Decision Notice and Finding of No Significant Impact
Comprehensive River Management Plan for the Clarks Fork of the Yellowstone Wild and Scenic River
Amendment to the Shoshone National Forest Land and Resource Management Plan Environmental Assessment

Clarks Fork Ranger District, Shoshone National Forest
Cody, WY

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USDA Forest Service
Clarks Fork Ranger District, Shoshone National Forest
Park County, Wyoming

Introduction

The Environmental Assessment for the Comprehensive River Management Plan for the Clarks Fork of the Yellowstone Wild and Scenic River/Amendment to the Shoshone National Forest Land and Resource Management Plan (Environmental Assessment), prepared in 2009, documents the analysis of a proposal to 1) adopt a comprehensive resource management plan to protect and enhance the values for which the river was designated (free-flowing condition, water quality, and outstandingly remarkable values), and 2) identify and implement Forest Service management actions needed to protect these values in the Clarks Fork Wild River corridor.

The purpose of this Decision Notice is to document the management alternative I have selected for the project and the rationale for my decision.

Project Location

The Clarks Fork of the Yellowstone River is located approximately 30 miles north-northwest of Cody in Park County, Wyoming, on the Shoshone National Forest. The area can be accessed from several high-clearance roads off State Highway 296 (Chief Joseph Scenic Byway), which generally parallels the river to the south, and from the east by Park County Road 8VC.

Background

The Shoshone National Forest staff analyzed the proposal and prepared the Environmental Assessment and Comprehensive River Management Plan in accordance with the Wild and Scenic Rivers Act (Act). The Act protects free flowing waters of many of our nation’s most spectacular rivers and safeguards the special character of these rivers, while also recognizing the potential for appropriate use and development. The Act purposefully strives to balance river development with permanent protection for the country’s most outstanding free flowing rivers.

To accomplish this, the Act prohibits federal support for actions such as the construction of dams or other instream activities that would adversely affect the river’s free flow or outstanding resource values. Designation neither prohibits development nor gives the federal government control over private property. The Act specifically:

- Prohibits dams and other federally assisted water resource projects that would adversely affect river values.
- Protects outstanding natural, cultural, or recreational values.
• Ensures water quality is maintained.
• Requires the creation of a comprehensive river management plan that addresses resource protection, development of lands and facilities, user capacities, and other management practices necessary to achieve the purposes of the Act.

In the late 1970s, the Clarks Fork of the Yellowstone River (Clarks Fork) was analyzed to determine its suitability for inclusion into the National Wild and Scenic Rivers System. A Wild and Scenic River Study was conducted in direct response to a 1975 Amendment\(^1\) to the Act. The suitability determination was finished in 1979 with the completion of the Clarks Fork of the Yellowstone Wild and Scenic River Study (River Study) and Final Environmental Impact Statement, which recommended inclusion of a 21.5-mile segment of the Clarks Fork into the National Wild and Scenic Rivers System as a wild river.

Although the recommendation went to Congress soon thereafter, it was not until November 28, 1990 that the Clarks Fork Wild and Scenic River Designation Act designated a 20.5-mile segment of the Clarks Fork as a wild river in the National Wild and Scenic Rivers System.\(^2\) The legislation designated the wild river corridor—0.25 mile on each side of the river’s ordinary high water mark—to be managed to fully protect the values for which the segment is designated a wild river.

When the Shoshone’s Land and Resource Management Plan (Forest Plan) was approved in 1986, the now-designated segment was recommended for inclusion in the National Wild and Scenic Rivers System, and management direction was included in the Forest Plan as management area direction 10D.

**Decision**

I have reviewed the Environmental Assessment, including the Response to Comments. It is my decision to implement Alternative 1—Proposed Action, as described below. Alternative 1 was selected because it best meets the purpose and need of the proposed project.

Alternative 1 includes the Forest Plan Amendment number 2009-01, which adopts the Comprehensive River Management Plan for the Clarks Fork of the Yellowstone Wild and Scenic River/Amendment to the Shoshone National Forest Land and Resource Management Plan.

**Alternative 1 – Proposed action (summary overview)**

The proposed action is to adopt a comprehensive river management plan for the designated wild segment of the Clarks Fork of the Yellowstone River. The Shoshone National Forest is the administering unit and is proposing the comprehensive river management plan.

As part of the proposed action, the river management plan would amend the 1986 Shoshone National Forest Land and Resource Management Plan and replace management area direction 10D.

The comprehensive river management plan would serve as management direction and guidance for managing multiple resources and activities, including travel management and access, vehicle barriers and fences as needed, future development of recreation facilities, and administration of commercial uses.

The comprehensive river management plan would include access and travel management, which essentially would be a continuation of existing off-road vehicle or travel management decisions that were made in the 1986 Forest Plan that restrict vehicular travel to designated roads.

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\(^1\) Public Law 93-621.
\(^2\) Public Law 101-628. The final designation was 20.5 miles, versus the 21.5 miles recommended in the final environmental impact statement.
The objectives that would be met by implementing the proposed action include:

- Ensuring the resource values of the wild river corridor are maintained.
- Eliminating the proliferation of unauthorized roads, trails, and play areas.
- Closing certain roads that are unnecessary and are causing resource degradation.
- Having a clearly defined road network that is understandable to the public, provides needed access, does not cause resource degradation, and is enforceable.

**Description of the proposed action (specifics)**

Alternative 1 is to adopt a comprehensive river management plan to replace Forest Plan Management Area direction 10D and add some specific management actions to address key issues. The proposed action alternative is designed to meet the purpose and need and to respond to current and future issues and management priorities.

Alternative 1 maintains existing, authorized motorized uses but would eliminate unauthorized motorized use.

The proposed action would continue to allow public motorized access or motorized seasonal access on Forest Roads 110, 119, 165, and 178, 178. 1A, and 178.1B, allowing continued use of long-standing existing routes and the access they provide to National Forest System and private lands. Access to private land must be granted as mandated by the Alaska National Interest Lands Conservation Act and would continue to be allowed, as in the case of Road 174.3

Forest Road 119 is an access route that passes through the river corridor to access National Forest System lands on the Beartooth Plateau and would continue to be available for motorized and non-motorized public use. Road 119 also provides important motorized access to private land on Dillworth Bench. Long-term motorized access on Forest Road 119 would be subject to regulation or closure if monitoring indicates adverse impacts to the outstandingly remarkable values of the river corridor are occurring.

Management actions in the comprehensive river management plan would serve to identify specific actions to implement planning decisions and meet resource management objectives.

Management direction and actions would be targeted to protecting the river’s free-flowing condition, water quality, and outstandingly remarkable values. The focus would be dealing with the issue of unauthorized motorized use that is occurring off Forest Road 119, particularly in the sand dune areas.

Incidental hand panning for gold is known as "casual collecting" under the mining regulations (36 CFR 228.4) and casual collecting is the term used in the final Wild River Plan/EA. Casual collecting for gold is a minor use in the corridor and may increase relative to gold prices. The management standard to not allow casual collecting for gold (hand panning) would limit increased visitor numbers in case use would drastically increase because of high gold prices. The standard prohibiting casual collecting for gold (hand panning) limits potential surface disturbance from the use of shovels, pick axes, sluicing, dredging, etc. and protects water quality and outstandingly remarkable values in the designated corridor.

**Travel designations**

Under Alternative 1, the following roads are designated as open to motorized use: Forest Roads 110 (subject to seasonal closure), 119, 165, and 178, 178.1A, and 178.1B. The total miles of open, designated roads in the wild river corridor are 4.47 miles. These roads are described in further detail in the affected environment section for the transportation system (See Section 3.6.2). Two roads (174 and 119) provide access to private land.

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3 Public Law 96-487, also known as ANILCA.
Throughout this planning process, potential travel and access related projects were identified. One specific, on-the-ground project proposed to be implemented if selected as part of the final decision is a planning decision for a fence to meet resource management objectives, as described below.

The travel management designations would be implemented according to the map in Figure 1.
Figure 1. Map of Alternative 1—the Proposed Action
Figure 1 shows the road designations that are open to motorized use under Alternative 1. These roads would be identified by maps and information signs and signed with route markers. The proposed action for the comprehensive river management plan identifies these management actions to implement the designations and achieve the following objectives:

- **Maps**: produce an official travel management map to document road designations.
- **Signs and markers**: Identify the designated open roads on the ground in a clear and consistent manner to facilitate compliance and enforcement of the road designations.
- **Education and information**: Provide clear and consistent information about road designations and the implementation process that will contribute to improved public understanding and compliance with the designations.
- **Barriers**: Use physical barriers if necessary to discourage unauthorized use and allow rehabilitation of closed routes.

The detailed proposed action, which are recommendations for the comprehensive river management plan contains:

**Management direction**

Management direction was developed to protect the wild river segment from the impacts of other land uses and preserve the free-flowing condition, water quality, and outstandingly remarkable values in accordance with the Act. Management direction and actions include consideration for increasing enforcement and fines. In the event that monitoring indicates a lack of compliance with motorized use restrictions, management direction is to pursue options with local authorities to implement special orders and increase the fines for unauthorized use.

The management direction from the proposed action, including standards and guidelines, are included in the comprehensive river management plan (pages 16-20).

**Management approach**

The Forest Service management approach for the river, including how to control unauthorized use, is included in the comprehensive river management plan (pages 20-22). Long-term motorized access would be subject to regulation or closure if monitoring indicates adverse impacts to the outstandingly remarkable values of the river corridor are occurring.

**Connected actions**

This decision also authorizes some specific management action to begin implementing the comprehensive river management plan.

Display designated routes and types of use descriptions for the wild river corridor on the motor vehicle use map that will be issued to meet the Travel Management Rule.

Post signs in strategic locations informing the public that motorized use is authorized only on open, numbered, posted routes, such as at the Forest boundary, trailheads, and the junction of Forest Roads 119 and 120. Install an information/education kiosk or portal signing at the mouth of the Lower Canyon.

Forest Service recreation technicians, law enforcement officers, trail hosts, and volunteers will regularly patrol and monitor visitor compliance, including motorized use and camping.

The proposed action includes a site-specific proposal to build a fence near Rapid Creek in T56N, R104W, section 26 SW1/4. The purpose of this fence is to block the unauthorized motorized use that is an ongoing near where Forest Road 119 begins its ascent out of the canyon and switchbacks up to the Dillworth Bench. A continuous metal fence is proposed (about 450 feet, or 150 yards in length). The fence would include a pass through gate that would allow hikers and horses non-motorized access past the fence.
Alternatives considered but eliminated from detailed study

The Forest Service is required by law to develop a comprehensive river management plan that addresses resource protection, development of lands and facilities, user capacities, and other management practices necessary to achieve the purposes of the Act.

A no action alternative was not included in the Environmental Assessment. There is no requirement to include a no action alternative in an environmental assessment (Forest Service Handbook 1909.15, 14.12, page 33). As allowed in Forest Service Handbook 1909.15 14.2, the effects of the no action alternative will be documented as follows:

The EA [environmental assessment] may document consideration of a no action alternative through the effects analysis by contrasting the impacts of the proposed action and any alternative(s) with the current condition and expected future condition if the proposed action were not implemented (36 CFR 220.7(b)(2)(ii)).

The following are brief descriptions of alternatives eliminated from detailed study and the reasons for eliminating them.

Alternative that changes the wild river boundary

The boundary and the classification for the wild river were established by Congress and can only be changed by Congress. An alternative to change the boundary or the classification is outside the scope of this analysis.

Alternative that opens motorized areas

This alternative would designate all or a portion of the planning area as open to cross-country travel for an off-highway vehicle play area or adding roads to the Forest’s road system.

This alternative would not be consistent with management related to a nationally designated wild river segment and would not be consistent with Forest Plan management direction; therefore, this alternative would be beyond the scope of this analysis. No further analysis of this alternative is necessary.

Alternatives considered and analyzed in detail

In addition to Alternative 1-Proposed Action, an additional action alternative was analyzed.

Alternative 2 - alternative that closes forest roads in the corridor to motorized use

Alternative 2 is the proposed comprehensive river management plan for the designated wild river corridor as described in Alternative 1, with the difference being how access and roads are managed. This alternative proposes to close public motorized access on these existing motorized routes: Forest Roads 110, 119, 165, and 178.1B where they enter the designated river corridor. However, in the case of Forest Road 110 the closure would be for any unauthorized use extending past the corridor boundary and in the case of Forest Road 119, the closure would be at the Forest boundary. Closures would be year-long to motorized recreation users; non-motorized access would be allowed. Road 174 is not a public access route; it accesses private land and the landowner has been authorized to cross a portion of the national forest.

The corridor is generally inaccessible to motorized access except on a small number of designated routes. Alternative 2 would not allow public motorized access on these roads within the designated river corridor, in contrast to Alternative 1, which allows continued use of these long-standing established routes and the access provided to National Forest System and private lands.

While public motorized recreation access would be restricted, administrative access and access to private land must be granted as mandated by the Alaska National Interest Lands Conservation Act.

Public involvement

The proposal was listed in the Shoshone’s quarterly Schedule of Proposed Actions beginning July 1, 2007. A scoping notice was posted to the Forest’s Web site and was provided to the public and other agencies for comment during the scoping period (January 24, 2008 to February 29, 2008). A public
meeting attended by 42 people was held February 6, 2008 in Cody, Wyoming as part of the scoping process. Approximately 47 comment letters were received. All comments received through scoping were considered in developing the issues and alternatives, which directed the analysis process. A list of those who commented during scoping is found in appendix B of the Environmental Assessment. During the 30-day comment period for the predecisional Environmental Assessment, ten comments were received. Comments on the predecisional Environmental Assessment are summarized and responded to in appendix C.

Rationale for the decision

I chose Alternative 1 because I believe it responds more to the purpose and need and public comments received than the other alternative developed. I also took into account the thorough review of relevant scientific information used to analyze the potential impacts of proposed activities. Benefits from the proposed action will protect the outstandingly remarkable values of the Clarks Fork wild river corridor.

In striving to balance river uses and development with protection for the outstandingly remarkable values and free flowing characteristics, my decision includes this additional rationale:

This project will integrate Forest programs and resource uses, including needs for motorized use on designated roads that existed at the time the enabling legislation passed. Alternative 1 represents a balanced approach that accommodates existing multiple uses. Use such as nonmotorized and motorized recreation, agricultural, commercial, and utilities are some existing uses to be maintained.

Existing road use by grazing permittees, hunting outfitters and guides and other commercial recreation permittees, recreationists, private landowners, power companies, Wyoming Game and Fish Department, and other land management or natural resource agencies is important for multiple-use management. Motorized vehicle access is required to access private lands and maintain power lines.

While I strongly believe the wild characteristics of the Clarks Fork must be protected, I feel Alternative 1 maintains continued authorized motorized use of long-standing primitive roads designated open, while making every effort to eliminate unauthorized motorized use.

- Under Alternative 1, the corridor will remain naturally appearing with a primitive, undeveloped character and a high scenic integrity. Visitors to the wild river corridor will continue to find opportunities for solitude and primitive recreation, especially in portions of the corridor accessible only by foot, bicycle, kayak, or stock. Overall, the corridor is generally inaccessible to motorized access except on a small number of designated routes (Forest Roads 110, 119, 165, 174, 178, 178. 1A and 178.1B).

- Alternative 1 will maintain access for fish and wildlife inventories and surveys, search and rescue efforts in the event of emergencies, weed control efforts, power line maintenance, grazing allotment administration, private land access, and ingress and egress for kayak use. Because of the existing uses and the demonstrated need for access to private land, Alternative 2 was not the most viable option.

- While not acceptable to everyone, Alternative 1 was viewed by most of the public as the desired approach and as an acceptable approach for management of the river corridor. There were strong objections to Alternative 2, which was viewed as being overly restrictive and an impact to access to private land and existing uses, including the popular motorized use on the designated Road 119 and motorized use that provides river access for fishing and whitewater users.

- Alternative 1 provides for increased levels of information and education, enforcement, and monitoring. Should it become apparent that compliance with regulations is not feasible, further restrictions on motorized use are not foreclosed upon into the future.

The management standard to not allow casual collecting for gold (hand panning) would limit increased visitor numbers in case use would drastically increase because of high gold prices. The standard prohibiting casual collecting for gold (hand panning) limits potential surface disturbance from the use of
shovels, pick axes, sluicing, dredging, etc. and protects water quality and outstandingly remarkable values in the designated corridor.

In summary, Alternative 1 is the best approach to develop a comprehensive river management plan that addresses resource protection, development of lands and facilities, user capacities, and other management practices necessary to achieve the purposes of the Act as required by law. The plan will protect outstandingly remarkable values and ensure water quality is maintained.

**Finding of no significant impact**

After considering the environmental effects described in the Environmental Assessment, I have determined Alternative 2 is not a major federal action that would significantly affect the quality of the human environment; therefore, an environmental impact statement is not needed (40 CFR 1508.27). This finding of no significant impact is based on the following:

**Context**

The effects of Alternative 1 are localized and short term, with implication for only the immediate area. The cumulative effects of past and future activities along with the current proposal are discussed in the Environmental Assessment. These cumulative effects were considered in my determination.

**Intensity**

The intensity of activities in the selected alternative is outlined below:

1. **Impacts that may be both beneficial and adverse**
   
   Benefits from the proposed action will protect the outstandingly remarkable values of the Clarks Fork wild river corridor.

   I considered beneficial and adverse impacts associated with the alternatives as presented in chapter 3 of the Environmental Assessment. The effects as described in chapter 3 are understood and well documented in research and in monitoring of similar projects. The overall impact of the selected alternative will be beneficial, with no significant long-term adverse impacts to people or public land uses and resources. The impacts are not unique to this project. Previous projects involving similar activities have had non-significant effects. On this basis, I conclude that the direct, indirect, and cumulative effects of Alternative 1 are not significant.

2. **The degree to which the proposed action affects public health or safety**

   I have considered the effects of this project on public safety and health and have determined that Alternative 1 will have no significant effects.

3. **Unique characteristics of the geographic area such as proximity to historic or cultural resources, park lands, prime farmlands, wetlands, wild and scenic rivers, or ecologically critical areas**

   As discussed in the Environmental Assessment, there are no anticipated long-term adverse impacts on other resources. There are no prime farmlands, parklands, geographic areas, or other ecologically critical areas. The plan will facilitate the management and protection of the designated wild segment of the Clarks Fork of the Yellowstone River, reducing or mitigating potential adverse impacts. No adverse effects to floodplains or wetlands are anticipated.

4. **The degree to which the effects on the quality of the human environment are likely to be highly controversial**

   The anticipated effects associated with the implementation of Alternative 1 are disclosed in the Environmental Assessment, chapter 3. The basic data and relationships are sufficiently well established in the respective sciences for me to make a reasoned choice between the alternatives, and to adequately assess and disclose the possible adverse environmental consequences. A reasonable dispute over the nature or extent of the effects presented in the Environmental Assessment has not been raised during public scoping or the public comment period. Disagreement with proposed actions on a national forest does not constitute the controversy envisioned by the framers of 40 CFR 1500. Therefore, I find that implementing Alternative 1 is not highly controversial.
5. **The degree to which the possible effects on the human environment are highly uncertain or involve unique or unknown risks**

The effects as described in Alternative 1 are understood and well documented in research literature and in the monitoring of similar projects. Based on the best available science and the results of past actions and technical and professional insight and experience, I am confident we adequately understand the effects of the proposed project on the human environment. There are no unique or unusual characteristics about the area or selected alternative to indicate an unknown risk to the human environment (Environmental Assessment, chapter 3).

6. **The degree to which the action may establish a precedent for future actions with significant effects or represents a decision in principle about future considerations**

I find that Alternative 1 is not precedent setting.

7. **Whether the action is related to other actions with individually insignificant but cumulatively significant impacts**

The effects from the project, when combined other past, present, and reasonably foreseeable future activities are not expected to have any significant cumulative effects. I examined the potential cumulative effects presented in the Environmental Assessment and found the cumulative effects would not be significant.

8. **The degree to which the action may adversely affect districts, sites, highways, structures, or objects listed in or eligible for listing in the National Register of Historic Places or may cause loss or destruction of significant scientific, cultural, or historic resources**

The project is not a surface disturbing proposal and meets laws for protection of heritage resources.

9. **The degree to which the action may adversely affect an endangered or threatened species or its habitat that have been determined to be critical under the Endangered Species Act of 1973**

There is no habitat for the black-footed ferret in the project area. The effects determination for this species is therefore “no effect.” The Canada lynx and gray wolf are the only threatened or endangered species potentially occurring in the project area. No alteration of vegetation or change in access is proposed that could potentially affect lynx habitat, therefore the project would have “no effect” on this species. There will be no impacts to wolf prey or denning areas and there is little to no potential for temporary displacement of wolves using the project area, therefore the project would have “no effect” on this species. Because no threatened, endangered, or proposed species would be affected by the proposal, consultation with the U. S. Fish and Wildlife Service is not required.

10. **Whether the action threatens a violation of Federal, State, or local law or requirements imposed for the protection of the environment**

Alternative 1 meets federal, state, and local laws on water quality, heritage resources, and threatened and endangered species. The action is consistent with the 1986 Shoshone Land and Resource Management Plan, as amended, and meets National Forest Management Act requirements and National Environmental Policy Act disclosure requirements.

**Findings required by other laws and regulations**

The decision to implement Alternative 1 is consistent with the intent of the Forest Plan’s long-term goals and objectives referenced in the Environmental Assessment. The selected alternative and analysis are also consistent with laws and regulations on water quality and heritage resources.

**Administrative review or appeal opportunities**

Pursuant to 36 CFR 215, this decision can be appealed. Any written appeal must be postmarked or received by the Appeal Deciding Officer within 45 days after the publication of a legal notice in the Powell Tribune. The publication date of the legal notice in the Powell Tribune is the only means for calculating the time to file an appeal. Appeals must meet the following content requirements at 36 CFR 215.14:
(a) It is the appellant's responsibility to provide sufficient project- or activity-specific evidence and rationale, focusing on the decision, to show why the Responsible Official's decision should be reversed (paragraph (b)(6-9)).

(b) The appeal must be filed with the Appeal Deciding Officer Sec. 215.8 in writing. At a minimum, an appeal must include the following:

1. Appellant's name and address (Sec. 215.2), with a telephone number, if available;
2. Signature or other verification of authorship upon request (a scanned signature for electronic mail may be filed with the appeal);
3. When multiple names are listed on an appeal, identification of the lead appellant (Sec. 215.2) and verification of the identity of the lead appellant upon request;
4. The name of the project or activity for which the decision was made, the name and title of the Responsible Official, and the date of the decision;
5. The regulation under which the appeal is being filed, when there is an option to appeal under either this part or part 251, subpart C (Sec. 215.11(d));
6. Any specific change(s) in the decision that the appellant seeks and rationale for those changes;
7. Any portion(s) of the decision with which the appellant disagrees, and explanation for the disagreement;
8. Why the appellant believes the Responsible Official's decision failed to consider the comments; and
9. How the appellant believes the decision specifically violates law, regulation, or policy.

Send CFR 215 appeals to:
USDA Forest Service, Region 2
Rocky Mountain Region
Attn.: Appeal Deciding Officer
740 Simms Street
Golden, Colorado 80401-4720
Office Hours: 8:00 am to 4:30 pm MT
Fax number: 303-275-5134

Faxed appeals must be followed by hard copy, including all attachments, postmarked on or before the last day of the appeal period.

Appeals may be mailed electronically to appeals-rocky-mountain-regional-office@fs.fed.us

Electronically submitted appeals must be in one of the following formats: MS Word, Word Perfect, Text, or RTF. Place the project name (EA for the Comprehensive River Management Plan for the Clarks Fork Wild River) in the subject line of your message.

**Implementation date**

Pursuant to 36 CFR 215, if no appeal is filed, implementation of this decision may occur on, but not before, five business days from the close of the appeal filing period. If an appeal is received, implementation may not occur until 15 days following the date of appeal disposition. The decision will be implemented on or after these times.

**Responsible official and contact**

The Responsible Official for the decision for the Environmental Assessment for the Comprehensive River Management Plan for the Clarks Fork of the Yellowstone Wild and Scenic River is the Forest Supervisor for the Shoshone National Forest. For additional information concerning this decision, please contact the Ranger District, 203A Yellowstone Ave., Cody, WY, 82414; Telephone 307-527-6921. Copies of the
Environmental Assessment are available at the Clarks Fork Ranger District in Cody or on the web: http://www.fs.fed.us/r2/shoshone/projects/planning/forest_projects/env_analysis_index.shtml.

/s/Rebecca Aus                     September 24, 2009

Rebecca Aus, Forest Supervisor     DATE

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