

## CHAPTER 5—CONSULTATION AND COORDINATION

The Bureau of Land Management (BLM) completed the Green River Resource Management Plan (RMP) in 1997. Management decisions in the Green River RMP on leasing fluid minerals and on locatable minerals were deferred from a portion of the Green River Resource Area referred to as the “core” area. These deferrals were necessary because information on potential mineral leasing or locations for mining claims was not yet sufficiently developed for making sound management decisions. The core area encompasses approximately 80,000 acres. The area to be addressed and analyzed for the Jack Morrow Hills Coordinated Activity Plan (JMH CAP) includes about 622,000 acres surrounding and including the core area. This represents the cumulative impact analysis area for the activity plan, because management of the core area could affect lands outside the core area and vice versa.

The deferred mineral decisions and management of other resources in and around the core area were addressed in an original draft Environmental Impact Statement (EIS) for the JMH CAP. On January 22, 1998, BLM mailed a scoping statement to the media, governmental agencies, environmental organizations, industry representatives, individuals, landowners, and grazing permittees. The scoping statement explained the general nature of the JMH CAP planning effort and requested initial comments concerning the level of analysis, resource information, and concerns. A notice of intent to conduct public scoping and prepare an EIS was published in the Federal Register on February 5, 1998. Over 190 comment letters were received during the scoping process.

Meetings, including scoping, were held with the public on February 10, February 19, and March 19, 1998, to provide information about the JMH CAP planning effort and to solicit public input. Two field tours and one additional open house were held on September 14 and October 27, 1998 (see Table 5-1 for a list of all public events). All comments received were considered in further defining the issues in the planning area and in developing and analyzing the alternatives for the original draft EIS. The original draft EIS was published in June 2000. A public review of the original draft EIS resulted in additional resource information and public comments that warranted reformulation and analysis of land management alternatives. Completion of the project was thus delayed to evaluate the comments and new information.

A Notice of Intent (NOI) was published in the Federal Register on December 6, 2001, to formally announce that the BLM Rock Springs Field Office was preparing a supplemental draft EIS for the JMH CAP. The notice invited the participation of the affected and interested agencies, organizations, and members of the general public in determining the scope and significant issues to be addressed in the planning alternatives and analyzed in the EIS. Additional public involvement was solicited to help identify issues to be addressed in developing a full range of land management alternatives (see Table 5-2 for a list of all public events). This chapter describes that process as well as other key consultation and coordination undertaken for the preparation of a comprehensive, supplemental draft EIS for the JMH CAP.

**Table 5-1. JMH CAP Draft EIS (2000) Public Events**

Date	Location	Type
February 10, 1998	Rock Springs	Public Meeting
February 19, 1998	Lander	Public Meeting
March 19, 1998	Rock Springs	Public Meeting

**Table 5-1. JMH CAP Draft EIS (2000) Public Events (Continued)**

<b>Date</b>	<b>Location</b>	<b>Type</b>
September 14, 1998	Field Tour	
	Rock Springs	Open House
October 27, 1998	Field Tour	
February 24, 1999	Lander	Open House
February 25, 1999	Rock Springs	Open House
July 18, 2000	Lander	Open House
July 20, 2000	Rock Springs	Open House
July 21, 2000	Field Tour	
August 22, 2000	Lander	Hearing
August 23, 2000	Rock Springs	Hearing
June 29, 2001	Request for speaker at Rotary meeting	Requested by Pati Smith, Senator Thomas' field rep and Rotarian
August 14, 2001	JMH	Tour (Sean Whitman, Jody Levin, Selia Wallace—Senator Thomas' office)
September 28, 2001	WSO	Briefing with Con Lass of Senator Thomas' office. Covered basics.
	Washington Office	Generic information sharing. JMH mentioned. See file.
October 2, 2001	WSO	Meeting to see what WOC was thinking concerning JMH; their ideas on an NCA proposal. Heilig wants: Preserve status quo, allow OHV use, control utilities/corridors, no O&G development, allow livestock, expand WSAs, change JMH boundary. Pierson: No change in boundary.

**Table 5-2. JMH CAP Supplemental Draft EIS Public Events**

<b>Date</b>	<b>Location</b>	<b>Type</b>
December 11, 2001	Lander, Wyoming	Fremont County Commissioners Meeting, Open House
December 13, 2001	Rock Springs, Wyoming	Open House
January 8, 2002	Lander, Wyoming	Public Scoping Meeting
January 9, 2002	Rock Springs, Wyoming	Stakeholder Meeting
	Rock Springs, Wyoming	Public Scoping Meeting
January 17, 2002	Rock Springs, Wyoming	Kiwanis Meeting
February 27–28, 2002	Rock Springs, Wyoming	Meeting w/Cooperators
March 27, 2002	Rock Springs, Wyoming	Elk Study Presentation
April 3–4, 2002	Rock Springs, Wyoming	Meeting w/Cooperators
April 9, 2002	Rock Springs, Wyoming	Public Meeting
April 10, 2002	Lander, Wyoming	Public Meeting
April 17, 2002	Rock Springs, Wyoming	Sweetwater County Democrats

**Table 5-2. JMH CAP Supplemental Draft EIS Public Events (Continued)**

<b>Date</b>	<b>Location</b>	<b>Type</b>
April 18, 2002	Laramie, Wyoming	Wyoming Geological Survey
May 2, 2002	Rock Springs, Wyoming	Meeting w/Cooperators
May 23, 2002	Rawlins, Wyoming	Coordination with EPA
June 26–28, 2002	Rock Springs, Wyoming	Meeting w/Cooperators
August 7, 2002	Rock Springs, Wyoming	Tour with Director Kathleen Clarke
August 8, 2002	Rock Springs, Wyoming	Director Clarke meets with Cooperators
September 19–20, 2002	Rock Springs, Wyoming	Meeting w/Cooperators
November 8, 2002	Rock Springs, Wyoming	Meeting w/Cooperators

## 5.1 CONSULTATION AND COORDINATION

Coordination with other agencies and consistency with other plans for the initial (original) draft EIS were accomplished through frequent communications, meetings, and cooperative efforts between the BLM interdisciplinary team and involved federal, state, and local agencies and organizations. With the decision to prepare a supplemental draft EIS, BLM was provided the opportunity for participation of cooperating agencies. Coordination and consistency for the supplemental draft EIS was therefore primarily accomplished through the assistance of cooperating agencies formally involved in the project (see Section 5.1.1 for a list of cooperating agencies and a description of their involvement).

The U.S. Fish and Wildlife Service (USFWS) was contacted in December 1998 for Endangered Species Act Section 7 consultation and threatened and endangered species lists. An updated species list was received in October 1999. As a result of this supplemental draft EIS effort, another updated species list was received in January 2002. Coordination with USFWS has also occurred throughout the process by phone.

Coordination with the Environmental Protection Agency (EPA) by phone and through various meetings has occurred throughout the JMH CAP effort since the original draft EIS. Topics discussed include comments on the original draft EIS, the adaptive management strategy, and general project updates.

### 5.1.1 Cooperating Agencies

The Rock Springs Field Office (RSFO) extended cooperating agency status to the State of Wyoming (including Sublette County), Fremont County, and Sweetwater County for the JMH planning effort. The Wyoming Office of Federal Land Policy represents the State of Wyoming, with the following agencies designated as members:

1. Wyoming State Geological Survey
2. Wyoming Game & Fish Commission
3. Wyoming DEQ–Water
4. Wyoming Oil and Gas Commission
5. Wyoming State Engineering Office
6. Wyoming State Lands and Investments

7. Wyoming State Forestry
8. Wyoming Department of Agriculture
9. Board of County Commissioners, Sublette County
10. State Parks and Historic Sites
11. State Historic Preservation Office
12. Wyoming Business Council
13. Wyoming Livestock Board
14. Sublette County Conservation District
15. Sweetwater County Conservation District
16. Popo Agie Conservation District

The cooperating agencies were formally invited to participate in the development of the alternatives and to provide existing data and other information relative to their disciplines. In addition to numerous conference calls, the RSFO held meetings with the cooperating agencies on January 9, February 27–28, and April 3–4, 2002, concerning the approach to the planning process and development of alternatives. The cooperating agencies were invited to work with the BLM interdisciplinary team in developing the alternatives during the weeks of March 11, 18, and 25, 2002. A meeting was held on May 2, 2002, to update the cooperating agencies on public comments concerning the alternatives and to present the preliminary findings of the socioeconomic analysis and Reasonably Foreseeable Development scenario for fluid minerals. Meetings were also held June 26–28, 2002, to review the clarifications to alternatives, to discuss assumptions used in the impacts analysis, and to discuss the analysis results. Meetings were also held September 19–20, 2002, and November 8, 2002.

### 5.1.2 Coordination and Consistency

Coordination with other agencies and consistency with other agency and local and state government plans were accomplished through frequent communications and cooperative efforts between BLM and involved federal, state, and local agencies. The Wyoming Governor's Clearinghouse receives 20 copies of this supplemental draft EIS for review to ensure consistency with ongoing state plans. The interdisciplinary team reviews county land use plans to ensure consistency. Meetings are held with the respective county planners and commissioners to promote greater understanding of goals, objectives, and resources of both the counties and BLM. Table 5-3 summarizes all coordination actions which BLM undertakes with federal, state, and local agencies.

**Table 5-3. Key Coordination Actions**

Agency	Coordination/Responsibility
<b>FEDERAL AGENCIES</b>	
<b>U.S. Department of the Interior</b>	
Bureau of Reclamation (BOR)	Coordinates mineral leasing and other activities that affect lands administered by the BOR. Reviews the JMH CAP for consistency with BOR planning.
Fish and Wildlife Service	Reviews actions affecting threatened or endangered species of fish, wildlife, or plants. Section 7 consultation, coordination, and review.
Geological Survey	Reviews JMH CAP for consistency with USGS planning.

**Table 5-3. Key Coordination Actions (Continued)**

<b>Agency</b>	<b>Coordination/Responsibility</b>
Minerals Management Service	Reviews JMH CAP for consistency with MMS planning.
<b>U.S. Department of Agriculture</b>	
Forest Service	Coordinates mineral leasing and other activities that affect lands administered by Forest Service. Reviews the JMH CAP for consistency with Forest Service planning. Proposed actions would also be discussed with the Wyoming State Forestry Division and other agencies involved in wildland fire management. Coordinates and cooperates with EPA and DEQ on monitoring and collection of air quality data.
Animal and Plant Health Inspection Service–Wildlife Services	Coordinate annual management plan for animal damage control activities on public lands.
<b>U.S. Environmental Protection Agency</b>	Coordinates with Forest Service and DEQ on monitoring and collecting air quality data. Reviews air quality monitoring data. Files Federal Register notices.
<b>STATE AGENCIES</b>	
<b>State of Wyoming</b>	Participates in the environmental analysis and documentation process by providing information concerning environmental issues for which the State of Wyoming has jurisdiction by law or special expertise. Provides information from state records on matters including, but not limited to, JMH CAP project impacts on air quality and Class 1 air sheds, fish and wildlife, domestic livestock grazing, social and economic impacts, minerals, and State of Wyoming permitting requirements. Cooperates in the development of watershed improvement and restoration plans. This includes a focus on restoration activities where the state has identified water bodies impaired by pollutants for which BLM through best management practices can provide positive benefits and improvements.
Wyoming DEQ	Coordinates and cooperates on water quality, development of monitoring for visibility standards and guidelines, and collecting of air quality data.
Wyoming State Forestry, Emergency Management Agency, State Fire Marshall's Office	Coordinates on management of prescribed fire and wildfire.
Wyoming Game and Fish Department	Coordinates and cooperates on vegetation manipulation projects, wildlife habitat management, and special status species.
Wyoming Department of Transportation	Coordinates and cooperates with on transportation planning and highway access.
State Historic Preservation Office	Consults on compliance with Section 106 of the National Historic Preservation Act in accordance with the National Programmatic Agreement, as implemented in the Wyoming Protocol to that agreement.
<b>COUNTY AGENCIES</b>	
<b>Fremont County Sublette County Sweetwater County</b>	Participates in the environmental analysis and documentation process by providing information concerning environmental issues for which each specified county has jurisdiction by law or special expertise. Provides information on JMH CAP project impacts on domestic livestock grazing and social and economic impacts relating to each specified county.

### 5.1.3 Native American Interests

As part of the general scoping process for the original draft EIS, scoping letters were sent to the Northern Arapaho, Eastern Shoshone, Shoshone-Bannock, and Ute tribes, and to the Medicine Wheel Alliance. These letters described the JMH CAP project and asked for information and input. In addition, in the spring of 1998, written communication was initiated with the four tribes. Letters were sent to the tribes requesting assistance in obtaining heritage resource management information for the planning area. BLM officials Bernard Weynand and Russel Tanner also met with the Medicine Wheel Alliance in June 1998. They outlined the JMH CAP planning effort to several elders at the meeting. As a result of this meeting, a tour with representatives of the Eastern Shoshone tribe was scheduled to identify the kinds of places that might be of concern to Native American peoples. A field tour was conducted with tribal representatives Haman Wise and Delphine Clair in September 1998. As a result of this tour, areas noted as “respected places” were identified. Management recommendations were identified and used in the alternative formulation process. Following the field trips, Haman Wise and Delphine Clair met with BLM staff archaeologists Russel Tanner and Terry Del Bene to discuss Native American concerns both in general and as related to several specific sites, such as rock art sites, petroglyphs, and altar and stone circle sites. Information gathered from these field trips and meetings was used in updating the BLM Heritage Resources database and in formulating management recommendations for rock art sites, the Steamboat Mountain area, Monument Ridge, Steamboat Rim, and stone circle and altar sites.

Since 1986, Native Americans (i.e., Haman Wise, John Tarnesse, and Delphine Clair) have been taken on tours of sites in the RSFO area that could be of concern to Native Americans relative to proposed developments. The other tribes (Northern Arapaho, Shoshone-Bannock, and Ute tribes) are known to have had a major presence in the area in historic times (i.e., 1650–1900) and have been invited to participate in all the tours. However, they either did not respond to the invitation or indicated that the Eastern Shoshone could take the “lead.”

As part of the process for developing the supplemental draft EIS, a letter was sent to the Eastern Shoshone Business Council on March 26, 2002, notifying them that BLM was updating information for developing the JMH CAP. The letter also provided a history of the Native American consultation associated with the earlier JMH CAP planning efforts and requested additional information, comments, and concerns regarding all issues (not just heritage resource issues). No response was received from the Business Council as of July 2002.

## 5.2 PUBLIC PARTICIPATION

### 5.2.1 Public Meetings

#### 5.2.1.1 Information Open Houses

Two open houses were held in Lander and Rock Springs, Wyoming, on December 11 and 13, 2001, respectively. There were approximately 115 attendees at the meeting in Lander and 85 at the meeting in Rock Springs.

The format of the open houses was informal, with stations organized around the room according to the resource areas and issues identified during the workshops and the scoping conducted previously by BLM. The stations displayed various Geographical Information

System (GIS) inventory maps for the different resources and included the general location and relief maps of the JMH area, cultural resources, minerals, geological resources, wildlife and vegetation resources, special management areas, recreation areas, and the planning process. Attendees viewed the stations and had one-on-one conversations with BLM and Booz Allen Hamilton staff concerning their questions and concerns. All attendees were encouraged to provide written comments.

### **5.2.1.2 Scoping**

A public scoping notice was prepared and mailed to federal, state, and local agencies, interest groups, and members of the general public on December 18, 2001. The mailing lists were compiled from the lists for the initial scoping process and original draft EIS, and included a total of 645 entities. The notice invited the public to participate in the scoping process and to comment on the planning criteria.

Public scoping meetings were held in Lander and Rock Springs, Wyoming, on January 8 and 9, 2002, respectively. There were approximately 84 attendees at the meeting in Lander and 77 at the meeting in Rock Springs. The format for the scoping meetings was similar to that of the information open houses, except that handouts were available at each of the stations summarizing the comments and issues concerning the specific resource as heard from the public, and a list of questions was posed on the management of the resources. A PowerPoint® presentation was also given at two different times during the meeting by the Assistant Field Manager of the RSFO. The presentation explained the purpose of public scoping and the background of the JHM CAP planning process.

A total of 325 comment letters were received and entered into a database. There were 1,356 issues/comments identified from the 325 comment letters. The top issue categories were minerals, grazing, and wildlife. A summary of these comments was then compiled as the “Jack Morrow Hills Coordinated Activity Plan Final Scoping Report, January 2002,” which can be viewed at: <http://www.wy.blm.gov>.

### **5.2.1.3 Preliminary Draft Alternative Meetings**

The RSFO hosted two public meetings to present the preliminary draft alternatives and to request the public’s review and comment. The public meetings were held in Rock Springs and Lander, Wyoming, on April 9 and 10, 2002, respectively. There were approximately 83 attendees at the meeting in Rock Springs and 92 at the meeting in Lander. The format for the preliminary draft alternative meetings was similar to that of the information open houses and scoping meetings, except that handouts were available on each of the preliminary alternatives. A PowerPoint® presentation was given by Booz Allen Hamilton overviewing the development of preliminary alternatives, followed by a question and answer session. A third-party facilitator was used to promote the involvement of all interested parties.

## **5.2.2 Mailing List**

The mailing list for public scoping was compiled from the lists for the initial scoping process and original draft EIS, and included a total of 645 entities. The mailing list has been continually updated since the initial scoping period for the original draft EIS and will be a basis for the distribution of the supplemental draft EIS (see Section 5.3).

### 5.2.3 Newsletters

The February 2002 JMH CAP Update provided basic background information on the JMH CAP project, a scoping summary, an outline of the JMH CAP process, an update on JMH CAP alternatives development, and a general location map of the JMH CAP planning area.

The April 2002 JMH CAP Update notified those on the mailing list of the preliminary draft alternative meetings on April 9 and 10, 2002, in Rock Springs and Lander, Wyoming. The newsletter also requested comments from the public on the preliminary draft alternatives and notified them of the dates of the 30-day public comment period.

The November 2002 JMH CAP Update provided information on the visit to the JMH CAP planning area from BLM Director Kathleen Clarke and updated the public on where BLM is in the planning process. The newsletter also notified the public that the supplemental draft EIS would be available in CD format or hard copy, and that requests for copies should be sent to the RSFO.

### 5.2.4 Website

The BLM Wyoming website has a link to the JMH CAP. The public can view current JMH CAP information and obtain documents, contacts, and other relevant project information. The website address is <http://www.wy.blm.gov>.

## 5.3 DISTRIBUTION LIST

### Federal Agencies

#### Department of the Interior

- Bureau of Indian Affairs
- Bureau of Land Management
- Bureau of Reclamation
- Fish and Wildlife Service
- Geological Survey
- National Park Service
- Minerals Management Service
- Office of Environmental Affairs

#### Department of Agriculture

- Forest Service
- Natural Resource Conservation Service

#### Department of Commerce

#### Department of Defense

#### Department of Energy

#### Department of Housing and Urban Development

#### Department of Transportation

Environmental Protection Agency

**State of Wyoming**

Department of Environmental Quality

Game and Fish Department

Geological Survey of Wyoming

Governor of Wyoming

State Clearinghouse

State Department of Transportation

State Engineer

State Historic Preservation Office

University of Wyoming

Wyoming Recreation Commission

Wyoming State Forestry

**Federal Elected Officials**

Congresswoman Barbara Cubin

Senator Craig Thomas

Senator Mike Enzi

**State Elected Officials**

Senators and Representatives of Fremont, Sublette, and Sweetwater counties

**Local Governments**

County governments of Fremont, Sublette, and Sweetwater counties

Cities of Green River, Rock Springs, Lander, and Superior

**Tribal Councils**

Northern Arapaho

Eastern Shoshone

Shoshone-Bannock

Ute Tribal Councils

**Industry**

Anadarko

Black Butte Coal Co.

Bridger Coal Company

Chevron USA, Inc.

ExxonMobil

Hunt Oil

Marathon Oil Co.  
Pacific Power  
PacifiCorp  
Questar Corporation  
Questar Pipeline Co.  
River Gas Corporation  
Texaco Inc.  
Texas Gulf, Inc.

**Associations and Interest Groups**

American Humane Association  
Animal Protection Institute of America  
Biodiversity Conservation Alliance  
Defenders of Wildlife  
Environmental Defense Fund  
Fund for Animals  
Greater Yellowstone Coalition  
Independent Petroleum Association of Mountain States  
National Wildlife Federation  
Natural Resources Defense Council  
Oregon-California Trails Association  
Petroleum Association of Wyoming  
Public Lands Advocacy  
Rock Springs Grazing Association  
Sierra Club  
Southwest Wyoming Industrial Association  
Sweetwater Economic Development Association (SWEDA)  
The Nature Conservancy  
Wilderness Society  
Wyoming Outdoor Council  
Wyoming Wildlife Federation

**Others**

All individuals who submitted a request

## 5.4 LIST OF PREPARERS

**Table 5-4. List of Preparers**

<b>Name</b>	<b>Job Title</b>	<b>JMH CAP Responsibility</b>
<b>BLM Rock Springs Field Office</b>		
Stan McKee	Field Manager	Review
Ted Murphy	Assistant Field Manager	Review
Bernie Weynand	Assistant Field Manager	Review
Hank Castillon	Assistant Field Manager	Review
Rey Adame	Public Affairs Officer	Public Affairs
Lance Brady	GIS Specialist	GIS Data
Fred Crockett	Geologist	Fluid Minerals
Renée Dana	Resource Advisor	Project Coordination
Susan Davis	Petroleum Engineer	Fluid Minerals
Teri Deakins	Environmental Protection Specialist	NEPA Compliance
Dennis Doncaster	Hydrologist	Watershed, Surface Water
Bob Fischer	Engineer	Engineering Support, Transportation
Jim Glennon	Botanist	Vegetation, Woodlands, Sensitive Plants
Patricia Hamilton	Realty Specialist	Lands, Access, Realty
John Henderson	Fisheries Biologist	Riparian, Wetlands, Fisheries
Lorraine Keith	Wildlife Biologist	Wildlife, Threatened and Endangered Species
John MacDonald	Natural Resource Specialist	Soils
Lance Porter	Rangeland Management Specialist	Rangelands
Angelina Pryich	Writer/Editor	Editing
George Schoenfeld	Environmental Scientist	Surface Disturbance, Reclamation, Hazardous Materials
Thor Stephenson	Rangeland Management/Wild Horse Specialist	Wild Horses, Fire
Dean Stilwell	Geologist	Fluid Minerals
Russ Tanner	Archaeologist	Heritage Resources
David Valenzuela	Geologist	Assistant Team Leader, Solid and Locatable Minerals, Geologic Hazards, Groundwater
<b>BLM Wyoming State Office</b>		
Roy Allen	Economist	Socioeconomics
Susan Caplan	Physical Scientist	Air Quality
Janet Kurman	Environmental Protection Specialist	Environmental Coordination
Dale Hanson	Paleontologist	Paleontology
Roger Lawrence	Visual Information Specialist	Illustrations/Cover
Sheri Morris	Printing Specialist	Typesetting, Printing
Larry Neasloney	GIS Specialist	GIS Technical Assistance, Mapping
Joe Patti	Natural Resource Specialist; Field Planning Coordinator	WSO planning and NEPA technical/policy guidance, coordination among field and WSO Staffs
Cathy Simmons	Printing Technician	Typesetting, Printing
Andy Tenney	Outdoor Recreation Planner	Recreation, Visual Resources, Off-Highway Vehicles, Wilderness, Transportation

**Table 5-4. List of Preparers (Continued)**

<b>Name</b>	<b>Job Title</b>	<b>JMH CAP Responsibility</b>
<b>Booz Allen Hamilton</b>		
David Baxter	Associate	Project Management
Dean Bibles	Senior Advisor, Public Lands	Quality Assurance/Quality Control
Tonia Bleecher	Associate	Quality Assurance/Quality Control
Joel Hanson	Researcher	GIS Data, Mapping
Greg Kloberdanz	Senior Consultant	Cultural Resources, Transportation, Visual Resources
Bryan Klyse	Consultant	Land and Water Resources, NEPA Compliance
Robert Lane	Senior Associate	Quality Assurance/Quality Control
Lisa McDonald	Associate	Socioeconomics
Amy Lovelady	Senior Associate	GIS Technical Assistance
Kasey Pearson	Senior Consultant	Land and Water Resources, NEPA Technical/Policy Guidance, Mapping
Stuart Strum	Associate	Mineral Resources
Marshall Worthey	Associate	GIS Data, Mapping