

**Social and Economic Aspects of Planning  
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PRESENTER: So are there any questions on the Dillon? Yes?

CLASS PARTICIPANT: [inaudible] like how many individuals or motorized --

PRESENTER: No.

CLASS PARTICIPANT: [inaudible]

PRESENTER: We deliberately did not do that, and it's kind of the same reason we deliberately don't count responses like whether we got a whole lot more people supporting motorized use, nonmotorized use. Yeah. It's almost like we don't want to know. So, no, I did not try to do that. And typically we don't try to do that, although I can see, when you start getting into quantitative stuff like Stuart is talking about, you're getting into that. And so that's why, you know, discussions can be okay as opposed to surveys. We're not trying to quantify the number of people in a given group. And you could make a case either way for that, I think.

CLASS PARTICIPANT: [inaudible] in certain parts of Oregon where we're looking at OHV designation to be area limited and closing it, but in other areas, both on BLM administrative and also on Forest Service they are doing complete closures. So we look at cumulative impacts we tend to go a little bit more regionally because we might be closing the opportunity.

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PRESENTER: Right. And I'm going to talk a little bit more about that with OHV because I think that is a big issue with the cumulative. One of the things we had, though, in that vein on the Upper Missouri River, we had an environmental group come in and go through every letter we received, and that was where we had the 70,000, and decide whether it was pro -- not sure what their issue was. It may have been the motorized boats. And counted everything and got really upset that we didn't include that information because, you know, it's like 10 to 1 who want to close this river to motorized use and you're not doing that. So that's really a management -- I hate to kind of worm out of that, but that's really a management decision.

I don't know -- I guess I don't know if all other states treat it that way in terms of putting number -- attaching numbers of people that are saying certain things in scoping --

CLASS PARTICIPANT: [inaudible] because we have -- [inaudible]

PRESENTER: Right.

CLASS PARTICIPANT: [inaudible]

PRESENTER: Yeah. I think that's probably fairly common.

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Okay. Critiquing the Dillon. It's really funny, because the things that you know are wrong a project are never the things that people complain about when they write letters, which is probably good.

I think one of the big issues is that focus too much on attitudes and what people perceive to be the effects as opposed to maybe what the real effects will be, and that goes back to being comfortable with whatever method you use to predict effects, and then you have to make a cut on perceived effects and real effects and be up front about that, and that's kind of hard to do at times, telling people they may think something but not true. So, anyway, that's something I think we need to be really attentive to, that you need to be able to parse out what's perceived and what could really happen.

The second one, we had, I think, tremendous problems in our RMP's with listing the actual resource changes as the effects rather than talking about the social changes or the economic change -- or changes -- this is kind of across the board in all the different resources -- saying what the actual effects are to recreation rather than just saying you're going to close off 10% of the roads. What does that mean to the people that are recreating? And then for us, what does that mean for crowding in the area or what does that mean for quality of life? So I think that, again, the bar is being raised for that, but we're sometimes not doing a very good job in actually getting to those social effects, and again, that's something if you're working with a contractor you really have to be cognizant of

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and take a real close look and these are hard things to do. It's not easy to do it. It's not like I can just sit down and just do that. It takes a lot of thinking.

I don't know why this last one is in here, honestly. What I've tried to do, I will say, in subsequent RMP's is to set up the chapter 3, the environmental -- or the affected environment so that it leads pretty much directly into the effects analysis, and one of the ways I describe some of these RMP's we're doing is kind of like a lot of little changes against a moving picture. So it's really hard to tease out some of this stuff, and so I think if you can set up -- if quality of life is going to be where most of your social effects end up, that you need to discuss quality of life in the affected environment and then follow that through.

Hence --

PRESENTER: Can I say something quick about that real and perceived effects?

PRESENTER: Certainly.

PRESENTER: We talk about this a lot, and I guess I just want to echo your sentiment about kind of being cautious about how you talk about that. There's a difference, obviously, between someone posturing at a public meeting and going out with that person on the ground and having them show you how they will be affected, showing them, I have this parcel here, this parcel here, this parcel here

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along the river, or talking to them in some other setting, saying, it takes me this long to get from here to here to here to check the conditions or to drop stuff off or whatever I need to do, and it's not -- it's not so much what's real versus what's perceived as what question you're asking and what answer you're getting. So if what you're measuring is attitudes toward a project as expressed by the number of people speaking for or against something at a public meeting, you know, those are kind of in the perceptions category. But even then you don't want to say that those impacts aren't real. Because if people -- this is where it gets tricky because people act based on their perceptions. So even if we have 10 case studies that suggest that if we take this action this will happen, you know, you can show those to people and they'll say that's not here, that's not me, you know, that's somewhere else. That's not Idaho, you know. So I wouldn't even make that distinction at all when talking to people. I would kind of keep it to myself and think about it and think about what -- where I got the information I'm using and how to ask the question in a way that will yield usable data rather than a position, and that useful information for a social impact assessment will be people's -- what people will think the change will produce in their own behavior and in their own attitudes towards something, rather than just whether they're for or against the project. And so we need to think about the different ways and the different types of social information we collect and try to focus as scientists not just on things for or against a project but on what the meaning of the change is to people and in a setting other than public meetings where they're more apt to express their true feelings rather than subject to all the social pressures of a public

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meeting.

PRESENTER: So along with that, the people that are concerned about the school system being affected are really concerned about the changes in their lifestyle, and that's kind of one of the ways that they think that might happen, and the problem with some of this for the social analyst is you feel a lot -- a lot of sympathy for people but a lot of the changes that are going on in their lifestyle are not something that we have any effect over. We may be -- even in very rural areas the types of changes we're making are not very big, but there's just a lot of changes going on, and this is more change, and so you kind of get into the cumulative effects there.

Let's see. Again, one of the things that I see the social can do because it's done so poorly under the other resources is bring all of the effects together for a particular group. So there's one place that a group can look and say, you know, this is getting at the larger effects across all of the resources that we're looking at. The second one is kind of a hint... if you're contracting out your document, you've got to have somebody that's going to be on site and is talking with the Resource Specialists because that's where the changes in terms of BLM activities are coming from and they're the ones that are projecting the effects of those changes on some of the things that are very important to people. So you can't have somebody doing this from afar and not being engaged with the Resource Specialists.

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Again, this is something that Stuart's pointed out. We may be talking about communities of interest. We may be talking about communities of place. We may be talking about some other entity that I am not even thinking about. So what I've set up is kind of a way you can look at this. It's not that the entities that you're looking at are always going to be the same. Although you can make that happen, if you want. No.

And we've got even more hints. Verifying your conclusions, looking at stuff in different ways, and that's how you get to become comfortable with information that is qualitative. If you're just getting that information from one source, you shouldn't be really comfortable with it, but if you can verify it in different ways, that's a good thing. One of the problems with this is we very rarely go back and monitor what we do, so we really don't have any idea of what we're predicting in different plans is what actually happened. There's even with giant projects we don't monitor very well. So there's kind of a -- there's a lot of blank spaces out there. Again, focus the analysis on the most important effects. If you're going to do some data collection, make sure you talk with the managers and make sure that you're collecting data that's going to be helpful to them in terms of decision making.

I said this before, too, teasing out the relatively minor effects we may be looking at against a moving background can be very difficult, and I think BLM is very visible in some communities and people kind of want to think that we have

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control over a lot more things than we do. It's easier for them. But it is pretty difficult, and some of the changes that we're making are fairly low level in terms of the types of effects they're going to have.

Again, timing is a challenge for both the social and economic analysis because we need to have the effects analysis from other resources -- we need to have ours done at the same time that they do and yet we need that information to prepare our document. So there's a real time problem. And I've never had anybody say they'll give me extra time. Sometimes you end up taking it. But that's not particularly a good thing.

Okay. Any questions on that? Are you stunned or does it make sense? Okay. Oh, I was going to mention something else, too. The initial matrix that I talked about where you have the different affected entity, Henry Eichman, who was an economist that was stolen from us by the Forest Service, is actually trying out some type of matrix like with that his Resource Specialists to see how it works on an RMP in Eastern Oregon, and I think the place he may have trouble is kind of translating from the activity changes that we're talking about to the social changes. But it's going to be interesting to see how that works out with him, and the next time we have the glass we'll be able to report on that. So people are kind of taking that and trying to use it in different ways.

Okay. I'm going to talk about some things that are going on, emerging issues,

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with sociological -- social impact analysis. Sense of place is something that we've talked about quite a bit during these last couple days, and again, defined as the attachments people have to the land. This is something that -- where people give meaning to the land. So it's very responsive to public values. Useful for alternative development for mitigation -- we had a project that we did, it was an oil and gas project on the Sioux Ranger District in northwest South Dakota. They were proposing -- there was oil and gas development proposed, and there were these five buttes in the area that people had a great deal of attachment to and there was kind of a small community around some of the buttes. So luckily some money came our way and we hired a professor from North Dakota State, and he came down and did focus groups with the different communities. He actually did random samples from a phone book, and people showed up at their little community hall and they got some pretty interesting information and then used this information to mitigate the effects of oil and gas -- you know, to hopefully mitigate some of the effects that would occur in that area. So sometimes there's little teeny projects that can be done that don't cost very much but that end up being pretty successful in what you're doing. This was one of those projects that went on for like 10 or 15 years. So I'm not sure exactly what ended up happening, but at least initially it seemed like the mitigation was well received, the mitigation potential was well received.

The Upper Crook Columbia River Basin produced some papers on sense of place, and sense they didn't include demographic information or time-sensitive

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information, I think that those are probably still pretty useful and they were kind of like state of the art of those types of -- you know of sense of place at the point at which this was done, and those are available online and we've got a reference to those. There's a lot of papers that were done kind of state of the art in different parts of social assessment or social analysis that were done for the Columbia river basin that I think would still be helpful if people wanted to look them up.

The Rocky Mountain Front is another great example of sense of place, and Stuart wrote a little paper on this that was interesting. This was taken out of the -- the decision was made not to lease any more by the Forest Service on their aspects -- or on their land in this area because of sense of place letters they received. So it was letters from the public that talked about sense of place, not a study that was done that said this is really important to people. So that happened in the late 1990s.

We had been working on some areas -- leasing in some areas that were adjacent to Forest Service areas I think ever since I came to work for BLM, essentially going on from the '80s, but starting in about 2002 we started looking at it again and we hired a contractor to do -- this was in an EA or EIS not associated with an RMP, and when we started looking at this we realized that we would have to do some type of nonmarket evaluation of this area, and I think as soon as BLM realized that they kind of backed away from it and stopped this project and said that we were going to fold into it an RMP that was going to happen sometime

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during this first decade of the -- of this century. But what happened since then is there was legislation that was introduced and actually signed by Bush said there would be no more leases in this area and that there were some incentives for the leases that were held to be sold or given to some communities or some groups like The Nature Conservancy that hold land in trust. So this is something that -- I guess I would say a lot of times when BLM gets to the point where they're really going to be challenged something else happens, and that's what happened here, and so now, assuming -- and some of the leases have already transferred to some land trust agencies, and it looks like that's going to happen with most of them. So this was something that was in my opinion pretty successfully resolved because there was extreme intense interest in this area in preserving it.

Any questions?

I think sense of place is where sociology can make a huge contribution to land use management. It's just a really interesting area. I just really like this slide, actually. This is one of the other new areas that's talking about light pollution and noise pollution, and those have both emerged on the Upper Missouri River, and I kind of think that the Upper Missouri River is like one of the darkest places on the map. I think it's kind of right in there. But we got some letters from some groups saying that we didn't have any -- in none of the alternatives do we deal with the potential light pollution, and so I went on the web and started looking at stuff, and this is going to be an issue that's going to come in the future. So something that

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we should be prepared about. And one of the other things we look at in the literature is there's the physical measurement of these things and there's the psychological measurement, and we're not really doing either with any of these things, but there's different ways that you can look at it.

Noise was another big issue on the Upper Missouri River, and again you can measure that physically and you can measure it psychologically. We're not doing any monitoring of what's going on in the river. The Park Service is probably the agency that's doing the most noise research and they're going to the some meetings and presenting some things and they've got some bibliographies if anybody's running into that as an issue and need to look at that.

Yes?

CLASS PARTICIPANT: Where did this comment go --

PRESENTER: What did we say about light?

CLASS PARTICIPANT: Right. What are we proposing that's going to increase, decrease or have any effect on light pollution?

PRESENTER: Well, no, what they were concerned about was that light pollution was going to start to affect that area and this area that's now totally dark and you

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can really see the stars is going to disappear in the future. So they weren't concerned that we were going to affect the light. They were concerned that changes in the external environment around the area were going to affect the experience. Does that --

CLASS PARTICIPANT: [inaudible]

PRESENTER: I would say probably not real well. We said at this point that was not a concern and that we'd be watching for that. I think that was maybe what I responded to. It's hard to have good answers for some of this stuff, to be real honest --

CLASS PARTICIPANT: [inaudible]

PRESENTER: Oh, it was very specific to the plan. Oh, yeah, that they were concerned -- we had not made plans if that changed in the future. That's what the comment said. And they were right.

This is something else I found on the internet, and it's not a good slide but there's projections of what's going to happen to light in the next 20 --

CLASS PARTICIPANT: [inaudible] these slides in the training. We did this for visual resource management training recently also. So it's an issue [inaudible] so

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socially maybe that's one way we could address it that we're trying to visually --

PRESENTER: That's true. I usually incorporate the visual resource stuff into the social when I'm accumulating everything. So I bring in recreation, bring in the visual, bring in wildlife, bring in whatever seems like it's pertinent. I just -- I think this is a cool slide. It's not very easily seen here.

Another thing that's I think getting more and more attention, and BLM is actually offering some classes on this, is the cumulative effects, and I think one of the big deals is things that might have minor social impacts in themselves can be major impacts when accumulated with other things. It kind of gets back to Stacy's threshold idea. But one of the places that we're seeing a whole lot of input on this from the public is with OHV groups and we're getting these over-hundred-page letters on each of our RMP's from one of the groups and it talks about and really documents all the changes that have happened in terms of the lands, the areas and roads that are available for OHV use and how they've been declining particularly in western Montana, and then they present information about the aging population and presumably they're going to want to start using -- engaging these activities rather than more physically active activities, and they talk about how far you can go in a day on an OHV versus how far you can walk. So they should have a lot more land. This is something I'm not sure we responded to really well because there have been major declines in the amount of land that's available to people and we're presented with information

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that indicates that the number -- at least the number of vehicles is increasing. But I guess my point here is that I think cumulative analysis is another thing that's going to be look at more closely in the future and there's some big issues and OHV is one of them. I don't know if you're running into that in other states, but it's happening all over the Western United States in terms of the different agencies. So another chance to present things by affected group, which is not really anyplace in the documents that I've worked with.

I'm not sure why this last thing ended up here, but I really feel if that you do a good job on your social analysis you're going to cover environmental justice because your job is to look at the different groups. Now, you may need to do some special things with environmental justice in terms of reaching those populations or in term of giving -- you know, giving information and receiving information from them, but if you do a good social analysis generally you're going to cover those things. I'm sure there's exceptions but I think that that's important to know.

We've talked about environmental justice all through this and, again, that's the environmental justice website -- or environmental justice -- an excerpt from the law.

One of the things that we're running into a lot with environmental justice is different groups that want to be included under that umbrella. Ranchers, we've

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had some responses in our drafts that say that ranchers feel like they need to be included -- or ranchers indicating that they're a low-income group, and the other thing I really kind of like is the OHVers and saying that they should be a protected group because they've been disproportionately affected because we're closing a lot of lands to them. So the stand that BLM has taken is that we're doing a real strict interpretation of environmental justice and that it is income and minority groups. So in responding to questions that's just what I tell them.

But something else that the OHVers came up with which I really liked was -- now I can't remember the name of it. They've come up with some psychological terms that they say apply to them because we never do what they ask us to do, and it's something I studied in psychology -- anyway, they've got the reference. Learned helplessness is what they're talking about. So I wrote this response saying, well, you know, if you've got this problem, everybody that writes to us has this problem, which of course they didn't put in the document, but there's some creative thinking that's going on with some of this stuff and it's kind of fun.

Okay. Getting back to environmental justice, I wanted to take this slide out, but Elvin really likes it, so we left it in. I think that the things that are covered by this that we haven't talked about is the access to information, and that's something that poorer populations or populations that are kind of separated from the main population might not have the access to the information that they need to be able to respond to us. So that's something we need to be cognizant of. And also

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public participation, that they may not have -- they may not speak English. They may not have the ability to respond the way that we expect the participants to respond, and one of the things that we do in Montana is tell people, this is just a general thing, if they want us to write down their comments or if they want to call us and we'll write down their comments that we can do that, because some people aren't comfortable making presentations in front of the groups. So I think even with our regular populations sometimes we need to make accommodations for people so that everybody feels like they can participate.

PRESENTER: And so, therefore, if you go through your normal public involvement process and don't hear anything from low-income or minority groups or American Indian tribes, that does not give you the basis to say that since we didn't hear anything there aren't any effects. In fact, the Executive Order also talks about, you know, how it's a requirement to discuss the methods you use to determine that there were effects or no effects. And so Joan has a slide in here later that talks about you may have to do additional outreach efforts, and that is expected. That's what environmental justice is all about, because the purpose is that recognizing that some groups of people have not been represented because they have not participated or been able to participate or have chosen not to participate, and so, you know, it says we specifically need to document how we have reached out to those populations if we have identified them in our social study area and what attempts we have made to document the fact that there will be impacts or won't be impacts and what the nature of those disproportionate

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effects will be.

PRESENTER: And an example of that would be the Mong (phonetic) population that was discussed in the King Range affected environment yesterday, and it said that they were fairly suspicious of the federal -- well, probably any government entity. So that's going to not encourage them to come to our public meetings if they're feeling that way. So we have to reach them in some other way.

Weatherman Draw is the only document I have been personally involved which concluded that there were environmental justice effects, and this was an area in Montana which was valued by tribes for -- certainly for hundreds of years because there was rock art and other things in the area. One of their biggest concerns was -- oh, and this was oil and gas development with leases that preexisting an ACEC that was put into effect, I think, in 1999.

A lot of concern that if people found the location of the area -- if there was a road going into the area and/or people just knew where the area was that a lot of things would be lost because of vandalism.

And the environmental justice section described the concerns of the tribes toward project and the concerns toward the mitigation measures. In a lot of ways on this there was really no way of mitigating what -- their concerns.

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The interesting thing with this is what happened is the oil and gas company, I guess, decided they didn't want to take the heat anymore, and they came to an agreement with the National Trust for Historic Preservation and ended up transferring their leases to the trust who is going to keep the leases until they've run out and then turn them over to BLM, probably because they don't trust us. But I was thinking that one of our upcoming RMP's is not going to be -- have real exciting issues, but one of the things in the Billings RMP is going to be deciding what's going to happen with leasing in that area. So that will be an interesting thing to see.

In terms of environmental justice, it's not limited just to effects on human health. I think probably everybody knows that. One of the things I find is that it's very easy to describe minority and low-income populations using census data. It's much more difficult to discuss the effects that might happen to these groups, and also if you're going to discuss like a low-income population there has to be a systematic way that they're related to BLM. It's not like just because they're low income you can say that there's something that's going to happen to them, but they have to use BLM land in a certain way or be relying on it for subsistence activities or some way in which there is a connection. Just because there is a poorer population does not mean that's an environmental justice population in terms of their relationship to BLM lands.

And, again, you've got to proactively engage people because they may not -- you

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know a lot of people of the dominant populations probably don't operate very well in that type of -- in a public meeting type of situation anyway, so we've got to make special considerations.

Just have a couple of little exercises here. If you would read through that section and tell me what you think about the EJ effects being assessed.

CLASS PARTICIPANT: On this side?

PRESENTER: On this side over here, the current law, environmental and social economic CVM, impacts are spread across all races, ages and income levels, and the environmental regulations are the first to protect all. Does that tell you what you need to know about environmental justice?

CLASS PARTICIPANT: Yeah, it stimulates that there is not --

PRESENTER: Excellent. What would you like to see -- what would -- yes?

CLASS PARTICIPANT: You would need to know what groups are out there and what they're doing, like you just said, how those could be affected by any activities associated with coal bed methane.

PRESENTER: Thank you. And that -- this is a big issue in Montana with coal

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bed methane. It's right next to a couple of the reservations. So this is -- does this meet the requirements that you were stating? Yes, Barb? What else would you like to see?

CLASS PARTICIPANT: First you need to establish there are any populations that qualify? What's their relationship to the proposed actions and the alternatives? And then are they going to be disproportionately affected? They may be affected, but they -- are they going to be disproportionately affected relative to other populations?

PRESENTER: So there's lot of assumptions that they're going with there. Yeah.

CLASS PARTICIPANT: Plus we have to detail what the effects are. I mean, what are the effects?

PRESENTER: That's a good point. Yeah.

CLASS PARTICIPANT: You know, because they're the traditional users.

PRESENTER: Yes, and what are --

CLASS PARTICIPANT: What are the effects? We can't mitigate them if we don't know what they are.

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PRESENTER: So how are these traditional things used in the society? Yeah, how these products --

Anything else?

PRESENTER: You would want to know things like is the BLM land that's being affected or the access to it, is that the main source of these materials? Is it 10% of the source, and there's really better places, but they're a little farther away? You know, you want to know about the relationship not just to this resource but to substitute or alternative resources for the traditional uses if they exist. Or is there something about this particular connection to the land that's a cultural connection that could not be replaced even if those actual resources were available in other locations? So that type of thing would figure in, too, I would think.

PRESENTER: Yes. We're done with this -- go ahead. Sorry.

CLASS PARTICIPANT: Working with some of the tribes they're really protective of certain information, like particularly traditions and how they like -- so some of that information they don't want shown in like an RMP.

PRESENTER: And lot of stuff will have specific documents that just aren't available to the public because of that. But if you're trying to protect a very specific place and they have a connection to that and they don't want to disclose

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it, that can really be an issue, yeah.

So anything else on the Dillon RMP, the methods that were used?