# **Chapter 1 Purpose of and Need for Action**

#### Introduction

The Bureau of Reclamation (Reclamation) prepared this draft resource management plan and environmental assessment (RMP/EA) for lands associated with the Coachella Canal (Coachella Canal Area). (See map 1.1, Coachella Canal Area Location Map.)

An RMP includes much of the same information and analyses that the National Environmental Policy Act (NEPA) requires in an environmental compliance document; therefore, this RMP/EA is intended to meet the environmental compliance requirements of NEPA, as well the planning information requirements of an RMP. Because the alternatives developed for the RMP portion of the document are general in nature, the NEPA portion of the document (or EA portion) is programmatic in nature. As such, Reclamation acknowledges the limitations of the environmental clearances provided by the EA portion of this document. Site-specific NEPA compliance will be required before any of the ground-disturbing management actions of the RMP can be implemented. Conducting site-specific NEPA compliance for future management actions will assist Reclamation in identifying potential impacts to resources within the study area that have not been identified in this RMP/EA due to its programmatic nature.

## **Authority**

Title 28 of Public Law (P.L.) 102-575, section 2805 (106 Statute [Stat.] 4690, Reclamation Recreation Management Act of October 30, 1992), provides Reclamation with authority to prepare resource management plans.

### **Proposed Federal Action**

Preparation and implementation of a resource management plan are Federal actions. The RMP is intended to protect and direct the management of resources along the Coachella Canal to maximize overall public and resource benefits for the next 10 years. NEPA requires Federal agencies to consider the potential impacts of a Federal action on the environment before implementing the proposed action.

### **Purpose of and Need for Federal Action**

The *purpose* of the RMP is to establish a 10-year plan detailing the management framework for the conservation, protection, enhancement, development, and use of the natural and cultural resources along the Coachella Canal while protecting the authorized Reclamation project purposes as detailed in the Boulder Canyon Project (Project) Act of December 21, 1928 (45 Stat. 1057).

The RMP is *needed* to do the following:

- Provide decisionmakers with consistent direction and guidance to successfully manage the natural and cultural resources and to protect Project facilities along the Coachella Canal.
- Ensure that management of the natural and cultural resources is compatible with authorized Reclamation and Coachella Valley Water District (CVWD) project purposes.
- Provide a framework to resolve land use issues and concerns related to the
  existing and future use of lands associated with the Coachella Canal as a
  result of the population growth in the Coachella Valley and surrounding
  area.
- Address the increasing demand for public use of the resources along the Coachella Canal while protecting and enhancing the natural and cultural resources.
- Update the February 1993 Coachella Canal Area RMP and make appropriate changes that may be necessary due to changes in the social, physical, environmental, and economic conditions of the area.

# **Study Objectives**

Overall objectives of the RMP include the following:

- Explore ways to enhance and protect the natural and cultural resources.
- Identify and determine uses of Reclamation lands that are compatible and consistent with Reclamation's primary project purposes and CVWD's operation, maintenance, and replacement responsibilities associated with the Coachella Canal.
- Identify long-term programs that address public health and safety, fish and wildlife, recreation, and other resources.
- Identify financially feasible opportunities or partnerships to assist in managing resources.

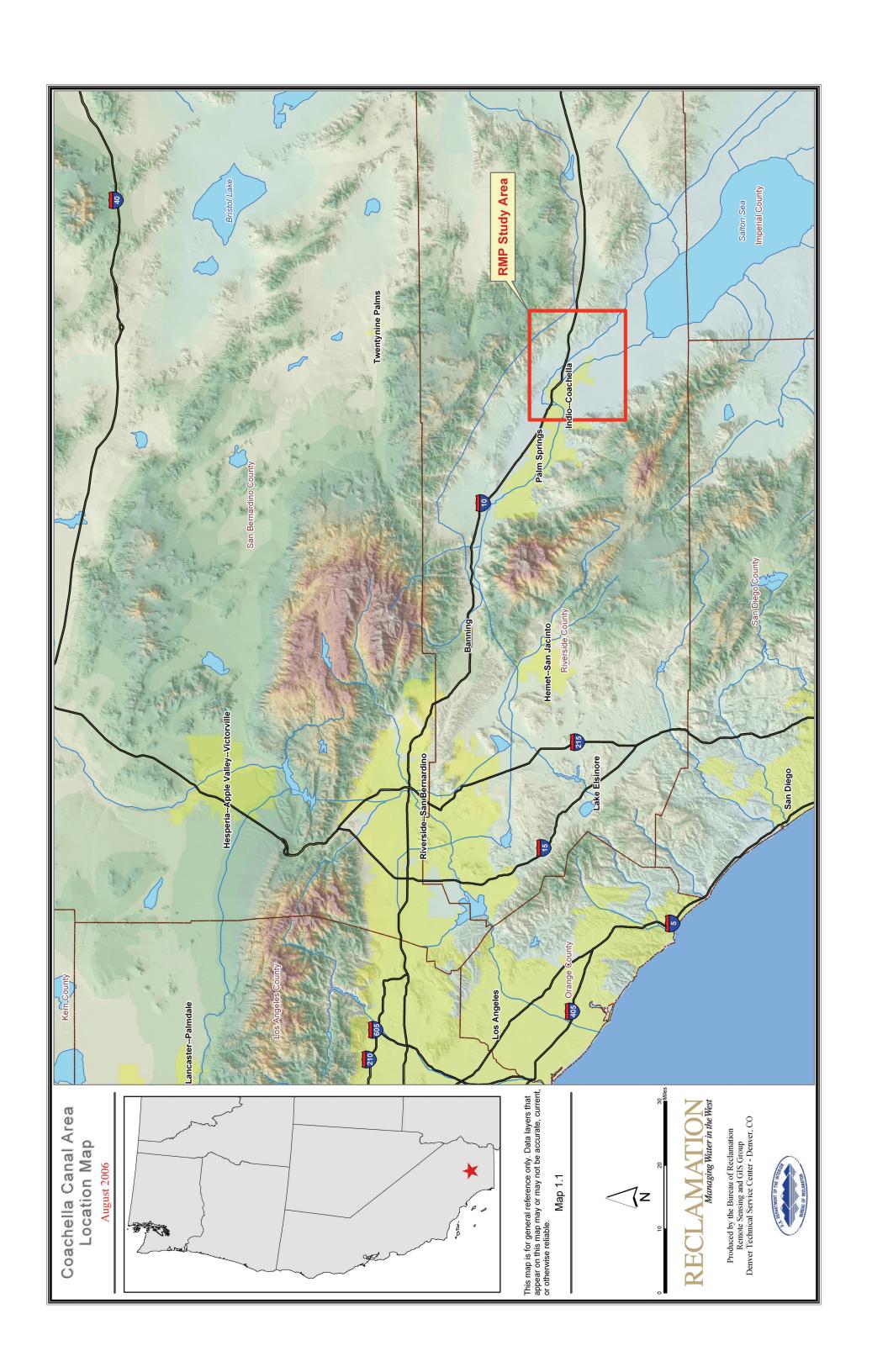
- Document specific management actions that will allow Reclamation to operate and maintain lands associated with the Coachella Canal, while protecting authorized Reclamation project purposes as detailed in the Boulder Canyon Project Act of December 21, 1928 (45 Stat. 1057).
- Protect and enhance Reclamation's existing partnerships with the Coachella Valley Water District, Riverside County, and Coachella Valley Recreation and Park District (CVRPD).
- Protect existing right-of-use authorizations.

The overall objectives for completing an RMP for the Coachella Canal Area are consistent with the mission goals identified in Reclamation's 2000-2005 Strategic Plan. Strategic Plan goals include the following:

- Manage, develop, and protect water and related resources to help meet the needs of current and future generations.
- Operate, maintain, and rehabilitate facilities safely, reliably, and efficiently to provide benefits.
- Advance Reclamation's organizational effectiveness.

Interior's seven strategies for managing land resources are as follows:

- Responsibly manage Reclamation lands, stressing a balance of resource development, public recreation, and protection of natural and cultural resources, environmental laws, and Reclamation project purposes.
- Make Reclamation lands and facilities accessible for persons with disabilities.
- Complete the inventory and evaluation of cultural resources on Reclamation lands and develop a program to curate those resources through partnerships with museums, universities, and other entities.
- Ensure that Reclamation lands are free of illegal drugs.
- Identify and resolve cases of unauthorized and disputed uses.
- Continue the review of Reclamation land withdrawals according to the Federal Land Policy and Management Act of 1976.
- Complete land use agreements with those interested in using real property under Reclamation's jurisdiction ensuring that a fair cost recovery is received.



Coachella Canal Area Resource Management Plan/ Environmental Assessment

Chapter 6 of this document contains specific Reclamation goals and accompanying objectives for the study area. These goals and objectives were formulated as a result of (1) public involvement, (2) agency consultation and coordination, and (3) Reclamation review of programs and policies. The goals and objectives are consistent with the provisions of existing laws and regulations.

### **Scope and Structure of Document**

This RMP/EA provides a conceptual management framework to conserve, protect, enhance, develop, and use the natural and cultural resources within the study area. Because the RMP establishes only a conceptual framework for managing resources, the EA portions of this document focus on broad impacts associated with the alternatives. As stated previously, site-specific NEPA compliance will be completed, and all environmental and cultural clearances will be obtained before any ground-disturbing activities begin.

The following paragraphs briefly describe, by chapter, the structure of this RMP/EA.

Chapter 1 provides an introduction to and overview and history of the study area and sets forth the purpose and need for an RMP/EA, authorities, overall objectives, public involvement, consultation and coordination, and related activities occurring within and adjacent to the study area.

Chapter 2 establishes the management framework by describing the existing policies and programs affecting or influencing the use of Reclamation land and water and describes the responsibilities other entities may have in managing lands within the study area. Chapter 2 also describes the responsibilities other entities have in managing lands adjacent to the study area.

Chapter 3 summarizes the key factors that influenced RMP/EA development by identifying the planning issues, opportunities, and constraints within the study area.

Chapter 4 describes the four alternatives, including the preferred alternative and the No Action Alternative, formulated in response to the issues identified by the public, CVWD, and Reclamation.

Chapter 5 describes the affected environment of the study area and discusses the potential effects of the alternatives on resources and environmental factors (environmental consequences).

Chapter 6 describes in detail the RMP, the preferred alternative selected by Reclamation. The chapter details the management goals and objectives and the management strategies and directives for the study area for the next 10 years.

### **Study Area Location**

The Coachella Valley encompasses approximately 200,000 acres under various ownerships. The portion of the Coachella Canal Area covered by this RMP is within Riverside County, California, and consists of about 30 miles of the canal and approximately 3,990 acres of Reclamation lands. The study area is located just north of the Salton Sea and includes areas near the communities of Mecca, Thermal, Coachella, and Indio on the east, La Quinta on the west, and ends at Lake Cahuilla, the terminal reservoir of the Coachella Canal. Approximately 35,000 acres of other Federal lands are under the jurisdiction of the Bureau of Land Management (BLM) and the Bureau of Indian Affairs (BIA). The State of California administers about 5,000 acres. County, city, and private lands make up the remaining 156,000 acres. (See map 1.2, Coachella Canal Area Study Area and Parcels.)

### **Project History**

The All-American Canal System was authorized under the Boulder Canyon Project Act of December 21, 1928 (45 Stat. 1057). The system included the Imperial Diversion Dam and Desilting Works, the 80-mile All-American Canal, the 123-mile Coachella Canal, and associated structures.

Construction of the All-American Canal began in 1934, following the construction of Hoover Dam. The construction of Imperial Dam and Desilting Works began in January 1936 and was completed in July 1938, with delivery of the first irrigation water in 1940. The All-American Canal was built from August 1938 to June 1948. Construction was interrupted by World War II, and work stopped from 1942 to 1944. Construction of the Coachella distribution system was initiated in 1948 and completed in 1954. After initial construction, deficiencies were identified in the original delivery system. To correct these deficiencies, CVWD undertook a Rehabilitation and Betterment (R&B) Program. The R&B Program was authorized under the provisions of the Rehabilitation and Betterment Act of October 7, 1949 (63 Stat. 74), as amended March 3, 1950 (64 Stat. 11). The R&B work began in January 1964 and was essentially complete in 1977. The primary features of the R&B Program were the construction of Lake Cahuilla, dikes 2 and 4, and Avenue 64 Evacuation Channel, which extends about 6 miles to the Whitewater Storm Channel.

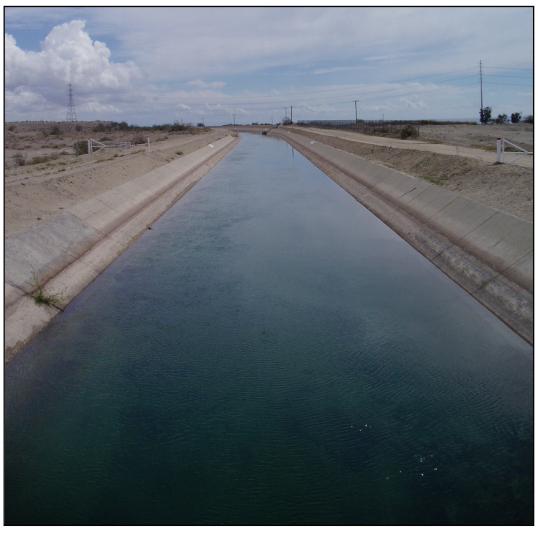
Almost all study area lands are currently operated and managed either by CVWD, Riverside County, or CVRPD through contractual agreements with Reclamation.

All of the Coachella Canal, the associated protective works, and water delivery systems within the area covered by this RMP are transferred works—transferred by Reclamation to CVWD for care, operation, maintenance, and replacement. By virtue of Reclamation's authorized purposes, CVWD's normal operation and

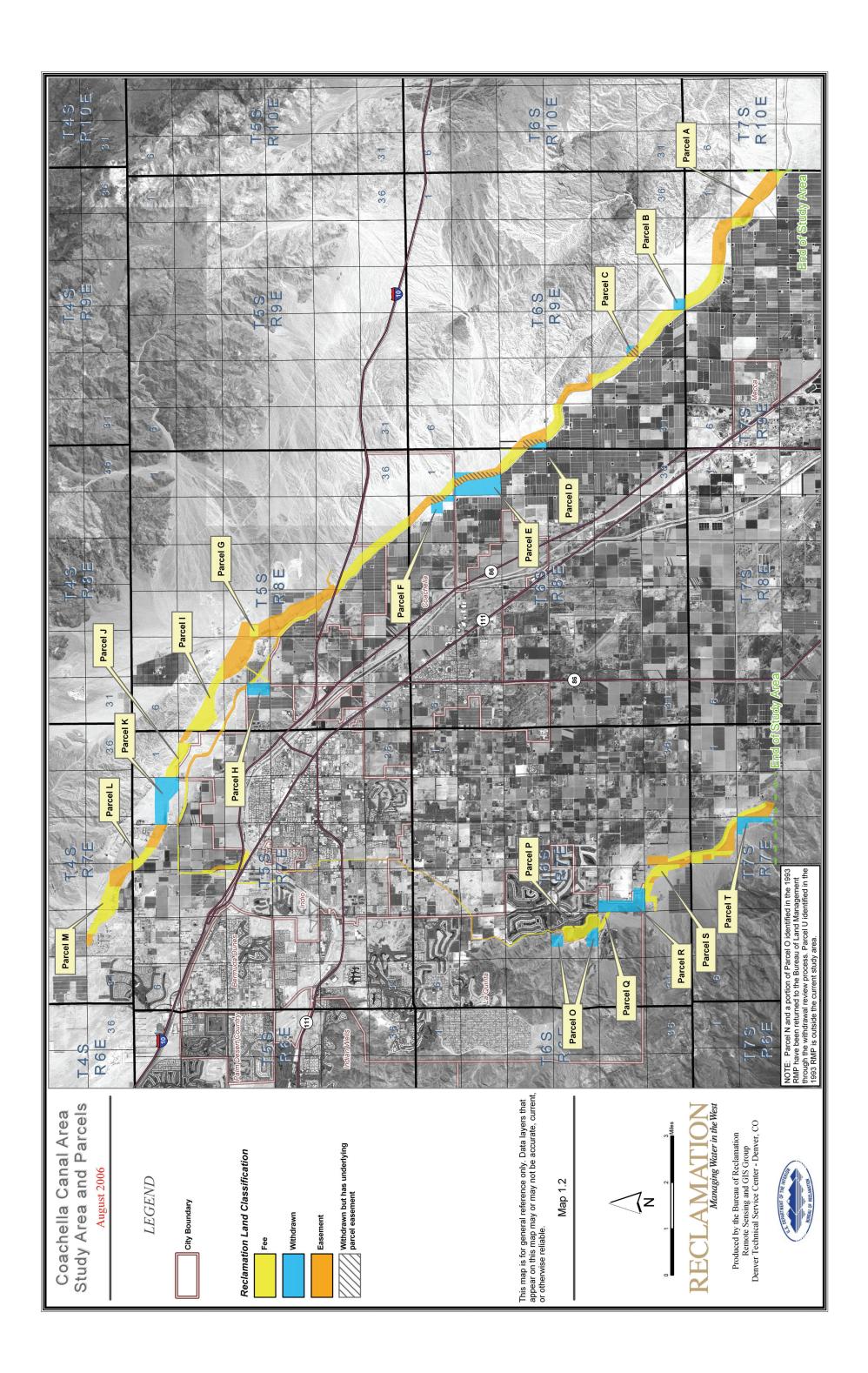
management procedures and requirements are paramount to any other uses of these lands and, as such, will not be subject to modification by this plan.

Any uses proposed and/or alternatives considered will, by necessity, be considered in terms of their compatibility with CVWD's operations and maintenance. There is no termination date to this operation and management agreement, and it can be expected to run in perpetuity. (See **photograph 1.1.**)

The existing agreement with Riverside County is for the operation of a county park at Lake Cahuilla (the terminal regulating reservoir of the Coachella Canal), a facility also operated by CVWD. CVWD's normal operation of Lake Cahuilla requires a drawdown of the water level in the reservoir during the weekdays and a filling of the reservoir on weekends. The water level, however, may be fluctuated at any time by CVWD or Reclamation, and they reserve the right to vary the water levels to whatever extent deemed necessary or desirable for Project



Photograph 1.1 - Coachella Canal, east of Thermal.



operations. Water from Lake Cahuilla is removed by pipelines and delivered to farm lands along the western side of Coachella Valley. The current contract between Reclamation and Riverside County expires on January 10, 2021. (See **photograph 1.2**.)



Photograph 1.2 – Lake Cahuilla is the terminal reservoir of the Coachella Canal.

The existing agreement with CVRPD is to use Reclamation lands for recreation development. CVRPD manages three separate areas on Coachella Canal Area lands for recreation. The agreement expires April 23, 2026.

The existing agreements with Riverside County and CVRPD or similar types of management or right-of-use agreements are subordinate to Project purposes and needs of Reclamation and CVWD.

Through normal operations, numerous right-of-use agreements between Reclamation and power companies, irrigation districts, and individuals have also been entered into over the years. Agreements currently exist for all of the following types of uses: bridges, access roads, crossing agreements, fences, power and transmission lines, telephone lines, fiber optic cables, water pipelines, and gas pipelines. Pre-existing authorized land uses will continue to be honored and protected, as long as they are consistent with Project needs.

#### **Public Involvement**

Throughout the development of this RMP/EA, Reclamation made a concerted effort to involve interested parties, including agencies, special interest groups, and individuals in planning for the environmental, land, recreation, and wildlife resources within the Coachella Canal Area.

In May 2004, Reclamation met with the following Federal, State, and local entities to provide information and gather input about the proposed RMP:

- Coachella Valley Water District, Coachella
- Bureau of Land Management, North Palm Springs
- California Department of Fish and Game, Bermuda Dunes
- City of Coachella
- City of Indio
- City of La Quinta
- Coachella Valley Recreation and Park District, Indio
- Riverside County
- The Keith Companies, Palm Desert

Additionally, Reclamation met with the superintendent and staff of BIA's Southern California Agency in Riverside on May 6, 2005.

To initiate the public scoping process for this study, Reclamation staff conducted open houses February 1, 2005, in Coachella; February 2, 2005, in Indio; and February 3, 2005, in La Quinta. Reclamation mailed notices to individuals; organizations; local county, State, and Federal agencies; and tribes in the local area describing the study, announcing the open houses, and requesting written comments. Reclamation also sent a press release announcing the open houses to local media. At each open house, Reclamation provided pertinent information to the public and solicited public issues and concerns about the existing and future management of the Coachella Canal Area. Several maps were displayed, and numerous handouts were available. A question and answer session followed a formal presentation by Reclamation staff. Before and after the formal session, Reclamation staff members were available to discuss the study with open house attendees. Approximately 25 individuals attended the open houses. Reclamation received one comment board 1 response during the open houses and five written comments following them.

Using public input, Reclamation formulated four preliminary alternatives for managing resources in the Coachella Canal Area. In April 2005, Reclamation mailed descriptions of these alternatives and how they were developed to those on

<sup>&</sup>lt;sup>1</sup> At the open houses, Reclamation provided comment boards identifying resources and environmental factors for attendees to write comments on.

the mailing list and invited written comments. The public also was invited to attend open houses to receive additional information about the alternatives. In addition, a press release announcing the open houses was sent to local media, and paid display advertisements for the open houses were published in two local newspapers with widespread distribution, the *Desert Sun* and the *Press Enterprise*. Five people attended the May 23, 2005, open house in Coachella; nine attended the May 24 open house in Indio; and eight attended the May 25 open house in La Quinta. At each open house, information about the alternatives was displayed. Reclamation staff also discussed the alternatives and responded to individual questions before and after a formal presentation and question and answer session. Following the open houses, Reclamation received 10 written comments which were considered in preparing this draft RMP/EA.

A bilingual contact person was available by phone before the February and May open houses. A bilingual speaker also was available at each of the open houses. A few attendees informally used his services at several of the open houses.

On April 11, 2006, the draft RMP/EA was sent to those on the distribution list for review and comment. The accompanying transmittal letter provided information about the RMP/EA, how to submit comments, and invited attendance at public open houses. The draft RMP/EA was available for public review in local area libraries, Reclamation offices, and posted on the Yuma Area Office Web site. A news release announcing availability of the draft RMP/EA and the open houses was provided to area media; paid display advertisements were published May 12, 13, and 14, 2006, in two local area newspapers: The Daily Sun and The Press Enterprise. One person attended the Tuesday May 16 afternoon open house in Coachella; two people attended the Wednesday afternoon May 17 open house in Indio; and four people attended the Thursday afternoon May 18 open house in La Quinta. The services of the bilingual speaker available at the open houses were not requested. Copies of the five comment letters Reclamation received from the public on the draft RMP/EA are included in the Comments and Responses Appendix. The comments contained in these letters were considered in preparing this final RMP/EA.

The final RMP/EA will be available on the Internet and mailed to those on the distribution list. A news release announcing its availability will be sent to local media. Future public involvement opportunities will be associated with RMP-related NEPA compliance requirements.

## **Agency Consultation and Coordination**

Reclamation conducted the following agency consultation and coordination in preparing this document.

• National Historic Preservation Act of 1966, as amended

- Endangered Species Act of 1973, as amended (ESA)
- Indian Trust Assets

#### National Historic Preservation Act of 1966, as Amended

Reclamation has initiated preliminary consultation with the California State Historic Preservation Officer (SHPO), in compliance with section 106 of the National Historic Preservation Act of 1966, as amended. A listing of historical and archeological sites, pertinent references, and survey abstracts and/or reports have been obtained from the California Historic Resource Information System's Eastern Information Center (EIC) at the University of California, Riverside. In compliance with the American Indian Religious Freedom Act, the following Cahuilla and Luiseño tribal groups were sent letters of consultation regarding cultural resources, traditional cultural properties, and sacred sites within the study area (attachment A).

- Agua Caliente Band of Cahuilla Indians
- Augustine Band of Mission Indians
- Cabazon Indian Reservation
- Cahuilla Band of Mission Indians
- Morongo Band of Mission Indians
- Pechanga Band of Mission Indians
- Ramona Band of Mission Indians
- Santa Rosa Band of Mission Indians
- Soboba Band of Luiseño Indians
- Torrez-Martinez Indian Reservation
- Twenty-Nine Palms Band of Mission Indians

Only one tribe, the Agua Caliente Band of Cahuilla Indians, responded to the letter (attachment A). A representative from the Tribal Historic Preservation Office confirmed that there are no reservation lands within the Area of Potential Effect (APE). The Tribal Historic Preservation Office also noted that while the Area of Potential Effect is not within its tribal traditional use area, it is near enough that the tribe is interested in any cultural resource reports generated from this study for inclusion in their cultural register.

Additional consultations with the California SHPO and American Indian tribal groups will be conducted for each action-specific development.

#### **Endangered Species Act of 1973, as Amended (ESA)**

On January 27, 2005, Reclamation sent a memorandum to the U.S. Fish and Wildlife Service (Service) requesting a list of threatened and endangered species for the study area (**attachment A**). On May 18, 2005, the Service provided a list

of candidate, proposed, threatened, or endangered species for the Coachella Canal Area (**attachment A**). The draft RMP/EA is being provided to the Service for review and comment.

#### **Indian Trust Assets**

Reclamation provided BIA and area tribes information about this study, including notice of scoping and associated public meetings and the draft alternatives and associated public meetings. In addition, Reclamation contacted BIA and area tribes about Indian trust assets within the study area. In response, the Soboba Band of Luiseño Indians advised Reclamation the area covered by this RMP/EA is outside the Soboba Reservation territory as well as outside the tribal traditional use area (attachment A). However, because of the closeness of this proposed action to its Traditional Use Area, the tribe requested copies of cultural resource documents and reports and will be provided copies of this draft RMP/EA. No other potential trust assets in the Coachella Canal Area have been identified.

This draft RMP/EA is being provided to BIA and area tribes for review and comment. If, during this review period, Reclamation is notified of any trust assets affected or potentially affected by actions identified in the draft RMP/EA, the information will be included and analyzed in the final RMP/EA.

During implementation of the RMP, Reclamation will be in contact with BIA and local tribes. Should trust assets be identified, potential impacts will be identified and analyzed; and action will be taken to avoid adverse impacts. If adverse impacts cannot be avoided, mitigation will be implemented.

#### Other Related Activities

This section describes other related activities occurring within or adjacent to the Coachella Canal Area.

# Draft Coachella Valley Multiple Species Habitat Conservation Plan/Natural Community Conservation Plan (CVMSHCP/NCCP)

CVMSHCP/NCCP is intended to protect and sustain viable populations of plant and animal species and their habitats (covered species) in perpetuity through the creation of a reserve system, while accommodating continued economic development and quality of life for residents of the Coachella Valley. The plan area encompasses approximately 1.1 million acres in the Coachella Valley and includes nine incorporated cities: Cathedral City, Coachella, Desert Hot Springs, Indian Wells, Indio, La Quinta, Palm Desert, Palm Springs, and Rancho Mirage.

Coachella Canal Area Resource Management Plan/ Environmental Assessment

CVMSHCP/NCCP would provide for the creation of a reserve system to protect and manage approximately 725,780 acres of habitat for the covered species. The reserve system would be established from lands within 21 conservation areas that are either adjacent or linked by biological corridors. When completed, the reserve system will include core habitat for covered species, essential ecological processes, and biological corridors and linkages to provide for the conservation of the proposed covered species.

The Public Use and Trails Plan element of CVMSHCP/NCCP provides for coordinated management of trails on public lands involving members of the public, local jurisdictions, and State and other Federal agencies. The Recovery Plan for Bighorn Sheep in the Peninsular Ranges, California, recommends development and implementation of an interagency trails management plan to reduce or eliminate detrimental human activities within bighorn sheep habitat. The California Desert Conservation Area (CDCA) Plan Amendment for the Coachella Valley (December 2002) prescribes a combination of methods to avoid, reduce, or mitigate disturbance to bighorn sheep, including voluntary avoidance programs, closures, seasonal restrictions, and permit stipulations and mitigations. Other activities related to CVMSHCP/NCCP include the draft environmental impact report/environmental impact statement and receipt of an incidental take permit.

# CDCA Plan Amendment for the Coachella Valley and Final Environmental Impact Statement

The Coachella Valley Plan amends the CDCA Plan for a 1.2-million-acre planning area encompassing the Coachella Valley. BLM administers approximately 28 percent, or 330,516 acres, of the planning area. BLM is developing the Coachella Valley Plan in coordination with the Coachella Valley Association of Governments in support of their efforts to prepare the Coachella Valley Multiple-Species Habitat Conservation Plan.

The Coachella Valley Plan includes goals, objectives, and management prescriptions in accordance with the Federal Land Policy and Management Act of 1976 for comprehensive management of desert ecosystems, including actions supporting recovery of 10 federally endangered species.

# Draft CDCA Plan Amendment for the Coachella Valley, Draft Trails Management Plan, and Draft Environmental Impact Statement

BLM is developing the Draft CDCA Plan Amendment for the Coachella Valley and Draft Trails Management Plan developed in partnership with the Coachella Valley Association of Governments in support of their efforts to prepare CVMSHCP/NCCP. The Trails Management Plan will be incorporated into CVMSHCP/NCCP. Upon completion of the environmental impact

statement/environmental impact report, BLM may adopt CVMSHCP/NCCP as an activity (implementation) level plan.

#### Northern and Eastern Colorado Desert Proposed Plan, an Amendment to the CDCA Plan, and Final Environmental Impact Statement

The Northern and Eastern Colorado Desert Proposed Plan amends the CDCA Plan for a 5.5-million-acre area in the southeastern part of the conservation area plan and provides for conservation of desert ecosystems for Federal lands in the planning area on a landscape basis—for BLM lands, Joshua Tree National Park, and the Chocolate Mountains Aerial Gunnery Range, managed by the U.S. Marine Corps Yuma Air Station. The plan includes goals, objectives, management prescriptions, and monitoring in accordance with the Federal Land Policy and Management Act of 1976 for comprehensive management of desert ecosystems, including the recovery of the federally endangered desert tortoise and Coachella Valley milk vetch.

# Meccacopia Special Recreation Management Area Recreation Area Management Plan

The Coachella Valley California Desert Conservation Area Plan Amendment Record of Decision established the Meccacopia Special Recreation Management Area, which includes the Mecca Hills and Orocopia Mountains Wilderness Areas and adjacent public lands, including lands along the Coachella Canal. BLM is preparing a recreation area management plan, which will include a visitor study.

#### Santa Rosa and San Jacinto Mountains National Monument Proposed Management Plan and Final Environmental Impact Statement

This document is a cooperative effort between BLM and the U.S. Forest Service. The 272,000-acre national monument encompasses 86,400 acres of BLM lands and 64,400 acres of U.S. Forest Service lands in the Coachella Valley and surrounding mountains. Additional land managing entities within the national monument include the Agua Caliente Band of Cahuilla Indians, the California Department of Parks and Recreation, the California Department of Fish and Game, Riverside County, local jurisdictions, and private landowners. The management plan (1) provides direction for coordination among BLM, U.S. Forest Service, and various partners and (2) outlines proposed strategies to protect the values that the national monument was established to protect.

# Environmental Impact Statement for the Proposed Issuance of an Incidental Take Permit Associated With the Agua Caliente Band of Cahuilla Indians Habitat Conservation Plan

The Service is preparing an environmental impact statement for the Agua Caliente Band of Cahuilla Indians Habitat Conservation Plan in Riverside County. The conservation plan is intended to support issuing an incidental take permit to the Agua Caliente Band of Cahuilla Indians from the Service under section 10(a)(1)(B) of ESA. The 87,000-acre planning area is located within the Coachella Valley in eastern Riverside County and includes lands within and near the tribe's reservation.

The proposed conservation plan is a comprehensive plan that would establish (1) a Mountains and Canyons Conservation Area in which certain lands are proposed to be dedicated to the reserve system and general and species-specific conservation measures would be imposed on covered projects and/or implemented by the tribe, and (2) a Valley Floor Conservation Area from which funding would generally be required for acquisition and management of additional reserve lands, certain lands would be dedicated to the reserve system, and additional conservation measures would be required to protect certain covered species.

#### County of Riverside General Plan Eastern Coachella Valley Area Plan

The Eastern Coachella Valley Area Plan is an extension of the County of Riverside General Plan and Vision Statement; this statement describes the physical, environmental, and economic characteristics that Riverside County hopes to achieve by the year 2020. The County of Riverside General Plan establishes policies to guide development and conservation within the entire unincorporated county territory, while the area plan provides standards and policy direction specifically for Eastern Coachella Valley.

#### City of La Quinta General Plan

The City of La Quinta General Plan has three components: the Master Environmental Assessment (MEA), the Comprehensive General Plan Policy Document, and the General Plan Environmental Impact Report.

The MEA analyzes the historic trends for each element of the city's general plan; provides an inventory of the city's current conditions and issues of concern, and provides analysis on the buildout of the general plan in the city and the broader planning area. The planning area is composed of the city's legal jurisdiction and two areas for potential future growth that currently are not part of the city.

However, should annexation occur in the future, these two areas already have been considered in the General Plan documents.

# City of Palm Desert Comprehensive General Plan and Environmental Impact Report

This document provides the goals, policies, and programs to guide the development of the city of Palm Desert and to preserve its valued assets, resources, and quality of life and serves as the principal development guide for community development.