

# EXECUTIVE REPORT

*It is our obligation to ensure that our Soldiers today – and the Soldiers of the future – have the land, water, and air resources they need to train; a healthy environment in which to live; and the support of local communities and the American people.<sup>1</sup>*

## Purpose

This 5-year updated Integrated Natural Resources Management Plan (INRMP) guides implementation of the natural resources program on Dugway Proving Ground (DPG) from 2016 through 2020. The program conserves DPG land and natural resources and helps ensure compliance with environmental laws and regulations. The INRMP outlines measures to ensure the maintenance of quality testing and training lands to accomplish DPG's critical military mission on a sustained basis and to ensure that natural resources conservation measures and Army military mission activities are integrated and consistent with federal stewardship requirements.

## Environmental Compliance

### General

Preparation and implementation of this INRMP are required by the Sikes Act (16 USC 670 *et seq.*), Army Regulation (AR) 200-3 (*Natural Resources – Land, Forest, and Wildlife Management*, Department of the Army 1995a), DoD instruction Instruction 4715.3 (*Environmental Conservation Program*, 3 May 1996) and Army Memorandum (21 March 1997), *Army Goals and -Implementing Guidance for Natural Resources Planning Level Survey (PLS) and Integrated Natural Resources Management Plans (INRMP)* (Department of the Army 1997a).

This INRMP facilitates DPG compliance with other federal and state laws, most notably laws associated with environmental documentation, wetlands, endangered species, and wildlife management. Compliance requirements at least partially affecting implementation of the INRMP are listed in Section 1.4.4. This plan describes how DPG will implement provisions of AR 200-1 (*Environmental Protection and Enhancement*, Department of the Army 2007) and local regulations, principally DPG Regulation 200-11 (*Recreational Hunting and Trapping at Dugway Proving Ground*) and DPG Regulation 350-2 (*Ranges and Training Areas*).

### National Environmental Policy Act

The National Environmental Policy Act (NEPA) requires disclosure of environmental impacts created by proposed major federal actions. 32 CFR Part 651 (*Environmental Analysis of Army Actions, Federal Register Vol. 67, No. 61, March 29, 2002*) and the Council on Environmental Quality (Implementing Guidelines for NEPA, 40 CFR Parts 1500-1508) recommend an Environmental Assessment (EA) be completed for natural resources management plans. 32 CFR Part 651 outlines NEPA compliance requirements of proposed Army actions. Recognizing the efficiencies and benefits associated by combining the INRMP and its associated EA into one document, the 2006-2010 plan was developed to satisfy both requirements, diverting from Army Guidelines to accommodate NEPA documentation within the plan.

### Sikes Act

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<sup>1</sup> Robert J. Schoomaker, U.S. Army Chief of Staff, and R.L. Brownlee, Acting Secretary of the Army. Excerpt from *The Army Strategy for the Environment, "Sustain the Mission – Secure the Future"*

The Sikes Act<sup>2</sup> states, *The Secretary of Defense shall carry out a program to provide for the conservation and rehabilitation of natural resources on military installations. To facilitate the program, the Secretary of each military department shall prepare and implement an integrated natural resources management plan for each military installation...*

The Sikes Act (16 USC 670 *et seq.*) requires that, consistent with the use of military installations to ensure the preparedness of the Armed Forces, each INRMP shall, where appropriate and applicable, provide for:

- fish and wildlife management, land management, forest management, and fish and wildlife-oriented recreation;
- fish and wildlife habitat enhancement or modifications;
- wetland protection, enhancement, and restoration where necessary for support of fish or wildlife;
- integration of, and consistency among, the various activities conducted under the INRMP;
- establishment of specific natural resources management objectives and time frames for proposed action;
- sustained use by the public of natural resources to the extent such use is not inconsistent with the needs of fish and wildlife resources management;
- public access to the military installation that is necessary or appropriate for sustained use by the public of natural resources to the extent that the use is not inconsistent with the needs of fish and wildlife resources, subject to requirements necessary to ensure safety and military security;
- enforcement of natural resource laws and regulations;
- no net loss in the capability of military installation lands to support the military mission of the installation; and
- such other activities as the Secretary of the military department considers appropriate.

The Sikes Act also requires or provides for:

- regular review of this INRMP and its effects, not less often than every five years;
- provisions for spending hunting and fishing permit fees exclusively for the protection, conservation, and management of fish and wildlife, including habitat improvement and related activities in accordance with the INRMP;
- exemption from procurement of services under Office of Management and Budget Circular A-76 and any of its successor circulars; and
- priority for contracts involving implementation of this INRMP to state and federal agencies having responsibility for conservation of fish or wildlife.

This INRMP includes these items if they are applicable to natural resources management and land use at DPG.

### **Endangered Species Act**

This INRMP has the signatory approval of the U.S. Fish and Wildlife Service (USFWS). This signature approval includes agreement that the INRMP complies with the Endangered Species Act (ESA). Review of the INRMP is informal consultation with regard to the ESA.

Per provisions of the 2004 National Defense Authorization Act<sup>3</sup>, this INRMP “*provides a benefit to the species for which critical habitat is proposed for designation.*” The USFWS policy states that, where

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<sup>2</sup> The Sikes Act referenced in this INRMP is as amended, including Public Law 105-85, the Sikes Act Improvement Act of 1997 and as amended by Public Law 108-136, the National Defense Authorization Act of 2004.

<sup>3</sup> Section 318, Military Readiness and Conservation of Protected Species, National Defense Authorization Act of

applicable, federal critical habitat designation is not warranted if the INRMP includes certain criteria, which are summarized in Section 4.8.1.1, *Critical Habitat*.

## Scope

The INRMP will provide the basis and criteria for protecting and enhancing natural resources using landscape and ecosystem perspectives, consistent with the military mission. The INRMP applies to organizations internal and external to DPG that are involved with or interested in the management or use of DPG natural resources and lands. This application includes active duty units, reserve components, directorates, private groups, and individuals. This INRMP is an integral part of the DPG Master Plan and DPG Fire Management Plan.

## Relationship to the Military Mission

DPG is a Department of Defense Major Range and Test Facility Base (MRTFB). DPG is one of the few U.S. Army installations large and remote enough to permit comprehensive and realistic testing of biological and chemical defense systems, munitions, and smokes, obscurants, and illuminants with a commitment to environmental protection and personal and public safety (Dugway Proving Ground 2003a). To accomplish this mission, realistic and quality testing and training opportunities are necessary. The natural environment found at DPG provides a wide variety of realistic testing and training opportunities.

This INRMP supports the military mission by protecting and enhancing lands upon which the mission is critically dependent. The Natural Resources Office (NRO) supports quality habitat initiatives which, over time will conserve species and preserve ecological processes. As a result, the persistence of landscape features on DPG provide realistic testing and training parameters for DoD operational units. Sound conservation practices ensure natural processes and landscape features are functional. Realistic testing and training elements result and mission objectives are supported. The INRMP also describes recreational opportunities associated with natural resources that are available to the DPG, local, and regional communities, when escorted by DPG personnel.

The INRMP describes impacts of the military mission upon natural resources and means to mitigate these impacts. However, this INRMP does not evaluate DPG's military mission, nor does it replace any requirement for environmental documentation of the military mission at DPG. This document shall be used in DPG planning processes and as a guide to continue program implementation objectives.

## Partnerships

This document was prepared in partnership and cooperation with the U.S. Fish and Wildlife Service and the Utah Department of Natural Resources, representing the federal and state Sikes Act cooperating agencies, respectively. Other partners in this effort include universities, other federal and state agencies, and other nongovernmental organizations. This INRMP was developed and will be implemented according to principles within the Memorandum of Understanding developed by the DoD, USFWS, and International Association of Fish and Wildlife Agencies<sup>4</sup>.

## INRMP Implementation Summary

This INRMP is designed to provide direct input into the budget process. The INRMP (chapters 4, 5, and 7) describes specific projects with timelines and budgets. Each project with its goals, objectives and timelines are listed in Appendix 7.4. Section 7.5, *Implementation Funding Options* lists each project by funding source and provides estimated implementation costs during fiscal years 2016-2020.

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2004.

<sup>4</sup> *Memorandum of Understanding among the Department of Defense and the U.S. Fish and Wildlife Service and the International Association of Fish and Wildlife Agencies for a Cooperative Integrated Natural Resource Management Program on Military Installations*. January 2006.

## Costs and Benefits

- **Costs:** Funding will be primarily from environmental funds; revenues generated from the sale of hunting permits; and Army G3 appropriated training funds designated for implementation of the ITAM program.
- **Military Mission Benefits:** Implementation of this INRMP will improve the quality of the testing and training landscape. It will enhance the testing environment and mission realism through the perpetuation of more natural conditions and realistic training lands. It will improve health and safety and enhance the capability for long range planning at DPG.
- **Environmental Benefits:** The INRMP provides the basis for the conservation and protection of natural resources. It will help manage vegetation loss and soil erosion due to military activities, reduce the potential for environmental pollution, and promote biodiversity. Plan implementation will increase overall knowledge of the operation of DPG ecosystems through surveys and research. INRMP implementation will decrease long-term environmental costs and reduce personal and installation liabilities from environmental noncompliance.
- **Other Benefits:** Environmental awareness will be enhanced while testing and training at DPG. Community relations and DPG's environmental image, internal and external to Defense, will be enhanced. Quality of life for the DPG community and its neighbors will be improved.

## INRMP Organization

This INRMP is organized into these distinct categories:

- Chapter 1 describes general relationships between natural resources management and the overall DPG mission. It lists compliance requirements, describes the natural resources management philosophy as a whole, describes regional programs, and updates management objectives as required by the Sikes Act.
- Chapter 2 identifies responsible parties and their roles in implementation of this INRMP.
- Chapter 3 describes the affected environment (physical, biological, and human) at DPG, including a description of the military mission and land management units.
- Chapter 4 describes natural resources programs as part of the standard garrison organization within the responsibility of Public Works, Environmental Programs (IMDU-PWEP) at DPG, using specific project descriptions.
- Chapter 5 describes programs directly related to natural resources, using specific project descriptions, but under the responsibility of other DPG organizations.
- Chapter 6 identifies unresolved issues.
- Chapter 7 provides means used for implementing this INRMP, including organization, personnel, external assistance, data analysis, project summary, funding, and command support.
- Chapter 8 describes the overall environmental consequences of implementing this INRMP and provides a final conclusion.
- **References** documents all sources referenced in this INRMP.
- **Agencies and Persons Consulted** identifies local, state, and federal agencies and individuals consulted by the preparers of this INRMP for their expertise.
- **Plan Preparers** identifies individuals, with their qualifications, who prepared this document.
- The **Distribution List** identifies all agencies, organizations, and individuals to whom copies of this INRMP were sent.
- The **Acronyms** section lists all acronyms used and their meaning.
- **Appendices** contain information or data relevant to natural resources management on DPG.

For those who are primarily interested in natural resources projects planned for 2016-2020, they are described in chapters 4, 5, and 7; summarized for budget purposes in sections 7.5, *Implementation Funding*

*Options and 7.6, INRMP Implementation Costs*; and summarized by project with abbreviated goals and objectives in Appendix 7.4.

## **Monitoring INRMP Implementation**

The INRMP will be evaluated through monitoring programs, including the Environmental Compliance Assessment System (every five years). The DPG NRO received an ECAS audit in 2011 without significant findings, the Environmental Quality Report, and reviews by the IMCOM West Region and other interested parties. The list of INRMP goals and objectives in Appendix 7.4 can provide a basis for evaluating plan implementation.

Annual reviews will be conducted, for operation and effect, with internal and external stakeholders, to determine whether the installation is implementing the INRMP to meet Sikes Act requirements and is contributing to the conservation and rehabilitation of natural resources on DPG.

## **NEPA Findings and Conclusions**

2006 findings based on the incorporated EA indicated that, under the Preferred Alternative (implementation of the 2006-2010 INRMP), potential consequences would have either no significant adverse effects or beneficial effects on each resource area. The affected environment would not be significantly impacted by proceeding with the Preferred Alternative. No significant cumulative effects would be expected. Therefore, it was found in 2006 that the preparation of an Environmental Impact Statement (EIS) was not required, and that the preparation and publication of a Finding of No Significant Impact was appropriate. Over the course of implementation of the 2006-2010 INRMP and in the intervening period of time, no significant impacts or changes to the NRO program occurred, and as a result, preparation of an entirely new INRMP is not necessary. According to AR 200-1 guidance (Department of the Army 2007), this INRMP has been reviewed for operational effect and updated where necessary. No significant cumulative impacts are expected for the 2016-2020 INRMP operational period.

## **Summary**

The INRMP outlines steps required to meet Department of Defense, U.S. Army, and Dugway Proving Ground legal and stewardship obligations for the natural resources on Dugway Proving Ground, while enabling the accomplishment of the military mission. The INRMP has been developed through cooperation with appropriate regulatory agencies. As a public document, it will support and perpetuate the military mission while fostering stewardship and goodwill for DPG, the U.S. Army, and the Department of Defense. This INRMP will not resolve all existing and/or future environmental issues. It does, however, provide the guiding strategy, personnel, and means to minimize and work toward resolution of such issues.