United States
Department of
Agriculture

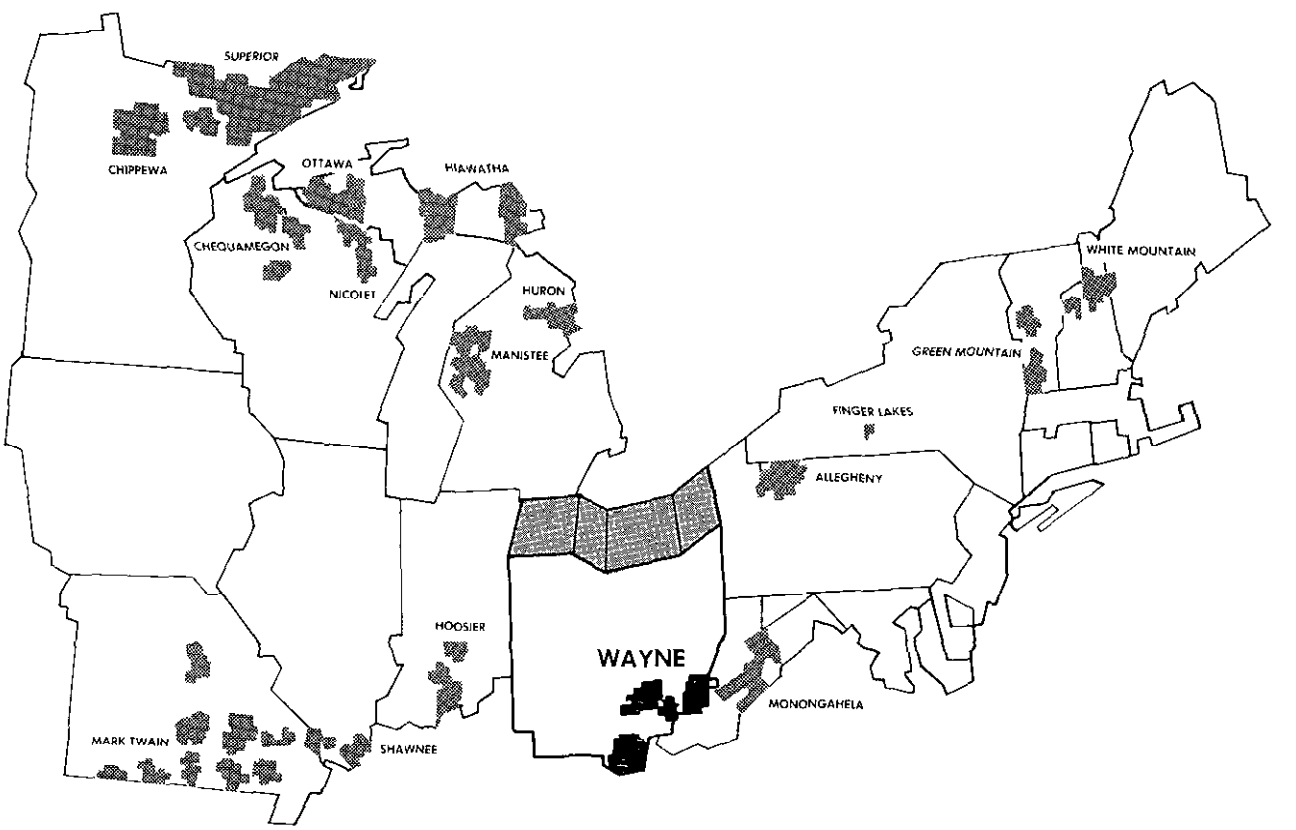
Forest
Service

**Eastern
Region**

Record of Decision

Final Environmental Impact Statement Land and Resource Management Plan

WAYNE NATIONAL FOREST



RECORD OF DECISION

FOR

USDA, FOREST SERVICE

Final Environmental Impact Statement
Wayne National Forest
Land and Resource Management Plan

Athens, Gallia, Hocking, Jackson, Lawrence, Monroe
Morgan, Perry, Scioto, Vinton, and Washington Counties, Ohio

Wayne National Forest
Record of Decision
Forest Plan

TABLE OF CONTENTS

RECORD OF DECISION

INTRODUCTION

This Record of Decision documents approval of the Wayne National Forest Land and Resource Management Plan (Forest Plan). It also gives reasons for the alternative selected as the Forest Plan.

A Forest Plan for each National Forest is required by the rules implementing the Forest and Rangeland Renewable Resources Planning Act of 1974 (RPA), as amended by the National Forest Management Act of 1976 (NFMA). The purpose of the Forest Plan is to provide for multiple use and sustained yield of goods and services from National Forest System lands in an environmentally sound manner.

The Forest Plan covers management actions for 10 years. A revision of the Plan will be scheduled at the end of 10 years, or at least no later than 15 years. It may be revised sooner if conditions or demands change significantly. The Forest Plan has been prepared following rules established for National Forest System Land and Resource Management Planning. These rules were published in the Federal Register, Volume 47, page 43026 on September 30, 1982, and in the Federal Register, page 40383, on September 7, 1983.

The Forest Plan is a companion document to the Final Environmental Impact Statement (FEIS). The FEIS has been prepared following Forest Service and Council on Environmental Quality rules implementing the National Environmental Policy Act (NEPA).

Since only slight refinements have been made to the Draft Environmental Impact Statement (DEIS), the FEIS takes the form of an "abbreviated" document pursuant to the Council of Environmental Quality Regulations. Under these provisions, the information in the DEIS is fully incorporated in the FEIS without repeating it.

The DEIS describes a range of alternatives that were considered and discloses their significant environmental effects. Each alternative could have been the basis of a Forest Plan. One alternative has been further developed as the Wayne National Forest Land and Resource Management Plan.

Planning records contain the detailed information and decisions used in developing the Forest Plan and FEIS. These records are available for review at the Forest Supervisor's Office:

Wayne-Hoosier National Forest
811 Constitution Avenue
Bedford, Indiana 47421

MAJOR FEATURES OF THE FOREST

The Wayne National Forest has significant potential for satisfying local and regional recreational and economic needs. Like other eastern National Forests, it has a fragmented ownership pattern. Minerals are an important resource in the Forest area, which has a long history of coal mining and oil and gas extraction. Mined, eroded and overgrazed lands have been largely restored under National Forest System management, and much of the Forest already provides relatively remote, natural forested area.

Ohio is a densely populated (6th most populous), industrial State with large manufacturing, mining and agricultural industries. Public lands available for recreation comprise less than 4 percent of the State. Although about one-fourth of Ohio is forested, most of the forest land is privately-owned, primarily in small woodlots of less than 20 acres each.

Wayne National Forest lands comprise about 39 percent of the State's public, commercial forest land and 24 percent of its publicly-owned land with wildlife value. Located in the unglaciated hill country of southeastern Ohio, Wayne lands are characterized by narrow ridge tops, steep slopes, and narrow valleys. Hardwood forest, which are typical of the area, support a variety of plant communities and associated wildlife species.

National Forest System lands provide many benefits that cannot be readily supplied by private lands. Such benefits include opportunities for dispersed, low-density recreation in relatively remote forests; a diversity of wildlife habitats; and, large, high-quality hardwood sawtimber. Other benefits include natural areas; habitats of threatened, endangered or rare plants and animals; significant historic and prehistoric sites; and, other special areas which can be protected and cared for under National Forest System management.

Larger blocks of National Forest offer unique opportunities for hiking, horseback riding, and ORV riding on extensive trail systems; walk-in fishing; nature study; and other dispersed recreation in a relatively natural forest environment. National Forest System lands make up less than 1 percent of Ohio's land base, but support an estimated 4 to 10 percent of forest game hunting. With continued management, including consolidation of ownership, the Wayne will offer even better opportunities for remote recreation and growth of high-quality hardwoods that cannot be readily supplied on private lands.

These unique features and values of the Wayne National Forest can be important to the economy of southeastern Ohio. With large urban areas nearby, the area has high recreational and tourism potential which is complemented by National Forest features. National Forest System lands also enhance the quality of life in the area and, as a result, may indirectly help attract new industries which value employee amenities.

A VISION OF THE FUTURE

The basic mission of the Wayne National Forest is that of caring for the land and serving people. This mission requires a balanced consideration of all Forest resources in meeting the present needs of society, as well as those of future generations. It requires the application of scientific knowledge, leadership in conservation, and wise management in partnership with other government agencies and various individuals and organizations. A prudent land ethic is required to ensure protection of the land and maintain long-term productivity. Achievement of this mission also requires an integrated and interdisciplinary approach to all on-the-ground management of National Forest programs and projects.

Through the implementation of the Forest Plan, the Wayne National Forest will provide a variety of resource uses, recreational experiences, and services to the public while assuring protection of soil, water, visual, and cultural resources.

The future Forest will be more consolidated than it is at present. Currently, the Forest Service public ownership is about 21 percent of the land within the purchase unit boundary. The existing scattered land ownership patterns will improve as land is acquired on a willing seller basis. The resulting Forest will be more efficient to manage and provide a better land base to meet people's needs.

A wide variety of recreational settings for different opportunites will be provided, ranging from semiprimitive, nonmotorized areas to developed campgrounds. The number of developed sites will remain about the same as at present. Opportunities for dispersed recreation, such as hiking, hunting, and fishing will be emphasized. Trails for hikers will increase by 60 miles.

A variety of silvicultural systems and harvest methods will be used to meet wildlife habitat needs, produce different wood products, and create different recreation settings. Timber harvesting will replace low vigor, sparse stands with good quality stands of hardwoods and pines. Trees will be harvested on about 1/2 percent of the Forest each year. Trees will not be harvested in some portions of the Forest to provide older and larger trees and a continuous tree canopy for some wildlife species and to provide recreational opportunities in natural forest conditions.

Off-road vehicle use will occur on designated trails on certain areas of the Forest. About 250 miles of trails will be provided on 36,000 acres of National Forest System land.

Many Forest Service roads that are now open to motorized vehicles will be closed and allowed to revegetate with shrubs and trees. These roads that are closed to vehicular travel will provide access into the Forest for hikers. Road

reconstruction and construction will emphasize low cost roads. Many Forest Service roads will be closed following use for resource management activities and allowed to naturally revegetate to trees and shrubs.

Special emphasis will be continued in the management and protection of research natural areas and special areas. Two areas have been identified as candidates for consideration as research natural areas. Many of these may receive formal designation. In addition, nineteen candidate special areas have been identified.

Mineral exploration and development, primarily oil and gas, may occur throughout the Forest. On National Forest System lands around Lake Vesuvius Recreation Area, in research natural areas, and special areas, where minerals are USA-owned, no surface disturbance will be permitted for mineral development.

The vision described here requires service to the public by listening and responding to needs promptly with courtesy and fairness. It requires high ethical standards, public trust, and understanding of National Forest objectives. It means being good neighbors, working cooperatively, inviting the involvement of others, and sharing credit for accomplishments.

DECISION

The decision is to approve the Forest Plan, identified as Alternative 3 in the FEIS. This alternative is further developed in the companion document as the Wayne National Forest Land and Resource Management Plan. The Forest Plan provides for the multiple use and sustained yield of goods and services in a way that maximizes long term net public benefits in an environmentally sound manner. We have strived to arrive at the overall best way for managing the Wayne National Forest in the years ahead.

In making the decision, a determination of net public benefits cannot be reduced to any kind of single index for comparison of the alternatives. Benefits, costs, and other environmental effects were considered in combination. Public preferences expressed as issues and concerns and in comments on the DEIS received particular consideration in the decision making process.

The environmental consequences of the Forest Plan and the alternatives to it have been studied thoroughly. These are described in the Draft EIS, Chapter 4, and compared in Chapter 2.

By this decision, the Forest Plan will guide the application of all natural resource management practices on the Wayne National Forest. Management direction in the form of standards and guidelines will be used to work towards attainment of the desired future condition of each management prescription described in Chapter 4 of the Forest Plan. The Forest Plan maps display the locations of these prescriptions.

This decision narrows the scope of future environmental analyses to be performed for actions arising from the Forest Plan. Future environmental analyses and documents will tier to the Forest Plan's direction and FEIS. The Forest Plan and FEIS are treated as combined documents for purposes of NEPA disclosure and tiering.

Major aspects of this decision, listed below, are interrelated and help the reader understand the major changes in the Forest Plan from the present management situation. These aspects, however, do not disclose the full level of detail of the Wayne Plan as it guides management of the unique issues that were of concern on this Forest.

Chapter 2 of the FEIS is a detailed documentation of the Forest's response to the comments on the draft documents and should provide much information on specific elements of the Plan. More complete disclosures of the major aspects of this decision, and discussions of the reasons are found in this Record of Decision starting on page 7.

Some of the major aspects of the decision are:

- The objective for the future size of the Forest is approximately 322,000 acres. Consolidation of National Forest System lands is planned through exchange of Management Area 9.1 lands and willing seller purchases.

- Research natural areas protect and enhance natural diversity and provide opportunities for education and research. Reas Run Research Natural Area will be managed to protect a stand of native Virginia Pine. Two areas totalling 745 acres have been identified as candidate research natural areas. These areas have been evaluated by the Research Natural Areas Review Committee and recommended to the Regional Forester for further evaluation. The candidate reseach natural areas are Buffalo Beats and Kaiser Hollow.

- In addition, 4,785 acres of potential special areas have been identified for review by the RNAR Committee. These areas are Cambria Creek Wetland, Caulley Creek, Deadhorse Run, Dismal Creek, Eel's Run, Felter Ridge, Fly Gorge, Glenn Ebon Site, Lick Creek, Little Storms Creek, Minnow Hollow, Paines Crossing, Rockcamp Run West, Rocky Fork Gorge, Sardis Wetland, Thompson Cemetery Woods, Waterfall Cove, Witten Run, and Young's Branch.

- The Forest will continue to be managed to provide a diversity of habitats for the flora and fauna of the area. The habitat variety will range from undisturbed (from Forest Service activities) areas to those that are more intensively managed to provide habitats for animals that live in mature forest and for those that require younger vegetation. Special management attention is given to the needs of endangered, threatened, and sensitive species and Forest species of concern.

- A variety of recreation opportunities will be provided ranging from semiprimitive areas to highly developed areas. The acreage for semiprimitive, nonmotorized recreation has been increased to 27,600 acres. The Proposed Plan provided for 26,800 acres. No new highly developed recreation areas will be built. The day use facilities at Leith Run and Lamping Homestead will be converted to camping facilities. Dispersed recreation uses, which include hunting, hiking, fishing, ORV use, and horseback riding, will be emphasized . Fifty miles of the North Country Trail will be constructed in the first decade. An additional 10 miles of hiking trails will also be developed.

- Management of vegetation will be driven by wildlife habitat and recreation objectives and provide for local industrial and individual needs through the use of both even-aged and uneven-aged silvicultural systems.

- Timber harvest levels will be approximately 7.5 million board feet per year. Hardwood management will be emphasized.

- Management Area 6.2, which will provide natural forest areas (with no timber harvest or wildlife habitat improvements) and semiprimitive, nonmotorized recreation, has been increased from 11,187 acres in the Proposed Plan to 17,217 acres. Wildlife habitat improvements which were previously provided in 6.2 areas will not occur in this management area.

- Opportunities for off-road vehicle use will be provided on 250 miles of designated trails within some areas of the Forest but prohibited within other areas.

- Road reconstruction and construction will average about 15 miles per year. The primary purpose of these roads will be to provide access for timber harvests. Over 40 percent will be low cost, low standard roads less than 14 feet in width and with some gravel surfacing. Many will be built on the location of existing roadbeds. Most of these roads will be closed after use.

- There are an estimated 750 to 1,000 miles of old roads under Forest Service jurisdiction. Of these, an estimated 650 miles may be closed in the first decade following review of location and future need during implementation of the Forest Plan.

- The net effect of road reconstruction and construction and closure of old, unneeded Forest Service roads will be a reduction of approximately 500 miles of roads open to motorized vehicles. This represents closing over 60 percent of Forest Service roads to public motorized vehicles.

- Mineral resources will be available for exploration and development. About 99 percent of the USA-owned minerals are available for surface disturbing activity using standard stipulations. Exploration and development on the remaining 1 percent will be restricted by no surface disturbance stipulations. Access by mineral operators will not be denied in Management Area 6.2.

REASONS FOR THE DECISION

This section describes the reasons for the decisions in the Forest Plan. These reasons were derived from the issues, concerns, and opportunities and resulting management problems identified through the planning process in addition to comments on the DEIS and Proposed Plan. Other factors considered include compatibility with plans of other agencies, ability to achieve goals in an economical manner, environmental effects, and social and economic effects.

No single reason determined the decision. All factors were considered and evaluated in an effort to achieve a Plan which could be described as a "best overall choice".

RESPONSE TO MANAGEMENT PROBLEMS

One of the major reasons for selecting a proposed course of action is how well it resolves conflicting public issues and management concerns. It is not possible to solve all of the problems associated with National Forest System management to everyone's satisfaction. Problem resolution can be perceived differently by different people. The major problems that were identified through public involvement are discussed below.

MANAGEMENT PROBLEM--LAND ADJUSTMENT

The present acreage and ownership pattern of National Forest System lands in Ohio limit the opportunities for some resource management activities. The intermingled ownership contributes to costs of management and makes location of and access to the land more difficult than if the land were in larger tracts. Small amounts of land eliminate some forms of management altogether.

When the analysis for the planning process began in 1982, a total of 176,787 acres had been acquired. This acquisition was from a gross area of 832,147 acres and amounts to 21 percent ownership by the United States.

Ultimate Size of the Forest

Decision

To better meet the goals and objectives of the Forest Plan, we will continue to improve the land ownership pattern of the Wayne National Forest. The ultimate size of the Forest in the future is set at 322,000 acres. Consolidation of National Forest System lands is planned through exchange of Management Area 9.1 lands and willing seller purchases. Condemnation of land will not be recommended on the Wayne National Forest except to clear title or to acquire needed rights-of-way when all other efforts have failed.

Reasons

A large number of commenters on the Draft EIS indicated that the Forest Service should establish an ultimate size of the Wayne based on needs and demands. Maximum acquisition targets have been established as a percent of the gross area in management areas (see Table A-16 in Appendix A of the Forest Plan).

The ultimate size of the Wayne National Forest is 382,000 acres in Alternatives 1, 2, 4, 5, 6, and 7. The size of the Wayne would be 322,000 acres under the Forest Plan.

Many commenters were opposed to the lands available for future exchange shown on the Proposed Plan maps. They felt that exchange should be used only as a last resort to obtain key tracts when no other means of acquisition is available. The lands for future exchange have been deleted from the Plan maps. In the Forest Plan, primarily lands in Management Area 9.1 will be considered for exchange. Lands available for exchange do not vary by alternative.

Many commenters were strongly opposed to condemnation of private land. The Wayne National Forest has never condemned land and will not do so in the future except to clear title. Condemnation of road rights-of-way is possible in extreme cases and only after all other efforts have failed.

MANAGEMENT PROBLEM--SPECIAL AREAS

There is concern that land disturbing activities, such as road construction and vegetative management, may destroy potential research natural areas and special areas before they are studied and designated.

Decision

The Reas Run Research Natural Area will be managed to protect its stand of native Virginia pine. Two areas totalling 745 acres have been identified as candidate research natural areas. An additional 4,785 acres of potential special areas have been identified.

Reason

Many commenters were concerned that all the areas recommended by the Ohio Department of Natural Resources, Division of Natural Areas and Preserves were not included in the Plan alternatives. They want the designation process to proceed as rapidly as possible.

All areas recommended by the Ohio Department of Natural Resources and reviewed by the Research Natural Area Review Committee have been included in the Forest Plan. The following areas, totalling 745 acres, are candidate research natural areas and have been recommended to the Regional Forester for further evaluation:

- Buffalo Beats--A 25-acre area with a small, dry, tallgrass prairie remnant is one of the easternmost outliers of the tallgrass prairie.

- Kaiser Hollow--A regionally significant undeveloped forest tract with State threatened and endangered plant species.

In addition, nineteen areas totalling 4,785 acres have been recommended by ODNR and reviewed by the RNAR Committee as candidate special areas. These areas will be further evaluated for designation as special areas or, if not qualified, some other management area. These areas are:

- Cambria Creek Wetland--A complex of wetland communities.

- Caulley Creek--A well developed mixed mesophytic community

- Deadhorse Run--An example of the physical and biological properties associated with actively slumping areas.

- Dismal Creek--A potential long-term study area for the regeneration of hemlock following the death of mature trees due to the hemlock looper.

- Eels Run--A large population of Synandra hispidula.

- Felter Ridge--Possible State significant upland forest community.

- Fly Gorge--State significant mixed mesophytic forest with gradations into various other upland forest types on very severe topography with a high diversity of geological features, and plant species.

- Glen Ebon Surface Mine--An unreclaimed strip mine that can provide an area to observe the natural succession process.

- Lick Branch--Contains a mature hemlock-beech forest, a developing floodplain forest, and an emergent marsh.

- Little Storms Creek--An area with two large populations of Synandra, a federally-listed Category 2 plant and two other State threatened plant species.

- Minnow Hollow--State significant mixed mesophytic forest with a State threatened plant species.

- Paine's Crossing--State significant oak-maple swamp with a buttonbush swamp and one State threatened plant species.

- Rockcamp Run West--A hemlock-white pine-hardwood community.

- Rocky Fork Gorge--A white pine-hardwood community.

- Sardis Wetland--A wetland containing old-growth mixed floodplain forest, an emergent marsh, and a shrub swamp.

- Thompson Cemetery Woods--An Appalachian oak forest.

- Waterfall Cove--Contains two State threatened plant species.

- Witten Run--A hemlock-white pine-hardwood community.

- Youngs Branch--a mixed mesophytic forest with endangered and threatened plants.

MANAGEMENT PROBLEM--FOREST RECREATION

The Wayne National Forest provides a large portion of the public land available for recreation in Ohio. Many people look to the Forest to provide a place for recreation where human presence and developments are not readily evident. Elsewhere in the State, this type of recreation is in short supply. These people tend to expect the Forest to be managed exclusively or primarily for recreation rather than for a variety of goods and services including recreation.

Semiprimitive Areas

Decision

A variety of recreation opportunities will be provided in areas ranging from semiprimitive to highly developed . The acreage for semiprimitive, nonmotorized recreation has been increased to 27,600 acres.

Reason

A large number of commenters on the DEIS and Proposed Plan wanted more areas designated for semiprimitive recreation, including an area on the Athens Unit. They wanted more area in Management Area 6.2 which emphasizes a "natural forest" with all Forest Service roads closed to motorized vehicles.

Alternatives 5, 7, and the Forest Plan provide for semiprimitive, nonmotorized recreation opportunities. Alternative 5 would provide 25,230 acres. Alternative 7 would provide 38,700 acres. The Forest Plan provides 27,600 acres. As a result of comments, Management Area 6.2 was increased from 11,200 acres in the Proposed Plan to 17,200 acres in the approved Plan. In addition, the 6.1 management area will provide 10,400 acres. Much of the increase in 6.2 management was made on the Athens Unit.

Because of the extensive, existing State, county, township, and mineral access roads in the 6.1 and 6.2 management areas, it will be some time before the semiprimitive, nonmotorized conditions will be achieved. The public has expressed a strong desire for this condition. The areas selected for semiprimitive recreation conditions on the Wayne have the lowest existing road density and generally the most solid blocks of National Forest System lands.

Management Area 6.2 on the Marietta Unit is located in an area of high oil and gas importance. This area also has a relatively low density of roads and a fairly solid pattern of National Forest System lands. Mineral operators will not be denied access to well sites. All roads under Forest Service jurisdiction not required for access will be closed and revegetated. Because public motorized use will occur on the open State, county, and township roads, Management Areas 6.1 and 6.2 in the Plan will not initially provide a semiprimitive, nonmotorized condition, but we will work towards this condition. This situation would be the same in Alternatives 5 and 7.

Dispersed Recreation

Decision

Dispersed recreation activities of hunting, fishing, hiking,horse riding, and gathering forest products will be emphasized. The Plan will provide habitat for a variety of wildlife, including game animals. Over 135 acres of existing small lakes and ponds will be maintained and 10 acres of additional small lakes will be constructed by 1995. Fifty miles of the North Country Trail will be located and constructed in the first decade and an additional 10 miles of loop trail built. No additional horse trails will be constructed in this period.

No new large, highly developed recreation areas will be built. The day use picnicking facilities at Leith Run and Lamping Homestead will be converted to overnight camping facilities.

Reason

Many commenters wanted a variety of dispersed recreation uses to be provided. More fishing areas are to be provided because fishing waters are in short supply in southeastern Ohio. Completion of the North Country Trail within twenty years was of particular importance.

All alternatives except 7 provide for an additional 10 acres of small lakes and ponds to be built in the first decade. Buckhorn Reservoir, which was proposed in the past as a large reservoir/recreation complex will not be constructed in the first decade, because the costs of its construction outweigh the benefits received.

No alternatives proposed any additional horse trail construction, because use on existing trails does not exceed the capacity. Alternatives 1 through 6 would construct 50 miles of the North Country Trail in the first decade. Alternative 7 constructs no additional trails. An additonal 10 miles of loop trail are to be added under the Forest Plan.

Wild, Scenic, and Recreation Rivers

Decision

We will manage the Little Muskingum River for its natural values. All National Forest System land in the river corridor will be managed within the Management Area 2.1 standards and guidelines, which protect and enhance recreation activities, such as canoeing and fishing, within a natural-appearing forest environment.

Reason

The Little Muskingum River (see map in Appendix D of the FEIS) was identified in 1982 on the Nationwide Rivers Inventory (NRI) of the Department of the Interior as possibly eligible to be a Federal wild, scenic or recreation river. It is one of the 1,524 rivers listed in that inventory. For each such river within National Forest System boundaries, the Forest Service will carry out a process of several steps:

-Determine eligibility, through documenting the presence or absence of "outstandingly remarkable" features.

-If eligible:

--Determine the possible classification (wild, scenic or recreation) that segments of the river might meet. Provide for interim protection of river values on National Forest System land.

--Complete a formal river study involving the public and evaluating a wide range of alternatives. Present the agency's recommendation (whether for or against any Federal designation) to the Congress.

--Congress then decides what action to take on the agency's recommendation.

The State of Ohio can confer State designation upon rivers within Ohio. The State conducted a study of the Little Muskingum for possible State designation but did not designate the river. Among the reasons for non-designation cited in the study were: (1) the presence of many human-made features such as roads, oil and gas wells, and utility lines; (2) the small amount of publicly-owned river frontage; and (3) the lack of strong local support for designation.

The Forest Service is required to begin the above process within the next few years. The first step is determination of eligibility. When we schedule the determination of eligibility step, we will involve all interested parties.

Whatever the outcome of the process, the Forest will continue to manage the river corridor for river values, under the Management Area 2.1 standards and guidelines and take no action which would preclude future designation of the river.

MANAGEMENT PROBLEM--OFF-ROAD VEHICLE USE

Off-road vehicle use is a valid and accepted recreation use of the Forest. However, off-road vehicle use on trails can conflict with some of the other recreation uses on the Forest. Although there are presently no official off-road vehicle trails, use occurs throughout much of the Forest. ORV opportunities are important for many people. Non-ORV recreationists often desire to get away from ORV use, and have limited opportunities to do so.

Decision

The Plan will provide 250 miles of designated off-road vehicle trails on 36,100 acres of National Forest System lands.

Reason

A large number of people were opposed to the proposal in the Proposed Plan for 150 miles of ORV trails in the first decade. They felt that decreasing the miles from over 300 miles of existing trails to 150 miles would not meet demand, and would cause overuse and possible environmental damage on the limited trail system. Other people want more restrictions on ORV use.

Alternatives 1, 2, and 6 provide for 150 miles of ORV use on 64,900, 59,500, and 45,200 acres, respectively. Alternative 5 would provide for 75 miles of trails on 24,100 acres. Alternatives 4 and 7 would not provide for ORV use on the Forest. The Forest Plan would provide 250 miles of ORV trails on 36,100 acres. This represents an increase of 100 miles of trail over the Proposed Plan. The miles of trail were increased to meet the increased demand that is anticipated as a result of development of an efficient, loop trail system on designated trails. In order to provide trail systems that are long enough for extended rides on both the Athens and Ironton Units of the Wayne, a minimum of 250 miles is needed.

To address the concerns of those wanting restrictions on ORV use, the Plan will eliminate the unmanaged and indiscriminate use of ORV's currently concentrated on 64,900 acres and confine ORV use to designated trails on 36,100 acres. When the Plan is implemented, ORV use will be confined to designated trails on approximately 21 percent of the Wayne National Forest. Over 79 percent of the Forest will be available for those wishing to find areas to recreate where ORV use is prohibited. The Plan allows for closures of trail if damage to the environment is unacceptable.

MANAGEMENT PROBLEM - VEGETATIVE MANAGEMENT

New and greater demands are being placed on the forest vegetation by the growing population and changing forest uses. The public desires that a wide variety of goods and services be provided from National Forest System lands. Through multiple use management, the Wayne National Forest can provide a wide variety of these desired benefits. It will be increasingly difficult to satisfy the multiple demands for recreation, wildlife and fish management, quality hardwood, and energy minerals. The problem is where and how much of the various vegetative types can be provided while minimizing conflicts and resource damage.

Wildlife Habitat

Decision

The Forest will continue to be managed to provide a diversity of habitats for the flora and fauna of the area. More than 17,000 acres of old growth will evenually be provided in Management Area 6.2. In addition, over 4,000 acres of old-growth habitat will occur in developed recreation areas, research natural areas, and potential research natural areas and special areas. After 50 years, a total of 55,000 acres of late-successional habitat (including the 21,000 acres of old growth) will be provided. Over 19,700 acres of early-successional habitat will occur throughout the Forest by the end of the fifth decade. In addition, permanent wildlife openings, ponds, small lakes, marshes, and waterholes will be developed throughout the Forest, except that they will neither be maintained nor constructed in Management Area 6.2.

Reason

There were many comments on wildlife habitat on the DEIS and Proposed Plan. A large number of commenters felt that more "natural", or old-growth forest, should be designated. They noted that the Forest offers a unique and perhaps last opportunity to preserve and develop some large areas of continuous, old-growth forest in Ohio. Other commenters wanted more early-successional habitat in order to increase or maintain populations of some species, such as ruffed grouse.

The most economically viable means of achieving desired wildlife habitat diversity in portions of the Forest is through timber harvests. To estimate the effect of these harvests, sixteen wildlife and fish management indicator species were identified. An additional indicator species, the Cerulean warbler, was added as a result of public comments. Each of these species represents other wildlife or fish associated with a particular habitat type. An analysis of the impacts of the alternatives has shown that each is capable of maintaining at least viable populations, and populations of most are estimated to increase or be largely unchanged as a result of management by the end of the fifth decade.

When considering individual management indicator species, the analysis has shown that most alternatives would provide habitat capable of supporting higher populations of some species than the Forest Plan, but they would support lower populations of others. The Forest Plan tends to represent the middle ground on a species-by-species basis. This is consistent with the concept of providing a wide variety of habitats to maintain moderately high populations of all wildlife and fish species.

Some species such as ruffed grouse, field sparrow, and eastern bluebird, require relatively open habitat such as openland, grass and forbs, or shrubs and saplings. Alternatives 1 and 6 would provide the greatest amount of habitat for these species because timber is harvested on a relatively short rotation, creating and maintaining a large amount of openings.

Other species such as pileated woodpecker and Cerulean warbler, require forests with some large trees. Alternatives 5 and 7 provide the greatest amount of habitat for these species because more area of the Forest would be managed under longer rotations or no harvest. Alternatives 1 and 6 provide the least amount of this habitat. An additional 6,000 acres of Management Area 6.2 was added to the Plan. This will provide 17,200 acres of old-growth habitat on the Forest.

Many people did not want wildlife habitat improvements in Management Area 6.2. They felt that the existing, abundant open, agricultural, and young timber forests on State and private lands provided adequate early-successional habitat. Because of this concern, no additional wildlife habitat developments, including openings and impoundments, will be constructed and no existing habitat improvements will be maintained in the 6.2 management area. This decision affects 25,200 acres in Alternative 5, 21,200 acres in Alternative 7, and 17,200 acres in the Forest Plan.

Threatened, Endangered, and Sensitive Species

Decision

Threatened, endangered, and sensitive species will be protected on the Wayne National Forest.

Reason

Concerns were expressed about many species of plants and animals that are rare in Ohio or throughout the United States. There are presently no federally listed endangered or threatened plant or animal species within the vicinity of the Wayne National Forest which would be affected by Forest management. Special protection will be given to candidate sensitive species and Forest species of concern listed and described on pages 4-43 to 4-50 of the Forest Plan and Appendix E of the FEIS. In Chapter 4 of the Plan, standards

and guidelines have been developed for the protection and management of these species. Candidate sensitive species will be evaluated by Forest Service specialists to determine whether they are sensitive within the Eastern Region of the National Forest System. This will be done when all of the Forest Plans are completed so that all such species can be evaluated on a Region-wide basis.

The Forest Service will continue its cooperation with the U.S. Fish and Wildlife Service and the Ohio Department of Natural Resources. We will monitor the standards and guidelines to ensure they adequately protect threatened, endangered, and sensitive species and Forest species of concern.

Even-aged vs. Uneven-aged Forest

Decision

The Forest will be managed under both even-aged and uneven-aged silvicultural systems to achieve multiple-use objectives. For the 10-year Plan period, the number of acres affected by even-aged harvest methods, clearcutting and shelterwood harvest, will be similar to the number of acres affected by uneven-aged harvest methods, single-tree selection and group selection (Table 1, p. 37). Uneven-aged management will occur not only along roads, trails, and stream corridors, but also in some large blocks of the Forest.

Reason

Some commenters on the DEIS said that even-aged management on the Wayne is a viable and necessary management practice for Eastern hardwoods and wildlife habitat management. A few commenters were opposed to clearcutting or suggested that it be limited because they believe it adversely affects scenic beauty and wildlife populations, causes soil erosion, and degrades streams and lakes. Some commenters felt that uneven-aged management should play a bigger role in the management of the Forest.

The criteria for choosing a particular silvicultural system and harvest method are based upon the desired future land condition, wildlife habitat, vegetative diversity, visual quality objectives, economics, timber products demand and recreational use. The harvest methods considered were clearcutting, shelterwood, single-tree selection and group selection. The choice and rationale of the different harvest methods are discussed in Appendix C of the Plan.

Management area standards and guidelines in the Forest Plan are consistent with those in the Regional Guide for the Eastern Region. The Regional Guide establishes a maximum 40-acre size limit on clearcut openings. The maximum size limits under the Forest Plan are 30 acres in Management Areas 3.1 and 3.2, 20 acres in Management Areas 3.3, and 15 acres in Management Area 6.1.

A significant aspect of the clearcutting issue has been the appearance of areas after the trees are harvested. In the past, most clearcuts have been planned to be cost-efficient. Often they appeared unnatural because of their size and shape and the presence of unsightly logging debris. With this in mind, and guidance from National Forest landscape management handbooks, resource managers developed management prescription standards and guidelines in the Forest Plan to lessen the lessen the visual impact of harvesting activities associated with clearcutting. These standards and guidelines encompass shape and location of openings, retention of important vegetative features, road location and design, disposal of logging debris, and other guidelines needed to meet the visual quality objectives.

Alternatives vary in their response to the type and amount of vegetative management that is needed to meet resource objectives. In Alternatives 1, 2, and 6, even-aged management is the primary silvicultural system to be used for vegetative change. In Alternative 4, uneven-aged management is the primary system. Alternative 5 and the Plan provide for a mixture of both systems. Alternative 7 provides for even-aged management on only 17,800 acres of the Wayne. See Chapters 2 and 4 of the DEIS for comparisons of the two systems by alternative.

As a result of public comments and many public meetings, the number of acres proposed for even-aged management was reduced by 8,375 acres. This resulted from changing Management Areas 6.1 and 6.3 to mostly Management Area 6.2 and adding potential special areas. Alternative 3, the Forest Plan, provides for even-aged management on 80 percent of the suitable forest land and for uneven-aged management on the remaining 20 percent.

The Forest Plan was selected as the Preferred Alternative because it provides the best overall management of vegetation to meet resource needs and public desires.

Timber Harvest Levels

Decision

The timber harvest level (allowable sale quantity) for the Wayne will be 7.5 million board feet per year, or 75 MMBF in the first decade. The even-aged harvest volume will be 6.1 MMBF per year; the uneven-aged volume will be 1.4 MMBF per year. Hardwood management will be emphasized.

Reason

A range of comments was received about timber harvest levels. Some commenters believe that timber harvest should be reduced because there is too much logging on the Forest. Others stated that it is a mistake to reduce harvest volume because timber sales are needed to provide desired wildlife habitat, provide access to the Forest, and contribute to county

incomes. The cost-efficiency of timber harvest is also a national concern and public issue.

Prior to the preparation of the Forest Plan, the Forest was operating under a timber management plan prepared in 1969 and amended in 1981. The approved annual level of programmed sales in that plan was 9.7 MMBF. The Forest Plan sets the average amount of timber that may be sold for the period 1986-1995 at 7.5 million board feet per year. This level is referred to as the allowable sale quantity, or ASQ. The Allowable Sale Quantity is the maximum level of live timber which can be sold under the Plan. This annual volume of 7.5 million board feet is 0.6 MMBF lower than the average volume sold for the last 10 years and 4.5 MMBF lower than the volume sold in 1985.The actual amount sold during any given year may be higher or lower than the average as needed to respond to changes in local demands or Forest Service budgets. Annual adjustments may also occur to salvage dead and down trees after a natural disaster, such as wildfire or a windstorm.

Under current market conditions, the timber industry could use 18.4 MMBF of volume per year in the first decade. This estimate of future consumption is uncertain. It is estimated that the Forest Service will satisfy 40 percent of this volume in the local economic impact area. This area includes: Boyd county, Kentucky; Cabell county, West Virginia; and Athens, Coshocton, Gallia, Hocking, Jackson, Monroe, Morgan, Lawrence, Perry, Pickaway, Ross, Scioto, and Vinton counties in Ohio.

The harvest level in the Plan of 7.5 MMBF is approximately the same as the most cost efficient alternative. Alternative 2 is the most cost efficient alternative, with a harvest level of 7.3 MMBF.

Alternatives vary from a high ASQ of 18.4 MMBF per year in Alternative 6 to a low ASQ of 2.0 MMBF per year in Alternative 7. The maximum volume of wood products that can be produced on the Forest over the long term (long-term sustained yield--LTSY) varies from 26.4 MMBF per year in Alternative 1 to 6.5 MMBF per year in Alternative 7. The long-term sustained yield under the Forest Plan is 18.4 MMBF per year. The average annual harvest level is 40 percent of the LTSY in the first decade.

Timber Resource Land Suitability

The total net National Forest area is 176,787 acres. The tentatively suitable forest land is 169,215 acres. Of this 169,215 acres, 126,107 acres (75 percent) has been identified as suitable for timber production. The current condition had 166,000 acres as suitable. This reduction in suitable forest land will contribute to maximization of public benefits because of the advantages gained in: "natural" forest, developed recreation sites, lands available for exchange, wildlife openings, lakes and marshes, special areas, and economic efficiency.

Of the 169,215 acres identified as tentatively suitable, 43,108 acres (25 percent) has been identified as not appropriate for timber production. Of this, 23,104 acres is identified for resource uses that preclude timber management as follows:

-16,175 acres for "natural" forest (Management Area 6.2).

-1,052 acres for existing developed recreation areas (Management Area 7.1).

-2,052 acres for lands which are available for exchange (Management Area 9.1).

-3,525 acres for proposed wildlife openings.

-300 acres for proposed lakes and marshes.

Of the other 20,004 acres identified as not appropriate for timber production, 5,195 acres of potential special areas have been assigned to Management Area 9.2. These lands will be protected until the areas can be studied for designation as research natural areas (Management Area 8.1) or special areas (Management Area 8.2), or other management areas. A Plan amendment is required to designate these lands to another management area. The process for Plan amendments is contained within the Forest Plan, page 5-13.

The remaining 14,809 acres are mostly strip-mined lands which have very low timber productivity. These lands were not selected for timber production because they are presently not needed to meet the Forest Plan objectives of economic efficiency. Yet, they are available for future timber harvest should demand, markets or their productivity improve. A Plan amendment with public notification would be required to take advantage of these opportunities. The amendment process is explained in this Record of Decision, page 38 and the Forest Plan, page 5-13.

Below Cost Sales

To accomplish the Plan's goals and the Forest's desired future condition requires treatment of the vegetation. Commercial timber harvest has traditionally been the preferred method to manage vegetation through applied silviculture. Timber harvest is viewed as the most technically sound and least costly method of vegetative management. Other methods, such as prescribed burning, hand treatment, or chemical application, are technically feasible but often not realistic in terms of environmental and economic consequences. Deadening of forest stands by fire or chemical treatment to create and maintain habitat diversity, including desired levels of early-successional vegetation would be costly with no offsetting returns from harvest of forest products. The resulting unsightly conditions and waste of forest products would be unacceptable to most people. Vegetative management can most efficiently be accomplished using commercial timber sales.

Some proposed sales, such as pine sales made to convert pine stands to hardwood stands, on the Wayne National Forest may be defined as below cost sales. Pine sales will be less than 10 per cent of the timber sales. However, the overall timber sale program is expected to provide a positive cash revenue to the Forest. The cash revenue of below cost sales are less than the cost to the U.S. in preparing and administering the sales, plus the cost of road construction and reconstruction and reforestation. However, this approach to accounting was not used in the analysis of alternatives. The cost versus revenue approach ignores a fundamental principle that must be taken into account in evaluating the economics of the Forest Service's timber sale program. The Forest Service is required by law to manage the National Forests for multiple use. The real measure of the worth of the timber program is not costs versus revenues, but costs versus public benefits. This is the approach that was utilized in our analysis. Public benefits can be measured as receipts and as the dollar value of benefits for which revenues are not received, such as recreation. Unfortunately, some benefits are impossible to value in dollar terms or other readily quantifiable measures.

The treatment of vegetation through timber sales complements other uses of the Forest. For example, timber sales are often an effective means of improving or maintaining the visual quality on the Forest. Sales allow the creation and maintenance of desired characteristics along road and trail corridors. They provide open area for vistas and a greater diversity in the landscape. Improved visual quality contibutes to high quality dispersed recreation use in the long run. By providing for a variety of tree species, age and size in timber stands, the Forest Service can achieve and maintain a forest less susceptible to insects and disease.

A variety of wildlife habitats are provided by a diversity of timber stand age classes and tree species. Timber sales are the most economically viable means of achieving desired plant and animal diversity. Our publics put high values on wildlife-associated recreation and the visual amenities of the Forest. If these benefits were provided through a method other than commercial timber sales, costs would be significantly higher and would eliminate returns to the Treasury. If the visual, wildlife, and recreation benefits were added to the returns to the Treasury, timber sale benefits would substantially exceed the costs.

Some steps have already been undertaken to reduce the costs of not only selling timber but also reducing costs for all resource management activities. Procedures used on the Forest for preparing timber sales are being reviewed.

Based on the analysis of the resources and comments from the public, the Forest's annual allowable sale quantity of 7.5 million board feet is an appropriate annual timber harvest level. This harvest level will provide desired wildlife habitat and dispersed recreation, as well as wood products.

MANAGEMENT PROBLEM--ROADS

The existing and extensive system of roads on the Wayne National Forest and the difficulty of closing them limits the opportunities to provide nonmotorized recreation experiences and raises public concern when additional Forest Service roads are needed for resource management.

Road Construction and Closure

Decision

New road construction and reconstruction of permanent and temporary roads will average about 15 miles per year in the first decade. Many miles of old roads under Forest Service jurisdiction will be closed the first decade to motorized vehicles if not needed for resource management.

Reason

At first it seems contradictory that the Forest needs to build roads and close (other) existing roads in the first decade. A brief explanation follows. (A more complete explanation can be found in the FEIS beginning on page 2-96.)

There are estimated to be 1000-1500 miles of roads in the Wayne now. Almost all of them "came with the land" and consist of very old farm lanes, unused county roads, old logging and mining roads, and the like. Very little of the existing system is servicable for all intended uses in all weather. In recent years the Forest has begun, in a planned manner, to design and build roads which provide dependable public access to and within parts of the Wayne. The Plan decision is to continue to work toward desired future conditions, over time, by replacing many old substandard roads with fewer, but more servicable, designed roads, in better locations. Our estimate is that, in the long term, a 500-mile system of permanent Forest Service roads will result which, combined with needed oil and gas roads, will serve people and resources better than the present 1000-1500 miles of road.

In order to provide a variety of recreation opportunities, different levels of roading and public motorized access will be provided in different management areas. As compared to the present, access will be easier in Management Areas 2.3, 3.1, and 3.2; not as easy in Management Areas 2.1, 2.2, and 3.3; and there will be substantially less motorized access within Management Areas 6.1 and 6.2 than at present.

It will take several decades to achieve the "ideal" road system. The Forest will study each part of the Forest, involving interested citizens and groups, to plan in detail which roads can be closed and what new construction is needed.

MANAGEMENT PROBLEM--MINERAL ACTIVITIES

Demand for surface and subsurface resources causes considerable competition for National Forest System land use, especially where minerals are non-federal.

Reverting Mineral Rights

Decision

When mineral rights revert to the U.S., the Forest Service will recommend lands for leasing if there are no over-riding reasons not to.

Reason

Because the U.S.A. only owns 7 percent of the mineral rights, minerals was not discussed in the DEIS and the Plan other than in the standards and guidelines. Many people strongly emphasized the need to discuss effects of alternatives on mineral operations because more mineral rights will revert to the U. S. They are also concerned about the future of their mineral operations in Management Area 6.2 when their mineral rights expire with mineral ownership reverting to the U.S.

It is estimated that USA-owned minerals will increase from the current 7 percent to 25 percent by 1995. Although the overall effect of alternatives on minerals is slight, minerals are discussed in Chapter 1 of the FEIS and throughout the Plan. A standard and guideline has been added that states that it is Forest policy to recommend to the Bureau of Land Management that existing mineral rights operators should be given priority status in continuing on a noncompetitive basis as the existing operator when mineral rights revert to the U.S. and where leases are to be renewed, unless there is reason not to for cause.

Oil and Gas Development

Decision

Oil and gas exploration and extraction will continue on USA-owned leases. Mineral operators will not be denied access across National Forest System lands to their well sites.

Reason

A large number of commenters, particularly from an area on the Marietta Unit, are concerned about restrictions on oil and gas exploration and development in Management Area 6.2. They are concerned that restrictions will result in lost jobs and income. Other people are concerned about the impact of mineral activity on the many natural features of the Forest.

In the Proposed Plan, and all other alternatives, no surface disturbance was applied to the watersheds of small lakes, marshes, ponds and waterholes. Because of the shallow location of oil in southeastern Ohio, slant drilling for oil is not possible. This standard and guideline has been removed from the Forest Plan. Protection of the watersheds of small lakes and other water bodies will be on a case-by-case basis.

The acreage affected by no surface disturbance varies slightly between the Forest Plan and the other alternatives because additional potential special areas were added to the Plan. In the Forest Plan, approximately 300 acres are affected by this stipulation in 1987 and 1,200 acres by 1995 when more mineral rights revert to the U.S. In all other alternatives, this acreage is approximately 280 acres and 1,150 acres.

To address the concerns of restricting access to well sites, a standard and guideline has been added to the Forest Plan that mineral operators will not be denied road access across National Forest System lands.

COMPATIBILITY WITH THE PLANS OF OTHERS

It is important to consider the plans of others so that those of the Forest Service are not unnecessarily duplicative or conflicting. Both the National Forest Management Act and National Environmental Policy Act require us to do so.

During the planning process, agencies and organizations were consulted. Beginning in 1981, issue scoping sessions were held with Federal, State, and local organizations. This provided early insight that our actions were compatible with the plans of others. Other agency plans were reviewed and used in developing the Forest Plan. Based on public comments and comments specifically from these agencies, it appears that consultation with others has been adequate. See Appendix A of the DEIS for consultation information up to preparation of the DEIS and Appendix C of the FEIS for consultation following the issuance of the DEIS.

Listed below is a summary of activities that will be compatible with the plans of others.

- The dispersed recreation activities are compatible with those provided by the State of Ohio. The Ohio State Comprehensive Outdoor Recreation Plan was used to help identify the demands for various recreation activities.

- Construction of the North Country Trail is being done in cooperation with the Buckeye Trail Council.

- Making National Forest System lands available for mineral exploration and development will facilitate the plans of those companies who have applied for leases or will in the future.

- The cultural resource program is carried out in cooperation and consultation with the Ohio State Historic Protection Officer and the Advisory Council.

- Planned wildlife and fish habitat management is compatible with a memorandum of understanding between the State of Ohio and the Forest Service concerning fish and wildlife management on the Forest. It incorporates many of the habitat management objectives and guidelines jointly developed by the Ohio Department of Natural Resources and the Forest Service under provisions of the Sikes Act.

- Management needs for federally-listed and State-listed threatened and endangered species in the Wayne National Forest were determined in consultation with the U. S. Fish and Wildlife Service and Ohio Department of Natural Resources.

- The protection of unique features or special areas including some State threatened and endangered species, is compatible with the State's interests.

- The identification of candidate research natural areas is compatible with the plans of the Nature Conservancy and the Ohio Natural Heritage program.

POTENTIAL FOR CONTROVERSY

The public controversy that might be caused by each Forest Plan alternative was also considered.

All public concerns cannot be resolved. Some Forest users will continue to be dissatified with some management direction. The Plan is a balanced response to public issues and management concerns. The Plan can meet foreseen demand levels and addresses all issues. While some alternatives may respond better to specific issues, none responds better than the Forest Plan to all management problems. Multiple use resource planning is the process of assessing public wishes; evaluating legal requirements, environmental objectives, and resource capacity; and determining the best choice considering all factors.

The planning alternatives and their supporting analysis evaluate different viewpoints. The Forest Plan alternative provides a greater range of environmental conditions and choices for goods, services and uses than any other alternative. A balanced response is given to both sides of identified issues.

There should be little controversy on the ultimate size of the Wayne National Forest. There may continue to be controversy on land acquisition in the Marietta Unit.

The effect of National Forest System land ownership on county tax bases may continue to be controversial.

The controversy over even-aged versus uneven-aged management will continue. Some people will continue to express opposition to the clearcut method of timber harvest wherever it is used. The Forest Plan does reduce this conflict by prescribing 20 percent of the Forest to uneven-aged management.

There should be no controversy about the level of timber harvest. The Forest Plan is slightly below the average annual harvest level for the past ten years.

Controversy will continue as to whether the National Forest programs should make money. This will be particularly sensitive where the management of National Forest timber does not provide sufficient dollar returns in relation to costs. Solving the problem through improved cost-efficiency is currently under way.

There may continue to be controversy on the amount of "natural" forest area planned for the Wayne; some people may want more "natural" forest. There will continue to be controversy on the location of Management Area 6.2 on the Forest, i.e., the Marietta Unit.

There will continue to be controversy about ORV use on the Forest until the time that the provisions for ORV use provided by the Forest Plan are fully implemented and accepted by the long established ORV users. Some people will continue to oppose all ORV use on the Forest and some ORV users will resist attempts to confine their use.

There will continue to be controversy on the amount and location of roads needed for Forest Service resource management.

There will be continued controversy about mineral activity on the Forest. The greatest controversy will be oil and gas operations in the 6.2 management area on the Marietta Unit. Also, a segment of the public will continue to insist that the exercise of private mineral rights should not be allowed on National Forest System land and that no federal minerals should be explored or developed. Controversy over acquisition of private mineral rights will also continue.

There should be no further controversy about the identification and management of potential research natural areas and special areas since all are identified for protection. The standards and guidelines also provide for the identification and protection of additional areas.

COST-EFFICIENCY

A range of alternatives was considered for the future management of the Forest. Each Forest Plan alternative represents a set of goals and objectives. The analysis helped determine the most cost-efficient way to address the different purposes of each alternative.

Throughout the planning process, the Forest sought to analyze ways to improve the overall cost-efficiency of resource management. Each Forest Plan alternative represents the most cost-efficient set of prescriptions needed to meet the goals and objectives. A computer model was used to facilitate this.

Early in the process, the prescriptions were reviewed and screened to assure they represented a cost-efficient means to accomplish the purpose of the prescription. Those prescriptions which were judged to be inefficient were eliminated.

Additional cost-efficiency analysis was completed comparing the direct costs and direct benefits of timber production. This analysis was useful in identifying treatments, investments, and prescriptions where the expected timber revenues were significantly less than the costs. Appendix B (pages B3-37 to B3-42) in the DEIS summarizes the results of this analysis.

The Forest Service uses an estimate of present net value (PNV) to measure cost-efficiency. PNV is the difference between the discounted value of priced outputs and all Forest Service management and investment costs. Discounting benefits and costs reflects the time value of money. Costs and benefits were discounted over time using a four percent discount rate. For example, a dollar received 20 years from now has a present value of 55 cents. A dollar received 100 years from now has a present value of 2 cents. The net result is that a dollar received today is worth more than a dollar received at some point in the future. When the intent is to maximize economic efficiency, costs are deferred as long as possible and benefits are realized as soon as possible.

Although PNV is an important factor to consider in the decision making process, it is only one of many factors to be considered when determining net public benefit. A large PNV is an indicator that taxpayers, as owners of the National Forest, could realize a large net return on their investments whereas a smaller PNV indicates a smaller return.

Following are the present net value amounts for each alternative, ranked from highest present net value to the lowest. Alternative 2 represents the economically preferred alternative as it has the highest PNV of all the alternatives. Opportunity costs, measured as reductions in PNV as compared to the maximum present net value alternative, indicate the net priced benefits foregone to provide the nonpriced benefits needed to address the issues.

Alternative	Present Net Value (Million dollars)
2 - Max. PNV	73
1 - Current	70
6 - High Intensity Mgmt.	65
3 - Forest Plan	62
7 - Low Intensity Mgmt	59
5 - RPA	59
4 - Uneven-aged Mgmt.	49

Except for Alternative 4, all alternatives were within a narrow PNV range. Therefore, differences in PNV were not a major factor in the decision as to which alternative should be selected. Alternative 2 had the highest PNV. Alternatives 1, 6, 3, 7, and 5 were grouped together at a lower level. The opportunity cost of selecting Alternative 3 is 11 million dollars.

The Forest Plan has the fourth highest present net value of any alternative considered in the DEIS. See DEIS, Chapter 2, pages 2-77 to 2-100, for a detailed discussion of the present net value differences between the Forest Plan and other alternatives considered, and the reasons for those differences.

The first part of this chapter shows the major differences in resource outputs between the Proposed Plan and the final Forest Plan. Following is a brief comparison of some of the differences between the highest present net value alternative (Alternative 2) and the Forest Plan (Alternative 3). These differences account for a large portion of the change in present net value. The differences are the result of public comments, and also provide for a balanced consideration of all the multiple-uses of National Forest System lands.

Attribute	Alternative 2 (Highest PNV)	Alternative 3 (Forest Plan)
Natural Forest Mgmt. Area	0	10%
Uneven-aged Mgmt. Area	0	17%
Even-aged Mgmt. Area	97%	68%
Late-Successional Mgmt. Area	97%	66%
Early-Successional Mgmt. Area	None	29%
Mgmt. Areas with ORV Trails	34%	20%
Semiprimitive Nonmotorized (SPNM) Mgmt. Area	None	16%
Pine Harvest (Decade 1)	0	1.1 MMBF
Canoeing and Fishing Mgmt. Area	0	3 Streams

The Forest Plan provides a wider variety of vegetation conditions than does Alternative 2. Alternative 2 does not provide the following vegetative conditions: Natural forests, uneven-aged character or management areas that

increase early-successional habitat. These vegetative conditions are provided to mitigate issues raised during the public involvement process. While providing each of these conditions reduces present net value (PNV), the uneven-aged character is the most expensive of the vegetative conditions. The uneven-aged silvicultural system reduces PNV due to the greater time required for sale administration and due to the high transportation costs due to the large number of acres accessed per given volume harvested the first few decades.

The Forest Plan reduces the area of ORV impact of Alternative 2 from 60,000 acres to 36,000 acres. This concentration of use reduces PNV due to a projected decrease in other recreation and hunting use.

The Forest Plan provides a greater mix of recreation opportunities than does Alternative 2. Alternative 2 does not provide the following recreation opportunities: semiprimitive, nonmotorized (SPNM), canoeing and fishing emphasis, continuous forest canopy of uneven-aged management or natural forest character. Providing each of these opportunities reduces cost efficiency.

The primary reduction in PNV of the Forest Plan from Alternative 2 is due to the semiprimitive, nonmotorized (SPNM) management areas. The Forest Plan meets 50 percent of the demand for SPNM recreation in the first decade. To achieve this recreation setting it is necessary to spend funds to close roads. A loss in benefits is associated with SPNM recreation because fewer people will visit the area once the roads are closed. Therefore, SPNM results in lower cost efficiency.

The Forest Plan proposes to harvest 1 MMBF of pine per year. Alternative 2 does not harvest any pine the first decade in order to maximize cost efficiency. The Forest Plan schedules an even flow of both pine and hardwood to provide a predictable supply of products to area mills and to salvage overmature pine stands.

While some management practices in the Forest Plan do not have the lowest cost, these practices do contribute to a greater overall net public benefit. These benefits include providing a broad range of dispersed recreation opportunities, enhancing scenery, and improving the quality of wildlife habitat. The mix of activities and outputs in Alternative 2 either reduces or removes the opportunity to achieve many of the objectives of the Forest Plan. These objectives and associated benefits of the Forest Plan include:

- Construct no additional large, highly developed recreation sites.

- Manage the Little Muskingum River, Hocking River and Symmes Creek corridors as fishing/canoe streams (Management Area (M.A.) 2.1).

- Manage 17 percent of the total acres on the Forest for uneven-aged character to provide recreation opportunities in an almost continuous forest canopy.

- Manage 16 percent of the Forest for semiprimitive, nonmotorized recreation opportunities.

- Manage 10 percent of the Forest to provide recreation opportunities in a natural forest character (M.A. 6.2).

- Manage 29 percent of the Forest in management areas that increase early-successional habitat.

- Harvest 1 MMBF of pine per year to salvage overmature stands and satisfy part of local demand.

- Harvest uneven-aged management areas in proportion to the allocation of 20 percent of the timber base.

- Construct 250 miles of off-road vehicle (ORV) trail during the 1st decade and additional miles in subsequent decades for a total of 300 miles.

- Decrease the area of ORV use from 60,000 acres to 36,100 acres.

ENVIRONMENTAL CONSEQUENCES

The Draft and Final EIS's present information which indicates that while there may be instances where a practice could have a significant, but temporary, adverse effect on soils, air quality, water quality, riparian areas, wetlands, wildlife, fish, vegetation or visual resources, there will be no significant permanent impairment of the productivity of the land. The Plan has been reviewed by the U.S. Fish and Wildlife Service in accordance with Section 7 of the Endangered Species Act. Their opinion and that of the Ohio Department of Natural Resources is that there are presently no federally endangered or threatened species in the Forest which would be affected by management activities.

The DEIS, Chapter 4, describes the relationship of short term uses to the long term productivity of the land and its resources, the irretrievable and irreversible commitments of resources and the unavoidable adverse effects. These sections provide a summary of the direct, indirect and cumulative effects.

Relationship of Short-Term Uses and Long-Term Productivity

The relationship of short-term uses to long-term productivity of the land and its resources would be maintained or improved by the Forest Plan. There are differences between alternatives in their long-term productivity as noted below.

- Alternative 5 and the Forest Plan would produce a broader range of recreation experiences. Alternative 7 provides for semiprimitive conditions but not dispersed recreation activities. Alternatives 1, 2, 4, and 6 do not provide any semiprimitive recreation opportunites.

- Alternative 6 would produce the greatest amount of timber to meet industrial needs, while Alternative 7 would produce the least. Alternatives 1 and 6 would provide the greatest increase in habitat for wildlife dependent on openland and early-successional stages of vegetation. Altenative 2 would provide the greatest increase in habitat for wildlife dependent on mast-producing and mature hardwood.

- Productivity for wildlife and fishing recreation increases in all alternatives except Alternative 7. Long-term productivity is directly related to the way vegetation is managed and to the presence of certain direct habitat improvements such as permanent openings and small lakes.

- All alternatives protect all unique features on the Forest either as distinct management areas or through standards and guidelines. This assures that there will be no short-term or long-term impacts to these resources.

Irretrievable or Irreversible Commitments of Resources

The irreversible effects of any alternative are:

-Transfer of land ownership from public domain to private interests.

-Oil, gas, coal and common variety minerals that are located and developed.

-Fossil fuels and common variety minerals that are used in administration of the National Forest.

The following are some of the irretrievable effects:

- Loss of continuous forest canopy where even-aged management is used.

- Loss of one type of recreation opportunity when replaced by another type, such as loss of semiprimitive, nonmotorized opportunities when an area is managed as roaded.

- Loss of some types of hunting opportunity due to changes in habitat. An example is that maintaining the Forest in a young aged condition can produce high populations of grouse, while maintaining predominately old-growth conditions reduces that opportunity.

- The loss of timber production potential in Management Areas 6.2, 8.1, and 8.2.

- The reduction of timber production on sites dedicated to roads, wildlife openings, recreation facilities, and right-of-way corridors.

- The loss of USA-owned minerals in Management Areas 7.1 (developed portion), 8.1, and 8.2.

- Loss of existing and potential future visual conditions when vegetative, waterform, or landform conditions change due to management practices.

- Loss of investments made in anticipation of user demands if the demands do not materialize.

Unavoidable Adverse Effects

Implementing any alternative will result in some adverse environmental effects that cannot be avoided. The severity of these adverse effects are minimized by adhering to the direction in the standards and guidelines listed in Chapter 4 of the Forest Plan. These tradeoffs are believed to be worthwhile in providing the goods and services needed to reasonably meet future public needs.

- Air quality may be temporarily affected by dust or particulates resulting from management practices such as road construction or prescribed burning.

- Visual quality will be adversely affected temporarily due to disturbance from timber harvesting and construction projects.

- Noise levels may be temporarily affected at specific locations due to management activities or recreation use.

- Recreation experiences may be temporarily disrupted due to management activities such as timber harvest or construction projects.

- Some species of wildlife will be adversely affected in some areas. While sufficient habitat will be maintained for all species, management practices will result in reduced habitat for some species while increasing habitat for others.

- Construction of facilities will adversely affect soil productivity on the occupied site.

PUBLIC PARTICIPATION

The Forest Service conducted an active public involvement program throughout the planning effort. Federal, State, and local agencies have been informed and consulted. Forest users have had an opportunity to participate. See Appendix A of the DEIS and Appendix C of the FEIS for a description of the public participation activities that were undertaken.

Determination of the Issues

A Notice of Intent to prepare the Environmental Impact Statement for the Forest Plan was published in the Federal Register on February 5, 1982, page 5445. This notice started the scoping process of identifying issues and concerns. Federal, State, and local agencies and the public were asked to comment on a preliminary list of issues and concerns that had been developed by the Forest Service, and to add new issues that they felt were appropriate. These public issues and management concerns established the scope of the Environmental Impact Statement.

Major Changes Made in Responses to Public Comment

A Notice of Availability of the Draft Environmental Impact Statement and Proposed Plan was published in the Federal Register on October 24, 1986. A total of 1,200 copies of the Proposed Plan and DEIS documents were distributed to the public. Many meetings were held during the comment period which lasted until January 22, 1987.

During the 90-day comment period, 1,508 individuals and representatives of agencies and organizations commented on the documents. An additional 32 comments were received after the comment period closed. In February, 1987, the Forest met with representatives of agencies and organizations in a public participation meeting. The purpose of the meeting was to resolve the major issues identified through comments received on the Proposed Forest Plan and to gain further insight about the views of the public. The consensus of opinion reached by the participants on eight major issues played an important role in preparing the final documents and in this decision.

The individual public comments received from review of the draft planning documents also played a major role in the decision process.

The following summary highlights the changes to the Proposed Plan direction. These changes resulted largely from public comment.

Land Adjustment

-Acquisition goals were established as a percent of total gross management area.

-A standard and guideline was added that the Wayne National Forest will not condemn land.

-The lands available for future exchange identified in the Proposed Plan were deleted.

Vegetative Management

Management Area 6.2, which provides for old-growth forest, was increased by 6,030 acres. Most of this increase was made in the Wildcat Hollow area on the Athens Unit, which had no 6.2 area in the Proposed Plan.

Management Area 7.1, Lake Vesuvius Recreation Area, was reduced in size by 640 acres. This acreage was the lakeside zone of the management area and was added to the 6.2 management area.

The amount of suitable forest land for timber production decreased by almost 9,600 acres as a result of adding 6,000 acres of Management Area 6.2 and 3,600 acres of additional potential special areas.

Existing and proposed wildlife habitat improvements--permanent openings, marshes, small lakes, ponds, and waterholes--were removed as a management practice in Management Area 6.2.

The Cerulean warbler was added as a management indicator species of closed-canopied, mature and overmature hardwoods.

Additional provisions were made in the standards and guidelines to inventory, protect and monitor threatened, endangered, and sensitive plants and animals.

The threatened, endangered, and sensitive species section of the Forest-wide Standards and Guidelines has been expanded to include candidate sensitive species and (recognition of) Forest species of concern and the additional standards and guidelines developed to enhance protection of these species.

Forest Recreation

The amount of semiprimitive, nonmotorized area on the Wayne was increased by 800 acres.

An additional 10 miles of hiking trails was added to the 50 miles (North Country Trail) of trail proposed to be constructed in the first decade in the Proposed Plan. In the second decade, the remaining 43 miles of the North Country Trail construction has been added to the Forest Plan.

A discussion on the Little Muskingum River, a National Rivers Inventory listed river, has been included in Appendix D of the FEIS.

Off-Road Vehicles

The miles of designated trails for off-road vehicle use was increased to 250 in the first decade.

Roads

The discussion of Forest Service roads was clarified in the FEIS and Forest Plan.

Mineral Activities

Mineral activities have been included in the FEIS and those sections of the Plan where they were not discussed in the Proposed Plan.

The standards and guidelines have been clarified in terms of oil and gas activities, particularly in Management Area 6.2.

Special Areas

The total acres of potential research natural areas and special areas have been increased from 1,886 acres to 5,530 acres.

ALTERNATIVES CONSIDERED

The National Forest Management Act requires that a broad range of reasonable alternatives be formulated. This was done by an interdisciplinary team in order to provide an adequate basis for identifying the alternative that comes closest to maximizing net public benefits.

The process used to formulate the alternatives that were considered in detail is described in the DEIS, beginning on page 2-1.

ALTERNATIVES CONSIDERED IN DETAIL

The following alternatives are described and evaluated in detail beginning on page 2-20 of the DEIS:

Alternative 1- Projects current management into the future. This is considered the no-action alternative.

Alternative 2- Maximizes present net value by emphasizing the most cost-efficient level of outputs.

Alternative 3- Emphasizes a wide variety of vegetative conditions and recreation opportunites. This alternative was the basis for the Proposed Forest Plan. The Proposed Plan was revised as a result of public comment to produce the Final Forest Plan.

Alternative 4- Emphasizes uneven-aged management.

Alternative 5- Emphasizes a balanced mix of even-aged and uneven-aged management, early and late-successional habitat, and recreation opportunities.

Alternative 6- Emphasizes early-successional wildlife habitat and off-road vehicle use.

Alternative 7- Emphasizes a low intensity of management.

ALTERNATIVES CONSIDERED BUT ELIMINATED

Alternatives considered but eliminated from detailed study included: (1) having no timber harvested from the Forest, and (2) alternatives that would require a change in law or policy. These alternatives are discussed on page 2-18 of the DEIS.

ENVIRONMENTALLY PREFERABLE ALTERNATIVE

All alternatives are environmentally, technically, and legally feasible. An environmentally preferable alternative is one that has the least negative impact on the physical and biological environment. It is also one that best protects, preserves, and enhances historic, cultural, and natural resources.

Impacts to the physical and biological environment are caused by the management practices and are described in Chapter 4 of the DEIS.

All of the alternatives meet the minimum legal environmental standards as required by the National Forest Management Act. Above that point, alternatives vary in the number and amount of management practices that are applied. Reduced levels of management practice activity are indicative of reduced human activity and, thus, a reduced potential to adversely affect the environment.

The following table includes those management practices that cause change in an environmental condition and that differ between alternatives. The management practices considered were: trail construction (hiking, horse, and ORV), clearcut harvest, selection harvest, wildlife opening and water areas, and road construction and reconstruction. The amounts of the practices are summarized in Table 1.

The figures displayed in Table 1 are expressed on an average annual basis for the Forest Plan period and are also projected to the year 2035 to display longer term differences, should the management activities continue at projected levels. Trail and road miles have been converted to an acreage value based on clearing widths of 10 feet and 30 feet, respectively.

Table 1 indicates that Alternative 7 is the environmentally preferred alternative in Decades 1 and 5. It provides for a low level of management and, therefore, has the lowest level of disruptive activities.

Alternatives 1 and 2 are also environmentally preferable to the Forest Plan in Decades 1 and 5. These alternatives involve fewer acres of management prescriptions requiring higher intensities of management or disturbance of the landscape. The primary difference is that Alternatives 1 and 2 have no uneven-aged management.

From an overall environmental standpoint, the Forest Plan compares favorably to Alternatives 1 and 2. The Plan will provide the best balance of goods, services, and uses to the public. Alternative 7 would reduce the amount of trails, wildlife habitat improvements, wood products, and early successional wildlife habitat that would be provided.

TABLE 1. COMPARISON OF MANAGEMENT PRACTICE AMOUNT BY ALTERNATIVE
(Average Annual Acres)

Practice	Alternative 1	2	3	4	5	6	7
Trail Construction							
Planned--Decade 1	25	25	40	5	15	25	0
Projected--Decade 5	0	2	0	2	0	0	0
Evenaged Management							
Planned--Decade 1	1,010	650	550	0	580	1,410	160
Projected--Decade 5	1,730	1,420	1,120	0	870	1,250	320
Uneven-aged Management 1/							
Planned--Decade 1	0	0	510	1,800	480	800	0
Projected--Decade 5	0	0	880	3,300	1,670	1,300	0
Wildlife Habitat Imp.							
Planned--Decade 1	65	75	75	110	80	60	0
Projected--Decade 5	65	75	75	110	80	60	0
Road Construction and Reconstruction							
Planned--Decade 1	50	35	55	155	100	105	10
Projected--Decade 5	10	25	40	75	50	40	15
Planned Difference From Alt. 7	980	615	1,060	1,900	1,085	2,230	0
Projected Difference From Alt. 7	1,470	1,190	1,780	3,150	2,335	2,315	0

IMPLEMENTATION, MONITORING AND MITIGATION

The Forest Plan will be implemented no sooner than 30 days after the Notice of Availability of the Forest Plan, EIS, and Record of Decision appears in the Federal Register. The time needed to bring all activities into compliance with the Forest Plan will vary, depending on the type of project.

The Forest Plan is not a plan for the many activities needed to carry on the Forest Service's day-to-day internal operations. For example, the Forest Plan does not address personnel matters, law enforcement, fleet equipment, or organizational changes. However, it is a plan for managing the public lands in an environmentally sound manner to produce goods, services, and uses in a way that maximizes long term public benefits.

1/ Unevenaged management includes acres regenerated by single-tree selection and total sale areas managed under group selection. Within the group selection sale areas, about 1/4 of the area is regenerated each cutting cycle. See pages 1-10 and H-7 for acres regenerated in each alternative.

The emphasis of the Forest Plan is not on site-specific decisions or specific outputs. Rather, it is the application of management practices to areas of land to achieve multiple-use goals and objectives with economic efficiency. However, to respond to changing needs and opportunities, Congressional actions, catastrophic events, or new technologies, the Forest Plan may have to be amended or revised. If the change significantly affects the Forest Plan, it must be made by the same procedure used in the development and approval of the original Forest Plan. If the change does not significantly affect the Forest Plan, the Forest Supervisor may amend it by a less formal process which includes public notice and compliance with NEPA.

It is important to note that all proposals in the Forest Plan can be accomplished from a physical, biological, economic, and legal perspective. It is not certain they will be accomplished. First, the outputs proposed by the Forest Plan are projections or targets. For example, the number of recreation visitor days meeting ROS class standards is a target number the Forest will strive to attain. Another example is long-term sustained yield. That is the maximum regulated volume of timber that can be produced over the planning period, not the volume that will be sold.

Second, all outputs may be affected by budgets. Inherent in the Forest Plan's proposed outputs is the budget needed to achieve them. The Forest Plan is implemented by way of various site-specific projects, such as the building of a road, construction of a small lake, or the sale of timber.

If the budget is changed in any given year, the projects scheduled for that year may have to be rescheduled. However, the management area prescriptions and the areas to which they are applied in the Forest Plan will not change unless the Forest Plan is amended. If the budget is significantly different from that in the Forest Plan over a period of several years, the Forest Plan itself may have to be amended and, consequently, will reflect different target outputs.

As a long-range strategy for the Forest, this Forest Plan and the accompanying FEIS are programmatic in nature. During implementation, when the various projects are designed, more site-specific analyses will be developed. These analyses may result in environmental assessments, environmental impact statements or categorical exclusions and, possibly, an amendment or revision of the Forest Plan. Any resulting documents will be tiered to the FEIS or the Forest Plan.

Existing projects, as well as contractual obligations, will continue as originally planned. During implementation, however, the following minimum requirements, subject to valid existing rights, will be met. The Forest Supervisor will assure that (1) annual program proposals and projects are consistent with the Forest Plan; (2) program budget proposals and objectives are consistent with management direction specified in the Forest Plan; and (3) implementation is in compliance with the Regional Guide and the National Forest Management Act regulations.

Proposals to use National Forest System lands will be reviewed for consistency with the Forest Plan. Management direction contained in Chapter 4 of the Forest Plan will be used to analyze any proposal involving use of National Forest System lands. All permits, contracts, and other instruments for occupancy and use of the National Forest System lands must be consistent with the Management Direction in Chapter 4.

Implementation is guided by the management requirements contained in the Forest Plan, including the Management Area prescriptions, found in Chapter 4. These management requirements were developed through an interdisciplinary effort and contain measures necessary to mitigate or avoid any long term adverse effects.

Any unavoidable adverse environmental effects, such as the disruptive effect of timber harvest on recreation, will be temporary and will involve only a small percentage of the Forest at any one time. Mitigation measures are included in Chapter 4 of the Forest Plan. These measures are hereby adopted.

The monitoring and evaluation requirements established in the Forest Plan, Chapter 5, are hereby adopted. Management practices will be observed and their effects recorded to ensure that the goals and objectives of the Forest Plan are being met and that the anticipated results are the actual results.

The monitoring results will be evaluated at intervals established in the Forest Plan to determine whether changes are needed to make it more effective, or to respond to changed or unexpected conditions. Data gathered during monitoring will be used to modify implementation schedules, improve mitigation measures, and to assess the need for amending or revising the Forest Plan.

Copies of future amendments to the Forest Plan and FEIS will be made available to those listed in Appendix G of the FEIS. Others can obtain copies by writing the Forest Supervisor at the address shown on page 1.

The review of the public comments on the DEIS indicates that some people were unconvinced that Forest Service management would not have some particular adverse impacts. The Forest Service cannot address these concerns to the commenter's satisfaction except to stop using some management practices or to prohibit some uses entirely. The management practices will be carefully monitored and evaluated. Any evidence of unacceptable adverse impacts from or to any management practice will be brought to attention immediately, including the following:

- Pesticide use: Water quality, human and wildlife effects, and effects on vegetation other than species needing control.

- Mineral exploration and development.

This Forest Plan is not a rigid tool developed to manage the Wayne National Forest forever. Changes can and will be made when it is revised in ten years. This decision, made today, will be reviewed periodically and changes will take place whenever and wherever needed, including changes in any of the management practices. Future management needs and other resource uses require the Forest Service to maintain this land management plan as a dynamic document.

RIGHT TO APPEAL

This decision is subject to appeal in accordance with the provisions of 36 CFR 211.18. Notice of Appeal must be in writing and submitted to:

Regional Forester, Eastern Region
USDA-Forest Service
310 West Wisconsin Avenue
Milwaukee, Wisconsin 53203.

The Notice of Appeal must be submitted within 45 days after the date of this decision, or 30 days after the Notice of Availability of the FEIS is published in the Federal Register, whichever is later. A Statement of Reasons to support the appeal, and a request for oral presentation, if desired, must also be submitted within these time limits.

An appeal of this decision does not halt Forest Plan implementation. If a stay of the decision is desired, it may be requested at any time during the appeal period until such time as a decision on the appeal is made by the Chief, USDA Forest Service.

No decisions on site-specific projects are made in this document, although a number of projects are identified. Those projects identified in various parts of the Forest Plan or FEIS are only included to indicate approximate scheduling, location, and prescribed practice.

Final decisions on site-specific projects will be made during Forest Plan implementation after appropriate analysis and documentation that meets National Environmental Policy Act requirements. Parties dissatisfied with a specific project should appeal the site-specific decision, once it is made.

The appeal process for projects is the same as that described above for the Forest Plan, except notice of appeal must be sent to the person making the decision. This will normally be a District Ranger or the Forest Supervisor.

Floyd J. Marita

FLOYD J. MARITA
Regional Forester

JAN 4 1988
DATE

ATTACHMENT A--LEGAL REFERENCES

The following references and citations are included here to make the text of the Record of Decision more readable.

Page	Topic	Citation
1	NFMA planning regulations	36 CFR Part 219 47 FR 43026, 09/30/82
1	CEQ rules implementing NEPA	40 CFR Part 1500
1	Planning records incorporated by reference	36 CFR 219.12
4	Decision to approve the Forest Plan	36 CFR 219.1
4	Maximizing net public benefit	36 CFR 219.1(a)
4	Public comments on the DEIS	36 CFR 219.6
5	Tiering from Forest Plan	40 CFR 1502.20 40 CFR 1502.28
5	Forest Plan and EIS as combined documents	40 CFR 1506.4
24	Scope of the EIS	40 CFR 1501.7 40 CFR 1508.25
26	Cost-efficiency of alternatives	36 CFR 219.12(f)(8)
27	Alternative that maximizes present net value	36 CFR 219.12(j)(2)
35	Alternatives considered	36 CFR 219.12(f)
37	Implementation of Forest Plan	36 CFR 219.10(e) 36 CFR 219.11(d) 36 CFR 219.27
38	Changing implementation schedules	36 CFR 219.10(e) 40 CFR 1500.2(d)
39	Permits, contracts, and other instruments	16 USC 1604.(i) 36 CFR 219.10(e)
38	Forest Plan implementation:	
	Site-specific analysis	FSH 1909.15
	Environmental assessment	40 CFR 1508.9
	Environmental impact statement	40 CFR 1508.11
	Categorical exclusions	40 CFR 1508.4
	Forest Plan amendment or revision	36 CFR 219.10(f)(g)
	Tiering to Forest Plan	40 CFR 1508.28
39	Amending the Forest Plan	36 CFR 219.10(f)
40	Forest Plan revision	36 CFR 211.10(g)
40	Decision subject to appeal	36 CFR 211.18
40	Extent of the appeal period	40 CFR 1506.10(b)(2) 36 CFR 211.18(c)(3)

END
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