

**PUBLIC INVOLVEMENT PLAN FOR THE  
GLEN CANYON DAM LONG-TERM EXPERIMENTAL AND MANAGEMENT PLAN  
ENVIRONMENTAL IMPACT STATEMENT**

**Prepared by**

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**for**

**U.S. Bureau of Reclamation  
Upper Colorado River Region  
Salt Lake City, Utah**

**and**

**National Park Service  
Intermountain Region  
Denver, Colorado**

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## NOTATION

The following is a list of the acronyms, initialisms, and abbreviations used in this document.

Argonne	Argonne National Laboratory
CEQ	Council on Environmental Quality
Department	Department of the Interior
EIS	Environmental Impact Statement
GCPA	Grand Canyon Protection Act
LTEMP	Long-term Experimental and Management Plan
MOU	Memorandum of Understanding
NEPA	National Environmental Policy Act
NOI	Notice of Intent
NPS	National Park Service
PEPC	Planning and Environmental Public Comment System
Reclamation	Bureau of Reclamation

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## 1 INTRODUCTION

The Bureau of Reclamation (Reclamation) and the National Park Service (NPS) are joint-lead agencies for the preparation of the Glen Canyon Dam Long-Term Experimental and Management Plan Environmental Impact Statement (LTEMP EIS). This Public Involvement Plan (Plan) has been developed to fulfill and exceed the public involvement requirements of the National Environmental Policy Act (NEPA) and the Council on Environmental Quality (CEQ) regulations implementing NEPA. It is also designed to ensure effective communications between the joint-lead agencies, stakeholders and members of the interested public.

Both Reclamation and NPS highly value public participation and strive to encourage public participation in the NEPA process. This Plan builds on Reclamation and NPS ongoing efforts to ensure interagency coordination and government-to-government consultations, public involvement, and the promotion of meaningful discussion about the LTEMP EIS.

In order for the public to effectively evaluate and comment on the LTEMP EIS, it should be adequately informed about the proposed action and be able to understand the management actions under each alternative, as well as their potential environmental consequences. This Plan is designed to establish a process that maximizes public participation and information at the same time it creates opportunities for stakeholders and members of the interested public to provide input throughout the environmental analysis process.

The Council of Environmental Quality Regulations at CFR 40 Part 1506.6 (a) (*Public Involvement Requirements of NEPA*) direct agencies to make diligent efforts to involve the public in preparing and implementing their NEPA procedures. In addition, direction and guidance for public involvement activities are provided for NPS and Reclamation in Part 301, Chapter 2 (*Public Participation in Decision-Making*) of the Department of the Interior (Department) Manual. The Department also provides guidance for public involvement in Part 516 Section 1.6 of the Department Manual. For the NPS, direction also is provided at Director's Order 12 (*Conservation Planning, Environmental Impact Analysis, and Decision-Making*), which requires meaningful participation by the public and other stakeholders, and Director's Order 75A (*Civic Engagement and Public Involvement*), which directs park staff to engage in heightened public involvement as a matter of course. For Reclamation, such guidance is provided in Reclamation's NEPA Handbook, Part 3.6 *Public Involvement*.

This LTEMP EIS Public Involvement Plan is intended to:

- Support the successful completion of the NEPA process that meets or exceeds public involvement requirements and responsibilities
- Effectively convey public, Tribal, and agency issues to the project team for comprehensive environmental analysis
- Enhance cooperation and coordination with local, state and federal agencies
- Create occasions for media and public interaction, and comment
- Be flexible, easily modified, and responsive to different phases of the planning and environmental analysis as well as the wide variety of interests and knowledge levels
- Ensure accurate and timely distribution of project information.

## 2 BACKGROUND

The Department published a Notice of Intent (NOI) in the *Federal Register* on July 6, 2011 (76 FR 39435), to announce the intent of the Department, through Reclamation and NPS, to prepare the LTEMP EIS. The proposed federal action is to (a) develop and implement a structured, long-term experimental and management plan for the operation of Glen Canyon Dam and (b) to determine whether to establish a Recovery Implementation Program for endangered fish species below Glen Canyon Dam. A copy of the NOI was provided to members of the public at public scoping meetings and is included with other scoping materials on the project website (<http://ltempeis.anl.gov>). The LTEMP EIS will be developed and analyzed through a public process as part of compliance with NEPA (40 CFR 1508.22).

The LTEMP will identify a 15- to 20-year operating plan for Glen Canyon Dam and a framework for continued experimentation that will improve knowledge of the dam's effects on resources in Glen and Grand Canyons. Possible changes to dam operations and other actions proposed by the Department will be evaluated as alternatives in the LTEMP EIS. The EIS will document and evaluate the impacts of the alternatives.

The purpose of the LTEMP is to identify dam operations, management actions, and experimental options that will provide a framework for adaptively managing Glen Canyon Dam over the next 15 to 20 years consistent with the Grand Canyon Protection Act (GCPA) and other provisions of applicable federal law.

The proposed action is to develop a plan that will determine specific options for dam operations, non-flow actions, and appropriate experimental and management actions that will meet the GCPA's requirements and minimize impacts to resources, including those of importance to Indian Tribes.

The proposed action is needed to incorporate scientific information developed since the 1996 Record of Decision (ROD) to better inform Departmental decisions on dam operations and other management and experimental actions so that the Secretary continues to meet statutory responsibilities for protecting and improving Glen Canyon National Recreation Area and Grand Canyon National Park resources and values for future generations, conserving Endangered Species Act-listed and other native species, respecting Indian Tribal interests, meeting water-delivery obligations, and generating hydroelectric power.

Additional information about the LTEMP EIS, including the objectives, resource issues, and resource goals, is provided on the project website (<http://ltempeis.anl.gov>).

### **3 OVERSIGHT AND MANAGEMENT OF PUBLIC INVOLVEMENT ACTIVITIES**

Reclamation and NPS serve as joint-lead agencies for the project with responsibilities of the two agencies identified and described in a Memorandum of Understanding (MOU). Project Managers from Reclamation and NPS provide day-to-day management of the project with leadership and support from representatives of the Department, Reclamation, and NPS. In accordance with the MOU, these Project Managers have joint-lead responsibility for the stewardship of the project.

The Project Managers, with support from their staff will:

- Serve as primary points of contact for members of the public and stakeholders
- Coordinate with the Reclamation Upper Colorado Region and NPS Intermountain Region staff and local agency staff for professional technical assistance, and identify and obtain additional professional or technical assistance as needed
- Coordinate public involvement activities to ensure consistent messages are delivered to the public and others
- Lead development of draft *Federal Register* notices and assist in getting them approved for publication
- Lead development of public information materials and other materials for distribution.

Argonne National Laboratory (Argonne), under the direction of the Project Managers, provides technical support for the LTEMP EIS, including public involvement activities. Specific activities that will be performed by Argonne related to public involvement include:

- Develop, regularly update, and maintain the project website (<http://ltempeis.anl.gov>)
- Prepare materials used in public involvement activities (e.g., scoping presentations, posters, handouts, project newsletters, and workshop materials)
- Review public comments received on the scope of the EIS to identify substantive issues, and prepare a scoping summary report

- Review public comments received on the draft EIS to identify substantive issues and prepare draft comment responses as necessary
- Update and maintain an email list for all external communications regarding project activities
- Send email announcements of news items and public involvement opportunities to external email subscribers
- Establish and maintain a project SharePoint site for internal document sharing and communications.

A Communications Team, with members from public affairs staff from the regional, park, and local offices from both agencies, will coordinate decisions regarding public involvement. The team will provide support by supplying public contact lists, assisting in conducting public meetings, and assisting with media contacts. In addition, the team will:

- Take the lead to identify stakeholders
- Assemble existing information and data (including photos for the LTEMP website and posters) and identify additional information needs to support effective project outreach to the public, cooperators, and Tribes
- Determine appropriate publication style concerning news releases and other public disseminated documents related to the project
- Review and comment on project-related documents, including but not limited to public news releases, website content, and social media postings
- Develop news releases to regional and local newspapers, updates to the website, and content for social media (Facebook and Twitter) postings
- Participate in the design, development, and execution of public meetings, including web-based meetings.

#### **4. PUBLIC INVOLVEMENT ACTIVITIES**

This Plan is meant to foster a public understanding of the role of the NEPA process in formulating the LTEMP EIS and to facilitate public participation in the project's various phases. It is important to ensure that the public has effective opportunities to provide informed input to project planning, the NEPA process, and resulting decisions.

The joint-lead agencies will go beyond the minimum public involvement requirements of NEPA to ensure an open and transparent process. Activities to meet public involvement goals will include announcements in the *Federal Register*; public meetings; media interaction;

preparation and dissemination of informational materials and news releases; development and maintenance of the LTEMP project website; social media; and responding to questions and comments. Examples of information and media to be used for the LTEMP EIS project to facilitate public communications and involvement include:

- Updates distributed via the project email list regarding availability of new information on the project website
- Tweets and Facebook entries to keep people informed about the status and progress of the project, including upcoming opportunities for public involvement
- Media advisories, news releases, and announcements regarding activities and events related to the project such as public meetings, publication of project documents, and requests for comments, released at least one week prior to the planned activity
- Project-related information on the LTEMP web site (<http://ltempeis.anl.gov>) hosted by Argonne
- Video for media and/or Facebook uses

Web-based meetings designed to allow the public to easily and actively engage with the LTEMP EIS project team will be used at important points in the LTEMP EIS development process. Examples include the web-based scoping meeting (see Section 4.2.1), and web-based meetings to present the results of public scoping (see Section 4.2).

Other public meetings for the project include a workshop to facilitate public involvement in development of the alternatives to be considered in the LTEMP EIS (see Section 4.3), a public science meeting (see Section 4.3), and meetings to present the findings of the draft EIS and solicit comments from the public. Other opportunities for public involvement will be explored and considered. The need for these meetings will be determined by the Project Managers and planned by the Communications Team.

The following entities have either an interest in or could be affected by the LTEMP and LTEMP EIS and are considered target audiences for this Plan.

- The general public
- Cooperating Agencies, including the Arizona Game and Fish Department, Bureau of Indian Affairs, Colorado River Commission of Nevada, The Havasupai Tribe, The Hopi Tribe, The Hualapai Tribe, Kaibab Band of Paiute Indians, The Navajo Nation, The Pueblo of Zuni, Salt River Project, U.S. Fish and Wildlife Service, Upper Colorado River Commission, Utah Associated Municipal Power Systems, Western Area Power Administration, and Yavapai-Apache Nation
- Traditionally associated Tribes
- State and local agencies or governments not included as Cooperating Agencies

- Public officials
- Non-governmental organizations including the Grand Canyon River Guides; Grand Canyon Private Boaters Association; Glen Canyon Institute; Grand Canyon Trust; Colorado River Basin State Representatives of Arizona, California, Colorado, Nevada, New Mexico, Utah, and Wyoming; Colorado River Energy Distributors Association; Federation of Fly Fishers; and Grand Canyon Wildlands Council, Inc.

Individuals in these groups and others who have expressed an interest in regular communications regarding the LTEMP EIS are included in a project mailing list, which will be regularly updated. Individuals will be added to the mailing list by request and can register on the project website (<http://ltempeis.anl.gov>).

#### **4.1 GUIDELINES FOR COMMUNICATION AT PUBLIC MEETINGS**

Representatives from Reclamation, NPS, and Argonne will participate in all public meetings. Spokespersons for media inquiries are the Project Managers and agency public affairs personnel. As needed, technical specialists from each agency and from Argonne also will participate to share information with the public. The intent of public meetings is to provide information about various aspects of the project and the NEPA process, and to obtain feedback from public participants.

Staff supporting public meetings will meet in advance of the meetings to discuss key messages to be delivered, guidelines for communicating with attendees, and review questions that may arise at the meeting. As deemed necessary, media packets, which include relevant information about the project and the meeting itself for distribution to members of the media, will be developed and made available to staff prior to public meetings. In addition, staff will become familiar with background information about the project and frequently asked questions which have been developed for the project and are posted on the project website (<http://ltempeis.anl.gov>). This information will be updated throughout the life of the project as needed.

Public meeting attendees will have several ways to provide their input on issues and concerns. For scoping and the draft EIS, the preferred method for providing comments is using the web-based Planning, Environment, and Public Comment (PEPC) system (<http://parkplanning.nps.gov/>). The public can also use postal mail or submit completed comment forms at meetings. Computers with access to PEPC via the LTEMP website will be available at scoping meetings and draft EIS meetings to allow attendees to provide their comments online.

#### **4.2 PUBLIC SCOPING**

Scoping is a critical first step in any environmental impact statement process and is directed by NEPA and CEQ regulations (40 CFR 1501.7) on NEPA implementation. Scoping is

a process that helps identify pertinent environmental and economic issues to be addressed in the EIS, with the principal goal of supporting an adequate and efficiently prepared document. Scoping is the first step toward building public confidence in a fair environmental analysis and decision-making process. The scoping process is designed to determine the “scope” of the NEPA analysis. This specifically includes identifying significant and other issues to be addressed in the EIS, which will lead to determination of the alternatives to be considered. Scoping is designed to be an open process, soliciting early input from stakeholders and members of the interested public. For the LTEMP EIS, this public scoping process began in July 2011 and was completed on January 30, 2012. During that public scoping period, six public scoping meetings for the LTEMP EIS were held to present project information to the public and gather feedback. These meetings were held in:

- Phoenix, Arizona—November 7, 2011
- Flagstaff, Arizona—November 8, 2011
- Page, Arizona—November 9, 2011
- Salt Lake City, Utah—November 15, 2011
- Las Vegas, Nevada—November 16, 2011
- Lakewood, Colorado—November 17, 2011

The public meetings used an open house format with a presentation at the beginning to provide an overview of the project. Questions and answers were handled in small groups at stations set up throughout the meeting room following the introductory presentation. In addition, the following actions were implemented at the meetings to further public awareness and to stimulate comments:

- Provide comment forms for people to submit written comments at the meeting or at their later convenience
- Provide computers for people to access the LTEMP project website and to enter their comments via PEPC online at the meeting
- Provide information for accessing the LTEMP project website and for submitting comments via PEPC
- Provide copies of posters and other information for attendees to take with them.

In addition, a web-based meeting was held at 1 p.m. Mountain Time on November 15, 2011, in which the public was able to link via the Internet to a live overview of the LTEMP EIS and ask questions of technical experts and managers.

Prior to the meetings, a NOI was published in the *Federal Register* (76 FR 64104, October 17, 2011), a press release was made, and an op-ed developed with information on the project and the meetings. In addition, information on the meetings was provided on the project website, whose availability was announced to the public in the October 17 NOI.

Information received during public scoping was evaluated and summarized by Argonne in a scoping summary report posted on the project website. This effort entailed:

- Summarizing comments received and issues raised during public scoping
- Providing preliminary feedback during the scoping period to the agencies on issues raised by the public
- Developing and maintaining a list of all individuals and organizations that attended the public meetings or provided comments during the public scoping period.

Two web-based meetings were held on March 27, 2012 (an afternoon meeting from 1 p.m. to 3 p.m. and an evening meeting from 6 p.m. to 8 p.m. Mountain Daylight Time) to present a summary of the scoping report to interested parties. These meetings were announced in a press release, on the project website, in email notifications sent to subscribers, and in Twitter and Facebook postings. Participants in the meetings were able to link via the internet to a live overview of the LTEMP EIS scoping report and ask questions about the comments received during public scoping.

### **4.3 ALTERNATIVES**

In an attempt to increase public involvement in the LTEMP EIS process and to go beyond the prescribed public involvement requirements of NEPA, the joint-lead agencies provided information to the public and stakeholders on preliminary draft alternative concepts, and actively solicited their feedback on those concepts.

A public meeting was conducted on April 4 and 5, 2012, in Flagstaff, Arizona, in which the joint-lead agencies presented the no-action alternative and 10 alternative concepts that they had developed. Members of the public and stakeholders were provided the opportunity to present their own alternatives at the meeting; three individuals representing different interest groups presented alternatives for inclusion in the draft EIS. After these presentations were made, meeting participants were asked to break into small groups, review the 10 alternative concepts, and provide refinements or adjustments they considered necessary.

Prior to the meeting, a newsletter was posted to the project website that described the upcoming meeting and presented the alternative concepts to be discussed at the meeting. A press release also was issued, an email notice was sent to subscribers, a news item was posted on the project website, and Twitter and Facebook postings were made to ensure the public was aware of the opportunity to participate.

After the final set of alternatives to be considered in the EIS has been identified, an additional public presentation is planned for the fall of 2012 in Flagstaff, Arizona and online. Scientists from the Grand Canyon Monitoring and Research Center will present the science most relevant to the LTEMP project and we will also present the alternatives to be analyzed in the draft EIS. This will be an informational meeting. Time will be reserved for questions and answers, but we will not be soliciting or recording comments. A newsletter will be posted on the project website in advance that will describe the meeting and present the alternatives. A press release will be issued, an email notice to subscribers, a news item will be posted on the website, and Twitter and Facebook postings will be made to ensure the public is made aware of the opportunity to participate.

#### **4.4 DRAFT EIS**

Comments from the public scoping process will be fully considered and incorporated as appropriate in the preparation of the draft EIS. Availability of the draft EIS will be announced in the *Federal Register*, in a press release, through email or in writing to individuals on the project mailing list, through social media announcements, and on the project website. The draft EIS will be provided to individuals either through download from the project website (preferred method), mailed CD, or as mailed paper hard-copy.

A 60-day review period will be provided for the public to review the draft EIS and develop comments. A series of public meetings will be held to provide a forum at which the public can interact with joint-lead agency representatives and preparers of the LTEMP EIS. Web-based meetings also will be considered as a way to maximize the possibilities for public involvement and participation. Opportunities for providing comments on the draft EIS will be provided at these meetings and will include a transcribed public comment session, online computers for inputting comments into the project website, and hard-copy comment forms.

#### **4.5 FINAL EIS**

Comments from the public review of the draft EIS will be carefully reviewed and incorporated, as appropriate, into the preparation of the final EIS. Responses to those comments will be provided in the final EIS. Availability of the final EIS will be announced in the *Federal Register*, in a press release, through email or in writing to individuals on the project mailing list, through social media announcements, and on the project website. The final EIS will be provided to individuals either through download from the project website (preferred method), mailed CD, or as mailed paper hard-copy.

#### **4.6 RECORD OF DECISION**

Not sooner than 30 days after publication of the final EIS, a Record of Decision (ROD) will document the Secretary's decision as to which alternative in the LTEMP EIS would be implemented. Availability of the ROD will be announced in the *Federal Register*, in a press

release, through email or in writing to individuals on the project mailing list, to the traditional media, through social media announcements, and on the project website. The ROD will be provided to individuals either through download from the project website (preferred method), mailed CD, or as mailed paper hard-copy.

## 5 PLAN EVALUATION

This Plan is designed to provide a road map to project public involvement efforts from the NOI to the ROD. Evaluation of the plan will occur periodically throughout the life of the LTEMP EIS and the Plan may be revised appropriately to align with new or changed conditions. There are two main areas of evaluation for public involvement: (1) the methods and tools used to involve the public and (2) the outcome of the public involvement process. The effectiveness and acceptance of new public contact methods including social media will be of particular interest. Public involvement and communications activities and accomplishments will be documented in databases and used to write the public involvement section of the EIS. The following actions will be taken to help measure and evaluate the success of the plan:

- Monitor news and editorial coverage to measure key message use, accuracy of quotes, article placement, and accuracy of reporting
- Track “letters to the editor” articles
- Maintain a log of media requests received
- Track website usage with a hit counter on the website
- Track social media activity.
  
- Public feedback and comments as communicated through the Glen Canyon Adaptive Management Program or by other means

The intent of the LTEMP EIS Public Involvement Plan is to provide information, to facilitate public involvement and communication, and to create opportunities for stakeholders and members of the interested public to participate and to provide input throughout the environmental analysis process. Reclamation and NPS believe that development of the LTEMP EIS will benefit from informed public participation and efficient communications between the joint-lead agencies and project participants.