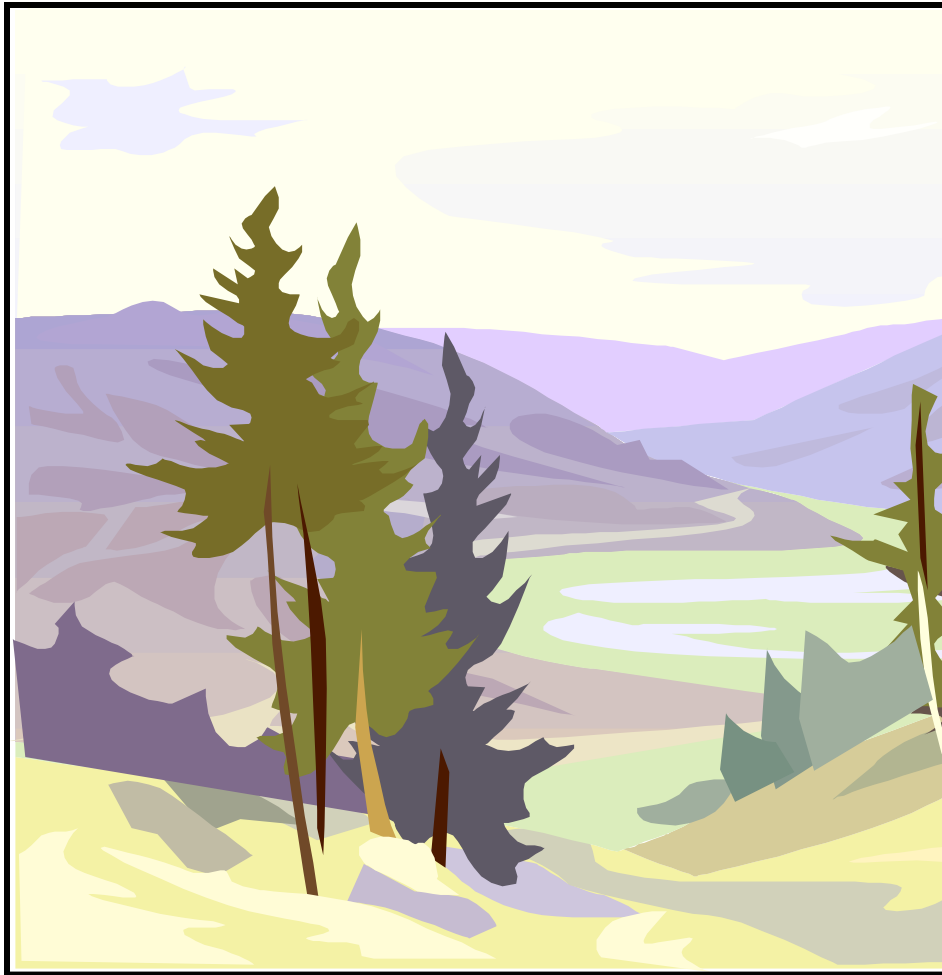


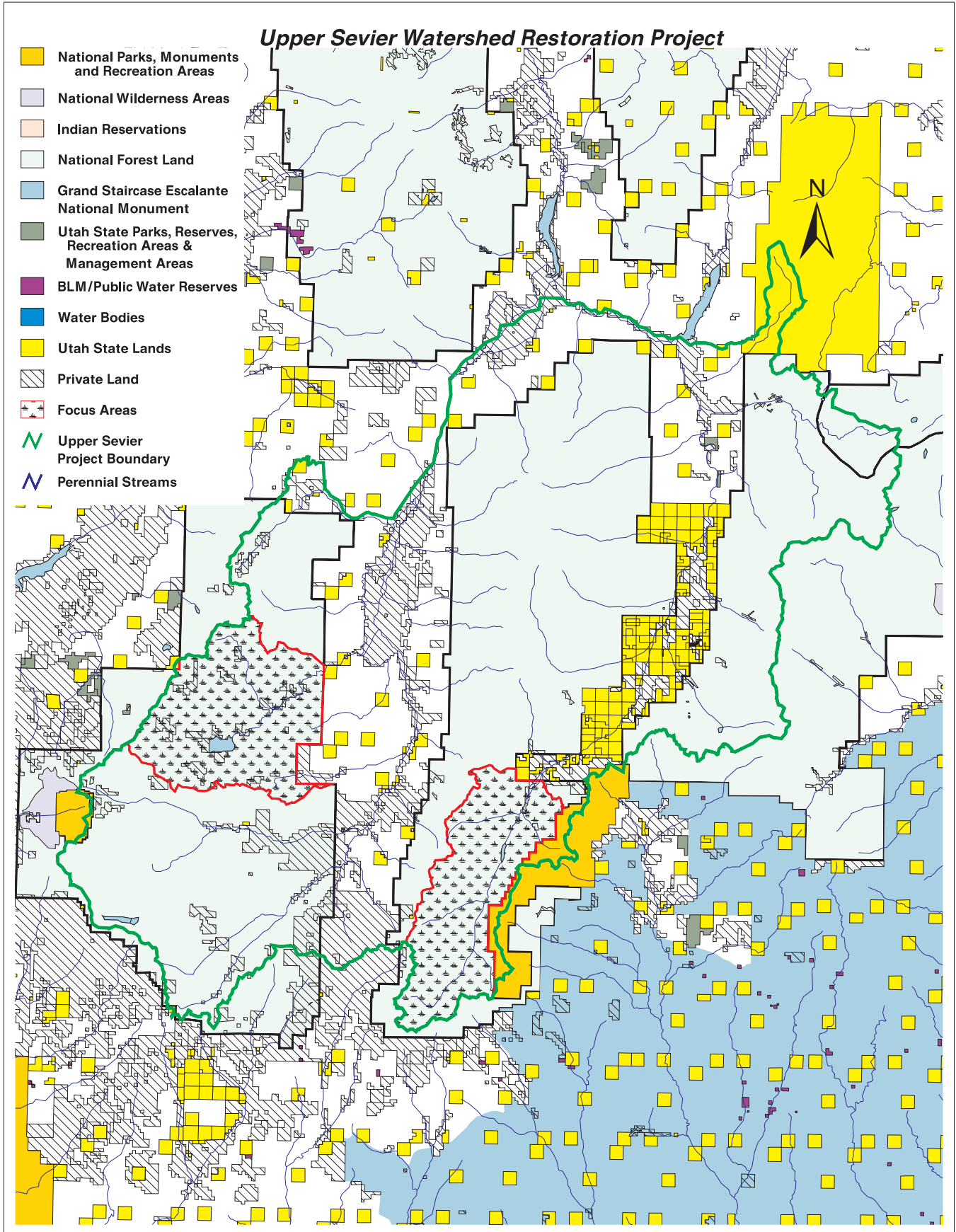
*Upper Sevier River
Community Watershed Project*



*Business Plan
May 15, 2000*

Contents

Project Map	3
I. Executive Summary	4
<i>Mission Statement</i>	4
<i>The Situation</i>	4
<i>Actions to Take</i>	5
<i>Organization</i>	5
<i>Our Customers and Public Benefits</i>	5
<i>Partnerships</i>	5
<i>Our Success</i>	5
II. The Land, Water, and Ecosystem	6
<i>Our Place of Business</i>	6
<i>A Historical Perspective</i>	6
<i>Our Challenge</i>	7
<i>Our Vision</i>	8
<i>Our Mission</i>	8
<i>Work to be Done</i>	9
<i>Actions and Outcomes</i>	9
III. The Customers and Public Benefit	15
<i>The People</i>	15
<i>The Land</i>	15
IV. The Competition for Funds and Resources	17
V. Partnerships	19
<i>Interests of Partners and Supporters</i>	19
<i>Potential Gains for Partners and Supporters</i>	19
<i>Contribution of Partners and Supporters</i>	19
VI. Marketing and Sales	21
<i>Marketing Positioning</i>	21
<i>Marketing Communications Plan</i>	21
<i>Use of Graphics</i>	25
<i>Political Communications</i>	26
<i>Interactive Communications</i>	26
VII. Operational Plan	28
VIII. Governance	31
<i>Decision Making Process</i>	32
IX. The Initiative Implementation Team	33
<i>Managers and Teams</i>	33
X. Measurement and Accountability	34
<i>Accountability and Measures for Ecosystems</i>	35
<i>Accountability and Measures for Customer Satisfaction</i>	35
XI. Risks and Assumptions	36
XII. Financial Plan	38
<i>Five Year Summary of Funding Needs and Capabilities</i>	39
XIII. Our Challenges	42



I. Executive Summary

In “A Sand County Almanac”, Aldo Leopold described with a great deal of insight what we now, with some passion and commitment, call ecosystem management. Leopold called it a land ethic. He tells us:

“...all ethics so far evolved rest on the single premise that the individual is a member of a community of interdependent parts...the land ethic simply enlarges the boundaries of the community to include soils, water, plants, and animals, or collectively: the land.”

The purpose of this Business Plan for the Upper Sevier Watershed Restoration Project is to promote our vision of good land stewardship, to boldly state our land ethics, and to connect the land to people. This large-scale watershed restoration project provides a blueprint for integrating the human, biological, and physical dimensions of natural resource management in a holistic approach. It is an approach that steps back from the forest stand and focuses on the forest landscape and its position in the larger environment.

This Business Plan directs the attention of land managers to understanding the structure, function, and variability of ecosystems. It will also assist them in developing appropriate site-specific management activities to carry out ecosystem management at a large landscape level. This Business Plan outlines an accelerated effort to involve research and incorporate science into on-the-ground projects. It also displays the reliance on grass-roots participation in decision-making and partnerships to achieve shared goals.

This Plan provides a strategic framework specifying ecosystem restoration components, defining actions to be taken, outlining organizational needs, recognizing possible competition and risks, identifying potential partners and marketing needs, and projecting a project timeline. It is our intent to utilize business principles to prioritize work, emphasize resource or program strengths, display rationales for decision-making, respond to changing emphases, manage workforce skills with project needs, and display funding accountability.

Mission Statement

Through the Upper Sevier River Watershed Restoration Project we want to find the best ways of managing resource use within the watershed in terms of both ecological and human values. The mission of the Upper Sevier River Watershed Restoration Project is to demonstrate, by working together as partners, the application of restoration activities which lead to a healthy watershed.

We will use a systematic approach to achieve our mission of watershed restoration. Projects will be prioritized over time and space in a focused collaborative effort, resulting in efficient and effective use of available resources.

The Situation

Resources within the Upper Sevier Watershed have provided many goods and services to people for a long time. As use increased, and fires were suppressed to “protect” these productive resources, overall health of components that make up the watershed declined. This is evidenced by degraded riparian ecosystems, degraded water quality, unstable stream channels, and degraded habitat for species at risk. Also, roads and trails are in a condition that contributes to water quality degradation, and upland vegetation types are outside of their range of historic condition. High volumes of fuel (dense vegetation, and dead and down trees) create wildfire risk to homes and other structures bordering wildlands (areas where structures border wildlands are called *wildland/urban interface areas*.)

Actions to Take

Because the Upper Sevier Watershed is so large, sub-watersheds have been identified in which restoration efforts will be concentrated. These areas were identified through collaboration among the partners, and are termed “focus areas.” By focusing our efforts, we will achieve significant and measurable success in areas that are the highest priorities for restoration work.

Organization

Our organization involves all interested parties in a collaborative setting. Management is provided by a steering committee. Work is carried out by project implementation teams. The steering committee determines long-term strategy, selects projects to implement, decides where and when work will be done, and provides direction to implementation teams. Key stakeholders in the Upper Sevier Watershed are represented on the steering committee.

Project implementation teams work together to implement selected projects. The teams are: Project Managers, Planning and Assessment Teams, Implementation Teams, Research and Monitoring Teams, and Marketing and Public Involvement Teams.

Our Customers and Public Benefits

Located in rural southwestern Utah, the Upper Sevier Watershed is important to local communities for commodity production as well as for recreational opportunities. People from urban areas such as the Wasatch Front and Las Vegas use the area mainly for recreation. Through this project our customers will see benefits such as improved water quality, reduced fire risk, improved roads and trails, and increased health and resilience of the forest.

In a project as large in area and scope as the Upper Sevier, there should be “something in it for everyone.” Clean water, improved wildlife habitat, reduced erosion – these sorts of benefits should appeal to everyone. But we must also recognize that “all products and services cannot be provided on all areas”. This will result in trade-offs in some uses in order to emphasize resource restoration. These could include reduced access, closed travelways, reduced grazing, fewer opportunities for dispersed recreation –and others not yet identified.

Partnerships

The Upper Sevier Watershed Restoration Project will attract a wide array of potential partners because of the ambitious scope of the project, comprising a suite of restoration activities over an area of 1.1 million acres. Benefits that partners may reap range from direct economic benefits for local landowners, to image enhancement for corporations, to emotional and intrinsic satisfaction for people who care about wildlife, native plants, clean water, and other components of the watershed.

In order to be successful we market our strengths by publicizing our successes, incorporating research and academia into our projects, involving local communities and organizations in field tours and local events, interpreting projects on the ground, and recognizing partner contributions.

Our Success

The Upper Sevier Watershed Restoration Project will be a success story. Our key stakeholders and partners have the experience and demonstrated ability to work together toward a common vision of watershed health. Limited funding has kept us from accomplishing our goals in the past, but has also brought us together in the present. Desire and commitment will allow us to reach our goals in the future.

II. The Land, Water, and Ecosystem

Our Place of Business

The Upper Sevier River Watershed is a 1,172,000 acre area covering the headwaters of the Sevier River in Garfield, Iron, Kane, and Piute Counties in south-central Utah. The upper reaches of the Sevier River drains much of the southern reaches of the High Plateaus section of the Colorado Plateau Province. The Sevier River and its main tributary, the East Fork Sevier River, flows northward cutting a trough through the center of the High Plateaus section with broad, flat north-south trending fault-controlled valleys.

The area is in the heart of Utah's "Color Country" and abounds in natural beauty. There are arches, waterfalls, ancient forests, majestic overlooks, towering cliffs, magnificent canyons, and spectacular coliseum-like amphitheaters. The watershed is bounded by Bryce Canyon and Zion National Parks, and Cedar Breaks National Monument.

The social and economic structure of the Upper Sevier Watershed area has its roots in agriculture. Livestock grazing is among the oldest land uses in the region, contributing important cultural and social values to the area. Intertwined with the economic aspects of livestock operations are the life-styles and culture that have co-evolved with Western ranching. Rural social values and life-styles, in conjunction with the long heritage of ranching and farming continued to this day from the earliest pioneers in Utah, have shaped the communities and enterprises that make up the watershed area. The rural western life-style also contributes to tourism in the area, presenting to travelers a flavor of the West through tourist oriented goods and services, scheduled events, and opportunities to photo sheep bands and cattle grazing in pastoral settings throughout the watershed.

The watershed is largely within Garfield County which derives 15 percent of its income from agriculture. Major communities within the watershed include: Panguitch, Antimony, Hatch, Circleville, Kingston, and Long Valley Junction. Urban-interface type subdivisions within the Dixie National Forest include those at Panguitch Lake, Mammoth Creek, and Duck Creek. Land ownership is of a shotgun pattern consisting of National Forest System lands (64%), Bureau of Land Management lands (15%), private lands (13%), State of Utah lands (7%), and National Park System/Monument lands (1%).

A Historical Perspective

Draining mountain lands rising above the adjacent great basins of the Intermountain Region, this watershed intercepts the moisture passing across southern Utah and sends it northward to the settlements and communities dependent on these waters for drinking and agricultural uses. The Upper Sevier Watershed has provided many goods and services to people for a long time. And, for a longer time it has served as an important part of the greater southern Utah natural ecosystem. Before settlement by Euro-Americans, human use of the land was generally in balance with the capability of the land. Today, the State of Utah has identified the Sevier River watershed as its highest priority for restoration state-wide.

Shortly after the pioneers entered the valleys in the mid to late 1800's, conflicts over utilization of the resources of the mountain watersheds began to arise. These conflicts were greatest near the communities, but they also extended throughout the areas that were later to become the Dixie National Forest. The freedoms of the open frontier with its unlimited resources and unregulated "free range" and "free timber" confronted the reality of a fixed land base in an arid environment. By the turn of the century, ranchers, farmers, and townspeople were petitioning to stop destructive range and timber practices in the watersheds above the towns. As a result, livestock numbers were reduced, timber harvest was managed, contour trenching of watersheds was done, and degraded rangelands were reseeded.

During this same time, wildfires were being effectively suppressed in all vegetation communities. This resulted in older stands of aspen effectively being replaced by invading conifers. Because of fire suppression,

spruce-fir forests have also become dominated by older trees. As the stands mature, insect activity has become more intense and extensive. A spruce beetle epidemic has effectively killed the larger spruce trees on nearly 30,000 acres within the watershed. Here, there will be major shifts from older to younger forests. Large-scale changes of this magnitude do not reflect historic conditions that occurred naturally. These changes may cause more floods, erosion, and times of water shortage in the streams and rivers in the watershed. More intense and larger fires within these stands of dead spruce also pose greater risk to loss of soil organic material and erosion.

It is strategically important to emphasize restoration within this watershed. Consequences of not pursuing a project in this area must consider the following "at risk" situations

- **Local economies at risk** - Local, rural communities are dependent on sustained availability of goods and services from these lands.
- **Life-styles at risk** - The ability to maintain a rural, Western way-of-living is jeopardized by diminished resources derived from the watershed.
- **Riparian ecosystems at risk** - Many riparian vegetation types, such as willow and cottonwood, have disappeared from their historical range.
- **Water quality at risk** - The Sevier River is among the most completely used rivers in the United States. The Upper Sevier has been designated a Class 1 High Priority Watershed in the Clean Water Action Plan.
- **Stream channels at risk** - In many streams, stream banks are totally devoid of vegetation. Some channels have downcut 15-25 feet, transporting sediment downstream to other streams, rivers, and reservoirs.
- **Wildlife species at risk** - Habitat conditions for wildlife species--particularly Bonneville cutthroat trout, sage grouse, southwestern willow flycatcher, Utah prairie dog, bald eagle, and northern goshawk--have been impaired as resources have been used.
- **Roads and trails at risk** - High road densities, improper road design and location, lack of maintenance, and increased motorized/non-motorized recreation contribute to degradation of water quality, habitat for terrestrial and aquatic wildlife, and quality recreational opportunities.
- **Upland vegetation at risk** - Several upland vegetation communities have been altered and are outside their range of historic condition. Past management practices such as timber harvest, livestock grazing, and fire suppression have changed the species composition, structure, and distribution of some plant communities. This is particularly true for aspen, ponderosa pine, pinyon-juniper, sagebrush-grasslands, and tall forbs.
- **Wildfires at risk** - Increased fuel loadings, caused by fire suppression and insect epidemics, will contribute to uncharacteristically large and intense wildfires, potential for life and property damage is of particular concern in wildland/urban interface areas.

Our Challenge

Since World War II, more people with new demands have been requesting a wider variety of goods and services from the watershed. Future demands are expected to continue to mount as more and more people use the watershed for recreation experiences, wildland scenery, agricultural production, and water consumption. The location of the watershed in Utah's "Color Country", proximity to a number of national parks, and its high visibility along the tourist corridor add significant regional, national, and international interests in maintaining the naturalness of this watershed while allowing its access for recreation and sight-seeing.

The challenge at hand is to identify, promote, maintain (and restore if needed) a balance between rural lifestyles, community development, and natural resources that will be sustainable within the watershed over the long term.

Upper Sevier River Community Watershed Project

Specific questions to be addressed include:

- How will we ensure future water quality and quantity which will provide our grandchildren with opportunities to maintain the life-styles and resource use opportunities that we and our grandparents have enjoyed?
- How will we maintain or restore streamside and upland vegetation (trees, grasses, and forbs) in resilient and sustainable populations, so that human and wildlife use of these resources will continue in perpetuity?
- How will we continue to provide for fire safety to towns and homeowners but at the same time cautiously use fire to improve forest and rangeland health?
- How will we continue to provide human access to the many natural resources within the area while insuring the road and trail systems do not degrade the environment below sustainable levels?
- How will we continue to prevent flooding and maintain or increase the use of water for the benefit of local ranchers, farmers and communities?

While the challenge will be long-term and persistent, we believe the Upper Sevier Watershed Enhancement project is a significant step toward achieving the vision for this area.

Our Vision

The Upper Sevier Watershed is characterized by forests of aspen and conifer intermingled with lush meadows and stream corridors. It is a place where forests, rangelands, and agricultural lands are healthy and productive; where people can be seen working and playing in harmony with the land. It is a place where environmental integrity of streams, upland watersheds, and vegetation yields clean water and provides high quality habitat for a variety of fish and wildlife species. Only by working together as partners - individuals, communities, agencies, and organizations - will we achieve our vision for the watershed.

Our Mission

Through the Upper Sevier River Watershed Restoration Project we want to find the best ways of managing resource use within the watershed in terms of both ecological and human values. The mission of the Upper Sevier River Watershed Restoration Project is to demonstrate, through working with partners, the application of restoration activities which lead to a healthy watershed. Accomplishment of the mission is organized through four major endeavors, including:

1. Restoration and maintenance of watershed ecosystems: including, reduced erosion and improved water quality; improved flood-water retention and ground-water recharge; stabilized stream banks; improved road and trail systems; and upland vegetation in advanced ecological status, except where resource management objectives would require earlier successional stages.
2. Cooperation, coordination, and partnershiping--a collaborative approach at the ground level is the only avenue to successful restoration and management within a large watershed shared by numerous landowners.
3. Research to provide the scientific basis for prescriptive project implementation, monitoring project effectiveness, and recommending adaptive management options.
4. Demonstration and showcase areas which show that, through proper restoration and management, watershed-riparian areas can be maintained in healthy conditions while allowing a variety of uses.

We will use a systematic approach to achieve our mission of watershed restoration. Projects will be prioritized over time and space in a focused collaborative effort, resulting in the most efficient and effective use of available resources.

Work to be Done

Because the Upper Sevier Watershed is so large, sub-watersheds have been identified in which restoration efforts will be concentrated. These areas were identified through collaboration among the partners, and are termed “focus areas.” By focusing our efforts, we will achieve significant and measurable success in areas that are highest priorities for restoration work. We are also in the process of completing a watershed assessment of the entire project area. This assessment will identify work needed for the watershed as a whole and further refine the focus areas in order to set restoration priorities for coming years.

Focus areas and their associated projects are based on the following criteria:

- Highest need for ecosystem improvement
- Highest potential for ecosystem improvement
- Best potential for partnerships
- Good cost/benefit ratio for resources
- Our ability to implement within one year
- Our ability to show measurable restoration results quickly
- Best cost/benefit for people

Actions and Outcomes

This section identifies the types of projects for implementation in fiscal year 2000 and their outcomes for the land. These are shown by each focus area and for other areas within the Upper Sevier Watershed. All of these projects will contribute toward improving water quality and watershed conditions in the Upper Sevier Watershed. To describe the relationship between our actions and expected benefits, we show the “potential outcomes” for improving each feature on the landscape, and then identify features improved by individual project in each focus area.

Improved Feature	Potential Outcomes
Riparian enhancement	Improved composition, density, and vigor of water dependent or water-loving vegetation. Increased water storage and enlargement of riparian areas Reduced sediment and other pollutants in streams Sediment trapping and meadow enlargement Ability of stream banks and channels to withstand high flows Increased heights and patch sizes of streamside shrubs and trees Increased stream shading and decreased water temperatures Increased large logs in streams that provide cover and pools for fish.
Water Quality and Quantity	Improved water quality (lower temperatures, sediments, and total dissolved solids, and higher dissolved oxygen) More water during summer flow period
Stream channel stability	Improved water quality Stream channels moving and cutting at acceptable rates Decrease sediment downstream
Habitats for fish and wildlife	Improved habitats, which will increase numbers and/or distribution of fish and wildlife species Reduce potential to list species under the Threatened & Endangered Species Act Contributes toward removal of species from threatened or endangered status
Access	Improved location of roads and trails Improved conditions of roads and trails Access locations and amounts appropriate to uses and natural resource values
Upland vegetation	Conditions with balanced characteristics and more resilient to large natural events Re-establishment of native plant communities (tall forb)
Fire hazard	Reduce risk of uncharacteristic fires by reducing live and dead wood (fuels)

The outcomes listed above will result in cleaner irrigation water for farmers and ranchers (less time spent cleaning ditches); improved water quality for drinking purposes (less water treatment costs); greater number of fish and wildlife (more fishing, hunting, and observing opportunities); greater opportunity to keep some animal and plant species from becoming listed as Threatened or Endangered (fewer restrictions on resource uses); better road and trail conditions (improved user experience); increased diversity in vegetation (improved scenic quality); improved recreational opportunities (increase in tourism and local business economy); and fewer large, catastrophic fires (less resource damage, increased firefighter safety, fewer homes and personal property lost).

Sevier River Main Channel and Tributaries

Previous efforts of the Upper Sevier Watershed Council (USWC) yielded the projects in this focus area before initiation of this business plan. Together with the USWC, individual landowners identified areas where they desired to stabilize stream banks, improve riparian habitat by planting willows and fencing, and changing livestock management to benefit riparian and stream bank conditions. In the year 2000, the following partners have committed over \$30,000 dollars to accomplish these improvements. Sources of funding include Section 319 (non-point source pollution control) from the Environmental Protection Agency and individual landowner contributions.

Project Name	Project Description	Size	Improved Features
Hatch Livestock Company	Change livestock grazing practices by fencing 1/4 mile of stream channel, planting willow, and constructing two angler access structures	1/4 mile	Water quality, stream channel stability, fisheries habitat
Allen Henrie	Change livestock grazing along Panguitch Creekby fencing 1.5 miles of fence, reshaping streambanks and planting riparian vegetation	1.5 miles of fence, 100 acres pasture	Water quality, stream channel stability, fisheries habitat
Butler Creek Riparian Improvement Project	Fencing to manage livestock grazing on private lands, planting willow, streambank stabilizatoin	100 acres	Water quality, stream channel stability, fisheries habitat
Utah State Experimental Farm	Improve riparian and streambank conditions along the Upper Sevier River through fencing, planting and livestock management.	1/4 mile	Water quality, stream channel stability, fisheries habitat, riparian vegetation, wildlife habitat
DEQ - Harry Judd	Riparian fencing, streambank stabilization, and livestock management along Blue Springs Creek	50 acres	Water quality, stream channel stability, fisheries habitat, riparian vegetation, wildlife habitat

Upper East Fork Sevier River Focus Area

This focus area is located primarily on the Powell Ranger District of the Dixie National Forest. Restoration efforts will improve stream channel conditions, improve riparian vegetation, reduce instream sediment, improve livestock management, improve fish and wildlife habitat, and vegetative conditions.

Project Name	Project Description	Size	Improved Features
Gauging Station Riparian Improvement	Recontour stream channel, plant willows, change grazing practices by fencing.	1.2 stream miles	Stream channel stability, riparian enhancement, water quality.
East Fork Watershed Assessment	Describe existing conditions, identify future projects, prioritize them, and begin necessary analyses	1 assessment (90,000 acres)	Features improved will be identified after plans are completed and future work is identified.
East Fork Access Inventory and Planning	Identify roads that deposit sediment into streams, unneeded roads, and roads causing conflicts with other resources (such as wildlife habitat).	1 inventory (90,000 acres)	Features improved will be identified after plans are completed and future work is identified.
Vegetation Management Plan	Identify and prioritize plant communities needing treatments in order to attain a desired balance of deciduous, coniferous, brush and grasses, and a balance of ages of forests.	1 plan (90,000 acres)	Features improved will be identified after plans are completed and future work is identified.
East Fork Riparian Restoration Projects	Restore willow growth by planning willows, stabilizing streambanks, and changing livestock grazing practices by fencing.	150 acres	Riparian enhancement, water quality and quantity, stream channel stability, improved wildlife and fish habitat.
Boreal Toad Habitat Protection	Protect boreal toad from livestock grazing in order to maintain and enhance existing populations.	5 acres	Water quality, stream channel stability, habitat improvement (may help prevent species from Federal listing).
Pinyon-Juniper Thinning	Cutting pinyon pine and juniper trees.	150 acres	Upland vegetation, habitat improvement for Utah prairie dog and sage grouse.
Access Control Structures	Place gates in strategic locations to allow seasonal use of roads to reduce damage to road in wet conditions.	2 gates	Access, water quality, improved fish habitat.
Ponderosa Pine Stand Improvement	Thin ponderosa pine stands to improve seral conditions	900 acres	Upland vegetation, wildlife habitat
Utah Prairie Dog Habitat Improvement	Prescribed fire to restore vegetation to an earlier seral stage	300 acres	Upland vegetation, Utah prairie dog habitat

Pass Creek/Panguitch Creek Focus Area

Restoration efforts in this focus area will take place on the Cedar City Ranger District of the Dixie National Forest. Efforts in this focus area will result in reduced sediment to streams, improve stream bank stability, and improve vegetation along streams. This will contribute toward cleaner water and improved fish and wildlife habitat in the watershed.

Project Name	Project Description	Size	Improved Features
Pass Creek channel reconstruction	Recontour stream channel, eliminate cut banks, seed.	5 miles	Water quality, stream channel stability. Habitat improvement for sage grouse.
Pass Creek Road Relocation	In conjunction with the stream channel stabilization project, this will relocate a road on the edge of a large downcut stream channel.	0.5 miles	Access, water quality, stream channel stability.
Caddy and Butler Creek Riparian Enhancement Projects	Recontour stream channels, plant willows, and change livestock grazing practices by installing fences.	1.75 miles	Riparian enhancement, water quality and quantity, stream channel stability, improved wildlife and fish habitat.
Panguitch Lake/Mammoth Creek Access inventory	To identify roads depositing sediment into streams, unneeded roads, and roads causing conflicts with other resources (such as wildlife habitat)	1 inventory	Features improved will be identified after plans are completed and future work is identified.
Shumake Hollow Sagebrush treatment	Treat strips of sagebrush with Dixie Harrow and/or prescribed fire, and seed with mix of sagebrush, grasses and forbs.	100 acres	Habitat improvement to contribute toward recovering local populations of sage grouse.

Other Contributing Actions in the Upper Sevier Watershed

Other activities will be accomplished in the Upper Sevier Watershed (but not within focus areas) in fiscal year 2000 using Dixie National Forest appropriated dollars. The Dixie National Forest identified these projects before the Upper Sevier Restoration Project effort began, but the results will contribute toward the desired ecosystem enhancements identified in this business plan.

Many of these projects will take place on upland forest and rangelands. They will move the watershed conditions towards a desired mix of coniferous forest, deciduous forest, sagebrush, pinyon-juniper and grasslands. Other activities will improve habitat for wildlife and/or fish species. All these activities directly or indirectly contribute toward the overall health of the Upper Sevier Watershed.

- Lars Fork and Swains Creek riparian enhancement (130 acres)
- Aspen regeneration (330 acres)
- Bonneville cutthroat trout habitat improvement (2.0 miles)
- Prescribed fire to enhance Utah prairie dog habitat on public lands (which will allow development on private lands) (700 acres)
- Water developments to improve wildlife habitat (3 developments)
- Road improvements to reduce sediments to streams (East Fork Hunt Creek; 2 miles)
- Access management planning in a high-use, high-road-density area (Duck Creek/Swains) resulting in access locations and amounts appropriate to public use and natural resource values (over 300 miles)
- Rangeland improvements to more effectively manage livestock use and distribution (Shumake fence, 2.5 miles; Forest Creek, 1,000 acres)
- Replace toilet to prevent ground water contamination (1 structure)
- Research to determine best methods to re-establish tall forb communities (40 acres)
- Increase fire safety near private lands by reducing high fuels (Rhyolite Fuels Reduction: 172 acres)
- Restore upland vegetation types to a more natural balance of ages and sizes by thinning, harvesting and burning (1,521 acres of thinning, 8,138 acres burning and cutting)
- Streambank stabilization (Johnson Canyon - 2 acres)
- Create a special interest botanical area in Red Canyon – 115 acres
- Stream channel and streambank improvements in Black Canyon, East Fork Sevier River - 1 mile
- Field tours and workshops to assist all partners with developing projects and funding

The following is a summary of the anticipated accomplishments within the Upper Sevier Watershed in 2000.

Total acres improved: 12,100

Total miles improved: 305

Total structures: 4

All of these proposed projects will help restore the watershed to a healthier condition. Restoration is a process of taking short-term actions to gain long-term results. If we do nothing, resources within the watershed will decline. This is unacceptable to the people *and* the land.

III. The Customers and the Public Benefit

The People

The project area is located among rural communities in southwestern Utah. Some of the major communities that lie within and adjacent to the area include Panguitch, Hatch, Parowan, and Cedar City. In addition, there are several mountain subdivisions in the watershed including Duck Creek, Mammoth Creek, and Panguitch Lake. People in these communities use the area for recreational purposes, and use watershed commodities such as timber, range, and water. People from urban areas such as the Wasatch Front, Southern California, and Las Vegas use the area mainly for recreation. Some of the benefits that may result from implementing this project are:

Customer Type	Potential Benefits
Private landowners	Reduced fire risk, improved access, improved scenic resources. Improved water quality. Improved flood control, increased land values.
Commodity users (timber industry, permittees, commercial woodcutters, etc.)	Increased timber harvest (mainly aspen). Availability of dead standing timber for logs and fuel. Increased productivity of livestock forage, primarily in riparian areas.
Water users	Improved water quality and summer flow regimes. Increased water storage.
Consumptive recreation users (hunters, anglers, etc.)	Improved terrestrial and aquatic habitats resulting in increased numbers and/or distribution of fish and wildlife species.
Nonconsumptive recreation users (hikers, campers, wildlife viewers, etc.)	Improved terrestrial and aquatic habitats, resulting in increased numbers and/or distribution of fish and wildlife species and opportunities to view them. Increased opportunities to hike and camp in more aesthetically pleasing environments.
Local communities	Long-term ecosystem sustainability for forest-dependent economies. Opportunities for short-term project contracting and employment. Improved landscapes and scenery sustaining tourism and integrity of values in "a place to live".

The Land

The Upper Sevier Watershed area comprises many land and vegetation types in a variety of conditions. Forest and rangeland vegetation conditions vary significantly as to species composition, age class structure, and function. Most of the vegetative communities are characterized as functioning at risk. Two of these communities—tall forb and some riparian/wetlands—are described as nonfunctioning but restorable. From a physical and biological standpoint, many stream systems in the watershed are considered degraded and not functioning. High fuel loadings occur throughout the watershed, and could increase the risk for larger and more intense fires. All of these conditions result from natural events such as insect and disease outbreaks, drought in the early part of the century, and the highly erodible nature of the local geology. Also influencing the land are the many years of human activity, including livestock grazing, timber harvesting, farming, recreation, and fire suppression. Benefits to the land include:

Land Based Resources	Potential Benefits
Riparian ecosystems	<p>Improved composition, density, and vigor of hydric and non-hydric vegetation.</p> <p>Increased water storage and enlargement of riparian areas.</p> <p>Reduction of sediment and other pollutants to streams.</p> <p>Sediment trapping and building of meadows.</p> <p>Maintenance of streambanks and channels during high flows.</p> <p>Improved structural diversity of streamside shrubs and trees.</p> <p>Improved stream shading and decreased water temperatures.</p> <p>Increased large woody debris component.</p>
Water	<p>Improved water quality and quantity.</p> <p>Water delivery during summer flow period.</p>
Stream channel integrity	<p>Improved water quality.</p> <p>Stream channels functioning properly.</p> <p>Decrease impacts to downstream water users.</p> <p>Improved scenic and recreational experience.</p>
Species at risk	<p>Terrestrial and aquatic habitats will improve, resulting in increased numbers and/or distribution of fish and wildlife species.</p> <p>Reduced potential to list species under the Threatened & Endangered Species Act, and contributions toward delisting.</p>
Roads and trails	<p>Improved recreational experience.</p> <p>Improved water quality.</p> <p>Fish and wildlife habitats will improve.</p>
Upland vegetation	<p>More fully functioning conditions.</p> <p>Re-establishment of native plant communities (tall forbs).</p> <p>Traditional uses can continue.</p>

All of the proposed projects will help restore the watershed to a healthier condition. Restoration is a process of taking short-term actions to gain long-term results. If we do nothing, resources within the watershed will continue to decline. Some may cross conservation thresholds beyond which recovery to pre-disturbed conditions will not be possible. This is unacceptable to our customers: the people *and* the land.

IV. The Competition for Funds and Resources

Competition can be defined as more than one interest striving for the same object, prize, position, etc. Within the Upper Sevier Watershed, competition can be for limited funds, time, and resources. This can come from external and internal sources. By knowing who or what our competition is, we can put ourselves in a better position to compete for funds and resources needed to accomplish the goals set forth in our mission statement – improving ecological conditions and sustaining watershed health. The following table shows resources we compete for, our competitors, their competitive advantages, and actions we will take to become more competitive.

Resource	Competitor	Competitive advantages	Actions we will take
Funds	Other Forests	Near population centers Access to same funds Project visibility - TES, large water systems, regional focus	Develop a business plan. Implement marketing plan Collaborate with our partners
	Other agencies	Near population centers Access to same funds Project visibility - TES, large water systems, regional focus	Develop a business plan. Implement marketing plan. Collaborate with our partners
	Ourselves	Established Coordinated Resource Management Planning Team Designated priority watershed Demonstrated ability to implement large-scale projects Proximity to National Parks Project visibility to visitors Flexibility to allocate funds Can use normal appropriations to match other funds	Develop and implement sound projects Information & Education plan Secure additional partnerships Follow through with our plans Demonstrate accountability and fiscal integrity Showcase our successes Implement marketing plan
Research	Other approved large watershed restoration projects	Approved projects have funding	Identify projects that are attractive to research Use portion of funds to support research
	Rocky Mtn Research Station, Universities	Involved with projects in other areas	Identify projects that are attractive to research Provide funding, support personnel for monitoring, data collection Promote relationships with universities
	Other Forests, Other agencies	Visibility Access to funds Proximity to RMRS Projects on line	Identify projects that are attractive to research Provide funding, support personnel for monitoring, data collection Contract with Riparian Service Team. Utilize Consultants

Upper Sevier River Community Watershed Project

Resource	Competitor	Competitive advantages	Actions we will take
Workforce	Other approved large watershed restoration projects	Approved projects have funding Desirable locations Project visibility	Identify needs and recruit as soon as possible
	Ourselves	Already funded Limited existing workforce numbers	Use detailers, contractors, temporary employees, overtime, consultants, volunteers, partners, temporary promotions, prioritize work
	Contractors	Availability sometimes limited Contractors in demand elsewhere drains local supply Desire year-round work	Small business opportunities Provide local contractors with opportunities Use "standing contracts" Opportunities for short duration work
Multiple Resource Uses	Users	Variety of opportunities Competition for natural resources Capability of the land to produce Dependence on watershed resources by a variety of resources Influence on decision makers	Information and education programs Collaboration with user groups Good watershed assessment - supporting data Provide showcase demonstration areas Provide some level of quality use

Perhaps our greatest source of competition will be our ability to sustain interest and support over the long-term. Many projects similar in nature to this effort have failed because the vision was not carried beyond a 2-3 year period. In order to maintain the high level of support needed to carry this project well into the future, we will look towards innovative ways in which we can keep the spirit and vision alive. We will use the Internet to link our watershed with others. We will involve school children and universities to help implement and monitor projects. We will continue to make this a grassroots effort rather than one driven by government initiatives.

The key to our success will be involving future stakeholders - our children and grandchildren - in the management of our watershed. From this we will develop a sense of pride and ownership in the watershed; a "we're in this together" attitude.

V. Partnerships

The Upper Sevier watershed area is extremely diverse with regard to land ownership and resources. There are over twenty local, state, and federal agencies currently involved with management of this watershed. In addition, there are numerous private landowners interested in managing their lands to improve ecological conditions. Such mixed ownership will offer challenges for collaboration but also offer tremendous opportunities to develop partnerships. Only by working together will we be able to achieve our mission of a fully functioning watershed.

Interests of Partners and Supporters

Our partners and supporters have a wide variety of interests in the Upper Sevier Watershed. We all realize that our interests are best served when the watershed is functioning properly; when resource outputs are sustainable and in harmony with the capability of the watershed. We also realize that sometimes we have interests that are conflicting with other partners interests. In these instances we will seek collaborative resolution using input from citizens, organizations, and agencies, keeping in mind that watershed health is paramount to other considerations.

Potential Gains for Partners and Supporters

Resource management agencies like those listed in the next table are interested in conservation and improvement of natural resources. Through collaboration, these agencies can gain opportunities to achieve their resource management goals and objectives. Regulatory agencies will see the sound application of restoration principles that will result in improved water quality. Research organizations will have tremendous opportunities to gain more in-depth knowledge on restoration practices and their effectiveness. Local governments, along with special interest groups and associations will have an opportunity to play a more active role in land management planning and restoration. Private citizens and landowners will see a more stable economy that is tied to the desired rural lifestyles. Local businesses will continue to experience the benefits of increasing tourism within the watershed. Local schools and universities will have students actively participating in project implementation and monitoring. By creating a website that is interactive and real-time, students will be able to follow their work throughout their school years. By having their work and pictures posted on a website, students will encourage their parents, grandparents, and friends to take a look at the work *they* are doing for *their* watershed.

Contribution of Partners and Supporters

Capturing and utilizing the enthusiasm, ideas, and volunteers generated through our partnerships is critical to the success of our watershed project. Partners will most likely contribute funds and play critical roles in decision-making and priority development. Supporters will provide financial and political support, and some may contribute to project implementation. Partners and supporters will also contribute human resources - people willing to work together, across boundaries for the good of the watershed and for the good of future generations.

Partner Interests and Contributions

Organization Type	Partners	Interests	Contributions
Public	Citizens Schools	Healthy watersheds Commodities Recreational opportunities Aesthetics Natural resource education Involvement Economic viability Maintaining rural lifestyles	Enthusiasm Leadership Volunteers Participation - people and equipment Projects Monitoring Technical skills Funding Local knowledge Sense of ownership and pride
Local Governments	Garfield County Kane County Iron County Panguitch City Hatch Town	Economic viability Resource conservation Tourism Citizen interests Educational opportunities for schools	Enthusiasm Marketing Access to funds Leadership Equipment
Resource Management Agencies	Bureau of Land Management, National Park Service, Forest Service, Natural Resource Conservation Service, Local Soil Conservation Districts, State Lands, Utah Division of Wildlife Resources	Land stewardship Commodities Public education	Funds Resource opportunities Technical skills Project management Educational opportunities Organizational skills
Research, Universities, Professional Organizations	Utah State University Southern Utah University Rocky Mtn Research Station Fire Sciences Lab Society of American Foresters, Society for Range Management, The Wildlife Society, American Fisheries Society	Research opportunities Technology transfer Funding Visibility	Ideas Funds Volunteers Technical expertise Monitoring Project evaluation
Groups and Associations	National Fish and Wildlife Foundation, Trout Unlimited, Dedicated Hunters, Southern Utah Wilderness Alliance, Turkey Federation, Utah Trail Machine Association, Rocky Mtn Elk Foundation, Nature Conservancy	Healthy resources Opportunities Education Visibility	Enthusiasm Funds Volunteers Marketing skills Technical expertise

VI. Marketing and Sales

Marketing Positioning

Many of the people who use and enjoy the Upper Sevier Watershed are from families that have lived here for five or six generations—or much longer. The Upper Sevier Watershed Project is returning this country to the conditions their ancestors enjoyed: clean water, streams filled with fish and shadowed by willows, grasses and wildflowers in the valleys, broad mantles of aspen cloaking the higher country—and wildlife in abundance.

The Upper Sevier Watershed Project is seen by the public as a can-do, flexible network of partners who pull together to get good things done on the land. Funding, skills, and people-power are focused on the highest priority work, regardless of land ownership and bureaucratic allegiance. This is not a “government project”: leadership comes from local communities, scientific advice and monitoring comes from academia, and funding comes from nonprofit and private partners in many cases. Individual restoration projects are used as outdoor classrooms for schoolchildren learning about conservation.

We will achieve this marketing position by focusing on two objectives: rapidly demonstrating results on the ground, and nurturing relationships with partners, especially local communities.

Marketing Communications Plan

Benefit: Riparian Enhancement

Improved water quality (less sediment, fewer dissolved solids, lower temperature, more dissolved oxygen); more water during summer flow period).	
<i>Our message: Clean water for homes and ranches. More water in the streams in summer.</i>	
Who Benefits	Communication Tools
Landowners, local residents, agricultural and residential water users, anglers and hunters	Upper Sevier Project newsletter, video, articles for outdoor sports publications, articles for agricultural industry newsletters, news release for local media, articles for environmental publications, research papers, website, powerPoint presentations to local groups and legislators

Benefit: Water Quality and Quantity

<p>Improved water quality (less sediment, fewer dissolved solids, lower temperature, more dissolved oxygen); more water during summer flow period).</p> <p><i>Our message: Clean water for homes and ranches. More water in the streams in summer.</i></p>	
Who Benefits	Communication Tools
<p>Landowners, local residents, agricultural and residential water users, anglers and hunters</p>	<p>Upper Sevier Project newsletter, video, articles for outdoor sports publications, articles for agricultural industry newsletters, news release for local media, articles for environmental publications, research papers, website, PowerPoint presentations to local groups and legislators</p>

Benefit: Stream Channel Stability

<p>Improved water quality; decreased sediment; channel downcutting at acceptable rates; etc.</p> <p><i>Our message: Clean water. Streambanks aren't crumbling into the stream. Better fishing in meandering streams that run narrower and deeper.</i></p>	
Who Benefits	Communication Tools
<p>Landowners, local residents, agricultural and residential water users, anglers and hunters, environmentalists</p>	<p>Field tours, Upper Sevier Project newsletter, brochure, video, articles for outdoor sports publications, articles for agricultural industry newsletters, news release for local media, articles for environmental publications, research papers, website, slide shows, interpretive signs, conservation education programs for schoolchildren, PowerPoint presentations to local groups and legislators</p>

Benefit: Habitats for Fish and Wildlife

<p>Improved habitats, leading to increased numbers and/or distribution of wildlife; reduced potential for listing under the Threatened and Endangered Species Act; progress toward removal from listing.</p> <p><i>Our message: More big game, more birds, more creatures of all kinds - for hunting, fishing, wildlife viewing, and photography. Greater chance of seeing animals and fish that are becoming rare.</i></p>	
Who Benefits	Communication Tools
Hunters, anglers, wildlife watchers and photographers, environmentalists, general recreationists, people locally and away who care about wildlife, travel/tourism businesses	Field tours, Upper Sevier Project newsletter, brochure, video, articles for outdoor sports publications, news release for local media, articles for environmental publications, research papers, website, slide shows, interpretive signs, conservation education programs for schoolchildren; broadcast media involved in outdoor recreation, PowerPoint presentations to local groups and legislators

Benefit: Access

<p>Improved location and condition of roads and trails; appropriate numbers of roads and trails for uses and resource values.</p> <p><i>Our message: Opportunities for travel of all kinds (foot, horse, bike, OHV's, vehicles) on roads and trails that are better maintained. Less erosion and disturbance of wildlife.</i></p>	
Who Benefits	Communication Tools
Private landowners, motorized and nonmotorized recreation users, environmentalists, local communities, mountain subdivisions, environmentalists, travel/tourism businesses	Field tours, Upper Sevier Project newsletter, brochure, video, articles for outdoor sports publications, news release for local media, articles for environmental publications, website, slide shows for OHV clubs, interpretive signs, conservation education programs for schoolchildren; broadcast media involved in outdoor recreation, presentations at homeowners meetings, PowerPoint presentations to local groups and legislators

Benefit: Upland Vegetation (trees, shrubs, grasses, and forbs)

<p>Better balance of ages, structure, etc.; greater resilience to natural events (e.g., insect and disease infestations); reestablished native plant communities (e.g., tall forbs).</p> <p><i>Our message: More aspen color in the fall. A lovelier patchwork of color and texture on the landscape in all seasons. More wildflowers. More forage for wildlife and livestock. Less chance of dead forests (like the spruce forests on Cedar Mountain).</i></p>	
Who Benefits	Communication Tools
<p>Landowners, grazing permittees, timber industry, woodcutters, value-added and small-diameter forest products enterprises, photographers, general recreationists (scenery), local communities, mountain subdivisions, environmentalists</p>	<p>Field tours, Upper Sevier Project newsletter, brochure, video, news release for local media, articles for environmental publications, articles for commodity industry publications, website, interpretive signs, conservation education programs for schoolchildren, research publications, Powerpoint presentations to local groups and legislators</p>

Benefit: Reduced Fire Hazard

<p>Reduced risk of uncharacteristically large and intense wildfires (reduced risk to resources, homes, structures).</p> <p><i>Our message: Homes and personal property protected from wildfire.</i></p>	
Who Benefits	Communication Tools
<p>Landowners, mountain subdivision homeowners, local communities, grazing permittees, timber industry, woodcutters, value-added and small-diameter forest products enterprises, recreationists, travel/tourism businesses</p>	<p>Field tours, Upper Sevier Project newsletter, brochure, video, news release for local media, articles for rural/urban interface fire safety publications, website, interpretive signs, conservation education programs for schoolchildren, research publications, presentations at homeowners meetings, Powerpoint presentations to local groups and legislators</p>

Benefit: Stronger Local Economy

<p>Economic diversification into such enterprises as value-added and small-diameter forest products; stronger ranching economy; stronger travel and tourism economy.</p> <p><i>Our message: Our kids can make a living here.</i></p>	
Who Benefits	Communication Tools
<p>Local residents. Visitors to the area (more services and recreation opportunities.)</p>	<p>Upper Sevier Project newsletter, brochure, video, news release for local media, website, presentations at Chamber of Commerce meetings, Powerpoint presentations to local groups and legislators, presentation at annual Governor’s Rural Summit</p>

Benefit: Rural Lifestyle

<p>Ranching and other uses of the land are sustained as rural lifestyles. Families can remain in the area. Open space is preserved. Communities maintain their small-town character and individuality.</p> <p><i>Our message: We can stay here and sustain our way of life.</i></p>	
Who Benefits	Communication Tools
<p>Local residents, communities</p>	<p>Upper Sevier Project newsletter, brochure, video, news release for local media, website, presentations at Chamber of Commerce meetings, Powerpoint presentations to local groups and legislators, presentation at annual Governor’s Rural Summit</p>

Use of Graphics

The partnerships/marketing coordinator will have access to the still photography and video libraries of the Forest Service and BLM. Other partners will provide photos and other illustrative material. Image scanning and website maintenance will be provided by the Forest Service. Utah State University Extension will provide video support.

Political Communications

The support of the Iron, Kane and Garfield County Commissioners is essential, and has been obtained. The project is also supported by state legislators and the Congressional delegation. Their approval is based on the involvement of landowners and local communities; if the project were simply a federal initiative, their support might be problematic. Their approval is also based on expectation of substantive benefits to local communities, both economic and social.

Legislators will receive the Project's newsletter and news releases, to keep them apprised of progress. They will also be invited to participate in field tours.

Interactive Communications

For the Upper Sevier Watershed a website would be developed to provide more detailed information on project features and to allow more public interaction. The following are typical features which would be found at this site:

Multimedia Experience. At this level dynamic, interactive media would be developed for each watershed project. There would be more 360-degree panoramas, video glide camera sequences, audio/visual stories, and Geographic Information System graphics used to showcase restoration activities. Here users could take virtual field trips, examine topics such as ecological function in more detail, learn about watershed dynamics, share collaborative monitoring results, listen to oral histories, discuss management issues, or review planning documents.

Feedback Loops. A key feature of the website will be the ability to interact more directly with our customers and partners. Typically, we solicit feedback from the public through letters and postcards. Many of today's customers, however, want the option to log on, review a project, ask questions, make comments, and receive a response. To meet this need we will have watershed bulletin boards at the website. If a person has a question or comment about a project, they would simply "post it" on the board for retrieval and response by the project manager or appropriate specialist.

Community Involvement. The website would be used by communities to share their work within the watershed. Allowing communities to more fully participate in the management of a watershed will increase awareness, ownership, and pride in the work being done within their watershed.

Educational Opportunities. The site would serve as educational tools for elementary, intermediate, high school, and college students, including students of color, and those in urban communities. Students would be able to find out more about a particular subject as well as following projects they might have worked on while in school. Having a project "on-the-web" would also encourage students to share their project with other family members and friends.

Students could also gain a better understanding of what a fisheries biologist, hydrologist, or other resource specialist does at these websites. By making natural resources more interesting and enjoyable, some students might be inspired to pursue a career in natural resource management.

If teachers and students wanted to learn more about a particular topic, links to other sites such as EPA's "Surf Your Watershed" and USGS's "Learning Web" would be provided. Links to lesson plans could also be made here.

Volunteer/Partnership Opportunities. To assist in increasing the role that private, non-governmental organizations, and watershed associations can play in watershed restoration, a listing of potential projects in which volunteers or partners could participate in would be provided. Here, one could look for projects of interest, find out what was needed (labor, funds, materials, etc), and who to contact for more information. Partners and volunteers would also have the opportunity to view the projects they have worked on and share this information with their local/national organizations and other constituents.

Collaborative Monitoring. Involving our partners in monitoring is critical to building credibility and relationships. Our website would have a place in which project monitoring results could be posted for review and comment. Monitoring results could be displayed in a variety of formats including text, graphics, and photographs.

Technology Transfer. A valuable feature included in the website will be the ability to receive peer review of projects and to transfer knowledge from one project to another. Through this effort we will have real time information in the form of data, photographs, etc available for review and comment. Project managers with technical questions regarding a certain technique or methodology, could upload information to the website (data, photographs, etc) and get real-time review and feedback from other professionals. Transference of information between collaborative groups, schools, conservation organizations and watershed councils would also be possible at this website.

Many of our customers and partners have higher expectations and needs than in the past. The future generation of customers and partners still in school has even higher expectations and work in an electronic environment that many of us are unaware of. If we are to be successful in restoring our watershed, we must be able to effectively communicate our vision and share our collective knowledge.

We believe that this effort to produce and maintain a high quality, real-time, interactive website for the Upper Sevier Watershed will increase public understanding of the linkages between water and land, and foster understanding and public commitment as we work together.

VII. Operational Plan

The timeline for the project will encompass years 2000-2005, and is shown in Table 1 and 2. Each project described in the timeline will fall into one of the restoration components described in Chapter Two. Table 1 consists of two action components: planning and implementation within the two focus areas. The type and level of planning will depend on several factors including land jurisdiction and applicable laws and policy. On Federal Lands, planning would include all necessary assessments, NEPA, and public involvement. Planning on private lands would include coordination with affected parties and agencies, as well as proposal preparation.

The implementation component would include all aspects of project implementation, including contract preparation and administration.

Table 1. Project timeline for activities occurring in Focus Areas within the Upper Sevier Watershed. Fiscal Years 2000 – 2005.

Actions	FY00	FY01	FY02	FY03	FY03	FY05
Forest Service-East Fork Sevier Focus Area						
East Fork Watershed Assessment (Planning)	-----					
Access Management (Planning)	-----	-----				
Access Management (Implementation)			-----	-----	-----	-----
Vegetation Management (Planning)		-----				
Vegetation Management (Implementation)			-----	-----	-----	-----
Road Maintenance and Improvement (Implementation)	-----	-----				
Riparian Restoration (Planning)	-----	-----				
Riparian Restoration (Implementation)			-----	-----	-----	-----
Access Control (Implementation)	-----	-----				
Pinyon-Juniper Prescribed Fire (Planning)	-----					
Pinyon-Juniper Prescribed Fire (Implementation)		-----	-----	-----		
Forest Service-Pass Creek/Panguitch Creek Focus Area						
Pass Creek Channel Reconstruction (Implementation)	-----	-----	-----	-----		
Pass Creek Road Relocation and Improvement (Planning)	-----					
Pass Creek Road Relocation (Implementation)		-----				
Vegetation Management (Planning)		-----				
Vegetation Management (Implementation)			-----	-----	-----	-----
Riparian Restoration (Planning)	-----	-----	-----	-----		
Riparian Restoration (Implementation)	-----	-----	-----	-----	-----	-----
Access Management (Planning)		-----	-----			
Access Management (Implementation)				-----	-----	-----
Allotment Management (Planning)		-----	-----			

Actions	FY00	FY01	FY02	FY03	FY03	FY05
Bureau of Land Management-						
Private Lands						
Monitoring and Research						

In addition to the project work outlined in Table 1, the land management agencies and some private land owners are implementing or planning to implement projects within and outside of the Focus Areas. These projects are currently funded with normal appropriations, and are complementary to the Mission of the Upper Sevier Restoration Project.

Table 2. Project timeline for activities occurring within the Upper Sevier Watershed (outside Focus Areas). Fiscal Years 2000 – 2005.

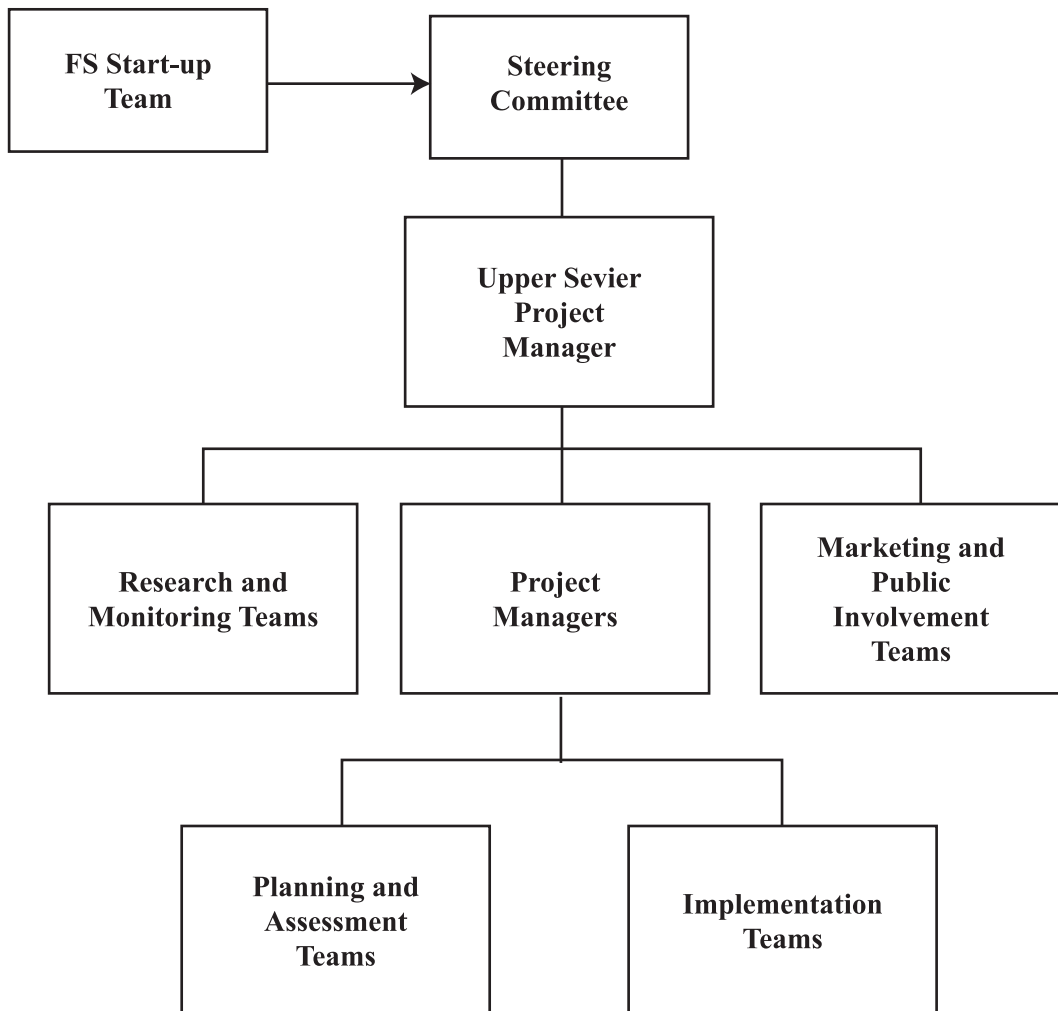
Actions	FY00	FY01	FY02	FY03	FY03	FY05
Forest Service						
Duck Creek-Swains Access Management Project (Planning)	-----					
Duck Creek-Swains Access Management Project (Imp.)	-----	-----	-----	-----		
Lars Fork Riparian Restoration Project (Planning)	-----					
Lars Fork Riparian Restoration Project (Imp.)	-----					
Swains Creek Riparian Restoration Project (Planning)	-----					
Swains Creek Riparian Restoration Project (Imp.)	-----	-----				
Butler/Caddy Creek Riparian Restoration (Planning)	-----					
Butler/Caddy Creek Riparian Restoration (Imp.)	-----					
Mammoth Creek/Panguitch Lake Access Management Project (Planning)		-----	-----			
Mammoth Creek/Panguitch Lake Access Management Project (Implementation)			-----	-----	-----	-----
Spruce Ecosystem Recovery Project-Aspen Regeneration Component (Imp.)	-----	-----	-----			
South Spruce Ecosystem Recovery Project-Aspen Regeneration Component (Planning)		-----	-----			
South Spruce Ecosystem Recovery Project-Aspen Regeneration Component (Implementation)			-----	-----	-----	-----
Reeds/Blue Spring Rx Fire Project (Planning)	-----					
Reeds/Blue Spring Rx Fire Project (Imp.)	-----	-----				
Pole Creek/Shoemake Hollow Rx Fire Project (Planning)	-----					
Pole Creek/Shoemake Hollow Rx Fire Project ((Imp.)		-----	-----			
Deer Creek Aspen Regeneration Project (Implementation)	-----	-----				

Upper Sevier River Community Watershed Project

Actions	FY00	FY01	FY02	FY03	FY03	FY05
Forest Service						
Mixed Conifer Ecosystem Recovery Project (Planning)		-----	-----			
Mixed Conifer Ecosystem Recovery Project (Implementation)			-----	-----	-----	-----
Ponderosa Pine Ecosystem Recovery Project (Planning)			-----	-----		
Ponderosa Pine Ecosystem Recovery Project (Implementation)				-----	-----	-----
Tall Forb Restoration Research (Implementation)	-----	-----	-----			
Bureau of Land Management						
Private Lands						
Mammoth Creek Riparian Restoration Project (Implementation)	-----	-----				
Panguitch Creek Riparian Restoration Project (Implementation)	-----	-----				

VIII. Governance

Our vision is to have a governance system that incorporates all interested parties in a collaborative setting. Due to the multiple land ownerships, jurisdictions, and authorities, the governance system can be complex. To reduce internal and external confusion and to effectively and efficiently implement restoration activities, roles, responsibilities and authorities must be clear. The flow chart below provides a generalized description of the governing system with a description of each component following.



Upper Sevier River Community Watershed Project

Steering Committee: The steering committee is responsible for overall project direction and strategy. The committee determines which projects will be implemented, where the work will be done, and when it will be done. This committee is also responsible for developing partnerships at the national level. Key stakeholders in the Upper Sevier watershed are represented on the steering committee and include:

- National Forst Service
- Bureau of Land Management
- National Park Service
- Natural Resource Conservation Service
- Utah Division of Environmental Quality
- Utah Division of Water Quality
- Utah Association of Conservation Districts
- Upper Sevier Soil Conservation District
- Color Country RC&D
- Environmnetal Protection Agency
- Utah Division of Wildlife Resources
- Farm Service Agency
- Utah State University Extension Services
- School and Institutional Trust Lands Administration
- Piute Tribe
- Garfield, Kane, and Iron Counties

Forest Service Start-up Team: The Dixie National Forest recognizes that an internal team needs to be established to help set immediate Forest priorities related to programs of work, personnel, and budgets. We envision this as a “start-up” team responsible for ensuring a smooth transition between the Forest’s regular programs of work to one that is more focused within the Upper Sevier watershed. This team is comprised of key Forest personnel with the ability to make Forest level decisions. Team members include:

- Forest Supervisor
- District Rangers
- Ecosystem Staff Officer
- Public Affairs Officer
- Upper Sevier Project Manager
- Rocky Mountain Research Station

Decision Making Process

The Steering Committee will make group decisions about priorities, budget, and work assignments. The committee will meet quarterly to coordinate programs of work, review progress, opportunities for shared services, partnerships, and to reprioritize projects as needed. One of these meetings will be for establishing future programs of work.

Individual project decisions are delegated to the appropriate authority level. For example, individual decisions on BLM administered lands will be made by the Field Manager; projects on Forest Service administered lands will be made by the District Ranger.

IX. The Initiative Implementation Team

The project implementation team consists of several groups working together to achieve the desired outcomes described by our mission statement. These are Project Managers, Planning and Assessment Teams, Implementation Team, Research and Monitoring Teams, and Marketing and Public Involvement Teams.

Managers and Teams

Upper Sevier Project Managers: In order to most effectively implement a program of work there must be regular inter-team communication. Key to this effort will be the Upper Sevier Project Managers who are responsible for the overall management of the project including coordination of staffing, funding, implementation, marketing, and partnerships. This position will serve as the liaison between the Steering Committee, Agency Project Managers, and the Implementation Teams. The Project Managers will have the authority to call meetings when needed for coordination purposes, reporting accomplishments, etc. These positions will also have the delegated authority to make decisions regarding the day-to-day operation of the project. Decisions not delegated to the Project Managers will be made by the appropriate agency representative or taken to the Steering Committee for resolution.

Steering Committee meetings will be held on a quarterly basis to review the progression of work in the watershed. The intent of these meetings will be to improve the efficiency and effectiveness of projects across jurisdictional boundaries. This will be accomplished by coordinating and focusing restoration efforts in areas identified as high priority by the Steering Committee. Key implementation team members and interested partners may also attend these meetings.

Agency Project Managers: These are personnel assigned to provide leadership for the project within each organization or party involved. For example, the Forest Service would have a Project Manager designated to coordinate all project work on Forest Lands within the project area. The BLM would have a person assigned to a similar role on public lands. The NRCS and Soil Conservation Districts may also assign a Project Manager to coordinate project work on private lands. The role of the Project Manager is to coordinate project work for his/her affiliated organization, and provide a link between the organization and Steering Committee.

Planning and Assessment Teams: These are agency teams that complete the necessary assessments (i.e. watershed assessments, properly functioning condition analyses, etc.) and NFMA/NEPA analysis for project work. These teams would include specialists such as Fisheries and Wildlife Biologists, Foresters, Hydrologists, Archaeologists, Rangeland Management Specialists, Recreation Specialists, Landscape Architects, Engineers, and NEPA Coordinators. Agencies involved with private lands would involve resource specialists and private landowners.

Implementation Teams: These are teams responsible for project development and on-the-ground implementation. Members of these teams will change with the type of work to be accomplished. The skills needed to implement projects are varied and are available to support any project within the Upper Sevier watershed. These teams may include agency field crews, contractors, field specialists (hydrologists, wildlife biologists, foresters, etc.), volunteers, private landowners, and interest groups.

Research and Monitoring Team: These are personnel from agency research organizations such as the Rocky Mountain Research Station, San Dimas Technology and Development Center, Universities, and agency personnel. The role of the Research and Monitoring Teams is to document and study the effects of restoration efforts on outcomes such as water quality, vegetation health, wildlife habitat, etc. The Research and Monitoring Teams play a critical role in project accountability.

Marketing and Public Involvement Teams: These include agency personnel assigned to inform and educate the public about the project and its associated benefits to local and regional communities.

X. Measurement and Accountability

In order to maintain credibility with our partners and to be competitive for future funds, we will ensure that all activities are measured, that funds are accounted for, and that we will use our funds to improve ecosystem health in the most efficient and effective manner possible. The following table shows each restoration component we will focus on, the ways in which we will measure our accomplishments, and the outcomes we expect to see from our efforts.

Restoration Component	Measures of Restoration	Restoration Outcomes
Riparian and stream channel restoration	Miles of stream protected; miles of streambank stabilized; acres of riparian protected; acres of riparian meeting management objectives	Improved habitat for fish and wildlife (increased numbers, better fishing and hunting); better water quality (less sediment in irrigation ditches, less water treatment costs); improved aesthetics; better recreational experiences; more educational opportunities
Water quality and aquatic habitat improvement	Water quality parameters; miles of instream habitat improvement; acres of riparian vegetation restored/enhanced	Improved habitat for aquatic biota (increased numbers, better fishing and observation opportunities); improved water quality parameters (removal of waters from state 303d list, less water treatment costs, cleaner water for consumers and recreationists)
Habitats for species at risk	Acres/miles of terrestrial and aquatic habitat improved	Reduced potential for listing species as threatened or endangered; fewer restrictions on resource uses; more opportunities to observe species at risk; increased educational opportunities
Roads and trails	Miles of road and trail relocated, closed, obliterated, or improved	Improved recreational experiences; fewer user conflicts; better habitats for aquatic and terrestrial species (more numbers of fish and wildlife, more hunting and fishing opportunities); improved water quality (less treatment costs, fewer irrigation ditches to clean)
Vegetation health	Acres of vegetation treated and improved	More aesthetically pleasing watershed (increase in tourism, benefits to local communities and economies); better distribution of vegetation species and composition (improved habitat for fish and wildlife, improved water quality); less risk for catastrophic fires (increased firefighter safety, reduced fire risk to private property); improved forage conditions for livestock (better weight gain)
Fuel load conditions	Acres of fuel reduction - wildlands and urban innerface	Increased firefighter safety; reduced risk of fire loss to private lands and personal property; reduced occurrence of large, catastrophic fires (less loss of organic soil, less erosion, less cost, more control of smoke management and effects to national parks)

Accountability and Measures for Ecosystems

The Monitoring Coordinator(s) will be responsible for gathering all data related to project implementation and effectiveness. Some of the parameters that will be used to measure accomplishments and effectiveness are shown in the table above. Agencies and partners will utilize support from research to design and assist with project monitoring.

Accountability and Measures for Customer Satisfaction

The Public Affairs Specialist assigned to the project will be accountable for assembling all customer satisfaction information and submitting it to the Project Coordinator on an annual basis. Some of the customers for which satisfaction will be measured includes partners, commodity users, receptionists, interest groups, private land owners, water users, and other interested parties. Information about customer satisfaction will be gathered through surveys, field reviews, and other available feedback mechanisms.

Accountability for ecosystem restoration activities and customer satisfaction will be summarized annually in a project monitoring report. The Steering Committee will be responsible for preparing the report, and it will contain all of the accountability components described in this chapter. The Upper Sevier Project Manager will be responsible for assembling the data supplied by the Monitoring Coordinator(s) and Partnership Coordinator(s) to incorporate into the annual reports. All project activities will be monitored

XI. Risks and Assumptions

Inherent with any project is the risk of incorrectly assessing existing and future situations. Some situations are less likely to occur than others. However, successful projects anticipate risks and take actions to mitigate adverse effects. The table below identifies assumptions we might make about the project, the risks associated with these assumptions, and the actions we will take to reduce the risks and increase the likelihood of success.

Assumptions	Risks	Actions to Take
Effective success will require partnerships.	Lack of partners, or lack of public support which discourages potential partners.	Marketing Information and education Recruitment of partners.
Interests of all are considered.	We overlook some interests.	Citizen participation analysis and planning. Information and Education. Marketing.
Watershed restoration will have minimal conflicts and low controversy with publics, users.	Major conflicts and/or high controversy which leads to appeals and litigations.	Public involvement, scoping. Good planning and project proposals. Early conflict management.
We will demonstrate immediate, measurable success.	Results won't be immediate, or measurable, or meet expectations.	Appropriate assessments to determine the most effective project priorities. Common goals and clear measurable targets. Good project design. Be realistic and recognize when success will take more time.
Continued continuity of participants (partners, cooperators and implementation teams).	Change which disrupts the continuity and progress or vision.	Anticipate and prepare for change. Allow time in schedules to respond to change.
This project will remain top priority.	Other projects also become high priority.	Proper work force and project planning. Upward reporting to emphasize funding and importance. Anticipate other priorities and manage workforce accordingly.
Adequate funding will be received to assure success.	Not enough money to achieve success (underestimated cost, not enough money appropriated or budgeted).	Effective cost analysis. Upward reporting. Frequent checks on our cost analysis, auditing.
Project implementation will be compatible with all users.	Conflict between users and uses, or perceived conflict.	Mitigate and minimize where possible. Recognize conflict and allow where necessary. Provide conflict resolution where feasible. Information and education.

Assumptions	Risks	Actions to Take
Watershed restoration policies will remain the same.	Policy emphasis with a radically different focus.	Maintain flexibility. Maintain holistic approach in watershed so that multiple resources are benefited.
Workload is within manageable limits.	Decreased productivity (illness, accident, burnout, etc.)	Monitor and manage workloads. Use all options (contract, detail hiring etc.)
All activities will be completed as scheduled.	Activities delayed, take longer than anticipated, unforeseen events affect schedules.	Proper planning. Realistic scheduling. Allow time to adapt to changes.
Appropriate weather conditions will facilitate project activities (i.e. burning, planting).	Weather that is incompatible with project activities.	Maintain flexibility. Have contingency plan. Concurrent schedules with differing weather compatible projects.

Consistent, open communication between partners will allow us to take appropriate action if our assumptions are incorrect. Regular progress reviews, scheduled steering committee meetings, public meetings, newsletters, will provide opportunities to make adjustments in projects and funding. Appropriate decision making authority has also been delegated to the Upper Sevier Project Managers in instances where timely decisions must be made without steering committee input.

XII. Financial Plan

Over the next five years, we are estimating that \$27,000,000 will be spent towards restoration of the Upper Sevier Watershed. Recognizing that federally managed lands comprise 85 percent of the watershed, it is no surprise that the bulk of funding would come from federal sources. Realizing that federal programs can shift in emphasis from year to year, we will strive to seek funding from sources outside federal agencies. We will do this by developing partnerships and having a strong marketing program.

Implementation projects planned for fiscal year 2000 will improve the health of the watershed by focusing on key areas. We will persist in our focused efforts until these areas within the watershed are sufficiently recovered. Once recovered, we will refocus our efforts to the next priority sub-watersheds identified in our Watershed Assessment for the Upper Sevier.

Some out-year project planning will also occur in fiscal year 2000. This is critical for having on-the-shelf projects ready for funding and volunteer opportunities. For fiscal efficiency, we will conduct analysis and complete legal requirements across jurisdictional boundaries to the extent possible.

Monitoring will be an on-going activity throughout the watershed. We will utilize our partners and collaborators as much as possible to complete this important task. We are currently developing a web-based reporting system to share these results with other agencies, groups, and watershed councils. We will use the watershed as an outdoor classroom for schools, universities, and local communities. The website we are developing will allow students and citizens to interact and feel more pride and ownership in their watershed. This website will be created and useable in fiscal year 2000.

The following tables summarize our potential funding needs for fiscal years 2000-2004. The tables will be revised annually as additional partners become involved, projects are further identified, and as funding needs change.

Partners	Fiscal Year 2000			Partners	Fiscal Year 2001		
	Total Need	Available	Need		Total Need	Available	Need
BLM	200	150	50	BLM	300	180	120
NRCS	75	50	25	NRCS	100	50	50
DEQ	50	35	15	DEQ	70	40	30
UDWR	200	150	50	UDWR	250	175	75
EPA	50	40	10	EPA	150	75	75
Private	100	50	50	Pvt Land	150	75	75
Other Partners	150	150	0	Other Partners	400	250	150
Grants	200	100	100	Grants	200	0	200
Total	1,025	725	300	Total	1,620	845	775
Forest Service by EBLI				Forest Service by EBLI			
NFSI	452	100	352	NFSI	500	150	350
NFSO	75	25	50	NFSO	150	50	100
NFTM	200	200	0	NFTM	150	100	50
PAMT	40	40	0	PAMT	40	30	10
PATC	20	20	0	PATC	65	50	15
PAMF	25	25	0	PAMF	75	50	25
NFRG	200	200	0	NFRG	250	150	100
NFRM	200	200	0	NFRM	200	150	50
WFHF	200	200	0	WFHF	250	200	50
NFIM	400	215	185	NFIM	400	130	270
NFWL	140	140	0	NFWL	240	100	140
NFTE	118	65	53	NFTE	100	60	40
PAMR	240	200	40	PAMR	500	200	300
NFRV	100	100	0	NFRV	100	60	40
NFFV	85	85	0	NFFV	200	100	100
NFIF	40	20	20	NFIF	75	35	40
SPFH	0	0	0	SPFH	50	0	50
TOTAL FS	2535	1835	700	TOTAL FS	3345	1615	1730

Upper Sevier River Community Watershed Project

Partners	Fiscal Year 2002			Partners	Fiscal Year 2003		
	Total Need	Available	Need		Total Need	Available	Need
BLM	325	200	125	BLM	450	180	270
NRCS	125	100	25	NRCS	125	50	75
DEQ	70	35	35	DEQ	85	40	45
UDWR	280	150	130	UDWR	320	150	170
EPA	150	40	110	EPA	200	150	50
Pvt Land	250	50	200	Pvt Land	300	100	200
Grants	250	?	250	Grants	400	?	400
Forest Service by EBLI				Forest Service by EBLI			
NFSI	300	170	130	NFSI	525	150	375
NFSO	75	50	25	NFSO	150	75	75
NFTM	150	100	50	NFTM	200	100	100
PAMT	50	35	15	PAMT	80	30	50
PATC	75	60	15	PATC	75	50	25
PAMF	100	50	50	PAMF	150	70	80
NFRG	190	150	40	NFRG	250	150	100
NFRM	200	100	100	NFRM	300	150	150
WFHF	280	100	180	WFHF	350	250	100
NFIM	450	130	320	NFIM	500	200	300
NFWL	280	120	160	NFWL	250	150	100
NFTE	100	60	40	NFTE	150	75	75
PAMR	560	100	460	PAMR	600	300	300
NFRV	225	100	125	NFRV	250	100	150
NFFV	225	110	115	NFFV	250	100	150
NFIF	165	50	115	NFIF	165	65	100
SPFH	150	50	100	SPFH	200	75	125
TOTAL FS	3575	1535	2040	TOTAL FS	4445	2090	2355

Partners	Fiscal Year 2004			Partners	Fiscal Year Summary 2000-2004		
	Total Need	Available	Need		Total Need	Available	Need
BLM	550	300	250	BLM	1825	1010	815
NRCS	150	75	75	NRCS	575	325	250
DEQ	80	35	45	DEQ	355	185	170
UDWR	320	150	170	UDWR	1370	775	595
EPA	300	150	150	EPA	850	455	395
Pvt Land	450	150	300	Pvt Land	1250	425	825
Grants	700	?	700	Grants	1750	?	1650
Forest Service by EBLI				Forest Service by EBLI			
NFSI	550	250	300	NFSI	2327	820	1507
NFSO	175	75	100	NFSO	625	275	350
NFTM	300	100	200	NFTM	1000	600	400
PAMT	100	55	45	PAMT	310	190	120
PATC	100	50	50	PATC	335	230	105
PAMF	175	75	100	PAMF	525	270	255
NFRG	475	150	125	NFRG	1365	800	565
NFRM	350	100	250	NFRM	1250	700	550
WFHF	380	200	180	WFHF	1460	950	510
NFIM	550	250	300	NFIM	2300	925	1375
NFWL	350	200	150	NFWL	1260	710	550
NFTE	200	100	100	NFTE	668	360	308
PAMR	600	200	400	PAMR	2500	1000	1500
NFRV	300	150	150	NFRV	975	510	465
NFFV	300	110	190	NFFV	1060	505	555
NFIF	180	75	105	NFIF	625	245	380
SPFH	300	150	225	SPFH	700	275	425
TOTAL FS	3575	1535	2040	TOTAL FS	19285	9365	9920

XIII. Our Challenges

Throughout this business plan, we have attempted to identify areas which could serve as obstacles to successful watershed restoration. In response, we have also developed contingencies to help us get past these obstacles and keep the project moving forward. Areas of concern are continued funding, adequate resources (personnel), perceptions that recovery will be swift, accessibility to research for project design, continuity of key players, appeals and litigation. None of these concerns are insurmountable if we stay focused on our vision and work collaboratively with our partners, neighbors, and interested publics.

The Upper Sevier watershed restoration project will be a success story. Our key stakeholders and partners have the experience and demonstrated ability to work together toward a common vision of watershed health. Limited funding has kept us from accomplishing our goals in the past, but has also brought us together in the present. Desire and commitment will allow us to reach our goals in the future.

“Never doubt that a small group of thoughtful, committed citizens can change the world. Indeed, it is the only thing that has.”

Margaret Mead

“The wild things of this earth are not ours to do with as we please. They have been given to us in trust, and we must account for them to the generations which will come after us and audit our accounts.”

William T. Hornaday