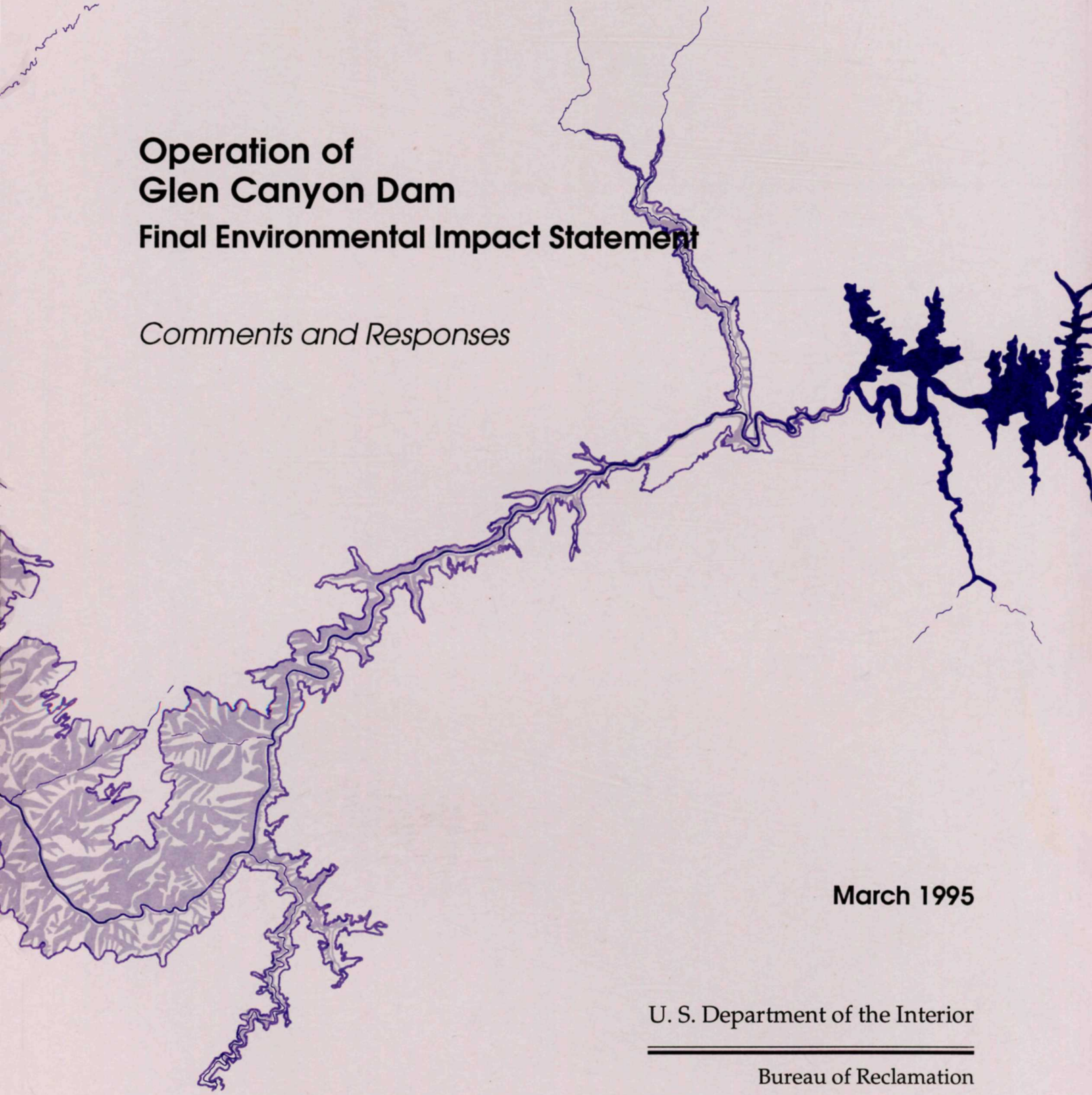
Operation of Glen Canyon Dam

Final Environmental Impact Statement

Comments and Responses



March 1995

U. S. Department of the Interior

Bureau of Reclamation

OPERATION OF
GLEN CANYON DAM
Colorado River Storage Project, Arizona

FINAL ENVIRONMENTAL
IMPACT STATEMENT

Comments and Responses

March 1995



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Introduction

The purpose of this "Comments and Responses" volume is to provide the general reader a summary of comments received on the *Operation of Glen Canyon Dam Draft Environmental Impact Statement* (EIS) and how the final EIS was changed to respond to these comments.

The Bureau of Reclamation (Reclamation) received more than 33,000 letters and cards during the comment period on the draft EIS. Reclamation and the cooperating agencies appreciate the time and effort given by the many individuals and groups that presented oral or written comments.

Some documents received made one comment statement, and some made many more than one statement. Bear West Consulting Team, a private consulting firm, reviewed, analyzed, and summarized the comments. The results of this analysis were published in August 1994.[1] All written comments received by Reclamation are filed in Reclamation's Upper Colorado Regional Office in Salt Lake City, Utah.

EIS team members documented responses to all specific comments. A volume containing these specific comments and responses can be viewed at several locations:

Reclamation offices:

- Upper Colorado Regional Office, Salt Lake City, Utah
- Glen Canyon Environmental Studies Group, Flagstaff, Arizona
- Technical Service Center, Ecological Planning and Assessment Group, Denver, Colorado

Other locations:

- Center for Environmental Studies, Arizona State University, Tempe, Arizona
- Cooperating agency offices

[1] Bureau of Reclamation, 1994. *Operation of Glen Canyon Dam Draft Environmental Impact Statement: Public Comments Analysis Report*. Prepared by the Bear West Consulting Team for Bureau of Reclamation, Salt Lake City, Utah.

Obviously, the number of comments made it impossible to publish all comments and responses in full. However, since many commentors made the same or similar comments, it was possible to summarize their comments and the EIS team's responses in this volume.

Changes from the draft to the final EIS in response to comments ranged from minor items such as wording changes to major rewriting or reorganization of a few sections. The most significant changes were:

- Revised the preferred alternative (Modified Low Fluctuating Flows) to increase the maximum flows and up ramp rate and move endangered fish research from the alternative to adaptive management (chapter II and throughout document)
- Revised and expanded the discussion of the Adaptive Management Program (AMP) to include more detail on its organization and functions
- Revised and reorganized the FISH section to include additional information, added a new indicator of impacts, and integrated the endangered fish species analysis (chapters III and IV)
- Revised AIR QUALITY section to include new analyses resulting in changed impacts (chapters III and IV)
- Changed discussion of predam flows to clarify nature of predam flow patterns (throughout document)

Quantitative Summary

Some 33,163 documents signed by 37,646 individuals were received. Most concerned the following five topics:

- Beliefs and opinions
- Hydropower
- EIS alternatives
- EIS process
- Endangered species

Comments were in several forms: oral comments, letters, and preprinted postcards. Reclamation received 136 oral statements at public hearings and 2,351 letters from individuals, groups, and organizations.

Preprinted cards, signed by more than 30,000 individuals, were the overwhelming majority of the comments received. These cards had been distributed by organizations to their constituents with a request to sign and mail them in. The text of each card, as well as the organization initiating it and the number received, are displayed at the end of this section.

Summary of Public Comment Analysis

A breakdown of responses shows that two categories received the most comment—"Hydropower" and "Beliefs and Opinions." The beliefs and opinions category included beliefs about nature and mankind's relationship to nature; beliefs about rivers, dams, and dam operation; beliefs about the EIS process; and opinions about comments made by others. Figure 1 shows the percentage of responses by topic.

By far the largest number of comments were from private individuals (92 percent). Of the organizations responding, power associations (power suppliers, utilities, and user groups) and interest groups (primarily recreational and environmental groups) commented most frequently.

Although at least one comment was received from each State and from four foreign countries, the vast majority of comments were from the State of Utah, as displayed in figure 2.

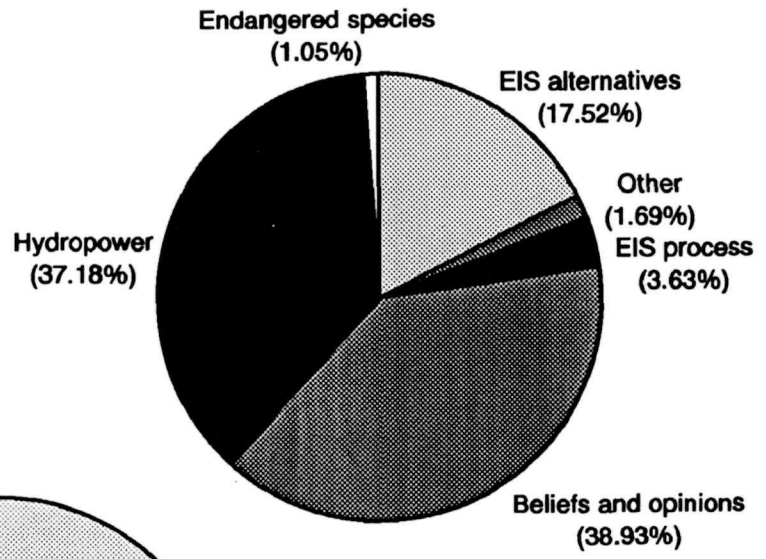


Figure 1.—A breakdown of responses shows that two categories received the most comment—"Hydropower" and "Beliefs and Opinions."

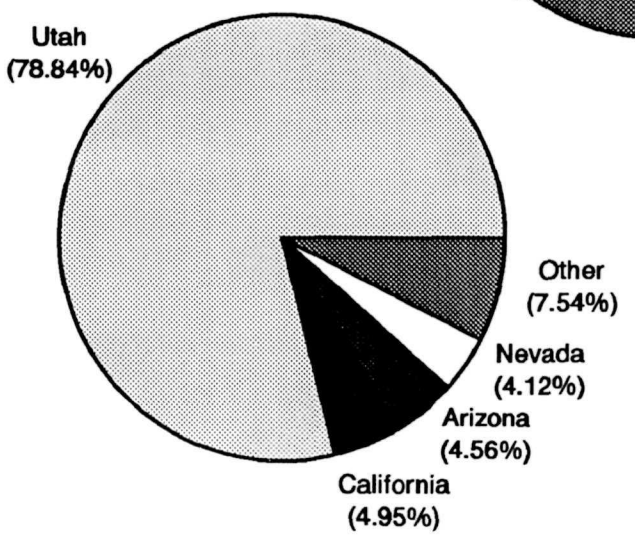


Figure 2—Though comments were received from every State and four foreign countries, nearly 80 percent of all comments on the draft EIS originated in Utah.

Common Concerns

The following list represents concerns and issues frequently raised by commentors. This list is designed to give readers the flavor of comments received.

Continue to run Glen Canyon Dam as it has run for the past 30 years.

Never return to the previous operating regime.

The interim operating criteria provide the best starting point for future operation of Glen Canyon Dam.

Thank you for the progress you have made in setting Bureau of Reclamation operations on an environmentally responsible course.

The primary concern should be maintenance of habitat, especially for endangered species, and preservation of the beaches.

The primary concern should be to protect/restore the Grand Canyon.

Historically, it was logical for dam operation to be flood control and power demand oriented. But now that we have seen the damage that it has caused the environment, those needs must also be seriously considered.

There are too many unknowns about endangered species to blame their decline on operations at Glen Canyon Dam.

The EIS should identify the temperature of the water as the controlling negative factor preventing humpback chub expansion into mainstem Colorado River—not dam operation.

Protect the environment, but take care of human needs first.

Hydropower is a never-ending supply of energy that doesn't deplete our natural resources.

The U.S. has a trust responsibility to Native Americans to protect and maintain cultural and spiritual sites that would be adversely affected under no action.

Shouldn't those who benefit most from the preferred alternative pay the costs?

The implication seems to be that the entire possible range of fluctuations is used daily under no action. It needs to be emphasized that power considerations often considerably restrict the actual range of fluctuating flows.

No one, not even scientists, knows what the best alternative is.

Card #1

Origin: **Friends of the River**
Number: **2,518**

This is my official comment on the Glen Canyon draft Environmental Impact Statement. The final EIS should provide detailed directions as to how the ecological elements of the Grand Canyon can be restored and protected for generations to come. I favor the preferred alternative with the following conditions:

1. Ensure that the monitoring and adaptive management program be developed with public involvement, be scientifically based, insulated from political pressure, and fully funded so that needed studies can be completed.
2. Ensure that endangered species and other studies are based on solid scientific research made credible through peer review, such as the National Academy of Sciences.
3. Fund and begin NEPA compliance studies to understand the pros and cons of the possible installation of a temperature control device at Glen Canyon Dam so that warm water can be sent downstream to protect and restore endangered species.
4. Ensure preservation and replenishment of beaches by funding a long term solution to sand depletion.

Card #2

Origin: **Colorado River Energy Distributors Association**
Number: **2,638**

The preferred alternative should be the current dam operations (Interim Low Fluctuating Flow Alternative) with the changes your Cooperating Agencies Group has recommended. These Interim operating criteria have provided the best starting point for future operation of Glen Canyon Dam. No significant future experiments such as flooding the riparian habitat or radically changing water releases should be decided upon now. The public is entitled to a thorough explanation of what is being proposed and what the risks are to Grand Canyon and other resources. The public is also entitled to comment on any such significant actions. Neither this draft EIS nor this comment process give the public the necessary information or the opportunity to comment on the currently proposed experiments.

Long-term monitoring of the affected Colorado River resources is essential. The Adaptive Management Program being proposed ensures that future experiments, studies and proposed changes to dam operations will get careful review by independent scientific experts before any further changes are made.

Card #3

Origin: **Local Utilities (members of Intermountain Consumer Power Association)**
Number: **25,594**

I am writing about the Glen Canyon Dam environmental impact statement.

* The Bureau should let science determine the flows through the dam, not politics. A few special interest groups should not dictate dam operations.
* Also, consider the environmental trade-offs. Utilities will buy power from coal plants if generation is reduced at Glen Canyon Dam. That is not "environmental protection."
* Take costs impacts into account. Cutting power generation at Glen Canyon Dam will force up power rates.

Card #4

Origin: **Unknown**
Number: **62**

Helloooo! I'm Charlie the Chub. I live in the Grand Canyon, and have been an Endangered Species since 1973. In the last 30 years, fluctuating flows, and cold water releases from Glen Canyon Dam have done away with my river buddies, the Colorado Squawfish, the razorback sucker, and (sob!) the bonytail chub. Please help me from also vanishing in the Grand Canyon by signing that you are in support of the Seasonally Adjusted Steady Flow Alternative, which will stop daily fluctuating flows in Grand Canyon. Then return this portion before April 11, to the Bureau of Reclamation's address on the other side. See you on the river, I hope.

Responses to Major Issues

This section summarizes comments received during the draft EIS comment period and responses made by the EIS team. In sections that parallel those of the EIS, general comments on individual topics and changes made to the final EIS are summarized. Specific comments and responses on that topic follow as appropriate.

Process and Document Adequacy

Almost 4 percent of all comments received related to the adequacy of the process or the document. Over 99 percent of these comments were expressions about the process rather than the document. Comments in this category caused very few changes in the EIS.

Comments on adequacy ranged from praise of the process and expressions of appreciation for the performance of the cooperating agencies to expressions of suspicion and criticism of some agencies or the entire process. Aspects that received expressions of agreement and appreciation included:

- Efforts made to follow the National Environmental Policy Act (NEPA) process
- Work of the cooperating agencies
- Involvement of the Indian Tribes as equal partners

Criticisms ranged from expressions of disappointment to requests for major changes. Some stated that the impacts of the preferred alternative were not adequately analyzed. Others complained that nonsupport of the preferred alternative by the U.S. Fish and Wildlife Service (FWS) resulted in changes to the preferred alternative that were not fully discussed or endorsed by the cooperators.

Some commentors misunderstood the project purpose and expected to see alternatives to the dam itself rather than alternative ways of operating the dam. Reclamation believes that this EIS fully meets NEPA requirements. This belief is shared by the Environmental Protection Agency who gave the draft EIS its second highest rating, supported the preferred alternative, and commended ". . . Reclamation and the Cooperating Agencies for their commitment to sound scientific research, teamwork, and coordination in developing this comprehensive document."

Many commentors requested that the public be fully informed about what is being proposed, told what the risks are to Grand Canyon and other resources, and given a chance to comment. Some felt that neither the draft EIS nor the comment process gave the public the necessary information or the opportunity to comment on the proposed experimental flows.

The public is entitled to a thorough explanation and to an adequate opportunity to comment. We do not agree that the draft EIS and the process were in some manner lacking so as to deny the public this opportunity. Every attempt was made to provide a detailed explanation of each alternative and a careful analysis of its likely consequences. Using the time and resources available, every effort was made to fairly assess the impacts, both environmental and economic. While some refinement of the data would be possible given more time and financial resources, we do not believe that the selection of the preferred alternative would change.

We provided an open public process, many times going beyond what the laws require in regard to public involvement, and provided twice the required time for public comment. The Grand Canyon Protection Act mandates consultation with the public in future operations of Glen Canyon Dam. We are committed to that mandate.

Alternatives

The category "EIS Alternatives" received the third largest number of comments after "Hydropower" and "Beliefs and Opinions." This category included comments on individual alternatives, the range of alternatives, fluctuating flow alternatives in general, steady flow alternatives in general, and elements common to all restricted fluctuating and steady flow alternatives.

As shown in figure 3, the preferred Modified Low Fluctuating Flow Alternative received by far the largest number of comments of any individual alternative, followed by the Interim Low Fluctuating Flow Alternative. The Adaptive Management Program, one of the elements common to all restricted fluctuating and steady flow alternatives, also received a large amount of interest.

Range of Alternatives

A few of the comments suggested that the range of alternatives was too narrow. Others complained that all alternatives in the EIS keep power generation paramount. Some commentors suggested new alternatives or new ways of integrating operational and nonoperational elements. No changes to the range of alternatives were made in the final EIS, although some changes were made to the Modified Low Fluctuating Flow Alternative, as discussed under that heading.

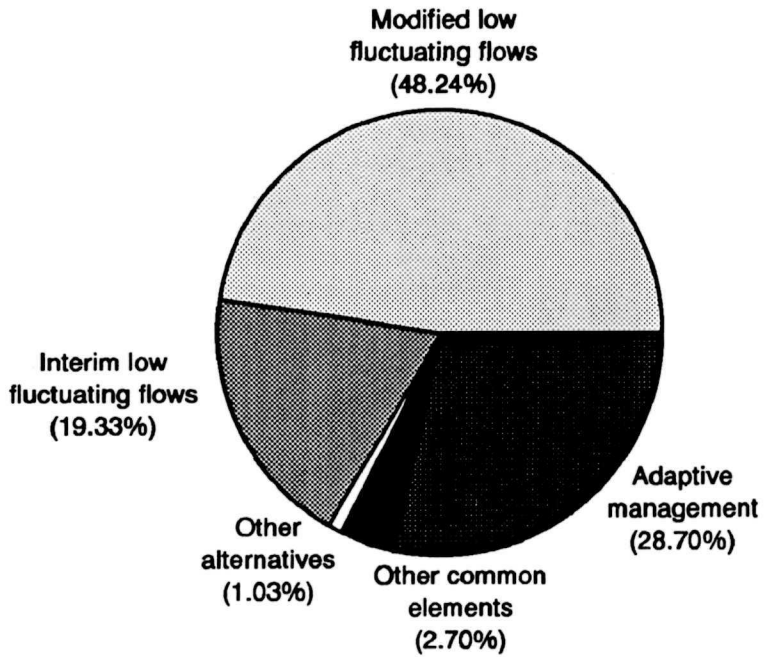


Figure 3.—A breakdown of comments on alternatives shows that the Modified Low Fluctuating Flow Alternative (preferred alternative) received by far the most comment. Among the common elements, the Adaptive Management Program received the most comment.

Team analysis showed that all alternatives would allow serving the specified project purposes. However, the balance of resource benefits achieved under the various alternatives would differ. For example, the emphasis on needs for fish and wildlife is greater under the preferred alternative than under the No Action Alternative.

Dam Operation

Comments on dam operation varied widely from favoring maintaining the practices of the past 30 years to advocating whatever changes are required to preserve the ecosystem and resources below the dam. Some comments reflected concern about changes caused by the dam's existence rather than its operation. Commentors focused on a variety of issues, including total water releases, fluctuations, ramp rates, and concern about reduced sediment and water temperature.

Individual Alternatives

Twelve percent of all comments dealt with EIS alternatives. Most of these (about 98 percent) were statements of support or opposition for individual alternatives or comments about fluctuating flows or steady flows in general. There were no comments expressing support for the Maximum Powerplant Capacity or the Year-Round Steady Flow Alternatives. All other alternatives received at least some support.

Of those comments expressing support for a given alternative, 70 percent supported the Modified Low Fluctuating Flow Alternative and 28 percent supported the Interim Low Fluctuating Flow Alternative. The Seasonally Adjusted Steady Flow Alternative was supported in 0.8 percent of the comments expressing support for a specific alternative.

If an alternative received comments other than those in support or opposition, they are summarized below.

No Action Alternative

Few comments were received on this alternative. Most of those received asked the team to clarify that, although the No Action Alternative would allow fluctuating flows and unrestricted ramp rates, the dam usually would not operate at its extreme limits. This point was clarified in the final EIS.

Modified Low Fluctuating Flow Alternative (Preferred Alternative)

A few comments on this alternative said the EIS should contain a justification of its selection as the preferred alternative. According to NEPA, however, the preferred alternative should simply be identified in the EIS. Justification for selection of an agency's action is provided by the decisionmaker in the subsequent record of decision (ROD).

Some also said that this alternative needed more research and analysis. Others suggested modifications to the alternative—from increasing fluctuations to reducing fluctuations and incorporating steady flows for part of the operational year.

Some comments questioned incorporating endangered fish research flows into the alternative because there was no time to fully analyze these flows for the EIS. In the final EIS, implementation of endangered fish research flows would be addressed by the AMP as detailed in the final biological opinion.

Interim Low Fluctuating Flow Alternative

A few comments on this alternative suggested that further study should be made of interim operations before any other operational changes are made.

Seasonally Adjusted Steady Flow Alternative

Although the majority of comments on this alternative expressed support or opposition, a few suggested modifications or questioned the accuracy of the impact analysis.

Common Elements

All the restricted fluctuating and steady flow alternatives include common elements designed to provide additional resource protection or enhancement. Comments on two of these elements were organized under resource sections: new population of humpback chub is included under FISH, and protection of cultural resources is included under CULTURAL RESOURCES.

Adaptive Management Program

Although the Adaptive Management Program was the subject of only 5 percent of all the comments received, over 88 percent of comments received on the common elements addressed the AMP.

The comments on adaptive management and long-term monitoring and research centered on:

- Legal mandates
- Definition and organization of the AMP
- Definition and organization of long-term monitoring and research

Most commentors believed that adaptive management is the key to the future successful operation of Glen Canyon Dam and viewed long-term monitoring and research as a critical component of adaptive management. The main legal concerns were that the AMP should be closely tied to the mandates of the Grand Canyon Protection Act and major environmental laws such as the Endangered Species Act, NEPA, and the National Historic Preservation Act. Also of concern was a perceived "loose" description of the AMP in the draft EIS; many specific suggestions were made as to how the AMP should be organized and carried out.

Many commentors made specific suggestions on the organization and implementation of long-term monitoring and research outlined in appendix A of the draft EIS. Several commentors expressed concern with exactly what should be monitored and how that monitoring should be accomplished to avoid unnecessary intrusion in the area.

With the participation of the cooperating agencies, the AMP section was rewritten for the final EIS. All comments on this subject were considered, and many were used in the revision.

Specific Summarized Comments and Responses

- *The Grand Canyon Protection Act and various environmental laws should be strictly obeyed when carrying out the AMP.*

  The EIS Team and cooperating agencies are aware of the various legal obligations under which this process operates and have made every effort to ensure that those obligations will be met.

- *The following factors are recommended for consideration in the developing the AMP. The AMP should:*

  - *Be developed with public involvement and/or include a process for public review and comment*
  - *Be scientifically based and insulated from political pressure*
  - *Be developed with real life timeframes*
  - *Allow consultation by all interested parties*
  - *Include a process and authority for implementing change*

- *Define makeup, organization, and cooperation among and responsibilities of various work groups*
- *State who will be responsible for its leadership (such as the Secretary of the Interior or a senior official who reports directly to the Secretary)*
- *Include mechanisms for implementation, including spelling out funding sources*
- *Spell out a specific means of arbitration*

The AMP section was rewritten for the final EIS with the participation of the cooperating agencies. All comments on this subject were considered and many were used in formulating the rewrite.

- *Long-term monitoring and research should:*

  - *Be adequately funded*
  - *Include all interested parties in consultation*
  - *Be clearly designed, comprehensive, flexible, efficient, cost effective, and nonintrusive*
  - *Be based on specific, achievable goals of the AMP*
  - *Be insulated from political pressure*
  - *Provide for periodic public and independent scientific review and/or possible review by the National Research Council*
  - *Be built on quantitative standards and avoid nonquantitative data*
  - *Provide scientific support (convincing evidence) for any changes recommended by the AMP*

As with other aspects of the AMP, the long-term monitoring and research would be conducted with consultation (public involvement) as mandated by the Grand Canyon Protection Act. The specific plans for long-term monitoring and research would be formulated under the AMP, and all comments would be used during that formulation. The appendix on long-term monitoring and research was not reprinted for distribution with the final EIS.

Habitat Maintenance and Beach/Habitat-Building Flows

Under purposes of this summary, habitat maintenance and beach/habitat-building flows are discussed together because many respondents did not differentiate between the two types of special high releases, while others stated their confusion and need for clarification of the differences. Few comments (less than 1 percent) dealt with this topic.

Many comments expressed skepticism that such flows would produce the specified beneficial results or concern that all necessary precautions be taken. A large number of respondents stated they supported the high flows; a few were strongly opposed. Many respondents stated their agreement with treating beach/habitat-building flows as experimental.

Respondents also stated the beliefs that experimental high flows should be reviewed under the AMP prior to implementation, that the public be informed in advance, and that there must be a provision for terminating these flows if adverse effects are observed. These issues were addressed in the draft document. Some commentors suggested criteria for scheduling these flows.

However, as addressed in the EIS, the appropriate frequency of implementation of special flows is based on a long-term average, not a specific future schedule.

Several opinion statements were made, including comments that beach/habitat-building flows were high risk or that their benefits had not been demonstrated. There were requests for more discussion of the uncertainties and possible negative effects of such high releases. To a large extent, such uncertainties would be addressed by monitoring under the AMP.

No major revisions were made in response to comments about sediment aspects of habitat maintenance and beach/habitat-building flows, but the text was slightly modified in a few places to improve clarity. Additional scientific data and citations regarding the scientific evidence for designing beach/habitat-building flows were provided in chapter II and Appendix D, Sediment.

Specific Summarized Comments and Responses

- *Habitat maintenance flows are unproven for maintaining backwaters.*

Under alternatives with higher maximum flows, return-current channels would not be maintained over the long term (20-50 years) without occasional high flows, such as habitat maintenance or beach/habitat-building flows. The concept of scouring during floods and gradual filling between floods is consistent with well-established principles of fluvial morphology.

Under historical dam operations, backwaters had aggraded and vegetation had become established by 1980. The present backwaters were formed during the 1983-86 flood releases. Some researchers believe that predam conditions, with higher sand/silt loads crossing the eddy fences and depositing in the eddy, precluded extended maintenance of backwater return-current channels, but the supporting evidence is inferential. One of the objectives of the proposed research high flow is to observe and measure the effects on return-current channels and resulting backwaters.

- *These flows would transport more sand out of the system than would exit without them.*

Through erosion and transport, all sand is destined to leave the river corridor, regardless of flow regime. Sand moves down the Colorado River in pulses during periods of high flows, resting in "patches" on the riverbed or temporarily stored in eddies during periods of low flows. In the long term, the amount of sand leaving the system would be equal to the amount entering, regardless of how the dam is operated; however, the amount of sand in storage would vary with dam operations. There would not be a net loss of sand as long as transport was in line with tributary contributions. Beach/habitat-building flows were taken into account in the analysis of long-term sand storage.

- *What are the effects of downramping at 4,000 cubic feet per second (cfs) per hour versus the 1,500 cfs per hour of daily operations?*

  Negative effects of down ramp rates, if any, are not expected to offset the benefits of sandbar aggradation. Actual down ramp rates during such flows may be considerably smaller than 4,000 cfs. Information for comparing the effects of various down ramp rates for beach/habitat-building flows is not available but would evolve with time and experience. Design of a beach/habitat-building flow involves creating a balance among water volume, peak discharge, and ramp rates; optimization would have to be done experimentally. On the basis of present information, down ramp rates are not considered to be a major issue for designing an experimental high flow. The EIS discusses daily range of fluctuation rather than down ramp rate as the prime factor influencing fish stranding. While stranding would occur on the descending limb of the release, it would be an infrequent event.

- *Under seasonally adjusted steady flows, aggraded sandbars would be unstable following beach/habitat-building flows.*

  Information available suggests that sand deposited by these high flows might be subjected to main-current erosion by development of cutbanks more or less in contact with the river. Because of differences in exposure of the cutbanks to subsequent lower flows, "stability" of sandbars under steady flows might be different from that under fluctuating flows. Sandbar stability, however, is a relative concept. Aggradation and erosion of sandbars were part of the natural processes associated with predam flows; habitat maintenance and beach/habitat-building flows are intended to partly restore those processes. This point was made in chapter III, SEDIMENT, but has been added to chapter IV, SEDIMENT, as well.

- *Habitat maintenance flows would not benefit riparian vegetation.*

  The primary purpose of habitat maintenance flows is to prepare backwaters for subsequent use by native fish. Some maintenance of beaches also may occur. Effects on riparian vegetation would be limited because of flow restrictions (within powerplant capacity) and duration (1 to 2 weeks). Higher flow stages may temporarily benefit some plants, and the maintenance benefits to backwaters would prolong the existence of patches of emergent marsh plants. The final EIS differentiates between the purposes and anticipated effects from habitat maintenance and beach/habitat-building flows. Habitat maintenance flows are included under only three alternatives—the Moderate and Modified Low Fluctuating Flow Alternatives and the Seasonally Adjusted Steady Flow Alternative.

- *Wouldn't beach/habitat-building flows adversely affect riparian vegetation?*

  Beach/habitat-building flows would be used for major restructuring of sediment deposits. A consequence of these flows would be the interruption of, disturbances to, and a resetting of plant succession in the riparian community. During high flows, some plants would be buried and others lost to scouring. Vegetation would again develop on suitable sites in the years following high flows. Without periodic disturbances, vegetation would quickly occupy all

suitable substrate. The National Park Service (NPS) has defined a management goal of maintaining some of the predam dynamic qualities in the river corridor. A dynamic sediment deposit changes often, supporting different combinations of vegetation and bare areas. This mixture of riparian vegetation and bare sand provides habitat diversity for both wildlife and recreationists.

Beach/habitat-building flows would likely restructure backwaters and other sites currently supporting emergent marsh plants. Marsh plants would be removed by scouring or lost through burial during these flows. Patches of emergent marsh plants would again develop at suitable sites in the years following a beach/habitat-building flow. Without periodic disturbances, backwaters would fill with sediment and marsh plants would be replaced with woody vegetation.

- *The use of 20 years to define short-term impacts is misleading because 5 years is given as typical interval between beach/habitat-building flows.*

The effects of beach/habitat-building flows on net sand storage were considered in the impact analysis. Given the assumptions of the simulations, initial reservoir conditions mask the differences between alternatives, so comparison of 5-year values would be meaningless. However, implementation of a beach/habitat-building flow is an AMP decision that would be based mainly on long-term monitoring.

Emergency Exception Criteria

Some commentors confused the financial exception criteria with emergency exception criteria. Financial exception criteria are a potential mitigation measure and are not an element of any of the alternatives in this EIS. Financial exception criteria are currently authorized for the interim operation period. Emergency exception criteria are a common element of all restricted fluctuating and steady flow alternatives.

Relatively few comments were received on the topic of emergency exception criteria. Most of the comments that were received expressed concern about the ecological impacts that might occur if these exception criteria were invoked. No substantive changes were made to this section of the document.

Specific Summarized Comments and Responses

- *The emergency exception criteria should be more narrowly defined. How frequently would these exceptions occur?*

Emergency exception criteria are rather narrowly defined as described in attachment 6 of the draft and final EIS. By their nature, it is impossible to predict when and how often power system emergencies will occur. Emergency exception criteria have been used several times during the 3 years of interim operations to date. For example, numerous exceptions to ramp rate criteria and some minor exceptions to the maximum daily change in flow have occurred, but no measurable impacts were identified.

Glen Canyon Dam was used to stabilize the western power grid immediately following the Los Angeles earthquake on Monday, January 17, 1994. During this short-duration event, the up ramp rate was exceeded, but the maximum flow constraint (20,000 cfs) was maintained.

- *Financial exception criteria should be made a part of the preferred alternative.*

Financial exception criteria are not an element of any of the alternatives in this EIS. At the discretion of the Secretary, financial exception criteria could be added to the alternative selected in the ROD.

Flood Frequency Reduction Measures

Comments on the flood frequency reduction measures made up less than 0.1 percent of all comments received and about 1.7 percent of the comments that addressed the Common Elements.

The draft EIS discussed two methods for reducing flood frequency—raising the spillway gates at Glen Canyon Dam or providing an additional 1 million acre-feet (maf) of storage space in Lake Powell. The draft EIS stated that raising the spillway gates was the preferred method for reducing flood frequency. Some commentors preferred the option of providing additional storage and/or requested that the final EIS include the rationale for selecting the first option.

Comments on the flood frequency reduction measures can be divided into three groups:

1. Purpose and need of flood frequency reduction measures
2. Raising the spillway gates
3. Changing releases to ensure additional storage

Comments reflected two views on the need to employ flood frequency reduction measures. One view was that the canyon cannot tolerate unplanned flooding, which would scour sediment from the system, and that some measures to reduce floods would be needed. The other was that the justification for these measures was insufficient, since floods are part of the "natural forces [that] produced and maintained historic conditions" and may, therefore, be beneficial.

More than half of the comments on flood frequency reduction measures dealt with raising the spillway gates. Most of these expressed concern that more study, and further NEPA compliance, would be needed to carry out this option.

The relatively few comments on this topic were instrumental in a change in the final EIS. The sections on the preferred alternative (chapter II) and environmental commitments (attachment 1) were revised to indicate that, although raising the spillway gates is the preferred option, further NEPA compliance would be necessary to accomplish this. Until NEPA compliance is completed, the Annual Operating Plan process would be used to accomplish flood frequency reduction.

Specific Summarized Comments and Responses

- *The flood control proposal may not have been subject to sufficient analysis; the draft EIS does not make a good case for such rigorous flood suppression. Floodflows at intervals closer than one century may be environmentally beneficial.*

  We agree that floods more frequent than one in 100 years are environmentally beneficial. However, unscheduled floods of relatively long duration can do more harm than good. Therefore, along with flood frequency reduction measures, we have included beach/habitat-building and habitat maintenance flows to be scheduled only when a sufficient amount of sediment is stored in the river channel. These flows are intended to restore (in part) predam processes.

- *Wouldn't raising the level of Lake Powell 4.5 feet for flood protection compromise the integrity of Rainbow Bridge?*

  Rainbow Bridge was not affected during the high levels of Lake Powell in 1983 (8 feet higher than full pool elevation) and, therefore, would not be affected by an infrequent 4.5-foot increase in lake level.

Further Study of Selective Withdrawal

Relatively few comments addressed selective withdrawal. Because warmer water could provide benefits to endangered fish and other resources, some commentors requested that some means be found to warm dam releases. Selective withdrawal (by means of multilevel intake structures) is viewed as the preferred method to meet the goal. Commentors advocated further study of the costs, benefits, and timeframe of implementing selective withdrawal. Some believed these modifications would be much less costly than implementing steady flows and said selective withdrawal should be considered first. Others cautioned that the impacts of warmer water on native fish, non-native fish, and competition between the two are uncertain and require further study as part of the impact analysis for selective withdrawal. Some comments requested a more complete discussion of these issues and other cost, benefit, and impact issues, such as the importance of mainstem reproduction. Commentors also wanted information on any possible interim methods for warming the water.

While some members of the public supported the use of multilevel intake structures, others expressed concern about this approach—questioning its ability to provide water that would be sufficiently warm to benefit endangered fish and other resources. Implementing selective withdrawal would be costly, and the degree of benefit produced might not justify the expense, according to some. Comments expressed concern that it would require a long time to study this proposal, provide NEPA compliance and engineering design, and obtain funding—which would postpone any benefits for some time.

More than half of the comments simply expressed support for temperature regulation of Colorado River water and/or installation of multilevel intake structures at the dam.

An addition was made to the selective withdrawal discussion to specify that the purpose of warming Colorado River water below the dam would be to permit successful mainstem reproduction and recruitment of the endangered humpback chub and other native fish.

Specific Summarized Comments and Responses

- *What are the positions taken by Reclamation and FWS on installing a selective withdrawal structure at the dam?*

  Further study of selective withdrawal was a common element for all restricted fluctuating and steady flow alternatives in the draft EIS. In the final EIS, this position has been strengthened. Reclamation would implement a selective withdrawal program and determine feasibility by aggressively pursuing and supporting research on the effects of multilevel intake structures at Glen Canyon Dam and would use the research results to make a firm decision on construction. FWS, in consultation with the Arizona Game and Fish Department (AGFD), would be responsible for recommending to Reclamation whether or not selective withdrawal should be implemented at Glen Canyon Dam. Reclamation would be responsible for design, NEPA compliance, permits, construction, operation, and maintenance.

- *It will take a long time to implement selective withdrawal; please include a timeframe in the final EIS.*

  Reclamation has accelerated the selective withdrawal program. Every effort is being made to further accelerate the program by streamlining the required NEPA process. Scheduling is now in the planning stage and, therefore, was not reported in the final EIS. However, it would appear that—given the complexities of the needed research, environmental regulatory compliance, project planning, and actual construction—multilevel intake structures would not be in place, ready for testing, until about the year 2005.

- *Scientific data should guide the decision about implementing selective withdrawal at Glen Canyon Dam, and risks and benefits—especially regarding native/non-native fish interactions—must be assessed.*

  The possibility of implementing selective withdrawal at Glen Canyon Dam has been the object of discussion since 1978 and one of the objects of the Glen Canyon Environmental Studies (GCES) since 1984. Despite the large amount of relevant data collected in that time, several specific questions remain. As noted in the previous two responses, both Reclamation and FWS concur on the need for a scientifically based feasibility study to guide the decisionmaking process. FWS is in agreement with Reclamation's research design for this study, including reviewing literature and modeling to develop scenarios of temperature changes on native fish populations; assessing temperature-induced interactions between native and non-native fish; assessing effects on other downstream aquatic resources and on fish parasites and disease; evaluating effects on the heat budgets of Lakes Powell and Mead; and evaluating effects on organic matter and plant nutrients in the reservoirs and river. The effects of existing selective withdrawal structures at other dams will be investigated as part of the study. A regime of experimental steady flows may also be implemented before construction of multilevel intake structures to study the effects of limited backwater warming.

- *The draft EIS would have benefited from more information about the potential costs, impacts, and benefits of a selective withdrawal structure.*

  At the beginning of the EIS process, the scope of study was defined. Some items were deemed outside the scope that could effectively be studied in this EIS. As described in the "Common Elements" section of chapter II, selective withdrawal was one of the items specifically excluded from study, and further study of selective withdrawal was included as a common element for every alternative. Potential costs of selective withdrawal, estimated to be approximately $60 million, were reported in the draft and final EIS. Potential impacts and benefits of selective withdrawal have yet to be determined and are the objectives of the feasibility study now underway.

Alternatives Considered and Eliminated From Detailed Study

Very few comments were received on this subject. Of the comments received, most thought that alternatives and concepts eliminated from further analysis in this EIS should not have been eliminated, while a few expressed support for elimination.

No substantive changes were made to the document in response to these comments. As stated in the final EIS, "the Federal action considered . . . is the operation of Glen Canyon Dam . . .." The alternatives and concepts considered and eliminated from detailed study in this EIS do not represent reasonable ways of operating the dam.

Run-of-the-River and Historic Pattern Alternatives

The fact that these alternatives were deemed unreasonable because of increased turbidity, disruption of the food chain, and the necessity for sediment augmentation aroused the opposition of one commentor, who asserted that these conditions are more "natural." Another suggested that eliminating these alternatives because a slurry pipeline would take 15 to 20 years to build was unjustified since NEPA was designed to ensure integrated planning and analysis. This commentor felt this option should be included in long-range planning efforts that would dramatically alter the range of offered alternatives.

The Run-of-the-River and Historic Pattern Alternatives would result in significant adverse environmental impacts without a massive sediment augmentation program. Such a sediment augmentation program could not be implemented for a long time, would be the subject of its own EIS, and would require a plan to operate the dam in the interim. Sediment augmentation may be explored in the future, but a plan to operate the dam is needed now.

Reregulated Flow Alternative

Some commentors suggested that this alternative should not have been eliminated from further consideration, that reregulation has benefits to offer (chiefly power production), and that the issue will continue to be brought up until it is fully discussed in an EIS.

Some saw reregulation as having the same positive environmental impacts as the preferred alternative, while allowing increased power production (with increased revenues). These commentors encouraged Reclamation to let the public judge whether the economic benefits outweigh the costs and environmental impacts and to provide all information required to make that decision in the final EIS.

In response to these comments, the EIS team notes that the Reregulated Flow Alternative is really mitigation for the Maximum Powerplant Capacity Alternative and would not expand the range of reasonable dam operations. However, the economic and environmental costs of this mitigation were judged to be greater than the downstream impacts they would be designed to mitigate. Also, several laws prohibit constructing dams within units of the national park system.

Eliminated Concepts

Sand Pumping and Beach Protection

Some statements concerning sand pumping and beach protection supported those concepts and encouraged further consideration of them in localized situations or to minimize impacts on power rates. Some said sand pumping and beach protection should be a common element under all alternatives. One suggested that elimination of these concepts should be based on scientific or technical infeasibility, impacts on other resources, or cost/benefit analysis but not because they would be less effective in narrow reaches. Another questioned the use of the Clean Water Act section 404 language as possible justification for elimination. Some commentors, on the other hand, supported eliminating both concepts.

The EIS team agrees that sand pumping and beach protection are mitigation measures that could be feasible at certain locations within Grand Canyon on a short-term basis. Perhaps it is misleading to label these concepts as eliminated because these concepts are eliminated only from detailed analysis in **this** EIS. NPS managers could implement sand pumping or beach protection, with appropriate NEPA compliance and other permits, should they perceive a need to do so. Such measures may be useful at specific sites but are impractical systemwide. The practical limitations are described in chapter II. However, these concepts did not represent an alternative way of operating the dam.

Removing the Dam

There was support for both sides of this issue. At one end, members of the public demanded that removal of the dam be considered (one suggested a volunteer effort), and others said it is the only "reasonable" option or should be the preferred alternative. In the middle was the respondent who felt that we do not now know enough about the effects of removing the dam, but we might in the future. The other extreme maintained that the idea of removing the dam was "idiotic."

Removing the dam represents an alternative to the dam itself and would not meet the Colorado River Storage Project purpose. There were no changes to the document in response to these comments.

Resources

Water

Several respondents challenged the apparent implication that predam flows essentially were steady, with gradual changes between seasons. They pointed out that flash floods were common predam. One suggested that there were daily fluctuations, although the daily fluctuations were less frequent than under dam operations; this idea is not supported by data. The main point, however, was well taken, and discussion of predam flows was revised in chapters I and III and in the *Summary* volume. Some changes were made in descriptions of the affected environment to clarify the discussion of postdam flows.

Comments on water quality were relatively few. In general, comments on the discussions of impacts to water quality that may result from changing dam operations centered on, in order of frequency:

- Quantity and value of water quality data for the Lake Powell/Colorado River system and the validity and merit of some of the analyses results based on the data
- Magnitude and extent of potential downstream impacts
- Selective withdrawal studies and future dam operations

Although no comments were based entirely on unsubstantiated data, about one-third were made in the context of the wrong hydrologic conditions. Water quality analyses were conducted under two hydrologic conditions: normal and above, and extended below normal conditions.

Several commentors suggested approaches to studying the feasibility and potential impacts of selective withdrawal operations at Glen Canyon Dam and expressed statements of opinion on its success. Several comments corresponded with suggestions by research scientists and resource managers who have been involved in issues of the Glen Canyon Dam/Grand Canyon/Colorado River system.

A few of the comments on water quality required slight changes to the final document to provide clarification. One required adding a discussion of impacts to downstream nutrient concentrations, which completed tracking of potential water quality impacts through the study area (from Lake Powell to Lake Mead).

Specific Summarized Comments and Responses

■ *Predam flows were not steady, as implied in the draft EIS.*

We agree. Predam flows were characterized by large year-to-year and seasonal variability. Melting of the mountain snowpack typically produced high runoff of long duration during the late spring and early summer. Annual maximum daily flows greater than 80,000 cfs were not uncommon; in some years they exceeded 100,000 cfs. In contrast, flows less than 3,000 cfs were typical throughout late summer, fall, and winter. Increases and decreases of short duration—but occasionally of very high magnitude—commonly

occurred at intervals of a few days or less due to floods from perennial tributaries such as the Paria River and Lower Colorado River (LCR) and hundreds of usually dry side canyons. Thus, while predam flows did not resemble the daily fluctuations of dam operations, neither were they steady.

- *Predam floods were double peaks, not single as some believe.*

  The double peaks during spring runoff of snowmelt in the Rocky Mountains probably are due to the timing of arrival of peak runoff from major drainage basins (the Green and mainstem Colorado Rivers) or the superimposing of runoff from lesser tributaries (such as the San Juan River) on the primary hydrograph from the mainstem. While the double peak is an indicator that predam flows seldom could be classified as steady, their cause is snowmelt that occurs at about the same time each year. Floods from tributaries, on the other hand, were and are unpredictable in timing, magnitude, and frequency. Therefore, we are emphasizing these events as the main cause of flow variability. The double snowmelt peaks, as well as the extreme variability in floods from tributaries, are evident in the example predam hydrographs added in chapter III, WATER.

- *The Colorado River Simulation System computer model, which simulates the physical operation of Lake Powell and was used extensively in analyzing impacts of the alternatives, is inadequate.*

  The Colorado River Simulation System model was considered the best available tool for analyzing effects of draft EIS alternatives at the time the modeling studies were conducted. Further, it is considered beneficial that there is a general acceptance of the model as a good planning tool by most institutional entities with concerns about Colorado River water accounting.

  There is room for refinements in the accuracy of estimated reservoir evaporation and bank storage. Such refinements may have significance on total volumetric water accounting but would not be considered significant for comparisons between alternatives. Stated another way, conclusions between alternatives would not change due to refining estimates of evaporation and bank storage.

- *The analysis of impacts to water quality would be improved with more data and comparative analyses.*

  No significant water quality impacts were identified under any alternative. Thus, more extensive presentation of analysis is not warranted. Future NEPA compliance for selective withdrawal would require more extensive analysis.

  The three main factors influencing the selection of constituents and phenomena for discussion in the draft EIS were: (1) meeting NEPA requirements, (2) the usefulness and applicability of the information to the various publics, and (3) the ability to track the constituents through the study area from Lake Powell to Lake Mead.

- *It seems lead may be a potential problem in the Lake Powell/Colorado River system. Do data support the perception?*

  Lead is a constituent with potential health consequences to humans and aquatic organisms. Data indicate that lead concentrations are high near major marinas at Lake Powell. Leaded fuels may be the major source of lead near these marinas. However, a recent drawdown revealed many used batteries had been disposed of in the lake. Some corrective actions have been taken, but more may be needed.

- *Potential changes to nutrient concentrations in the Colorado River below the dam were not discussed.*

  A discussion of nutrient concentrations and productivity has been included in chapter III of the final EIS.

  The comment also suggests two effects resulting from the presence of Glen Canyon Dam that are not entirely correct and require clarification: (1) nutrient loads in the reservoir have been reduced, and (2) location of primary productivity has been changed.

  Nutrient loads to Lake Powell from upstream sources remain unchanged by the dam, although nutrient loads to the river below the dam are reduced because they are retained in the reservoir, primarily in the sediment. Location of primary productivity is not strictly affected by dam presence either, but the magnitude of productivity may be different. Despite low downstream nutrient concentrations, the Colorado River below the dam is relatively productive, owing to the clarity of the river which increases light penetration and the constant supply of new nutrients, enabling algae to grow in a greater volume of water.

- *The discussion of downstream river temperatures was not clear because two different average temperatures were mentioned.*

  The difference was clarified by distinguishing one as the average release temperature and the other as the average annual temperature for the river between Glen Canyon Dam and the backwaters of Lake Mead.

Sediment

Relatively few comments were received on sediment. Most of the comments had to do either with riverbed sand or sandbars (beaches and backwaters). Some additional comments had to do with the relationship of other resources to sediment; these are discussed under the appropriate resource heading. Comments on the effects of habitat maintenance and beach/habitat-building flows on sandbars or riverbed sand are discussed in this volume under "Common Elements" in the section on habitat maintenance and beach/habitat-building flows.

Nearly all changes to the EIS in response to comments on sediment were minor, mainly for clarification. Discussion of the silt/clay fraction of sediment was expanded in chapter III and the discussion of impacts of alternatives in chapter IV. One technical paragraph on riverbed sand in chapter III was revised substantially.

By far, the most comments had to do with beaches and backwaters (reminder: beaches are a special subset of sandbars, and backwaters are a special subset of return-current channels). Additional discussion of comments on backwaters is included in chapters III and IV under FISH. About one-fourth of the comments directly related to sediment were expressions of concern that preservation of beaches be given high priority. Nearly half of these commentors indicated they had witnessed beach erosion. Many blamed drastic flow fluctuations for serious beach damage. A few stated that steady flows are best for preserving beaches, while several others stated that there will be no beaches under steady flows. There was a wide range of comment about the magnitude of flow required to maintain backwaters and the rate at which return-current channels would fill under various alternatives.

Comments on riverbed sand were not numerous. Respondents generally challenged the analytical procedures used for impact analysis, the assumptions used, or the accuracy of the scientific information cited (for example, the amount of sand delivered to the river by tributaries). A few comments noted the slightly higher probability of net gain in riverbed sand estimated for the Seasonally Adjusted Steady Flow Alternative compared with that for the Modified Low Fluctuating Flow Alternative.

More than 30 respondents expressed support for sediment augmentation, or at least for further study; many stated that it is essential to begin serious study immediately. Only a few expressed opposition to sediment augmentation.

Many opinions were expressed. Typical were the following:

- Without the dam, there would be few, if any, beaches.
- Boat mooring may cause substantial beach erosion.
- Fluctuating stage has literally nothing to do with erosion capability; to stop erosion, you must stop the flow.
- Alternatives with larger fluctuating flows would maintain backwaters better than those with smaller fluctuations or steady flows.
- Flows at and above 25,000 cfs take sediment out of the canyon and should be avoided.
- Further research using more direct measurement of sand transport, deposition, and erosion is needed; statements in the EIS are supported by only indirect measurements and untested models.

With regard to these concerns, further research on sediment, as well as other resources, would occur under adaptive management and long-term monitoring and research.

Specific Summarized Comments and Responses

■ *The draft EIS emphasizes sand in eddy deposits and ignores silt- and clay-size particles.*

We modified the statement that most silt/clay passes right through the system to indicate that some silt and clay is deposited. Also, we added a brief subsection entitled "Silt and Clay" under Sandbars (Beaches and Backwaters) in chapter III, SEDIMENT. Statements about the effects of the alternatives on deposition of silt and clay also were added to chapter IV, SEDIMENT.

- *More analysis and discussion are needed of the individual contributions to sandbar erosion (wind, runoff, human use, and operations), their interaction, and the cumulative impacts and tradeoffs.*

  While there is no doubt that dam operations alone are not responsible for all sandbar erosion, available information supports the predominance of eddy processes over all other mechanisms. Eddy processes, in turn, are directly affected by changes in riverflow, which mainly are caused by dam releases. To our knowledge, as stated in the EIS, there is insufficient information for differentiating quantitatively between the various causes of sandbar erosion, which would vary at each sandbar and with antecedent conditions. Therefore, we considered impacts to sandbars grouped by geologic reach, rather than impacts to individual sandbars.

- *The relationship of beach erosion to flow velocity is not mentioned.*

  Even at constant flow, velocity varies greatly from site to site and laterally and vertically at a site; therefore, velocity is not a practical indicator of potential beach erosion.

- *Normal daily maximum flows need to be capped at no higher than 13,000-15,000 cfs; lower normal maximums would cut into deposits at a lower elevation but with less energy.*

  There is more to beach maintenance than minimizing erosion. Deposition and erosion of sandbars in the canyon is a natural, dynamic process. If flows were capped at 15,000 cfs, that is the eventual level to which all sandbars would erode (erosion from local runoff, wind, and other factors). Camping beaches would be substantially smaller, the effects of vegetation encroachment greater, and the riparian environment substantially altered.

- *What is the contribution of up and down ramp rates to the various types of sandbar erosion?*

  Erosion caused by rapid upramping has not been documented, and a statement to this effect was added to the text. It is an assumption in this EIS that seepage-induced erosion is related to declining stage, a reflection of downramping and range of stage fluctuations.

- *Return-current channels are not well understood; much more research is needed.*

  The physical process whereby return-current channels are formed is fairly well understood, but the rate at which the channels fill with sediment between floods, the frequency of flooding required to maintain open return-current channels as backwaters, and how critical the backwaters are for native fish are topics that do, indeed, need additional research. Such research would be part of long-term monitoring.

- *More details are needed about the effect of antecedent conditions on formation and maintenance of backwaters at a given flow.*

  The point about antecedent conditions is valid, but we question the magnitude of the differences. On the basis of what we were told by GCES scientists, the primary flows to create backwaters are floodflows greater than powerplant capacity. For any flow smaller than that, differences in the number or size of

backwaters due to differences in antecedent conditions are not likely to be large. One assumption, of course, is a supply of sand in the eddy sufficient to build the reattachment bar with which the return-current channel is associated. Since the point is valid, we added a statement to the text.

- *Would it be possible to add sediment to dam releases by occasionally stirring up the bottom of Lake Powell?*

  Even if the depth (more than 500 feet near the dam) were not a problem, the sediment produced would consist almost entirely of clay and some silt—little or nothing for building sandbars. Sand delivered by the tributaries to Lake Powell is deposited in deltas where the streams enter the lake, far upstream from the dam. If disturbed, the sand particles would not travel very far before resettling to the bottom.

- *The statement that sand transport equals tributary contributions is questionable.*

  Good catch. We modified the paragraph substantially as a result of this comment. What we meant and now state is that downstream from the LCR there would be no measurable differences in riverbed sand storage between alternatives.

- *Absolute differences and quantities are important; uncertain estimates could lead to rapid net sand loss, in contrast with the gains shown in the draft EIS.*

  We agree that absolute differences are important. In analyzing the impacts of the alternatives on sediment, we have used the latest information and procedures available. We have maintained close communication with the GCES sediment researchers and have consulted with them on our analytical approaches. It is the existence of uncertainties, as well as the "certainty" that conditions change over time, that prompted the need for long-term monitoring and adaptive management—the only means to take action now and then assure adjustment to changing conditions.

- *There is some confusion about, or dissatisfaction with, the use of percent probability of net gain in riverbed sand as an indicator of impacts.*

  The probability of net gain in sand stored on the riverbed is used as a relative indicator. As explained in appendix D, these "probabilities" are not based on random sampling of some population but were calculated as mass balances from the 85 long-term release scenarios simulated using the Colorado River Simulation System model and previously published sand load rating curves. For a given alternative, the percentage of scenarios ending in a net gain of sand is used as the probability of long-term net gain. Several assumptions are stated, including that each of the 85 simulations (using 50 years of monthly values based on historical flows) is considered to have an equal chance of occurring. That is as close as we come to a random process.

  The resulting numbers may not represent what really happens but should be reasonably accurate indicators of the relative differences between alternatives. We are not suggesting that the fluvial system is random, but release volumes and patterns are based on inflows to Lake Powell, which—although affected to some extent by human interference upstream—reflect climatological patterns and resulting runoff from the Rocky Mountains and the Colorado Plateau.

- *How can the Seasonally Adjusted Steady Flow Alternative threaten sediment resources more than the Modified Low Fluctuating Flow Alternative if the probability for net gain in riverbed sand is greater with seasonally adjusted steady flows?*

  The Seasonally Adjusted Steady Flow Alternative does not "threaten" sediment resources more than the Modified Low Fluctuating Flow Alternative. While our calculations show that seasonally adjusted steady flows would be somewhat less likely to deplete riverbed sand than modified low fluctuating flows, they also show that potential heights of sandbar building would be somewhat less. Occasional beach/habitat-building flows, of course, equalize potential heights of sandbars under all the restricted flow alternatives.

- *Transport of selenium and other trace elements and heavy metals in sediment loads should be studied to determine any changes caused by alteration of flow.*

  Trace metals may be present in sediment of the delta of at least one tributary to Lake Powell; however, the dam prevents this sediment from entering Grand Canyon. Trace metals are not believed to be a problem in the lake but would be investigated for possible impact below the dam, if sediment augmentation is considered in the future. The occurrence of trace metals in sediments of the Paria River, LCR, and other canyon tributaries is not affected by dam operations.

Fish

Comments on the FISH section ranged from very technical questions and clarifications to general comments and statements of position or belief. In some instances, commentors questioned conclusions drawn from the available research, in particular noting that our knowledge of the biology of some native species is incomplete and that there is disagreement among researchers and GCES resource specialists regarding responses of native fish.

The FISH sections in chapters III and IV were substantially revised and reorganized for the final EIS to include new information and suggestions from comments. Commentors noted the similarities between the FISH section of the draft EIS and the extensive treatment of endangered fish under ENDANGERED AND OTHER SPECIAL STATUS SPECIES. Therefore, we combined much of the information and analysis from the two sections. Combination of this information should be less confusing to the reader. Introductory information was added to the chapter III affected environment discussion of fish to add clarity. That material largely reiterates the information presented in the linkages section. Commentors thought that including introductory information in the FISH section would improve its readability.

Numerous comments either supported or refuted the importance of native and endangered fish issues in the draft EIS. Several commentors noted their positions of support or opposition for endangered fish research flows, the incorporation of selective withdrawal of warmer water from Lake Powell to more directly benefit native warmwater fish, and steady or fluctuating flows.

Concern was expressed about incorporating endangered fish research in the preferred alternative. When the draft EIS was published, the preferred alternative included specific plans for evaluating endangered fish research

flows as an integral part of operations. In response to comments and ongoing discussions with the U.S. Fish and Wildlife Service regarding the biological opinion on the preferred alternative, endangered fish research was removed from the Modified Low Fluctuating Flow Alternative and was incorporated into the AMP.

Commentors indicated their concerns about the economic and financial costs of endangered fish research, the potential risk to endangered fish from competitive interaction with non-native fish, and the absence of experience and scientific observation of seasonally steady releases in Glen and Grand Canyons. Implementation of endangered fish research flows would be reconsidered if a scientific risk assessment determined that the potential risk to the endangered species outweighs the benefits.

Some commentors advocated giving priority to endangered fish while others expressed frustration regarding the seemingly overriding importance of endangered fish. In reality, Federal law—the Endangered Species Act—requires Federal agencies to place a high priority on endangered species issues. The provisions of that act place considerable responsibility on Reclamation to implement the reasonable and prudent alternative identified by the U.S. Fish and Wildlife Service's biological opinion.

Questions about non-native fish came from two perspectives. The first was related to sport fish and the trout population below Glen Canyon Dam, and the second related to interactions between native and non-native fish that are detrimental to native species. With respect to trout, several comments questioned why importance was placed upon naturally reproducing trout when stocking hatchery fish would seem to offset impacts to spawning and recruitment of trout.

Some commentors expressed a desire for better explanation of the interactions between native and non-native fish. Concern was expressed that the potential negative effects due to these interactions (predation and competition) were not sufficiently disclosed—a source of some controversy among resource specialists and researchers.

Regarding interactions between native and non-native fish, commentors expressed concern that non-native fish might benefit more than native fish from modifications of dam operations, resulting in further deterioration of native fish populations. It was suggested by some commentors that the decline of native fish in Glen and Grand Canyons was well underway prior to construction of the dam. Some commentors held that the initiation of cold releases from the dam really halted the decline, and that changes in operations to provide steady releases or stable backwaters would, in fact, compromise the survival of native fish through predation and competition from non-native fish. In response, information on competition and predation and predam fish population was expanded in the FISH section and was added to the summary table to allow the reader to better evaluate the potential impacts of those interactions.

Additional information has been collected since the draft EIS was prepared. Considerable research was still in progress at the time the draft EIS was prepared; additional reports, information, and the results of Endangered Species Act section 7 consultation have become available since publication. Information from those reports was incorporated as it has become available.

Numerous fish-related studies are still ongoing with final reports outstanding even as the final EIS was being published. Where possible, the most recent citable information from GCES was used in updating the final EIS. Later research will be used in long-term monitoring and research under adaptive management.

Numerous statements of position, belief, and opinion were offered by commentors. These included the belief that reproduction and recruitment of native and endangered fish from the tributaries are sufficient to sustain populations and the belief that temperature is the prime constraint for native and endangered fish. Though these unsupported statements did not require individual answers, all comments were reviewed.

Specific Summarized Comments and Responses

- *There is uncertainty about the response of native and endangered fish (and other resources) to the steady flow alternatives. The interaction of native and non-native fish (predation and competition) may constrain or even change the response of native and endangered fish.*

  GCES research did not include observation and analysis of long duration, lower steady flow releases. Some parallels can be drawn from research and observation in other riverine systems; but without site specific research, some speculation was necessary to identify responses of fish to the steady flow alternatives. There is some uncertainty and disagreement among resource specialists regarding those responses. In the final EIS, we have attempted to clearly indicate that uncertainty and disagreement exists. Unquestionably, this uncertainty factored into selection of a fluctuating flow alternative as the preferred alternative, the incorporation of endangered fish research into adaptive management, and the commitment to perform additional risk assessment prior to future decisions about implementing endangered fish research and selective withdrawal.

- *The premise that backwaters provide key or important rearing habitats for larval and juvenile native fish under steady flow alternatives is not supportable. The concept that mortality may result for young native fish forced out of warm or stable rearing areas is not supportable. Stable backwaters that provide rearing habitat for young native fish would be more beneficial to non-natives, and increased competition and predation would ultimately be detrimental to the native and endangered fish.*

  The question of how important recruitment from stable backwaters is to the native fish community is unresolved; however, it is clear that backwaters can provide characteristics that more closely meet the physiological requirements (temperature) of those fish for growth and survival. The final EIS includes information that better illustrates the effects of cold water on young native fish, including mortality, immobilization, and severely reduced growth rates. The question of enhanced competition and predation as a result of steady flows is the source of most of the uncertainty among resource specialists. The final EIS attempts to describe those areas of uncertainty to the reader and the decisionmaker.

- *Steady flow alternatives would not function as well as fluctuating flows to maintain backwaters, and backwaters will fill with sediment over time.*

  Information on the formation and reformation of backwaters (eddy return-current channels) is presented in both the FISH and SEDIMENT sections. Flooding appears to be the prime hydrologic force that forms and re-forms backwaters. Information illustrating the reduction in size and number of backwaters through time under fluctuating flows is referenced in the final EIS. Flood events clearly have recreated backwaters. Incorporating regular habitat maintenance flows—and less frequent beach/habitat-building flows—specifically addresses the hydrologic process of restoring backwaters through time.

- *Exposure (freezing and desiccation) is the prime factor limiting Cladophora. What is the critical exposure period and what is the recovery period?*

  The draft EIS placed emphasis on the impacts of exposure on *Cladophora*. Information presented and cited in the final EIS clearly indicates the low resistance and resilience of *Cladophora*—hence the use of reliable stage and wetted perimeter as an indicator of the zone potentially occupied by *Cladophora* and associated aquatic invertebrates. Some commentors argued that the standing crop of algae was unimportant and that the entrainment of algae and aquatic invertebrates was the essential factor. We maintain that both are important, and GCES research has largely focused on the effects of exposure and the potential for recolonization. Both critical exposure periods and recovery periods reported from GCES research are presented in the final EIS. Information was added on drift and the effects of light attenuation on algal colonization.

- *Changes in nitrogen/phosphorous loading associated with intake level may change stream productivity.*

  None of the alternatives substantially changes the level at which water would be withdrawn from the reservoir (except perhaps under very low reservoir conditions—a function of weather/climate trends, not operations). Thus, changing trends in available nutrients are not expected. Implementing selective withdrawal, an option for future operations, would have more dramatic effects on elevation of water withdrawn from the reservoir than the operational alternatives assessed.

- *Fish access to tributaries may not be limited by fluctuating flows.*

  The issue of tributary access was raised as a concern by fishery scientists. In evaluating access to tributaries using videography taken during steady flow releases, we have been able to document that access is not impeded at most tributaries at flows between 5,000 and 8,000 cfs. There is little evidence to answer the accessibility question at lower flows. The final EIS is clear that access is not an important issue at flows greater than 5,000 cfs. While it leaves open the possibility that there could be impediments to access at lower flows, the final EIS indicates that, under fluctuating patterns of release, impediments to access within the range of normal operation would be temporary. There are a few tributary streams where upstream access is physically impeded; however, access to those tributaries would be impeded under the range of normal operations.

- *Why was so much importance placed on natural reproduction of trout? Please discuss strains of trout with respect to their survivability and size.*

Trout, though not native to this part of the Colorado River, emerge as a very important issue because of their recreational value. The establishment of a significant trout fishery below Glen Canyon Dam in the mid-1960's, its rise to prominence, and its subsequent decline has made the trout population (and the trout fishery) an issue. The question of importance assigned to natural reproduction of trout is derived from two perspectives: the anglers and the managers. Anglers—specialist anglers in particular—place relatively greater value on naturally reproduced fish than on hatchery stock. Further, it has been the goal of AGFD to seek a naturally reproducing population. Determinations of superior strains for stocking at Lees Ferry appeared inconclusive. Implementation of changes in strains to be utilized for the trout fishery would be made by AGFD, not the Department of the Interior.

Vegetation

The interest in vegetation from the general public was generally low, with the majority of comments coming from a few cooperating agencies and interested parties. Some respondents suggested terminology changes, the use of different indicators, or demanded indepth analyses of alternatives at inappropriate locations such as chapter III. Others wanted to redefine or raise new issues, and some comments dealt with either value judgments or observations. In each case, a brief response was developed either thanking respondents for sharing their values and observations or indicating why the suggestion was inappropriate. For example, terms such as "biological pollution" and "beach and floodflow climax," a breakout and analysis of exotics versus native species, or a request to discuss the importance of elevation above sea level to plant communities were not addressed. Generally, no changes to the document were generated from these types of comments.

Some respondents questioned aspects of the analysis in chapter IV. In some cases, questions resulted from confusion with the location and response of either the old high water zone (OHWZ) or the new high water zone (NHWZ), the use of active-width analysis, or the linkages between periods of study for water, sediment, and riparian vegetation. These comments rarely resulted in a change to the document. In other cases, such as a reference to tamarisk studies with different conclusions, it was impossible to address the comment because the comment did not fit the information presented.

Some comments were quite constructive and contributed to changes in the text. For example, the treatment of emergent marsh vegetation was questioned. In addition, it was clear from comments addressing the analysis of emergent marsh vegetation and the perceived responses of woody and emergent marsh plants to both habitat maintenance and beach/habitat-building flows that additional clarification in these areas was needed. The final EIS addresses these concerns.

Specific Summarized Comments and Responses

- *The analyses of riparian vegetation is based on minimum release years. What will happen to riparian vegetation when flows exceed a minimum release year?*

  As the annual volume of water increases under any alternative, maximum flows would increase. As maximum flows increase under restricted fluctuating and steady flow alternatives, less additional substrate (compared to no action) would be available to support plants. The EIS assumes minimum release years for estimating effects on riparian vegetation to maximize the differences between alternatives. We know, however, that medium, high, and minimum water years would occur in the future. A mixing of different volume years would tend to reduce the differences among alternatives in terms of responses from riparian vegetation. This means that in a medium or high release year (about 50 percent of the time), the percent increase in woody riparian vegetation under restricted fluctuating and steady flow alternatives would be less than presented because higher maximum flows would occur, resulting in conditions more similar to no action. Extended periods of high flows would likely remove some patches of emergent marsh plants. The text has been modified to improve understanding of this point, but a minimum year analysis remains with maximum differences between alternatives presented.

- *The treatment of changes to emergent marsh vegetation is unclear. How will the area of emergent marsh plants change in the future?*

  Reduced fluctuations and reduced maximum flows would affect patches of emergent marsh plants in several ways. First, reduced maximum flows would expose patches that occupy the former zone of inundation between the new and old maximum flow stages. Although it may require several years, these patches would eventually be replaced by woody vegetation. Second, additional patches of emergent marsh plants may become established at the mouths of return-current channels. These return-current channels may have previously supported emergent marsh plants at a higher elevation that is now dry. Under such situations, the location of marsh plants may change, but numbers and sizes of patches would remain similar.

  No data exist at this time to indicate that either fluctuating or steady flow patterns would support more or fewer areas of marsh plants than no action conditions. However, it is reasonable to assume that fluctuating flow alternatives would more closely mimic no action conditions than would steady flow alternatives. Furthermore, because steady flows would wet a smaller area than comparable fluctuating flows, it is assumed that steady flows would support somewhat smaller areas of emergent marsh plants. A qualitative evaluation of changes to the aggregate area of wet marsh plants is provided in the final EIS, relative to the alternatives' similarities and differences to no action. For example, when compared to no action conditions, the aggregate area of wet marsh plants such as cattails and bulrushes under various alternatives would either be the same as, same to less than, or less than no action conditions.

- *Why wasn't a detailed analysis of changes in species composition and acres of riparian vegetation presented on a site-specific basis for each alternative?*

  Site-specific estimates of change cannot be provided for at least two reasons. Specific estimates require an understanding of net change—both the retreat of existing vegetation downslope and the addition of new vegetation on sites exposed by lower maximum flows. First, if a restricted flow alternative is implemented, the water table adjacent to the river probably would recede and affect vegetation now supported. Changes could occur in both species composition and area through mortality, with or without replacement by more desert adapted plants. However, specific changes depend on a combination of variables in addition to water (e.g., substrate type and depth) unique to each individual site. Second, sites that would support new vegetation in the future are currently under water and unstable and, therefore, cannot be evaluated in terms of additional area at specific sites. Thus, while it is unlikely that the NHWZ would expand above its current limits, site-specific net changes resulting from some combination of current boundary maintenance, downslope retreat, and expansion onto new suitable sites cannot be accurately quantified. The estimates presented in the draft and final EIS are relative to no action, based on analysis of potential change in active sandbar width.

- *Riparian vegetation in the NHWZ will be lost as a result of lower maximum flows.*

  Under reduced maximum flows, some vegetation would likely be lost, some would be replaced by other species, and new growth would occur. How much mortality, replacement, and new growth occurs would depend on site characteristics as influenced by the sequence of minimum, moderate, and high water years. The potential for mortality in the upper elevations of the NHWZ was identified in the draft EIS, and the discussion has been expanded in the final EIS. However, no estimates of mortality are provided. While it is impossible to estimate net area of NHWZ vegetation resulting under each alternative, we believe those alternatives incorporating reduced maximum flows would experience net gains in NHWZ vegetation when compared to no action conditions.

- *What is the basis for the assumption that vegetation would not be affected by maintenance flows to the extent indicated by active-width analysis?*

  Active-width analysis assumes a year-long flow (or, in the case of seasonally adjusted steady flows, a maximum seasonal flow) is in place to affect vegetation for extended periods. Such flows would either remove vegetation or prevent its establishment as dictated by each alternative's flow regime. Habitat maintenance flows, because of their magnitude and short duration, are not expected to cause drowning or scouring of vegetation.

Wildlife and Habitat

Comments on this section generally paralleled concerns expressed about vegetation since riparian vegetation was used as the measure of impact for wildlife habitat. Once again, several observations and value judgments were offered. Several comments focused on concern for wildlife during sediment management flows such as beach/habitat-building flows. The final EIS has been changed to address these concerns and improve text clarity.

Specific Summarized Comments and Responses

- *How would annual, high springtime releases affect birds nesting in the riparian zone?*

First, as currently described, special flows would occur in minimum release years, or approximately 50 percent of the time. For example, 5 years in 10 may experience minimum releases, with 4 years employing a habitat maintenance flow and 1 year a beach/habitat-building flow. Flows would be scheduled through the AMP and annual operating plan. If timed to coincide with peak nesting activity, these special high flows would be expected to adversely affect nesting wildlife. High flows during winter or early spring before nesting is initiated would have no affect on nesting birds but could affect young trout. Because timing is critical, the welfare of all resources must be considered when scheduling sediment management flows.

Endangered and Other Special Status Species

Issues surrounding special status species were the subject of many comments, with the vast majority of comments focusing on endangered native fish. The treatment of endangered fish has been incorporated into the FISH section of the EIS, so the "Fish" section of this volume should be consulted for examples of comments and responses concerning endangered native fish. The only other comments on special status species were tied to other issues such as sediment management flows or the relationships between flows, trout, and eagles.

Specific Summarized Comments and Responses

- *Fluctuating flows deny trout the opportunity to spawn in Nankoweap Creek and, therefore, adversely affect bald eagles.*

Bald eagle use of the river corridor between the dam and the LCR's confluence has developed under no action conditions which include low flows. Both trout and bald eagles are assumed stable under no action, and conditions would either not change or improve for these resources under all alternatives. At some low flows, trout access to tributaries such as Nankoweap Creek may be limited. However, the use of the term "limited" does not imply exclusion, but rather something less than optimum conditions. Eagle use may be expanding along the river below the dam, indicating that the opportunity to acquire food is not restricted to Nankoweap Creek.

Cultural Resources

Comments on cultural resources principally revolved around the technical aspects of site definition, classification, and National Historic Preservation Act compliance. Proportionally, few comments were received on cultural resources. Of these, a few were value or opinion statements supporting preservation of cultural resources in the canyon. These commentors were concerned about the need to protect cultural resources in general and the value of these resources for visitor experience and appreciation of the canyon.

Most of the remaining comments related to lack of specificity regarding impact analysis, preservation, and compliance requirements. There were also some

comments indicating that tribal boundaries had been presented inaccurately. Tribal boundaries were reviewed, and corrections were made in the text or on maps where necessary.

The majority of comments related to definition and classification of archeological sites were responded to by adding additional explanation to the document. The vast majority of the questions and comments were addressed through examination of archeological survey, ethnographic and ethnohistoric reports, and the geomorphic studies. These supplemental technical reports become part of the public record upon completion of the technical reports and the EIS.

Specific Summarized Comments and Responses

- *Discussion of the impact analysis, preservation, and compliance requirements was not specific enough.*

  Comments relating to a lack of specificity were addressed by including the completed Programmatic Agreement and the Monitoring and Remedial Action Plan as attachment 5 of the EIS.

- *Impact analysis should be separated for each site and sometimes separated within a site.*

  The separation of various impacts agents for each site (and parts therein) was beyond the scope of the studies performed for this EIS and would have little bearing on the outcome. Considerable additional evaluation would be required to obtain little additional information related to dam operations.

- *Provide more detail concerning tribal management responsibilities and Federal trust responsibilities.*

  Comments regarding tribal management responsibilities are principally addressed in the Programmatic Agreement and Monitoring and Remedial Action Plan in attachment 5 of the final EIS. Some changes to the text were made to reflect tribal management responsibilities. The discussion of Indian Trust Assets at the end of chapter IV was clarified.

Air Quality

There were relatively few comments received on the AIR QUALITY section of the draft EIS. Those comments that were received varied from observations and concerns about the analysis to value and opinion statements about air quality.

A number of the comments on this topic resulted from a common misconception on the part of readers. Many individuals supposed that a drastic decline in air quality would occur. A small number of commentors focused on the technical merits of the underlying modeling results.

Substantive changes were made to this section of the document to reflect the results of the Power Resources Committee Phase III modeling effort. The results of the effort are briefly described, and qualitative inferences are made about the possible impacts of the alternatives on air quality.

Specific Summarized Comments and Responses

- *Flaws in the method used to model air quality during the Power Resources Committee Phase II resulted in spurious results.*

  As noted by these commentors, the emissions of only a subset of utilities were modeled during Phase II. This approach was clearly flawed. Analyses completed for Power Resources Committee Phase III incorporated all affected utilities using a pooled dispatch approach. The results from the Phase III analysis indicate that a significant decline in emissions would occur under the preferred alternative. Unfortunately, time and resources were sufficient only for a study of the preferred alternative. Nonetheless, we are confident that these general results hold over the range of alternatives.

- *Emissions would increase and air quality would decline if less peaking power is produced at Glen Canyon Dam.*

  As described in the EIS, losses of peaking power at Glen Canyon Dam would be made up primarily by gas turbine units. The additional offpeak energy available would displace generation at coal plants—primarily older, less efficient ones. As a result, air quality is expected to improve.

Recreation

Few comments were received on the RECREATION section. Of these, some commentors supported the EIS's treatment of recreation while others thought it was overemphasized.

There were numerous comments on camping beaches and white-water rafting and their relationships with the presence of the dam and alternatives for dam operations. In the final EIS, the narrative was strengthened to include discussions about vegetation encroachment, the decline in the height of sediment deposits, and habitat maintenance flows as they relate to camping beach condition.

Rafting and angling were added to the list of resources and activities affected by ramp rates. A discussion of popular points of interest was expanded to include sightseeing as a major activity for boaters on upper Lake Mead.

Several comments focused on trout fishing and fishery management, their importance, and the effects of dam operations on them. Text was added to note that the blue ribbon trout fishery developed under past dam operations. Refinements were made to the summary table and text to assure agreement of information about the recreational fishery. Comments about nutrient conditions for fish, stocking and fishing regulations, and trout diet and stocking were addressed in the FISH section.

Several comments discussed the amount of recreational use along the river, and some suggested the means or need to manage this use. Management of recreation use is uncorrelated with dam operations. No changes were made to the document in response to these comments.

There were relatively few comments received on recreation economics. Those comments that were received ranged from observations and concerns about the analysis methodology to value and opinion statements.

The majority of the comments pertaining to the methodology resulted from an insufficient technical understanding on the part of the readers. Other comments reflected an apparent difference in philosophy. Some individuals inferred that there was little or no economic value derived from recreation.

No substantive changes were made to this section of the document. Some editorial changes were made. The recreation economic impacts are now presented in both annualized and present value terms in the summary tables.

Specific Summarized Comments and Responses

- *The EIS states that construction of Glen Canyon Dam has allowed white-water boating to be undertaken throughout the year. However, Cataract Canyon, located above Glen Canyon Dam, has never been closed to rafting because of low flows.*

  The narrative description in the final EIS has been revised to reflect these facts. We now point out that the Grand Canyon has been run repeatedly at flows below 1,500 cfs.

- *Many of the rapids in Grand Canyon are formed by debris flows. In the absence of large predam floods, rapids would become steeper and narrower. This seems inconsistent with the notion that there would be a "minor improvement" in white-water boating safety associated with some of the alternatives.*

  The final EIS now includes a discussion of debris flows as a factor in boater safety.

- *The average waiting period to obtain a river permit is longer than 10 years.*

  As noted, demand for river permits has increased considerably over time, and the waiting list has grown longer. In the final EIS, we describe the average waiting period for river permits as 12 years.

- *The draft EIS did not give sufficient emphasis to the economic impact of tourism on the Navajo Nation.*

  While the Navajo Nation is surely impacted by tourists visiting the Grand Canyon, as documented in the draft EIS, there are no known flow dependent enterprises operated by the Navajo Tribe. While there are some Navajo employed in flow dependent businesses, the number of these individuals is unknown. Given that visitation is not expected to change due to any operational changes at the dam, it seems unlikely that any Navajo so employed would be affected.

- *Estimates of the recreation economic use benefit resulting from changed operations at Glen Canyon Dam are exceeded by estimates of the economic (use) cost to the power system.*

  The change in total economic cost and the change in total economic benefit of modifying Glen Canyon Dam operations are the relevant measures for

comparison. Total economic value includes both use value and non-use value. We agree that the net economic use benefits are much less than the economic costs to the power system. However, economic use value may be only a small component of total economic value.

- *Economic benefits to recreation are not comparable with the economic costs to the power system.*

The economic comparisons made in the draft EIS are correctly based on the concepts of producer and consumer surplus.

Hydropower

A large number of comments were received on the HYDROPOWER section of the draft EIS. The majority of the written comments were in the form of preprinted cards. These cards were provided to electricity customers by their utilities. A smaller number of reviewers submitted comprehensive, technically based comments. These comments helped to identify aspects of the hydropower analysis that could be improved.

The scope of the comments received was rather broad. There were many comments on the additional costs that would be incurred as a result of changing operations at Glen Canyon Dam. More technical comments focused on the assumptions and models used, the underlying data, the period of analysis, discount rates, display of the results, and the interpretation of these results.

The HYDROPOWER section of the draft EIS was revised extensively to reflect updated information and the results of analyses completed since the draft EIS was filed. Substantive changes were made to the estimates of financial and economic impact.

In addition, a number of detailed critical comments were received on the retail rate analysis. An improved assessment of retail rate impacts for small systems was completed for the final EIS and provided some additional perspective. Small systems retail rate impacts were presented as weighted means. The weights used were the number of end-use consumers in each affected small system. We expect that these improvements will address some of the concerns about this topic.

A substantial subset of the comments received on hydropower were observations, opinions, expressions of philosophy, and unsubstantiated assertions about various topics. A number of individuals offered value judgments about the relative importance of hydropower. Some expressed the opinion that the production of hydropower was more important than environmental concerns. Others asserted that maintaining the ecology of Grand Canyon was more important than the production of hydropower.

We offer no response to these comments. It should be noted that the purpose of the hydropower analysis is to neutrally describe the economic and financial impacts of changes in dam operations as accurately as possible given the resources available.

Specific Summarized Comments and Responses

- *How were the cost projections described in the EIS developed?*

  The economic and financial costs to the power system were developed using sophisticated optimization models commonly used in the electric power industry. The estimated results represent the lowest possible cost for replacing lost capacity at Glen Canyon Dam under the alternatives examined in this EIS. Both demand side management (conservation) and supply side resources were options for replacing the lost capacity.

- *The presence of surplus generating capacity in the power system was incorrectly modeled.*

  The amount of surplus capacity that now exists in the power system is an artifact of overpredictions of load growth by individual utilities. We suspect that one component of this forecast error is the failure to consider short- and long-run price elasticity effects.

  The use of existing surplus to offset capacity reductions at Glen Canyon allows this surplus capacity to be used productively sooner than would otherwise be the case. An income transfer from utilities requiring capacity to utilities with excess capacity would occur. Financially speaking, utilities with excess capacity, primarily large systems and investor owned utilities, are made better off by capacity reductions at Glen Canyon Powerplant. Contrary to assertions made by these reviewers, this impact was correctly characterized in the modeling effort.

- *We question the merits of using a 50-year analysis period given the institutional and technological changes that may occur.*

  We agree that making any kind of forecast for a 50-year period is somewhat speculative. Unforeseen changes in technology, changes in relative prices, or changes in institutions can and will occur.

  However, to correctly characterize the economic lifespan of Glen Canyon Dam, existing powerplants, and newly constructed powerplants, a long-term perspective was necessary. It is standard practice to employ analysis periods between 30 and 100 years in analyses of this nature.

- *The estimates of financial and economic impact reported in the EIS are point estimates. These estimates may vary considerably as the values of various parameters change and if some of the assumptions are changed. The sensitivity of these point estimates to changes in parameters and assumptions should be documented.*

  A brief discussion of the sensitivity of the results to certain parameters was provided in the final EIS. A detailed sensitivity assessment is contained in the Power Resources Committee Phase II report.

- *Estimates of economic cost differed between the contract rate of delivery (CROD) methodology and the hydrology methodology. This was particularly evident in estimates for the Seasonally Adjusted Steady Flow Alternative.*

  The differences in estimated costs were expected due to the fact that two different institutional arrangements (CROD and hydrology) were examined.

As such, the results represent the "envelope" of expected cost impacts. As recognized by many readers, the Seasonally Adjusted Steady Flow Alternative has the largest reduction in marketable capacity and the greatest increase in offpeak energy generation. Thus, we would expect the largest divergence between these two analysis approaches for seasonally adjusted steady flows.

- *Estimates of economic and financial impact for the Moderate Fluctuating Flow, Modified Low Fluctuating Flow, and Seasonally Adjusted Steady Flow Alternatives did not include the effects of beach/habitat-building flows and habitat maintenance flows.*

  Beach/habitat-building and habitat maintenance flows were added to the Moderate Fluctuating Flow, the Modified Low Fluctuating Flow, and the Seasonally Adjusted Steady Flow Alternatives after modeling work had begun. Consequently, the modeled results in the draft EIS did not fully reflect the impacts of these flows. In the final EIS, estimates of economic and financial impact under these alternatives include the effect of such flows.

- *Use of the term "1991 $" to describe annualized or levelized costs and benefits might be misleading. Also, the EIS should report all costs and benefits in present value terms.*

  After considering the issue, we agree with these reviewers. Annualized costs and benefits are described in the final EIS as "1991 nominal $." Both the levelized costs and benefits and the present value of these costs and benefits were reported where appropriate.

- *There are inconsistencies in the wholesale rate impacts and between wholesale rates and Western's revenues as described in the draft EIS.*

  Although not labeled clearly, the Salt Lake City Area Integrated Projects wholesale rates presented in the draft EIS were a combined wholesale rate rather than the composite rate assumed by some reviewers. These combined wholesale rates were clearly labeled as such in the final EIS to avoid confusion.

- *The EIS contains insufficient information on which to base the Government Accounting Office (GAO) audit mandated by the Grand Canyon Protection Act of 1992.*

  The scope of the GAO audit is currently unknown. Our reading of this act indicates that the audit will not be limited solely to financial and economic impacts but will also encompass biological, ecological, and cultural impacts. Regardless of the eventual scope of the forthcoming audit, the EIS does provide an adequate foundation for such an audit. We suspect that a comprehensive GAO audit will be based not only on the EIS but also on all supporting documents, pertinent published papers, and on other studies which may yet be commissioned.

- *Changing the operation of Glen Canyon Dam would affect the viability of the so-called "basin fund."*

  Although this view was expressed by only a few individuals, it is important that this misconception be addressed. There is no impact on the viability of the basin fund which might result from changing Glen Canyon Dam

operations. As is well known, the price of power sold by Western Area Power Administration (Western) is adjusted to ensure that revenue requirements are met.

- *The Salt River Project exchange agreement was not considered in the EIS, and the preferred alternative would cause much greater impact to the power system than has heretofore been recognized.*

  The casual reader might infer from the persistence of these commentors and the length and tenor of their arguments that the importance of the Salt River Project exchange agreement was either not recognized or was not given due consideration in the GCES power modeling effort. This presumption is erroneous.

  The Salt River Project exchange agreement was explicitly considered in the modeling which underlies the results presented in the EIS. An extensive effort was devoted to portraying the nature of this agreement and the economic and financial impacts, if any, that would result from the alternatives.

- *Peaking capacity at Glen Canyon Dam could be moved to other hydropower facilities such as Hoover Dam.*

  Western will study and report to Congress on the possibility of using Hoover Dam to replace lost capacity at Glen Canyon Dam pursuant to Section 1809, "Replacement Power," of the Grand Canyon Protection Act of 1992.

- *The EIS Summary incorrectly stated that capacity losses at Glen Canyon Dam would be made up by the construction of new coal- and oil-fired powerplants.*

  The statement in the "Summary" volume claiming that replacement resources would include coal- and oil-fired powerplants is incorrect. The text was revised to show that replacement resources would be primarily gas-fired resources with some demand side resources—wind and pumped storage—included to replace the lost capacity at Glen Canyon Dam.

- *Adopting conservation measures would reduce the demand for peaking power, and this should have been a component of the hydropower analysis. Conservation measures were not a component of the small systems modeling effort.*

  Conservation or demand side management measures were explicitly considered in the large system modeling effort. Interested readers may consult the various Power Resources Committee reports for details. There are approximately 100 utility systems included in the small systems analysis. Given the resources available, the Power Resources Committee was unable to include demand side management as an option for replacing lost capacity in the small systems analysis.

- *The least cost mix of replacement resources should be displayed for each alternative.*

  We believe that the general public is not particularly interested in seeing these details in the EIS. We anticipate that more sophisticated readers will review the source material for these details—in this case, the Power Resources Committee reports.

Non-Use Value

Relatively few comments were received on the non-use value section of the draft EIS. Those received varied from observations and concerns about the analysis to value and opinion statements.

The majority of the comments pertaining to the methodology resulted from a variety of misunderstandings and misconceptions. Other comments reflected an apparent difference in philosophy. A few comments focused on the technical merits of the underlying survey techniques. Some individuals were in favor of rapidly completing the study so that the results could be included in the final EIS, and others were opposed.

Changes were made to this section of the document to reflect the progress made since the draft EIS was published. The results of the non-use value pilot test are described, and additional explanation about the survey instruments employed is provided.

- *The concept of non-use value is not applicable to Grand Canyon.*

Research emphasizes that non-use value is most likely to be greater where the resource in question is unique or where adverse impacts are irreversible. Grand Canyon is a unique resource which is comprised of a number of nationally and internationally significant resources. Research indicates that Glen Canyon Dam operations adversely affect some of these resources. Potential loss of archeological sites, which may result from unrestricted peaking operations, is a permanent and irreversible injury. Extinction of a native fish is another example of an irreversible permanent injury. We find these examples to be at odds with these assertions.

- *Because the results of the non-use value survey were not included in the draft EIS, review and comment was precluded. We question the quality of the study.*

The GCES non-use value study was not completed by the time the draft EIS was released for public comment for reasons stated in both the draft and final EIS. Results will be published in a separate GSES document. However, the GCES non-use value study has undergone two formal peer reviews, and we submit that the level of peer review for this study is quite high.

- *The value of power should also be considered in the non-use value survey.*

The value of hydroelectric power and its substitutes, i.e., electric power generated by gas, coal, wind, and other means is determined in the market. This value derives from its use. The incremental impact on hydropower produced at Glen Canyon was estimated in the analysis of power system impacts.

Cumulative Impacts

There were very few comments received on the Cumulative Impacts section of the draft EIS. Changes were made to this section of the document to reflect the recent studies which were completed after the draft EIS was filed.

Specific Summarized Comments and Responses

- *The draft EIS failed to fully document cumulative economic impacts on power users. For example, the document states that "Agriculture producers . . . may cease production altogether."*

As an agency with strong historical ties to agriculture, Reclamation is acutely sensitive to any impacts on that sector, be they cumulative or otherwise. As actually published in the draft EIS on page 304, the complete statement was:

> *Agricultural producers cannot increase their prices to compensate for higher water costs. In the short run, farmers are likely to respond to such increases by applying less water, producing crops that require less water, and/or removing less suitable land from production. In the long run, some irrigation districts and producers may install more water-efficient irrigation systems or systems that use alternative fuels such as natural gas, or they may cease production altogether.*

Since the draft EIS was published, additional information has become available which allows inferences to be drawn about the possible magnitude of the impact to agricultural producers. This information was incorporated into the final EIS.

Beliefs and Opinions

Comments included in this category reflected feelings regarding a number of topics, including:

- Beliefs about nature and mankind's relationship to nature
- Beliefs about rivers, dams, and dam operation
- Beliefs about the EIS process
- Opinions about comments made by others

These types of comments cannot be considered as substantive input to correct or improve the content of the EIS and, since they are not comments on the document, really require no response. Some comments in this category overlap somewhat with comments in other categories, but those discussed here are more general and philosophical in nature.

By far, the most comments (90 percent) in this category were those expressing beliefs about rivers, dams, and dam operations. Of these, 89 percent was comprised of two statements regarding dam operations:

> *"Science, not politics, should determine flows through the dam."*
>
> *"A few special interest groups should not dictate dam operations."*

Beliefs about the EIS process were the next most frequent in this category, accounting for about 8 percent of the total. Many commentors expressed strong feelings about the process and its outcome. Some suggested that more consideration be given to the priorities or positions they favor, while others

complained that there may be a bias that prevented consideration of what may have been the "best" decision. Many also expressed opinions about the role that Government entities have played in the process.

Comments expressing beliefs about nature and mankind's relationship to nature were directed at technology, protecting Glen and Grand Canyons, living in the Southwest, and mankind's use of resources.

A relatively small number of commentors stated support for or opposition to comments that were made during the public hearings or in written comments by other individuals and organizations. Many of these comments appeared in letters with very similar content.

List of Respondents

The following pages list the names of all groups and individuals that commented on the draft EIS. For ease of reference, commentors were grouped where possible. Most comments were received from individuals whose names are listed alphabetically following the groups.

Elected Officials

Congressman, State of Utah
Councilman Norm Clemens
Councilman, Murray City Council
Councilman, Springville City Corporation
Councilman, Monroe City Council
Councilman, Fillmore City
Councilman, Beaver City Corporation
Councilmember, Town of Lusk
Councilwoman, Beaver City Corporation
Governor, State of Wyoming
Mayor D. Maloy Dodds
Mayor, Mt Pleasant City Corporation
Mayor, Murray City Corporation
Mayor, Springville City Corporation
Mayor, Town of Levan, Utah
Mayor, Beaver City Corporation
Mayor, City of Cody
Mayor, Lehi City Corporation
Mayor, Monroe City
Mayor, Provo City
Mayor, Spanish Fork City, Utah
Mayor, Nephi City Corporation
Mayor, Powell Wyoming
Mayor, Morgan City Corporation
Power Official, Monroe City
State Senator, Utah - 17th District

Federal Agencies

Department of the Army, Corps of Engineers, Sacramento
National Research Council
U.S. Bureau of Mines, Denver
U.S. Dept of Health and Human Services, Public Health Service
U.S. Dept of Interior, Bureau of Land Management
U.S. Dept of Interior, Fish and Wildlife Service
U.S. Dept of Interior, Fish and Wildlife Service, Parker Fishery
U.S. Dept of Interior, National Park Service
U.S. Dept of Interior, Office of the Secretary, Office of Environmental Policy and Compliance
U.S. Environmental Protection Agency, Region IX
U.S. Dept of Interior, Bureau of Indian Affairs
U.S. Dept of Agriculture, Soil Conservation Service, Utah
U.S. Dept of Transportation, Federal Highway Admin, Region IX, Arizona Division

State Agencies

Arizona Dept of Water Resources
Arizona Game and Fish Dept
Colorado River Board of California
Colorado River Commission of Nevada
Colorado State Water Conservation Board and Department of Natural Resources
Nevada Dept of Administration
Nevada Dept of Conservation and Natural Resources
New Mexico Interstate Stream Commission
Resources Agency of California
State of Colorado Dept of Natural Resources
State of Utah Governor's Office of Planning and Budget
Utah Department of Transportation
Wyoming Game and Fish Dept
Wyoming State Engineers Office

Cities, Counties, etc.

Beaver City
Beaver City Corporation
City of Colorado Springs
City of Santa Clara, Utah
City of Truth or Consequences
Five County Association of Governments
Kaysville City Corp
Santa Clara City, Utah
Springville City Corporation
Town of Fredonia
Town of Lingle
Town of Loa
Town of Thatcher
Washington City Chamber of Commerce
Washington County Commission

Indian Tribes

Alaska Chin Indian Community
Hopi Tribe
Hualapai Tribal Council, Wildlife Management Dept
Navajo Nation
Navajo Tribal Utility Authority

Water and Power Suppliers, Users Associations, etc.

Aguila Irrigation District
Animas - La Plata Water Conservancy District
Arizona Electric Power Cooperative, Inc.
Arizona Municipal Power Users Assn
Arizona Power Authority
Arizona Power Poolng Assn
Arkansas River Poewr Authority
Bountiful City Light and Power
Bridger Valley Electric Association
Buckeye Water Conservancy and Drainage District
Central Arizona Water Conservation District
Colorado River Energy Distributors Association (CREDA)
Colorado River Water Conservation District
Colorado Springs Utilities
Cortaro Water User's Association
Dixie Escalante Rural Electric Association
Electrical District No. 4 Pinal County Arizona
Electrical District No. 5 Pinal County Arizona
Electrical District No. 6 Pinal County Arizona
Ephraim City Power Board
Farmington Electric Utility System
Flowell Electric Assn. Inc.
Garkane Power Assn Inc.
Harquahala Valley Power District
Hot Springs Rural Electric Association
Intermountain Consumer Power Assn
Intermountin Rural Electric Assn
International Boundary and Water Commission
Irrigation and Electrical Districts Association of Arizona
Jemez Mountains Electric Cooperative, Inc.
Kit Carson Electric Corporation, Inc
Logan City Light and Power
Maricopa Water District
McMullen Valley Water Conservation and Drainage District
Mesa Electric Utility
Midwest Renewable Energy Assn
Mountain View Electric Assn, Inc
Mt Wheeler Power, Inc
Municipal Energy Agency of Nebraska
Murray City Power

Northern Rio Arriba Electric Coop
Page Electric Utility
Plains Electric Generation and Transmission Cooperative Inc.
Platte River Power Authority
Poudre Valley Rural Electric Assn, Inc
Roosevelt Irrigation District
Salt River Project
San Luis Valley Rural Electric Coop, Inc
San Tan Irrigation District
San Miguel Water Conservancy District
South Western Water Conservation District of Colorado
Strawberry Electric Service District
Tonopah Irrigation District
TriState Generation and Transmission Association
Upper Colorado River Commission
Utah Municipal Power Agency
Valley Electric Assn, Inc
Weber Basin Water Conservancy District
Welton - Mohawk Irrigation and Drainage District
Western Area Power Administration
Wyoming Municipal Power Authority

Interest Groups

American Fisheries Society, Arizona - New Mexico Chapter
American Rivers
American Whitewater Association
Arizona League of Conservation Voters
Arizona River Runners
Beaver Dam Property Owners Association
California Save our Streams Council
Canyoneers
Central Arizona Paddlers Club, Inc
Colorado River Front Property Owners Assoc
Colorado Whitewater Association
Environmental Defense Fund
Environmental Experiences, Inc
Federation of Fly Fishers and Trout Unlimited, Stonefly Society of Salt Lake
Friends of the River
Grand Canyon River Guides
Grand Canyon Trust
Greater Gila Biodiversity Project
High Country River Rafters
Intermountain Health Car, LDS Hospital
Mothers for Clean Waters
National Parks and Conservation Association
Outdoor Adventure River Specialists
Payson Wildlife Preserve
People for the West, Grand Canyon Chapter
Sevier School District
Sierra Club Legal Defense Fund
Sierra Club Southwest Office
Sierra Club, Harvey Broome Group
Sierra Club, Palo Verde Group, Grand Canyon Chapter
Sierra Club, San Francisco Bay Chapter
Snow College
Southern Utah Wilderness Alliance
Taxpayers for the Animas River
The Ozark Society
Thompson Michie Associates, Inc
Valley Industries
Willamette Kayak and Canoe Club

Organizations

3C Cattle Co.
4-D Plumbing & Builders Supply
A Truss Inc.
AA Home Improvement Co.
ABA Condo
Acme Sin Co. Inc.
Action Wood Mfg.
Advanced Turbo Systems
Al's Trophies and Frames Inc.
Alder Construction Co.
Allen Hall Mortuary
American Binding Co.
American Legion Post #100
American Systems U Store
American Vinyards
Amics
Anderson's See & Garden Center
Andy's Self Service
Antiques & Wanna Bees
Appliance Parts
Assoc. for Family
Atticus Family Trust
Auto Parts & Things
Auxiliary Services Ceu San Juan Campus
B & H Partnership
Brat-BGCD
Bangerter & Associates
Bar 10 Ranch
Barbary Coast Salon
Basic Cabinet Co. Inc.
Beaver County School District
Beaver Creek Irrig. & Reservoir Co.
Beaver Dam/Littleifeld Fire Dist.
Beazer Engineering
Behling Ins. Agency
Best Price Auto
Bileter Auto Repairs
Bill Potter Realty
Biolabs Inc.
Blach Distrib. Co.
Bloomington Knolls
Blue Mountain Dine Inc.
Boulder Grazing Association
Bountiful Family Physicians
Bountiful Masonic Temple
Bountiful Town Center
Bourns Inc. Trinpot Div.
Bower Haven Resort
Bown's Lehi Motors
Brigham Young Winter Home
Bristlecone Convention Center
Brown Brothers Const.
Bryce Lions Club
Bryce Woodland Estates
Bullberry Barrel Works
Butters Inc.
C-Z Distributing
Cand B. Const. Co.
Canyon Professional Ctr.
Canyon Terrace Apt.
Capitol Industries Inc.
Caranza Farms
Carlson Farms
Carson Unlimited Inc.
Cascade Water System
Cedar Mesa Products
Centennial Park Utilities
Central Utah Coal Company Inc.
Cherry Auto Parts
Cherry Creek Lodge #32 IOOF
Christians Fellowship Bldg.
Clark Benchwater Co.
Clean Oil Products
Clear Creek Ranch
Cliff Fairchild Masonry
Clipper Publishing Co.
Cockrill Brothers Farms
Colonial Bldg. Supply
Commercial Coatings
Coopercliff Motel
Copper Mill Restaurant
Corona Rock N-R Club
Cosmic Corner
Cottonwood Surgical Associates
Craig Steed PCS Inc.
Creative Marketing Directors
Crestnut Place Condominiums
Cross of Christ Lutheran Church
Crossroads Travel
Cubco
Custom Marble
D V Corporation
D.F. Enterprises
Davis Co. Housing Authority
Days Market Inc.
Deer Valley F.C.U.
Delta W Associates
Deseret Industries
Desert Marine & Diesel
Design Loft
Designer Line Furniture Inc.
Discount Radiator
Don E. Wirthlin & Sons Inc.
Doug's Place
Duck Creek Ridge Owners Assoc.
E-Z Craft Inc.
East Ely Pharmacy
East Loa Sprinklers
Economy Drug
El Rancho Enterprises
Electrical Wholesale
Ely Travel
Energy Fuel Nuclear Inc.
Enterprise Seminary
Eureka County School District
Eureka Senior Center
Fairview Senior Citizens
FRP Marketing Inc.
Family Norgetown Laundromat & Cleaners
Slash T Farms
Fat Jock's Pizza
Fireplace Shoppe Inc.
First Baptist Church
Flower Patch Inc.
F.O.E.
F.O.E. #3951
Fosters Inc.
Frank George & Sons Construction
Fraternal Order of Eagles
Fredonia Moccasin Unified School District
Gartifield Installations
GLB Inc.
Gener Rock & Sand
Glendale Town Corp.
Glenn's Electric Mtr.
Goshute Drilling Inc.
Grayson's Print Shop
Gritton & Assoc.
Fredonia Moccaisn Unified School District
GRS Drivelines
Gubler Land & Livestock
Hair Cutters
Hansen Claim Service
Harding Mechanical Inc.
Harold Dance Brokerage
Harrisburg RV Resort
Harvey W. Young Co. Inc.
Hatch Cementry Dist.
Heartstrings
Heritage View Condo Homeowners
Hillside Investments
Hilltop East Water Assn.
Hogenes Dairy & Farm
Holden Volunteer Fire Dept.
Hybrid Micrographics Inc.
Inn at Lake Powell
Ins. Management Services
Interwest Group Inc.
Iron County Auditor
Innovative Research & Development
JDR Pecan Ranch
JE. Ogden Top Stop Market
JJ's Frostop
JJ Trucking
Jacob Hamblin Home
Jacquelina Roberts Orco Inc.
Jenials Drive In
Jensen Pet Clinic
Jenson Motors
Joy School
General Rock & Sand
Jobbers Odd Lot
Jordan Property Management
K.T. Jex Construction
Kay Peterson & Associates
Kiddie Kampus Inc.
King Ranch Joint Venture
Kinghorn Co.
Kirkham Auto Parts
Kohlers Food Stores
Krisila Painting on Silk
Krona Industries
L & L Farming
L Cross Ranch
LMW Management
LMCC Inc.
Lamonicas Resco Inc.
Laser Steam Cleaning Inc.
Laubs Feeding
Lee Rosenhan Automotive
Lees Ferry Lodge
Leland Investment Inc.
Lemsco Tile & Marble Inc.
Lin's Thrift Way
Littlefield Heights Water Co.
Logan Mortgage & Loan
Long Valley Sewer Improvement District
Lyle Northern Electricinc
Lyle Williams Co.
MDK Construction
Ma Nous Hair Fair
Mammonth Creek Home Owners

Manivest Investments
Maple Leaf Ind.
Marshall Heating
Masonic Hall
Meadow Brooke Estates Condominium
Merit Medical Systems Inc.
Mike's Foodtown
Mineral Equipment Co.
Monroe Inc.
Morgan Health Center
Mortensen Construction
Motor Parts Co.
Mountain Tech Mill & Cabinet Co.
Mt. Carmel SSD Old Rock Church
Murdock Metal & Paint Inc.
Ike Romero Murray Finance Corp.
Murray Library
Music Music
NFCCC & San Juan Foundation
Native American Pottery
New Castle Water Co.
Nielsen Valve & Supply
Norm's Barber Shop
Northwest Sheetmetal
Nunley Sales & Service
Oakwood Village Shopping Center
Oko Corp.
Omni Entertainment Services Inc.
Orderville Town
P I Linen
Packer Glass
Page Texaco
Panda Bear Homes Inc.
Park Villa Motel
Patio Drive In
Pauite Fabric Products
Pecks Pallets Inc.
Pecks Service Storage
Photography by Ginger
Picacho E. School
Pictsweet Mushroom Farm/ Loyal Adams
Pine View Irrigation Co.
Pola Green Drive In
Post Office Hatch Utah
Precision Drywall Inc.
Precision Tool
Pro Mark
Professional Heath Center
Quakenbush Property Management
Quiet Falls Motel
RC Atkin Inc.
R E Cable
Ralph W. Kramer Const. Co. Ltd.
Randall Farms Inc.
Reams Boots & Jeans
Red Hawk Property
Regional Waterproofing
Reliance Company
Reynolds Bros. Inc.
Ric-Sha Inc.
River Meadows Ranch
Rogers FoodsInc.
Roscoe Country Man
Rulon Burton & Assoc.
Russell Bradley Farms Inc.
SM Ranch
Sacred Heart Parish
Salem City Corn
Sampson's Navajo Trails
Scenic Airlines
Schellbourne Station
Sellers Mgt. & Dev.
Serreco Industries
Shawleo Farms
Shedd & Son
Shiner & Co. Real Estate Inc.
Shino Corporation
Shutter Work
Smith Mining Co.
Smith Pattern & Tooling
Snow Village Apts
So. Davis Co. Water Improv. Dist.
Solar Streamline Co.
South Davis Hospital Inc.
Southwest Capital Corp.
Southwestern Investment Corp.
Spa Fitness Center
Spanish Fork Utah PM Group
St. Brendan's Parish
Staff of Life Inc.
Stanfield School Dist. #24
Stans Burger Shake
State Bank Of Southern Utah
Steph's Drive-In
Stephen Pavich & Sons
Steptoe Trap Club
Sterling Travel
Steves Auto Sales
Manager, Sultan Home Owners Assoc.
President, Sultan Home Owners Assoc.
Sundown Lodge
Sunrise Development
Sunset Drywall Inc.
Sunvillage
Swans Creek Pines Lot Owners Assoc.
TQ Reaction Molding Inc.
T. Thomas Investment
Tabernacle Books
Taylor Brown Construction
Technicare Auto Svc.
The Boom Box Corp
The First National Bank Of Ely
The Head Office
The Herb Shop
The Institute Of Facial Surgery
The Old Hotel B & B
The Paint Spot Inc.
The Plaza Pharmacy
Three Fountains Professional Bldg.
Timber Lakes Water Co.
Torgerson Enterprises
Torrey Improvement Committee
Tri-State Office Supply
Tricot Enterprises
Tumbleweed Dairy
Turbo-Resource Inc.
Turn Key Service Tech
United Title Services
Lakeview T. Unitowers
Utah Assn. of Realtors
Utah Education Association
Utah National Parks Council BSA
Val's Flowers
Vermillion Cliffs Egg Co.
Village Cleaners Inc.
Village Homes
Vision Conters Inc. Realty
W & J Service Co.
Wagstaff Music Inc.
Wallace Associates Management
Walpole Daisy Farm Inc.
Wand Milling Co.
Washington Co. Water Consvcy. Dist.
Watson's Lamplighter
Wayne County Clinic
Wayne Theatre
West Hills Orchards
West Loa Sprinklers
Whispering Sound Inc.
Wimpole Street Inc.
Winegars Supermarkets Inc.
Wit-Tech Dental Lab Inc.
Workman Construction Inc.
Worldwide Publishers
Youngken & Youngken Farms
Your Valet Cleaners
Zions First National Bank
Zwen Inc.

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Arthur B. Anderson
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Blaine & Shauna Anderson
Blanche Anderson
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Byron Anderson
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Chris Anderson
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Cliff & Romec Anderson
Clifford Anderson
Clifford Anderson
Cloyde Anderson
Collette Anderson-Worwetz
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Glen L. Anderson
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Harold J. Anderson
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Hyrum Reid Anderson
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Ivan T. Anderson
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Jeannie Anderson
Jean R. Anderson
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Jeffy & Betty Anderson
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John P. Anderson
John R. Anderson
Jon Anderson
Joseph Anderson
Jula Anderson
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K. Brent Anderson
K.C. Anderson
K. Duane Anderson
Karen J. Anderson
Kathellen Anderson
Kathy & G. Eugene Anderson
Keith Anderson
Kendon O. Anderson
Kenneth Anderson
Kent Anderson
Kerry Anderson
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Richard Zwaal
Winona Zwahlen
Ann Zwinger

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As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources, protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The Department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. Administration.

The mission of the Bureau of Reclamation is to manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public.

