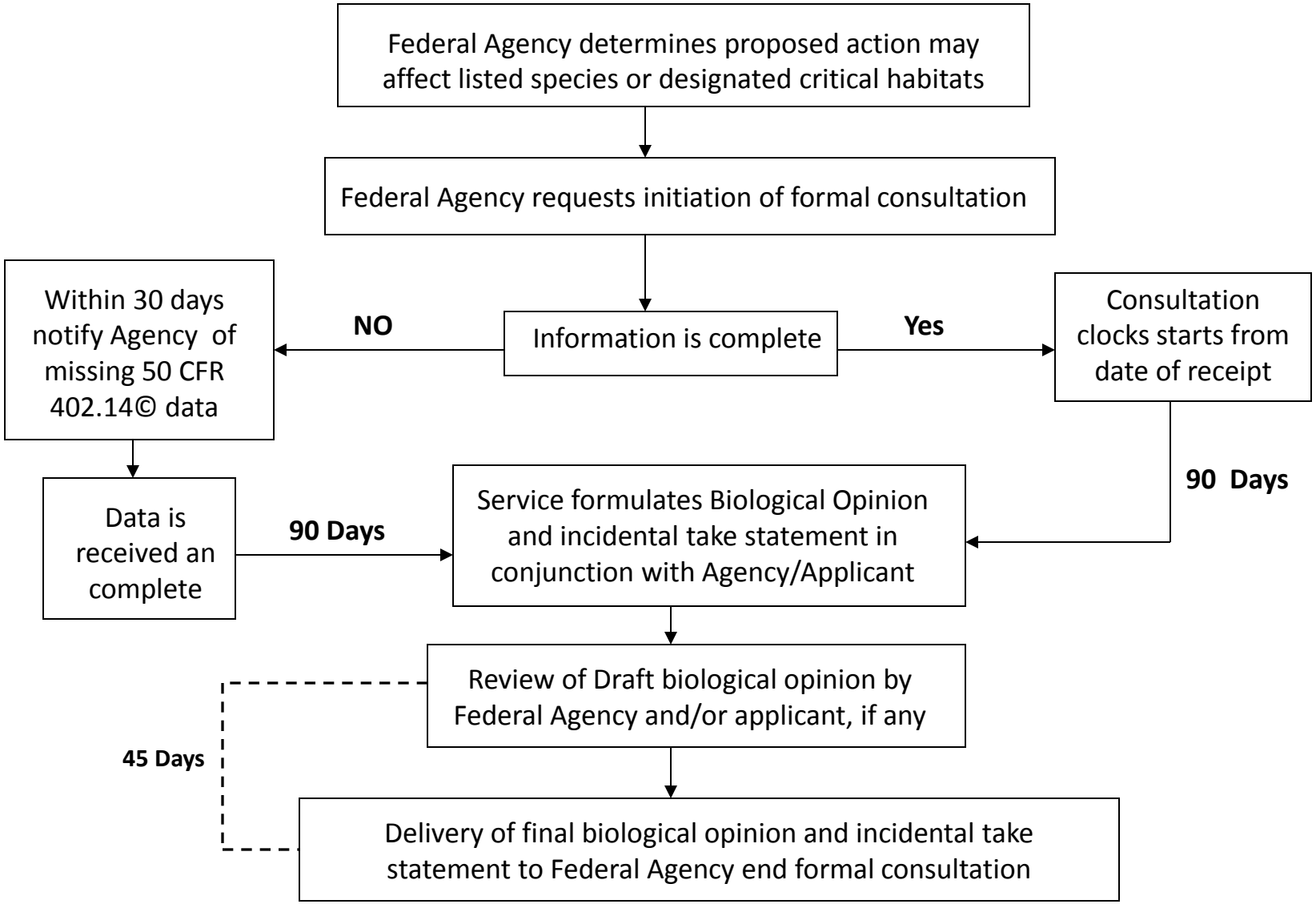Formal consultation process under the Endangered Species Act