
Chapter 5

Consultation and Coordination



Introduction

Though assigned the responsibility of managing more than 450,000 acres of Federal lands within the planning area, the BLM shares an interest in the management of these lands with other federal, state, and local governmental agencies; Native American Tribes; local residents; visitors; and other individuals and organizations.

Public, governmental, and tribal involvement is mandated by Council on Environmental Quality (CEQ) regulations for implementing NEPA. This mandate is reflected in the BLM planning Manual and Handbook. Tribal involvement is mandated by additional policy and law as described below.

More important than any law or regulation, it is just good sense to involve the public, other governmental agencies, and tribes in the planning process. Each of these entities has unique interests and knowledge. Sharing interests and knowledge in a collaborative setting contributes to the development of a plan that effectively addresses the significant planning issues and is more likely to meet local, regional, and national needs than a process without meaningful collaboration.

Cooperating Agencies

The BLM convened a group of local, state, and federal agencies and tribal governments to collaborate with the BLM during development of the John Day Basin Resource Management Plan (Table 5-1). Representatives from these agencies and tribes brought vast knowledge and a broad range of interests to the table and enhanced the ability of the BLM to identify important issues and to address them with an appropriate range of alternatives.

This group met to review and develop content initiated by BLM staff. The Cooperator group played a key role in refining issue development, formulating alternatives, identifying key publics, and implementing a public involvement strategy. Cooperators kept the BLM informed of new concerns for their organizations or community relevant to the RMP process. The BLM specialists directly consulted with representatives to benefit from their knowledge of issues addressed in the planning process.

Table 5-1. Potential and Actual Cooperators.

Tribes, Agencies and Governments Approached for Cooperator Status	Names of Representatives if Agency is Active Participant
Baker County Commission	
Bonneville Power Administration Kec-4	
Burns Paiute Tribe	Tribal Chairperson (changes annually)
Confederated Tribes of the Warm Springs Reservation of Oregon	Linda Brown, Sue Malaney, Scott Turo
Confederated Tribes and Bands of the Yakama Nation	
Confederated Tribes of the Colville Reservation	
Confederated Tribes of the Umatilla Indian Reservation	
Oregon Department of State Lands	
Gilliam County	
Grant County	Dennis Reynolds, Diane Browning, Mark Webb, Scott Brion, Boyd Britton
Jefferson County Commissioners	
John Day Fossil Beds National Monument	
Malheur County	
Morrow County	
National Marine Fisheries Service	Walt Wilson
Nez Perce Tribe	

Table 5-1. Potential and Actual Cooperators.(cont.)

Tribes, Agencies and Governments Approached for Cooperator Status	Names of Representatives if Agency is Active Participant
Oregon Department of Fish and Wildlife	Jeff Neal, Tim Unterwegner, Ryan Torland
Oregon Department of Transportation	Ryan Franklin
Oregon Department of Parks and Recreation	Larry Miller, Ian Caldwell, Jan Houck, Shawn Zumwalt
Regional Ecosystem Office	
Sherman County	Gary Thompson
Umatilla County	
U.S. Department of Energy–Western Regional Office	
U.S. Environmental Protection Agency, Region 10	Theresa Kubo
USDI Fish and Wildlife Service	Jerry Cordova
USDA Malheur National Forest	Jennifer Harris
USDA Natural Resource Conservation Service	Lorraine Vogt
USDA Ochoco National Forest	
USDA R6 Lands And Minerals	
USDA Soil Conservation Service	
USDA Umatilla National Forest	Lori Seitz
USDA Wallowa-Whitman National Forest	
USDI BIA Northwest Regional Office	
USDI BIA Warm Springs Indian Agency	
USDI BLM Baker Resource Area	
USDI BLM Burns District Office	
USDI Bureau of Reclamation	
Wasco County Court	
Wheeler County Court	Jeanne Burch, Chris Perry

Tribal Involvement

The BLM is guided by national policy and law and is committed to continuing consultation and cooperative management whenever possible. The three plans are silent on this topic except as modified for lands covered by the John Day River Management Plan. Regardless of this silence, the BLM recognizes its responsibility to provide to federally recognized tribal governments and individuals sufficient opportunity to contribute to land use decisions and that those concerns or issues are given proper consideration related to cultural, religious, and natural resource values. This trust relationship is acknowledged by the U.S. Constitution and is based upon negotiated treaties or other agreements that recognize the sovereignty of American Indian Nations to govern themselves as distinct political communities. Treaties such as The Treaty with the Tribes of Middle Oregon [with tribes now on the Warm Springs Reservation, signed June 25, 1855, ratified March 8, 1859 (14 STAT. 751); and the Treaty of 9 June 1855 (with tribes now located on the Umatilla Reservation) (12 Stat. 945)] acknowledged the rights of tribes to fish off-reservation at usual and accustomed stations and to hunt, gather resources, and pasture animals on public lands in common with other citizens of the United States. Though a treaty with the Burns Paiute was never ratified, formal recognition on October 13, 1972 established certain rights for that tribe as well.

In April 2003, the Confederated Tribes of the Warm Springs Reservation of Oregon, the BLM, the Forest Service, and the Bureau of Indian Affairs (BIA) signed a Memorandum of Understanding (MOU), "For the Purpose of Providing a Framework for Government-to-Government Consultation and Collaboration On resource Management Plans, Proposals, Actions, and Policies and to make a Statement of Mutual Benefits and Interests." Similar MOUs exist between the BLM and The Burns Paiute Tribe and the Confederated Tribes of the Umatilla Reservation. These three MOUs describe the rights and responsibilities of Cooperative Management and

Consultation. Consequently each tribe has been offered the opportunity to become involved in the planning process for the John Day Basin RMP.

Local Government

County and municipal governments as representatives of local constituencies have a vested interest in land use planning involving federal lands. Lands managed by the BLM can provide areas for recreation as well as a source of income for residents of the planning area. The BLM-managed lands contain roads of importance to local communities and frequently provide the most desirable routes for utilities. Because of their awareness of the needs of local communities, it was important that representative of local government be involved in the planning process. Officials of Grant, Wheeler, Gilliam, Wasco, Umatilla, and Sherman counties participated in the early stages of the planning process.

State Government

Several state agencies have jurisdiction over certain activities within the John Day Basin. As a result, it was important that these agencies be represented in the planning process. The state decided to limit participation in the planning process to three agencies: Oregon Parks and Recreation Department, Oregon Department of Fish and Wildlife, and Oregon Department of Transportation. These agencies were expected to represent all state interests in the planning process.

Federal Government

In addition to the BLM, several federal agencies have resource management responsibilities within the John Day Basin. Several agencies participated in the John Day Basin RMP planning process. The United States Fish and Wildlife Service (USFWS) and National Marine Fisheries Service have oversight responsibilities for compliance with the Endangered Species Act. In addition, the USFWS has oversight responsibility for the compliance with the Migratory Bird Treaty Act and USFWS and BLM have joint responsibilities for implementation of E.O. 13186. The Environmental Protection Agency is required to review and evaluate all environmental impact statements. The Soil Conservation Service plays an important advisory role for private landowners in the John Day Basin and also has an interest in the management of public lands as well. The National Park Service and the USDA Forest Service each manage lands and resources adjacent to BLM-managed lands and have shared interests with the BLM in making management of lands and resources complementary, while recognizing different missions, whenever possible. Each of the above agencies participated in the planning process.

Resource Advisory Council

The John Day-Snake Resource Advisory Council (RAC) is an official federal advisory committee, providing advice and recommendations on all aspects of public land management to the Bureau of Land Management's Prineville, Vale, and Spokane District Offices and the Umatilla, Wallowa-Whitman, Malheur, and Ochoco National Forests.

The RAC consists of local residents who represent broad interest categories: commodity interests, non-commodity interests, and community interests (see Table 5-2). The RAC members are selected and appointed by the Secretary of the Interior. Representation includes 15 members, as described below:

- 1 Five members representing commodity interests such as grazing permittees or lessees, commercial timber, energy and mining, developed recreation and/or off-highway vehicle groups, and transportation and rights-of-way.
- 1 Five members representing conservation interests such as environmental organizations, historic and cultural interests, conservation, and dispersed recreation.
- 1 Five members representing community interests such as elected officials, Indian Tribes, State resource agencies, academicians involved in natural sciences, and the public-at-large.

The John Day-Snake RAC meets quarterly at various communities within the RAC area. The RAC schedules occasional field tours for specific projects or issues on their agenda. All RAC meetings are open to the public with a portion of each meeting reserved for the public to present or comment on issues for RAC consideration.

Table 5-2. John Day/Snake Resource Advisory Council (RAC) Member List.

Name	Represents	Subgroups working with BLM on Plan
Adriane P. Borgias	Transportation/Rights-of-Way	Chair -Energy Travel Management Subgroup JDBRMP Subgroup
Terry Drever-Gee	Energy and Minerals	
Daniel J. Forsea	Grazing Permittee	
Art Waugh	Commercial Recreation	Chair -Travel Management Subgroup JDBRMP Subgroup
William Lang	Historical/Archaeological	JDBRMP Subgroup
Michael Hayward	Timber	
David Riley	Wildlife (Wild horse and burro)	Chair -ESA
Timothy Unterwegner	Dispersed Recreation	Co-Chair -JDBRMP Subgroup Travel Management Subgroup
Berta Youtie, RAC Chair	Conservation	Chair -Noxious Weeds JDBRMP Subgroup
James Reiss	Dispersed Recreation	
Jeanne E. Burch	Elected Official, Wheeler County	JDBRMP Subgroup
Greg Ciannella	State of Oregon	JDBRMP Subgroup
Patricia Gainsforth	Public-at-large	
Lawrence Brown	Academician	
Patrick Dunham	Public-at-large	Co-Chair -JDBRMP Subgroup
Federal Officials	Position	
Don Gonzalez	District Manager, Vale BLM	
Ted Davis	Baker Resource Area Field Manager	
Debbie Henderson-Norton	District Manager, Prineville BLM	
Mark Wilkening	Public Affairs, Vale BLM	
Kevin Martin	Forest Supervisor, Umatilla National Forest	
Kate Klien	Forest Supervisor, Ochoco National Forest	
Teresa Raaf	Forest Supervisor, Malheur National Forest	
Monica Schwalbach	Forest Supervisor, Wallowa-Whitman National Forest	
Jody Weil	OR/WA BLM Deputy State Director-Communications	
Pam Robbins	OR/WA BLM RAC Coordinator	

At time of RMP publication, a position for a tribal representative was unfilled. In lieu, a second Public-at-large position was included on the RAC.

The BLM periodically updated the RAC on the progress of the planning effort. The RAC also provided assistance in developing alternatives for managing off-highway vehicle use on BLM-managed lands within the planning area.

Public Involvement

The most critical element of cooperative management is public involvement. Congress has mandated that the BLM manage public lands for public benefit. At the same time the public is not a single cohesive entity. Rather, the BLM serves a diverse public with multiple and sometimes conflicting interests and positions about key issues. It is important that the diversity of public interests be represented during the planning process. Both the Coordination Group and the John Day/Snake RAC provide a representation of diverse public interests. However, it was the intent of the BLM planning team to provide the public with direct access to the planning process. This was accomplished in the following manner:

1. Public Scoping

This initial step, requesting the public provide information about public lands and identify problems associated with public lands in the John Day Basin was completed and involved the following activities:

- 1 The BLM contracted the expertise of sociologists and anthropologists (James Kent Associates) to spend time in the planning area visiting with local officials, business owners, travelers, and residents to gather information on BLM land management concerns.
- 1 The BLM cohosted, with the help of Wheeler County and the cities of John Day and Canyon City, several Economic Profile Workshops in the planning area, with the intent to explore economic and social trends within the area.
- 1 The BLM hosted a series of meetings open to the public throughout eastern, central and western Oregon to gather public input and feedback on concerns and problems with BLM management in the planning area.

2. Publication and public review of the Analysis of the Management Situation (AMS).

After publication, the BLM hosted a series of open houses in eastern, central and western Oregon to gather public input and feedback on concerns and opportunities described in the AMS.

3. Public representation in the development of the Draft Resource Management Plan and Environmental Impact Statement occurred through interaction with and guidance provided by the John Day-Snake RAC. A RAC subgroup provided specific input to travel management and OHV issues. A citizen's group led by Mark Webb, Grant County Judge and RAC subgroup member, provided detailed comments relative to management options for the Little Canyon Mountain area.

After publication of the Draft, the BLM presented proposed actions in the Draft and gathered public comment at a series of open houses in eastern, central, and western Oregon and on request from interested organizations and groups. Draft documents and maps were made available on the planning web page at the beginning of the public comment period. Public comments were accepted from October 30, 2008 to January 29, 2009. Comments were submitted via U.S. mail, direct e-mail, e-mail generated from the planning web page, orally at open houses, or via telephone.

Modification of proposed actions between Draft RMP/EIS and Proposed RMP/Final EIS were developed based on the 1,385 unique public comments and input from the John Day-Snake RAC, and John Day Basin RMP cooperators.

Future Public Involvement Opportunities

Public input will be solicited regarding further development of a final Wilderness Management Plan for the Spring Basin Wilderness and final Travel Management Plans. Notification for opportunities to participate in these two efforts will be provided through mailings, newspapers or other media, and the planning web site.

- 1 The public is encouraged to review Appendix U (Interim Wilderness Management Plan).
- 1 Criteria to be used in the Final Travel Management Plan are displayed in Chapter 2, Travel Management.

Information Sharing

The BLM will continue to use a number of information sharing techniques to give people the opportunity to share new information and to be kept up-to-date on the planning process. The following is a brief summary of some of those techniques.

John Day Basin Resource Management Plan Web Site

The John Day Basin RMP web site will provide information such as plan updates, meeting dates, and plan schedule. The address is <http://www.blm.gov/or/districts/prineville/index.htm>.

Plan Updates

Periodically, updates of the plan's progress will be prepared, posted to our web site, and mailed to our mailing list. News releases in local newspapers, as well as feature stories and broadcasts on local television and/or radio stations, occur with major public meetings.

List of Preparers

BLM Interdisciplinary Team

Andrews, Lyle

B.S. Range Management, University of Idaho. Rangeland Management Specialist. 34 years experience.

Behan, Jeff

M.S. Forestry, Wildland Recreation Emphasis, Northern Arizona University. Recreation Planner. 25 years experience as wildland recreation provider, college instructor, consultant and technical writer.

Benefield, Lorri

B.S. Animal Science, Oregon State University; M.S. Fire Science, 1987, University of Washington. 31 years in Fire Management.

Cooke, Scott

B.S. New Mexico State University. Wildlife Biologist. 20 years experience.

Cork, Dana Maxwell, P.E.

B.S. Civil Engineering, Oregon State University 1986. 26 years of civil engineering experience. Registered Professional Engineer with State of Oregon since 1990.

Eichman, Henry

B.A. Biology, Colorado College. M.S. Agricultural and Resource Economics, Oregon State University. 6 years experience with regional economic analysis.

Eisner, Jimmy

B.S. Humboldt State University; Fisheries. 20 years experience

Horn, Ed

B.A. Environmental Biology, University of Colorado. B.S. Agronomy Soils, Colorado State University. 29 years experience as a Soil Scientist.

Halvorson, Ron

B.S. Animal Science, California Polytechnic State University, San Luis Obispo. MS Renewable Resource Management, University of Nevada, Reno. 36 years experience in Rangeland Management and Botany.

Hoban, Gavin

B.A. Geography, Humboldt State University. Graduate studies in Geographic Information Systems, San Jose State University. 14 years experience in recreation and wilderness management and geographic information systems.

Kuk, Monte

B.A. Wildlife Management, North Dakota State University, Bottineau. B.S. Biology, Northern Arizona University. Wildlife Biologist. 24 years experience.

Lane, Ron

B.A. Washington State University, 26 years experience in Lands and Realty.

Larson, Shaun

B.S. Geological Sciences, University of Washington. 22 years in Fire Management.

Martinson, Kristen

B.S. Recreation Resource Management. M.S. Forest Management, Oregon State University. Interim Interdisciplinary Team Lead and Assistant Field Manager.

Moffitt, Jennifer

B.S. Rangeland Ecology and Management, Oregon State University. Natural Resource Specialist. 2 years with the BLM.

Morris, John L.

B.A. Oregon State University. 17 years experience as Fish Biologist.

Mottl, Heidi

B.S. Environmental Studies and Planning, Sonoma State University. 23 years experience in Recreation Management.

Obermiller, Craig

B.S. Wildlife Resources, University of Idaho. M.S. Range Management, University of Arizona. 17 years experience as Rangeland Management Specialist.

Phelps, Berry

M.S. Geography; B.S. Recreation/Range Management, Brigham Young University. Recreation Planner, OHV, and Wilderness Specialist. 31 years experience.

Purrington, Teal

B.A. Biology, University of California, Santa Cruz. M.S. Rangeland Resources, Oregon State University. Rangeland Management Specialist. 20 years experience. Interim Interdisciplinary team lead/Planning and Environmental Coordinator.

Ralston, Brent

B.S. Oregon State University. Fisheries Biologist, 13 years. Interdisciplinary team lead/Planning and Environmental Coordinator, 4 years.

Shlisky, Ayn

B.S. Forest Management, M.S. Range Management, PhD. Ecosystem Science, University of California, Berkeley. 26 years of experience as Forester, Range Conservationist, Landscape Ecologist, and Fire Program Director.

Smith, Anna

B.S. Construction Engineering Management. 10 years experience as Hydrologist.

Storo, Steve

B.S. Geology, University of Alaska, M.S. Hazardous Waste Management, Wayne State University. 25 years of experience as Geologist.

Van Dorn, Carol

B.S. Geology, M.S. Geology, New Mexico Institute of Mining and Technology, District Geologist. 20 years experience.

Vidourek, Robert

B.S. Ohio State University. 36 years experience in Forest Management.

Williams, Mike

B.A., M.A., PhD. University of California, Santa Barbara. Writer/Editor. 18 years experience.

Zalunardo, Don

B.S. Oregon State University, Natural Resource Specialist. 31 years with BLM.

Zancanella, John K.

M.A. California State University, Chico. 26 years experience. BLM Archaeologist.

Other Preparers/Reviewers

Armson, JoAnne, Botany and Natural Resources

Babb, Geoff, Fire Ecologist

Campbell, Claudia K., Geographical Information Technician

Connolly, Carol, Public Affairs Specialist

Dahl, Mattye, Cartographer

Dean, William I., Wildlife Biologist

Demmer, Rick, Natural Resource Specialist

Drake, Mariah, Geographical Information Technician

Ducey, Craig, Geographical Information System/Remote Sensing Specialist

Fiorella, Maria, Remote Sensing Analyst
Fisher, John, Range Technician
Frazier, Stanley, Data Administrator
Gibbons, Virginia, Public Affairs Specialist
Hamann, Betsy, Wildlife Biologist
Hanf, Jan, Wildlife Biologist
Hiebenthal, Eric, Database Administration Supervisor
Keyes, Jeanne, Geographic Information System Analyst
Keck, Tim, Land Line Inventory Data Steward
Kile, Douglas, Geographic Information System Specialist
Kollodge, Patrick, Park Ranger
Mead, Allison, Geographic Information Specialist
Middlebrook, Douglas, Wildlife Biologist
Mills, Roger, Geographic Information System Technical Specialist
Moore, Shelley, Geographic Information System Specialist
Nelson, Patrick, Cartographic Technician
Nighbert, Jeffery S., Senior Technical Specialist for GIS
Salas, Steve, Spatial Database Administrator
Schue, Holly S., Cartographer-Geographic Information System Administrator
Stevens, Jay, Geographic Information System Developer
Thomas, Dorothy, Geographic Information System Analyst

Comment letters from Congressional Representatives; Indian Tribes; and Federal, State, and Local Government Agencies are provided in Appendix T.

