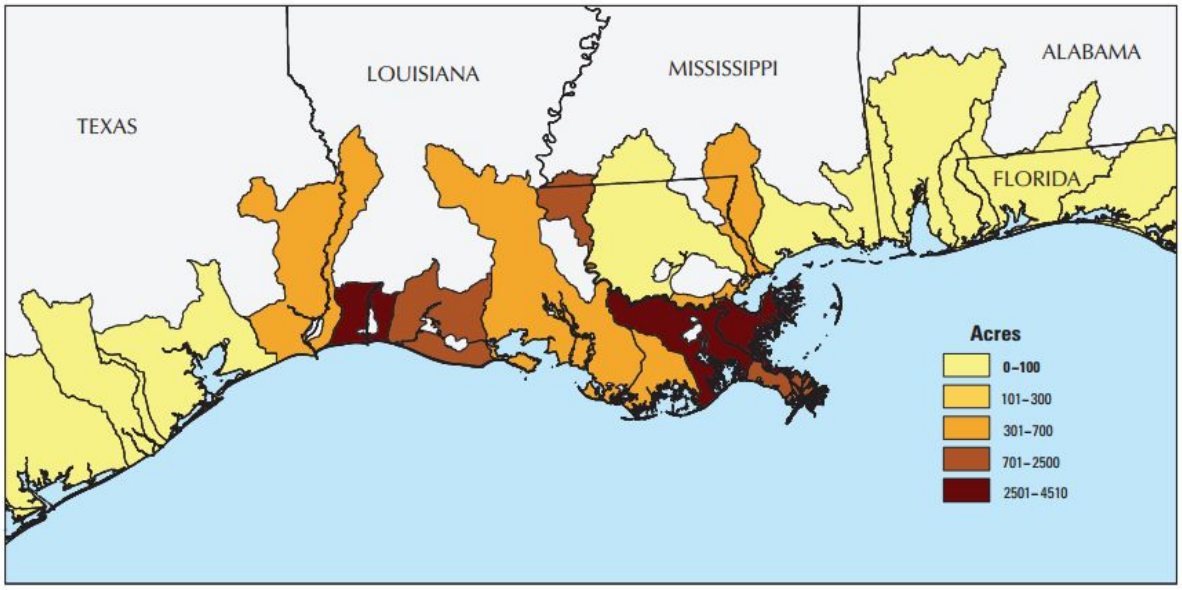

Figure 17. Coastal watersheds of the upper Gulf of Mexico showing the magnitude of saltwater (intertidal) wetland loss to open water, 2004 to 2009.

Louisiana currently has 5,000 square miles of coastal wetlands. Louisiana's 2012 Master Plan produced 2 outcomes of the effects of sea level rise on the state's wetlands, evaluating a "moderate scenario" and a "less optimistic scenario."[32] The Master Plan does not discuss sea level predictions worse than "moderate," although the NRC III (High) prediction depicts close to a .70m sea level rise by 2060.[33] Under the moderate scenario, 770 square miles of wetlands would be lost due to climate change and .30m sea level rise. Under the less optimistic scenario, 1,770 square miles of wetlands would be lost due to climate change and .45m sea level rise. If approximately 1,000 to 2,000 square miles of wetlands would be lost with little to no diversions in current methodologies and actions, the impacts to Louisiana's wetlands in a higher level of sea level rise would be devastating.[34] Should the Corps approve this project, a portion of those scores of lost square miles would be directly attributed to the Project.

In Texas, there are 161,000 acres of wetlands in Galveston Bay and Jefferson County.[35] The "Sea Level Affecting Marshes Model," or SLAMM, produces wetlands models based on a 1m sea level rise by 2100. The 1 meter sea level rise is used as a compromise between the more conservative IPCC prediction of 30cm-100cm rise and other predictions of up to 140cm.[36] The

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[32] *Lff* Master Plan p84

[33] See Master Plan p84

[34] Coastal Protection and Restoration Authority of Louisiana, *ÿýþÿ *zw¢¥fmfx¦n®f >Y¦¨f¥ HwYx kz¥ Y L©¦¨YnxYawf *zY¦¨* p 105*Î*

[35] *Lff* "Informing conservation planning using sea-level rise and storm surge impact estimates in the Galveston Bay and Jefferson County, Texas area" p3
http://www.gulfmex.org/wp-content/uploads/2011/04/Texas_Conservation_Analysis_Report.pdf

[36] http://stormsmart.org/goma/slr/interface/texas_slamm.html

SLAMM Texas Conservation Report states between 2004 and 2100, over 52,000 acres are at risk to be critical marsh refuge, and 28,899 acres of marsh will be lost due to sea level rise.[37] The Texas SLAMM does not evaluate the effects from more pessimistic predictions of greater than 1m of sea level rise, which would be even more devastating to the Texas wetlands.

Continuing development at the current rate without taking action to diminish carbon output will accelerate future wetlands loss. As LNG projects are proposed and permitted without cumulative impact analyses, climate change and sea level rise impacts will remain neglected and unevaluated. In areas where the land has always buffered storms and absorbed floodwaters, removing said land places people directly in the path of destruction. The purpose of this project and other connected projects in the LNG boom is intimately tied to a level of climate pollution that sinks the Louisiana coast under a swollen Gulf of Mexico.

We at GRN request the Crops, LDEQ, and LDNR to use their data and resources to assess these cumulative impacts. We are only able to scratch the surface. LNG-related development is clearly growing rapidly, and the connected environmental impacts must be determined as definitively as possible. Since the Project in question is designed to create a hub for further LNG development, it is vital that a detailed environmental assessment be completed before issuing a decision on the Applicant's permit requests. The Applicant's project cannot be adequately assessed for environmental impacts without assessing total cumulative environmental impacts of LNG-related projects.

Since the Applicant does not assess, or even recognize the potential direct, indirect, and cumulative impacts that will result from the disruption of over 320 acres of wetlands, the Corps, LDEQ, and LDNR cannot approve the Applicant's permit requests as submitted.

5. The Applicant must develop disaster-response plans and perform a quantitative risk assessment. Local floodplain officials should be included in the notification of this permit, since the Project sits in an area vulnerable to flooding.

The Applicant must have plans for disaster response scenarios, in place prior to project permitting. We have yet to see any mention of this sort, in any public documents. The Applicant even goes as far to say that the Project does not involve the drilling, production, and/or storage of oil and gas, despite branding itself as an oil and gas industry waterfront support facility.[38]

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[37] Texas Conservation Analysis p12, 24

[38] *L f f* Section 12, part C, Joint Permit Application For Work Within the Louisiana Coastal Zone, filed 6/21/16: http://sonris-www.dnr.state.la.us/sundown/cart_prod/cart_crm_application?pcup_num=P20140877&pline_id=14&pshow_appl_email=N

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LDNR and LDEQ cannot be "passive umpires" when it comes to permitted materials. This responsibility was distinctly highlighted in the recent ruling, *Lnf¥¥Y *v©a , fv¨Y *mY¢¨f¥ ®Î =YÎ , f¢î¨ ?Y¨Î Kf¦Î*, No. 00060916, Div. A.[40] LDNR and LDEQ must accept responsibility for materials permitted under the umbrellas of coastal-use and water-quality. Until the Applicant has drafted adequate disaster-response plans, its applications for a CUP and WQC ought to be deemed inadequate.

LDNR should also order a thorough and objective quantitative risk assessment (QRA) for any and all facilities associated with the storage and transport of LNG. There are already many people at risk within the Lake Charles area, and more people put at risk in Cameron Parish each day. Risks to the population of Cameron Parish should be evaluated on a proportional basis, since its remaining population are crucial to preserving Louisiana's culture of living with and on the water. Those still residing are the coast are extremely vulnerable to the impacts of the LNG boom.

The Project site lies within the 100-year floodplain and is clearly susceptible to storm-surge events (Figure 1).[41] The proposed site's distinct geography compounds disaster risks, furthering the need for comprehensive response plans.

The responsibility of managing flood risk in Louisiana lies largely with individual parishes. Since parish officials are charged with administering the hazard mitigation program, they should also be informed of the Project and its permit requests that impact flood-mitigating wetlands. Relevant to this particular instance, the Cameron Parish Floodplain Administrator is Myles Hebert (337-775-2800, mh_cppj@camtel.net) and the Emergency Preparedness Contact is Danny Lavergne (337-775-7048).

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[39] *Lff* Page 6, Needs, Alternatives, and Justification Analysis Report, as revised May 2016

[40] La. 19th JDC Dec. 23, 2014.

[41] FEMA Flood Map, Cameron Parish http://maps.lsuagcenter.com/floodmaps/.

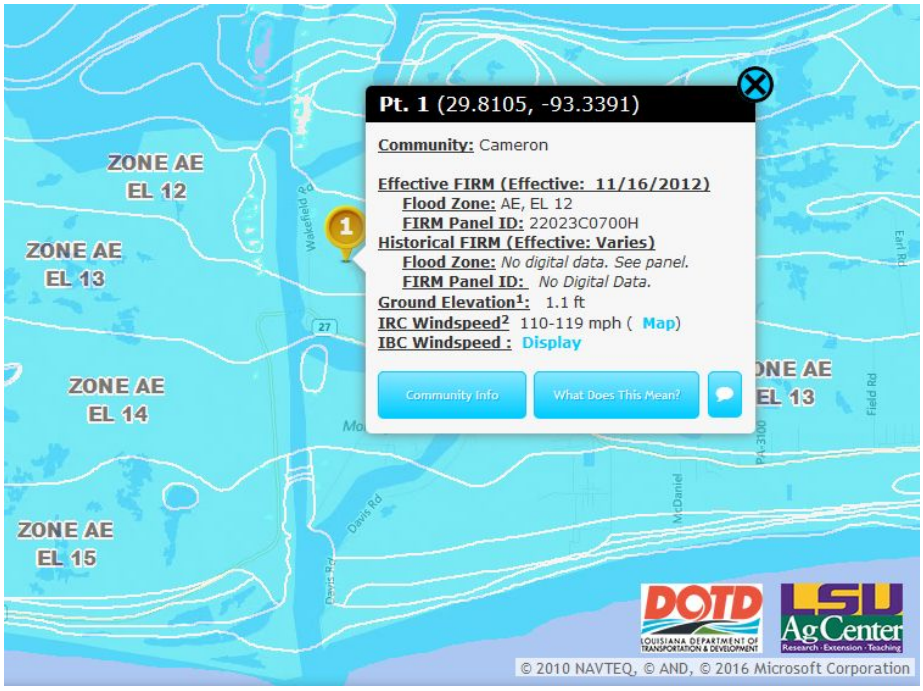

Figure 1: The Project sits in an area especially at-risk for flooding

The Applicant's application must be deemed inadequate until it submits disaster-response plans and performs a quantitative risk analysis. We also request that local floodplain managers be notified of the associated, significant flood and disaster risks.

6. The mitigation plan for the Project is incomplete.

Federal law requires the Applicant to compensate for, or mitigate, the damages resulting from the destruction of our nation's wetlands, should a permit be issued. In the Project's joint public notice though, no mention of compensatory activity is included.[42] The Corps "must ensure that adequate [mitigation plan] information is included in the Public Notice to enable the public to provide meaningful comment," offering exception only for data which is "legitimately confidential for business purposes."[43]

According to the joint EPA/USACE "Compensatory Mitigation for Losses of Aquatic Resources; Final Rule," mitigation plans for all wetland compensatory mitigation projects must contain the twelve elements, including:[44]

[42] Corps, LDEQ, LDNR Joint Public Notice, listed June 28th, 2016
[43] 40 CFR § 230.94(b).
[44] 33 CFR § 322.4[c].

- site selection criteria
- baseline information for impact and compensation sites
- ecological performance standards
- monitoring requirements

Just merely mentioning legally-required details does not satisfy the requirement of "adequate information" to allow "meaningful comment." Communities along the Gulf Coast have a strong public interest in minimizing the effects of storm surge and localized flooding. The nature and location of compensatory mitigation is of vital importance to those who wish to provide public comments. For the sake of detail, further mitigation requirements in 33 C.F.R. § 332 are included below.

To satisfy the Clean Water Act, mitigation plans must provide a level of detail "commensurate with the scale and scope of the impacts"[45] and include the following information:

1. "A description of the resource type(s) and amount(s) that will be provided, the method of ecoregion, physiographic province, or other geographic areas of interest."[46]

2. "A description of the factors considered during the site selection process. This should include consideration of watershed needs, onsite alternatives where applicable, and the practicability of accomplishing ecologically self-sustaining aquatic resource restoration, establishment, enhancement, and/or preservation at the compensatory mitigation project site."[47]

3. "A description of the legal arrangements and instrument, including site ownership, that will be used to ensure the long-term protection of the compensatory mitigation project."[48]

4. "A description of the ecological characteristics of the proposed compensatory mitigation project site.... This may include descriptions of historic and existing plant communities, historic and existing hydrology, soil conditions, a map showing the locations of the impact and mitigation site(s) or the geographic coordinates for those site(s), and other site characteristics appropriate to the type of resource proposed as compensation. The baseline information should also include a delineation of waters of the United States on the proposed compensatory mitigation project site."[49]

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[45] 33 C.F.R. § 332.4(c).
[46] 33 C.F.R. § 332.4(c)(2).
[47] 33 C.F.R. § 332.4(c)(3).
[48] 33 C.F.R. § 332.4(c)(4).
[49] 33 C.F.R. § 332.4(c)(5).

5. "A description of the number of credits to be provided, including a brief explanation of the rationale for this determination," including "an explanation of how the compensatory mitigation project will provide the required compensation for unavoidable impacts to aquatic resources resulting from the permitted activity."[50]

6. "Detailed written specifications and work descriptions for the compensatory mitigation project, including, but not limited to, the geographic boundaries of the project; construction methods, timing, and sequence; source(s) of water, including connections to existing waters and uplands; methods for establishing the desired plant community; plans to control invasive plant species; the proposed grading plan, including elevations and slopes of the substrate; soil management; and erosion control measures."[51]

7. "A description and schedule of maintenance requirements to ensure the continued viability of the resource once initial construction is completed."[52]

8. "Ecologically-based standards that will be used to determine whether the compensatory mitigation project is achieving its objectives."[53]

9. "A description of parameters to be monitored in order to determine if the compensatory mitigation project is on track to meet performance standards and if adaptive management is needed. A schedule for monitoring and reporting on monitoring results to the district engineer must be included."[54] The mitigation plan must provide for a monitoring period that is sufficient to demonstrate that the compensatory mitigation project has met performance standards, but not less than five years. A longer monitoring period must be required for aquatic resources with slow development rates (e.g., forested wetlands, bogs).[55]

10. "A description of how the compensatory mitigation project will be managed after performance standards have been achieved to ensure the long-term sustainability of the resources, including long-term financing mechanisms and the party responsible for long-term management."[56]

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[50] 33 C.F.R. § 332.4(c)(6).
[51] 33 C.F.R. § 332.4(c)(7).
[52] 33 C.F.R. § 332.4(c)(8).
[53] 33 C.F.R. § 332.4(c)(9).
[54] 33 C.F.R. § 332.4(c)(10).
[55] 33 C.F.R. § 332.6.
[56] 33 C.F.R. § 332.4(c)(11).

11. “A management strategy to address unforeseen changes in site conditions or other components of the compensatory mitigation project, including the party or parties responsible for implementing adaptive management measures. The adaptive management plan will guide decisions for revising compensatory mitigation plans and implementing measures to address both foreseeable and unforeseen circumstances that adversely affect compensatory mitigation success.”[57]

12. “A description of financial assurances that will be provided and how they are sufficient to ensure a high level of confidence that the compensatory mitigation project will be successfully completed, in accordance with its performance standards.”[58]

13. The mitigation plan must provide for a monitoring period that is sufficient to demonstrate that the compensatory mitigation project has met performance standards, but not less than five years. A longer monitoring period must be required for aquatic resources with slow development rates (e.g., forested wetlands, bogs).[59]

14. The compensatory mitigation requirements must be clearly stated and include special conditions that “must be enforceable.” The special conditions must: “(i) Identify the party responsible for providing the compensatory mitigation; (ii) Incorporate, by reference, the final mitigation plan approved by the district engineer; (iii) State the objectives, performance standards, and monitoring required for the compensatory mitigation project, unless they are provided in the approved final mitigation plan; and (iv) Describe any required financial assurances or long-term management provisions for the compensatory mitigation project, unless they are specified in the approved final mitigation plan....”[60] “The special conditions must clearly indicate the party or parties responsible for the implementation, performance, and long-term management of the compensatory mitigation project.”[61]

15. “The real estate instrument, management plan, or other mechanism providing long-term protection of the compensatory mitigation site must, to the extent appropriate and practicable, prohibit incompatible uses (e.g., clear cutting or mineral extraction) that might otherwise jeopardize the objectives of the compensatory mitigation project.”[62]

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[57] 33 C.F.R. § 332.4(c)(12).
[58] 33 C.F.R. § 332.4(c)(13).
[59] 33 C.F.R. § 332.6.
[60] 33 C.F.R. § 332.3(k).
[61] 33 C.F.R. § 332.3(l).
[62] 33 C.F.R. § 332.7(a).

A key element of a legally adequate mitigation plan is the inclusion of ecological performance standards for assessing whether the mitigation is achieving its objectives, and these are described under 33 C.F.R. § 332.5:

> "Performance standards should relate to the objectives of the compensatory mitigation project, so that the project can be objectively evaluated to determine if it is developing into the desired resource type, providing the expected functions, and attaining any other applicable metrics (e.g., acres)."[63]

And, further:

> "Performance standards must be based on attributes that are objective and verifiable. Ecological performance standards must be based on the best available science that can be measured or assessed in a practicable manner. Performance standards may be based on variables or measures of functional capacity described in functional assessment methodologies, measurements of hydrology or other aquatic resource characteristics, and/or comparisons to reference aquatic resources of similar type and landscape position. The use of reference aquatic resources to establish performance standards will help ensure that those performance standards are reasonably achievable, by reflecting the range of variability exhibited by the regional class of aquatic resources as a result of natural processes and anthropogenic disturbances. Performance standards based on measurements of hydrology should take into consideration the hydrologic variability exhibited by reference aquatic resources, especially wetlands. Where practicable, performances standards should take into account the expected stages of the aquatic resource development process, in order to allow early identification of potential problems and appropriate adaptive management."[64]

The information presently provided by the Applicant on impacts and mitigation is wildly insufficient to allow for meaningful comments. However, what is clear is that the federal regulations are not being followed.

The Applicant intends to implement its own 'Permittee Responsible Mitigation Plan' (PRM), by putting dredged material to beneficial use. The selected placement site is just east of the potential Project, which ensures 'in-watershed' habitat creation. That is unfortunately as much detail as the Applicant is willing to share with the public. Any sort of performance standards or monitoring requirements are glaring absences, let alone the more detailed requirements listed above.[65]

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[63] 33 C.F.R. § 332.5(a).
[64] 33 C.F.R. § 332.5(b).
[65] *Lff* Dredged Material Management Plan, as revised 2016

It also appears the Applicant would prefer to simply purchase mitigation credits, though there currently exists a lack of credits for the coastal marshes of Louisiana. This over-saturation of the mitigation-bank market highlights the rampant wetland destruction that has plagued our region. The thought of issuing 'advance credits' for restoration projects that do not yet exist is extremely troubling. The Applicant cannot satisfy its legal obligations by paying money that will not directly be put towards mitigation.

The Applicant even offers the point that "[i]n addition to the Port Cameron project, as you know, there are other projects currently proposed which will impact wetlands in the same area. Some or all of these developments may be permitted and require considerable mitigation."[66]

"[T]hese projects, such as, Port Cameron, are proposals that are directly related to energy, including exploration, production and transportation," further details the Applicant.[67]

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7. The Project does not appear to offer actual public benefit or be in the public interest.

As already noted, the Applicant and the Corps must not only consider project alternatives, they must also choose the vfY¦¨ÝdYwYlnxl practicable alternative.[68] The least-damaging practicable alternative is the "no action" alternative. This alternative goes to the heart of this entire process – whether there even exists a public need for the Project.

For the sake of emphasis, the purpose of the Project is to accommodate the oil and gas industry.
According to the Applicant, "[t]he primary demand generators for this facility are domestic deep water oil and gas exploration, drilling and production companies, and service companies operating in the Gulf of Mexico."[69]

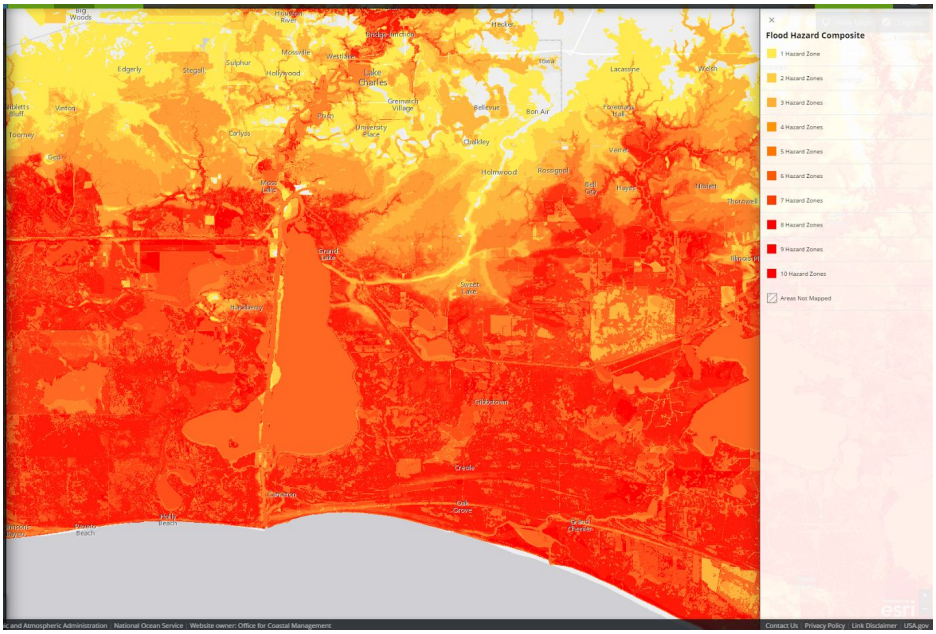
The Applicant has furthermore framed its Project as a necessity to buffer any potential disruptions to Port Fourchon, the current hub that services over 90% of the Gulf of Mexico's

[66] Lff Page 2, Request for Consideration of Advance Credit Issuance, dated May 28, 2015
[67] Lff Page 1, Request for Consideration of Advance Credit Issuance, dated May 28, 2015
[68] 40 C.F.R. § 230.10(a).
[69] Lff Page 8, Needs, Alternatives, and Justification Analysis Report, as revised May 2016

deep water oil production. The Applicant repeatedly references a 2011 Department of Homeland Security study that predicts "LA-1 will eventually succumb to mean sea level rise sometime between the years 2030 and 2040."[70] Given this vulnerability of Port Fourchon, the Applicant concludes that another hub for oil and gas activities must be made available.

Despite references to sea level rise, the Applicant does not appear to acknowledge the cause of this rise in any documentation available to the public. The human-induced leaking and combustion of fossil fuels is actively warming the entire planet, causing ice to melt and oceans to rise. When combined with the regional land subsidence that has been accelerated by oil and gas-related activities, the threats posed by rising seas to coastal Louisiana are only heightened. Perhaps ironically, the very same Department of Homeland Security even perceives climate change to be a "threat multiplier to global security."[71] *Lz Y¦ Y ¦zv©¨ñzx ¨z ¢z¨fx¨ñYv dñ¦¥©¢¨ñzx¦ zk Y kz¦¦ñvÝk©fv m©aË ñxd©bfd a± kz¦¦ñvÝk©fv Yb¨ñ®ñ¨ñf¦Ë ¨mf !¢¢vmbYx¨ ¢¥z¢z¦f¦ ¨z b¥fY¨f Y xf¯ m©a kz¥ kz¦¦ñvÝk©fv Yb¨ñ®ñ¨ñf¦Î*

For reference, the below figure is included to illustrate the vulnerabilities of the Lower Calcasieu region to rising seas.[72] It is clearly no better prepared for a climate-disrupted future than southern Lafourche Parish.



[70] *Lff* Page 9, Needs, Alternatives, and Justification Analysis Report, as revised May 2016
[71] https://climateandsecurity.org/2015/07/09/dhs-to-congress-climate-change-a-threat-multiplier-to-global-security/
[72] Coastal Flood Exposure Mapper. Project Site includes 9 of 10 coastal hazards studied by NOAA, including sea level rise, hurricanes, and shallow flooding.

Besides simply claiming its project as a necessity, the Applicant touts the economic benefits it will bring. These expected benefits all appear to be derived from a single document, prepared by Loren C. Scott & Associates, Inc. This firm makes clear that the Project will offer both direct and indirect economic impacts, although the indirect impacts are the most significant:[73]

> However, these direct impacts alone would significantly understate the role of the port on the economy. The reason is that port clients also buy from, and sell to, many other firms in the economy. Too, employees at the port spend money at grocery stores, car dealerships, movie theaters, etc., which creates new earnings in those establishments, which are then spent, etc., etc. Thus, any change in the activity of a particular firm **indirectly** affects these other companies and their employees, which in turn affects firms that buy from and sell to these firms and employees, etc. For example, when a decision is made by a firm that creates a new job, a chain-reaction is started which works its way throughout the economy. This chain-reaction (multiplier effect) causes even more jobs to be created.

The so-called 'multiplier effect' is further defined, as quoted below:[74]

> Think of the Louisiana economy as a large economic pond. Into that pond a new rock is dropped called Port Cameron. However, when that rock hits the pond it sends ripples all the way out to the edge of the pond. It is these ripples that we refer to as the "multiplier effect".

From the ripples then emerge billions of dollars of potential economic growth. This methodology serves as the grounding framework of the Applicant's economic vision. And yet the Applicant ignores the indirect, secondary, and cumulative wetland and waterbody impacts of its project. This lack of consideration has been outlined in detail above. The rock that's dropped into a large economic pond is also dropped into a large environmental pond, rippling through the Lower Calcasieu, the Gulf Coast, and the nation. This fundamental contradiction offers further reasoning for the Project and its permit requests to be denied outright.

Not to be forgotten, the economic argument for the Project also hinges on its expected job creation. Nowhere however is it explicit that this job creation will stimulate employment for current residents of Cameron Parish and the surrounding region. All too often, the workers hired to construct these sorts of projects are contractors hailing from outside of coastal

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[73] *Lff* THE ECONOMIC IMPACT OF THE PROPOSED PORT CAMERON ON THE LAKE CHARLES MSA, THE STATE OF LOUISIANA AND THE NATION, as prepared April 2015

[74] *6d*

Parishes, even beyond Louisiana. The transplants live in 'man camps,' often situated in wetlands and injecting stimulus into local economies solely via gas pumps and their adjoined casinos.

H¥f¦fx¨ bzww©xn¨± wfwaf¥¦ Y¥f nx¦¨fYd vnufv± ¨z af vfk¨ ¯n¨m Yw ¨mf ©xYbbz©x¨fdË f°¨f¥xYv bz¦¨¦ zk ¨mf H¥ztfb¨Í mfYv¨m Yxd fx®n¥zxwfx¨Yv nw¢Yb¨¦Ë ¥fd©bfd kvzzd ¢¥z¨fb¨nzx¦Ë mfnlm¨fxfd dn¦Y¦¨f¥ ¥n¦u¦Ë Yxd ¨mf bz©x¨vf¦¦ z¨mf¥ bz¦¨¦ Y¦¦zbnY¨fd ¯n¨m ¨mf bvnwY¨fÝdn¦¥©¢¨nxl ¥fvnYxbf zx kz¦¦nvÝk©fv nxk¥Y¦¨¥©b¨©¥fÎ

Crucially, the eventual export of LNG is not isolated from natural-gas extraction. *?Y¨©¥Yv lY¦ w©¦¨ kn¥¦¨ af f°¨¥Yb¨fd k¥zw ©xdf¥l¥z©xd df¢z¦n¨¦Ë afkz¥f n¨ bYx af ¨¥Yx¦¢z¥¨fd Yx±¯mf¥fÎ* Recognizing this connection allows for the 'total cost' of the Project to be calculated. The Applicant is currently unwilling to ground itself in this reality.[75]

There is currently a race to approve LNG-related projects throughout watersheds of the Gulf Coast. This scramble threatens significant, maximal wetland destruction, all to overbuild industrial infrastructure of questionable use. Companies with undue advantages are skirting environmental-review processes, leaving the United States and Louisiana depauperate. Just as the LNG-import fad filled many wetlands to no economic benefit, this fad in a capital-intensive, volatile industry will leave empty industrial spaces where coastal communities once had flood protection and fisheries habitat.

Given the well-known volatility of natural-gas markets, the Applicant ought to demonstrate the long-term viability of the Project. To demonstrate at least some of the projected project-related benefits, an analysis that includes no fewer than five years of historical natural-gas market data should be included and weighed in the decision-making process.

8. The Project warrants a Programmatic, or Area-Wide, Environmental Impact Statement (PEIS).

Approval of this permit could induce many other permit applications for LNG-related developments within the Lower Calcasieu watershed, coastal Louisiana, and the Gulf region as a whole. We strongly encourage the Corps to conduct an appropriate study of the impacts of connected actions. We submit this additional section to address concerns that have been raised about comprehensive environmental review.

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[75] *Lff* Section 12, part C, Joint Permit Application For Work Within the Louisiana Coastal Zone, filed 6/21/16: http://sonris-www.dnr.state.la.us/sundown/cart_prod/cart_crm_application?pcup_num=P20140877&pline_id=14&pshow_appl_email=N

Claim: A PEIS is not warranted because the Corps has no program for comprehensively analyzing impacts to wetlands.
Facts: Wrong. NEPA expressly contemplates preparation of an EIS for situations just like this one: where an agency is facing multiple independent permitting decisions that have overlapping, shared, or cumulative impacts.[76,77,78]

Federal guidance and courts sometimes refer to these reviews as ”programmatic,” ΄Υ while in other cases, they are called "area-wide" or "overview" EISs. The label is not important. Rather, it is the content of such an assessment that matters. The Federal Council on Environmental Quality offers further guidance, provided in Q&A format:

J©f¦¨ńzxÍ When is an area-wide or overview EIS appropriate?
!x¦¯f¥Í The preparation of an area-wide or overview EIS may be particularly useful when **similar actions, viewed with other reasonably foreseeable or proposed agency actions, share common timing or geography.** For example, when a variety of energy projects may be located in a single watershed, or when a series of new energy technologies may be developed through federal funding, the overview or area-wide EIS would serve as a valuable and necessary analysis of the affected environment and the potential cumulative impacts of the reasonably foreseeable actions under that program or within that geographical area.[79]

Courts have agreed that a single EIS is required for multiple discrete actions under some circumstances, for example, when the projects have common timing, geography, and/or impacts.[80,81] Such circumstances undoubtedly exist here.

Claim: A comprehensive review of port, industrial, and pipeline projects would be "unprecedented." ΄Υ
Facts: Wrong. There is ample precedent for such a review, including area-wide EIS processes that are underway right now. For example, The Corps reviewed four independent phosphate

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[76] See Native Ecosystems Council v. Dombeck, 304 F.3d 886 (9th Cir. 2002) ("A single NEPA review document is required for distinct projects when … the projects are ΄Ωconnected,' ΄Ωcumulative' or ΄Ωsimilar' actions …").
[77] 40 C.F.R. § 1508.25 (mandating single EIS for separate independent actions under some circumstances).
[78] 40 C.F.R. §1502.4(a), (c) (requiring a single EIS where proposals are "related to each other closely").
[79] Forty Most Asked Questions Concerning CEQ's National Environmental Policy Act Regulations 40 CFR Parts 1500 - 1508 (1987). http://energy.gov/sites/prod/files/G-CEQ-40Questions.pdf.
[80] See, e.g., Blue Mountains Biodiversity Project v. Blackwood, 161 F.3d 1208, 1215 (9th Cir. 1998) (multiple timber sales must be evaluated in a single EIS where the sales were reasonably foreseeable, in a single general area, disclosed at the same time, and developed as part of a comprehensive strategy).