

Chapter 5: Consultation and Coordination



CHAPTER 5: CONSULTATION AND COORDINATION

The *National Environmental Policy Act* (NEPA) regulations require an “early and open process for determining the scope of issues to be addressed and for identifying the significant issues related to a proposed action” (40 CFR 1501.7). This section describes the consultation that occurred during development of this *Mountain Goat Management Plan / Environmental Impact Statement* (plan/EIS), including consultation with scientific experts and other agencies. This chapter also includes a description of the public involvement process.

HISTORY OF PUBLIC INVOLVEMENT

The public involvement activities for this plan/EIS fulfill the requirements of NEPA and its implementing regulations.

The Scoping Process

The NPS divides the scoping process into two parts: internal scoping and external or public scoping. Internal scoping involved discussions among NPS staff regarding the purpose of and need for management actions, issues, management alternatives, mitigation measures, the area of analysis, appropriate level of documentation, available references and guidance, and other related topics.

Public scoping is the early involvement of interested and affected public in the environmental analysis process. The public scoping process helps ensure that people have an opportunity to comment and contribute early in the decision-making process. For this plan/EIS process, project information was distributed to individuals, agencies, and organizations early in the scoping process, and people were given opportunities to express concerns or views and to identify important issues or alternatives.

Taken together, internal and public scoping are essential elements of the NEPA planning process. The following sections describe the various ways scoping was conducted for this plan/EIS.

Internal Scoping

A two-day internal scoping teleconference was held on February 19 and March 13, 2014, to discuss the development of a mountain goat management plan for Olympic National Park. During the 2-day meeting, NPS staff identified the purpose of and need for action, management objectives, issues and impact topics, and preliminary alternative approaches. A subsequent agency coordination meeting was held on July 2, 2014, at Olympic National Park headquarters, attended by regional and local managers, planners, ecologists and wildlife biologists with NPS, US Department of Agriculture (USDA) Forest Service, and Washington Department of Fish & Wildlife (WDFW). Cooperating agency status and the public scoping process were also discussed.

Public Scoping

To determine the scope of issues to be analyzed in depth in this plan/EIS, public scoping was conducted in the summer of 2014. The public scoping process began on July 21, 2014, with the publication of a Notice of Intent in the *Federal Register* (FR) (FR, Volume 79, Number 139). In addition to the Notice of Intent, preliminary information regarding the plan/EIS was provided to the public and other interested parties through a press release (sent to 53 media outlets and approximately 100 interest groups, partners, or individuals) and a public scoping letter (sent to 101 interested individuals and organizations). These

announcements notified the public of public scoping open houses and of the opportunity to provide comments on the plan/EIS process.

The public scoping comment period was open for a total of 60 days between July 21, 2014, and September 19, 2014. During this time, three public scoping open houses were held at the following locations:

- August 11, 2014: Seattle Public Library, Seattle, Washington
- August 12, 2014: Olympic National Forest Headquarters, Olympia, Washington
- August 13, 2014: Port Angeles Public Library, Port Angeles, Washington

A total of 55 people attended the three meetings (10 people attended the meeting in Seattle, 5 people attended the meeting in Olympia, and 40 people attended the meeting in Port Angeles).

At each meeting, the NPS, WDFW, and USDA Forest Service provided handouts that included information about the background of the project, the proposed purpose and need, the proposed plan objectives, the preliminary alternative concepts, the NEPA process, and information on how to comment, including directing comments to the NPS Planning, Environment, and Public Comment (PEPC) website. This information was also displayed on boards at each meeting venue. Park staff were available to answer questions and provide additional information to open house attendees. Attendees were also welcome to submit any written comments they had brought with them into the provided boxes. Comment forms could also be taken home and mailed at a later time.

Approximately 2 weeks prior to the end of the comment period (on September 18, 2014), the NPS issued a second press release to 169 media outlets, interested groups, and interested individuals reminding the public of the opportunity to review the preliminary draft documents and to provide comments and suggestions.

Nearly 100 pieces of correspondence were received during the public scoping comment period. Following the public scoping period, the NPS reviewed all public comments and a Comment Analysis Report was developed to compile and correlate similar public comments into a format useable by the decision-makers and the planning team. The Comment Analysis Report provides assistance in organizing, clarifying, and addressing technical information pursuant to NEPA regulations and in identifying the topics and issues to be evaluated and considered throughout the planning process. All scoping comments were considered to be important and useful guidance in the plan/EIS process.

AGENCY CONSULTATION

USDA Forest Service

In accordance with a memorandum of understanding between NPS, the USDA Forest Service, and WDFW, dated August 11, 2015, the USDA Forest Service is a cooperating agency for this plan/EIS process. The USDA Forest Service has participated in internal planning meetings, including the alternatives development meeting, reviewed project deliverables, and has contributed to the development of this plan/EIS in describing the affected environment and addressing potential impacts that may result from NPS actions in Olympic National Forest. The USDA Forest Service provided separate discussion of the background for the purpose and need related to receiving mountain goats in the North Cascades national forests, along with description of the affected environment and analysis of the potential impacts that may result from that action. The USDA Forest Service will continue to participate to ensure that

impacts to National Forest System (NFS) property or resources associated with project alternatives are properly analyzed and adequately described throughout the remaining phases of the EIS process.

Washington Department of Fish & Wildlife

In accordance with the aforementioned memorandum of understanding between NPS, the USDA Forest Service, and WDFW, WDFW is a cooperating agency for this plan/EIS process and has participated in internal planning meetings, including the alternatives development meeting. WDFW has contributed to the development of this plan/EIS by sharing their in-depth knowledge and experience in mountain goat management in Washington State. WDFW will continue to participate throughout the remaining phases of the plan/EIS process by providing technical expertise and support in the analysis of impacts related to issues for which WDFW has management authority or expertise.

US Fish and Wildlife Service

As described in the section “Threatened or Endangered Species” in chapter 3, there are federally listed species and designated critical habitat in the vicinity of the project area. As a result, in accordance with section 7 of the *Endangered Species Act* of 1973 (ESA), the NPS will seek US Fish and Wildlife Service (USFWS) concurrence with the determinations presented in chapter 4 regarding potential effects on federally listed species. During public scoping, a letter was sent to the USFWS, Washington Fish and Wildlife Office, initiating informal consultation. Correspondence documenting this consultation can be found in appendix J. During follow-up correspondence via phone between the park and USFWS, USFWS confirmed receipt of the Notice of Intent and indicated that they will provide response upon review of the plan/EIS (Miller pers. comm. 2016b). Also, to ensure that proposed management activities would not occur adjacent to occupied northern spotted owl or marbled murrelet habitat, or suitable nesting habitat for marbled murrelet, all potential staging areas were evaluated during a January 2016 field trip by several wildlife biologists with the NPS, WDFW, and USDA Forest Service (Happe et al. 2016). Another field trip occurred on November 4, 2016, attended by wildlife biologists with USDA Forest Service and USFWS, in order to specifically evaluate the habitat suitability for northern spotted owl and marbled murrelet at Hamma Hamma and Mt. Ellinor staging areas, in the Olympic National Forest (Piper pers. comm. 2016b). A copy of this plan/EIS will be provided to the USFWS, along with a request for review and concurrence on the stated determination of effect for threatened or endangered species.

Washington State Historic Preservation Office

A letter was sent to the Washington State Department of Archeology and Historic Preservation in October, 2014, announcing the Notice of Intent to prepare this plan/EIS (appendix I). A subsequent letter and accompanying map were sent to the Washington State Department of Archaeology and Historic Preservation on September 16, 2016, requesting concurrence with the area of potential effect used in the analysis of potential effects on cultural resources. The Department of Archaeology and Historic Preservation responded on September 20, 2016, expressing concurrence with the proposed area of potential effect as detailed in the letter and associated map.

In accordance with section 106 of the *National Historic Preservation Act*, further consultation with the Department of Archaeology and Historic Preservation concerning the potential impacts to cultural resources will be initiated by the NPS and USDA Forest Service during public and agency review of the plan/EIS. A copy of the plan/EIS will be provided to the Department of Archaeology and Historic Preservation along with a request for review and concurrence on the determination of effect stated in the plan/EIS document.

TRIBAL TREATIES AND CONSULTATION

Tribal Treaties. The park recognizes that the tribes' relationship to lands in the park have endured for thousands of years, and park staff continue to work with tribes to ensure that sites of traditional importance are preserved and protected. Park staff strive to create and maintain positive, productive, government-to-government relationships with these tribes (NPS 2008a).

Tribal Consultation. The appropriate level of tribal government has been consulted during the development of this plan/EIS. During public scoping, letters were sent to 16 tribes, including the eight federally recognized tribes having association with the Olympic Peninsula (Lower Elwha Klallam Tribe, Jamestown S'Klallam Tribe, Port Gamble S'Klallam Tribe, Skokomish Indian Tribe, Quinault Indian Nation, Hoh Tribe, Quileute Nation, and Makah Tribe). Following expression of interest in the plan/EIS process by the Skokomish Indian Tribe regarding the plan/EIS process, a formal government-to-government meeting was held on May 27, 2015. During this meeting, the Skokomish Indian Tribe indicated their support for the removal of mountain goats from the Olympic Peninsula. The park also met with the eight affiliated tribes during their annual Tribal Memorandum of Understanding meetings. At the time of the meetings, tribal representatives expressed that they had no objections with actions being considered in the plan/EIS (Miller pers. comm. 2016b). Copies of the September 6, 2016, letter to the Department of Archaeology and Historic Preservation were also forwarded by NPS to the tribes listed above. One tribe, the Jamestown S'Klallam Tribe, responded with a letter on September 20, 2016, concurring with the NPS determination of the area of potential effect.

LIST OF RECIPIENTS OF THE PLAN / ENVIRONMENTAL IMPACT STATEMENT

Upon publication of the Notice of Availability of the draft plan/EIS in the Federal Register, a news release will be provided to the 53 media outlets who received the news release announcing the Notice of Intent in July 2014. Notice and instructions on to how access and comment on the draft plan/EIS will be provided to the media, interested individuals, tribes, organizations, and other potential stakeholders via the NPS and USDA Forest Service standard mailing/distribution lists. The NPS and USDA Forest Service will also contact local government officials, congressional members' offices, and state legislators (in cooperation with the WDFW) to notify them of the availability of the draft plan/EIS.

Hard copies of the draft plan/EIS will be distributed to the following agencies and libraries:

Federal Departments and Agencies

- United States Fish and Wildlife Service
- United State Environmental Protection Agency, Region 10 (Pacific Northwest)
- United States Department of Agriculture Forest Service
 - Olympic National Forest
 - Mt. Baker-Snoqualmie National Forest
 - Okanogan-Wenatchee National Forest

Washington State Agencies

- Washington Department of Fish & Wildlife
- Washington State Department of Archaeology and Historic Preservation

Libraries

- Darrington Library
- Enumclaw Library
- Granite Falls Library
- North Bend Library
- North Olympic Library System
- Port Townsend Public Library - Forks
- Port Townsend Public Library – Port Angeles
- Skykomish Library
- Sultan Library
- Timberland Regional Library - Aberdeen
- Timberland Regional Library – Amanda Park
- Timberland Regional Library -Hoquiam
- Timberland Regional Library – Hoodsport Branch

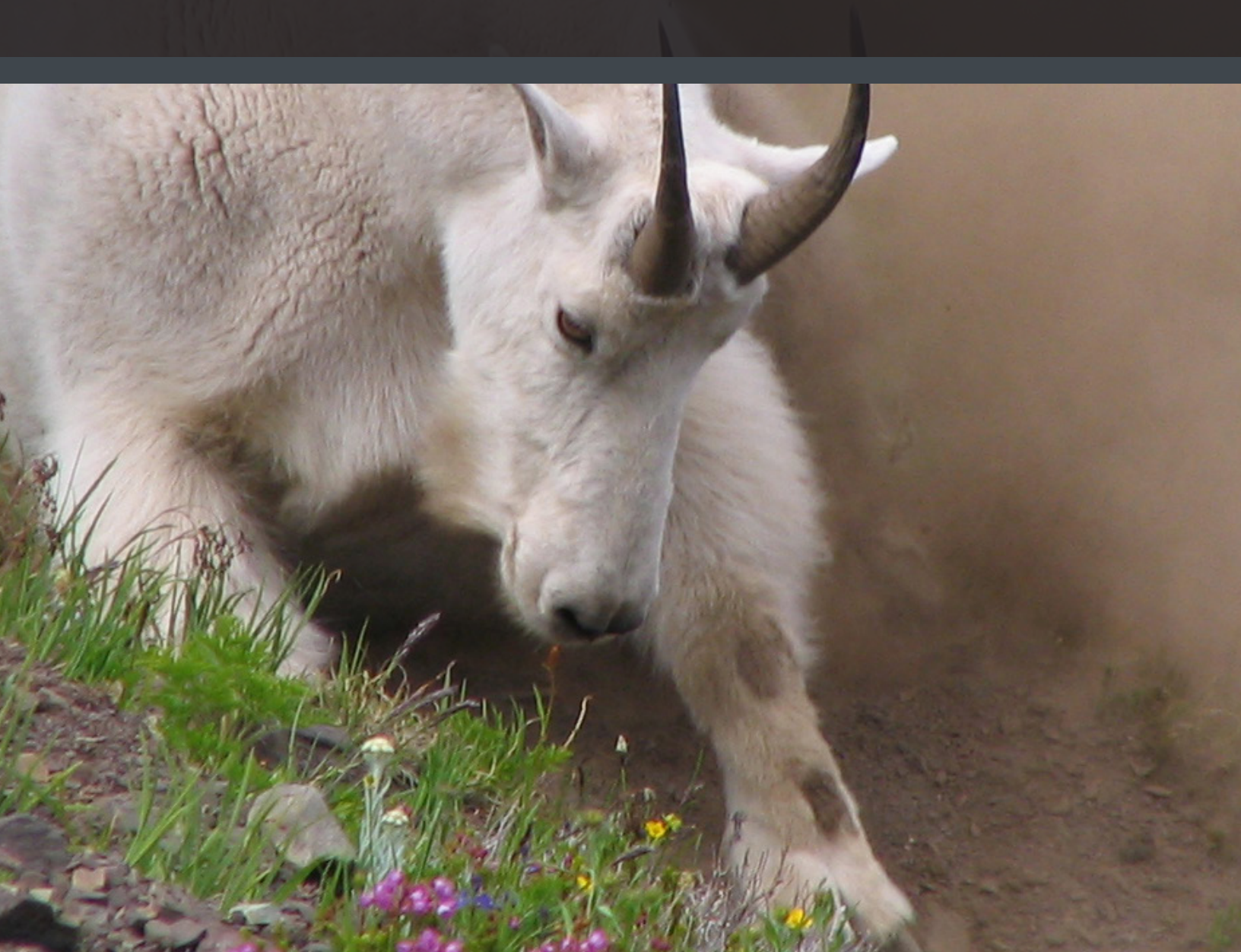
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References, Glossary, and Index



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GLOSSARY

adverse: a change that moves the resource away from a desired condition or detracts from its appearance or condition.

aversive conditioning: application of negative reinforcement aimed at behavior modification of a specific animal(s) using hazing techniques on a consistent basis. Examples may include shouting, throwing of rocks, and the use of, noise making devices (e.g., cracker shells).

aesthetic/esthetic value: value of a property based on its appearance.

analysis area: Olympic National Park, Olympic National Forest, Mt. Baker-Snoqualmie National Forest, and Okanogan-Wenatchee National Forest.

backcountry: a part or parts of a park or forest beyond main developed use areas and generally not accessible to vehicular travel. Backcountry is characteristically of primitive or wilderness nature, of considerable dimensions, and accessible, if at all, only by horse or foot trails or in some cases by unimproved roads.

beneficial: a change in the condition or appearance of the resource that moves the resource toward a desired condition.

biodiversity: diversity among and within plant and animal species in an environment.

capture: the actions associated with taking mountain goats captive prior to translocation.

conditioned: describes mountain goat behavior defined by any one or more of the following: has sought and obtained non-natural foods, destroyed property, displayed aggressive (non-defensive) behavior toward humans, or become overly familiar with humans.

conservation: those measures of park management directed toward perpetuating park resources unimpaired for the enjoyment of present and future generations.

critical habitat: specific geographic areas designated under the *Endangered Species Act* by the US Fish and Wildlife Service (US FWS) for federally listed threatened or endangered species, whether occupied by listed species or not, that are determined to be essential for the conservation and management of listed species, and that have been formally described in the Federal Register.

cumulative impact: the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (federal or nonfederal) or person undertakes such other actions.

delisted: the removal of a species from the federal lists of endangered and threatened wildlife and plants.

developed area: roads, parking areas, picnic areas, frontcountry campgrounds, concessions and administrative facilities, residences and/or adjacent lands.

dispatch: to quickly and humanely euthanize an animal.

ecosystem: a system, or a group of interconnected elements, formed by the interaction of a community of organisms with their environment.

endemic species: a species of organism that exists only in one geographic area.

ethnographic resources: landscapes, objects, plants and animals, or sites and structures that are important to a people's sense of purpose or way of life.

exotic: those species that occupy or could occur directly or indirectly as the result of deliberate or accidental human activities. Exotic species are also commonly referred to as nonnative, alien, or invasive species. Because an exotic species did not evolve in concert with the species native to the place, the exotic species is not a natural component of the natural ecosystem at that place.

frontcountry: areas near well-developed trails, sites with picnic tables, areas proximate to ranger stations and/or visitor centers, and designated campgrounds (i.e., those with fireplaces, water pumps, and/or bathrooms).

guided recreation: activities or sports where individuals participate under the direction of an experienced guide.

habitat destruction: the process by which natural habitat is damaged or destroyed to such an extent that it no longer is capable of supporting the species and ecological communities that naturally occur there.

habituated: mountain goat behavior that includes one or more of the following circumstances: has become accustomed to frequenting developed areas, backcountry campgrounds, trails or roadsides, but has retained its natural foraging behavior. Habituated mountain goats have not necessarily become overly familiar with humans, but are comfortable in the presence of humans.

herbivory: the consumption by an animal of plants or plant-like organisms.

intensity: the severity or magnitude of an impact. The Council on Environmental Quality (CEQ) identifies ten factors to be considered in evaluating the intensity of an impact.

interpretive activity/program: an activity that presents the inspirational, educational, and recreational values of the parks in such ways that visitors may derive the utmost in understanding, appreciation, and enjoyment from their experience.

interspecific competition: a form of competition between members of different species inhabiting the same ecological area.

invasive species: those species that are not only nonnative, but also negatively impact the environment.

lethal removal: the use of lethal population control methods, including culling, poisoning, public hunting, or other means to reduce and/or eliminate a population of wildlife.

management action: any action taken by management that directly affects mountain goats and/or the public. This includes, but is not limited to: preparation of staging areas, mountain goat capture, mountain goat translocation, mountain goat release, trail closures, or campground closures.

management indicator species: plant and animal species, communities, or special habitats selected for emphasis in planning, and which are monitored during forest plan implementation in order to assess the effects of management activities on their populations and the populations of other species with similar habitat needs which they may represent.

natural wilderness: an area that shows minimal effects of modern civilization upon the ecological systems and their biological and physical components. A natural wilderness comprises landforms, soils, waterways, habitats, species, and terrestrial food webs that are largely intact in their natural state and not influenced by human activities and external threats.

nonnative species: those species that have been introduced into new areas that have not historically been part of their native range.

Olympic Peninsula: the geographic area in western Washington that contains the Olympic Mountains, where exotic mountain goats require management on federal lands within Olympic National Park and Olympic National Forest. It is bounded on the west by the Pacific Ocean, on the north by the Strait of Juan de Fuca, and the east by Hood Canal, which is the western lobe of Puget Sound.

North Cascades national forests: the combined geographic area encompassed by the Mt. Baker-Snoqualmie National Forest and the Okanogan-Wenatchee National Forest, the two national forest units where release sites for translocated mountain goats would be located.

noxious weed: a plant that when established is highly destructive, competitive, or difficult to control by cultural or chemical practices

ozone: a colorless, odorless reactive gas comprised of three oxygen atoms.

park visits: a term preferred (rather than “visitation”) to express the concept of the volume of public entry and use of the parks or of the number of people coming to the parks. Similar to forest visits.

permit: a special written permission by National Park Service (NPS) or US Department of Agriculture (USDA) Forest Service authorizing access to specific remote, wilderness areas and the backcountry.

predation: a relation between animals in which one organism captures and feeds on others.

public scoping: the early involvement of the interested and affected public in the environmental analysis process.

record of decision: a concise decision document that contains a statement of the decision, identification of all alternatives considered, identification of the environmentally preferable alternative, a statement as to whether all practical means to avoid or minimize environmental harm from the alternative selected have been adopted (and if not, why they were not), and a summary of monitoring and enforcement where applicable for any mitigation (40 CFR 1505.2).

region of influence: the physical area that bounds the environmental, sociological, economic, or cultural feature of interest for the purpose of analysis.

regional forester sensitive species: plant and animal species identified by a Regional Forester for which population viability is a concern, as evidenced by significant current or predicted downward trends in population numbers or density; or significant current or predicted downward trends in habitat capability that would reduce the existing distribution of a species.

release site: a remote, designated site on National Forest System (NFS) lands where mountain goats would be released.

restoration: returning a site or area in a park as nearly as possible to the natural condition in which it was before some artificial alteration took place. Also, renewing or bringing back the elements of an existing historic scene, building, or object as nearly as possible to their original form.

riparian: of, relating to, or situated or dwelling on the bank of a river or other body of water.

special-status species: in Washington, these include those species listed as state endangered, state threatened, state sensitive, or state candidate, as well as species listed by the USDA Forest Service that are given extra measures of protection.

species of concern: see special-status species.

staging area: a designated area for landing, takeoff and fueling of helicopters, receiving and handling of mountain goats prior to transport, assembly of management personnel, and storage of equipment during mountain goat management activities.

subalpine: growing on mountains below the limit of tree growth, and above the foothill, or montane, zone.

survey and manage species: these three criteria must be met: (1) species must occur within the Northwest Forest Plan area, or occur close to the Northwest Forest Plan area, and have potentially suitable habitat within the Northwest Forest Plan area; (2) must be closely associated with late-successional or old-growth forest; (3) the reserve system and other Standards and Guidelines of the Northwest Forest Plan do not appear to provide for a reasonable assurance of species persistence.

threatened and endangered species: any species that is listed as threatened or endangered on the USFWS endangered species list and protected by the *Endangered Species Act*.

translocation: to move mountain goats from the Olympic Peninsula to the North Cascades forests.

undeveloped wilderness: an area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation, with the imprint of man's work substantially unnoticeable.

ungulate: a hoofed mammal. Several species of ungulate occur in the analysis area, including mule deer, mountain goats, bighorn sheep, elk, and moose.

untrammelled wilderness: an area wherein ecological systems and their biological and physical components are autonomous, free from human intervention. Human actions that restrict, manipulate, or attempt to control the natural world within wilderness degrade the untrammelled quality.

watershed: a region or area drained by a river, stream, etc.

wilderness: a wild and undeveloped area where the processes of nature are left undisturbed by humans. The Wilderness Act of 1964 formerly recognizes wilderness as "where the earth and its community of life are untrammelled by man" and certain federal lands meeting that condition have been designated to the National Wilderness Preservation System.

wilderness character: a holistic concept based on the interaction of (1) biophysical environments primarily free from modern human manipulation and impact, (2) personal experience in natural environments relatively free from the encumbrances and signs of modern society, and (3) symbolic meanings of humility, restraint, and interdependence that inspire human connection with nature.

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