



Chapter 5 • Consultation & Coordination

Chapter 5: Consultation and Coordination

5.1 INTRODUCTION

This chapter describes the consultation and coordination efforts conducted by BLM during the development of Draft RMPs for the Beaver Dam Wash and Red Cliffs NCAs and a focused Draft Amendment to the SGFO RMP, supported by a single Draft EIS. This three part land use planning effort was undertaken to satisfy specific mandates from OPLMA that directed BLM to prepare “comprehensive [resource] management plans” for two NCAs. The legislation also required BLM to take actions and make land use allocations on public lands in Washington County that require the *St. George Field Office Record of Decision and Resource Management Plan* be amended. The three planning efforts were initiated concurrently, thereby facilitating the preparation of a single EIS.

Land use planning is conducted in accordance with NEPA requirements, CEQ regulations, and Departmental and BLM policies and procedures that implement NEPA. Title II, Section 202 of FLPMA directs BLM to coordinate with American Indian tribes, other federal departments,

and agencies of state and local governments during its land use planning process. To comply with these various legal and regulatory requirements, BLM seeks public involvement at the start of and during the land use planning process to aid in the development of a reasonable range of alternatives of proposed management actions and in the preparation of the analyses that disclose the potential impacts of proposed actions and alternatives. Tribal, state, and local county governments are invited to participate in the planning process as Cooperating Agencies and consultation and coordination with various governmental entities continues throughout this process. The proposed RMPs are reviewed by BLM to ensure that management decisions are consistent with State and county plans to the extent that those plans are consistent with federal law.

“To do anything in this world worth doing, we must not stand back shivering and thinking of the cold and danger, but jump in, and scramble through as well as we can.”

—Sydney Smith,
Clergyman, 1771-1845

Photo 5-1 Gila Monster Scrambling over Navajo Sandstone, Red Cliffs NCA



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5.2 COOPERATING AGENCIES

Other federal agencies, state and local governments, and federally-recognized American Indian tribes are invited to participate as Cooperating Agencies during the drafting or revision of RMPs (43 CFR 1610.3-1(b)). These agencies are invited to participate because they have jurisdiction by law or can offer specialized expertise on matters pertinent to the planning process. Cooperating Agency status provides a formal framework for these governmental units to engage in active collaboration with BLM during the planning process. Cooperating Agencies may assist with issue identification, data collection, the formulation of alternatives, and the analysis of the environmental consequences associated with implementing the alternatives. In 2010, BLM signed a Memorandum of Understanding with Mohave County, AZ, Washington County, UT, and the State of Utah, designating these entities as Cooperating Agencies for the NCA RMP and Amendment process.

5.3 COORDINATION WITH OTHER FEDERAL AGENCIES, STATE, AND LOCAL GOVERNMENTS, AND INDIAN TRIBES

Coordination with the USFWS pursuant to Section 7 of the Endangered Species Act has been ongoing throughout the development of the draft RMPs and Amendment. A Biological Assessment will be completed as part of this planning process and consultations will be conducted with the USFWS that will lead to

Photo 5-2 Artifact Recovered from Mid-19th Century Orson B. Adams House, Red Cliffs NCA



the issuance of a Biological Opinion for the proposed RMPs and Amendment.

Coordination with the UTSHPO pursuant to 43 CFR 1610.3 and the Utah Programmatic Agreement (2001) was conducted for these planning efforts. Formal consultations under Section 106 of the NHPA will be conducted related to cultural resource eligibility evaluations and during the implementation-level planning.

The planning effort for Beaver Dam Wash NCA has been coordinated with the NPS-National Trails Intermountain Region Office, as it relates to the development of management alternatives for the Old Spanish Trail National Historic Trail. Coordination has also been conducted with the NPS-National Natural Landmark Program Office in the development of management options for possible boundary adjustments to the Joshua Tree National Natural Landmark.

5.4 CONSULTATIONS WITH FEDERAL, STATE, TRIBAL AND LOCAL GOVERNMENTAL ENTITIES CONCERNING THE "NORTHERN TRANSPORTATION ROUTE"

OPLMA 1977 (b) (2) directed that the Secretary of the Interior (through BLM) "in consultation with appropriate Federal agencies, State, tribal, and local governmental entities (including the County and City of St. George, Utah), and the public, identify one or more alternatives for a northern transportation route in the

County." On March 30th and April 26th of 2011, the BLM hosted meetings to discuss the "northern transportation route" and identify possible alignments, as mandated by OPLMA. The following entities were represented at these meetings:

- ▶ Federal Highway Administration
- ▶ USFWS
- ▶ Utah Department of Natural Resources
- ▶ UDWR
- ▶ UDOT
- ▶ Five County Association of Governments
- ▶ City of St. George
- ▶ Washington County
- ▶ DMPO

The DMPO provided BLM with two studies to consider as part of the process to identify possible alignments for the "northern transportation route". The studies described the purpose and need for a multi-lane road to address future traffic congestion issues in the greater St. George City area and options to reduce congestion on specific local roadways (studies are available for review at <http://www.dixiempo.org>).

5.5 TRIBAL CONSULTATION

In accordance with the NHPA and other legal authorities (refer to *BLM Manual 8120*), BLM initiated government-to-government consultations with federally-recognized American Indian Tribes and other Native American groups that claim cultural affiliation to the planning areas. In June of 2010, BLM initiated these

Photo 5-3 St. George Black-on-Grey Bowl Recovered from Red Cliffs NCA



consultations, by providing official notification of the land use planning process to the following Tribes or Bands:

- ▶ The Hopi Tribe
- ▶ The Navajo Nation
- ▶ The Pueblo of Zuni
- ▶ The Paiute Indian Tribe of Utah
 - Shivwits Band
 - Cedar Band
 - Indian Peaks Band
 - Kanosh Band
 - Koosharem Band
- ▶ The Kaibab Band of Paiutes
- ▶ The Las Vegas Paiute Tribe
- ▶ The Moapa Band of Paiutes
- ▶ The Pahrump Band of Paiutes
- ▶ The Havasupai Tribe
- ▶ The Hualapai Tribe

The notification letter invited tribal governments to become involved in the planning processes and outlined potential consultation opportunities during the planning process. The letter also requested input on issues and concerns to be considered during the planning process and initiated efforts to identify areas of traditional cultural concern. The Shivwits Band of Paiutes and the Paiute Indian Tribe of Utah were formally invited to become Cooperating Agencies in the process; neither elected to be a formal cooperator but agreed to participate informally in the alternatives development meetings.

Tribes and Bands were updated about the status of the planning efforts through newsletters and informal contacts and meetings. Copies of the Draft RMPs and Amendment/ Draft EIS have been provided to all Tribes and groups list for review and comment. Consultation will continue throughout the planning process. This portion of Chapter 5 will be updated in the Final EIS to reflect ongoing consultation efforts.

"We must keep on trying to solve problems, one by one, stage by stage, if not on the basis of confidence and cooperation, at least on that of mutual toleration and self-interest."

—Lester B. Pearson,
Canadian Politician,
1897-1972

"One of the most sincere forms of respect is actually listening to what another has to say."

—Bryant H. McGill,
American Author,
1969-

5.6 PUBLIC SCOPING

5.6.1 Notice of Intent

In May 2010, the SGFO initiated the public scoping period with the publication of a NOI to prepare resource management plans for the Beaver Dam Wash NCA and the Red Cliffs NCA and to amend the SGFO RMP to address specific mandates from OPLMA, Subtitle O, Section 1974 and 1975. Public scoping is required by NEPA in the early stages of developing an EIS to determine the scope and significance of issues related to a proposed action, such as the development of RMPs or an RMP Amendment (40 Code of Federal Regulations 1501.7). Scoping helps identify issues important to the management of the public lands of the NCAs and SGFO, as well as issues and conflicts to be examined in the planning process and, ultimately, decisions in the NCA RMPs or the SGFO RMP Amendment. The scoping process is designed to encourage public participation and to solicit public input.

5.6.2 Open Houses, Newsletters, and Project Website

The NOI announced the dates, meeting locations, and times for the three public scoping open houses that were held for this planning process. It also included instructions for providing comments by the end date for the scoping period, July 19, 2010. This same information was included in a press release published in newspapers throughout the planning area in May of 2010. Scoping meetings were held in the cities of St. George, Hurricane, and Salt Lake City, Utah (Photo 5-4 and Photo 5-5); and in Mesquite, Nevada. These meetings were announced in the local media, as well as through a planning newsletter that was mailed to hundreds of individuals, organizations and agencies and made available at each of the scoping meetings. The newsletter provided information about the scoping process and instructions for submitting comments. It also included information about the NCAs, the purposes for which Congress had designated them to the National Conservation Lands, and their resource values. The newsletter requested public input related to potential issues that could be considered in the planning

process and requested input on alternatives for long-term management of the public lands within each NCA. The mandates that required amendment of the SGFO RMP were identified in the newsletter and the public invited to submit nominations for ACECs to provide special management attention to priority biological species. The newsletter and other information about the planning process was also posted and updated on the BLM's SGFO website (<http://www.blm.gov/s7ld>).

The four public open houses were held over a one-week period in June 2010, and were attended by 269 members of the public and representatives from other federal agencies, as well as State and local governments. BLM resource specialists were available to answer questions and provide additional information about specific issues throughout the meeting. Informational posters and maps were on display during the open houses and were designed to stimulate questions from the public and assist the preparation of scoping comments, which were accepted through written comment forms, emails, and postings to the BLM website.

In January of 2011, a second planning newsletter was sent out to all governmental agencies, organizations, and members of the public who had requested to be placed on the mailing list. This newsletter provided an overview of the results of scoping, the availability of the scoping report, and the announcement of an Economic Strategies Workshop that was held in St. George, Utah, on February 18, 2011.

5.6.3 Scoping Report

More information on the scoping process is available in the *Scoping Report for the Resource Management Plans for the Beaver Dam Wash and Red Cliffs National Conservation Areas and Amendment to the St. George Field Office Resource Management Plan and Associated Environmental Impact Statement* (<http://blm.gov/ttld>). This report summarized issues identified by the public and includes all of the specific comments that resulted from the public scoping period.

5.6.4 Economic Strategies Workshop

A public Economic Strategies Workshop was conducted on February 18, 2011 (facilitated by a USDA TEAMS Enterprise

"We always hear about the rights of democracy, but the major responsibility of it is participation."
—Wynton Marsalis, Musician, 1961–

Photo 5-4 Public Scoping Meeting in St. George, Utah



"The most important thing in communication is hearing what isn't said."

—Peter Drucker, Businessman, 1909–2005

Photo 5-5 Public Scoping Meeting in Salt Lake City, Utah



Unit) to identify management opportunities involving public lands that would further the social and economic goals of area communities. Members of the public and representatives of local municipalities and county government attended the workshop. Participants explored the role of public lands in the socioeconomic sector of local communities and helped to identify those activities and uses on public lands that should be considered during the planning process.

Recreation on public lands was identified as an important part of the area economy and vital to area quality of life (Photo 5-7). Participants expressed interest in a variety of recreation experiences (e.g., solitude for hiking, OHV, competitive recreation) and sought continued access to trails and routes that provided recreation opportunities. Incorporation of the motorized High Desert Trail into the BLM route system was also suggested. Heritage tourism (Photo 5-6) was noted to be an important recreation attraction, as well. In addition, marketing and advertising of these routes and recreation opportunities by BLM

Photo 5-6 Marker on Red Reef East Trail for Heritage Tourism, Red Cliffs NCA



was emphasized, since local businesses depend on these opportunities and could benefit from further marketing (Photo 5-8). Education and public outreach were recommended as methods to help resolve conflicts between non-motorized and motorized users.

Access for other uses of public land, such as grazing, mineral development, and emergency response, was identified as an issue of concern for some participants. Some who provided comments stated that public land should continue to be available for the development of new power transmission lines, water pipelines, and other types of ROWs that support community growth. Livestock grazing on public land was reported as having direct economic benefits for area families who had been engaged in this activity for generations.

The designation of new ACECs to promote and protect ecosystem services (e.g., water quality and biodiversity), wildlife habitat was identified by members of the public as important and compatible with multiple uses. Some participants identified concerns about the use of special

Photo 5-7 Exploring Cottonwood Canyon Wilderness, Red Cliffs NCA



designations, such as ACECs, as a back door approach to wilderness designation. A report summarizing the comments received during this Economic Strategies Workshop is available on the planning website (<http://blm.gov/stld>).

5.7 CONSISTENCY WITH STATE AND LOCAL PLANS

FLPMA Section 202(b) (9) directs that the BLM provide for involvement of State and local government officials in the land use planning process and consider the provisions of tribal, state, and local plans that are relevant to the planning areas. BLM should attempt to resolve inconsistencies between federal and non-federal government plans, in the development of land use decisions for public lands, to the extent that those plans are consistent with the purposes, policies, and programs of federal laws and regulations applicable to public lands and the purposes of FLPMA. As part of this planning effort, the following approved plans were reviewed for consistency:

- Gunlock State Park Resource Management Plan (2006);

- Mohave County General Plan (1995, revised 2010);
- Sand Hollow State Park Resource Management Plan (2010);
- Snow Canyon State Park Resource Management Plan (1998);
- Washington County General Management Plan (2010, amended 2012).

Coordination with the Cooperating Agencies helps to ensure consistency in the development of management actions with non-federal land use plans, to the extent that those plans are consistent with the purposes, policies, and programs of federal laws and regulations applicable to public lands.

Photo 5-8 Marketing and Educational Brochures Developed by the SGFO



"Whether you're hiking, biking, canoeing, or camping—exploring the outdoors is part of the American life."
—Gale Norton,
Secretary of the Interior
2001–2006, 1954–

5.8 LIST OF PREPARERS

Table 5-1 through Table 5-4 display the preparers of the Draft RMPs and Amendment to the SGFO RMP/Draft EIS and their areas of responsibility.

Table 5-1 BLM NCA Core ID Team

Name	Title	Areas of Responsibility
Tim Croissant	NCA Wildlife Biologist	Special Status Species, Vegetation, Fire and Fuels Management
Dawna Ferris-Rowley	NCA Manager	Project Management, Heritage Resources, Old Spanish Trail, Document Assembly, Technical Review and Editing
Dave Kiel	NCA Outdoor Recreation Planner	Recreation and Visitor Services, Travel Management, VRM, Wilderness, Lands with Wilderness Characteristics, Natural Soundscapes
Iris Picat	NCA Student Land Use Planning Assistant	Document Assembly and Editing
Keith Rigtrup	Land Use Planner (Color Country District Office)	Project Management, ACECs, Document Assembly Technical Review
Lynne Scott	NCA Landscape Architect	Recreation and Visitor Services, Interpretation, Document Graphic Design and Assembly, and Technical Review and Editing
Kyle Voyles	NCA Outdoor Recreation Planner	Geology, Paleontology, Caves and Karsts

Photo 5-9 Basalt Strewn Landscape, Red Cliffs NCA



Table 5-2 Other BLM Preparers

Name	Title	Areas of Responsibility
Teresa Burke	Realty Specialist, SGFO	Lands and Realty
Dave Corry	Natural Resource Specialist, SGFO	Soil and Water Resources, Livestock Grazing, Other Fish and Wildlife
Robert Douglas	Wildlife Biologist, SGFO	Special Status Species
Leonard Herr	Air Quality, Utah State Office	Air Quality
Shered Mullins	Realty Specialist, SGFO	Lands and Realty
Jaqueline Roaque	Rangeland Management Specialist, SGFO	Livestock Grazing, Noxious Weeds and Invasive Species
Bill Stevens	Outdoor Recreation Planner, Moab District Office	Socioeconomic Conditions, Environmental Justice
Jimmy Tyree	Field Office Manager, SGFO	Project Management, Technical Review and Editing

Table 5-3 American Conservation Experience Public Land Corps

Name	Areas of Responsibility
Austin Brewer	Special Status Species
Pam Blackmore	Technical Review and Editing
Elizabeth Mejicano	Special Status Species, Wilderness, Technical Review and Editing
Melissa Buchman	Recreation and Visitor Services, Lands with Wilderness Characteristics, Technical Review and Editing
Naomi Schoenwelter	Vegetation, Livestock Grazing
Tom Lilly	GIS Maps and Analyses
Braden Yardley	Recreation and Visitor Services, Visitor Use

Table 5-4 Contracted Services to Assist Planning Efforts

Entity	Services Provided
Booz, Allen, Hamilton	Public Scoping, Scoping Comment Analysis, Preparation of Scoping Reports, Administrative Record, Socioeconomic Baseline Report and Analysis, Environmental Justice
US Forest Service Enterprise Team	Economic Strategies Workshop

Photo 5-10 Livestock at Water Trough, Beaver Dam Wash NCA



“Always drink upstream from the herd.”
 –Will Rogers, Cowboy & Humorist, 1879–1935

“Oh, give me land, lots
 of land under starry
 skies above
 Don’t fence me in
 Let me ride through the
 wide open country that
 I love
 Don’t fence me in”
 –Lyrics by Cole Porter
 and Robert Fletcher

