

# CHAPTER 5: CONSULTATION AND COORDINATION

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# PUBLIC INVOLVEMENT

The U.S. Fish and Wildlife Service and the National Park Service have engaged in extensive public outreach, in addition to tribal and agency consultation, in an effort to ensure that all interested stakeholders have had the opportunity to be involved in the planning process.

Stakeholder involvement has focused on the identification of issues and information sharing; development of the planning process (preplanning); identification of how people want to be involved in the planning process: descriptions of the conditions people would like to see in the future with respect to the elk and bison populations, their habitat, and recreational opportunities associated with these species on the National Elk Refuge and Grand Teton National Park; and the identification of alternative management approaches, strategies, and actions.

The main stakeholders are the lead agencies themselves, cooperating agencies, American Indian tribes, and the public. During prescoping and scoping, the U. S. Fish and Wildlife Service and the National Park Service gathered input from all of these stakeholders. The lead and cooperating agencies worked together in an interagency working group. The lead agencies have also met with various tribal interests. Public involvement was addressed as part of a larger effort to involve all stakeholders together. Each of these is described in more detail below.

## **INTRA- AND INTERAGENCY MEETINGS AND BRIEFINGS**

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### **INTERAGENCY WORKING GROUP MEETINGS**

Interagency working group meetings have been held as needed starting in October 2000. The main purposes of the meetings have been to help the lead agencies to design and carry out the prescoping and scoping process (using input from the public), monitor progress being made in the public involvement process, examine information obtained from the public and help develop preliminary problem definitions, goals, and alternatives to provide templates for public involvement.

### **OTHER INTERAGENCY AND AGENCY MEETINGS**

Representatives of the planning team have met regularly and provided briefings at other interagency meetings. Planning team representatives attended annual Elk Studies Group meetings and provided background information and status updates. Planning team representatives have provided briefings on project status at meetings of the Greater Yellowstone Interagency Brucellosis Committee.

### **TRIBAL INVOLVEMENT AND CONSULTATION**

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Several tribal representatives participated in the Situation Assessment and have attended stakeholder meetings. Each of the 11 tribes with known traditional association to the project area were sent project initiation letters and were faxed news releases notifying them of each of the stakeholder/public meetings. Affiliated tribes include Arapaho, Blackfoot, Crow, Chippewa-Cree, Gros Ventre, Assiniboine, Sioux Tribes of the Fort Beck Indian Reservation, Nez Perce, Northern Cheyenne, Confederated Salish and Kootenai Tribes, and Eastern Shoshone.

Briefings were provided at meetings of the Montana-Wyoming Tribal Fish and Game Commissioners (11/29/01 and 4/25/02), Montana-Wyoming Tribal Leaders Council (2/27/01), Intertribal Bison Cooperative (10/5/01, and 2/13/02, 2/14/02), Northern Arapaho Business Council (7/31/01), Shoshone-Bannock Business Council (8/9/01), the Eastern Shoshone Business Council (8/9/01, 1/24/02), and the Yellowstone National Park government-to-government consultation meeting (10/2/01).

A meeting in Jackson, Wyoming (April 16, 2002) was held for all the affiliated tribes to solicit input on alternatives for the document. The meeting included a tour of the National Elk Refuge and Grand Teton National Park to familiarize the tribal representatives with current management practices.

## SITUATION ASSESSMENT

In the fall of 1999, the Fish and Wildlife Service and the Park Service enlisted the services of the U.S. Institute for Environmental Conflict Resolution based in Tucson, Arizona, to obtain input from 130 people from various agencies, tribes, organizations, governing bodies, and private citizens on issues of interest to them and to assess how people wanted to be involved in the planning process. Based on this input, the institute developed a preliminary list of issues and a set of recommendations related to the public involvement process for the upcoming elk and bison management planning process. To develop those recommendations, the services of several cooperators were used, including the University of Wyoming Institute for Environmental and Natural Resources. The final report, or "Situation Assessment," contains recommendations as well as an overview of specific viewpoints and concerns expressed by a wide range of government and private stakeholders in the Jackson elk and bison herds (USIECR 2000). Copies of the report are available online at <[www.ecr.gov/new.htm](http://www.ecr.gov/new.htm)>, <[www.merid.org](http://www.merid.org)>, and <[www.uwyo.edu/enr/iennr.htm](http://www.uwyo.edu/enr/iennr.htm)>. Additional copies can be viewed at the Teton County Library or obtained from the NER headquarters in Jackson, Wyoming.

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## PLANNING UPDATES

### BROCHURES

Two planning update brochures were created for use in the February 10, 2001, and March 10, 2001, prescoping meetings. Planning Update #1 detailed background information and specified how to contact the planning team. The purpose, format, and agenda of the February meeting was described, and a timeline for the entire planning process was outlined. Planning Update #2 summarized results of the February 10 meeting. This included the public's ideas on how to involve the public, desired future conditions, and desired strategies. The update ended with a description of the purpose, format and agenda for the March 10 meeting.

A Scoping Brochure was designed to summarize the background and purpose and need for the management plan, as well as to bring the public up to date on the planning process. It reiterated all the agencies involved and the affected pro-

grams. The decision area was described and contrasted to the analysis area. The missions and management objectives of the National Elk Refuge and Grand Teton National Park / John D. Rockefeller, Jr., Memorial Parkway were defined. The brochure contained a brief summary of the prescoping meetings and a timeline for actions and products of the planning process. A schedule of the scoping meetings (see the list in the news release section) was included on the back page. This brochure was mailed to everyone on the mailing list in July 2001.

An "Alternative Development Brochure" was developed to summarize prescoping and scoping results, to solicit additional public involvement in developing the range of alternatives to be presented in the environmental impact statement, and to revise the estimated timeline for actions and products. This brochure was mailed to everyone on the mailing list in October 2001.

Additional planning update brochures were created in the spring of 2002 and the spring of 2004 to inform the public about the progress of the planning process.

### WEBSITE

A Website for the bison and elk management plan has been set up at <<http://bisonandelkplan.fws.gov>> and is linked to the National Elk Refuge's Website at <[www.nationalelkrefuge@fws.gov](http://www.nationalelkrefuge@fws.gov)>. Information on the planning process, news releases, schedules and timeline, highlights of the public meetings (including all comments made by the public), background information, map of the project area, project documents, and how to contact the Interagency Working Group are posted. The public can also add their names to the mailing lists.

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## STAKEHOLDER MEETINGS

### PRESCOPING MEETINGS

Eight prescoping meetings were held from February 10 to May 5, 2001, in Wyoming (Jackson, Riverton, Casper, Cheyenne, and Rock Springs).

During these meetings the agencies introduced the planning process and explained the back

ground and history leading up to the need for the planning effort. Two basic questions were posed: “What conditions would you like to see in the future?” and “How do you want to be involved in the planning process?”

In later meetings information was provided in response to public requests about the need for more information about disease, habitat, carrying capacity and many other topics.

## **SCOPING MEETINGS**

Ten scoping meetings were held throughout the country from July 20 to August 3, 2001; six meetings were held in Wyoming plus meetings in Idaho, Montana, Colorado, and Virginia to reach a national audience.

Participants were asked to focus their comments on the major management issues that had been identified during prescoping. The public expressed a wide variety of opinions on bison and elk herd size, bison and elk population control, winter feeding of bison and elk, habitat, recreation, and disease management.

## **ALTERNATIVE DEVELOPMENT MEETINGS**

Two alternative development meetings were held on November 28 and 29, 2001, in Riverton and Jackson, Wyoming. Input was similar to that expressed during the scoping meetings, with a wide variety of opinions represented on all management issues. A list of all the comments received by the public to date was handed out at each table.

## **MEETINGS AND DISCUSSIONS WITH INDIVIDUALS AND GROUPS**

Numerous one-on-one discussions and field trips have occurred during the four years. Agency representatives answered questions and spoke with individuals that called or stopped by offices. Agency representatives gave briefings and status updates to attendees of special-interest-group meetings, for example, the County Commissioners Monthly Agency Briefing (April 24, 2001), Cham-

ber of Commerce (April 25, 2001), and the Jackson Hole Outfitters and Guides Association (May 3, 2001).

Agency representatives also spoke periodically to individuals and representatives of other agencies, tribes, other governing bodies, and special interest groups, one-on-one and in small groups to discuss issues.

## **OTHER MEETINGS AND DISCUSSIONS**

Several groups took the initiative to organize meetings with other groups to discuss issues. For example the Jackson Hole Outfitters and Guides Association invited several conservation and environmental organizations to identify areas of potential common ground (6/28/02). The National Wildlife Federation sponsored a panel discussion about wildlife management in the Jackson Area, with an emphasis on the bison and elk management planning process (7/12/01). The Adaptive Management Practitioner’s Network held their annual meeting in Jackson, January 14–17, 2001. They sponsored a two-day forum on the use of adaptive management and collaborative processes in the Greater Yellowstone Area with a focus on the bison and elk management planning process.

## **LETTERS FROM STAKEHOLDERS AND THE PUBLIC**

The Planning Team has received 25 letters from organizations and approximately 1,000 letters from the general public expressing their views on a variety of issues relating to management practices, goals, and desired outcomes. A summary of stakeholder opinions, perspectives, and values can be found in Chapter 1.

## **THREATENED AND ENDANGERED SPECIES CONSULTATION**

The agencies consulted with the U. S. Fish and Wildlife Service regarding endangered species that may be present in the project area and will prepare a biological assessment for its review and concurrence.

# LIST OF ENTITIES RECEIVING THE DRAFT ENVIRONMENTAL IMPACT STATEMENT

## FEDERAL ELECTED OFFICIALS

U.S. House of Representatives, Wyoming  
Representative Barbara Cubin  
U.S. Senate, Wyoming  
Senator Mike Enzi  
Senator Craig Thomas

## FEDERAL AGENCIES

Department of Agriculture  
Animal and Plant Health Inspection Service  
Wildlife Services  
Veterinary Services  
Environmental Services  
Department of Agriculture, Forest Service  
Bridger-Teton National Forest  
Targhee National Forest  
Shoshone National Forest  
Department of the Interior  
Bureau of Land Management  
Natural Resource Conservation Service  
National Park Service  
Grand Teton National Park  
Yellowstone National Park  
Rocky Mountain National Park  
United States Fish and Wildlife Service  
Chief, Wildlife Health  
United States Geological Survey, Biological Resources Division  
Interagency Grizzly Bear Study Team,  
Bozeman, MT  
Solicitor's Office  
Department of Justice  
Environmental Protection Agency

## TRIBES AND TRIBAL ORGANIZATIONS

Northern Arapaho Tribe  
Blackfeet Nation  
Crow Tribe  
Chippewa-Cree  
Assiniboine and Gros Ventre Tribes  
Assiniboine and Sioux Tribes  
Native American Fish and Wildlife Society  
Nez Perce Tribe  
Northern Cheyenne Tribe  
Confederated Salish and Kootenai Tribes  
Shoshone-Bannack

Eastern Shoshone  
Inter-Tribal Bison Cooperative

## STATE AGENCIES

Wyoming Department of Transportation  
Wyoming Game and Fish Department  
Wildlife Division Chief  
Pinedale, WY, District  
Wyoming Livestock Board  
Wyoming Department of Agriculture

Idaho Fish and Game Department

Montana Department of Fish, Wildlife and Parks

## WYOMING ELECTED OFFICIALS

Wyoming Governor Dave Freudenthal  
Wyoming House of Representatives  
Representative Pete Jorgensen  
Representative Keith Gingerly  
Wyoming State Senate  
Senator Grant Larson

## COUNTY AND LOCAL GOVERNMENTS

City Council of Jackson, Wyoming  
Teton County Conservation District, Wyoming  
Teton County Commissioners, Wyoming  
Teton Planning Commission, Wyoming  
Fremont County Commissioners, Wyoming  
Sublette County Commissioners, Wyoming  
Park County Commissioners, Wyoming

## ORGANIZATIONS AND EDUCATIONAL INSTITUTIONS

Animal Protection Institute  
Buffalo Field Campaign  
Craighead Environmental Research  
Berengia South  
Defenders of Wildlife  
Dubois Outfitters Association  
Fund for Animals  
Gallatin Wildlife Association  
Greater Yellowstone Coalition  
Humane Society of the United States  
Institute for Environmental Conflict Resolution  
Jackson Chamber of Commerce

Jackson Hole Conservation Alliance  
Jackson Hole Land Trust  
Jackson Hole Outfitters and Guides Association  
Jackson Hole Wildlife Foundation  
Montana Coop Wildlife Research Unit  
Murie Center  
National Bison Association  
National Wildlife Federation  
Nature Conservancy  
Northern Rockies Conservation Cooperative  
People for Wyoming  
Rocky Mountain Elk Foundation  
Safari Club International  
Sierra Club, Wyoming Chapter  
Sportsmen for Fish and Wildlife  
Teton Science School, Kelly, WY  
Wilderness Society  
Wildlife Conservation Society  
Wildlife Management Institute  
Wildlife Society  
Wyoming Cooperative Research Unit, University of Wyoming  
Wyoming Farm Bureau Federation  
Wyoming Hunters Association  
Wyoming Outdoor Council  
Wyoming Stockgrowers Association  
Wyoming Wildlife Federation  
Zoo Montana Conservation, Billings, Montana

**PUBLIC LIBRARIES**

**Wyoming**

Wyoming State Library  
Albany County Library, Laramie  
Fremont County Library, Dubois  
Fremont County Library, Lander  
Fremont County Library, Riverton  
Laramie County Library, Cheyenne  
Lincoln County Library, Afton  
Park County Library, Cody  
Natrona County Library, Casper

Sheridan County Library, Sheridan  
Sublette County Library, Pinedale  
Sublette County Big Piney  
Sweetwater County Library, Rock Springs  
Teton Count Library, Jackson  
Teton County Library, Alta

**Colorado**

Denver Central Library  
Fort Collins Library

**Idaho**

Idaho Falls Library  
Madison District Library, Rexburg  
Swan Valley Library, Swan Valley  
Valley of Tetons District Library, Victor

**Montana**

Bozeman Library  
Livingston-Park County Library  
Missoula Library  
Madison Valley Library, Ennis

**COLLEGE AND UNIVERSITY LIBRARIES**

Casper College Library, Casper, WY  
Central Wyoming College Library, Riverton, WY  
Colorado State University Library, Fort Collins, CO  
Idaho State University Library, Idaho Falls, ID  
Laramie Community College Library, Cheyenne, WY  
Montana State University Library, Bozeman, MT  
Northwest College Library, Powell, WY  
Sheridan College Library, Sheridan, WY  
University of Idaho Library, Boise, ID  
University of Montana Library, Missoula, MT  
University of Wyoming Library, Laramie, WY  
Western Wyoming College Library, Rock Springs, WY

## PREPARERS AND CONTRIBUTORS

Name	Position	Education and Experience	Summary of Contributions
<b>Planning Team (also members of the Interagency Work Group; see below)</b>			
Laurie Shannon	Project Manager, USFWS (since August 2004)	B.S. Recreation Resources Management 27 years experience	Responsible for planning process coordination and document organization.
Don DeLong	Project Manager, USFWS (through July 2004)	B.S. Wildlife Biology, M.S. Wildlife Science 16 years experience	Coordinated planning process during development and analysis of alternative management plans and preparation of draft planning document; principal document writer (e.g., Chapters 1 and 2, other ungulates, elk migrations, Strain 19 vaccination, appendixes).
Dan Huff	Project Manager, USFWS (retired May 2002)	B.S. Biology / Chemistry M.S. Wildlife Mgt. Ph.D. Wildlife Ecology 35 years experience	Coordinated planning process during prescoping and scoping, and identification of issues and alternative themes.
Joanna Behrens	Resource Biologist, Grand Teton National Park	B.A. Zoology 7 years experience	Planning-document writing and impact analysis, Chapters 3 and 4, (e.g., NER & GTNP habitats, wildlife other than ungulates, fertility control, bibliography, other sections).
Carol Cunningham	Technical Writer / Editor, Grand Teton National Park	B.A. English 15 years experience	Planning-document writing and impact analysis, Chapters 3 and 4 (e.g., elk and bison, human health and safety, RB51 vaccination).
Anita DeLong	Wildlife Biologist, National Elk Refuge	B.S. Zoology M.S. Wildlife Science 10 years experience	Helped with prescoping and scoping, and preplanning work.
Niki Tippetts	Resource Biologist, Grand Teton National Park	B.S. Recreation Res. and Forest Biology 7 years experience	Helped with prescoping and scoping. Left National Park Service in 2003.
<b>Interagency Working Group (in addition to Planning Team members)</b>			
<i>Primary Responsibilities of Group Members:</i> Represented respective agencies at meetings; participated in public meetings; helped identify issues; helped formulate themes of alternative management plans; provided input used develop goals and alternative sets of objectives, and strategies; provided input into analysis of alternatives, reviewed draft planning document; and provided information as requested.			
Barry Reiswig	Refuge Manager, National Elk Refuge	B.S. Wildlife Biology 30 years experience	Project oversight for the National Elk Refuge.
Robert Schiller	Chief of Resource Management, Grand Teton National Park (retired 2002)	B.S. Biology M.S. Wildlife Mgt. Ph.D. Wildlife Ecology 30 years experience	Project oversight for Grand Teton National Park, initiated and coordinated research projects, wrote park forage production and off-take section.
Sue Consolo-Murphy	Chief of Science and Resource Management, Grand Teton National Park (beginning 2003)	B.S. Recreation and Park Administration M.S. Forestry / Resource Conservation 25 years of experience	Project oversight for the National Park Service.
Steve Cain	Senior Wildlife Biologist, Grand Teton National Park	B.A. Zoology M.S. Wildlife Biology 22 years experience	Helped develop objectives and strategies for alternatives, provided input on analysis, advised on park biological issues.
Gary Pollock	Management Assistant, Grand Teton National Park	B.S. Zoology 25 years experience	Helped develop objectives and strategies for alternatives.
Michael Schrotz	Planning/Lands Staff Officer, Bridger-Teton National Forest	B.S. Landscape Architecture 30 years experience	See "Primary Role of Group Members," above.



<b>Name</b>	<b>Position</b>	<b>Education and Experience</b>	<b>Summary of Contributions</b>
Jack Rhyan	Senior Staff Veterinarian, USDA-APHIS	Doctor of Vet. Med. M.S. Veterinary Pathology 28 years experience	See "Primary Role of Group Members," above.
Lee Michael Philo	Regional Epidemiologist, USDA-APHIS	A.B. Biology V.M.D. Vet. Med. Ph.D. Zoophysiology 30 years experience	See "Primary Role of Group Members," above.
John D. Westbrook	Wildlife Biologist, Bureau of Land Management	B.S. Wildlife Biology B.S. Forestry 3 years experience	See "Primary Role of Group Members," above.
John Emmerich	Assistant Chief, Wildlife Division, Wyoming Game and Fish Department	B.S. Wildlife Mgt. M.S. Biology 29 years experience	See "Primary Role of Group Members," above.
H. J. Harju	Assistant Chief, Wildlife Division, Wyoming Game and Fish Department	B.S. and M.A. Biology Ph.D. Zoology 30 years experience	See "Primary Role of Group Members," above.
Bernard Holz	Regional Wildlife Supervisor, Wyoming Game and Fish Department	B.S. Wildlife Mgt. M.S. Zoology 21 years experience	See "Primary Role of Group Members," above.
Joe Bohne	Staff Biologist, Wyoming Game and Fish Department	B.S. Wildlife Biology 30 years experience	See "Primary Role of IAWG Members," above.
Scott Smith	Wildlife Management Coordinator, Wyoming Game and Fish Department	B.S. Range Mgt. M.S. Wildlife Mgt. 20 years experience	See "Primary Role of IAWG Members," above.
Mark Gocke	Public Information Specialist, Wyoming Game and Fish Department	B.S. Wildlife Mgt. 13 years experience	See "Primary Role of IAWG Members," above.
<b>Other Agency Contributors</b>			
Doug Brimeyer	Wildlife Biologist, Wyoming Game and Fish Department	B.S. Wildlife Mgt. 13 years experience	Provided input used in developing objectives and strategies and in the analysis of alternatives.
Lynne Koontz	Economist, USGS	B.S., M.S., and Ph.D. Agricultural and Natural Resource Economics 8 years experience	Conducted socioeconomic surveys.
Eric Cole	Habitat Biologist, National Elk Refuge	B.S. Fish and Wildlife Biology M.S. Wildlife Science 7 years experience	Helped develop objectives and strategies for alternatives, provided input on analysis, advised on NER biological issues, reviewed draft planning document and reports.
Ken Dolan	Economist, USDA-APHIS	B.S. Economics M.B.A. International Business 7 years experience	Wrote sections addressing potential effects on livestock production and related economics.*
Steve Haynes	Vegetation Management Specialist		Advised on Grand Teton National Park habitat issues and provided information used in analyzing alternatives.
Debra Hecox	Attorney Advisor, DOI Office of the Solicitor	J.D. 21 years experience	Legal advisor to the DOI agencies.

\* In addition to material written by Ken Dolan, agricultural production sections also included disease-related material prepared by URS subcontractor Hayden-Wing Associates and by the project manager (e.g., assessments of changes in competition between elk/bison and livestock, depredation, crop damage).

<b>Name</b>	<b>Position</b>	<b>Education and Experience</b>	<b>Summary of Contributions</b>
Steve Kilpatrick	Habitat Biologist, Wyoming Game and Fish Department	B.S. Wildlife Mgt. M.S. Wildlife Mgt. 25 years experience	Advised on biological issues and provided information used in analyzing alternatives.
Peter Lindstrom	Cartographic Technician, Grand Teton National Park	B.S. Geological Sciences 4 years experience	Produced maps and conducted GIS analysis.
Susan Marsh	Recreation and Wilderness Program Leader, Bridger-Teton National Forest	B. S. Geology M.S. Landscape Architecture 23 years experience	Provided extensive input on potential effects of alternatives on recreation opportunities in Bridger-Teton National Forest.
Susan O'Ney	Resource Management Biologist, Grand Teton National Park	M.S. Forest Hydrology 20 years experience	Wrote water quality sections.
David Redhorse	Native American Liaison, Region 6, USFWS	B.A. Anthropology 12 years experience	Contributed information on American Indians.
Bruce Smith	Refuge Biologist, National Elk Refuge	B.S. Wildlife Biology M.S. Wildlife Biology Ph.D. Zoology and Physiology 30 years experience	Helped develop objectives and strategies for alternatives, provided input on analysis, advised on NER biological issues, reviewed parts of planning document and reports.
Michael Spratt	Chief of Refuge Planning, Region 6	B.S. Forestry M.S. Landscape Architecture 23 years experience	Responsible for overseeing planning process.
Jacqueline St. Clair	Archaeologist, Grand Teton National Park	B.S. Anthropology M.A. Anthropology 4 years experience	Wrote cultural resources sections.
<b>Consultants</b>			
Larry HaydenWing	Owner/Principal Scientist, HaydenWing Associates	B.S. Forestry / Wildlife M.S. Wildlife Mgt. Ph.D. Wildlife Ecology 43 years experience	Oversaw the preparation of a report titled "Disease Related Impact Analyses for the Bison and Elk Management Plan"
John Loomis	Professor of Agriculture and Resource Economics, Colorado State University	B.A., M.A., Ph.D. Economics 24 years experience	Conducted economic analysis of alternatives relative to potential changes in recreation
Travis Olson	Wildlife Biologist, HaydenWing Associates	B.S. Wildlife Biology and Management M.S. Zoology and Physiology 4 years experience	Prepared a report titled "Disease Related Impact Analyses for the Bison and Elk Management Plan," which comprised the disease analysis for elk, bison, other wildlife, livestock, and human safety
Greg Sorensen	URS Corporation	B.A. International Affairs 30 years experience	Mechanical editing, organization, layout, and formatting of document.
Heidi West	Principal, Total Quality NEPA	B.S. Biology M.S. Ecology Ph.D. Environmental Science / Engineering M.A. Science Communications 19 years experience	Mediator for the Disease Expert Meeting/Prepared Executive Summary