

# 1 PURPOSE AND NEED

This chapter is divided into the following sections:

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## 1.1 INTRODUCTION

The Manti-La Sal National Forest, in cooperation with the cities of Monticello and Blanding, San Juan County, USDI Bureau of Reclamation, and USDA Natural Resource Conservation Service, proposes resource management activities for the Monticello and Blanding Municipal Watershed Improvement Projects area (Map 1).

The Forest Service is responsible for resource use and management of National Forest System lands to provide for the public's increasingly diverse needs. One of those needs is a continued supply of water for the municipalities dependent upon national forest watershed resources. The cities of Monticello and Blanding are directly dependent upon National Forest System lands for water to sustain their communities. The Manti-La Sal National Forest also provides a variety of recreation experiences and other products that benefit local communities.

From June 1999 to January 2001, Forest Service personnel; representatives of city, county, and state agencies; and private individuals/organizations reviewed watershed conditions in this area. Concerns were identified related to deteriorating water collection and conveyance systems, increasing insect (spruce beetle) populations, and the associated threat to the area's vegetation, and improved access for management and recreation use through municipal water supply areas (USDA Forest Service, 2001).

The Manti-La Sal National Forest Land and Resource Management Plan (USDA Forest Service 1986) provides Forest-wide and Management Area Prescriptions with standards and guidelines for land uses and resource outputs. Specific direction or guidance for implementation of individual projects is determined following a site-specific environmental analysis. In compliance with National Environmental Policy Act (NEPA) requirements, this environmental impact statement (EIS) is the site-specific documentation for proposed resource management activities in the Monticello and Blanding Municipal Watershed Improvement Projects area.

## 1.2 PROJECT AREA

The Monticello and Blanding Municipal Watershed Improvement Projects area is located on the Monticello Ranger District, Manti-La Sal National Forest, in the Abajo Mountains of San Juan County, Utah. The project area covers approximately 20,400 acres and includes portions of the North Creek, Indian Creek, Spring Creek, Bankhead Creek, Pole Creek, South Creek, and Johnson Creek drainages (Map 1, Map 2, and Map 26).

**Figure 1 - Horsehead Peak**



Approximately 12,000 acres of these watershed areas (Figure 2 and Map 5) are managed as Municipal Water Supply (MWS) or Watershed Protection and Improvement (WPE) under the Manti-La Sal National Forest Land and Resource Management Plan (USDA 1986). The project area is the primary water source for the communities of Monticello and Blanding, and surrounding areas.

The area includes the Horsehead (an Engelmann spruce and aspen stand in the form of a horse's head that overlooks Monticello), which has special scenic, historic, and cultural meaning to residents of the area (Figure 1). The Blue Mountain Inventoried Roadless Area (IRA) also extends into the project area (Map 3).

## 1.3 PROPOSED ACTION

The proposal would:

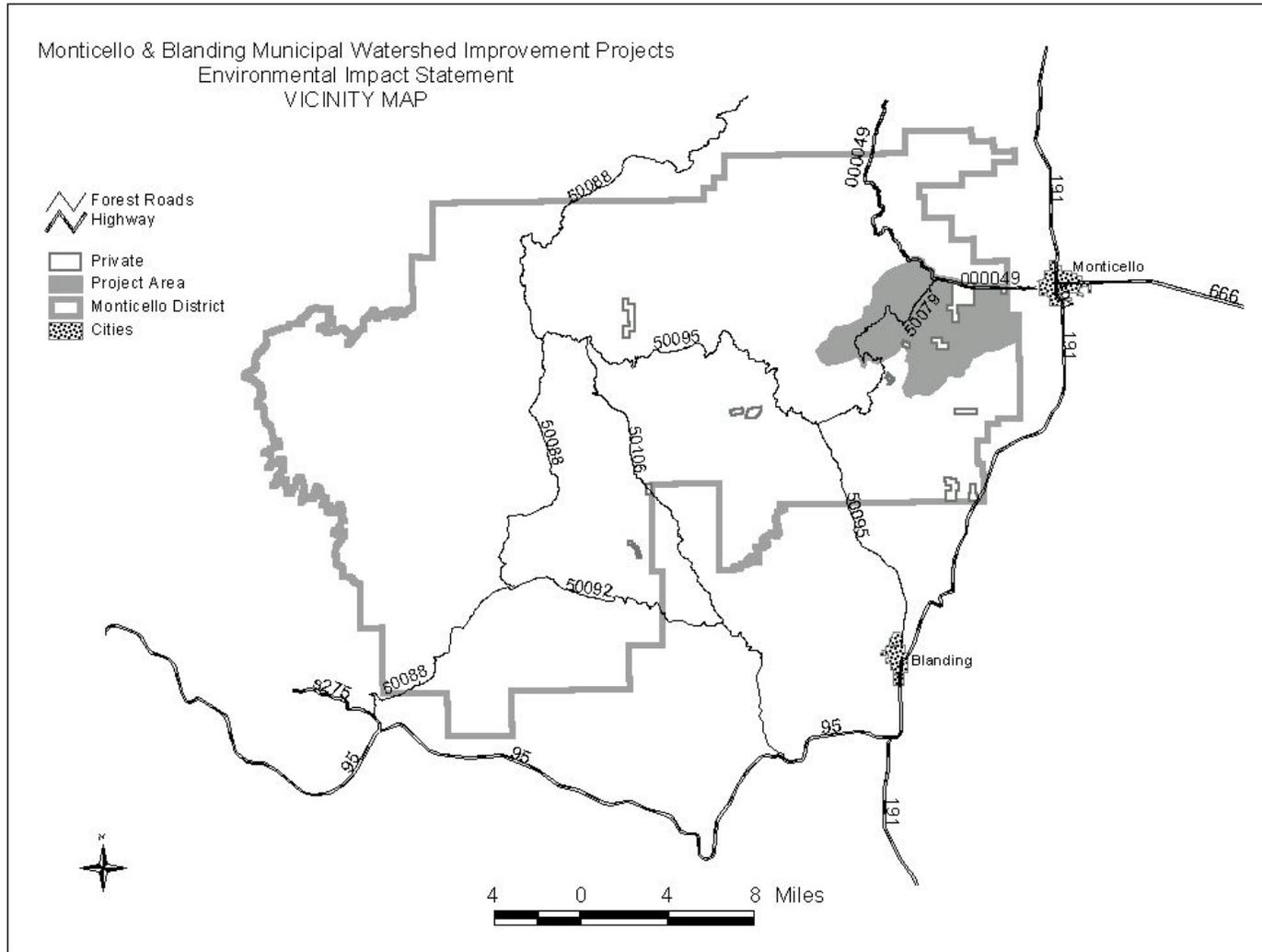
1. Authorize reconstruction of the City of Monticello's water collection and conveyance system.
2. Eliminate, abandon, or replace existing buried pipeline.
3. Upgrade or replace all of the existing water collection boxes and spring developments.
4. Construct/reconstruct a 12-foot wide temporary road/trail within a 20 to 30-foot wide corridor along the length of the pipeline to provide temporary construction access, room for equipment to maneuver for pipeline installation, and stockpile of soil and debris. The pipeline would be buried within this corridor, and the corridor would be closed to vehicle access after project completion.
5. Improve the North Creek Road, FR 50079, to a Traffic Service Level C. This would include removal of hazard trees and clearing of the road corridor, turnout construction,

culvert replacement, realignment of curves/switchbacks, roadbed widening, and graveling.

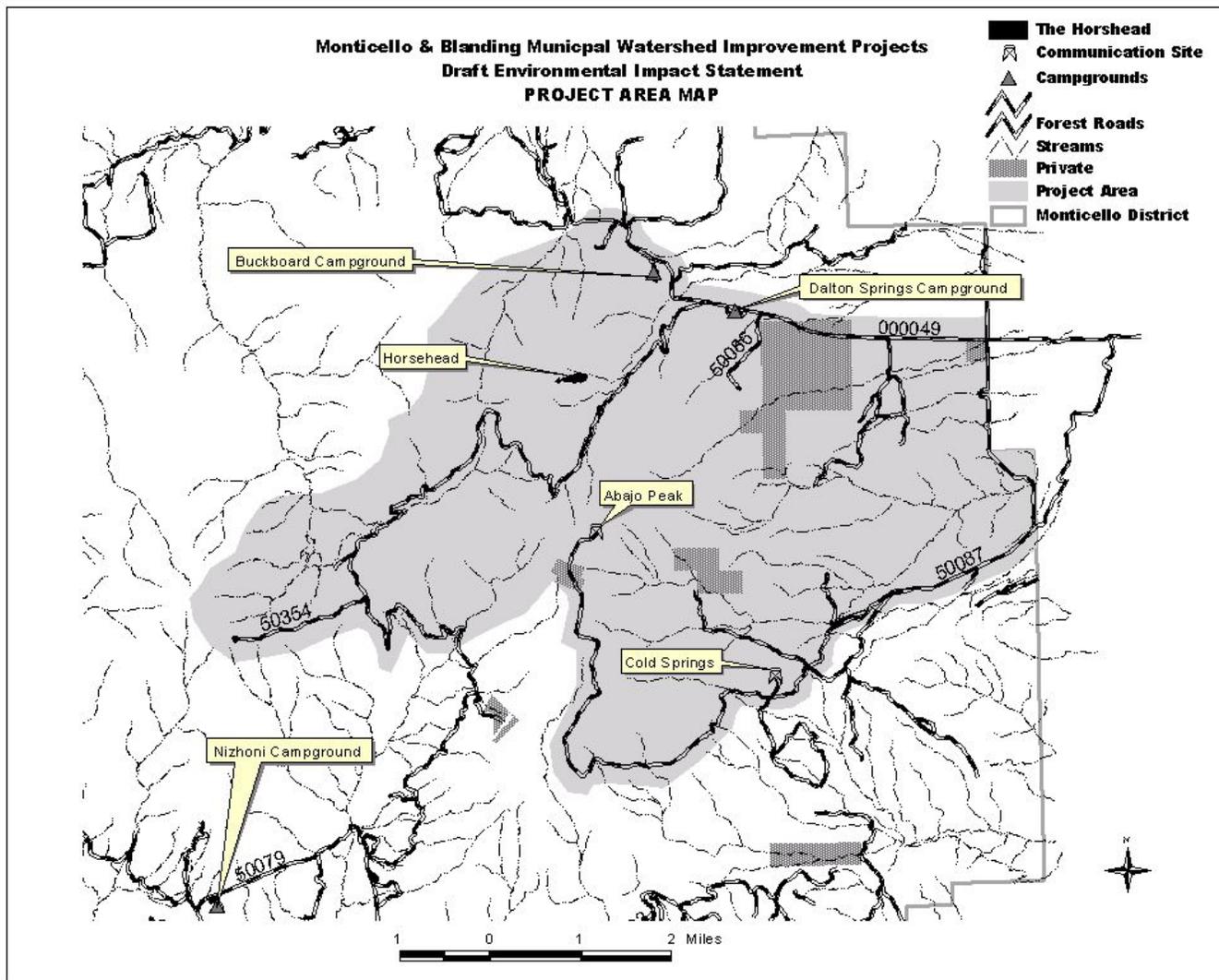
6. Reconstruct approximately 0.25 mile of FR 50354 to improve alignment and drainage.
7. Construct temporary roads to facilitate log removal. Decommission these roads at the completion of timber harvest or post-harvest treatments.
8. Decommission some roads not needed for long-term transportation needs (Map 7).
9. Classify 0.1 mile of classified trail that provides access to the north end of the Blanding Water Tunnel in Indian Creek as a Forest road; reconstruct and gravel to a Traffic Level C standard.
10. Classify approximately 0.3 mile of existing unclassified road that accesses the Blanding Water Tunnel from the north (beyond the trailhead of Trail #160-Indian Creek) and south sides (Jackson Creek) as private under the City of Blanding's Special Use Permit. This road would be closed to public motorized access and would be available only for permittee or Forest Service administrative purposes.
11. Treat approximately 808 acres of spruce/subalpine fir, 926 acres aspen/spruce-fir, and 75 acres of aspen.
12. Use improvement cuts (conifer removal) and prescribed fire in mixed conifer/aspen stand areas to reduce competition from conifer species and enhance root sprouting (aspen) to maintain aspen as the dominant component.
13. Maintain appearance of the Horsehead feature while promoting recruitment and release of young seedlings in the understory.
14. Continue spruce beetle trapping, pheromone baiting, and disposal of trap and infested trees to limit spruce beetle population increases and minimize subsequent spruce mortality.
15. Implement post-harvest activities to treat existing and harvest generated fuels, prepare seedbeds for natural regeneration, plant Engelmann spruce seedlings, protect reforestation areas (natural or planted) from damage from wildlife or livestock (including gopher control as needed), and thin or weed trees less than 8 inches diameter at breast height (DBH).

Monticello & Blanding Municipal Watershed Improvement Projects  
Draft Environmental Impact Statement

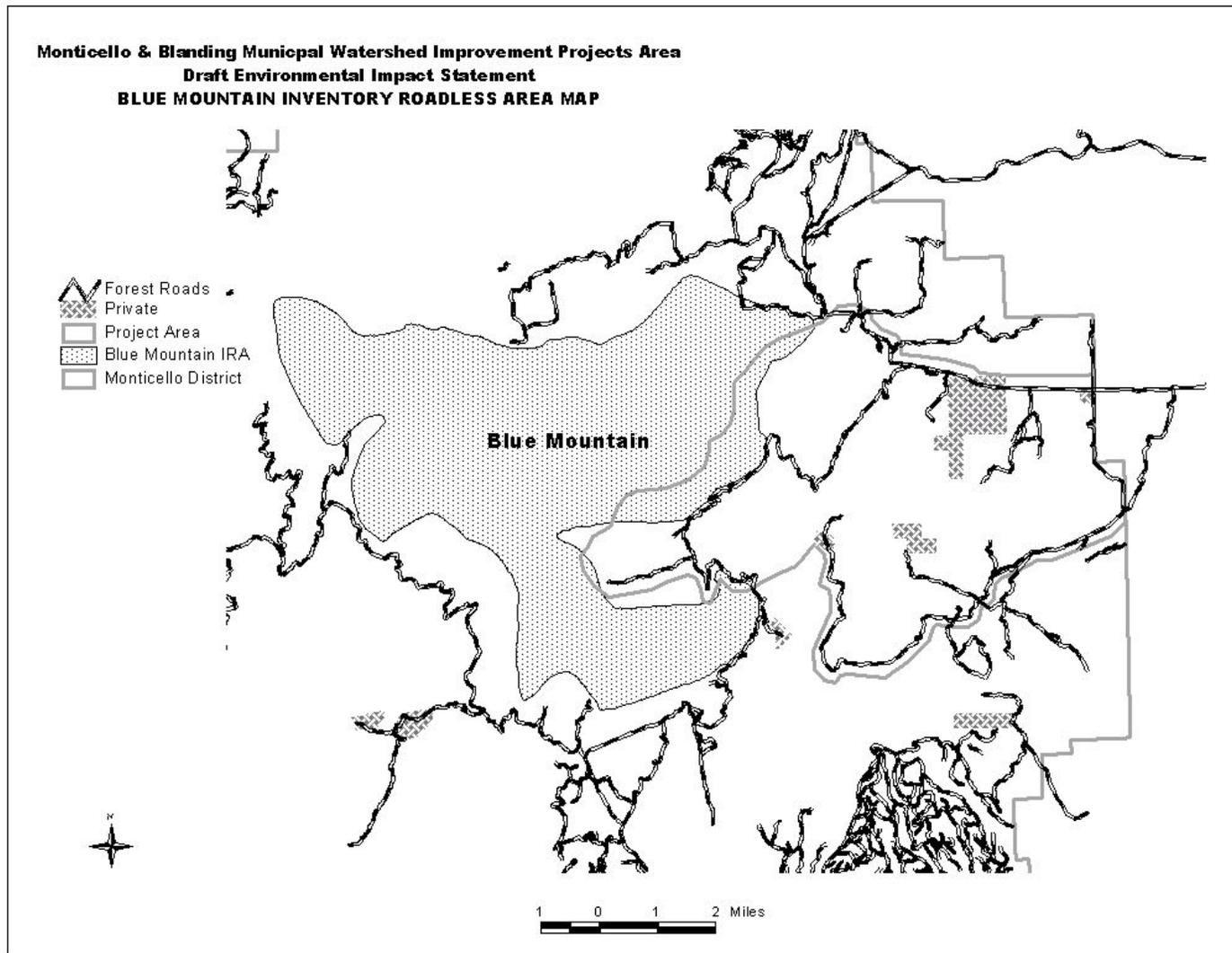
Map 1 - Vicinity Map



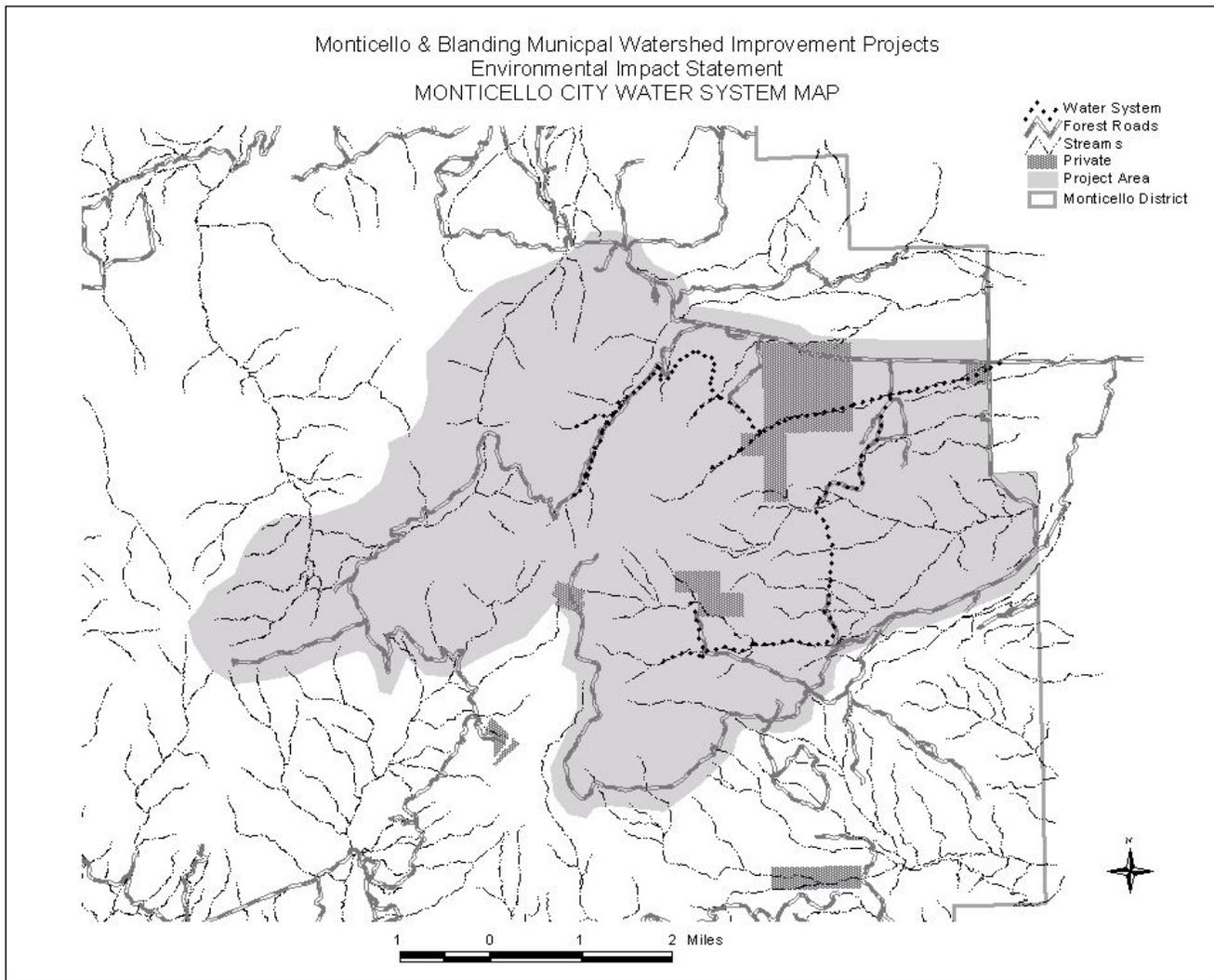
Map 2 - Project Area



Map 3 - Blue Mountain Inventory Roadless Area



**Map 4 - Monticello City Water System**



## 1.4 PURPOSE (OBJECTIVE) OF AND NEED FOR THE PROPOSAL

The purposes (objectives) identified for this proposal and the associated needs for action are:

***Objective #1: Cooperate with local government agencies to permit continued and more efficient collection and removal of water to the Monticello and Blanding municipal water systems for public uses. Correct existing sources of water loss and quality degradation in the City of Monticello collection/pipeline system. Improve accessibility for system maintenance for both water systems.***

**Indicators:**

- Special use permit issued (yes/no)
- Miles of pipeline reconstructed
- Collection boxes reconstructed

**Need:** The City of Monticello's water collection and pipeline system is in need of extensive repair and replacement due to leakage, contamination areas, and poor placement in relation to the road. The water collection system (Map 4) consists of collection boxes and pipe installed 50 to 60 years ago. Poor installation methods, shallow burial depths, and soil erosion have exposed the pipeline to physical damage from freezing, storm runoff, and animal activity (Appendix C, page C-1). Spring collection points and pipelines have failed resulting in loss of water to the system and contamination. During the winter, sections freeze, and flow is restricted further. Because of these conditions, the city is unable to collect water needed for culinary uses at levels near those authorized by their water right. This is especially critical during periods of drought. Without immediate action to correct these conditions, the city will face a severe water shortage (USDI Bureau of Reclamation, 2001). The condition of Forest Road (FR) 50079 limits access for larger vehicles necessary for water system improvement and maintenance of both water systems.

***Objective #2: Improve the transportation system to provide:***

- A. Improved and safer access for recreation uses in accordance with public desires and Forest Plan management objectives for FR 50079.***
- B. Improved access for administration of resources and permitted uses in the area.***
- C. Improved and continuing access for management of municipal water systems within the area.***
- D. Reduced erosion/sedimentation within the watersheds by improving drainage, replacing plugged or damaged culverts, and hardening (graveling) the road.***
- E. Safe, efficient, and economic removal of timber to implement proposed watershed treatments.***

**Indicators:**

- Miles of road reconstructed/maintained
- Miles of motorized trail
- Forest Road standard achieved
- Safety analysis (high, moderate, or low rating)

**Need:** FR 50079 was formally designated a State of Utah Scenic Backway in 1991, and provides the only direct mountain access between Monticello and Blanding. The road is important for tourism and day recreation use, providing trail access, scenic views, hunting access, and winter recreation (cross country skiing and snowmobiling). It also provides access to private property within the Forest boundary. Much of the road is inadequate for use by larger vehicles, pickups with trailers, and passenger cars due to tight curves/switchbacks, insufficient aggregate surfacing (graveling), and minimal turnouts. Erosion occurs on portions of the road surface due to plugged culverts, poor drainage, and lack of hardening (gravel) (Appendix C, page C-2). FR 50354 is also in need of some improvement to provide improved access to the existing trailhead.

***Objective #3: Move towards restoration of the ecological structure, function, processes, and composition of the spruce and aspen component of the project area through:***

- A. Restoration of stand conditions that promote non-stand replacing fire regimes, sizes, and intensities to reduce the risk of uncharacteristic wildfire effects within the municipal watershed area.***
- B. Improved stand resistance to insects and disease.***
- C. Vegetation treatments may minimize the extent of spruce mortality within the Horsehead and surrounding area, maintain the visual character of the area, and promote aspen regeneration.***
- D. The quality and quantity of water produced from these watersheds could be maintained or improved through the following:***
  - 1) Long-term maintenance of vegetation layers, ground cover, and soil organic layers to encourage infiltration, maintain soil stability, slow overland flow, and associated erosion, and maintain soil productivity.*
  - 2) Continued growth of vegetation (aspen) that provides structural diversity and quick recovery from disturbance.*
  - 3) Sustained, long-term debris recruitment to stream channels/riparian areas rather than short-term heavy debris loads.*

**Indicators:**

- Spruce-fir stands treated (acres)
- Spruce-fir regenerated (acres)
- Spruce Beetle Risk Rating (average)
- Aspen treated (acres)
- Aspen regenerated (acres)
- Structural class distribution by forest type (acres of early, young, mid-age, and mature forest)
- Forest type change (acres)
- Slash treatment (acres) – fine fuel reduction
- Large fuel reduction (acres harvested)
- Predicted rates of spread (chains per hour)
- Predicted potential for initial attack and escape (low, moderate, and high)

**Need:** An outbreak of spruce beetle (*Dendroctonus rufipennis*) has recently occurred in and around the project area (Map 21). Spruce-fir stands have a moderate to high hazard of spruce

beetle attack (Anhold 2000; Hebertson 2002). Due to these conditions, up to 90 percent of the large diameter spruce (>10 inches DBH) have a high risk of mortality over the next 5 to 10 years in the absence of treatment (Dymerski 2000). Potentially high levels of spruce mortality within the project area could have the following effects:

- Widespread tree mortality could affect scenic quality and result in the loss of a local landmark, the Horsehead.
- Although large wildland fires are generally rare and fire return intervals are long in the spruce zone, extensive mortality of the dominant tree species would result in long-term increases in fuel loads (50 or more years). A fire starting in the area during dry, windy conditions when fuel loads are high and ladder fuels (brush and young trees) are prevalent could expand into uncharacteristic fire(s). Fire of this nature could negatively affect the municipal watersheds, associated resources, and cultural values of the area.
- The aspen component of the area has been declining due to the lack of fire and other disturbance in the area that would remove encroaching conifers and allow clones to regenerate. Continued loss of aspen could negatively affect wildlife habitat and result in stands less resilient to disturbance.

## **1.5 SCOPE OF THIS ANALYSIS DOCUMENT**

### **1.5.1 History of the Planning and Scoping Process**

Public involvement has been extensive throughout the planning and development of this project. In October 1999, local organizations and government agencies were contacted, and their representatives participated in a Plan-to-Project assessment of the municipal water supply area. Field reviews and meetings were conducted in conjunction with this assessment.

A scoping letter for the Monticello and Blanding Municipal Watershed Improvement Projects analysis was sent out for public review on March 19, 2001. The letter was mailed to 472 individuals, organizations, and agencies. Public notices were published in the San Juan Record (San Juan County, Utah), Sun Advocate (Carbon County, Utah), Times Independent (Grand County, Utah), and The Blue Mountain Panorama (Blanding, Utah). Two public meetings were held (in Blanding and Monticello) on March 20 and 21, 2001. Thirty-five individuals attended the public meetings. A Notice of Intent (NOI) to prepare an Environmental Impact Statement (EIS) was published in the Federal Register on March 29, 2001.

Letters and comments were received from individuals, organizations, private businesses, and local, state, and federal government agencies. A team of resource specialists analyzed the contents of each letter and identified issues that were relevant to the analysis, project design, and development of alternative actions. Following this review, the Forest Supervisor selected the issues and alternatives analyzed in this document. A detailed summary of public involvement efforts is found in Chapter 4.

### **1.5.2 Relevant Planning Documents**

Federal and state law, including the Forest and Rangeland Renewable Resources Planning Act (RPA), National Forest Management Act (NFMA), National Environmental Policy Act (NEPA),

Threatened and Endangered Species Act, and the Clean Water Act, guided analysis for this project.

Development of this EIS follows implementing regulations of the National Forest Management Act (NFMA); Title 36, Code of Federal Regulations, Part 219 (36 CFR 219); Council on Environmental Quality, Title 40; Code of Federal Regulations, Parts 1500-1508 (40 CFR 1500-1508); and the National Environmental Policy Act (NEPA).

This analysis is tiered to the Final Environmental Impact Statement (1986) for the Manti-La Sal National Forest Land and Resource Management Plan (Forest Plan), as amended, which provides general management direction for the Manti-La Sal National Forest. Amendments include the recent Utah Northern Goshawk Forest Plan Amendment (USDA Forest Service 2001), the Utah Fire Plan Amendment (USDA Forest Service 2001), and earlier Forest Plan amendments (project file).

To decrease the size of this document and the degree of redundancy to the contents of other documents, some material in this document tiers to or incorporates by reference other material (Chapter 6).

### **1.5.3 Forest Plan Management Area Goals, Standards, and Guidelines**

Map 5 (Forest Plan Management Units) displays Forest Plan management prescriptions identified within the project area. Figure 2 (Forest Plan Management Units) shows the acreages managed under each emphasis within the project area. Private acreages (PVT) are displayed as well. The predominant management prescription for the areas proposed for treatment or disturbance is MWS (Municipal Water Supply) (Forest Plan, III-74 to III-76). The management emphasis is for production of water for municipal uses. On these units, maximizing herbaceous ground cover and minimizing surface disturbing activities is the overall direction. Some limited land uses that do not degrade water quality or disrupt the watershed or source areas may occur. Acceptable activities include the following:

- Timber Resource Management – Provide for harvest of forest products when the activity would improve water production and/or does not adversely affect water quality.
- Wildlife Habitat Improvement and Maintenance – Permanent wildlife openings or other habitat improvements may be installed, provided they can be done without adversely affecting water quality.
- Transportation System Management – Allow new roads only if needed to meet MWS management emphasis or temporary roads to meet limited resource needs.
- Dispersed Recreation Management – Close all or portions of the unit to vehicular travel except as authorized. Allow light dispersed recreation, such as hiking, but not overnight camping.

Other management prescriptions applying to the project area include:

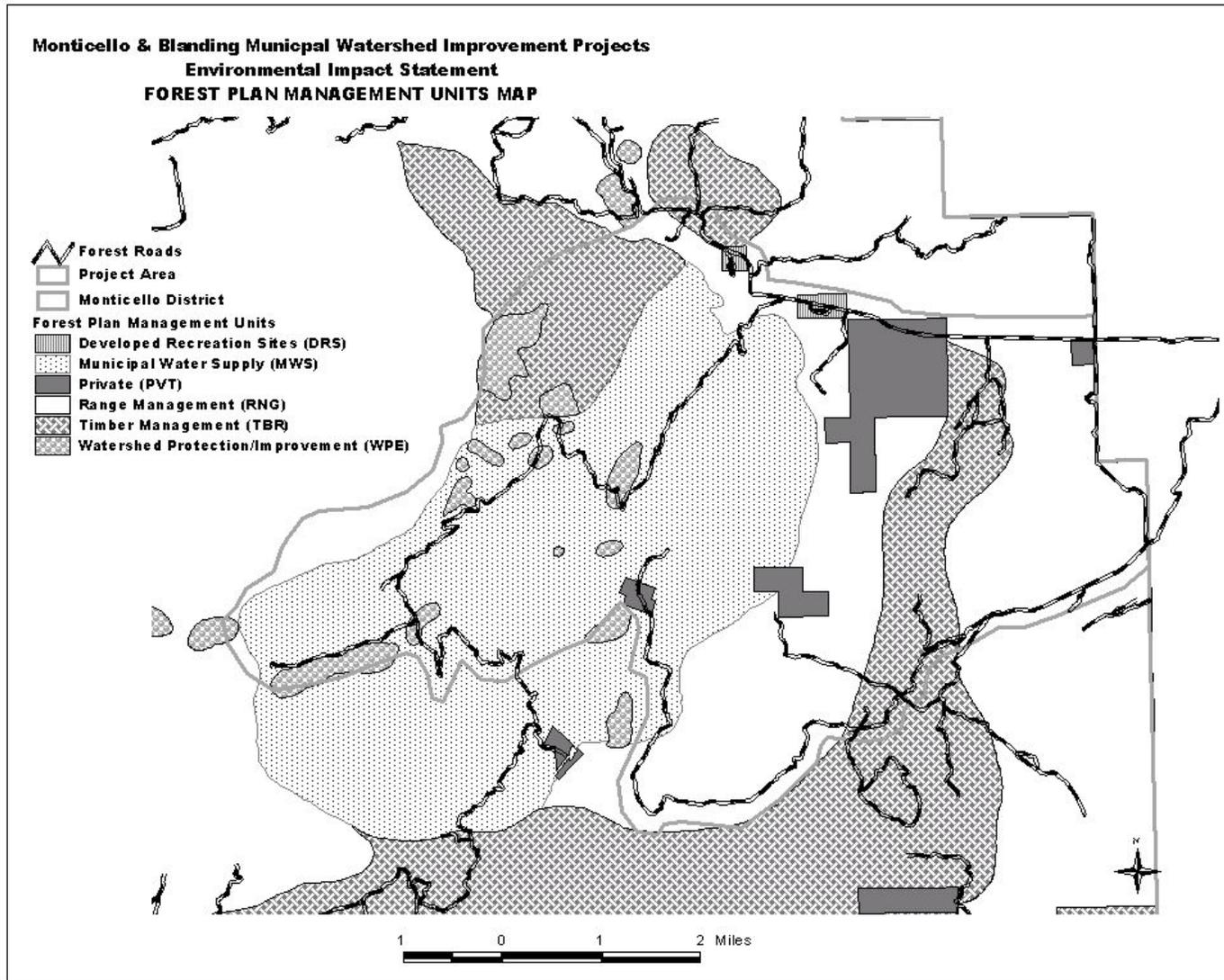
- WPE-Watershed Protection/Improvement (Forest Plan, III-77 to III-79) – Management emphasis is for watershed protection and improvement in areas where watershed treatments (i.e., contour trenching and furrowing) have been, or should be, applied, and where other use restrictions are implemented to protect on-site and downstream values from flooding and sedimentation.
- TBR-Timber Management (Forest Plan, III-67 to III-68) – Management emphasis is for the production and use of wood-fiber for a variety of wood products.
- RNG-Range Management (Forest Plan, III-64 to III-66) – Management emphasis is on production of forage and cover for domestic livestock and wildlife.
- DRS-Developed Recreation Sites (Forest Plan, III-47 to III-51) – Management emphasis is for developed recreation facilities (campgrounds).

**Figure 2 - Forest Plan Management Units** (USDA Forest Service, 1986)

<b>MANAGEMENT PRESCRIPTION</b>	<b>ACRES*</b>
<b>MWS</b>	7,690
<b>WPE</b>	780
<b>RNG</b>	7,700
<b>TBR</b>	3,075
<b>DRS</b>	115
<b>PVT</b>	1,040

\* Acreages from ARCVIEW (GIS) map files.

Map 5 - Forest Plan Management Units



## 1.6 ISSUE IDENTIFICATION

Issues are derived from the public, other agencies, organizations and businesses, and Forest Service resource specialists. Issues are defined as a point of discussion, debate, or dispute about environmental effects. From the public comments received, three issue categories were identified. These issues are the basis for the project analysis, project design features, alternatives, and overall disclosure of information in this document and supporting project record. Following review and consideration of recommendations from the interdisciplinary team (IDT), the Forest Supervisor approved the issues that are analyzed in detail. Issues are categorized as Significant, Key, or Other.

### 1.6.1 Significant Issues

Significant Issues are those that were used in the development of alternatives to the proposed action. These issues are analyzed in detail. Issues are displayed with indicators, or measures that will be used to compare the effects of alternatives. Two issues, relative to the proposed action, were found to be Significant Issues.

#### 1.6.1.1 **FOREST VEGETATION - Proposed timber harvest and associated treatments, or disturbance from spruce beetle epidemic or fire may impact the composition, structure, disturbance regimes, and patterns of distribution of forest vegetation within the project area.**

**Indicators:**

- *Spruce-fir stands treated (acres)*
- *Spruce-fir regenerated (acres)*
- *Spruce Beetle Risk Rating (low, medium, high)*
- *Aspen treated (acres)*
- *Aspen regenerated (acres)*
- *Structural class distribution by forest type (acres of grass/forbs, seedling/sapling, young forest, mid-age forest, mature forest, and old growth)*
- *Forest type change (acres)*
- *Slash treatment (acres) – fine fuel reduction*
- *Large fuel reduction (acres harvested)*
- *Predicted rates of spread (chains per hour)*
- *Predicted potential for initial attack and escape (low, moderate, and high)*

#### 1.6.1.2 **WILDLIFE RESOURCES (Northern Goshawk & Three-Toed Woodpecker) Implementation of the proposed actions, insect epidemic, or fire occurrence may impact the habitat and behavior of the northern goshawk or three-toed woodpecker (Region 4 designated Sensitive Species).**

**Indicators:**

- *Impact determination for the northern goshawk:  
- Acres of habitat meeting Forest Plan guidelines*
- *Impact determination for the three-toed woodpecker:*

- *Acres disturbed*
- *Aspen Regeneration (acres)*

## **1.6.2 Key Issues**

Key Issues were not used to develop additional alternatives, but were carried forward in the analysis in order to provide a comparison of the alternatives and their effects. These issues are analyzed in detail in this document. Five issues, relative to the proposed action, were found to be Key Issues.

### **1.6.2.1 WILDLIFE RESOURCES (Deer and Elk) - Implementation of the proposed actions, insect epidemic, or fire occurrence may impact the habitat and behavior of deer and elk (Management Indicator Species – MIS) populations.**

#### **Indicators:**

- *Deer and Elk Forage Habitat Assessment:*
  - *Acres of forest canopy opened to allow increased ground vegetation*
  - *Aspen Regeneration (acres)*
- *Deer and Elk Vulnerability Assessment:*
  - *Road Density (miles/square mile)*
  - *Road Standard Upgrade (miles)*

### **1.6.2.2 TRANSPORTATION SYSTEM - Implementation of the proposed or no action alternatives may impact public access and safety.**

#### **Indicators:**

- *Miles of road reconstructed/maintained*
- *Miles of motorized trail*
- *Forest Road standard achieved*
- *Safety analysis (high, moderate, or low rating)*

### **1.6.2.3 VISUAL LANDSCAPE - Proposed timber harvest treatments and associated temporary roads, landings, and skid trails, water system construction corridors, insects, or fire may impact the visual character of the area and the Horsehead.**

#### **Indicators:**

- *Visual Quality Objective (VQO) changes (acres affected)*
- *Scenery Management changes (acres affected)*
- *Horsehead Appearance – Will this feature retain a distinctive appearance/shape (yes/no)?*

### **1.6.2.4 RECREATION - Implementation of proposed activities may affect recreation settings, opportunities, and uses within the area.**

#### **Indicator:**

- *Recreation Opportunity Spectrum (ROS) met*

**1.6.2.5 MUNICIPAL WATERSHED - The municipal water supply may be impacted by proposed vegetation treatments and associated disturbances, water system construction, increased recreation from reconstruction of FR 50079, spruce beetle induced tree mortality, or fire.**

**Indicators:**

- *Erodibility and Susceptibility to Compaction:*  
- Acres of ground disturbance (at project completion and 10 years following)
- *Degree meets State Support of Beneficial Uses (full, partial, or not)*
- *Meets State Antidegradation Policy (yes/no)*
- *Resiliency of the watershed (high, medium, low)*

**1.6.3 Other Issues**

Other Issues are issues that were considered, but will not be carried forward in detailed analysis within the EIS. These issues may be addressed through common design features, Forest Plan requirements, laws, and/or regulations. Some Other Issues may be outside the scope of the analysis. Rationale as to why the issue was not analyzed in detail is available in Appendix G. The section entitled Actions or Alternatives Considered but Not Given Detailed Study (Chapter 2) provides additional information on the disposition of some Other Issues. Figure 3 identifies issues raised by the public or Forest personnel that were considered but have been determined to be Other Issues for this analysis.

**Figure 3 - Other Issues Considered but not Analyzed in Detail**

<b>VEGETATION HEALTH</b>	
<b>Noxious and Invasive Weeds</b>	Implementation of proposed activities may affect noxious and invasive weed populations.
<b>Threatened or Endangered Plants</b>	Implementation of proposed activities may affect Threatened or Endangered plant populations.
<b>Sensitive Plants</b>	Implementation of proposed activities may affect Sensitive plant populations.
<b>FISHERIES</b>	
<b>Threatened or Endangered Aquatic Species</b>	Implementation of proposed activities may affect Threatened or Endangered fish or other aquatic species.
<b>Sensitive Fish</b>	Implementation of proposed activities, insects, or fire may affect Colorado Cutthroat Trout populations.
<b>WILDLIFE RESOURCES</b>	
<b>Threatened or Endangered Wildlife Species</b>	Implementation of proposed activities may affect Threatened or Endangered wildlife species.
<b>Sensitive Wildlife Species</b>	Implementation of proposed activities may affect flammulated owl, Townsend's big-eared bat, and spotted bat (Region 4 Sensitive species) populations.
<b>Other Species of Interest</b>	Implementation of proposed activities may affect golden eagle, other raptors, blue grouse, macroinvertebrates, Abert squirrel, neotropical birds, or cavity-dependent bird populations.
<b>GEOLOGY AND SOILS</b>	
<b>Soil Productivity</b>	Implementation of proposed timber harvest and associated activities may affect soil productivity.
<b>Geology, Land Stability, and Minerals</b>	Implementation of proposed activities may affect geologic features, land stability, or minerals.

<b>CULTURAL RESOURCES</b>	
<b>Historic or Prehistoric Resources</b>	Implementation of proposed activities may affect cultural resources.
<b>RANGELAND MANAGEMENT</b>	
<b>Livestock Grazing</b>	Implementation of proposed activities may affect range permittees, improvements/structures, or available water for livestock.
<b>ECONOMICS</b>	
<b>Economic Feasibility</b>	This project may not be economically feasible.
<b>Local Economy</b>	The local economy may be affected by the proposed action or no action.
<b>Value of Roadless versus Commodity Uses</b>	Emphasizing roadless and undeveloped characteristics and management in the area may provide greater economic benefits to the local communities.

## 1.7 DECISIONS TO BE MADE

The Responsible Official for this proposal is the Forest Supervisor of the Manti-La Sal National Forest. The Responsible Official will make a decision and document it in a Record of Decision (ROD) following release of the Final Environmental Impact Statement. The Responsible Official will decide:

- Whether to allow reconstruction of the City of Monticello’s water collection system with associated equipment access;
- Whether to allow proposed changes in the management of existing road or travel corridors, including reconstruction of FR 50079 and a portion of FR 50354, and construction of temporary roads required to implement proposed harvest treatments;
- Whether to allow harvest of trees and, if so, the location, methods of harvest, silvicultural diagnosis (treatment to be applied), and associated post-harvest activities;
- What, if any, additional measures are necessary to implement a decision;
- What, if any, specific project monitoring requirements are needed to assure selected measures are implemented and effective; and
- Whether to approve a Forest Plan Amendment to allow dewatering in the Gold Queen, Dickson Gulch, and Bankhead areas.

## 1.8 APPLICABLE LEGAL AND REGULATORY REQUIREMENTS AND COORDINATION

This DEIS adheres to the following legal requirements and coordination.

### **National Forest Management Act (NFMA) of 1978 (as amended):**

This Act guides development and revision of National Forest Land Management Plans and has several sections to it ranging from required reporting the Secretary must submit annually to Congress to preparation requirements for timber sale contracts. There are several important sections within the act, including Section 1 (purpose and principles), Section 19 (fish and wildlife resource), Section 23 (water and soil resource), and Section 27 (management requirements). See Appendix B, NFMA Consistency.

**Clean Water Act of 1972 (as amended):**

This primary objective of this Act is to restore and maintain the integrity of the nation's waters. This objective translates into two fundamental national goals: 1) eliminate the discharge of pollutants into the nation's waters; and 2) achieve water quality levels that are fishable and swimmable. This Act establishes a non-degradation policy for all federally proposed projects.

**Endangered Species Act (ESA) of 1973 (as amended):**

The purposes of this Act are to “...provide a means whereby the ecosystems upon which endangered species and threatened species depend may be conserved, to provide a program for the conservation of such endangered species and threatened species, and to take such steps as may be appropriate to achieve the purposes of the treaties and conventions set forth in subsection (a) of this section.” The Act also states “It is further declared to be the policy of Congress that all Federal departments and agencies shall seek to conserve endangered species and threatened species and shall utilize their authorities in furtherance of the purposes of this Act.”

**Preservation of American Antiquities Act of 1906:**

This Act makes it illegal to “...appropriate, excavate, injure, or destroy any historic or prehistoric ruin or monument, or any object of antiquity, situated on lands owned by the Government of the United States, without the permission of the Secretary of the Department of the Government having jurisdiction over the lands on which said antiquities are situated...”.

**National Historic Preservation Act of 1966 (as amended):**

This Act requires Federal agencies to consult with State and local groups before nonrenewable cultural resources, such as archaeological sites and historic structures are damaged or destroyed. Section 106 of this Act requires Federal agencies to review the effects project proposals may have on the cultural resources in the project area.

**Clean Air Act of 1970 (as amended):**

The purposes of this Act are “...to protect and enhance the quality of the Nation's air resources so as to promote the public health and welfare and the productive capacity of its population; to initiate and accelerate a national research and development program to achieve the prevention and control of air pollution; to provide technical and financial assistance to State and local governments in connection with the development and execution of their air pollution prevention and control programs; and to encourage and assist the development and operation of regional air pollution prevention and control programs.”

**Executive Order 12898 (Environmental Justice):**

On February 11, 1994, President Clinton signed Executive Order 12898. This order directs each Federal agency to make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations. The President also signed a memorandum on the same day, emphasizing the need to consider these types of effects during NEPA analysis. On March 24, 1995, the Department of Agriculture completed an implementation strategy for the executive order. Where Forest Service proposals have the potential to disproportionately adversely affect minority or low-income

populations, these effects must be considered and disclosed (and mitigated to the degree possible) through the NEPA analysis and documentation (see Section 3.8, Environmental Justice, Chapter 3).

**National Environmental Policy Act (NEPA) of 1969 (as amended):**

The purposes of this Act are “*To declare a national policy which will encourage productive and enjoyable harmony between man and his environment, to promote efforts which will prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man; to enrich the understanding of the ecological systems and natural resources important to the Nation; and to establish a Council on Environmental Quality*” (42 U.S.C. Sec. 4321). The law further states “*...it is the continuing policy of the Federal Government, in cooperation with State and local governments, and other concerned public and private organizations, to use all practicable means and measures, including financial and technical assistance, in a manner calculated to foster and promote the general welfare, to create and maintain conditions under which man and nature can exist in productive harmony, and fulfill the social, economic, and other requirements of present and future generations of Americans*” [42 U.S.C. Sec. 4331(a)]. NEPA establishes the format and content requirements of environmental analysis and documentation, such as the Monticello and Blanding Municipal Watershed Improvement Projects.

**Consumers, Civil Rights, Minorities, and Women:**

All Forest Service actions have potential to produce some form of impacts, positive or negative, on the civil rights of individuals or groups, including minorities and women. The need to conduct an analysis of this potential impact is required by Forest Service Manual and Forest Service Handbook direction (see Section 3.8, Effect on the Human Environment, Chapter 3).

## **1.9 DOCUMENT ORGANIZATION**

This document provides an assessment of the scope and analysis of potential alternatives for the management of the Monticello Municipal water system, the vegetation of the area, and the primary road that provides access through the area.

**Chapter 1** outlines the background, purpose and need for action, the issues that will be used to describe and compare the effects of implementing the alternatives analyzed, and a general description of the proposed actions.

**Chapter 2** presents and compares the alternatives, including the No-Action alternative with information about environmental effects.

**Chapter 3** describes the current management situation or existing conditions of the area by resource issue (Affected Environment). It also describes the expected environmental effects (consequences) of implementation of alternatives to the specific resources (issues) listed in Chapter 1 and described in the current management situation. Direct and indirect effects and the cumulative effects of past, present, and reasonably foreseeable future actions are discussed.

**Chapter 4** contains a listing of Forest Service and other federal personnel who have contributed to the analysis, including Interdisciplinary Team Members and other Forest Service Specialists.

**Chapter 5** provides a list of agencies and persons consulted during preparation of this Draft Environmental Impact Statement.

**Chapter 6** lists literature cited in the document.

**Chapter 7** is a glossary of terms used in this EIS.

The Appendices contain specific or supplemental information that documents, supports, or further explains discussions in the main document.

Additional reports and documentation developed during the course of this analysis are not included in this document either because they were technical in nature or were of excessive length. These items are referenced in this document and are part of the project record. The project record is available for review at the Monticello Ranger District, 496 East Central, P.O. Box 820, Monticello, Utah 84535.