



THE Waiting List

The Grand Canyon
Private Boaters Association
Quarterly

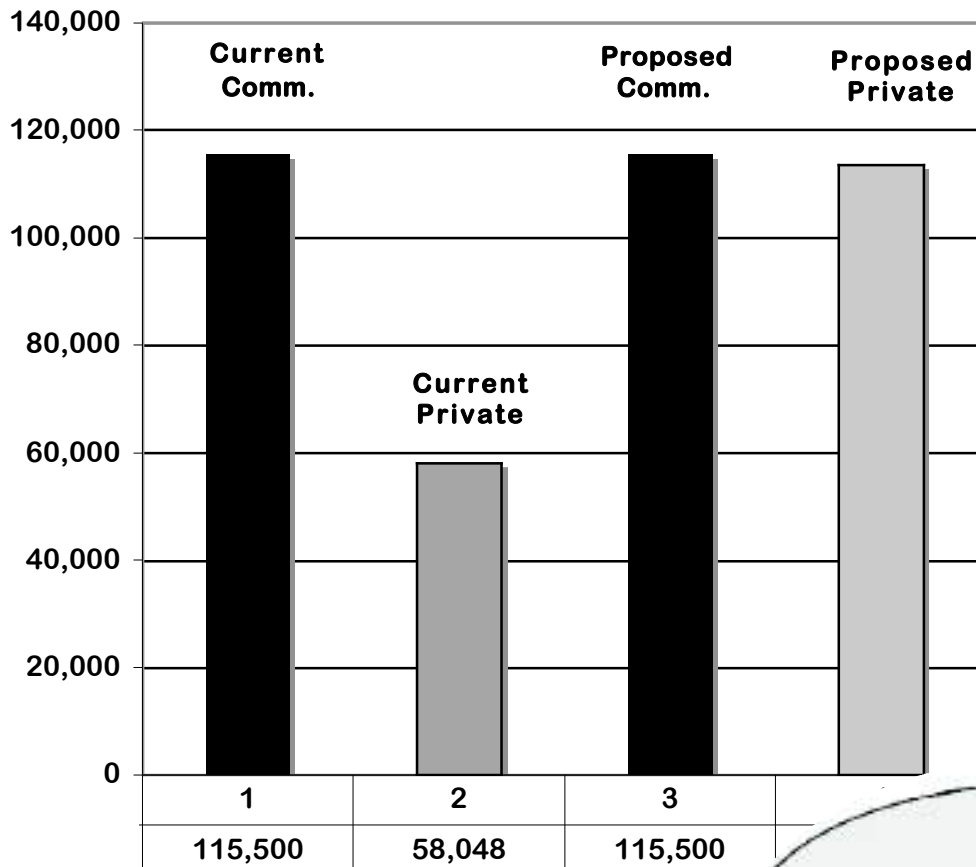
Volume Seven, Number Two

A Forum For Canyon River Runners

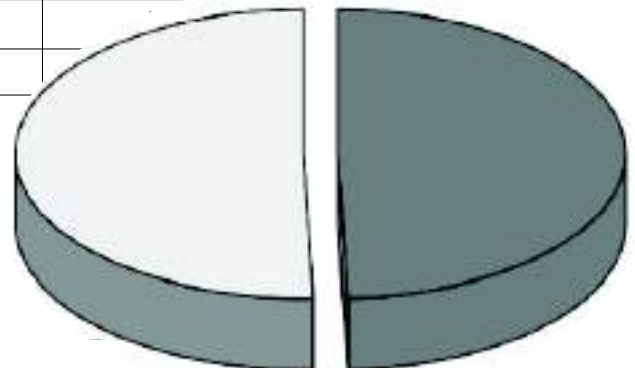
Winter 2005 / \$5⁰⁰

Park Proposes Big River Changes

USER DAY ALLOCATION



50~50





THE GRAND CANYON PRIVATE BOATERS ASSOCIATION

BOX 2133
FLAGSTAFF, AZ 86003-2133
928.214.8676

Superintendent Joe Alston
Grand Canyon National Park
Box 129
Grand Canyon, AZ 86023

November 17, 2005

Dear Superintendent Alston,

The Board of the Grand Canyon Private Boaters Association (GCPBA) wants to thank you and the entire Colorado River Management Plan (CRMP) planning team for the very hard work required to successfully complete the Final Environmental Impact Statement (FEIS) phase of the CRMP project.

We would like to commend the outstanding efforts of Jeff Cross, Rick Ernenwein, Linda Jalbert, Steve Sullivan and your contractor, Mary Orton, in developing a model out-reach program that brought together the entire community, to share their concerns, comments and solutions as to how to manage the river-running element of this wonderful national park.

We'd also like to recognize the good work of Catherine Roberts and her team who developed and made available the Simulator with which your staff, and the public as well, could test scenarios and see how they measured up to various benchmarks used for measuring quality of experience and environmental impacts.

As we review the document we are impressed that Park planners obviously spent a great deal of time analyzing the mountains of comments received from individuals and organizations who are passionately involved in a process to preserve, protect and enhance the quality of experience that attracts us all to the Colorado River in Grand Canyon.

We are pleased that Canyon access is being expanded to include a larger number of non-commercial river participants, while not reducing access to potential commercial patrons. We are also pleased that the proposed management scenario will actually reduce the number of trips launching on a daily basis and thereby reduce site crowding and trip contacts resulting in a higher quality back country wilderness experience.

The proposed Permits system, while not exactly what we suggested, seems hopeful and a refreshing change from the virtually stagnant situation we've lived with for so long. It is obvious that your staff considered and incorporated suggestions from the river running community as to how a permit system should be managed. Thanks to your staff for listening and analyzing.

We think that the proposed allocation split, of essentially fifty percent private and fifty percent commercial is an appropriate and proper way to resolve years of conflict in regard to who should get the biggest slice of the allocation pie.

Due to the average duration of private trips versus commercial trips (private trips on average are longer), we recognize that an even split of launches would be impossible, unless all trips were to be the same length, a concept we oppose. We are really excited at the doubling of launch opportunities for non-commercial participation. We appreciate that your planners reconsidered their first proposal and added nearly 10% more launches to the non-commercial schedule.

The Board of The Grand Canyon Private Boaters Association stands with Park in hoping to see this plan implemented. We are committed to working with you to see that it is.

For the Board of GCPBA

Sincerely,

David R. Yeamans
President

Cc: Congressional Representatives of Utah, AZ, Colorado and New Mexico

A MESSAGE FROM OUR PRESIDENT

Oars In the Water

I've been on the Grand Canyon Private Boaters Association board for about eight years and I couldn't dodge it any longer; I got elected president. I get to run Lava Falls with the GCPBA boat now. But I'm following lines established by previous greats like Tom Martin, Richard Martin, and Willie Odem. I'm proud to try filling their river sandals.

GCPBA has just completed one of the most difficult times of its life. If you've boated the Canyon you know the nervous time above a major rapid when there's not much to do but to remain prepared and alert. You tighten your jacket for the 80th time and you check your rigging. Sometimes your passengers lose confidence and go over to another boat because you don't look frantic enough. Ah, but that's over now and we have entered the big rapid we've prepared for these last ten years. We've contributed heavily to the scoping process, we've made significant public comments, and now we get to see how the Final Environmental Impact Statement reflects our wishes. From my preliminary reading, I'd say that GCPBA is thrilled with gaining access, having a humane permitting system, and reducing on-river contacts. I think we've prepared well, picked a good line, and we are making a good run in this rapid now that we're finally there.

Helping us at the oars (in the board room if you will pardon the pun) are six new board members. We also are pleased to invite Ken Kyler back to the board after an absence. The pumped up board includes at least three experienced river managers that give us even greater credibility. Our advocacy for private boaters can't be written off as uninformed musing. These people know what they are talking about.

So where will we go with our greater horsepower? I'm advocating for non-commercial administrative river trips, for a council of Park consultants that includes us, and for a continued and increased communication capability with Park planners and managers. I want to see better reporting and accountability to the public for NPS administrative river trips. And we will have to be alert for litigation whether we sue, somebody sues us, or if we have to intervene on behalf of other parties. We don't welcome litigation but we aren't afraid of it either. After all, it was our lawsuit that got the CRMP process started again. So we still have near term goals of getting the CRMP established to our liking while maintaining a longer vision that includes increased mutual respect among all river users.

To round out a set of goals for my term I'd like to see us continue our very fine publication, *The Waiting List*. And I would like to figure out a way to have fun with an event that would bring in new members so we would grow in numbers and in our ability to ensure that all may obtain, on an equal and timely basis, an opportunity to experience a float trip through the Grand Canyon while protecting the resource.

Strap on your jacket. We're pushing off!

Dave Yeaman



THE Waiting List, a publication of the Grand Canyon Private Boaters Association, Box 2133, Flagstaff, AZ 86003 - 2133. gcpba@gcpba.org

The Board of the GCPBA: David Yeaman, *President - New Mexico* / Rich Phillips, *Vice-President, Illinois* /

Willie Odem, *Legal Eagle - Arizona* / Marty Wilson - *Pacific Northwest Coordinator - Oregon* / Larry Lorusso, *Our Photographer - Massachusetts* /

Karen Chambless - *New Mexico* / Bob Harris, *Newswire Coordinator - Kansas* / David Levine, *Treasurer, Membership Coordinator - Colorado* /

Ken Kyler, *Maryland, "the DC Connection" - Webguru* / Marshall Nichols, *Secretary - Colorado* /

Jason Robertson, *Access Advisor - Washington, D.C.* / Richard Martin, *GCPBA co-founder, Editor Waiting List - Arizona* /

Roger Christenson - *Colorado* / RJ Stephenson, *Waiting List Assistant Editor - Kansas* / Earl Perry - *Planner, Colorado*

Nearly 900 General members in thirty-two states and five countries, and still growing!

We welcome and encourage editorial contributions, stories, photos, river news, drawings, cartoons, letters, whatever, and for that we will pay *nothing* .. but .. we offer our eternal gratitude (*we wish we could pay!*). Editorial contributions and letters are expressions of the author's opinion, which may or may not reflect the opinion of the GCPBA. Made on a speedy, cool, G5 Mac.

Send editorial contributions to: leigh@sedona.net or editor@gcpba.org or Editor, GCPBA, Box 43, Jerome, AZ 86331

GCPBA is a 501c3 Corporation. Contributions are tax deductible so give us all your money .. now! *Hey! Do it!*

For advertising information, write: editor@gcpba.org or treasurer@gcpba.org

All contents ©2005, Grand Canyon Private Boaters Association unless otherwise noted.



A QUICK LOOK AT THE PLAN

Summary of the Parks Proposal

The following information has been developed by Grand Canyon Private Boater’s Association after a review of the Final Environmental Impact Statement (FEIS) developed by the National Park Service (NPS) for the Colorado River Management Plan (CRMP). This information is provided to assist those who wish to have a basic summary of the FIES, but are unable to review the document in its entirety. While representing key features of the FIES as accurately as possible, because the FEIS does not outline final operational procedures, there unavoidably are areas where this summary will be incomplete. The following content reflects provisions of NPS Modified Alternative H.

ACCESS SUMMARY

Modified Alternative H is a mixed motor/non-motor alternative with mixed use allowed for 5.5 months (April 1 through September 15), and non-motorized use from September 16 through March 31. It is characterized by lower group sizes and fewer daily launches except during the winter months. This alternative would allow for a moderate increase in estimated yearly passenger totals. – NPS Summary of Key Changes from Current Condition, page 1.

<i>Area of Interest</i>	<i>General Comments</i>	<i>Specific Impacts</i>	<i>Other Information</i>
Launches	<p>The total number of non-commercial annual launches is increased significantly.</p> <p>The maximum number of daily launches is reduced, thereby decreasing the number of daily trip contacts, crowding, and camp-site competition.</p>	<p>Increase -- from 240 to 503 -- in the number of non-commercial launches per year.</p> <p>New launch category of 8-person trips established; greatly increases number of non-commercial launches in most desirable season.</p> <p>Launches spread more evenly over seasons. Maximum daily launches reduced from 9 to 6.</p> <p>Total number of summer non-commercial launches is 185, a 43% increase in non-commercial use.</p> <p>Total number of non-summer/non-winter (shoulder season) non-commercial launches is 199, a 105% increase.</p> <p>Total number of winter non-commercial launches is 120 a 428% increase over the previous 28.</p>	<p>Launches – not user-days - - are now the new metric for the NPS in managing non-commercial trip flow through the Grand Canyon.</p> <p>Both user days and launches are used as metrics for commercial river traffic.</p> <p>Commercial user-day allocation is capped at current levels, non-commercial use is not.</p>
Usage Levels	<p>The number of user-days for non-commercial boaters is now essentially the same as that of the commercial boating sector.</p> <p>This near 50/50 ratio will remain in place for the life of the plan.</p>	<p>A near doubling (from 58,048 to 113,486) in the total user-days allocated for non-commercial trips.</p> <p>A 52% increase (from 51,889 to 79,399) in the number of user-days allocated for non-commercial trips in the prime March-October season.</p> <p>A 97% increase (from 3,571 to 7,051) in number of non-commercial boaters able to access the river each year.</p>	<p>While user-days are no longer the metric for directly allocating trips, they are the underlying element for determining GC use levels.</p>

<i>Area of Interest</i>	<i>General Comments</i>	<i>Specific Impacts</i>	<i>Other Information</i>
Usage Levels - Continued		<p>Maximum number of people on the river at any time is reduced from 1,095 to 981.</p> <p>Total estimated number of passengers March through October would rise slightly from 22,143 to 22,802.</p> <p>Total estimated number of passengers per year would rise slightly from 22,461 to 24,657.</p> <p>Addition of a small trip category nets 6,710 additional user-days.</p>	
Trip Length	<p>With a few noted exceptions, trip length (Lees to Diamond) has been decreased.</p>	<p>Formerly, trips for all September and half of October were 18 days; under new plan half of September and all of October are increased to 21 days,</p> <p>Maximum non-commercial trip length reduced from 18 to 16 in summer, from 21 to 18 for September 1-15, and from 30 to 25 days in winter.</p> <p>Maximum trip length reduced for commercial trips in summer/shoulder seasons; winter commercial trips eliminated</p> <p>All non-commercial motor trips would be limited to 12 days, with no motors in winter.</p> <p>All trips in April are 18 days, instead of half being 18 and half 16.</p> <p>Trip length in November increases from 21 days to 25.</p> <p>No commercial trips November through March</p>	<p>Reduction in trip length is seen as an undesirable outcome, but evidently was necessary in NPS view to obtain additional launch opportunities without creating river congestion and contributing to adverse resource impacts.</p> <p>It is not clear what NPS considers to be a “motor trip”; under some circumstances a motor/oar combination party may merit categorization as a non-motorized trip.</p>
Seasonal Usage	<p>The number of launches available to non-commercial boaters in each season is greater.</p>	<p>Minimum of one non-commercial launch a day every day of the year.</p> <p>Average of one and one-half non-commercial launches per day in peak season; two non-commercial trips launch every other day, April through October.</p> <p>Winter use expected to increase by about 1,855 people per year.</p>	<p>Some commercial use is shifted to the non-peak seasons from current summer use.</p>
Native American Issues	<p>The NPS took prominent steps to accommodate Native American interests.</p>	<p>Overall Hualapai river operations grow, but group sizes decreased.</p> <p>Pontoon activity may increase modestly; daily maximum of 480 passengers per day and</p>	<p>NPS has indicated support for a Native American-run river concession for the Lees Ferry to Diamond Creek portion of the river; legislation likely will be needed to accomplish this objective.</p>

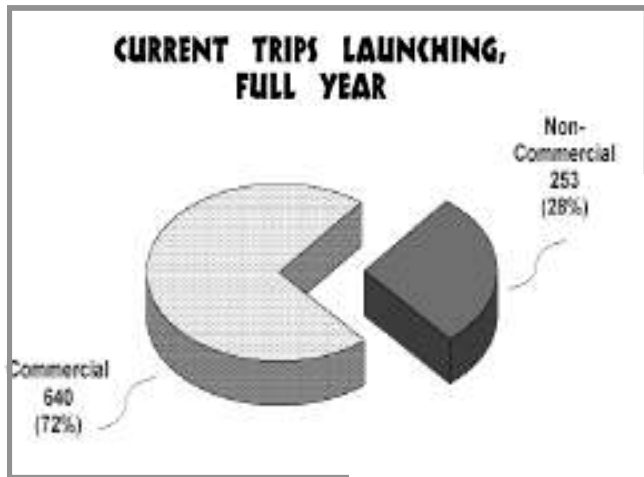
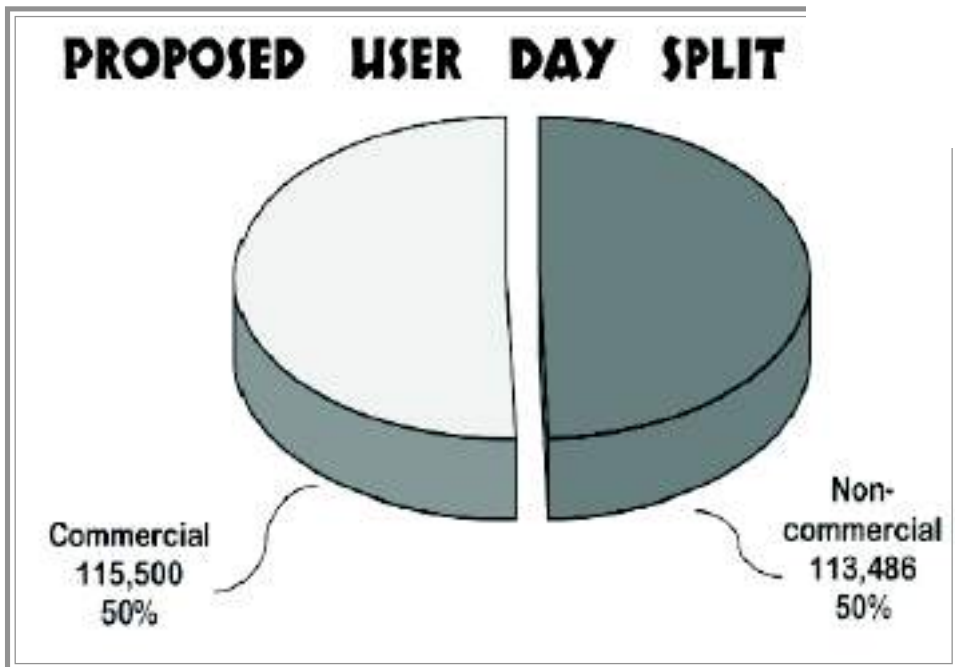
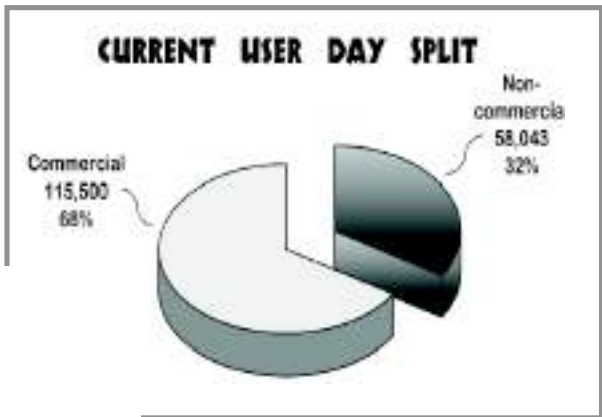
<i>Area of Interest</i>	<i>General Comments</i>	<i>Specific Impacts</i>	<i>Other Information</i>
Native American/Hualapai (continued)	Increased traffic results in Hualapai-related areas.	<i>(continued)</i> possibility of increase of that number to 600. Three additional campsites authorized. Hualapai overnight trips limited to 20 people, including guides.	
Diamond Creek and below issues	Increased visitor traffic of various types will detract from some aspects of the wilderness experience.	Non-commercial Diamond Creek launches remain the same in number (2 per day). Non-commercial trip size limit for below Diamond trips remains 16. Peak season boaters limited to 3 nights below Diamond, and non-peak boaters to 5 nights. Motorized towouts allowed below Separation Canyon (M240). No jet boat tours allowed. Non-Hualapai boaters are not to use the Diamond Creek ramp area between 7 A.M. and 9 A.M.	Little substantive change from current status for non-commercial boaters
Resource Issues	Smaller group sizes for commercial launches results in reduced resource impact. Modest decrease in length of the motor season. Whitmore exchanges continue at slightly reduced levels. Some limitations in visitation.	Small group non-commercial launches allow diversion of some camping to smaller beaches. Reduction in commercial group size. Motor (mixed-use) season reduced from 9 to 5.5 months per year; no winter motor use. No additional commercial firms permitted to use Whitmore for passenger exchanges. Visitation at the mouth of Tapeats and Kanab Creeks will be restricted to day-use only. Visitation on the south side of the Little Colorado River is restricted from March 1-November 30. Total commercial passengers decrease by 1,285. Commercial crew will be counted toward total trip participant numbers, but not user-day totals. Whitmore exchanges only April through September, instead of all year; other than emergencies all such exchanges must take place before 10:00 a.m. Modest reduction – from 10,265 to 9,740) in Whitmore exchange passengers	NPS has no authority over transportation activity on non-Park land, and thus was limited in its ability to effect changes in areas of Native American jurisdiction.

PERMITTING SUMMARY

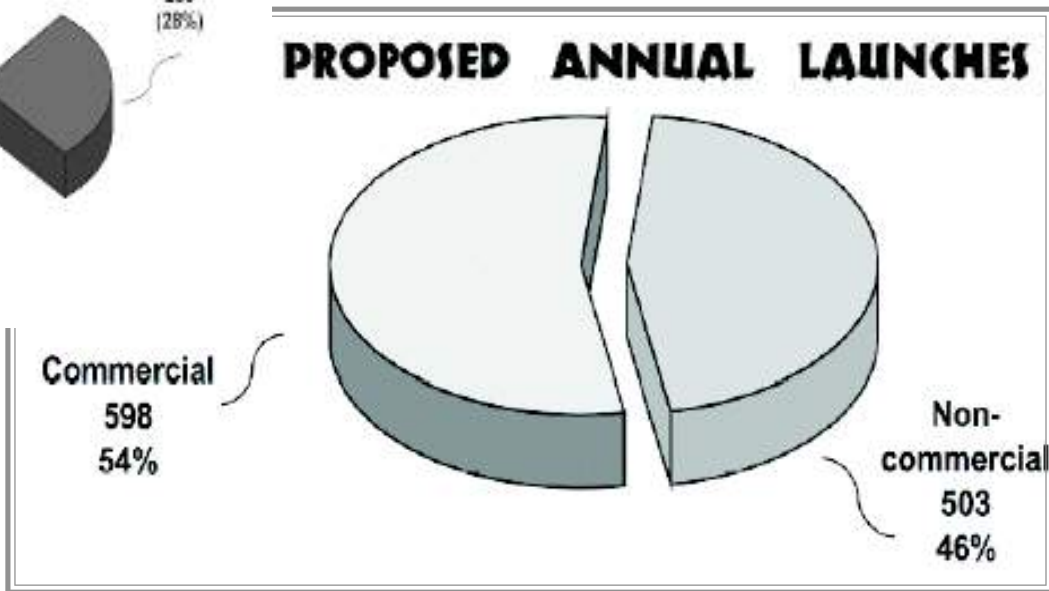
A hybrid weighted lottery option was adopted by the NPS. Once each year, a lottery would be used to award the following year's noncommercial launches. Lottery applications would list the applicant and all potential alternate trip leaders (potential leaders) and could include up to five launch dates throughout the year for initial consideration. Each applicant's chance in that year's lottery would vary depending on the minimum number of years it would have been since any potential leader had won through the lottery or participated in any part of a commercial or non-commercial trip between Lees Ferry and Diamond Creek. – Edited extract from FEIS, Section 2.8. page 112.

<i>Area of Interest</i>	<i>General Comments</i>	<i>Specific Impacts</i>	<i>Other Information</i>
Permit System	The current waiting list is abolished, and a weighted lottery is substituted for the issuance of permits (See Lottery, below).	<p>Substitution of a lottery for the current waiting list system.</p> <p>Expanded use of alternate trip leader concept reduces cancellations.</p> <p>Permit holders must be 18 at time of trip.</p> <p>Only one GC river trip per year permitted each person, whether a commercial or non-commercial passenger.</p> <p>Non-refundable fee structure.</p> <p>Cancellation policy yet to be firmly established; may involve recycling unsuccessful lottery applicants for cancelled permits.</p>	<p>This permit issuance system represents a significant change -- from a waiting list to a form of lottery that is felt to represent the unique issues of the GC.</p> <p>This system is subject to annual review and may be modified.</p>
Lottery	A "Hybrid Weighted Lottery" will be used to apportion permits in coming years.	<p>Weighted lottery gives additional chances (up to five on a sliding scale) for time that has passed since applicant has made a GC river trip.</p> <p>Lottery applications will allow applicants to list multiple dates for the year the lottery launches would be selected.</p> <p>Separate applications for each year's lottery are required; applications are not carried over from year to year.</p> <p>Procedure encourages people to apply for launches only in years when they are really interested in going.</p>	<p>Precise details of lottery system are not fully developed, particularly with respect to allocation of cancellations.</p> <p>The River Permits office can change the parameters of the lottery to make it more responsive if needed. GCBA hopes to serve as a consultant in that process.</p>
Waitlist Transition	Complete resolution of the waitlist six months from implementation	<p>Three-phase transition from current waitlist results in reassigning all current list members into either actual trip date or new eligibility category.</p> <p>Transition would take place during the first 4-6 months after the Record of Decision (ROD) is signed.</p> <p>Stage 1 -- members of the waitlist would be given one final two-month chance to schedule launch dates through the existing waitlist. A total of 600 (continued)</p>	

Splittin' the Pies



Pies cooked up by: David Levine & Ricardo



<i>Area of Interest</i>	<i>General Comments</i>	<i>Specific Impacts</i>	<i>Other Information</i>
<p>Waitlist Transition (continued)</p>		<p>(continued) launch dates (from the 2007 through 2011 seasons) would be made available for this purpose.</p> <p>Stage 2 (modified waitlist stage) – remaining waitlist members may band together and advance up the list based on their combined waits. A total of 600 additional launch dates (from the 2007 through 2011 seasons) would be made available to those combined waitlist members with the greatest wait totals.</p> <p>Stage 3 Each remaining waitlist member would have their choice of the following two basic options:</p> <ol style="list-style-type: none"> 1. Trading their spot on the waitlist for one extra lottery chance in the new hybrid lottery for each year they had been on the existing waitlist; these would be in addition to the total chances they would normally have had in the lottery. 2. Accept a refund for the price they paid to join the list, be removed from the process, and re-apply at some later as a new applicant. <p>Total transition time six months.</p> <p>Within 5 years (by 2011), all qualifying Stage 1 & 2 waitlist members would have had the opportunity to schedule and take their trips.</p>	<p>The brief transitional period is efficient in solving the potential problem of maintaining a dual-track system.</p> <p>Proposed system requires persons on the list to relatively quickly make critical decisions about how the new regulations will best fit into the specific planning for their personal trip.</p>



Phantom Ranch Guitar

The guitar at the Phantom Ranch cookhouse hangs on a wooden peg in the old mess hall, in reach of any hiker, river runner, or Grand Canyon wanderer who comes in and wants to play. It's an old nylon string cowboy guitar, sturdy and a little battered, with the loving words, "Be Gentle Please" clearly lettered on the side. It has no visible brand, no fancy logo on the headstock, but it has the unmistakable patina of age and seasons, and the touch of countless caring hands.

I took it down off the wall while my raft trip buddies were checking for mail and buying postcards, and I strummed a chord. It rang out loud, in tune and clear. It was morning at Phantom, and the place was quiet. Breakfast had been cleared away, sun was streaming in onto the wooden floor, and outside were scattered campers and chattering groups of tourists, starting their day in the bottom of the Grand Canyon.

And just for a few minutes, I sat at the cookhouse table in a straight backed wooden chair and I played that old guitar. I played the intro part to Ghost Riders in the Sky to get the cowboy feel, I strummed my favorite dramatic Spanish falsetas, and then I settled down and played Don't Fence Me In, for the part about the horses, and so I could sing the line about "I wanna gaze at the moon until I lose my senses".

The guitar had an easy action and sounded surprisingly good. Some folks came in and some left, my river trip buddies went back to the boats, and I was left to play for myself in a sunny corner of the empty dining hall. The music rang out and no one watched or cared, and to me, my playing never sounder better.

After a few more songs, I knew I had to get back to my boat. I hung that guitar back on its peg, to wait for the next wanderer to find it, and I walked out the door down to the trail along Bright Angel Creek to the river. My trip was almost ready, with the other boatmen rigging their rafts and filling water jugs. The Colorado River was shining in the sun. I sat in my seat and took the oars. Time to focus. Big water lay waiting downstream, a string of serious and reverent names like Horn Creek, Granite, Hermit and Crystal. As our group pushed off and my boat swung out into the Bright Angel riffles, I started to sing a cowboy song and, you know, I think I never sounder better.

I can't wait to play that guitar again.

Joe Hayes



River Recipes

FABULOUS BUFFALO CHILE

1/4 cup olive oil

(1) large onion, minced

(4) cloves of garlic, mashed in a press, or minced

(1) lb. ground buffalo meat

(2) tablespoons Chimayo red chile powder *

(1) 14 or 15 oz. can diced tomatoes with mild green chilies (Hunts or S & W)

(1) 28 oz. can diced tomatoes

(2) 15 oz. cans black beans, drained

(1) 15 oz. can 'southwest style' Pinto Beans

1. In a large pot, add olive oil, minced onions, mashed garlic, and sauté over medium heat until onions are translucent
2. Add ground buffalo meat to pot, and stir to break up and cook until meat loses its color (medium).

3. Sprinkle Chimayo chili powder over meat & onion mixture, stir & cook for another 3-4 minutes.
4. Add cans of tomatoes blend & simmer for about 20-25 minutes, stirring occasionally.
5. Add drained beans to mixture, stir blend, and cook, stirring occasionally, another 20 minutes or so.
6. Taste. Add extra chilies to taste, salt? Black pepper? (I didn't need to add any of this, but I did add about a 1/3 c. of mesquite flavored Barbeque sauce when I made the batch for the Grand Canyon trip. It seemed to give it a "mellow bottom" to the acids of the tomatoes & sharp bite of chilies.

Prep Time: 15 -20 minutes ~ Cook Time: 45 minutes or so

Notes: The ground buffalo meat used came from Ted Turner's Ladder Ranch in New Mexico. It was truly superior to any buffalo meat I had previously had, very lean & deeply favorable. Never liked buffalo meat until I was given and cooked up this wonderful red meat.

This recipe is half of what we sent on the River Grand, but it's still a lot (serves 6-8 people), so you will need a very large stew/spaghetti pot to make it. Because a pound of the buffalo meat was so lean, it doesn't cook down into a lot of fat & water as ground hamburger does.

Chimayo Red Chile Powder. This is the other 'secret ingredient' besides the awesome favorable buffalo meat.

Bon Appetite!

Dick and Karen Cowles

CHICKEN BROCCOLI

CASSEROLE

You'll need: 2 pkgs. frozen broccoli, cooked (bags of cut broccoli are ok, too)
4-6 chicken (boneless, cooked and shredded) breasts.

Sauce:

2 cans cream of mushroom soup optional
topping -sprinkle

3/4 C. mayo wheat germ to taste

1tsp lemon juice

1/4 tsp curry powder (can add more to taste if you love curry)

1C. shredded sharp cheddar cheese

Mix broccoli and chicken together in casserole dish. (I use the 2 1/2 qt. deep dish). Mix sauce and pour over top.(can mix a little if desired). Sprinkle wheat germ (or if you prefer, fine bread crumbs) over all. Bake in DO for about 35-40 minutes, or until heated through thoroughly.

Salmon Marinade

1/4 cup soya sauce

2 Tblspn. sherry

1/2 Tblspn. grated fresh ginger

1Tblspn. Hoisin sauce

Combine all and marinate about 1 hour. Do not marinade more than one hour or the salmon will be mushy. Bake in DO after removing from the marinade for about 30min. Again watch that you do not over bake. You may also barbecue the salmon for about 20 minutes.

King's Potato Casserole

6 medium potatoes - grated (cooked hash browns work great)

(1) pint sour cream

(1/4) cup butter, melted

(1 1/2) cup shredded cheddar cheese

(1) can cream of chicken soup

1/3 cup chopped scallions

(2) Tblspn crushed cornflakes + (2) Tblspn melted butter

Mix together and place in greased baking dish. Sprinkle crushed cornflakes/butter mixture on top and bake 45 minutes.

RICE CASSEROLE

(1/2) lb butter, melted

(2) cups rice

6-8 spring onions, chopped

(1) 4 oz can mushrooms + ? juice

(1/2) teaspoon oregano

salt and pepper to taste

(3) cans consommé

Stir and bake in DO 45-60 minutes.

Christina King



Getting It Together or Let's Go Trippin'

Here's what I wish someone had written in spring 2003 when I found myself organizing our 18 day trip down the Colorado. Preparing for the Grand Canyon for me had four elements:

Chapter 1. The Roster

Chapter 2. The equipment and food

Chapter 3. Personal mental preparedness: Can I get time off to do this--and SHOULD I?

Chapter 4. What am I going to do with the rest of my life?

CHAPTER 1: THE ROSTER

We had a list on the side of our fridge for years of people who wanted to go. These were written by inebriated hands after dreamy parties where relating the latest trip down the local Cache Creek had leapt to the ultimate whitewater dream: The Colorado. "What? You're on the List? Can we go too?" The list, splattered with spaghetti sauce, ringed with coffee stains, as wavy as the river itself, was about 100 names long. We could take 14.

My husband, whose name was the listed stakeholder, began to adopt a "Been there, done that" this-is-too-much-to-deal-with attitude. And this was just the roster!

Lars had kayaked the Colorado River twenty years ago, signing on with a commercial party to haul his gear. He'd dislocated his shoulder near mile 200 and had been ferried out.

Now, almost 13 years after submitting his first annual form which he'd done before even meeting me, his wife of ten years and mother of his two children aged 5 and 7, he wasn't as enthusiastic.

But I was. Who should go? How would we say in our Christmas cards "Rafted the Colorado this year, sorry you couldn't make it . . . because we decided we liked our other friends better."

Our close friend, Brad, had a great solution. "I really want to go," he said. "I'll do everything as far as organization. I'll even fill out the roster."

We were sold. We would put the truth on our Christmas card.

Our roster included Brad's family of four including two teenagers, the two of us, three "repeaters" including the MD I had thought prudent, each of whom brought a raft and accompanying gear. Also an odd assortment of friends, relatives and kayakers all very much thrown together at the last minute. My husband urged Brad to consider keeping the party to 8 or 10. This seemed sacrilege when so many were on the Park's waiting list and ours. Brad and I, facing friends', quietly overruled him: "I want to go so bad it hurts."

When an accident at his company took Brad's time, I volunteered to do the remaining organizational tasks including menu and task charts.

By the end of the trip, amazingly, we all remained friends. In retrospect? This is the most important thing you'll do: select friends to whom you'd give your last swallow of water and who would give you theirs. Select friends who will not get drunk and fall in the fire pan and have to be helicoptered out. If you plan to engage in risky behavior yourself, make sure you have someone aboard who will not only save you, but who will refrain from telling anyone about it later.

Make a list of attributes important to you and make sure that among your company, all are achieved. For me this means river rescue training AND experience--at least 2; MD; that special personality that succeeds in getting everyone to play "butt darts" (details below.) a cook who can make a gourmet meal out of sand (for when day 9 meals can't be found because the outfitter forgot them.) willingness to eat what is available or convenient (nix the vegans if they won't join the 'Donner Party' if called upon;) someone who has no sense of smell and is willing to do groover duty instead of all his/her other chores; someone rich; someone poor; at least two really good musicians; a photographer; a geologist; a member of the Grand Canyon Hikers Association; 16 people who can swim; someone who will believe what you say even if it is a lie; nobody for whom soggy bread and water isn't good enough; someone to whom you are attracted but not married and one for your spouse if you have one.

The other piece of advice regarding the roster concerns you, the permit holder. Make sure you have your share of the above attributes. If you need to lose weight or quit smoking or get some river rescue experience, do so before the trip not on it so your friends will still like you. Make sure each and every person in your group does every one of the following:

1. takes a basic first aid/CPR class within two years prior to the trip.
2. is informed of: the temperature and quantity of the water; the inaccessibility of the outside world; his/her dependence on everyone else.
3. has a gallon of a beverage they are happy with for every day of the trip. And remember that an invitation on day two to "Help yourself to my sodas and beer" does NOT extend to an invitation on day 5 to "finish the last of my sodas and beer."

4. submits a copy of current medevac insurance to you (permit holder gets the bill if not.)

CHAPTER 2: EQUIPMENT AND FOOD

Regarding equipment, do your research. You've already picked up a copy of this publication so you're well on your way. Get the right equipment for your ability and get the people on board who know how to use it. 18-foot rafts, one dry bag per person (and that person needs to be able to carry it a quarter mile uphill alone.) Kitchen gear is standard; don't try to invent a new table until after your trip. Get the list from the GCPBA website and communicate with everyone so you don't have 12 boxes of big band aids and no little ones.

If you think you're experienced, you're not. The best oarsman on my trip was the one who thought he was the worst. Why? Because he asked the so-called stupid questions; because he thought about everything; because he took the conservative line through every rapid. He didn't lose any oars, passengers or almost flip as did everyone more experienced on the trip did. All this in the face of some major emotional barriers he was able to put aside.

Food? Leave it to someone who will not be going. Leave it to the experts. I'm a convert from "do it yourself." Yeah, they left out day 9 meals and they left out the vegetarian's tofu, and they apparently forgot about the passenger who is allergic to MSG but no one on the trip was to blame, which helped diffuse the anger enormously.

Make sure everyone knows a month in advance what is communal food and beverage and what is not. I was supposed to stock alcoholic beverages for the group and didn't get the message--and felt bad about it the whole trip. Solicit questions from your party at this time too.

Once the trip is underway this is most important: wash your hands, wash your hands, wash your hands. On day one, implement a sanitary system according to park specs or better and make sure everyone understands. Running rapids is no fun if everyone has the trots.

CHAPTER 3: THE GRAND CANYON?

It has its own class system for rapids. It's big, terrifying water. Take a good look, be scared to death, then go for it. I'm convinced that if you do your research, read the macho Giglieri book (sp?) read the most recent blue guide by Larry Stevens, read all the park's literature and get the scoop from the people who read and edit this publication, you'll be ready to launch with confidence. If you have any doubts, don't do it. Go to Disneyland instead. The Grand Canyon is not for the weak of mind.

CHAPTER 4: SUDDENLY ITS OVER.

No one back at the office is going to have a clue what you just did. Put your best pictures in one of those 99-cent albums and leave it by the watercooler, that's all you can do. Do you feel like moving to Australia, cashing out your IRA and retiring to a yacht? Want to get married, divorced, have a child, join the peace corps?

Don't wait another 23 years for your next trip down the Grand Canyon to convince you.

-----(-clip and save)-----

HOW TO PLAY BUTT DARTS

Don't worry, this game is played with clothes ON.

Assemble everyone in your party on the beach, one-half hour into "happy hour." Ask everyone to go get any coins they have.

Select a variety of 1-10 coins.

Arrange about 5 ammo boxes or similar obstacles haphazardly in a line with five-gallon bucket at one end.

Count off everyone gradeschool-style to form two teams. Have someone keep score in the sand.

Select the most irritating, obnoxious or in-need-of-humility person on team #1 to go first. Have that person place the coins between his cheeks (on the EXTERIOR of clothing) and walk backward around obstacle one, hop over obstacle 2, hop on one leg around obstacle 3 etc. then deposit any remaining coins in the bucket. Count the monetary value of the coins in the bucket and have the scorekeeper record it for team one. Have team 2 select a victim. Repeat until all have performed (make sure everyone gets a crack at it).

The winning team achieves a prize agreed upon during competition such as relief from dish duty or some such.

Thanks to Wigbert Sy for implementing this to great effect on our trip.

Maile Field



WILL ANOTHER LAWSUIT HELP OR HINDER?

The National Park Service (NPS) just released the proposed Colorado River Management Plan (CRMP) and its associated environmental document, the Final Environmental Impact Statement (FEIS). Private boaters have made huge gains in the plan. The decisions contained within, and the secondary decisions about permit transition that will be made in the next few months, will impact river-runners for a decade or more. But that's only if it is implemented right away – delays could put off our gains for years to come.

BRIEF REVIEW

Five years ago, the National Park Service threw up its hands, concluded that the river-running community could not cooperate, and halted work on revision of the Colorado River Management Plan. GCPBA sued, and the resulting settlement spurred renewed activity on the part of the NPS.

GCPBA conducted a number of membership surveys in an effort to find out what issues were most important to our members. Our surveys revealed a variety of interests in what a new management plan should offer non-commercial boaters. Environmental and social goals were often mentioned, but the most important reason for our organization's existence, GCPBA membership stressed in their survey responses, was getting equitable access to the Colorado River in Grand Canyon.

Over the next 5 years, GCPBA and the outfitters, first tentatively, then productively, managed to cooperate on recommendations that in large part have become core elements of the plan.

CRMP SUMMARY

So, how did GCPBA members and the private boating community fare in the new plan? The following are notable changes:

- There is a 97% increase (from 3,571 to 7,051) in the number of private boaters able to access the river each year.
- The total number of non-commercial annual launches is more than doubled -- from 240 to 503.
- The total number of summer private launches is 185, a 43% increase.
- A new launch category of 8-person trips is estab-

lished, which greatly increases the number of private launches and use in the summer season (by 6,710 additional user-days), increases the ability of private boaters to utilize their 50% of the yearly allocation, encourages smaller trips permit holders historically have felt pressured not to run because of the scarcity of opportunity, and allows more efficient use of campsites.

- The total number of shoulder season (spring/fall) private launches is 199, a 105% increase.
- Private boaters finally get approximately the same use as commercially guided trips. Commercial use is capped at current levels, but there is a near doubling (from 58,048 to 113,486) in the total user-days allocated for private trips. Non-commercial use is not capped and, depending upon per trip load factor may exceed 115,500. This ratio of approximately 50/50 will remain in place for the life of the plan.
- There is a 52% increase (from 51,889 to 79,399) in the number of user-days allocated for private trips in the prime March-October season.
- Winter use is expected to increase by about 1,855 people per year, and all of it is noncommercial use.

From an environmental/social perspective there are gains as well:

- o The maximum number of people on the river at any time is reduced from 1,095 to 981.
- o Launches are spread more evenly over seasons and the maximum number of daily launches is reduced from 9 to 6, favorably impacting crowding issues on the river.
- o Motor use is cut back from 9 months of the year to 5.5 months.

PERMIT PLAN

The permitting plan has the following features:

- The current wait list is eliminated and a weighted lottery is created for the issuance of permits.
- Expanded use of the alternate trip leader concept should serve to reduce cancellations.
- Lottery application procedures will contain elements that insure that only serious applicants are entering the lottery
- Each applicant is given one additional chance for each year (up to five years) they had not won the launch lottery and not participated in any part of a Lee's Ferry to Diamond Creek river trip.

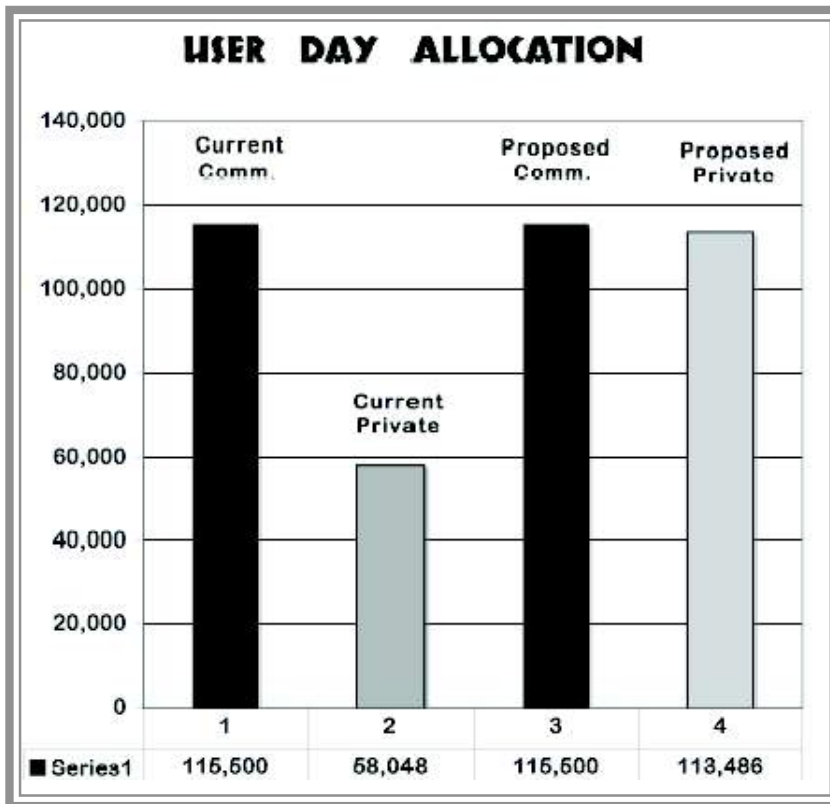
POTENTIAL COMPLAINTS

Although GCPBA thinks, in general, that the Park Service paid gratifying attention to our suggestions during the planning process, some things about the plan are drawing complaint.

- The current waiting list provided long-term certainty that an

applicant would get a launch, if he or she lived long enough. That certainty goes away with the list itself. While GCPBA advocated a multiple path access system which included both a lottery and a reservation system GCPBA hopes and expects that the new system will provide real trips to real people a lot sooner than the current wait list does.

- Many boaters liked longer trips than the shortened trip lengths proposed in the FEIS. On the other hand:



- o the increased trip opportunities more than overbalance this issue,
- o there are actually some trip-length increases in shoulder seasons, and
- o if a longer trip is a high priority, it still is possible to do 25 day trips in the winter.

TRANSITIONING FROM THE WAIT LIST

All current list members of the waiting list will be given multiple options for a transition into either an actual trip date or a new eligibility category, within 6 months after the plan is implemented. Within 5 years (by 2011), a large percentage of current wait list members would have had the opportunity to schedule and take their trips.

- Low-number people will get a chance to schedule directly.
- People with higher numbers will a chance to combine their numbers and get a permit based on their aggregated waiting period.
- Those unready to schedule can move into the lottery (with an extra chance for each year they had been on the existing wait list PLUS any other extra chances they had accrued) or just leave the list for a refund.

- Permit holders must be 18 at the time of trip, and the practice of putting children on the list will disappear with the list itself.
- A non-refundable fee structure will be employed. This should have the effect of making sure that lottery applications are real, not dummy, and scheduled trips will either take place, or if for some reason go unused, be returned to the pot immediately.
- The plan does not address wilderness designation for the river corridor. While it is tempting to wish all issues could be addressed at once, NPS planning for wilderness is a separate issue and was never part of this effort.

(continued on next page)

- The charge has been made that the NPS proposal simply throws a bunch of user days into the private pool, irrespective of environmental or social consequences.
- The number of trips launching per day has been reduced which should reduce the number of daily contacts, crowding at attractions and campsite competition.

Additionally camping tends to occur at regular points – the number of campsites has remained constant - there is no evidence that expanded use in shoulder seasons will lead to the creation of more campsites and therefore more trailing, etc.

The Park Service has expressed concern that increased visitation will lead

to damage of more archeological sites. The potential is there; hopefully user education can mitigate that effect. Educational efforts have been successful in the past, most notably in the disposal of human waste and trash.

- While group sizes for outfitter trips are somewhat smaller and guides are now counted, group sizes are still not equal. But use is. Some members of the GCPBA Board had a theoretic view that private trips should be able to have the same size groups as outfitter trips, but for most it never went beyond theory. Faced with the actuality that no one was much interested in running a 36-person trip and particularly since private boaters are being offered equal use, this seems a minor loss.
- While motors are not phased out, their use is cut from 9 months to 5.5. Opinions on this varied strongly, even within the GCPBA Board, with some thinking that ‘in a perfect world’ there would be no

more motors, and others noting that for those who can't afford the luxury of a longer trip, for trips with aged parents and small children, a motor rig maybe a useful option.

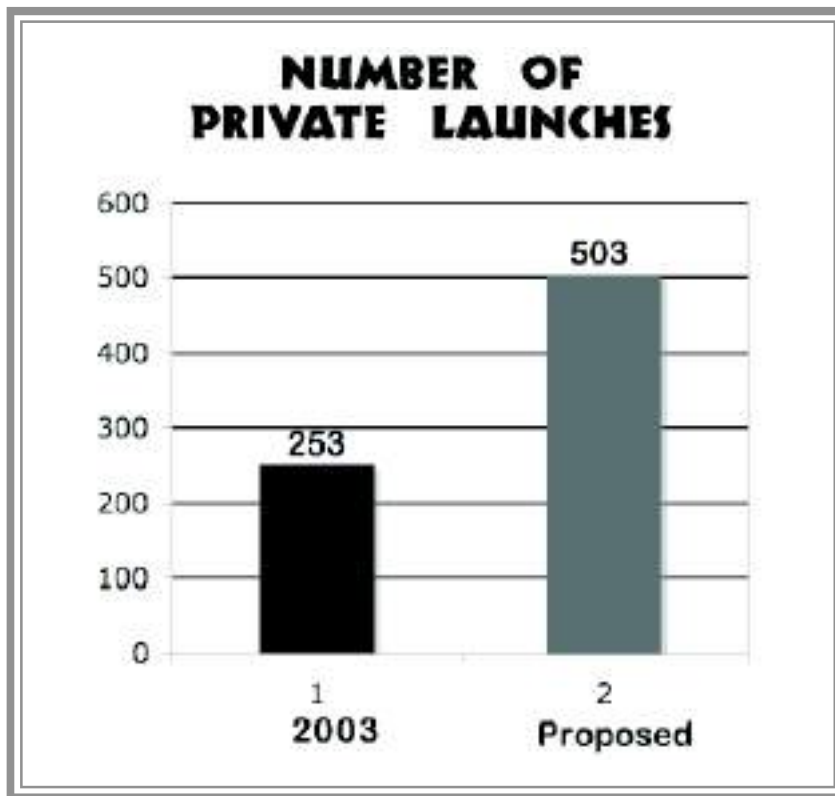
What really convinced the Board to agree with the outfitters about continued motor use was the modeling effort we undertook using the Grand Canyon River Trip Simulator software. Simulation after simulation made it clear that without

motors, use would have to be cut way back, and/or inter-party encounters would go way up. Such encounters would be more frequent and of longer duration. See *Waiting List*, Vol 6, No.2 Winter 2002-3, *Can Canyon Use Be Expanded?* for a more complete analyses.

- There isn't a common “chokepoint” - point of entry - into the river access system, i.e., outfitter passengers and non-commercial boaters still go through separate systems and there are still separate commercial/non-commercial allocations. The Board analyzed lots of tech-

niques for doing this (in fact, GCPBA's new President, Dave Yeaman, spent months on the systems and mathematical analysis for these procedures) and concluded there were lots of ways this could happen, and all of them would involve huge hassles for both private boaters and the outfitters' passengers, and huge bureaucratic hassles for the NPS river office. Any of these systems, given enough effort, money and time, could have been made to work. Any of them would have (sort of) “measured demand.” The conclusion was that a 50:50 split that was comparatively easy to administer was something worth attaining. If private boaters could get that – and they have – it was worthwhile to give up a theoretic allocation-free scenario, with guaranteed hassles and no guarantee of even ending up at the 50% level.

- Each person is permitted only one commercial or non-commercial GC river trip per year. If this



helps bring demand back toward supply, even GCPBA's most ardent repeater, ex-president Ricardo, is square with it. Not very happy, but square... The "no repeat" rule will be implemented in 2007.

GCPBA POSITION

At the time the GCPBA Board decided to sue the Park Service to force it to restart the planning process, it was an act of last resort. When GCNP Superintendent Robert Arnberger halted the river-planning process, it was clear private boaters would have to live under the old plan for the indefinite future.

With a 20-year waiting list, it seemed no possible outcome could be worse for private boaters than having to live under the plan for another 20 – 30 years. The GCPBA Board believes that the proposed plan is far better than the status quo. The new plan has a few nits that some individual Board members dislike, but in general, the Board could hardly be more pleased. The canyon experience is going to become much more available for GCPBA members and the larger river running community. With the scheduling and launch changes, a private trip is going to be a better experience.

POTENTIAL LITIGATION AND CONSEQUENCES

While the compromises that are an inevitable consequence of efforts to obtain greater overall access will be deemed acceptable by most, ours is a society that seemingly defaults to litigation mode.

Those who are dissatisfied with the balance struck by the NPS in the FEIS have cast the specter of litigation over the scene. Not-so-subtle intimations of a planned lawsuit against the NPS are being bandied about freely. Thus the question suggested by the title of this article - *Will Another Lawsuit Help Or Hinder* private boaters in obtaining expanded access to the Grand Canyon?"

Let's cut to the chase. Further legal disputes centering on the provisions of the FEIS are not in the interest of the private river community in general.

A wide and disturbing spectrum of possible outcomes exists. A large portion of the private boater community could remain foreclosed of any opportunity to enter the pool of people seeking to lead a Grand Canyon trip. The wait list has been closed for two years. If implementation of the FEIS were adversely affected by litigation over the FEIS, it's not likely that the GCNP would re-open the list. Therefore, private boaters currently not registered on the NPS wait list, most likely, will still be prevented from joining the list.

The litigation process could have further unintended consequences. For example, if a trial court agreed with some aspect of a legal challenge, there would be an appeal. The court of appeals could disagree with the trial court. All of this could produce years of delay in attaining the access levels the FEIS

plan provides.

Importantly (and not mentioned by those contemplating litigation) a reconfigured FEIS may not incorporate the numerous gains now available to private boaters. It is entirely possible that the conditions imposed upon the NPS in any decree or settlement could be detrimental to private boating interests – wiping out the major access gains the FEIS forecasts.

There is the other potential no one is talking about. Depending on the exact nature and final outcome of the lawsuit, it is possible that one interpretation of a court ruling would be reduced access for private boaters.

Finally, even if litigation is not targeted directly at the private boater community's interests, the law of unintended consequences could strike with a vengeance. Litigation involving any of the parties could adversely impact private boaters in other ways as yet unknown.

These very real possibilities raise a critical question, are those contemplating litigation ready to expose all private boaters to some unknown, serious, adverse outcomes?

It's time to reflect on how far private boaters have come in our battle for fair and timely access for all who wish to experience a Grand Canyon river trip. We, the GCPBA Board, as well as many of our members and many in the larger river running community see great promise in the NPS proposal. It's our opinion that any lawsuit that seeks to stop implementation of this plan would be a major setback, potentially depriving river runners of those gains that the community has sought for many years.

Rich Phillips and the Board of the GCPBA



Some Other Opinions

Mixed Reviews

AMERICAN WHITEWATER

American Whitewater has reviewed the new plan for managing the Grand Canyon of the Colorado River. We have pulled out relevant information from the National Park Service's documents and will share that information below. In general, the new plan resolves many problems with the old plan, while making some changes that will negatively impact users. Shorter trips, and limiting users to one trip per year will certainly impact both commercial and noncommercial paddlers. With this being said, the new plan will phase out the ridiculous wait list and replace it with a better system that will improve the chances of each American getting on the river in a timely manner. The plan also resolves several issue of fairness, and is sensitive to the many citizens already on the wait list. The NPS plan meets many of our interests, and while not without its costs, we commend the NPS for tackling this issue and for developing a promising solution to a complex host of river management challenges. We look forward to working with the NPS and other stakeholders to implement the new plan.

American Whitewater worked closely with several other organizations to advocate for many of the changes in the new plan. AW staff traveled to the Southwest for numerous stakeholder meetings over the several years, and joined a group of like-minded organizations in a lawsuit against the National Park Service in 2000 that forced the NPS to develop a new plan. On January 25, 2005 American Whitewater joined the GCPBA, the Grand Canyon River Outfitters Association and Grand Canyon River Runners Association in making a historic joint recommendation to the Park Service that included equal annual allocations of commercial and non-commercial use, the continuation of an appropriate type and level of motorized and non-motorized recreational opportunities, seasonal adjustments that would result in fewer river trips happening at one time, and improvements to the non-commercial river trip permitting system. The new plan for the management of the Grand Canyon mirrors our suggestions and is a success for the American Public and for the many groups that came together to make it possible.

American Whitewater is proud of our role in this process, and would like to thank Jason Robertson for his expert leadership on this issue for over 7 years.

THE LOTTERY REPLACING THE WAIT LIST

The NPS is phasing out the current wait list for private trips and replacing it with a weighted lottery system. People that are currently on the wait list will have a variety of options for getting on the river prior to people not on the weight list, and more quickly than under the old system. This process will phase the weight list out over the next several years at which time the weighted lottery will function on its own. The weighting system is designed to give priority to people that have paddled the river less recently, over others who have been on the river more recently. The system resolves several issues of fairness, and to provide for more private paddlers to paddle the river.

Read more at: americanwhitewater.org

ARIZONA WILDERNESS ALLIANCE

Awaiting the much-anticipated Final Environmental Impact Statement (FEIS) from the National Park Service that will guide management of the Colorado River through Grand Canyon National Park for the next 15 to 20 years, conservationists today denounced the park's preferred Alternative H as woefully inadequate for protecting the river's unique wilderness qualities, delicate riparian ecosystems, and opportunity for natural quiet and solitude.

"This final EIS is a slap in the face to the millions of people who cherish the Grand Canyon's wild Colorado River," says Kim Crumbo, Grand Canyon Regional Director for the Arizona Wilderness Coalition, former wilderness coordinator at Grand Canyon National Park, and a veteran river runner with over 35 years experience on the Colorado. "Why should visitors bother escaping downtown Phoenix or New York City when they can find the din of motors and throngs of people right there in the heart of this wild canyon?"

The FEIS continues the excessive number of trips and large groups launched per day to accommodate increased demand

for river rafting trips. It also increases the use of powerboats, and continues the practice of flying passengers by helicopter to and from river trips at the bottom of the Canyon. These activities are directly in conflict with Park Service policy and the intent of the Wilderness Act. Contrary to recreationist's stated preference for encounters with other groups to be fewer than three per day along the river, the Park Service points out in the FEIS that visitors can "tolerate" higher levels.

"The Park Service should manage for a high-quality wilderness experience, not push the numbers as high as visitors can stand," says Crumbo. "Their priorities are clearly not with visitors, but with the handful of motorized concessionaires who profit from the river."

Read more at: azwild.org

GRAND CANYON RIVER GUIDES

November 23, 2005

Dear Superintendent Alston,

Grand Canyon River Guides commends you and your staff on the release of the Final Environmental Impact Statement for the Colorado River Management Plan. We understand the enormity of the undertaking and appreciate that the work was scrutinized by many different factions with competing interests. You deserve a round of applause from the entire river running community.

Grand Canyon River Guides would also like to extend our help in any way to facilitate the successful implementation of the plan. We look forward to participating in the Cultural Resources Programmatic Agreement, the first draft of which has been received in our office. GCRG concurs that monitoring of resources, especially those resources impacted by recreational boaters, can more easily be accomplished when cooperation between the Park, the Glen Canyon Dam Adaptive Management Program, and groups like Grand Canyon River Guides is encouraged. Our full comments on the Draft PA for cultural resources will be submitted prior to the December 9th deadline.

People who choose a commercial river trip often rely on river guides to help them safely enjoy this wonder of nature and interpret these spectacular, yet fragile resources. We are deeply connected to the Canyon, and that passion transforms many of our commercial passengers into lifelong advocates of Grand Canyon and the Colorado River. Because of our stewardship role, how the river corridor is managed is of great importance to us. We recognize the collective responsibility that all recreational boaters have for the success of this visitor

use plan. Towards this end, encouraging feedback, cooperation and involvement from all user groups throughout the life of this plan may serve to invest divergent interests in a positive outcome, while moving us towards a timely and successful CRMP revision.

As we have the opportunity to more thoroughly review the details of the FEIS, we will contact the Park if any clarification is needed. Again, GCRG commends your excellent CRMP Planning Team for addressing many concerns expressed in the DEIS public comments, resulting in an improved final plan. Despite our concern about potential adverse impacts from increased visitor use, we offer our firm support as a positive approach to the conservation of the resources that make a river trip through Grand Canyon the best experience possible.

Sincerely,
Joe Pollock
President

Read more at: gcr.org

NATIONAL ORGANIZATION FOR RIVERS

... In reality, taking action on behalf of the legal rights of noncommercial boaters, and the protection of the wilderness values of the canyon, would be unlikely to result in an injunction or delay. A plaintiff could request an injunction, but a court would not grant one unless there were compelling reason to do so. Since the new plan does not pose an immediate and irreversible threat (compared to the old plan), it appears unlikely that a court would grant an injunction.

The National Organization for Rivers does not seek an injunction or other delay in implementing the new plan. Instead, we urge the Park Service to implement the new plan as soon as possible, as an interim measure, but we also urge the Park Service to make further changes, so as to implement a lawful system. ... a lawful system would give non-commercial park visitors rights to reserve space that are not inferior, it would give commercial passengers rights to take trips without paying large extra amounts just for access rights, and it would remove motorized rafts from the river, since there is no valid or lawful reason for keeping them.

Sincerely,
Eric Leaper,
Executive Director, National Organization for Rivers.

(continued on next page)

(continued from preceding page)

Read more at: NORS.org

GRAND CANYON RIVER RUNNERS ASSOCIATION

When Grand Canyon River Runners Association signed the Joint Recommendations with GCPBA, GCROA and American Whitewater, it was with the hope that our united effort would demonstrate to the CRMP team our depth of commitment to a set of jointly stated goals. After the release of the FEIS it was apparent that the NPS had taken note of our support of the Preferred Alternative with specified modifications.

First and foremost, the NPS dropped the adjustable split allocation system and all-user registration system. Considering that these were key elements of the DEIS common to all alternatives, we are gratified if our collective dialog helped pave the way for the ultimate rejection of these proposals. The NPS reverted to fixed allocations, a coexisting major recommendation on our part.

The revision of seasonal launch schedules in the modified alternative, recognition of the importance of motors, and a much needed change of the wait list private permit system were all specifically addressed in the Joint Recommendations. Their adoption, wholly or in part, indicated a willingness on the part of the NPS to work with user groups that would be most affected by these aspects of the plan.

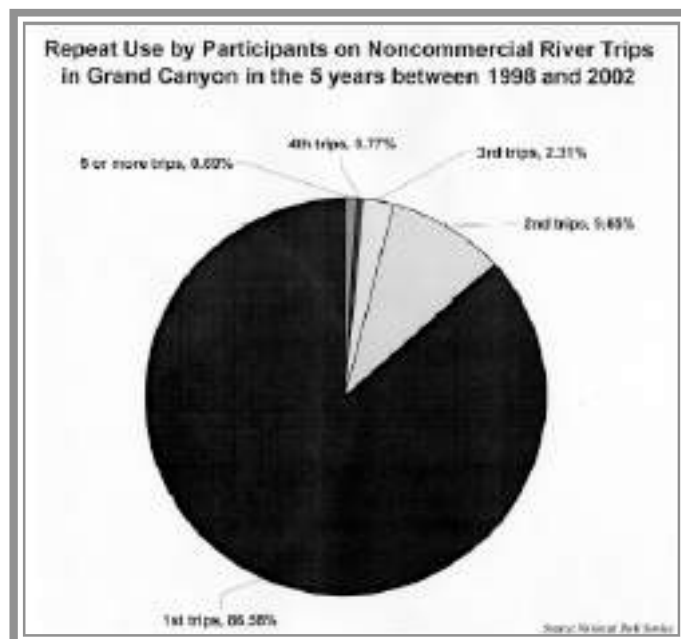
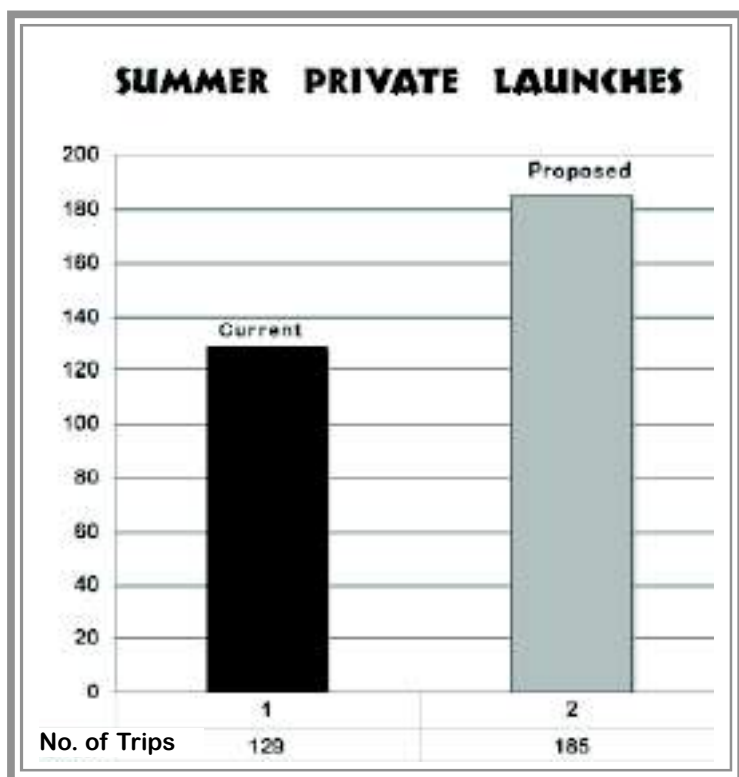
Other elements of the plan change aspects of river travel that commercial passengers have long held to be the standard. The new summer limit of 10 days for motor trips, decreased group sizes in the shoulder seasons, the new launch based system and its affect on the single boat motor trip, guided hikes on the Bright Angel Trail and counting guides and other staff in group size will have impacts on the types of trips we have traditionally enjoyed. More uncertain are some of the unintended consequences of these new changes.

Each of the user groups represented by the signers of the Joint Recommendations has had to accept compromises. It is the belief of the Board of GCRRA that the NPS made an effort to balance the needs of the many with the protection and preservation of Grand Canyon.

RIVER RUNNERS FOR WILDERNESS

The newly released Final Environmental Impact Statement/Colorado River Management Plan missed a terrific opportunity to manage the Colorado River through Grand Canyon National Park as the American treasure it is. The new plan does nothing to improve management of the river and actually makes matters worse by allowing critical issues to fester from now until the next CRMP.

Read more: rrfw.org



THE GCPBA STORE

OUR STORE IS OPEN ~ BOOKS, SHIRTS, HATS, WE'VE GOT THEM ON SALE!

Everything is on sale for the holidays!

This month's special is the 1st edition of *Day Hikes From the River*, \$11.50 for everyone (plus \$2 shipping)!

ORDER TODAY ~ SOME QUANTITIES ARE RUNNING LOW

Day Hikes from the River , by Tom Martin		Sunk Without a Sound – The Tragic Colo River Honeymoon of Glen & Bessie Hyde	
1st ed.	reg. \$16.95 sale \$11.50	by Brad Dimock	(soft) \$18.00
2nd ed.	\$19.95		(hard) \$28.00
River Otter Handbook for Trip Planning		All My Rivers are Gone – A Journey of Discovery Through Glen Canyon	
by Marcia Eschen	\$24.95	by Katie Lee	\$18.00
The Hidden Canyon – A River Journey		Walking the Unknown River - And Other Travels in Escalante Country	
by J. Blaustein, E. Abbey, M. Litton	\$19.95	by Ann Weiler Walka	\$13.00
The Doing of the Thing – The Brief Brilliant Whitewater Career of Buzz Holmstrom		Shirts , with a big GCPBA logo on the back	
by V. Welch, C. Conley, B Dimock	\$20.00	- short sleeve (sm thru 2XX extra)	\$15.00
Wilderness Medical Associates Field Guide		- long sleeve (medium & large)	\$25.00
(water proof)	\$19.95	Baseball Caps with “Grand Canyon Private Boaters Association” embroidery	\$18.00
Over the Edge – Death in Grand Canyon		GCPBA Stickers (holiday red/festive)	
by Michael Ghiglieri & Tom Myers(soft)	\$22.95	Free with a book or clothing order	\$1.00
(hard)	\$34.95		
Outward Bound Wilderness First Aid Book			
	\$14.95		

Contact the Treasurer at treasurer@gcpba.org to place your order for your holiday shopping.

GCPBA members will get a 25% discount, non-members a 15% discount.

Shipping is about \$2-6, depending on your order.

Private Trip Journals

ANATOMY OF A FLIP

Day 16 - River Mile 179.3 - March 2004

I'm standing here at the scouting spot on river right, high above the maelstrom just downstream, looking down on a wave that has my full attention. This wave is formed at the apex and by the collision of two diagonal waves. The diagonal wave coming from the left side is fueled by water that is being forced out of the right hand side of a feature known as the Ledge Hole. The diagonal wave coming from the right is formed by flowing water that is being compressed and constricted by a series of house-sized boulders at the water's edge on river right. A goodly portion of the flow of the Colorado River is passing through and around this turbulence and, I swear, it resembles a six foot tall, frothy plowshare pointed directly upstream. There are other features to contend with below, but you've got to get past this one first.

It's not a perfect wave by anyone's standards. It does have a certain oscillation, first the left diagonal is breaking, then the right, now both at the same time, and it even smooths out to glass occasionally. But there is no repeating pattern or timeline that is discernable. I gaze up at the canyon wall opposite and the rocks appear to be moving...I am mesmerized and hypnotized by this wave. Welcome to Lava Falls and the "V Wave".

It's a drizzly morning and we had hoped to pass through here at "low water", that is, at a low point on the release of water from Glen Canyon dam, 180 or so miles upstream. This rise and fall has been dictated earlier on the trip by the "trout eradication program" that varies the flow of water in the Grand Canyon between 5000 and 20,000 C.F.S., sometimes stranding our boats a great distance from the water's edge when we wake up in the morning. In reality, by the time the water arrives here, the sine wave that defines the ebb and flood on the river has flattened out to the point that we really can't tell if the river is rising or falling, and we waste little time trying to figure it out. We scan our options....river left offers only rocks and minimum flow. Maybe a kayak could bump and scrape through, but a raft would never make it. Any route in the center inevitably leads in to the Ledge Hole and doesn't make anyone's list. Our only option of passage is a right run and an encounter with the "V Wave".

I've looked at it too long already and head back to the boats. Our kayakers and eighteen foot boats are going through first to set up safety and I only casually watch them leave their moorings. I am more concerned with one last check of the rigging and also waiting for my wife, Barb, to return and help cast off. My markers have been committed to memory and I begin my mantra: follow the bubble line

coming off the last big outcropping of rock on river right....don't worry about the Ledge Hole, you're not going there if you stay in the bubble line....as soon as you recognize the left side lateral, push hard and punch through it....square up and hit the "V Wave" pushing those oars as hard as you can!

And it all went just like that. As I punched through the left diagonal, I could almost dip my port oar in the Ledge Hole. This actually boosted my confidence that I would have plenty of time to square up. The hydraulics and current at this point really compress any sense of time, but we hit the wave in good shape....but at precisely the wrong moment. As we were making that final approach I yelled to Barb, "Hold on, this is the big hit!" and in that instant both sides of the diagonals broke over the entire length of my raft. We were immediately submerged and the boat was torpedoing downward. But just as quickly, we were emerging on the wave's back side, the raft's bow shooting skyward like some whale breaching, and I yelled, "We're through!" Then the next wave hit—not a river wave, but the wave created by all of the water that had filled the front half of the boat. This came cascading down and I was out of position and off balance. As I was being washed off the port side of the raft, I saw Barb doing her best to climb the starboard tube for a highside. But we were too far up on a rail, and my final exclamation was simply, "We're over...glug,glug!"

We had been caught in a classic, self-bailer flip. So much water had come into the boat in such a short period of time that the bailing action of the boat was overcome by the buoyancy of the inflated bottom. This, coupled with downstream momentum, forces the bow of the raft upward, me off the back, and the boat into a slow roll to the left.

And then there was darkness—I had come up under the

boat, my head just above the water in the air space between the rowing seat and the cooler. I did a quick reconnoiter, took a deep breath, and pushed down and away. No luck escaping on this try ... the buoyancy of my brand new "high float" life jacket wouldn't allow me to get down far enough to make my escape under the tubes. I could tell there was a pretty good ride going on out there, and on my third try I managed to get down, but emerged in the bow compartment of the raft and still underneath. I could hear our three kayakers yelling, "Where's Jamie, find Jamie." At this juncture, I edged over to one side, got both of my arms on the outside of the tube and, grasping the belly line, dragged myself out from underneath the boat. I emerged on the downstream side of the boat and Bill, our lead boatman, was right there in his kayak. "Where's Barb", I yelled, and Bill replied, "She's ok on the other side. Now get your ass on top of that boat right now!"



photo: Dave Lowry

I tried, but was too dazed and exhausted to pull myself up and said so. Bill got the nose of his kayak underneath my backside somehow and this gave me enough leverage to get up onto the overturned boat. At almost the same moment, Jack arrived in the eighteen foot "aircraft carrier" and got a line on my boat. Bill paddled for shore with Barb in tow and headed for the warm springs on river left. We—that is, Jack's boat and my boat - were just entering "Son of Lava", another nasty stretch of whitewater formed by the tailwaves of Lava Rapid reflecting off the cliff on river left. Jack was pulling with everything he had to keep both boats off of the cliff wall. His passenger, Steve, had control of the line that was tethering us, and was ready to cast it off if either boat got into trouble. I think my boat scraped once, but then we were pulling away from the wall and slowly making our way across to the large eddy on river right. This whole sequence of events, from casting off above the rapid to getting back to shore, lasted no more than two or three minutes.

Finally on shore, we tied off both boats and waited for the rest of our group to come over. I'm sure I was still a little shocky, because I couldn't seem to focus or be much help. Kayakers Regan and Russell were first on the scene and their experience and training paid off. Regan dove under, got the oars free and brought them to shore. With

my boat parallel to the shore, they tied off lines on each end of the rowing frame, brought them under the boat and back across the bottom again to shore. By this time, everyone had arrived, and, with about five people on each line we gave it the big "Heave Ho", and re-flipped the boat. Somebody thrust a bottle of Tequila in my hand and said, "You have just been anointed!"

Before we got to partying, Bill did a very insightful thing. He could tell that I wasn't all there yet, so he sat me down in the boat, me in the rower's seat and him facing me on the cooler. Very calmly he said, "Let's check your rigging and see how things have moved around. Check to see what's missing and how you could have rigged any better." This action got me focused again and revealed that a couple of rocket boxes had shifted, but the rigging was pretty solid. The only items missing were a shade umbrella and a short rack of carabineers that I had cammed to the oar-lock stand. When the oar popped out, they had slipped off over the lock and

sunk. After a round of high-fiving and mutual backslapping, and many words of thanks on my part, we were off again. It was still before lunch and we had another fifteen miles or so to make before camping. So we caught a lucky break that day; no one got hurt, no damage to the boats, and a minimal loss of gear.

In our group, seven of the eight rafts made it through Lava just fine, as did our three kayakers and one whitewater canoe. Our lone ducky had gotten maytagged in the Ledge Hole, but self-rescued and made it down without additional help. I had never flipped in this boat before, so my ego was a little bruised, but I had gained some insight and a great deal of respect for the river. If there was a lesson learned it goes something like this: There comes a moment in the whitewater experience when all pretenses of rowing ability, river reading skills, personal strength and knowledge add up to absolutely nothing. You become a leaf in a storm and at that moment it is the river alone that determines your passage. So when you arrive at River Mile 179.3 and your only route is a right run, remember to square up, push as hard as you can, and hope your timing is lucky.

Personally, I can't wait to try it again.

James Brooke



The Boy Scouts Learn How To “Be Prepared”

The Secret River is runnable only once in a while so you had better be ready to go when it's up. The Explorer Scouts were “ready” in that they had a crew of leaders with lifetimes of experience and a bunch of ambulatory boys, toothpicks really, with mouths. We drove the 1977 International bus from Los Alamos to the put in where we paid fees to the Local Managing Agency for launch privileges.

We rigged boats and launched on “low” water, about 800 cubic feet per second. At such a water level it takes a lot of rowing and not much fooling around to get down river in the days we had planned, but if you encounter wind, as we did, then the effort has to go up and the relaxation goes down. Then, if you sink a boat and have to patch inside and outside of a 12-inch L-gash in the tubes because your greenie

can't stay off a cliff, your schedule is a bit tighter. As it was we camped at the end of a hard day just before the end of the Carrot Creek road at about nine miles into the trip. We stayed on the Other Managing Agency side of the river thinking it was better to camp where permits seemed to be optional or non-existent rather than being in violation as we would have been for camping without a permit on the north bank.

That evening it started to rain. It rained a lot. It rained so hard and continuously during the night that the cliffs turned to slurry, but not so much rain fell as to raise the river. In the high country it was snowing. Among the many boulders that crashed down in the dark there was a particularly alarming one that spalled off from high up and crashed ominously through ocotillo for close to a minute before it came to rest somewhere nearby. It was a night of poor sleep for me from worrying about being crushed and



for others in not having pitched tents.

I had breakfast duty in the morning so I roused out my wet crew to help and to tell me what was on the menu. They guessed that there might be a menu somewhere and then they stood as if comatose. Comatose is how you can describe any of their teenage postures until they are fed, entertained, and adult free. So I

rooted around in the bags and found something like a menu and deciphered “gazongas” to mean “cantaloupe.” Aha! I thought, here is breakfast, and I started feeding the chilled troops.

They stood around shivering in their wet suits. It was the warmest garment any of them had and it wasn't enough. Dry is what you want for warmth but not a one of them had a rain jacket despite instructions to bring at least one for each of them. Oh, well, this is how the youth learn – from bad experience.

Don, Mark, Merlin, and I had done plenty of stupid tricks in our own youth to have learned a great deal. While I struggled to feed the boys, the other advisors used their brains to imagine aborting the trip. “Look. If we have a dozen hypothermic boys eating nothing but melon now, how bad will it be if we have to row against the wind all day for the next three days in a snowstorm on low water? There

just aren't enough calories in this food they planned. Should we consider quitting now and hitchhiking back to get our bus at 'Devil's Water Tank Bend'? It's our last chance. The road back to town ends right across the river where those folks are camped."

Across the river a group of rich customers was also considering whether they should quit and go to the Bahamas instead. As they cancelled their trip and got into the outfitter's beat up Chevy, they had no idea how short their trip would be – about two hundred yards. They ran smack into the face of the boulder that had crashed through the night and landed on the road. Luckily for them a group of handy scouts arrived from the other side and spent 45 minutes digging a road around the rock. We enterprising scouts also used the time to negotiate a ride for one of us back to civilization so he could call out and get our bus. But no, the dudes were having none of the riff raff ride with them, not in the front at least. Ingrates! So we heaved Dick, my adult greenie, into the back of a pickup truck for a ride to the store. I had selected Dick for the dirty deed because he had arranged the shuttle and knew where the bus was and who had put it there. And he was easy with the phone and – the big one – he sank my boat.

Dick's odyssey is fun for another campfire story – radio phones, garbled messages, snow plow drivers, rousting out the shuttle driver from a family Easter Sunday dinner, road to the bus washed out, came back to get more helpers with shovels, inadvertently deployed search and rescue to "save" the Boy Scouts, 18 hours in a wet suit, dragged to the Sheriff's office to make statements – but it is enough to say he did get through eventually. Meanwhile the boys and remaining adults pitched temporary shelters and collected rain water that ran off the tarps. We built a fire to smoke ourselves warm. We watched search helicopters traversing the river looking for a different bunch of boy scouts that were lost in the 18 inches of snow accumulating just above us.

Late in the morning we had a visit from the Local Managing Agency ranger in charge of monitoring users in that section of the land. He asked to see our camping permit.

"We don't have a camping permit," I confessed in the most innocent tone I had.

"Well, you need a camping permit to camp here."

"We didn't camp here. We camped on the other side of the river."

"Well, then, let me see your picnicking permit."

["WHAT??? This is outrageous," muttered Merlin.]

"We don't have one," again sounding pure as the driven snow. "We aren't picnicking; we're waiting for a ride to take us out of here."

"You have a fire so you are picnicking. And let me see your fire permit, too."

About now the hottest fire you could see was in Merlin's eyes. Smoke started coming out of his ears as his hands clenched and unclenched.

"We don't have any permits, OK? We are just stuck here by accident. We didn't want to be here. We're waiting for our bus to come back so we can leave before we have a bunch of sick kids from standing in the rain. We want to quit now rather than go down river and cause a real problem!!!!!"

"Well, I'll just write you a permit now rather than a fine. OK? That'll be \$200."

Don wrapped Merlin up in a wet blanket grip. "Let's go check the boats, shall we, Merlin?" It saved us from incurring assault charges in addition to permitting violations.

"I'm sorry we don't have a permit. I'm sorry we are here at all. We never intended to trespass or dodge any fees," I continued. "We're just stuck here for a little while. We weren't prepared for this storm and we don't want to get into worse trouble. Besides, we don't have \$200 with us."

"When you go out in the wilderness you need to be more prepared ... and bring more money!"

I swear he said it. Others heard him say it. And, believe it or not, I follow his advice. Now I bring more money than I can possibly imagine needing. It has been useful on at least one occasion since I learned this wisdom for a modern age.

Dave Yeamans

Illustrated by Peter Priedhorsky



Why Pay More For Your Private?



Downstream

SHUTTLE & SUPPLY

- Complete Canyon Deals
- Equipment Rentals
- Safe Reliable Shuttles
- Meal Plan & Packing

Excellent Quality, Affordable Prices

PO Box 23691 toll free: 866/350-5963
 Flagstaff, AZ 86002 www.dssriver.com

A VERY DIFFERENT LOOK INSIDE THE CRMP

The Colorado River Through the Grand Canyon: Applying Alternative Dispute Resolution Methods to Public Participation

Mary Orton

Environmental disputes are among the most difficult conflicts to resolve. Frequently, they reflect fundamental differences in values and include highly complex scientific and technical issues that are not easily understood by members of the public or by stakeholder groups (Daniels and Walker 2001). Allocation of scarce resources among competing stakeholders with legitimate claims can be a challenging part of the conflict. The disputes are often characterized by a significant amount of scientific uncertainty, and they resist simple, unilateral solutions. The involvement of multiple parties, issues (Kriesberg 1997), and political jurisdictions (Dukes 1996) compound these difficulties.

These dilemmas present themselves in environmental disputes at both national and international levels. This chapter presents a domestic example, the lessons from which may be useful for tackling other national and international disputes.

When environmental disputes involve a United States government agency, the National Environmental Policy Act of 1969 (NEPA) is often a factor. NEPA prescribes a process by which federal agencies must produce environmental analyses – environmental assessments or environmental impact statements (EISs) – when they undertake “major federal actions” (National Environmental Policy Act 1969). NEPA regulations also require the agencies to solicit and use public input at specified stages in the process (Council on Environmental Quality 2002a).

NEPA processes can involve a high degree of controversy and contentiousness between agency decision makers and their constituents, particularly if the issues are complex and highly contested and the stakeholder groups polarized.

Applying alternative dispute resolution (ADR) techniques, such as those used in mediation, to NEPA requirements for public participation can reduce contentiousness and aid in resolving conflicts. The use of these techniques can improve communication between agencies and the pub-

lic, thereby enhancing trust among the parties. It can also increase an agency’s ability and willingness to include public values in its public policy decisions. The result is an enrichment of the decision making process, increasing the likelihood of producing durable management decisions and

reducing the probability of litigation (Bingham and Langstaff n.d.).

This chapter illustrates the value of applying ADR methods to public participation during a NEPA process by examining the Grand Canyon National Park’s revision of its 1989 Colorado River Management Plan. The park was

required by NEPA to produce an environmental analysis and ensure public participation before finalizing the plan. Managing the process internally, the park held several public meetings in 1997 and 1998 to gather input from stakeholders and constituents (Jalbert 2003a). [Unless otherwise cited, information about the 1997 public participation process and events before that time is from personal communication with Linda Jalbert.] Primarily because the process became so contentious, the superintendent of the park halted the planning process in 2000 (Arnberger 2000b).

When the park recommenced the planning process in 2002, its management chose a different approach. They retained the author’s company, one that specializes in ADR approaches to environmental and public policy disputes, to assist them with public participation. It is from that per-

The allocation of recreational use between commercial and non-commercial boaters had been controversial for years.

spective that this chapter reviews the history of the process that began in 1997, and compares it to the process that the park used when planning resumed in 2002.

This case description begins with an account of the park's 1997 NEPA process to revise the Colorado River Management Plan, starting with identification of the stakeholder groups involved and the major issues that concerned them, followed by a description of the process used, including outcomes. After a brief account of the termination of the process in 2000 and its resumption in 2002, there follows an explanation of the process developed by the author and used by the park in 2002 and a comparison of outcomes from the 1997 and 2002 processes.

The comparison demonstrates that the use of ADR techniques had a positive effect on the process of revising the Colorado River Management Plan, and that use of ADR in these processes should be considered by public agencies involved in difficult and contentious NEPA processes.

I. 1997: Colorado River Management Plan Revision Begins

A. THE COLORADO RIVER

The Colorado River is the largest river in southwestern North America, stretching for 1,450 miles from Wyoming to the Sea of Cortez in Mexico. On its route, it drains 246,000 square miles in parts of seven states in the United States and two in Mexico (McHenry 1993). Perhaps best known is the reach through Grand Canyon National Park, which provides the longest stretch of navigable white-water in the continental United States (Jalbert 2003b).

B. THE STAKEHOLDERS AND THE ISSUES

This chapter focuses on non-commercial, or private, boaters and the commercial river outfitters as two principal stakeholder groups represented during the Colorado River Management Plan revision process in 1997. Non-commercial boaters are also sometimes called "private boaters," although some in this category prefer the term "public boaters." In this chapter, the terms "private" and "non-commercial" are used interchangeably.

The two most contentious issues in the Colorado River Management Plan between these two groups were:

- (1) how recreational river use should be allocated between commercial and non-commercial river users, and
- (2) whether motorized boats should be allowed on the river.

The allocation of recreational use between commercial and non-commercial boaters had been controversial for years. Limits on usage, established by the park to protect natural and cultural resources and the visitor experience, made recreational use a scarce commodity. The allocation between the sectors in the 1989 Colorado River Management Plan was 68% commercial and 32% non-commercial. This was the status quo when the park began to revise the plan in 1997 (U.S. Department of the Interior 1989).

The commercial and non-commercial sectors used different systems to distribute their allocation to the end user. By 1989, a waiting list to lead a non-commercial river trip had been established. It contained 6,800 names, resulting in a wait estimated by one group to be eight to ten years (Aronson 1997). By contrast, a reservation system distributed the commercial allocation. If a commercial customer were not able to reserve space on a river trip in a particular season, that customer would be required to contact the outfitter again for the next season (Grisham 2003).

In January 1997, the inaugural newsletter of the new Grand Canyon Private Boaters Association (GCPBA) described obtaining a permit to lead a non-commercial river trip on the Colorado River through Grand Canyon "nearly impossible" (Martin 1997a). GCPBA's primary objective was to increase the allocation of user days to non-commercial boaters.

The Grand Canyon River Outfitters Association, comprised of the 16 outfitters with contracts from the park to provide river trips through the Grand Canyon to the public, favored retaining the current allocation. (Grisham 2003)

The issue of whether motorized boats should be allowed on the Colorado River through Grand Canyon, like the allocation question, had been controversial for years. This complex dispute stems from different ways of interpreting three public documents: the Wilderness Act, a proposal for wilderness designation submitted by the park, and National Park Service policy *vis-à-vis* proposed wilderness.

The Wilderness Act describes requirements for designation and management of wilderness areas (Wilderness Act 1964). In §3(c) the Act prohibits "*motor vehicles, motor - ized equipment [and] motorboats*" in designated wilderness areas. The Act also specifies in §§4(c) and 4(d) "*the use of aircraft or motorboats, where these uses have already become established, may be permitted to continue subject to such restrictions as the Secretary...deems advisable.*"

In 1980, after a NEPA process that included public participation and an environmental analysis, the park transmitted a wilderness proposal in accordance with the

(continued on next page)

(continued from preceding page)

Wilderness Act. This wilderness proposal recommended that the Colorado River be designated as potential wilderness, and included a formal plan to gradually eliminate motors on the river. This recommendation was never conveyed to Congress, and Congress – which has the sole authority to designate wilderness on federal land – has never acted on a wilderness bill for the Grand Canyon.

According to some parties' interpretation of the Wilderness Act and National Park Service policy, the park was required to remove motors from the river because the wilderness proposal included this provision. Other parties – including Grand Canyon National Park – did not share that interpretation, and believed that motors could remain unless and until Congress acted to prohibit them. As the 1997 process for the revision of the Colorado River Management Plan began, many non-commercial boaters were in favor of removing motorized watercraft from the Grand Canyon. The outfitters strongly favored maintaining the status quo, believing that their position reflected the public interest (Grisham 2003).

C. THE 1997 SCOPING PROCESS

The park began its 1997 process to revise the Colorado River Management Plan with detailed plans for significant public participation. The public was invited to attend several meetings and to submit comments by regular mail or e-mail through December 1997. Although there was a high level of public involvement, the process proved to be contentious.

The first step in a NEPA process for which public participation is required is called “scoping” and is outlined in Federal Regulation 1508.25 (Council on Environmental Quality 2002a). Scoping is an issues-surfacing process that is designed to identify the “range of actions, alternatives, and impacts to be considered in an environmental impact statement” (Council on Environmental Quality 2002a). This process is important to stakeholders because scoping gives the public a chance to suggest to the agency which issues should be addressed and which alternatives should be analyzed. More importantly, alternatives that are not analyzed in the EIS cannot be included in the final plan. During the development of the environmental impact statement, federal agencies are required to develop “all reasonable alternatives, which must be rigorously explored and objectively evaluated.” These alternatives reflect different ways to accomplish the major federal action that the agency is planning to embark upon.

When making the decision on how to proceed, “a decision maker must...consider all the alternatives discussed in an EIS,” and “must not consider alternatives beyond the range of alternatives discussed in the relevant environmental documents” (Council on Environmental Quality 2002b).

The park began its 1997 process to revise the Colorado River Management Plan with detailed plans for significant public participation ... Although there was a high level of public involvement, the process proved to be contentious.

According to a park press release, the focus of the scoping meetings was “identifying the full range of river management issues and solutions that are important to the public” (Oltrogge 1997). The goal of the meetings was to encourage communication between stakeholders and park staff and among stakeholders, and for the park thereby to obtain their ideas for the Colorado River Management Plan revision. They did not attempt to produce consensus among stakeholders, but rather wanted to develop an understanding of the stakeholder interests and positions. They were also interested in the overlap between those interests, where trade-offs and solutions may lie that that could help satisfy the needs of all the stakeholders (Chesher 2003).

Process Details

The meetings were widely publicized and there was a high level of participation. Attendance was encouraged through a semi-annual park newsletter, *The Canyon Constituent*, a press release, and a mailing to individuals who had expressed an interest and to all the stakeholder and boating groups that were known to the park staff. The press release suggested that participants come with the “issues they wanted to see addressed, as well as proposed solutions to those issues” (Oltrogge 1997). Because of the publicity and the level of interest, the turnout at the three public meetings was higher than expected. Park staff anticipated (and would have been satisfied with) a turnout of 50, and was overwhelmed by more than 100 participants at each meeting.

The meetings were carefully planned with the intent to maximize public participation and input. They took place in Portland, Oregon; Salt Lake City, Utah; and Phoenix, Arizona on three consecutive weekends in September 1997. The meetings spanned Friday night and most of Saturday, for a total of 11 hours each. Participants were asked to attend both days of the meeting. One or two volunteers from the River Management Society, a national nonprofit professional society dedicated to the protection and management of North America's river resources (River Management Society 2003), assisted park staff with the meetings, with an intent to have a neutral facilitator of the meetings.

Friday night was designed to be an introductory session. The room was arranged in theater style, with rows of chairs facing the front and a table and chairs for three park staff members at the front. Other planners and park staff were also at the front of the room, off to the side. Distributed throughout the room were pads of flipchart paper on stands, labeled with a question: "What issues would you like the park to consider?" When participants arrived, they signed in and were invited to write their concerns and issues on the pads of paper. A River Management Society representative opened the meeting by welcoming the attendees and describing the agenda for the evening and the next day. Next, Grand Canyon Science Center Chief David Haskell reviewed the overall process and timeline in some detail, noting that the park anticipated that the process would be completed in approximately two years. After the introductory comments, the attendees were invited to form small groups to generate a list of issues they wanted the park to consider. A park employee or River Management Society member facilitated these small group meetings, while a second person served as recorder, using pads of flipchart paper. Ground rules included: listen to others, there is not just one correct answer, consensus is not the goal (Martin 1997b), allow everyone to speak in turn, and participants may pass if they do not wish to speak (Jalbert 2003a).

For Saturday, the second day of the meeting, the park designed another series of small group meetings focused on the issues that were expressed the day before. The issues in all three cities were similar: use of motorized boats on the river, allocation of recreational use, natural and cultural resource protection, the non-commercial river trip permit distribution system, helicopter use, recreational trip attributes (size, length, etc.), and range of visitor services, which referred primarily to the desire on the part of educational institutions to have more access to the Colorado River for educational purposes. The purpose of the small group meetings was for the park to obtain in-depth information on issues that had been raised the night before. These were concurrent sessions and attendees were able to attend more than one of them in the course of the day.

PUBLIC DISCUSSION

The discussions on both days were difficult and argumentative. Stakeholders contradicted and challenged each other's facts and opinions. Some stakeholders chose a

particular small group because their perceived adversaries joined that group, augmenting the friction. While some participants dominated the discussions, others did not participate much at all. Because the staff had not been trained on how to facilitate difficult discussions, they found the contentiousness hard to control. At times, park staff members facilitating the sessions expressed their opinions about the issues under discussion, causing some attendees to feel

The perception of bias on the part of park staff and the rising tensions among the participants added to the feelings of mistrust and suspicion towards the park ...

that the issues had already been decided (Jalbert 2003a, Grisham 2003). Some stakeholders even felt there was animosity directed towards them from park staff (Grisham 2003). The perception of bias on the part of park staff and the rising tensions among the participants added to the feelings of mistrust and suspicion towards the park and among stakeholders (Anon. 2002). [Unless otherwise cited, information about stakeholder

views is from interviews with 36 stakeholders by Mary Orton, June 2002. Anonymity was promised to the stakeholders who were interviewed.] A reporter characterized one of the meetings as follows:

Crowded into an airport hotel conference room, participants were watched by uniformed Park Service law enforcement officers wearing side arms. Grand Canyon National Park's top management, charged with making the decisions, did not even attend. The hearing erupted into near chaos and some people walked out when park staffers announced they would not allow verbatim comments at a microphone but merely wanted focus group discussions (Smith 2002).

D. Scoping Process Outcomes

Despite the difficulties, park staff reported several positive outcomes from the scoping period in general and the public meetings in particular. The park, for the first time, had made a strong effort to keep their constituents informed and involved. For example, they issued at least 10 newsletters over three years on the subject of the management plan revision. For many members of the planning team, the scoping meetings had been their first face-to-face encounter with constituents. Stakeholders now knew whom to call at the park when they had a question or suggestion. Through the process, the public was educated about the issues and the constraints under which the park operates, and was able to offer constructive suggestions for change. As a result, the park received a considerable amount of useful information about issues of concern to the public (Chesher 2003).

(continued on next page)

(continued from preceding page)

However, most of the park staff and stakeholders felt contentiousness, disagreement, misunderstandings, and polarized people and issues were the primary results of the process. Relationships between agency staff and stakeholders, and among stakeholders, were characterized by mistrust and acrimony. Descriptions of the process from both park staff and stakeholders included the terms “not constructive,” “contentious,” “conflict,” “grandstanding,” “painful,” “ranting,” and “screaming” (Jalbert 2003a, Anon. 2002).

The situation would worsen before it was mitigated.

E. POST-SCOPING PUBLIC PARTICIPATION

Although public participation is not required by NEPA in the time between the end of scoping and the issuance of a draft EIS, the park sponsored several public meetings and workshops to keep stakeholders informed and involved after the scoping period ended in December 1997.

The first workshop focused on the private permit distribution system. Although this workshop was contentious, argumentative, and difficult, park staff again gleaned useful information from the participants. In fact, this workshop resulted in administrative changes to the waiting list system, using ideas suggested by stakeholders (Chesher 2003).

In the summer of 1999 the park sponsored two more workshops on the subject of a new river trip simulation model. This computer-based model allowed testing of different combinations of various types of river trip launches – commercial and non-commercial, oar-powered, and motorized – to evaluate the impact on two variables: (1) crowding at attraction sites and (2) encounters between trips. (Crowding and number of encounters are two important indicators of the quality of the visitor experience on a river trip.) The principle investigator for the model had interviewed outfitters, guides, and non-commercial boaters so the model could mimic their decision-making logic on river trips. The workshops were viewed by many stakeholders as one of the more significant exercises in public involvement, because of the potential for significant impact of the model on the management plan and the substantial level of stakeholder involvement that was needed for its development.

Other planned and publicized workshops never occurred. As described in the next section, the release of a different, unrelated draft management plan caused enough controversy not only to prevent the scheduling of the

remaining workshops, but also to derail the entire Colorado River Management Plan planning process.

II. 2000: Colorado River Management Planning Interrupted

A. WILDERNESS MANAGEMENT PLAN RELEASED

In order to understand why Grand Canyon National Park Superintendent Robert Arnberger halted the Colorado River Management Plan planning process in 2000, awareness of another, concurrent park planning

process would be helpful. The park had begun developing its Wilderness Management Plan in 1995. This management plan addressed issues relating to non-developed parts of the park, excluding the river corridor. The draft Wilderness Management Plan and environmental assessment were released on June 1, 1998, two weeks after a public meeting in Flagstaff at which the scoping comments from the Colorado River Management Plan were released.

This provoked confusion among stakeholders and members of Congress on two counts. The first source of confusion was the release of a different Management Plan in the

midst of the revision of the Colorado River Management Plan. Many found it difficult to differentiate between the two plans (Arnberger 2000a). The second source of confusion was in the name of the plan. The Wilderness Management Plan was an update of the park's Backcountry Management Plan. Park staff used the word “wilderness” in the title, instead of “backcountry,” to be consistent with National Park Service wilderness policies and the park's wilderness proposal. Some stakeholders and members of Congress thought this was another proposal to designate wilderness in the Grand Canyon. Grand Canyon river outfitters were concerned that this entailed another threat to the use of motorized rafts on the Colorado River (Grisham 2003).

Controversy soon erupted on several fronts. Some stakeholders, advocating a management approach that included the entire ecosystem, criticized the park for planning backcountry management in a process that was separate from the river planning process. Additionally, many of

[Supt.] Arnberger announced his decision to “halt work on any combined planning process and on the Colorado River Management Plan” ... This ... was disappointing and disheartening to the park employees who had been involved in the planning process ...

the issues that were important to stakeholders on all sides of the issues could not be resolved because Congress had not yet acted on the park's wilderness proposal, adding to the discord and uncertainty (Arnberger 2000a). In September 1998, Arnberger was called to testify before the House Subcommittee on National Parks and Public Lands Oversight Hearings. As a measure of how significant and controversial these issues had become, members of Congress grilled Arnberger at length on the issues of wilderness and motorized rafts on the Colorado River.

In 1999, under pressure from Congress and stakeholder groups, park staff and management engaged in several months of analysis of their options for combining the two planning processes. This effectively prevented the convening of the rest of the Colorado River Management Plan workshops. Arnberger ultimately decided that if they combined their efforts for the two management plans, a much larger planning process would be required (Arnberger 2000a).

B. MANAGEMENT PLANNING DISCONTINUED

On February 23, 2000, Arnberger announced his decision to *"halt work on any combined planning process and on the Colorado River Management Plan"* (Oltrogge 2000, p. 2). To explain his decision, he noted that *"polarization among the backcountry and river user groups and interests have intensified to the point of reducing the park's ability to bring together divergent perspectives toward collaborating and reaching acceptable resolution"* (Oltrogge 2000, pp. 1-2). He also cited *"the inability to resolve many of these issues prior to the resolution of the park's wilderness recommendation, and to the lack of available fiscal and human resources to complete a comprehensive planning effort"* (Oltrogge 2000, p. 2).

This announcement was disappointing and disheartening to the park employees who had been involved in the planning process (Cross 2003b; Chesher 2003; Jalbert 2003a) and shocking to stakeholders (Martin 2000, Grisham 2003). One stakeholder group expressed *"extreme disappointment"* and characterized the action as having *"done nothing less than strip the American people of their greatest opportunity to have a voice in the controversial issues that have created an uncertain future for our nation's most famous natural wonder"* (The Wilderness Society 2000, p. 1). Park staff felt that years of building relationships and trust had been squandered and that the park had betrayed their stakeholders (Chesher 2003).

... Park staff felt that years of building relationships and trust had been squandered and that the park had betrayed their stakeholders ...

C. LAWSUIT AND SETTLEMENT

Four and one-half months later, on July 7, 2000, the park was sued over the cessation of the planning efforts. The plaintiffs were four organizations – Grand Canyon Private Boaters Association, American Whitewater, National Parks and Conservation Association, and American Canoe Association – and four individuals (United States District Court 2002).

In September 2000, Arnberger left his position of Superintendent of Grand Canyon National Park, and Joseph Alston became the new park superintendent in November 2000.

On January 17, 2002 the parties filed a settlement of the lawsuit, in which the park agreed to recommence the planning process for the Colorado River Management Plan within 120 days after the dismissal of the suit. The settlement specified no admission of wrongdoing or liability on the part of any of the parties. The settlement (United States District Court 2002) also required that the park issue the final EIS and Record of Decision on the Colorado River Management Plan by December 31, 2004.

III. 2002: Colorado River Management Plan Planning Begins Anew

A. A DIFFERENT APPROACH TO PUBLIC PARTICIPATION

Jeffrey Cross became chief of the Grand Canyon National Park Science Center in April 2000, shortly after the superintendent decided to discontinue the planning process. When it became clear that the park would resume the development of the Colorado River Management Plan in 2002, he elected to contract with an outside neutral party for the public participation component. "Neutral party," in this instance, meant an expert on process who had no stake in the substantive outcome of the process.

He decided on this course of action for reasons that involved both stakeholders and his staff. First, he knew from his interactions with stakeholders that they were dissatisfied with the previous scoping efforts and there was little trust of the park. He wanted to rebuild stakeholder confidence by sending the message that the park valued their input, and he felt that a neutral party could accomplish this more easily than could park staff. Second, park employees had told him that the previous scoping effort had been a difficult and

(continued on next page)

(continued from preceding page)

painful experience. He wanted to support his staff by enabling them to focus on their substantive expertise, not expecting them to design and implement a public process. Finally, he wanted both employees and stakeholders to understand that the Colorado River Management Plan development was a high priority for the park management, and that the park would expend the resources to have a professionally designed and implemented process (Cross 2003b).

Cross contracted with the author's company because he had experienced her work with other groups who struggled with complex and contentious environmental issues. Although she specializes in environmental and public policy dispute resolution – that is, mediation – it is not unusual for environmental mediators to work in the public participation field (Dukes 1996). As the next section describes, the nexus between the two fields is large and growing.

B. ALTERNATIVE DISPUTE RESOLUTION TECHNIQUES

Many conflict resolution researchers and theorists have described ADR techniques and strategies as applied to public processes, such as those mandated by NEPA (Dukes 1996; Bingham and Langstaff undated; Susskind et al. 1999; Kolb 1994). Typical components include:

- Inclusion of all identifiable who are involved and affected by the issues, those who will implement any agreement that is reached, and those who could potentially block implementation of an agreement;
- Direct communication among stakeholders, through which they are able to “exchange information, understand one another's interests and concerns, and develop options that address those concerns” (Bingham and Langstaff undated, p. 2);
- Flexible design of the process, tailored to needs of the situation and modified as necessary as the process unfolds;
- Stakeholder involvement in process design;
- Transparency in process implementation; and
- Use of a neutral party (mediator or facilitator) who has skill and experience in assisting groups in decision-making and who has no stake in the come of the process.

The need for a neutral party is increased when “the issues are complex or contentious, when many parties are involved, when there is a history of distrust between the [agency] and other parties, ... or when past efforts to resolve differences have failed” (Carlson 1999, p. 181). All of these

criteria were present in this case.

A NEPA process does not necessarily lead to the formation of consensus. E. Franklin Dukes describes typical goals of processes that address public conflict but do not necessarily result in consensus:

- Educating disputants, stakeholders, and/or the general public about the issues under consideration;
- Discovering public interest in, concern with, and ideas about particular issues;
- Raising the level of awareness among a particular audience about an issue;
- Demonstrating to adversaries that even on the most divisive issue there are items which can be discussed and people on the other side(s) worth talking to; ... [and]
- Building public support for consequential decisions (Dukes 1996, pp. 63-64).

Cross echoed many of Dukes' goals when he indicated that his expectations of this new design were as follows:

[to] have a public process that would allow park staff to talk about the issues, particularly the resource issues that seemed to get lost in the controversies over motors and allocation..., and to give the public the opportunity to tell us what's important to them so we would have a firm basis for developing the Colorado River Management Plan. I also wanted the park staff to have a better experience during the public part of the scoping process (Cross 2003b).

When asked to develop a public participation plan for the Colorado River Management Plan planning process, the author (hereinafter “the mediator”) felt that the best way to proceed, given the history, the current situation, and the park's goals, was to fuse ADR techniques with the requirements of NEPA. The next sections detail the approach.

C. STAKEHOLDER INTERVIEWS

In accordance with the settlement of the lawsuit, the resumption of the Colorado River Management Plan process began with a re-opening of scoping; thus, the first task was to design a scoping process. The meetings were held in August, September, and October 2002. The park was required by the settlement to hold scoping meetings in four western cities (United States District Court 2002), and the park added meetings in four additional cities including one on the Hualapai Indian Reservation. The Hualapai Tribe had indicated an interest in working closely with the

park on the development of the management plan, and in addition to the scoping meeting on their reservation, tribal members interviewed elders during the scoping period so their ideas would be included.

Cross understood that by hiring a neutral party, the scoping process would be designed to address not only the needs and interests of park management but also those of stakeholders. To this end, from June 9 through June 29, 2002, the mediator interviewed 36 stakeholders, including the superintendent and deputy superintendent of the park. All but two east coast stakeholders were interviewed in person. The interviewees represented non-commercial boaters, wilderness advocates, researchers, Grand Canyon river guides, commercial outfitters, park management, educators with an interest in educational river trips through the Grand Canyon, and American Indian tribal members. Park staff members who had participated in the 1997 process generated the original list of interviewees. In the course of the interviews, the mediator invited stakeholders to suggest additional people to interview, and added several of those to the list. The objectives of the interviews include the following:

- Introduce the mediator to stakeholders, including her background and potential conflicts of interest.
- Gather information about stakeholders' experience with the 1997 planning effort, and their views on that effort.
- Gain an understanding of stakeholders' needs and concerns, the issues they were interested in, and the main points of agreement and disagreement.
- Educate stakeholders on the Colorado River Management Plan planning process, including the mediator's role.
- Begin to establish relationships with stakeholders, and set the tone for a cooperative, collegial process.
- Give stakeholders the information they needed in order to be engaged, constructive participants in the process.
- Secure stakeholders' assistance in planning the scoping meetings so that their needs would be addressed in the meeting design.
- Obtain their suggestions for publicizing the

**... by hiring a
neutral party, the
scoping process
would be designed to
address not only the
needs and interests of
park management
but also those of
stakeholders ...**

meetings, as well as for securing input for those who could not attend the meetings.

Appendix A to this chapter includes the instrument used for the interviews.

During the interviews, with few exceptions, the stakeholders requested that the meetings be less contentious than those in 1997. For the majority of the respondents, this meant finding an alternative to the traditional concept – often used by government agencies but mostly avoided by the park in 1997 – of an open microphone from behind which attendees address park planners in front of a roomful of people. Two stakeholders who preferred the open microphone format felt this was a valid way of expressing their

strong negative feelings about park management.

When asked for their ideas, stakeholders made many constructive and useful suggestions for the scoping process. One stakeholder mentioned an open house format that a federal agency had sponsored for another planning process. Several stakeholders said it was important for everyone to understand what would happen at the meetings before they arrived, so they could be prepared. Although one person commented that the facilitators did a good job in 1997, others suggested that having facilitators who were not park employees would produce a process that was, or appeared to be, less biased. Several requested that the meetings be carefully facilitated so that one person could not dominate the meeting, quiet attendees would be comfortable to comment, community members would not be overwhelmed by professionals, an agenda would be followed, comments would be recorded, and the group would not focus on only one topic. A few stakeholders suggested that the meetings should be an opportunity to learn about other points of view. The mediator and her team were responsive to all of these suggestions from stakeholders in their process design.

At this point in the interview, the mediator suggested some meeting format ideas in order to test their acceptability with the stakeholders. These included:

- An open house format with no formal presentation and no open microphone (Pfister 2003).
- A variety of ways for people to provide input, both anonymously and publicly.
- Focus on a vision of what the river corridor could become by asking the question, “What do you want to see on the Colorado River through the Grand Canyon in 20 years?”

(continued on next page)

(continued from preceding page)

The stakeholders almost universally approved of these concepts. They applauded the open house format, saying that it would eliminate the grandstanding and public arguments that accompany a traditional public hearing, and could help educate stakeholders. Based on the response from stakeholders, the open house was used in the design. One stakeholder had some concern about focusing only on a time horizon of twenty years, and suggested that the attendees should also be asked what they value about the river corridor today. The mediator incorporated this suggestion, as well.

The idea of facilitated small group meetings as a part of the scoping meetings was also tested with stakeholders. This concept drew mixed responses. Some stakeholders thought they would work well, but more were concerned that the contentiousness of the 1997 process would recur. One stakeholder was concerned that the people who belonged to organized groups would intimidate attendees who were new to the process. Several stakeholders requested, if small group meetings were held, that they be identical so stakeholders would not have to attend all of them. The mediator decided to include small group meetings in the scoping meetings while addressing stakeholder concerns in their design, as described in the next section.

D. THE 2002 SCOPING PROCESS

Meeting Design

The open house format was the most significant change from the 1997 scoping meetings. Members of the public were invited to drop in, rather than being asked to stay for the entire meeting. They were much shorter than the 1997 scoping meetings: only four hours in one weekday evening, compared to eleven hours over two days. The open houses featured a dozen stations positioned around a large room, with a poster on an easel at each station that described a subject that the park would consider during the planning process. Subjects included: management framework, NEPA, wilderness, administrative use, adjacent lands, Hualapai Tribal concerns, concessions management, permitting, cultural resources, natural resources, visitor experience and values, and range of visitor services. A park staff member conversant in the station's subject stood beside the station and engaged stakeholders in discussion as they walked by.

Before the meetings, park employees were provided with strategies for interacting comfortably with their constituents. For example, they were given suggestions on how

to communicate with someone who was angry, using role-plays to help them practice answering difficult questions. They were encouraged to differentiate between their personal opinions and park policy and to express only the latter.

Because people have different preferences and comfort levels for modes of communication, there were six avenues for attendees to give their comments to the park.

1. There were easels with large pads of paper and felt-tipped pens next to each station on which attendees were encouraged to write their comments. Each blank pad was posted with the two questions that constituted the theme of the meetings: "What do you value about the Colorado River through the Grand Canyon today?" and "What would be desirable on the River in 20 years?"

2. In an area set with tables and chairs, and close to a table spread with cookies and bottled water, comment

forms were scattered on the tables. These forms had space to write the answers to the two questions. Attendees could deposit the forms in a box on one of the tables, or mail them to the park by the end of the scoping period.

3. A stenographer recorded verbatim comments at each meeting.

4. For stakeholders who were most comfortable communicating electronically, computers allowed stakeholders to send e-mail directly to the park.

5. A large, eight-foot map of the Colorado River corridor through the Grand Canyon was set up on tables with colored markers and a sign that read, "Draw what you want to see on the River."

6. Small group meetings began every 30 minutes to give stakeholders a sixth way to give their comments to the park. These meetings had identical agendas, and the same two questions were asked: "What do you value about the Colorado River through the Grand Canyon today?" and "What would be desirable on the River in 20 years?" The purpose of these meetings was not to achieve consensus, but to give participants the opportunity to hear others' comments and to learn from them or react to them. Professional facilitators who were not park employees and who were experienced in contentious public processes led these meetings and recorded comments from the attendees. They were designed so that most of the communication was between attendees and the facilitator to prevent the contentious

... meetings had identical agendas, and the same two questions were asked: "What do you value about the Colorado River through the Grand Canyon today?" and "What would be desirable on the River in 20 years?"

interactions that had been experienced in 1997. However, the facilitators were also encouraged to promote conversations among the participants if the group were able to do so in a mutually respectful manner. This turned out to be the case in many of the small group meetings. In fact, in one of the meetings, representatives of the non-commercial boating community and the commercial outfitters successfully collaborated to persuade the rest of the group to adopt consensus language about the Colorado River Management Plan.

Publicity and Other Opportunities to Participate

During the interviews early in the process, the mediator asked stakeholders how best to publicize the meetings to their constituents and what would best serve those who could not attend. Using their suggestions, park staff established a “virtual tour” of the open house on the park’s Colorado River Management Plan website. Stakeholders who could not attend a scoping meeting could view the posters from the stations, fill out the comment forms, and electronically transmit them to the park. They could also send comments through regular mail.

The mediator’s team and park staff publicized the meetings and the other opportunities for commenting, including extensive outreach to news media. Electronic and street addresses for stakeholder organizations were gathered, and these organizations were asked to publicize the process to their members. The park sent messages via e-mail and regular mail to their constituents. Information repositories were established at local libraries, where members of the public could obtain background documents and comment forms. These background documents, such as the current management plan and the comments from the 1997 process, were also available on the website.

IV. OUTCOMES: COMPARISON BETWEEN 1997 AND 2002

Park staff and stakeholders reported increased satisfaction with the scoping process in 2002 compared to the 1997 process. This section details the outcomes, compares them to those from 1997, and describes the reasons for the differences.

A. MORE NUMEROUS COMMENTS

The “product” of scoping in a NEPA process is comments from the public. The 2002 scoping process produced about 50,000 comments, compared with about 3,000 comments from the 1997 process (Cross 2003b). Linda Jalbert,

recreation resources planner at Grand Canyon National Park, credited the process for this significant increase: *“I think we have received more [comments] because people are able to talk to us, they are able to talk to each other, they can go to the stenographer, put their ideas down in different ways, they can feel like they are being heard. ... [I]n the small group discussions ... [in 1997], people couldn’t really say what they felt without being picked on”* (Grand Canyon National Park 2002).

B. EDUCATION OF PARK STAFF AND STAKEHOLDERS

Park staff and stakeholders both felt that the 2002 process educated park staff about the concerns of the stakeholders more thoroughly than the 1997 process. The open house format allowed the conversations between park staff and their constituents to be low-key and personal (Jalbert 2003a, Grand Canyon National Park 2002). Park employees were more likely to understand the values and opinions they were hearing than in the fractious 1997 process, and, it was hoped, more likely to include them when drafting the Colorado River Management Plan.

The open house and stations format also better served to educate the stakeholders about the complexities of the planning process. Many of the stakeholders were already well informed about the issues they cared about, but few (if any) had a comprehensive understanding of the totality of the Colorado River Management Plan or the planning process that was needed for its revision. The stations in the open house gave the attendees an overview of all the issues the park would address during the planning process. By increasing their level of understanding, stakeholders were able to understand how the issues most important to them related to the overall planning process, and what constraints the park faced as it revised the plan.

Both park staff and stakeholders felt that the stakeholders’ comments were more thoughtful, informed, and useful than those of 1997, because of increased understanding of the Colorado River Management Plan and the myriad of issues that the park would need to address during the planning process (Jalbert 2003a, Grand Canyon National Park 2002).

C. A REDUCED LEVEL OF CONTENTIOUSNESS

The lack of contentiousness was surprising to many who had attended the 1997 meetings. The 1997 process was painfully difficult, while in 2002 the meetings were enjoyable. One senior park staff person said, “I’ve been to a lot of public meetings in my NPS career, but this was the first one

(continued on next page)

(continued from preceding page)

at which I had fun” (Pergiel 2002). The purpose of the meetings was more fully achieved because of the absence of divisiveness. This is not to say that attendees were in agreement on the issues. To the contrary, stakeholders fervently held their positions and many were passionately opposed to others. However, the personal attacks and loud, vocal arguments among stakeholders, and between stakeholders and park staff, were almost completely absent in 2002.

The open house format contributed to the lack of discord. Most people are not comfortable speaking in front of a group. Those who do manage to present their comments in that stressful situation tend to be the most committed to their point of view, and thus may represent more

extreme viewpoints than most stakeholders (Daniels and Walker 2001). Other attendees, with less polarized views, may feel that they have no place at the meeting. Dukes describes in detail the reasons why citizens feel traditional public hearings are “often inflexible, stilted, adversarial, episodic, and generally intimidating for non-professionals:”

Consider a typical public hearing. Speakers stand with their backs to the audience. They face an array of microphones on an unfamiliar podium. Speaking time is restricted and carefully monitored. The authorities hearing comments, seated behind their own desks and their own microphones, look down on the speaker from an elevated stage. Little or no response by these authorities is offered to the comments. If there is any negative response by following speakers there is no further opportunity for rebuttal, much less engagement in dialogue (Dukes 1996, p. 63).

The open house format addressed this criticism by encouraging dialogue and providing a comfortable venue for personal interaction.

There were other factors contributing to the reduced conflict. One was the training for park staff on how to handle difficult questions and how to present their particular area of expertise. Another was the use of professional facilitators in the small group meetings, along with the careful planning of those meetings. No one expressed suspicion of bias on the part of the facilitators (Jalbert 2003a; Grand Canyon National Park 2002). Finally, the use of a neutral party to design the process enabled the park employees to

listen to stakeholders, concentrate on their substantive expertise, and answer questions from the public, instead of having to focus on the process.

The presence of top park management also contributed. Unlike the 1997 process, the superintendent, deputy superintendent, and science center chief attended every scoping meeting, along with other members of the park management team. They spent the entire four hours engaging stakeholders in conversation and addressing, on a one-on-one basis, the controversial issues facing the park. This gave the message that they cared about the concerns of their constituents, and reinforced the importance of the process to the park.

D. BETTER RELATIONSHIPS

Closely connected to the reduced level of contentiousness, and perhaps more important in the long term, was the positive impact of the 2002 process on relationships between park employees and stakeholders. In contrast to the painful interactions of the 1997 process, park staff, from the resource specialists to the superintendent, consistently reported enjoying the interaction with the public at the meetings (Grand Canyon National Park 2002).

Relationships among stakeholders were also positively impacted. Stakeholders known to have strong adversarial positions had lengthy, friendly discussions with each other during the course of the meetings (Grand Canyon National Park 2002). One stakeholder noted that “*you realize the other person is a human being*” after talking face-to-face (Grand Canyon National Park 2002).

The process design allowed for the development and enhancement of relationships. The relaxed tenor of the open house was a major factor, as was staff training and orientation toward the public. Another significant contribution came from the stakeholder interviews and extensive personal outreach during the process design stage. In effect, these meetings belonged to the stakeholders, as they had helped to plan them.

The map of the river corridor provided an unexpected benefit to relationships. At every meeting, stakeholders and park staff, regardless of differences in their vision for the future, huddled over the map, sharing river trip stories and discussing this place to which all felt a strong and personal connection.

Another unanticipated relationship-building feature came as a result of asking stakeholders for suggestions for improvements after each of the scoping meetings. A suggestion was made after the first meeting to provide nametags for attendees. These were provided for the remaining seven meetings. Many stakeholders knew each other by name but

**... park staff,
from the resource
specialists to the
superintendent,
consistently reported
enjoying the
interaction with the
public
at the meetings ...**

not by face, from communicating via electronic mail. By providing nametags, stakeholders were able to build community among themselves.

E. REACTIONS FROM STAKEHOLDERS

Park management received praise and gratitude from stakeholders and staff for the efforts they made to change the tone of the scoping process. As a stakeholder said, *"I would recommend this format. The proof is in the pudding. You want a format not just to reduce conflict, or reduce contention. You want a format that actually draws in or encourages more constructive input. Fresh thinking, if you will. Some new ways of looking at the issue ... I think this format supports that"* (Grand Canyon National Park 2002).

Another stakeholder observed that, *"I heard several comments from participants to the effect of 'I really think my voice counts' and 'I think I'm being heard at this meeting'"* (Jalbert 2002).

A newspaper article written after one of the meetings quoted several stakeholders with their reactions:

"We all remember how bad those 1997 meetings were, and this new format is so much better," Richard Martin, president of the Grand Canyon Private Boaters Association, said during last week's open house in [a Salt Lake City suburb]. *"What we learn through this sort of public process is that these issues are not black and white. There is a gray area, a middle, where most of us live. That's the change I see."*

Added Mark Grisham, director of the Grand Canyon River Outfitters Association: *"There is a sense of shared frustration and camaraderie on all sides that is helping this new format succeed. The situation is not as intractable as it has seemed and a reasonable outcome seems possible."*

Tom Martin, founder of River Runners for Wilderness and one of the most outspoken critics of the park's current management of the river corridor, said he was dismayed when he learned of the new format, fearing it would *"dumb down"* the public input and diffuse deserved criticism of the park's policies. After attending Thursday's open house in Flagstaff, he changed his mind.

"When you sit down with that court stenographer, you get a lot more than just five minutes behind a mike to explain your ideas," he said. *"In essence, the park is casting a wide net to try to capture one or two groundbreaking ideas that may lead to the solutions they are gleaning for. I don't know if the public is seeing all the park's dirty laundry on those displays, but as*

someone who has been in the trenches and taken my own lumps, it's a much better start" (Smith 2002).

This reporter described the meeting as follows:

"With subdued lighting and sugary treats, professional media - tors and cafe seating, federal land managers are tweaking the format of the typical public input meeting to cool tempers and warm hearts. The trend eventually may mean the demise of a cherished Western tradition: standing in front of a rowdy crowd and behind a microphone to vent your spleen at a government bureaucrat ... The result was a public airing of divergent opinions in an atmosphere as laid-back as a Starbucks coffee house ..." (Smith 2002).

The presence and support of upper management ... was crucial in making possible the public perception that the park understood this was an important process, and that they truly wanted to listen to their stakeholders.

V. Post-Scoping Public Participation

The success of the scoping meetings encouraged the park again to provide public participation opportunities not required by NEPA.

In the period between the end of scoping and the issuance of the draft EIS, the park asked the mediator to sponsor two stakeholder workshops. Their purpose was to build on the information contained in the

scoping comments, and clarify values and preferences of stakeholders with regard to two important and controversial issues in the Colorado River Management Plan: the non-commercial river trip permit distribution system, and the range of visitor services to be offered to the public. As noted above, in 1997, "range of visitor services" primarily reflected the desire on the part of educational institutions to have more access to the Colorado River for educational purposes. In 2002, in addition to the educational purposes, this phrase reflected at least two other desires on the part of some stakeholders. One was additional access for special populations, including the disabled, disadvantaged youth, and low-income people. The other was a blurring of the bright-line distinction between commercial and non-commercial river trips, whereby a non-commercial river trip leader might be able to hire assistance, such as a guide, a medical officer, or a cook. This is currently prohibited.

The workshops were, in effect, focus groups. The mediator identified 10 stakeholder groups and invited each to send a fixed number of participants. She used an interactive decision support technology to enhance the effectiveness of the stakeholder workshops. This computer-based technology provided the ability to collect and document

(continued on next page)

(continued from preceding page)

real-time opinions, and instantly and graphically present them to the group in an anonymous manner for the participants to explore (Rozelle 2003). The mediator and her team were able to isolate and compare data across stakeholder groups, while enhancing the results through a rich discussion by the participants. For the workshop on the permit system, participants were issued a hand-held keypad that was connected via radio signals to a laptop computer. Participants used the keypad to rate the importance of various attributes of a permit system, such as fairness, predictability, ease of use, length of wait, and flexibility. The results of their ratings were projected instantly onto a large screen to generate discussion and clarifications. The stakeholders discussed values and trade-offs, with the Colorado River Management Plan planning team in the audience to hear the discussion. The planning team was able to learn about the interests behind the positions that the stakeholders had taken in the scoping comments, and, as they gained a better understanding of the interests of the other groups, stakeholders acknowledged how difficult the park's decision-making would be. The stakeholder workshop on range of visitor services was conducted in a similar manner.

During this period, the park also asked the mediator to sponsor two expert panels on controversial issues about which the Colorado River Management Plan planning team needed more information: allocation of recreational use among user groups, and carrying capacity of the river corridor. These panels could have been conducted in private for the sole benefit of the planning team, but instead were open to the public and held on days adjacent to the stakeholder workshops as a benefit to stakeholders. Stakeholders were able to hear the opinions of the experts at the same time as the planning team and had the opportunity to ask questions of the panelists.

Park staff and stakeholders were pleased at the additional opportunities for interaction and participation. Cross felt the activities accomplished their purpose:

The experts gave us some limits for alternative analyses in the draft EIS. The stakeholders...heard some creative ideas that will appear in the alternatives. And [from the stakeholder workshops,] the park got a mandate to change the existing private permit system. (Cross 2003a).

Although there was frustration expressed by some stakeholders that the workshops did not go further in exploring solutions, all stakeholders who responded to a request for feedback, and park staff, found the exercise to be beneficial (Ekker 2003; Ghiglieri 2003; Grisham 2003; Johnson 2003; Martin 2003, Odem 2003).

VI. Conclusion

This description of two different public participation approaches illustrates how processes developed by those with the best of intentions can produce unfortunate and unanticipated results, and how ADR methods can be applied to improve NEPA process design. Insights gained from comparing the two processes include the following:

- The presence and support of upper management of the park in 2002 was crucial in making possible the public perception that the park understood this was an important process, and that they truly wanted to listen to their stakeholders.
- Use of a neutral party likely increased trust on the part of the stakeholders, and certainly increased the enjoyment of the process on the part of park staff. Although many public processes are conducted well without the aid of a neutral, as conflict resolution practitioner Melinda Smith writes, "*Professional assistance can help groups achieve sound process practice*" (Smith 1999, p. 1007).
- Involving the stakeholders in the design of the process, through pre-process interviews and feedback requests, both insured that their needs would be met and increased their confidence in the process.
- Thorough staff training, and a meeting format that allowed for personal, one-on-one conversations between staff and constituents, increased the opportunities for mutual education and relationship building.
- Providing multiple avenues for stakeholders to submit comments enabled them to feel that their voices were heard and increased the number of comments submitted.
- Trust of the process and the park was enhanced through the use of professional, neutral facilitators of the small group meetings.
- All of these factors served to improve relationships and reduce the negative impacts of conflict.

Dukes suggests that public processes can "inspire, nurture, and sustain ... an engaged community, invigorate the institutions and practices of governance, ... and enhance society's ability to solve problems and resolve conflicts" (Dukes 1996, p. 156). In the case of the Colorado River

Management Plan, with highly contentious issues and polarized stakeholders, the use of ADR strategies helped achieve at least part of that potential. It increased trust and mutual understanding, engendered positive communication, improved relationships, and generated creative ideas for solutions to problems.

Whether the full promise will be fulfilled remains to be seen. As of this writing, the EIS is not yet completed. However, the results to date suggest that, when faced with similar difficult NEPA processes, agencies would be well advised to consider applying ADR principles and techniques.

Mary Orton



Editors Note: The authors appendix concerning specific meeting planning details has been omitted.

REFERENCES

- Anon. 2002. Interviews with 36 stakeholders by Mary Orton, June. Anonymity was promised to the stakeholders who were interviewed.
- Arnberger, Robert. 2000a. Memorandum to Director, Intermountain Region, National Park Service, from Superintendent, Grand Canyon National Park, Subject: Cessation of Planning on Undeveloped Areas Plan. February 10. Grand Canyon National Park Colorado River Management Plan Administrative Record, #644-13.
- Arnberger, Robert. 2000b. Letter to "Grand Canyon Constituent." February 23. Grand Canyon National Park Colorado River Management Plan Administrative Record, #645-1.
- Aronson, Jeffe. 1997. "The Process and Outfitters," in The Waiting List: Newsletter of the Grand Canyon Private Boaters Association. January. Internet: <http://gcpba.org/pubs/waitinglist/97_01.html> (visited 26 March 2003).
- Bingham, Gail and Langstaff, Lee M. Undated. Alternative Dispute Resolution in the NEPA Process. Internet: <http://www.resolv.org/pub_articles/NEPA.htm> (visited 26 March 2003).
- Carlson, Chris. 1999. "Convening." In Lawrence Susskind, Sarah McKearnan, and Jennifer Thomas-Larmer {eds}, The Consensus Building Handbook: A Comprehensive Guide to Reaching Agreement, 169-197. Thousand Oaks: Sage Publications.
- Chesher, Greer. 2003. Former Resource Specialist, Grand Canyon National Park, personal communication to author, April 7.
- Council on Environmental Quality. 2002a. Code of Federal Regulations. Title 40, Secs. 1500-1517. Internet: <http://ceq.eh.doe.gov/nepa/regs/ceq/toc_ceq.htm> (visited 21 February).
- Council on Environmental Quality. 2002b. 40 Frequently Asked Questions: Answers to 1-10. Internet: <<http://ceq.eh.doe.gov/nepa/regs/40/1-10.htm>> (visited 20 February).
- Cross, Jeffrey. 2003a. Grand Canyon National Park Science Center Chief, personal communication to author, February 2.
- Cross, Jeffrey. 2003b. Grand Canyon National Park Science Center Chief, personal communication to author, April 7.
- Daniels, Steven E., and Walker, Gregg B. 2001. Working through Environmental Conflict: The Collaborative Learning Approach. Westport, Connecticut: Praeger.
- Dukes, E. Franklin. 1996. Resolving public conflict: Transforming community and governance, Manchester: Manchester University Press.
- Ekker, TinaMarie. 2003. Policy Coordinator, Wilderness Watch, personal communication to author, March 25.
- Ghiglieri, Michael. 2003. President, Grand Canyon River Guides, personal communication to author, March 27.
- Grand Canyon National Park. 2002. Videotape of Colorado River Management Plan scoping meeting in Mesa, Arizona, on file at the Grand Canyon National Park public information office, taped August 15.
- Grisham, Mark. 2003. Executive Director, Grand Canyon River Outfitters Association, personal communication to author, April 1.
- Jalbert, Linda. 2002. Recreation Resources Planner, Grand Canyon National Park, personal communication to author, August 22.
- Jalbert, Linda. 2003a. Recreation Resources Planner, Grand Canyon National Park, personal communication to author, March 19.
- Jalbert, Linda. 2003b. Recreation Resources Planner, Grand Canyon National Park, personal communication to author, July 9.
- Johnson, Jo. 2003. Co-director, River Runners for Wilderness, personal communication to author, April 4.
- Kolb, Deborah M. & Associates. 1994. When Talk Works: Profiles of Mediators, San Francisco: Jossey-Bass Publishers (Chapters 3 and 8).
- Kriesberg, Louis. 1997. "The Development of the Conflict Resolution Field," in Zartman, I. William, and Rasmussen, J. Lewis, eds. Peacemaking in International Conflict: Methods and Techniques. Washington, DC, United States Institute of Peace Press.
- Martin, Richard. 1997a. "HEY, Let's Go Boating!" in The Waiting List: Newsletter of the Grand Canyon Private Boaters Association. January. Internet: <http://gcpba.org/pubs/waitinglist/97_01.html> (visited 26 March 2003).
- Martin, Richard. 1997b. "1997 Colorado River Management Plan Public Meeting Report - Round One ... Done." in The Waiting List: Newsletter of the Grand Canyon Private Boaters Association. November. Internet: <http://gcpba.org/pubs/waitinglist/97_11.html> (visited 26 March 2003).
- Martin, Richard. 2000. "Plannus Interruptus." in The Waiting List: The Grand Canyon Private Boaters Association Quarterly, March. <http://gcpba.org/pubs/waitinglist/2000_04/March_2000_1_to_8.pdf> (visited 8 April 2003).
- Martin, Richard. 2003. President, Grand Canyon Private Boaters Association, personal communication to author, March 18.
- McHenry, Robert, et al. (eds.). 1993. The New Encyclopaedia Britannica (15th edition, Vol. 3). Chicago: Encyclopaedia Britannica, Inc.
- National Environmental Policy Act of 1969 (NEPA). United States Code, Title 42, secs. 4321-4347.
- Odem, Willie. 2003. Former president, Grand Canyon Private Boaters Association, personal communication to author, February 25.
- Oltrogge, Maureen. 1997. Press release from Grand Canyon National Park, "Colorado River Plan Meetings Set to Begin." August 21.
- Oltrogge, Maureen. 2000. Press release from Grand Canyon National Park, "Grand Canyon National Park Moves in Different Direction with Planning Efforts for River and Backcountry." February 23. Grand Canyon National Park Colorado River Management Plan Administrative Record, #643-1.
- Pergiel, Chris. 2002. Chief Ranger, Grand Canyon National Park, personal communication to author, August 8.
- Pfister, Suzanne. 2003. Vice President, BJ Communications. Suzanne Pfister, a member of The Mary Orton Company, LLC team for this project, first suggested the idea of having an open house format for the scoping meetings.
- Rozelle, Martha. 2003. President, The Rozelle Group, Ltd. Marty Rozelle, a member of The Mary Orton Company, LLC team for this project, developed and implemented this stakeholder workshop.
- River Management Society. Undated. Website. Internet: <<http://www.river-management.org/>> (visited 28 March 2003).
- Smith, Christopher. 2002. "Land Debates Lose Nastiness." The Salt Lake Tribune, 12 August. p. D1.
- Smith, Melinda. 1999. "Catron County Citizens Group." In Lawrence Susskind, Sarah McKearnan, and Jennifer Thomas-Larmer {eds}, The Consensus Building Handbook: A Comprehensive Guide to Reaching Agreement, 985-1009. Thousand Oaks: Sage Publications.
- Susskind, Lawrence, McKearnan, Sarah, and Thomas-Larmer, Jennifer. 1999. The Consensus Building Handbook: A Comprehensive Guide to Reaching Agreement. Thousand Oaks: Sage Publications.
- The Wilderness Society. 2000. Press release: "Statement by William H. Meadows, President, The Wilderness Society, Regarding the Decision to Halt the Planning Process for Grand Canyon National Park." February 28. Grand Canyon National Park Colorado River Management Plan Administrative Record, #646-1.
- United States Department of the Interior. 1989. Colorado River Management Plan for Grand Canyon National Park, September 1989, United States Department of the Interior.
- United States District Court. 2002. Grand Canyon Private Boaters Ass'n v. Alston Case No. CV-00-1277-PCT-PGR-TSZ (D. Ariz. 2000), Settlement. Filed January 17.
- Wilderness Act. 1964. 16 U.S.C. 1121 (note), 1131-1136.

Snake Dance

In the early days of my work as a river guide in the Grand Canyon the subject of rattlesnakes rarely came up. If we saw them it was a treat, never a threat.

With the advent of urbanized adventure travel, I have received more questions about them. Are they here? Yes. What if we encounter one? Chances are you won't; but if you do it's important to know a few things: They have to be coiled to strike (unless you step on them); they can strike only about a third of their body length (and a four foot snake is unusually large down here); and even when they strike, they release their venom only a third to a half the time. Most people are respectfully curious about snakes, but some are very wary of them. One of my passengers was so snake phobic she couldn't even look at a photograph of one.

On August 4th, day nine of our trip down the Colorado River through the Grand Canyon, we were camped at Stone Creek, mile 132. Located just below a large rapid, it has a long beach that has been substantially reduced from its former grandeur through dam-induced erosion. I had heard past reports of snake sightings here but had personally never seen any.

After dinner, as dusk was removing the brilliant warm rays of the sun, one of our passengers reported a possible snake sighting near the "groover," the name we have given to our bathroom location. We had located it downstream from the main camp area behind some rocks to provide a modicum of privacy without interfering with the view of the Canyon. A couple of us went down to investigate, came up empty, and turned our attention to sleep.

Night comes quickly in the Canyon, and we were making a game out of staying "up" until at least eight o'clock when word came from upstream that a rattlesnake had been sighted cruising close to a campsite. We grabbed our headlamps and hurried to the area where the affected passengers were gathered. A Grand Canyon Pink rattlesnake, three feet long, moved slowly over the soft sand, inconvenienced by the bright lights of curious humans but intent on continuing its hunt for a late-night snack. We watched as it headed away from the beach into some basalt rocks still radiating heat from the day, and we thought it would disappear under one of them. Instead, it changed directions and moved towards the nearest campsite - ground cloth, thermarest, and sleeping bags laid out awaiting human warmth. When it continued its march and cruised right through the campsite, we decided to relocate it.

**As I rowed downstream
I couldn't stop thinking
about our great fortune
... No guide, ...
none of the former
Outward Bounders,
despite many thousands
of days and nights spent
in the desert had ever
been a witness to such a
natural event.**

Grabbing two buckets and a paddle, the trip leader softly hoisted the snake onto the handle of the paddle and dropped it into one of the buckets. I placed the second bucket on top, being careful not to harm the snake, and we walked up a rock-encrusted slope towards the Stone Creek drainage. Once in the drainage we removed the second bucket and watched as the snake casually emerged, thrust its body away from the bucket, and slithered away. As we walked back to camp, we passed several of the passengers curious about the snake's behavior. We told them it

hadn't rattled, didn't seem perturbed, and probably wouldn't be a further bother. We said good night, and headed back to our respective campsites.

In the morning I heard a few comments about the snake sighting during breakfast, but most people were focused on the food in front of them and the events of the day to come. We had been together for nine days and had become a very efficient tribe. After breakfast the kitchen was quickly broken down and I attended to the daily rigging of my raft in anticipation of an up-and-over hike up Tapeats Creek, into Tapeats Valley, up fifteen hundred vertical feet to Thunder Falls, through Surprise Valley, and down into Deer Valley. I hadn't been on this hike for several years, and was eagerly looking forward to it when I heard my name being called. It was Tom, the trip leader, shouting to me to bring my camera. He was in the area of the groover, and without questioning I grabbed my camera and headed downstream. When I arrived there, Tom simply pointed to a group of

polished boulders twenty feet below and thirty feet from the river's edge.

Once I saw a postcard with two snakes intertwined in a very provocative mating-dance. I envied the photographer fortunate enough to be in the right place at the right time, and never thought I would find myself in a similar position. But there they were, two Grand Canyon Pink rattlesnakes swaying in an eternal dance of procreation. Both had the typical "V-shaped" pit viper head. The larger of the two sported a thicker body and a light brown cast. Dark brown borders laced its entire back in jagged elliptical rings. The smaller snake had a similar pattern with more of the usual pinkish cast common among these un-aggressive cousins of the Western Diamondback.

I began snapping images from some fifteen feet away and was able to fill my lens with the swaying, undulating images of these two magnificent creatures, aware that I was witnessing something that few others had had, or would have, the privilege to see.

Before long the entire group, twenty passengers and six crew, stood around mesmerized as the snakes continued their stirring movement, at times mirroring each other's postures while swaying sensuously, at other times intertwined like clenched fists, demonstrating a strength not seen in any of their normal movements. In a ritualistic pattern the snakes would separate and move to opposite corners, feigning indifference, only to return to the dance floor to resume their foreplay. At all times they seemed to be fully aware of each other's presence.

Meanwhile, Tom, a middle school science teacher, began reading from a book he just happened to have with him. *How They Do It*, by Robert A. Wallace, details the mating habits of various members of the animal kingdom: slugs, snails, and yes, snakes.

"Once the male has found the female (which shouldn't be too hard to do since both sexes have powerful musk glands opening near the anus), he may begin things by rubbing his sensitive chin along her back, which probably turns him on more than it does her. She may later get her own chin stroked, and ultimately they will stimulate each other's anal openings."

Comments from the gallery ranged from the sacred

to the profane. Several wondered which was the male and which the female. I watched through my lens, waiting for the telltale stroking of the female's chin. Both snakes seemed oblivious to the transfixed voyeurs while clearly being aware of each other. At times they would rise up in unison, fully two-thirds of their bodies swaying back and forth as if con-

connected to a beat unheard by us. Other times one would travel across the other, and then suddenly they would become entangled as if ecstatically charged. We watched in awe as one would rise up, its body forming a variety of sensuous shapes, and the other would follow suit.

Our lovers moved toward the river, and I moved with them, positioning myself with a direct view as they continued their dance, bracketed by polished igneous and sedimentary boulders. I silently wished for my tripod but didn't want to leave for fear that the music would stop. I considered ask-

ing someone to retrieve it from my raft, less than a hundred feet away, but it didn't feel right to deprive them of this spectacle, even for a couple of minutes. I felt incredibly energized, and could have stayed there all day, but knew we would have to leave shortly. Would we be there for the "moment of truth?"

"If you should walk up on a pair of copulating rattlesnakes and they try to slither away, the stronger of the snakes will drag its mate along by the anus (actually, the cloaca).

"The reason the snakes aren't able to separate is because of the horrendous design of the snake penis. Its end is soft and pointed, but its base is a forest of stiff, backwardly directed barbs.

"At copulation, the male lies alongside or slightly under the female, and at the moment of truth he extrudes his bizarre penis from his cloaca. The penis itself is not a tube, by the way. Instead it is essentially a fleshy, grooved organ, and the sperm flows along the deep channel into the female. He probes her anal area until he finds the opening, whereupon he quickly inserts it. The penis is erected by turning inside out, and because of the hooks and barbs which hold it in place, it must be withdrawn by carefully reversing the process. It would obviously be in poor taste just to jerk it out, even if he could. The snakes are in no hurry, though, and they may lie joined

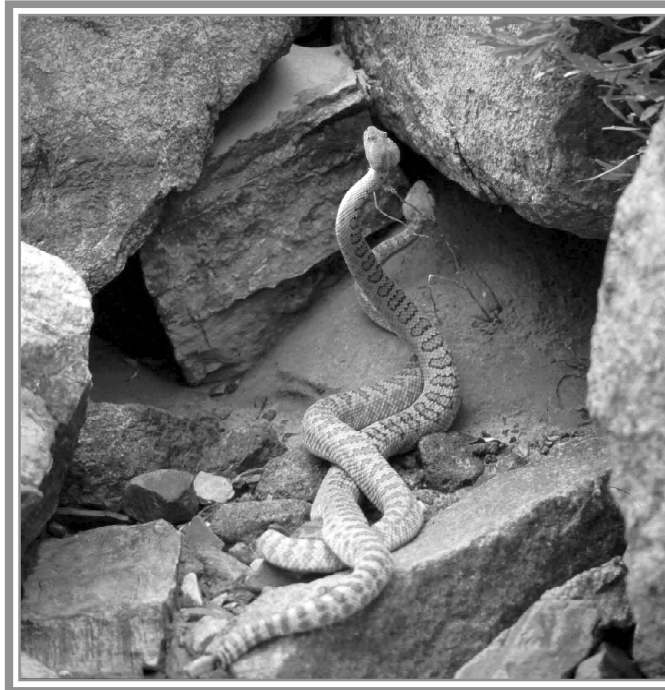


photo: Charly Heavenrich

(continued from preceding page)

together, occasionally thrusting or undulating, for an entire day.”

Finally the snakes made our departure easy. They broke off their dance and slithered slowly away to neutral corners in the shade of nearby boulders. Was this just teasing behavior, or the beginning of a protracted dance resulting in new life? We would never know. Almost as an afterthought Tom read on.

“The females are able to store the sperm, somehow managing to keep them alive almost indefinitely. In fact, some females have given birth up to five years after their last affair.” Amazing. What was the probability of happening upon two snakes in a mating dance and simultaneously hearing a reading from *How They Do It*?

As I rowed downstream I couldn't stop thinking about our great fortune. Our crew had been on well over three hundred trips in the Canyon. Some of our passengers had decades of Outward Bound experience. No guide, in spite of some four thousand days and nights in the Canyon, and none of the former Outward Bounders, despite many thousands of days and nights spent in the desert had ever

been a witness to such a natural event.

For over twenty-eight years it has been my privilege to share the beauty, power, grandeur, and life-changing experiences of the Grand Canyon with people from all over the world. Every trip offers a new hike, a new camp, different passengers and crew, weather, wildlife, unparalleled vistas and views, fresh images on the pallet of Canyon walls, and opportunities to go where we've never been before and witness the unimaginable. I enter each trip with a commitment to release the expected and embrace the unexpected. And I'm never disappointed. As we embarked on our up-and-over hike, I thought back to the gift those snakes had bestowed on us, aware of the awe I felt in the presence of nature that in the desert is so often hidden from us.

Charly Heavenrich



Custom Raft Frames ~ Raft Specific Trailers

Marshall's boater built frames are made from 6061 T-6 Aluminum using Speedrail free construction.

The **strongest** and **lightest** river frames available - withstanding hitting the pavement at 75 MPH!

Our Custom Raft trailers feature 3500 LB axles, with tie downs where you need them and no sharp edges to hurt your boat. Winches and such? No problem. Fabricated to meet YOUR needs

CUSTOM DOESN'T HAVE TO COST MORE — DON'T SETTLE FOR LESS!

Marshall Welding and Fabrication

Salida, CO 81201 - 719-539-4417

It's A Private Trip...Come On Along...Join Us!

YES! I want private boaters to have a voice in the Grand Canyon! GCPBA is 501c3, tax deductible!

Name _____

Address (st. / box) _____

City _____ State _____ Zip _____

e-mail _____ phone # _____

membership: 1yr \$25 / 10yrs \$200 / Forever \$350 or more

Check here if it's ok to give your name to wilderness / conservation groups here for river related business

Return to GCPBA, Box 2133, Flagstaff, AZ 86003-2133