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**Forest Service Handbook 1709.11 – Civil Rights Handbook  
Chapter 30 - Civil Rights Impact Analysis**

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## 30 - Civil Rights Impact Analysis

This chapter explains the need for civil rights information in Forest Service administrative planning and decision making and describes basic principles and techniques for conducting civil rights impact analyses. The chapter provides procedures for implementing FSM 1730.

The intended users of this chapter are Forest Service managers, Civil Rights Directors or Coordinators, Equal Employment Opportunity specialists, and other analysts involved in the impact analysis process. The line officers and staff of each Forest Service unit (section 30.5) must be aware of the civil rights contexts of Forest Service actions and of the variety of effects that could result from those actions. Civil rights analysts must be proficient in compiling and interpreting civil rights information relevant to management decisions. Informed estimates of the potential civil rights consequences of proposed actions enable managers to consider public, employee, and Forest Service needs and concerns when making decisions.

### 30.5 - Definitions

This chapter uses the following concepts:

1. Area of Influence. An area of influence is a delineated geographic area that includes the population most affected by the past, present, or proposed actions of a Forest Service unit. The area may be local to international scale, depending on circumstances. An area of influence used in estimating civil rights effects of an action is also known as an impact analysis area.

2. Category, Social. A social category consists of people with a common social characteristic, such as age, nationality, occupation, hobby, interest, or educational level.

3. Community. A community consists of people who reside in and identify with a specific locality, interact socially, and cooperate to meet common needs.

4. Community Cohesion. Community cohesion is the degree of unity and cooperation evident in a community as it defines problems and attempts to resolve them.

5. Community Stability. Community stability results when the type and rate of change is consistent with a community's capacity to meet its needs without significant hardships to component groups or institutions.

6. Comparison Unit. A unit whose experiences with actions similar to those presently proposed for another unit may be helpful in predicting and mitigating possible effects.

7. Culture. Culture is the total way of life in a society that is transmitted from one generation to another. Culture includes language, customs, norms, values, beliefs, institutions, and technology.

8. Demography. Demography is the scientific study of population characteristics.

9. Environmental Analysis. (FSH 1909.15, section 05).
10. Forest Service Unit. A unit is any Forest Service administrative level with the responsibility to conduct a civil right impact analysis; for example, a Forest, District, Region, or unit involved in State and Private or Research programs.
11. Group, Social. A social group consists of people who cooperate to pursue common interests or attain mutual goals.
12. Impact, Civil Rights. Impacts are alterations in people's civil rights status that occur in conjunction with a new policy, program, or project; are not attributable to any external factors; and are perceived by those affected as socially significant.
13. Impact, Social (also social effect). (FSM 1905).
14. Infrastructure. Infrastructure is a set of basic public and commercial facilities and support services, such as those of a community or county. Common elements include schools, stores, streets, housing, parks, telephones, water service, police and fire protection, hospitals, and social services.
15. Institution. An institution is a significant organizational structure and set of practices in a culture; for example, family, economy, government, education, and organized religion.
16. Institutional analysis. This type of analysis involves an examination of the institutions within the area of influence and their expected responses to Forest Service actions.
17. Interdisciplinary team. This team consists of persons who use an interdisciplinary approach to ensure the integrated use of the natural and social sciences and environmental design arts in planning and decision making, as required by the National Environmental Policy Act (40 CFR 1502.6; FSH 1909.15, section 11.7).
18. Lifestyle. (FSH 1909.17, section 051).
19. Linkage. An observable relationship between Forest Service activities and Forest users or other publics.
20. Minority. Persons deprived of equal social and economic opportunities because of their racial or ethnic background (FSM 1705).
21. Mitigation. Mitigation involves making the impact of an action less severe. (40 CFR 1508.20).
22. National Environmental Policy Act (NEPA) Process. (40 CFR 1508.21).

23. Norms. Norms are group-held standards for behavior, such as good manners, customs, morals, regulations, and laws.

24. Public Participation. Communication between forest users or other interested people and the Forest Service is public participation. Another term for public participation is public involvement.

25. Site-Specific. This is an action such as a timber harvest, administrative decision, road, or water project that involves a limited, often well-defined geographic area.

26. Social analysis. Social analysis involves collecting and evaluating information about the social context and social effects of Forest Service activities.

27. Social Impact Analysis. This is the social component of the environmental analysis process using social science information and methodology to determine how present programs or proposed actions affect human populations.

28. Social Organization. The structure of a society described in terms of roles, relationships, norms, institutions, infrastructure, and/or community cohesiveness and stability is its social organization.

29. Subculture. A subculture forms when a portion of the population shares a distinctive pattern of beliefs, values, norms, and customs, often because of a common age, ethnic heritage, occupation, or religious or ideological orientation.

30. Value, Social. A social value is a shared standard of preference or desirability, such as natural beauty, good health, honesty, career success, privacy, and the desire to develop natural resources.

31. Variable. A variable is a trait or characteristic that can vary in value or magnitude from case to case.

### **30.6 - Basis for Civil Rights Impact Analysis**

All Forest Service actions have some form of impact, both positive and negative. The purpose of the impact analysis is to determine the scope, intensity, duration, and direction of impacts resulting from a proposed action. The range of actions having potential impacts is great--from minor decisions about a resource use to organizational restructuring throughout the Forest Service. The intention of conducting an impact analysis is to consider such actions in the light of evaluative findings about the situation, including such alternatives as may be pointed up, mitigation measures to reduce negative impacts, necessary documentation to support the analysis, and procedures to monitor the implementation of the action. Analyze any organizational changes (policies, procedures, or other such actions) for potential impacts on the public, the Forest Service's delivery of goods or services, Forest Service employees, Forest Service organizational dynamics, and the interaction among all of these elements. The "ripple

effect" of even seemingly small actions, taken over time, may set the stage for upheaval in any or all of the above sectors. In the interest of service to the public, analyze Forest Service actions for their civil rights impacts.

### **31 - Overview of Civil Rights Impact Analysis**

There are two minor procedural differences between a civil rights impact analysis and any other type of impact analysis. The first difference is in subject matter. The second relates to the first in that the area of civil rights, particularly as it applies to the Forest Service, is quite complex with many variations from program to program. Civil rights concerns in the Forest Service have threads running throughout the many missions of the Agency. This fact is the one major difficulty in trying to define what must be included in a civil rights impact analysis. Certainly, affirmative action and equal employment opportunity are principal touchstones for the civil rights program and can be fairly well delineated for the purpose of impact assessment. More difficult are the ancillary areas, for example:

1. Access for the handicapped (Engineering).
2. Contracting and Procurement (Finance and Accounting).
3. Assistance to minority landowners (State and Private Forestry).
4. Cooperative Education Programs (Personnel).
5. Employee Housing (Several Functional Areas).
6. Minority Recreation Opportunities (Recreation).

#### **31.1 - Actions Requiring Impact Analyses**

FSM 1730 specifies that responsible Forest Service officers shall examine proposed major policy actions for civil rights implications. Two possible courses of action are available to the responsible official (FSM 1704.2).

1. Prepare a civil rights impact statement for any major policy that has a significant civil rights impact.
2. Document the decision that a civil rights impact statement is not required.

When determining what constitutes a "major action," decide whether the proposed action appears as if it would affect 10 or more persons or entities either inside or outside the Forest Service. If this is the case, then the responsible official must prepare a civil rights impact statement. FSM 1731 specifies six actions for which the preparation of a civil rights impact statement (CRIS) is required. These actions, along with a summary of procedures for CRIS's are in 31.1, exhibit 01. As can be seen in the table, civil rights impact analyses (CRIA) fall into two main categories: environmental and administrative.

### 31.1, Exhibit 01

Procedures for Writing Civil Rights Impact Statements				
IF	AND	THEN	FORMAT	ADDITIONAL COMMENTS
1. Actions requiring environmental impact.	Chief and/or responsible official determines there is a major civil rights impact	PREPARE	FSM 1950	Not a separate report. Part of the social and economic sections of the environmental impact statement.
2. Rules, regulations, and policies published in the Federal Register.	Same as for item 1	CIVIL		Submit to the Office of Equal Opportunity (OEO) of the Department simultaneously with the Federal Register submission. Not necessary to reference the statement in the Federal Register.
3. Changes in existing or new personnel management rules, regulations, or policies in the Forest Service.	Same as for item 1	RIGHTS		
4. Forest Service decisions not published in the Federal Register.	Same as for item 1	IMPACT		Submit to OEO of the Department while major policy decision is in draft.
5. Location or relocation of field installations.	Same as for item 1	STATEMENT	FSM 1240	PREPARED ONLY IF ACTION AFFECTS 10 OR MORE EMPLOYEES. Submit as part of the facilities location/relocation request. Include analysis of proposed location in terms of equal access to conveniently located, reasonably priced, nondiscriminatory housing for employees.
6. Revisions of the Forest Service directives system.	Same as for item 1	FOR ALL EXCEPT ITEM 2		



### **31.11 - Environmental Actions**

A civil rights impact analysis for environmental or natural resource actions is part of the social impact analysis package in a necessary environmental impact statement (EIS). For this category of Forest Service actions, civil rights impact statements are not separate reports, but instead are integral with the procedures and variables for the social impact analysis (SIA). The Forest Service Economic and Social Analysis Handbook, FSH 1909.17 (chapter 30) outlines the process for including civil rights in the SIA. Civil rights is one of the six major categories of variables which must be considered in any social analysis. Regional Civil Rights staffs should be familiar with the FSH 1909.17 and procedures so that they can provide assistance to planning staffs in the area of civil rights. This knowledge is also needed during the review phases of draft EIS's.

### **31.12 - Administrative Actions**

Administrative actions requiring civil rights impact analyses are in FSM 1730 and section 31.1, exhibit 01. The remainder of this chapter gives the procedures for preparing the civil rights impact statements. The form that a CRIS takes depends largely upon what type of action is being proposed. The level and specificity of detail vary--some actions require a minimal type of analysis, while other actions require a thorough, detailed analysis.

### **31.2 - Getting Started**

When performing a civil rights impact analysis, give proper consideration to the civil rights implications of all policy actions, procedures, regulations, and so forth. Civil rights specialists should initiate a goal to establish good impact contacts with employees who are in positions to be knowledgeable about actual or potential civil rights effects. Inform these individuals of the civil rights specialist's desire to keep abreast of possible positive or negative civil rights implications, and after making such a request, good contacts continue to provide responsive information. Upon receiving impact information, it is up to the civil rights specialist to make an assessment and decide whether a written civil rights impact statement is necessary. Examples of good contacts are in section 31.2, exhibit 01.

### 31.2, Exhibit 01

CONCERN	CONTACT	POSSIBLE IMPACT INFORMATION THAT THE CONTACT MAY HAVE
EEO	Staffing specialists and employee relations specialists in the Regional Office. Employee development specialist in the Regional Office.	Impact of Merit Promotion Proposals selection techniques, rating systems, training prerequisites, labor agreements, personnel ceiling adjustments and so forth.
Contracting	Contracting officer designated in charge of Minority Business Enterprise Program.	Impact of changes in procurement policies or regulations, method of procurement advertisement, cutbacks in designated 8(a) monies, trends toward contracting for more summer/seasonal work, and so forth.
Title VI	Staff specialist for recreation in the Regional Office. Staff Specialist for lands in the Regional Office. Person in fiscal and accounting responsible for grants and agreements.	Impact of changes in special use administration, fiscal and accounting review procedures and/or emphasis, manual revisions, staff interpretations, budget restrictions, and so forth.
Land Management Planning	The social scientist (or if one does not exist) the social science coordinator in Regional Office.	Impact of Land Management Planning priorities and emphasis, usage or nonusage of social impact data being used, demeanor of public involvement sessions, noninclusion of social elements in finalized plans, and so forth.
American Indian Religious Freedom Act	Person in charge of cultural resources and/or Regional Archeologist.	Impact of intended development decisions, treaty rights, permit request decision, timber sale programs, unit's stance on the special relationship between Indian tribes and the Government, and so forth.
Direct Programs	Person in charge of recreation information management (RIM), timber staff responsible for free use, Grazing Staff Director.	Impact of proposed transitory decisions, permit changes, cutting restrictions, changed procedures, closeouts, and so forth.

### **31.3 - Generalized Process for Impact Analysis**

Sections 32 through 37 of this handbook contain a step-by-step guide to this process. The major phases of this process are:

1. Describe proposed action.
2. Collect and interpret relevant data.
3. Formulate alternatives.
4. Estimate effects of alternatives.
5. Evaluate alternatives.
6. Document the analysis and monitor the action.

To accomplish CRIA for any proposed action, first consult the generalized procedural instructions in 31.1, exhibit 01, then address each phase of the impact model by using the procedures that begin in section 32. It is also helpful to review section 38, Techniques and Procedures, when you are faced with methodological decisions.

### **32 - Describe Proposed Action**

During the first phase of the civil rights impact analysis, the civil rights analyst, with assistance from the initiating staff, describes the proposed action's civil rights factors according to its goals and objectives, operations, and environment. More simply, the analyst attempts to put down on paper what the action is all about. This serves to direct the analyst, staff, and appropriate audiences to the action's primary goals and consequent courses of action. The result of this effort might be considered the action's blueprint. Descriptions may be graphic, written, or a combination of both. Often this description might be the initiating staff's conception of how the action should exist in an ideal sense. Make a special effort to delineate the affected sectors of the proposed action, for example, "protected" classes of employees, programs accountable to the civil rights area, programs from other functional areas having a principal civil rights component, and so forth. While it is not possible to explore all variations of every proposed action, make an attempt to describe the major connections that the analyst must further examine for the analysis.

### **33 - Collect and Interpret Relevant Data**

Obtain relevant data from Forest Service units; other Federal, State, and local agencies; private sector groups; conversations with informed employees or residents; and personal observations during field visits.

### **33.1 - Selection of Variables**

Focus the analysis on public and Forest Service concerns and issues identified during the description phase. Select the most important social economic variables (section 33.12), collect valid data to describe them, and provide the civil rights information necessary for a sound decision.

#### **33.11 - Need for Measurable Variables**

To compare civil rights conditions both before and after a Forest Service action and to determine the significance of changes, select variables that permit measurement or narrative description of these changes. Choose variables that accurately portray the most important changes likely to occur as a result of the action.

#### **33.12 - Categories of Variables**

For an analysis, attempt to address variables from each of the following categories: quality of the work environment; attitudes, beliefs, and values; social organization; and workforce characteristics. Exhibit 01 gives a list of variables that may be considered for most actions. This list is by no means a complete list of all possible relevant variables for every action, but is intended to guide the analyst in potential variable selection.

### 33.12, Exhibit 01

#### Potential Civil Rights Variables

1. Quality of the work environment.
  - a. Size, number, and characteristics of ethnic cultures and subcultures.
  - b. Existing/incoming/outgoing occupational subcultures.
  - c. Degree of job autonomy.
  - d. Supervisor/employee relationships.
  - e. Satisfaction with organizational climate.
  - f. Career advancement patterns.
  - g. Relationships with labor organizations, employees, and supervisors.
  - h. Barriers to effective functioning.
2. Attitudes, beliefs, and values.
  - a. Public and employee conceptions of Forest Service goals.
  - b. Scope and intensity of demonstrated support and/or opposition to the proposed action.
  - c. Customs and traditions in the affected area.
  - d. Subcultural orientations toward certain actions.
  - e. Programs of organized special interest groups.
  - f. Perceptions of, and about minorities and women.
  - g. Supervisor and/or employee attitudes toward civil rights and/or affirmative action.
3. Social organization.
  - a. Community and/or unit cohesion (degree of unity and cooperation).
  - b. Community and/or unit stability (ability to absorb and manage change).
  - c. Source and focus of leadership (both formal and informal).
  - d. Family and friendship networks.
  - e. Traditions of mutual trust and aid.
  - f. Nature and frequency of antisocial behavior, including crime, delinquency, drug and alcohol abuse, and harassment.
  - g. Symptoms of stress and anxiety, for example, child and spouse abuse, fights, or rowdy behavior.

h. Type, diversity, and membership of service and special interest organizations in the affected area.

i. Opportunities for effective participation (both by public and employees), for example, contracts and grants, cooperative agreements, and management decision-making input.

4. Workforce characteristics.

- a. Racial and ethnic composition in affected unit and locale.
- b. Attrition rates (normal and otherwise).
- c. Available human resources (educational level, talents, and skills) in-Service and in the Area.
- d. Promotion and tenure patterns.
- e. Age and sex characteristics.
- f. Workforce diversity.
- g. Career paths and plans.

### 33.13 - Applying Selection Criteria

Reduce the number of appropriate variables by eliminating those that fail to meet analysis needs or standards. The following criteria help to determine this. Relevance and potential significance are the most important criteria; consider them first. Then screen variables that meet these criteria against the following other variables.

1. Relevance. The variable actually relates to the proposed action. The guiding principles for locating relevant information are:

- a. What the nature of the proposed action is; that is, what is likely to happen. Also consider when, where, why, and how the proposed action could occur.
- b. Who can be affected by the action and its alternatives, and how they would be affected.
- c. Whether analysis of the variable helps to understand the issued identified during the description of the proposed action.
- d. What else a decisionmaker needs to consider before selecting an alternative.

2. Significance. Forest Service actions that affect or are affected by the variable and the potential effects are important. Omit variables that do not affect or fail to contribute continue to Forest Service actions or to likely alternatives.

3. Availability. It is possible to obtain data to describe changes in the variable.

4. Efficiency. Measurement of the variable reduces the need for other data and measures.
5. Sensitivity. The measure of the variable clearly registers changes resulting from the proposed action.
6. Reliability. The measure of the variable yields consistent results.
7. Validity. The measure of the variable truly represents the variable condition.

### **33.2 - Types of Civil Rights Data**

Most sociocultural and socioeconomic data fall into four categories: (1) statistics, (2) written material (3) observations, and (4) respondent contact data. There is no uniform "best" category of information available for all social variables. Use the selection criteria in section 33.13 to help identify appropriate information.

#### **33.21 - Statistics**

Look for pertinent statistical data. Local and Regional libraries; Forest Service reports; colleges and universities; newspaper offices; and local, county, and State offices are all depositories for various kinds of statistical data. These data include numerical tabulations of population characteristics (age, sex, income, and labor force categories) or type of behavior, such as patterns of discrimination and survey responses. Some data (for example, U.S. Census) come directly from the people involved and are a matter of public record. If data are obtained without the conscious knowledge of the persons or groups tabulated, it may be necessary to treat these data as confidential. The most useful statistical data are those collected at regular intervals and with fairly consistent standards because these data allow for comparisons over time.

#### **33.22 - Written Materials**

Determine social conditions and effects from existing written materials that provide factual information or report social behavior (including attitudes, beliefs, and values). Examples are letters to editors, newspaper articles, written testimony, histories, graduate theses, annual reports, and research studies. Content analysis systems help analyze written data (FSH 1609.13, Public Participation Handbook, Vol. 2, Public Response Analysis and Evaluation Users Guide available from Office of Information). Some of these systems store information in a retrievable form and yield tabulated summaries of the results.

#### **33.23 - Observations**

Derive observations from talking with people, watching live television coverage of events, attending community meetings and other events, and systematically monitoring and recording selected variables.

Use caution in the way you gather data. A set of nonrandom observations may yield data that are unrepresentative of the local population or too diverse for meaningful generalizations.

Take the personal perspective of the observer into account. Observational data are usually rich in context and meaning and can increase the understanding of the possible effects of an action. Such data are important sources of information for understanding conditions and trends in rural areas where other data are limited.

Procedures for collecting observational data are similar to first-hand investigative reporting and require a degree of immersion in the community. Increase data credibility by keeping careful field notes on each event observed; specify time, place, occurrences, persons involved, and other pertinent details.

### **33.24 - Respondent Contacts**

Seek and record respondent contact data. Options include the results of interviews, surveys, or other direct contact methods used to learn more about people's attitudes, opinions, experiences, and preferences. Keep in mind the following attributes of such data:

1. Respondents sometimes provide valuable information or insights that are not available from other sources.
2. Most of the data collected consist of attitudes or self-reports of behavior rather than actual behavior.
3. Without use of a random sample, the responses are not representative of the total population.
4. Office of Management and Budget (OMB) approval is necessary for Federal Government-sponsored surveys where 10 or more people in the private sector receive the same set of questions (FSH 1309.14, chapter 30, section 38).

Consider conducting surveys when social information vital to the analysis is lacking and existing surveys by other Federal agencies or State and local governments cannot supply the desired information.

An interview or questionnaire survey is a good way to get a large number of responses from a cross-section of the population. Questionnaires are inexpensive to administer, and computers can tabulate them readily, whereas interviews provide more immediate and detailed information. Design and pilot test the survey instrument and obtain Office of Management and Budget (OMB) approval (if required) before collecting and processing the data. Consult a standard social science methods text for details on developing and administering surveys (or source 1, section 38.4).



Forest Service analysts frequently obtain information from other knowledgeable employees and existing public response files. These sources are very accessible, pertinent to the analysis, and exempt from OMB clearance requirements.

Exhibit 01 lists examples of each of the four types of social data. Standard repositories of information, such as libraries, often lead to other sources. State or county agencies and various "experts" can often provide both actual data as well as directions for finding additional information.

### 33.24, Exhibit 01

#### Examples of Four Types of Social Data 1/

##### 1. Statistical Data.

- a. Demographic data (population size, age structure, percent of married persons, number and permanence of households).
- b. Housing vacancy rates, average rent paid, percent of owner-occupied dwellings.
- c. Traffic counts, commuting times, transportation alternatives, city or county hospital beds, school classrooms, power generating capacity, telephone hookups, full-time judges, police officers, and social services caseloads.
- d. Employment, income, weeks worked per year, worker turnover, absenteeism, and distance to work.

##### 2. Written Data.

- a. Letters to the editor, Forest Supervisor, or District Ranger.
- b. Reports of behavior or "climate" at hearings, meetings, or rallies.
- c. "Unobtrusive" (noting evidence of discrimination, interpersonal interaction patterns, and so forth).
- d. Research studies, novels, nonfiction accounts, newspaper articles, and radio and television documentaries.
- e. Written testimony (and transcribed oral comments) at hearing and listening sessions.
- f. Posters, circulars, and newsletters, and formal resolutions from interest groups.
- g. Historical records and documents, newspaper archives, annual reports, feasibility studies, and environmental statements.

##### 3. Observation Data.

Systematic observation of use patterns of conditions (what people say or do about the appearance of their neighborhoods, smoke or dust problems, and recreation areas).

#### 4. Respondent-Contact.

- a. Public opinion polls, social surveys (to learn the number of people who feel their neighborhood is deteriorating, favor or oppose proposals, would take another job, or express concern about unemployment).
- b. Interviews with Forest Service personnel.
- c. Data collection via user registration, permits, and applications.
- d. Forest Service "response forms" (citizen comments about Forest Service (alternatives) or visitor use forms. Regional Offices of Information must approve the use of response forms.
- e. Onsite user interviews (traffic destination surveys, employee satisfaction studies).
- f. Ballot measure votes (special district formation, legislative proposals).
- g. Citizen and "expert" comments on potential impacts.

1/ This is not a standard list.

### 33.3 - Compiling and Verifying Data

Data relevant to the issues and/or concerns are important for evaluating alternatives; use a number of sources and methods to derive them. Observation provides clues to needed respondent-contact data (identify which questions are of public concern). Using several data sources enables one to evaluate the validity of each source. For example, a close correspondence between what is indicated by statistical data and by observational data suggests that each source is valid. It may be necessary to use all four types of data (section 33.2) to describe the total affected environment adequately and to identify possible effects of each alternative. Review available statistical data and written social data to identify additional data needs.

Serious errors may result when using data from one source to extend trends identified by another source unless the data are comparable; that is, you have the two compiled data sets under the same standards. For example, one data source indicates that 20 percent of the local labor force works in the wood products industry, but the computation does not include Government, agriculture, and the unemployed. A more recent source includes one or more of these categories and, as a result, wood products employees appear to be only 15 percent of the total labor force.

### **33.4 - Interpreting Data**

Social information is sometimes quite extensive and may be inconsistent. Present it in a way that increases its value to the decision maker. It is important to:

1. Identify and focus the analysis on the most relevant and potentially significant social variables (section 33.1).
2. Analyze these variables to determine the social conditions environmental relationships, and anticipated social effects most pertinent to the decision.

For example, if the proposal is for an office relocation and the action is likely to have civil rights effects, focus the analysis on:

1. The variables most likely affected.
2. The nature and severity of the effects.
3. Individuals and groups interested in or affected by the action and the basis for their support or opposition.

When interpreting data, it is essential to minimize personal bias, view interest groups in a larger social context, and consider events in a historical perspective.

#### **33.41 - Minimizing Bias**

Increase the information value of items selected for the analysis by viewing them in a larger social context, organizing them chronologically, and projecting them into the future. The civil rights analyst shall make a deliberate effort to be impartial in the analysis. What is a positive effect to one group may be negative or unimportant to another, and the analyst must clearly indicate this when presenting the results of the analysis.

#### **33.42 - Interest Groups**

Interest groups are part of a larger and more diverse social context. Do not limit civil rights analysis solely to interest group concerns because:

1. The analyses of public involvement materials systematically considers expressed concerns of interest and preference groups.
2. Impact analysis seeks a comprehensive view of civil rights effects. Some potentially affected people are not members of a vocal interest group. Interest groups seldom include a representative sample of the affected population.

3. Members of interest groups also belong to other social units (occupations, neighborhoods, or ethnic groups); Forest Service actions may affect each differently.

Consider the effects of an action on all potentially affected groups and social categories. A knowledge of the motives, goals, and expectations of each provides a basis for predicting the effects of Forest Service actions on these publics. Explore these factors early in the analysis to expedite the estimation of effects (section 35) when the Forest Service has formalized alternatives.

Potentially affected interest groups and categories with special needs or concerns might include: American Indians, other racial or cultural minorities, older and handicapped citizens, commodity users (timber, minerals, or grazing lands), women, recreationists, outfitters and guides, conservation groups, and adjacent landowners.

### **33.43 - Time Frames**

Because most current statistical data sources date back at least 20 to 30 years, they provide a basis for identifying and projecting trends. This information is necessary in the formulation of a "no-action" alternative to use as a basis for estimating the effects of other alternatives (section 35.1). It may be appropriate to relate the analysis to an existing time frame such as the Resources Planning Act Program, but it is difficult to project most economic and social trends more than 20 years into the future with some assurance of accuracy or certainty.

### **33.5 - Data Organization**

Organize information efficiently to facilitate formulating alternatives, estimating the effects of alternatives, and identifying mitigation measures. Begin data organization at the onset of the analysis process and continue as you acquire new information and insights.

#### **33.51 - Use of Graphics**

Use maps, graphs, and other graphic aids to efficiently summarize and show data comparisons. It is desirable to use a Forest map or a State road map (when applicable) to define and illustrate the area of influence. For instance, use dotted lines to delineate activity locations or analysis subareas. Often, the area of influence is small enough to portray in adequate detail on a single page. When using a Government map, cite the source. Obtain written permission before publishing maps obtained from the private sector.

Graphs are effective for portraying relationships, whether among social units, time periods, or steps in a process. Tables permit easy comparison of data such as unemployment rates or population shifts over time. Matrices are useful when it is necessary to compare two sets of data in several ways. For example, list alternatives on one axis of a matrix and different civil rights variables on another. Then summarize the effects of each of the alternatives on each variable in the squares and compare them (section 38.4).

### **33.52 - Documenting the Analysis**

When the analysis is complex or controversial, keep a written record of the analysis process even if there is no need for a formal background document.

This record improves the effectiveness of the analysis because insights gained during the description phase become part of the analysis; it is easy to review, revise, and compare the data; and the items considered during the analysis are available for future reference. A suitable format for such a record is:

1. Nature of the proposed action: who, what, when, where, how, and why.
2. Potentially affected area, social characteristics that are relevant to the analysis, and civil rights issues identified.
3. Possible civil rights effects and mitigation opportunities under each identified alternative.
4. Comparison of the civil rights effects of each alternative.

### **34 - Formulate Alternatives**

Estimate the potential impacts of the proposed actions, no-action alternatives, and other alternatives that could have a significant affect on the quality of the Agency's work.

#### **34.1 - No-Action Alternative**

It is possible to interpret no-action alternatives in two ways: (1) deny the action (such as a proposal for an office closure), or (2) continue ongoing programs under existing direction. In either case, the no-action alternative describes social and economic conditions and trends under a policy of no change in the current program.

This alternative is a "baseline" alternative against which to compare the action alternative in order to assess the magnitude of its social, economic, and other effects.

#### **34.2 - Action Alternative**

Estimate and evaluate the civil rights effects of the proposed alternative. Compare these effects with those under a no-action alternative. The analyst plays a key role by identifying and determining the importance of issues and opportunities and assisting in the developing of implementation. Consider developing criteria, including civil rights yardsticks, to guide the analysis through the estimation of effects (section 35).

## **35 - Estimate Effects of Alternatives**

In general, estimate the civil rights effects of a proposed action and its alternative when:

1. Civil rights effects relate to the identified issues and concerns and may be important to the decision at hand.
2. There are important differences, by alternative, in the type, intensity, and duration of civil rights effects.

Methods for estimating the social effects of each alternative include:

1. Consultation with experts whose training and experience enable them to predict the most probable outcome of each alternative.
2. Computer modeling to project outcomes from different sets of assumptions.
3. Field work to determine which civil rights variables are most likely to be affected by the proposed action. Use appropriate projection techniques to estimate the effects each alternative is likely to produce.
4. Interdisciplinary team judgments of what is likely to happen, based on a review of all available pertinent data. These data include public response files, studies of similar situations, and personal experience with such actions.

Review general civil rights categories and the variables selected for analysis to ensure that the analysis does not overlook critical effects. Often, both socioeconomic and sociocultural variables are important to the analysis of the civil rights categories.

### **35.1 - Agency-Induced Changes**

Social analysis must distinguish between social change induced by Forest Service actions and social change that would occur anyway, without the action (section 34.1). Describe expected changes resulting from factors independent of Forest Service management activities in the no-action or "baseline" alternative.

Project the no-action alternative first. Then project the expected effects of the action alternative and compare them with the baseline alternative. Attribute any differences to the action alternative under comparison. For example, suppose projections indicate that jobs will decline 5 percent under the changing age structure of the workforce. The no-action alternative's socioeconomic effect is to reduce by half the loss of jobs that would otherwise occur.

## **35.2 - Other Sources of Changes**

Continuing social and economic changes occur under the no-action alternative because of external factors; for example:

1. Changing market conditions for forest commodities and
2. Independent actions by other agencies or by the private sector.
3. Minor shifts in Forest Service management emphasis permitted under present direction.
4. Changes in public preferences and forest use patterns.
5. Local population shifts unrelated to Forest Service activities.

These changes do not result from Forest Service activities. However, it is necessary to estimate the changes and to project their effects in the discussion of the no-action alternative.

Avoid erroneously attributing important effects from other sources to the proposed action.

## **35.3 - Sociocultural Effects**

Sociocultural effects are social consequences of Forest Service activities that are noneconomic in origin or cannot meaningfully be reduced to monetary terms. They include changes in people's norms, values, customs, sense of well-being, social relationships, and basic institutions. The potential sociocultural effects of most major actions are important to affected publics, employees and the Forest Service. Understand these effects before decision making and implementation. Describe relevant sociocultural conditions and effects in the most appropriate and effective way (quantitative, graphic, or precise narrative).

When estimating sociocultural effects, determine whether a proposed action complements, aggravates, or has little effect on conditions in the area of influence. The same proposal may seem beneficial in one location and undesirable in another because communities differ in their economic needs, proximity to the action, and knowledge of the changes likely to occur. Look beyond current impressions of a proposed action. People often modify their views about the action after implementation because their subsequent experiences differ from their expectations.

Activities that prove to be environmentally sound, socially responsive, and locally perceived as necessary, earn increased public support.



### **35.4 - Direct, Indirect, and Cumulative Effects**

Consider both direct and indirect civil rights effects in the analysis. Direct civil rights effects are those caused by management actions, such as revisions of personnel management procedures of office closures.

Indirect and induced civil rights effects are the often unintended secondary consequences of the action and its direct effects. For example, new arterial roads that open several drainages for timber harvest might increase jobs and payrolls, revitalize civic organizations, and stimulate the expansion of public services.

Cumulative effects occur when direct and indirect effects from more than one action overlap, increasing the total impact. For example, a major oil and gas discovery usually brings many companies into an area and intensifies social impacts. New workers move to the area. Local governments and businesses lose employees to oil and gas developers who pay higher wages. Housing, schools, and local services may be unable to meet expanding needs. This could in turn increase rents, taxes, and the price of consumer goods and services, making the area less attractive to persons on fixed incomes.

### **35.5 - Effective Description of Effects**

Estimation of civil rights effects is a compromise between detail and significance. Objectively consider each geographic subarea, assess changes in the most relevant social variables, and identify the most significant effects.

Describe effects in quantitative terms, if feasible, and in brief narratives. Avoid the exclusive use of symbols "+," "-", "0," or "?", because they mask the rationale, source, and quantitative terms of the estimate. Document sources of data and estimates by experts.

It may be useful to use worksheets to summarize and compare selected variables or general categories of effects of the decision on social life. Examples of worksheets and narrative summaries of social effects for two alternatives are in section 38.3, exhibits 05 to 09.

## **36 - Evaluate Alternatives**

The decision maker must consider social and economic civil rights effects that are important to the decision. Review, compare, and weigh the effect of both alternatives using alternative evaluation criteria that reflect civil rights as well as other concerns.

### **36.1 - Civil Rights Criteria for Evaluating Alternatives**

Civil rights impact analysis is a continuing process. As new information becomes available, review alternative evaluation criteria developed during the analysis and adapt or extend them,

if necessary. Identified issues and concerns provide basis for developing these evaluation criteria. Use an alternative that would avoid or resolve adverse impacts and prolonged conflicts.

Alternative evaluation criteria are human values applied to Forest Service management; for example, nondiscrimination, equality of access, barrier removal, increased employment, or the protection of minorities and women. For evaluating civil rights effects, consider criteria that reflect widely shared values, such as democracy, economic opportunity, local autonomy, and "being fair." The following are examples:

1. Quality of Social Life. An alternative protects and enhances the quality of life preferred by affected residents. A high quality of life may include:

- a. An economic structure compatible with locally preferred work and leisure patterns.
- b. Management practices consistent with community beliefs and values.
- c. An absence of serious conflicts within the organization.
- d. Optimism about the advantages of working for the Forest Service.

2. Organizational Stability. Organizational stability depends on the type and rate of population change, the consistency of changes with local values, and the effectiveness of leadership. The best alternative meets local needs. Proposed changes are consistent with the local capacity to adapt facilities, service, and procedures. Clearly identified employee preferences, knowledge of existing trends, and evidence of the ability to adapt help to define acceptable rates and types of sociocultural and socioeconomic change.

3. Equitable Distribution of Effects. Not all individuals, groups, or communities share social effects equally, so any alternative is likely to benefit some people and negatively affect others.

An alternative may be socially preferred when the individuals and groups that benefit from it also pay most of the direct and indirect costs of implementing the alternative. Accordingly, it is less desirable if one group benefits but others pay most of the cost.

The analysis of the equitable distribution of effects requires careful study. A positive effect in one location may be perceived as negative in another.

4. Effective Mitigation. The alternative avoids, restricts, or adequately compensates for adverse civil rights effects.

5. Long-Term Justification. The alternative considers the needs of future generations and includes measures to ensure adequate ways of meeting those needs.

### **36.2 - Determining Significance**

Significance is determined by the context of the action and the severity of its effects. Consider impacts on the physical, economic, and social environment and document significant impacts in a civil rights impact statement. Include suitable mitigation measures for any adverse effects identified in an alternative.

### **36.3 - Comparison of Alternatives**

Compare alternatives on the basis of social, economic, and other evaluation criteria. To simplify the comparison of the civil rights effects of each alternative, summarize important effects in meaningful phrases in a summary table (section 38.3, exhibit 09). If possible, enter these effects on a master table that also summarizes economic and physical effects by alternative. This permits easy comparison of each factor in the context of the others. Identify alternatives that offer the best mix of benefits for the incurred administrative costs.

### **36.4 - Identification of the Preferred Alternative**

The responsible official compares the alternatives and identifies the preferred alternative.

## **37 - Document the Analysis and Monitor the Action**

Prepare a narrative that describes the civil rights analysis findings. Note in the narrative the information sources and methodologies used in the analysis identifying them in footnotes or a reference section. Include supporting documents prepared for the analysis in the appendix or ensure that these documents are readily available to the decision maker.

### **37.1 - Implementation**

Implementation may occur after the responsible official's decision is documented and other required conditions are met.

### **37.2 - Monitoring**

Monitor the resulting actions to ensure achievement of desired results. This may require periodic visits to the affected area or it may involve telephone conversations with field personnel, representatives of local government, and other sources to obtain current impressions of the action's effects. During the monitoring phase, the analyst has an opportunity to assess the accuracy of civil rights effects projections and to identify any program adjustments that would help reduce unwanted effects. The analyst must report any important discrepancies between expected and actual effects to the decision maker or designated staff personnel.

## 38 - Techniques, Procedures, and Examples

### 38.1 - Data Sources

1. U.S. Census Documents. Summary volumes are available in most libraries and from the Government Printing Office. Complete sets are in most university libraries. These include periodic censuses of population, housing, agriculture, and business for the Nation, States, and counties. Censuses have comparable data for past decades and are thus quite useful for documenting trends. Two summary publications, "Statistical Abstract of the United State," and "City and County Data Book," are valuable desk references.

2. Other Federal Agencies. Other resource management and recordkeeping agencies, such as the Bureau of Land Management, Department of Energy, Bureau of Economic Analysis, the Corps of Engineers, and the Federal Bureau of Investigation publish useful information. Some of these agencies have compiled social data for resource programs which, when applicable, are suitable for incorporation by reference. Comparing data early in the analysis helps ensure the use of valid, consistent sources.

3. State and Local Government Agencies.

a. Planning Agencies. These agencies collect data on such subjects as local budgets, school enrollments, tax assessments, zoning regulations, current population estimates and projections, tax receipts, and anticipated development activities.

b. State Departments. Each State has departments of government that compile data on economic trends, social services and other State programs, agriculture and forestry, environmental quality, State parks and recreation, energy, and other subjects. Some States publish this information in yearbooks and all States issue periodic topical reports.

Health and welfare data include vital statistics; health and illness data through time; case load by type; information about special populations; and inventories of medical personnel, support equipment, and facilities. Public safety agencies have information on crime, emergency service capacities, and problem areas and trends. Job service offices have information on employment conditions and trends.

c. Universities. Many university departments and social science research institutes conduct studies and publish materials on social and economic conditions, population shifts, resource development, public opinion, and other topics relevant to social impact analysis.

d. Economics Development Groups. Local or regional development offices provide data on current business activities, natural resource availability, labor force composition, employment data, impending development activities, housing

occupancy information, and tourist facilities. Normally, information such as the available utility services and the number of connections by type and year are available.

4. Public and University Libraries. Libraries afford convenient access to many of the publications suggested above. They also employ reference librarians to assist patrons who seek specialized data. Libraries frequently have special collections that provide social information of State and local interest, including local history.

5. Business and Industry. The business sector may provide plans and time schedules of resource development projects, annual reports to stockholders, payroll and employee data, and information on new technologies with social and economic implications.

6. Special-Interest Organizations. Wildlife, recreation, wilderness, and other special interest groups offer information on environmental concerns, recreation use patterns, and the perspective of their membership.

7. In-Service Data Sources. Many pertinent data sources exist within the Forest Service.

a. Public Participation Data. Public participation data, such as letters, response forms, petitions, and recorded meeting notes, provide valuable insights into some of the issues raised by the general public. Commonly, the participants in this process do not represent the total population, and the data omit some affected segments (FSH 1609.13).

b. Forest Service Personnel. Forest Service employees are especially helpful in documenting historical events that have helped to shape the communities associated with the unit. These personnel can provide personal observations, local written data, or leads to additional respondent contact data.

c. Other Sources. Forest Service environmental documents, maps, computer inventories, and other sources provide accessible, authoritative background information useful in preparing social overviews or estimating the effects of proposed actions.

## **38.2 - Projections**

Analysis use the following types of projections:

1. Trend Extension. Trend extension is the projection of past population, economic, and social trends to selected years in the future. Projections usually are quantitative and are based on a specific set of assumptions. For example, on the basis of past recreation increases and population growth, you can project that recreation use from the area of influence is likely to increase by 8 percent per year during the next 10 years and that recreation visitation from cities

and suburbs near the area of influence is likely to increase by 10 percent per year. Alternatives that are not likely to meet that level of use may have adverse social effects, such as crowded campsites and diminished enjoyment.

Trend extension can be a quantitative projection of units (houses, miles of road) that the alternative is likely to produce per year. It is crucial to report all of the assumptions (for example, population growth) behind the projection. Make allowances for any anticipated events that would change the assumptions, and thus change the projected trends.

2. Populations Multipliers. The term "multiplier" denotes a number that expresses the relationship between population growth and its social and economic effects. The use of multipliers is based on the assumption that changes in employment and population size are the keys to predicting other social changes such as an increased demand for facilities and services. Two approaches are summarized below.

First, assess social effects and needs quantitatively, such as numbers of doctors, hospital beds, police cars, classrooms, or unit support staff. Then, calculate changes in service levels for some standard population unit such as 1,000 persons, basing them on average needs (available in sources such as section 38.4, source 3). For example, each additional 1,000 people in an area may suggest a need for one more doctor and four hospital beds. Use judgment to adjust results; for example, an area with 3,000 people already may have 5 doctors and 20 hospital beds, or only one doctor and no hospital.

You may also use employment fluctuations resulting from projected changes in Forest Service programs or policies as a basis for estimating population changes. If a proposed action would create 500 "basic" jobs during the construction phase, and field work indicates that 70 percent of the workers are likely to be non-local and average 1.3 dependents per worker; the increased population could result in serious social and economic impacts. It is possible to estimate the increased demand for housing, medical, educational, and recreational facilities. Using other multipliers derived from the experiences of other populations in similar situations, it is also possible to project the number of new "nonbasic" jobs in business and government. At the county level, each new basic job usually creates between .5 and 2.5 additional nonbasic jobs providing goods and services.

Observe caution in the use of population and employment multipliers. The relationship between commodities and employment is not rigid because transportation costs for raw materials, unused production or service capacity, overtime, and automation may change the relationship between increased economic activity and the number of workers. Similarly, the tie between new jobs and populations change is not rigid because of differences in local-hire employment rates, rural commuting, the duration of the project, locally available amenities, housing market conditions, educational opportunities, the diversity of the local economy, and other factors.

When computer models are unavailable or are inapplicable, use employment and population multipliers as another technique for projecting the effects of changes into the future. These multipliers provide a systematic, traceable method for identifying direct and indirect effects of an action. Be sure to document the assumptions behind the technique when reporting the estimates. Appropriate local multipliers should be available from a unit economist, the county planner, or from State sources.

3. Community Comparisons. To learn the possible civil rights consequences of a proposed action, locate comparable units that have experienced a similar action. Estimate the effects of the alternatives on the basis of what occurred in the comparison units. For example, when the proposal is for the combining of two Ranger Districts, observe what happened in another place where a similar action occurred.

Match the comparison unit and the proposed action as closely as possible with the unit and action under analysis; for example, in size, rural-urban composition, distance from metropolitan areas, and major sources of employment. Various social effects bibliographies list case studies to review common patterns (section 38.4, source 8).

### **38.3 - Examples Relating to Civil Rights Impact Analysis**

Civil Rights Impact Analysis (CRIA) documents usually do not follow a standardized format. Depending on the nature of the proposed action, the documentation can range from quite extensive to quite simple.

Exhibits 01 and 02 represent a simple narrative form (cover letter and statement, respectively) for CRIA. Exhibit 03 is a blank format that provides spaces for filling in a minimum of information about a proposed action. Exhibit 04 shows how to use the format of 38.3, exhibit 02 in practice. Note that the section on mitigation plans was not required because the overall impact was favorable. At the present time, there are no usable examples of CRIA for large-scale actions. Matrices (38.3, exhibit 05) are useful tools for these large-scale projects. Examples of this type of analysis are from FSH 1909.17 (Economic and Social Analysis Handbook), (chapter 30, section 38.4) as they relate to social impact analysis.

**38.3, Exhibit 01**

<b>United States Department of Agriculture</b>	<b>Forest Service</b>	<b>Washington Office</b>	<b>14<sup>th</sup> &amp; Independence SW P.O. Box 96090 Washington, DC 20090-6090</b>
<b>File Code:</b> 1730		<b>Date:</b>	
<b>Route To:</b>			
<b>Subject:</b> Civil Rights Impact Concerning the Promotion of GS-12 and Below Candidates			
<b>To:</b> Director, Human Resources			
<p>The enclosed statement discusses the Civil Rights impact of the new merit promotion procedure proposing that Regions, Stations, and the Area not pursue candidates outside their boundaries for positions GS-12 and below. We feel that there would be a profound negative Civil Rights impact as a result of such a promotion procedure and ask that you consider our impact statement closely.</p>			
<p>KATHLEEN M. GAUSE Director, Civil Rights</p>			
<p>Enclosure</p>			



### 38.3, Exhibit 02

#### Civil Rights Impact Statement

- I. Name of Unit - WO Civil Rights.
- II. Statement and Description of Proposed Action - New merit promotion procedure calling for GS-12 and under jobs to be restricted to a Region-wide and below area of consideration; unless three qualified candidates do not appear on the certificate.
- III. Evaluation of Probable, Favorable, and Unfavorable Civil Rights Impact - One obvious reason for such a policy regarding GS-12 and below candidates is that during a period of austerity, the Forest Service wishes to economize and keep a major portion of field employees close to their current assignments. From a civil rights perspective, however, the policy severely restricts the chances of some Regions to readily integrate women and minorities into upper grade positions. Regions 1, 4, 9, and 10 currently do not have a sufficient number of internal minority and female candidates who would appear on a GS-12 or even a GS-11 certificate. The effect of the proposed GS-12 and below policy could be tantamount to "de facto" segregation, with only those Regions, Stations, and the Area having current wherewithal to meet mid-level affirmative action goals. Of course, this negative impact constitutes a function of time, as Regions presently not having the ability to appoint GS-11 and 12 minorities and women shall acquire it once their trainees and GS-7 and 9 employees become eligible. Such a willingness to wait, though, weighs disproportionately on the career opportunities of women and minorities and could easily be interpreted as an example of a present effect of past discrimination.
- IV. Alternative Approaches that Minimize Unfavorable Civil Rights Impact - Adopt current policy for GS-10 and below positions, but allow a broader area of consideration for positions GS-11 and above, regardless of the number of qualified Region-wide candidates.

### 38.3, Exhibit 03

#### Civil Rights Impact Statement

1. Proposed Action:
2. Duration:
3. Justification -- Indicate in detail sufficient information to convey an understanding of:
  - a. How the matter is handled now.
  - b. What would occur or happen as a result of the new action or change.
4. Agency:
5. Contact:
6. Date:
7. Impact Analysis -- List and evaluate the following:
  - a. Probable favorable civil rights impact. (Include all effects that could reasonably be expected to remove barriers and increase minority participation, increase income, improve housing and education, or increase job opportunities.)
  - b. Probable unfavorable civil rights impact. (Include all effects that would have negative impact upon potential and actual minority beneficiaries, whether intended or not, as well as any effects that would tend to inhibit or restrict opportunities for participation, lessen job opportunities, lower incomes, increase barriers to decent housing education.)
8. Net Civil Rights Impact:
  - a. Favorable.
  - b. Unfavorable.
  - c. Neutral -- situation where favorable conditions counterbalance unfavorable conditions.
9. Mitigation Plans (for unfavorable impacts):

### 38.3, Exhibit 04

#### CIVIL RIGHTS IMPACT STATEMENT

Proposed Action: Change rating and ranking system for applicants to the Summer/Seasonal Temporary Employment Program (S/STEP).

Duration: For 1985 recruitment with intent to be included in the program developed for 1986 and beyond.

#### Justification:

Current situation - the current rating and ranking system assigns a score of 70, 80, or 90 for each qualified candidate based on applicable education and experience. Eligible veterans receive preference points which are added to the base rating which results in ratings of 75, 85, and 95 with all 10 point compensable veterans placed at the top of the roster. Selections are made from the top of the roster in descending order; 10 point compensable veterans first, then veterans with ratings of 95, then applicants with ratings of 90, etc. Each rating level must be depleted to less than 3 applicants before selections are allowed from the next lower rating level. As an example, all candidates with ratings of 95 are considered for jobs prior to candidates with ratings of 90 and so on down the roster.

New Situation - The new rating and ranking system does not assign a numerical rating, it only determines if an applicant is qualified or not-qualified (Q/NQ) for a given grade level. All qualified veterans are placed at the top of the roster with the 10 point compensable veterans ahead of the other veterans. All other qualified applicants are placed on the roster below the veterans. In this system, all veterans receive consideration prior to other qualified candidates.

Agency: USDA-Forest Service

Contact: Eric Hodnett, 235-2045 or Bernie Akin, 235-8037

Date: November 20, 1984

#### Impact Analysis:

Favorable Impact - A majority of minority and women applicants rate low in the current rating system because they typically don't have the specialized education or experience needed to rate at the higher levels. Since applicants are considered in descending order from the top of the roster, applicants with lower ratings often are not considered because quite often all positions are filled before these applicants are within reach.

By having a group of qualified applicants from which a selecting official may choose, there is greater flexibility and opportunity for the selecting official to select women and minority applicants because the selecting official is allowed to select any applicant from the qualified pool.

Since all veterans would be at the top of the roster, those veterans with low ratings using the current system are eligible to be considered much earlier using the QUE/NO system because they are a part of the veteran group at the top of the roster. This provides a favorable impact for minority or women veterans.

A woman or minority applicant with a rating of 70 in the current system must wait for all veterans and all other applicants with ratings above 70 to be considered before they can be considered. In the QUE/NO system, the same applicant still has to wait for all veterans to be considered but shares equal status with all qualified, nonveteran applicants. The net result is the applicant is available for consideration at the same time all other qualified, nonveterans are available instead of having to wait for applicants with higher ratings to be considered first. This improves the potential for nonveteran minority and women candidates to be considered and selected.

In summary the Q/NQ system would make it easier to reach women and minority applicants when compared with the current system. Because the women and minority applicants in the veteran or non-veteran groups share equal status with other applicants within each group.

Unfavorable Impact - With the current system, an applicant with a rating of 90 would be considered after veterans with ratings above 90. In the Q/NQ system the same applicant would be rated as qualified and must wait until all qualified veterans have been considered. This means the applicant would have to wait for a longer group of veterans to be considered before they can be considered using the Q/NQ system. This would have negative impact if, because of a larger veteran group, all positions are filled prior to exhausting the veteran portion of the roster. This may create adverse impact for minority and women applicants who are rated 90 or 80 using the current system. This potential adverse impact should not occur very often because a majority of women and minority applicants do not have the specialized education and experience to rate at the 90 and 80 level for newhire positions.

Net Civil Rights Impact:

The potential impact is completely a function of numbers: Number of applicants, number of veteran applicants, number of positions to be filled, number of declinations and no-shows, etc.

In some cases a few candidates may be adversely impacted because the veteran group at the top is expanded but more often than not this would be offset by the increased opportunity for minority and women applicants who receive lower ratings using the current system. Lower rated women and minority veterans would be beneficiaries of the Q/NQ system while some of

the other lower rated women and minority applicants would also be able to be considered when in the past they haven't been within reach.

The overall impact is favorable.

/s/ Eric L. Hodnett  
ERIC L. HODNETT  
Staffing Specialist  
11/21/84

### 38.3, Exhibit 05

#### WORKSHEET: Social Effects Matrix

Alternative: No-Action Outputs and significant practices: Commodity outputs continue at present levels as will TSI and range and habitat improvement projects. Few visible changes from residences, recreation sites, highways. Developed recreation facilities have slight (+5000 RVDs/yr) increase in use.

#### CATEGORIES OF SOCIAL EFFECTS

UNITS OF ANALYSIS	Population Change and Land-Use Patterns*	Lifestyle (Work, Leisure, Customs, etc.)**	Attitudes, Beliefs, and Values **	Social Organization ** (Cohesion and Institutions)
County Seats (Government and Service Industries)	Significant in-migration and growth (3%/yr). Conversion of nearby forests and farms to residences and ranchettes. Sources: Wayne & Benton Co. Planners	Diverse and growing service economies. Urban/suburban ways of life	Towns large enough to accept the diversity of values. Middle class-white collar values dominant.	Growth and newcomers bring new issues and needs. Most handled easily because of urban diversity and sufficient resources.
West Side Rural (Forestry and Wood Products)	Population stable, many young adults migrate. No major change in land uses.	Long established logging and mill communities. Some jobs lost to automation. Hunting, fishing, and firewood important. Seasonal employment.	Work hard-play hard. Family and long-standing friendships important. Cooperation.	Highly cohesive communities, with sufficient public services to handle needs of current population.

UNITS OF ANALYSIS	Population Change and Land-Use Patterns*	Lifestyle (Work, Leisure, Customs, etc.)**	Attitudes, Beliefs, and Values **	Social Organization ** (Cohesion and Institutions)
East Side Rural (Forestry, Tourism, and Ranching)	2%/yr growth- retirees and second homes. Conversion of ranch & low elev. forest to recreation and residential use. Source: County Land Use Plans	Old ways of ranching and woods work - or new leisure lifestyles. Hunting, fishing, and firewood important to all. Visuals important to newcomers.	Conflicts between old rural values & new urban, leisure, values. People get along by "not noticing."	Badly divided community. Newcomers need expanded public and private services, old timers resistant.
Southern Valleys (New Rural lifestyle, Farming and Crafts)	Population growing (2%/yr) but big immigration of 1970's is over. Zoning has greatly slowed conversion of farms and forests.	Small farms, handicrafts, tourism. Both oldtimers and newcomers strive for self sufficiency. Firewood and clean water very important.	Increasing comfort between oldtimers' rural values and newcomers "counter culture". Similarities appreciated, differences tolerated.	Frictions and infrastructure deficiencies of 1970's now disappearing. Increasing cohesion and quality of life.

Sources: \* Chapter 1, SEO

\*\* Chapter 5 and 6, SEO

Social and Economic Overview FSH 1909.17

### 38.3, Exhibit 06

#### WORKSHEET: Social Effects Matrix

Alternative: C. Outputs and significant practices: Because of reduced expenditures in timber and roading activities, timber harvest is reduced by 10 percent in the first 3 decades. Range and habitat improvements allow 25 percent increase in domestic ALM's and 10 percent increase in deer herd. Large developed recreation site in Green Pine Valley south of Pineville will quadruple RVD's on the Green Pine Ranger District by 1995.

#### CATEGORIES OF SOCIAL EFFECTS

UNITS OF ANALYSIS	Population Change and Land-Use Patterns	Lifestyle, (Work, Leisure, Customs, etc.	Attitudes, Beliefs, and Values	Social Organization (Cohesion and Institutions)
County Seats (Government and Service Industries)	A slight allowing of population growth and land conversion except for the resort related growth in Pineville.	Little change, except for some new emphasis on tourism industries in Pineville. "Flashier" ways of life appear there.	No changes, except for new leisure & conspicuous consumption values with new resort outside of Pineville.	No problems, except for growth related strains in Pineville.
West Side Rural (Forestry and Wood Products)	Population decline, out-migration of young families, no change in land uses.	Loss of jobs, younger relatives move away. Greater importance of firewood, fishing, and hunting.	Little change, except for increased strain on families from out-migration.	Cohesiveness of informal network increases, but government and businesses feel the pinch of the cutback.



UNITS OF ANALYSIS	Population Change and Land-Use Patterns	Lifestyle, (Work, Leisure, Customs, etc.	Attitudes, Beliefs, and Values	Social Organization (Cohesion and Institutions)
East Side Rural (Forestry, Tourism and Ranching)	Less conversion of ranchland to residential use. Population growing, but at a slower rate. Influx of newcomers slows.	Little change; ranching strengthened, woods work cut back. Newcomers become more settled.	Old-timers less threatened, newcomers expect to be a smaller minority. Slightly less conflict.	Community less strongly divided. Old-timers more accepting of increased services, while newcomers are less demanding.
Southern Valleys (New Rural lifestyle, Farming, Crafts)	Population growth 10%/yr during construction of the Green Pine resort. Reviewed conversion of farm and forest land.	Many aspects of resort life at odds with both newcomer's and old-timers ways of life. Wood stove use threatened and water quality down. Seasonal unemployment reduced.	Old-timers and newcomers find common values and attributes as resort styles assert themselves. Resort people typically unaware of their impact.	Cohesion formed in opposition to resort. Large strain on infrastructure. Lower quality of life for many, some advantages to people state wide.

### 38.3, Exhibit 07

#### Sample Narrative Summarizing the Social Effects of the No-Action Alternative

County Seats--Capable of handling highest population growth rate in the area of influence without undue strain. Residential growth occurring on farm and forest land. Newcomers share many values with oldtimers, and sense of cohesion is moderate. County changes are in the directions desired, so sense of control is high.

West Side Rural Areas and Communities--Cohesive communities, some loss of young adults because of lack of jobs. Analysis predicted the decline in logging, but timber stand improvement work is likely to pick up the slack, so sense of control and self-sufficiency is high. Population and land-use patterns are stable.

East Side Rural Areas and Communities--Retirees and recreationists are coming into the area, with resulting loss of ranch and forest land to residential uses. Increased concern over visual qualities. Increased conflict between newcomers and oldtimers. However, newcomers regard life in the area as a pronounced improvement over their previous residences. Oldtimers see a loss of control and a new way of life replacing traditional ways.

### 38.3, Exhibit 08

#### Sample Narrative Summarizing the Social Effects of Alternative C

County Seats--Few social effects different from those of the no-action alternative, except for Pineville which experiences growth and some disruption from the resort development.

West Side Rural Areas and Communities--Reduction in harvest, roading, and timber stand improvement all have some negative effects. Unemployment and out-migration to nearby areas increase somewhat and public and private services decrease. Strains on facilities but local formal and informal networks help cope. Community cohesion increases.

East Side Rural Areas and Communities--Change that has been occurring slows with improvement in health of ranching industry.

Recreational and retirement newcomers are not growing as rapidly and are becoming better integrated into the community.

South Valley Communities--The growth and changes in lifestyles associated with the Green Pine resort is likely to cause significant change, value conflicts, and disruption. Oldtimers and former newcomers become more cohesive, but this is because of mutual opposition to resort. Environmental degradation is a principal concern. Some negative impacts on resort patrons and employees as tensions make communities less hospitable.

Southern Valley Communities--Most of the population growth, change in economy and lifestyles, and community conflict of the last 20 years are over. Future is likely to see stability and cohesion around the newly established patterns.

### 38.3, Exhibit 09

Comparison of Social Effects of the Alternatives

	No-Action Alternative	Alternative A (High Timber Departure)	Alternative B (Low Cost and Amenity Emphasis)	Alternative C (Low cost, Grazing and Resort)	Alternative CM (C with Mitigation Schedule)
<u>County Seats</u>	High population growth but no major effects outside of communities ability to cope.	Slight increase in population over No- Action. No major effects beyond coping capacity.	Population growth less than No-Action. No significant effects.	Similar to No-Action Alternative in Social Effects, except for Pineville's growth and some disruption there.	Similar in effects to C, but effects on Pineville are not now significant due to more gradual development of the resort.
<u>West Side Rural Areas and Communities</u>	Stability, but out-migration of young, and other long-term changes.	Economic boom and immigration for first 20 years. Problems from growth, but prosperity helps solve them. Many potential problems in downturn 25 years out.	Major negative impacts due to mill closures. All aspects of community life impacted. Depression and out-migration. Long term effects severe.	Negative economic and community impacts, but generally within ability communities and families to cope.	Same as Alternative C
<u>East Side Rural Areas and Communities</u>	Changing nature of community from ranching to retirement. Conflicts.	Timber activities increased, visual impacts on retirees create conflicts in communities. Ranch-ing community fading.	Ranching and forestry disappearing as viable parts of community. Retirees becoming dominant group.	Increased stability of community from revital-ization of ranching. Retirees' growth slowed, but their integration into the community is facilitated.	Same as Alternative C

	No-Action Alternative	Alternative A (High Timber Departure)	Alternative B (Low Cost and Amenity Emphasis)	Alternative C (Low cost, Grazing and Resort)	Alternative CM (C with Mitigation Schedule)
<u>Southern Valley Communities</u>	Stabilizing trends after changes and conflicts of the last 20 years	Same as No-Action Alternative	Few direct effects. Stabilization slowed by conflicts and hard times spilling in from neighboring areas.	Major disruption of the community. Large population increase from people with very different lifestyles and values. Major community conflicts.	The more gradual development of the resort permits better adaptation of both it and current residents. Strains on infrastructure mitigated, and community conflicts lessened. More hospitable setting for visitors.

## 38.4 - References

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