

H-1601-1 — LAND USE PLANNING HANDBOOK – (Public)

1. Imparting skills on analyzing local and regional economic and social conditions and trends;
2. assisting community members to identify desired economic and social conditions; and
3. collaborating with BLM staff to identify opportunities to advance local economic and social goals through planning and policy decisions within the authority of BLM, its cooperating agencies, or other partners.

Field Managers are welcome to select appropriate workshops from qualified vendors, or to work with State Office or Washington Office social science staff to design a workshop appropriate to their situations. The cost of such workshops should be included in the RMP planning budget and indicated in the pre-plan. For sources of further information on such workshops, see Section VI, Further Guidance.

IV. Environmental Justice Requirements

Environmental Justice involves the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. Fair treatment means that no group of people, including racial, ethnic, or socio-economic group should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of Federal, state, local, and Tribal programs and policies.

Executive Order 12898, issued in 1994, requires that “. . . each Federal agency shall make achieving Environmental Justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations.”

A. BLM's Environmental Justice Principles

1. The BLM will determine if its proposed actions will adversely and disproportionately impact minority populations, low-income communities, and Tribes (reference Executive Order No. 12898, Environmental Justice) and consider aggregate, cumulative, and synergistic effects, including results of actions taken by other parties. While Environmental Justice analysis is specifically concerned with disproportionate effects on the three populations, the social and economic analysis produced in accord with NEPA considers all potential social and economic effects, positive and negative, on any distinct group.
2. The BLM will promote and provide opportunities for full involvement of minority populations, low-income communities, and Tribes in BLM decisions that affect their lives, livelihoods, and health.

3. The BLM will incorporate Environmental Justice considerations in land use planning alternatives to adequately respond to Environmental Justice issues and problems facing minority populations, low-income communities, and Tribes living near public lands, working with, and/or using public land resources.
4. Where disproportionately high adverse impacts are anticipated, the BLM will work with local community groups/associations, governments, and Tribal leaders to determine if land disposition and/or acquisition policies affect real estate values and real income of minority and low income communities, and Tribes.
5. The BLM State and Field Offices will continue to make Environmental Justice a mandatory critical element for consideration in all land use planning and NEPA documents.

B. Incorporating Environmental Justice Efforts in the RMP/EIS Process

1. Consult with other Federal agencies, Tribal leaders, states and local governments, community groups/associations, churches, etc., to identify minority and low-income communities, and reservations, including migrant and/or seasonal workers. Work with the above groups to determine any potential disproportionately high and adverse impacts posed by the proposed action. With the cooperation of the partners, affected minority populations, low-income communities, and Tribes, adopt and implement creative measures to eliminate, minimize, and/or correct identified Environmental Justice impacts.
2. Through collaboration, identify potential planning areas where proposed action(s) could have disproportionately high and adverse impacts on the health of minority populations, low-income communities and Tribes or their surrounding environment, and document findings and recommended solutions.
3. Share appropriate information about potential high and adverse impacts with minority populations, and/or low-income communities, and/or Tribes through workshops, informal meetings, or other forums and solicit feedback and recommendations.
4. Publish NOIs and NOAs announcing scoping/issue identification meetings in the local media (newspaper, radio, or television) of identified minority and low-income communities and Tribes informing them of such meetings.
5. Develop mailing lists of identified minority populations, low-income communities, and Tribes. Become knowledgeable of the geographic areas of proposed actions and the people that live there (minority and low-income including those in transitory status).
6. When appropriate, schedule scoping/issue identification meetings in minority and low-income communities or on Tribal reservations; and
7. Consider the need to translate to other languages planning and NEPA documents mailed/circulated to identified minority populations, low-income communities, and

Tribes. Consider also the need to have an interpreter present at all scheduled meetings if there are potential language problems.

C. Documentation and Analysis

1. Pre-plans should identify known low-income, minority, and Tribal populations within the assessment area, and should indicate what measures will be taken to encourage their participation in the planning process.
2. Data and analyses needed to ensure Environmental Justice compliance should be incorporated in work plans for social and economic impact analyses.
3. Environmental Justice considerations should be documented by the RMP/EIS social and economic analyses in (a) the Analysis of the Management Situation, (b) the Affected Environment chapter, and (c) the Impact Analysis (Environmental Consequences) chapter. An explanation of how any Environmental Justice issues have been considered and, where possible, mitigated should be included in the description and rationale for the preferred alternative.

V. Data Management

A. Types of Data

The type of data to be collected and analyzed should be appropriate to the planning scale and the issues identified through the scoping process.

There are numerous sources of data available at the national, state, and local levels from government, university, and private sources. Utilize BLM sources as well as other governmental agencies that routinely collect and report economic and social data. Much of the government data is easily available online. Locally and regionally produced reports on social and economic conditions that are produced on a one-time basis (such as county or community planning documents and university extension studies) may also be useful.

Use existing data to the extent possible: planning documents and environmental impact statements do not routinely require primary data collection. Nonetheless, collecting primary data may be necessary, particularly for social impact assessment, using techniques such as surveys, focus groups, or key informant interviews. Any plan to include primary data collection should be justified in terms of gaps in available data or special circumstances.

B. Data Quality and Analytic Soundness

Social and economic analyses should be performed in a manner consistent with professionally recognized approaches, methods, and techniques. In addition, the Information Quality Act (Public Law 106-554, §515) requires Federal agencies to ensure that influential information, such as that used in the preparation of resource management plans, be characterized by reproducibility and transparency.

BLM recognizes that influential information should be subject to a high degree of transparency about data and methods to facilitate the reproducibility of such information by qualified third parties, to an acceptable degree of precision. It is important that analytic results have a high degree of transparency regarding (1) the source of the data used, (2) the various assumptions employed, (3) the analytic methods applied, and (4) the statistical procedures employed. It is also important that the degree of rigor with which each of these factors is presented and discussed be scaled as appropriate, and that all factors be presented and discussed. (See BLM's "Information Quality Guidelines," available at: http://www.blm.gov/nhp/efoia/data_quality/.)

Data sources and methods of analysis must be clearly and briefly described in the text of the RMP/EIS and described in more detail in a technical supplement or RMP appendix.

C. Paperwork Reduction Act Requirements for New Data Collection

RMP/EIS teams must ensure that any new (primary) data collection complies with the requirements of the Paperwork Reduction Act of 1995 (Public Law 104-13).

If answers to identical questions are to be collected from 10 or more members of the public—for example, through a survey questionnaire—the Paperwork Reduction Act requires Office of Management and Budget (OMB) approval for the study. Note that for purposes of the Act, "public" also applies to state, local, and Tribal government employees, though not to employees of the Federal government. OMB review is normally a lengthy process, which must be initiated through the BLM Washington Office. Unless the proposed data collection can be processed by expedited review under the terms of an existing generic OMB authorization (such as that for Customer Satisfaction Surveys), approval is likely to be time consuming.

VI. Data Sources

A. Use of the Economic Profile System

Developed by the Sonoran Institute under an agreement with the BLM, the Economic Profile System (EPS) and its companion, EPSC (for Community), produce standardized economic and demographic profiles for a selected region, county, or community in any of the 50 states. EPS and EPSC simplify the socio-economic research required for land use planning by gathering and presenting, in a variety of useful formats, data from multiple Federal databases. These information tools were created to improve planning and more efficiently accomplish the time-consuming task of gathering important social and economic data. EPSC uses the Decennial Census to provide in-depth community-level profiles. EPS draws upon a variety of governmental databases to produce thorough and multi-faceted profiles of economic and demographic changes over the past 30 years.

Field offices are encouraged to use EPS and EPSC as tools for characterizing economic and social baseline conditions. EPS and EPSC profiles can be provided in an appendix to the AMS or RMP/EIS, while selected figures and tables can easily be incorporated in the main RMP/EIS text. Where a plan or NEPA analysis will be prepared by contractors, planning leads are encouraged to have contractors utilize EPS in plan preparation, and to seek commensurate cost

savings in contracted work. Note that EPS and EPSC are not impact models: they cannot be used to quantify the economic impacts of a proposed activity or planning alternative.

For further information on EPS and EPSC, see Section VI, Further Guidance.

B. References

The following references are provided as potential sources for social and economic information. Data and information from these and other sources must be used within the context of the laws governing BLM's management of the public lands.

The Federal Interagency Council on Statistical Policy. Fedstats Website:

<http://www.fedstats.gov/>. This website provides access to a wide variety of data produced by over 70 Federal agencies for public use. It provides access to statistics for demographics, economics, natural resources, the environment, energy, health, education, and many other areas. Much of this data is available at the county, state, and/or regional level.

U.S. Department of Agriculture, Forest Service. The USDA Forest Service's course 1900-03, *Social Impact Analysis: Principles and Procedures*, includes a helpful student manual. This source is available through Ecosystem Management Coordination (EMC), USDA Forest Service, but is not available online. [Yates Bldg. 3CEN, 201 14th Street, SW, Washington DC 20250; 202-205-0895]

The Human Dimensions website contains much useful information about human dimensions analysis and includes sites from which economic and demographic data can be downloaded.

Source: <http://www.fs.fed.us/emc/nris/hd/> or <http://fsweb.nris.fs.fed.us/hd/software/hdmodule/index.shtml>

U.S. Department of Commerce, Bureau of the Census. Census data includes the economic characteristics of cities, towns, counties, and states, as well as a wide variety of social and demographic information such as population, age, and migration rates. The Census Bureau also presents information on county governments including financial characteristics [Website: <http://www.census.gov/>].

U.S. Department of Commerce, Bureau of Economic Analysis. Includes data for states, counties, and economic regions for such factors as personal income and employment by industry, gross state product, and more [Website: <http://www.bea.doc.gov/>].

U.S. Department of Labor, Bureau of Labor Statistics. This Federal agency collects and reports data on the labor market, including labor trends, detailed information on employment by industry, and unemployment rates. It also reports price indices such as the consumer price index and the producer price index [Website: <http://www.stats.bls.gov/>].

U.S. Department of the Interior, BLM. The BLM collects data on a wide variety of commercial uses of public lands. This data is useful for putting public land uses in the context of overall use in a planning area. Examples of the data collected include grazing use, mining, timber product sales, coal, oil and gas leases, recreation, rights of way, and payments-in-lieu-of-

taxes (PILT). To obtain this data, contact resource specialists for those uses or refer to BLM's annual Public Land Statistics publication [Website: <http://www.blm.gov/publications/>].

The Interorganizational Committee on Principles and Guidelines for Social Impact Assessment: Principles and guidelines for social impact assessment in the USA. Impact Assessment and Project Appraisal 21(3), September 2003. This document provides a clear model, as well as principles and steps for social impact assessment. [http://www.iaia.org/Members/Publications/Guidelines_Principles/US%20principles%20final%20IAPA%20version.pdf]

Local sources of data. There are many local government agencies and organizations that collect data that can be useful in land use planning. Such sources of data include state and local employment departments, city and county governments (e.g., building departments, departments of motor vehicles, or county tax assessors), local and state Chambers of Commerce, local and state economic development commissions, etc.

Resource-specific sources of data. There are many state and Federal agencies that collect and report data on specific industries, such as agriculture (farming and ranching), mining, forestry, and recreation. For agricultural data, the *USDA Economic Research Service* (Website: <http://www.ers.usda.gov/> <http://www.econ.ag.gov>) and the *National Agricultural Statistics Service* (Website: <http://www.usda.gov/nass/>) are two good sources of information. The *Economic Research Service* also conducts studies on rural conditions and trends.

The following text citations are provided as examples of possible sources for field offices:

Branch, K., et al. 1984. *Guide to Social Assessment: A Framework for Assessing Social Change*. Westview Press, Boulder, CO.

Rabel J. Burge, R.J., et al. 2004. *The Concepts, Process and Methods of Social Impact Assessment*. Social Ecology Press, Middleton, 2004.

Goldman, L.R., ed. 2000. *Social Impact Analysis: An Applied Anthropology Manual*. Berg Publishing, New York, NY.

Rosenberger, R.S., Loomis, J.B. 2000. Benefit Transfer of Outdoor Recreation Use Values: A Technical Document Supporting the Forest Service Strategic Plan. USDA-Forest Service, Rocky Mountain Research Station General Technical Report RMRS-GTR-72, Fort Collins, CO.

C. Environmental Justice References

Table D-4.—Web-based Environmental Justice sources

The CEQ has prepared detailed guidance on complying with Environmental Justice objectives in the NEPA process:	“Environmental Justice: Guidance Under the National Environmental Policy Act, 1997,” available at: http://ceq.eh.doe.gov/nepa/regs/ej/justice.pdf
The Interagency Working Group on Environmental Justice, organized by EPA, has useful guidance and other resources:	http://www.epa.gov/compliance/environmentaljustice/interagency/index.html .
For assistance in identifying Tribal, minority, and low-income populations within a planning area:	“Environmental Justice Geographic Assessment Tool,” available at: http://www.epa.gov/enviro/ej/
The Department of the Interior’s Office of Environmental Policy and Compliance has information on Environmental Justice policy and projects:	http://www.doi.gov/oepec/justice.html

VII. Further Guidance

For further information on the topics in Appendix D, contact your state office social science staff, or social science staff at the Planning, Assessment, and Community Support Group, Washington Office (WO-210). Effective use of other agencies’ plans and reports, including, but not limited to local government, state agencies, and community development organizations is strongly encouraged.

A website to provide social science guidance, tools, and information resources is under development.