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Department of Agriculture

Forest Service

National Environmental Policy Act; Revised Implementing Procedures; Notice

DEPARTMENT OF AGRICULTURE

Forest Service

National Environmental Policy Act; Revised Implementing Procedures

AGENCY: Forest Service, USDA.

ACTION: Notice of proposed revision.

SUMMARY: The Forest Service proposes to revise Forest Service Manual (FSM) Chapter 1950 and Forest Service Handbook (FSH) 1909.15, Environmental Policy and Procedures. The revisions emphasize the need to scope proposed actions to determine the extent of environmental analysis required. They also clarify the meaning of categorical exclusions and encourage their use where effects of proposed actions are not significant.

DATE: Comments must be received by November 20, 1984.

ADDRESS: Comments should be sent to R. Max Peterson, Chief (1950), Forest Service, USDA, P.O. Box 2417, Washington, D.C. 20013.

FOR FURTHER INFORMATION CONTACT: David E. Ketcham, Director, Environmental Coordination, (202)447-4708.

SUPPLEMENTARY INFORMATION: FSM 1950 and FSH 1909. 15 contain Forest Service policy and procedural guidelines to implement the National Environmental Policy Act as required by the Council on Environmental Quality (CEQ) regulations (40 CFR Parts 1500-1508). The present direction in FSM 1950 and FSH 1909. 15 was published in the **Federal Register** on November 19, 1981 (46 FR 56998, Part 3).

Consistent with agency directives policy, FSM 1950 is being revised to specify desired results, to minimize procedural detail, to rely as much as practicable on judgment of field professionals, and to permit discretion in achieving on-the-ground results appropriate to local situations and conditions. As proposed, FSM 1950 would contain only that direction needed by line and primary staff officers. The more detailed procedures for environmental analyses and documentation are set forth in the handbook, FSH 1909.15. This includes passages which clarify the Chief's and Secretary's NEPA responsibilities in situations where they have retained decision authority. In addition, portions of the handbook have been reorganized and edited for a more concise, logically ordered presentation. Minor changes are included to keep the handbook consistent with FSM 1950 manual revisions.

The Council on Environmental Quality's regulations and supplementary guidance emphasize that competent scoping is the key to successful environmental analysis and the right kind of documentation. Scoping is the appropriate stage to examine the characteristics of the proposed action and to identify potentially affected and interested agencies and publics, important issues, and a range of reasonable alternatives. For this reason the Forest Service plans to apply appropriate scoping procedures to all proposed actions under NEPA rather than only to those requiring environmental impact statements. This broader application of scoping sets the stage for an efficient, defensible analysis with relevant, concise documentation.

The proposed policy on categorical exclusions clarifies and broadens current direction by allowing responsible officials to exclude from preparation of environmental assessments and environmental impact statements proposed actions not having a significant effect on the human environment. It also expands the listing of typical classes of actions which might be excluded. This will permit agency officials to concentrate valuable time and other resources on proposed actions which will or might have significant effects.

The revision also applies the principles of adoption to existing internal environmental documents. Adoption of our own documents, including environmental assessments, is appropriate when another decisionmaker is responsible for an action that is within the same general area and that is adequately covered by the original document. Incorporation by reference in any environmental document may also be used to prevent duplication of effort.

In order to cover the full extent of the proposed revised procedures, both Forest Service Manual Chapter 1950 and the revised portions of Forest Service Handbook 1909.15 must be reviewed. This notice publishes the entire handbook [1] except for Chapter 60, References.

Comments on the proposed revision are invited and will be considered in the preparation of the final revision of the directives material.

[1] Certain Landbook exhibits are not published in this proposed revision but will be published in the final revision.

Dated: September 14, 1984.

J. Lamar Beasley,
Deputy Chief.

TITLE 1900—PLANNING

Chapter 1950—Environmental Policy and Procedures

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1950.1—Authority.

1. *The National Environmental Policy Act of 1969 (NEPA), as amended (42 U.S.C. 4321-4346).* NEPA encourages the Forest Service to carry out its programs in ways that will create and maintain conditions under which people and nature can exist in productive harmony and fulfill social, economic, and other needs of present and future generations.

NEPA also requires that a systematic, interdisciplinary approach be used in planning and decisonmaking for actions which may have an impact on the human environment. The act further requires detailed statements on proposals for legislation and other majo Federal actions significantly affecting the quality of the human environment.

2. Council on Environmetal Quality Regulations (40 CFR 1500-1508) for implementing the National Environmental Policy Act.

3. U.S. Department of Agriculture NEPA Policies and Procedures (7 CFR 1b). USDA agencies are directed to develop and implement procedures for compliance with NEPA and seven categories of activities are excluded from documentation.

The above authorities and supplementary Council on Environmental Quality guidance are printed in full in Chapter 60 of the Forest Service Environmental Procedures Handbook (FSH 1909.15).

1950.2—Objectives.

1. To consider carefully the environmental consequences of agency planning and decisionmaking.

2. To document environmental considerations adequately.

3. To conduct and document environmental analyses and subsequent decisions efficiently and cost-effectively.

1950.3—Policy.

1. Fully integrate NEPA requirements into agency planning and decisionmaking.

2. Use scoping to determine the depth and breadth of environmental analysis required for all proposed actions and consider whether the analysis needs to be documented.

3. Notify interested and affected publics of the availability of environmental documents (40 CFR 1506.6(b)), records of decision, and decision notices in a manner appropriate to the situation.

4. Make environmental documents, decision notices, and records of decision available to the public free of charge to the extent practicable (40 CFR 1506.6(f)).

5. Apply the concepts of tiering and adoption to both environmental impact statements and environmental assessments (40 CFR 1502.20, 1506.3).

1950.4—Responsibility.

1950.41—Washington Office.

1950.41a—Chief. The Chief is responsible for environmental analysis, documentation, and decisions relating to legislation and national policies, plans, programs, projects, and other actions of national importance where the Chief has reserved jurisdiction.

1950.41b—Director of Enviromenatl Coordination. The Director is the staff official responsible for the establishment of national standards, procedures, and coordination necessary to implement the National Environmental Policy Act for the Forest Service. This includes policies and procedures for conducting social analysis.

The Director also provides liason with the Council on Environmental Quality and consults with the Council on possible referrals (40 CFR 1504) and emergencies (1506.11).

1950.42—Regional Foresters, Station Directors, and Area Director. Regional Foresters, Station Directors, and the Area Director who are delegated responsibility for proposed actions are also responsible for related environmental analyses and documentation (FSM 1220 and 1230). Regional Foresters, Station Directors, and the Area Director may file environmental impact statements directly with the Environmental Protection Agency for actions within their authority. Refer matters requiring consultation with the Council on Environmental to the Washington Office Director of Environmental Coordination.

1950.43—Forest Supervisers, Project Leaders, and State and Private Forestry Field Representatives. Regional Foresters may redelegate responsibility for environmental analyses, documentation and related requirements, and decisions on proposed actions to Forest Supervisors, Project Leaders, and State and Private Forestry Field Representatives.

1950.6—Guidance. Detailed instructions for conducting and documenting environmental analyses and implementing and monitoring proposed actions are presented in FSH 1909.15.

1951—Scoping and Environmental Analysis.

1951.1—Scoping. Use scoping to investigate and identify relevant issues and the extent of analysis required for all proposed actions. Depending on the complexity and nature of the action, scoping varies from a brief consideration of a few pertinent factors in a proposed minor action to full compliance with Council on Environmental Quality scoping regulations for preparation of environmental impact statements.

1951.2—Environmental Analysis. Estimate the physical, biological, social, and economic effects of proposed agency actions on the quality of the human environment and determine if and what types of environmental documents are needed.

1952—Documentation.

1952.1—Environmental impact statements. Prepare environmental impact statements to document the analysis of major federal actions which will have a significant effect on the human environment (40 CFR 1502.3). These documents must meet all requirements of 40 CFR 1502. Actions requiring environmental impact statements include:

1. Proposals for legislation recommended by the Forest Service, when significant effects would result.

2. Regional guides and forest land and resource management plans.

3. Other major actions that would produce significant effects.

1952.2—Categorical exclusion from documentation (40 CFR 1508.4). USDA regulations exclude seven categories of actions from documentation (7 CFR 1b.3) Exclude from documentation in environmental assessments or environmental impact statements other actions which, based on past experience and environmental analysis, will have no significant effect on the human environment, individually or cumulatively.

The guide for exclusion is the significance of the effects of the proposed action, considering both context and intensity (40 CFR 1508.27). Actions which have short-term effects or limited magnitude are normally excluded.

In unusual circumstances, an action listed below may have a significant environmental effect and must be documented in an environmental assessment or environmental impact statement.

Typical classes of actions which might be categorically excluded are:

1. Administrative actions, such as:

a. Road and area closures.

b. Restrictions on travel or use, such as camping, boating, or hunting.

c. Posting signs and markers.

2. Construction of facilities or improvements, consistent with existing management direction, such as:

a. Auxiliary support buildings or other structures.

b. Cattle guards on or adjacent to existing roads.

c. Picnic areas, campgrounds, and nature trails.

d. Fences and gates.

e. Temporary low-standard roads.

3. Renovation, repair, and maintenance activities, not including aerial application of herbicides, to meet applicable standards, such as the following:

a. Buildings and grounds.

b. Roads and rights-of-way.

c. Trails.

d. Campgrounds.

e. Fences.

f. Fire breaks.

g. Range improvements.

4. Vegetation management activities, such as the following, which are limited in scale and duration, primarily using existing roads and facilities, and do not include aerial application of herbicides.

a. Timber stand improvement, including thinning and pruning.

b. Low-impact timber sales, including firewood and salvage.

c. Regeneration.

d. Routine use of prescribed burning.

e. Suppressing poisonous plants and noxious weeds.

5. Routine range management activities, such as:

a. Improving conditions for livestock by fencing, seeding, and installing water facilities.

b. Reissuing grazing permits in areas with established grazing programs.

c. Modifications of grazing permits designed to improve range conditions or improve the efficiency of grazing management that do not substantially change the character of the authorized use.

6. Issuance or modification of special use authorizations such as:

a. Gathering firewood and other plant material.

b. Siting beehives.

c. Outfitting and guiding.

d. Gates and short roads to provide access to private lands and developments.

e. Development of low-impact roads, rights-of-way, or easements.

f. Additional use or limited improvement of existing roads, rights-of-way, and easements.

7. Routine pest management projects not involving aerial application of pesticides, such as:

a. Suppressing nuisance pests; for example, mosquitos, wasps, flies, and chiggers in public use areas.

b. Protecting valuable trees in seed orchards and administrative sites.

8. Low-impact mineral and energy activities, such as:

a. Preliminary exploration; for example, vibroseis operations using existing roads.

b. Activities which do not require a plan of operations under 36 CFR 228.4 and cause no significant surface disturbance; for example, the search for, and occasional removal of, small mineral samples.

9. Fish and wildlife management activities, such as:

a. Habitat improvement.

b. Installing fish ladders.

c. Stocking native or established species.

10. Standard transfer of interests in land, such as:

a. Sales, exchanges, or interchanges pursuant to the Small Tracts Act.

b. Purchases.

c. Statutorily mandated exchanges.

Generally, the nature of a proposed action determines whether or not to document a categorical exclusion. In those situations where environmental assessments have historically been prepared for actions which now may be categorically excluded, a simple note or memorandum in the project file for one or more projects should be adequate. In other situations no documentation is necessary.

1952.3—Environmental Assessments. Prepare environmental assessments to document the analysis of actions that may significantly affect the quality of the human environment, unless the responsible official has decided to prepare an environmental impact statement.

Environmental assessments must meet the purpose and content requirements of 40 CFR 1508.9.

1953—Related documents.

1953.1—Notice of intent. Publish a notice of intent in the **Federal Register** as soon as practicable after the decision to prepare an environmental impact statement.

1953.2—Finding of no significant impact. See 40 CFR 1501.4(e), 1508.13.

1953.3—Decision notice. A decision notice states what the decision was, the reasons for the decision, and whether the decision is subject to appeal. Prepare a decision notice for actions documented in an environmental assessment. The responsible official must sign and date the decision notice on the date the decision is made.

1953.4—Record of decision. In cases where an environmental impact statement has been prepared, the responsible official shall prepare a record of decision. For actions subject to administrative appeal, the responsible official should sign and date the record of decision on the date it is transmitted with the final environmental impact statement to the Environmental Protection Agency and made available to the public (36 CFR 211.18).

For actions not subject to appeal the responsible official signs and dates the record of decision no sooner that 30 days after the notice of availability of the final environmental impact statement is published in the **Federal Register** (40 CFR 1506.10(b)).

1954—Emergency actions (40 CFR 1506.11). Emergencies may require immediate actions, without adequate environmental analysis and documentation, to prevent or reduce risk to public health or safety or serious resource loss. When consultation with the Council on Environmental Quality is anecessary, consult with the Washington Office Director of Environmental Coordination (FSM 1950.41b and 1950.42).

UNTIED STATES DEPARTMENT OF AGRICULTURE; FOREST SERVICE

[FSH 1909.15]

Environmental Policy and Procedures Handbook

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Zero Code

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This handbook provides procedural guidance for implementing the National Environmental Policy Act and the Council on Environmental Quality regulations (40 CFR 1500–1508) in Forest Service activities.

The handbook is organized to distinguish clearly between analyzing the effects of proposed actions and documenting the results of such analysis. Chapter 10 sets forth guidelines on the scoping process. Chapter 20 addresses the actual analysis process. Chapters 30 and 40 contain the the documentation requirements for environmental assessments and impact statements. Chapter 50 addresses implementing and monitoring requirements. Chapter 60 includes the text of pertinent laws, regulations, and memoranda and other reference materials needed to carry out the procedures in this handbook.

This handbook is to be used in conjunction with the broad direction set forth in FSM 1950, Environmental Policy and Procedures Manual.

02—Objectives

1. To incorporate environmental considerations into Forest Service planning and decisionmaking in a systematic and cost-effective manner.

2. To provide uniform guidelines and direction for conducting environmental analyses associated with preparing regional guides and forest land and resource management plans, and for carrying out other resource management activities or actions.

03—Policy

04—Responsibility

Line officers are responsible for ensuring that planning and decisionmaking incorporate the procedural direction in this handbook.

05—Definitions

1. *Categorical Exclusion.* (40 CFR 1508.4).
2. *Cooperating Agency.* (40 CFR 1508.5).
3. *Cumulative Impact.* (40 CFR 1508.7).
4. *Decision Notice.* A concise public record of the responsible official's decision when an environmental assessment is prepared.
5. *Effects.* (40 CFR 1508.8).
6. *Environmental Analysis.* An investigation of alternative actions and their predictable environmental effects, including physical, biological, economic, and social consequences and their interactions; short- and long-term effects; and direct, indirect, and cumulative effects. This process provides the information needed for identifying actions which may be categorically excluded, preparing environmental documents, and determining whether an environmental impact statement is required.
7. *Environmental.* (40 CFR 1508.9).
8. *Environmental Design Arts.* Disciplines that directly influence the biological and physical environment as a result of the design of projects of all kinds.
9. *Environmental Documents.* (40 CFR 1508.10).
10. *Environmental Impact Statement.* (40 CFR 1508.11).
11. *Environmentally Preferable Alternative.* The alternative (or alternatives) that best meets the goals of Section 101 of the National Environmental Policy Act (NEPA).
12. *Finding of No Significant Impact. (40 CFR 1508.13).*
13. *Flood Plains.* "Lowland and relatively flat areas adjoining inland and coastal water including, as a minimum, that area subject to a one-percent or greater chance of flooding in any given year" (E.O. 11988).
14. *Human Environement.* (40 CFR 1508.14).
15. *Irreversible.* Describes the loss of future options. Applies primarily to the effects of use of nonrenewable resources, such as minerals or cultural resources, or to those factors that are renewable only over long periods of time, such as soil productivity.
16. *Irretrievable.* Applies to the loss of production, harvest, or use of renewable natural resources. For example, some or all of the timber production from an area is lost irretrievably while an area is serving as a winter sports site. The production lost is irretrievable, but the action is not irreversible. If the use changes, it is possible to resume timber production.
17. *Issue.* A point of discussion, debate, or dispute.
18. *Jurisdiction by Law.* (40 CFR 1508.15).
19. *Lead Agency.* (40 CFR 1508.16).
20. *Legislation.* (40 CFR 1508.17).
21. *Major Federal Action.* (40 CFR 1508.18).
22. *Matter.* (40 CFR 1508.19).
23. *Mitigation.* (40 CFR 1508.20).
24. *NEPA Process.* (40 CFR 1508.21).
25. *Notice of Intent.* (40 CFR 1508.22).
26. *Opportunities.* Possible actions, measures, or treatments that may be taken to address goals and objectives.
27. *Proposal.* (40 CFR 1508.23).
28. *Record of Decision.* A concise public record of a responsible official's decision on actions for which an environmental impact statement was prepared. (40 CFR 1505.2).
29. *Referring Agency.* (40 CFR 1508.24).
30. *Scope.* (40 CFR 1508.25).
31. *Scoping.* Examining a proposed action and its possible effects; establishing the depth of analysis needed; and determining analysis procedures, data needs, and task assignments. Depending on the complexity and nature of the action, scoping varies from a brief consideration of a few pertinent factors in a proposed minor action to full compliance with CEQ direction for EIS preparation (40 CFR 1501.7). Elements of scoping may include exploring the nature of the action, determining the responsible official and cooperating agencies, initiating public involvement, identifying issues, selecting an interdisciplinary team, establishing analysis criteria, exploring possible alternatives and their environmental effects, and making task assignments.
32. *Special Expertise.* (40 CFR 1508.26).
33. *Significantly.* (40 CFR 1508.27).
34. *Substantive Comment.* A comment that provides factual information, professional opinion, or informed judgment germane to the decision under consideration.
35. *Tiering.* (40 CFR 1508.28).
36. *Wetlands.* "Areas that are inundated by surface or ground water with a frequency sufficient to support and under normal circumstances does or would support a prevalence of vegetative or aquatic life that requires saturated or seasonally saturated soil conditions for growth and reproduction" (E.O. 11990).

06—Overview of process

Exhibits 1 and 2 illustrate the full NEPA process and indicate the normal sequence of actions that occur under various alternatives.

Exhibit 1—The NEPA Process

Exhibit 2—Environmental Analysis, Documentation, and Implementation

07—Cross references

Exhibit 1 provides a quick reference to the sources of direction governing the various activities required for environmental analysis.

Exhibit 1

Chapter 10—Scoping

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12.44—Determine other analysis needs.
13—Inform participants of results of scoping.

Scoping is the procedure by which the Forest Service determines the extent of analysis necessary for an informed decision on a proposed action.

Scoping may be viewed as a form of preliminary environmental analysis. However, for clarity, this handbook distinguishes scoping from the environmental analysis which results from the scoping process.

10.2—Objectives. The Forest Service conducts scoping:

1. To gather the information necessary to determine the degree of analysis required on a proposed action.

2. To help determine if and how the environmental analysis of proposed actions is to be documented.

3. To help determine whether analysis of a proposed action is categorically excluded from documentation.

4. To produce a work plan to guide environmental analysis and documentation, and to assign tasks.

5. To achieve effective use of time and money in conducting environmental analysis.

10.3—Policy. 1. Use scoping to investigate the nature of any proposed action and to determine how much analysis is necessary. The use of scoping is not confined to the preparation of environmental impact statements.

2. Ensure that an appropriate interdisciplinary approach is used in the scoping process (sec. 11.1, 11.7, and 12).

3. Conduct the scoping actions set forth in this chapter commensurate with the complexity of the proposed action. Not all scoping activities are required for all proposed actions.

10.4—Responsibility. The official responsible for a decision on a proposed action shall:

1. Ensure that an appropriate level of scoping occurs.

2. Determine whether an interdisciplinary (ID) team of specialists is needed for further scoping and environmental analysis.

3. Select the ID team and leader using the criteria set forth in section 12.1.

4. Review and approve the ID team's plan of work.

For actions where the Chief or the Secretary is the responsible official, the Washington Office Environmental Coordination Staff participates with appropriate field or other Washington Office Staffs and involves the appropriate Deputy Chief, the Chief, or the Assistant Secretary, as necessary. (FSM 1950.41.)

11—Conduct preliminary scoping

11.1—Organize scoping effort. The National Environmental Policy Act (NEPA) requires a systematic, interdisciplinary approach to ensure integrated application of the natural and social sciences and the environmental design arts in any planning and decisionmaking that affects the human environment (40 CFR 1501.2(a)). The interdisciplinary approach used in scoping varies according to the judgment of the responsible official.

Where it is necessary to resolve which agency shall be the lead agency for scoping and analysis, follow the direction in section 46.1.

11.11—Use flexible procedures. Because the nature and complexity of a proposed action determines the scope and intensity of the required analysis, there is no single required or prescribed technique. The responsible official may expand, omit, or combine the various steps of the process outlined in this handbook to aid in the understanding of the proposed action and in responding to the issues identified. In each analysis, use previously documented information to avoid duplication of efforts. If there is no longer a need to complete an analysis (because a project application is withdrawn or for other reasons), stop the analysis and inform the interested parties.

11.2—Determine the characteristics of the proposed action and nature of the decision. Important details include:

1. Sponsorship: who wants the action and why.

2. Technical details: phases of activity, equipment used, number and types of employees needed.

3. Time schedules: when the action would begin and end, the duration of major phases.

4. Preliminary estimates of possible environmental effects.

5. Preliminary estimates of public interest in the action and the likelihood of controversy.

6. Type of decision: whether to implement or permit the action, how to do it, or both.

7. Whether or not a categorical exclusion is appropriate.

11.3—Identify agencies involved and responsible officials. The responsible official for proposed actions on National Forest System lands usually is the agency employee who has the delegated authority to make the required decision(s). When an action is proposed, the responsible official must identify other Federal, State, or local agencies with an interest in the action and must estimate the extent of analysis required for an informed decision. The official may base this estimate on existing documentation, personal experience, and consultation with knowledgeable people. At this point, it would be helpful to decide whether an interdisciplinary team is necessary to carry out the remainder of the analysis process or whether a much less formal interdisciplinary approach would suffice (sec. 11.7).

11.4—Determine if existing documents address proposed action. Sometimes a responsible official may determine that an existing environmental document adequately addresses a proposed action. For such actions, the official may adopt the existing document (40 CFR 1506.3) if the official is satisfied with the accuracy and adequacy of the document. In this case, the responsible official must determine if the existing document needs to be recirculated to interested parties (40 CFR 1506.3(b) and (c)). The official must prepare a record of decision or a decision notice with a finding of no significant impact.

Case histories of similar actions may be reviewed for additional information on:

1. Geographic areas and resources that the action is likely to affect.

2. The scale, duration, and intensity of possible effects.

3. Applicable Federal and State laws and regulations.

4. Pertinent documents and other data sources.

Such information should help define the situation and narrow the scope of the environmental analysis. The evironmental documents prepared for the proposed action may incorporate these sources by reference. (sections 32.2, Tiering; 32.3, Adoption; and 32.4, Incorporation by Reference.)

11.5—Look for relevant issues. Based on reviews of similar actions, knowledge of the area(s) involved, discussion with community leaders, and/or consultations with experts who are familiar with such actions and their effects, prepare and evaluate a preliminary list of issues and concerns. The goal of preparing this list is to provide an early look at potential issues and to sharpen the focus of the environmental analysis (40 CFR 1501.1(d)).

11.6—Assess public involvement needs and initiate public participation. Review the need for public participation in investigating the scope of the proposed action. Identify agency options for involving potentially interested and affected individuals, organizations, and governments in the analysis process (40 CFR 1506.6). Early in the analysis of proposed actions that may have important or controversial effects, it is essential to:

1. Provide adequate public information about the proposed action.

2. Analyze public reactions: that is, who expects to be affected and how.

3. Consider suggestions offered by those affected.

11.7—Identify skills needed for analysis. Proposals for minor actions, especially those which can be tiered from an existing environmental document (40 CFR 1508.28), may not require the selection of an interdisciplinary team (sec. 11). When there is a need for extensive environmental analysis, select an interdisciplinary team and support staff to provide the required range of skills. The disciplines and skills of this group must be appropriate to the scope of the action and the issues identified (40 CFR 1502.6). The team must have the

professional capability to identify and evaluate the potential direct, indirect, and cumulative social, economic, physical, and biological effects of the proposed action and its alternatives (40 CFR 1507.2; 1508.25).

Interdisciplinary teams are not necessary for all analyses. A qualified individual may perform the necessary analysis for simple actions. However, the analysis still must include consideration of the physical, biological, economic, and social factors pertinent to the decision. Team review of the analysis also may satisfy the requirement for use of the interdisciplinary approach. Complex actions normally require a team of specialists representing the necessary disciplines.

11.71—Determine need for interdisciplinary team. Preparation of regional guides and forest plans requires the use of interdisciplinary (ID) teams (36 CFR 219.5) who are responsible for the environmental analysis (40 CFR 1502.6).

12—Proceed to more extensive scoping

The interdisciplinary approach to preparing an environmental impact statement often begins with the responsible official designating an ID team and leader. The team is responsible for conducting extensive scoping and the subsequent environmental analysis, subject to review and approval by the responsible official, and for preparing the environmental documents. A team can integrate its collective knowledge of the physical, biological, economic, and social sciences and environmental design arts into the analysis process. Interaction among team members often provides insight that otherwise would not be apparent.

12.1—Select interdisciplinary team. The responsible official must select the leader and other members of the interdisciplinary team and keep abreast of their work.

1. *Team Leader.* To ensure selection of an effective team leader, consider such factors as the individual's:

a. Degree of working knowledge of the NEPA process.

b. Ability to communicate effectively with team members and the responsible official.

c. Ability to facilitate interaction among team members and agreement on team goals.

d. Ability to organize and interpret information.

e. Past performance in observing time schedules.

2. *Team Members.* In selecting other team members, consider such factors as:

a. Variety of disciplines needed.

b. Manageable numbers of experts.

c. Ability to work as part of a team.

d. Ability to communicate to others information about the field the member represents.

e. Knowledge of and degree of experience in the environmental analysis process.

f. Ability to conceptualize and solve problems.

12.2—Convene interdisciplinary team and assign tasks. The interdisciplinary team continues the scoping at a more specialized level, revising as necessary the:

1. Estimates of the type, scale, and intensity of effects.

2. Public and agency issues, concerns, and opportunities.

3. Public participation procedures.

12.3—Expand public involvement as appropriate. The Council on Environmental Quality (CEQ) regulations require a diligent effort to involve the public in the National Environmental Policy Act process (40 CFR 1506.6). Options include:

1. Analyzing target groups. Identify all potentially affected groups and the nature of their concerns (FSH 1609.13).

2. Developing and implementing a public participation plan. When extensive public involvement is necessary, prepare a formal public participation plan (FSM 1626). The plan may provide for media announcements about the proposed action, public meetings, distribution and collection of public response forms, mailing of responses to inquiries, person-to-person communication, and other activities designed to meet public involvement objectives. Invited participants shall include potentially affected Federal, State, and local agencies, Indian tribes, interested individuals and groups, and others who might be affected by the action or its alternatives. The level of effort to inform and involve the public shall be consistent with the scale and importance of the proposed action and the degree of public interest.

The Public Participant Handbook, FSH 1609.13, provides guidance in identifying and involving the public, preparing public involvement plans, and using public responses in the analysis process.

12.4—Plan for orderly analysis. By focusing the analysis on important issues, scoping can improve the efficiency and effectiveness of the analysis substantially. The scoping process is the time to begin developing criteria, refining issues, and considering possible alternatives and their effects.

12.41—Formulate analysis critiera. Preliminary criteria and standards may be necessary to guide the process. Be sure to consider Forest Service objectives identified in legislation, policies, and plans. These criteria should be redefined as necessary during the course of the analysis.

Frequently, criteria are necessary to govern:

1. Selection of data, sources, and standards of accuracy.

2. Depth or detail of the analysis.

3. Development of a suitable range of alternatives.

4. Evaluation of alternatives.

5. Judgments of the significance of effects (40 CFR 1508.27).

12.42—Formulate issues. Formalize the preliminary lists of important issues, concerns, and opportunities and the analysis criteria, taking public and agency comments into account. These lists define the goals, priorities, and standards for the remainder of the analysis; further adjustments may be necessary as new insights emerge.

12.43—Explore alternatives. For the proposed action consider possible alternatives that are responsive to the issues. Discuss the feasibility and possible effects of these alternatives with potentially affected agencies and public parties. Decide which merit further study and which do not belong in the analysis.

12.44—Determine other analysis needs. During scoping, anticipate later analysis needs and make arrangements for meeting them. These might include:

1. Data needed and their availability.

2. Time and support services available. Time and page limits may be set (40 CFR 1501.7(b)).

3. Other agency needs this analysis can meet.

4. How other agencies might contribute to the analysis.

5. Responsibility for each task not yet assigned.

6. Additional staff support and travel funds needed.

7. The possibility of publishing a notice of intent (to prepare environmental impact statement).

13—Inform participants of results of scoping

After scoping, provide participants with prompt feedback summarizing both the scope and the important issues that the EA or EIS will analyze in depth.

Chapter 20—Environmental Analysis

Contents

21—Continue public involvement as needed.
22—Collect data.
23—Interpret data.
24—Develop alternatives.
24.1—No action alternatives.

24.2—Other alternatives.
25—Estimate effects of each alternative.
26—Evaluate alternatives and identify preferred alternative.

Environmental analysis assesses the nature and significance of the physical, biological, social, and economic effects of a proposed action and its reasonable alternatives. Exhibit 2 in section 06 of zero code shows how environmental analysis relates to other procedures required under the National Environmental Policy Act and its implementing regulations.

21—Continue public involvement as needed

Consistent with the importance of the action, keep the public informed of the progress of the analysis. For major actions, this includes notifying the public that the action is under consideration and providing feedback on the results of scoping and other stages of the analysis. Monitor and consider the wishes and concerns of affected publics, and respond to individual requests for information.

22—Collect data

The type and amount of data to collect depend on the nature of the action, agency objectives, public concerns, opportunities, and the scope of anticipated effects. Focus data collection on the present and expected conditions of those physical, biological, economic, and social factors affecting or affected by the decision. Document assumptions, methods, and data sources used in the analysis. For environmental impact statements, when there are gaps in relevant information or scientific uncertainty see 40 CFR 1502.22(b).

23—Interpret data

Interpret data and information to provide an understanding of current and expected conditions relative to the objectives, issues, and concerns of the action. This may include supply and demand relationships and other relevant physical, biological, economic, and social factors.

24—Develop alternatives

The final array of alternatives must provide different responses to significant issues, objectives, concerns, and opportunities. Consider all reasonable alternatives (40 CFR 1502.14). "The phrase 'all reasonable alternatives' is firmly established in case-law interpreting the NEPA. The phase has not been interpreted to require that an infinite or unreasonable number of alternatives be analyzed." (sec. 65.11, ex. 1, 43 FR 55983).

24.1—No action alternatives

Objectives of legislation or higher order Forest Service plans, programs, and policies guide but do not necessarily limit the range of alternatives. Always consider the alternative of taking "no action." The "no action" alternative provides a baseline for estimating the effects of other alternatives. Two distinct interpretations of no action are often possible, depending on the nature of the proposal being evaluated. The first interpretation involves an action such as the updating of a land management plan where ongoing programs initiated under existing legislation, regulations, and budget allocations continue, even as new plans are developed. In these cases no action is "no change" from current management direction or the level of management intensity. Consequently, the responsible official would compare the projected impacts of alternative management schemes to those impacts projected for the existing plan.

The second interpretation of no action is that situation where no action or activity would take place, such as in Federal decisions on proposals for projects.

The extent of analysis necessary for no action depends in part on the extent to which previous analyses and decisions have defined the current program. Compare the environmental effects resulting from no action with the effects of permitting the proposed activity or an alternative activity to go forward. In each case the analysis of the no-action alternative can provide a benchmark, enabling decisionmakers to compare the magnitude of the environmental effects of alternative actions.

24.2—Other alternatives. Develop alternatives fully and impartially. Take care to ensure that the range of alternatives does not foreclosure prematurely any options that might protect, restore, and enhance the environment. Also consider reasonable alternatives outside the jurisdiction of the Forest Service (40 CFR 1502.14(c)). Explain the reasons for eliminating any alternatives originally considered in the analysis for an environmental impact statement (40 CFR 1502.14(a)). Modify alternatives or develop new alternatives as necessary as the analysis proceeds. Alternatives must specify any activities that may produce important environmental changes, and they must include management requirements, mitigation measures, and monitoring of environmental effects.

25—Estimate effects of each alternative

(40 CFR 1502.16 and 1508.8) Estimate the effects of implementing each alternative. Consider direct, indirect, and cumulative effects. For each alternative, effects may be expressed in terms of changes in the physical, biological, economic, and social components of the human environment. The changes should be those associated with implementation of alternatives. When possible, analyze these changes in terms of differences from the present conditions, magnitude, duration, and significance. See section 61 for a list of environmental factors that may change as a result of implementation of the various alternatives.

It is not always necessary to deal with all factors and components of the environment. Consider in detail those effects important to the objectives, issues, concerns, and opportunities identified during scoping.

If indicators of economic efficiency are appropriate, develop them in this step. Also consider unquantified environmental amenities and values.

Although separate analysis is not necessary, be sure to consider the following for all alternatives:

1. Effects on consumers, civil rights minority groups, and women. (Secretary's Memorandum 1662, Supplement 8; OMB Circular A–19, revised; and FSM 1730).

2. Effects on prime farmland, rangeland, and forest land.

3. Effects on wetlands and flood plains.

4. Effects on threatened and endangered species.

5. Effects on cultural resources.

If information about adverse impacts is essential to a reasoned choice among alternatives being considered in an environmental impact statement and is not known, see 40 CFR 1502.22. If the need for an environmental impact statement has not been established already (FSM 1952.1), consider the significance of effects in terms of context and intensity in order to determine if an environmental impact statement is necessary. See 40 CFR 1508.27, "Significantly," for definition of "context" and "intensity."

26—Evaluate alternatives and identify preferred alternative(s)

Using evaluation criteria, compare alternatives on the basis of their effects on the human environment. The evaluation, along with other relevant considerations, provides a basis for identifying the preferred alternative(s).

When the Chief or the Secretary is the responsible official, the Washington Office Environmental Coordination Staff Unit participates with appropriate field or Washington Office Staff Unit(s), appropriate Deputy Chief, Chief, or

Assistant Secretary to identify the preferred alternative(s).

Chapter 30—Environmental Assessments and Related Documents

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31—Documentation of analysis.
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32—Other considerations in preparing assessments.
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33—Documentation of decisions.
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33.2—Finding of no significant impact.
33.3—Publication of decision documents on actions of national concern.
33.4—Distribution of decision documents.

31—Documentation of analysis

(FSM 1952.) Document the analysis in an environmental assessment when the analysis indicates that the proposed action is not categorically excluded or to be presented in an environmental impact statement (40 CFR 1509.9). The length and detail of documentation in an environmental assessment may vary according to the complexity of the issues involved in the decision. (An environmental impact statement (EIS) is necessary if environmental analysis reveals that an action significantly affects the quality of the human environment. The responsible official shall publish a notice of intent to prepare an EIS.)

31.04—Responsibility. 1. When the Chief or Secretary is the responsible official, the appropriate field unit prepares documentation with assistance from Environmental Coordination and appropriate Washington Office staff units. Environmental Coordination arranges for processing of documents, and involves appropriate staff units.

2. Contractors or Applicants. (40 CFR 1506.5(b) and (c).) The responsible official may require applicants or contractors to conduct studies to determine the impact of the proposed action of the human environment and to provide data and documentation. When applicants or contractors prepare an environmental assessment, limit their activities to those shown in section 11.3, exhibit 1 for staff, specialists, and interdisciplinary teams participating in the National Environmental Policy Act process.

31.1—Content. (40 CFR 1508.9.) An environmental assessment may be prepared in any format useful to facilitate planning and decisionmaking as long as the requirements of 40 CFR 1508.9 are met. It must include brief discussion of:

1. the need for the proposal.

2. Alternatives as required by section 102(2)(e) of NEPA.

3. Environmental impacts of the proposed action and alternatives.

4. A listing of agencies and persons consulted.

31.2—Processing environmental documents (Reserved).

32—Other considerations in preparing assessments.

32.1—public involvement. See 40 CFR 1506.6

32.2—Tiering. (40 CFR 1502.20 and 1508.28.) Tiering is appropriate for environmental assessments. See section 45.1 for additional information about tiering.

32.3—Adoption. (40 CFR 1506.3.) Adoption is appropriate to environmental assessments as well as environmental impact statements.

32.4—Incorporation of other information by reference. Incorporation by reference is appropriate to EA's as well as EIS's (40 CFR 1502.21).

32.5—Supplements, corrections, and revisions. Supplement, correct, or revise environmental assessments as needed. (section 42.4.)

33—Documentation of decisions.

33.1—Decision notice. A decision notice may be a separate document or combined with a finding of no significant impact.

A decision notice also may be an integral part of brief environmental assessments. Exhibit 1 displays a document which combines a decision notice and a finding of no significant impact. Exhibit 2 contains a sample document which combines an environmental assessment, a decision notice, and a finding of no significant impact.

When the Chief or the Secretary is the responsible official, the appropriate field unit prepares the decison notice with assistance from the Washington Office Environmental Coordination Staff, as necessary. The Environmental Coordination Staff coordinates the review and signing of the decision notice, involving appropriate Washington Office staff units, Deputy Chiefs, the Chief, and the Secretary as necessary.

Exhibit 1—Decision Notice and Finding of No Significant Impact

Decision Notice and Finding of No Significant Impact

Lower Star River Recreation Project, Summit County, Colorado

USDA Forest Service, Star Mountain National Forest

An environmental assessment that discusses proposed recreation development on 150 acres of National Forest lands adjacent to six (6) miles of the Star River is available for public review in the Forest Service Office in Central, Colorado. This project does not involve the use of flood plains and wetlands adjacent to the Star River.

It is my decision to adopt Alternative B for the recreation development and management for these National Forest System lands. This alternative calls for moderate development and use, including two day-use picnic sites, 40 developed camping sites, and 12 miles of nature trails. Alternative B provides for recreation development and use with minimum environmental impacts near a metropolitan area with rapidly increasing demand for recreational opportunities.[1] Other alternatives considered were (A) the no-action alternative which would continue present management, (C) maximum development and use to acommodate 10,000 persons at one time, and (D) an alternative that would allow for day-use only. The assessment evaluates the site-specific design and construction necessary to implement some of the management decisions contained in the Star Mountain National Forest Plan.

The District Ranger is directed to modify Alternative B to initiate a monitoring program to determine annually the effects of project implementation upon the water quality of the Lower Star River. In addition, the use of the area shall be limited to not more than 5,000 persons at one time. Mitigation measures to avoid environmental harm are specified in the environmental assessment.

I have determined that this action would not significantly affect the quality of the human environment. Therefore, and environmental impact statement is not needed. This determination was made considering the following factors:

(a) construction of roads and day-use recreational facilities on 150 acres will have only a slight effect on the ecosystem;

(b) there are no irreversible resource commitments or irretrievable loss of timber production on lands used for roads and parking lots;

(c) there are no apparent adverse cumulative or secondary effects;

(d) the physical and biological effects are limited to the area of planned development and use; and

(e) no known threatened or endangered plants or animals are within the affected area.[2]

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[1] Decision.

[2] List relevant factors that were considered in determining that an environmental impact statement (EIS) was not required (finding of no significant impact).

Project implementation will begin immediately.

This decision is subject to appeal.

Date: September 1, 1984.

William E. Hill,

Forest Supervisor.

Exhibit 2—Environmental Assessment, Decision Notice, and Finding of No Significant Impact

33.2—Finding of no significant impact. (40 CFR 1508.13.) A finding of no significant impact may be included as an integral part of the decision notice or prepared as a separate document attached to the environmental assessment.

33.3—Publication of decision documents on actions of national concern. If the responsible official determines that an environmental impact statement is not necessary but that the effects of the action are of national concern, publish the decision notice and finding of no significant impact in the **Federal Register** and send them to State and areawide clearinghouses. (40 CFR 1506.6(b)(2).)

33.4—*Distribution of decision documents.* (40 CFR 1506.6(b).) In addition to the requirements of sections 33.3 and 51.2a, distribute environmental assessments, decision notices, and findings of no significant impact (FONSI) in a manner designed to inform any parties you believe they might interest or affect. For an action similar to one that normally requires an EIS, or for an action without precedent or for an action involving floodplains, make the decision notice and FONSI available for public review, including State and areawide clearinghouses, for 30 days.

Chapter 40—Environmental Impact Statements and Related Documents

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40.4—Responsibility.

1. When the Chief or the Secretary is the responsible official for an action requiring an environmental impact statement (EIS), the appropriate field unit prepares the necessary documents with assistance from the Washington Office Environmental Coordination Staff and other Washington Office staffs, as necessary.

2. The Washington Office Environmental Coordination Staff coordinates, reviews, and processes documents as necessary (such as filing Agency (EPA)). When EIS's involve legislation, regulations, multiagency actions at the national level, and Service-wide policies, the Washington Office Staff files them with EPA.

41—Notices of Intent.

41.1—Preparation and filing of notices of intent. (40 CFR 1501.7 and 1508.22.) When it is necessary to prepare an environmental impact statement, prepare a notice of intent. In addition to meeting the requirements of 40 CFR 1508.22, the notice of intent must include the identity of the responsible official(s) and the estimated dates for filing the draft and final environmental impact statement (EIS). Publish the notice of intent in the **Federal Register** immediately after determining that an EIS is necessary except in cases where a lengthy period of time may exist between the determination of need and the actual preparation of the EIS (40 CFR 1507.3(e)). In addition to sending copies to the Office of the Federal Register, send one copy of the notice to the Washington Office (WO) Director of Environmental Coordination for use in reporting to the Department. The WO staff uses the notices of intent (exhibit 1) to develop reports of EIS's under preparation.

When the Chief or the Secretary is the resonsible official, the appropriate field unit prepares the notice of intent as soon as practicable after the decision to prepare an EIS (40 CFR 1501.7, 107.3(e), and FSM 1953.1). Send the notice of intent to the Washington Office of Environmental Coordination for review, processing, and submission to the Office of the Federal Register.

41.2—Federal Register document requirements. Follow these procedures in submitting a notice of intent to the Office of the Federal Register (OFR):

1. *Format.* a. Use 1½-inch left margin and 1-inch right, top, and bottom margins.

b. Double space the document. Indent 5 spaces for each paragraph. Do not include 4 spaces between paragraphs, as is typical in typing other double-space material.

c. If the notice is longer than one page, center page numbers one inch from the bottom of the page, beginning with page 2.

2. *Signature.* a. The signing official must sign the document over his or her own title. The OFR does not accept or publish documents signed by one official acting "for" another official. The signing official must have delegated authority to sign over his or her title.

b. For field issuances, the signing

of the two copies. In the Washington Office, the signing official may sign only the original and the certifying officer certifies the two copies.

c. Stamp or type the signer's name and title below the signature line on all three copies.

d. Enter the date on all three copies.

3. *Copies.* a. The OFR no longer accepts white carbon tissues of originals. Make photocopies or prepare three originals.

b. Do not photocopy documents on both sides of the paper (back-to-back reproduction).

4. *Transmittal.* a. Send original and two copies to the Office of the Federal Register, National Archives and Records Service, General Services Administration, Washington, DC 20408.

b. To obtain confirmation of the publication date, attach a note to the notice document giving the name of the Forest Service official and the FTS telephone number the OFR staff is to call, or include this information in a transmittal letter. Exhibit 1 illustrates a properly prepared notice of intent.

Exhibit 1—Notice of Intent

3410–11 [1]

DEPARTMENT OF AGRICULTURE

Forest Service

CLOUD TOP MOUNTAIN ALPINE WINTER SPORTS SITE

Star Mountain National Forest Summit County, Colorado

Notice of Intent to Prepare an Environmental Impact Statement

The Department of Agriculture, Forest Service, will prepare an environmental impact statement for the development of the proposed Cloud Top Mountain Alpine Winter Sports Site on the Galaxy Ranger District.

The Star Mountain National Forest Land and Resource Management Plan has been prepared.[2] One of the management decisions in the Plan was to study further the development of an Alpine Winter Sports Site on Cloud Top Mountain.

A range of alternatives for this site will be considered. One of these will be nondevelopment of the site. Other alternatives will consider different sizes of development ranging from 4,000 to 10,000 persons at one time. Alternative locations for uphill facilities, ski runs, and support facilities will be considered.

Federal, State and local agencies, potential developers, and other individuals or organizations who may be interested in or affected by the decision will be invited to participate in the scoping process. This process will include:

1. Identification of those issues to be addressed.

2. Identification of issues to be analyzed in depth.

3. Elimination of insignificant issues or those which have been covered by a previous environmental review.

4. Determination of potential cooperating agencies and assignment of responsibilities.

The Fish and Wildlife Service, Department of the Interior will be invited to participate as a cooperating agency to evaluate potential impacts on threatened and endangered species habitat if any such species are found to exist in the potential winter sports site.

The Forest Supervisor will hold public meetings in his office at the Star Mountain National Forest, Central, Colorado at 1:00 p.m., Saturday, November 3, 1981, and at the Summit County Community Center in Central, Colorado, at 7:00 p.m., Wednesday, November 14, 1981.

William Watson, Regional Forester, Rocky Mountain Region, Denver, Colorado, is the responsible official.

The analysis is expected to take about 10 months. The draft environmental impact statement should be available for public review by (month/year). The final environmental impact statement is scheduled to be completed by (month/year).

Written comments and suggestions concerning the analysis should be sent to William Hill, Forest Supervisor, Star Mountain National Forest, Central, Colorado 80000 by December 15, 1984.

Questions about the proposed action and environmental impact statement should be directed to Phil Graham, Recreation Staff Officer, Star Mountain National Forest, phone 303–234–3800.

Dated: October 13, 1984.

William Watson,

Regional Forester.

41.3—Revision of notices of intent. The official responsible for preparation of the EIS must notify the appropriate Regional, Station, or Area Environmental Coordinator and the Washington Office Director of Environmental Coordination whenever information shown in the notice of intent changes. Significant changes may require publishing a revised notice of intent in the **Federal Register** (40 CFR 1501.7 and 1507.3(e)). A revised notice of intent shall reference any previously published document relevant to the action being proposed, including the filing of an EIS.

41.4—Cancellation notice. If, after publication of a notice of intent or distribution of a draft environmental impact statement, the project application is withdrawn or for some other reason a decision is no longer necessary, publish a cancellation notice (exhibit 1) in the **Federal Register** to terminate the process. The cancellation notice must refer to any previously published notice of intent or notice of availability of an environmental impact statement. Prepare and distribute a cancellation notice in the same manner as the notice of intent (section 41).

Exhibit 1—Cancellation Notice

3410–11 [1]

DEPARTMENT OF AGRICULTURE

Forest Service

NORTH SLOPE UNIT PLAN

Star Mountain National Forest Summit County, Colorado

Environmental Impact Statement Cancellation Notice

A draft environmental impact statement (EIS) for the North Slope Unit Plan was distributed to the public and filed with the Environmental Protection Agency on July 19, 1979.

I am terminating the EIS process because the Land and Resource Management Plan for the Star Mountain National Forest will consider the issues and concerns involved in the North Slope Unit Plan.

The Forest Plan will be developed according to the regulations for land and resource management plans for the National Forest System (36 CFR Part 219).

This Forest plan will be completed by December 31, 1983, in accordance with the schedule published in the **Federal Register** July 30, 1979, at 48 FR 47861.

Date: December 15, 1982.

William Watson,

Regional Forester.

When the Chief or the Secretary is the responsible official, the appropriate field unit prepares the notice as soon as there is a decision to terminate the process and sends the cancellation notice to the Washington Office of Environmental Coordination for review, processing, and submission to the Office of the Federal Register.

41.5—Lists of Environmental Impact Statements Under Preparation. Each Regional, Station, and Area Office and the Washington Office keeps a list of environmental impact statements (EIS's) under preparation. Lists are updated with the publication of new notices of intent, revised notices of intent, and cancellation notices (sections 41.1 to 41.4). Exhibit 1 illustrates the required format for a composite list of EIS's under preparation.

Exhibit 1—Composite List of EIS's Under Preparation

42—Environmental impact statements

42.1—General preparation standards.

42.11—Preparation. (FSM 1952.1).

42.12—Page limits. (40 CFR 1502.7).

42.13—Writing. (40 CFR 1502.8).

42.14—Legislative proposals. (40 CFR 1506.8 and FSM 1952.1).

[1] This Forest Service billing code is shown on all **Federal Register** documents.

[2] Note that the document has only double space between paragraphs, not 3 lines.

[1] This Forest Service billing code is shown on all **Federal Register** documents.

42.2—Content standards and recommended format. An environmental impact statement must contain the following:

1. *A cover sheet.* (40 CFR 1502.11) In addition to the Council on Environmental Quality requirements, the cover sheet must include the name and title of the responsible official and an abstract of the alternatives considered and the preferred alternative. See exhibit 1 for a cover sheet.

Exhibit 1—Cover Sheet

2. *A summary.* (40 CFR 1502.12).

3. *A table of contents.*

4. *A statement of purpose and need.* (40 CFR 1502.13).

5. *A description and comparison of alternatives, including the proposed action.* (40 CFR 1502.14).

6. *A description of the affected environment.* (40 CFR 1502.15).

7. *A statement of the environmental consequences of the actions.* (40 CFR 1502.16 and 1502.22) The environmental impact statement (EIS) may discuss physical, biological, economic, and social consequences in terms of quantified or relative changes in components of the affected environment. In addition, it is appropriate to discuss the expected outputs—in terms of goods, services, and uses—that will result from implementing each alternative. In presenting outputs, use standard service-wide terminology as set forth in FSH 1309.11, Management Information Handbook, and in FSM 1905. Use the Resources Program planning time periods where appropriate.

8. *A list of preparers.* (40 CFR 1502.17).

9. *A list of agencies, organizations, and persons to whom copies of the statement are sent.*

10. *An index.* (40 CFR 1502.10(j)) All EIS's must include indexes. The purpose of an index is to make the information in the EIS fully available to the reader without delay. See action 62 for preparation of indexes.

11. *An appendix.* (section 42.51b and 40 CFR 1502.18 and 1503.4).

42.21—*Incorporation of relevant information by reference.* (40 CFR 1502.21).

42.22—*Acknowledgement of incomplete or unavailable information.* (40 CFR 1502.22).

42.23—Documentation of cost-benefit analysis. (40 CFR 1502.23).

42.24—Identification of methodology and scientific accuracy. (40 CFR 1502.24).

42.25—Identification in draft environmental impact statements of permits necessary to implement proposal. (40 CFR 1502.25).

42.3—Filing, circulation, and availability of environmental impact statements.

42.31—Draft environmental impact statement. (40 CFR 1502.19). After preparation of a draft environmental impact statement (EIS):

1. Circulate a draft EIS to agencies and the public at the same time or before filing it with the Environmental Protection Agency (EPA) in Washington, D.C.

2. Conduct public participation sessions, as appropriate.

3. Review, analyze, evaluate, and respond to substantive comments on the draft EIS. Make copies of all comments available for public and in-Service review in the office of the responsible official or administrative unit affected by the policy, plan, program, or project. (40 CFR 1506.9.)

42.32—Final environmental impact statement. 1. File a final EIS with EPA along with all substantive comments, or summaries thereof, on the draft EIS. The Washington Office files statements involving legislation, regulations, multi-agency national actions, and Service-wide policies with EPA. If the Chief or the Secretary is the responsible official, other levels of the Forest Service may assist with the analysis and preparation of documents.

2. Circulate a final EIS to other agencies and the public at the same time or before filing it with EPA. (40 CFR 1506.10.) If the statement is unusually long, a summary may be circulated instead (40 CFR 1500.4(h)). A summary distributed as a separate document (40 CFR 1502.19) must:

a. State how other agencies and the public can obtain or review the complete EIS.

b. Have a cover sheet attached.

After filing the EIS with the EPA, ensure that a reasonable number of copies of the statement are available free of charge (40 CFR 1506.6(f) and FSM, 1950.3(4)).

42.33—Environmental impact statements on Rare II "Further Planning" areas. If the EIS deals with plans or projects that allocate Rare II "Further Planning" Areas to nonwilderness uses, the responsible official may make public distribution of and file the final EIS with EPA in the same manner as for other EIS's. Send five additional copies of the final EIS to the Washington Office Director of Environmental Coordination for transmittal to congressional committees (section 42.34).

42.34—Distribution of environmental impact statements.

42.34a—Draft and final environmental impacts statements.

1. *When responsible official is a field officer.* When the responsible official is the Regional Forester, Station Director, Area Director, or Forest Supervisor, send:

a. Five copies to the Environmental Protection Agency (EPA) in Washington, D.C., for filing purposes. Include a transmittal letter. See exhibit 1 for a sample transmittal letter.

b. Fifteen copies to the Washington Office Director of Environmental Coordination.

c. Two copies of the letter transmitting copies to EPA to the Washington Office.

2. *When the Chief is the responsible official.* When the responsible official is the Chief, send:

a. Twenty copies to the Washington Office. (The Washington Office files five copies with EPA.) (Seventy copies of an EIS are needed for wild and scenic river studies.)

b. One original and two copies of the transmittal letter for transmittal to EPA to the Washington Office for the Chief's signature.

Exhibit 1—Transmittal Letter to EPA

42.34b—Lists. Responsible officials shall ensure the maintenance of lists of individuals, groups, organizations, and government agencies interested in reviewing Forest Service environmental impact statements (EIS's). Regions shall develop specific distribution lists.

Use State and areawide clearinghouses, by mutual agreement, for obtaining reviews of draft EIS's. The responsible official also may communicate directly with appropriate State or local officials or agencies if clearinghouses are unwilling or unable to handle this phase of the process. However, clearinghouses should always receive copies of EIS's.

42.34c—State and local agencies. Regions, Stations, and the Area office shall develop and maintain lists of State and local agencies as supplements to this section.

42.34d—Organizations. Regions, Stations, and the Area office shall develop and maintain lists of organizations as supplements to this section.

42.34e—Individuals. Regions, Stations and the Area office shall develop and maintain, as supplements to this section, lists of individuals who have expressed an interest in receiving Forest Service environmental impact statements (EIS's).

42.34f—Federal agencies. Following is the mandatory distribution list for all EIS's prepared by the Forest Service.

Environmental Protection Agency, Mail Code A-104, Room 2119, 401 M Street, SW., Washington, D.C. 20460
Environmental Protection Agency, Appropriate Regional Offices
Director, Office of Environmental Project Review, Office of the Secretary, Department of the Interior, Room 4256, Washington, D.C. 20240.

Always send copies of EIS's to these agencies by certified mail with a return receipt requested or by other methods of delivery where receipt can be verified. This method also may be desirable for other key recipients. Base any other distribution to Federal agencies on agency expertise and legal jurisdiction. Regions, Stations, and the Area shall use the above list and distribute other EIS's as appropriate. When the Forest Service requests review and comments from any of the above agencies, the addresses, phone numbers, and number of copies to send are shown in section 63.1.

42.4—Corrections, revisions, or supplements. The standards at 40 CFR 1502.9 govern revision of draft EIS's or supplementation of drafts and finals. Use errata sheets to make any necessary corrections to environmental impact statements (EIS's). Draft EIS's may be revised. Use supplements to modify EIS's if necessary. Prepare, circulate, and file supplements and revisions in the same manner as the document being modified.

42.5—Environmental impact statement review and comment procedures.

42.51—Comments on Forest Service environmental impact statements.

42.51a—Draft environmental impact statements. (40 CFR 1503.1(a)). The responsible officer may accept comments on a draft environmental impact statement (EIS) after the end of the review period and before filing the final EIS. If it is too late to incorporate the comments in the final EIS, the responsible official may respond to them on an individual basis.

42.5b—Final environmental impact statements. (40 CFR 1502.9(b) and 1503.4). When the responsible official determines that a summary of responses is appropriate, the summary must reflect accurately all substantive comments received on the draft EIS. Comments that are pertinent to the same subject may be aggregated by categories, but the summary must identify the comment specifically. Avoid a general summary.

As a minimum, include in the appendix of a final EIS copies of all comments received on the draft EIS from Federal, State and local agencies, and elected officials. See exhibit 1 for one example of a summary of substantive comments.

Exhibit 1—Summary of Substantive Comment

42.52—Review of other agency environmental impact statements. (40 CFR 1503.2 and 1503.3) Because of special agency expertise, the Forest Service may be asked to review and comment on environmental impact statements (EIS's) prepared by other agencies. Unless otherwise assigned by the Chief, officials in the Washington Office shall review and comment on EIS's prepared on legislative proposals, Service-wide policies, regulations, or national program proposals. The Regional Forester or Area Director in whose Region or Area the proposal is located shall review all other draft and final EIS's prepared by other agencies. When an EIS affects both Regional and Area program responsibilities, the Regional Forester and Area Director shall determine who assumes the lead of responding.

The responsible field unit shall submit comments on other agency EIS's directly to the appropriate agency. Send one copy of the comments to the Washington Office Director of Environmental Coordination. When another agency's EIS involves more than one Region, the Washington Office Director of Environmental Coordination coordinates the responses.

42.52a—Referrals to Council on Environmental Quality. (40 CFR 1504) When Forest Service review of another agency's draft EIS concludes that the proposed action is environmentally unacceptable, follow the procedures set forth in 40 CFR 1504.3(a).

If after receipt of the final EIS the other agency has not remedied the situation or reached an agreement with the Forest Service, follow the procedures set forth in 40 CFR 1504.3 (b). Send the referral to the Washington Office Director of Environmental Coordination for processing. The Director, through the Office of the Secretary, submits the referral to the Council on Environmental Quality.

The 25-day time period is extremely short; therefore, begin referral documentation immediately after determination that the proposal is environmentally unacceptable.

In addition to the requirements of 40 CFR 1504.3(c), the responsible official shall include a letter to the Council on Environmental Quality requesting the referral for signature by the Secretary of Agriculture.

43—Other planning and preparation requirements for environmental impact statements

43.1—Interdisciplinary approach. See section 102(2)(A) of the National Environmental Policy Act (NEPA), as amended, 40 CFR 1502.6, and chapter 10 of this handbook.

43.2—Public involvement. (40 CFR 1501.7, 1502.25, and 1506.6).

43.3—Consultation requirements. (40 CFR 1502.25).

43.4—Elimination of duplication with state and local procedures. (40 CFR 1506.2).

43.5—Federal and federal-state agencies with legal jurisdiction or special expertise. (40 CFR 1503.1) See section 63 for Council on Environmental Quality's list of agencies with jurisdiction by law or special expertise. See section 63.1 for addresses and recommended document distribution.

43.6—Limitation on actions during the environmental analysis and documentation process. (40 CFR 1506.1).

44—Responsibilities when applicants and contractors are involved (40 CFR 1506.5). The responsible official may require project proponents to provide data and documentation for consideration and use in preparing an EIS. When a contractor is to prepare an environmental impact statement, limit the contractor's activities to those of interdisciplinary teams (section 06, exhibit 2) participating in the National Environmental Policy Act process. Applicants or contractors may be required to conduct studies to determine the impact of the proposed action on the human environment.

45—Tiering and adopting other environmental statements

45.1—Tiering. (40 CFR 1502.20). When the responsible official has selected an alternative other than the no-action alternative in a broad program document and a record of decision is prepared, the no-action alternative need not be described in detail in subsequent environmental documents tiered from the parent document unless new information has emerged. Tiered documents may refer to the evaluation of the no-action alternative in the broad program document. However, the decision on site-specific actions must consider the no-action alternative appropriate to that decision.

45.2—Adoption. Use adoption procedures, when applicable, to avoid duplication of effort (40 CFR 1506.3).

46—Determining lead and cooperating agencies

46.1—Lead agency. (40 CFR 1501.5, 1501.6, 1501.7, 1503.1, and 1508.16). If the Forest Service requests the Council on

Environmental Quality to determine which Federal agency shall be the lead agency, send this request to the Director of Environmental Coordination in Washington, D.C., for processing. Where National Forest System lands are involved, the Forest Service shall exert a strong role in the preparation of environmental documents. If the Forest Service is the lead agency, at the earliest possible time, make a written request of all other Federal agencies with jurisdiction by law or special expertise to become cooperating agencies.

46.2—Cooperating with other agencies. (40 CFR 1501.6, 1503.2, 1503.3, and 1508.5). When National Forest System lands are involved and the Forest Service is not the lead agency, the reponsible official shall request that the Forest Service be a cooperating agency in scoping, environmental analysis, and documentation. There may be other circumstances where the Forest Service should be a cooperating agency, such as in the administration of the forestry incentives programs. The Forest Service may also be a cooperating agency when State and private forest lands are involved.

If the Forest Service is asked to be a cooperating agency and other program commitments preclude being able to become involved, the responsible official shall prepare a reply to this effect. Send copies of this reply to the Council on Environmental Quality and to the Director of Environmental Coordination in Washington, D.C.

47—Documentation of decisions

47.1—Decision. Follow the instructions in exhibit 1 on timing decision and other conditions that must be met for EIS's.

Exhibit 1.—Conditions for Decision

If an EIS is required for—	These conditions must be met prior to a decision—
I. Land and Resource Management Plans for units of the National Forest System. (36 CFR 219);	
A. That *do not* involve RARE II *Further Planning* areas.	1. 90 days have elapsed since the notice of availability of the draft EIS was published in the **Federal Register** by EPA. 2. A final EIS that responds to comments on the draft EIS has been prepared.
B. That *do* involve RARE II *Further Planning* areas.	1. 90 days have elapsed since the notice of availability of the draft EIS was published in the **Federal Register** by EPA. 2. A final EIS that responds to comments on the draft EIS has been prepared.
II. Plans (other than land management plans), programs or projects adversely affecting the existing wilderness character of RARE II *Further Planning* areas.	1. 60 days have elapsed since the notice of availability of the draft EIS was published in the **Federal Register** by EPA. 2. A final EIS that responds to comments on the draft EIS has been prepared.
III. Land management or other plans, programs or projects affecting areas involved in pending legislation for wilderness designation in which either the House or Senate has passed a bill to designate all or any portion of an inventoried roadless area for wilderness or for wilderness study.	1. 60 days have elapsed since the notice of availability of the draft EIS was published in the **Federal Register** by EPA. 2. A final EIS that responds to comments on the draft EIS has been prepared.
IV. Other plans, programs or projects subject to appeal (namely, 36 CFR 211.18).	1. 60 days have elapsed since the notice of availability of the draft EIS was published in the **Federal Register** by EPA. 2. A final EIS that responds to comments on the draft EIS has been prepared.
V. Actions not subject to appeal, for example, State and Private Forestry and Research programs, etc. (namely, 36 CFR 211.18).	1. 90 days have elapsed since the notice of availability of the draft EIS was published in the **Federal Register** by EPA. 2. A final EIS that responds to comments on the draft EIS has been prepared. 3. 30 days have elapsed since the notice of availability of the draft EIS was published in the **Federal Register** by EPA.[1]

[1] The 90-day period and the 30-day period may run concurrently if a 45-day period for public comment is provided.

47.11—Record of decision. A record of decision is a separate, concise document stating the decision of the responsible official. It must include the official's name, location, administrative unit, and a statement indicating whether or not the decision is subject to appeal as well as meet the requirements of the Council on Environmental Quality regulations at 40 CFR 1505.2.

The responsible official signs the record of decision. For decisions subject to appeal, the date of decision is the date the official transmits the record of decision and the final environmental impact statement (EIS) to the Environmental Protection Agency (EPA) and makes it available to the public.

For decisions not subject to appeal, the responsible official must sign, date, and distribute the record of decision no sooner than 30 days after the notice of availability of the final EIS is published in the **Federal Register**. Distribute the record of decision in the same manner as the final EIS.

When an EIS identifies joint lead agencies, the responsible official from each agency shall sign and date the record of decision for those actions within the authority of each. Each responsible official may prepare separate records of decision. See exhibit 1 for a record of decision.

When the Chief or Secretary is the responsible official, the appropriate field unit prepares the record of decision with assistance from Environmental Coordination. Environmental Coordination coordinates the review and signing of the record of decision, involving the appropriate Washington Office staff unit, Deputy Chief, Chief, or Secretary as necessary.

Exhibit 1.—Record of Decision

47.11a—Distribution of records of decision. Distribute the record of decision to those who have received or have asked to receive the final environmental impact statement (EIS). In addition, the public may be notified as indicated in 40 CFR 1506.6.

Chapter 50—Implementation and Monitoring

Contents

51—Implementing decisions based on environmental assessments.
51.1—Implementation.
51.2—Limitations on implementation.
51.2a—Unprecedented actions or actions similar to those that normally require an environmental impact statement.
51.2b—Actions involving flood plains and wetlands.
52—Implementing decisions based on environmental impact statements.
53—Monitoring.

51—Implementing decisions based on environmental assessments

51.1—Implementation. Implementation of decisions that do not have effects of national concern (section 33.3) or involve flood plains and wetlands (section 51.2b) may take place immediately after signing and dating of the decision notice. Implementation includes responding to any requirements for mitigation or monitoring included in the environmental assessment or decision notice.

51.2—Limitations on implementation.

51.2a—Unprecedented actions or actions similar to those that normally require an environmental impact statement. (40 CFR 1501.4(e)(2).) When a proposed action is similar, or closely similar, to one that normally requires an environmental impact statement or when the nature of a proposed action is without precedent, do not implement the decision until after the decision notice and finding of no significant impact have been available for public review (including State and areawide clearinghouses) for 30 days.

At the end of the 30-day period consider public comment and implement the decision or publish a notice of intent to prepare an environmental impact statement.

51.2b—Actions involving flood plains and wetlands. For actions involving wetlands, do not implement decisions until 30 days after the decision notice has been signed and dated. This delay allows a reasonable period of public review as required by Executive Order 11988 and Executive Order 11990.

52—Implementing decisions based on environmental impact statements. Be sure that the conditions listed in exhibit 1 are met prior to implementation of the decision if an environmental impact statement is prepared. Commitments for mitigation efforts or monitoring activities included in the final EIS and record of decision also must be met.

Exhibit 1—Condition for Implementation

53—Monitoring

(40 CFR 1505.3) Implement and monitor action to ensure that:

1. Environmental safeguards are executed according to plan.

2. Necessary adjustments are made to achieve desired results.

Chapter 60—References

Contents

61—Environmental factors.
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67—Office of Management and Budget Circulars.
67.1—OMB Circular, A–95 process.
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This chapter contains various guidelines and reference documents essential to conducting environmental analysis or preparing environmental documents.

61—Environmental factors

The following list identifies environmental factors that may need to be considered in data and information collection during environmental analyses. Few, if any, analyses deal with all of these factors. The classification into physical, biological, economic, and social factors is arbitrary and is not mandatory.

61.1—Physical factors.

1. Location.
2. Geomorphic/physiographic.
a. Geologic hazards.
b. Unique land forms.
3. Climate.
4. Soils.
a. Productivity.
b. Capability.
c. Hazard.
(1) Erodibility.
(2) Mass failure.
5. Minerals and energy resources.
a. Locatable minerals.
b. Leasable minerals.
c. Energy sources.
6. Visual resources.
7. Cultural resources.
a. Archaeological.
b. Historical.
c. Architectural.
8. Wilderness Resources.
9. Wild and scenic rivers.
10. Water resources.
a. Water quality.
b. Streamflow regimes.
c. Flood plains.
d. Wetlands.
e. Ground water recharge areas.
11. Air quality.
12. Noise.
13. Fire.
a. Potential wildlife hazard.
b. Role of fire in the ecosystem.
14. Land use—including prime farm, timber and rangelands.
15. Infrastructure improvements.
a. Roads.
b. Trails.
c. Utility corridors and distribution.
d. Water collection, storage, and distribution.
e. Communications systems.
f. Solid waste collection and disposal.
g. Sanitary waste collection and disposal.
g. Sanitary waste collection and disposal.

61.2—Biological factors.

1. Vegetation.
a. Forest, including diversity of tree species.
b. Rangeland, including conditions and trends.
c. Other major vegetation types.
d. Threatened or endangered plants.
e. Research natural area (RNA) potentials.
f. Unique ecosystems (other than RNA's).
g. Diversity of plant communities.
h. Noxious weeds.
2. Wildlife.
a. Habitat.
b. Populations.
c. Threatened or endangered species.
d. Diversity of animal communities.
e. Animal damage control.
3. Fish.
a. Habitat.
b. Populations.
c. Threatened or endangered species, including State-listed species.
4. Recreation resources (usually a combination of physical and biological factors).
5. Insects and diseases.
6. Exotic organisms; for example, Russian thistle, Siberian ibex.

61.3—Economic factors.

1. Economic base.
2. Employment/unemployment.
3. Housing.
4. Land-use requirements.
5. Community service requirements.
6. Revenue base.
a. Local general government.
b. Special service districts.
7. Plans and programs of other agencies.
8. Income.
a. Sources.
b. Amounts.
c. Distribution.
9. Cost.
a. Financial analysis (who pays for what-when).

61.4—Social factors.

1. Population dynamics.
a. Size (growth, stability, decline).
b. Composition (age, sex, minority).
c. Distribution and density.
d. Mobility.
e. Displacement.
2. Social institutions.
a. Educational.
b. Family.
c. Economic.
d. Political.
e. Military.
f. Religious.
g. Recreation/leisure.
3. Special concerns.
a. Minority (civil rights).
b. Historic/archaeological/cultural.
4. Ways of life—defined by.

a. Subcultural variation.
b. Leisure and cultrural opportunities.
c. Personal security.
d. Stability and change.
e. Basic values.
f. Symbolic meaning.
g. Cohesion and conflict.
h. Community identity.
i. Health and safety.
5. Land tensure and land use.
6. Legal considerations.

62—Indexing standards

Preparation of an index is a specialized task. Consider using an experienced indexer, rather than the author of the environmental impact statement, to prepare the index. The author(s) can assist the indexer by suggesting subject headings and indicating their relative importance. Contacts with local publishing firms, colleges, and universities may be useful in locating experienced indexers.

62.1—Definitions. The following definitions are derived from a publication on British Standards for Indexing (B.S. 3700:1964) and are used in this section of the handbook.

1. *Index.* A systematic guide to the text, comprising a series of entries, with headings arranged in alphabetical order and with references to show where each indexed item appears in the text.

2. *Entry.* A unit of the index consisting of a heading and at least one reference to the location of the item in the text (or with a cross-reference to another entry to the index).

3. *Heading.* The word(s) or symbol(s) selected from, or based on, an item in the text—specifically the initial word or keyword, for example:

Fish
Fishing
Water

4. *Subheading.* The word(s) or symbol(s) under which references in a complex entry are located specifically, for example:

Fish (Heading)
Trout (subheading)
Rainbow (subheading)

5. *Reference.* The number of the section or page where the item is to be found in the body of the material indexed.

6. *Cross-reference.* A direction from one heading or subheading to another heading.

7. *"See" cross-references.* A direction from one heading (after which there are no references) to an alternative heading, under which there are all the relevant references to an item in the text. "See" cross-references usually are for synonyms, or near-synonysm for example, "Impacts, see Effects." Also use "see" cross-references when the "inverted form" of heading is used, for example: Human environment, see Environment, human.

8. *"See also" cross-references.* A direction from one heading (after which there are references) to any additional heading(s) under which further relevant references to an item, in the text are to be found, for example: "Environment, natural (see also Environment, physical) * * * "reference 89". (Note: the reference "89 above indicates that natural environment appears on page 89 of the text.

62.2—Length. The length of an index usually relates to the length of the text material. Because indexes are usually in smaller type than the text, it is customary to express the index length in number of lines and to compare this to the number of lines in the text. Generally, the length of the index shall be from 4 to 8 percent of the number of lines in the document. Example: If an environmental impact statement is 105 pages long (including the Appendix, but not the Table of Contents), and there are 45 lines per page, the total length of the document would be 4,725 lines. The index shall be from 190 to 390 lines in length.

62.3—Layout. Use of the "set out" system of subheadings is recommended. In this system, the heading is flush with the left margin of the list; indent subheadings three spaces, and indent subsubheadings another three spaces. Place comma after headings with subheadings, but not after headings without subheadings. Use a line of dots to connect the headings and the reference. Align references with the right margin of the list. Example:

EPA, See Environmental Protection Agency environment,
Biological 32–39
Economic 17–21
Human 2
Social 21–23
Environmental Protection Agency 2, 7, 16

If the list of references is too large to fit on one line, list only the first reference on the line which the heading and subsequent references on subsequent lines, for example,

Environmental Protection Agency...2, 7, 16, 93–95, 101

A long series of references is discouraging to readers. If possible, limit the number of references to five for each entry. This can be done, in most cases, by increased use of subheadings.

Use of smaller than normal size type is customary for indexes. Because most environmental impact statements are printed from camera-ready material typed on a standard typewriter, it is possible to create smaller-than-normal size type only by reducing the page of copy to a smaller size before printing. An index originally typed on 12" x " 15¾" paper, with double-size margins, in two columns of material, can be reduced to 8" x 10½" and still be legible.

62.4—Conventional practices. These are generally accepted indexing standards:

1. Leave a blank line between the last heading in one letter of the alphabet and the first heading in the next letter.

2. Use upper and lower case headings as appropriate.

3. The table of contents of the environmental impact statement (EIS) is not subject to indexing.

4. Index footnotes, the bibliography, and the appendix.

5. If paragraphs are numbered, it is permissible to use paragraph numbers as well as the page numbers for references. Place paragraph numbers in parentheses immediately following the heading, for example, Environment, man's (3.25) . . . 36. The introduction to the index should explain that this is the practice followed. If pages are not numbered, references shall be to numbered paragraphs of the EIS. Clearly state this practice at the bottom of each page of the index.

6. Index compound headings of two or more words under the words that are likely to be most useful to prospective readers and that are still consistent with the general construction of the index.

7. Use a noun as the heading, or subheading, rather than an adjective, when choice is available, for example, "criteria, evaluation" rather than "evaluation criteria." If, as in the example above, the term is a subject-matter heading in the EIS, or is otherwise likely to be searched for in the index, use a "see" reference after the heading that begins with the adjective, for example, Evaluation Criteria, see criteria, evaluation."

8. When possible, avoid having separate entries under both the singular and plural forms of a noun. Use "(s)," "(ies)" after the entry and list all appropriate references, for example:

Index(es) 72–91

9. References:

a. List references in page order, for example, 7, 23, 29, 56.

b. It is permissible, but not necessary, to emphasize "more important" references by underlining them in typed copy, or by printing them in boldface type. The introduction to the index should explain the use of this practice.

c. When there is scattered mention of the subject on several pages, the reference shall list each of the pages, for example, 63, 64, 67, 72.

d. When several pages deal continuously with the subject, the reference shall be to the first and last pages, for example 63–72.

e. When the reference is to a subject that starts on one page and continues to the next page, list both pages for example 63–4.

f. When listing pages, repeat 10's and 100's only when there is any possibility of misunderstanding, for example:

Use 121–6 rather than 121–26, 13–17 rather than 13–7, 97–101 rather than 97–1, or 97–01, 125–31 rather than 123–131

10. Use letter-by-letter alphabetization, particularly for compound word headings; that is, treat all letters in the heading as if they were in a single word. For example, treat Red Cross as if it were spelled redcross. If in doubt about the order of listing of entries, check a current dictionary and use the system used there.

11. Proper names require special attention:

a. Do not invert a proper name just so that the noun is usable as the heading, for example "Desolation Wilderness" is preferable to "Wilderness, Desolation"; or to "Wilderness (Desolation)"; "Sierra Club" is preferable to "Club, Sierra"; "Western Timber Association" is preferable to "Association, Western Timber."

b. For names of people, list the last name before the name and initials, for example: "Peterson, R. Max" or "Peterson, R. M.," rather than "R. Max Peterson" or "R. M. Peterson."

c. If in doubt about the listing of names of people, firms, or organizations, consult the telephone directory for their listing.

12. If initials are used in the text, the index heading also shall use the initials with a "see" reference to the full name, for example:

"EPA, see Environmental Protection Agency"

13. List headings consisting of initials only at the head of the letter division of the index, for example:

EPA, see Environmental Protection Agency environment,	
Biological	32–39
Economic	17–21
Social	21–3
Environmental Protection Agency	2, 7, 16

14. When entries start on one page and continue on the next page, (or start in one column and continue in the next column) repeat the heading followed by "(continued)."

15. When referencing footnotes, follow the page reference with a small "n" for example, 117n.

62.5—Methodology. The following suggestions may be useful when specialist indexing services are not used.

1. Index from final typed copy, not from earlier drafts.

2. Use 3" × 5" cards with a separate entry on each card. Keep the cards arranged alphabetically in a file box.

3. Plan on at least three readings of the text.

4. Determine the approximate length of the index and after completing about one-fourth of the text (on the first review), check the number of entries to see if the length will be approximately that which is desired.

5. Check references carefully during the last review of the text. Check to be sure that a series of "see" references does not take the reader back to the original reference.

6. Carefully proofread the final typed index against the original text.

62.6—References. The following reference may be useful for further understanding of the practice of indexing: Council of Biology Editors, 1983 "CBE Style Manual" Fifth Edition, published by the Council of Biology Editors, Inc. It is possible to purchase the CBE Style Manual by contacting the Special Publication Department of the Federation of American Societies for Experimental Biology, 9650 Rockville Pike, Bethesda, Maryland 20814, (301) 530–7158. They require prepayment.

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