II. INTRODUCTION

California's State Forest System has been in existence since 1946 when the first large forest properties were acquired. Public Resources Code (PRC) §4631-4658 provides the authority for acquisition, administration, and operation of the State forests. The Board of Forestry and Fire Protection (Board) has adopted policies for management of these lands. A complete set of the Board policies governing state forests is located in Appendix 5. The Board may change these policies over time through its standard rule-making processes and could do so during its consideration of the Draft Forest Management Plan and this EIR.

State Forests are managed for research and demonstration purposes. Demonstration forests play an important role in testing the efficacy of forest management techniques. Information gained through research and demonstration programs can then be disseminated and applied to all of California's forestlands, both public and private. Chapter 0350 of Board policy provides the following regarding the need and value of demonstration forests:

> To attain proper management of private timberlands in California, there is a need to investigate, develop, and demonstrate new and improved forest management methods to timberland owners and the public. The State forests serve this purpose while contributing to the economic stability of local communities by providing high yields of forest products, which sustain local employment and tax bases. Outdoor recreation is an important benefit of state forests.

The Jackson Demonstration State Forest (JDSF) is a 48,652-acre forest that is owned by the state and managed by CDF. Its forest stands consist primarily of redwood, Douglas-fir, and hardwood tree species. JDSF was the third state forest to be acquired, having been preceded by the purchase of La Tour and Mountain Home Demonstration State Forests in 1946. The authority to acquire private lands for the state forest system was enacted in by the Legislature in 1945 (PRC §§ 4631-4658) following recommendations of the "Forest Study Committee" that was established by the Legislature in 1943 (Board Policy Chapter 0351.1).

JDSF is the largest forest in the State system. JDSF was acquired by the State over a period of years, from 1947 through 1951, as part of an agreement with the seller. At that time, most of the lands were in a cutover condition. Additional lands were added to the Forest in 1968, while specific areas of the Forest were sold or traded to private timber companies to help finance the purchase of lands for the state park system.

A history of JDSF is included in Chapter 1 of the DFMP and in section V of this document.

1. LEGISLATIVE MANDATE FOR THE STATE FOREST SYSTEM

In establishing the state forest system, the California State Legislature stated:

> It is hereby declared to be in the interest of the welfare of the people of this state and their industries and other activities involving the use of wood, lumber, poles, piling, and other forest products that desirable cutover forest lands, including those having young and old timber growth, be made fully productive and that the holding and reforestation of such lands is a necessary measure predicated on waning supplies of original old-growth timber. (PRC 4631)

The legislation went on to specify that one area, not to exceed approximately 40,000 acres, would be acquired in each of the Forest practice districts for the "purpose of demonstrating economical forest management." (PRC 4531) To guide the management of these forests, the legislation included the statement, "It is further declared to be in the interest of the welfare of the people of this state, that the state do all of the following: retain the existing land base of state forests and timber production for research and demonstration purposes." (PRC 4631.5)

Consistent with the enabling legislation, Jackson Demonstration State Forest was acquired for the purpose of demonstrating economical forest management. JDSF is the largest publicly owned forest in California with a research and demonstration mandate.

The Legislature further gave the authority for the management of the Forest to CDF with oversight from the Board. The enabling legislation states, ". . . the Department in accordance with plans approved by the Board, may engage in the management, protection, and reforestation of state forests" (PRC 4645), and goes on to state, ". . . the Director, acting in accordance with the policies adopted by the Board, shall administer this chapter. He can exercise all powers necessary to accomplish its purposes and intent." (PRC 4646) The Legislature clarified the interaction between CDF and the Board as follows: ". . . the management of state forests and the cutting and sale of timber and other forest products from state forests shall conform to regulations prepared by the director and approved by the Board. These regulations shall be in conformance with forest management practices designed to achieve maximum sustained production of high quality forest products while giving consideration to values relating to recreation, watershed, wildlife, range and forage, fisheries and aesthetic enjoyment. The sale of timber and other forest products is limited to raw materials only." (PRC 4651) The Board's authority is further defined by the Legislature:

> …the Board may establish rules and regulations, in accordance with Chapter 3.5 (commencing with Section 11340) of Part 1 of Division 3 of Title 2 of the Government Code, for the preservation, protection, and use of state forests and for the promotion and protection of public health and safety within state forests. (PRC 4656.1)

To provide further guidance to CDF and the Board, the Legislature provided definitions within the chapter. "'Protection" means protection of forest trees against damage by fire, insects, and trespass (PRC 4640). "'Continuous production' means such management as will approach a balance between depletion and growth." (PRC 4636)

As authorized in the Public Resources Code, the Board has developed policies that guide the management of the state forest system. Board policies at Chapter 0351.1, state, ". . . the significance of the state forest program in demonstrating improved practices will increase as the demand for forest products increases and as public interests in forest management practices intensifies. Demonstrations of the compatibility and conflicts involved in multiple use of forestland are essential as population and development pressures increase on California's forest lands." Based on the authority granted to it under the Public Resources Code, the Board has adopted the following policies to guide CDF in administering the state forest program and managing the state forests.

2. PROGRAM PURPOSE AND LAND USE PRIORITIES

Board Policy 0351.2 states:

> The primary purpose of the state forest program is to conduct innovative demonstrations, experiments, and education in forest management. All State forest land uses should serve this purpose in some way. In addition:
>
> A) Timber production will be the primary land use on Jackson, LaTour, and Boggs Mountain State Forests. Timber production will be subordinate to recreation on Mountain Home State Forest.
> B) Recreation is recognized as a secondary but compatible land use on Jackson, LaTour, and Boggs Mountain State Forests. Recreation is a primary use on Mountain Home State Forest as prescribed by Section 4658, Public Resources Code;
> C) State forest lands may be used for Department administrative sites when such use will benefit State forest programs or protection.
> D) Special uses primarily benefiting non-forestry and/or private interests will have low priority. Such uses that conflict with State forest objectives are discouraged.

As stated in the enabling legislation and Board policies, the principal purpose of JDSF is demonstration of sustainable and economic timber production, in consideration of other forest values, and in compliance with all applicable rules and regulations.

Virtually the entire land base of JDSF is available for research and demonstration. This holds true for areas dedicated to timber production, as well as areas dedicated to development of older forest habitats, areas that are not suitable for forest management

(e.g., pygmy forest), and areas that are dedicated primarily to recreational uses (e.g., campgrounds).

By the same token, virtually all of JDSF is available for recreational use, subject to temporary restriction, or full site-specific closure intended to provide for public safety (e.g., buffers around conservation camps).

3. JDSF DEMONSTRATION AND RESEARCH

The Forest provides an opportunity for research and demonstration at the forest or landscape level, the watershed or home range level, the stand level, or at the site level. JDSF encompasses nearly 50,000 areas of forest and watershed, which provides valuable fish and wildlife habitat, and an opportunity to demonstrate sustainable forest management techniques.

In the early years following establishment of the JDSF, demonstrations tended to focus upon matters related to timber removal, forest regeneration, and log scaling. As time has passed, and public interest in a wider scope of management activities and forest values has increased, the research and demonstration program has broadened and expanded to include harvesting techniques, long-term timber stand management, forest ecology, fish and wildlife habitat, and watershed science. In addition, forest management planning has provided an opportunity to explore the potential for long-term sustained yield at the forest level, offering the public and private sectors an opportunity to view the potential level and balance of production and protection that can be realized from a large forested ownership when provided with the proper incentives.

Under State management, JDSF has grown to include mature young-growth timber stands. The JDSF is currently managed to produce a diverse range of habitats and timber stands that produce biodiversity while remaining a viable and relevant laboratory for resource professionals, private timberland owners, and the general public.

3.1 Demonstration Aspects of JDSF

By purchasing primarily cut-over properties and demonstrating sound reforestation and management practices, the Legislature envisioned that the state forest system would serve as a demonstration for forest landowners, timber operators and the general public. The enabling legislation provided that state forests be established in each forest district "...for the purpose of demonstration of economical forest management..." (PRC 4631) The Board interpreted the demonstration aspect of the Forest when it developed Board policy in Chapter 0351.3, as presented below.

3.2 Demonstrations and Experiments

Board policy 0351.3 states:

> The Board, consistent with PRC § 4631, recognizes and reaffirms that the primary purpose of State forests is to conduct demonstrations, investigations, and education in forest management. The Board wishes to emphasize and expand demonstrational, experimental, and educational activities on the State forests.
>
> Accordingly, in the operation of State forests, the Department will:
>
> A) Conduct a balanced program of demonstrations and investigations in silviculture, mensuration, logging methods, economics, hydrology, protection, and recreation; directed to the needs of the general public, small forest landowners, timber operators and the timber industry.
> B) Continue and develop procedures to assure dissemination of information obtained on State forests to forest landowners, (especially small owners), timber operators, and the general public.
> C) Integrate the Department's Service Forestry Program with State forest demonstration activities to more effectively reach small forest landowners and the general public.
> D) Conduct periodic field tours to exhibit State forest activities and accomplishments to forest industry, small forest landowners, relevant public agencies, and the general public. Field tours should be initiated by the Department and conducted at such times and places to encourage general public attendance.
> E) Seek special funding as needed from the Legislature to support specific research projects on State forests.
> F) Consult with and solicit the cooperation of the State universities and colleges, U.S. Forest Service, and other public and private agencies in conducting studies requiring special knowledge. Enter into cooperative agreements with other public and private agencies for investigating forest management problems of mutual interest. It is particularly of mutual benefit to make the State forests available to educational institutions, and other agencies for research projects.
> G) Cooperate with the Department of Parks and Recreation in establishing forest management demonstration areas compatible with recreation for educational purposes adjacent to the Mendocino Woodlands Outdoor Center on Jackson State Forest.

Many research and demonstration programs have been conducted over the years and others are planned, or are currently underway at JDSF. These include studies addressing

the effects of silviculture on timber stand development, timber harvest effects, watershed analysis, wildlife surveys, and wildlife habitat analysis. Appendix IV of the DFMP provides a listing and description of each project. The goals for JDSF research and demonstration programs are generally as follows:

- Direct programs to the needs of the public, small forest land owners, resource professionals, timber operators and the timber industry
- Conduct monitoring of resource management activities to gauge effectiveness
- Develop methods to minimize conflicts inherent in the multiple use of forestland
- Effectively disseminate research and demonstration information to interested stakeholders
- Establish a Forest Learning Center at JDSF
- Accelerate research and demonstration programs
- Develop research, demonstration, and educational partnerships with other public and private interests

4. LOCATION

JDSF is located approximately 140 highway miles north of San Francisco and 130 highway miles south of Eureka, and lies entirely within Mendocino County. Highway 20 traverses the Forest, roughly between U.S. Highway 1 (near the towns of Fort Bragg and Mendocino) and Highway 101 (near the town of Willits; see Figure 1). The area comprises approximately 48,652 acres (76 square miles). The western boundary of the State Forest comes within about 1½ miles of the coast. The Forest extends inland (eastward) about 16½ miles. The north/south site dimension varies from over seven miles at the western end of the Forest to as little as 2½ miles at the center.

5. FOREST MANAGEMENT PLANNING

The State Forest system was established to promote an increase in productivity from private timberlands within the State (PRC §4631). Jackson Demonstration State Forest was acquired for the purpose of demonstration of economical forest management. Management is further defined by the Legislature as "...the handling of forest crop and forest soil so as to achieve maximum sustained production of high quality forest products while giving consideration to values relating to recreation, watershed, wildlife, range and forage, fisheries, and aesthetic enjoyment" (PRC §4639). The Board policies also direct CDF to conduct regular periodic timber sales on Jackson, La Tour, Boggs Mountain, and Mountain Home state forests.

5.1 Timber Management

Board Policy 0351.4 states:

> Purposes and policies for timber management on state forests are established in PRC §§ 4631 and 4651. The Board has further established the following policies pertaining to management and harvest of timber on State forests:
>
> A) The Department will conduct regular periodic timber sales on Jackson, La Tour, Boggs Mountain, and Mountain Home State Forests. Harvesting may be deferred in accordance with an approved management plan.
> B) A rotation age, cutting cycle, and an allowable annual cut will be established for each State forest from which timber is harvested. Timber harvesting schedules should be projected at least five years into the future.
> C) Allowable cut levels must be derived from pertinent current inventory and growth data.
> D) State forest timberlands will be managed on the sustained yield principle, defined as management that will achieve and maintain continuous timber production consistent with environmental constraints.
> E) State forest timber stands should be harvested based on maximizing mean annual increment of high quality forest products. This should not preclude intermediate cuts designed to increase total yield and reduce losses from mortality.
> F) Timber production and harvesting should provide for coordination with other State forest uses. Silvicultural practices should be compatible with recreation, soil, water, wildlife, and fishery values, and aesthetic enjoyment.
> G) Economically and ecologically justifiable intensified forest management practices to increase total fiber production and timber quality will be pursued on the State forests. These practices will be designed and carried out for maximum applicability (or demonstration values) to private lands. The Department should actively seek financing to conduct such intensive silvicultural practices.
> H) Timber sales should have demonstrational value and include experimental and educational aspects whenever possible.

CDF operates eight Demonstration State Forests totaling approximately 71,000 acres. The Forests represent the most common forest types in the State**.** The State Forests grow approximately 68 million board feet of timber volume yearly, of which about half of the growth is harvested annually. The harvested volume represents enough wood to construct over 3,000 single-family homes. The Forests produce research and demonstration projects on forest management, while providing public recreation opportunities, fish and wildlife habitat, and watershed protection. In addition, revenue from the sale of timber funds a variety of CDF's Resource Management Programs, including: State Forest

operations, the State Nursery Program, Forest Health Monitoring, the California Forest Incentives Program (CFIP), and Urban Forestry.

The Board sets policy for management of the State Forests. This policy builds upon legislation and directs CDF to prepare detailed management plans and to conduct programs in timber management, recreation, demonstration, and investigation.

Generally, Board policy specifies timber production as the highest priority on JDSF (§ 0351.2). Recreation is recognized as secondary but compatible. Special uses primarily benefiting non-forestry and/or private interests will have low priority. Uses that conflict with State Forest objectives, such as mining and commercial concessions, are discouraged.

The need to prepare Forest Management Plans is specified in Public Resources Code § 4645 and Board Policy. The content of the Forest Management Plan must conform to State Board of Forestry and Fire Protection policy pursuant to "Article 8: Management Plans."

Board Policy Chapter 0351.10, directs that "Management Plans for Boggs Mountain, Jackson, La Tour, Mountain Home and Soquel Demonstration State Forests shall be prepared by the Department, with appropriate public review, for approval by the Board. The Department shall present to the Board a thorough review of each existing plan at least every five years. After each review, the Board may direct the Department either to continue management under the existing plan, to prepare amendments to the DFMP, or to prepare a new plan for public review and Board approval. The Department shall submit the requested amendments or plan to the Board within one year after each request. The Department shall continue management under existing plans with appropriate consideration for changes in law or regulation, until amendments or new plans are approved by the Board."

The Forest Management Plan sets forth goals and objectives beyond those incorporated into existing State and Federal statutes and regulations, and the approximate timing and location of practices necessary to achieve these goals and objectives. The DFMP sets standards for monitoring and evaluation to ensure that the management direction is implemented and the objectives are met.

CDF has drafted an update to the current JDSF Management Plan originally prepared in 1983. The draft Plan builds on the 1983 plan by elevating wildlife, watersheds, and ecosystem processes to a level of importance equivalent to the timber management and the research, demonstration and education programs (May 2002 DFMP).

The desired future condition of the Forest, discussed in detail in Chapter 3 of the DFMP, describes both the management practices planned for JDSF and the development of habitat and biological diversity.

The terms JDSF Management Plan, Draft Forest Management Plan (DFMP), Management Plan, or Plan, as used in this document, refer to the May 17, 2002 draft

JDSF Management Plan as presented to the Board (including errata and updates). These are posted on the website of the Board of Forestry and Fire Protection at http://www.bof.fire.ca.gov/board/board_current_docs.aspx. Page references made in this EIR to the DFMP refer to the electronic PDF version of the DFMP posted at the Board's website. The final Plan will incorporate information from the certified final EIR. (For further explanations and a complete "List of Acronyms" and "Glossary of Terms," refer to Appendices 1 and 2, respectively).

6. RELATIONSHIP BETWEEN THE DRAFT EIR AND THE DRAFT JDSF MANAGEMENT PLAN[1]

The Board is the lead agency in the process of considering approval of a comprehensive update to the Jackson Demonstration State Forest (JDSF) Management Plan. The Plan, which was developed by the Department of Forestry and Fire Protection, is required pursuant to Public Resources Code (PRC) §4645 and Article 8 of Board policy. Approval of the JDSF Management Plan by the Board is a "project" subject to the California Environmental Quality Act (CEQA) as defined by statute and the CEQA Guidelines (PRC §21000 et al.; Title 14, CCR §15000 et al.) and places the Board in the role of lead agency. CEQA provides that projects include the approval of plans which have the potential to result in a direct, or indirect, physical change in the environment (CCR §15378). Public agencies are required to inform the public about the potential environmental effects of proposed projects and identify project alternatives or mitigations that reduce those effects (PRC §21002.1). This is accomplished through the development, review and eventual certification of an Environmental Impact Report (EIR) by the lead agency.

This draft EIR is intended as a public disclosure and decision-making tool to be used by the Board to analyze the significant potential effects arising from implementing the draft JDSF Management Plan (DFMP), to identify alternatives, and to disclose feasible measures to reduce or avoid significant impacts (CCR §§15002, 15121). Following public review of the draft EIR document, and prior to approving the DFMP, the Board must prepare a final EIR. The final EIR will be reviewed and considered by the Board and, if found to be in compliance with CEQA, the Board will certify the final EIR. Following certification of the Final EIR, the Board will review and may approve the DFMP. The Management Plan approved by the Board will be consistent with, and incorporate all

[1] On July 30, 2003, the Superior Court of California, Mendocino County, ruled that the 2002 EIR for the JDSF Plan, prepared by the CDF and its consultants and certified by the CDF director, was flawed on several counts. First, the court found that the Board, not CDF, was the appropriate lead agency for preparing and certifying the EIR, making findings per the CEQA Guidelines § 15091, and adopting a mitigation monitoring program. Second, the court ruled that the EIR itself was deficient due to an inadequate discussion of the environmental setting and inadequate assessment of potential cumulative effects. The court directed the Board to rescind its November 2002 approval of the JDSF Management Plan. The Board took this action on October 9, 2003. The court has retained jurisdiction in the matter until the Board has fully complied with CEQA in its approval of the proposed update of the JDSF Management Plan.

mitigation measures adopted in, the final EIR. CDF will then be enabled to manage JDSF in accordance with the approved Plan.

Information in this EIR does not control the lead agency's ultimate decision on the project; however, the lead agency must respond to each significant impact identified in the EIR and make findings regarding the significance of each impact (CCR §15121). Statements of overriding consideration, if applicable, must be adopted for those impacts that are not "avoided or substantially lessened" (CCR §15093). For a summary of the CEQA process, see Figure II.1.

The Board has broad discretion in approval of a management plan, EIR alternatives, and mitigations. New information brought to the Board's attention during the EIR process will be considered and may result in changes to the Plan, alternatives, or mitigations.

This EIR is generally intended to "stand alone" and include all information necessary for the reader to understand the project and its effects. It is intended to allow review of the project for compliance with CEQA without necessarily reviewing the draft JDSF Management Plan itself. Therefore, this EIR summarizes–and sometimes reiterates–information contained in the JDSF Draft Forest Management Plan and other supporting information. It is highly recommended that readers interested in a more detailed review of the project obtain a copy of the DFMP. The DFMP will be available for review at the same locations specified for this Draft EIR and be available for review during the Draft EIR review period. The DFMP also may be viewed and downloaded over the Internet at: http://www.bof.fire.ca.gov/pdfs/jdsf_mgtplan_master%203b.pdf. The May 17, 2002 draft of the JDSF Management Plan, and all supporting information, is incorporated into this EIR by reference.

The term EIR, as used in this document, refers to the Draft EIR until certification at which time this EIR will be considered a Final EIR. The final EIR will consist of any revisions to the Draft EIR, together with public and agency comments, and responses by the Board (CCR §§15089, 15132). Approval of the EIR will include findings regarding the project, its effects, alternatives, and any other information determined appropriate by the Board as lead agency.

6.1 PROGRAMMATIC EIRS AND FUTURE PROJECTS

The DFMP establishes management goals and direction for the future activities of JDSF. Those future activities carried out under the Plan may be both numerous and varied. This EIR analyzes the potential impacts that may occur as a result of implementing the Plan, but does not purport to fully analyze all future site-specific projects that may occur. The level of specificity of the analysis in an EIR is dependent upon the level of specificity found in the project description (CCR §15146). The DFMP is a blending of both general planning elements (policy direction and goals) and proposed specific projects (future management activities). This EIR will focus on the impacts that

may arise given the Plan's general direction as well as the types of projects that may reasonably be expected to occur.

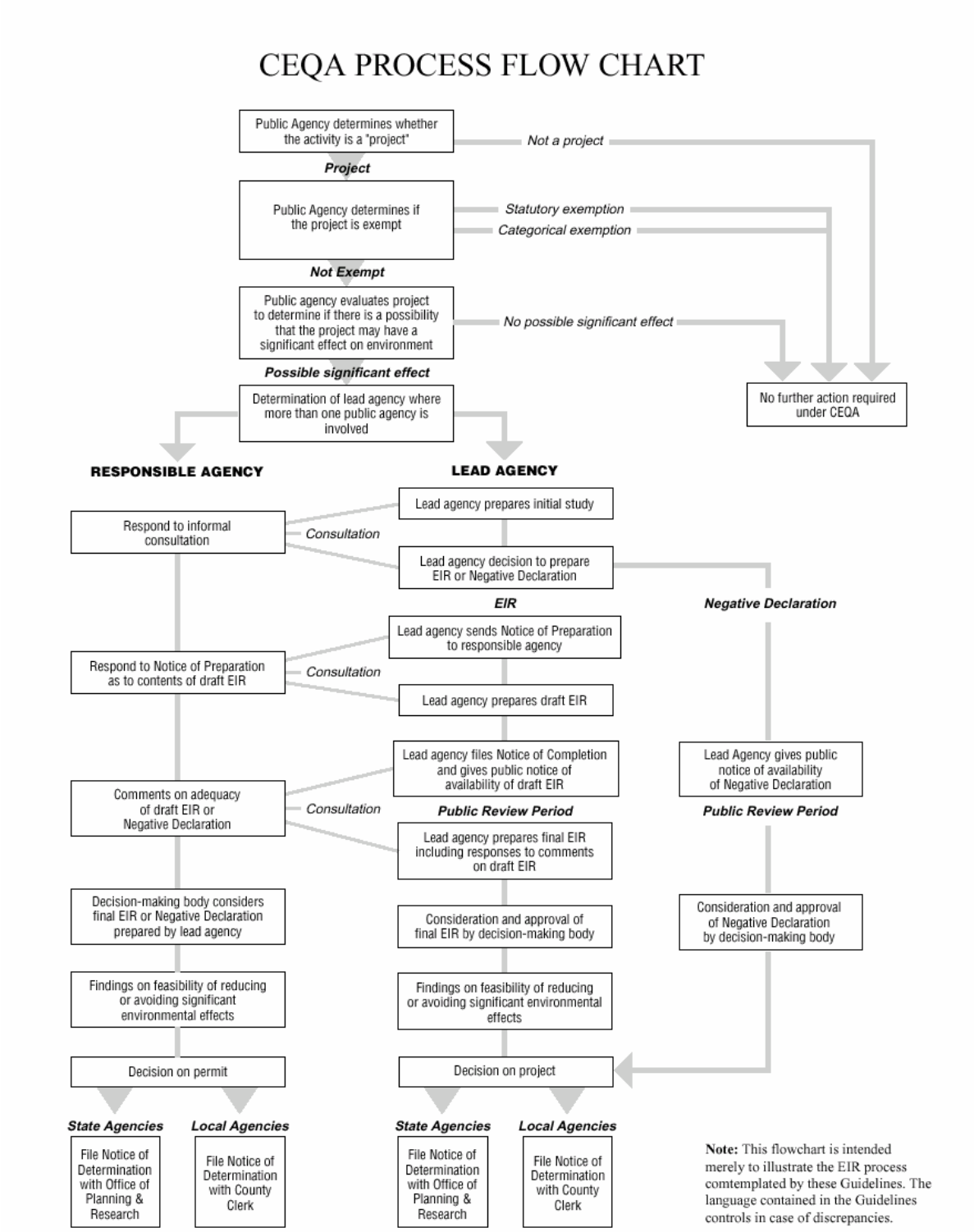

Figure II.1. EIR Process Flow Chart from the CEQA Guidelines.

Planning documents, such as the DFMP, generally contain a lesser level of detail than would be found at the individual project level. Planning documents are less determinate, subject to many variables over time (e.g., levels of funding, policy and administration changes, environmental factors, etc.), whereas a site-specific project can be described with a greater degree of certainty. For example, forest research, timber harvesting, road maintenance and recreational facility development are activities that are expected to occur repeatedly at JDSF as authorized under the DFMP. The Plan provides guidance to forest staff in carrying out these functions; yet the plan provides little in the way of project specific operational details, leaving that disclosure and analysis to occur prior to individual project implementation.

In that sense, this draft EIR is programmatic, considering a series of potential future projects that are geographically similar, carried out under the same authority, and having roughly the same environmental effects which can be mitigated in similar ways (CCR§15168). A programmatic EIR has the advantage of providing the opportunity for a more exhaustive examination of environmental effects, both individual and cumulative; consideration of more, and broader, project alternatives; and the development of program-wide mitigation measures that would not be practical in a project-by-project analysis.

Following certification of the final EIR and following final Plan approval by the Board, CDF will rely upon the final Plan in carrying out its various management activities at JDSF. Some projects, where the specific activities proposed are within the scope of the final EIR, may proceed without any further environmental analysis. Projects that include activities that were not covered, were only partially covered, or were covered at a programmatic level of specificity in this EIR will require the completion of an Initial Study and preparation of an EIR or negative declaration (see Section IV for additional discussion of future activities).

For example, if a project were proposed to grade a section of road, CDF would refer to the approved Plan and final EIR and determine if the impacts of road grading at that specific site could be fully mitigated using the measures identified in those documents. If no new effects would occur or no new mitigation measures would be required, CDF could approve the road grading as being within the scope of the final EIR and no additional environmental documents would be required. However, in the event that the proposed road grading would lead to effects that had not been examined in the final EIR, an initial study would need to be prepared leading to a new EIR or negative declaration. Examples of other future projects that may be implemented under the approved Plan include, but is not limited to, pre-commercial thinning, expanding the Learning Center, abandoning roads, developing recreational trails or campgrounds, carrying out restoration projects, establishing research projects, or controlling invasive weeds. Each of these future projects, as well as others, would be reviewed for its consistency with the final Plan and EIR and the need for further CEQA analysis prior to approval and implementation.

Subsequent actions in the Forest will be examined in the light of this EIR to determine whether:

- other laws require further analysis (i.e., FPRs for THPs),
- the action will be consistent with the final Plan and the program EIR,
- the action requires mitigation measures identified in the EIR,
- new significant environmental effects might be involved,
- new mitigation measure might be necessary, and
- an additional environmental document must be prepared.

To the extent that a subsequent action qualifies as a "project" under CEQA (CCR §15378) and is not otherwise exempt, compliance with CEQA will be necessary. This can be accomplished with any one of the following documents and/or findings listed in Table II.1 in order of increasing procedural complexity.

Table II.1. Potential Additional CEQA Actions for JDSF Management.

Project Circumstances	Required Documentation/Finding
Proposed project is within scope of the EIR:	
• fully within scope	No further CEQA analysis required
• **but** minor changes to EIR are needed	Prepare an **Addendum** to this EIR
• **but** involves commercial timber operations	Prepare a **Timber Harvesting Plan** that tiers to the EIR
Proposed project is outside the scope of the EIR:	
• **and** the activity will not cause a significant effect	Prepare a **Negative Declaration** that tiers to the EIR
• **or** the activity will cause a significant effect	Prepare a **Mitigated Negative Declaration** or **focused EIR** that tiers to this EIR
EIR is found to not cover future projects:	
• **and** minor changes to the EIR are required	Prepare a **Supplemental** EIR
• **and** major changes to the EIR are required	Prepare a **Subsequent** EIR
• **or** a new EIR is required	Prepare a new **Program** EIR

Where additional CEQA documents are prepared for subsequent actions, this Program EIR can be referenced or otherwise utilized to streamline the review process in the following ways:

- To provide the basis in an Initial Study for determining whether the later activity may have any significant effects;

- Incorporate by reference regional influences, secondary effects, cumulative impacts, broad alternatives, and other factors that apply to the program as a whole;
- Focus any later EIR on new effects that had not been considered before (CCR 15168(d).

When a law other than CEQA requires public notice for CDF to carry out or approve a subsequent activity that relies on this Program EIR for CEQA compliance, the notice for the activity shall include a statement that:

- The activity is within the scope of the program approved earlier; and
- The Program EIR adequately describes the activity for the purposes of CEQA (CCR §15168(e).

While the DFMP is primarily programmatic, it does provide some specificity in terms of future projects. CDF, in crafting the DFMP, included a list of proposed future harvest units (DFMP Table 5, page 56)[2]. While the list is subject to change due to adaptive management and operational considerations, it constitutes a series of reasonably foreseeable future projects that require disclosure, impact analysis, and consideration in the assessment of cumulative effects[3]. However, the depth of analysis contained in this EIR for each of the proposed THPs is not to the level of specificity that is typical in CDF's review of THPs. All THPs conducted on JDSF—whether currently approved, under review or in development—will be subject to the discretionary approval of CDF under the Forest Practice Act and Rules and the THP review process (a functional equivalent to an EIR; PRC §21080.5), and will be evaluated for compliance with the protection measures and management guidelines identified in the final Plan and EIR.

Subsequent environmental analysis (CEQA documents or THPs) required to conduct activities at JDSF will, where appropriate, rely on "tiering" and incorporate all, or parts, of the final EIR and Plan by reference to avoid repetitive analysis and discussions, and to focus on site-specific information (CCR §15152). All activities will be subject to the constraints and mitigations identified in the final EIR and Plan.

6.2 ADEQUACY OF EIR

The standards for determining the adequacy of an EIR are stated in the CEQA Guidelines (CCR §15151):

[2] Page references to the DFMP refer to the electronic version (PDF) posted at the Board's website: http://www.bof.fire.ca.gov/pdfs/jdsf_mgtplan_master%203b.pdf.

[3] The inclusion of a proposed harvest schedule in the DFMP and the analysis of the proposed THPs in this document does not constitute Board or CDF approval of these THPs, nor does it mandate CDF's future adherence to this schedule. CDF may rescind, amend, approve or otherwise carryout any or all of the proposed harvesting plans and may develop and approve other THPs without Board approval as long as they are consistent with the Board direction and mitigation measures identified in the final Plan and EIR, and the Forest Practice Act and Rules.

> An EIR should be prepared with a sufficient degree of analysis to provide decision-makers with information which enables them to make a decision which intelligently takes account of environmental consequences. An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection but for adequacy, completeness, and a good faith effort at full disclosure.

In addition, the Guidelines §15003(i) states:

> CEQA does not require technical perfection in an EIR, but rather adequacy, completeness, and a good-faith effort at full disclosure. A court does not pass upon the correctness of an EIR's environmental conclusions, but only determines if the EIR is sufficient as an informational document.

7. CALIFORNIA FOREST PRACTICE ACT AND FOREST PRACTICE RULES

The State Forest system has unique management objectives established by the Legislature and Board policies. (A complete set of the Board policies governing state forests is located in Appendix 5.) In addition to the requirement for a management plan to direct the harvesting from these lands, all harvesting activities also fall under the requirements of the Forest Practice Act (FPA) as implemented through the Forest Practice Rules (FPRs).

The FPA requires that ". . . no person shall conduct timber operations unless a timber harvesting plan prepared by a registered professional forester has been submitted for such operations to the department pursuant to this article." (PRC 4581) Timber operations are defined as "the cutting or removal or both of timber or other solid wood forest products, including Christmas trees, from timberlands for commercial purposes, together with the work incidental thereto…" (PRC 4527).

The FPA defines "timberland" as,

> …land, other than land owned by the federal government and land designated by the Board as experimental forest land, which is available for, and capable of, growing a crop of trees of any commercial species used to produce lumber and other forest products, including Christmas trees. (PRC 4526)

Because JDSF is not federally owned land, it therefore meets the definition of "timberland" under the FPA, and therefore all timber operations conducted require a THP with the exception of 1,225 acres designated by the Board as “experimental forest land.”[4]

Under the current regulatory requirements, personnel from JDSF prepare THPs and submit them to the regional CDF office in Santa Rosa. CDF forest practice personnel who are not associated with the management of JDSF conduct the THP review and approval process, acting as the lead agency as provided under CEQA (See Figure 3). The THP review and approval process is a “functionally equivalent” program to an EIR as certified and authorized by the Secretary of Resources. The review of the THP by CDF is conducted in conjunction with an interdisciplinary review team that includes representatives of: the North Coast Region (RWQCB); the California Department of Fish & Game (CDFG); and the Department of Conservation, California Geological Survey (formerly the Division of Mines and Geology [CDMG]). These "responsible agencies" provide expertise in their respective fields to CDF, which serves as the lead agency for the review and approval of the THP. This review team may also include a representative of the county government, the California Coastal Commission (for plans within the coastal zone), and the Department of Parks and Recreation in the case of plans that may affect the values of publicly owned parklands. The Director may also request any other federal, state, or county agencies or the Native American Heritage Commission or local tribes, when appropriate, to assist as advisors to the review process (FPR at CCR §1037.5).

8. RELATIONSHIP WITH PRIOR EIRS AND MANAGEMENT PLANS

Management plans were prepared for Jackson Demonstration State Forest in 1958, 1964, 1970, and 1983. Each Management Plan has built upon its predecessor, and each has become increasingly complex, as the science and technology of forest management evolved, and as awareness of and interest in forest management issues has grown.

The DFMP and this corresponding draft EIR are comprehensive and intended to supersede all prior Forest Management Plans. (This EIR does not, however, supersede the negative declaration used to establish the 1,225-acre experimental forest designation for a portion of the North Fork Caspar Creek.) This approach avoids conflicts between prior documents. It also simplifies public and agency review, use, and implementation of the new Management Plan and EIR.

A comparison between the 1983 Management Plan and DFMP can be found in the “Alternatives” section of this EIR. Alternative B (one of two “No Project Alternatives”)

[4] In 1991 the Board designated 1,225 acres of JDSF as “experimental forest land” as allowed under PRC 4526 (see above). This action was taken, in compliance with CEQA, under a negative declaration prepared jointly by the Board and CDF to “investigate the effects of logging on the watershed.” The “Notice of Determination” was submitted to the Office of Planning and Research on July 11, 1991. The area is located within the North Fork of Caspar Creek and is designated as a research area in the DFMP (See Map Figure D in attached Map Figures section).

represents continued management under the existing plan. Alternative C1 represents the proposed Plan. Accordingly, a comparison of impacts between the 1983 Management Plan and the DFMP can be readily ascertained by reviewing policies, actions, and impacts for Alternatives B and C1. The alternatives comparative matrix (Table VI.1 in section VI Alternatives) provides a detailed summary of the differences between these and other alternatives.

9. AREAS OF POTENTIAL CONCERN

Specific areas of environmental concern were raised during the public scoping processes and were identified in the preparation of this EIR (see DEIR Section II.11 Public Participation). Areas of concern raised include the following:

Aesthetics

- Visual impacts of timber harvests and even-aged management strategies, particularly near recreational facilities, homes, and main travel corridors

Recreation

- Increasing the number of rustic campsites
- Expanding the Forest trail system for hikers, equestrians and bicyclists
- Maintaining non-motorized access upon decommissioning of roads
- Maintaining year-round motorized access for hunting and ORV use (comments for and against)
- Target shooting (comments for and against)

Geology and Soils

- Remediation of erosion and stream sedimentation resulting from old roads and poorly maintained roads

Biological

- Protection of native fish, aquatic habitat and riparian corridors
- Improved road maintenance and improved controls on logging activity
- Management for wildlife habitat diversity by maintaining multi-aged stands, existing old growth stands, stands not harvested in past 80 years, downed trees, hardwoods, fire ecology, and other naturally occurring conditions
- Increasing area of older forest types through management of extensive areas for late seral habitat recruitment and maintenance
- Protection and recovery of endangered species through avoidance and habitat enhancement
- Existence of significant adverse cumulative effects

Timber Management and Silviculture

- End or minimize timber harvesting
- Resume or increase historic timber harvest levels to provide economic benefits
- Eliminate use of clearcutting and other even-aged management prescriptions
- Maintain the use of the full range of silvicultural prescriptions for research and demonstration purposes

Pest Management

- Use of Forest herbicides/pesticides (comments for and against)

Land Use

- Avoiding conflicts between timber harvest and the adjacent Mendocino Woodlands recreation camps

Many other concerns not directly related to environmental issues are also discussed in the DFMP, such as JDSF funding and administration. The DFMP also discusses numerous management actions, strategies, and decisions proposed or already implemented in response to public concerns.

These and other issues raised during the public scoping process are further summarized in the Scoping Report attached as Appendix 6.

10. ISSUES TO BE RESOLVED

The primary issue to be resolved concerns appropriate management emphasis for the various Forest resources and related goals and objectives. The challenge of developing the JDSF Management Plan is to adopt appropriately balanced management direction that addresses multiple needs while still meeting the primary State legislative goals and objectives for economical State Forest demonstration and research, and related Board policies. This issue will be addressed by comparing a range of management alternatives to the preferred management strategy: the JDSF Management Plan.

Section VI Alternatives in this EIR weighs the relative trade-offs for each management strategy against the project goals and objectives. Alternatives assist the Board in considering potential environmental impacts, evaluating mitigation strategies, and adopting a final management strategy. Alternative C1 is presented as the “project alternative” because it is based on the JDSF Draft Management Plan presented to the Board by CDF at the initiation of the Board’s Plan review process in May 2002.

Each alternative incorporates varying levels of commodity management, forest management demonstration, wildlife habitat protection and management, and recreational use. The Board will consider each alternative and, based on the analysis provided in this EIR, may select an alternative management strategy to the one presented in the DFMP. The selected alternative and mitigation measures adopted in the final EIR will be incorporated into the JDSF Management Plan for final Board approval.

Another important issue to be resolved concerns whether significant adverse impacts will result from adoption of the JDSF Management Plan and whether those impacts can be mitigated to “less than significant” levels through changes incorporated into the DFMP, or other mitigations required as part of Plan approval and/or subsequent implementing actions. The Board, in certifying the final EIR and approving the Plan, must find that all potentially significant effects have been, or will be, avoided or substantially lessened;

otherwise they must find that specific economic, social, technological or other benefits of the project outweigh the adverse environmental effects (CCR §§ 15091, 15093).

The analysis in an EIR focuses on the potential environmental impacts of a proposed project; in this case the approval and implementation of the DFMP. Questions or issues related to levels of funding for JDSF, timber harvest revenue uses, and administrative issues do not constitute "effects", contribute to a "significant effect on the environment", or fall within the scope of the "project" as defined in CEQA (CCR §§15358, 15378, 15382) and, as such, cannot be resolved through the EIR process.

11. PUBLIC PARTICIPATION

There has been substantial public input in recent years on the management of JDSF. A number of forums have enabled the public to offer suggestions concerning the management direction of the Forest. In 1997, a Citizens' Advisory Committee was appointed by former CDF Director Richard Wilson. The committee met periodically over an 18-month period and produced a number of recommendations for management of the Forest. A number of the recommendations of the committee have been incorporated into the Management Plan as well as providing many of the elements found in Alternative D.

In 2000, CDF initiated a public input and scoping process for the development of the DFMP and an associated draft EIR. That process included a Technical Session, open to the public, held on March 30, 2000, in Ukiah, where JDSF staff as well as researchers presented information about the management of the forest and received public comments. Subsequently, a total of six CEQA public scoping hearings were held in Ukiah (April 11, 2000), Ft. Bragg (April 12, 2000) and Sacramento (April 13, 2000) where the public was invited to provide testimony. In addition, written comments were received through May 1, 2000. Comments collected from the public were summarized, categorized and utilized in the development of the May 17, 2002 DFMP and in the formulation of alternatives in the May 2002 draft EIR.

In compliance with Board Policy 0351.10 an early draft of the DFMP was made available by CDF for public review in June of 2001. Comments received were utilized in the development of the May 17, 2002 draft, which was presented to the Board. This draft Plan was the proposed project analyzed in CDF's May 2002 draft EIR as well as the Board's current draft EIR.

Following the Mendocino Superior Court's 2003 finding that the 2002 CEQA process and EIR were flawed, the Board embarked on a new EIR scoping effort in February 2004. Once again public comments were solicited through a Facilitated Scoping session (facilitated by U.C. Cooperative Extension) in Ft. Bragg on February 27, 2004, and a Public Scoping Session held in Sacramento on March 12, 2004. In addition, written comments were accepted through March 18, 2004. Comments received were considered along with those already compiled for the May 2002 draft EIR and Plan prepared by CDF (see section VI Alternatives).

As lead agency, the Board was required to approve the administrative draft prior to its distribution for public comment[5]. The Board provided another opportunity for public comment at the time of that consideration. Following the Board's consideration of the administrative draft EIR, the Board released the draft EIR for public comment and agency review. There is a minimum 45-day public and agency comment period required on this draft EIR (PRC § 21091). Comments received during the comment period will be responded to in writing by the Board (PRC 21092.5; CCR §15088) and incorporated into the final EIR (CCR §15132). The Board plans to hold one or more public meetings on the proposed plan and DEIR between the time the DEIR is released and the close of the comment period in the DEIR.

12. CONTENTS AND ORGANIZATION OF EIR

An EIR is an informational document meant to provide the lead agency decision makers and the public with the potentially significant effects of the project, identify measures to reduce those effects and describe a reasonable range of alternatives to the project. The Board will rely on the information in the EIR in reaching its decision to approve or disapprove the project. In order to satisfy their intended use, draft EIRs are required to contain the information and subjects found in sections 15122 through 15131 of the CEQA Guidelines (CCR §15120(c)). As such this draft EIR includes the CEQA required topics listed in Table II.2, which are described more fully in their respective sections of this EIR.

[5] CCR §15084 (e) "Before using a draft prepared by another person, the lead agency shall subject the draft to the agency's own review and analysis. The draft EIR which is sent out for public review must reflect the independent judgment of the lead agency. The lead agency is responsible for the adequacy and objectivity of the draft EIR."

Table II.2. CEQA Required Topics and Corresponding EIR Sections	
CEQA Required Topics	**Draft EIR Sections**
Table of Contents or Index (CCR §15122)	Page i
Summary (CCR §15123)	Section I. Executive Summary
Project description (CCR §15124)	Section III. Project Information
Environmental Setting (CCR §15125)	Section V. Setting
Consideration and Discussion of Significant Environmental Impacts (CCR §15126.2(a))	Section VII. Resource Specific Analysis
Consideration and Discussion of Significant Environmental Impacts which Cannot be Avoided (CCR §15126.2(b))	Section IX. Other CEQA Required Analysis
Consideration and Discussion of Significant Irreversible Environmental Changes (CCR §15126.2(c))	Section IX. Other CEQA Required Analysis
Consideration and Discussion of Growth Inducing Impacts (CCR §15126.2(d)	Section IX. Other CEQA Required Analysis
Consideration and Discussion of Mitigation Measures Proposed to Minimize Significant Effects (CCR §15126.4)	Section VII. Resource Specific Analysis
Consideration and Discussion of Alternatives to the Proposed Project (CCR §15126.6)	Section VI. Alternatives
Effects Not Found to be Significant (CCR §15128)	Section VII. Resource Specific Analysis and Section VIII. Cumulative Effects
Organizations and Persons Contacted (CCR §15129)	Appendix 3. List of Preparers and Persons Contacted.
Discussion of Cumulative Impacts (CCR §15130)	Section VII. Resource Specific Analysis, and Section VIII. Cumulative Effects
Economic and Social Effects (CCR §15131)	Section III. Project Information