Storage of Non-Project Water in Jordanelle Reservoir

Environmental Assessment



Prepared by:

U.S. Department of the Interior Central Utah Project Completion Act Office



Central Utah Water Conservancy District



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1.1 Introduction

This Environmental Assessment (EA) is for storage of up to 19,200 acre-feet (AF) of non-project water (for description of non-project water see section 1.3) from various sources in Jordanelle Reservoir located in Wasatch County, Utah north of Heber City (see Figure 1 –Location of Jordanelle Reservoir). The Joint Lead Agencies for this project are the U.S. Department of the Interior, CUPCA Office (CUPCA Office) and the Central Utah Water Conservancy District (CUWCD). The Provo Reservoir Water Users Company (PRWUC) and the Jordan Valley Water Conservancy District (JVWCD) are both Cooperating Agencies as defined by 40 Code of Federal Regulations (CFR) 1501.6; the JVWCD is the majority shareholder in the PRWUC.

This EA has been prepared pursuant to Section 102(2)(c) of the National Environmental Policy Act of 1969 (NEPA), as amended; Public Law 102-575, Central Utah Project Completion Act of 1992 (CUPCA), as amended; the Council on Environmental Quality's (CEQ's) implementing regulations under NEPA (40 CFR 1500 through 1508); and the U.S. Department of the Interior NEPA Implementing Procedures (43 CFR Part 46). This EA evaluates potential impacts to the environment associated with implementation of the Proposed Action Alternative, as well as providing an analysis of the No-Action Alternative for comparison purposes.

1.2 Project Information and Background

Warren Act

The United States Congress passed the Warren Act on February 21, 1911 to allow the storage and conveyance of non-project irrigation water in federal facilities when there is excess capacity. In order to utilize the flexibility provided under the Warren Act, entities must enter into a contract and agreement with the U.S. Department of the Interior. The Warren Act was amended by Public Law 103-434 on October 31, 1994, to provide for storage and conveyance of non-project water for "domestic, municipal, fish and wildlife, industrial, and other beneficial purposes" in Central Utah Project facilities (CUP).

Provo Reservoir Water Users Company/Jordan Valley Water Conservancy District

Some of the non-project water discussed in this EA is held and owned by the PRWUC with JVWCD as the majority shareholder in the PRWUC. The JVWCD is primarily a wholesaler of water to cities and improvement districts within Salt Lake County. JVWCD is a political subdivision of the State of Utah and one of the largest municipal water districts in the state. It was created in 1951 under the Water Conservancy Act and is governed by a board of nine trustees who represent eight geographical divisions. JVWCD also has a retail service area primarily in unincorporated areas of Salt Lake County. In addition, JVWCD treats and delivers water to Metropolitan Water District of Salt Lake & Sandy; they also deliver untreated water to irrigators in Salt Lake and Utah Counties to meet commitments under irrigation exchanges. Through their connection with PRWUC, the JVWCD is a cooperating agency for the storage of non-project water in Jordanelle Reservoir associated with this NEPA document.



Project Location

Figure 1

Storage of non-Central Utah Project Water in Jordanelle Reservor

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Central Water Project

The Central Water Development Project (CWP) is a non-Federal effort undertaken by CUWCD which has developed new infrastructure and water sources to utilize approximately 53,000 AF of surface and ground water rights purchased by CUWCD. The CWP was designed and managed by CUWCD and included the construction of 24 miles of large diameter pipelines, the drilling and development of five deep culinary wells, construction of 2 well houses (with several more planned for the future), and the construction of two 5 million gallon cells of the ultimate 40 million gallon North Shore Terminal Reservoir. The CWP has developed enough water to supply over 300,000 people living in northern Utah County and southern Salt Lake County.

Central Utah Project

The CUP is a United States federal water project authorized for construction under the Colorado River Storage Project Act of April 11, 1956 (CRSPA) (Public Law 84-485, 70 Stat. 105), as a participating project of the Colorado River Storage Project. Constructed by the U.S. Bureau of Reclamation and the CUWCD, the CUP is located in the central, east-central, and northeast part of Utah and is the largest water resources development project in the state. The CUP makes use of a portion of Utah's share of the yield of the Colorado River as set out in the Colorado River Compact of 1922. Water developed by the CUP is used for municipal, industrial, and agricultural supplies; hydroelectric power; fish and wildlife; and recreation. The CUP also improves flood-control capability and helps control water quality.

Bonneville Unit of the Central Utah Project

The CUP was originally divided into six units to facilitate planning and construction: Vernal, Bonneville, Jensen, Upalco, Uinta, and Ute Indian. The Upalco, Uinta, and Ute Indian units were subsequently deauthorized. The Vernal and Jensen units are completed. Much of the Bonneville Unit is completed and remaining features are currently under construction. The Bonneville Unit is the largest and most complex of these units (see Figure 2). The Bonneville Unit diverts water from the Uinta Basin (which is part of the Colorado River Basin) to the Bonneville Basin. Portions of the Bonneville Unit also develop and provide water resources that are used in the Uinta Basin. The Bonneville Unit is located in central and northeastern Utah and provides water for Salt Lake, Utah, Wasatch, Duchesne Counties, and a small portion of Summit County.

The Bonneville Unit consists of a transbasin diversion of waters tributary to the Colorado River into the Bonneville Basin for use along the Wasatch Front and for local use within the Uintah Basin. It includes facilities to collect water from Duchesne River system streams, to store and regulate collected water and to release it as needed into the Bonneville and Uintah basins. The unit is divided into six systems: Starvation Collection System, Strawberry Aqueduct & Collection System, Ute Indian Tribal Development, Municipal and Industrial System, Diamond Fork System and the Utah Lake Drainage Basin Water Delivery System. These systems contain a vast network of reservoirs, aqueducts, tunnels and canals, pipelines, pumping plants and conveyance facilities that develop water for irrigation, municipal and industrial use and power production. Bonneville Unit facilities make a transbasin diversion of water from the Colorado River to the Bonneville Basin and deliver water for municipal and industrial (M&I), irrigation, and instream flow maintenance in the Colorado and Bonneville basins.

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FIGURE 2: BONNEVILLE UNIT OF THE CUP

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Jordanelle Dam and Reservoir

Jordanelle Dam was completed in the spring of 1993 and creates the Jordanelle Reservoir. The dam and reservoir are principle features of the Municipal and Industrial system of the Bonneville Unit. Jordanelle reservoir is located on the Provo River north of Heber City. The reservoir collects, stores, and delivers water for multiple purposes. Jordanelle Reservoir is owned by the United States and is operated by CUWCD who administers the delivery of water stored in Jordanelle Reservoir to its users, which are comprised of irrigation companies as well as municipal water districts. These deliveries are critical to the water supply for much of the Wasatch Front. Jordanelle Reservoir has capacity of 314,006 AF with a surface area of 3,300 acres at the top of active storage at elevation of 6,166.4 feet above mean sea level. The reservoir has nearly 50,000 AF for flood storage.

Jordanelle Dam is a zoned earthfill structure that raises 299 feet above the Provo River bed. The dam has a crest length of 3,700 feet and a width of 40 feet. The dam contains 14,500,000 cubic yards of material. The spillway is an earth and concrete-lined channel with a fuse plug embankment and has a capacity to release 5,510 cubic feet per second (cfs). The outlet works has a release capacity of 3,800 cfs to the Provo River. Also, a 13 mega-watt Jordanelle Hydroelectric Power Plant is attached to Jordanelle Dam which is owned and operated by CUWCD under a lease of power privilege arrangement with the Department of the Interior and CUWCD and Heber Light and Power. The power plant operates year-round and is situated near the east corner of the dam's base.

1.3 Proposed Action

The Proposed Action would allow for non-project water to be stored in Jordanelle Reservoir on a space available basis in accordance with the storage tier levels below:

- 1 Provo City 10,000 acre-feet allotment
- 2 Upper Lakes Contract Water
- 3 CUP Project Water
- 4 Wasatch County Water Efficiency Project Conserved Water
- 5 Upper Lakes Hold-over (up to one full year's water right)
- 6 Jordanelle Wetlands Water
- 7 Warren Act Contracts (Proposed Action)

For the purposes of this NEPA document, non-project water is a water supply that has not been acquired by the U.S. Department of the Interior to be used for the CUP. This would include but not be limited to water rights held or acquired¹ in the future by the CUWCD and PRWUC/JVWCD, or other entities. CUWCD and PRWUC have specifically identified 19,200 acre-feet of non-project water from five different sources that, pending approval of the Warren Act contracts, could be stored in Jordanelle Reservoir. These are shown in Table 1:

TABLE 1: POTENTIAL NON-PROJECT WATER TO BE STORED IN JORDANELLE RESERVOIR IN ACRE FEET PER YEAR					
Name	CUWCD	PRWUC	Comments		
Ontario Drain Tunnel Water	5,000	-	CUWCD currently owns about 2,120 acre feet		
Upper Lakes Holdover	2,000	4,200	PRWUC currently owns 4,200 acre feet		
Deer Creek Storage	2,500				
Daniel Replacement	500	-			
Echo Storage	-	5,000			
TOTAL	19,200				

All potential non-project water listed in Table 1 would need to be covered under a Warren Act contract with the United States. Currently, CUWCD has obtained approximately 2,120 AF of the Ontario Drain Tunnel Water and anticipates entering into a Warren Act contract in the near future for this water. In addition, PRWUC has acquired 4,200 AF of the Upper Lakes water. The other non-project water listed in Table 1 has not been acquired by the CUWCD or PRWUC/JVWCD; however, this NEPA document has been prepared and evaluates the potential for these waters to be stored in Jordanelle Reservoir pending the approval of appropriate Warren Act contracts.

Currently, these waters either pass through Jordanelle Reservoir without being stored or are stored in the reservoir under replacement contracts. These waters are already being transported in the Provo River system. If the Proposed Action was implemented these waters would be released as part of the normal operation of the Jordanelle Reservoir and within established flow rates of the middle Provo River (between Jordanelle and Deer Creek reservoirs). There would be no changes to the overall Provo River flow rates by storing these non-project waters in Jordanelle Reservoir. It is proposed that these non-project waters could be stored in Jordanelle Reservoir for multiple years. The timing of the releases of the stored water will vary based on maintenance situations and water user demand.

¹ These waters could be leased, purchased, or obtained without interfering with the CUP.

1.4 Purpose and Need for the Proposed Action

Need for the Proposed Action

The need for the Proposed Action is to provide a mechanism to allow non-project water to be stored in Jordanelle Reservoir on a space available basis (see above section 1.3 - Proposed Action) to more efficiently utilize existing non-project water sources in the Provo River drainage.

Purpose for the Proposed Action

The purpose of the Proposed Action is to utilize available capacity of Jordanelle Reservoir to assist with the needs of water users by providing storage to meet non-project demands.

1.5 Permits and Authorizations

Implementation of the Proposed Action would require authorization from the U.S. Department of the Interior to allow storage of non-project water in Jordanelle Reservoir. The Proposed Action would require a contract to be executed, under the authority of the Warren Act, between the CUWCD, the JVWCD and/or PRWUC, and CUPCA Office. The implementation of the Proposed Action would be completed in compliance with all applicable laws, regulations, and Executive Orders.

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2.1 No-Action Alternative

Under the No-Action Alternative, the Joint Lead Agencies would not execute a Warren Act contract to store non-project water in Jordanelle Reservoir. The No-Action Alternative requires no changes to CUP features or operations and the identified non-project water would continue to pass through the reservoir.

2.2 **Proposed Action Alternative**

The Proposed Action Alternative includes allowing the CUWCD and PRWUC to store up to 19,200 acrefeet of non-project water in Jordanelle Reservoir from five different water sources identified in Table 1 above. A brief description of each of the non-project water sources is found below.

Ontario Drain Tunnel Water

The mining industry in Park City gained a reputation for being "wet" meaning that water filled the mines and the pumping operations became a big expense. The Ontario Mine constructed one of the first drain tunnels in 1881 below the working mine levels; it drained to open ground at lower elevations. Eventually, the Ontario Drain Tunnel was constructed to empty into a tributary of the Provo River above Heber City (source: http://utahrails.net/mining/park-city-drain-tunnels.php). The Ontario Drain Tunnel is treated at the Keetley Water Treatment Plant² before discharging into Jordanelle Reservoir. The Ontario Drain Tunnel water currently flows through Jordanelle Reservoir without being stored and eventually is delivered to Utah Lake and onto the Great Salt Lake. CUWCD proposes to store up to 5,000 AF of the Ontario Drain Tunnel Water in Jordanelle Reservoir under a Warren Act contract for later municipal and industrial uses in northern Utah and Salt Lake county communities as needed. This water is currently used for municipal and industrial uses.

Upper Lakes Holdover

Within the High Uinta Mountains in the upper Provo River drainage there were 14 reservoirs that feed into the headwaters of the Provo River known as the Upper Lakes. The Upper Provo River Reservoir Stabilization project reconstructed 11 of the Upper Lakes between 1994 and 1999. Three of the Upper Lakes – Trial, Washington, and Lost were rebuilt and are managed and operated by CUWCD. Water from the 11 stabilized lakes is now stored in Jordanelle Reservoir. Water from Trial, Washington and Lost lakes is used upstream of Jordanelle Reservoir as part of the CUP supply in exchange for water released from Jordanelle Reservoir to meet downstream rights. The water right holders of the Upper Lakes water have a contractual right to one year of holdover (water held in storage for one additional year) in Jordanelle Reservoir on a space

² The Keetley Water Treatment Plant is operated by the Jordanelle Special Service District.

available basis. Under a Warren Act contract this water (up to 6,200 AF – see Table 1) could be stored in Jordanelle Reservoir for multiple years. These waters would be used for later municipal and industrial uses in northern Utah and Salt Lake county communities as determined by CUWCD and PRWUC/JVWCD. This water is currently used for municipal and industrial uses.

Deer Creek Storage

Deer Creek Storage water is stored in Deer Creek Reservoir located downstream of Jordanelle Reservoir on the Provo River. Typically during the winter and spring, CUP water is also stored in Deer Creek by an exchange made between this Bonneville Unit water and Provo River Project (PRP) water diverted from the Weber River, Duchesne River, or Provo River. This PRP water is stored in Jordanelle Reservoir and becomes CUP water; the CUP water that was previously stored in Deer Creek becomes PRP water. If excess PRP water is left in Jordanelle Reservoir, it must be delivered downstream or this water may be purchased by CUWCD from PRP stockholders. PRWUC could also store their PRP water in Jordanelle Reservoir under the previously described condition. CUWCD and PRWUC propose to store up to 2,500 AF of the Deer Creek Storage in Jordanelle Reservoir under a Warren Act contract. This water would be for later municipal and industrial uses in northern Utah and Salt Lake county communities as determined by CUWCD. This water is currently used for municipal and industrial uses.

Daniel Replacement

Historically, the Daniel Irrigation Company diverted water from the upper Strawberry River basin to Daniels Creek where it was used in the Heber Valley. The diversion was removed in the late 1990s and this water was replaced by water conserved through the Wasatch County Water Efficiency Project (WCWEP). CUWCD proposes to store up to 500 AF of Daniel Replacement nonproject water if an opportunity becomes available to purchase or lease this water from Daniel Irrigation Company. This water would be for later use in northern Utah and Salt Lake county communities for municipal and industrial use as determined by CUWCD. This water is currently used for municipal and industrial uses.

Echo Storage

Weber River water is exchanged with Echo Storage water and is diverted from the Weber River in Summit County to the Provo River above Jordanelle Reservoir. Echo Storage water is delivered through the Weber-Provo Diversion Canal which was originally constructed to convey Weber River Project water and PRP water from the Weber River to the Provo River. The Provo River Water Users Association (PRWUA) oversees the maintenance and operation of the Weber-Provo Diversion Canal. PRWUC proposes to store up to 5,000 AF of the Echo Storage water, in Jordanelle Reservoir under a Warren Act contract. Currently, this water is delivered to the Provo Reservoir Water Users Company which in turn delivers the water to north Utah and Salt Lake county communities. Under a Warren Act contract the Echo Storage water would be delivered for later use in communities in northern Utah and Salt Lake counties for municipal and industrial use as needed.

Other Non-Project Water

Other water rights may be stored in Jordanelle Reservoir under a third-party contract among the United States, CUWCD, and the third party. Any additional water not covered under this document will be the subject of future NEPA compliance and a Warren Act contract.

The Proposed Action requires the execution of a contract under the authority of the Warren Act between the U.S. Department of the Interior, CUWCD, and PRWUC (for non-project water specific to either agency). These non-project waters will be stored for CUWCD and PRWUC uses in the Municipal and Industrial System for the CUP and for the CWP. The non-project water described in Table 1 will be stored only when there is storage space available in Jordanelle Reservoir. The quantity and timing of non-project storage is limited to what can be stored and delivered without negatively impacting the CUP water rights and operations. The storage requested for the carriage contracts and this NEPA document would not exceed 19,200 AF in Jordanelle Reservoir.

Historical Jordanelle Reservoir Elevations

Inflow forecasts into Jordanelle Reservoir are provided by the Stream Forecast Center and utilized by CUWCD for:

- planning reservoir and project operations prior to and during the flood season;
- optimization and coordination of the water supply for downstream users; and
- assisting in planning operating procedures with the other dam (Deer Creek) and reservoir functions.

Historical elevations, releases, and top of active storage of Jordanelle Reservoir are shown in Figure 3 on the following page.



FIGURE 3: JORDANELLE RESERVOIR – HISTORIC ELEVATION, RELEASES, AND TOP OF ACTIVE STORAGE

3.1 Introduction

In accordance with the NEPA regulations codified in 40 CFR 1502.14, this chapter discusses the existing environmental conditions that may be impacted by the Proposed Action. The Proposed Action would not require the construction of new water delivery facilities nor require any changes to existing facilities. There would be no ground-disturbing activities associated with this action, thus no additional analysis of these impacts is needed. The Proposed Action would not result in a change in the storage, conveyance or use of CUP water. The conveyance of non-project water would not interfere with the conveyance of CUP water through project facilities.

The storage of non-project water in Jordanelle Reservoir would be added to the existing CUP water storage. The non-project water cannot and would not interfere with the storage and delivery of CUP water and is subject to approval of any required change application(s). The only change to the reservoir operation is the increased storage of up to 19,200 AF when space is available, which is well within the historic and projected future operational limits of the reservoir. Currently, the non-project water flows through the reservoir without being stored. Fish species impacts can arise from low reservoir elevations. Since the Proposed Action would slightly increase the average water surface elevation of Jordanelle Reservoir, there would be no impacts on fish populations or recreational fishing or other activities. The non-project water identified in Table 1 that would be allowed storage in Jordanelle Reservoir during times where unused capacity would be available as a 7th tier of storage. The storage tiers are listed below:

- 1 Provo City 10,000 acre-feet allotment
- 2 Upper Lakes Contract Water
- 3 CUP Project Water
- 4 Wasatch County Water Efficiency Project Conserved Water
- 5 Upper Lakes Hold-over (up to one full year's water right)
- 6 Jordanelle Wetlands Water
- 7 Warren Act Contracts (Proposed Action)

Comparison of Jordanelle Reservoir Volumes

The quantities of the non-project water described above are considered minor compared to the overall capacity of Jordanelle Reservoir. Jordanelle Reservoir has a capacity of 314,006 AF with a surface area of 3,024 acres. The reservoir has a dedicated flood storage capacity of nearly 50,000 AF. The reservoir volumes and subsequent surface water elevation fluctuate depending on the amount of water received in the upper Provo River basin. The addition of 19,200 AF of non-project water would be less than six percent of the total Jordanelle Reservoir storage capacity and would at the most raise the water surface elevation 7 ½ feet. It should be noted that the non-project water would not increase the water surface

elevations above what the reservoir has already experienced and thus affected. In addition, the 19,200 AF of non-project water would not affect the CUP water rights or operations.

Environmental Consequences

There are no anticipated impacts to any of the following resources as a result of the Proposed Action: threatened, endangered or candidate species, prime and unique farmlands, floodplains, water quality, wetlands, wild and scenic rivers, hazardous or solid wastes, air quality, cultural or historic resources, climate change, and Native American concerns. Also, there will be no cumulative effects and no indirect impacts since there are no impacts resulting from the Proposed Action. As a result of the analysis presented in this EA, the Joint Lead Agencies consider the Proposed Action to be the preferred alternative. Table 2 summarizes the environmental consequences for the Proposed Action.

Evaluation of Significant Criteria	No	Yes	Uncertain
This action or group of actions would have a significant effect on the quality of the human environment. <i>40 CFR 1502.3</i>	X		
This action or group of actions would have highly controversial environmental effects or involve unresolved conflicts concerning alternative uses of available resources. NEPA Section 102(2)(E) and 43 CFR 46.215	X		
Evaluation of Environmental Issues	No	Yes	Uncertain
This action would have significant adverse effects on public health or safety. (43 CFR 46.215(a))	X		
This action would have an adverse effect on unique geographical features such as: wetlands, Wild or Scenic Rivers, or Scenic Rivers, refuges, floodplains, rivers placed on the Nationwide River Inventory, or prime or unique farmlands. (43 CFR 46.215(b))	X		
This action would have highly uncertain environmental effects or involve unique or unknown environmental risk. (43 CFR 46.215(d))	X		
This action would establish a precedent for future actions. (43 CFR 46.215(e))	X		
This action would have a direct relationship to other actions with individually insignificant, but cumulatively significant effects. (43 CFR 46.215(f))	X		
This action would affect properties listed, or eligible for listing in the National Register of Historic Places. (43 CFR 46.215(g))	X		
This action would adversely affect a species listed, or proposed to be listed, as endangered or threatened. (43 CFR 46.215(h)	X		
This action would violate federal, state, local or tribal law or requirements imposed for protection of the environment. 43 CFR 46.215(i)	X		
This action would affect Indian trust assets. 303 DM 2 and Secretarial Order No. 3175 – Departmental Responsibilities for Indian Trust Resources	X		

TABLE 2: ENVIRONMENTAL CONSEQUENCES		
This action would not accommodate access to or allow ceremonial use of Indian sacred sites by Indian religious practitioners to the extent practicable. Neither will it avoid adversely affect, to any practicable extent, the physical integrity of such sacred sites. <i>E.O. 13007, 43 CFR 46.215(k)</i>	X	
This action will disproportionately affect minority or low-income populations. <i>E.O. 12898, 43 CFR 46.215(j)</i>	X	
This action would contribute to the introduction, continued existence, or spread of noxious weeds or non-native invasive species known to occur in the area or actions that may promote the introduction, growth, or expansion of the range of such species. <i>Federal Noxious Weed Control Act, E.O. 13112, and 43 CFR 46.215(I)</i>	X	

3.2 Indian Trust Assets

Indian Trust Assets (ITAs) are legal interests in property held in trust by the United States for federally recognized Indian tribes or individuals. Assets can be real property, physical assets, or intangible property rights, such as lands, minerals, hunting and fishing rights, and water rights. The U.S. Department of Interior's policy is to recognize and fulfill its legal obligations to identify, protect and conserve the trust resources of federally recognized Indian tribes and tribal members, and to consult with the tribes on a government-to-government basis whenever plans or actions affect tribal trust resources, trust assets, or tribal safety. Under this policy, the federal government is committed to carrying out its activities in a manner that avoids adverse impacts to ITAs when possible, and to mitigate or compensate for such impacts when it cannot. All impacts to ITAs, even those considered insignificant, must be discussed in the trust analyses in NEPA compliance documents and appropriate compensation or mitigation must be implemented.

There are no known ITAs in the Project Area. The implementation of the Proposed Action would have no foreseeable negative impacts on Indian Trust Assets.

3.3 Environmental Justice

Executive Order 12898, established Environmental Justice as a federal agency priority to make sure that minority and low-income populations and groups are not disproportionately affected by federal actions. The Proposed Action will have no effect on any human health or environmental effects on minority and low-income populations.

3.4 Climate Change

Executive Order 13514, Federal Leadership in Environmental, Energy, and Economic Performance established an integrated strategy towards sustainability in the federal government and made the reduction of greenhouse gas emissions a priority for federal agencies. Carbon dioxide (CO₂) makes up the largest component of greenhouse gas emissions. The Proposed Action would not cause an increase in CO₂ or other greenhouse gas emissions; therefore, it would not contribute to climate change, nor would it create vulnerability to climate change impacts. Implementation of the Proposed Action would

be consistent with Executive Order 13514 Federal Leadership in Environmental, Energy, and Economic Performance.

3.5 **Project Coordination**

The Joint Lead Agencies for this project have provided agencies and the general public an opportunity to comment on this EA. The 30 day comment period extended from May 1 to June 3, 2016. The list below outlines the public involvement activities for the proposed project:

- Interested party letters (state, local, and federal agencies and other groups that may have an interest in the Proposed Action);
- Native American consultation letters;
- EA located on CUWCD, CUPCA Office, and JVWCD websites; and
- Ad in local and statewide papers.