Chapter 5

Consultation, Coordination, Preparation

5.0 Introduction

As outlined by FWS policy, the NEPA, and CEQ regulations for implementation (40 CFR 1500-1508), developing both a CCP and an EIS are collaborative processes. This chapter summarizes the FWS's efforts to involve the public; other agencies; and local, state and tribal governments in compiling the draft CCP/EIS. Consultation during the planning stage and beyond will continue to address concerns, issues, and opportunities of mutual interest.

5.1 Agency Consultation and Coordination

In the course of developing the draft CCP and completing the NEPA analysis, the FWS contacted a number of federal, state and local agencies to gather information, solicit input on the issues of concern, and invite their continued involvement as a 'cooperating agency.' In general, cooperating agencies are defined as having: 1) authority over the proposed action;[133] 2) jurisdiction by law;[134] or 3) special expertise with respect to the environmental impacts expected to result from the implementation of the CCP or from which the FWS could benefit as it developed the CCP/EIS.[135] The FWS held its first cooperating agency meeting on August 13, 2002, to provide information on the Monument and the CCP/EIS process, answer questions, and discuss what it means to be a cooperating agency as per NEPA/CEQ requirements.

Due to the high level of interest by area tribal governments, the FWS provided for tribal participation on the cooperating agency team as 'consulting governments.' This is in addition to, not a substitute for, agency-to-agency consultation (see below).

Fifteen agencies and/or governments elected to become cooperating agencies or consulting governments—the city of Richland, Adams County, Benton County, Grant County; WDOE, WDFW, WDNR, ACOE, BOR, BPA, DOE, Federal Highway Administration; BOR, CTUIR, Nez Perce, and Yakama Nation.

A total of thirteen cooperating agency meetings have been held to date. The FWS, cooperating agencies, and consulting governments convened to gather and exchange information; provide

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[133] An agency has discretionary authority if it has the ability to add conditional measures as part of the proposed action's approval.

[134] An agency has jurisdiction by law if it has the authority to approve, veto, or finance all or part of the proposed action.

[135] An agency has special expertise if it has statutory responsibility (not approval authority), agency mission, or related program experience with regard to the proposed action.

technical input; coordinate the NEPA process; ensure compliance with laws and existing plans; write sections of the plan; and review and comment on internal drafts. All participants were encouraged to attend FAC meetings, pubic meetings and public workshops.

5.2 Monument Federal Advisory Committee

In January of 2001, the Secretary of the Interior chartered the FAC, subject to the guidelines and provisions of the Federal Advisory Committee Act (41 CFR Parts 101-6 and 102-3). The FAC was created to provide local advice to the FWS and DOE on development of the CCP/EIS for the Monument.

The original 13-member FAC (see Appendix E) was comprised of one person each representing the state, county government, city government, Native American tribes, public utilities, economic development, the environmental community, outdoor recreation, education, and the public-at-large; and three members representing the scientific community. The FAC was re-chartered in January of 2003 to include nineteen members, although new members were never appointed. The DOI allowed the FAC to sunset on January 10, 2005.

The FAC held twenty meetings between June 2001 and January 2005. The FAC used the meetings to formulate advice for the FWS and DOE about CCP/EIS-related topics such as public involvement strategies, planning issues, vision, goals, objectives, alternatives and special issues including White Bluffs slumping and elk population management. Each meeting was open to the public, with public comments taken at a specified time. Meeting dates were published in the *Federal Register* and sent to local and regional media outlets prior to each meeting. Committee records can be accessed at the WSU's Tri-Cities campus library in the DOE Reading Room. Minutes of each FAC meeting are posted on the Monument's web site. FAC records are also documented on a General Services Administration website, including meeting minutes, FAC advice to the FWS and DOE, FAC accomplishments, and committee operating costs.

5.3 Consultation with Native American Governments

Throughout the planning process, and in accordance with FWS and NEPA policy, the FWS has consulted with the four federally recognized Native American tribes in the area—the CTUIR, CCT, Nez Perce Tribe, and Yakama Nation. In addition, the FWS has consulted with the Wanapum Band. Although the Wanapum are not a federally recognized tribe because they did not negotiate a treaty with the United States, they historically occupied lands within the Monument and maintain traditional connections to the Monument to this day.

The FWS initiated consultation on the CCP with a March, 2002, letter of invitation to participate in the CCP/EIS planning process. Consultations continued on a regular basis. Following are the consultations and meetings to date:

CCT

July 2002
July 2003
October 2003

CTUIR

April 1999
June 1999
June 2001
July 2001
August 2001
October 2002
November 2002
February 2003
April 2003
May 2003
July 2003
January 2004
August 2004
October 2004

Nez Perce Tribe

June 1999
June 2001
September 2001
October 2001
June 2002
November 2002
March 2003
April 2003
July 2003
April 2004
September2004

Yakama Nation

July 1999
May 2001
June 2001
January 2002
May 2002
June 2002
July 2002
January 2003
July 2003
September 2003
January 2004
February 2004
June 2004

Wanapum

October 2002
July 2003
April 2003

5.4 Formal Scoping

Prior to developing an EIS, the scope of the document—that is, what will be covered and in what detail—must be determined. Scoping is open to the public and state and local governments, as well as to affected federal agencies. This open process gives rise to important opportunities for better and more efficient NEPA analyses and simultaneously places responsibilities on public and agency participants alike to surface their concerns early.

The scoping period has specific objectives: 1) to identify the affected public and agency concerns; 2) to identify those concerns early in the EIS process; 3) to facilitate an efficient EIS preparation process, through the assembly of cooperating agencies, assignment of EIS development/writing tasks, ascertainment of all the related permits and reviews that must be scheduled concurrently, and establishment of time frames; 4) to define the issues and alternatives that will be examined in detail in the EIS, while simultaneously devoting less attention and time to issues which cause no concern; and 5) to save time in the overall process by helping to ensure that draft statements adequately address relevant issues, reducing the possibility that new comments will cause a statement to be rewritten or supplemented.

Scoping can lay a firm foundation for the rest of the decision-making process. If the EIS can be relied upon to include all the necessary information for formulating policies and making rational choices, the agency will be better able to make a sound and prompt decision. In addition, if it is clear that all reasonable alternatives are being seriously considered, the public will usually be more accepting of the choice among them. Sometimes the scoping process enables early identification of a few serious problems with a proposal, which can then be resolved or the proposal modified as the proposal is still being developed.

As undertaken by the Monument, scoping is a process, not an event or a meeting. It has continued throughout the planning and development of this EIS; public comments have been welcomed at any time throughout EIS/CCP development.

5.4.1 Notice of Intent

The FWS began the public scoping period by publishing a Notice of Intent to prepare the CCP in the *Federal Register*, on June 12, 2002. The FWS subsequently extended the initial ninety-day comment period by thirty days to end October 12, 2002. In addition to basic information about the CCP/EIS project, the notice provided information on the planning process; public involvement opportunities; tribal government involvement; the FAC and their role in the CCP; a history of the Monument; an explanation of the Monument's purpose as described in the Monument Proclamation; a description of the initial issues, concerns and opportunities as developed by the FWS and FAC; and a description of recent land use and planning efforts.

5.4.2 Other Public Notices

The planning team sent an initial news release to all local media contacts in television, newspaper, radio and other mass media outlets (e.g., organization newsletters). A week prior to each of the four public scoping meetings (see below), the planning team sent a public service announcement to the mass media contacts with specific information on the meeting location and meeting format.

Additionally, the planning team made telephone calls prior to each meeting to elected and government officials, area residents, and organizations interested in the Monument to remind them of the meeting. At the same time, the planning team sent a public notice via email to a distribution list of people and organizations interested in receiving information on the Monument. The FWS also mailed Planning Update #1, which announced the meetings, to those in the DOE Hanford mailing data base in August, 2002.

5.4.3 Public Scoping Meetings

Four public scoping meetings and one Monument open house were held during the 120-day comment period. During that time, FWS staff accepted official comments via: 1) oral comments captured on flipcharts at the scoping meetings; 2) emails or letters sent to the FWS Regional (Portland, Oregon) or Monument Offices; 3) completion of worksheets in a Planning Workbook; 4) telephone calls to the Monument Office; and/or 4) completion of a comment sheet included in Planning Update #1. All comments gathered during the period were recorded and summarized in a Public Scoping Report, which is available on the Monument's web site. The date and place of each of the four meetings were:

- August 28, 2002, Mattawa High School, Mattawa, Washington.
- September 5, 2002 Seattle Airport Radisson Hotel, Seattle, Washington.
- September 9, 2002 Washington State University Tri-Cities Campus, Richland, Washington.
- September 17, 2002 Yakima Convention Center, Yakima, Washington.

Public comments received since the close of the official public scoping period in October 2002, have been noted and compiled with those previously collected.

5.5 Additional Scoping and Other Sources of Input

The FWS has given approximately fifty public presentations highlighting the CCP/EIS project. Audiences include the WDFW; DOE; EPA; PNNL; Energy Northwest; TNC; Lower Columbia Basin Audubon Society; Government Accountability Project; Richland Public Facilities Commission; Tri-Cities Economic Development Council; Commissioners of Adams, Benton, Franklin and Grant Counties; Kennewick Community Education; the Native Plant Society of Washington; Partners for Arid Lands Stewardship; Kiwanis Clubs; Rotary Clubs; Hanford Retirees; Tri-Cities Visitor and Convention Bureau; B-Reactor Museum Association; teacher workshops, FWS lectures at refuges and training sessions; Hanford Communities; Hanford Advisory Board; city of Mattawa; and Richland Rod and Gun Club. Many presentations included a PowerPoint program, a traveling exhibit display, distribution of brochures and planning updates, and question and answer opportunities. Thoughts and issues brought forth by the public and/or agency personnel at these presentations have been used in development of the CCP.

Tours of the Monument were organized for numerous interested organizations and individuals—tribes, Washington congressional representatives, Tri-City Herald Editorial Board, WDFW, CRITFC, Washington Fish and Wildlife Commission, and local farmers and ranchers. These tours provided the FWS with valuable input for use in development of the CCP.

The FWS also conducted internal resource reviews on visitor services, wildlife and habitat, cultural resources, and geological and paleontological resources. In addition to FWS staff, the FWS assembled teams of resource experts from local, state and federal agencies and tribes to assist with the resource reviews.

5.5.1 Elk Summit

One of the biggest challenges facing the Monument is the management of the Rattlesnake Hills Elk Herd. Multiple jurisdictions and intermingled land ownerships have contributed to complex management challenges related to the herd. The WDFW and FWS hosted a workshop on April 5-6, 2004, in Prosser, Washington, to address these challenges. The two-day "Elk Summit" was attended by tribal representatives, county commissioners, the DOE, environmental groups, fish and wildlife professionals, and local farmers and ranchers.

The goals of the workshop were three-fold: 1) establish open lines of communication among all parties interested in management of the elk herd; 2) share updated facts, such as elk population numbers, habitat quality, and agricultural losses; and 3) identify potential herd management actions that could be taken to reduce losses. There was no expectation that all issues would be

resolved during this meeting; however, the WDFW and FWS believed that accomplishing the above goals would be of great value in the cooperative management of the elk herd.

The Conservation Breeding Specialist Group (CBSG) was invited to assist with the workshop.[136] The process designed by the CBSG began with tasks designed to increase appreciation of each other's perspectives and to focus initially on problem analysis rather than solutions. Over the course of the two days, exact concerns of all parties were identified, a range of possible solutions were discussed, and positive next steps were agreed upon. These results, and a complete summary of the meeting, are available on the Monument's web site. The outcome of the meeting will be used in the development of the step-down Wildlife and Habitat Management Plan.

5.6 Planning Workshops

The FWS conducted three public planning workshops that brought together a diverse group of interests to develop drafts of the Monument's vision statement, goals, preliminary management alternatives, and management objectives. The workshops were designed as three-day sessions, each building on the progress from the previous workshop and feedback from the FAC. The CBSG designed and conducted these workshops. Approximately 50 people participated in each of the workshops. Final reports from the workshops can be found on the Monument's web site.

5.7 Planning Updates and News Releases

The FWS distributed five planning updates (summarized below) to individuals, agencies and organizations on the Monument's mailing list, which contains over 800 entries.

- Planning Update 1: August 2002, provided an overview of the CCP process.
- Planning Update 2: July 2003, presented scoping results, introduced draft vision statement and management goals for the Monument.

[136] The CBSG, based at the Minnesota Zoo, is one of over 100 specialist groups within the Species Survival Commission, which is itself one of six commissions comprising the World Conservation Union. Founded in 1948 and headquartered in Switzerland, the World Conservation Union unites 980 government agencies and non-governmental organizations across 140 countries to address worldwide environmental issues. The CBSG specializes in process design and facilitation of workshops to develop management plans for endangered species or conservation issue. CBSG workshops bring together all the stakeholders to find common ground and understanding on management of a species, a refuge, or an issue of ecological concern.

- Planning Update 3: October 2003, described four initial draft alternatives.

- Planning Update 4: November 2004, presented proposed new management units, further refined the draft management alternatives and presented the FAC-generated alternative, solicited recipient responses indicating preference to receive a paper copy or CD of the draft CCP/EIS.

- Planning Update 5: October 2005, presented additional alternatives to be covered in the CCP, updates to those previously identified, and presented a revised time line for distribution of the draft CCP.

The Monument's web site at http://hanfordreach.fws.gov posts all news releases, planning updates, and related materials.

5.8 List of Preparers

Many people assisted in the writing of this draft CCP. While the FWS hopes that the following lists are complete, there were so many people providing assistance, it is possible that some people's name were inadvertently omitted. If so, please know that your contributions are valued and that the omission was in error.

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