

# CHAPTER FIVE

## STATUTORY SECTIONS

Chapter Five discusses the following topics that are required to be addressed by environmental impact statements and reports by federal and/or California statutes, regulations, or policy:

- Relationship Between Short-Term Uses of the Environment and the Maintenance and Enhancement of Long-term Productivity
- Irreversible and Irrecoverable Commitment of Resources
- Growth-Inducing Effects of the Proposed Action
- Energy Consumption and Conservation
- Environmental Justice Considerations
- List of Preparers

Following these sections, Chapter five presents a list of acronyms, a glossary, and a list of references cited by this report.

### **5.1 RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY**

Implicit in the West Mojave Plan's goal of conserving sensitive species while streamlining FESA and CESA permitting procedures to attract development to desert communities is a trade-off between a permitted short-term use of the desert environment in exchange for the establishment of conservation strategies that would be effective in the longer term.

In the short term, the Proposed Action allows dispersed commercial and recreational uses to be made of desert lands, including off highway vehicle recreation, mining, livestock grazing, filming and other uses, including lands within the Habitat Conservation Area. New disturbance, of up to 1 percent of the surface area of the HCA (22,000 acres) could occur. Streamlined permitting procedures could encourage infill and growth on the periphery of desert communities, converting that land for the foreseeable future to uses incompatible with habitat conservation.

In the long term, despite these uses, the establishment of a habitat conservation area, including tortoise DWMAs and other conservation areas, would ensure that desert ecosystems would be maintained and enhanced. Although one percent of the land surface of the HCA could be disturbed, and about 1.3 percent is currently disturbed, nearly 98 percent of the 2.2 million acre HCA would be maintained in an undisturbed condition. Use of these lands would be conditioned by the requirements of over 70 wildlife and plant conservation strategies. An acquisition program to acquire and enhance the protection of private lands within the HCA would be established. Although this may reduce local government property tax revenues, those

losses could be more than offset by revenues gained as a result of increased development attracted to the desert by streamlined FESA and CESA compliance procedures.

Closure of redundant off highway vehicle routes, and those routes that might affect sensitive resources, in the long term would enhance habitat quality. Appropriate access to sites visited by the public would be maintained, however, thus minimizing losses of recreation and commercial access. This would be accomplished by the design of a network that provided appropriate access in a manner that avoided sensitive resource sites. Access would continue to be provided for a variety of activities, including equestrian staging areas, recreational touring, rockhounding, mineral exploration, and other legitimate uses.

Provision of plan flexibility through a monitoring and adaptive management program would also contribute to long-term resource productivity. The plan could be refined continuously in response to changing conditions and varied effectiveness of plan programs, to ensure that only the most effective components of the conservation strategy were retained, while less effective measures were dropped or replaced.

## **5.2 IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES**

Authorized take of habitat would result in the permanent loss of wildlife and plant habitat. Once new ground disturbance occurs, the natural habitat eliminated by this would no longer be available to sensitive wildlife and plant species, unless habitat restoration programs proved to be effective. This could include desert tortoise habitat, primarily outside DWMA's, but possibly including portions of special review areas and biological transition zones. The most likely habitat to be lost would be habitat that still exists within and in immediate proximity to urban areas. Direct take of individuals could also occur. Given the large scale of the conservation areas proposed by Alternatives A, C, and D, these disturbances are not likely to threaten the survival and recovery of sensitive species.

Designation of conservation areas and closure of routes within those areas would commit recreation opportunity resources to ecosystem conservation for the duration of the term of the West Mojave Plan.

All undertakings that involve ground disturbing activities would require site-specific cultural analysis that may include surveys, recording of historic and prehistoric sites, and determinations of eligibility of sites to the National Register of Historic Places. Potential impacts to Native American values would be analyzed. Mitigation measures would be identified and implemented if necessary. Avoidance of impacts to cultural resources is the preferred mitigation measure, but is not always possible or feasible. A decision to mitigate impacts to cultural resources by data recovery, instead of avoidance and consequent removal of cultural resources from the area constitutes a residual impact to the site. Sites would rarely, if ever, be completely excavated. Mitigation by data recovery results in a steady loss of archaeological sites, and reduces opportunities for interpretation in their natural context. Data recovery may negatively impact Native American values that cannot be mitigated.

Allotments no longer available for grazing use would be lost for the reasonably foreseeable future. Allotment closure would mean a loss of livestock production in the DWMA. Abandonment of range improvements may lead to their deterioration and loss.

### **5.3 GROWTH-INDUCING EFFECTS OF THE PROPOSED ACTION**

Population growth in the West Mojave is projected to range between 1.59% and 2.21% per year for the 30-year term of the West Mojave Plan. Adoption of streamlined procedures for complying with the California and federal endangered species acts increases the likelihood that growth rates will approximate the latter figure. This is based upon the assumption that applicants for discretionary development permits will have a higher incentive to pursue high desert projects due to the reduction and/or elimination of costs associated with obtaining those permits, and (more significantly) the elimination of delays currently inherent in the permit approval process. This growth would be focused in the vicinity of currently urbanized areas, including incorporated cities, rather than in more remote desert regions.

The Plan is not expected to have a significant growth-inducing effect on the development of BLM-administered public lands. BLM permitting procedures are already relatively streamlined, so the difference between the current situation and the situation that would be established by the plan would be relatively minor.

One exception could be an enhancement of opportunities for the growth of the eco-tourism industry on public lands. Establishment of a route network, publication of the opportunities it offers, and implementation of a desert user education program could increase use of certain areas of public lands near recreation areas of particular interest to visitors. This could have a spillover effect on nearby desert communities, which would be well positioned to provide services, information and supplies to desert users.

### **5.4 ENERGY CONSUMPTION AND CONSERVATION**

The West Mojave Plan would result in relatively little change to regional levels of energy conservation and consumption. To the degree that the Plan induced growth in the West Mojave population, it could contribute to an increase in energy expended by transportation and commercial activities. This would be counterbalanced by a pattern of development that focused on existing urban areas and cities, with relatively less “leap frog” development occurring than would be the case in the absence of the Plan.

### **5.5 ENVIRONMENTAL JUSTICE CONSIDERATIONS**

#### **5.5.1 Introduction**

Executive Order 129898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, requires each federal agency to “identify and address, as appropriate, disproportionately high and adverse human health or environmental effects on

minority populations and low-income populations.” The Council on Environmental Quality has developed guidance for assessing Environmental Justice with NEPA procedures (Environmental Justice Guidance under the National Environmental Policy Act, 1997). Following CEQ guidance, the BLM analyzed the effect of its actions on human health which include bodily impairment, illness, infirmity or death, and environmental effects which include ecological, cultural, human health, economic or social impact.

### **5.5.2 Composition of the Affected Community**

The planning area contains a relatively homogenous population base when compared to the State as a whole. The single largest racial-ethnic group includes non-Hispanic whites representing 58.0 percent of the entire population base compared to 46.7 percent for the State. Despite its relatively homogenous character, the West Mojave has experienced increased racial-ethnic diversification since 1990 when 73.9 percent of the population base consisted of non-Hispanic whites. Racial-ethnic groups contributing most to the areas increased diversification include Hispanics (from 16.4 percent in 1990 to 25.9 percent in 2000), Blacks (from 5.8 percent to 9.3 percent), and persons of some other or mixed race (from 0.2 percent to 3.1 percent).

West Mojave subareas with the greatest racial-ethnic diversification include Los Angeles and San Bernardino, the two most populated subareas. In all subareas the single largest racial-ethnic group includes Non-Hispanic Whites (73.7 percent – Inyo; 70.7 percent – Kern; 61.5 percent – San Bernardino; and 50.5 percent – Los Angeles). Hispanics make up the second largest single racial-ethnic group (29.5 percent – Los Angeles; 25.0 percent – San Bernardino; 21.5 percent – Inyo; and 16.6 percent – Kern).

### **5.5.3 Public Participation Strategies**

Within the West Mojave planning area, the population was invited to participate through the mass media, and mailings to organizations and to individuals. As explained more fully in Chapter 1, representatives of over 100 desert user groups, businesses, environmental groups and others, as well as nearly 1000 private individuals, participated in meetings during which the conservation strategies were developed. Through nearly 50 task group meetings, several dozen Supergroup meetings and frequent public meetings, every effort was made to ensure that all desert residents and those using the desert had a full opportunity to participate in plan preparation. The planning process received broad publicity, and public meetings were held repeatedly in all major desert urban areas.

### **5.5.4 Tribal Representation In The Process**

Eight tribal governments who might attach religious and cultural significance to historic properties within the planning area were contacted in June 2000 and from May to July 2001. These included the Lone Pine Paiute Shoshone, Timbisha Shoshone, San Manuel Band, Morongo Band, 29 Palms Band, Fort Mojave Tribe, Chemehuevi Tribe, and Colorado River Indian Tribes. Contact was made via letter and phone. When contacted by phone in July 2001, the Lone Pine Paiute Shoshone, Timbisha Shoshone, Fort Mojave Tribe, Chemehuevi Tribe, and Colorado River Indian Tribes requested additional information, and information packets were

sent to those tribes. In August 2001 a briefing was presented to the Native American Lands Conservancy at their request. As a consequence of contact, no tribe or band identified religious or cultural significance to historic properties within the planning area.

The proposed motorized vehicle access network would continue to provide Native American with access to locations on public land. The network was specifically designed to provide for a multitude of access needs, subject only to the compatibility of the network with the conservation of sensitive species. Consequently, modifications of the network tended to take the form of the elimination of redundant routes in sensitive habitat, rather than completely closing areas of the desert to public access.

### **5.5.5 Health and Services**

The ability of the community to provide health and services to protected groups would not be affected by the Plan's conservation strategy, nor would existing programs to ensure that adequate infrastructure was provided as new development occurs be degraded by adoption of the streamlined permit procedures. Requirements to upgrade management of regional landfills and transfer stations might, in fact, provide human health benefits as well.

The analysis of the environmental consequences of the proposed alternatives, including the proposed action, did not demonstrate or reveal any direct or indirect effects on human health. The alternatives have an inconsequential effect on air quality, water quality, or do not result in production of toxic or hazardous products. The proposed plan results in minor loss of recreational opportunities such as vehicle driving and exploration, but would continue to provide full access for camping, hunting and rock hounding. The desert experience, as expressed in wildlife presence and the ecological health of the landscape, would improve with time. There is no evidence to indicate that the minority and/or low-income populations would be disproportional consumers of these recreational opportunities.

### **5.5.6 Community Character**

The character of the communities of the Western Mojave Desert would not be affected by the conservation strategies to be implemented through the West Mojave Plan. Ranching and mining would continue. The nature of the communities as bedroom suburbs to Los Angeles, and providers of services to long distance travelers, and as home to workers at numerous federal and military facilities, would remain essentially unchanged by the plan and the streamlined permitting process. The travel, dining and recreational services and associated employment, which customarily involve low-income workers, is not affected by the proposed action and decisions in the alternatives.

Economic consequences of the streamlined FESA and CESA permitting program were found to be generally beneficial to the economy of the planning area. No disproportionate impacts on any protected group were identified as a result of the permit streamlining.

## 5.6 LIST OF PREPARERS

Table 5-1 lists the primary authors of the EIR/S, together with their area of responsibility. The list does not include the many persons who were consulted by the authors, or reviewed sections of the document while it was being prepared. Nor does it include the many members of the West Mojave Supergroup who contributed to the development of the proposed action and alternatives.

**Table 5-1  
Primary EIR/S Authors**

NAME	AFFILIATION	RESPONSIBILITY
<b>West Mojave Planning Team</b>		
William S. Haigh, Esq.	Bureau of Land Management	Project Manager
Dr. William Boarman	U.S. Geological Survey, Biological Resources Division	Biologist Desert Tortoise Background Research Species Accounts Editor
Emily Cohen	Bureau of Land Management	Ecologist Writer-Editor
Jean P. Francillette, Esq.	Applied Resource Solutions	Recreation and Motorized Access
Dr. Lawrence LaPré	Bureau of Land Management	Biologist All species other than DT, MGS
Edward LaRue	Bureau of Land Management	Biologist Desert Tortoise, Mohave Ground Squirrel
Lester V. Maddox	Applied Resource Solutions	Recreation and Motorized Access
Vicky Miles	Applied Resource Solutions	Recreation and Motorized Access
Alonzo Pedrin	Principal, Alfred Gobar Associates	Lead Economist Socio-Economic Analyses and Appendix
Valery Pilmer	Bureau of Land Management	Land Use Planning
Nanette Pratini	University of California, Riverside	Lead GIS Specialist
Hubert Switalski	AMEC Earth and Environmental	GIS Specialist
Leslie B. Weeks	President, Applied Resource Solutions	Lead Recreation Planner Motorized Vehicle Access
Ric Williams	AMEC Earth and Environmental	GIS Specialist
<b>San Bernardino County</b>		
Randy Scott	Land Use Services Department	Senior Land Use Planner CEQA Policy Discussions
Matthew Whinery	Land Use Services Department	Land Use Planner Transportation, landfills, CEQA scoping
<b>Bureau of Land Management</b>		
Rob Waiwood	California Desert District Office	Geologist: Mineral resources and maps
Ken Schulte	Barstow Field Office	Geologist: Mineral resources and maps
Randy Porter	Ridgecrest Field Office	Geologist: Mineral resources
Dr. Joan Oxendine	California Desert District Office	Archaeologist: Cultural Resources
Amy Lawrence	Barstow Field Office	Archaeologist: Cultural Resources
Judyth Reed	Ridgecrest Field Office	Archaeologist: Cultural Resources
R. Anthony Chavez	Barstow Field Office	Range Conservationist: Livestock Grazing
Kim Allison	Ridgecrest Field Office	Range Conservationist: Livestock Grazing
Harold Johnson	Barstow Field Office	Recreation Planner: Access Network
Mike Ahrens	Barstow Field Office	Recreation Planner: Access Network
Dave Wash	Ridgecrest Field Office	Recreation Planner: Access Network

In addition to these individuals, a large number of resource professionals made many important contributions to both the EIR/S and the West Mojave Plan. These contributions included (1) Supergroup participation in the development of the proposed action and alternatives; (2) Comments submitted by many dozens of agency and jurisdiction staff following informal review of preliminary versions of the analysis presented in this EIR/S; (3) biological and recreation field survey crews; and (4) Preparation of scientific background reports for the West Mojave team, including species accounts and analyses of field data.

Authors of species accounts (text and maps) and other papers prepared specifically for the West Mojave planning effort are listed in Table 5-2 below. Copies of the species accounts may be found on the CD Rom attached to this document.

**Table 5-2  
West Mojave Species Account Authors**

AUTHOR	AFFILIATION	DOCUMENT PREPARED
Kent Beaman, Species Account Coordinator	Natural History Museum of Los Angeles County	Mojave fringe-toed lizard, Panamint alligator lizard, San Diego horned lizard
Plant Species Accounts		
Andrew Sanders (Subteam Leader)	University of California Riverside	Alkali mariposa lily, Crucifixion thorn, Cushenbury buckwheat, Cushenbury oxytheca, Kern buckwheat, Little San Bernardino Mountains gilia, Mojave tarplant, Parish's alkali grass, Parish's daisy, Piute Mountain jewelflower, Red Rock poppy, Red Rock tarplant, Robison's monardella, Sagebrush loeflingia, Sand linanthus, Small-flowered androstephium, Triple-ribbed milkvetch
Dr. James M. Andre	University of California, Riverside	Barstow woolly sunflower
Mark Bagley	Independent Consultant	Desert cymopterus, Lane Mountain milkvetch
Darin Banks	Rancho Santa Anna Botanic Garden	DeDecker's clover, Muir's raillardella
Mark Elvin	Independent Consultant	Ertter's milkvetch, Hall's daisy, Sweet-smelling monardella
Julie Greene	Independent Consultant	Alkali mariposa lily, Parish's alkali grass, Piute Mountain jewelflower, Sagebrush loeflingia
Pam MacKay	Victor Valley College	Cushenbury milkvetch, Mojave monkeyflower, Short-joint beavertail cactus, White-margined beardtongue
Barbara Pitzer, Esq.	University of California, Riverside	Barstow woolly sunflower, Red Rock poppy, Spanish Needle onion
Scott White	Scott White Biological Consulting	Charlotte's phacelia, Inyo hulsea, Ninemile Canyon phacelia, Owens Peak lomatium, Parish's phacelia
Bird Species Accounts		
Steve Myers (Subteam Leader)	Tierra Madre Consultants	Brown-crested flycatcher, Summer tanager, Yellow-breasted chat, Yellow warbler
Kurt Campbell	Campbell BioConsulting	Burrowing owl, Loggerhead shrike, Long-eared owl, Tricolored blackbird
Dr. A. Sidney England	University of California, Davis	Bendire's thrasher, Swainson's hawk
Kimball Garrett	Natural History Museum of Los Angeles County	Double-crested cormorant, Gray vireo, Hepatic tanager, Northern harrier, Short-eared owl,

		Snowy plover, Vaux's swift, Virginia's warbler
Paul Grinrod	HawkWatch International	Cooper's hawk, Ferruginous hawk
Dr. Lawrence LaPré	Tierra Madre Consultants	Inyo California towhee
Steve Laymon	Kern River Research Center	Yellow-billed cuckoo
Chet McGaugh	Tierra Madre Consultants	American white pelican, Bank swallow, Long-billed curlew, Mountain plover
Kathy Molina	Natural History Museum of Los Angeles County	Double-crested cormorant, Gray vireo, Hepatic tanager, Northern harrier, Short-eared owl, Snowy plover, Vaux's swift, Virginia's warbler
Dr. Michael Patten	University of California, Riverside	Least Bell's vireo, Vermillion flycatcher, Yuma clapper rail
Brian Prescott	Independent Consultant	Le Conte's thrasher
Philip Unitt	San Diego Natural History Museum	Southwestern willow flycatcher
<b>Mammal Species Accounts</b>		
Dr. Pat Berry-Brown	Brown-Berry Biological Consulting	Bats
David Laabs	Biosearch Wildlife Surveys	Argus Mountains kangaroo rat, Mohave ground squirrel, Mojave River vole, Tehachapi pocket mouse
Brian James Walton	University of California, Santa Cruz	Cooper's hawk
John Wehausen	White Mountain Research Station	Nelson's bighorn sheep
<b>Reptile, Fish and Amphibian Species Accounts</b>		
Dr. William Boarman	U.S. Geological Survey, Biological Resources Division	Desert Tortoise
Dr. Bradford Hollingsworth	Loma Linda University	Mojave fringe-toed lizard, San Diego horned lizard
Dr. Jeffrey Lovich	U.S. Geological Survey, Biological Resources Division	Mohave tui chub, Western pond turtle
Clark Mahrtdt	San Diego Natural History Museum	Panamint alligator lizard
<b>Other Documents</b>		
Dr. Anthony J. Krzysik	University of Arizona, Prescott	Statistical Analysis of BLM Desert Tortoise Surveys

## 5.7 ACCRONYMS AND GLOSSARY

### ACRONYMS

10a Permit	Federal incidental take permit for a FESA-listed species
2081 Permit	State incidental take permit for a CESA-listed species
ACEC	Area of Critical Environmental Concern
AGD	Allowable Ground Disturbance
ARB	Air Resources Board (California)
AUM	Animal Unit Month
BA	Biological Assessment
BMP	Best Management Practices
BLM	Bureau of Land Management

BO	Federal Biological Opinion
BTA	Biological Transition Area
CAAQS	California Ambient Air Quality Standards
CALTRANS	California Department of Transportation
CDCA	California Desert Conservation Area
CDFG	California Department of Fish and Game
CDPR	California Department of Parks and Recreation
CEQA	California Environmental Quality Act
CESA	California Endangered Species Act
CHIEFS	CDFG Cumulative Human Impact Evaluation Forms
CHMS	Carbonate Habitat Management Strategy
CMS	Current Management Situation
CNPS	California Native Plant Society
DEIR/S	Draft Environmental Impact Report and Statement
DOD	Department of Defense
DTNA	Desert Tortoise Research Natural Area
DWMA	Desert Wildlife Management Areas
EA	Environmental Assessment
EAFB	Edwards Air Force Base
EIR	Environmental Impact Report
EIS	Environmental Impact Statement
El Paso CAPA	El Paso Collaborative Access Planning Area
EPA	Environmental Protection Agency
ER	California Department of Fish and Game Ecological Reserve
ERA	Inyo County Environmental Resource Areas
ESA	Endangered Species Act
FESA	Federal Endangered Species Act
FEIR/S	Final Environmental Impact Report and Statement
FHWA	Federal Highway Administration
FLPMA	Federal Land Policy and Management Act
FONSI	Finding of No Significant Impact
FWS	United States Fish and Wildlife Service
HCA	Habitat Conservation Area
HCP	Habitat Conservation Plan
JTNP	Joshua Tree National Park
IA	Implementing Agreement
INRMP	Integrated Natural Resource Management Plan
ITA	Incidental Take Area
KGRA	Known Geothermal Resource Area
LTA	Land Tenure Adjustment
MDAQMD	Mojave Desert Air Quality Management District
MGS	Mohave Ground Squirrel

MGS CA	Mohave Ground Squirrel Conservation Area
MOU	Memorandum of Understanding
MAZ	Motorized Access Zones
MUC	Multiple Use Class
NAAQS	National Ambient Air Quality Standards
NAWS	China Lake Naval Air Weapons Station
NDDB	California Natural Diversity Data Base
NEPA	National Environmental Policy Act
NGO	Non Governmental Organization
NPS	National Park Service
NWSRS	National Wild Scenic River System
OHV	Off-Highway Vehicle
PFC	Proper Functioning Condition
RACM	Reasonable Available Control Measures
RNA	Research Natural Area
ROD	Record of Decision
SEA	Los Angeles County Significant Ecological Area
SDEIS	Supplemental Draft Environmental Impact Statement
SIP	State Implementation Plan (Air Quality)
SMARA	Surface Mining and Reclamation Act
SMGB	State Mining and Geology Board
SRA	Special Review Area
URTD	Upper Respiratory Tract Disease
USFS	U.S. Forest Service
USFWS	U.S. Fish and Wildlife Service
USGS	U.S. Geological Survey
WMP	West Mojave Plan
WMPA	West Mojave Planning Area
WSA	Wilderness Study Area

## GLOSSARY

### 5.7.1 West Mojave Planning Terms *(Terms created for the West Mojave Plan)*

**Allowable Ground Disturbance (AGD):** This is a land development threshold (the current proposal for tortoise DWMA's is 1% of the total surface area of those DWMA's, that is, about 15,000 acres). So long as new ground disturbance does not exceed this threshold, project applicants may utilize the streamlined permitting procedures established by the West Mojave Plan may be utilized by project applicants. The threshold would apply throughout the 30-year term of the West Mojave Plan. Once the threshold is reached, the streamlined procedures will no longer be applicable, and all subsequent projects will have to obtain incidental take permits on

a case-by-case basis from the United States Fish and Wildlife Service (FWS) and the California Department of Fish and Game (CDFG). The AGD would be calculated and tracked separately for each jurisdiction.

**Biological Transition Areas (BTAs):** Planning units at the edge of DWMA's where special review provisions apply. The BTAs have been removed from the final Plan by incorporation into the DWMA or deletion of the designation. See Appendix X.

**Continuous Accounting:** The process to be used to determine the AGD currently available to each jurisdiction and agency. Acreage of new ground disturbance would be tracked independently for each jurisdiction. Baseline acreage would be set as of time of plan adoption. AGD accounts would be adjusted to reflect land disturbance caused by new projects, and transfers of land from the jurisdiction of one agency or government to another.

**Current Management Situation Document:** A 1998 publication of the West Mojave planning team that summarizes the existing laws, regulations, ordinances and land use plan provisions of each participating local government, state and federal agency that apply to each of approximately 100 special status plants and animals being addressed by the planning process.

**Evaluation Report:** Publications of the West Mojave planning team presenting conservation strategies for special status plants and animals that, if adopted, could support the issuance of programmatic incidental take permits by FWS and CDFG. The reports were prepared by planning team, CDFG and FWS biologists, in consultation with other recognized experts. A September 1999 Evaluation report addressed the Desert Tortoise, reptiles, small mammals, fish and birds. A September 2000 Evaluation Report addressed the Mohave Ground Squirrel. An Evaluation Report addressing plants was released in Fall 2001.

**Exclusion Zones:** Lands within the planning area where no desert tortoise pre-construction surveys would be required as a condition of project approval (either clearance surveys, or presence-absence surveys). These encompass all lands outside of Tortoise DWMA's where no significant tortoise populations are expected to occur.

**Habitat Conservation Area (HCA):** Management areas established by the West Mojave Plan would be referred to, collectively, as the West Mojave Habitat Conservation Area, or HCA. Subdivisions of the HCA would be established for the protection of a particular species. These component parts would bear the name of the species being protected, that is, the Species X Conservation Area (e.g. the Mohave Ground Squirrel Conservation Area). Component parts may also bear geographic names, such as the Pisgah Crater Conservation Area. The desert tortoise's component part of the HCA would be known as the Tortoise DWMA, a departure in terminology but one that would be consistent with the terminology that has been adopted by other regional planning efforts throughout the listed range of the tortoise.

**Habitat Credit Component:** A tool for increasing a jurisdiction's AGD, or for satisfying a portion of the land compensation required of a project applicant. Credits could be earned by restoring or reclaiming land in a manner that meets criteria set by the West Mojave Plan. The intent is to provide an incentive to restore degraded habitat.

**Habitat Rehabilitation Credits (HRCs):** Credits awarded to a person or entity that successfully rehabilitates degraded habitat of covered species. The West Mojave Implementation Team would identify degraded habitat suitable for rehabilitation. Rehabilitation sites would be located within the Habitat Conservation Area.

**Implementation Team:** A permanent team composed of CDFG, FWS and other designated staff who would oversee the day to day implementation of the West Mojave Plan, and who would provide regulatory expertise and plan interpretation to assist local governments, agencies and project applicants.

**Implementing Authority:** The designated governing body for the Habitat Conservation Plan.

**Land Disturbance:** Clearing, excavating, grading or other manipulation of the terrain.

**Land Disturbing Activity:** Any activity that results in the clearing, excavating or other manipulation of the terrain.

**Managed Use Area:** An intermediate management zone suggested as part of a three-tiered tortoise management concept by the September 1999 Evaluation Report, but later rejected by both Task Group 1 and the Supergroup.

**Management Prescription:** Discrete component of the West Mojave Plan's habitat conservation strategy. A prescription could include □take avoidance□ measures intended to minimize and mitigate the impacts of a new development, as well as a proactive management program to be undertaken by land management agency (for example, to control raven populations).

**Mohave Ground Squirrel Conservation Area (MGS Conservation Area):** A sub-component of the Habitat Conservation Area. It would function to protect habitat and conserve the MGS and other special-status species occurring in that area. The Evaluation Report suggests that this area be designated by the Bureau of Land Management (BLM) as an Area of Critical Environmental Concern (ACEC) and that the public lands within it be classified as BLM Multiple Use Class L (limited).

**Special Review Areas (SRAs):** SRAs include areas that, because of urbanization, geography or preponderance of private lands, are not suitable for long-term conservation, but still have biological values. Two SRAs are proposed for the desert tortoise, including the Brisbane Valley (located between Interstate 15 and National Trails Highway, just north of Victorville) and Copper Mountain Mesa (located north of Highway 62 between Yucca Valley and Twentynine Palms). One SRA is proposed for the Little San Bernardino Mountains gilia, just north of Joshua Tree National Park. Within these regions, as for BTAs, a heightened level of environmental review would be required for new projects, and take avoidance measures applied.

**Steering Committee:** A committee established by the West Mojave Supergroup to coordinate the work of the Task Groups and resolve deadlocks.

**Subregion (Vehicle Access):** Twenty-one geographic subdivisions of public lands within the West Mojave planning area. These subregions were established for purposes of organizing the development of a network of motorized vehicle access routes on public lands.

**Supergroup:** The Supergroup is composed of representatives of federal and state agencies, local jurisdictions, and representatives of other governmental and non-governmental organizations with a stake in the future of the western Mojave Desert, as well as interested members of the public. The purpose of the Supergroup is to participate in the preparation of the plan to ensure it is fair, balanced and that it successfully meets the goals and requirements set by applicable statutes, ordinances and regulations.

**Task Group:** A committee assigned by the Supergroup to discuss components of the West Mojave Plan's management strategy. In December 1999, the Supergroup established four Task Groups: Conservation Strategy (Task Group 1), Motorized Vehicle Access (Task Group 2), Regulatory Issues (Task Group 3), and Implementation (Task Group 4).

**Task Group Subcommittee:** Members of a task group assigned by the task group to discuss a discrete component of the West Mojave conservation strategy. For example, Task Group 1 subcommittees have included those dealing with recreation, headstarting, and fencing issues.

**Tortoise Desert Wildlife Management Areas (Tortoise DWMA's):** These conservation areas are designed to encompass essential tortoise habitats (particularly critical habitat) and be of sufficient size to ensure the recovery of the tortoise and conservation of other rare, unlisted species so as to prevent future listing.

**Motorized Vehicle Access Network:** A general term referring, collectively, to routes of travel (roads, ways, trails and washes) on BLM-administered public lands designated by that agency as either open for motor vehicle use, or open in a limited matter (e.g. subject to restrictions based upon vehicle numbers or type, time or season of use, permitted or licensed use, or subject to speed limits).

**West Mojave Web Page:** [www.ca.blm.gov/cdd/wemo.html](http://www.ca.blm.gov/cdd/wemo.html)

## 5.7.2 Agency Terminology

**Adaptive Management:** Adaptive management is an integrated method for addressing uncertainty in natural resource management. It also refers to a structured process for learning by doing. Therefore, we are defining adaptive management broadly as a method for examining alternative strategies for meeting measurable biological goals and objectives, and then, if necessary, adjusting future conservation management actions according to what is learned. ... An adaptive management strategy should (1) identify the uncertainty and the questions that need to be addressed to resolve the uncertainty; (2) develop alternative strategies and determine which

experimental strategies to implement; (3) integrate a monitoring program that is able to detect the necessary information for strategy evaluation; and (4) incorporate feedback loops that link implementation and monitoring to a decision-making process (which may be similar to a dispute-resolution process) that result in appropriate changes in management. (From the *Final Addendum to the [USFWS] Handbook for Habitat Conservation Planning and Incidental Take Permitting Process* (the five-point policy guidance).)

**Area of Critical Environmental Concern:** A BLM land use designation. Areas within the public lands where special management attention is required (when such areas are developed or used or where no development is required) to protect and prevent irreparable damage to important historic, cultural, or scenic values, fish and wildlife resources, or other natural systems or processes, or to protect life and safety from natural hazards. The identification of a potential ACEC shall not, of itself, change or prevent change of the management or use of public lands. ACECs can be located within any BLM multiple use class.

**Assurances (No Surprises):** If a conservation strategy is adopted for an unlisted plant or animal through a habitat conservation plan, and an “assurance” is granted by FWS and/or CDFG in an incidental take permit, then in the event of a changed circumstance (such as the listing of the species during the term of the permit), no additional conservation and mitigation measures beyond those provided in the plan will be required without the consent of the permittee. In the event of an unforeseen circumstance (one that could not reasonably have been anticipated by plan developers), no commitment of additional land, water, or financial compensation or additional restrictions on the use of land, water, or other natural resources beyond the level agreed upon in the permit can be required. Assurances cannot be provided to federal agencies.

**Authorized Take:** This is the identified level of incidental take that is authorized by an incidental take permit or a biological opinion. Authorized take is expressed in numbers of individual animals or acres of habitat.

**Biological Opinion:** The Federal Endangered Species Act (FESA) requires federal agencies to consult with the FWS to ensure that the actions they authorize, fund, or carry out will not jeopardize listed species (see below, Section 7 definition). Where the FWS determines the proposed action will jeopardize the species, it must issue a biological opinion offering  reasonable and prudent alternatives  identifying measures that, if adopted, could avoid jeopardy to the listed species.

**California Desert Conservation Area (CDCA):** A region encompassing BLM-administered public lands within the Mojave and Colorado deserts of southern California. Congress designated the California Desert as a Conservation Area in 1976. In making that designation (in the Federal Land Policy and Management Act), Congress made the following findings:

- (1) the California desert contains historical, scenic, archaeological, environmental, biological, cultural, scientific, educational, recreational, and economic resources that are uniquely located adjacent to an area of large population;
- (2) the California desert environment is a total ecosystem that is extremely fragile, easily scarred, and slowly healed;

(3) the California desert environment and its resources, including certain rare and endangered species of wildlife, plants and fishes, and numerous archaeological and historic sites, are seriously threatened by air pollution, inadequate Federal management authority, and pressures of increased use, particularly recreational use, which are certain to intensify because of the rapidly growing population of southern California.... [43 USC 1781(a).]

The purpose of the designation was “to provide for the immediate and future protection and administration of the public lands in the California desert within the framework of a program of multiple use and sustained yield, and the maintenance of environmental quality.” (43 USC 1781(b).)

**California Desert Conservation Area Plan (CDCA Plan):** In 1976, Congress found that:

(4) the use of all California desert resources can and should be provided for in a multiple use and sustained yield management plan to conserve these resources for future generations, and to provide present and future use and enjoyment, particularly outdoor recreation uses, including the use, where appropriate, of off-road recreational vehicles.... [43 USC 1781(a).]

Congress directed the Secretary of the Interior to “prepare and implement a comprehensive, long-range plan for management, use, development, and protection of the public lands within the California Desert Conservation Area.” (43 USC 1781(d).) The CDCA Plan was completed by the BLM and signed by the Secretary of the Interior in 1980. The CDCA Plan, as amended since its original adoption, serves as the BLM’s general land use plan for public lands in this region, including all public lands located within the western Mojave Desert.

**Category I, II and III Tortoise Habitat):** The CDCA Plan delineates public land tortoise habitat into three management categories (I, II, III). These categories superseded the 1980 desert tortoise crucial habitat designations. Category I, II and III can be applied to any BLM multiple use class. The goals of the categories follow:

Category I Goal: Maintain stable, viable populations and increase populations where possible.

Category II Goal: Maintain stable, viable populations.

Category III Goal: Limit declines to the extent possible using mitigation measures. [CDCA Plan as amended, page 31.]

**Clearance Survey (Desert Tortoise):** A desert tortoise removal survey, conducted on a property just prior to the beginning of construction. Transects spaced thirty feet across are walked across the property, and tortoises removed. The survey is repeated until one survey is completed during which no new live tortoises or burrows are discovered.

**Compensation:** A type of project mitigation, whereby a project applicant is required to mitigate an impact by replacing and/or providing substitute resources or environments. A commonly used method is to require the proponent of a project that will disturb or destroy a portion of a species’ habitat to purchase a set amount of undisturbed habitat that is currently in private ownership and donate the land to a public agency for management in perpetuity as a conservation area.

- **Example:** A developer's project will destroy 10 acres of tortoise habitat. The developer is required to purchase undisturbed tortoise habitat in private ownership at, for example, a 5:1 ratio (that is, 50 acres) and donate the land to a public agency for conservation management. The theory is that providing a long-term assurance of conservation management for the 50 acres will be enough to offset the permanent loss of the 10 acres.

**Conservation Bank:** In California, mitigation banking (focused on wetlands) has evolved into conservation banking (applicable to wildlife and plant habitat in general). Mitigation banking often includes the creation of habitat (i.e. wetlands) while conservation banking generally preserves existing habitat. "A conservation bank is privately or publicly owned land managed for its natural resource values. For example, in order to satisfy the legal requirement for mitigation of environmental impacts from a development, a landowner can buy credits from a conservation bank, or in the case of wetlands, a mitigation bank. Conservation banking legally links the owner of the bank and resource agencies, such as the Department of Fish and Game or the U.S. Fish and Wildlife Service." (From the California Environmental Resources Evaluation System (CERES) web page.)

**Conservation Easements:** A legal agreement to help preserve open space. Conservation easements are legally binding agreements negotiated between a landowner and the holding agent (land trust). The landowner gives up certain rights, usually development rights. In return, the landowner may be able to take an income tax deduction if the easement is permanent and donated. While there are limits to charitable deductions, they can be spread out over several years. Conservation easements can (but not always) also reduce the amount of the taxable estate, thus reducing property and inheritance taxes. (From the San Luis Obispo Land Trust web page.)

**Conservation Strategy:** The program to be developed by the West Mojave Plan to conserve sensitive animal and plant species. This program may address each species separately and; in addition, describe the collective effect of all species programs, taken together. The program will identify measurable biological goals for each species. Specific measures to be taken during implementation must be clearly defined, including measures to minimize and mitigate impacts, and proactive management programs. Success criteria would be clearly defined, and a monitoring and adaptive management program laid out.

**Covered Species:** Species included on an incidental take permit for which a habitat conservation plan has been prepared that satisfies the incidental take permit issuance criteria of FESA and/or the California Endangered Species Act (CESA) for that species. The term encompasses unlisted species that have been adequately addressed in a habitat conservation plan (HCP) as though they were listed, and are therefore included on the permit or, alternatively, for which assurances are provided to the permittee that such species will be added to the permit if listed under certain circumstances. Covered species are also subject to the assurances of the No Surprises policy.

**Critical Habitat:** FESA defines this as the specific areas within the geographical area occupied by a listed species on which are found those physical or biological features (I) essential to the conservation of the species and (II) which may require special management considerations

or protection; and, specific areas outside the geographical area occupied by a listed species upon a determination by FWS that such areas are essential for the conservation of the species.

**Crucial Habitat:** A land use designation of the BLM's CDCA plan, applicable to public lands only. Crucial habitat can be established within any BLM multiple use class. In 1980, the CDCA Plan identified, among 64 planned management areas for fish and wildlife, area W-21, the 512,000 acre Western Mojave Crucial Habitat (Tortoise). This designation was superseded in 1993 by the delineation of public lands as Category I, II or III tortoise habitat. The CDCA Plan also identified approximately 320,000 acres of Mohave ground squirrel crucial habitat within the western Mojave Desert.

**Delist:** To remove from the list of endangered and threatened species because the species no longer meets any of the listing criteria provided in FESA and/or CESA and under which the species was originally listed (i.e., because the species has become extinct or is recovered).

**Discretionary Permit:** A permit issued by a local jurisdiction that requires the exercise of judgment or deliberation by the decision making authority prior to issuance.

**Ecological Reserve:** A CDFG land use designation. It is the policy of the State of California, "to protect threatened or endangered native plants, wildlife or aquatic or large heterogeneous natural marine gene pools for the future use of mankind through the establishment of ecological reserves." (Cal. Fish and Game Code, 2701(c) at 1580.) The California Fish and Game Commission (Commission) may acquire or control and administer lands for the state. Where appropriate, the Commission may designate these lands as ecological preserves and adopt regulations for the occupation, utilization, operation, protection, enhancement and maintenance of these areas.

**Endangered Species:** A species that is in danger of extinction throughout all or a significant portion of its range.

**General Plan (City & County):** The counties, cities and towns that are preparing the West Mojave Plan have land use planning and zoning authority over private property within their jurisdictions. State law requires that each county and city adopt and maintain a general plan as a guide to future development. The general plan includes a conservation element that sets policy for management of natural resources including biological values.

**Habitat Conservation Plan:** A planning document that is a mandatory component of an incidental take permit application. The West Mojave Plan is a habitat conservation plan.

**Habitat Management Area (HMA):** The BLM's CDCA Plan delineated habitat management areas for wildlife habitats or species requiring intensive, active management programs. HMAs can be located within any BLM multiple use class. Habitat Management Plans are developed for these areas, although their preparation is of lower priority than ACEC plans. (CDCA Plan as amended, page 29.)

**Incidental Take:** Take that is incidental to, but not the purpose of, the carrying out of an otherwise lawful activity, or take that is inadvertent. Construction of transmission lines and installation of pipelines in occupied desert tortoise habitat are examples of “otherwise lawful activities”.

**Incidental Take Permit:** This term refers to two separate permits, one issued by FWS and the other by CDFG. The FWS incidental take permit exempts a permittee from the take prohibition of section 9 of FESA. Issued pursuant to section 10(a)(1)(B) of FESA, it is also known as a “Section 10” permit. The CDFG incidental take permit exempts a permittee from the take prohibition of section 2080 of CESA. Issued pursuant to section 2081 of CESA, it is also known as a “Section 2081” permit.

**Joint Powers Agreement (JPA):** A joint powers agreement (California Government Code section 6500 et seq.) allows two or more government agencies to combine forces by jointly exercising their powers with respect to a specific purpose or set of objectives. It does not create new powers, but instead provides a vehicle for the cooperative use of existing governmental powers. Agencies that may enter into this type of agreement include the federal and state governments, cities, counties, county school boards, public districts, and public agencies of other states. A joint powers authority can enter into contracts, employ people, acquire, construct and maintain buildings, improvements and public works, and issue revenue bonds. The member agencies can also agree to exchange services.

**Land Tenure Adjustment (LTA) Program:** Numerous land exchanges have been taking place within the Western Mojave Land Tenure Adjustment Area, pursuant to a joint BLM and Air Force project initiated in the late 1980s. These exchanges, facilitated by Air Force funding, are intended to preclude land uses not compatible with the training/testing mission of Edwards AFB, to encourage private land development in appropriate locations, and to provide for more efficient management of public lands. The acquisition of land through LTA project exchanges does not, in and of itself, create a commitment for long-term conservation of a species.

**Measurable Biological Goals and Objectives:** Biological goals are the broad guiding principles for the operating conservation program of the HCP. They are the rationale behind the minimization and mitigation strategies. If the operating conservation program is relatively complex, the biological goal is divided into manageable and measurable objectives. Biological objectives are the different components needed to achieve the biological goal such as preserving sufficient habitat, managing the habitat to meet certain criteria, or ensuring the persistence of a specific minimum number of individuals. The biological goals and objectives may be either habitat or species based. (From the *Final Addendum to the [USFWS] Handbook for Habitat Conservation Planning and Incidental Take Permitting Process* (the five-point policy guidance).)

**Minimize Take:** Measures that will be implemented on-site to minimize impacts to the desert tortoise and other special-status species (e.g., fencing, biological monitors, reduced speed limit, education programs, etc.).

**Ministerial Permit (City & County):** A permit issued by a local jurisdiction that requires the application of statutes, ordinances or regulations to the facts as prescribed, and involves little or no personal judgment by the decision making authority prior to issuance.

**Mitigate Take:** Measures that will be implemented off-site to compensate for impacts to a special-status species (e.g. compensatory land purchase).

**Mitigation Bank:** See Conservation Bank.

**Monitoring:** Monitoring is a mandatory element of all HCPs. Monitoring should provide the information necessary to assess compliance and project impacts, and verify progress toward the biological goals and objectives. Monitoring also provides the scientific data necessary to evaluate the success of the HCP's operating program. HCP monitoring is divided into two types. Compliance monitoring is verifying that the permittee is carrying out the terms of the HCP, permit and the Implementing Agreement. Effects and effectiveness monitoring evaluates the effects of the permitted action and determines whether the effectiveness of the operating conservation program of the HCP are consistent with the assumptions and predictions made when the HCP was developed and approved; in other words, is the HCP achieving the biological goals and objectives. (From the *Final Addendum to the [FWS] Handbook for Habitat Conservation Planning and Incidental Take Permitting Process* (the five-point policy guidance).)

**Multiple Use Class:** A BLM land use planning designation. On the basis of uses and resource sensitivity, the BLM's CDCA Plan geographically designated nearly all public lands within the CDCA into four multiple-use classes (MUC). The CDCA Plan established management guidelines for each multiple use class. The purposes of each class follow:

**Class C** (Controlled Use) -- Wilderness.

**Class L** (Limited Use) -- "... protects sensitive, natural, scenic, ecological, and cultural resource values ... managed to provide for generally lower-intensity, carefully controlled multiple use for resources, while ensuring that sensitive values are not significantly diminished."

**Class M** (Moderate Use) -- "... a controlled balance between higher intensity use and protection of public lands ... management is also designed to conserve desert resources and to mitigate damage to those resources which permitted uses may cause."

**Class I** (Intensive Use) -- "... provide for concentrated use of lands and resources to meet human needs. Reasonable protection will be provided for sensitive natural and cultural values. Mitigation of impacts on resources and rehabilitation of impacted areas will occur insofar as possible." (CDCA Plan as amended, page 13.)

**Open Area:** A land use designation of BLM's CDCA Plan. Within Open Areas, motorized vehicle travel is permitted anywhere in the area if the vehicle is operated responsibly in accordance with regulations and subject to permission of private land owners if applicable. This will apply to (1) those lands in [BLM Multiple Use] Class I specifically designated open for vehicle travel, and (2) certain sand dunes and dry lakebeds. (CDCA Plan as amended, page 76.)

**Presence and Absence Surveys (Desert Tortoise):** A survey conducted early during project planning, usually prior to (or as a part of) the CEQA initial study or NEPA environmental assessment. The survey is governed by procedures established by FWS in 1992, and is

conducted in areas below 5000 feet elevation that are within desert tortoise habitat. Specifically, transects spaced thirty feet apart are walked across a property (that is, 100 percent coverage). One pass is conducted. In addition, a “zone of influence” survey is conducted on undeveloped lands surrounding the property, on transects located the following number of feet from the property: 100, 300, 600, 1200 and 2400.

**Reclamation:** Taking such reasonable measures as will prevent unnecessary or undue degradation of the Federal lands, including reshaping land disturbed by operations to an appropriate contour and, where necessary, revegetating disturbed areas so as to provide a diverse vegetative cover. Reclamation may not be required where the retention of a stable highwall or other mine workings is needed to preserve evidence of mineralization.

**Recovery:** To return the population of a listed species to a level that will ensure its long-term survival and viability.

**Recovery Plan:** Plans developed by FWS that recommend a program to provide for the conservation and survival of listed species. These plans include site-specific management actions necessary to achieve the conservation and survival of the species; objective and measurable criteria for delisting; and time and cost estimates.

**Recovery Unit:** Distinct population segments of a listed species. The desert tortoise, for example, is listed as threatened by the Service within those portions of its range north and west of the Colorado River. This area is divided into six recovery units. The western Mojave Desert is one of those recovery units. Recovery is judged in the context of each of these units independently.

**Rehabilitation:** The site will be returned to a stable form, not necessarily to a condition that existed prior to surface disturbing operations. Land use alternatives may be considered in post operation development plans, developed through planning. A second use may include a use not consistent with uses existing prior to operation disturbances.

**Research Natural Area:** An area that is established and maintained for the primary purpose of research and education because the land has one or more of the following characteristics: (1) A typical representation of a common plant or animal association; (2) An unusual plant or animal association; (3) A threatened or endangered plant or animal species; (4) A typical representation of common geologic, soil, or water features; or (5) Outstanding or unusual geologic, soil or water features. (43 CFR 8223.0-5.)

**Restoration:** Return the disturbed area to a condition that existed prior to surface disturbing activities. Elements include revegetation or the ability to revegetate with species native to the area. May include placement of vegetation in the same locations that existed prior to conduct of operations.

**Section 7 (FESA):** The subdivision of FESA that describes the responsibilities of Federal agencies in conserving threatened and endangered species. It requires that any action authorized, funded, or carried out by the agency should not be likely to jeopardize the continued

existence of any threatened or endangered species or result in the destruction or adverse modification of the species's habitat. It includes a requirement that agencies consult with FWS if an action will likely affect a listed species that may be present in the area affected by the project. It requires FWS to issue a biological opinion stating how the action will affect the species or its critical habitat and, if jeopardy or adverse habitat modification is found, it suggests reasonable and prudent alternatives.

**Section 9 (FESA):** The subdivision of FESA that prohibits take of any endangered fish or wildlife species, and that prohibits the removal of listed plants from areas under Federal jurisdiction (or any other areas in knowing violation of a state law, such as CESA).

**Section 10 (FESA):** The subdivision of FESA that provides an exception to Section 9's take and removal prohibitions. Section 10 provides private land owners, with no federal agency involvement, to develop a given project where a federally threatened or endangered species may be incidentally "taken" as a result of the project. In this case, the private landowner or developer is required to obtain an incidental take permit from FWS after preparing a Habitat Conservation Plan. The permit may be issued only if the following permit issuance criteria are met:

- (i) The taking will be incidental;
- (ii) The applicant will, to the *maximum extent practicable*, minimize and mitigate the impacts of such taking;
- (iii) The applicant will ensure that *adequate funding* for the plan will be provided;
- (iv) The taking will *not appreciably reduce the likelihood of the survival and recovery of the species in the wild*; and,
- (v) The measures, if any, required under [1539(a)(2)(A), "such other measures that the Secretary may require as being necessary or appropriate"] will be met, and [the Secretary] has received such other assurances as he may require that the plan will be implemented.... [FESA at 10(a)(2)(B), emphasis added.]

**Section 2081:** The subdivision of CESA that authorizes CDFG to allow, by permit, the take of an endangered, threatened or candidate species. Such a permit may be issued only if the following permit issuance criteria are met:

- (1) The take is *incidental to an otherwise lawful activity*.
- (2) The impacts of the authorized take shall be *minimized and fully mitigated*. The measures required to meet this obligation shall be *roughly proportional* in extent to the impact of the authorized taking on the species. Where various measures are available to meet this obligation, the measures required shall *maintain the applicant's objectives to the greatest extent practicable*. All required measures shall be capable of successful implementation. For purposes of this section only, impacts of taking include all impacts on the species that result from any act that would cause the proposed taking.
- (3) The permit is consistent with any regulations adopted pursuant to Sections 2112 and 2114.
- (4) The applicant shall ensure *adequate funding* to implement the measures required by paragraph (2), and for monitoring compliance with, and effectiveness of, those measures. [CESA. At 2081(b), emphasis added.]

**Special Areas (SA):** A land use designation applied by BLM's CDCA Plan. Special Areas are a tool to highlight habitats and species known to be important for special consideration in the environmental assessment process for any kind of project. The multiple-use class

guidelines for the class in which the area is located will provide the basic management direction for each Special Area. Where appropriate, activity plans will establish site-specific management directives. The CDCA Plan specifically indicated that other mechanisms (such as management plans) would be used to commit SAs to long-term conservation (CDCA Plan, page 29).

**Significant Ecological Area (SEA):** Los Angeles County zoning overlay, establishing areas where developments are reviewed for compatibility with the goals and purposes of the SEA. Development proposals within designated or potential SEAs must comply with specific design criteria:

- The development is designed to be highly compatible with biotic resources present, including the setting aside of appropriate and sufficient undisturbed areas;
- The development is designed so that wildlife movement corridors (migratory paths) are left in a natural and undisturbed state;
- The development retains sufficient natural vegetative cover and/or open spaces to buffer critical resource areas from the proposed use;
- Where necessary, fences or walls are provided to buffer important habitat areas from development;
- Roads and utilities serving the proposed development are located and designed so as not to conflict with critical resources, habitat areas or migratory paths; and,
- Clustering of structures is utilized where appropriate to assure compatibility with the biotic resources present (From the Antelope Valley Plan.)

**Specific Plan:** A specific plan is a tool, authorized by state law, which provides for the systematic implementation of a city or county general plan. A specific plan establishes a link between implementing policies of the general plan and the individual development proposals in a defined area. A specific plan may be as general as setting forth broad policy concepts, or as detailed as providing direction to every facet of development from the type, location and intensity of uses to the design and capacity of infrastructure; from the resources used to finance public improvements to the design guidelines of a subdivision.

**Special Status Species:** These include species:

- Listed as threatened or endangered (state and federal)
- Proposed for listing;
- Candidates for listing by the state and/or federal government;
- California species of concern;
- Designated as sensitive by the BLM; and,
- Plants identified by the California Native Plant Society as rare, threatened, endangered, or of limited distribution in California.

**Standards and Guidelines:** A *Standard* is an expression of the level of physical and biological condition or degree of function required for healthy, sustainable rangelands. *Guidelines* for grazing management are the types of grazing management activities and practices determined to be appropriate to ensure that the standards can be met or significant progress can be made toward meeting standards.

**Take (FESA):** Harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or to attempt to engage in any such conduct. Harass is further defined in federal regulations as an intentional or negligent actor omission which creates the likelihood of injury to wildlife by annoying it to such an extent as to significantly disrupt normal behavioral patterns that include, but are not limited to, breeding, feeding, or sheltering. Harm is further defined as an act, that may include significant habitat modification or degradation, where it actually kills or injures wildlife by significantly impairing essential behavioral patterns including breeding, feeding, or sheltering.

**Take (CESA):** Hunt, pursue, catch, capture or kill, or attempt to hunt, pursue, catch, capture or kill. (Cal. Fish and Game Code Section 86.)

**Threatened Species:** A species is likely to become endangered within the foreseeable future. All species of plants and animals, except pest insects, are eligible for listing as endangered or threatened.

**Utility Corridor:** A BLM planning term. The CDCA Plan designated a regional network of sixteen *utility planning corridors* (later increased to nineteen by plan amendments). Corridors are from two to five miles wide, and are several to hundreds of miles in length. They apply to electrical transmission towers and cables of 161kV and above; pipelines with diameters greater than 12 inches, coaxial cables for interstate communications, and major aqueducts or canals for interbasin transfers of water. Their purpose is to guide detailed planning and siting of utility projects requiring a right of way from the BLM. Location of a project within a corridor does not, without more, confer a right of way or fulfill environmental review requirements; however, projects subject to the corridor requirement are allowed outside of corridors only through an amendment to the CDCA Plan. BLM issues a permit that allows the construction of a new utility in these corridors only after FESA Section 7 consultation with FWS. Local distribution facilities may be located outside of designated corridors. The CDCA Plan also identified several contingent corridors (routes having some potential for use in the future), which could be brought forward into the plan after successfully completing the Plan Amendment process. (CDCA Plan as amended, pages 93-94.)

**Wilderness Area:** A unit of the National Wilderness Preservation System. Wilderness areas are designated by Congressional action. It is a natural preserve with outstanding opportunities for solitude and unconfined primitive experience. Wilderness is a place to enjoy where ecological, geological and other features of scientific, scenic, educational and historical value are protected and their character retained. BLM manages wilderness in accordance with the provisions of the Wilderness Act of 1964 and approved wilderness management plans. These plans generally contain actions that:

- (1) Maintain an enduring system of high-quality wilderness;
- (2) Perpetuate the wilderness resource;
- (3) Provide, to the extent consistent with items 1 and 2, opportunities for public use, enjoyment, and understanding of wilderness, and the unique experiences dependent upon a wilderness setting;
- (4) Maintain plants and animals indigenous to the area;
- (5) Maintain stable watersheds within constraints of the Wilderness Act;

- (6) Consider protection needs for populations of threatened or endangered species and their habitats in management of wilderness;
- (7) Consider accessibility to all segments of the population (including the handicapped, elderly, and underprivileged) in the management of wilderness;
- (8) Consider valid nonconforming resource uses and activities in the management of wilderness so as to have the least possible adverse effect and/or wherever possible a positive effect; and
- (9) Provide access to inholdings of private lands and vehicle access required by many areas because of the lack of water and the harsh environment of the Desert. [CDCA Plan as amended, page 50.]

**Wilderness Study Area (WSA):** Wilderness Study Areas are public lands that Congress has directed remain unimpaired for Wilderness designation until such time as Congress decides whether or not they will become units of the National Wilderness Preservation System. BLM manages its WSAs pursuant to an interim management policy described in the CDCA Plan. Although Congress made a final designation decision with respect to most of the western Mojave Desert's WSAs in 1994, five WSAs remain, all on BLM lands: Avawatz Mountains, Cady Mountains, Great Falls Basin, Soda Mountains and South Avawatz Mountains.

**Wildlife Management Areas:** The California Fish and Game Commission establishes the CDFG's Wildlife Management Areas for the purpose of propagating, feeding and protecting birds, mammals and fish. These areas include the Camp Cady Wildlife Area; the Fremont Valley, Indian Joe Spring, Indian Wells Valley, King Clone and West Mojave Desert Ecological Reserves; and the Hinkley Conservation Easement. The Commission may acquire by purchase, or lease and occupy develop, maintain, use and administer land and water or land and water rights suitable for the purpose of wildlife management. The regional managers have the authority to regulate public use of these areas including motor vehicle access, camping, hunting, use of dogs, and pesticide use.

### 5.7.3 Conservation Biology Terms

**Center of Endemism:** Area where several endemic species occur together. These species presumably evolved in this location due to unique geologic, climatic, or biological features of the area, whether now or in the past.

**Conserve:** To allow natural habitat or species populations to remain in place.

**Endemic:** The entire range of a species is confined to a relatively small area, defined as 50,000 square kilometers or less. This is about the size of the range of the Mojave ground squirrel. Many endemics in the West Mojave occupy much smaller ranges, consisting of only a few thousand acres. These are often termed narrow endemics.

**Habitat:** The location where a particular taxon of plant or animal lives and its surroundings, both living and non-living; the term includes the presence of a group of particular environmental conditions surrounding an organism including air, water, soil, mineral elements, moisture, temperature, and topography.

**Headstarting:** Headstarting is a proactive effort to repopulate areas that in the 1970's supported good tortoise numbers, may still be good habitat, and therefore be good for newly

introduced animals The intended function of headstarting is to reintroduce tortoises (often referred to as repatriation) into landscapes that once supported tortoises and are now devoid of them, or nearly so, for one reason or another. Gravid females (those with eggs) are taken from nearby areas, placed into a compound known as a module, allowed to lay eggs, and then placed back in the location from which they were taken. Hatchlings or more mature tortoises are later released (timing is dependent upon method used).

**Hotspot:** Area containing ten or more of the target species.

**Linkage:** Region connecting two or more conservation areas. Linkages may act as dispersal corridors for wide-ranging species, provide habitat for pollinators, or serve to maintain genetic continuity between major populations of a species. Some linkages, particularly large drainages, serve to connect several different habitats over an elevational gradient.

**Maintain:** To take routine actions to insure that a species population, habitat or natural community does not diminish or decline due to anthropogenic causes.

**Protect:** To take positive action to insure that covered species are not harmed or that conserved habitats stay in a natural and undisturbed condition.

**Trophic Level:** An organism's position on the food pyramid. The lowest trophic levels are termed primary producers and consist of plants that convert soil minerals, water, and air to biomass. Primary producers are eaten by primary consumers, which in turn are eaten by secondary consumers. At the highest trophic level are the larger predators.

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